Community Anti-Racism Action Strategy

Weaving a Shared Path Forward for an Anti-Racist Calgary

April 2023

Developed to inform the *Dismantling Systemic Racism, Transforming Lives: The City of Calgary Anti-Racism Strategic Plan 2023-2027*

The title of this report, *Weaving a Shared Path Forward*, is an invitation to ways of being, doing and knowing that are grounded in Indigenous teachings and the importance of creating positive relationships, being a good relative, living in reciprocity and a taking actions towards creating a future that includes all of us.

The path we are journeying on towards being racism-free is being made by us, by the strands we weave intentionally to create the future we desire.

This report is intended to reflect what we heard. It is our hope that the words carry the messages as they were intended. It has been an honour to sit together and learn. So many thanks for the courage, honesty and wisdom imparted to us.

Note on terminology & language

Through discussions with the project team and a review of current perspectives (including the Center for the Study of Social Policy[1] approach), we recognize the importance of terminology and language. The terminology used to describe colonized groups has frequently been used to impose on, and exercise control over these groups, and can reflect the inequitable relationships and power dynamics embedded within these relationships. However, terminology can also be used to empower, reclaim, and redefine identities. Renaming and reclaiming language is an important component to move toward racial justice.

In this report we use the word "Indigenous communities" as an inclusive term to describe individuals and collectives who consider themselves as being related to and/or having historical continuity with First Peoples. This includes all those whose civilizations flourished in what is now known as Canada; the United States; the Americas; the Pacific Islands; New Zealand; Australia; Asia; and Africa, prior to European colonization. There is an incredibly rich diversity of Indigenous communities here in Calgary, and we have attempted to ensure that they are represented in the text wherever possible.

We use the term "Indigenous" over the constitutionally-defined Canadian term "Aboriginal" as it is now more commonly used. The use of the term "Indigenous" allows individuals and communities to use the term in ways that are meaningful to them. Exceptions to our use of the term "Indigenous" have been made of necessity when we are citing resources that use different terms.

This report has capitalized the terms Indigenous, Black, Racialized and White to respect and signal an understanding of the history and racial identity of these groups. Capitalizing White reflects our understanding that not naming White as a Racialized category risks perpetuating the assumption of White as raceless, superior, neutral, and standard.

The report also uses the term antisemitism without hyphen based on the approach of the federal government that has adopted the International Holocaust Remembrance Alliance (IHRA) definition.

The report also uses the terminology 'we' or 'our' to indicate: The City of Calgary Anti-Racism Program, The Anti-Racism Action Committee, and the community engagement team of Habitus Consulting Collective and ActionDignity. This type of language is used to locate 'who' is behind the report and is a 'de-colonizing' effort, to acknowledge the worldviews that shape this writing. See Appendix A for a more comprehensive glossary of terms.

The term The City (uppercase) is used to refer the municipal government and the city (lowercase) is used to refer to Calgary.

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1 https://cssp.org/

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EXECUTIVE SUMMARY

"We do want to be part of the larger community, we do want to be included... we want to be your neighbours, we want to be your friends, employers, employees."

Alberta Ability Network engagement

Image 1: Key Strategic Actors

Systemic racism is a clear driver of the persistent inequities in our community- impacting differently across lines of gender, class, sexual orientation, religion, age among others.

Indigenous, Black, and diverse Racialized communities want immediate, meaningful, and accountable change to address systemic racism. Systemic racism is a clear driver of the persistent inequities in our community, impacting generations across lines of gender; disability; class; sexual orientation; religion; and age (among others). This is an issue of life and death, leading to poor outcomes in health, social and economic well-being.

The City of Calgary is committed to creating a Calgary where Indigenous, Black and diverse Racialized communities feel safe, welcome, included and are treated with dignity. The Community Anti-Racism Action Strategy (the Strategy) offers recommendations on shifting The City of Calgary as an overall system, including recommendations for actions that focus on underlying policies, structures and procedures.

The results of community engagement conducted during this project add to previous evidence that racism and discrimination are rooted in our history, and are persistent, complex, pervasive, intractable, and corrosive. Racism and discrimination create limited awareness of, and access to services; a sense of othering and insecurity; fear of mistreatment; and increase the risk of re-traumatization. The Strategy focuses on addressing the root causes of racism through a systems approach within the municipal jurisdiction. However, it recognizes that this work needs to also address a wide range of concerns within the community.

It is a direction-setting document to guide the bold and courageous actions, that are needed to bring systemic change to the municipal government, as well as the broader city of Calgary. The primary focus of the recommendations provided by the community are directed to the municipal government. While there are other organizations and businesses tackling anti-racism, the municipal government remains a vital force for addressing systemic racial inequity.

The Strategy also identifies several actions that others can take swift action on. To become actively anti-racist and working towards racial equity requires The City of Calgary to work alongside other actors. This includes the Anti-Racism Action Committee; civic partners; civil society/non-profit/community organizations; charities; and provincial/federal governments. Despite certain limitations, The Strategy offers strong recommendations that are directed towards the municipal system as a whole, and also specific recommendations for social programs and services such as: Affordable Housing; Social Programs; Neighbourhood Support; Parks & Open Spaces; Recreation Services; Public Transit; Bylaw Education & Compliance; Calgary 9-1-1; Fire & Emergency response; and City Planning & Policy.

This work also needs to function effectively in parallel with the recommendations made through the White Goose Flying Report (2016) and other ongoing efforts at The City working to address racial inequity.

Approach to the Calgary Community Anti-Racism Strategy

On June 15th, 2020, Calgary City Council passed a Notice of Motion entitled "Calgary's Commitment to Anti-Racism" and directed The City to build a Community Anti-Racism Action Strategy that would engage Indigenous, Black, and diverse Racialized community members. Council's Commitment to anti-racism required a dedicated team to deliver on actions and priorities, and The City put together an Anti-Racism Program Team, that is responsible for co-creating the Anti-Racism Strategic Plan and Framework. This plan will contain actions to mitigate and remove systemic racism for Indigenous, Black, and diverse Racialized communities. The City of Calgary's Anti-Racism Program, the circle of Indigenous Elders and Knowledge Keepers, and the Anti-Racism Action Committee worked with external consultants Habitus Consulting Collective and ActionDignity to develop this strategic document.

The work to build The Strategy took place from March 2021-August 2022. The work was designed over three tiers listed below:

Tier 1

Tier 1 was the broadest in scope, reaching over 2000 Calgarians. A co-development and participatory design were used, involving 31 community organizations; 32 co-hosts working in the equity and anti-racism sector; and 12 community brokers, who helped to reach hard-to-access populations. Their stories and voices form the core foundation of this report. The process involved community engagement sessions, focus groups, surveys and one-to-one interviews. For many Indigenous, Black, and diverse Racialized communities, this was one of the first times they had an opportunity to share their experiences with The City. Based on our evaluation, the process felt safe and empowering for them.

Tier II

Tier 2 involved four strategic discussion sessions with 17 issue champions from the community, and six from The City to provide strategic guidance and input that included reviewing findings from Tier 1.

Tier III

Tier 3 involved returning to all groups and communities involved in the first two tiers of work, and sharing the final report for feedback.
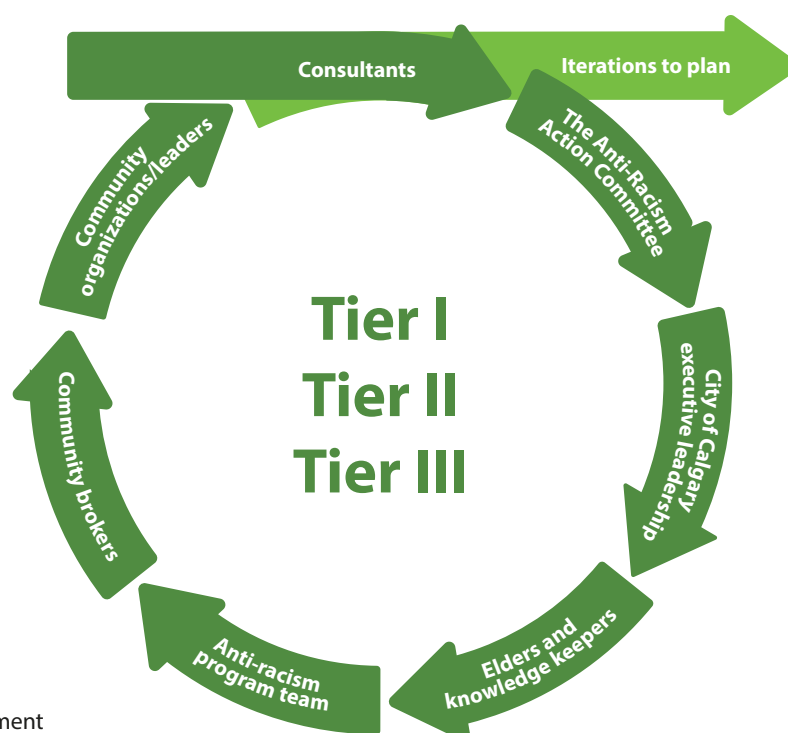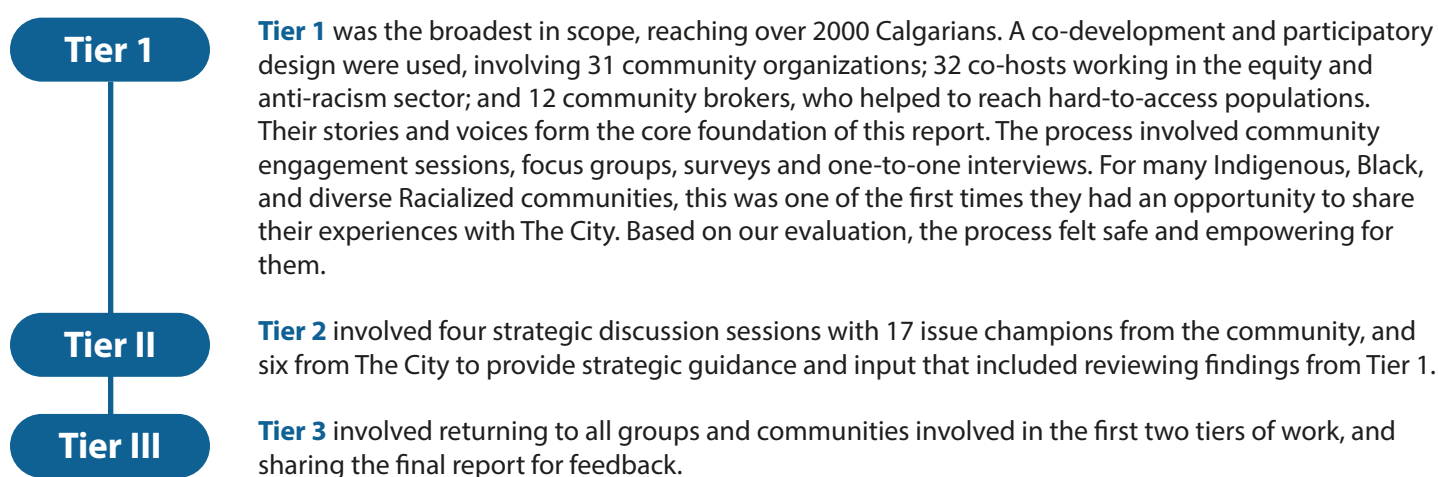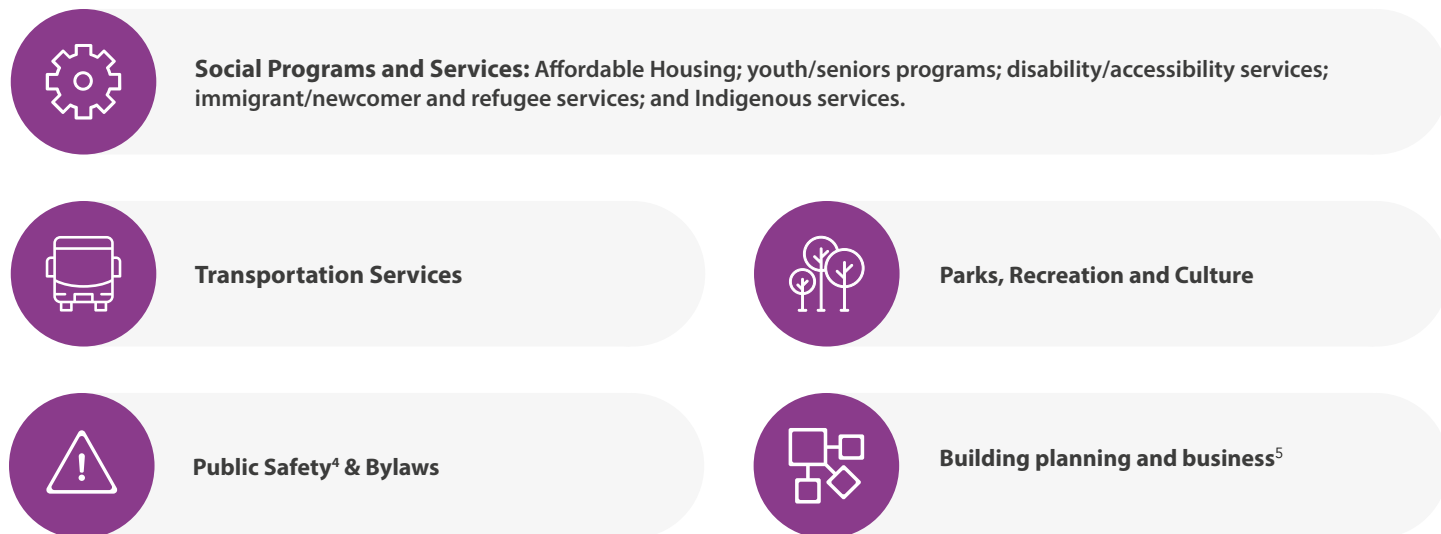

Image 2: Community Engagement

Organization of Recommendations

Transformative change is needed both at The City and in our community to become an anti-racist city. The recommendations for The City are focused on the programs and services that were highlighted in the public hearings[2] and the 'What We Heard Report' in 2020[3]:

Social Programs and Services: Affordable Housing; youth/seniors programs; disability/accessibility services; immigrant/newcomer and refugee services; and Indigenous services.

Transportation Services

Parks, Recreation and Culture

Public Safety[4] & Bylaws

Building planning and business[5]

Indigenous, Black, and diverse Racialized communities were asked to specifically focus their attention to these services but also spoke more broadly to areas where The City could amplify or leverage its role as a key partner to bring service improvements in health, education, employment, immigration, and policing. The Strategy offers several actions that community can directly act on to help build an anti-racist city.

In this report you will first be provided a background summary around how this work was designed, and the data collected. Next, you will read key themes and voices from Indigenous, Black, and diverse Racialized communities that highlight the gaps in services, challenges to access, safety, representation, and investment. The final section will detail the strategic actions recommended by the community, based on four key levers[6]. Companion documents have been shared with The City, which also provide specific recommended actions, including results-based accountability measures and impact opportunities for each of the services.

Key Community Findings

Racism is acutely impacting our Indigenous, Black, and diverse Racialized communities. People's experiences, and the themes in their experiences, demonstrate that racism is embedded in, and continues to be, perpetuated through various systems, policies, and everyday interactions. This stunts the ability of Calgary to become a truly inclusive, economically vibrant, and welcoming city.

Based on Tier 1 community engagement, key findings are collated into four themes:

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2 A three-day special meeting was held on July 7, 2020 by the Standing Policy Committee on Community and Protective Services. It was on Calgary's commitment to anti-racism. It included a panel of experts and a public hearing on systemic racism.

3 The community engagement approach is detailed in the methods section.

4 A separate report around recommendations for Calgary Police Services was provided to CPS and will be included in their public reporting.

5 This is not a specific City service but was identified by the community as a key area for change.

6 Levers can also be seen as catalysts for change.

1. Lack of Representation

Insufficient representation of Indigenous, Black, and diverse other Racialized individuals and their experiences/stories/images presents and creates challenges such as: a lack of safety, a sense of 'othering', and perpetuating discrimination and stigma. It creates the conditions by which people feel excluded, ignored, and misunderstood by others and by the systemic structures that shape their lives. Frequently-mentioned places that lacked diverse representation were workplaces, healthcare, educational facilities, and political processes.

2. Underinvestment

Community members spoke about unequal and inequitable distribution of resources across Calgary neighbourhoods; underinvestment in important services; lack of culturally-appropriate services; and food deserts- urban areas where it is difficult to buy affordable or good quality food, in parts of the city where racial/ethnic minorities reside. These challenges made Indigenous, Black, and diverse other Racialized community members feel they were ignored or overlooked by The City.

3. Lack of Awareness, Accessibility and Responsiveness of Services and Resources

Several challenges and opportunities were identified in relation to service access and utilization including challenges in learning about, making sense of, and navigating City of Calgary services. Indigenous, Black, and diverse Racialized communities experienced services that were not responsive to, or inclusive of their needs, which led to distrust of services, unwillingness to access services, and at times negative perceptions within broader community networks.

4. Failure to Ensure Safety

Indigenous, Black, and diverse Racialized community members shared experiences of mistreatment in their interactions with City of Calgary services such as Police, Fire, Emergency Management & Community Safety. Challenges included slow response rates; harsh verbal and physical treatment; their safety concerns being exacerbated or downplayed by the police; and safety services being used against them by neighbours and other members of the public. Feelings of being unsafe due to ethnic/racial identity were common as they live, work, and travel around the city.

Strategic Recommendations

The City has a significant impact on community well-being and can shift the tide if it acts with urgency. Indigenous, Black, and diverse Racialized communities engaged believe that without addressing the foundational issues within The City government itself (internal), any anti-racism efforts in the community are bound to fail. Image 3 highlights the root causes that need to be addressed through this Strategy.

While most often anti-racism efforts are focused on making changes in the community through services or individual policy revisions, these have been unsuccessful in sustaining change. While smaller incremental actions are relatively easier to take in the short-term, they are unlikely to address the change to the system that is needed. Big, transformative changes are likely to have the greatest impact, and need more internal discussions, time and alignment. These big, transformative changes have been discussed below.

Theory of Change

Poor roots lead to poor outcomes

Strong roots leads to positive outcomes

Outcomes

- Incarceration
- Poor health
- Mental health challenges
- Homelessness
- Poverty
- Under/or unemployment
- Lack of sense of belonging
- Unhappiness or lack of satisfaction

Strengthening positive outcomes

- Systems that are responsive, safe, accountable and racially equitable
- Investment in resources
- Safe and inclusive environments free of hate
- Representation of diversity and intersectionality
- Reduce/remove barriers

Conditions created are resulting in social, economic and physical inequity

- Poor housing
- Lack of adequate meaningful jobs
- Poor schools
- Disproportionate representation in the justice system
- Unsafe communities/neighborhoods
- Poor infrastructures
- Food insecurity
- Unsafe parks and recreation opportunities

Change the condition

- Safe and affordable housing
- Meaninful work
- Schools culturally and developmentally responsive
- Reduced representation of Indigenous, Black, and diverse Racialized people in the justice system
- Safe communities
- Well distributed and strong infrastructure
- Food security
- Safe parks and culturally diverse recreation

Policies, practices, and systems that have led to systemic racism

- Structural/systemic racism and discrimination
- Lack of resources or investment
- Lack of safety and context of hate
- Lack of cultural, linguistic, ethnic representation in services and systems
- Lack of access and awareness
- Intersectional barriers- based on age, ethnicity, ability, sexuality, language, background etc

Addressing root causes

- Good health and well being
- Housed communities
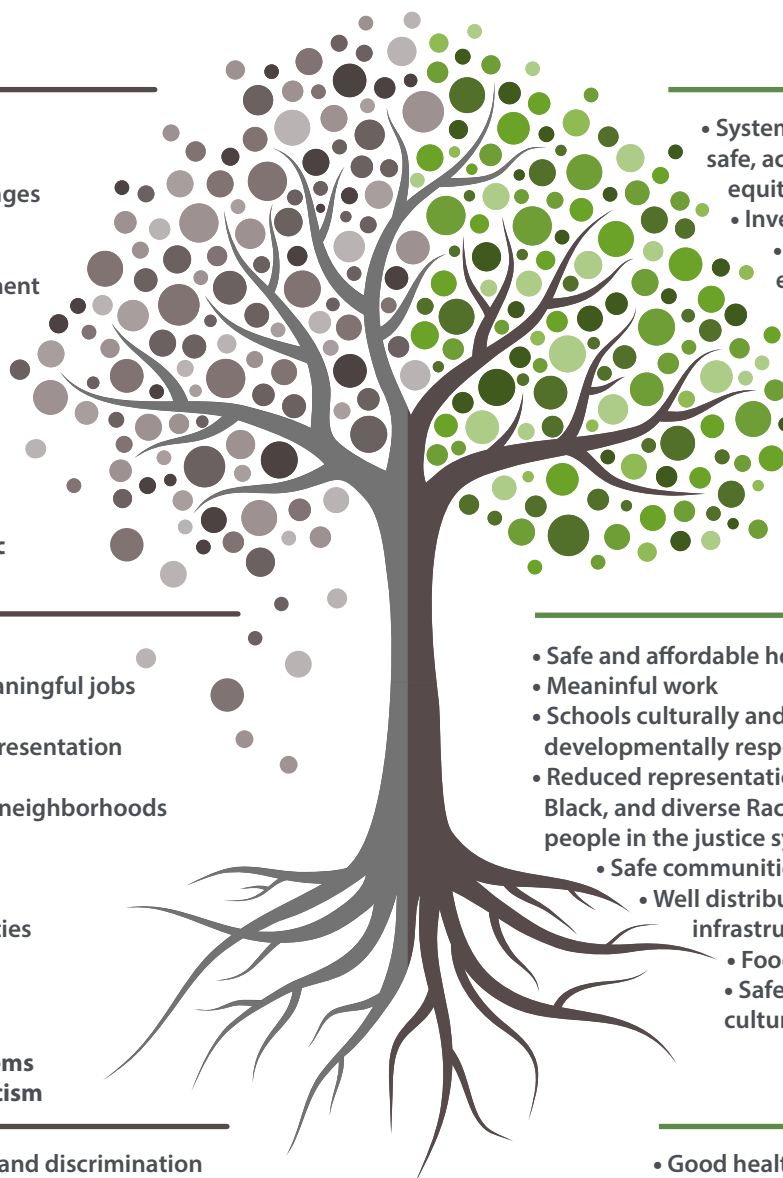- Sense of belonging, happiness, satisfaction with life

Image 3: Theory of Change

Our theory of change proposes that in order to build an anti-racist city, the municipal government must activate four key levers of change. A lever can be understood as a decision-making tool or frame that can dynamically be used to shift, direct and change public services, policies and structures. These levers, once activated, can create a cascade of changes across services and processes within a system. The levers are: **strengthen representation** to ensure services are informed or led and designed by Indigenous, Black and diverse Racialized communities; build a **participatory and impact-focused governance** model for empowering Indigenous, Black and diverse Racialized communities to lead change; **improve service accessibility and responsiveness** to create racial equity in services and their impacts; and **increased accountability** to the community through measurement and transparency.

Community Finding:
Lack of representation

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Lever:
Representation

Community Finding:
Underinvestment

→

Lever:
Participatory and Impact-focused Governance

Community Finding:
Lack of Awareness

→

Lever:
Accessibility and Responsiveness

Community Finding:
Failure to Ensure Safety

→

Lever:
Accountability

Image 4: Key Levers of Change

Key recommendations for transformative change are identified below:

1. **Representation** of Indigenous, Black, and diverse other Racialized individuals (with attention to intersectionality such as gender, age, sexuality, ethnicity, ability among other criteria) employed in front-line as well as management and leadership positions. Key **recommended actions by community** include:

   - increase representation of Indigenous, Black, and diverse other Racialized individuals within The City leadership and staff. This includes addressing barriers around hiring, retention, and promotion;
   - track and publish data on representation including demographics of employment across The City;
   - increase racial (intersectional) representation within all City public materials, images, information, and events.

2. **Participatory governance** allows for communities to actively collaborate throughout any political process. Impact-driven governance ensures that community role does not end with co-development, but instead effectively focuses on community impact as the central metric to assess efficacy of policies, services, and programs. Key **recommended actions by community** include:

   - create an anti-racism policy and declaration that will support the sustainability of anti-racism work for future generations. This will help to build links to previous reconciliation and equity work;
   - adopt a shared racial equity framework to standardize anti-racism work across The City. The framework is currently being developed by the Anti-Racism program team with the aim of supporting a shared vision of racial equity;
   - create an anti-racism and equity office to ensure alignment across The City. It also places equity outcomes at the highest priority with other corporate goals such as safety, thereby ensuring sustainability through financial resources and staffing for this work;
   - increase collaborative work internally to support the implementation of the Strategy;
   - take a co-development approach to program and policy design and implementation; and
   - strengthen community engagement activities.

3. **Accessibility and responsiveness** address economic, linguistic, geographic, systemic, and other barriers that may prevent or limit people's ability or willingness to engage with services. Key **recommended actions by community** include:

   - collect racially disaggregated data on service access and outcomes for Indigenous, Black, and diverse Racialized communities (this action is also recommended in other levers). Involving community members in this process shows greater efficacy and impact;
   - implement systemic changes to ensure services are responsive to access needs. These include first language translation, ensuring information is provided in ways community can understand and technology supports;
   - increase awareness of City services and community opportunities through non-traditional streams. Support new, community-based methods to promote and raise awareness of City services and how to access them to raise public awareness. Ensure services account for cultural, linguistic, disability/accessibility, gender, sexuality, ethnicity, religious, age among other contexts of families and communities; and
   - implement training for all staff and integrate related performance metrics into staff reviews.

4. **Accountability** both within The City and the community of Calgary attached to tangible and measurable outcomes. Key **recommended actions by community** include:

- build a joint accountability framework that encompasses all City services and subsidiaries including Calgary Police Service, Calgary Arts Development, Calgary Economic Development, and Calgary Housing Company, amongst others;

- create an independent auditing body/group composed of trained evaluators, equity specialists, and community leaders including the Anti-Racism Action Committee to review the progress made on racial equity goals;

- strengthen transparency in public engagement and communication. Use a network approach with grassroots / community organizations working on anti-racism goals to create a clear and consistent model of communication and engagement channels;

- strengthen lines of accountability of The City programs and services to City Council on anti-racism actions through regular impact reports;

- build direct accountability to community and citizen committees in service delivery;

- strengthen processes that enforce individual accountability within The City alongside systemic accountability. This can include actions that build competency, knowledge and training for City staff/leadership, as well as enforce policies and procedures to build an anti-racist City government; and

- build accountability around previous and current racial equity work with the public. This can be a part of the auditing process identified above.

PART 1:

ACKNOWLEDGEMENTS & MESSAGE

Ancestral Lands Acknowledgment

Our Elders[7] teach us that it's important to acknowledge the ancestral lands that we gather on and the peoples who came before us. This acknowledgement gives respect for the first peoples who traditionally lived on the lands on which we gather as well as to urban Indigenous peoples who now call this place home. It also pays homage to Indigenous ways of knowing and the authentic history of Turtle Island.

This area is connected to the much larger footprint of the Nations who have long called this part of Turtle Island home. There is a significant diversity in the Indigenous peoples who are part of the history of Alberta and form the very fabric of our province today.

We would like to take this opportunity to acknowledge that we are gathered on the ancestral territories of many diverse Indigenous peoples. This includes the Treaty 7 Nations which are the Blackfoot Confederacy, made up of the Siksika, Piikani and Kainai First Nations; the Îethka Nakoda Wîcastabi[8] First Nations, comprising the Chiniki, Bearspaw, and Wesley First Nations; and the Tsuut'ina First Nation.[9] Calgary is also homeland to the historic Northwest Métis Nation and to Métis Nation of Alberta, Region 3." It also includes the Dene and the Woodland Cree. We acknowledge all Indigenous urban Calgarians who have made Calgary their home.

We are currently in Calgary, where the Bow and Elbow rivers meet. This is a place of confluence where the sharing of ideas and opportunities naturally come together with the many diverse Nations who comprise these ancestral lands.

Indigenous peoples have their own names for this area that have been in use long before Scottish settlers named this place Calgary. In the Blackfoot language, they call this place, Moh-kins-tsis.[10] The Stoney Nakoda Nation refer to the Calgary area as Wicispa Oyade[11] and the people of the Tsuut'ina Nation call this area Guts-ists-i.[12] The Slavey (Dene) people called the area Klincho-tinay-indihay.[13] The Métis and Cree call the Calgary area Otos-kwunee.[14]

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7 This land acknowledgement was created with the guidance of the Elders and Knowledge Keepers from the Guiding Circle for the Calgary Community Anti-Racism Action Strategy as part of the development of the Weaving a Shared Path Forward report. The members include Elder Casey Eagle Speaker, Elder Rod Hunter, Elder Marina Crane, Knowledge Keepers Cindy Provost, Dr. Micahel Lickers, and Art Cunningham.

8 Pronunciation: ee-YETH'-kah nah-COH'-dah WHISK'-ah-tah-bay. The Stoney Nakoda call themselves Îethka Nakoda Wîcastabi. This phrase translates to "the people that speak the Stoney language".

9 Pronunciations are as follows: Siksika – Seeg-see-kah (emphasis on kah), Piikuni – Bee-gah-nee, Kainai – G-ai-nah, Îethka Nakoda Wîcastabi - ee-YETH'-kah nah-COH'-dah WHISK'-ah-tah-bay, Chiniki – Chin-ick-ee, Tsuut'ina – Soot-tenna

10 Pronunciation: Moh-GIN'-stis (a soft 'g').

11 Pronunciation: Weh-CHIS'-spa oh-YAH'-day.

12 Pronunciation: GOOT'-sis.

13 Pronunciation - Klin-cho-tee-nay in-dee-hay. Translates as horse town.

14 Pronunciation - Oh-TUSS' - kwanee.

Messages from the Elders & Knowledge Keepers Circle

Elders

Casey Eagle Speaker (Blackfoot/Kainai First Nation)
Rod Hunter (Stoney Nakoda First Nation)
Marina Crane (Tsuut'ina First Nation)

Knowledge Keepers

Cindy Provost (Blackfoot/Piikani First Nation)
Dr. Michael Lickers (Mohawk, Six Nations of the Grand River)
Art Cunningham (Metis Nation of Alberta, Region III)

We, the Elders and Knowledge Keepers, were approached by the consulting team at Habitus Collective and ActionDignity to support The City of Calgary and our city along its journey and with Its commitments to anti-racism. Colonialism was built on racism, which became enshrined in policies and practices at all levels of government and within communities. While the Truth and Reconciliation Commission of Canada and other legislation and movements have marked progress in recent years, racism remains rampant. The City plans on changes to structures, policies, and programs to root out the racism long embedded within its institutions.

However, how can an anti-racist city be achieved? The City bureaucracy must untangle itself from its siloes and walk together as one. Anti-racism work must be approached from the roots up so it emerges steadily and naturally. For City employees, much work needs to be done within the leadership, Mayor's office, and Council. Time must be taken to understand the individual and ensure each member of the public service understands that love and respect for others is the basis of anti-racism. These principles that emerge in Indigenous teachings of care, respect, and treating people well cannot be separated from anti-racism work. "We have strayed far from the original teachings" (Michael Lickers). The City must right its relationship with Indigenous people, which will help them to mend relationships with all Racialized people. This will provide the blueprint for the future.

For Calgarians, we must create space to be human and real with each other and walk without fear of being attacked with racist language and actions. We must focus on our similarities and get to know one another while understanding the diversity that makes us richer. People need to take time to get to know their First Nations, Metis and Inuit communities. Looking at our differences only

serves to widen the gaps between us. Rather, we need to focus on our commonalities and parallels. "Status quo approaches to curiosity, discovery, and proofs within education systems often leave out opportunities to explore where human beings are interconnected. Our relationality exists beyond extra-curricular self-interest classes that are separated from primary learning. Indigenous worldviews and the very foundations of learning and transferring knowledge to the next generations come from humility and openness to receive gifts that will help all other life" (Cindy Provost). "Knowledge only becomes knowledge when it is shared with the purpose of creating wellness for all things under Creator" (Casey Eagle Speaker). Let us get to know each other through one-on-one conversations. We all enjoy the water, food, and sunlight and these are non-discriminating. Let us take our lessons from nature.

There was a global outcry at the discovery of the 215 unmarked graves at the Kamloops Indian Residential School in 2021. The discovery shocked the world, and brought to the forefront the horrors and ritual abuse systematically inflicted on Indigenous children and families across Canada. These acts that amounted to cultural genocide were designed and carried out by colonial governments rooted in control, racism, and patriarchy. There have now been discoveries of thousands of Indigenous children's remains, which have highlighted the urgency to implement the 94 Calls to Action of the Truth and Reconciliation Commission of Canada.

Calgary has an opportunity to move forward on these Calls to Action and to set the bar for other urban centres to create an anti-racist city, where all voices are heard. Rectifying historical injustices through anti-racism work is a difficult task, and must be worked on every day. The opportunities for everyone are boundless when there is no racism. We must begin to transform that possibility into a reality.

Message from the Anti-Racism Action Committee co-Chairs

The Anti-Racism Action Committee came together in November 2020 to help support the learning, action, and ever-present need to combat systemic racism in Calgary. It has been three years filled with countless tragedies that have compounded our own collective experiences of racism and made the need for anti-racism more urgent. This includes the recovery of children at the Tk'emlúps te Secwépemc (Kamloops) residential school[15], an increase in violent attacks against Racialized minorities[16] across this country, and the rise of White nationalism amidst the Covid-19 pandemic.

The impact of racism continues to rob people of their human dignity. It is a plight that continues to impact Indigenous, Black, and diverse Racialized and ethnic minorities in Calgary and beyond. The Anti-Racism Action Committee collectively and individually supported the planning and development of the engagement sessions, which focused on the sharing of stories and experiences of Calgarians impacted by racism. We remain hopeful that these engagement sessions will provide the foundation for the action of anti-racism in all spheres of civic life. We believe that by centring and caring for the experiences of our past, present, and future communities, we, as the Anti-Racism Action Committee will continue to identify and support the elimination of systemic racism. This is the beginning of a long road ahead, and we stand in solidarity with the continuation of creating and sustaining an anti-racist strategy to truly have an inclusive society for future generations.

Dr. Sonia Aujla-Bhullar, PhD
Eileen Clearsky
Co-Chairs, Anti-Racism Action Committee (2022)

15 Our thoughts and support for survivors and families of the Canadian Indian Residential Schools is paramount to the work of our committee, including the centre of the TRC actions identified in 2015. https://nctr.ca/residential-schools/british-columbia/kamloops-st-louis/ https://publications.gc.ca/site/eng/9.801236/publication.html

16 The news and stories of racism were carried heavily by Anti-Racism Action Committee members throughout this entire year. The murder of George Floyd in the USA, the rise of Anti-Asian violence, the killing of the Afzaal family in London, Ontario, and the day-to-day White nationalist protests and violence in the street of Calgary impacted our own mental health and well-being.

Acknowledgement from the Anti-Racism Program and External Community Engagement Team

The Anti-Racism Program and the consulting team of Habitus Consulting Collective ("Habitus Collective") and ActionDignity would like to acknowledge and express gratitude to all the Elders, Knowledge Keepers, co-hosts, brokers, note-takers, priority collaborative group members, individuals, communities and organizations who participated in the community engagement and co-development process. This report would not have been possible without the stories, reflections, and contributions of the community of Calgarians that participated in our engagements. Their bravery and wisdom are foundational to our work. We recognize that we may fall short of truly encompassing the complexity of anti-racism work and the wealth of knowledge shared with us by the community.

We are grateful to those who have been doing anti-racism work long before this community engagement. We also acknowledge the stewards of this land, which is now known as Calgary. The colonial forces disrupted their ways of being and knowing that we are now turning to for answers.

While the community engagement team reflects diverse identities, we humbly acknowledge that some of us may be also socialised and acculturated to perpetuate the very systems this work aims to dismantle. Some may have internalised colonial ideas about us and our community members. While we aimed to address our biases through a co-development process, there are inevitable limitations. Anti-racism work is heavily connected to self-reflection, and we thank our partners for journeying with us.

One team member[17] shared with us the role of critical hope that is fundamental to this work. Critical hope increases our understanding of the forces that produce and perpetuate injustice and helps us to imagine what a world without these forces and injustices might look like[i]. We hope that in reading this report you, our community, will find your story and feel empowered by the clear directions provided to The City. The future of this work and the ideas presented here are not just the work of The City. Communities can find specific opportunities for action and change, draw on the resources developed through this project to educate and empower themselves, and innovate and explore new partnerships. Together we can shift the tide and build an anti-racist Calgary.

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17 Francis Boayake, ActionDignity Executive Director

Message from The City of Calgary

The City of Calgary is an organization of diverse communities working together to make life better for everyone. We strive to make a difference by providing equitable services and programs to all residents. Therefore, The City is responsible for managing a wide range of services. In 2020, more than 70,000 Calgarians signed an online petition circulated by the Canadian Cultural Mosaic Foundation, which called for a public consultation on systemic racism in Calgary. Following this, there was a 3-day public hearing on lived experiences of systemic racism in Calgary. As a result, the Council passed a Notice of Motion (Council's Commitment to Anti-Racism) in June 2020 and The City made a commitment to identify and address systemic racism and discriminatory patterns, practices, policies, processes, programs and services with the goal of becoming an anti-racist organization. Council's commitment to Anti-Racism required a dedicated program team to deliver on actions and priorities. Therefore, The City put together an Anti-Racism Program Team and established an Anti-Racism Action Committee to begin the work of developing a Calgary Community Anti-Racism Action Strategy. This report is a reflection of the meaningful engagement that dove deeper into what was heard during the public hearings and the significant amount of work that has been undertaken in the past by so many across our community.

To begin this work in a good way, The City recognizes the value of acknowledging that racism exists within systems including services, programs and policies. Indigenous communit in Canada have faced oppression for centuries. They were changed from independent, self-governing communities to people who were stripped of their culture, language, and most of their land. Similarly, Black peoples have lived with the consequences of slavery and widespread racism evident in Calgary today. Diverse Racialized Peoples have struggled for equity and have been impacted by systemic and institutional racism, both past and present.

Further, it was clear that this work had to be done in partnership and in a way that The City had not engaged before. Habitus Collective and ActionDignity were hired as third-party consultants to guide the community-led engagements. The Anti-Racism Action Committee and the Anti-Racism Program provided leadership for the development of the community strategy. The strategy report captures the recommendations of community leaders and members of Indigenous, Black, and diverse Racialized groups. These groups collaborated and engaged in robust discussions to make sure that the needs of their communities were represented.

The communities have called on The City to immediately change policing, healthcare, education, housing, transportation, and the economy. While some of these areas are not directly governed by The City, The City is committed to advocating for Calgary's residents and partnering with the organizations that are responsible for these areas

Over the past year, Indigenous, Black, and diverse Racialized people continued to come together to make sure that their collective voices were heard. Our hope is that the recommendations to dismantle the shackles of colonialism and racism, will not only touch the hearts and minds of all, but that it would spur a united effort to recreate a racism-free Calgary. This is a place of confluence where the sharing of ideas and opportunities naturally come together with the many diverse Nations who comprise these ancestral lands.

Lorelei Higgins
Anti-Racism Program, Community Lead

Linda Kongnetiman
Anti-Racism Program Managing Lead

Acknowledgement

Elders & Knowledge Keepers

- Casey Eagle Speaker (Blackfoot/Kainai First Nation)
- Rod Hunter (Stoney Nakoda First Nation)
- Marina Crane (Tsuut'ina First Nation)
- Cindy Provost (Blackfoot/Piikani First Nation)
- Dr. Michael Lickers (Mohawk, Six Nations of the Grand River)
- Art Cunningham (Metis Nation of Alberta, Region III)

City Team

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- Stuart Dalgleish
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- Emmanuel Owusu
- Iftu Hargaaya

We would like to express our gratitude to both current and previous members of the Anti-Racism Action Committee for their input, hard work and dedication that led to the creation of this report.

Community Plan Reviewers

- Amanda Koyama
- Cindy Provost
- Dr. Michael Lickers
- Elder Casey Eagle Speaker
- Gilary Guzman
- Lionel Migrino
- Mezaun Lakha-Evin
- Thulasy Lettner
- Tyson Bankert
- Zenobia Jamal

Co-Host Organizations

- Aboriginal Friendship Centre
- Action Chinese Canadians Together
- Alberta Ability Network
- Alberta International Medical Graduates Association
- Black Leadership Alliance Council
- Bolivian Community Association / Pasión Boliviana
- Calgary Bridge Foundation for Youth
- Calgary Catholic Immigration Society
- Calgary Ethiopian Youth Alliance
- Calgary Immigrant Women's Association
- Calgary Jewish Federation
- Calgary Local Immigrant Partnership Anti-Racism Table
- Calgary Public Library
- Calgary Vietnamese Women's Association
- Canadian Pakistani Support Group Association
- Casa Mexico Foundation
- Centre d'Accueil des Nouveaux Arrivants Francophones
- Centre for Newcomers
- Chinese Elderly Citizen Association
- CommunityWise
- Dashmesh Cultural Centre
- Diversecities
- Filipinos Rising for Inclusion and Equity to Nurture Democracy
- Ghanaian Canadian Association of Calgary
- Immigrant Outreach Society
- Immigrant Services Calgary
- Jewish Family Services
- Salvadorian Folklore Association
- Métis Association of Alberta
- Migrante
- Muslim Community focus group
-
- Nepalese Community Society of Calgary
- Nigerian Canadian Association of Calgary
- Punjabi Community Health Services
- Raices de Peru
- Salvadorian Folklore Association
- Somali Canadian Association of Calgary
- Calgary Drop-In Centre
- Urban Society for Aboriginal Youth
- Voice of Immigrants in Canada for Empowerment
- Calgary Ability Network
- Bahaghari

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Tier II Members

- Adam Massiah
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- Eileen Clearsky
- Farah Ali
- Dr.Fouzia Usman
- Jamilah Edwards
- Dr.Monetta Bailey
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- Salimah Kassam
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PART 2:
INTRODUCTION & APPROACH

"Training needs to be continuous and ongoing and move beyond the residential school experience to help show how the intergenerational impacts are very alive and well within our society today. There needs to be a strong educational strategy in the public sphere...We have gotten so used to normalising racism, especially against Indigenous people."

USAY focus group participant

Introduction

Racism is the belief that humans can be divided into a hierarchy of power based on physical characteristics, with contemporary racism being rooted in colonial efforts to assert the superiority of White or European identities. [II] Racism at the interpersonal level can be visible in many forms including stereotyping, microaggressions, and bias. Gender, sexuality, age, disability, poverty, language and background are other identities that intersect and shape experiences of racism and discrimination.[IV] [V]

At the institutional and systemic level, racism is often harder to 'see' as it is "embedded in laws, policies, and practices of society and its institutions that provide advantages to racial groups deemed as superior, while differentially oppressing, disadvantaging, or otherwise neglecting racial groups viewed as inferior.[VI] It leads to the erasure of rich intersectional identities and perpetuates several distinct, yet interrelated, forms of oppression, including but not limited to anti-Indigenous, anti-Black, anti-Asian, Islamophobia, antisemitism, xenophobia or anti-immigrant, anti-Hispanic, and and gender/sexual/age/ability-related discrimination.

Systemic change means first acknowledging the legacy and perpetuation of colonial systems and then fundamentally changing our systems. Colonial, euro-centric, oppressive institutions, policies, and laws based in White Supremacy[18] ideology have created lasting and continued impacts on Indigenous, Black, and diverse Racialized peoples in varying, intersectional ways even today.[XV]

Creating the Calgary Community Anti-Racism Action Strategy racism-free communities in Canada requires the foundational acknowledgment of our colonial history and the racist treatment of Canada's First Peoples - our Indigenous communities. Canada's racism began formally more than 500 years ago with the Papal "Bulls of Discovery" (Doctrine of Discovery) when the Romanus Pontifex (1455) was issued by Pope Nicholas V and Inter Caetera (1493) pronounced by Pope Alexander VI. The Doctrine of Discovery became international law and gave explorers the right to claim "vacant" land (terra nullius) as "discovered" in the name of their sovereign. Vacant land was defined as that which was not populated by Christians and therefore could be 'discovered' with sovereignty, dominion, title and jurisdiction that could be claimed by colonial powers. Indigenous communities that were engaged during the development of this report consistently pointed to the importance of acknowledging this legacy as a foundational step towards systemic change.[19.] Indigenous women, are seriously impacted by genocide, murder, and rape due to colonial violence, racism, sexism, homophobia, and transphobia that has taken place over countless years.[XVI]

In Canada, it is critical that we ground our anti-racism work in the understanding that Indigenous peoples have rights that are enshrined in Section 35 of the Constitution Act, 1982. Indigenous communities were already living on the land, with distinctive cultures, as they had done for centuries before colonization. This separates them from diverse Racialized groups in Canadian society and mandates their special legal, and now constitutional, status. The United Nations Declaration on the Rights of Indigenous People further establishes the rights of Indigenous peoples. It is one of the most comprehensive international instruments to date that speaks to a universal framework of minimum standards for the survival, dignity, and well-being of Indigenous peoples globally, and it elaborates on existing human rights standards and fundamental freedoms as they apply to the specific situation of Indigenous peoples.

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18 White people constitute a superior race and should therefore dominate society, typically to the exclusion or detriment of other racial and ethnic groups. This includes increased privileges and benefits through a system that is designed to centre "Whiteness" and Eurocenteric values.

19 The ongoing impact of these oppressive treatment of Indigenous peoples is well-documented in many reports including the Report of the Royal Commission on Aboriginal Peoples (1996), Truth and Reconciliation Commission of Canada (2015), and Missing and Murdered Indigenous Women and Girls Report (2019)

The land theft perpetuated through the Treaty agreements and the application of the Indian Act (1876) was used to assert control over not only the lands of Indigenous communities[XVII] but their sovereignty, culture, traditions, and their freedoms.[XVIII] The residential school system [XIX] also led to Indigenous children being forcibly taken from their homes and families, resulting in broken relationships between children and their families as well as the loss of Indigenous languages and cultures. There were high mortality rates in the residential schools and children were subjected to physical and psychological abuse.[XX]

The physical, cultural, structural, and symbolic violence of colonization persists in the institutions and socio-cultural norms and is woven in the fabric of Canadian society. Its debilitating impact is still visible today (See Appendix B for further discussion of racism)[.VIII] Indigenous, Black, and diverse other Racialized individuals remain over-represented in our jails and child services, face challenges in accessing healthcare, transit, or public services, and, as a result, continue to be disenfranchised and marginalized. Racialized communities are less likely to find meaningful employment, more likely to be unemployed, and make significantly makes less money than non-Racialized Canadians, irrespective of length of time spent in Canada.[IX][X][XI][XII][XIII][XIV]

Creating the Calgary Community Anti-racism Action Strategy

Following the death of George Floyd on May 25, 2020, and the Black Lives Matter[20] protests across North America, more than 70,000 Calgarians signed an online petition circulated by the Canadian Cultural Mosaic Foundation, which called for a public consultation on systemic racism in Calgary. As a result, there was a three-day public hearing on lived and living experiences of systemic racism facilitated by Calgary City Council's Standing Policy Committee on Community and Protective Services. Over 150 individuals shared how racism impacted their lives and their sense of belonging, recounting traumatic and painful experiences as well as highlighting key actions that need to be taken by and within The City of Calgary.[21]

Thereafter, The City publicly acknowledged the persistence and impact of systemic racism in Calgary. City Council passed a Notice of Motion on June 15th, 2020 entitled Calgary's Commitment to Anti-Racism.[22] This Notice of Motion directed the development and implementation of a community-based anti-racism Strategy that must:

- identify systemic barriers to accessing City of Calgary programs and services;
- identify language barriers in accessing information;
- identify opportunities to work with community partners and organizations on actions to address structural racism on a community-wide level; and
- be diverse and inclusive, and be a true reflection of Calgary's residents.

Another outcome of the Notice of Motion was the establishment of an Anti-Racism Action Committee This strategy is being developed by the Anti-Racism Program through three streams of work: community, public safety, and organizational.

Image 5: Catalyze actions to mitigate and remove systemic racism

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20 In 2013, three radical Black organizers: Alicia Garza, Patrisse Cullors, and Opal Tometi – created a Black-centred political will and movement building project called #BlackLivesMatter. It was created in response to the acquittal of Trayvon Martin's murderer, George Zimmerman.

21 The videos and transcripts can be found online.

22 In October 2020, a What We Heard report was shared that summarized the issues and actions speakers identified to address racism in Calgary. To develop and implement The City's commitment to anti-racism, The City of Calgary Anti-Racism Program was established (starting in January 2021) with a dedicated team to deliver on actions and priorities.

The City of Calgary, through a public Request for Proposal (December 2020) hired the community engagement team of Habitus Consulting Collective Inc. (Habitus Collective) and ActionDignity to work alongside The City's Anti-Racism Program and the Anti-Racism Action Committee to undertake the 'community' stream of work. The goals was to build a strategy based on wide-scale engagement that aimed to better understand how systemic racism impacts the daily lives of Indigenous, Black, and diverse Racialized communities in Calgary, and to co-develop solutions for change.

This year-long community engagement project involved several key partners and advisors in a deeply collaborative approach:

- The Anti-Racism Action Committee provided critical guidance throughout the project, with many committee members offering to put in additional hours to review documents and share critical feedback.

- The City's Anti-Racism Program helped to ground the emergent recommendations in an understanding of municipal operations.

- The project established a circle of elders and knowledge keepers to provide critical guidance throughout the life of the project, supporting the team to incorporate Indigenous ways of knowing and embed principles of decolonization.

- Several community experts, representing a variety of perspectives, reviewed the initial community engagement plan to ensure it was accessible and inclusive to different population groups.

- Over 31 community organizations participated as engagement "co-hosts" to help customise each engagement to ensure accessibility to the target population.

- A team of 12 community brokers (drawing on Action Dignity's established community broker model) supported grass-roots outreach and first-language event facilitation.

- Over 1,700 community members who identified as Black, Indigenous, or as part of another diverse Racialized group shared their personal stories and ideas during these engagements, focus groups, interviews, or surveys.

- 17 community leaders and six City of Calgary leaders participated in the Tier II discussions.

This report – the Calgary Community Anti-Racism Action Strategy – is the outcome of this year-long engagement process and a reflection of innumerable hours of community input and expertise. The report lays out the recommended systemic actions for The City as well actions needed to address and eliminate systemic racism in the city. Wherever appropriate, this report links to ongoing initiatives, policies, and anti-racism actions at The City of Calgary.

Calgary's Anti-Racism Journey

Acknowledging our colonial past and all the struggles to date.

The City contracted Habitus and ActionDignity for community engagement for the development of the Calgary Community Anti-Racism Strategy (Feb 2021)

Canadian Cultural Mosaic Foundation online petition (2020) calling for public consultation on systemic racism in Calgary

• The City established The Anti-Racism Action Committee.
• First Anti-Racism Action Committee meeting was held (Nov 2020)

• 3-day public hearing on lived experience of systemic racism in Calgary (2020).
• The city council passed a notice of motion: Calgary's commitment to anti-racism.

Image 6: Calgary's Anti-Racism Journey

Tier 3
Community validation and report verification and finalization (April - June 2022).

Tier 2
Priority collab group organized by Habitus and ActionDignity (Dec 2021 - Mar 2022)

Concurrent development of the community strategy, the public safety strategy and the organization strategy to inform the development of a Calgary Anti-Racism Action Plan

Tier 1
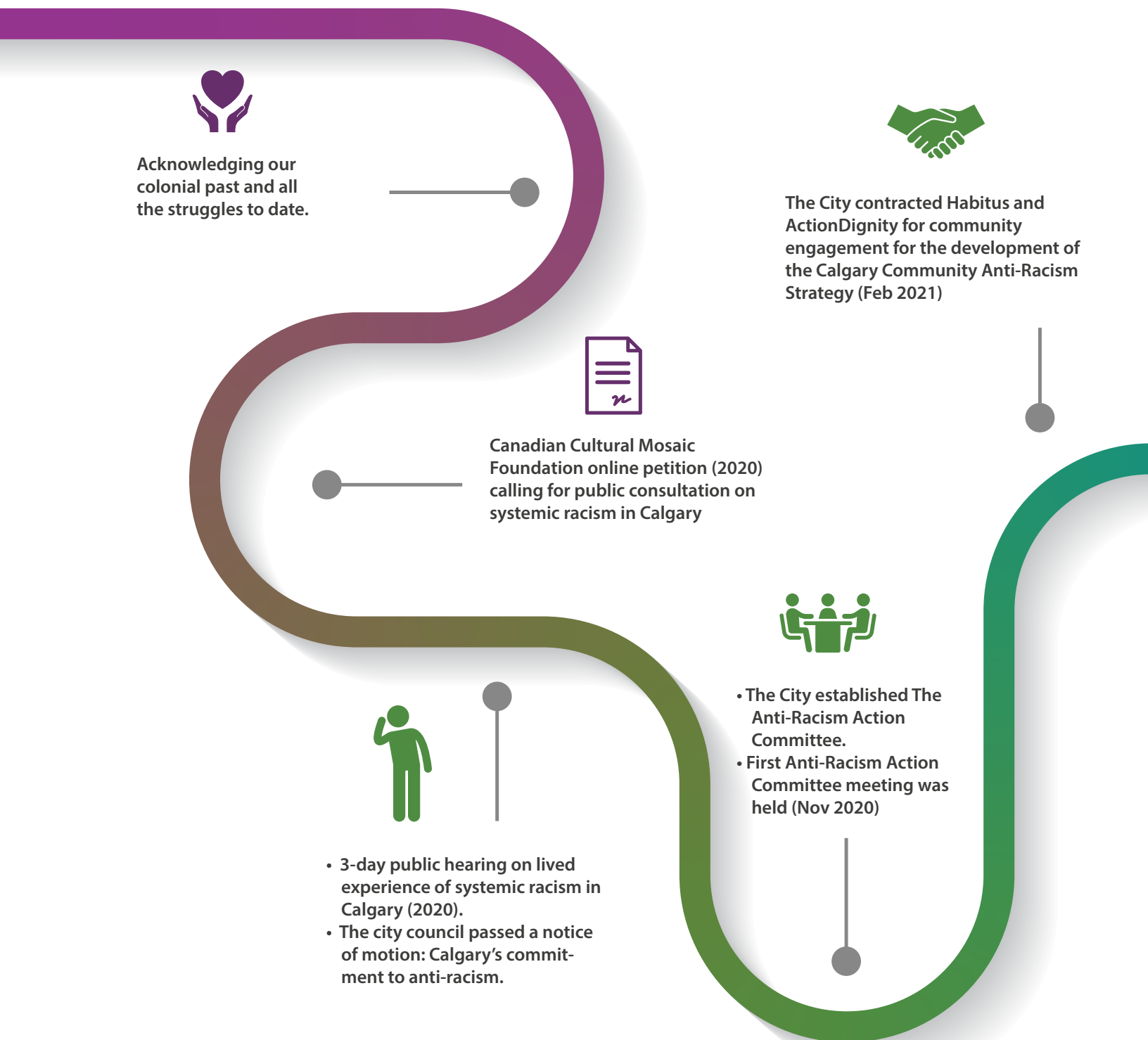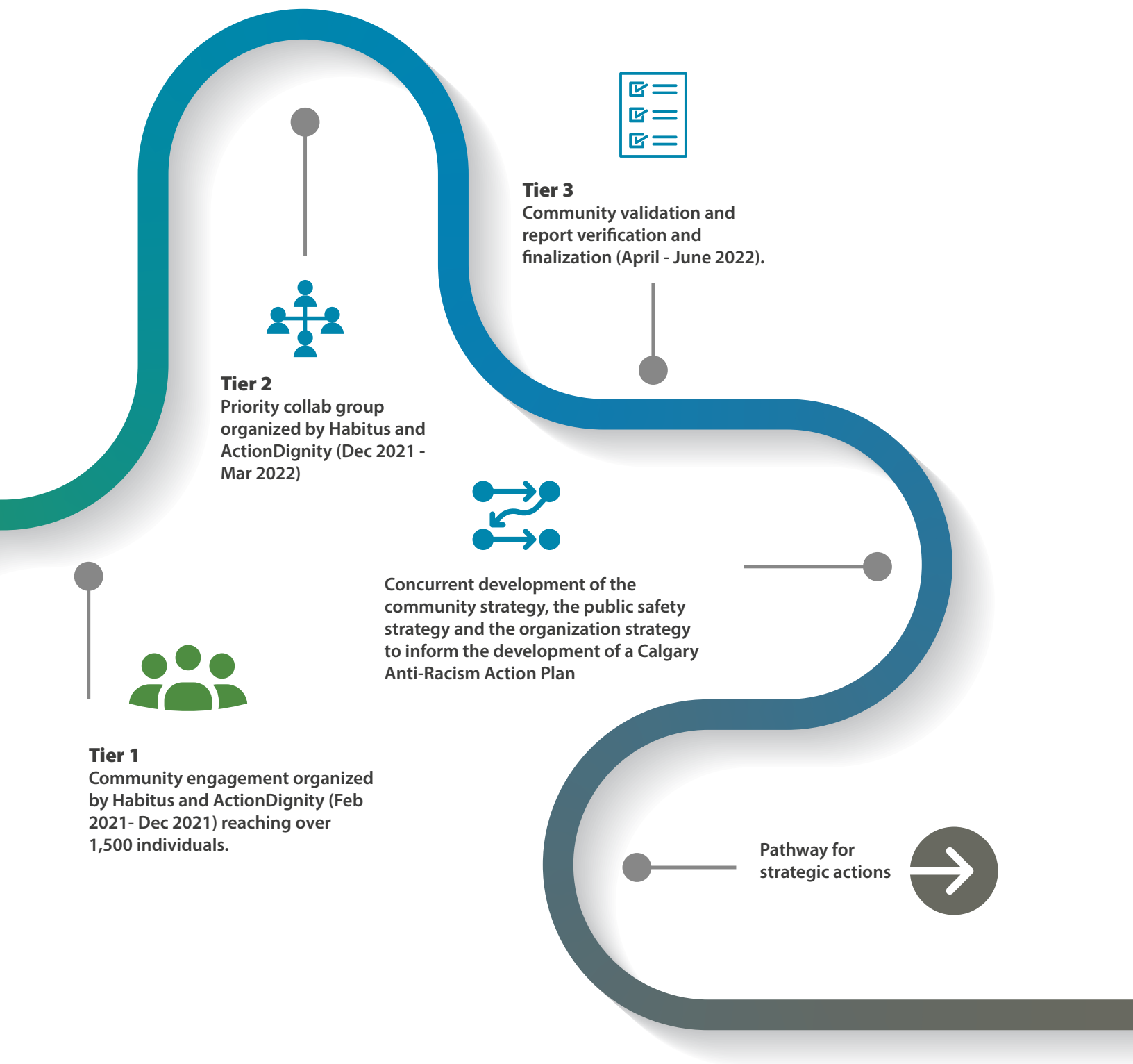Community engagement organized by Habitus and ActionDignity (Feb 2021- Dec 2021) reaching over 1,500 individuals.

Pathway for strategic actions

Key Recommendations

Recommendation 1:

Representation of Indigenous, Black, and diverse other Racialized individuals (with attention to intersectionality such as gender, age, sexuality, ethnicity, ability among other criteria) employed in front-line as well as management and leadership positions. Key recommended actions by community include:

- increase representation of Indigenous, Black, and diverse other Racialized individuals within The City leadership and staff. This includes addressing barriers around hiring, retention, and promotion;
- track and publish data on representation including demographics of employment across The City;
- increase racial (intersectional) representation within all City public materials, images, information, and events.

Recommendation 2:

Participatory governance allows for communities to actively collaborate throughout any political process. Impact-driven governance ensures that community role does not end with co-development, but instead effectively focuses on community impact as the central metric to assess efficacy of policies, services, and programs. Key recommended actions by community include:

- create an anti-racism policy and declaration that will support the sustainability of anti-racism work for future generations. This will help to build links to previous reconciliation and equity work;
- adopt a shared racial equity framework to standardize anti-racism work across The City. The framework is currently being developed by the Anti-Racism program team with the aim of supporting a shared vision of racial equity;
- create an anti-racism and equity office to ensure alignment across The City. It also places equity outcomes at the highest priority with other corporate goals such as safety, thereby ensuring sustainability through financial resources and staffing for this work;
- increase collaborative work internally to support the implementation of the Strategy;
- take a co-development approach to program and policy design and implementation; and
- strengthen community engagement activities.

Image 7: Key Recommendations

Recommendation 3:

Accessibility and responsiveness address economic, linguistic, geographic, systemic, and other barriers that may prevent or limit people's ability or willingness to engage with services. Key recommended actions by community include:

- collect racially disaggregated data on service access and outcomes for Indigenous, Black, and diverse Racialized communities (this action is also recommended in other levers). Involving community members in this process shows greater efficacy and impact;

- implement systemic changes to ensure services are responsive to access needs. These include first language translation, ensuring information is provided in ways community can understand and technology supports;

- increase awareness of City services and community opportunities through non-traditional streams. Support new, community-based methods to promote and raise awareness of City services and how to access them to raise public awareness. Ensure services account for cultural, linguistic, disability/accessibility, gender, sexuality, ethnicity, religious, age among other contexts of families and communities; and

- implement training for all staff and integrate related performance metrics into staff reviews.

Recommendation 4:

Accountability both within The City and the community of Calgary attached to tangible and measurable outcomes. Key recommended actions by community include:

- build a joint accountability framework that encompasses all City services and subsidiaries including Calgary Police Service, Calgary Arts Development, Calgary Economic Development, and Calgary Housing Company, amongst others;

- create an independent auditing body/group composed of trained evaluators, equity specialists, and community leaders including the Anti-Racism Action Committee to review the progress made on racial equity goals;

- strengthen transparency in public engagement and communication. Use a network approach with grassroots /community organizations working on anti-racism goals to create a clear and consistent model of communication and engagement channels;

- strengthen lines of accountability of The City programs and services to City Council on anti-racism actions through regular impact reports;

- build direct accountability to community and citizen committees in service delivery;

- strengthen processes that enforce individual accountability within The City alongside systemic accountability. This can include actions that build competency, knowledge and training for City staff/leadership, as well as enforce policies and procedures to build an anti-racist City government; and

- build accountability around previous and current racial equity work with the public. This can be a part of the auditing process identified above.

Community Engagement Approach and Activities

The project used a unique, phased approach to engagement (an overview of the participation dashboard can be found In Appendix H, and the full dashboard can be found here[23]). The first phase focused on preparation and planning. As a first step, the community engagement team co-developed a set of project principles (See Appendix C) to support the team to stay grounded in a common approach. The team also reviewed secondary literature to explore key conceptual ideas around systemic racism and anti-racism, both locally and globally. The key output from this phase of work was a detailed community engagement plan. This plan was reviewed and informed by multiple community champions and by the elders and knowledge keepers circle.

The formal community engagement phase of work was divided into three tiers, or phases of work:

Tier 1

Broad community engagement

Tier I drew from traditional approaches to event-based community engagement, however used a co-host and broker model to connect to the community through established systems of trust. Events were offered in community and in first language, with the support of host organizations and community brokers to create access and cultural safety. Per The City's directive, engagements were focused on Indigenous, Black, and diverse Racialized communities with varying intersectional identities,[24] rather than taking a broad-based approach. The engagements and engagement approach aimed to be inclusive and attentive to gender, age, ability, faith, immigration status, socio-economic status, and language.

Community engagement focus groups: Forty virtual engagements were co-hosted by 32 unique organizations and attended by over 1200 people (over 1300 registered) as part of Tier I. Events varied in size, lasted one-two hours, and focused on collecting stories and evidence about experiences with racism in the city, identifying barriers to City services, and sharing ideas on how to make systems and services more racially equitable. In the spirit of knowledge mobilization and reciprocity, most events included brief videos that provided some basic information on City services to ground the discussions. The City services provided a framework to the engagements, however community members also identified other areas of action that were not limited to municipal jurisdiction.

Interviews: Eighty interviews were completed by community brokers to include the voice of community members who could not otherwise participate in these events.[25]

Focus groups: Four focus groups, with a total of 52 participants, were conducted to address critical gaps in representation in the broader community engagements. The focus groups followed a similar process as the larger co-hosted engagements.

Survey: Two survey tools were also created to reach community members who were not able to attend an engagement (and allowed for audio and visual contribution); 144 students (customized for a youth audience) and 45 members of the public participated in these surveys.

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23 https://engage.calgary.ca/anti-racism/whatweheard

24 Though our point of origin for the project is race and ethnicity, we are also addressing the ways that age, place of origin, legal status, gender identity, faith, language, ability, sexual orientation, and other identities impact peoples' experiences.

25 These participants either could not attend the events due to practical conflicts or were hesitant to speak in a group setting.

Tier II

Priority collaborative sessions

Tier II of the community engagement involved four, three-hour virtual 'priority collaborative group' sessions. This group consisted of 17 community experts and leaders and six City of Calgary champions. Tier II participants reviewed community input from Tier I, validated recommendations, and helped to structure the strategic recommendations and framework contained in this report, including the co-development of a framework for systemic change to complement the actionable recommendations put forth by the community.

Tier III

Validation

Tier III involves returning to Tier I and Tier II and ensuring that this document – the Calgary Community Anti-Racism Action Strategy – is reflective of the ideas that were shared and voices that were heard. This Tier of work will be ongoing over the next few months as The City Anti-Racism Program will continue to share findings and recommendations from this report across community.
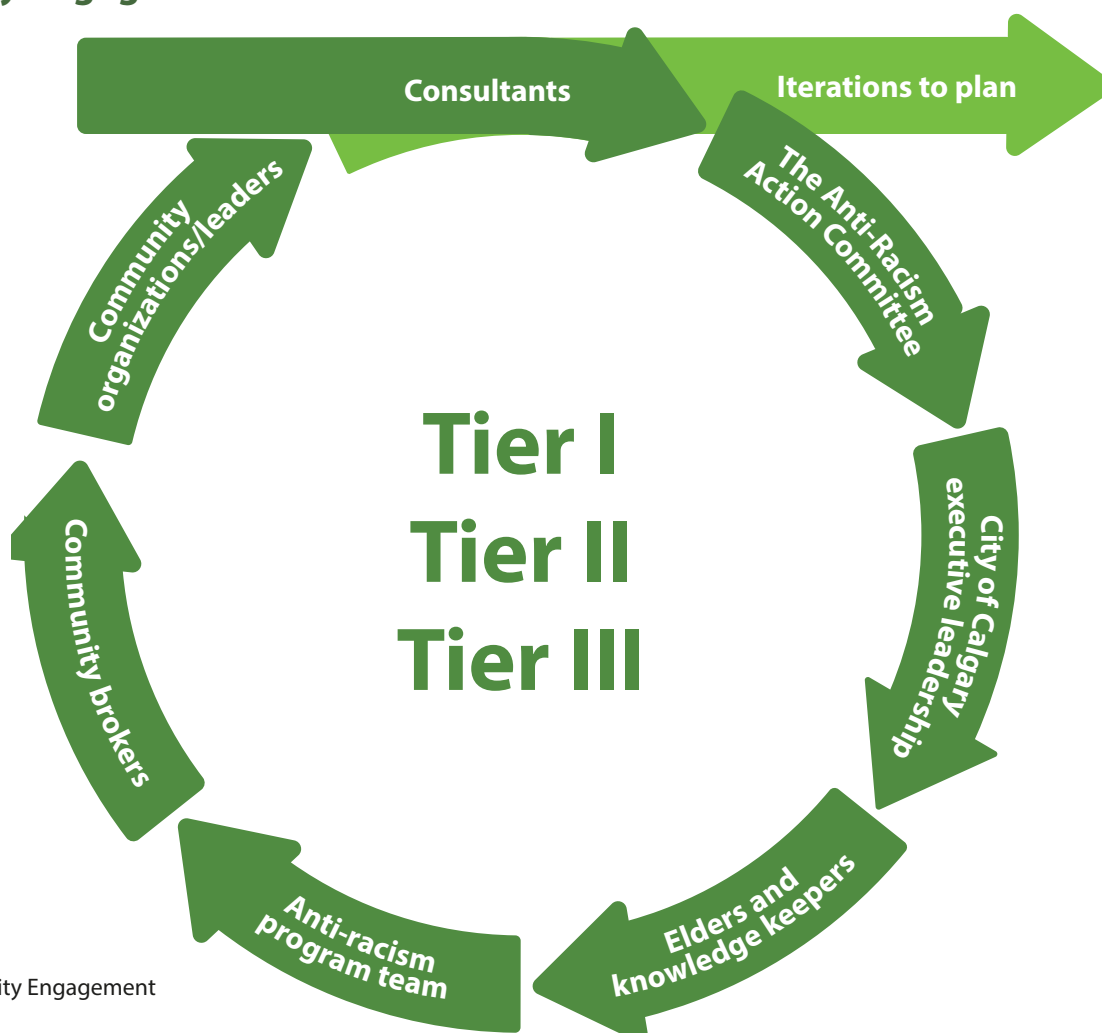
Community Engagement

Image 2: Community Engagement

Walking Together With Our Elders and Knowledge Keepers

This project acknowledges our Indigenous community members and experts, including the immeasurable contributions in previous projects, committees, and collaborations[26]. Elder Casey Eagle Speaker, Elder Doreen Spence, Elder Rod Hunter, Elder Marina Crane, Elder Adrian Wolfleg, and Knowledge Keepers Cindy Provost, Dr. Michael Lickers, and Art Cunningham joined the Elders and Knowledge Keepers Circle to provide guidance and input (see Appendix D for further details on protocol). The Elders and Knowledge Keepers also provided specific insights, examined the design of the community engagement strategy; reviewed the facilitation approach; participated in engagements; and reviewed the strategy.

With the support of the Elders and Knowledge Keepers Circle, the project approach incorporated decolonization as a core principle. This meant working actively to de-centre western worldviews to allow for Indigenous and non-Western lenses. While neither the project nor this report can claim to have done so sufficiently, it aimed to integrate and work in parallel with Indigenous worldviews. This includes recognizing Indigenous knowledge, land, peoples, and sovereignty over the decolonization process itself. It has concretely meant to:

- recreate The City's land acknowledgement upon guidance from our Elders and Knowledge Keepers, including honouring ancestral lands, educating, and embedding Indigenous worldviews and histories, and utilizing and incorporating it in The City's day-to-day activities.

- participate in dialogues and a relationship-based model of community engagement that focused on learning, becoming, and re-learning.

- take responsibility for how and why we collect information and ensuring principles of equity are embedded throughout this process.

- share rights and ownership over what we collect, how we share and articulate change through an interconnected lens[XXI].

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26 The White Goose Flying Report (2016), the efforts of the Indigenous Relations Office (IRO), and the Calgary Aboriginal Urban Affairs Committee (CAUAC) remain an important part of the continued work The City is doing in this direction.

Limitations

This report does not intend to make broad generalisations about any specific community groups or draw comparisons across populations. However, community voice is inevitably synthesized, as the intention of this work was to identify the common experiences that Indigenous, Black, and diverse Racialized communities face. While there are common themes that can be addressed through broad-based changes, there is significant heterogeneity within and between Black, Indigenous, and diverse Racialized communities.

The authors have tried to draw out nuances or intersectional considerations that emerged through discussion with community, however the approach was not designed for making reliable comparisons. Ongoing engagement should focus on deepening community engagements, to better capture nuance and ensure actions remain responsive to diverse and sometimes competing population-specific needs.

The importance of balancing different forms of knowledge, Indigenous world views, and individual biases was crucial to this project. However, the project will not have fully captured the needs and interest of all groups - some of whom may still feel over or under-engaged. The reliance on virtual methods also inevitably limited access for some community members, despite attempts to overcome technological barriers.

Despite efforts to work in parallel with Indigenous Ways of Knowing and embed principles of de-colonization, the team recognizes the inevitable pull to established, colonial ways of understanding and communicating. This report reflects a humble effort toward undoing and to working in parallel.

PART 3:

WHAT WE HEARD

"All of them say the same things…where [do] you belong? You don't belong here. This is not your country. Why are you here? And then they start abuse… I am Muslim. When I hear things like this… I fear I [should] never put on a hijab because that is something very scary. And yeah, I have unfortunately witnessed it so soon as we landed …in the first week."

Calgary Immigrant Women's Association Engagement

Introduction

This section of this report provides community stories around experiences of both individual and systemic racism as gathered through the community engagement process. Engagements were designed to focus discussion around key City services, though the depth of each topic was led by the participants. Most community conversations focused on identifying issues/concerns rather identifying action. This provided fundamental context without which recommendations are not meaningful. Change requires a deep acknowledgement of the truth; a bringing to light or making visible experiences that have often been dismissed, disregarded, denied, and hidden. This section of the report presents a vital opportunity for City of Calgary staff and representatives to *understand* how people from Indigenous, Black, and diverse Racialized communities experience The City as an organization and the city as a place in which they live.

The engagement events illustrated myriad ways racism is experienced on an everyday basis by nearly all Indigenous, Black, and diverse Racialized persons who participated in the engagements. While this finding itself may be unsurprising to most, the engagements evidenced how widespread the issue is within our city and systems, and how entrenched it has become in our everyday lives. Communities reported how it profoundly impacted their sense of belonging, dignity, self-worth, and confidence. They felt disempowered and disenfranchised. Intersectional identity factors such as race, age, gender, sexuality, disability, ethnicity, religion, and class all tend to overlap and shape experiences more profoundly than any single factor alone. Community stories are organised within four cross-cutting themes that emerged as important, regardless of the service in question. These are: lack of awareness, accessibility and responsiveness of services and resources; failure to ensure safety; lack of representation; and underinvestment.

1. Lack of Representation

2. Underinvestment

3. Lack of Awareness, Accessibility and Responsiveness of Services and Resources

4. Failure to Ensure Safety

Themes from Community Engagement

1. Lack of Representation

Lack of representation has an impact on the way services are designed and delivered to community members. It limits perspectives and understanding of lived and living experience of Indigenous, Black, and diverse Racialized community members. Lack of representation also includes an over-representation of Whiteness. Not only is representation tied to social well-being and belonging, but it also helps create a sense of safety and ease of access as communities can access a service from someone who speaks the same language, shares the same cultural background, or has had similar experiences with racism and marginalisation.

Greater representation needs to be achieved in workplaces, schools, health care, and other sectors of society in Calgary. Insufficient representation of Indigenous, Black, and diverse Racialized individuals and their experiences/stories/images creates the conditions by which people feel excluded, ignored, and misunderstood by others and by the systemic structures that shape their lives.

The presence of members of Indigenous, Black, and diverse Racialized groups in both leadership and front-line service delivery positions is critical. This includes representation across municipal leadership positions such as public boards, committees, and commissions.

For The City government to truly reflect the community, race/ethnicity along with age, religion, culture, gender, sexual orientation, socioeconomic status, and ability need to be considered. Representation is important because:

- Having diverse leadership signals to community members that they belong and can attain positions that enable them to shape policy.
- It increases participation of diverse communities in decision-making processes and governance.
- It is likely to improve equitable, innovative policies that consider the concerns and needs of diverse peoples.

Community Insights

Below is a thematic summary of the experiences that community members shared relating to the lack of representation: The main ideas which emerged include:

Overview

Community Finding:
Lack of representation

a. Lack of visual representation and outright dismissal *(page 35)*

b. Political, health, economic, and social experiences perceived to be negatively impacted *(page 35)*

c. Lack of representation in public images, City-related materials, and services *(page 37)*
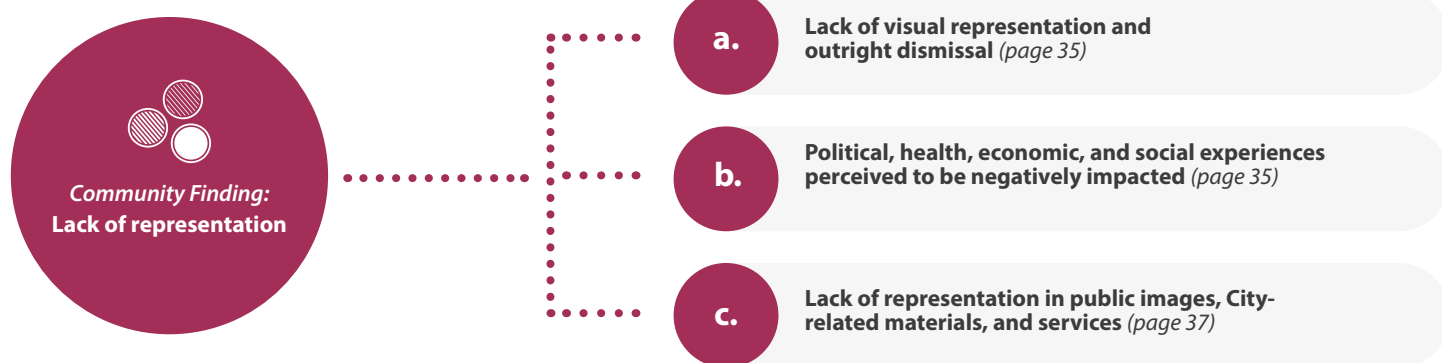
a. Lack of visual representation and outright dismissal

"Can you imagine how happy and fulfilled we would feel like part of this community? If they counted our ideas and needs, we would save so much anxiety and depression".

Latin American engagement

"I think so many disability services, you know this [disability] sector, it seems like the majority of the sector is kind of run by Caucasian people, so, the processes and the systems kind of are maybe lacking that racial awareness, it totally might have disability needs in mind, but sometimes it lacks that cultural or racial piece"

Alberta Ability Network event participant

- **Lack of safety:** The importance of representation especially at the frontline staff level was often highlighted during the engagements. Lack of representation created a sense of disconnection, risk of being discriminated against and fear while utilising services/resources.

- **Sense of 'othering':** Most people spoke about the impact of being a minority and not seeing others that look like them in the community or within The City service context. It led to individuals not seeing themselves as a part of the city or community and reduced their sense of belonging. This feeling was often exacerbated when it intersected with factors such as wearing cultural and religious clothing like turbans or hijabs.

- **Discrimination and stigma:** When City staff providing services are not themselves diverse, it is often directly connected to racism as it can result in offensive comments about skin colour, food, names, traditions, and clothing from people who are unexposed to, and lack understanding of, diverse cultures and people.

b. Political, health, economic, and social experiences perceived to be negatively impacted

"We need more Indigenous people in EMS. All these front-line positions who could help change culture and be front face but also to have higher level positions of senior leadership, so it shows the commitment from The City of Calgary"

Indigenous university student

"What would an anti-racist city look like? Less White people in positions of power"

Young South Asian woman

- While some of these are areas that The City does not have direct jurisdiction, they are areas where The City may have influence through its role as a partner, collaborator, or funder.

  - **Workplace impacts:** Lack of diverse representation at the leadership/managerial levels at the workplace were associated with experiences of racism and discrimination. People noted experiences of being overlooked for promotions, lack of recognition, lack of cultural understanding, as well as being disrespected due to their background, racial/ethnic identity, ability, age and/or gender.

  - **Health impacts:** Community members shared experiences of being treated poorly by doctors, nurses, and other health staff in various contexts. The lack of diverse staff and leadership led to health experiences that did not feel safe or inclusive for community members.

"We need more Indigenous people... All these front-line positions who could help change culture and be front face but also to have higher level positions of senior leadership, so it shows the commitment from The City of Calgary"

Indigenous university student

> *"Thinking back, there's not that much representation of Chinese people but also people of colour in that many professions, and that does kind of shape kids like me"*
>
> **Chinese woman**

> *"As I wear a hijab, I have had countless experiences of feeling like I'm either the odd one out, or the target of attention"*
>
> **Calgary Bridge Foundation for Youth engagement**

> *"But as one of the two girls with turbans it felt weird to be different and feels like I don't belong there"*
>
> **Calgary Bridge Foundation for Youth engagement**

> *"...when your child plays hockey, there are few players that are Black, but the parents had to make a lot of sacrifices and thick skin to deal with the racism, and the hardship. We want to see our children play the sport, but it takes a lot of time and money".*
>
> **Calgary Catholic Immigration Society engagement**

- **Educational context:** Inadequate representation in leadership within schools reduces the amount of cross-cultural learning opportunities for students. For example, some young people felt certain traditions and religious holidays like Ramadan, Eid al-Fitr, and Diwali were inadequately represented at their schools as teachers were not from the same background as the students. Also, there were concerns that the Alberta curriculum is not adequately representative of histories of Indigenous people and the diverse histories and cultural groups present in the province.

- **Political participation:** Community members spoke about feelings of being left out of the system and that people in political positions in Calgary were predominately White.

c. Lack of representation in public images, City-related materials, and services

- **Lack of diversity in public perception:** The public image of Calgary remains as the Stampede city of cowboys, despite it being highly diverse and cosmopolitan. The ways that Calgary is characterized and represented publicly do not often account for the racial/ethnic diversity and experiences of the people who live here. Materials advertising and representing the city do not show the diversity of the city. For example, an individual shared that the only brown women she saw on City materials had hijabs, which does not represent all South Asian women.

- **Public art needs greater diversity:** The public art selection process in Calgary is not transparent and there is not enough diversity in leadership, leading to public art that does not reflect the preferences of the community.

2. Underinvestment

Underinvestment in infrastructure and resources is a manifestation of systemic racism within a municipality. Equitable investment in social and physical infrastructure and services can reduce systemic racism. Investment itself becomes a tool for the community to participate and reach its full potential to succeed.

Racial equity must become an overarching condition in deciding what to fund and how best to create jobs and increase accessibility to resources, as this benefits not just Indigenous, Black, and diverse Racialized communities but the economy as well. For example, "putting equity at the centre of infrastructure decisions, policymakers can leverage some of the biggest investments the government makes to build more inclusive and prosperous neighbourhoods, cities, and regions".[27]

Common underinvestment challenges that community members spoke about include inequitable distribution of resources across Calgary neighbourhoods, and underinvestment in key services and culturally appropriate services.

Actions to address underinvestment challenges include reviewing investment strategies and zoning policies across Calgary neighbourhoods that have a role in creating structural inequities; gathering data to make informed and accountable investment decisions; and increasing participation and engagement of Indigenous, Black, and diverse Racialized community members throughout the entire investment process.

Other opportunities are expanding the role of community associations as key players in the design and implementation of investments into their communities, and educating and supporting urban planners and City staff to streamline equity and anti-racism values in their work.

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27 Dabla-Norris et al., 2015.

"**The Pakistani and Punjabi community have created their own systems because our systems don't work for them… our structures need to be addressing why we are filling in the gap. It is not something that is happening in the corner or a few of us, but it is a lot.**"

BLAC engagement participant

Community Insights

Below is a thematic summary of the experiences community members shared relating to underinvestment. All ideas which emerged from discussions fall under the general theme of underinvestment.

"Neighbourhoods with high population of colour, or newcomers get less notice/resources than White areas"

Immigrant Services Calgary engagement

"It seems that there are more facilities within the areas where people who seem to be higher up in the hierarchy are provided with more facilities and services. Poorer communities are viewed in different forms."

Nigerian Canadian Society of Calgary engagement participant

"I hate that we have to be stronger or more resilient because of the situations we have been through"

BLAC engagement participant

"The Pakistani and Punjabi community have created their own systems because our systems don't work for them… our structures need to be addressing why we are filling in the gap. It is not something that is happening in the corner or a few of us, but it is a lot."

BLAC engagement participant

"I had a neighbour who lives near me and saw that I have kids and he suggested that I call The City and ask them to build a playground within the area so that my kids could play. When he told me this, it took me by surprise because it does not seem like something that is possible. I was very hesitant towards this, and he said that this was possible, and I should at least try."

Nigerian Canadian Society of Calgary engagement participant

- **Certain Calgary neighbourhoods receive less investment and resources:** Community members shared that those parts of the city with higher population of Indigenous, Black, and diverse Racialized individuals, such as northeast neighbourhoods, received less investment and attention. They felt their communities are overlooked and that The City is not attentive to their concerns. Key examples mentioned: community maintenance, neighbourhood beautification (trees, flowers, landscaping), snow removal, children's playgrounds, street cleaning, pedestrian access, community services, and street lighting.

- **There is underinvestment in key services:** Services that were most needed by the community were usually understaffed and underfunded. This leads to long wait times which led to community members taking on 'band-aid' solutions as opposed to prevention-focused solutions. Investment in housing, transit, recreation, social services and social supports were all mentioned by community.

- **Culturally appropriate services are overlooked:** There is underinvestment in culturally appropriate facilities which are key to feeling a sense of belonging in a community. For example, The City's engagement feedback for the Symons Valley project included requests for a multi-faith centre for Muslims to pray, due to the large population of Muslims in the area.

3. Lack of Awareness, Accessibility and Responsiveness of Services and Resources
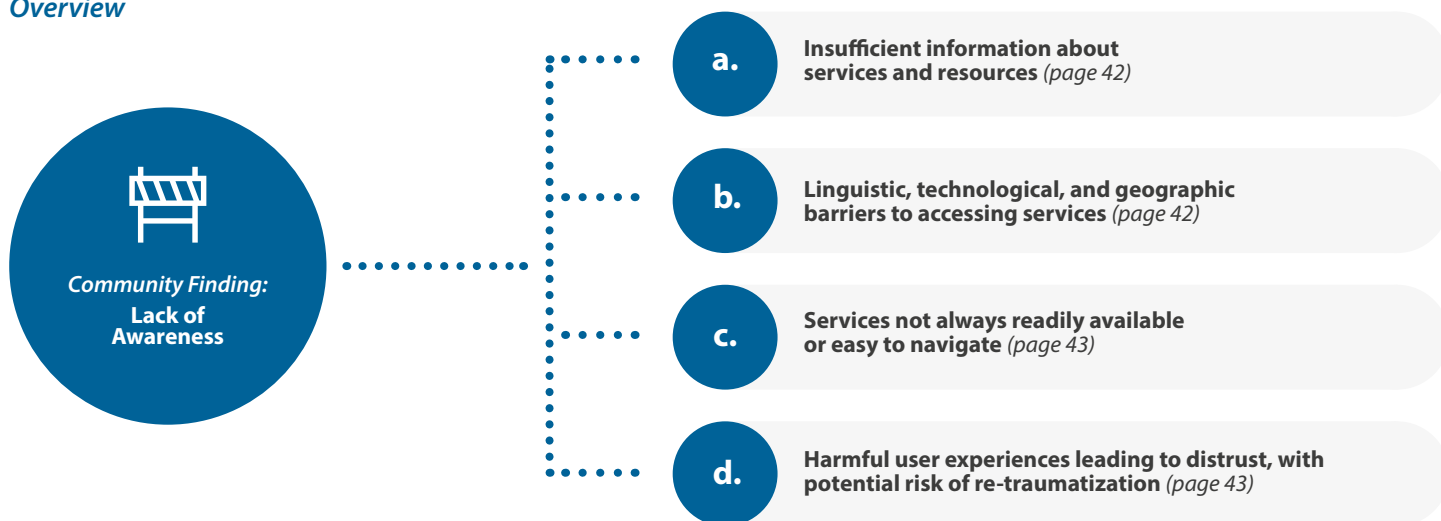
One of the critical ways in which Indigenous, Black, and diverse Racialized communities experienced racism was through barriers to accessing services. Community members identified several challenges in relation to service access and utilization, including challenges learning about, making sense of, and navigating The City of Calgary's services. For some, when accessed, services reproduced experiences of racism or were otherwise not responsive to needs. Many shared that interpersonal exchanges with City staff were discriminatory in nature. As a result, community members distrusted services or were unwilling to access them. These negative experiences also influence the behaviours and perceptions of families and broader community networks.

Community defined access as having equitable opportunities to receive services which meet their needs. It means recognizing and dismantling economic, linguistic, geographic, systemic, and other barriers which may prevent or limit the ability or willingness for community members to engage with services. Best practices and community input drawing on an intersectional, racial equity, and cultural safety framework can support a more flexible, responsive, and inclusive service model that prevents re-traumatization and the perpetuation of racism. As service access and utilization are shaped by numerous factors, including historical experiences; cultural context; and socio-economic position, disaggregated data gathering and strengthened pathways for user feedback may also identify specific opportunities to create transparency and foster trust.

Community Insights

Below is a thematic summary of the experiences that community members discussed regarding accessing or attempting to access City services. The main ideas which emerged from the discussions included:

Overview

Community Finding:
Lack of Awareness

a. **Insufficient information about services and resources** *(page 42)*

b. **Linguistic, technological, and geographic barriers to accessing services** *(page 42)*

c. **Services not always readily available or easy to navigate** *(page 43)*

d. **Harmful user experiences leading to distrust, with potential risk of re-traumatization** *(page 43)*

a. Insufficient information about services and resources:

> *"If I need something, I should know where I should go to have access to the programs."*
>
> **Centre for Newcomers Engagement**

> *"Lack of info to the public regarding 311. City provides much information, but no information is provided in Nepali language. We do not take such services to our advantage and often hesitate to ask for help."*
>
> **Nepalese Community Society for Calgary engagement participant**

- **Service awareness:** Many Indigenous, Black, and diverse Racialized communities were not aware of what services were available to them from The City. They did not know who to ask or where to find information about these services[28]. This was one of the most common themes throughout the engagement process. Community organizations also shared that this was a critical concern for newcomer immigrant populations and seniors.

- **Sharing complaints and ideas:** When faced with challenges or concerns, Indigenous, Black, and diverse Racialized communities were unsure who to contact for support. This represented an additional challenge for community members who felt they had no recourse or easy resolution for their problems with service access.

b. Linguistic, technological, and geographic barriers to accessing services:

> *"Yes, I think at least with the buses, it's hard to find, especially when you are new to the city. Let's say when you are looking on Google maps for the location you want to be at, it's clear, but when the time comes to find the bus, there is no clear sign about which bus it is and is it going to stop here, or am I going somewhere else?"*
>
> **Alberta International Medical Graduates Association Engagement**

> *"So, when you and I can perhaps choose where we would like to live and how much we would like to pay, persons with disabilities don't always have that freedom to do so, and so as a result we are either warehoused or there are certain areas in the city which we must live because that's where there is space. Calgary Housing, it's a very long wait list and not only for affordability but for accessible parts"*
>
> **Alberta Ability Network Engagement**

- **Language barriers:** For Indigenous, Black, and diverse Racialized communities with limited or no English fluency, the high prevalence of English-only services makes them inaccessible or hard to access. This also limits the ability for community members to advocate for themselves, seek clarity, or find help to address any specific concerns.

- **Technological literacy and lack of access to technology:** In the wake of COVID-19, many services, forms, and information moved online, creating new barriers for some community members. This was particularly exacerbated by limited technological literacy or difficulties with access to technology for Indigenous, Black, and diverse Racialized seniors, low-income households, and individuals with disabilities.

- **Geographic availability:** Certain services and resources could only be accessed at sites in City or government offices. This creates barriers for parents, shift-workers, and individuals to navigate services, particularly those relying on public transportation. Indigenous, Black, and diverse Racialized communities shared the challenges of living in the Northeast and parts of the Southeast and Northwest, where they felt access to transit, affordable housing, City services, and recreation opportunities were noticeably less in comparison to the downtown core or other parts of the city.

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28 Analysis of over 40,000 city service requests found that the three least diverse communities had the highest proportion of city service requests, while the three most diverse communities had the lowest proportion of city service requests. This suggests that more diverse communities utilize city services at a lower rate than others. Most communities with more than 40% visible minorities are found in the bottom right, indicating a lower RPP (requests per person) score.

c. Services are not always readily available or easy to navigate:

"When I see a very long line up of people (mostly low-income immigrants and First Nations) for The City bus pass, I feel a kind of injustice and racism. On top of that when I see the board written as 'indecent behaviour is not tolerated' I feel…offended"

Nigerian Canadian Society of Calgary engagement

"When people who are newcomers ask for help [from 311] why are they spoken to in rude manners, why is the wait time so long and staff are often not patient?"

Nepalese Community Society for Calgary engagement

"Many people qualify for Fair Entry but then have no idea what to do… I don't think I have ever had a family able to navigate online registration for any activities, ever. And I have worked there for four years."

Calgary Catholic Immigration Society Engagement

- **Complexity:** Indigenous, Black, and diverse Racialized communities spoke on the overall complexity of municipal processes, such as numerous steps to follow, complex eligibility requirements, or requirements for government identification which limited their ability to navigate and engage with services. This included both in-person and online services.

- **Long wait times for services:** A key theme identified across engagements was that certain services require long wait times to access. Delays in access to affordable housing and transit were mentioned as examples that impact an individual's social wellbeing and livelihood. Affordable housing was identified as a service that does not match demand.

d. Harmful user experiences leading to distrust with potential risk of re-traumatization:

"From my community, temporary foreign workers and undocumented migrants have expressed feeling of exclusion and them being seen as "less than" human and only inputs of productions. Many farmworkers continue to not have access to vaccine"

FRIENDS engagement participant

"We do want to be part of the larger community, we do want to be included, we don't want to have special accommodations, that we want to be your neighbours, we want to be your friends, employers, employees."

Alberta Ability Network engagement

- **Harmful experiences:** For Indigenous, Black, and diverse Racialized communities, one of the most painful and traumatic aspects of engaging with City staff and services was being treated with bias, stereotype, or prejudice. This was both in passive/indirect ways like signs suggesting that community members are not to be trusted or more active/direct ways where community members reported being racially profiled, dismissed or not treated with respect and dignity.

Community members, especially those who were unhoused, living in poverty, immigrant/newcomers or undocumented were most impacted and spoke about being treated unfairly and being subjected to racist remarks and prejudice quite often by many frontline City employees. This type of treatment -re-traumatized community members and increased barriers to access, impacted outcomes, and fostered unwillingness to continue accessing services.

"I can never relax in the parks as – not because of the park itself but rude Calgarians' racial slurs"

Indigenous woman

Table 1: Service-specific challenges relating to access

Service	Specific concerns
Affordable Housing*	• Inability to move within public housing • Long waitlists and reduced resources, lack of seniors' subsidized housing in the NE • Lack of appropriate culturally-trained staff at housing units • No rent control/limited options for rent controlled housing • Discrimination in the rental market based on race or ethnicity • Search for affordable housing often pushes Indigenous, Black, and diverse Racialized community members further out of the city centre, leading to limited public transit options. • Zoning may also serve to segregate the city along racial/ethnic lines by disallowing high density, affordable housing options in neighbourhoods with better access to resources and services. Community groups can also be disproportionately impacted by lack of multigenerational/multi-bedroom affordable housing *Particularly for low-income community members and newcomers

Community Voices:

> *"[When looking for rentals], I had to feel a sense of… I am at the bottom of the tier of what is accessible in housing."*
>
> **BLAC Engagement**

> *"Also, for affordable housing, before I had a good job before I got sick, I didn't complain about the rent much, but now it increased so much (doubled), and so it is hard to cope with that experience"*
>
> **Calgary Catholic Immigration Society Engagement**

Service	Specific concerns

Public Transit*

- Poor mobility can lead to lack of participation in social activities, reduced employment opportunities, and less civic engagement
- Poor transit information and signage that could promote mobility
- Expanding transportation access beyond the downtown core, including beyond working hours
- Disability challenges were a major concern: lack of disability infrastructure, low-income access of disability equipment, lack of knowledge about how to handle this equipment during transportation
- Safety at CTrain stations and on transit was a key concern for many communities

*Particularly those who were low income, seniors, and individuals with disabilities

Roads- civic infrastructure

- Snow removal was an issue of high concern for many community members as it impacted their ability to go to their jobs, schools, and access services. Lack of snow removal in a timely manner drastically increases risk of physical injury and commute time

Community Voices:

"When I ask my friends about the problems in the NE, they often say 'It's the Northeast'"

Centre for Newcomers Engagement

Recreation

- Community members spoke about the challenges for finding recreational activities that were affordable, culturally relevant, and in their neighbourhood
- Often when Indigenous, Black, and diverse Racialized individuals did access these services, they experienced racism
- Recreational programming costs can limit access, geography can also limit access as geographic communities with a high proportion of Racialized residents are often underserved by recreation facilities, park space, etc.

Community Voices:

"Working with Racialized youth, it was hard to plan activities for Muslim girls that were youth because its activities like swimming, it always had to be co-ed and not catered to their religious needs"

South Asian woman

"I can never relax in the parks as – not because of the park itself but rude Calgarians' racial slurs"

Indigenous woman

4. Failure to Ensure Safety

Emergency Management and Community Safety services and Fire and Community Peace Officers[29] are some of the most direct ways in which safety intersects with municipalities. These services include bylaw officers, transit officers, police, fire, and Calgary 911 and 311. While these services are meant to ensure community safety, they can not only create unsafe environments but also become the source of direct harm for Indigenous, Black, and diverse Racialized communities. This included experiences with racism when meeting police, EMS, and bylaw officers, as well as slow response rates; ineffective approaches to support community members; and using services to target members of certain communities.

Other safety concerns were related to widespread fear or anticipation of racism and discrimination from members of the public as they live, work, and travel around the city. Access to transportation, city infrastructure, and community resources can also shape a sense of safety. Community engaged in this project defined 'safety' as feeling secure and being free from physical, psychological, social, and material harm. However, the conditions of safety varied depending on individual circumstances and life experiences.

Proposed solutions to the safety concerns of community members include improved impact focused anti-racism training for Calgary Police Services, Emergency Management and Community Safety Services, and Fire and Community Peace Officers. Accountability measures such as collecting disaggregated data on trends, implementing procedures in which community members can express concerns and undertaking an equity-focused review of timeliness of service responses are critical. Other important actions include strengthening harm prevention tactics by improving resource allocation, supporting education, and reducing practices that enable racial profiling/carding. Options to address widespread racism in the community are building awareness about racism and amplifying existing actions that dismantle racial prejudice and bias.

Community Insights

City services, staff, policies, and procedures often felt unwelcoming, discriminatory, culturally unresponsive, hard to navigate and unsafe. The major insights that emerged from discussions included:

Overview

Community Finding:
Failure to Ensure Safety

a. Racist tactics and experience of race-based harm at the hands of Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers resulting in a lack of trust and safety. *(page 48)*

b. Lack of timely response to concerns and absence of cultural safety in encounters with Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers *(page 49)*

c. Services and approaches to community safety perceived as ineffective and ill-informed *(page 50)*

d. Dignity, respect, and fairness impacting how Indigenous, Black, and diverse Racialized people perceived the efficacy of services, with clear examples of racism, targeting, and othering *(page 52)*

e. Lack of security *(page 53)*

29 This includes Fire and Emergency Services to serve Fire and health emergencies. Community also spoke about EMS which comes under Alberta Health Services. In this report we reflect primarily on City services but community often spoke about EMS interchangeably.

a. Racist tactics and experience of race-based harm at the hands of Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers resulting in a lack of trust and safety:

"When the White workers arrived, they accused my grandmother of using the EMS as a taxi service because Indians get access to free healthcare and don't have to pay for the EMS transportation. As a family we always think about what they said to her when she was so sick. Shortly after she was put on dialysis, she passed away. She was so mad, and we were so mad because we thought these people were here to help us."

Indigenous university student

"I called 911. The answerer asked me "can you find somebody who speaks English? I was so shocked. We have [an] accent but we tried hard to speak English."

Action Chinese Canadians Together Engagement

"If [police] go for a domestic violence call or any 911 emergency call from any Black family or other ethnic people, the officers immediately conclude that the Black person must be violent or abusive. On the other hand, if any domestic violence call comes from a White couple, most of the officers try to establish that those people must be drunk, and this is not a case of violence"

VOICE Calgary Engagement

- **Prevention tactics continue to target Indigenous, Black, and diverse Racialized communities:** Crime "prevention" tactics such as surveillance (over-patrolling certain neighbourhoods), carding, and profiling were harmful to community members. Victims of these "prevention" tactics felt targeted based on their ethnic/racial background and as a result were distrustful of law enforcement and transit officers. Commonly mentioned examples included incidents of racial profiling (e.g., being stopped frequently because of physical appearance), feeling over-policed, and feeling unsafe when approached by the Police.[30][XXII]

- **Racism by Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers:** Experiences of racism and harm have led to widespread distrust and belief that Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers are ineffective and not to be trusted. Communities noted a variety of ways through which they experienced racism:

  - Harsh treatment and verbal harassment, particularly by the police.

  - Subtle forms of racism, for instance the tone and style of speech, unnecessary questioning, and suspicion that casts doubt and reflects prejudice.

  - Newcomers and immigrants spoke to discriminatory or offensive behaviour by Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers, due to an individual's accent or level of English.

  - Excessive carding (for example, individuals mentioned being asked for permanent resident cards by transit officers).

  - Gaslighting behaviour (for example, the officer does not believe that the individual's concerns are true).

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30 Research also shows that impoverished neighbourhoods that are underserved by government services are often places which are over-policed but conversely people continue to feel unsafe. (Ramos et al. 2009).

b. Lack of timely response to concerns and absence of cultural safety in encounters with Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers:

"Three years ago, my house was robbed, I immediately found out a few hours later. I called the non-emergency line; 2-3 hours police arrived and took info and got back to me the next day saying that they will get back to me with info but 4-5 days there was no communication so I reached out to them but there was nothing being done for around 10 days, and I started to get worried. I then reached out to my friend, and they advised me to reach out to the community ward, but it was not much help, I then communicated with someone who had a connection to a police officer. After such a long process, they immediately got back to me. I feel that, maybe because I am in the NE community, they did not care much for the issue as there is a belief that this community is "like this.""

Nepali community engagement participant

"I had a bad experience with the police couple years ago, my complaint wasn't addressed properly. Was left without a closure."

Somali Community Engagement

- **Low response:** Community members spoke of the slow response by police to follow up with concerns, thus not dealing with issues in a timely manner. The impact of these delays was a sense that City services did not care enough, and it was up to the community to find a solution on their own.[31][XXIII] These delays were seen as targeted approaches to dismiss or undermine community concerns. Added to this, the lack of clarity around procedures and transparency of information further increased community frustration.

- **Cultural safety:** For Indigenous, Black, and diverse Racialized communities, cultural safety was a key gap in their experiences with services like Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers. Quite often, these City officials did not represent their community, speak their language, and had little understanding of cultural norms and community concerns. As a result, community members did not feel safe while interacting with Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers and often saw them as adversarial and combative instead of a symbol of safety.

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31 There is some research evidence to suggest that 311 and other City complainant systems can be weaponized against Indigenous, Black, and diverse Racialized communities. US data shows that areas that are undergoing gentrification may have increased complaints to 311 or even 911, leading to increased police presence and potential harassment.

c. Services and approaches to community safety perceived as ineffective and ill-informed:

"My neighbour attacked me in front of my house, and I called the police and when he came, he tried to grill me too. It's two things: the law enforcement and the citizens in Calgary. Black people have been restricted and falsely accused"

ActionDignity Engagement

"Two years (ago) I had a late evening call from a distraught mother whose son drove up to a 7-11 store during a night out and the trooper who pulled him. He saw a Black kid in a BMW. Told them to come out of their car for no reason and asked for multiple documents and they took them to one of their stations and it was the third kid that called the mother and after two/three hours at the police station they were let go. It just went under the radar. When I hear these things my blood boils. I am in the police committee, and I know that they are trying to educate the police, but we need to raise our voices so that more is done. They pulled over and saw the girlfriend was White and apologised and went away"

Nigerian Community Association Engagement

"I think as Black people in Calgary, we have been stopped by the police unfairly. Sometimes you're just driving, and you didn't even do anything wrong, and the police stop and give you a ticket. I have heard in our community that when the police are called and they find out you're a Black person, they will restrict you and use excess force. Personally, it happened to me and my neighbour."

ActionDignity Black Intersections Engagement

"I constantly share my locations with friends, even if I'm just driving by myself and I know so many other women do the exact same thing. I don't feel like I can even go out for a walk by myself without feeling concerned that someone might follow me."

Indigenous woman

- **Mechanisms to resolve safety issues are not effective:** There was a widespread sentiment that Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers were ineffective when dealing with the concerns of Indigenous, Black, and diverse Racialized communities. There were also concerns that at times the advice of the police may put someone in an insecure position. One individual shared an example of calling the police while being harassed on public transit, and the officer's advice to leave the bus placed them at an increased risk as the harasser followed them off.

- **Services used to target and discriminate communities:** Our engagements suggest that public safety services may be used by residents to target Indigenous, Black, and diverse Racialized communities. Community members shared examples of how everyday concerns were often used by other community members to stigmatise and escalate the issue involving police or bylaw officers.

  Many community members spoke about being carded often, asked for documentation without reason and stopped by police, bylaw officers or peace officers for no clear violation. These examples of everyday surveillance were deeply unnerving and created a sense of mistrust. For instance, an individual at the Centre for Newcomers engagement session shared a story of her neighbour calling the police each time her daughter cried, forcing her to stay inside her house in fear that the neighbour would call if she heard the child playing outside.

- **Lack of awareness:** A related concern was the lack of awareness of the mechanisms to resolve safety issues. Numerous engagements revealed that community members, especially newcomers and immigrants, are unsure of where or how to report incidents of racism or hate crimes. This continues to create barriers to swift and effective resolution, and creates a sense of helplessness and frustration.

"When the White workers arrived, they accused my grandmother of using the EMS as a taxi service because Indians get access to free healthcare and don't have to pay for the EMS transportation… we always think about what they said to her when she was so sick. Shortly after she passed away. She was so mad, and we were so mad because we thought these people were here to help us."

Indigenous university student

d. Dignity, respect, and fairness impacting how Indigenous, Black, and diverse Racialized people perceived the efficacy of services, with clear examples of racism, targeting, and othering:

> *"I never share with people that I am Jewish if they are not close friends."*
>
> **Jewish Federation Engagement**

> *"You could be walking down the road and you run into a sick person, hear nasty words. You usually ignore it and keep walking to minimise the problem."*
>
> **Centre for Newcomers Engagement**

> *"[I] felt unsafe when Kenney called out the South Asian community for COVID-19 on the radio."*
>
> **South Asian Muslim woman**

> *"As People of Colour, we are always the ones who have to make the people around us comfortable as we are seen as a threat."*
>
> **Arab African woman**

> *"They were polite until I produced an Indian Affairs card. Then they had a change in attitude that was quite rude."*
>
> **Indigenous woman**

- **Widespread feeling of unsafety, racism, and discrimination:** Indigenous, Black, and diverse Racialized community members recounted stories of experiencing racism as they live, work, and travel around the city. This racism came in the form of racial slurs, physical intimidation, and violence, as well as more subtle ways such as microaggressions and being watched/stared at in public places.

- **Targeting of specific ethno-religious groups:** Groups that were most visibly Racialized due to skin colour, or religious and cultural clothing items were particularly impacted by these occurrences.

  - Members of the Jewish, Muslim, and Sikh communities highlighted how wearing religious clothing items put them at an increased risk.

  - The Jewish community has specifically seen an increase in antisemitism during anti-mask protests.

  - Asian communities revealed that they have had increased fear and experiences of racism since the beginning of the COVID-19 pandemic. They reported being blamed for the pandemic and were targeted with racial slurs and comments.

  - Indigenous women revealed concerns related to violence, disappearances, and mistreatment by police.

- **'Othering' experiences with Calgary Police Service, Emergency Management and Community Safety services, and Fire and Community Peace Officers:** Individuals noticed they are treated unfairly and differently from White residents in Calgary, creating the impression that there is a double standard or two-tiered system of treatment: how White Calgarians are treated and how minorities are treated. Mentioned examples included fines imposed at the Indian farmers protest and not at the anti-mask protest, getting searched at police checkpoints while White people were waved through, and delays in police investigations in the Black community.

e. Lack of security

> *"You don't feel safe - you don't feel police protection downtown"*
>
> **Latin American Engagement**

> *"When the conflict escalated in May, and we saw massive protesting in downtown and rallies. I feel unsafe in many of them, and some call for the elimination of a country, for my country, my people. To me it is problematic to see the leadership from The City did not act."*
>
> **Jewish Federation Engagement**

> *"I feel safer on the East side of Calgary. I feel like I see people who look like me walking the malls or just living in the community. I grew up in the Northeast and I make it my choice to live on the East side of Calgary."*
>
> **Indigenous university student**

- **Safety and protection:** There were simultaneous calls from some communities for more and better protection in certain areas of the city. Numerous individuals across different racial/ethnic backgrounds spoke about feelings of being unsafe in certain public spaces. Downtown was especially associated with increased danger due to traffic, a higher unhoused population, and visible drug use. For some Indigenous, Black, and diverse Racialized communities this added a layer of unsafety on public transit as well, due to these same reasons. Calls for increased protection also included demands for infra-structure improvements, especially in areas downtown and near transit (e.g., poor lighting), rather than an increased police presence.

- **Lack of transparency or recourse:** There were rare examples of community members confronting, com-plaining, or addressing these everyday forms of racism, pointing to the lack of trust people had in the govern-ment or authorities to address these issues. People have learned to "live with" racism and discrimination as a fact of their daily lives, though it is a source of pain and anger. Quite often when they did complain, the systemic barriers were so high that they prevented any actual resolution. Barriers included: not knowing where to go to complain; how to follow up; not speaking English; fear of losing their job or income; fear of impacting their im-migration status; lack of social support from colleagues, neighbours, or community members; and not knowing the policies or laws that were pertinent to service utilisa-tion.

Service-specific feedback regarding the challenges ex-perienced by community members relating to safety is captured in the table below.

Table 3: Service-specific challenges relating to Safety

Service	Specific concerns
Calgary Police Service	• Over-policing of neighbourhoods with high concentrations of Indigenous, Black, and diverse Racialized communities. • Racial profiling, carding, and other crime "prevention" tactics targeting Indigenous, Black, and diverse Racialized individuals. This leads to community-wide feelings of distrust in police. It also makes people feel they do not belong in certain places (i.e., getting asked by police what you are doing in a predominantly White neighbourhood). • Harassing, verbally abusing Indigenous, Black, and diverse Racialized individuals. • Experience of microaggressions, victim-blaming, gaslighting those who are seeking protection or assistance from police. • Slow response rates in certain neighbourhoods and delays in response, leading to beliefs that police are ineffective in responding to concerns of certain communities. • Weaponization of police services by neighbours against members of certain communities (e.g., for minor issues or complaints).

Community Voices:

Following a car accident one person said "I am sober and never drink but was dazed by the airbag explosion. I wanted to get to hospital and the police officer was insisting on a sobriety test"

Indigenous individual interview.

He was driving on his way home and he was speeding a bit more than he should have been. He was stopped by a policeman for speeding, he apologized and explained that it was his first time that he was a bit speeding, and he has no other records of speeding. But the policeman was quite rude in his behaviour in dealing with him and he believed it was due to his ethnic identity

Bangladeshi Engagement

Service	Specific concerns
Bylaw Education & Compliance	• Lack of awareness of 311 and its purpose. • Community felt that 311 was used against Indigenous, Black, and diverse Racialized individuals.

Service	Specific concerns

Fire & Emergency Services
- Not being taken seriously, or treated roughly.

Community Voices:

"...experience in dealing with a 911 call. His mother-in-law fell severely sick at home, and they had called 911. The EMS came and took her to the emergency. When he and his family members reached the hospital 15 minutes later, he still found his mother-in-law to be at the hospital unattended at the ER. While waiting, his mother-in-law experienced a severe brain stroke. She was then transferred to the Foothills hospital in NW, a specialized hospital for stroke patients and his mother-in-law died there. He feels that there was a negligence at the hospitals they are from a certain ethnic community."

VOICE Calgary engagement

"...a few months ago, it was through an EMS intervention…EMS came in and they were very condescending I would say, we started talking to them, they started asking questions to my husband. Our accents are very pronounced, the way they were talking to us was as if we didn't speak English. There was a tone, in the beginning I wanted to ignore it because I wanted my husband to be taken care of."

Immigrant Services Calgary engagement

Public Transit
- Identified as an area where people felt unsafe and wanted increased protection.
- An area where Indigenous, Black, and diverse Racialized individuals felt targeted by other transit users and racially profiled by transit officers (i.e., they think they look suspicious, asking for identification/proof of immigration status).

PART 4:

RECOMMENDATIONS FOR SYSTEMIC CHANGE

"Can you imagine how happy and fulfilled we would feel like part of this community? If they counted our ideas and needs."

Latin American engagement

Foundational Acknowledgements

Throughout the process of community engagement, it was made clear that a list of recommendations would not result in the type of change that is being called for. To truly address systemic racism, The City of Calgary also needs to address its internal processes and systems as discussed below. Through the Tier II Community Engagement, it was made clear that the starting place for change is acknowledgement of foundational truths that ground and give context to any forward-facing actions that The City takes on. This is a first step to build trust that The City is sincere in its efforts to become an anti-racist organization and to contribute to a racism-free Calgary.

An acknowledgment meant a number of things to community: an acknowledgement that the city of Calgary is built on stolen land; an acknowledgment of the Indigenous People who stewarded this land long before that time; an acknowledgement that racism persists in Canadian culture and institutions; an acknowledgement that many of us are complicit in reproducing racism by the very fact of being acculturated in this society; an acknowledgement that our surrounding Indigenous nations are The City's foundational municipal partners; an acknowledgement of all the work that has come before this report and that continues in community today; an acknowledgement that The City has previous and ongoing initiatives to address equity and racism that have not yet resulted in substantive change; and an acknowledgement that The City of Calgary is a vital player in the solution community members are looking for.

Regardless of the actions or strategies proposed, without a sincere and explicit acknowledgment from The City of the root problem and the past failures of the system – including by the individuals and leaders who are a part of that system – community cannot trust that this strategy will be any different than the plans and promises made so many times in the past. This acknowledgement is fundamental to igniting something described by a community member as "critical hope." Parallel to acknowledgement is a long-term commitment to listening, learning, and working to understand more deeply the persistent implications of the past.

Imagining an Anti-Racist or Racism Free City

To create change, it is critical to imagine/re-imagine what an anti-racist city can look like. Through a tiered engagement approach, the community helped develop the vision and goals for The Calgary Community Anti-Racism Action Strategy. This strategy imagines a city where racism has been eliminated, a city that is inclusive of, and safe for, all Indigenous, Black, and diverse Racialized people, and where community and government can work together to make changes that are transformative and vital.

The following articulates some of the characteristics of a municipal government that is working toward racial equity (for a detailed discussion on the goals see Appendix E):

- The City of Calgary (all services) focuses on work with civic and community partners, subsidiaries, and funded organizations, all orders of government, and institutions to ensure a racially equitable quality of life for Indigenous, Black, and diverse Racialized community members.

- The City of Calgary amplifies and supports initiatives, approaches, and activates policies that increase a sense of access, belonging, connection, inclusion, and solidarity among all Calgarians particularly Indigenous, Black, and diverse Racialized groups.

- The City of Calgary acts with urgency on addressing the root causes of racism within the community by supporting initiatives, actions and policies that are working to eliminate systemic racism.

- The City of Calgary ensures that public spaces, programs, and priorities are designed in inclusive and accessible ways that enhance meaningful participation of Indigenous, Black, and diverse Racialized communities.

- The City of Calgary acts to ensure the safety of Indigenous, Black, and diverse Racialized communities as a priority.

- The City of Calgary builds and implements a Racial Equity Framework based on the input from the Community, Public Safety, and Organization streams of its Anti-Racism Program.

- The City of Calgary acts to direct investment and resources to ensure the implementation and external auditing of the racial equity agenda and framework.

- The City of Calgary ensures flexible, accountable, and responsive service delivery that increases access to City services for Indigenous, Black, and diverse Racialized communities.

- The City of Calgary invests in impact-driven outreach, public engagement, and public education to ensure the voices of Indigenous, Black, and diverse Racialized groups are represented in the development/design of services to enhance the meaningful participation of Indigenous, Black, and diverse Racialized and marginalised groups.

Locating Change

Before outlining some of the specific recommendations from community, this section presents a framework for addressing change from a systemic or structural level. A core element to an anti-racist framework for change, as co-developed through the Tier II engagements, is to address that change must happen at different levels. The most apparent are the discrete and incremental changes that the existing system can implement, many immediately, to improve service experiences and other immediate outcomes for community members. These vital changes may require some fundamental shifts in how things are done, but they don't necessarily require the institution itself to change in fundamental ways.

There are other 'big system' changes that will require a longer-term commitment to produce results, or to be implemented, because they may require fundamental shifts in the design and the philosophy of the system itself. These changes are systemic changes in that they are disruptive and transformative. Given that previous efforts to build racial equity across Calgary have not been entirely successful, the community strongly recommends a 'systems-change' approach to anti-racism.

This requires bold and innovative action to change course and modify the overall structure of The City of Calgary. This type of change will create an environment wherein vital actions can be sustained and embedded as ways of working, rather than as reactionary or temporary solutions. Systemic change is also required to ensure the system itself does not continuously fall back into old patterns or continue to reproduce the same outcomes.

Systems change, or a systems-thinking approach to change, also demands partnership. **The City of Calgary is a vital force in perpetuating or dismantling racism, but it is not unidirectionally responsible for the wellbeing of the community, nor does The City have a direct role in all aspects of daily life.** Therefore, part of the work is for The City to be cognizant of the other systems and influences at play and to partner, amplify, motivate, advocate, and influence within other systems accordingly.

For The City to embody anti-racism as a fundamental value and to sustain change, it needs to prioritize changes to its policies, procedures, hiring decisions, internal culture, service design and delivery, collaborations, data gathering, and community feedback processes. The City has recently re-organized itself into seven functional departments that report directly through to The City Manager's Office. These are: Community Services, Corporate Planning & Financial Services, Infrastructure Services, Operational Services, People, Innovation & Collaboration Services, Planning & Development Services, and Law, Legislative Services & Security. These departments are the pillars on which service delivery and programs are connected. Significant community outcomes will not occur without making concerted changes across these departments.[32]

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32 The organizational and public safety strategies will support this aspect more fully.

The image below shows how generally a system shifts in a double loop. As change agents build connections and push change over time, the levers help to drive system change supported by communities of practice, leadership change, shift in policies, investment in resources and infrastructure.
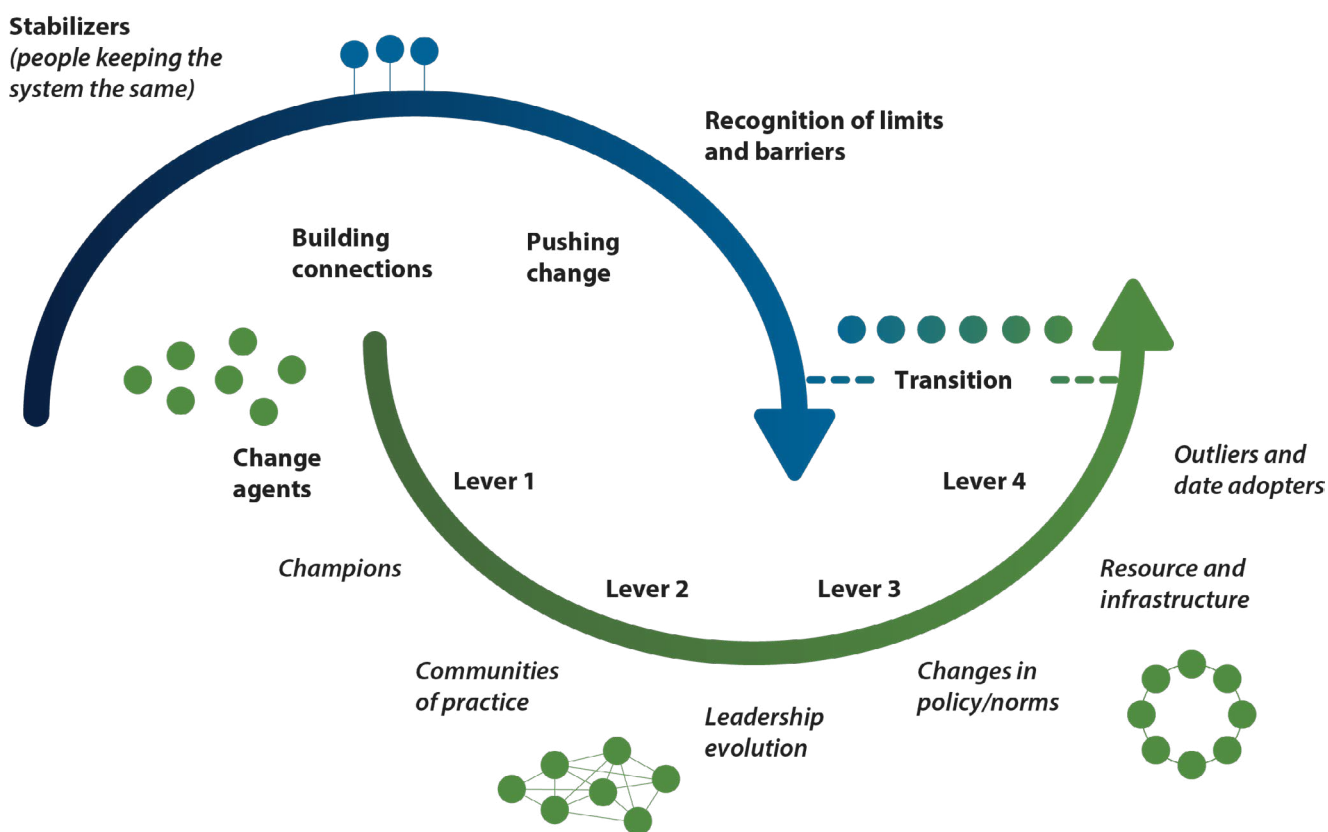

Image 8: Two-Loops Theory Adaptation

Adapted from the Berkana Two-Loops Theory and Systems Change

Levers of Change

To make shifts in The City, the community articulated several actions or examples of the desired state. These fell into four overarching themes that were repeatedly discussed regardless of the specific service in question. In workshopping the strategic framework for this plan with Tier II participants, these thematic areas came to be understood as "levers" of change. A lever can be understood as a principle or mechanism that can be activated to make substantive change across services. The themes or levers of change identified include:

1 Representation

2 Participatory and Impact focused governance

3 Accessibility and responsiveness

4 Accountability

The section below discusses each lever in detail providing some concrete strategic actions that can ensure the levers are in motion. These levers are not mutually exclusive, rather they interact in complex ways to create change. Recognizing that The City does not always have direct or sole control over every action, this section further discussed the ways The City can assume a role to steward, partner or amplify.

Image 9: Levers of Change Impacting The City as a System

1. Representation

Community emphasized the importance of having Indigenous, Black, and diverse Racialized individuals employed in front-line as well as management and leadership positions across The City. Representation should be equitable and inclusive with data on representation shared with the public. This includes representation across municipal leadership positions such as public boards, committees, and commissions. For The City government to truly reflect the community, demographic factors related to race/ethnicity along with age, religion, culture, gender, sexual orientation, socioeconomic status, and ability need to be considered.

How does it function as a lever?

Representation is a critical lever for The City of Calgary to become an anti-racist organization. Meaningful and inclusive representation:

- signals to community members that they belong in the city and can attain positions that enable them to shape policy;

- increases participation of diverse communities in decision-making processes and governance;

- increases the understanding and incorporation of lived and living experiences into decisions that will impact Indigenous, Black, and diverse Racialized individuals;

- results in more equitable, innovative policies that consider the concerns and needs of diverse peoples; and

- increases trust, service access, social well-being, belonging, and the safety of Calgarians. Community members may prefer and feel safer accessing a service from someone who speaks the same language, shares the same cultural background, or has had similar experiences with racism and marginalization.
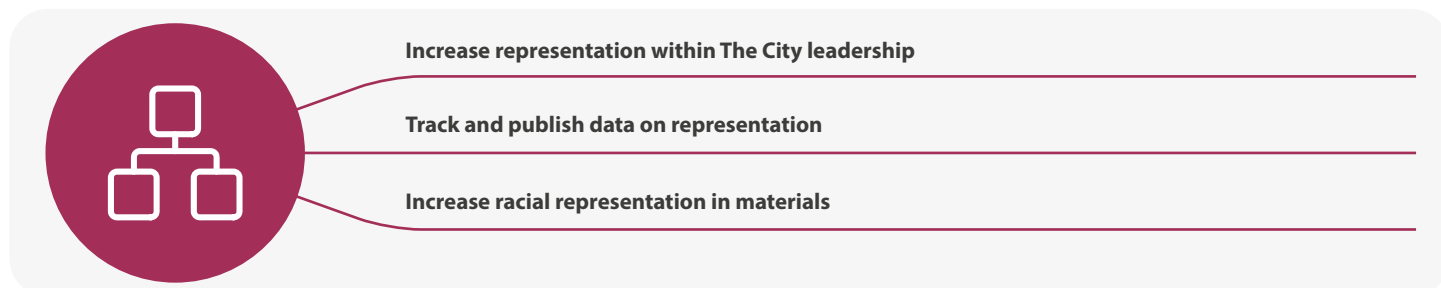
Overview

Community Finding: **Lack of representation**

Lever: **Representation**

Steward *(page 63)*

Partner *(page 64)*

Amplify *(page 65)*

Emerging Best Practices for Achieving Representation

Actions are separated into three categories: steward, guide/partner, and amplify. Actions The City can steward are those that it has the authority and ability to implement on its own. Actions that it needs to guide/partner on are those that The City can implement through its civic, community, and private partnerships. Actions it can amplify are those that The City can support or encourage, but does not have direct ability to implement. To see a summary of all recommended actions, see Appendix E.

Steward

Increase representation within The City leadership

Track and publish data on representation

Increase racial representation in materials

Increase representation within The City leadership

Community recommended that City adopt a strategy across all departments to increase representation of Indigenous, Black, and diverse Racialized individuals in their service. Targets and commitments can be included in the departments' strategic planning/business/service plans.

- The strategy to increase representation needs to include removing barriers that may disproportionately affect Indigenous, Black, and diverse Racialized groups.
- Targeted hiring needs to be conducted in pre-existing and new positions. This may include diversifying modes of recruitment, information sharing, communications, and engagement with different communities.
- It may also include investing in recruiting, advertising, and municipal engagement that embeds The City of Calgary as a viable career/employment route for underrepresented/underprivileged communities. This can be integrated into different community engagements and public education initiatives.

Track and publish data on representation

Community recommended to track and publish key information on representation, including demographics of employment across City departments: employment rates, retention rates, promotions and pay. This can include:

- comparisons in representation in staffing with population-level demographics and demographics of the users of certain services (consider overrepresentation as possibly necessary in some City departments).

Increase racial representation in materials

Community recommended to commit to racial representation within all City public materials, images, information, and events. This can include:

- reviewing all images and materials that promote Calgary and/or City services; and working alongside Indigenous, Black, and diverse Racialized community members to receive feedback and co-design materials;
- supporting and promoting cultural events across Calgary and encouraging attendance by City staff and diverse groups to increase cross-cultural learning and exposure.

Partner

Strengthen partnerships to promote representation

Strengthen partnerships to promote representation

Emerging best practices heard from the Community is that The City can increase collaboration with civic partners, funded agencies, workplaces, schools, health care, and other sectors of society in Calgary.

It also means The City must model what representation looks like and the benefits it has for achieving an anti-racist society. In modelling representation and its benefits, The City can partner with local organizations, institutions, and businesses to promote increased representation and inclusion.

Example: Partner with business improvement areas and community associations to train, recruit diverse board members, and foster partnerships with diverse communities.

Amplify

Amplify initiatives that promote representation

Work with Indigenous communities

Amplify initiatives that promote representation

Community recommended that The City encourage its funded organizations to support efforts in hiring, promoting, and retaining Indigenous, Black, and diverse Racialized communities.

Example: Amplify initiatives within The Calgary Board of Education and the Catholic School Boards that are moving away from a focus on euro-centric content.

It is suggested to incorporate lessons and stories of Indigenous, Black, and diverse Racialized experiences, histories, and their contributions to Calgary, Alberta, and Canada, as well as lessons on Calgary and local neighbourhoods with attention to history of Indigenous, Black, and diverse Racialized histories.

Work with Indigenous communities

Strengthen collaborations with others tackling systemic changes and with Indigenous communities and Nations. This is an area that needs to be further explored and developed through the input of the Anti-Racism Action Committee, the Calgary Aboriginal Urban Affairs Committee, and the Indigenous Relations Office.

- Continue to work with the Indigenous elders and knowledge keepers who have supported this work along with elders and community knowledge holders from other communities. This is an important aspect of this work. Their participation not only dismantles a euro-centric worldview, but also allows for new forms of thinking and strategies. Their role can be further developed through a co-development process that invites their input into the design.
- Like Edmonton, develop a Memorandum of Understanding with different Nation offices to establish a framework for the ongoing relationship between The City and the Nations.
- Work towards increased collaboration with provincial and national anti-racism efforts and policies through sharing of knowledge, identifying actions for the provincial/national government to take and drawing on innovative practices from across the nation.
- Engage in future anti-racism work could engage with the breadth of diversity present in the Calgary area, specifically moving away from pan-Indigenous approaches to more nuanced approaches that address different world views.

2. Participatory and Impact-focused Governance

Participatory governance means that community members are empowered and participate as active collaborative partners throughout any political process that impacts them. This is essential to the creation of an anti-racist city with problem-solving becoming decentralized, including the perspectives of communities affected by an issue, thus integrating their perspectives and values in the creation of solutions.

Impact-driven governance understands that the legitimacy of a policy or service is determined by the impact it has on the ground, while understanding that outcomes will consistently be weighed against who they impact and who is left out. It is important to identify the unintended consequences of the policies/services/programs and identify areas where no policies exist. These can become the most powerful ways for a city to become anti-racist.

How does it function as a lever?

Participatory and impact-focused governance functions as a lever by providing an avenue to:

- measure service access not by the existence of services, but by the impact services have on the community;
- increase civic engagement and knowledge among community members who historically have not been included in governing processes;
- incorporate the ideas, perspectives, and voices of those impacted by systemic racism directly into the decision-making process;
- establish accountability between The City of Calgary's services and those they impact;
- create continuous feedback necessary for services to meet community needs;
- increase trust between The City and Indigenous, Black, and diverse Racialized groups; and
- prioritize and design programs and services based on input from the communities and groups they serve.

Overview

Community Finding: **Underinvestment**

Lever: **Participatory and Impact-focused Governance**

Steward *(page 67)*

Partner *(page 70)*

Amplify *(page 70)*

Recommended actions to establish participatory governance

Steward

Create an anti-racism policy and declaration

Adopt a shared racial equity framework

Create racial equity office

Increase collaborative work internally

Take a co-development approach to program and policy design and implementation

Strengthen community engagement activities

Create an anti-racism policy and declaration	Community recommended development of an anti-racism policy and declaration that will support the sustainability of anti-racism work for future generations. This will help build links to previous reconciliation and equity work.

Adopt a shared racial equity framework	Community recommended the development of a racial equity framework to standardize anti-racism work across The City. The framework is currently being developed by the Anti-Racism program team with the aim of supporting a shared vision of racial equity. It is acknowledged that change will not occur if just one person or department is assigned the duties of advancing racial equity.

- Staff teams within each service must be sufficiently knowledgeable, equipped with the necessary tools, and given responsibility for incorporating racial equity into their service work plans with joint understanding.
- Service, planning and budgeting can draw from this framework to ensure racial equity is central to the work of The City.
- This becomes a part of the triple bottom line (social, economic, and environmental) to track impacts of The City as a corporation. Adequate funding and resourcing should be made available to support the implementation of racial equity work.

Create racial equity office	Community recommended that creating an Anti-Racism and Racial Equity office is a crucial change to ensure alignment across The City.[33] It also places equity outcomes at the highest priority with other corporate goals such as safety, ensuring sustainability through both resources and staffing to this work. (See Appendix G for details of the key steps in creating Racial Equity office). A City of Calgary Anti-Racism Action Plan is currently being developed which includes a community-based anti-racism strategy, organizational and public safety anti-racism actions and strategies. The program's mission is to take actions to remove systemic racism in Calgary through education, engagement, collaboration, and policy changes.

33 In several jurisdictions this work is often started in one department and then moves to the rest of the organization, but Seattle and Portland have taken a more whole-systems approach to this- in line with our recommendation.

Increase collaborative work internally

The Anti-Racism Program team should work closely with The City's Communications, Engage, Information Technology, Service Plans and Budgets, and Human Resources to ensure the work is connected to other functional arms of The City.

- A working group can be established to onboard leadership across these services and create a coordinated business plan to support anti-racism work across The City.
- This cross-functional approach will be key to the success of the recommendations made by the Strategy as it will allow for the anti-racist approach to move beyond content-area recommendations to consistent implementation across The City.
- In the future, this can support increased opportunities for participatory governance and participatory budgeting within The City.
- The Anti-Racism Program should collaborate with The City's procurement departments/initiatives to integrate elements of racial equity into the procurement process. This could look require that contractors/vendors have racial equity or anti-racism approaches clearly outlined within their business plans.

Take a co-development approach to program and policy design and implementation

Community recommended increasing the participation of Indigenous, Black, and diverse Racialized groups in the process of designing services that impact them.

- Engage members of Indigenous, Black, and diverse Racialized groups that are often underrepresented, ignored, or silenced.
- Work with groups from Indigenous, Black, and diverse Racialized communities to devise strategies on how to improve investment in underserved communities, especially in departments like urban planning and design.
- Establish transparent and accountable processes to assess the investment decisions, through both an equity and cultural diversity lens.

Community members can be partners in assessing the impact of the project and ensuring accountability and transparency.

Strengthen community engagement activities

Community recommended increasing public awareness by using diverse channels and communications mechanisms. These diverse channels can also be used to communicate concerns and requests to The City of Calgary.

Community recommended increasing the role and involvement of partners as a key part of the design and implementation process for any investment into their respective communities.

- This expanded role can include measures to increase Community Association membership and Board involvement, especially amongst Racialized and low-income households. Recognize ethno-cultural associations and expand their roles in strengthening capacities to support anti-racism initiatives. This also includes providing Community Associations and business improvement areas with anti-racism training and collecting race-based data on participation.

- Review and revise Terms of Reference of all community committees working on equity and anti-racism to allow for increased action and input into the active working of The City. This active role also requires additional budget, staffing and resources allocated to committee members, which will value their time and commitment (removing any volunteer expectations).

- Streamline all current committee efforts working on anti-racism, equity, and anti-oppression to bring together a more cohesive and active body of community input. This will allow for greater collaborative discussion, engagement and cross-pollination of ideas or input to services.

- Review recruitment requirements for these committees and length of membership to allow for new voices and perspectives of people who have not previously worked with The City to be involved.

The image below imagines the different programs or streams of work that could be connected under an Anti-Racism and Racial Equity office; these programs were identified during Tier II engagement.
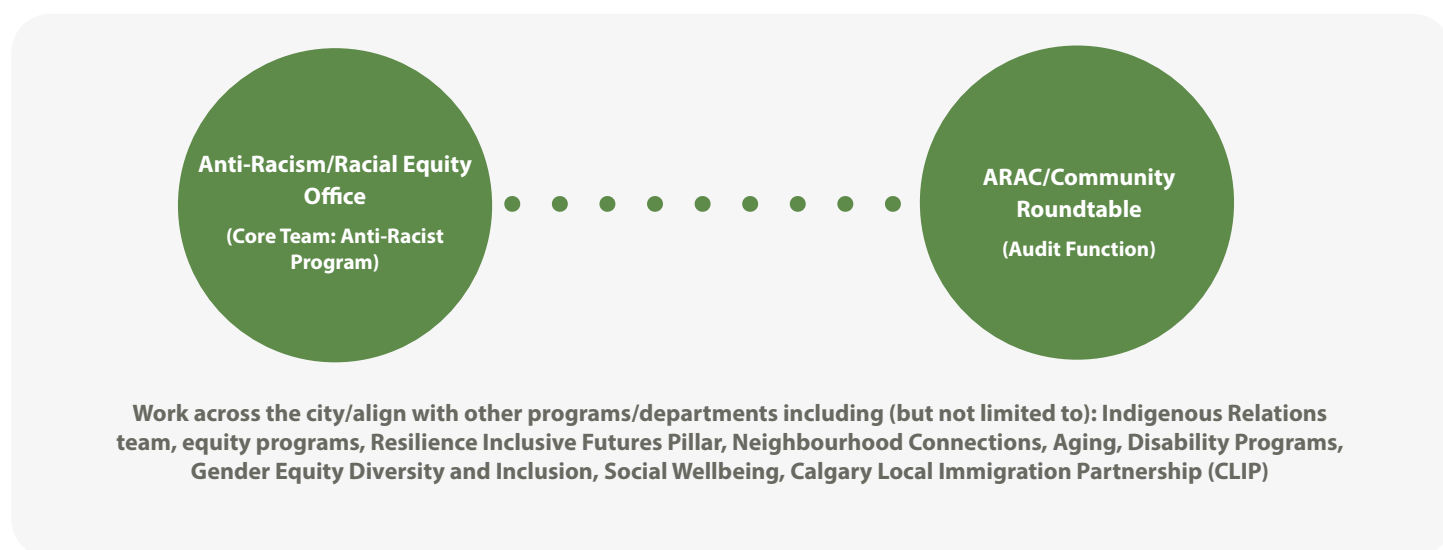

Anti-Racism/Racial Equity Office
(Core Team: Anti-Racist Program)

· · · · · · · · ·

ARAC/Community Roundtable
(Audit Function)

Work across the city/align with other programs/departments including (but not limited to): Indigenous Relations team, equity programs, Resilience Inclusive Futures Pillar, Neighbourhood Connections, Aging, Disability Programs, Gender Equity Diversity and Inclusion, Social Wellbeing, Calgary Local Immigration Partnership (CLIP)

Image 10: Proposed Anti-Racism /Racial Equity Office

Partner

Co-creation with partners

Co-creation with partners

Community recommended that The City should partner on participatory and impact-focused governance with civic partners, Indigenous communities, and community organizations to build trust.

The City can work alongside these organizations to identify opportunities for co-creation on policies, initiatives, and program development. The City could co-host public engagements with trusted community organizations. Examples include:

- partner with community associations as educators and advocates for their communities;
- engage with communities to better understand their needs and required supports to reduce crime and improve safety of communities;
- engage with vendors to build their capacity for anti-racism and Equity, Diversity and Inclusion initiatives.

Amplify

Investment in community-led anti-racism initiatives

Investment in community-led anti-racism initiatives

Community recommended increasing amplification in community-led anti-racism initiatives/ organizations that focus on increasing participation of Indigenous, Black, and diverse Racialized communities in decision-making and governance.

They also recommended increasing civic education, trauma supports, measurement training and engagement by supporting organizations led by Indigenous, Black, and diverse Racialized communities.

Example:

- Support City subsidiaries and partners to have increased public consultation that is truly reciprocal in nature

PART 4: Recommendations for Systemic Change   **70**

3. Accessibility and Responsiveness

Accessibility refers to the opportunity for Indigenous, Black, and diverse Racialized community members to have equitable opportunities to receive services that meet their needs. This involves recognizing and dismantling economic, linguistic, geographic, systemic, and other barriers that may prevent or limit people's ability or willingness to engage with services. For services to be accessible, they must be responsive. Responsive services quickly and effectively address issues impacting members of the public without causing harm. Overall, a stronger focus on intersectionality, equity, and cultural safety can support a more flexible, responsive, and inclusive service model in all services (whether public facing or internal) to resist re-traumatization, the perpetuation of racist systems and to facilitate meaningful participation of Indigenous, Black, and diverse Racialized communities.
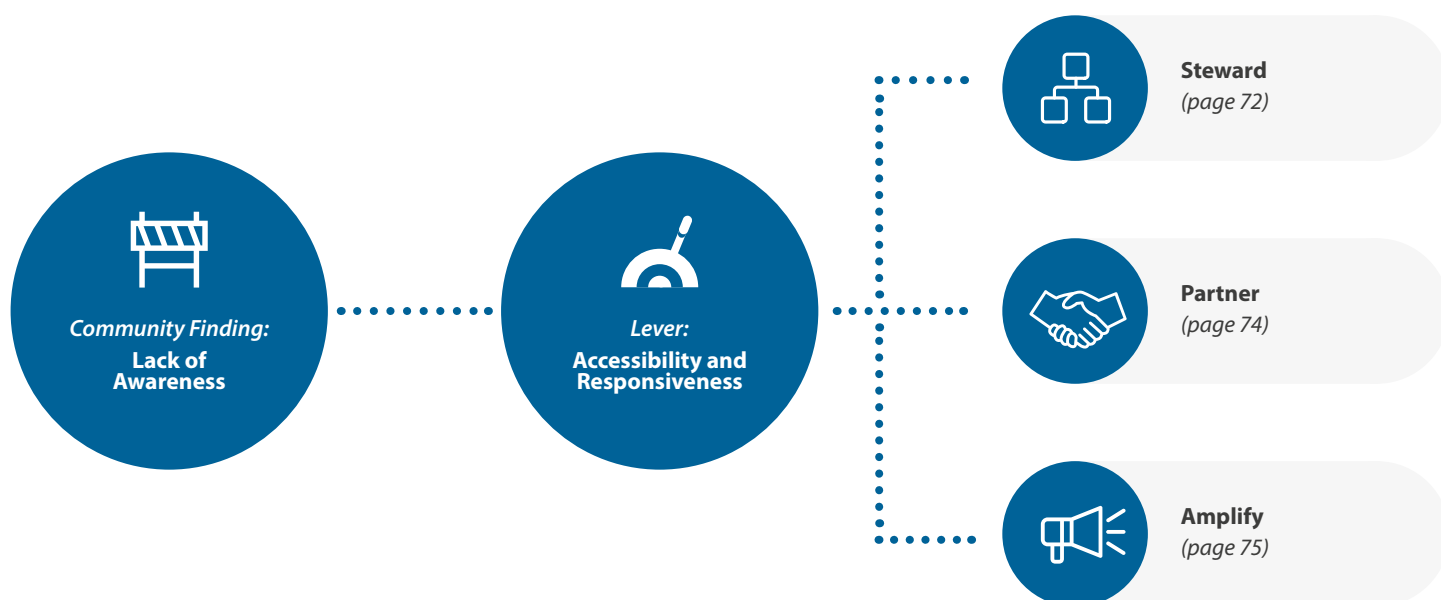
How does it function as a lever?

Accessibility functions as a lever to promote barrier-free opportunities for access to City services.

Accessibility and responsiveness can help ensure:

- all residents of Calgary have services that are free of barriers;

- there is no increased burden placed on Indigenous, Black, and diverse Racialized communities to find and navigate City services;

- trust between The City of Calgary and Indigenous, Black, and diverse Racialized communities;

- services designed to care for members of the public do not cause harm to Indigenous, Black, and diverse Racialized residents of Calgary; and

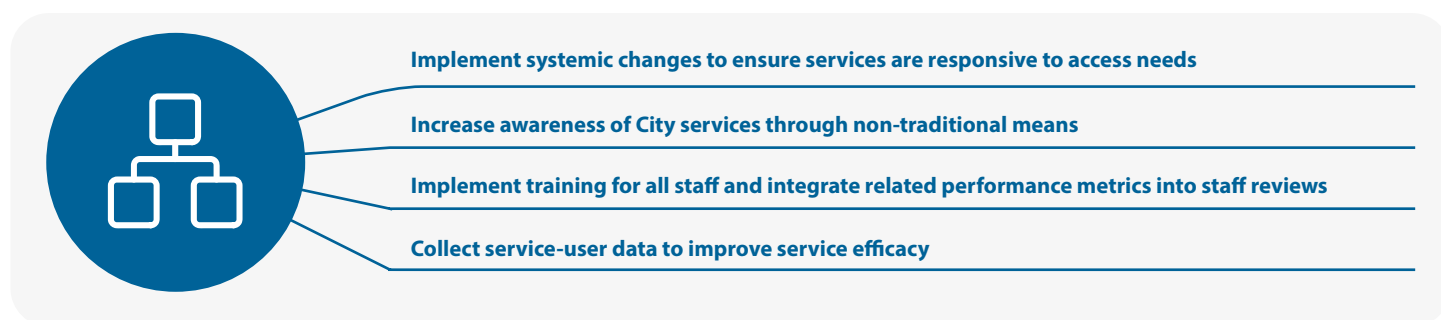- services do not perpetuate systems of oppression.

Overview

Community Finding: **Lack of Awareness**

Lever: **Accessibility and Responsiveness**

Steward *(page 72)*

Partner *(page 74)*

Amplify *(page 75)*

Recommended actions to ensure equitable service access

Steward

	Implement systemic changes to ensure services are responsive to access needs
	Increase awareness of City services through non-traditional means
	Implement training for all staff and integrate related performance metrics into staff reviews
	Collect service-user data to improve service efficacy

Implement systemic changes to ensure services are responsive to access needs	• Invest in first-language translation for key services, particularly in languages that have low literacy rates in English (not necessarily focusing on languages that are most spoken). • Ensure information in each language is written plainly, avoiding acronyms, jargon, and colloquial terms. Use visuals in lieu of text and ensure visuals are culturally- appropriate in terms of imagery and symbolism. • Provide alternatives to those who may not be technologically literate to access information and services, such that individuals, particularly newcomers and seniors, are not blocked from accessing services.
Increase awareness of City services through non-traditional means	Community recommended new, community-based methods to promote and raise awareness of City services and how to access them. This included: • targeting non-English newspapers, radio shows, ethno-cultural community associations, community brokers, faith leaders, social media; • ensuring services account for cultural contexts of families and communities, which may include prioritizing flexibility, connection to the land, family, spiritual practice, shared decision making, and engagement beyond just the individual.
Implement training for all staff and integrate related performance metrics into staff reviews	• training staff in front-line service delivery and leadership positions on cultural responsiveness, equity, and anti-racism; and • ensuring these competencies are evaluated and are a condition of employment.

Collect service-user data to improve service efficacy

Community recommended collecting racially disaggregated data on service access and outcomes for Indigenous, Black, and diverse other Racialized communities (this action is also recommended in other levers).

- collect data according to principles of cultural safety, equity, and governed by OCAP (ownership, control, access, and possession) principles;

- co-develop all City data collection surveys/tools with Indigenous, Black, and diverse other Racialized communities to ensure cultural appropriateness, safety, and accuracy;

- track user experiences and outcomes of City services, and use this data to identify and rectify barriers. This includes identifying services that are unable to meet demand, have excessive wait times or limited hours of operation. Additionally, City services need to be appropriately funded and equipped to handle demands and requirements such as religious limitations, unconventional work schedules, and multigenerational households that impact user experiences;

- collect race-based/disaggregated data on wait times, demographics, and other key data points of interest to the community. Data to be collected with a strong framework around community ownership using OCAP Principles set forth by First Nations (ownership, control, access, and possession) especially while working with Indigenous communities;

- translate all reports and data into several data to be also translated into several languages and be made make accessible to allow for a variety of ethno-cultural communities to be able to utilize;

- use data from this project as project can be used as a model for creating a platform to share data, tools, and engagement frameworks;

- collect data on eligibility criteria and their impact on Indigenous, Black, and diverse other Racialized communities; and

- ensure City services are equitably distributed across the city including mapping the distribution of critical services using indicators based on cross-cutting identities such as age, disability status, and newcomer status.

Partner

- Support infrastructure development
- Partner with community organizations, Business Improvement Areas
- Build cultural awareness
- Support low barrier services
- Fund organizations

Support infrastructure development	Ensure affordable housing units like Calgary Housing are distributed across all residential areas of the city and are accessible to public transit.
Partner with community organizations, Business Improvement Areas	Partnering with civic partners, funded agencies, and community associations to create plans to increase accessibility of services for Indigenous, Black, and diverse Racialized groups, and increase knowledge of how racism impacts service access and responsiveness. Partner with community to train all staff in cultural competency, anti-racism, decolonization, and equity.
Build cultural awareness	Fund and/or promote community organizations that increase cultural awareness and understanding of Calgary's heritage, particularly histories of Indigenous and Black communities.
Support low barrier services	Partner with and fund organizations that offer low-barrier services to marginalized and poor communities, including drop-in centres, harm reduction services, safe injection sites, and day programs.
Fund Organizations	Fund organizations supporting communities most impacted by structural/systemic racism.

Amplify

	Reduce Barriers
	Exercise connections and influence with Calgary Police Service

Reduce barriers

The City can leverage or amplify accessibility and responsiveness by sharing and promoting work that eliminates barriers for Indigenous, Black, and diverse Racialized people locally, provincially, and nationally.

- Identify and support access for undocumented individuals, including supporting sanctuary laws and policies.

- Work with provincial government to align its anti-racism efforts with the municipality.

- Support racial data disaggregation efforts across the city, focusing on impact assessment.

Exercise connections and influence with Calgary Police Service

Community recommended to tackle barriers to access, especially for Indigenous and Black residents of Calgary (detailed recommendations provided to CPS).

- Advocate for CPS to align its anti-racism strategies with all City services.

- Increase opportunity to take joint accountability for public safety.

4. Accountability

Accountability within the organization and the community, is necessary for becoming an anti-racist city. Accountability ensures that stated anti-racism commitments and goals The City makes are attached to tangible and measurable outcomes. For The City's anti-racism work, accountability should consider ways to track and communicate progress and impact and to properly disaggregate data to assess equity. This approach also ensures The City continues to track the appropriate metrics and gathers the pertinent information to course-correct and adapt, as will inevitably be needed. There is an opportunity to have a process of accountability where a collaborative effort with an independent, external body, separate from city staff, will oversee the anti-racism initiatives and protect the vision, mandate, and goals of creating an anti-racist Calgary.

How does it function as a lever?

Accountability:

- builds trust between the Indigenous, Black, and diverse Racialized community members and The City of Calgary.
- is necessary for The City and the community to understand, articulate, and act on issues impacting Indigenous, Black, and diverse Racialized individuals and communities.
- enables the community to hold The City and its institutions responsible for their role in perpetuating systemic racism and to propel change.
- enables Indigenous, Black, and diverse Racialized communities to have accessible processes to give honest feedback on The City services and expect change to occur from their input.
- makes government decisions, structures, and processes transparent to the public.
- is developed with community voices and informed from lessons of the past.

Overview

Community Finding:
Failure to Ensure Safety

Lever:
Accountability

Steward
(page 77)

Partner
(page 80)

Amplify
(page 81)

Recommended Actions to Create Accountability

Steward

Build a joint public accountability system

Develop an external auditing body[34]

Strengthen transparency in public engagement and communication

Establish increased lines of accountability to City Council

Build direct accountability to community and citizen committees in service delivery

Strengthen individual accountability
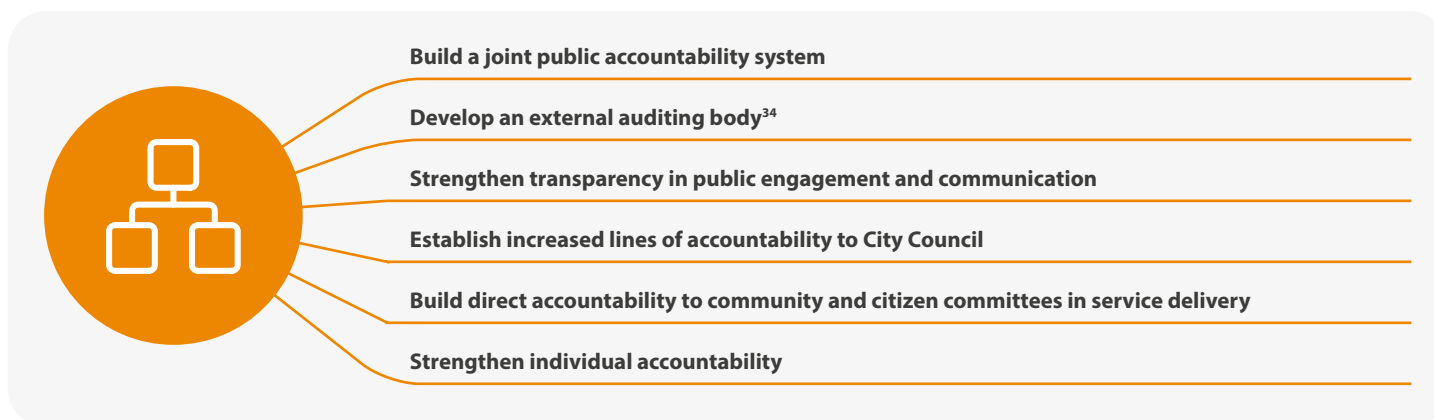
Build a joint public accountability system	Based on community engagements within Tier I and Tier II, it was strongly recommended to build a joint accountability framework that encompasses all City services and subsidiaries including: Calgary Police Services, Calgary Arts Development, Calgary Economic Development, and Calgary Housing Company, amongst others. In doing so, they can identify common priorities, joint outcomes, shared metrics, and accountability processes to report to Council and the community at large.
Develop an external auditing body:[34]	Community recommended identifying an independent auditing body/group composed of trained evaluators, equity specialists, community leaders, including the Anti-Racism Action Committee to review the progress made on racial equity goals.[35] • These audits can document and assess progress as well as outcomes. Regular public reporting of processes and outcomes can be incorporated for improved accountability and transparency.

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34 Jurisdictions like Edmonton and Seattle have similar models proposed and actioned.

35 Similar to the process undertaken with safety which is now included in The City's triple bottom line, the recommendation is to ensure racial equity is considered in the triple bottom line corporate goal.

Strengthen transparency in public engagement and communication

Community recommended developing clear communication channels for anti-racism related work and messaging across all systems. This includes an option for community members to actively contribute and respond to actions taken.

- Engage community organizations, leaders, and groups to play a key role designing and helping to implement ideas on the ground modelled on our unique co-host and broker-driven engagement model.

- Make information more readily available to Calgarians about racism and ways to level complaints via The City's website and 311 Calgary.

- Create a network with all City-funded organizations as well as grassroots initiatives working on anti-racism and equity. This includes all organizations that have taken part in this round of engagement but also individuals who have been part of previous anti-racist initiatives across Calgary. Instead of using an intermittent approach of engagement, this network will place value on relationships and trust building with organizations that are at the frontline of anti-racism work. The only barriers to this approach will be around balancing the power relationships as The City is a major funder and it may create a sense of obligation within the network.

- Use the substantial evidence and data collected through this project to develop case studies, communication briefs, papers, and concept notes. Continue to review and analyze this data to ensure strengthening of local anti-racism knowledge and application within the community.

- Host a national conference that can draw on the learnings from Calgary's anti-racism work and support knowledge and actions across the nation. This conference can also showcase the impact of community-led anti-racism efforts and learning.

- Invest in mobilizing knowledge around anti-racism efforts within Alberta; Indigenous history specific to Alberta; and the diversity among Indigenous Nations, Racialized and Black history specific to Calgary/Alberta. Use these efforts to celebrate and draw attention to the rich diversity of our city.

Establish increased lines of accountability to City Council

As the Anti-Racism program continues to expand and the community interface develops, it will better support positive anti-racism outcomes and accountabilities. Community recommended a strengthened mechanism of accountability to ensure adequate anti-racism actions are given the highest priority by The City.

- The Anti-Racism Action Committee, formed from the Council's Notice of Motion (June 2020), has been an essential component of the work to date. As a fuller community interface develops, the relationship between community and council will continue to be key.[36]

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36 Champions are defined in the project as individuals from The City who were selected by the Anti-Racism program team to provide specific feedback and input into the development of the strategy. Such champions can be identified across each service.

Build direct accountability to community and citizen committees in service delivery

Community recommended that building accountability with existing citizen committees and communities is a crucial way to ensure racial equity goals continue to be prioritized.

- Develop and implement user-friendly/accessible processes for ongoing feedback on City services. The City can develop an accessible feedback and complaint process, both for City employees and members of the public, that can apply to all services.

- Collect and track disaggregated feedback across key demographic criteria to locate trends and help address community concerns swiftly and appropriately.

- Ensure that the Anti-Racism Program Team works with the Anti-Racism Action Committee and Calgary Aboriginal Urban Affairs Committee, to support senior management in each service to prioritize strategic recommendations from this report and the White Goose Flying report to identify actions for the current budget cycle. The continued partnership between The City and these community representatives will be critical to ensure community voices are heard and used to shape ongoing implementation. This can be designed as a working group with individuals who have lived and living experience, who can continuously provide input into the changes.

Strengthen individual accountability

Community recommended implementing or strengthening processes that enforce individual accountability alongside systemic accountability.

- Ensuring individual accountability can include having anti-racism knowledge as competency requirements, to gain and maintain employment with The City, and assessment of anti-racism competencies as a part of performance reviews and evaluations.

- Strengthening the current learning, development and training tools around anti-racism and racial equity through increased input from community members and the Anti-Racism Action Committee.

- Additionally, the training needs to support systems change work within The City to achieve the impact desired by the community.

- Deepening anti-racism knowledge/approaches helps to adequately address the nuances of diverse Indigenous groups, weaving this work with ongoing actions identified through the Truth and Reconciliation Calls to Action and the *White Goose Flying* Report.
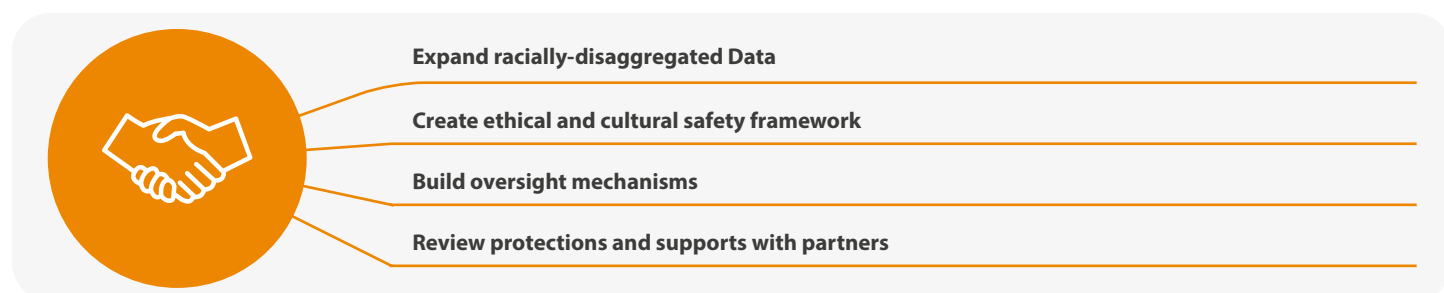
Build accountability around previous and current work

Community recommended that The City communicate its progress, using an impact lens, on previous racial equity work with the public - including progress and failures.

- This impact assessment to be co-developed through community and Anti-Racism Action Committee input and specifically review concerns identified in the current report. This is a key first step because many initiatives have occurred over the years, but community (engaged through this Strategy) reported not seeing any impact of this work.

- This acts as a baseline to measure progress on actions taken through this Strategy and acts as an accountability process to the community.

PART 4: Recommendations for Systemic Change   **79**

Partner

Community recommended opportunities for The City to guide and partner around accountability including:

Expand racially-disaggregated Data

Create ethical and cultural safety framework

Build oversight mechanisms

Review protections and supports with partners

Expand racially-disaggregated Data	work with civic partners and funded agencies, public and private organizations, and community-led organizations to collect and share disaggregated data on service access and outcomes for Indigenous, Black, and diverse Racialized communities;
Create ethical and cultural safety framework	co-develop a model of ethical, culturally safe, and transparent data collection, analysis, and reporting with community organizations and partners;
Build oversight mechanisms	provide support to increase community oversight on public initiatives through convening working groups, supporting community education and civic participation; and
Review protections and supports with partners	partner with civic partners and funded agencies, to review and implement processes for dealing with racism, so that individuals know what to do if they encounter it. For example, this could include processes for addressing racism within units attached to Calgary Housing.

Amplifty

The community recommended that The City of Calgary can exercise its influence and connections to establish accountability as a core element of all anti-racism efforts including:

Support accountability across organizations in the city

Share ongoing efforts for racial data disaggregation

Working along with CPS to address critical gaps in public safety
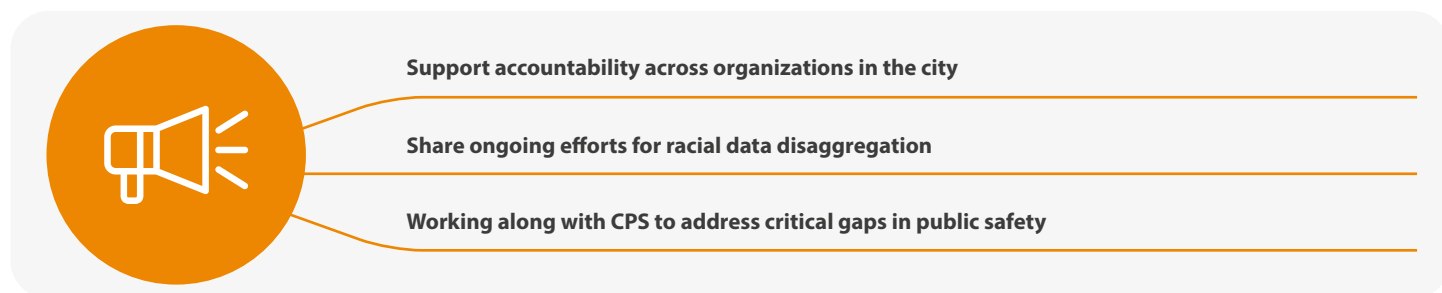
Support accountability across organizations in the city.	encourage all institutions and organizations across the city to be accountable to Calgary's Indigenous, Black, and diverse Racialized communities through data collection, reporting, auditing, and outcomes utilizing a racial equity toolkit/framework;
Share ongoing efforts for racial data disaggregation	support ongoing efforts of services to collect and release racially disaggregated data, including with Calgary Police Service; and
Working along with CPS to address critical gaps in public safety	address any policy, legal, procedural, and budgetary gaps that create barriers. This can include but is not limited to: working to reduce racially motivated hate crimes; addressing and solving racial profiling by City and CPS staff/officials; reducing use of force by CPS; addressing slow response to community concerns; strengthening the complaints process within CPS; improving the school resource officer programs; ensuring mental health supports are provided for all crisis calls and trauma-informed supports are available across all services; and addressing increased civilian oversight into all public safety services.

CONCLUSION

"Racial inequities are not random—they have been created and sustained over time. Inequities will not disappear on their own. Tools must be used to change the policies, programs, and practices that are perpetuating inequities, as well as used in the development of new policies and programs" [XXIV]

Anti-racism work in Calgary is still relatively new. The City of Calgary, and Calgary's community of leaders, activists, institutions, and organizations have had previous and ongoing initiatives of taking action to address inequity and racism through an intersectional approach. However, the substantive changes that are needed have yet to materialize.[37] To change a municipal system is challenging. Because it needs to continually provide services, a municipal system cannot simply be 'turned' off, redesigned, and restarted. Therefore, governmental strategies are often reduced to selected technical actions that City officials can deliver on within a single department, without necessarily addressing the interconnectedness of issues or scale of concern that this work requires.

Systems change will require The City to take steps that address not only how it functions and operates , but to critically reflect on the assumptions inherent in the design of the system itself. It will also require the community to hold The City of Calgary accountable to an iterative, transparent, and participatory governance model. Both will need to adopt a reflexive and adaptive approach as they work together to take risks and redefine our socio-cultural landscape.

Regardless of the actions or strategies proposed, without a sincere and explicit acknowledgment from The City about past failures, and a clear plan around how this strategy will be different from the plans made so many times in the past there will be very little change. Parallel to acknowledgment is a long-term commitment to listening, learning, and working to understand more deeply the persistent implications of the past. Anti-racism work is embedded in the history and consciousness of Canada as a settler colonial country. The devastating and long-standing impacts of colonization are seen even today. We cannot separate the work of anti-racism from the work of Indigenous rights, truth, and reconciliation.

- Racism and discrimination are widespread both in community life and when interacting with City services; engaging with City staff or leadership; as well as encountering policies and procedures. This includes the racism and discrimination communities face in their neighbourhoods, healthcare settings, educational contexts, and workplaces. The community spoke to experiences of anti-Indigenous racism, anti-Black racism, anti-Asian racism, anti-immigrant sentiments, xenophobia, anti-semitism, Islamophobia, as well as discrimination based on gender identity, sexual orientation, religion, ethnicity, disability, and age.

- The trust in public systems is severely damaged and there is a sense of futility that permeates the relationship with The City. To change this requires increased community involvement across all phases of anti-racism change, as well as rigorous evaluation, transparency, and public accountability.

- The City must continually learn from, and build on previous anti-racism efforts conducted within Calgary. In doing so, The City can resist perpetuating systemic barriers that produce inequitable outcomes for Calgarians. The City must demonstrate transparency and accountability by sharing with Calgarians what happened with previous anti-racism efforts, and inform them how current initiatives are not merely performative.

Systemic racism has an immense social and economic cost, yet the path to racial equity and justice is neither simple nor straightforward. Communities, identities, and how racism presents itself are ever-changing. Some forms of racism are easier to identify, while others remain hidden in plain sight, buried deep in our taken-for-granted rules and expectations. The call of anti-racism work is to make visible and to critique, to dismantle and rebuild oppressive social systems, institutions, and norms.

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37 Including: The Gender, Equity, Diversity and Inclusion Strategy; Social Wellbeing Policy; Diversity & Inclusion Framework; Healthy Workplace Strategy; Resilient Calgary Strategy; Business Unit Gender Initiatives; Calgary Police Service Diversity and Inclusion Strategy Development, the White Goose Flying Report and the Indigenous Policy . Additionally, the Canadian Human Rights Act and the Alberta Human Rights Act are frameworks for The City's initiatives and actions. The City of Calgary is also member of the Coalition of Inclusive Municipalities (formerly known as Canadian Coalition of Municipalities Against Racism and Discrimination).

Conclusion   **83**

Anti-racism and racial equity are not static goals, but processes that require constant self-reflection and humility. We must be willing to face discomfort and address the ways we as individuals are each complicit in perpetuating racism. We must pay attention to the dynamics among marginalized groups that may prevent solidarity and coalition-building. We must remember that communities are neither homogeneous nor always aligned in their goals and that identities are diverse and evolving.

Irrespective of the community members we spoke with, the nature of their experiences, background, or culture, Calgarians spoke about a shared desire to build a community that was inclusive, open, and safe. At the same time, the process illuminated complexity, including the shifting nature of community and identity, and the complexity of the municipal government, which all exist in a larger relational ecosystem of institutional, historical, and social structures.

Our engagements show that racism in Calgary continues to negatively shape everyday experiences of community members. It impedes equitable access, treatment, and participation for Indigenous, Black, and diverse Racialized groups. It engenders a pervasive sense of insecurity, even when the service intent is safety, and ultimately limits one's willingness to access services for fear of mistreatment and re-traumatization.

Call for Change

The community was united in its call - asking The City to act with urgency; to invest in addressing the roots of racism; and amplify initiatives that can transform our systems and community. As The City moves toward embodying anti-racism as a fundamental value — that is evidenced throughout policies, procedures, hiring decisions, internal culture, service design and delivery, collaborations, data gathering, and community feedback processes — The City needs to reframe its approach by drawing on culturally-responsive and safe practices, that are trauma-informed, equity-based, intersectional and participatory.

APPENDICES

Appendix A: Glossary of Terms

Aggregated data: Data that is collected from multiple sources that is then combined to be presented as a whole or collective. In the context of anti-racism, aggregated data would be a dataset that does not have distinct race-based data available, despite specific data being collected.

Anti-racism: The work of actively opposing racism by advocating for changes in political, economic, and social life. Anti-racism tends to be an individualized approach which can be incorporated at the individual, institutional, and systemic levels.

Disaggregated data: Data that comes from multiple sources, or a collective dataset that is divided into smaller components. In the context of anti-racism, disaggregated data would be distinct race-based data that is isolated from general datasets.

Intersectionality: A prism to see the interactive effects of various forms of discrimination and disempowerment. Highlights the way that racism interacts with patriarchy, heterosexist, classism, xenophobia — seeing how the overlapping vulnerabilities created by these systems create specific kinds of challenges.

Racialization: Racialization is the very complex and contradictory process through which groups come to be designated as being part of a particular "race" and on that basis subjected to differential and/or unequal treatment. Put simply, "Racialization [is] the process of manufacturing and utilizing the notion of race in any capacity. While White people are also Racialized, this process is often rendered invisible or normative to those designated as White. As a result, White people may not see themselves as part of a race but still maintain the authority to name and Racialize "others."

Racial prejudice: A set of discriminatory and or derogatory attitudes based on assumptions derived from perceptions about race, ethnicity, or religious background.

Racial profiling: Occurs when an individual is subjected to differential treatment or greater scrutiny because of negative stereotypes related to their race or other grounds such as religious beliefs, colour, ancestry or place of origin, or a combination of these.

Racism: A belief that one group is superior to others; deeply rooted in attitudes, values, stereotypical beliefs, and unconscious bias. Associated with the dominant group's power and privilege. Displayed in racial jokes, slurs or hate crimes.

Stratification: An ongoing societal process whereby people in a society are hierarchized, or stratified, according to key notions such as access to wealth, race, location, education or more.

Systemic Racism: Systemic racism is embedded in policies, practices and procedures of our society's institutions and works, to create and/or maintain racial inequity. It is often caused by hidden institutional biases in policies, practices and processes that privilege or disadvantage people based on race and the intersections of identities.

Appendix B: Anti-Racism Background

White Supremacy and Systemic Impacts

Woven through evolving forms of discrimination is a thread of White supremacy that has evolved to centre "Whiteness" and euro-centric values as the norm for our society. In other words, our social, economic, and political systems reinforce and reward certain appearances, behaviours, values, and beliefs over others. This can result in the oppression and discrimination of others who do not fit into these dominant systems. This reality often remains unrecognized by those who benefit from the privilege of being part of, or ascribing to, the norms of Whiteness.[XV] This lack of recognition, let alone willingness to challenge how Whiteness is centred continues to reproduce a system of privileges of White experiences. As a result, we continue to design cities, deliver services, develop policies, and direct economic investment for a taken-for-granted 'norm' often at the cost of Indigenous, Black, and diverse Racialized people.

At the same time, racism is not perpetuated just by one majority group,[38][XXV] but also through processes that create hierarchies among and within marginalized groups. For example, people who experience racism themselves can have internalized racism and uphold systems of oppression.

To understand specific forms of racism/oppression, the next section details some key conceptual ideas that are relevant to anti-racism work.

Types of Racism

Anti-Indigenous racism: Anti-Indigenous racism refers to "the ongoing race-based discrimination, negative stereotyping, and injustice experienced by Indigenous Peoples within Canada[XXVI]".

Anti-Indigenous racism began with the settlement and colonization of what is now known as Canada by Europeans in 1534[XXVII]. Upon arrival, European settlers began a process of political, social, economic, and cultural domination and assimilation of Canada's diverse Indigenous groups. Policies and practices such as the Indian Act and the Residential School system severed Indigenous families and attempted to destroy their languages and cultural identities. The resulting trauma has had a multi-generational impact. Anti-Indigenous racism is still prevalent in Canada's policies and institutions, and manifests in inequitable outcomes such as the overrepresentation of Indigenous people in the justice system and poor health outcomes[XXVI].

Anti-Black racism refers to the specific form of racism experienced by people of African descent. Anti-Black racism began in Canada during the transatlantic- slave trade. The enslavement of African peoples was a legal instrument used to ensure the economic stability and growth of colonies.[39] [XXVIII] It has deep roots in the colonial period and specific laws and practices[XXIX] that are responsible for segregation in education, housing, employment, and broader society.[l XXIX XXXI XXXII] Advocates against anti-Black racism note the negative impact is not only seen in the criminal justice system, but in education, immigration, and refugee policies, cultural institutions, and media.[XXXIII]

Anti-Asian Racism: Anti-Asian Racism has a long history in Canada. There are several examples of systemic discrimination and racism that are crucial to note including the terrible conditions that 20,000 Chinese workers endured while building the Canadian Pacific Railway between 1885 and 1923 and the Chinese head tax that was enacted to restrict the immigration of Chinese people during this time[XXXIV]; systemic discrimination against Japanese Canadians who lost the right to vote in 1895[XXXV]; and denial of entry of 376 people from India abroad the Komagata Maru in 1914 leading to several deaths[XXXVI]. Racial discrimination against Asians was especially exacerbated during the COVID-19 pandemic, where there was increased reporting of racially-motivated hate crimes and attacks.

Ethno/religious forms of Racism: Ethno-religious groups across Calgary and Canada have also experienced racism in various forms. For instance, we are witnessing rising incidents of Islamophobia including the attacks in Quebec City in 2017; the hate crime against a Muslim family in London in 2021; in which an individual hit and killed four family members with their car[XXXVII]; and recent attacks on hijabi women in Calgary. This trend has increased after the introduction of Bill 21.[XXXVIII XXXIX] Jewish communities have also faced antisemitism, which has included both physical violence, destruction of property and a rise in antisemitic symbols seen during anti-mask protests in 2020-2022. Indigenous, Black, and diverse Racialized communities continue to face both everyday forms of discrimination and ongoing challenges across Calgary as detailed during our engagement process.

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38 Majority is used to refer to white/Caucasian populations though not necessarily reflect the actual numbers in this context.

39 According to the Ontario Black History Society, the 47th Article of Capitulation of Montreal ensured that African and "Panis" (Indian) slaves remained the legal property of their owners. The legal recognition of Black and Panis slaves as property was recognized by the Peace Treaty of 1763 and the Quebec Act of 1774.

Appendix C: Principles

Guiding principles for this work also function as reflective checkpoints along our way, similar to our acknowledgments. The project principles were developed based on a review of the literature and scan of core components of anti-racist movements and what guides them.

Decolonization: Decolonization was identified as a critical component, which particularly informs the project's ways of engaging with history, knowledge and truth. "Decolonization may be defined as the active resistance against colonial structures, systems and power- a shifting of power towards political, economic, educational, cultural, psychic independence and power that originate from a colonized nation's own Indigenous culture. This process occurs politically and also applies to personal and societal psychic, cultural, political, agricultural, and educational deconstruction of colonial oppression".[40]

Anti-racism: Anti-racism is a process, a systematic method of analysis, and a proactive course of action rooted in the recognition of the existence of racism, including systemic racism. It actively seeks to identify, remove, prevent, and mitigate racially-inequitable outcomes and power imbalances between groups, and to change the structures that sustain inequities[XL]. This view of anti-racism is inclusive of various forms of power/oppression at work in our society and lives. The definition of anti-racism also centres on various forms of anti-race/ethnicity/identity forms of racism, including acts of violence or discrimination, racist hate speech, negative stereotyping, and historical abuse.

Equity: "A condition or state of fair, inclusive, and respectful treatment of all people. Equity does not mean treating people the same without regard for individual differences."[XLI]

Intersectionality: "The experience of the interconnected nature of ethnicity, race, creed, gender, socio-economic position etc. (cultural, institutional and social), and the way they are embedded within existing systems and define how one is valued."[XLI] "In other words, the interconnected nature of all forms of oppression against particular groups."[XLII]

Within the context of this project, we are aiming to understand that people have complex (not singular) identities that are not static.

Social context: Within the context of this project, we understand that social context shapes "people's day-to-day experiences and those experiences directly and indirectly affect health and behaviour."[XLIII] In order to understand what people are telling us, we need to embed what we hear within a framework of deeper understanding of social context.

Shared meaning: Developing a shared meaning is to engage with other people's perspectives, with a goal to develop a strong communication framework, including a shared working language around anti-racism and its meanings. We understand that the "interpretation of many… words and phrases is… contextually dependent. Moreover, in a multicultural world where we are talking across cultures and often in English where English is not the native tongue of all speakers, it is not too surprising that we fail to communicate…," therefore developing shared meaning is about developing shared understanding of core concepts.[XLIV]

Systems thinking: This project has the goal of furthering a systems-thinking approach, by exploring the "linkages and interactions between the elements that comprise the whole of the system. Systems thinking in practice encourages us to explore inter-relationships (context and connections), perspectives (each actor has their own unique perception of the situation) and boundaries (agreeing on scope, scale and what might constitute an improvement)."[XLV] In the context of this Strategy, systems thinking looks at institutional/structural forces and how they perpetuate racism, and connects individual, everyday, lived and living experiences, to systemic/ structural influences/forces.

Trust and accountability: Critical to trust, people are able to come together and rely on the actions of one another. Expectations are created, and these are shared and communicated well. In a sense, control over the outcome is minimized and as a result, sometimes there is uncertainty about the outcomes (risk of failure/harm). [XLVI] Accountability is "the principle of holding people responsible for having participated in, contributed to, or affected an occurrence. To be accountable is to be liable for what has taken place. Accountability often implies obligation and a subsequent expectation to act to counter or explain the behaviour for which one is accountable."[XLVII]

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40 Ibid.

Appendix D: Data Gathering and Disaggregation

The importance of improved data gathering as a mechanism for sustainability and accountability: Ending systemic racism in Canada requires data, both to measure the size of the problem and to track progress towards equity. Activists, policy experts and community members have been calling for race-based data collection to highlight long-standing hidden data trends that would further illustrate and establish the scope of systemic racism and its impacts. While community engagement did not directly address this need, there were several calls from the community to understand the impacts of racism, identify trends and build policies and services that respond to these concerns.

However, historically data has often been used as a tool to discriminate against communities such as - the discrimination of land allotment to Black farmers from Oklahoma in the 1950s[XLVIII], the restrictions of civil liberties for Ukrainian Canadians in World War I[XLIX] and internment of Japanese Canadians during World War II, the Indian Act, residential school system and the Sixties Scoop.

Overall, Canada and Alberta lack a comprehensive or clear system to collect race-based data and statistics, especially around policing, the justice system, health care, education, and employment. Disaggregated data includes sub-categories of information, such as by ethnic group, gender, occupation or educational status. This type of information is often collected through surveys or during intakes while seeking services, sometimes referred to as demographic information. Often this information can be used to understand social inequities or unique challenges faced by different groups.

The goal of disaggregated data collection is not to 'single out' certain communities but rather to use the information to strengthen benefits and provide equitable access to services and resources. We draw from British Columbia's Human Rights Commission framework that is grounded in "the grandmother perspective" offered by Gwen Phillips of the Ktunaxa Nation, who is a BC First Nations Data Governance Initiative Champion. This approach is centred on the importance of relationships and instead focuses on the power of data to transform services because we care- much like a grandmother.

Focusing on reducing racism rather than only collecting data: The goal of collecting data should be embedded in a process that is overall aiming towards reducing systemic oppression, otherwise it can continue to perpetuate inequities. This is a fundamental and critical approach to disaggregated data collection. Without a clear policy and framework that contextualized this type of data collection, it can ultimately be used to uphold racist systems.

Focusing on intersectionality: It is vital to fully acknowledge the depth of intersectional complexities that shape individuals' lives. Our engagements underscored the importance of understanding the ways in which race, class, gender, ethnicity and other factors shape peoples' experiences within systems. Data collection tools should include multiple options that allow participants to represent these complex identities. This can be accomplished by using pre-surveys and community input to understand the most meaningful identifiers in a given context, while remaining compliant with The City administrative purposes.

Data collection should meaningfully involve communities throughout the stages of collection, storage, use and distribution of disaggregated data. This should involve building a respectful relationship with communities (defined as relevant, responsible, reciprocal and reflexive), as well as encouraging stronger community involvement. Stronger community involvement may be evidenced by increased response rates to demographic surveys as a result of increased community engagement in the design and development of data collection tools. At the outcome level, meaningful community involvement can be evidenced by the quicker adoption of solutions whereas paternalistic models tend to have difficulties promoting uptake of their programming.

Some challenges to consider:

- Since efforts of disaggregated data collection are often split between national, provincial and municipal jurisdictions, there are challenges in developing policies that can contribute to meaningful change across systems and policies. The lack of a coordinated system to collect reliable sources of information is a major barrier.

- Also, there is an ever-developing debate around racial categories whose meaning shifts with time and community perspective. A framework to consistently review such categories and make improvements will support the data collection process.

What actions can The City or community take?

Strengthen governance:

- Collect data to understand who engages in participatory governance processes, such as public forums and community engagements. This data is required to reveal which communities' voices are underrepresented in policy and planning decisions.

- Establish disaggregated data collection, analysis and public availability of data as core tenets of the data management policies of The City of Calgary. These core tenets can be embedded into all City services.

  - Disaggregated data can support decision-making related to investments, resource allocation and service delivery.

Ensure education and understanding are key foundations for disaggregated data collection:

- Ensuring organizations, communities and cities involved/invested in collecting this type of data utilize a strong anti-racism framework and approach. Without a foundation of how and when to use this information, information may not get used or leveraged effectively.

Implementing OCAP (ownership, control, access, and possession) principles: These principles can act as a key foundation in the data collection process.

Involving community:

- Gaining consensus around key priorities for collecting disaggregated data and understanding how it will improve impacts for Indigenous, Black, and diverse Racialized communities is vital. This entails involving the community more actively in shaping how, and for what purpose the information is being collected.

- Communication of this information needs to be carefully considered as communities/individuals should not feel further marginalized/stigmatized. Consulting and involving community members in sharing this data is key.

Confidentiality: Ensuring that privacy and confidentiality are not compromised while useful data is collected to support policies and programs.

Methodological clarity:

- Analytical rigor and clarity are needed to ensure the data/results are valid and reliable.

- Advocating for national level standards for data collection and reporting, as well as standardizing the benchmarks for evaluation to reflect the validity of categories.

Sustainability: This is key to ensuring these efforts are fully implemented over time through adequate support from staff, funding and resources.

Appendix E: Recommended Goals of Strategy
## Recommended Community Goals

This appendix is a summary of the recommendations provided in the report.

Quality of Life

Goal 1: City of Calgary focuses on work with civic and community partners, subsidiaries, and funded organizations, all levels of government, and institutions to ensure a racially equitable quality of life for Indigenous, Black, and diverse Racialized community members.

Access to affordable and safe housing, participation in civic life, access to transportation, access to healthy food, access to **resources and infrastructure** (water, utilities, energy) both natural and built, neighbourhoods and communities which are accessible, resourced, vibrant, culturally responsive and representative, quality educational opportunities and meaningful employment that are easy to access and are culturally/linguistically/developmentally appropriate and equitable.
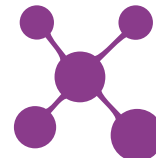
Social Connections & Belonging

Goal 2: City of Calgary amplifies and supports initiatives, approaches and policies that increase a sense of access, belongingness, connection, inclusion, and solidarity among all Calgarians, particularly Indigenous, Black, and diverse Racialized groups.

Supporting grassroots organizations to build capacity, advocating for and amplifying efforts to create anti-racism strategies and policies among community/civic partners, funded organizations, and subsidiaries while connecting them to The City's long-term Anti-racism strategic goals, as well as leading programs and initiatives that allow for dialogue, learning, and growth.

Address Root Causes

Goal 3: City of Calgary acts with urgency on addressing the root causes of racism within the community by supporting initiatives, actions and policies that are working to eliminate systemic racism.

Investing and taking concrete actions to tackle structural poverty, housing inequity, safety, equity in health, and social well-being within a set time frame and involves community voices directly providing feedback on how it's been addressed. This will address assessing how colonial systems/structures and policies and White Supremacy continue to impact Indigenous, Black, and diverse Racialized groups.

Address Access

Goal 4: City of Calgary ensures that public spaces, programs and priorities are designed in inclusive and accessible ways that enhance meaningful participation of Indigenous, Black, and diverse Racialized communities

Ensuring access for communities to address challenges related to design, delivery and participation.

City System Goals

Public Safety

Goal 5: City of Calgary acts to ensure the safety of Indigenous, Black, and diverse Racialized communities as a priority.

Ensuring that police, bylaw, and justice system are fair, accountable, and equitable as well as prioritizing physical, emotional and cultural safety across all services and systems and infrastructure. It is vital to reduce harm, hate and violence and increase safety for Indigenous, Black, and diverse Racialized communities.

Racial Equity Framework

Goal 6: City of Calgary builds and implements a Racial Equity Framework based on the input from the community, Public Safety, and internal streams of work.

Operationalizing the goals from each stream into measurable outcomes and impacts for the Indigenous, Black, and diverse Racialized communities. This will include a clear vision and direction for The City, including its goals and methods, as well as identifying ways to address individual and systemic inequities.

Investment and Auditing

Goal 7: City of Calgary acts to direct investment and resources to ensure the implementation and external auditing of the racial equity agenda and framework.

Setting budgetary allocations across the corporation for continuing this work and auditing the progress made through an external body.

Service Delivery

Goal 8: City of Calgary ensures flexible, accountable, and responsive service delivery that increases access to City services for Indigenous, Black, and diverse Racialized communities.

Measuring at two levels: 1) measuring the success of specific programmatic and policy changes, and 2) developing baselines, setting goals, and measuring progress towards community goals. Responsive services will centre on the needs and safety of the community. It is vital to base healing and facilitating recovery through a trauma informed lens for communities specifically impacted by hate-based violence.

Service Design

Goal 9: City of Calgary invests in impact-driven outreach, public engagement, and public education to ensure the voices of Indigenous, Black, and diverse Racialized groups are represented in the development/design of services to enhance the meaningful participation of Indigenous, Black, and diverse Racialized and marginalized groups.

Working with grassroots organizations, funders, civic partners, and subsidiaries to ensure feedback is incorporated and implemented into service design with an audit of impacts on community.

Appendix F: Recommended Goals for Functions

Functional Services	Imagining an Anti-Racist Municipal Government

All Services

- City of Calgary (all services) focuses on work with civic and community partners, subsidiaries, and funded organizations, all levels of government, and institutions to ensure a racially-equitable quality of life for Indigenous, Black, and diverse Racialized community members.

- City of Calgary (all services) amplifies and supports initiatives, approaches and activates policies that increase a sense of access, belongingness, connection, inclusion, and solidarity among all Calgarians, particularly Indigenous, Black, and diverse Racialized groups.

- City of Calgary (all services) acts with urgency on addressing the root causes of racism within the community by supporting initiatives, actions and policies that are working to eliminate systemic racism.

- City of Calgary (all services) ensures that public spaces, programs, and priorities are designed in inclusive and accessible ways that enhance meaningful participation of Indigenous, Black, and diverse Racialized communities.

- City of Calgary (all services) acts to ensure the safety of Indigenous, Black, and diverse Racialized communities as a priority.

- City of Calgary (all services) builds and implements a Racial Equity Framework based on the input from the Community, Public Safety, and Internal streams of work.

- City of Calgary (all services) acts to direct investment and resources to ensure the implementation and external auditing of the racial equity agenda and framework.

- City of Calgary (all services) ensures flexible, accountable, and responsive service delivery that increases access to City services for Indigenous, Black, and diverse Racialized communities.

- City of Calgary (all services) invests in impact-driven outreach, public engagement, and public education to ensure the voices of Indigenous, Black, and diverse Racialized groups are represented in the development/design of services to enhance the meaningful participation of Indigenous, Black, and diverse Racialized and marginalized groups

Functional Services	Imagining an Anti-Racist Municipal Government

**People, Innovation & Collaboration Services**

- Leadership is effective in their approach and policies to advancing anti-racism and equity goals.

- Leadership can build accountability to the community in a transparent, accessible, and timely way.

- Leadership and workforce are representative of the community of Calgary across an intersectional lens.

- Leadership and workforce share values of equity, as well as acknowledge and understand the historical context of colonialism and racism, its impact on current structures with persistent barriers and resistance to change.

- Leadership and workforce are committed to community transformation and trained through a systems lens.

- Creation and sustaining of an equitable and racially-just workplace.

Operations Services

- Operations are designed with anti-racism and equity values, and this will be reflected in planning and budget documents.

- Service designs are reviewed through an intersectional lens and adapted to community needs through joint monitoring and evaluation.

- Current services are audited and tracked for equity outcomes and impact.

- Service delivery and design are focused on the root causes of inequity.

Community Services
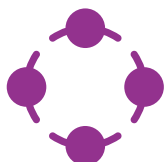
- Community partners are leveraged effectively to reflect, redesign, and improve current services.

- Support and technical assistance are provided to current partners working with Indigenous, Black, and diverse Racialized communities to ensure their growth and sustainability.

- Vendor pools are diversified and pro-equity hiring practices will be developed to ensure diversity in vendors.

- Community network liaisons are developed for continued engagement throughout the lifecycle of the policy, initiative, or project.

- Public education is strongly embedded in the work of departments, services, and initiatives and seen as crucial to civic engagement and participation.

- Accountability through open and transparent reporting procedures visibly and publicly display progress and shortcomings on Strategy goals.

Functional Services	Imagining an Anti-Racist Municipal Government

Planning & Development Services

- Equity and anti-racism goals and priorities are incorporated into the analysis and decision making for operations, service designs and delivery.

Corporate Planning & Financial Services

- Budget decisions, rates, resource allocation (including the base budget) reflect the values and goals of the Strategy and will be tied to outcome measures and tracked.

- Department and business plans, and other planning processes, include analyses of equity/anti-racism impacts from their operations, services, and programs, as well as equity targets and measures of progress with community participation.

Infrastructure Services

- Investments are made with the participatory engagement of impacted communities through a consistent model of collaboration/consultation.

- All investment and resource allocation decisions are made with equity and inclusion goals outlined in this Strategy, while being tracked and reported.

- Resources are targeted to reduce disproportionately negative burdens on Indigenous, Black, and diverse Racialized communities.

- Resources are increased on focused and clear preventative measures of inequities, by addressing root causes of inequity, with increased focus on prevention and addressing root causes of inequity.

- The values, priorities, concerns, and ambitions of impacted communities are heard, understood, considered, and accommodated in all levels of systems and infrastructure improvements.

- Community network liaisons are developed to ensure that impacted communities are engaged to inform and guide pro-equity approaches to The City.

Appendix G: Steps to Creating an Anti-Racism and Racial Equity Office

Key Steps	Details
1. **Creation of the department / office- directly working with The City manager's office and reporting to Council.**	• The created office needs to be a level higher than services, as it offers both **strategic direction and planning support** across all vertical structures within The City administration. It will allow the work to move away from service level jurisdictional barriers and ensure a more cohesive approach. • The office will require having **direct accountability** to the Council/community. • The office can work more directly with **external auditing/evaluation bodies** to provide an update on the shifts/changes within The City.

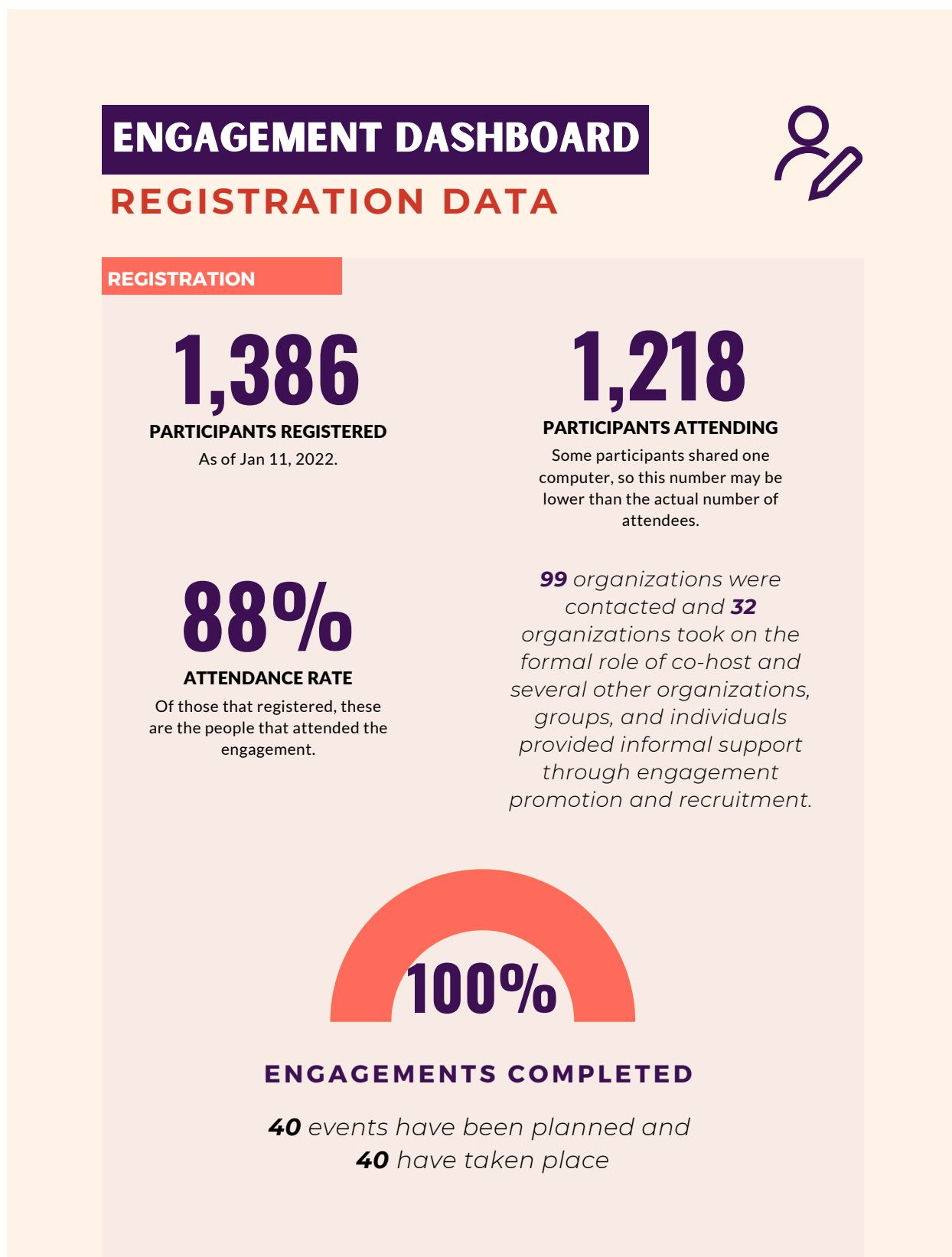| Key Steps	Details
2. **Office would bring together the work of several offices and divisions within The City under a joint strategic direction.**	• By bringing together all these divisions and work streams, there can be greater effort to shift the needle on equity outcomes with joint funding and co-learning. • Cooperation among divisions will allow for alignment among all racial/social equity policies and leverage funds across several specific areas of work such as GEDI, Indigenous work, and social well-being.
3. **Working with specific functional teams**	• The Office can continue to work closely with the HR, Planning, Budgeting, Community Engagement and Communications teams as each of those functional pillars will also continue to have significant impact and interplay with moving forward on these actions at the city. • It will be vital to ensure that shared racial equity goals, learnings and processes support all departments and City workers who have a community-facing role (community social workers, neighbourhood partnership coordinators etc.).
4. **Direct engagement with Anti-Racism Action Committee and other community tables to continue ongoing input and strategic direction.**	• The Anti-Racism Action Committee, is providing guidance around how other equity committees can be strategically leveraged to provide both active support and a link to community. • Such efforts can be made to shift Term of Reference of other committees that are working on equity goals. • A community table that brings representatives from each committee together can support better alignment of this work. • Ensuring that these positions are paid is crucial, since they are providing critical labour and input to The City. • These groups can be also leveraged to become community champions and support the actioning of the Strategy through direct support to community programs, organizations, and initiatives. • These groups can also serve an auditing function over time.

Key Steps	Details

5. Core operational budget for this office includes change management and transformational support.

- Ensuring adequate budget and resources are provided with a core operational budget for Director, Several Strategy Leads, Research Support, Communications and Engage staffing, with additional funds for external auditing (every two years) and ongoing research and evaluation of programming (quarterly assessments)

- Additionally, budget allocation is required for leadership training, change management support to help departments and services recognize, learn, and adapt to this work.

- Budget support for training and engagement with all City staff and working with partners, subsidiaries, and collaborators to ensure alignment to the Strategy.

Appendix H: Engagement Dashboard

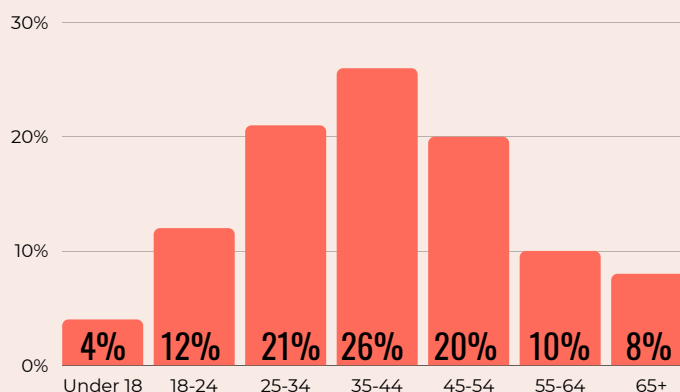## ENGAGEMENT DASHBOARD
REGISTRATION DATA

REGISTRATION

1,386
PARTICIPANTS REGISTERED
As of Jan 11, 2022.

1,218
PARTICIPANTS ATTENDING
Some participants shared one computer, so this number may be lower than the actual number of attendees.

88%
ATTENDANCE RATE
Of those that registered, these are the people that attended the engagement.

99 organizations were contacted and 32 organizations took on the formal role of co-host and several other organizations, groups, and individuals provided informal support through engagement promotion and recruitment.

100%
ENGAGEMENTS COMPLETED

40 events have been planned and 40 have taken place

ENGAGEMENT DASHBOARD

REGISTRATION DATA

DEMOGRAPHICS

41
Average age of registrants

Minimum age is 12
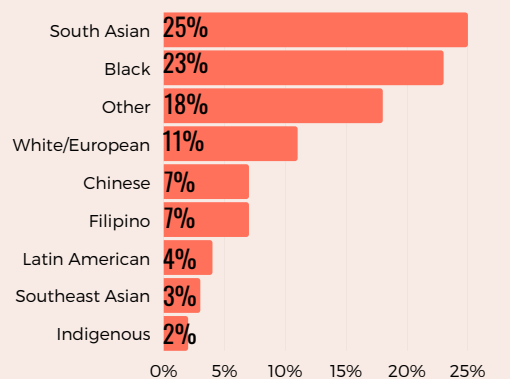*Maximum age is 82*

Age, N=491

Under 18	18-24	25-34	35-44	45-54	55-64	65+
4%	12%	21%	26%	20%	10%	8%

Gender, N=687

- Transgender/Non-Binary 0.3%
- Male 31.9%
- Female 67.8%

City Quadrant, N=844

- Outside Calgary 4.7%
- SW 17.4%
- SE 16%
- NW 24.3%
- NE 37.6%
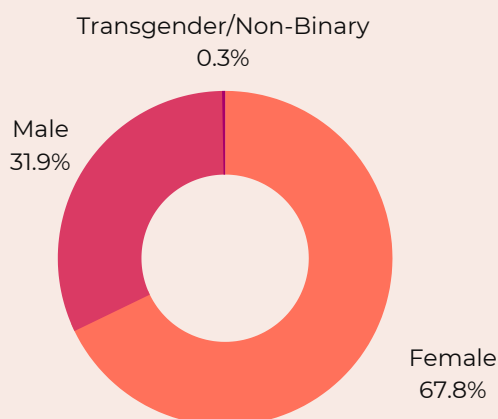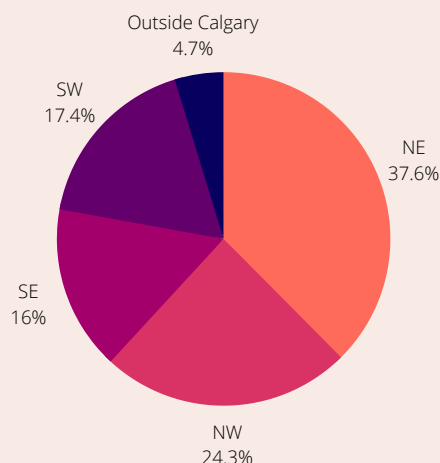
Interest in Further Participation, N=245

71%

Race/Ethnicity, N=659

South Asian	25%
Black	23%
Other	18%
White/European	11%
Chinese	7%
Filipino	7%
Latin American	4%
Southeast Asian	3%
Indigenous	2%
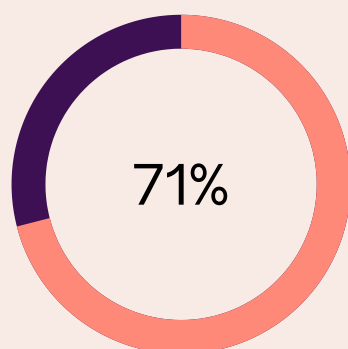
Other includes: Arab, West Asian, Korean and Japanese

ENGAGEMENT DASHBOARD

POST ENGAGEMENT DATA

SURVEY DATA

389
SURVEYS COMPLETED
As of Mar 18, 2022

32%
SURVEY RESPONSE RATE
Of 1,218 attendees.
Note: The average online survey
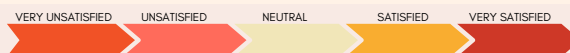response rate is around 20-30%

4.47
SATISFACTION
Average rating out of 5
N=389
This is **89%** satisfaction

SATISFACTION

VERY UNSATISFIED — UNSATISFIED — NEUTRAL — SATISFIED — VERY SATISFIED

Satisfied & Very Satisfied %

	Satisfied & Very Satisfied %
Registration, N=200	**82%**
Accessing the online program, N=160	**81%**
Facilitation of the discussion, N=187	**84%**
The opportunity to provide input, N=189	**88%**
The information you received prior to the event, N=145	**81%**
The information on anti-racism provided during the event, N=158	**80%**
The videos, presentation slides, or other supporting materials, N=151	**78%**

DID YOU FEEL...

VERY UNSATISFIED — UNSATISFIED — NEUTRAL — SATISFIED — VERY SATISFIED

Satisfied & Very Satisfied %
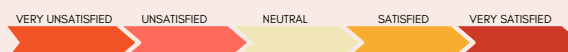
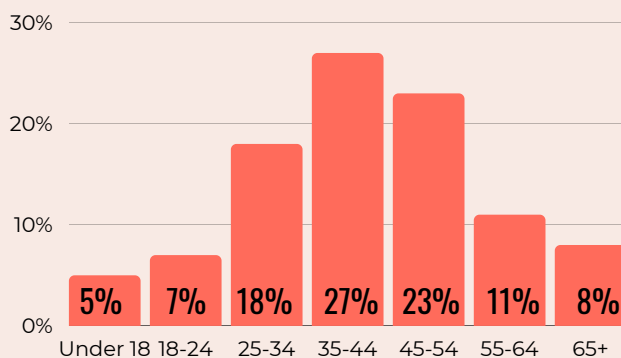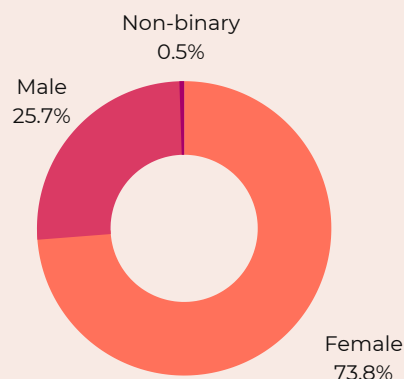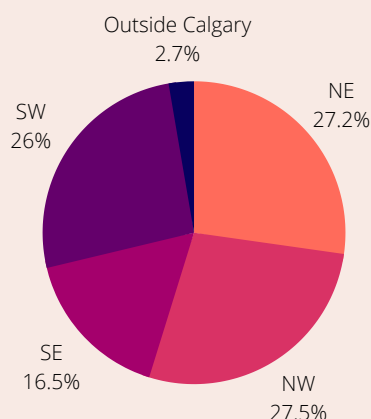|	Satisfied & Very Satisfied %
Comfortable sharing your experiences? N=170	**83%**
Free to offer your opinion? N=191	**87%**
The facilitator listened well to what people were sharing? N=214	**90%**
If anything inappropriate happened, was it handled well? N=236	**93%**
The facilitator was understanding and empathetic? N=114	**81%**
The group was respectful of each other? N=210	**89%**

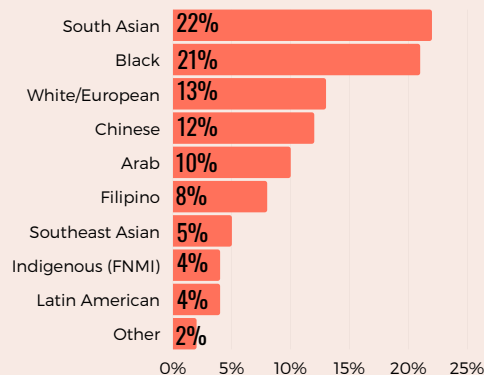# ENGAGEMENT DASHBOARD

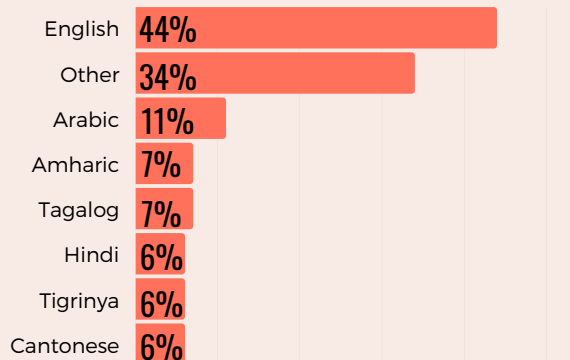## POST ENGAGEMENT DATA

DEMOGRAPHICS

Age, N=382

Under 18	18-24	25-34	35-44	45-54	55-64	65+
5%	7%	18%	27%	23%	11%	8%

Gender, N=385

- Non-binary 0.5%
- Male 25.7%
- Female 73.8%

City Quadrant, N=334

- Outside Calgary 2.7%
- NE 27.2%
- SW 26%
- SE 16.5%
- NW 27.5%

Race/Ethnicity, N=364

South Asian	22%
Black	21%
White/European	13%
Chinese	12%
Arab	10%
Filipino	8%
Southeast Asian	5%
Indigenous (FNMI)	4%
Latin American	4%
Other	2%

Language, N=384 (multiple selection)

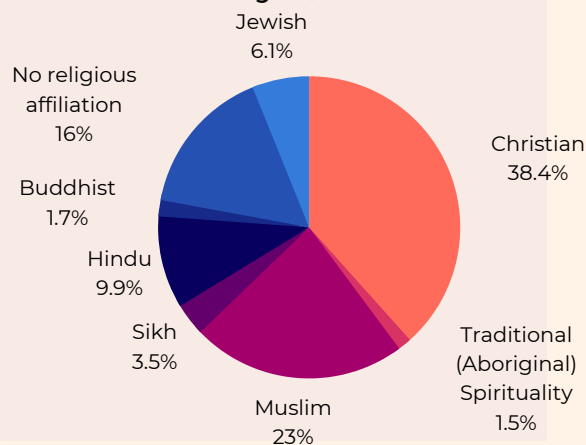| English | 44% |
Other	34%
Arabic	11%
Amharic	7%
Tagalog	7%
Hindi	6%
Tigrinya	6%
Cantonese	6%

Other includes: Blackfoot, Dene, Dutch, French, German, Greek, Gujarati, Japanese, Korean, Mandarin, Persian, Portuguese, Punjabi, Russian, Spanish, Somali, Stoney, Urdu, Ukrainian, and Vietnamese

Religion, N=344

- Jewish 6.1%
- No religious affiliation 16%
- Buddhist 1.7%
- Hindu 9.9%
- Sikh 3.5%
- Muslim 23%
- Christian 38.4%
- Traditional (Aboriginal) Spirituality 1.5%
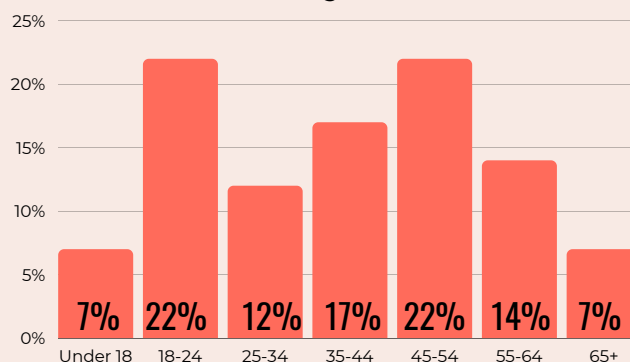
05

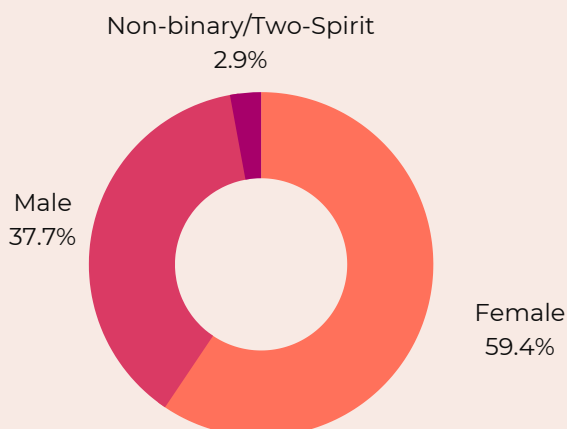# ENGAGEMENT DASHBOARD

INTERVIEW DATA

DEMOGRAPHICS

80

INTERVIEWS

Interviews were conducted to gather data from groups that were missed during the engagements due to low participation, technology barriers, accessibility, and/or privacy reasons.
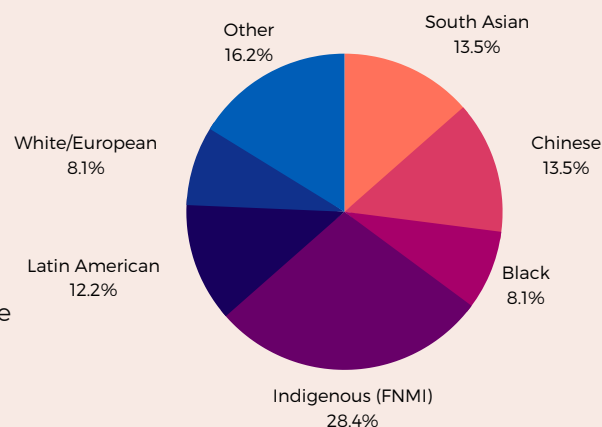
Age, N=59

Under 18	18-24	25-34	35-44	45-54	55-64	65+
7%	22%	12%	17%	22%	14%	7%

Gender, N=69

- Non-binary/Two-Spirit 2.9%
- Male 37.7%
- Female 59.4%

Race/Ethnicity, N=74

- Other 16.2%
- South Asian 13.5%
- White/European 8.1%
- Chinese 13.5%
- Latin American 12.2%
- Black 8.1%
- Indigenous (FNMI) 28.4%

Other includes: Filipino, Arab, Southeast Asian, and Korean

Language, N=88 (multiple selection)

English	Other	Arabic	Spanish	Mandarin	Urdu
59%	16%	7%	7%	6%	6%
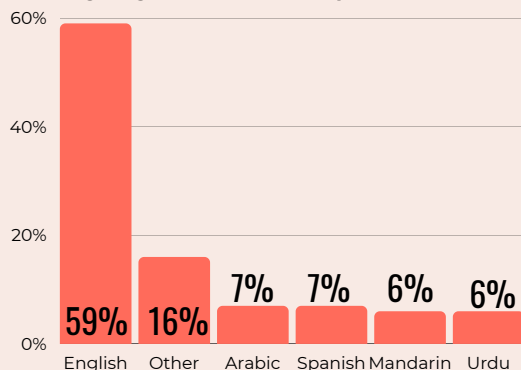
Other includes: Bengali, Amharic, Cantonese, Punjabi, Tagalog, Tigrinya, French, Marathi

Religion, N=32

Muslim	34%
Christian	28%
Other	22%
Traditional Indigen	16%
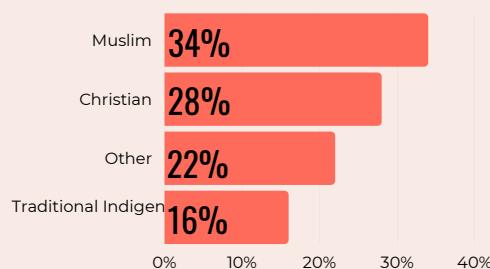
Other includes: Hindu and Buddhist

ENGAGEMENT DASHBOARD

FOCUS GROUP DATA

SUMMARY OF FOCUS GROUPS

Focus groups were conducted to gather data from groups that were missed during the engagements due to low participation, technology barriers, accessibility, and/or privacy reasons.

67
PARTICIPANTS REGISTERED

52
PARTICIPANTS ATTENDING

4
FOCUS GROUPS

BREAKDOWN

Group	# of Focus Groups	# Registered	# Attended
Latin American	1	12	7
Muslim	1	35	30
LGBTQ	1	6	6
Indigenous	1	14	9
TOTAL	4	67	52

ENGAGEMENT DASHBOARD

JR. HIGH & HIGH SCHOOL SURVEY DATA

DEMOGRAPHICS

144
SURVEY RESPONSES

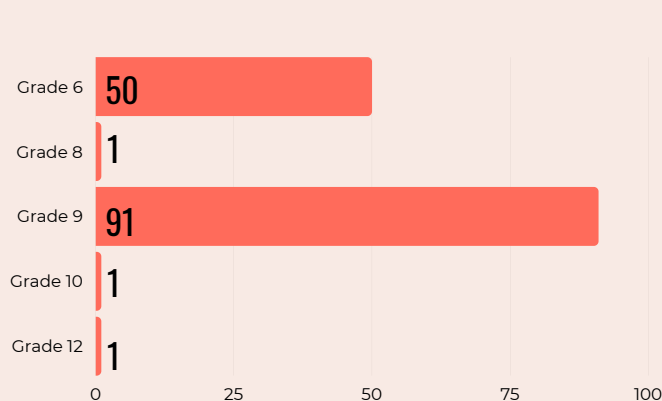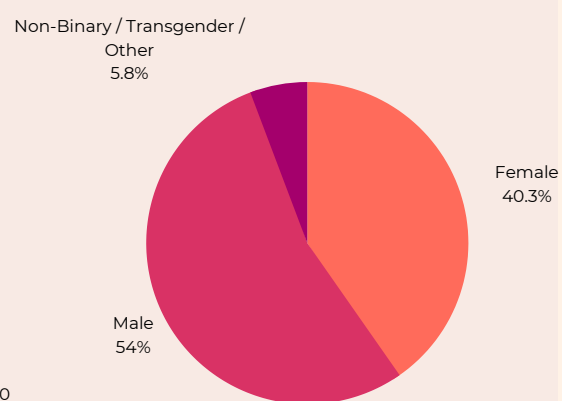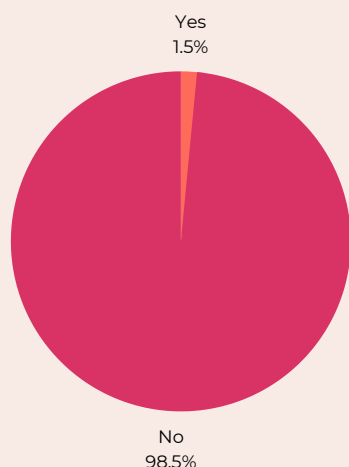**65%**
FROM TWELVE MILE COULEE SCHOOL
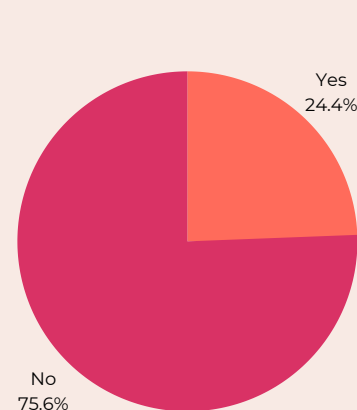
35%
FROM CHAPARRAL SCHOOL

Grade, N=144

- Grade 6: 50
- Grade 8: 1
- Grade 9: 91
- Grade 10: 1
- Grade 12: 1

Gender, N=139

- Non-Binary / Transgender / Other: 5.8%
- Female: 40.3%
- Male: 54%

Indigenous, N=132

- Yes: 1.5%
- No: 98.5%

Racialized, N=123

- Yes: 24.4%
- No: 75.6%

ENGAGEMENT DASHBOARD
ASYNCHRONOUS SURVEY DATA

DEMOGRAPHICS

45
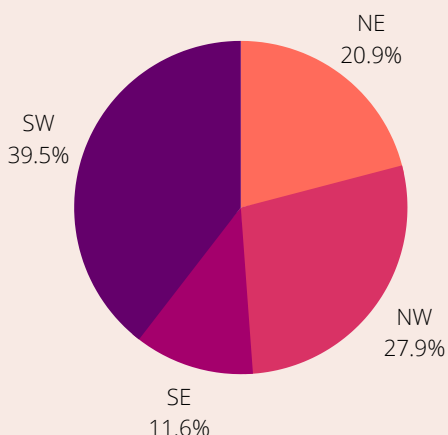**SURVEY RESPONSES**
As of Mar 18, 2022

Age, N=42

Under 18	18-24	25-34	35-44	45-54	55-64	65+
2%	14%	17%	24%	12%	12%	19%

Gender, N=41

- Non-Binary 7.3%
- Male 34.1%
- Female 58.5%

Race/Ethnicity, N=42 (multiple selection)

White/European	50%
Chinese	11%
Latin American	11%
Southeast Asian	9%
Other	7%
Black	7%
Indigenous (FNMI)	5%

City Quadrant, N=43

- NE 20.9%
- NW 27.9%
- SE 11.6%
- SW 39.5%

Religion, N=42

- Muslim 4.8%
- Jewish 11.9%
- Buddhist 4.8%
- Christian 23.8%
- Traditional (Aboriginal) Spirituality 2.4%
- No religious affiliation 52.4%

ENGAGEMENT DASHBOARD

ASYNCHRONOUS SURVEY DATA

SAFETY

SAFETY EXPERIENCES

NEVER   RARELY   SOMETIMES   OFTEN

Do you see/experience over-policing of Indigenous and racialized community members in Calgary?
N=40

| 32% | 20% | 23% | 25% |

Do you feel physically safe when you are out and about in your neighborhood? N=33

| 21% | 73% |

6%

SAFETY INTERACTIONS

NEGATIVE   SOMEWHAT NEGATIVE   NEUTRAL   SOMEWHAT POSITIVE   POSITIVE

SOMEWHAT POSITIVE & POSITIVE %

Police Officers, N=39	51%
Firefighters, N=34	76%
EMS (Paramedics), N=27	87%
Bylaw Enforcement of Peace Officers, N=36	39%

LEVEL OF COMFORT IN REACHING OUT

UNCOMFORTABLE   SOMEWHAT UNCOMFORTABLE   SOMEWHAT COMFORTABLE   COMFORTABLE

SOMEWHAT COMFORTABLE & COMFORTABLE %

Police Officers, N=39	79%
Firefighters, N=37	98%
EMS (Paramedics), N=38	95%
Bylaw Enforcement of Peace Officers, N=33	79%
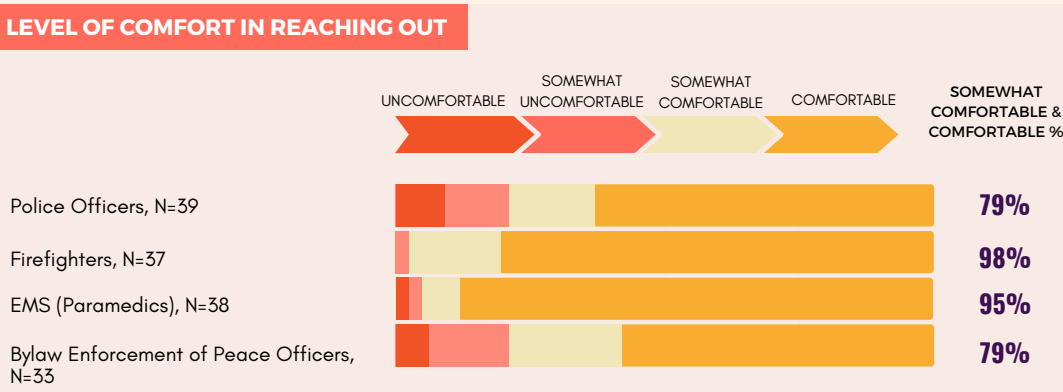
ENGAGEMENT DASHBOARD

ASYNCHRONOUS SURVEY DATA

NEIGHBOURHOOD

NEIGHBOURHOOD EXPERIENCES

NO   SOMETIMES   YES

Statement	NO	SOMETIMES	YES
I feel good about where I live, N=40	16%	11%	73%
I have experiences in my community that I attribute to racism, N=40	37%	23%	40%
I feel welcome in Calgary, N=37	17%	24%	59%
I have access to the things I need to maintain my wellness, N=39	16%	14%	70%
I can contribute to my neighbourhood through community boards, volunteering, etc. N=39	22%	8%	70%

NEIGHBOURHOOD ACCESS

NO   SOMETIMES   YES

Statement	NO	SOMETIMES	YES
Affordable and appropriate housing options, N=41	24%	40%	36%
Access to public transportation, sidewalks, and bike lanes, N=41	7%	29%	64%
Access to amenities such as Recreation Facilities, Calgary Public Library, etc. N=41	11%	31%	58%
Community events and celebrations, N=41	18%	31%	51%
Grocery stores, schools, and other essential services, N=39	7%	22%	71%

ENGAGEMENT DASHBOARD

ASYNCHRONOUS SURVEY DATA

SOCIAL WELLBEING

EXPERIENCES	NEGATIVE	SOMEWHAT NEGATIVE	NEUTRAL	SOMEWHAT POSITIVE	POSITIVE	SOMEWHAT POSITIVE & POSITIVE %
Public transportation (bus drivers, LRT operators), N=31						40%
Recreation facilities (staff at pools, leisure centres, etc.), N=30						76%
Calgary Public Library (librarians, security, volunteers), N=37						88%
Citizen information servivces (e.g. phoning 311, using the City of Calgary website, etc.), N=33						67%

ENGAGEMENT DASHBOARD

SAFETY EXPO DATA

The City of Calgary Anti-Racism Program and Habitus Collective presented at the 2022 Safety Expo on the topic of anti-racism. The presentation was titled "How to be an Anti-Racist Safety Hero". Students were given an optional survey to take during the presentation.

980
Grade 6 Attendees

49
Survey Responses

1. **Does racism affect people today? (N=48)**

100% said yes
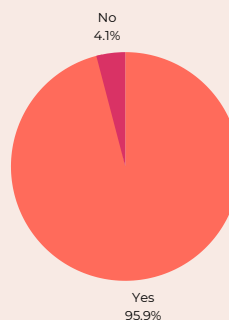
2. **Should we talk about racism? (N=49)**

No
4.1%

Yes
95.9%
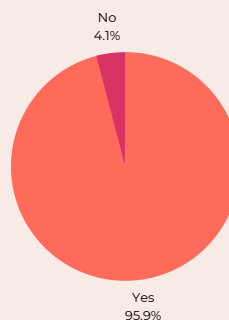
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