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# *Equity and Justice Transformations*

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*“Transforming Vancouver through reciprocal beneficial relationships so that we can co-create a city of shared mutuality in which every person has a livable present and future”*



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## Acknowledgments

I would like to start acknowledging that I am an uninvited guest in these traditional territories whereby I am humbly thankful to the Musqueam, Squamish and Tsleil-Waututh nations. I am blessed to be here. It is on their lands that I live, learn, work, dream, and love.

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### Cover Photo

*"Bringing Light to Darkness" led by Indigenous artists Larissa Healey & Shadae Rose J., with the support of many youth.*

*Photo by City of Vancouver*

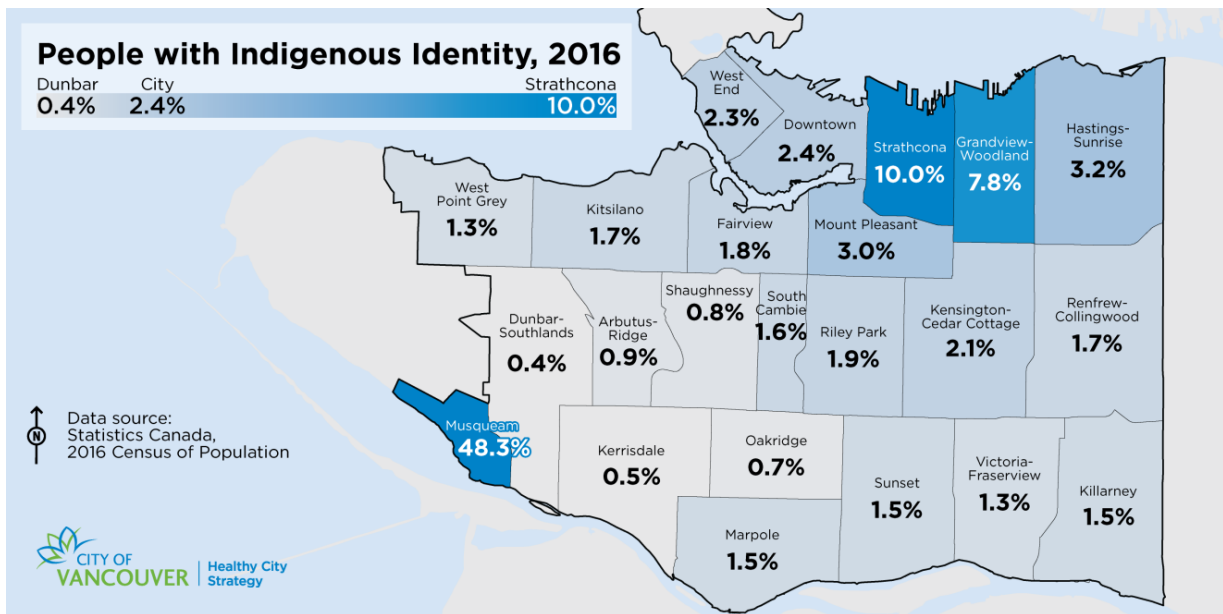
<https://vancouver.ca/parks-recreation-culture/make-an-outdoor-mural.aspx>

# 1. Introduction: Why Equity matters in Vancouver?

## Background

Vancouver is located on the unceded homeland of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətaʔ / selíłwítulh (Tsleil-Waututh) Nations, while also home to people who self-identify with First Nations, Métis or Inuit communities from other parts of Canada, North America and the hemisphere.<sup>1</sup>

The First Nations and urban Indigenous population are estimated at approximately 14 thousand persons, representing 2.2% of Vancouver’s total population. Another 800 Indigenous persons and 850 non-Indigenous persons live in the Musqueam community in the southwest of the city. The Indigenous city’s population is younger than the non-Indigenous population and continues to be faster-growing than the city’s total population. Between 2006 and 2016, the Indigenous identifying population grew 25%, compared with 8% for the city’s non-Indigenous population, and indigenous youth under 25, 31% of the total Indigenous population, compared with 23% of the total population of Vancouver.<sup>2</sup>



City of Vancouver Social Policy Department, 2019. Used with permission.

Given Vancouver’s colonial history and its ongoing impacts, including the negative impacts of Canada’s residential school system, Vancouver was designated a “City of Reconciliation” when the Truth and Reconciliation Commission’s (TRC) framework was adopted by City Council on July 8, 2014. The *City of Reconciliation Framework* provides long-term goals and actions to address the historical and ongoing impacts of colonialism. To that end, the City is committed to sustaining relationships of mutual respect and understanding with the Musqueam, Squamish, and Tsleil-Waututh First Nations, and urban

<sup>1</sup> Statistics Canada, Immigration and Ethnocultural Diversity in Canada: 2016 Census, quoted in City of Vancouver, Community Services, General Manager’s Office. *City of Vancouver 2016 Census - Indigenous Peoples, Immigration and Ethno-Cultural Diversity*. Memorandum No. 01-9000-20, October 26, 2017, <https://vancouver.ca/files/cov/2017-10-27-city-of-vancouver-2016-census-indigenous-peoples-immigration-and-ethno-cultural-diversity.PDF>

<sup>2</sup> Statistics Canada, Immigration and Ethnocultural Diversity in Canada: 2016 Census, quoted in City of Vancouver, Community Services, General Manager’s Office. *City of Vancouver 2016 Census - Indigenous Peoples, Immigration and Ethno-Cultural Diversity*.

Indigenous peoples while intending to address the deep-rooted and present-day systemic barriers and structural inequities associated with colonial systems.<sup>3</sup>

*“The systematic racism that Indigenous people in Canada have experienced and continue to experience has had major consequences on outcomes of poverty, substance use, violence, and mental health”.*  
*Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, Volume 1a, 104, 2019.*

In its survey of ‘visible minorities’, the 2016 Census found that the metropolitan area of Vancouver was home to 1,185,680 racialized communities<sup>4</sup>, representing 48.9% of the population in Metro Vancouver. Within that percentage, municipalities of Richmond (76.3%), Burnaby (63.6%), Surrey (58.5%) and the city of Vancouver (52%) had higher proportions of racialized communities than the average for the whole Vancouver metropolitan area.<sup>5</sup>

**Table 1. Population (in percentage) belonging to a visible minority group, Vancouver, British Columbia, Canada, 1996 to 2016 (2016 Census of Population)**

| Geography       | Census year | Population (%) |
|-----------------|-------------|----------------|
| Metro Vancouver | 1996        | 31.1           |
|                 | 2001        | 36.9           |
|                 | 2006        | 41.7           |
|                 | 2011        | 45.2           |
|                 | 2016        | 48.9           |

Source: 2016 Census Population

Immigrants made up 40.0% of the Metro Vancouver population as per the National Household Survey (2011)<sup>6</sup>, about the same proportion as measured in 2006 (39.6%), and accounted for 13.5% of Canada’s total immigrant population. Between 2011 and 2016, the 2016 Census revealed a slight increase in the immigrant population to 989,540, amounting to the 40.8% of Metro Vancouver’s total population. Of this percentage, an estimated 263 thousand persons (naturalized Canadians and permanent residents) and 30 thousand (non-permanent residents) live in the city of Vancouver, representing 47% of the city’s total population. As Vancouver’s housing crisis challenges affordability, it disproportionately affects newcomers who settle in the region. This explains why there have been fewer newcomers settling in Metro Vancouver and supports the need for enhancing Vancouver’s role in welcoming this specific population.<sup>7</sup>

<sup>3</sup> Statistics Canada, Immigration and Ethnocultural Diversity in Canada: 2016 Census, quoted in City of Vancouver, Community Services, General Manager’s Office. *City of Vancouver 2016 Census - Indigenous Peoples, Immigration and Ethno-Cultural Diversity*.

<sup>4</sup> The usage of term ‘racialized persons/people/groups/communities’ bring a critical lens on ‘visible minorities’ and intend to replace this terminology without changing its definition. The Employment Equity Act’s definition of visible minorities includes “persons, other than Aboriginal persons, who are non-Caucasian in race or non-white in colour”.

<sup>5</sup> Statistics Canada, Immigration and Ethnocultural Diversity in Canada: 2016 Census. (Ottawa: Statistics Canada = Statistique Canada, 2016), <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/hlt-fst/imm/index-eng.cfm>.

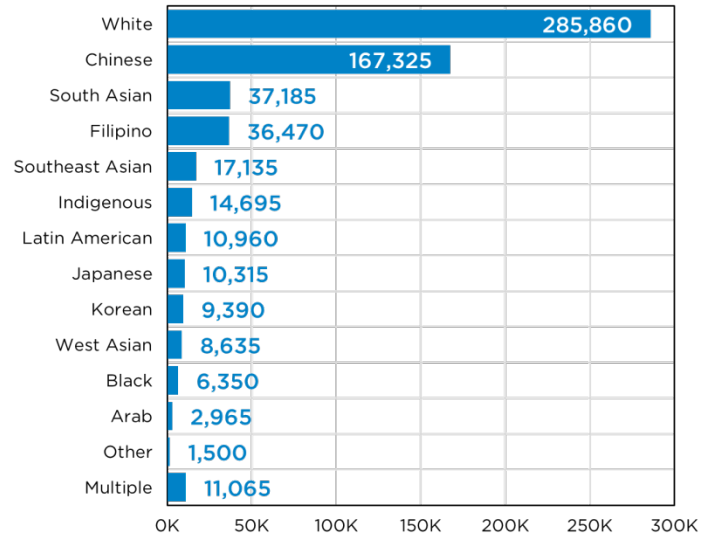
<sup>6</sup> Statistics Canada, Immigration and Ethnocultural Diversity in Canada: National Household Survey, 2011. (Ottawa: Statistics Canada = Statistique Canada, 2013), <https://central.bac-lac.gc.ca/.item?id=CS99-010-2011-1-eng&op=pdf&app=Library>.

<sup>7</sup> Statistics Canada, Immigration and Ethnocultural Diversity in Canada: 2016 Census, quoted in City of Vancouver, Community Services, General Manager’s Office. *City of Vancouver 2016 Census - Indigenous Peoples, Immigration and Ethno-Cultural Diversity*.

The city of Vancouver is a prosperous and growing city, and one of the densest and most ethnically and linguistically diverse cities in Canada with 52% of communities of colour. As shown here, those who identify as Chinese (167 thousand residents), South Asian (37 thousand) and Filipino (36 thousand) are the largest racialized groups in Vancouver.<sup>8</sup>

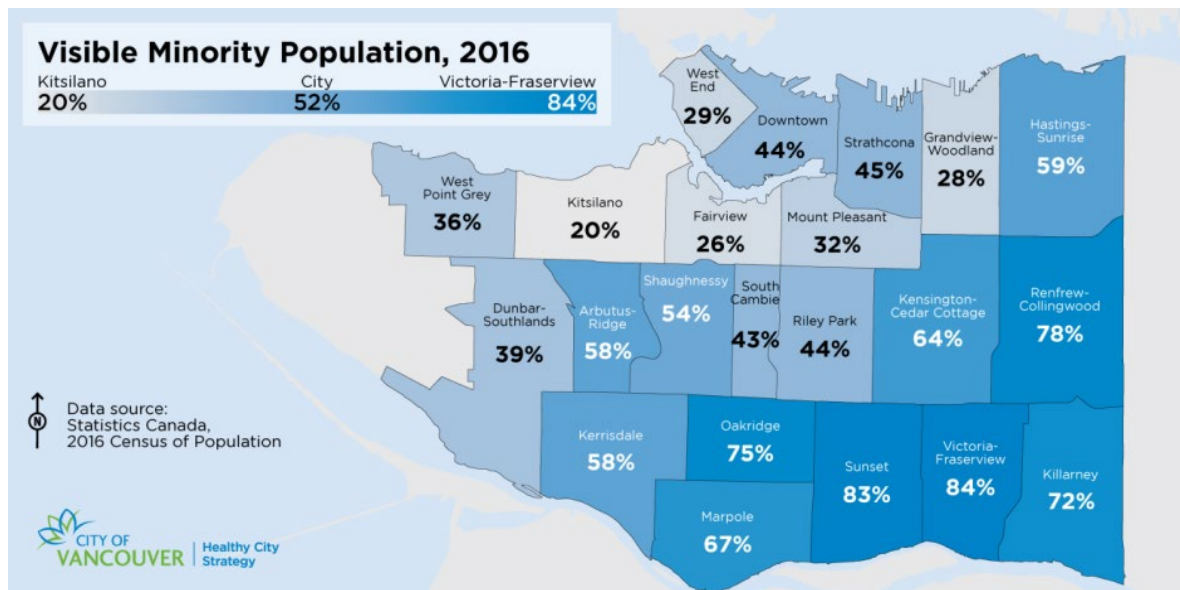
While Vancouver is widely recognized as one of the most culturally diverse and welcoming global cities, there are still a number of challenges faced by Indigenous and other excluded communities, particularly racialized, immigrant, 2SLGBTQQIA and low-income members of the wider community. Furthermore, systemic and racial inequities remain deep-rooted in social and institutional structures and historical and cultural patterns across the city. Moreover, as Vancouver’s “society is not yet equitable, safe or inclusive for

**City of Vancouver Population Estimates by Population Group, 2016**



City of Vancouver Social Policy Department, 2019. Used with permission.

all; intersecting forms of discrimination have implications for perceptions of safety.”<sup>9</sup> Social and economic inequities are other stressors creating deep vulnerabilities and undermining groups and individuals’ ability to manage and benefit from change, and to better address the shocks and stresses of the future.<sup>10</sup> In Vancouver, this is evident in how the growing economy and the systems it relies on, continue to exclude many Indigenous, Black and racialized communities, in cases of snowstorms and power outages that are inconvenient for some but life threatening for others.<sup>11</sup>



City of Vancouver Social Policy Department, 2019. Used with permission.

<sup>8</sup> City of Vancouver, Community Services, General Manager’s Office. *City of Vancouver 2016 Census - Indigenous Peoples, Immigration and Ethno-Cultural Diversity*.

<sup>9</sup> “Healthy City Strategy” (City of Vancouver 2015-2018), 24, <https://vancouver.ca/files/cov/Healthy-City-Strategy-Phase-2-Action-Plan-2015-2018.pdf>

<sup>10</sup> “Resilient Vancouver Strategy” (City of Vancouver 2019), 31, <https://vancouver.ca/files/cov/resilient-vancouver-strategy.pdf>.

<sup>11</sup> “Resilient Vancouver Strategy”, 31.

As the recently launched “*Resilient Vancouver Strategy*”<sup>12</sup> recognizes, identifying and “[u]nderstanding the social and economic stresses and trends that impact Vancouver communities on a daily basis is critical to creating solutions that will build real resilience for our residents and our systems, regardless of if and when disaster strikes.”<sup>13</sup> Some of the deep-rooted and present-day inequities manifesting as poverty, homelessness, food insecurity, and unemployment, that affect Indigenous and systematically excluded, particularly Black, racialized and 2SLGBTQIA peoples’ lives differently, are presented below:

- *The 2018 homeless count identified 2,181 homeless people in Vancouver. Indigenous people are vastly overrepresented in these numbers.*
- *The underrepresentation of people with disabilities and of those who are non-white or gender diverse in civic leadership roles and engagement activities reflect embedded institutional barriers.*
- *The City’s Women’s Equity Strategy found that only 57 per cent of women feel safe walking in their neighbourhoods after dark compared to 75 per cent of men, and 80 per cent of reported intimate partner violence is against women. There is an 11.8 per cent employment gap between women and men. For Indigenous and Black women, women of colour, and LGBTQ2+ people, these statistics are more acute.*
- *More than one in five children in Metro Vancouver live in poverty, including more than 40 per cent of children in single-parent homes<sup>4</sup>. Nearly half of residents in Vancouver do not earn a living wage, while 70 per cent of people in the Downtown Eastside are considered low income.*
- *A 2017 survey found that 82 per cent of people identifying as visible minorities experienced racism, and 33 per cent said they have been a target of abuse. Racial inequity has been deeply embedded in Vancouver through policy for generations, and through hate and fear, a rise in racist sentiment in Canada is undermining resilience efforts. Almost half of Vancouverites were born outside Canada, and 2.2 per cent of residents (14,000) identify as Indigenous.*

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City of Vancouver “*Resilient Vancouver Strategy*” (2019), 30-31.

In response, the City of Vancouver, as a city “*For all, not just for some*”, continues to work on addressing the complexity of the lived realities of individuals who experience discrimination on multiple and intersecting grounds at a municipal level, including firmly prioritizing equity through an intersectional lens to ensure that all citizens have equitable access and inclusion. Along these lines, the City is currently developing an “*Equity Framework*” to address the most critical social challenges and stresses –the deep-rooted and growing inequity across the city. Building upon social sustainability and the “*Healthy City Strategy*”, the forthcoming “*Equity Framework*” seeks to address the systemic causes of racial, gender, social and economic inequities. There is a strong focus on aligning internal organizational processes and practices to promote social sustainability, inclusion and diversity across all City departments and interdepartmental teams for the benefit of all. This involves integrating an intersectional analysis in city planning and policy, including decision-making.<sup>14</sup> Meanwhile, City staff continues to receive training to build capacity when addressing conditions that create vulnerability, working towards challenging multiple forms of historical and structural inequities that disproportionately affects certain groups of people.

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<sup>12</sup> According to this strategy, “[r]esilience is the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and thrive, no matter what kinds of chronic stresses and acute shocks they experience.” “*Resilient Vancouver Strategy*”, 12.

<sup>13</sup> “*Resilient Vancouver Strategy*”, 31.

<sup>14</sup> “*Resilient Vancouver Strategy*”, 15 and 32.

By stressing the urgency for decolonization and integrating equity –racial equity, gender equity and poverty reduction through an intersectional analysis– in City planning documents and daily decision-making, the City of Vancouver can reduce historical, systemic and recent forms of inequities related to access to Housing, Transportation, Jobs, Immigration, Food and Environment, that disproportionately impact the lives of Indigenous and other systematically excluded peoples, particularly Black, racialized and 2SLGBTQQA communities, including low-income persons and immigrants. This is an entry point to build a more equitable, racially just, diverse and welcoming city that benefits all residents in Vancouver.

This research project aims primarily to analyze the way in which local governments are meaningfully integrating decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices in city-wide and community planning processes to advance less colonial and more equitable planning.

In doing so, the guiding objectives are listed below:

- To research, compare, analyze and synthesize best practices on racial and gender equity, intersectionality, and decolonization within a municipal planning context.
- To examine Equity through the existing City of Vancouver strategies.
- To identify and synthesize key opportunities for equity and justice promotion.
- To develop a high-level approach with equity as a key foundation in an effort to bridge the forthcoming City's *"Equity Framework"* and *"City-wide Plan's"*<sup>15</sup> equity objectives and goals, including conducting interviews with a diverse group of city staff and community based-organizations in Vancouver.

## Scope of Study

Project tasks aligned with the development of the City's *"Equity Framework"* and the transition from the scoping phase of the *"City-wide Plan"* to Phase 1 implementation are as follows:

- Review best practices on racial and gender equity principles, intersectionality, and decolonizing methodologies and frameworks within a municipal planning context.
- Analyze existing City strategies and conduct interviews with a diverse array of city staff and community representatives in Vancouver.
- Identify key opportunities for equity and justice promotion.
- Develop a high-level approach to inform the City's *"Equity Framework"* for *"City Plan"*.

## Research Guiding Questions

The overarching question guiding this research is presented below:

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<sup>15</sup> The City of Vancouver is currently developing a City-wide Plan that "includes urban design considerations, including on a fine-grained scale, and focuses on determining the future of our city including accommodating growth, changing demographics and diversity, pursuing reconciliation, increasing housing that's locally affordable, growing local jobs in a sustainable economy, providing local food security, improving transportation and public amenities, enhancing places for people and vibrant liveable neighbourhoods including local shopping streets, and ensuring our city does its part in tackling the climate crisis by rapidly reducing greenhouse gas emissions [...]". "Motion on Notice B.1" (City of Vancouver, 2019), <https://council.vancouver.ca/20181113/documents/motionb1.pdf>



**How are leading local governments meaningfully integrating decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices in city-wide and community planning processes to advance less colonial and more equitable planning?**

To explore these issues, this project is guided by the following sub-questions:

### **Guiding question 1**

What work is the City of Vancouver currently doing to integrate decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices?

- What is the City of Vancouver vision for Equity, and what are the existing guiding principles for Decolonization, Racial Equity, Gender Equity, Poverty Reduction, and Intersectionality, including a People-centered approach?
- How Decolonization, Racial Equity, Gender Equity, Poverty Reduction, and Intersectionality, including a People-centered approach is being addressed by City of Vancouver strategies?

### **Guiding question 2**

What promising work are local governments doing to integrate racial and gender equity, intersectionality and decolonizing methodologies and frameworks in plans, strategies, policies and community engagement processes across North America and Oceania?

- What are the differences in addressing racial and gender equity, intersectionality and decolonizing methodologies and frameworks across local governments and what are the relevant lessons learned?

### **Guiding question 3**

Why embedding Equity in city planning is necessary for Vancouver?

- What are the relevant lessons learned from other municipalities in addressing Equity within city planning?
- What are the key opportunities for equity and justice promotion from other municipalities to advance less colonial and more equitable planning in city-wide, including the workplace and workforce?
- What do communities representatives say? What does city staff say?
- What would be the most important components for a High-level Approach to embed Equity in *City Plan*?

## **Research Methods**

The primary research question of *how* local governments lead meaningfully integrating decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices in city-wide and community planning processes requires examining planning practice more closely. Case studies are particularly helpful in answering *how* questions, as they enable us to provide explanatory responses and draw upon a wider array of anecdotal information.<sup>16</sup> Additionally, the central question guiding this project is addressed qualitatively, drawing largely on primary official documents, secondary literature, cases studies, and interviews as a research strategy.

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<sup>16</sup> Robert K. Yin. *Case study research: Design and methods*. Thousand Oaks, CA: Sage, 2003, <http://www.madeira-edu.pt/LinkClick.aspx?fileticket=Fgm4GJWVTRs%3D&tabid=3004>.

Considering that equity is the key foundation of this project, this research combines an **intersectional approach** with **viewing colonization as embedded in systems and structures** in an effort to recognize and challenge complex systems of oppression that systematically produce exclusions along lines of ethnicity, Indigeneity, race, colour, gender, sexuality, class, including but not limited to colonization/colonialism, racism, capitalism, heterosexism, patriarchy, and ableism. As scholar Rauna Kuokkanen highlights: “All these systems and structures – colonialism, capitalism and patriarchy –are predicated on [various forms of] violence, whether direct and interpersonal or structural, economic or epistemic.”<sup>17</sup> These two lenses are the main analytical tools that have informed this study for the following process: 1) Emphasizing Equity through the existing City of Vancouver Strategies; 2) Examining Best Practices on Decolonization, Racial Equity, Gender Equity, Poverty Reduction, Intersectionality, from local governments across North America and Oceania; and 3) Develop a High-level Approach to embed Equity in *City Plan*.

The government-led planning focus, in particular at a local and regional level, is central to this research, and enables us to set the abovementioned analytical lenses with equity as a key foundation. Furthermore, this research uses document analyses and literature review to examine existing City of Vancouver Strategies and the promising work that local governments are doing to integrate racial and gender equity, intersectionality and decolonizing methodologies and frameworks in plans, strategies, policies and community engagement processes. The comparative case method is applied to identify the differences in addressing the above-stated methodologies and frameworks and summarize the best practices within a local context. Interviews with the inter-departmental team developing the City’s *Equity Framework* principles, City staff and community based-organizations alongside the initial phases of the *City-wide Plan* are a vital component for developing a high-level approach to inform the City’s “*Equity Framework*” for “*City Plan*”. This combination of sources aims to inform goals, aligned components and directions of a high-level approach to embed equity in city planning, drawing on the analytical tools described above.

This study is particularly interested in emphasizing an equity-focused approach through an intersectional lens in city-wide and community planning processes for all staff and residents of Vancouver, with special attention to Indigenous peoples, racialized and other systematically excluded groups, in particular, Black and 2SLGBTQQIA communities. To that end, interviews with community representatives and City staff were key sources of informing why embedding equity in city planning is necessary for Vancouver. Interviews with community representatives aimed to gather their input on the City’s work on eliminating disparities and decolonization (including reconciliation), to receive their concerns and difficulties faced by the communities that participants work with, and to listen to their institutional practices and approaches in supporting and retaining workers, particularly Indigenous and racialized peoples. In terms of City staff, interviews focused primarily on speaking about goals, priorities, objectives, and values for an *Equity framework*, including current challenges and difficulties faced by communities in areas such as Housing, Transportation, Jobs, Immigration, Food, Environment, and community/stakeholder engagement.

The interviews were semi-structured and open-ended, and questions varied from one person to another. Given the sensitive nature of some concerns and topics that could arise during the conversations, all participants were offered anonymity in order to protect their privacy and confidentiality. Furthermore, all the interviews and their narratives were analyzed and contextualized by reflecting their ideas and intention without attributing them to specific speakers. These interviews

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<sup>17</sup> Rauna Kuokkanen, “Globalization as Racialized, Sexualized Violence: THE CASE OF INDIGENOUS WOMEN,” *International Feminist Journal of Politics* 10, no. 2 (June 2008): 221-222, <https://doi.org/10.1080/14616740801957554>.

were not recorded. Following the areas of focus to bridge the forthcoming City’s “Equity Framework” and “City-wide Plan’s” equity objectives and goals, the chart below shows the interviewees arranged into themes:

**Table 2. Interviews themes**

| City Staff             | Community based-organizations                               |
|------------------------|---|
| Housing                | Neighbourhood house (local community development)           |
| Economy                | Immigration (working with black and racialized communities) |
| Culture                | Decolonization (Indigenous and non-indigenous interviewees) |
| Healthy Safe Connected | Homelessness  |
| Social Policy          | Gender violence   |
| The City-wide Plan     | Newcomers   |
| 7 interviews           | 9 interviews  |

Given the City of Vancouver’s potential to positively impact and transform the lives of Indigenous peoples, racialized and other systematically excluded communities in diverse ways, findings from document analyses, case studies, literature review and conversations with community based-organizations and City staff were intended to inform goals, aligned components and directions of the High-level Approach to embed Equity in *City Plan*, drawing on the analytical tools described above.

This project is carried out in collaboration with staff mentors from City of Vancouver’s Social Policy Program through the Greenest City/Healthy City Scholars Program, a partnership between the City of Vancouver and the University of British Columbia’s Sustainability Initiative, in support of the Greenest City Action Plan.

### Study Limitations and Positionality

In terms of my positionality as a researcher, this study is conducted as a mestizo woman from Lima, Peru’s capital city, who worked in the public sector—including the Peruvian Government, the Congress of the Republic of Peru and the Peruvian Ombudsperson Office— and in the non-profit sector, as a legal specialist in the area of human rights, indigenous peoples, gender equality/equity, and gender-based violence, who has also participated in the design, implementation, and evaluation of national policies and development projects.

As a non-indigenous person, my reflection is subject to my analytical lenses and this limitation explains why I provide a government-centered analysis, while focusing my attention to the unjust and oppressive systems, and processes of differentiation that disproportionately affect certain groups of people. This is the starting point of my analysis alongside the ethical and political commitments that inform this project. In so doing, my own experience can be useful to understand the dynamics over policies and plans exerted by governmental authorities/workers and civil society.

A final concern was the project scope in the course of the summer when many interviewees were out of town. This clearly impacted on the interviews with City staff, as many of them were unable to speak about the topics in question as initially planned.

*“At the core of an intersectional model is the understanding that individuals occupy complex and dynamic social locations, where specific identities can be more or less salient depending on the historical or situational context”. Hankivsky, O., & Cormier, R. (2009)*

## Key analytical lenses in addressing Equity

### Intersectionality<sup>18</sup>

In understanding identities of individuals or social groups, categories of difference, processes of differentiation, and systems of oppression, intersectionality helps us locate our study within “the complex dynamics of power”<sup>19</sup> and the role of power in producing and perpetuating hierarchies of gender, ethnic and racial stratification, among others. As Rita Kaur Dhamoon rightly observes, intersectionality provides a multidimensional analysis of how power operates and affects different levels of political life.<sup>20</sup> In doing so, the focus on power gives special meaning to an intersectional-type work by “contextualizing the processes and systems that constitute, govern, and counter difference [and fostering] more rigorous critique of how and why differences are interpreted in privileging and penalizing ways.”<sup>21</sup> In her words,

*In intersectional-type work, at least four aspects of sociopolitical life have been and continue to be studied: the identities of an individual or set of individuals or social group that are marked as different (e.g., a Muslim woman or black women), the categories of difference (e.g., race and gender), the processes of differentiation (e.g., racialization and gendering), and the systems of domination (e.g., racism, colonialism, sexism, and patriarchy).*

Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” 232-233, 2011.

Central to this argument is how institutional and social structures, historical and cultural contexts shape systems of oppression and processes of differentiation. Drawing on Dhamoon’s work, this project provides a critical reflection of how processes of differentiation and systems of oppression interact and converge in complex and diverse ways by capturing “the idea that it is not possible to radically critique and therefore disrupt one process and system without simultaneously disrupting other processes and systems precisely because they are enmeshed”.<sup>22</sup> For example, there cannot be any transformation or radical change to systems of racism without challenging and defying systems of colonialism, sexism, capitalism, and others.<sup>23</sup> As Fellows and Razack rightly observe, “[th]e “interlocking” effect means that the systems of oppression could not be accomplished without gender and racial hierarchies; imperialism could not function without class exploitation, sexism [and] so on.”<sup>24</sup>

In short, my focus on the meanings of colonization/colonialism, capitalism, heterosexism, sexism, and patriarchy, among other sources of oppression, gives attention to how interlocking systems of oppression have been producing and perpetuating processes of differentiation along lines of ethnicity, Indigeneity, race, colour, gender, sexuality, class in Canada. As stated earlier, my interest in intersectionality lies in examining and challenging the deep-rooted and present-day structural inequities in Vancouver affecting Indigenous, racialized and 2SLGBTQIA peoples’ lives differently.

<sup>18</sup> In 1989, Kimberlé Crenshaw coined the term “Intersectionality” to explain the oppression of Black American women. See Kimberlé Crenshaw, “Demarginalizing the Intersection of Race and Sex: A Black Feminist Critique of Antidiscrimination Doctrine, Feminist Theory and Antiracist Politics,” University of Chicago Legal Forum, 1989, 139–68 for a more extensive understanding of the intersectionality theory.

<sup>19</sup> Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” *Political Research Quarterly* 64, no. 1 (March 2011): 230–43, <https://doi.org/10.1177/1065912910379227>.

<sup>20</sup> Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” 233.

<sup>21</sup> Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” 234 and 240.

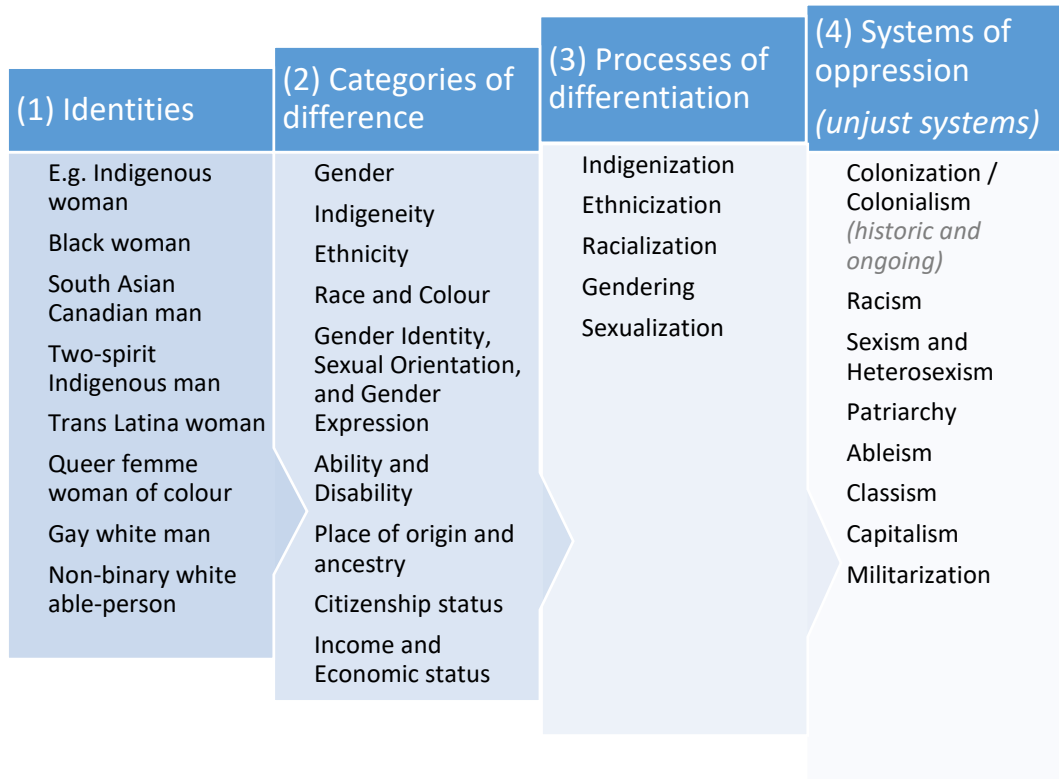
<sup>22</sup> Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” 239.

<sup>23</sup> Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” 239.

<sup>24</sup> Mary Louise Fellows and Sherene Razack, “The Race to Innocence: Confronting Hierarchical Relations among Women,” *Gender Race & Just.* 355 (1998), [http://scholarship.law.umn.edu/faculty\\_articles/274](http://scholarship.law.umn.edu/faculty_articles/274).

Following Dhamoon’s account, the diagram below illustrates an intersectional-type approach grounded in lived experience by representing different aspects of sociopolitical lives, including “the work of power –how it operates, its effects, and the possibilities of transformation.”<sup>25</sup> It is important to highlight that these identities, categories of difference, processes of differentiation, and systems of oppression are not fixed or static; instead, they vary across time and space, and consequently, shape individuals and social groups in complex and diverse ways.

**Intersectional-type analysis<sup>26</sup>**



**Racialization and Racialized Groups**

‘Racialization’ is a concept that is often identified with the framework of Michael Omi and Howard Winant, who contributed to providing a definition of racialization as a central analytical tool within social, cultural and historical studies<sup>27</sup>. For Omi and Winant, the term refers to “signify the extension of racial meaning to a previously racially unclassified relationship, social practice or group. Racialization is an ideological process, an historically specific one.”<sup>28</sup> Contrary to the common understandings of race as a universal analytical category, “racialization names a process that produces race within particular social and political

<sup>25</sup> Rita Kaur Dhamoon, “Considerations on Mainstreaming Intersectionality,” 240.

<sup>26</sup>Hankivsky, s & Cormier’s study is particularly helpful to understand an intersectional-type work. In speaking about identities, they highlight: “Individuals’ economic, political, cultural, subjective, and experiential lives intersect to create a whole that is more than the sum of its parts. An intersectional-type approach focusing on individuals or social groups identified as “oppressed” would entail exploring the unique intersection of multiple axes of difference (e.g., able-bodied, working class, South Asian women)”. For example, centering an individual’s or social group’s lived experience without essentializing or homogenizing any group. See Olena Hankivsky et al., *Intersectionality: Moving Women’s Health Research and Policy Forward* (Vancouver: Women’s Health Research Network, 2009). [https://www.ifsee.ulaval.ca/sites/ifsee.ulaval.ca/files/Intersectionality\\_Moving\\_Womens\\_Health\\_Research\\_P.pdf](https://www.ifsee.ulaval.ca/sites/ifsee.ulaval.ca/files/Intersectionality_Moving_Womens_Health_Research_P.pdf).

<sup>27</sup> HoSang, Daniel Martinez, and Oneka LaBennett. "Racialization." In *Keywords for American Cultural Studies, Second Edition*, edited by Burgett Bruce and Hendler Glenn, 212. NYU Press, 2014, <http://www.jstor.org.ezproxy.library.ubc.ca/stable/j.ctt1287j69.59>.

<sup>28</sup> Michael Omi and Howard Winant (1986/1994), quoted in HoSang, Daniel Martinez, and Oneka LaBennett. "Racialization." In *Keywords for American Cultural Studies, Second Edition*, 212.

conjunctures. That process constructs or represents race by fixing the significance of a “relationship, practice or group” within a broader interpretive framework.”<sup>29</sup>

Similarly, Robert Miles brings deeper insights about the notion of racialization by questioning race as a theoretical model and category. His usage of the term ‘racialization’ refers to “those instances where social relations between people have been structured by the signification of human biological characteristics in such a way as to define and construct differentiated social collectivities. The characteristics signified vary historically and, although they have usually been visible somatic features, other non-visible (imagined and real) biological features have also been signified.”<sup>30</sup>

Here racialization is associated with “a process of categorisation, a representational process of defining an Other, usually, but not exclusively, somatically. The defined collectivity is considered (implicitly if not explicitly) to constitute a naturally occurring, discrete breeding population and therefore subsumes a pattern of gender differentiation.”<sup>31</sup> This assertion is particularly important to shed light on the question of race as a social construction located at the core of the racialization process. Following Miles’ account, racialization denotes a process in which particular biological features of human beings are attributed to individuals in such a way to define and construct differentiated social groups.

Contemporary analyses of processes of racialization have problematized its meaning by incorporating an intersectional-type approach<sup>32</sup>. The influence of this analysis is visible in a wide range of recent scholarly work that links processes of racialization to the intersections of gender, class, age, sexuality, including processes of globalization and the politics of decolonization.<sup>33</sup> To emphasize racialization as a process often imposed by others, Lawrence Blum’s work offers insightful reflection upon the notion of ‘racialized groups’ and its distinction from the term ‘classic racial groups’. In this view, while ‘racialized group’ provide distance from the implication that the groups are actual races, possessing group-specific, biologically based inherent behavioral and psychological tendencies and characteristics, ‘classic racial groups’ refers only to the idea that the groups were thought to be races.<sup>34</sup> As Blum highlights, “[t]he terminology of '(classic) racial group' does not as decisively distinguish between

***“An intersectional approach can also speak to the creation of identities and to oppression historically. (...) In Canada, this is especially important for both non-Indigenous and Indigenous people when considering colonization and how the lives of Indigenous people continue to be affected by generations of oppressive government policy, which has systematically stripped away the identities of Indigenous women and children through the imposition of the Indian Act, residential schools, the Sixties Scoop, and modern child welfare systems, to name a few causes”.***

*Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, Volume 1a, p.104, 2019.*

<sup>29</sup> HoSang, Daniel Martinez, and Oneka LaBennett. "Racialization." In *Keywords for American Cultural Studies, Second Edition*, 212.

<sup>30</sup> Robert Miles and Malcolm Brown. *Racism*. London, Routledge, Second Edition, 101, 2003 (First Edition published 1989), <https://doi-org.ezproxy.library.ubc.ca/10.4324/978020363366>.

<sup>31</sup> Robert Miles and Malcolm Brown. *Racism*, 101.

<sup>32</sup> In speaking about racism and racialization, Anthias Floya and Nira Yuval-Davis highlight the importance of paying attention to the relationship between race phenomena and ethnic phenomena while examining the intersection between class, ethnicity, race and gender divisions and processes within the state. “We believe that an effective analysis requires exploring how exclusions and subordinations are linked to produce diverse outcomes with regard to the placement of collective subjects within the different major divisions that construct them.” Anthias Floya and Nira Yuval-Davis, and Harriet Cain. 1992. *Racialized boundaries: race, nation, gender, colour, and class and the anti-racist struggle*, 13-14, London: Routledge.

<sup>33</sup> HoSang, Daniel Martinez, and Oneka LaBennett. "Racialization." In *Keywords for American Cultural Studies, Second Edition*.

<sup>34</sup> Lawrence, Blum. "Racialized Groups: The Sociohistorical Consensus." *The Monist* 93, no. 2 (2010): 298-320, <http://www.jstor.org/stable/41418993>.

the historical process of racialization and the inherent, biologically-based characteristics of the group itself.”<sup>35</sup> To complement this analysis, Blum crucially suggests<sup>36</sup>

*Racialized groups as characterized in the sociohistorical consensus could be said to be socially constructed in the contingency sense, very much like ethnic groups. Unlike classic races, racialized groups actually exist. There are, and have been, groups treated and regarded as if they were classic races. Such groups are contingent in that they need not have existed [...] racialized groups, like ethnic groups but unlike classic races, are genuine social groups existing in the world, even if their contingency is sometimes forgotten.*

In speaking directly about the Canadian context, the Ontario Human Rights Commission (2005) defined the notions of race, racialization and racialized group as follows:

### Race

As socially constructed differences among people based on characteristics such as accent or manner of speech, name, clothing, diet, beliefs and practices, leisure preferences, places of origin and so forth.

### Racialization

The process of social construction of race is called racialization: “the process by which societies construct races as real, different and unequal in ways that matter to economic, political and social life.”

### Racialized groups

Recognizing that race is a social construct, the Commission describes people as “racialized person” or “racialized group” instead of the more outdated and inaccurate terms “racial minority”, “visible minority”, “person of colour” or “non-White”.

Source: Ontario Human Rights Commission, 2005<sup>37</sup>

Drawing on the above analysis, the use of the term ‘racialized groups’ in this research brings a critical lens on the term ‘visible minorities’ –a race-based definition– and intends to replace it by problematizing its meaning. The Employment Equity Act’s definition of visible minorities includes “persons, other than Aboriginal persons, who are non-Caucasian in race or non-white in colour”. The language of ‘racialized groups’, reflecting the sociohistorical processes of racialization, contributes to giving particular attention to systematically excluded or disadvantaged communities –and non-dominant ethno-racial communities– who face historical, structural, institutional or recent forms of discrimination and inequities, while recognizing how historical, systemic and institutionalized racism continues to disproportionately affect Black communities in different areas and aspects of day-to-day lives across Canada.

<sup>35</sup> Lawrence, Blum. "Racialized Groups: The Sociohistorical Consensus," 300.

<sup>36</sup> Blum, Lawrence. "Racialized Groups: The Sociohistorical Consensus.", 307 and 316.

<sup>37</sup> "Racial discrimination, race and racism" (Ontario Human Rights Commission, 2005), <http://www.ohrc.on.ca/en/racial-discrimination-race-and-racism-fact-sheet>. See "Policy and guidelines on racism and racial discrimination", [http://www.ohrc.on.ca/sites/default/files/attachments/Policy\\_and\\_guidelines\\_on\\_racism\\_and\\_racial\\_discrimination.pdf](http://www.ohrc.on.ca/sites/default/files/attachments/Policy_and_guidelines_on_racism_and_racial_discrimination.pdf).

From an intersectional approach, the term ‘racialized people’ should be located within the complex dynamics of power and the role of power in producing and perpetuating hierarchies of ethnic and racial stratification. It is worth noting that “[b]ecause individuals are members of more than one community and can identify with more than one social group, they can simultaneously experience both discrimination and privilege.”<sup>38</sup>

## Colonization as embedded in Systems and Structures

The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls (2019) asserted that “the processes of colonization –its very structure– live on and are replicated in the present.”<sup>39</sup> Specifically, it considered colonization as a structural process in which policies, practices, and institutions targeted Indigenous peoples, and women in particular, in ways that undermine and challenge what people knew and who they were<sup>40</sup>. In this view, the structures of colonialism include not only “processes related to the supervision and containment of people, such as those seen in moving people to reserves or to centralized communities [but also means of] dehumaniz[ing] people –reducing individuals to stereotypes to make them less than human and therefore easier to dismiss.”<sup>41</sup>

Drawing on diverse Indigenous scholarly work, the final report also made a clear distinction between ‘colonialism’ and ‘colonization’, including ‘process of colonialism’. The National Inquiry defined these terms as follows:

### The process of colonialism

The process of colonialism is defined as the attempted or actual imposition of policies, laws, mores, economies, cultures, or systems and institutions put in place by settler governments to support and continue the occupation of Indigenous territories, the subjugation of Indigenous individuals, communities and Nations, and the resulting internalized and externalized ways of thinking and knowing that support this occupation and subjugation. These impositions are race- and gender-based.

### Colonization

Colonization generally refers to the process by which Europeans invaded and occupied Indigenous national territories.

### Colonialism

Colonialism is the ideology advocating colonization

Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, Volume 1a, 77, 2019.

Building upon Mohawk scholar Gerald Taiaiake Alfred, the final report also referred to colonialism as “the process of building a new reality for Europeans and Indigenous Peoples in North America, through the development of institutions and policies toward Indigenous Peoples by European imperial or settler

<sup>38</sup> Olena Hankivsky et al., *Intersectionality: Moving Women’s Health Research and Policy Forward*, 7.

<sup>39</sup> “Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls”, Volume 1a (National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019), 231 [https://www.mmiwg-ffada.ca/wp-content/uploads/2019/06/Final\\_Report\\_Vol\\_1a-1.pdf](https://www.mmiwg-ffada.ca/wp-content/uploads/2019/06/Final_Report_Vol_1a-1.pdf).

<sup>40</sup> “Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls.”

<sup>41</sup> “Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls,” 232.



governments. This involved both actual policies and legislation, as well as the creation of larger religious and secular justifications, or reasons, for enacting them.”<sup>42</sup>

Viewing colonization as embedded in systems and structures enables us to examine and challenge the historic and contemporary forms of colonialism, manifested in the present-day systemic inequities that continue to affect everyday Indigenous lives differently in Vancouver. As the National Inquiry recognized throughout its report, Indigenous peoples, and particularly women, experience systemic inequities through poverty, homelessness, food insecurity, and unemployment, including barriers to education, justice, health, employment and transportation.

*The present and still-existing structures that contribute to targeting Indigenous [peoples] aren't just things that happened in the past. Viewing colonization as a structure means that we can't dismiss events as parts of the past, or as elements of someone else's history. If viewed as a structure, these colonial pieces aren't things people can just "get over," because many of these ideas - these structures - still exist. (...) We see these structures in the ongoing poverty and lack of resources for addressing violence. Seeing colonization as a structure makes plain the connections between structures of the past - both physical and ideological - and the structures of today. Through this lens, we can see how these structures still play a role in controlling which services people can access and which laws communities can make, and in creating conditions that are unsafe.*

*Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, Volume 1a, 233, 2019.*

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<sup>42</sup> Gerald Taiaiake Alfred, "Colonialism and State Dependency," quoted in "Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls," 232.

## 2. Emphasizing Equity through the existing City of Vancouver Strategies

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*What work is the City of Vancouver currently doing to integrate decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices into its planning work?*

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### City of Vancouver’s vision for Equity

The City of Vancouver is currently developing an “Equity Framework” that integrates different perspectives, advances diverse leadership, creates safe spaces for collaborative learning, and equity initiatives for meaningful impact. At the core of the continuous implementation of this framework would be addressing intersecting forms of inequities and discrimination, including gender and sexual identity, race and ethnicity, poverty, family status, and mental and physical health, as well as removing structural barriers through an intersectional approach. Thus, this framework, including the following existing guiding principles in addressing equity, have the potential to prioritize tackling historical, structural, institutional and recent forms of discrimination and inequities –rooted in complex forces of colonization, racism, heteropatriarchy, ableism, and poverty– that disproportionately affect Indigenous, racialized and other systematically excluded communities, particularly Black and 2SLGBTQQIA groups in diverse areas such as Housing, Transportation, Jobs, Immigration, Food, and Environment.

### Existing guiding principles in City Strategies and Community Engagement

The chart below describes the City of Vancouver’s guiding principles in addressing equity.<sup>43</sup>

#### Box 1: Reconciliation and Decolonization:

The City of Vancouver acknowledges that it is on the unceded traditional territory of the Musqueam, Squamish and Tsleil-Waututh First Nations. These lands are the foundation of thousands of years of living culture of the Musqueam, Squamish and Tsleil-Waututh peoples. However, Vancouver’s cultural landscapes do not fully reflect this. Colonialism has contributed to erasure and exclusion of Musqueam, Squamish and Tsleil-Waututh people on these lands, which has limited their involvement in defining and shaping Vancouver’s culture. Arts and culture systems within Vancouver are still rooted in the legacy of colonialism - from policies that guide commissions and funding decisions, to place names and monuments.

The languages, teachings, stories, and overall cultural expressions of Musqueam, Squamish, and Tsleil-Waututh peoples should be visible and known throughout Vancouver, to reflect their ongoing relationships with their ancestral lands. Urban Indigenous people have also been traditionally underrepresented within arts and culture grants, spaces, and public art programs despite rich and sophisticated artistic and cultural practices.

As a City of Reconciliation, Vancouver has committed to “form a sustained relationship of mutual respect and understanding with local First Nations and the Urban Indigenous community.” This commitment builds on Truth and Reconciliation Commission’s Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples.

#### City of Reconciliation Goals:

- Strengthen local First Nations and Urban Indigenous relations
- Promote Indigenous peoples arts, culture, awareness, and understanding
- Incorporate First Nations and Urban Indigenous perspectives for effective City services

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<sup>43</sup> The City’s Community Services has elaborated these guiding principles list for community engagement.

Reconciliation is about building respectful relationships between Indigenous and non-Indigenous people. This includes recognition of Indigenous rights and titles, as well as restitution and redress for colonial harms. Decolonization prioritizes Indigenous self-determination of leadership and land to address dispossession, cultural erasure, and denial of political governance. Decolonization changes processes related to arts and culture and involves developing practices that:

1. Respect the authority and leadership of Indigenous nations and people and their role in broader decision-making processes that relate to their culture
2. Support the cultural visibility of local nations throughout their unceded lands
3. Support the cultural, political and economic advancement of Indigenous people
4. Support the cultural, political and economic advancement of Indigenous people ways to redress dispossession and cultural erasure

**Equity:**

Equity - Canada Council for the Arts recognizes that “Equity is a principle and process that promotes just conditions for all persons to fully participate in society. It recognizes that while all people have the right to be treated equally, not all experience equal access to the same resources, opportunities or benefits. Achieving equality is not simply about treating individuals or groups in the same way, but may require the use of specific measures to ensure fairness.”

Cultural equity – “is a concept which affirms that the traditions, aesthetics and expressions of all cultures have equal value. Cultural equity seeks to correct the inequalities experienced by individuals of different cultures by first identifying historical and current power imbalances between cultural groups and by recognizing and respecting fundamental characteristics which distinguish these groups from each other. Marginalized cultures deserve financial, infrastructural and public policy support comparable to the dominant culture of a society.”

Racial equity – recognizes that the racism, anti-Black racism, and anti- Indigenous racism entrenched in institutions and systems play a larger role in perpetuating racial inequity than individual acts based on consciously held beliefs of racial superiority. Rather than ‘I don’t see colour’ approaches, it includes ‘colour-brave’ approaches to address ways conscious and unconscious biases are embedded within policies and programs.

Gender equity – acknowledges how gender-based discrimination adversely affects the advancement and achievements of women, girls, and non-binary people and addresses gendered roles, leadership gaps, pay gaps, and gender-based harassment and violence.

Intersectionality – Intersectionality is concept coined by a Black legal scholar, Kimberle Crenshaw that draws on generations of Indigenous and Black women’s work to articulate holistic relationships between gender, race and culture. Intersectionality refers to the ways that distinct forms of discrimination intersect and create compounding influences. For example, a Black woman who uses a wheelchair will experience the cumulative impacts of racism, sexism, and ableism.

Access - describes the degree to which diverse stakeholders can connect to resources and opportunities to create, share, and experience arts and culture. Access is shaped by a range of factors including cultural safety, financial resources, education, language, geography, time, facility design, and transportation.

Accessibility - describes making services and resources available to people who experience disabilities.

Disability is defined in different ways. Social models of disability assert that the disabling conditions are rooted in society’s attitudes and limitations, as opposed to the different physical and cognitive abilities that individuals experience.

Accommodation efforts can include communication technology, building design, interpretation, and personal care providers. A wider range of choices that support such independence and assistance benefit people with a wide range of functional needs. ‘Relational accessibility’ prioritizes the transformative power of relationships which cannot be replaced by accommodation checklists.

Intangible Cultural Heritage – “means the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage.” and includes “oral traditions and expressions, including language as a vehicle of the intangible cultural heritage; performing arts; social practices, rituals and festive events; knowledge and practices concerning nature and the universe; and traditional craftsmanship.

## Analyzing Decolonization, Racial Equity, Gender Equity, Poverty Reduction, and Intersectionality in existing City strategies

### *Healthy City Strategy 2014 – 2025*

“*The Healthy City Strategy*” is an equity-focused social sustainability plan that centers on *A Healthy City for All*, followed by a holistic framework with three key areas: Healthy People, Healthy Communities, and Healthy Environments. It also includes 13 long-term goals for the well-being of all residents and all sectors of the City, including ambitious targets to reach by 2025 and actions to address poverty, promote inclusion and ensure services and supports to collaboratively build a more equitable city.

One major strength in this strategy lies in its guiding principle “For all, not just for some”, which seeks to ensure that initiatives are both universal for all citizens and focused on specific populations most vulnerable to health inequities. It is precisely this guiding principle that enables the City to integrate intersectional “for all” lens into its work and decisions with the aim of reflecting and addressing the complexity of the lived realities of individuals who experience “marginalization on multiple and intersecting grounds”.

The *Healthy City Strategy Four Year Action* added 19 actions that were implemented between 2015 and 2018. Several of these actions directly addressed gender equity and reconciliation and gave special attention to youth, First Nations and Urban Aboriginal communities, persons with disabilities and a broader 'vulnerable population'. Additionally, it recognized that “while Vancouver’s society is not yet equitable, safe or inclusive for all, intersecting grounds of vulnerability, marginalization, and oppression have implications for perceptions of safety.”

Poverty Reduction: The Fifth Goal ‘Making Ends Meet and Working Well’ calls for reducing the city’s poverty rate by 75% by 2025.

Decolonization, Intersectional lens, Gender and Racial Equity: The Sixth Goal “Being and Feeling Safe and Included” directly addresses gender equity under the following 2025 target: “Make Vancouver the safest major city in Canada by reducing violent and property crime every year, including sexual assault and domestic violence”. This goal also refers to the needs heard for the public engagement session where participants discussed several topics strongly linked to gender and racial equity, including:

- Inclusive community spaces
- Inclusion for all, particularly newcomers and Aboriginal people
- Use of a gender lens for women’s safety, particularly for Aboriginal and immigrant women
- Strengthened relationships between residents and police

In terms of the City’s role and contribution, the entire goal areas have the potential to positively impact the lives of Indigenous peoples, newcomers and racialized in multiple and diverse ways. In particular, the first core area, titled “enhancing and supporting Vancouver as a City of Reconciliation, facilitating connections between Aboriginal and First Nations residents and other communities”, speaks directly about reconciliation and supports the need to work on decolonization. The City’s leadership in this key-area builds upon Vancouver’s commitment to “form a sustained relationship of mutual respect and understanding with local First Nations and the Urban Indigenous community”. Certainly, this is an important step towards decolonizing Vancouver’s relationships with First Nations and urban Aboriginal communities.

The Ninth Goal “Lifelong Learning” and the Tenth Goal “Expressing ourselves”, respectively, have the potential to provide newcomers, youth and racialized groups with opportunities in arts, culture, awareness, and training. One of the City’s key strategic approaches is to partner with First Nations and urban Aboriginal communities for public art commissions and other arts and cultural events. Moreover, the Eleventh Goal “Getting around” recognizes the importance of accessibility to the physical, social, and cultural environment, in enabling persons with disabilities to fully enjoy a safe, active and accessible sustainable transportation.

The City of Vancouver is currently developing the next Action Plan 2019-2023 by which it has the opportunity to apply an intersectional-type approach grounded in the lived experience of individuals who experience systemic inequities in Vancouver, while focusing the attention to address systems of oppression and processes of differentiation as well as the role of power in producing and perpetuating hierarchies and disparities of gender, race, ethnicity, sexuality, among others<sup>44</sup>.

### *City of Reconciliation Framework (2014)*

The “*City of Reconciliation Framework*” supports a better understanding of matters of cultural significance and priorities of First Nations and urban Aboriginal communities with the goal of ‘mutual respect’, ‘strengthened partnerships’, and ‘economic empowerment’. It has three foundational components aimed to strengthen the City’s services and ongoing relationships of mutual respect: Cultural Competency, Strengthened Relations, and Effective Decision-making. These three components have the potential to work together towards challenging the present and still-existing systemic inequities in terms of poverty, homelessness, food insecurity, and employment, including barriers to health, employment, education and transportation.

#### Long Term Goals:

- Strengthen local First Nations and Urban Indigenous Relations
- Promote Indigenous Peoples Arts, Culture, Awareness and Understanding
- Incorporate First Nations and Urban Indigenous perspectives for effective City services

Given Vancouver’s colonial history and its ongoing impacts, including the negative impacts of Canada’s residential school system, it is crucial to challenge the systemic racism and inequities associated with present-day colonial systems affecting First Nations and urban Aboriginal communities’ daily lives in Vancouver. The *City of Reconciliation Framework* enables the City to begin working –internally and externally– towards decolonization in Vancouver, not just to eliminate deep-rooted systemic disparities in wealth, opportunity, housing, safety, and others, but to transform the still-existing systems of colonialism that remain implicated in the social, institutional, representational and cultural levels, including other related legacies.

This is an important step towards sustaining respectful and mutually beneficial relationships and understandings between the City and the Musqueam, Squamish, and Tsleil-Waututh First Nations, and the urban Indigenous community, aligning with the City long-term vision of “an inclusive city that embraces all cultures and facilitates opportunities for communities to live, work and play together in a harmonious city”. Thus, at the heart of the continuous implementation of this framework should be addressing multiple forms

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<sup>44</sup> For a further understanding of this intersectional-type work, see “Key analytical lenses in addressing Equity: Intersectionality”, Chapter 1.

of inequities and discrimination, removing historical and structural barriers of today as well as transforming colonial systems that have excluded and continue to exclude Indigenous peoples.

### ***Women’s Equity Strategy 2018 – 2028***

The “*Women’s Equity Strategy*” addresses wide-ranging issues on gender equity with a focus on intersectional lens. To that end, it highlights the impact of inequality on many women which is compounded by other forms of discrimination based on race, disability, language, immigration status, among others. These intersecting forms of discrimination are firmly prioritized in its second principle and first priority area, named ‘Intersectional Lens’, whose aims is to ensure that all citizens have equitable access, inclusion and participation in community life.

**Box 2. “Women’s Equity Strategy”**

| <b>Priority Areas</b>                  | <b>Goals</b>  | <b>Observations</b>   |
|--|---|---|
| <b>Intersectional Lens</b>             | <i>The City’s decisions, programs and plans are informed by an intersectional lens to ensure that all citizens have equitable access, inclusion and participation in community life.</i>  | It considers differential impacts on many women and aims to address it. It has a particular emphasis on indigenous (First Nations, Métis, Inuit) women. However, there is no explicit mention on racialized and 2SLGBTQQIA women.   |
| <b>Safety</b>                          | <i>Vancouver is a safe city in which all women are secure and free from crime and violence, including sexual assault.</i>   | The City commits to provide supportive healing space for women attending the Missing and Murdered Indigenous Women and Girls Inquiry.   |
| <b>Childcare</b>                       | <i>Women’s full participation in the workforce and engagement in public life is supported by affordable and accessible quality childcare for children.</i>  | The section ‘The case for Change’ recognizes the close link between child poverty and women’s poverty; that is, how improving child poverty directly mitigates women’s poverty.   |
| <b>Housing</b>                         | <i>A range of affordable housing choices is available for women of diverse backgrounds and circumstances, including single parents, seniors, newcomers, and those facing vulnerable conditions.</i>   | This section is aligned with the following strategies: a) Housing Vancouver Strategy which gives special attention to vulnerable residents, in particular women fleeing domestic violence or in need of shelter, seniors and single parents; and b) Healthy City Strategy, Goal 6, which aims to address gender-based violence and safety for women through safe housing and homelessness prevention. |
| <b>Leadership &amp; Representation</b> | <i>The City will elevate the visibility, influence, representation and contribution of all women in the organization by providing equitable access to work opportunities, including leadership roles and other under-represented occupations and by creating and implementing initiatives to specifically enhance their development and leadership.</i> | It provides detailed objectives, strategies, and actions to be implemented, aiming to improve the diversity and inclusion of the City’s workforce. The Lead Department is Human Resources.  |

The following key points are related to Decolonization, Racial Equity, and Poverty Reduction:

- The entire prioritized areas have the potential to reduce poverty and positively impact all women’s lives, particularly their economic participation, economic independence, access to housing, childcare for children, and equitable access to work opportunities.
- There is a need for having statistics sufficiently disaggregated and analyzed by race, ethnicity and sexuality, among others, (racialized and 2SLGBTQQIA women living in Vancouver) to substantial

transformation of multiple forms of inequities at a municipal level (see the Strategy' Principle 'Intersectional Lens').

- Several Women's Equity Strategy's sections, goals, and principles have implications for decolonization. In particular, the Strategy's Principles' 'Intersectional lens' and 'Systemic and culture change' bring the possibility of addressing current systems of oppression and Vancouver's colonial history of violence that affect Indigenous and non-Indigenous women's everyday lives differently. In addition, recognizing 'patterns of inequality deeply embedded in social and institutional structures, and historical and cultural patterns' enables the City to challenge and address broader structural and systemic inequities, including the still-existing colonial violence across the city.

### ***Greenest City Action Plan 2015 – 2020***

The "*Greenest City Action Plan*" gives particular attention to "vulnerable populations" in several actions. In particular, Goal #7 'Local Food' advocates for more support of the provincial government in creating a comprehensive anti-poverty program that gives special focus to the links between food, health and income. This plan has the potential to integrate an equity-based approach into its multiple topical sections, including firmly prioritizing equity through an intersectional lens. According to the Greenest City goals, this will ensure that all citizens have equitable access, inclusion and participation.

### ***Vancouver Food Strategy (2013)***

"*Vancouver Food Strategy*" speaks to the importance of expanding food assets in neighbourhoods across the city to develop a more resilient and equitable food system. This suggests that food assets are not distributed equally through the city. It also recognizes the link between health and affordable food options, as important dimensions of equity, and emphasises that food access is rooted in notions of justice and equity. Social, health and economic inequities are highlighted as factors of food access barriers, specifically for nutritionally "vulnerable groups".

### ***Housing Vancouver Strategy (2018-2027)***

The "*Housing Strategy*" firmly recognizes the link between housing affordability and 'intersecting forms of vulnerabilities and marginalization', including gender and sexual identity, race and ethnicity, poverty, family status, and mental and physical health. This particular focus on ensuring affordable housing with adequate, accessible services and supports –to foster a diverse and vibrant community– is aligned with the Healthy City Strategy vision. The special attention to 'vulnerable residents', in particular seniors, persons with disabilities, youth under the age of 25 and Indigenous residents is consistently raised in multiple sections, strategies, and actions. It effectively articulates with data and graphics how 'vulnerable residents' are disproportionately affected by Vancouver's housing crisis. However, data is not disaggregated and analyzed by race, ethnicity or sexuality when analyzing the economic disparities in terms of housing across the city.

As a City of Reconciliation, the "*Housing Strategy*" addresses Indigenous housing and wellness matters by recognizing the negative impacts of colonialism and stereotypes that resulted from Canada's residential school system. It also highlights the City' commitment to improve competencies and work effectively with First Nations and urban Indigenous communities, with the goal of moving towards reconciliation and healing. To that end, it firmly states that the urban Indigenous community should be involved at every stage of the housing design, delivery, development, and evaluation process in order to ensure that each step is respectful and aware of the diverse needs of the urban Indigenous community. It contains strategies

followed by key actions to be implemented in alignment with the City of Reconciliation Framework. This can potentially be an entry point for decolonization, in particular by enhancing the City's understandings and relationships with the First Nations and urban Indigenous communities in a more respectful and culturally appropriate manner.

### *Resilient Vancouver Strategy (2019)*

The “Resilient Vancouver Strategy” is a remarkable planning document aimed at enhancing the capacity of neighbourhoods, the government and buildings and infrastructure to serve diverse communities today, to reduce chronic stresses, and to withstand and recover from inevitable shocks. It effectively integrates an Equity lens throughout into its narrative, highlighting the social and economic stresses that create conditions of exclusions for Indigenous and Black communities and other people of colour. Here, it recognizes gender inequity, racism, and poverty, among other issues, all of which directly impacts these communities, while emphasizing the importance of lived experience through an intersectional lens. Reconciliation, Equity and Intersectionality, Sustainability, Recovery, and Reciprocity are the guiding principles to the critical long-term resilience of Vancouver. It is important to note that the Equity and Intersectionality principle recognizes that “[s]ystems of oppression like colonization, racism, sexism and classism are stresses that impact people on a daily basis, and these power systems are amplified in the context of shocks. Truly advancing resilience means elevating and supporting people [...] **that have been systematically excluded** from power structures for generations [emphasis added].”

### *Forthcoming: Creative City Strategy (2019)*

The City of Vancouver is currently developing a “Creative City Strategy” towards a comprehensive plan and vision for culture and creativity in Vancouver. This Strategic framework contains priorities and actions in the area of arts, culture, and creative communities that emerged from public engagement with diverse arts and culture communities, including the following high-level directions:

- Reconciliation and decolonization
- Equity, inclusion and access
- Investment and visibility
- Capacity and collaboration

The “Creative City Strategy” will help to reach the “City of Reconciliation Framework’s” goals by building a culture of reconciliation with First Nations and urban Indigenous communities, and by working to ensure that equity, access, and inclusion are at the heart of this strategy. This will have significant implications for equity, and poverty reduction in the City of Vancouver’s work and decisions, working towards reconciliation and healing through the provision of culturally appropriate and respectful services that respond to the specific and distinct needs of Indigenous residents. Furthermore, explicitly recognizing decolonization as a high-level direction enables the City to officially begin and firmly prioritize this work in a meaningful, transformative and substantive manner to positively impact the lives of Indigenous peoples in Vancouver.



### 3. Best Practices and Comparative Analysis on racial and gender equity, intersectionality and decolonizing methodologies and frameworks from local governments across North America and Oceania

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*What promising work are local governments doing to integrate racial and gender equity, intersectionality and decolonizing methodologies and frameworks in plans, strategies, policies and community engagement processes across North America and Oceania?*

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#### Overview

Many local and provincial governments across North America and Oceania have done promising work to integrate Racial Equity, Gender Equity, Poverty Reduction, and Intersectionality into their plans, strategies, policies, and community engagement processes, including initiatives and actions oriented towards Indigenous Peoples. This work has mainly focused on two major levels: planning documents and implementation processes.

This comparative analysis is centered on the first level that consists of document analyses such as plans, strategies, policies, frameworks, and initiatives. The aim is to identify the remarkable work that municipalities are currently doing to integrate racial and gender equity, intersectionality and decolonizing methodologies and frameworks into its planning processes. The underlying motivation behind reviewing local planning documents is to examine the differences in addressing the above-stated methodologies, approaches and frameworks, and to summarize the best practices within a local context.

#### Key criteria for the analysis

The examination of best practices developed by local governments across North America and Oceania follows a wide-range of key criteria focused on racial and gender equity, intersectionality and decolonization by using an equity-based approach. These guiding principles will serve as a basis for identifying the differences in addressing equity across municipalities/governments in plans, strategies, policies, frameworks, and initiatives. This comparative analysis has significant implications for the final section in the process of shaping the goals, aligned components and directions of the High-level Approach to embed Equity in *City Plan*.

To that end, the key criteria for the comparative analysis and relevant lessons compounded by the following points and questions is presented on the next page<sup>45</sup>:

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<sup>45</sup> Several key points and questions have elaborated following the guide titled "Racial Equity: Getting to Results" (Local and Regional Government Alliance on Race & Equity, 2017), [https://www.racialequityalliance.org/wp-content/uploads/2017/09/GARE\\_GettingtoEquity\\_July2017\\_PUBLISH.pdf](https://www.racialequityalliance.org/wp-content/uploads/2017/09/GARE_GettingtoEquity_July2017_PUBLISH.pdf)

| KEY POINTS  | QUESTIONS   |
|---|---|
| 1. Intersectional lens  | Are local governments applying an intersectional lens to plans, strategies, policies and frameworks?<br>Do plans/strategies/frameworks follow the four components of an intersectional-type work presented in the first section of this report? Do they intend to address multiple forms of discrimination and inequities?                                    |
| 2. Equity:<br>Racial Equity & Gender Equity   | How are local governments integrating equity in plans, strategies, policies and frameworks?<br>Are local governments applying an anti-racist approach (e.g. anti-Black racism) in their planning?<br>How are local governments addressing racial and gender equity, including racial and gender-based violence in plans, strategies, policies and frameworks? |
| 3. Decolonization & Reconciliation  | Are local governments integrating decolonization or reconciliation into plans, strategies, policies and community engagement process? How is decolonizing and redress understood? Do they have initiatives or actions oriented towards Indigenous Peoples?  |
| 4. Systemic inequities (rooted in unjust and oppressive systems e.g. colonization, racism, ableism, heterosexism, patriarchy, etc.) | Are local governments addressing systemic/structural/historical inequities? Are unjust and oppressive systems addressed in local planning? How is this work done?   |
| 5. Frameworks / Plan structure  | What are the key areas, initiatives, themes, values, principles of focus when developing a framework? What equity priorities does each plan contain?  |
| 6. Key opportunities for equity and justice promotion   | What are the key opportunities for equity and justice promotion from other municipalities to advance less colonial and more equitable, engaged and racially just workplace culture? How is equity and justice addressed in the City to have a more racially, equitable and inclusive workforce?   |
| 7. Data collection  | How is data being identified, collected, used and analyzed? Do local governments use disaggregated data by race, ethnicity, gender, sexuality, among others? Is the data shared and owned by community leaders and the staff responsible?   |
| 8. Key terms in addressing Equity   | What is the key terminology in addressing Equity?   |

## Best Practices and Comparative Analysis

To understand the remarkable work that local governments across North America and Oceania have accomplished to integrate Racial Equity, Gender Equity, Poverty Reduction, and Intersectionality into their plans, strategies, policies, and community engagement processes, including initiatives and actions oriented towards Indigenous Peoples, the following pages provide a “Summary of Best Practices” and a “Comparative Analysis of City Plans” (see Box 3).

# Summary of Best Practices

## a) City Plans

United States

### 1. Minneapolis 2040 – The City Comprehensive Plan

December 2018

*Done right, growth can help our city become a healthy, sustainable, and thriving place for all*

*Minneapolis is growing, and will continue to grow. Done right, this new growth can help our city become a healthy, sustainable, and thriving place for everyone. Minneapolis 2040 is a Comprehensive Plan that shapes how the city will grow and change. The plan covers topics such as housing, job access, the design of new buildings, and how we use our streets.*

#### Overall review

*Minneapolis 2040* is a comprehensive plan with a racial equity-centered focus that covers multiple topical sections to address structural racial disparities across the city and promote more equitable practice within local government. It effectively articulates with data and graphics how people of color and indigenous people are disproportionately affected by disparities in nearly every measurable social aspect, including economic, housing, education, safety, and health outcomes. By prioritizing the elimination of disparities, these goals and their respective policies have the potential to positively impact the lives of Indigenous Peoples, Black, Hispanic/Latinx and ‘multi-racial’ communities in diverse ways. While intersectionality is not explicitly mentioned, the Plan intends to address the complexity of the lived realities of individuals who experience discrimination on multiple and intersecting grounds along the lines of race, color, gender, ethnicity, Indigeneity, sexuality, class, and disability. Compared to other American cities, the city leads in having the widest disparity in unemployment between Black and white residents. Furthermore, the City seeks to eliminate exclusionary zoning for single-family housing by working to improve equity in the neighborhood organization system.



#### Goals

*The Minneapolis 2040 goals are intended to state the plan's intent as clearly as possible, so that we as a city know what we are working to accomplish through the policies of the Comprehensive Plan.*

The Fourteen Goals are explicitly tied to policies, and visuals effectively communicate concepts and ideas, specifically around land use. Data is effectively disaggregated and analyzed by race and ethnicity, highlighting disparities in multiple measurable social aspects among “Black/African American, American Indian/Alaska Native, White Non-Hispanic, Asian and Hispanic/Latino residents”.

#### Goal 1: Eliminate disparities.

*In 2040, Minneapolis will see all communities fully thrive regardless of race, ethnicity, gender, country of origin, religion, or zip code having eliminated deep-rooted disparities in wealth, opportunity, housing, safety, and health.*

In speaking about home ownership, it firmly states that “these disparities are rooted in overt and institutionalized racism that has shaped the opportunities available to multiple generations of Minneapolis residents”. Furthermore, it recognizes racially discriminatory housing legacies in policy and practices that continue to affect African-Americans and other minorities differently. In particular, it points out that these policies and regulations left a lasting effect on the physical characteristics of the city and continue to impact the financial well-being of residents. Moreover, the zoning map in many areas remains largely unchanged from the era of racial segregation. As stated, *inequities related to opportunities, conditions, policies and practices don't simply impact individuals in isolation. Instead, entire generations are impacted by these inequities – especially those rooted in race, place, and income – in healthy development and lifestyle.*

#### Demographics:

|                                     |         |
|-------------------------------------|---------|
| WHITE:                              | 244,086 |
| BLACK & AFRICAN AMERICAN:           | 71,098  |
| HISPANIC & LATINX:                  | 40,073  |
| ASIAN:                              | 21,553  |
| NATIVE AMERICAN & ALASKA NATIVE:    | 7,601   |
| NATIVE HAWAIIAN & PACIFIC ISLANDER: | 179     |
| OTHER RACIALIZED GROUPS:            | 16,687  |
| TOTAL POPULATION:                   | 382,578 |

*To achieve the goal of eliminating disparities, the City of Minneapolis will work to undo the legacy that remains from racially discriminatory housing policies by increasing access to opportunity through a greater diversity of housing types, especially in areas that lack housing options as a result of discriminatory housing policy.*

|  |   |
|--|---|
| <p><u>Policies related to Goal 1: 39 policies</u></p> <p>Policy 49: “Educational and Economic Access”<br/>         Policy 50: “Access to Technology”<br/>         Policy 51: “Healthy Pre-K Development”<br/>         Policy 52: “Human Capital and a Trained Workforce”<br/>         Policy 55: “Business Innovation and Expansion”<br/>         Policy 56: “Supporting Small Businesses”<br/>         Policy 2: “Access to Employment”<br/>         Policy 3: “Production and Processing”<br/>         Policy 58: “Business Districts and Corridors”<br/>         Policy 30: “Emphasize the Value of Minneapolis’ Arts and Culture”<br/>         Policy 31: “Artists and Creative Workers”<br/>         Policy 1: “Access to Housing”<br/>         Policy 33: “Affordable Housing Production and Preservation”<br/>         Policy 37: “Mixed Income Housing”<br/>         Policy 38: “Affordable Housing near Transit and Job<br/>         Policy 39: “Fair Housing”<br/>         Policy 40: “Homelessness”<br/>         Policy 41: “Tenant Protections”<br/>         Policy 42: “Expand Homeownership”</p> | <p>Policy 43: “Housing Displacement”<br/>         Policy 44: “Comprehensive Investments”<br/>         Policy 23: “Coordinated Development Strategy”<br/>         Policy 45: “Leverage Housing Programs to Benefit Community”<br/>         Policy 46: “Healthy Housing”<br/>         Policy 15: “Transportation and Equity”<br/>         Policy 16: “Environmental Impacts of Transportation”<br/>         Policy 61: “Environmental Justice and Green Zones”<br/>         Policy 66: “Air Quality”<br/>         Policy 62: “Contaminated Sites”<br/>         Policy 81: “Social Connectedness”<br/>         Policy 85: “Access to Health, Social and Emergency Service”<br/>         Policy 63: “Food Access”<br/>         Policy 86: “Healthy Food in Institutions”<br/>         Policy 78: “Park Design and Programming”<br/>         Policy 34: “Cultural Districts”<br/>         Policy 48: “Freeway Remediation”<br/>         Policy 87: “Northside”<br/>         Policy 98: “Innovation Districts”<br/>         Policy 100: “Place-based Neighborhood Engagement”</p> |
| <p><b>List of 14 goals:</b></p> <p>Goal 1: Eliminate disparities<br/>         Goal 2: More residents and jobs<br/>         Goal 3: Affordable and Accessible Housing<br/>         Goal 4: Living-Wage Jobs<br/>         Goal 5: Healthy, Safe, and Connected People<br/>         Goal 6: High-Quality Physical Environment<br/>         Goal 7: History and Culture</p>  | <p>Goal 8: Creative, Cultural, and Natural Amenities<br/>         Goal 9: Complete Neighborhoods<br/>         Goal 10: Climate Change Resilience<br/>         Goal 11: Clean Environment<br/>         Goal 12: Healthy, Sustainable, and Diverse Economy<br/>         Goal 13: Proactive, Accessible, and Sustainable Government<br/>         Goal 14: Equitable Civic Participation System</p>   |
| <p><b>Topics</b></p> <p><i>Each topic contains policies that relate to the built, natural, and economic environment of the city.</i></p> <ul style="list-style-type: none"> <li>● Land Use &amp; Built Form</li> <li>● Transportation</li> <li>● Housing</li> <li>● Economic Competitiveness</li> </ul>  | <ul style="list-style-type: none"> <li>● Environmental Systems</li> <li>● Public Health</li> <li>● Heritage Preservation</li> <li>● Arts and Culture</li> <li>● Parks and Open Space</li> <li>● Public Services and Facilities</li> <li>● Technology and Innovation</li> </ul>  |
| <p><b>Key terms in addressing Equity</b></p> <p>American Indians<br/>         Indigenous residents/peoples<br/>         Hispanic or Latino<br/>         Asian<br/>         Black or African American</p>   | <p>People of color<br/>         White Non-Hispanic<br/>         Two or more races<br/>         Institutional/environmental/systematic racism<br/>         Systemic inequities<br/>         LGBTQ+</p>   |
| <p>Sources: <a href="https://minneapolis2040.com/">https://minneapolis2040.com/</a><br/> <a href="https://www.racialequityalliance.org/jurisdictions/minneapolis/">https://www.racialequityalliance.org/jurisdictions/minneapolis/</a><br/> <a href="https://www.racialequityalliance.org/2019/03/12/raising-the-equity-bar-for-minneapolis-neighborhoods/">https://www.racialequityalliance.org/2019/03/12/raising-the-equity-bar-for-minneapolis-neighborhoods/</a></p>  |   |

## 2. The Portland Plan

Prosperous. Educated. Healthy. Equitable.

*The Portland Plan builds on the successes of that plan and blazes a path for the next 25 years for a prosperous, educated, healthy and equitable city.*

### Overall review

*The Portland Plan is strategic and practical with measurable objectives. With an eye toward the year 2035, the Portland Plan sets short- and long range goals for the city. It focuses on a core set of priorities: Prosperity, Education, Health and Equity. As a strategic plan, it focuses on developing shared priorities and acting in coordination to derive more from existing resources. Equity is the foundation of the Portland Plan and is the central focus of all strategies comprising the plan. As Portland is becoming a more racially, ethnically and age diverse city with more newcomers, it firmly recognizes that equity must be at the core of plans for the future.*



The major strength lies in how the plan is organized around an equity framework with three integrated strategies and measurable objectives of success alongside partnerships to drive change. In particular, there is a strong focus throughout the plan on racial equity, disability equity, age –youth and seniors– and economic backgrounds. However, the plan lacks an intersectional analysis to examine and address systems of oppression that disproportionately affects certain individuals who experience multiple forms of inequities and discrimination on the basis of gender and sexuality, among others. Data is disaggregated by race and ethnicity, emphasizing disparities in a few measurable aspects.

### Framework for Equity

*Guiding principles: Prosperity, Resilience, Prevention and Leadership.*

The framework consists of longer-term policies and short-term actions for advancing equity, including information on what to do: close disparity gaps and focus on equitable outcomes; how to do it: improve participation, build partnerships and initiative targeted social justice initiatives; and how to be accountable. The narrative of the framework includes “We will” statements that set the ground rules for the city and its partners and outline the ends to achieve and the means used to get there. There are also specific actions that the city and its partners will need to take in the next five years to move intentionally toward being a more equitable and just city.

#### Demographics:

WHITE: 444,216  
 BLACK & AFRICAN AMERICAN: 36,695  
 ASIAN: 41,692  
 HISPANIC & LATINX: 54,840  
 NATIVE AMERICAN & ALASKA NATIVE: 5,991  
 NATIVE HAWAIIAN & PACIFIC ISLANDER:  
 3,109  
 OTHER RACIALIZED GROUPS: 27,280  
 TOTAL POPULATION: 583,776

|  |  |
|--|--|
| <p><b>Element 1: Close the Gaps</b><br/>5-YEAR ACTION PLAN</p> <ol style="list-style-type: none"> <li>1. Enforce Title VI (implement the City of Portland Civil Rights Title VI Program Plan to remove barriers)</li> <li>2. Track the information needed to understand disparities</li> <li>3. Evaluate equity impacts</li> <li>4. Improve evaluation methods.</li> <li>5. Mitigate for disparities.</li> </ol> <p><b>Element 2: Engage the Community</b><br/>5-YEAR ACTION PLAN</p> <ol style="list-style-type: none"> <li>6. Improve involvement.</li> <li>7. Leadership training.</li> <li>8. Language and cultural interpretation.</li> </ol> <p><b>Element 3: Build Partnerships</b><br/>5-YEAR ACTION PLAN</p> <ol style="list-style-type: none"> <li>9. Share best practices.</li> <li>10. Collaboration.</li> </ol> | <p><b>Element 4: Launch a Racial/Ethnic Justice Initiative</b><br/>5-YEAR ACTION PLAN</p> <ol style="list-style-type: none"> <li>11. Training.</li> <li>12. Community dialogue.</li> <li>13. Diverse advisory boards.</li> </ol> <p><b>Element 5: Increase focus on Disability Equity</b><br/>5-YEAR ACTION PLAN</p> <ol style="list-style-type: none"> <li>14. Implement Disabilities Transition Plan.</li> <li>15. Collect data on disability-related disparities.</li> </ol> <p><b>Element 6: Increase Internal Accountability</b><br/>5-YEAR ACTION PLAN</p> <ol style="list-style-type: none"> <li>16. Civil Rights Act compliance.</li> <li>17. Americans with Disabilities Act compliance reporting.</li> <li>18. Bureau equity plans.</li> <li>19. Contracting and bureau equity.</li> <li>20. Community resource access.</li> </ol> |
|--|--|

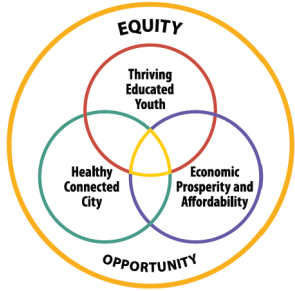
**Integrated Strategies**  
*The Portland Plan has three integrated strategies that provide a foundation for alignment, collective action and shared success. Equity is addressed in each integrated strategy.*

- Thriving educated youth
- Economic prosperity and affordability
- Healthy connected city

**Implementation**  
*The Portland Plan brings some of Portland’s most influential plans and projects together under a shared title and action plan. All Portland Plan actions will be implemented using the Framework for Equity elements as a guide.*

**Measures of Success**  
 The Portland Plan identifies 12 citywide measures such as equity and inclusion.  
 Equity and Inclusion – Two measures: income distribution and diversity index (race/ethnicity).  
**Office of Equity and Human Rights (OEHR):** it oversees both racial equity and disability inclusion work for the city, modeled after Seattle’s Race and Social Justice Initiative. The OEHR was formed in 2012.

**Additional: Equity in the Workforce**  
*Portland has incorporated the use of data and metrics into their “equity roadmap,” bureau equity plans, and the workforce dashboard now on the city website, where demographic data about the racial makeup of each bureau and their contractors can be viewed, sorted both by overall employees and by management level staff and updated monthly. Twenty-seven percent of Portlanders are people of color, and 24% of city employees are people of color, which is not highly disproportionate, but management and upper level leadership have greater disparities.*



|   |  |
|---|--|
| <p><b>Key terms in addressing Equity</b><br/>         Institutionalized racism<br/>         People of color<br/>         White population</p> | <p>Native Americans<br/>         Native Alaskans<br/>         People with disabilities</p> |
|---|--|

Sources: <https://www.portlandoregon.gov/oehr/78213>  
<https://www.racialequityalliance.org/jurisdictions/portland-oregon/>  
<https://www.portlandoregon.gov/oehr/article/537589>

### 3. OneNYC / New York

#### *The Plan for a Strong and Just City*

*This plan is our roadmap that will preserve and enhance New York City's role as a leading global city. As with past iterations of this report, we focus on economic growth, sustainability, and resiliency. But we also seek to address issues of equity for our residents—because we must serve all New Yorkers.*

#### **Overall review**

OneNYC is a strategic plan with a vision for New York City's fifth century around principles of growth, equity, sustainability, and resiliency. As an explicit guiding principle, equity is intended to be the lens through which NYC view all planning, policymaking, and governing. Accordingly, equity means ensuring that every New Yorker has equal access to opportunities to reach their full potential and to succeed. Thus, equity covers specific issues with measurable initiatives to, for example, address poverty, support education and job growth, reduce premature mortality, ensure access to physical and mental healthcare services and hazards in homes, and expand services for victims of domestic violence. Data is not disaggregated and analyzed by race and ethnicity when analyzing economic disparities across the city, but some measurable social aspects do (e.g. poverty rates). Overall, the plan has a strong emphasis on social and economic equity, responding to the high rates of poverty and growing income inequality, but lacks a racial and gender equity analysis of deep-rooted and present-day inequities along with an intersectional lens.



#### **Guiding principles: Growth, Equity, Sustainability, and Resiliency.**

##### Our Growing, Thriving City

*New York City will continue to be the world's most dynamic urban economy where families, businesses, and neighborhoods thrive.*

##### Our Just and Equitable City

*New York City will have an inclusive, equitable economy that offers well-paying jobs and opportunity for all to live with dignity and security.*

##### Our Sustainable City

*New York City will be the most sustainable big city in the world and a global leader in the fight against climate change.*

##### Our Resilient City

*Our neighborhoods, economy, and public services are ready to withstand and emerge stronger from the impacts of climate change and other 21<sup>st</sup> century threats.*

#### **One NYC: New Approaches:**

##### A Focus on Inequality

*With the poverty rate remaining high and income inequality continuing to grow, equity has come to the forefront as a guiding principle. In this plan, we envision a city that is growing, sustainable, resilient, and equitable—a place where everyone has a fair shot at success. The explicit addition of equity is critical, because a widening opportunity gap threatens the city's future.*

##### A Regional Perspective

*To make the changes we need, OneNYC recognizes that we need to reach out to our neighbors so that our whole region may thrive. The strength of the city is essential for the strength of the region, and strong communities around the city make it more competitive nationally and globally.*

##### Leading the Change We Need

*While City government will take the lead in every single aspect of OneNYC, this plan also calls for action from other levels of the public and even private sector. That means calling for some actions that are not entirely within the control of the City government, but they are all steps that are credible and necessary. OneNYC is a citywide effort.*

**Demographics:**  
 WHITE: 33%  
 HISPANIC & LATINX: 29%  
 BLACK & AFRICAN AMERICAN: 23%  
 ASIAN: 14%  
 OTHER: 1%

Accompanied by the New Approaches are four different visions that provide greater detail goals, initiatives, targets, and indicators. Each vision is based on the direction set by the guiding principles: Growth, Equity, Sustainability, and Resiliency.



Fairness and equal access to assets, services, resources, and opportunities so that all New Yorkers can reach their full potential

**Vision 1:** *New York City will continue to be the world’s most dynamic urban economy, where families, businesses, and neighborhoods thrive.*

- Industry Expansion & Cultivation
- Workforce Development
- Housing
- Thriving Neighborhoods
- Culture
- Transportation
- Infrastructure Planning
- Broadband

**Vision 2:** *New York City will have an inclusive, equitable economy that offers well-paying jobs and opportunity for all New Yorkers to live with dignity and security.*

- Early Childhood
- Integrated Government & Social Services
- Healthy Neighborhoods, Active Living
- Healthcare Access
- Criminal Justice Reform
- Vision Zero

**Vision 3:** *New York City will be the most sustainable big city in the world and a global leader in the fight against climate change.*

- 80x50
- Zero Waste
- Air Quality
- Brownfields
- Water Management
- Parks & Natural Resources

**Vision 4:** *Our neighborhoods, economy, and public services will be ready to withstand and emerge stronger from the impacts of climate change and other 21st century threats.*

- Neighborhoods
- Buildings
- Infrastructure
- Coastal Defense

**Racial Diversity (workforce):** *The New York City government has built a diverse and inclusive workforce.*

Initiative 1: Improve the way New York City recruits a diverse workforce.

Initiative 2: Improve the way New York City retains a diverse workforce.

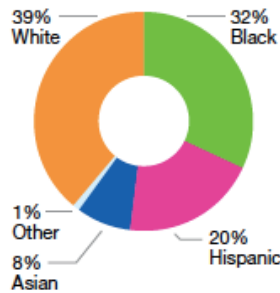
*Unless the City provides workplaces that embrace diversity and provide equitable opportunities for all City workers to grow and succeed, we will struggle to both recruit and maintain that diversity.*

Initiative 3: Improve the way New York City develops a diverse workforce.

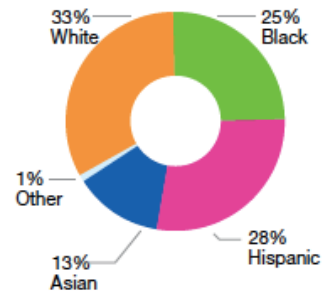
*To further expand our diversity, we will focus on recruiting and including populations that historically have not been measured in our multicultural and multi-generational workforce. These populations include disabled, veterans, and LGBT residents.*

**Racial Diversity**

**NYC Government**



**NYC Population**



2013 Workforce Profile Report, ACS

**Key terms in addressing Equity**

- People of color
- African-American
- Latino/ Hispanic
- Black Non-Hispanic

- White Non-Hispanic
- Puerto Rican
- Asian
- Pacific Islander
- LGBTQ

Sources: <https://onenyc.cityofnewyork.us/>  
<https://www.racialequityalliance.org/jurisdictions/city-new-york-new-york/>



4. Seattle 2035

*Managing Growth to Become an Equitable and Sustainable City 2015–2035*

*Seattle is a growing city. We use this Comprehensive Plan to manage growth in a way that benefits all of the city’s residents (including many diverse neighborhoods) and preserves the surrounding natural environment.*

**Overall review**

Seattle 2035 is a comprehensive plan with a strong focus on racial and social equity aimed at giving all Seattle residents better access to job, education, affordable housing, parks, community centers, and healthy food, all of which are not distributed equitably across the city. The Plan presents goals followed by policies related to those goals and, in some cases, it includes a discussion about the goals and policies. Over the past two decades, the City has shown efforts aimed at implementing a race and social justice initiative, *a citywide effort to make racial equity a reality*. This version of the Comprehensive Plan is focused on strengthening the commitment towards achieving race and social equity. In addition, goals and policies are intended to inform the actions to promote justice and racial equity within the city.



The plan also highlights other facts that are strongly linked to the income or racial characteristics of people in Seattle by addressing various aspects of growth through policies that renew the emphasis on race and social equity. Some graphics are disaggregated and analyzed by race and ethnicity (e.g. Households who are severely housing-cost burdened). Finally, *this Plan envisions a city where growth builds stronger communities, heightens our stewardship of the environment, leads to enhanced economic opportunity and security for all residents, and is accompanied by greater race and social equity across Seattle’s communities.*

**Seattle’s Core Values**

The following are the core values for the Comprehensive Plan:

Race and Social Equity: *Working toward equity will help produce stronger and more resilient economic growth—growth that benefits everyone.*

This core value emerged from the need to address disparities experienced by people of color (given the potential future displacement impacts on racialized populations), which was observed by the Growth and Equity Analysis. In 2016, the City published a report titled Growth and Equity.

Other core values: Environmental Stewardship, Community, and Economic Opportunity and Security.

**Citywide Planning:** *Each element of this Plan generally presents goals followed by policies related to those goals and may also include a discussion about the goals and policies.* Some of the highlights of equity throughout the Plan are summarized below:

1. Growth Strategy

*The City wants these areas [e.g. low density] to benefit from growth and investment, but we also need to pay attention to how growth can increase the risk of displacing marginalized populations and small businesses.*

2. Land Use

*Accommodate the full range of public services, institutions, and amenities needed to support a racially and economically diverse, sustainable urban community.*

3. Transportation

*Providing more transit options for these communities is one way the City can use its transportation planning to improve race and social equity in the city. Race and social equity should be a key factor in selecting transportation investments.*

4. Housing

*One way the City works to address racial and social equity is by creating and preserving affordable housing, particularly for lower-income households. City develops, evaluates, and implements land use and housing policies and programs, it engages*

**Demographics:**

WHITE: 422,870  
 BLACK & AFRICAN AMERICAN: 48,316  
 ASIAN: 84,215  
 HISPANIC & LATINX: 40,329  
 NATIVE AMERICAN & ALASKA NATIVE: 4,809  
 NATIVE HAWAIIAN & PACIFIC ISLANDER: 2,351

historically underrepresented communities in the process. By collaborating with the larger community on these projects, the City aims to help reverse known trends of social and racial inequity.

5. Capital Facilities

Community centers are designed to provide gathering spaces and recreational opportunities that are both culturally inclusive and affordable regardless of income.

6. Utilities

Future investments will need to help the City address race and social equity. Seattle must ensure that the burdens and benefits of high-quality utilities infrastructure are distributed equitably throughout the city.

7. Economic Development

The Equitable Development Implementation Plan is one of the tools that the City is using to implement the policies in this section.

8. Environment

Seattle is committed to understanding how its decisions impact different individuals and communities. To fulfill its vision for race and social equity, the City must ensure that environmental benefits are equitably distributed and burdens are minimized and equitably shared. Significant among Seattle’s efforts to implement environmental policies is the Equity and Environment Initiative, a partnership of the City, the community, several City departments, and private foundations to deepen Seattle’s commitment to race and social justice in environmental work.

9. Parks and Open Space

Provide welcoming, accessible, and affordable recreation and social programs for LGBTQ youth and adults.

10. Arts and Culture

Arts and culture play an important social role by nurturing a welcoming and diverse urban community. Arts and culture can expand perspectives and encourage empathy toward people with different experiences. They help cultivate a greater appreciation and understanding of diverse cultures across Seattle.

11. Community Well-Being

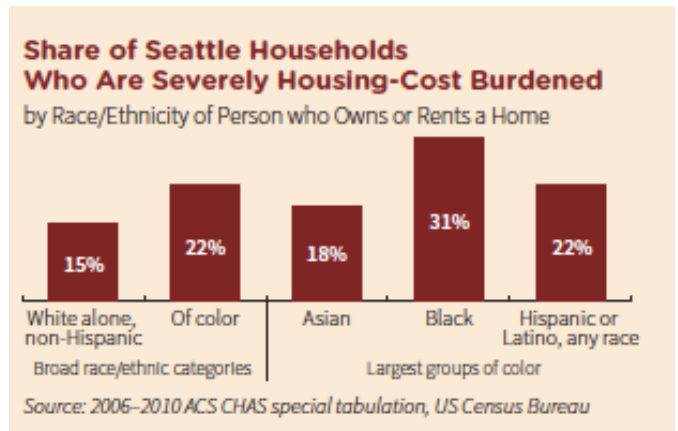
A Multicultural City: Seattle envisions a city where racial inequities have been eliminated and racial equity achieved. The City’s Race and Social Justice Initiative aims to end institutional racism in City government, eliminate race-based disparities, and promote multiculturalism and full community involvement by all residents. More than 20 percent of the city’s homeless and unstably housed youth and young adults identified as LGBTQ (lesbian, gay, bisexual, transgender, or queer).

12. Community Involvement

Equity is essential to any community involvement process to improve relationships and outcomes. The City is committed to conducting inclusive and equitable community involvement that effectively reaches a broad range of community members, particularly those affected by the City’s decisions.

13. Container Port

14. Shoreline Areas



|   |   |  |
|---|---|--|
| <b>Key terms in addressing Equity</b><br>Communities & people of color<br>Black or African-American<br>White alone, not Hispanic<br>LGTBQ | Asian alone, not Hispanic<br>Native American<br>Pacific Islander<br>Multiple race | People with disabilities<br>Underrepresented communities<br>Marginalized populations |
|---|---|--|

Sources: <https://www.racialequityalliance.org/jurisdictions/seattle-washington/>  
<https://www.seattle.gov/opcd/ongoing-initiatives/comprehensive-plan>

## 5. Auckland Plan 2050

Prosperous. Educated. Healthy. Equitable.

*The Auckland Plan 2050 is a streamlined spatial plan with a simple structure and clear links between outcomes, directions and measures. It shows how Auckland is expected to grow and change during the next 30 years.*

### Overall review

The Auckland Plan 2050 is a long-term spatial plan to ensure Auckland grows and develops to respond to the key challenges faced today: high population growth, sharing prosperity with all Aucklanders, and reducing environmental degradation. While there is no explicit mention of colonization, decolonization or reconciliation, there is a strong emphasis on indigenous peoples throughout the Plan, particularly by acknowledging the special place of Māori as *the tangata whenua of Aotearoa New Zealand and Te Tiriti o Waitangi/the Treaty of Waitangi*, as the foundation of intercultural Auckland: “Giving life to te Tiriti o Waitangi in the Auckland Plan contributes to a more equitable future for Aucklanders and generations to come.” Additionally, it firmly states that the history and culture of mana whenua helped shape and define today’s Auckland, and this is an important part of what it means to belong. In this sense, the Plan integrates Indigenous terminology and words in its narrative, particularly from Māori language, in order to refer to multiple aspects and diverse topics. Auckland is ethnically and culturally diverse, while it is home to people from over 120 different ethnicities. Growing socio-economic inequity is highlighted in ensuring that people can achieve their potential. Here, adopting an ‘equitable’ approach means prioritizing the ‘most vulnerable groups and communities’ to achieve more equal outcomes.



The plan aims to set high-level directions for Auckland. The Development Strategy identifies the following six outcomes that will deliver a better Auckland: Belonging and Participation, Māori Identity and Wellbeing, Homes and Places, Transport and Access, Environment and Cultural Heritage, and Opportunity and Prosperity. It also describes how and where growth can occur over the next 30 years to achieve those outcomes. This includes 20 Directions and 37 Focus Areas.

### Guiding Principles:

#### 1. Belonging and Participation

*All Aucklanders will be part of and contribute to society, access opportunities, and have the chance to develop to their full potential.*

#### 2. Māori Identity and Well-being

*A thriving Māori identity is Auckland’s point of difference in the world – it advances prosperity for Māori and benefits all Aucklanders.*

#### 3. Home and Places

*Aucklanders live in secure, healthy, and affordable homes, and have access to a range of inclusive public places.*

#### 4. Transport and Access

*Aucklanders will be able to get where they want to go more easily, safely and sustainably.*

#### 5. Environment and Cultural Heritage

*Aucklanders preserve, protect and care for the natural environment as our shared cultural heritage, for its intrinsic value and for the benefit of present and future generations*

#### 6. Opportunity and Prosperity

*Auckland is prosperous with many opportunities and delivers a better standard of living for everyone.*

### Demographics (approx.):

European: 52.3%  
 Asian: 23%  
 Pacific people: 15%  
 Māori: 12%  
 Middle Eastern/Latin  
 American/African: 1.9%  
 Other: 1.1%

**Māori design mātauranga Māori can be placed at the centre of planning, design and development.**

Below are some important highlights related to Indigenous peoples and Equity in the Auckland Plan 2050:

1. Belonging and Participation

- Focus Area 4: Value and provide for te Tiriti o Waitangi/ the Treaty of Waitangi as the bicultural foundation for an intercultural Auckland.

*It recognizes that Māori, as tangata whenua, belong in Aotearoa. Te Tiriti recognizes both the rights of Māori as indigenous people and the rights of all who have subsequently settled [in New Zealand]. Auckland is diverse and multicultural with different cultural or ethnic groups. It embraces the place of whānau, hapū and iwi, as the indigenous people. Auckland’s Māori identity and vibrant Māori culture are important in creating a sense of belonging, cohesion and identity for everyone who calls Auckland home.*

2. Māori Identity and Well-being

*Māori continue to be important to Auckland’s success, and successful outcomes can be achieved when we create opportunities for: Māori self-determination and expression.*

*Focus Area 1: Meet the needs and support the aspirations of tamariki and their whanau.*

*Focus Area 2: Invest in marae to be self-sustaining and prosperous.*

*Focus Area 3: Strengthen rangatahi leadership, education and employment outcomes.*

*Focus Area 4: Grow Māori intergenerational wealth*

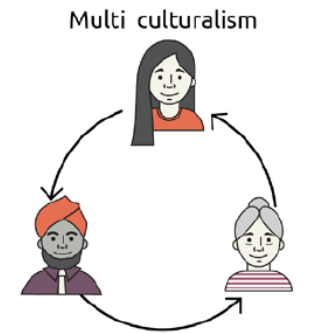
*Focus Area 5: Advance mana whenua rangatiratanga in leadership and decision-making and provide for customary rights.*

*Focus Area 6: Celebrate Māori culture and support te reo Māori to flourish.*

*Focus Area 7: Reflect mana whenua mātauranga and Māori design principles throughout Auckland.*

The following are other key points at issue:

- Addressing racism and discrimination involves raising awareness. It is the responsibility of all Aucklanders to challenge prejudice and intolerance through our everyday actions.
- Intercultural cities recognize the value of cultural diversity and the benefits of cross-cultural interaction. This goes beyond tolerance and co-existence and focuses on more active approaches that build cross-cultural dialogue and cooperation to create greater wellbeing and prosperity for all.
- Since 1840, Māori identity and culture has been minimized in the Auckland landscape.
- It recognizes how the loss of traditional land, undermining of Māori culture and impacts of economic reforms have contributed to a lack of individual and whānau assets handed down to the next generation.
- Reciprocal partnership, collaboration and decision-making opportunities with mana whenua, public, private and community partners are essential.
- Holistic approach that creates places and spaces that are welcoming to all, from tamariki and young whānau to kaumatua.



The values of the Auckland Plan 2050 help the City to understand what is important in the future:

- Atawhai | Kindness, generosity
- Kotahi | Strength in diversity
- Auaha | Creativity, innovation
- Pono | Integrity
- Taonga tuku iho | Future generations

Independent Māori Statutory Board

*The Independent Māori Statutory Board has adopted the Māori Plan for [Auckland]. This 30-year plan sets out Māori aspirations and outcomes, and it gives direction to the board to prioritise its Schedule of Issues of Significance and actions for Māori. It also enables Auckland Council to address actions for Māori outcomes and act in accordance with te Tiriti o Waitangi/the Treaty of Waitangi.*

Tūpuna Maunga o Tāmaki Makaurau Authority

*The Tūpuna Maunga [or Auckland] Authority was established in 2014 to co-govern 14 tūpuna maunga. The establishment of this statutory authority was an historic achievement. It reflected the role of mana whenua in Auckland and signalled a transformation in the way that mana whenua and Auckland Council partner in decision-making.*

|   |   |
|---|---|
| <b>Key terms in addressing Equity</b>   | Indigenous biodiversity<br>People with disabilities<br>Structural ageing<br>Vulnerable groups |
| Self-determination<br>Interculturalism<br>Indigenous peoples<br>Holistic approach   |   |
| Sources: <a href="http://worldpopulationreview.com/world-cities/auckland-population/">http://worldpopulationreview.com/world-cities/auckland-population/</a><br><a href="https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/Pages/auckland-plan.aspx">https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/Pages/auckland-plan.aspx</a> |   |

## b) City-wide strategies, frameworks and initiatives

United States

April 2019

### 1. OneNYC 2050 / New York

*Building a Strong and Fair City*

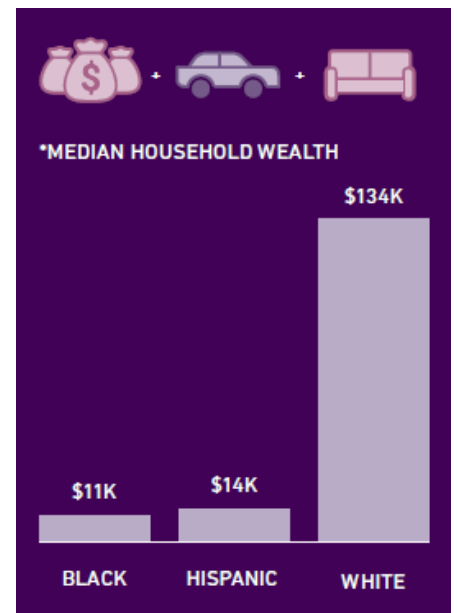
*OneNYC 2050 is a strategy to secure our city's future against the challenges of today and tomorrow. With bold actions to confront our climate crisis, achieve equity, and strengthen our democracy, we are building a strong and fair city.*

#### Overall review

OneNYC 2050 is a strategy with an equity-centered focus that consists of 8 goals and 30 initiatives to prepare New York City for the future. These goals aim to reflect NYC's major strengths as a city —its growing, diverse population, strong economy, and global leadership— as well as the significant challenges the City must address: growing unaffordability, economic insecurity, inequity, and the existential threats posed by climate change, decaying infrastructure, and rising global intolerance. Each goal has an equity-based approach, highlighting the correction or elimination of historical, racial, health and economic inequities. It firmly recognizes how racist, sexist, and classist policies of the past, and regressive current national policies, have left the city with stubborn inequalities in wealth, income, health, and education.

There is a strong emphasis on addressing persistent inequities of gender and race in income, wealth, education, and health, including the legacy of racial segregation and unequal policies. In particular, it recognizes how the legacy of racial segregation continue to affect and reinforce inequalities in housing, education, health care, access to opportunity, civic engagement, and other aspects of inhabitants' day-to-day lives. For example, many graphics are disaggregated by race/ethnicity, highlighting poverty and near poverty rates remain higher among New Yorkers of colour and how wealth and health inequities contribute to higher rates of premature mortality among black New Yorkers. Other gaps are viewed through the lens of race and gender to demonstrate how racialized and black women face disadvantages in diverse areas such as employment.

One major strength lies in the detailed historical background of New York City that seeks to understand and overcome the deep-rooted and present-day challenges and systems of inequities, including legacies of racist and unjust policies, unfair distribution of resources, and disproportionate incarceration of young people of color, among others: *"To acknowledge these past injustices and their lingering effects, [w]e must name these injustices in order to overcome them."*



The strategy is built on 8 key insights that reflect the city’s history and the strengths and challenges of the present and the future:

**List of 8 Goals:**

- Goal 1: A Vibrant Democracy
- Goal 2: An Inclusive Economy
- Goal 3: Thriving neighborhoods
- Goal 4: Healthy Lives
- Goal 5: Equity and Excellence in Education
- Goal 6: A Livable Climate
- Goal 7: Efficient Mobility
- Goal 8: Modern Infrastructure



**Values**

- 1. Equity
- 2. Growth
- 3. Sustainability
- 4. Resiliency
- 5. Diversity & Inclusion

**6 core challenges:**

- 1. Rising Unaffordability
- 2. Economic Insecurity
- 3. Wealth and Health Disparities
- 4. A Climate Emergency
- 5. Failing Infrastructure and Shifting Needs
- 6. Threats to Democracy

**Initiative 3 of 30: Promote Justice and Equal rights, and build Trust between new Yorkers and Government.**

**Advance Gender Equity By Engaging Diverse Stakeholder Groups**

*Conversations to advance gender equity must include voices that are representative of the city’s diverse population, including the spectrum of gender identity, age, race, and immigration status. Among the strategies the City is exploring are hosting gender equity summits across the city to gather feedback on program offerings; building a network of cisgender and transgender males to help change culturally informed norms of masculinity, and foster the accountability of men for advancing gender equity for all New Yorkers; and engaging youth who represent diverse gender identities, sexual orientations, and backgrounds in conversations on gender equity to inform program offerings that increase youth voice in City agency work.*

**Advance LGBTQ Equity Citywide**

*The NYC Unity Project — the City’s multi-agency strategy to deliver services to LGBTQ young people — will continue to engage its diverse stakeholders, including its Youth Council and Faith Network, to ensure programs and services support LGBTQ communities. Given high poverty, homelessness, and unemployment across LGBTQ communities, the Unity Project will build upon commitments aimed at ensuring greater LGBTQ equity in employment services and homelessness prevention programs.*

**Key terms in addressing Equity**

- Systems of inequality
- Historical inequities
- Racist and unjust policies
- Institutionalized racism
- Legacy of inequity
- Racial segregation

- Historically underserved/ neglected/ marginalized/ underrepresented communities/ groups / people
- Black communities
- Communities of colour
- Transgender and gender non-binary people
- LGBTQ

Sources: <http://onenyc.cityofnewyork.us/strategies/onenyc-2050/>

## 2. Race and Social Justice Initiative

### Seattle

*The movement for racial equity includes grassroots community, organizations, philanthropy, governments, and other institutions. We all have different roles to play; we all work together to end structural racism and achieve racial equity.*

#### Overall description

*The Race and Social Justice Initiative (RSJI) is the City's commitment to eliminate racial disparities and achieve racial equity in Seattle. When RSJI began in 2004, no U.S. city had ever undertaken an effort that focused explicitly on institutional racism. The creation of RSJI was since that time, Minneapolis, Madison WI, Portland OR and our own King County, among others, have all established their own equity initiatives. The current impacts of institutional and structural racism combine to restrict opportunities for people of color, including immigrant and refugee communities.*



Here are some accomplishments and lessons learned from the City of Seattle in the Racial and Social Justice Initiative (RSJI)'s 2012-2014 plan:

#### 1) Apply Racial Equity Toolkit to City Programs and Projects:

- **Use the Racial Equity Toolkit in City government:** *The City of Seattle's Budget Office now requires departments to conduct a racial equity analysis of all budget requests. In addition, most City departments and interdepartmental teams have used the Toolkit. In 2014, the Utility Discount Program and the Seattle 2035 Comprehensive Plan both used the Racial Equity Toolkit to shape their programs*

Lesson learned: *Toolkit use was inconsistent across City departments, and staff sometimes struggled to understand how to apply the Toolkit to their work. The City should require more consistent use of the Toolkit and RSJI must provide more technical assistance to departments.*

- **Online racial justice work plans:** *City departments now post their annual RSJI work plans to the RSJI web site so the community can view progress by department, city neighborhood and Equity Areas.*

Lesson learned: *Posting work plans online is an important accountability measure, but we are still working to ensure that departmental actions incorporate specific racial equity measures to ensure our work leads to meaningful outcomes.*

- **Inclusive Outreach and Public Engagement (IOPE):** *City departments provide targeted outreach to under-represented communities, including immigrant and refugee communities, for their input on programs. City outreach and engagement staff also developed tools for specific departments and provided training on simple English language writing.*

Lesson learned: *Departments have greatly improved community outreach and engagement, but the RSJI Community Survey revealed that not all residents feel their input is valued.*

#### 2) Build Racial Equity into Policies and Citywide Initiatives

- **Equitable development:** *Racial and social equity are embedded principles in the Seattle 2035 Comprehensive Plan, the City's primary long-range planning document.*

Lesson learned: *Including RSJI principles in City planning documents is a significant step forward, but it doesn't guarantee those principles will be implemented. We must do more to match our actions with our words.*

- **Education:** *RSJI developed a Racial Equity Toolkit for implementation of the Seattle Preschool Program. The Initiative also was instrumental in Seattle Public Schools' passage of its "Ensuring Education and Racial Equity" policy. RSJI helped the District create its own Racial Equity Toolkit and provided training to administrators and teachers.*



*Lesson learned:* Every long journey begins with a first step. Supporting Seattle Public Schools to make significant policy changes is a long-term project.

• **Criminal Justice:** RSJI partnered with the Seattle Police Department to hold a series of open community workshops on institutional racism and ways to improve relations between the community and police.

*Lesson learned:* Community members value safety in their neighborhoods ... but they also want to see real changes in law enforcement culture, policies and practices.

### **3) Partner with other institutions and the community**

• **Racial Equity Fund:** SOCR awarded funding to community organizations in 2013 and 2014 to address structural racism in the community. In 2014, the six funded organizations implemented use of racial equity toolkits in the child foster care system, increased training and curricula for youth to address racism in schools, and began racial equity work in the Urban Indian community.

*Lesson learned:* Community based organizations often find themselves pitted against each other in the quest for funding; however, when given the opportunity and support, organizations are able and eager to join together in partnership around common goals.

• **Governing for Racial Equity Network:** Governing for Racial Equity (GRE) is a northwest regional network of government jurisdictions working to achieve racial equity. Annual GRE Conferences from 2012–14 brought together government representatives from Seattle, Portland, San Francisco and other parts of the U.S. to share successful strategies and key measures of progress.

*Lesson learned:* Cities and counties of the Pacific Northwest face many of the same urgent problems. We can all gain by working together, though resources to strengthen our network are in short supply.

• **Government Alliance on Race & Equity:** Seattle also joined other cities in a national alliance to promote government’s role in the racial justice movement.

*Lesson learned:* Cities across the U.S. are realizing that structural racism is holding back our communities. Now is the time to work for racial equity.

## **Race and Social Justice Initiative 2019-2021 Strategy:**

### **STRATEGY # 1**

*Build an anti-racist network within City government. Shift internal practices and develop decision-making skills that eliminate institutional and structural racism. Organize within and across departments to ensure that racial equity drives behaviors, processes and decisions at all levels, from staff relationships to policies and practices that impact communities most affected by racism.*

### **STRATEGY #2**

*Transform the internal government culture of the City toward one rooted in racial justice, humanistic relationships, belonging and wellbeing. Replace the norms and patterns of white supremacy culture with those that promote healthy relationships, collaboration, transparency, “both/and” thinking, deliberative decision-making, and an understanding of our shared history. This requires reckoning with the impacts of internalized racism and implicit bias and using arts-integration and mindfulness to inform the ways we envision and do our work.*

### **STRATEGY #3**

*Work in relationship with national and regional racial justice leaders from all communities and sectors to advance racial justice. This will be realized by building sustainable, mutually beneficial partnerships, sharing strategies and tactics, being transparent about our missteps and shortcomings, and recognizing our roles as racial justice-driven government institutions.*

Sources: <http://www.seattle.gov/Documents/Departments/RSJI/rsji-2015-2017-plan.pdf>

[http://www.seattle.gov/Documents/Departments/RSJI/18-21\\_RSJI\\_Strategic\\_Plan\\_4.6.19\\_FINAL.pdf](http://www.seattle.gov/Documents/Departments/RSJI/18-21_RSJI_Strategic_Plan_4.6.19_FINAL.pdf)

<https://www.racialequityalliance.org/jurisdictions/seattle-washington/>

City of Seattle Race and Social Justice Initiative ([www.seattle.gov/rsji](http://www.seattle.gov/rsji))



### 3. Racial Equity Plan Manual and Citywide Racial Equity Goals & Strategies

#### Portland

*The movement for racial equity includes grassroots community, organizations, philanthropy, governments, and other institutions. We all have different roles to play; we all work together to end structural racism and achieve racial equity.*

#### Overall description

'Communities of color' continue to face disparities across the city of Portland compared to their white counterparts in every measurable area such as housing, employment, education, justice, and health. In response, the City has addressed these racial inequities in the last few years. To that end, the City, with the support of the Portland community, created the Office of Equity and Human Rights (OEHR) in 2012. Afterward, the Citywide Racial Equity Goals and Strategies was approved as binding City Policy to provide some guidelines for City staff and leadership to follow in achieving the racial equity goals.

#### Citywide Racial Equity Goals & Strategies

##### Equity Goal #1

*We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.*

##### Equity Goal #2

*We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.*

##### Equity Goal #3

*We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.*

#### Overall Strategies:

Use a racial equity framework: *Use a racial equity framework that clearly articulates racial equity; implicit and explicit bias; and individual, institutional, and structural racism.*

Build organizational capacity: *Commit to the breadth and depth of institutional transformation so that impacts are sustainable. While the leadership of elected and officials is critical, changes take place on the ground, through building infrastructure that creates racial equity experts and teams throughout the city government.*

Implement a racial equity lens: *Racial inequities are not random; they have been created and sustained over time. Inequities will not disappear on their own. It is essential to use a racial equity lens when changing the policies, programs, and practices that perpetuate inequities, and when developing new policies and programs.*

Be data driven: *Measurement must take place at two levels—first, to measure the success of specific programmatic and policy changes; and second, to develop baselines, set goals, and measure progress. Using data in this manner is necessary for accountability.*

Partner with other institutions and communities: *Government work on racial equity is necessary, but insufficient. To achieve racial equity in the community, government needs to work in partnership with communities and institutions to achieve meaningful results.*

Operate with urgency and accountability: *When change is a priority, urgency is felt and change is embraced. Building in institutional accountability mechanisms using a clear plan of action will allow accountability. Collectively, we must create greater urgency and public commitment to achieve racial equity.*

Sources: <https://www.portlandoregon.gov/oehr/article/564886>

<https://www.portlandoregon.gov/oehr/article/537589>

## c) Additional framework: A county strategic plan

### *Equity and Social Justice Strategic Plan 2016-2022*

*King County, United States*

*Our end goal is for full and equal access to opportunities, power and resources so all people may achieve their full potential. Being “pro-equity” requires us to dismantle deeply entrenched systems of privilege and oppression that have led to inequitable decision-making processes and the uneven distribution of benefits and burdens in our communities.*

#### ***Summary of Goals and Objectives:***

##### ■ Leadership, operations & services

1. *Develop effective and accountable leadership for advancing ESJ where all employees are change agents*
2. *Develop an organization where all employees are change agents*
3. *Visibly and public display progress on ESJ*
4. *County operations, programs and services are pro-equity and reflect ESJ values*

##### ■ Plans, policies & budgets

*Goals:*

1. *Department and agency business plans include analyses of equity impacts*
2. *Policy guidance incorporates ESJ values and analysis*
3. *Budget decisions, rates, and allocations reflect the values and strategies of the ESJ strategic plan*

##### ■ Workplace & workforce

1. *Require an equitable, engaged and racially just workplace culture*
2. *Do systematic and equitable workforce development at all levels*
3. *Have and resource equitable employee development and access to opportunities*
4. *Build an organization of equitable access to and shared decision making*

##### ■ Community partnerships

1. *Systematically provide resource support to community-based organizations to leverage their expertise toward advancing ESJ outcomes*
2. *Create pro-equity contacting processes that are visible and accessible to contractors of varied size and capacity*
3. *Provide non-monetary support to community-based partners that build their internal capacities*

##### ■ Communication & education

1. *Focused on languages, update tools for public facing communication and education to align with demographic changes*
2. *Develop tools for better engagement and access to services*
3. *Focused on technology access, improve use of internet, social media and mobile tools to engage and hear from under-served residents*
4. *Increase collaboration and language-related resources for employees to ensure inclusive engagement of residents in decision-making*

##### ■ Facility & system improvements

1. *Master and Line of Business (LoB) plans include clear objectives to advance ESJ*
2. *Capital development policy, budgets, portfolios and programs are pro-equity and contribute to improved community conditions*
3. *Responsibility for pro-equity progress is clearly defined at agency/department, division and section levels*

*Equity and Social Justice (ESJ) Office: created in 2015.*

*Sources: <https://aqua.kingcounty.gov/dnrp/library/dnrp-directors-office/equity-social-justice/201609-ESJ-SP-FULL.pdf>*



### Box 3. Comparative Analysis across North America and Oceania: City Plans

| KEY POINTS                                 | Minneapolis  | Portland  | New York  | Seattle  | Auckland  |
|--|--|---|---|--|---|
| <b>Description</b>                         | It is a comprehensive plan with a racial equity-centered focus that covers multiple topical sections to address structural racial disparities across the city and promote more equitable practice within local government.   | It is a strategic and practical plan with measurable objectives in which equity is the main foundation and it is intended to be a central focus of all the strategies in the plan.  | OneNYC is a strategic plan with a vision for New York City's fifth century around principles of growth, equity, sustainability, and resiliency. As an explicit guiding principle, equity is intended to be the lens through which NYC view all planning, policymaking, and governing.   | Seattle 2035 is a comprehensive plan -with a strong focus on racial and social equity- aimed at giving all Seattle residents' better access to jobs, education, affordable housing, parks, community centers, and healthy food, all of which are unequally distributed across the city.  | The Auckland Plan 2050 is a long-term spatial plan to ensure Auckland grows and develop, and to respond to the key challenges faced today: high population growth, sharing prosperity with all Aucklanders, and reducing environmental degradation. It recognizes that Māori continue to be important to Auckland's success, and successful outcomes can be achieved when "we create opportunities for Māori self-determination and expression".  |
| <b>Intersectional lens</b>                 | While intersectionality is not explicitly mentioned, the Plan intends to address the complexity of the lived realities of individuals who experience multiple forms of inequities and discrimination along the lines of race, colour, gender, ethnicity, Indigeneity, sexuality, class, disability, among others.            | There is a strong focus throughout the plan on racial equity, disability equity, age –youth and seniors– and economic backgrounds. However, the plan lacks an intersectional analysis to examine and address unjust and oppressive systems that disproportionately affects certain individuals who experience multiple forms of inequities and discrimination on the basis of gender and sexuality, among others. | The plan has a strong emphasis on social and economic equity, responding to the high rates of poverty and growing income inequality. But the plan lacks an intersectional lens.   | The Comprehensive Plan has a racial equity-centered focus that covers multiple areas, goals, and policies to address disparities across the city. However, it lacks an intersectional lens to address intersecting form of discrimination that affects the lives of systematically excluded communities in Seattle.  | Growing socio-economic inequity is highlighted in ensuring that people can achieve their potential. Adopting an 'equitable' approach means prioritizing the most vulnerable groups and communities to achieve more equal outcomes. However, the Plan lacks an intersectional lens.  |
| <b>Equity: Racial &amp; Gender Equity</b>  | It has a racial equity-centered focus throughout the plan. Goal 1 speaks directly about the elimination of disparities based on race, ethnicity, gender, country of origin, religion, or zip code, that are deep-rooted in wealth, opportunity, housing, safety, and health.   | The plan is organized around an equity framework with three integrated strategies and measurable objectives of success alongside partnerships to drive change.  | As an explicit guiding principle, equity is intended to be the lens through which NYC view all planning, policymaking, and governing. Accordingly, equity means ensuring that every New Yorker has equal access to opportunities to reach their full potential and to succeed. However, it lacks a racial and gender equity analysis of the deep-rooted and present-day inequities. | Race and Social Equity is a core value of the Comprehensive Plan. Goals and policies in the Plan are intended to inform the actions within the city to promote justice and racial equity. The plan also highlights other facts that are strongly linked to the income or racial characteristics of people in Seattle by addressing various aspects of growth through policies that renew the emphasis on race and social equity. | It has a strong focus on equity, particularly in terms of indigenous peoples by highlighting the importance of reciprocal partnership, collaboration and decision-making opportunities with mana whenua, public, private and community, interculturalism, cross-cultural dialogue, and a holistic approach that creates places and spaces that are welcoming to all, from tamariki and young whānau to kaumatua.  |
| <b>Decolonization &amp; Reconciliation</b> | There is no explicit mention of decolonization or reconciliation. However, graphics are sufficiently disaggregated by Indigeneity, highlighting how they are disproportionately affected by disparities in nearly every other measurable social aspect, including economic, housing, education, safety, and health outcomes. | There is no explicit reference to decolonization or reconciliation. But some graphics are effectively disaggregated by Indigeneity, showing that Native Americans, including Native Alaskans, are disproportionately affected by disparities in the city.   | There is no mention of decolonization or reconciliation or even indigenous peoples.   | There is no mention of decolonization or reconciliation, but some graphics show how indigenous peoples are disproportionately affected in areas such as housing and access to high-quality early-learning services and support families so that their children are prepared for school.  | While there is no explicit mention of colonization, decolonization or reconciliation, there is a strong emphasis on indigenous peoples throughout the Plan, particularly by acknowledging the special place of Māori as the tangata whenua of Aotearoa New Zealand and Te Tiriti o Waitangi/the Treaty of Waitangi as the foundation of intercultural Auckland: Giving life to te Tiriti o Waitangi in the Auckland Plan contributes to a more equitable future for Aucklanders and generations to come. In this sense, the Plan integrates Māori language in its narrative, particularly terms and words in order to refer to multiple aspects and diverse topics. |
| <b>Equity Initiatives or Offices</b>       |  | Office of Equity and Human Rights (OEHR), 2012  |   | Race and Social Justice Initiative, 2004.  |   |

| KEY POINTS  | Minneapolis  | Portland  | New York   | Seattle  | Auckland   |
|---|--|---|--|--|--|
| <b>Systemic inequities</b>                                | It firmly states that disparities are rooted in overt and institutionalized racism that has shaped the opportunities available to multiple generations of Minneapolis residents. Also, it recognizes that Inequities related to opportunities, conditions, policies, and practices don't impact just individuals in isolation. Instead, entire generations are impacted by these inequities – especially those rooted in race, place, and income – in healthy development and lifestyle. | There is a reference to institutionalized racism within the Framework for Equity.   | There is no mention of systemic inequities.  | It firmly recognizes how rising housing costs affect 'marginalized populations' the most; additionally, how Seattle has been shaped by its history of racial segregation and the economic displacement of 'communities of color'. This includes historical patterns of segregation.                        | It recognizes how the loss of traditional land, undermining of Māori culture and impacts of economic reforms have contributed to a lack of individual and whānau assets handed down to the next generation, and the importance of addressing racism and discrimination involves raising awareness.   |
| <b>Framework / Plan structure</b>                         | Plan structure: 14 Goals, 11 topics, 100 policies, and implementation. Goals and topics are linked to specific policies and actions. By prioritizing eliminating disparities, the entire goals and their respective policies have the potential to positively impact the lives of Black/African American, Indigenous Peoples, Hispanic/Latinx groups and visible minorities in diverse ways.   | The plan is organized around an Equity framework with three integrated strategies and measurable objectives of success alongside partnerships to drive change. The Framework for Equity consists of longer-term policies and short-term actions for advancing equity, including information on what to do: close disparity gaps and focus on equitable outcomes; how to do it: improve participation, build partnerships and initiative targeted social justice initiatives; and how to be accountable. | Accompanied by the New Approaches are four different visions that provide greater detail goals, initiatives, targets, and indicators. Each vision is based on the direction set by the guiding principles: Growth, Equity, Sustainability, and Resiliency. | Each element of this Plan generally presents goals followed by policies (and their goals), and some include a discussion about the goals and policies. Many chapters also have appendices. The goals and policies are intended to inform the actions to promote justice and racial equity within the city. | The plan is intended to set high-level directions for Auckland. The Development Strategy identifies the following six outcomes that will deliver a better Auckland: Belonging and Participation, Māori Identity and Wellbeing, Homes, and Places, Transport and Access, Environment and Cultural Heritage, and Opportunity and Prosperity. It also describes how and where growth can occur over the next 30 years to achieve. |
| <b>Key opportunities for equity and justice promotion</b> | There is no link or reference to equity/justice promotion.   | The plan is guided by the principles of Title VI of the Civil Rights Act (CRA) and Title II of the Americans with Disabilities Act (ADA, which promote fairness and equity in the programs, services and activities of public entities, including the opportunity for participation. The Framework for Equity includes a specific goal on "Actively work to eliminate racial and ethnic disparities in public agency hiring, retention and contracting".  | To further expand diversity, the City will focus on recruiting and including populations that historically have not been measured in our multicultural and multi-generational workforce. These populations include disabled, veterans, and LGBT residents. | There is no reference to equity/justice promotion.   | There is no reference to equity/justice promotion.   |
| <b>Data collection</b>                                    | Data is effectively disaggregated and analyzed by race and ethnicity, highlighting disparities in multiple measurable social aspects among Black/African American, Native Americans/Alaska Native, White Non-Hispanic, Asian and Hispanic/Latinx residents.  | Data is disaggregated by race and ethnicity, emphasizing disparities in a few measurable aspects. The first element of the Framework for Equity has to do with closing gaps in which collecting data is the first goal to understand conditions and challenges facing communities with disparities. This includes one specific action plan focused on tracking information on the disparities faced by race, ethnic and other marginalized populations.   | Data is not effectively disaggregated and analyzed by race and ethnicity when analyzing economic disparities across the city, but some measurable social aspects do figure in their analysis (e.g. poverty rates).   | Some graphics are disaggregated and analyzed by race and ethnicity (e.g. Households who are severely housing-cost burdened).   | Many graphics are disaggregated by ethnicity (e.g. Māori, Pacific, European, Asian) in multiple topical sections.  |
| <b>Key terms in addressing Equity</b>                     | American Indians<br>Indigenous residents/peoples<br>Hispanic or Latino<br>Asian<br>Black or African American<br>People of color<br>White Non-Hispanic<br>Two or more races<br>Institutional/environmental/systematic racism<br>Systemic inequities<br>LGBTQ+<br>Communities of color   | Institutionalized racism<br>People of color<br>White population<br>Native Americans<br>Native Alaskans<br>People with disabilities  | People of color<br>African-American<br>Latino<br>Black Non-Hispanic<br>White Non-Hispanic<br>Hispanic<br>Puerto Rican<br>Asian<br>Pacific Islander<br>LGBTQ  | Communities & people of color<br>Black or African-American<br>White alone, not Hispanic<br>Asian alone, not Hispanic<br>Native American<br>Pacific Islander<br>Multiple race<br>LGTBQ<br>People with disabilities<br>Underrepresented communities<br>Marginalized populations                              | Interculturalism<br>Indigenous peoples<br>Holistic approach<br>Self-determination<br>Indigenous biodiversity<br>People with disabilities<br>Structural ageing<br>Vulnerable groups   |

## 4. Developing a High-level Approach with Equity as a Key Foundation in City Planning: Summary and Gap Analysis

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*Why embedding Equity in city planning is necessary for Vancouver?*

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***“Despite the fact that Canada has made much progress, unfortunately racism and racial discrimination remain a persistent reality in Canadian society. This fact must be acknowledged as a starting point to effectively address racism and racial discrimination”.***

*Ontario Human Rights Commission*

### Building on the City of Vancouver’s work

Over the past years, the City of Vancouver has undertaken promising work to integrate equity into city-wide and community planning processes, in order to build a more equitable, diverse and welcoming city. These initiatives have centered on eliminating disparities across the city, including addressing poverty, promoting inclusion and ensuring services for all residents of Vancouver, and making considerable efforts to address persistent inequities faced by Indigenous, racialized, immigrants, low-income and other excluded communities.

There is also a strong focus on integrating an intersectional “for all” lens into the City’s work and decisions with the aim of reflecting and addressing the complexity of the lived realities of individuals who experience “marginalization on multiple and intersecting grounds” (*Healthy City Strategy*). Several policies directly address gender equity and reconciliation and give special attention to youth, First Nations and Urban Aboriginal communities, persons with disabilities, and a broader ‘vulnerable population’. Many strategies highlight social, health and economic inequities as factors of access barriers in food, housing affordability, childcare, and job opportunities. There is a particular focus on ensuring affordable housing with adequate, accessible services and supports – to foster a “diverse and vibrant community” – aligned with the *Healthy City Strategy’s* vision.

Despite all this progress, Indigenous, racialized and other systematically excluded communities, in particular, Black and 2SLGBTQQA peoples, along with immigrants, persons with disabilities, and low-income people, continue to face and experience multiple forms of inequities across the city in areas such as Housing, Transportation, Jobs, Immigration, Food, Environment, among others. In response, the City of Vancouver is currently developing an “*Equity Framework*” that seeks to integrate different perspectives, advances diverse leadership, creates safe spaces for collaborative learning, and equity initiatives for meaningful impact. The forthcoming framework intends to address intersecting forms of inequities and discrimination through an intersectional approach by including gender and sexual identity, race and ethnicity, poverty, family status, and mental and physical health, as well as removing structural barriers.

Overall, all the policy areas analyzed in this report can potentially challenge and reduce the deep-rooted and present-day structural inequities in Vancouver, affecting Indigenous, racialized and 2SLGBTQQA peoples’ lives differently. For example, the *City of Reconciliation Framework* has the potential to effectively reduce the still-existing systemic inequities related to poverty, homelessness, food insecurity, and unemployment, including barriers to health, employment, education, and transportation. This can clearly be a starting point for decolonization, specifically by “enhancing the City’s understandings and relationships with the First Nations and urban Indigenous

communities” in a more respectful and culturally appropriate manner, meeting the distinct and specific needs of Indigenous communities in Vancouver.

Certainly, there is a persistent need for identifying and comprehensively addressing the historical, systemic and recent forms of inequities across the city in income, housing, health, education, employment, transportation, and food. It is worth remarking that these inequities disproportionately impact the lives of Indigenous and other excluded communities, particularly racialized, immigrants and 2SLGBTQQIA members of the wider community.

## What are the relevant lessons learned from other municipalities in addressing Equity?

As this report has shown, several municipalities across North America and Oceania have accomplished remarkable work to integrate an equity-based approach into their city plans, with a strong focus on eliminating racial, social and economic disparities in multiple topical sections and promoting more equitable practice within local government. Moreover, as cities are becoming more racially and ethnically diverse with more newcomers, many plans are starting to recognize equity at the core of strategies and policies for the years ahead. There is also a persistent effort in understanding and eliminating the deep-rooted and present-day challenges and systems of inequities related to opportunities, conditions, policies, and practices, including legacies of racist and unjust policies, and unfair distribution of resources, place and income.

It is important to emphasise that our focus was to review local planning documents such as city plans, strategies, policies, frameworks, and initiatives in order to identify the promising work that municipalities are doing to integrate racial and gender equity, intersectionality and decolonizing methodologies and frameworks.

A summary of the relevant lessons learned from other municipalities across North America and Oceania is presented below:

### 1. Acknowledging the injustices of the past and addressing the injustices of the present.

Some cities have begun to acknowledge the injustices of the past in their city planning documents in order to understand and address their still-present effects throughout cities. In other words, cities have understood the need for comprehensively addressing the historical, systemic and recent forms of inequities related to legacies of racist, sexist and unjust policies. By acknowledging the injustices of the past, local governments can begin to achieve more equitable, racially just and diverse cities that benefit all residents, in particular, those racialized communities that continue to be affected by these legacies.<sup>46</sup>

#### Case studies:

- **OneNYC 2050 (Strategy):** It has a strong emphasis on addressing persistent inequities of gender and race in income, wealth, education, and health, including the legacy of racial segregation and unequal policies. One major strength lies in the detailed historical background of New York City that seeks to understand and overcome the deep-rooted and present-day challenges and systems of inequities, including legacies of racist and unjust policies, unfair distribution of resources, and disproportionate incarceration of young

<sup>46</sup> “Resilient Cities at the Forefront, A practitioner’s Guide to Action” (North America, 100 Resilient Cities, 2018), <http://www.100resilientcities.org/wp-content/uploads/2019/06/Racial-Equity-Resilient-Cities-at-the-Forefront.pdf>.

people of color, among others: “To acknowledge these injustices and their lingering effects, to acknowledge these past injustices and their lingering effects. We must name these injustices in order to overcome them”.

- **Minneapolis 2040 (Comprehensive Plan):** It recognizes racially discriminatory housing legacies in policy and practices that continue to affect African-Americans and other minorities differently. In particular, it points out that these policies and regulations left a lasting effect on the physical characteristics of the city and continue to impact the financial well-being of residents. Moreover, the zoning map in these areas remains largely unchanged from the era of intentional racial segregation.

## 2. Recognizing the loss of traditional land and other related impacts on Indigenous Peoples, as well as prioritizing Indigenous perspectives and knowledges into City planning document and decision-making.

Auckland is diverse and multicultural with different cultural or ethnic groups. It embraces the place of whānau, hapū and iwi, as the indigenous people. Auckland’s Māori identity and vibrant Māori culture are important in creating a sense of belonging, cohesion and identity for everyone who calls Auckland home.

### Case study:

- **The Auckland Plan 2050 (City Plan)** recognizes how the loss of traditional land, undermining of Māori culture and impacts of economic reforms have contributed to a lack of individual and whānau assets handed down to the next generation. While there is no explicit mention of colonization, decolonization or reconciliation, there is a strong emphasis on indigenous peoples throughout the Plan, particularly by acknowledging the special place of Māori as the tangata whenua of Aotearoa New Zealand and Te Tiriti o Waitangi/the Treaty of Waitangi as the foundation of intercultural Auckland.

## 3. Building Equity into City plans, policies and citywide initiatives.

Many cities have integrated a racial- or equity- based approach in city plans, specifically through principles, core values or guiding principles. As the City of Seattle recognizes and this study has shown, including “[racial equity] principles in City planning document is a significant step forward, but it doesn’t guarantee those principles will be implemented” (RSJI 2015-2017). In short, there is a remarkable work on integrating equity and racial equity as a foundation of citywide policies and initiatives.

### Case studies:

- **Minneapolis 2040** is a comprehensive plan with a racial equity-centered focus that covers multiple topical sections to address structural racial disparities across the city and promote more equitable practice within local government. *Goal 1: Eliminate disparities: “In 2040, Minneapolis will see all communities fully thrive regardless of race, ethnicity, gender, country of origin, religion, or zip code having eliminated deep-rooted disparities in wealth, opportunity, housing, safety, and health.”*
- **Portland Plan:** Equity is the foundation of this plan and is the central focus of all the strategies. The major strength lies in how the plan is organized around an equity framework with three integrated strategies and measurable objectives of success alongside partnerships to drive change. There is a persistent focus throughout the plan on racial equity, disability equity, age –youth and seniors– and economic backgrounds.
- **Seattle 2035** is a comprehensive plan with a strong focus on racial and social equity aimed at giving all Seattle residents better access to job, education, affordable housing, parks, community centers, and healthy food, all of which are inequitably distributed across the city. The following are the core values for

the Comprehensive Plan: *Race and Social Equity: Working toward equity will help produce stronger and more resilient economic growth—growth that benefits everyone.*

#### 4. Applying Equity to City programs and projects.

Applying equity to city programs and projects –such as a Racial Equity Toolkit at the municipal government level– is a great step towards achieving more equitable and racially just planning.

##### Case study:

- **Race & Social Justice Initiative 2015-2017 (Seattle):** “Most City departments and interdepartmental teams are using the Toolkit. Additionally, City departments provide targeted outreach to ‘under-represented communities’, including immigrant and refugee communities, for their input on programs. City outreach and engagement staff also developed tools for specific departments and provided training on simple English language writing. Racial inequity affects the entire urban ecosystem, rather than any one discrete part of it [...] Integrating racial equity into urban planning for other major shocks and stresses will invariably yield multiple benefits and form new entry points for meaningful change”.

#### 5. Identifying, collecting, using, and analyzing disaggregated data.

As this report has pointed out, the need for identifying, collecting, using and analyzing disaggregated data by race, ethnicity, gender, sexuality, among others, is urgent to understand the current impact of systemic inequities and racism that restrict opportunities for racialized and other systematically excluded groups, in particular, Black communities. This enables cities to understand and address every measurement divided by racial disparities.

To that end, cities like Seattle are setting goals to achieve equity and use data to assess the impact of racial equity strategies in the community: “When we leave race out of the equation, we miss the chance to develop more effective institutions and create equity for all. When we include race in our analysis, however, we can develop smarter strategies that truly benefit everyone, and create systemic change” (Race and Social Justice Initiative Three-Year Plan 2012-2014, Seattle).

##### Case studies:

- **Minneapolis 2040:** It effectively articulates with data and graphics how ‘people of color’ and indigenous people are disproportionately affected by disparities in nearly every other measurable social aspect, including economic, housing, education, safety, and health outcomes. By prioritizing eliminating disparities, the entire goals and their respective policies have the potential to positively impact the lives of Indigenous, Black and Hispanic/Latinx communities in diverse ways.
- **The Portland Plan:** Data is disaggregated by race and ethnicity, emphasizing disparities in a few measurable aspects. The first element of the Framework for Equity has to do with closing gaps in which collecting data is the first goal to understand conditions and challenges facing communities with disparities. This includes one specific action plan focused on tracking information on the disparities faced by race, ethnic and other marginalized populations.
- **OneNYC 2050:** Many graphics are disaggregated by race/ethnicity, highlighting poverty and near poverty rates remain higher among New Yorkers of colour and how wealth and health inequities contribute to higher rates of premature mortality among black New Yorkers. Other gaps are viewed through the lens of race and gender to demonstrate how racialized and black women face disadvantages in diverse areas such as employment.



## 6. Partnering with the community and other institutions to achieve equity across the city.

To tackle systemic inequities and racial inequities, cities are working together with the community and other key institutions. This includes partnering with allies to create greater public will to achieve equity and racial equity. The reviewed cities of Minneapolis, Seattle, Portland, and New York have joined the **Government Alliance on Race and Equity (GARE)**, an American network of government working to achieve racial equity and advance opportunities for all.

## 7. Creating “Equity and Social Justice Initiative or Office.”

Over the past two decades, cities have shown efforts aimed at implementing “a citywide effort to make racial equity a reality” (Seattle).

### Case studies:

- **The Race and Social Justice Initiative (RSJI), Seattle:** It is the City’s commitment to eliminate racial disparities and achieve racial equity in Seattle. When RSJI began in 2004, no U.S. city had ever undertaken an effort that focused explicitly on institutional racism. Since that time, Minneapolis, Portland OR and King County, among others, have all established their own equity initiatives.
- **Office of Equity and Human Rights (OEHR), Portland:** ‘Communities of color’ continue to face disparities across the city of Portland compared to their white counterparts in every measurable area such as housing, employment, education, justice, and health. To that end, the City –with the support of the Portland community– created the Office of Equity and Human Rights (OEHR) in 2012. Afterward, the Citywide Racial Equity Goals and Strategies was approved as a binding City Policy to provide some guidelines for City staff and leadership to follow in achieving racial equity goals.

## 8. Building a more equitable, engaged and racially just workplace culture (and inclusive workforce)

Building a racially diverse and inclusive workforce is one of the most important priorities of several cities analyzed in this report.

### Case studies:

- **New York City (City Plan):** The City has built a diverse and inclusive workforce. *“To further expand our diversity, we will focus on recruiting and including populations that historically have not been measured in our multicultural and multi-generational workforce. These populations include disabled, veterans, and LGBT residents” (City Plan).* It has developed the following: Initiative 1: Improve the way New York City recruits a diverse workforce, Initiative 2: Improve the way New York City retains a diverse workforce, and Initiative 3: Improve the way New York City develops a diverse workforce.
- As the Government Alliance on Race and Equity (GARE) describes, “Portland has incorporated the use of data and metrics into their “equity roadmap,” bureau equity plans, and the workforce dashboard now on the city website, where demographic data about the racial makeup of each bureau and their contractors can be viewed, sorted both by overall employees and by management level staff and updated monthly. Twenty-seven percent of Portlanders are people of color, and 24% of city employees are people of color, which is not highly disproportionate, but management and upper level leadership have greater disparities.”<sup>47</sup>

<sup>47</sup> Portland, Oregon (Government Alliance on Race and Equity, GARE), <https://www.racialequityalliance.org/wp-content/uploads/2015/10/GARE-Portland.pdf>.

## What we have heard from Community-based Organizations?

The interviews with community-based organizations offered insightful reflections on the diverse actions that the City of Vancouver can take for achieving equity –racial equity and gender equity– in Vancouver. What community representatives have generously shared in the interviews is arranged into different themes and areas of focus for a high-level approach that can potentially inform the City’s “*Equity Framework*” for “*City Plan*”. Reflected below are some of these concerns and priorities, including their input on the City’s work on eliminating disparities and advancing towards decolonization in Vancouver. This part includes some recommendations for the City that will be covered in the recommendations section. It is worth mentioning that all the narratives are depicted in a way that captures the interviewees’ intention and original ideas; thus, many statements try to reflect their original wording. Some paragraphs include “we” statements.

### 1. Decolonization and Reconciliation

#### *Reconciliation is a Constant Learning*

- There is a strong need for clearer goals, outcomes (measure activities), directions, and a plan that is able to reach for everyone. It is also important to recognize the importance of reconciliation for those who have managed to overcome the odds, and for those who still struggle on a daily basis.

#### *Fix the Leadership of the City (be clearer)*

- Reconciliation is by no means a fact of feeling guilty; rather it is a responsibility. Thus, the City should have a clearer leadership to conduct its work in these terms, while intending to pay tribute to the voices of Indigenous peoples. In this sense, collaborative and community processes need to be adopted as a way of forwarding-values, ethics, and culture.

#### *Systemic Change and cultural shift*

- It is vital to recognize the City’s role in overcoming those inequities related to colonial and other systems of oppression. To that end, a systemic change is essential for overcoming those oppressive systems. That is, there should be a cultural shift (internally and externally), and an institutionalized and systemic change. While it is difficult to integrate a cultural shift into a traditional bureaucracy, this needs to be recognized.

#### *Move from Apology to Action and Realities*

- The City must move from apology to action and realities by, for example, begin acknowledging and addressing the historical forms of colonialism and its present impacts on Indigenous Peoples, giving particular attention to redress for colonial harms.
- There is also a need for greater public awareness of the historical and the contemporary manifestations of colonialism in Vancouver (truth-telling). Further, while Vancouver is located on unceded land, it is important to consider why Indigenous peoples cannot afford to live here.

### ***Build Capacity and Trust***

- Ensure Indigenous participation and build capacity: It is essential to build reciprocal relationships and trust with Indigenous peoples by going to their communities. This should be an entry point for reconciliation and decolonization.
- Free, prior and informed consent: Any policies that might directly or indirectly impact indigenous peoples, must be informed by effective consultation and clarity must be provided on their impacts, prior to their adoption.
- “For a long time, we have served Indigenous peoples and we have not received any kind of help or involvement from the City. But we provide a space in Vancouver for Indigenous peoples to gather and celebrate.”

### ***Govern with Indigenous Communities of Vancouver***

- Indigenous peoples are often asked to do the job, but it is more of what the City can do about it. Governing with Indigenous communities of Vancouver can be an entry point for this. Certainly, there is a visible need for a different decision-making system.

### ***Decolonize Art***

- For Indigenous peoples, art is an expression of their cultures; it is more than just “art”. Thus, the City should start considering the importance of decolonizing art in their planning processes and policies.

### ***Hire more Indigenous planners***

- The City needs to recognize the diversity inside work; that is, hire more Indigenous planners.

## **2. Community engagement**

### ***Leadership, Collaborative and Respectful Community Engagements***

- It is necessary to recognize that collaborative and respectful community engagement is not about finding solutions but about coming together, working together and building together. In the process, solutions and ideas may surface but it is important to change culture and recognize the limitations of being a bureaucracy; that is, balance power.
- There is confusion on leadership within engagement processes: connecting before consultation, starting with welcoming the matter.

### ***Build Capacity and Ongoing Connections***

- Building and cultivating relationships should be ongoing and not only during consultation. The City needs to work regularly with communities because bureaucracy is a barrier for participation.
- Building connections and capacity is also fundamental. Solid linkage can nourish relationship between community members of systematically excluded groups and the City.

- Of major interest is to connect with different communities, particularly Indigenous and Black communities, and involve them in decision-making. Partnerships with historically disadvantaged communities are a vital component for equity.
- Advocacy work, through a solid community, is also essential to influence social changes and eliminate disparities across the city.

### ***Encourage Participation of Racialized Groups through Funding***

- Small racialized communities face difficulties to participate in community engagements. Recent immigrants often do not have time off, specifically single mothers. Thus, it is important to find different times and availabilities where they can participate in city planning. For example, the City can go directly to speak with them. Here, it is important to consider a neighborhood-based planning (a place-based planning).

## **3. Current concerns and difficulties faced by the communities you work with**

### ***Lack of locally situated spaces to come together***

- There are no places for people to come together and public spaces are limited, but community centres and neighbourhood houses have had that role. The City should work in alliances with community centres and neighborhood houses.
- African-francophone immigrants, newcomers and refugees often have difficulties to navigate an English-Canadian system. Thus, locally situated spaces provide these communities with the possibility to meet and connect with others. In other words, places provide newcomers and immigrants with connections and engagements.

### ***Barriers to Housing Affordability***

- Larger families, particularly racialized refugees and recent immigrants, encounter many challenges when trying to find housing for all their members. There are different ways of living and sharing houses, but there are many biases around larger families living together. Thus, allowing for this recognition is crucial for these families.

### ***Public Transportation Services are not frequent, accessible and available for racialized communities***

- Vancouver's housing affordability and growing rentals have displaced many racialized immigrants and newcomers. Now they have to live very far from their work, and in most cases, out of town. As a result, they spend many hours commuting. Thus, it is time to have a high-speed service that connects Metro Vancouver so that these communities can efficiently commute to work in Vancouver.
- There are no sufficient buses available for communities, especially for low-income racialized immigrants and newcomers who have jobs with different working shifts. These communities often face many difficulties and delays in their daily commute to work. Particularly, those workers who commute at night or Sunday's mornings.

*“Complexity to navigate ‘Complex Systems’ for Newcomers”*

- Contemporary challenges, such as housing and affordability, and transit affordability, include the complexity to navigate ‘complex systems’ for newcomers who are unfamiliar with the Canadian and Vancouver context.

**4. The City’s work on Equity**

*Equity is about Transforming Power*

- The City should have a role to foster equity: The biggest weakness is that the City thinks that it is their job to integrate equity. Rather, they need to rethink how to share power.

*Change language to reflect power and cultural reality*

- The current language in addressing equity needs to be changed to reflect power and cultural reality. Further, there is an urgent need for changing the terminology of “visible minorities”.

*Improve Data Collection*

- Data collection needs to be improved in order not to make people invisible. For example, homelessness counts should include variables of gender, Indigeneity, ability and disability, among others, to reflect recent changes in the city.

*“Service Centre for newcomers”*

- Considering the volume of newcomers (immigrants and refugees) coming to the city, there is a need for managing these issues in a more effective manner. Immigration work would be more impactful if we take a city-wide office, focusing on equity and racism as well as building welcoming and inclusiveness.
- Certainly, the time has come for having a “Service Centre for newcomers”, an office set up to support them on a variety of programs and services, policies and areas. This would ensure that they can contribute to the live of the city.

*“We need to begin Equity work on the Upper Levels”*

- The current political system favors money, privilege and social connections. The City Council does not reflect Vancouver’s diversity; racially, culturally and gender diversity, including persons with disabilities. Thus, “we need to begin equity work on the upper levels.”

**5. Institutional practices or approach to support and retain Indigenous and racialized workers**

*“We exist, so there should be more Solidarity with Communities of Colour”*

- The City’s hiring processes need to prioritize the lived experiences of individuals from ‘under-represented communities’ to help them access employment.

- There is a need for training on decolonization and racial equity through an intersectional lens as an ongoing process among workers. “We exist, so there should be more solidarity with communities of colour”. There should be discussions on racism so that City staff is not afraid of talking about ‘white supremacy’<sup>48</sup>.

## What we have heard from City Staff?

The interviews with City staff focused on priorities and key points to potentially inform an Equity framework, along with current challenges and difficulties in areas such as Housing, Transportation, Jobs, Immigration, Food, Environment, community/stakeholder engagement. These conversations included internal concerns and challenges to have a more equitable, engaged and racially just workplace culture, and to build a more racially, inclusive and diverse workforce. The spirit of what interviewees expressed and shared is presented below, capturing their original intention and meaning. Some parts include “we” statements.

### 1. Current concerns and difficulties faced by communities

#### *Housing Affordability and Homelessness*

- Housing affordability and homelessness is one of the biggest challenges across the city.
- There are racial disparities in accessing housing; especially for ‘vulnerable populations’ that are extremely rent burdened who experience housing insecurity.
- “We need to focus on addressing systemic poverty and to be able to differentiate the needs of those communities affected by this problematic.”
- More collaborative work with provincial government needs to be developed for permanent shelters.
- Racialized artists are also impacted and displaced due to housing crisis and affordability. The City is creating spaces for artists; however, it is important to ask ourselves, who is really able to access those spaces?

#### *Rethink Engaging*

- It is critical to rethink how we engage with communities. Here, “we need to conduct more collaborative and respectful community engagement processes, knowing how communities of colour want to be engaged.” This work should be more participatory in every level, co-creating with communities according to their own desired futures. By doing this work, communities can feel trusted and respected.

#### *Diverse Voices and Alliances*

- In many other cities, building alliances with other local governments and universities are key in advancing towards equity.

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<sup>48</sup> Anne Bonds and Joshua Inwood clearly sum up the definition of ‘white supremacy’ as follows: “Most simply defined [by Mills and Pulido], white supremacy is the presumed superiority of white racial identities, however problematically defined, in support of the cultural, political, and economic domination of non-white groups [...] The naturalization and invisibility of white racial identities and white skin privilege is made possible through the structures and logics of white supremacy. If privilege and racism are the symptoms, white supremacy is the disease. Theorized this way, white supremacy is the defining logic of both racism and privilege as they are culturally and materially produced.” Mills, “From Class to Race: Essays in White Marxism and Black Radicalism” and Pulido, “Reflections on a white discipline”, quoted in Anne Bonds and Joshua Inwood, “Beyond White Privilege: Geographies of White Supremacy and Settler Colonialism,” *Progress in Human Geography* 40, no. 6 (December 2016): 715–33, <https://doi.org/10.1177/0309132515613166>.

- It is important to have different voices in community engagement processes, especially encourage the participation of low-income communities of colour, newcomers, and people with disabilities, seniors, youth, and children.

### *Participatory Budget*

- There should be more emphasis on participatory budget; that is, co-creating models, trusting relationships and involving communities instead of only inviting them to participate.

### *Other Barriers*

- There are significant barriers to access funding for culture. In addition, gaps in artistic practices affect Indigenous and racialized groups differently. An equity lens is necessary to understand the diversity of communities in terms of arts and culture (Western art vs. non-Western art).

## 2. Priorities and key points to potentially inform an Equity framework

### *Go beyond the Narrative “for all”*

- Narrative “for all” does not alleviate conditions creating deep vulnerabilities in under-represented communities. “We need to go beyond this narrative so that we can overcome systemic inequities that Indigenous and communities of colour face in every measurable area.”
- There should be a larger movement across Canada and Vancouver to achieve racial and gender equity.

## 3. Equity and justice promotion in the City

### *“We need to actively Rehumanize the Institution”*

- There is a sort of ‘white fragility’<sup>49</sup> in speaking about racial equity within the City. “We need to actively rehumanize the institution.”

### *More Diversity in Decision-Making*

- There is a need for more racially and gender diversity, including persons with disabilities, at different levels of the City. Often management level staff positions (top-level positions and middle management) tend to be preponderantly white.
- Mandatory training on these topics is also a vital component for transforming the workplace and workforce.

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<sup>49</sup> ‘White fragility’ is a term that is often identified with Robin DiAngelo’s work, who contributed to providing the following definition: “a state in which even a minimum amount of racial stress becomes intolerable, triggering a range of defensive moves (2011, 54).” As Nabina Liebow and Trip Glazer point out, “[DiAngelo] notes that many white people insulate themselves against racial stress – e.g. by living, learning, and working in predominantly white spaces, or by refusing to engage with the realities of race. [...] In response to racial stress, ‘white fragility triggers a range of defensive moves’ (DiAngelo 2011, 54). DiAngelo clarifies that the response can take many forms, ‘including the outward displays of emotions such as anger, fear, and guilt, and behaviours such as argumentation, silence, and leaving the stress-inducing situation’ (2011, 54).” DiAngelo, Robin. 2011. “White Fragility.”, quoted in Nabina Liebow and Trip Glazer, “White Tears: Emotion Regulation and White Fragility,” *Inquiry*, April 25, 2019, 1-2, <https://doi.org/10.1080/0020174X.2019.1610048>.

### *Equity Lens and 'Lived Experience' in Human Resources*

- There is a need for integrating an equity lens into Human Resources practices. Lived experience should be considered when hiring very 'vulnerable populations'. In sum, there should be more flexibility in hiring practices to be more inclusive.
- Additionally, colonial structures in the workplace do not work for everyone. Retaining Indigenous workers without changing human resources practices seems impractical.

### *More Solidarity among Peers*

- More solidarity among peers towards Indigenous and racialized staff can build a more equitable, engaged and racially just workplace culture. In other words, there cannot be any radical change or transformation without the solidarity of their white peers.

### *Mandatory trainings*

- Mandatory training on these topics through an intersectional lens is also a vital component for transforming the workplace and workforce.
- It is fundamental to have more internal staff discussions about equity. Every single department and city manager should be accountable for speaking about these issues. Discussions around issues like anti-Black racism are also critical.

### *Surveys to understand Staff Demographics*

- Many cities are using surveys to understand their staff demographics and build a more equitable and racially diverse workforce. It is important to get to know the characteristics of the City workforce, using variables such as Indigeneity, race, gender, sexuality, ability and disability, among others. In short, there is a need for gathering equity data.



## 5. High-level Approach to embed Equity in City Plan

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### Background

By emphasising the need for decolonization and meaningfully integrating and implementing equity –racial equity, gender equity and poverty reduction through an intersectional analysis– in City planning documents and daily decision-making, the City of Vancouver can reduce historical, systemic and recent forms of inequities related to access to Housing, Transportation, Jobs, Food, Environment, among others. These inequities disproportionately impact the lives of Indigenous and other systematically excluded groups, particularly racialized and 2SLGBTQQIA communities, along with people with disabilities and low-income residents. Certainly, this is an entry point to build a more equitable, racially just, diverse and welcoming city that benefits all residents in Vancouver.

Given the City’s potential to positively impact and transform the lives of Indigenous peoples, racialized and other systematically excluded communities in diverse ways, findings from literature and policy review, case studies of local governments, and conversations with community based-organizations and City staff were intended to inform the aligned components, goals and directions of the High-level Approach to embed Equity in City Plan.

It is worth remarking that this proposed “High-level Approach to embed Equity in City Plan” is only an entry point and reference framework for the forthcoming “*City’s Equity Framework*”, which is a larger-scale and ambitious effort that can potentially overcome the most critical social challenges such as the systemic causes of racial, gender, social and economic inequities –rooted in systems of colonization, racism, heteropatriarchy, ableism, and poverty. Further, this High-level Approach intends to bridge the forthcoming “*City’s Equity Framework*” and “*City-wide Plan’s*” equity objectives and goals.

The approach presented below to embed equity in city planning provides high-level directions and goals to achieve a more equitable, racially just and inclusive city. These directions can be used within and across detailed Equity policy areas and specific objectives (measurable and achievable). Additionally, it includes “We will” statements that serve as a basis for conducting respectful and reciprocal relationships towards truly advancing equity in Vancouver.

### Our Vision

The deep-rooted and present-day inequities manifesting as poverty, homelessness, food insecurity, and unemployment, including barriers to health, employment, education, and transportation, are result of unjust systems of colonialism, racism, heterosexism, and classism, among other sources of oppression, that have excluded certain communities along lines of Indigeneity, ethnicity, race, colour, gender, sexuality, class, ability and disability, and citizenship status. These growing inequities and most critical challenges across the city disproportionately impact the lives of those systematically excluded communities, particularly Indigenous and racialized members of the wider community.

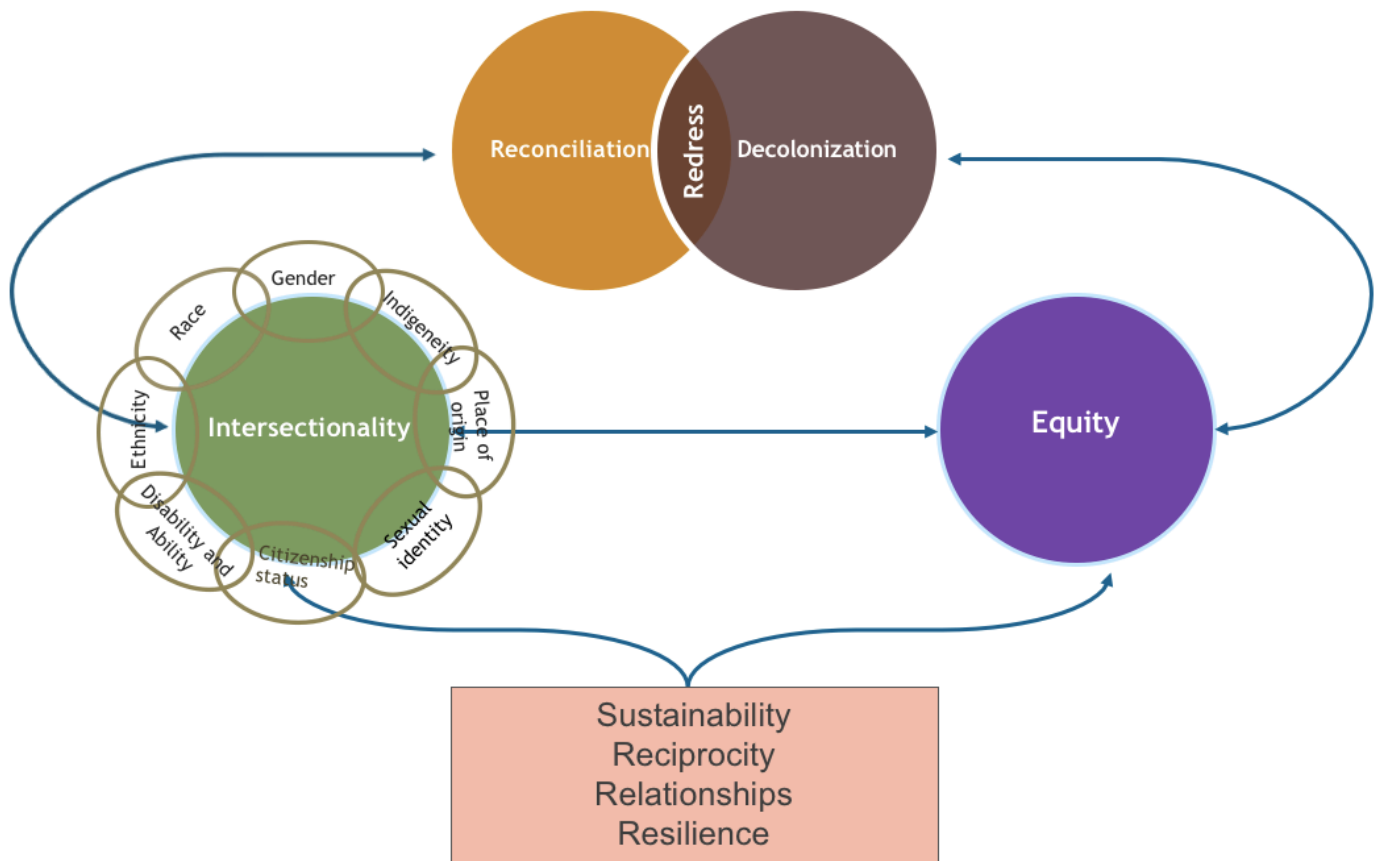
In order to transform this reality and build mutually beneficial relationships with those people within our community that have been systematically excluded by unjust systems, we must understand the injustices of the past and address their lingering effects in the present –alongside

redress for their harms—, including the ways in which colonialism has been embedded in the social, institutional, representational and cultural levels.<sup>50</sup>

Equity is essential for transforming power and oppressive systems. It is the foundation for a society of shared mutuality we seek to build on reciprocity and sustainable balance. Together, we will transform deeply rooted unjust and oppressive systems that have resulted in critical challenges and inequities across the city, advancing towards a more equitable, racially just, sustainable, resilient, relational and reciprocal city in which every person has a livable present and future.

### Aligned components

The following components seek to guide the High-level Approach to embed Equity in City Plan towards building respectful and reciprocally beneficial relationships where every person has full and equal access to power, opportunities, resources, and services in a more meaningful, transformative and substantive manner<sup>51</sup>:



<sup>50</sup> For a further understanding of the ways in which colonialism has been embedded in different levels, see “Exploring Park Board’s Colonial Roots and Current Practices”, (City of Vancouver, 2018), <https://parkboardmeetings.vancouver.ca/2018/20180723/REPORT-ExploringParkBoardsColonialRootsAndCurrentPractices-20180723.pdf>

<sup>51</sup>This diagram illustrates the guiding principles of the High-level Approach to embed Equity in City Plan, symbolizing the following figure: On the one side, Reconciliation, Decolonization, Intersectionality, and Equity follow the same trajectory and rotation, reflecting an interconnected relationship of shared mutuality. On the other, Sustainability, Reciprocity, Relationships, and Resilience are located in such a way that supports this singularity.

## High-level Approach to embed Equity in City Plan : Goals and Directions

*Equity for transforming power and unjust systems: Together, we will transform Vancouver through reciprocal beneficial relationships so that we can co-create a city of shared mutuality in which every person has a livable present and future.*

| 1. Transform deep-rooted and present-day unjust and oppressive systems   | 2. Work in Relationships and Reciprocity with Communities for Transformations  | 3. Co-create and Transform with Partnerships   | 4. Operate with strong Accountability in Leadership and all Employees for Transformations  | 5. Ensure an Equitable, Racially Just Workplace and a Racially Inclusive, Diverse Workforce for Transformations  |
|--|--|--|--|--|
| <p><b>Together...</b><br/>           1) We will transform deeply rooted unjust and oppressive systems that have excluded and continue to exclude certain communities along lines of Indigeneity, ethnicity, race, colour, gender, sexuality, class, ability and disability, among others.<br/>           2) We will eliminate disparities in a meaningful, transformative and substantive manner to positively impact the lives of all residents in Vancouver, particularly those people within our community that have been systematically excluded by colonial and other unjust systems.</p> | <p><b>Together...</b><br/>           1) We will invest in ongoing reciprocal relationships with all communities for transforming and co-creating the city according to their needs and priorities, particularly with Indigenous, racialized and other systematically excluded groups, including persons with disabilities, low-income and immigrant communities.<br/>           2) We will build a culturally appropriate and respectful capacity for all communities to participate in decision-making and engagement processes in a meaningful and transformative manner, with particular focus on Indigenous, racialized and other systematically excluded groups, including persons with disabilities, low-income and immigrant communities.<br/>           3) We will commit to community spaces in all communities and promote place-based community planning for transforming and co-creating the city.</p> | <p><b>Together...</b><br/>           1) We will co-create and transform the city with meaningful partners from the public, private, and non-profit sector, including agencies and other stakeholders, that consider equity to be a key issue in their practices, operations, and policies.<br/>           2) We will transform bureaucracy with partnerships from educational institutions, arts, and music institutions, agencies, organizations to build a culturally appropriate and respectful capacity, influence social change and transformations, and foster full and equitable civic participation.</p> | <p><b>Together...</b><br/>           1) We will ensure strong accountability in leadership and employees so that we equitably address the distinct needs of our culturally diverse communities and eliminate disparities in a meaningful, transformative and substantive manner.<br/>           2) We will invest in equity practices and systems in all levels of the City to ensure strong accountability in leadership and employees so that we can address and transform the deep-rooted and present-day unjust and oppressive systems through ongoing reciprocal relationships with all communities and institutions.</p> | <p><b>Together...</b><br/>           1) We will invest in an equitable and racially just workplace, along with a racially inclusive, gender diverse workforce at all levels of the City, with a focus on persons with disabilities, so that the City effectively reflects Vancouver’s diversity.<br/>           2) We will promote equity and justice through Human Resources practices so that we can hire, support and retain Indigenous and racialized staff, with a focus on staff with disabilities, while building a more equitable, engaged and racially just workplace culture where every employee feels safe, trusted and respected.</p> |

## 6. Recommendations

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This section contains recommendations from diverse sources such as literature and policy review, lessons learned from other municipalities and conversations with community based-organizations and City staff, drawing on the analytical tools previously described: using an intersectional approach and viewing colonization as embedded in systems and structures.

All recommendations are coded in colour blue and organized into different themes according to each source. In many cases, and when suitable, each recommendation is accompanied by a brief explanation. Recommendations from community-based organizations and City Staff try to reflect their original meaning and intention. These recommendations for the City of Vancouver include steps and necessary actions<sup>52</sup>.

### Steps in Equity work

It is recommended that the City of Vancouver should consider all the following steps, on an ongoing basis when needed, to build and implement an equity work:

- a) **Formally acknowledge and take adequate measures to foster truth-telling and shared awareness of all the injustices from the past, including their present impacts and their contemporary manifestations.**
- b) **Issue a formal public apology to those communities that have been systematically excluded by unjust and oppressive systems.**
- c) **Recognize, prioritize and take adequate measures to provide redress for the harms of all the injustices from the past.**
- d) **Shape new relationships on the basis of reciprocity, respect, and trust between all people within this land.**
- e) **Strengthen accountability in leadership and employees. Govern in mutually beneficial relationships with those communities that have been systematically excluded from power structures for generations and those excluded by unjust and oppressive systems.**
  - There is a growing need for comprehensively addressing the historical, systemic and recent forms of inequities related to legacies of colonial, racist, sexist and unjust policies. By acknowledging the injustices of the past and their lingering effects in the present, Vancouver can begin to achieve more equitable, racially just and diverse city that benefit all residents, in particular, those communities that continue to be affected by these legacies.

### Necessary aligned actions across all steps

- 1) **Formally prioritize and address the deep-rooted and present-day unjust and oppressive systems in the forthcoming *City-wide Plan and Equity Framework*, including policies and citywide initiatives alongside programs and projects.**
  - Unjust and oppressive systems like colonialism/colonization, racism, heterosexism, patriarchy, ableism, classism, among other sources of oppression, are the roots of present-

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<sup>52</sup> The steps and necessary actions have elaborated on the basis of key literature review, lessons learned from other municipalities, and more importantly, following the priorities and needs pointed out in the conversations with community-based organizations and City staff during the research of this project. To that end, the High-level Approach to embed Equity in City Plan has included these steps and actions.

day inequities manifesting as poverty, homelessness, food insecurity, and unemployment, including barriers to health, employment, education, and transportation. These systems disproportionately impact the lives of Indigenous, racialized and other systematically excluded communities, particularly Black and 2SLGBTQQIA residents, along with persons with disabilities, immigrants, and low-income people.

**2) Formally prioritize and address Decolonization, along with Reconciliation, in the forthcoming *City-wide Plan and Equity Framework*, including policies, and citywide initiatives alongside programs and projects. Recognize, prioritize and take adequate measures to provide redress for colonial harms.**

- Given Vancouver’s colonial history and its ongoing impacts, including the negative impacts of Canada’s residential school system, it is time to formally recognize and prioritize the need for decolonization in Vancouver, as a City of Reconciliation. While the *City of Reconciliation Framework* is a remarkable step towards building respectful and mutually beneficial relationships and understandings with the Musqueam, Squamish, and Tsleil-Waututh First Nations, and the urban Indigenous community; it is certainly an entry point for decolonization.

**3) Invest in ongoing reciprocal relationships and trust with all communities according to their needs and priorities, particularly with Indigenous, racialized and other systematically excluded communities, including Black and 2SLGBTQQIA residents, along with persons with disabilities, immigrants, and low-income people.**

- To build a more equitable, racially just, diverse and welcoming city that benefits all residents in Vancouver, there is a need for promoting the full, active and fair participation of systematically excluded communities in decision-making and other planning processes.

**4) Build a culturally appropriate and respectful capacity for all communities to participate in decision-making and engagement process, with particular focus on Indigenous, racialized and other systematically excluded groups, including persons with disabilities, low-income and immigrant communities.**

- To foster full an equitable civic participation, there is a need for building a culturally appropriate and respectful capacity in a meaningful and transformative manner so that communities can influence social change, and co-create the City according to their needs and priorities, and eliminate disparities.

**5) Invest in Equity practices and systems in all levels of the City to ensure strong accountability in leadership and employees.**

- In order to address and transform the deep-rooted and present-day colonial and other unjust systems –through ongoing reciprocal relationships with all communities and institutions– the City needs to operate with strong accountability in Leadership and City staff.

## Actions from Other Local Governments across North America and Oceania

Following the best practices on racial and gender equity, intersectionality and decolonization from municipalities across North America and Oceania, or even going further than that:

- 6) Build Equity –through an Intersectional Analysis with Reconciliation and Decolonization as a basis, under the following umbrella: Gender Equity, Racial Equity, Cultural Equity, Accessibility, and Poverty Reduction– into the forthcoming *City-wide Plan and Equity Framework*, including policies and citywide initiatives. Apply Equity to City programs and projects.**
  - Considering that the analyzed planning documents from local governments have not integrated or built equity through an intersectional lens with reconciliation and decolonization as a key component, the City can potentially pioneer and lead in building and integrating Equity –through an Intersectional Analysis with Reconciliation and Decolonization as a basis–, under the following umbrella: Gender Equity, Racial Equity, Cultural Equity, Accessibility, and Poverty Reduction, among others.
- 7) Partner with the public, private and non-profit sector, including agencies and other stakeholders that consider equity to be a key issue in their practices, operations, and policies.**
- 8) Improve data collection. Data disaggregated, shared and owned by community leaders.**
  - To eliminate disparities in every measurable aspect across the city, as shown in many cases studies, it is fundamental to effectively disaggregate data by gender, race, ethnicity, Indigeneity, sexual identity, ability and disability, citizenship status, language, age, among others. Data should be shared and owned by community leaders.
- 9) Create an “Equity and Social Justice Initiative” or Office.**
  - There is a need for a citywide effort to make equity and racial equity a reality, following the Government Alliance on Race and Equity (GARE)’s recommendations and the best practices of other municipalities.

## Community-based recommendations

### *Reconciliation and Decolonization*

- 10) Address the historical forms of colonialism and its present impacts on Indigenous peoples in Vancouver.**
  - There is a need for greater public awareness of the historical and contemporary manifestations of colonialism in Vancouver.
- 11) Build ongoing mutually beneficial relationships and trust with Indigenous peoples.**
  - Along these lines, any policies that might directly or indirectly impact indigenous peoples, must be informed by effective consultation and clarity must be provided on their impacts, prior to their adoption.
- 12) Govern with Indigenous communities of Vancouver in mutually beneficial relationships.**
  - There is a need for a different decision-making in Vancouver.

### *Community engagement and partnerships*

- 13) **Recognize that collaborative and respectful community engagement is not about finding solutions but about coming together, working together and building together.**
- 14) **Conduct a collaborative, respectful and culturally appropriate community engagement process that effectively connects the City with a wide range of community members, particularly Indigenous, racialized and 2SLGBTQQIA communities, including immigrants, newcomers, persons with disabilities, and low-income residents.**
- 15) **Partner with community centres and neighborhood houses.**

### *Housing*

- 16) **Identify and reduce barriers to housing for larger families, particularly for racialized refugees, newcomers and immigrants.**
  - There is a need for recognizing the way in which different larger families live together and share housing. This is fundamental as larger families often encounter many challenges when trying to find housing for all their members.

### *Transportation*

- 17) **Invest and improve public transportation services to be frequent, accessible and available for all residents, particularly for Indigenous, racialized and other excluded communities, including immigrants, newcomers, persons with disabilities, and low-income residents.**

### *Newcomers*

- 18) **Designate a “Service Centre for newcomers”, an office to support newcomers on a variety of programs and services, policies, and areas so that they can fully participate and contribute to the life of the city.**

### *Change language in addressing Equity*

- 19) **Rethink and transform the language in addressing Equity to reflect power structures and the historical and sociocultural reality, including the conditions of systematic exclusions that impact the lives of certain groups of people.**
  - There is an urgent need for changing the terminology of “visible minorities”.

### **City Staff recommendations**

- 20) **Prioritize addressing systemic poverty and effectively differentiate the needs of those communities affected by this problematic.**
  - There is a need for ongoing collaborative work with the Provincial Government to create more permanent shelters.
- 21) **Prioritize participatory budget through an Equity lens.**

## Key opportunities for Equity and Justice Promotion<sup>53</sup>

- 22) Invest in an equitable and racially just workplace, along with a racially inclusive, gender diverse workforce at all levels of the City, including persons with disabilities, so that the City effectively reflects Vancouver’s diversity.**
- 23) Promote equity and justice through Human Resources practices in order to hire, support and retain Indigenous and racialized staff, with a focus on staff with disabilities.**
- 24) Prioritize the lived experiences of individuals from ‘under-represented communities’ in hiring processes to be more inclusive. Recognize the value of lived experience and community relationships within hiring practices.**
  - There is a need for integrating an equity lens into Human Resources practices.
- 25) Develop mandatory trainings on Equity –through an Intersectional Analysis with Reconciliation and Decolonization as a basis, under the following umbrella: Gender Equity, Racial Equity, Cultural Equity, Accessibility, and Poverty Reduction.**
  - Every single Department and City Manager should be accountable in these matters. Discussions around issues like anti-Black racism are critical.
- 26) Expand mandatory trainings on the historical forms of colonialism and its present impacts on Indigenous Peoples in Vancouver.**
  - To tackle systemic inequities manifesting as poverty, homelessness, food insecurity, and unemployment, including barriers to health, employment, education, and transportation, and to build mutually beneficial relationships with Indigenous peoples, the City should address and transform the deep-rooted and present-day colonial systems that have excluded and continue to exclude these communities in Vancouver.
- 27) Build a more equitable, engaged and racially just workplace culture where every employee feels trusted, respected, and safe.**
  - There is a persistent need for building more solidarity among peers towards Indigenous and racialized staff.
- 28) Conduct surveys to understand the City staff demographics.**
  - It is fundamental to get to know the characteristics of the City workforce, using variables such as Indigeneity, race, gender, sexuality, ability and disability, among others. In short, there is a need for gathering Equity data.

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<sup>53</sup> The Key Opportunities for Equity and Justice Promotion has built upon the City staff and Community-based organization recommendations, best practices from local governments and literature review.



## Recommendations from the National Inquiry into Missing and Murdered Indigenous Women and Girls

The National Inquiry into Missing and Murdered Indigenous Women and Girls (2019) presented recommendations to be adopted and implemented by local governments. Given the need for addressing systemic inequities and multiple forms of discrimination faced by Indigenous peoples in Vancouver, particularly by women, girls and 2SLGBTQQIA communities, below are some of these recommendations to be implemented in all departments of the City.

- 1) **Strengthen and expand public education and greater public awareness of violence against Indigenous women and girls.**
- 2) **Guarantee more frequent and accessible transportation services to be made available to Indigenous women.**
- 3) **Guarantee responsive, accountable, and culturally appropriate child and family services.**
- 4) **Address disproportionate rates of poverty among Indigenous people, and women specifically.**
- 5) **Improve access to safe housing (across the housing spectrum from emergency shelters to secure permanent housing).**
- 6) **Provide accessible and culturally appropriate health, mental health, and addictions services for Indigenous women.**
- 7) **Support the continued retention and revitalization of Indigenous cultures, lifeways, and languages.**
- 8) **Provide services focused on healing Indigenous male perpetrators of violence and preventing the perpetuation of cycles of gender violence in Indigenous communities.**
- 9) **Provide programming that addresses violence against Indigenous women and girls led by Indigenous people.**
- 10) **Bring more information concerning the performance of programs and strategies meant to address violence against Indigenous women and girls.**

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## Local Governments Policies

- 1) City of Vancouver, Community Services, 2019
- 2) City of Vancouver, Vancouver Food Strategy (2013)
- 3) City of Vancouver, Healthy City Strategy 2014 – 2025
- 4) City of Vancouver, Reconciliation Framework (2014)
- 5) City of Vancouver, Greenest City Action Plan 2015 – 2020
- 6) City of Vancouver, Women’s Equity Strategy 2018 – 2028
- 7) City of Vancouver, Housing Vancouver Strategy (2018-2027)
- 8) City of Vancouver, Resilient Vancouver Strategy (2019)
- 9) City of Vancouver, Equity Framework
- 10) City of Vancouver, Creative City Strategy
- 11) City of Vancouver, Resilient Vancouver Strategy
- 12) City of Portland, The Portland Plan (2012)
- 13) City of New York, OneNYC / New York (2015)
- 14) City of Seattle, Seattle 2035 (2016)
- 15) City of Seattle, Race and Social Justice Initiative 2015-2017 Strategy
- 16) City of Seattle, Race and Social Justice Initiative 2015-2017 Strategy
- 17) City of Minneapolis, Minneapolis 2040 – The City Comprehensive Plan (2018)
- 18) City of Auckland, Auckland Plan 2050 (2018)
- 19) City of New York, OneNYC 2050 / New York (2019)
- 20) City of Portland, Racial Equity Plan Manual and Citywide Racial Equity Goals & Strategies
- 21) King County, Equity and Social Justice Strategic Plan 2016-2022

## 8. Appendices

### A. Guidelines for interviews: Community-based organizations

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#### Background

The City of Vancouver is currently developing the *City's Equity Framework* that integrates different perspectives, advances diverse leadership, creates safe spaces for collaborative learning, and resources equity initiatives for meaningful impact. For the City, equity, cultural equity, racial equity, gender equity, intersectionality, and accessibility are all concepts and practices that aim to create fair and full participation in cultural, artistic, social and political life.

**Equity** - Canada Council for the Arts recognizes that “Equity is a principle and process that promotes just conditions for all persons to fully participate in society. It recognizes that while all people have the right to be treated equally, not all experience equal access to the same resources, opportunities or benefits. Achieving equality is not simply about treating individuals or groups in the same way, but may require the use of specific measures to ensure fairness”<sup>54</sup>.

#### Research Project description

This research seeks to analyze the way in which local governments are meaningfully integrating decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices in city-wide and community planning processes to advance less colonial and more equitable planning. At the final stage, the project aims to develop a high-level approach with equity as a key foundation in city planning.

#### Guiding questions for interviews

Interviews and conversations with representatives of community groups are intended to inform the goals, aligned components and objectives of the High-level Approach to embed Equity in City Plan. The interviews are semi-structured and open-ended, and questions can vary from one person to another.

List of focus areas for Vancouver's City-Wide Plan (see section i.):  
<https://council.vancouver.ca/20181113/documents/motionb1.pdf>

The following are the guiding questions:

- What are your thoughts about the City's work on decolonization and reconciliation?
- What would you suggest to the City in order to conduct more collaborative and respectful community engagement process?
- What are the current concerns and difficulties faced by (the communities you work with), in areas such as Housing, Transportation, Jobs, Immigration, Food, Environment or others

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<sup>54</sup> <https://canadacouncil.ca/-/media/Files/CCA/Corporate/Governance/Policy/CCA/CCAEquityPolicy.pdf>

- > in order to have a more equitable city? And what would be the most important components for a high-level Equity framework for City Plan in areas such as Housing, Transportation, Jobs, Immigration, Food, Environment or others?
- Please tell me about your involvement/participation in (or relationship with) the City's initiatives and strategies, or in terms of equity work.
  - In general terms, what is your impression about the City's work on Equity? What are the main strengths and weaknesses of meaningfully integrating Equity?
  - Could you share with us your institutional practices or approach to support and retain workers, particularly Indigenous and racialized people? How are they supported to feel safer and comfortable in the workplace? If so, how do you think that the City could benefit from those practices? (in order to implement it )
  - How do you envision the City's work on eliminating disparities in a more meaningful, transformative and substantive manner to positively impact the lives of systematically excluded groups in Vancouver?

### **Confidentiality**

Given the sensitive nature of some concerns and topics that could arise during the conversations, all the participants will be offered anonymity in order to protect their privacy and confidentiality. In doing so, all the interviews and their narratives will be analyzed and contextualize by providing high-level descriptions or using verbatim quotations without attributing them to specific speakers. These interviews will not be recorded.

### **Final Notes**

- (1) This project is carried out in collaboration with staff mentors from City of Vancouver's Social Policy Program through the Greenest City/Healthy City Scholars Program, a partnership between the City of Vancouver and the University of British Columbia's Sustainability Initiative, in support of the Greenest City Action Plan.
- (2) The high-level approach to embed equity in City Plan intends to address structural inequities that systematically produce exclusions along the lines of gender, race, Indigeneity, ethnic origin, place of origin, ancestry, colour, citizenship, sexuality, gender identity, gender expression, disability, –including but not limited to– colonialism, racism, capitalism, patriarchy and heterosexism.

## Appendix B. Guidelines for interviews: City Staff

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### Background

The City of Vancouver is currently developing the City's *Equity Framework* that integrates different perspectives, advances diverse leadership, creates safe spaces for collaborative learning, and resources equity initiatives for meaningful impact. For the City, equity, cultural equity, racial equity, gender equity, intersectionality, and accessibility are all concepts and practices that aim to create fair and full participation in cultural, artistic, social and political life.

**Equity** - Canada Council for the Arts recognizes that "Equity is a principle and process that promotes just conditions for all persons to fully participate in society. It recognizes that while all people have the right to be treated equally, not all experience equal access to the same resources, opportunities or benefits. Achieving equality is not simply about treating individuals or groups in the same way, but may require the use of specific measures to ensure fairness"<sup>55</sup>.

### Research Project description

This research seeks to analyze the way in which local governments are meaningfully integrating decolonial, racial equity, gender equity, poverty reduction, intersectional and people-centered frameworks and practices in city-wide and community planning processes to advance less colonial and more equitable planning. At the final stage, the project aims to develop a high-level approach with equity as a key foundation in city planning.

### Guiding questions for interviews

Interviews and conversations with City Staff are intended to inform the goals, aligned components and objectives of the High-level Approach to embed Equity in City Plan. The interviews are semi-structured and open-ended, and questions can vary from one person to another.

List of focus areas for Vancouver's City-Wide Plan (see section i.):  
<https://council.vancouver.ca/20181113/documents/motionb1.pdf>

The following are the guiding questions:

- What are the current concerns and difficulties faced by (the communities you work with), in areas such as Housing, Transportation, Jobs, Immigration, Food, Environment or others - > in order to have a more equitable city?
- Which particular values do you think should inform an Equity framework? E.g. resilience, mobility. Guiding principles? Why?
- What would be the most important goals, priorities and objectives for a high-level Equity framework for City Plan?

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<sup>55</sup> <https://canadacouncil.ca/-/media/Files/CCA/Corporate/Governance/Policy/CCA/CCAEquityPolicy.pdf>

- How would these goals, priorities and objectives look different in each of these areas: Housing, Transportation, Jobs, Immigration, Food, Environment, community/stakeholder engagement or others?
- What are the main challenges and which challenges you foresee for the future to have a more equitable, engaged and racially just workplace culture?
- How do you envision equity and justice promotion in the City? E.g. to build a more racially equitable and inclusive workforce? How could we support and retain staff, particularly indigenous and racialized people?

### **Confidentiality**

Given the sensitive nature of some concerns and topics that could arise during the conversations, all the participants will be offered anonymity in order to protect their privacy and confidentiality. In doing so, all the interviews and their narratives will be analyzed and contextualize by providing high-level descriptions or using verbatim quotations without attributing them to specific speakers. These interviews will not be recorded.

### **Final Notes**

- (3) This project is carried out in collaboration with staff mentors from City of Vancouver's Social Policy Program through the Greenest City/Healthy City Scholars Program, a partnership between the City of Vancouver and the University of British Columbia's Sustainability Initiative, in support of the Greenest City Action Plan.
- (4) The High-level Approach to embed Equity in City Plan intends to address structural inequities that systematically produce exclusions along the lines of gender, race, Indigeneity, ethnic origin, place of origin, ancestry, colour, citizenship, sexuality, gender identity, gender expression, disability, –including but not limited to– colonialism, racism, capitalism, patriarchy and heterosexism.



## Appendix C. Aligned components for the High-level Approach to embed Equity in City Plan

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### Building upon existing City Strategies and Community Engagement

#### **Equity**

Canada Council for the Arts recognizes that “Equity is a principle and process that promotes just conditions for all persons to fully participate in society. It recognizes that while all people have the right to be treated equally, not all experience equal access to the same resources, opportunities or benefits. Achieving equality is not simply about treating individuals or groups in the same way, but may require the use of specific measures to ensure fairness.” (The City’s Community Services, 2019)

#### **Racial Equity**

“Recognizes that the racism, anti-Black racism, and anti- Indigenous racism entrenched in institutions and systems play a larger role in perpetuating racial inequity than individual acts based on consciously held beliefs of racial superiority. Rather than ‘I don’t see colour’ approaches, it includes ‘colour-brave’ approaches to address ways conscious and unconscious biases are embedded within policies and programs.” (The City’s Community Services, 2019)

#### **Gender Equity**

“Acknowledges how gender-based discrimination adversely affects the advancement and achievements of women, girls, and non-binary people and addresses gendered roles, leadership gaps, pay gaps, and gender-based harassment and violence”. (The City’s Community Services, 2019)

#### **Reconciliation and Decolonization**

“As Vancouver is on the unceded territories of the xʷməθkʷəy̓əm (Musqueam), Skwx̱ wú7mesh (Squamish) and səilwətaʔ / səilwítulh (Tsleil-Waututh) Nations, who have lived here for millennia, it is essential that we continue to build reciprocal relationships recognizing their generous and resilient cultures and take direction from the” (Resilient Vancouver, 2019).

“Reconciliation is about building respectful relationships between Indigenous and non-Indigenous people. This includes recognition of Indigenous rights and titles, as well as restitution and redress for colonial harms. Decolonization prioritizes Indigenous self-determination of leadership and land to address dispossession, cultural erasure, and denial of political governance. Decolonization changes processes related to arts and culture and involves developing practices.” (The City’s Community Services, 2019)

#### **Intersectionality**

“The impacts of shocks and stresses are not equal for all people. Systems of oppression like colonization, racism, sexism and classism are stresses that impact people on a daily basis, and these power systems are amplified in the context of shocks. Truly advancing [equity] means elevating and supporting people within our community that [...] have been systematically excluded from power structures for generations. We can do this by prioritizing equity and intersectionality in all of our work.” (Resilient Vancouver, 2019)

#### **Sustainability**

“Our vision is to create opportunities today while building a strong local economy, vibrant and inclusive neighbourhoods, and an internationally recognized city that meets the needs of generations to come.” (Greenest City 2020 Action Plan)

“Our ability to withstand shocks in the future relies on the health and well-being of current and future generations, the maintenance and regeneration of natural systems, the mitigation of climate change, the protection of biodiversity and inclusive economic development. Initiatives to enhance resilience must abide by the principle of sustainability and vice-versa. Vancouver has a strong foundation to build on this regard, and must continue to lead, act and advocate for bold innovation and action towards social, environmental and economic sustainability.” (Resilient Vancouver, 2019)

### **Reciprocity**

“[Building on] partnerships. It has been supported by local knowledge and global networks. Strong, trusting relationships and diverse perspectives are central to solving tough problems. The City of Vancouver has convening power and influence, which we can and should leverage to support reciprocal partnerships that amplify [...] efforts. In our relationships and engagements, we must avoid simply extracting knowledge, but instead use these opportunities to build the capacity of our community, and recognize and value the resources contributed by many groups and individuals to make our city a better place.” (*Resilient Vancouver*, 2019)

### **Relationships**

“Strengthening our relationships starts with acknowledging the history of residential schools and the impact of harm from the loss of land and culture. Continuing to build and strengthen relationships with Reconciliation Canada, the three Host First Nations of Musqueam, Squamish and Tsleil-Waututh, as well as with urban Aboriginal community (MVAEC), is critical. Above all it is important to recognise the history, heritage and protocols of the three Host First Nations, their presence, and achievements with respect.” (*City of Reconciliation Framework*, 2014)

“[S]trengthening relationships and empathy among diverse neighbours, sharing knowledge and ideas, contributing to problem solving and caring for local spaces. Strong, trusting relationships and diverse perspectives are central to solving tough problems. [R]ecognize the foundational role of community relationships and connections, the importance of robust cultural and social infrastructure [...] Cultivate community connections, stewardship and pride.” (*Resilient Vancouver*, 2019)

### **Resilience**

“Resilience is the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and thrive, no matter what kinds of chronic stresses and acute shocks they experience.” (*Resilient Vancouver*, 2019)