



Montreal Intercultural Profile

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This report is based upon the visit of the Council of Europe’s expert team on 13 and 14 May 2019 comprising Ivana d’Alessandro and Daniel de Torres. It should be read in parallel with the Council of Europe’s response to Montreal ICC Index questionnaire¹, which contains many recommendations and pointers to examples of good practice.

1. Introduction

Montréal is located in Québec province, south-eastern Canada. With 1,704,694 inhabitants (2016) it is the second most-populous city in the country. At 365 km², the city of Montreal occupies about three-fourths of Montréal Island (Île de Montréal), the largest of the 234 islands of the Hochelaga Archipelago, one of three archipelagos near the confluence of the Ottawa and St. Lawrence rivers.

The city was founded in 1642 by European settlers in view to establish a Catholic missionary community on Île de Montréal. It was to be called Ville-Marie, after the Virgin Mary. Its current name comes from Mount Royal, the triple-peaked hill in the heart of the city. From the time of the confederation of Canada (1867), Montréal was the largest metropolitan centre in the country until it was overtaken by Toronto in the ‘70s.

The agglomeration of Montréal has a population of 1,9 millions² while the metropolitan area of Montreal has a population of 4,098,927 (as of January 1, 2016³). The municipality is composed of 19 boroughs⁴ subdivided into neighbourhoods. Many (10) of these boroughs were independent cities; the Province of Québec amalgamated the 28 municipalities on the island of Montreal into a unified City of Montreal, following a forced municipal merger⁵. Subsequently, and after a referenda on opting-out from the amalgamation (2004), fifteen of the previously independent municipalities on the island voted to de-merge from the megacity to become reconstituted municipalities⁶.

The majority of migrants living in Québec concentrate in Montréal (85.8%), which account for 23.4% - followed by Sherbrooke (7.1%) and Saint-Hyacinthe (6.1%).

In Montréal, around 150 languages are spoken and over 200 religions are practiced. While the Province of Québec is predominantly French-speaking, some municipalities in the Montréal area are predominantly English-speaking. A unique feature of Montreal is the working knowledge of both French and English.

¹ Montréal: Results of the Intercultural Cities Index (to be published here: <https://www.coe.int/en/web/interculturalcities/index-results-per-city>)

² Montréal en statistiques. Profil sociodémographique, mai 2018

³ Ville de Montréal. Population totale 2016.

⁴ Ahuntsic-Cartierville, Anjou, Côte-des-Neiges–Notre-Dame-de-Grâce, Lachine, LaSalle, Le Plateau-Mont-Royal, Le Sud-Ouest, L’Île-Bizard–Sainte-Geneviève, Mercier–Hochelaga-Maisonneuve, Montréal-Nord, Outremont, Pierrefonds-Roxboro, Rivière-des-Prairies–Pointe-aux-Trembles, Rosemont–La Petite-Patrie, Saint-Laurent, Saint-Léonard, Verdun, Ville-Marie.

⁵ 2002 Municipal Reorganization of Montreal

⁶ Case Study Montreal Amalgamation. The Centre for Human Settlements (UBC).

Montréal has the second-largest economy of Canadian cities based on GDP⁷ and the largest in Québec. With a real growth of 3.6% in its GDP (2019), the city recorded the highest economic growth among major Canadian cities, ahead of Toronto, Vancouver, Calgary and Ottawa-Gatineau.

The city is today an important centre of commerce, finance, industry, technology, culture and world affairs. The aerospace industry is a major employer in Québec, and Montréal is home to the headquarters for the International Air Transportation Association, the International Business Aviation Council, and the International Civil Aviation Organisation. Research and development for transportation in general is another significant component of the economy – being the Port of Montréal one of the largest inland ports in the world. Other industries include artificial intelligence research, finance, food processing, beverage making, engineering, software development, and the manufacture of telecommunications equipment and pharmaceuticals, along with printing and publishing.⁸

The labour force participation rates up to 67.5% and the unemployment rate is dropping year after year. In 2018, Montréal had its lowest unemployment rates in history - 6.1%.

2. Federal and provincial policy context

In 1870, just after Confederation, Canada's total population was 3.6 million. Since then, it grew almost ten-fold, to more than 35 million in 2016, much of it through immigration. In recent decades, as Canada's birth rate has declined, immigration has accounted for the majority of population growth. Of the six million added to Canada's population between 1996 and 2016, two-thirds were immigrants.

In the XIXth century, with such a small population, immigration was seen as a crucial way of expanding the country and its economy. Immigration was generally unrestricted, except for the ill, the disabled and the poor – according to the first Immigration Act (1869). The other exception were Chinese migrants.

After waves of mostly European immigration, political upheavals and economic problems that followed the I World War, a more restrictive immigration policy was implemented, which continued until the middle of the XXth century. Under a revised Immigration Act (1919), the government excluded certain groups from entering the country. After the II World War, a new Immigration Act (1952) continued Canada's discriminatory policy against non-European and non-American immigrants. However, in 1962 it ended racial discrimination as a feature of the immigration system. In 1967, a points system was introduced to rank potential immigrants for eligibility: work skills, education levels, language ability and family connections became the main considerations in deciding who could immigrate – instead of race, colour, or nationality.

⁷ Statista (2019)

⁸ Encyclopedia Britannica: <https://www.britannica.com/place/Montreal/People>

Immigration and population policies were renovated substantially in new **Immigration Act (1976)**. It established for the first time in law the main objectives of Canada's immigration policy. These included the promotion of the country's demographic, economic, social, and cultural goals, as well as the priorities of family reunion, diversity, and non-discrimination. **The Act also enabled cooperation among levels of government and the voluntary sector in supporting newcomers' inclusion. And at the same time, it broadened who has a role in shaping policy and establishing annual immigration levels to provincial governments,** ethnic groups, and humanitarian organisations. By 1980, five classes of immigrants had been established for entry to Canada: Independent; Humanitarian; Family; Assisted Relatives; and Economic.

In 2001, after the September 11, Canada replaced its Immigration Act with the **Immigration and Refugee Protection Act (2002)**, which maintained many of the principles and policies of the previous one, but it gave the government broader powers to detain and deport immigrants suspected of being a security threat.

Québec Immigration policy

Section 95 of the Constitution Act, 1867 makes **immigration an area of shared jurisdiction between the federal government and the provinces. Québec's policies on immigration and integration are different from the federal government's**, in particular in the way that Québec represents itself and is represented abroad as a society that receives and integrates new immigrants. Although Québec has never gained total control over policies on immigration and citizenship⁹, it has made some major strides in this direction through the demographic, economic, linguistic and humanitarian objectives of its various public policies.

Québec created its own department for immigration in 1968 (**Ministry of Immigration**), being one of its priorities to recruit as francophone migrants¹⁰.

After the 76 Immigration Act, which broadened the role of provinces in shaping migration policy, Québec was the first province to have a **special immigration agreement with the federal government** enhancing its ability to select and integrate immigrants - the Canada-Québec Accord (1991).

Federal Gov	Québec
Admitting immigrants into Canada and determining the total number of immigrants admitted annually	Permanent immigration: 1) the desired number of immigrants; 2) the selection of candidates who wish to settle in Québec (except for applicants for refugee status and members of the Family Class);

⁹ Close to 33 % of all immigrants to Québec are not selected by Québec.

¹⁰ Many intense debates on the language issue lead Québec to pursue legislation to establish French as the unique official language in 1974. In 1977, French was made the mandatory language of education for all residents, including newly arrived immigrants, with the exception of those claiming Anglophone decedance.

	3) administration, monitoring and duration of sponsorship undertakings.
Defines the general standards for processing immigration applications and the general categories of immigrants. It determines which immigrants can apply under the Family Class and the financial responsibilities assumed by their sponsors.	Temporary immigration: Québec's consent is required to: 1) issue a work permit; 2) issue a study permit and admit foreign students (except those participating in a Canadian program of assistance to developing countries); 3) authorise foreigners to come to Québec for medical treatment.
Defines and grants citizenship.	Providing reception and economic and linguistic integration services to new permanent residents ¹¹
Responsible for processing applications for refugee status made within Canada.	
Authority over the movement of temporary workers	

Table 1: Competencies regarding Migration Policy according to the Canada-Québec Accord (1991).

Canada multiculturalism vs. Québec interculturalism

Before the 1960s, Canada had an **assimilationist approach** to immigration. Groups and people that were seen as incapable of cultural assimilation were rejected for immigration and citizenship. With resurgent Quebec nationalism in the 60s, the Royal Commission on Biculturalism and Bilingualism was established to study tensions between Francophones and Anglophones and concluded that there were more than two cultures in Canada. The idea of Canadian multiculturalism emerged after the Commission.

In October 1971, President Pierre Elliott Trudeau officialised a Canadian multiculturalist policy, declaring that there was no official culture in Canada, but two official languages. With the establishment of this policy, Trudeau may have devised multiculturalism as a tool to integrate Quebec Francophones into the rest of Canada (Ciasson,2012).

During the 80s, the Canadian government reaffirmed multiculturalism through a variety of official documents, such as the Canadian Constitution of 1982, the Charter of Right and Freedoms of 1982 and the **Multiculturalism Act of 1988**, which seeks to “preserve and enhance the multicultural heritage of Canadians” and recognises multiculturalism as a fundamental aspect of Canada (Article 3).

¹¹ Canada compensates Québec financially for providing these services, so long as they correspond to those offered by Canada in the rest of the country and are provided to permanent residents who could have been selected by Canada

Regarding Québec, before World War II, it was mostly culturally homogeneous, Francophone, Catholic, and rural. Immigrants typically integrated the Anglophone community and Francophones regarded immigration as necessary.

In the 60s, Québec began to intervene systematically in the immigration policy. Immigration was therefore an economic tool and a tool of political and cultural construction (Ciasson,2012). From the 80s on, the presence of cultural communities became an increasingly important reality. New challenges emerged, namely ensuring the full participation of immigrants to collective life, and the development of intercultural relations. **The increasing need for immigration coupled with official rejection of multiculturalism and the need for Francophone cultural self-preservation has led to the unofficial development of an integration policy specific to Quebec, interculturalism.**

All elected governments of Québec have rejected federal multiculturalism, mainly due to the perception that multiculturalism was meant to undermine Québec and its nationalist aspirations. Following this perception, multiculturalism denies Québec the opportunity to constitute itself as the main rallying point of identity for its inhabitants, thus treating Quebecers as another cultural group in the Canadian cultural mosaic (instead of as a distinct society and a nation). Furthermore, **interculturalism is a criticism of multiculturalism's concept of the cultural mosaic**: it is not assimilationist but not excessively culturally relativistic and fragmentary as multiculturalism is perceived to be (Ciasson,2012).

Québec immigration policies and measures to support the integration of immigrants have included the **secularisation of public institutions** (except the school system) and the **francisation of the public space**, which separates the French language from its ethnic roots and makes it the language of government and the common language of citizens in their public lives. Québec has also taken a number of legal steps to fight discrimination and guarantee individuals' cultural rights¹².

Chronology of Québec immigration and integration policies

- **1981**: Québec established the *Ministry of Cultural Communities and Immigration* (MCCI). Its first action plan '**Autant de façons d'être Québécois**' (1981) was released in the aftermath of the referendum on Québec sovereignty. The goals of this plan were to maintain and develop Québec's cultural communities, to raise awareness on the contribution of these communities to Québec's shared heritage and to promote their integration in public institutions, notably through access to employment. **The model**

¹² It has adhered to a number of international covenants and conventions on human rights, adopted the Québec Charter of Human Rights and Freedoms (1975), issued the Québec Declaration on Intercultural and Interracial Relations (1985) and implemented programs to provide equal access to employment.

proposed in this plan, “cultural convergence,” is different from the American melting pot, Canadian multiculturalism and French assimilation, defining Québec as a nation with a French character, where French culture represents a focus of convergence for minority cultures, but where the legitimacy of these cultures is affirmed, along with the intention to keep them “original and alive wherever they express themselves.”

- **1984: Council of Cultural Communities and Immigration.** This body was composed of representatives of civil society, and its role was to provide the Minister with critical advice. It was dissolved in 2011.
- **1990:** MCCI published a policy statement on immigration and integration entitled ‘**Let’s Build Québec Together**’, which proposed a plan for integrating immigrants and cultural communities on the basis of a moral contract encompassing what the Québec government defined as the elements of a “common public culture”: democratic values, secularism of the state, peaceful resolution of conflicts, French as the official and common language, pluralism, and equality between women and men. This document made interculturalism, adaptation of institutions to diversity and reasonable accommodation integral parts of the vision that it expressed.
- **1994- 1996:** The Ministry changed its name several times. The government began promoting a new approach, based on citizenship, the “civic framework” and Québec’s common heritage. The concept of **citizenship** represented progress, in that it emphasized the political ties that bind all citizens, and not only the intercultural ties, while also reaffirming the diversity of the Québec people.
- **2005: Ministry of Immigration and Cultural Communities.** The government adopted a new policy entitled ‘[Diversity: An Added Value](#)’. The government’s objectives were successful integration, economic mobilisation of diversity, and promotion of the French language. This new policy included measures in the areas of rights education, the fight against racism and discrimination, and intercultural rapprochement. It was accompanied by a government action plan to promote the participation of all Quebeckers in the development of Québec; this plan covered the period 2008–2013 and was completed in March 2014.
The new policy was also accompanied by a declaration on the common values of Québec society, which had to be signed by anyone applying to select Québec as their destination. This declaration¹³ lists the values set out in Québec’s Charter of Human Rights and Freedoms that form the foundation of Québec society.

¹³ “Québec is a free and democratic society. Political and religious powers are separate in Québec. Québec is a pluralist society. Québec society is based on the rule of law. Women and men have the same rights. The exercise of human rights and freedoms must respect the rights and freedoms of others and the general well-being”.

- 2014: *Ministry of Immigration, Diversity and Inclusion*. Québec government began interministerial discussions to develop a new public policy on immigration, diversity and inclusion to replace the policy statement on immigration and integration issued in 1990.
- 2015: Québec's Parliamentary Committee on Citizen Relations undertook special consultations and public hearings on a paper entitled '[Towards a New Québec Policy on Immigration, Diversity and Inclusion](#)'. These consultations dealt with the vision, guidelines and strategies for Québec's new policy, which are:

"- The Québec identity, plural and dynamic, enriched by the contribution of people of all origins, yet deeply committed to preserving its distinct and Francophone character and the historical contribution made by the Native peoples and the Québec English-speaking community;

- The French language, official language of Québec and common language of public space in Québec society;

- Openness to multiple contributions, where the diversity and plural affiliations of the population — freely and openly manifested in public life — are recognized and valued; Fair access for all citizens to resources, services, institutions and public spaces without discrimination;

- Active participation in society, which is expected and encouraged; Intercultural rapprochement, where positive encounters between people of all origins foster harmonious civic relations and new bonds of solidarity while contributing to prevent prejudice, intimidation and discrimination;

- An approach to the integration of immigrants that rests on reciprocity and the sharing of the common values of Québec society;

- Mediation and mutual adjustment with due respect for the fundamental principles of Québec society".

3. Local Diversity and Policy Context

Montréal demographics

Although during the 19th century and the first part of the 20th century the population of Montréal diversified with the arrival of immigrants, especially from European countries, **from the 1970s onwards there was a very notable increase in the diversity of the population**, especially due to the arrival of immigrants from Haiti and Vietnam. Since the 1980s, the diversity of the city has increased considerably, and according to the last 2016 Statistics Canada, Montreal's migrant population consists of 570,940 people, which correspond to 34.3% of the total population¹⁴.

¹⁴ 'Immigrants' includes persons who are, or who have ever been, landed immigrants or permanent residents. Such persons have been granted the right to live in Canada permanently by immigration authorities. Immigrants who have obtained Canadian citizenship by naturalization are included in this category. Statistics Canada. Immigration and Citizenship.

The largest migrant groups have their origins in: **Haiti (8.6%), Algeria (6.9%), Italy (6.4%), France (6.2%), Morocco (5.9%), China (4.7%)**, Lebanon (3%), Philippines (3%), Romania (2%), Iran (1,9%), India (1,8%), Egypt (1,7%), USA (1,7%) and Syria (1,6%). Among all residents, 639,850 people (38.5%) are foreign-born and therefore considered first generation migrants; 341,380 (20.5%) are second generation migrants and 682,000 people aged 15 and over (**41%**) **belong to the third and following generations**. As for the admission category and applicant type, the majority of immigrant population are ‘**economic migrants**’, a 27,5% were sponsored by a family, and 16% are refugees. Some **34.2% of the population** of Montreal and 13% that of Quebec Province, are members of a **visible minority group**¹⁵. The five most numerous visible minorities are Blacks (10.3%), Arabs (7,3%), Latin Americans (4.1%), South Asians (3.3%), and Chinese (3.3%)¹⁶.

A third of new immigrants (34%) and more than a quarter of Indigenous people living in Montréal (27%) have a low income, meaning a significant proportion of their income goes towards basic necessities.

Overall, Québec is the province with the lowest percentage of Indigenous people, at 1.2%, compared to 2.8% for all of Canada. **Montréal has a 1% of aboriginal population** – being half of them First Nations (North American Indian) and the other half Métis¹⁷. However, when identifying aboriginal ancestry for the population, a 3.1% of the population in Montréal has ‘single aboriginal and non-aboriginal ancestries’.

Immigration and diversity policies

The government of Québec province has the majority of competencies over policies and programmes related to immigration and the integration of migrants and refugees. The competences of Montréal are determined by the Québec government and are specified in the Charter of the city of Montreal (2016). However, given that the majority of Québec migrants live in Montréal, the city has played a very proactive role in promoting policies and measures in this area. Additionally, the recognition of the status as a metropolitan area has enabled Montréal to acquire new powers (and resources) for the development of public policies on immigration at the municipal level.

In order to better understand the city's policies from an intercultural perspective, it is important to highlight some aspects of the evolution of its policies over the last 30 years¹⁸.

¹⁵ Visible minorities are defined by the Canadian Employment Equity Act as "persons, other than Aboriginals, who are non-white in colour".

¹⁶ Statistics Canada, Visible Minorities

¹⁷ Statistics Canada, Aboriginal population

¹⁸ For a more detailed historical overview, it is highly recommended to read the chapter *The Case of Montréal: Intercultural City 'Avant la Lettre'?* written by Marta Massana and Gilles Rioux in the book 'Intercultural Cities: Policy and Practice for a New Era'. Edited by Bob W. White. Palgrave Macmillan (2018).

Having first been colonised by France and then conquered by England, Montréal was divided by its dual heritage. In order to manage the relations between the two groups: the elites, both French Canadian and English, opted for an approach of institutional separation along ethnic and linguistic lines; parishes, schools, colleges, charitable societies, professional / vocational orders and national associations were organised and encouraged to develop separately (Massana and Rioux, 2018).

Thirty years ago, interculturalism emerged as a way to progressively move from the historical separation of the city's institutions and to unite the diversity of communities present in Montréal, including francophones and anglophones. Although it was not until the **2000s that the city officially adopted interculturalism as its official approach to diversity management**, during the second half of the 1980s the foundations were laid, based on principles that placed interculturalism at the centre of the city's approach:

- Acknowledgement of Montreal's ethnic communities as important elements of the society and the recognition of their contribution to the city's development.
- Encouragement of interactions between the francophone majority and ethno-cultural minority groups.
- Affirmation of French as the common public language.
- Recognition of linguistic and cultural barriers and gaps.
- Representation of ethnic communities in all areas of social, economic and political life
- Adaptability and accessibility of information and services.
- Reciprocity and the development of good relations between the city's diverse communities.
- Search for balance and social cohesion.

These principles translated in official declarations, initiatives and action plans that reflect a commitment on the adoption of an intercultural approach to diversity management. Some of them have been the following:

- 1987: the City established the Intercultural Bureau of Montréal, which became the Division of Intercultural Affairs in 1992. Since then, an elected official, responsible for intercultural relations, has been a member of the executive committee.
- 1989: creation of the Welcoming office for new immigrants 1989 and approval of the Montreal Declaration Against Racial Discrimination.
- Since 1989 the city of Montréal has collaborated with the government of Québec to put in place the programme for Equal access to employment for cultural communities.
- 1992: creation of Direction of Intercultural Affairs (DAI). It further institutionalised the intercultural approach and to implement it with a comprehensive and cross-cutting perspective.
- 90s: institutional action plans related to intercultural affairs were established (1994-2000).
- 2000: the triennial Action Plan on Intercultural Affairs (2000, 2001, 2002) was put into place

- 2002: creation of the Intercultural Council of Montréal (CIM).
- 2004: approval of the Montreal Declaration for Cultural Diversity and Inclusion
- 2005: the city adopted the Montreal Charter of Rights and Responsibilities.
- Since 2006, the Montréal Intercultural Program (MIP) has been promoting intercultural relations and a sense of belonging to the Montréal community.
- 2011: the city is formally recognised by the Council of Europe as an intercultural city.
- March 21, 2016: the City Council unanimously adopted a declaration with specific commitments regarding the fight against discrimination.
- 2016: establishment of the new Newcomers Integration Office (BINAM).
- December 2018: Montréal unveiled its first action plan entirely dedicated to integrating newcomers: “Inclusive Montreal” 2018-2021.
- 2019: creation of the new Diversity and Social Inclusion Department.

The **Diversity and Inclusion Department** or *Service de la diversité et de l’inclusion sociale* (SDIS) is responsible for taking action in the area of social development. After a re-organisation in January 2019, the Department now includes the Newcomers Integration Office or *Bureau d’intégration des nouveaux arrivants à Montréal* (BINAM). This alliance is aimed at achieving greater effectiveness by allowing the city to gain a better perspective on all the issues faced by new immigrants and by people with an immigrant background; and to provide a continuum of services and ensure that its actions are more consistent. SDIS actions are partly governed by the *Entente administrative sur la gestion du Fonds québécois d’initiatives sociales*, which is meant to address the issues of poverty and social exclusion. In force as of 2018, the agreement has a duration of five years and its annual budget is \$10 million. The municipal administration expects to make additional investments in its own annual budget.

This Department has two intervention lines:

- Intercultural rapprochement: the city is working on developing an Intervention Strategy for Intercultural Rapprochement and the Valuation of Ethnocultural Diversity.
- Fight against discrimination: the city has been engaged in a major process to combat racial and social profiling within its units and workforce, among other initiatives to raise awareness and fight discrimination.
- Create the conditions to accelerate the process of socio-economic integration of newcomers to maximize their participation in Montreal's collective life.

Additionally, the city is defining new municipal orientations concerning people of sexual and gender diversity (particularly those at risk of experiencing discrimination and social exclusion) by using a Gender-Based analysis (GBA+) when designing and implementing its policies, action plans, programmes and projects.

It is important to emphasise that diversity and inclusion are among the major organisational priorities of the City for 2019, with the following three targets:

- increasing the overall hiring rate for visible or ethnic minorities to 33%;
- making employees aware of the diversity and of the benefits it brings to their department or borough;

- finding a new practice that provides all citizens with equitable access to the services offered by their department or borough.

Finally, it is necessary to highlight the intense and rich work carried out by a large number of civil society actors (social, cultural and sports organisations) as well as from the University. Special mention should be made of the 'Laboratoire de Recherche en Relations Interculturelles' (LABBRI), which actively collaborates with the city council in the promotion of the intercultural approach.

Despite all these initiatives, which undoubtedly demonstrate a strong commitment, the city has not designed a comprehensive and cross-cutting intercultural strategy that provides a shared framework and a long-term vision. This lack of a common framework explains the diversity of concepts that are used in the different areas: integration, inclusion, interculturalism. In this sense, and despite Montréal intercultural approach is internalised in municipal departments and in social actors, it would be very opportune to promote a process that would allow the definition of a political framework that would reinforce a shared narrative and serve to channel, order and give a long-term vision to the set of municipal policies.

In our conversations with the heads of the department of Diversity and Social Inclusion, they conveyed the will and commitment of the current government team to work along these lines, although it is not yet clear how this commitment will be implemented.

It is worth to mention the different international actions related to intercultural issues, particularly on the themes of Migration and Living Together. Under the City of Montréal's Strategic Framework for International Relations "[Urban Diplomacy at the Service of the Montreal Community and the World](#)" the city is deploying several lines and actions. On the theme of Living Together, Montréal is home to the [International Observatory of Mayors: Living Together](#)¹⁹, a network of about 50 cities and mayors around the world, to exchange experiences on social cohesion, diversity and inclusion. In 2015, the City initiated the Summit on Living Together, which brought together more than 20 mayors. In addition, Montréal has also created the **Standing Commission on Living Together**, bringing together some 20 Francophone mayors within the *Association internationale des maires francophones* (AIMF). In relation to migration, Montréal has mobilised a number of cities around the world to contribute, particularly through Montréal's experiences, to the "Migration Pact" adopted by the United Nations in 2018. In addition, Montréal is collaborating with the International Organisation for Migration (IOM) on a pilot programme to develop indicators on migration at the local level.

¹⁹ The Observatory's website is a platform managed from Montréal and at the disposal of cities to disseminate experiences and good practices, including on issues related to interculturalism. Website: observatoirevivreensemble.org

4. Governance and democratic participation

In Canada, citizens who have a permanent residence permit but do not have Canadian nationality cannot vote in municipal elections (neither regional nor federal) nor can they run for election. However, the City of **Montréal encourages the civic participation of people from different ethnocultural communities as well as those belonging to visible minorities** through different actions, bodies and initiatives.

In recent years, city council has come out in favour of Montréal elected officials being more representative of the city's diverse population. Thus, for the municipal elections of 2013 and 2016, city council unanimously adopted two motions and a declaration requesting that municipal political parties make a major effort to appoint Montrealers from visible minorities and get them elected.

The municipal administration has established a new main priority for 2019 and for subsequent years to implement an organizational culture that values diversity and inclusivity. The municipal **administration has set out some targets for all its departments, including the need to increase the overall proportion of visible minorities or ethnic minorities hired to 35%.**

The Office of Public Consultation of the city has the goal to encourage participation without exclusion. To reach the different groups at risk of exclusion, including people from minority groups, the office provides different ways and tools to facilitate participation and put especial efforts to promote consultation in small groups in the neighbourhoods about different topics. Through the *Realise Montreal platform*, Montréal citizens are given the opportunity to speak out on a topic that is the subject of a consultation, allowing them to the decision-making process in the development of policies and intervention strategies.

In 2018 the City set up a “**Table sur la diversité**” as a consultation body to examine various issues related to diversity in the city, including employability, representation in political spaces and racial profiling. The 15-member group includes people from various ethnic backgrounds, and the Mayor of Montréal, Valérie Plante, entrusted them with the mandate to contribute their expertise by reflecting on ways to make the public service, services and municipal programs more innovative, inclusive and representative of the Montréal population.

The city also has three specific advisory councils: Montreal Youth Council; Montreal Women Council and the **Montreal Intercultural Council (CIM)**, and they ensure there is a representation of the ethnocultural diversity of the city. The CIM was created on 25 March 2002 and is a consultative body concerned with intercultural relations. The CIM gives its opinion, formulates recommendations and advises elected officials on municipal policies to be implemented to promote the integration and participation of members of ethnocultural communities in the political, economic, social and cultural life of the city. The CIM is composed of 15 volunteer members with expertise and experience in intercultural matters; a permanent employee

(secretary-researcher) and an administrative secretary (shared with the other 2 Councils). Lately they have worked and proposed recommendations on two topics:

- *Towards an urban citizenship that promotes the full participation of all*
- *Montreal, an intercultural city*, including a roadmap on how to implement an intercultural policy based on three principles: recognition of diversity, equality of all and productive interactions.

It is also important to emphasise the importance of the Montréal Charter of Rights and Responsibilities²⁰ that came into force on January 2006. On its Article 30 specifies that: In this Charter, “citizen” means any person living within the territory of Montréal. This means that all people, including immigrants regardless of their status, are considered citizens of the city. One of the commitments of the Charter is to foster participation by citizens in municipal affairs.

In this sense, a very interesting initiative is the *Caravane de la démocratie*. Elected officials and the Ombudsman go together in the field to meet with specific groups and exchange with them about city issues, including about the Charter citizen’s participation.

5. Welcome policies

The Montreal’s Newcomers Office (BINAM) was created in 2016. With a team of 15 people, it coordinates action for newcomers in Montreal and is leading 30 innovative projects. BINAM collaborates and support many initiatives from local NGOs and community organizations that working in the boroughs.

The Office acts in accordance with the first action plan entirely dedicated to integrating newcomers: Inclusive Montreal 2018-2021. This triennial Plan, concluded between the city and the Ministère de l’Immigration, de la Diversité et de l’Inclusion (MIDI) calls for a joint overall budgetary envelope of \$24 million. This action plan addresses:

- o Economic integration and employment of newcomers
- o Inclusion
- o Coordinating and optimizing access to services
- o Supporting people without status or with precarious
- o Immigration status
- o Access to housing

And it has 4 strategic axes:

- o **An exemplary city:** aimed at the city administration, especially to develop a strong culture of evaluating projects as well as the use and access of city services by newcomers

²⁰

https://ville.montreal.qc.ca/pls/portal/docs/page/charte_mtl_fr/media/documents/charte_montrealaise_english.pdf

- ***A hospitable and supportive city:*** Aimed at the ecosystem for welcoming and integrating newcomers. It puts a special focus on six Priority Inclusion Districts in which 62 % of Montreal's newcomers live.

In order to simplify and accelerate newcomer's integration and access to services they have created the Station Nouveau Départ a unique space to bring municipal, provincial, and federal services together under one roof. This initiative is inspired by Lisbon's One-stop-shop project. They also have created a digital tool that aims to promote knowledge of local services and installation assistance program.

- ***An inclusive city:*** Aimed at the host society and non-immigrants to develop Montrealers' abilities to welcome and include newcomers. They have launched specific strategies, such as:

- Workplace integration training program
- Montreal's Inclusive Workplace Strategy

- ***A responsible and dedicated city:*** Aimed at migrants without status or with precarious immigration. Through the No-fear access policy they want to ensure access to people without immigration status and those with precarious status to municipal services. It also includes actions to protect migrants who are victims of crimes or abuse.

In 2019 the city unveiled its policy for access to municipal services without fear. It also introduced an intervention and protection unit devoted to helping immigrants in unsafe situations, including helping them navigate the legal system. The focus is on helping undocumented immigrants and those of precarious legal status. The city is loosening identification requirements to access such services as libraries, cultural institutions, sport and recreational centres, classes and day camps

Finally, it is important to highlight the proposal in which the City team is currently working to create a **municipal Citizenship Card**. The goal is to facilitate access to city services by everyone, based on the New York model. They are designing it with BINAM, local police and also experts from Toronto that will also participate in the initiative that gets support from the Open Society Foundation.

6. Education, training and language

In Montreal there is no relevant concentration of students from the same ethnic background although obviously in some neighbourhoods there is a greater concentration, according to the demographic reality of the area. On the other and, only to some extent ethnic origins of teachers are representative of city's diverse population.

The government of Quebec has all the competences in education; however, both the provincial government and the City support various projects of public and private institutions working in

the field of education, especially in the extra-curricular field. One of the main goals is to fight the school drop-out of the most vulnerable, a proportion of which belongs to visible and ethnic minorities.

There are also several educative projects related to diversity and immigration issues in collaboration with various actors, such as the *Centre d'Histoire* of the City of Montreal. The Center promotes many actions that go beyond the physical place and tell the story of Montreal through its inhabitants, working a lot with schools.

During our visit we were able to get to know various initiatives promoted by the Centre, such as the project *Citizen in My City* that allow students to discuss Montreal's municipal democracy, its history and participate in a workshop with the City of Montreal's Youth Council. This project is part of the programme School for all to support disadvantaged schools in poor areas with projects that also allow teachers to vary their teaching and curriculum.

Another very interesting project is *You are part of history* involving 300 students from 26 integration classes. These children enter these classes before regular classes to learn French and upgrade their skills. The project lasts several weeks and at the beginning they are told the history of Montreal, at the Centre, with a guide and actors. They are given a workshop about objects in museums and in the second part of the project the students are asked to bring a "family treasure", an object that tells a story that is important to them. Testimonies are recorded or written, and they create a catalogue, an exhibition, and a website to share their stories with citizens. The project presents newcomer children as part of the community, raises awareness of the local population about the histories of the newcomers, and develops the self-esteem of the youngsters involved.

The city also collaborates with other city departments such as libraries, and for example a travelling exhibition with stories of immigrants toured the city's libraries and colleges. In the library, the exhibition has a facilitator who acts as a bridge between the exhibition and the visitor.

Training

In our visit we could see the importance that is being given in the city to the training of municipal workers in diversity issues. In line with the 2016-2019 Employment Diversity Action Plan, **the City of Montréal offers training to develop the intercultural skills of its managers, recruitment staff and the entire workforce.** These training sessions vary, depending on the work context and the duties to fulfil. They include:

- Employee training on intercultural communication in the workplace
- Training day on communication and professional collaboration in a context of employment diversity, mandatory for employees taking part in the professional mentorship program
- Training for managers on reasonable accommodation

- Management module on diversity (specifically for managers)
- Training on recruitment in a diversity context for employees at the city's Centre de dotation
- Training on mobilizing complementary and diversity teams

Finally, this year the city has adopted a priority for inclusion and diversity, and BINAM has trained many city managers in this priority and this is included in their performance objectives.

Language

Promoting the learning of French is an important goal for the municipality. In this sense, many initiatives are promoted from different municipal departments and they also provide support to social organizations that provide language integration support. This is done mainly through different organisations, libraries, cultural mediation and with families, as they pointed out that what works very well in Montreal in terms of language and francization is the work and cooperation with families.

An example of projects promoted by public libraries is the *Agents de liaison*. Established since 2008 in four boroughs, this program has made it possible to increase the number of activities in cultural venues for immigrants and to encourage newcomers to attend and participate in the community's social and cultural life. The project is carried out in collaboration with partners such as community organizations, schools (reception classes, francization of adults) and the health sector. Libraries organize various mediation activities to support newcomers and allophones with a migrant background in their learning of French. The network of libraries also provides publications in migrants' languages.

The *Réseau Accès Culture (Cultural Access Network)* is an essential tool to ensure the inclusion of citizens of all ages, conditions and origins. For the years 2019 to 2023, the network's Diversity Action Plan aims to increase the diversity of teams, programs and audiences. It is particularly interested in **reaching newcomers, visible minorities and ethnocultural communities in the neighbourhoods**. The Network facilitates learning of French, but also provides training opportunities in the languages of migrants/minorities.

The city has not put in place specific policies to encourage the learning of migrant languages, although it supports some organisations that offer opportunities for language exchange and learning and also supports some ethnic minority publications and journals.

7. Employment and business

The unemployment rate of the immigrant population is considerably higher than that of the natives, although in recent times it has been decreasing. In a meeting with the responsible of the Economic Development Department, she told us that the private companies are now more sensitive to the discourse of the diversity advantage and there is a bigger opening of the society

about that, regarding the talents that migration can offer, and the positive effect for the society.

The city is supporting programs aimed at promoting inclusion and access to employment of the population, and some especially aimed at vulnerable people, including newcomers.

In November 2017, the City of Montréal launched a vast survey to find out how Montrealers feel about immigration, especially to target the obstacles that hinder their integration into the labour market. Some of the **barriers to employability that were identified are the recognition of diplomas and discrimination**, among others.

In February 2019 they organised an event led by the mayor Valérie Plante, with 60 CEO and community leaders to raise awareness and the need to take some actions. The workshop event aimed to create discussions with figures in the local business community on how to help integrate newcomers into the Montreal workforce and to provide a better understanding of the challenges faced by the immigrant population in the job market.

To deal with these challenges, the Office for Integration of Newcomers (BINAM) has launched the ***Montreal Inclusive at Work Strategy***, which aims to make Montrealers aware that the economic integration of immigrants and visible minorities is everyone's business and assist employers and other strategic actors in trying to innovate staffing and integration processes. They also have launched the *Work Training Integration Program*, a project that aims to accelerate the integration process for newcomers into their field of skills and qualifications, while supporting Montréal's major employers in the experimentation and evaluation of innovative processes recruitment, integration and retention of skilled workers.

The City of Montreal wants to reflect the diversity of its population within its teams and relies on the talents of different employees by gender, age, origin, experience, culture. We are convinced that this diversity optimizes the services provided to citizens, organizations and businesses.

The Employment Equity Access Program

One of the goals of this program is to increase the hiring and promotion of these groups: women, persons with disabilities, aboriginals, visible minorities and ethnic minorities.

The City also has a professional sponsorship program that provides candidates facing barriers to employment (mainly persons with disabilities, aboriginals, visible minorities and ethnic minorities) with paid work experience in the industry that corresponds to their training.

Entrepreneurship

Another important line of work is the promotion of entrepreneurship. In its *Entrepreneurship Action Plan*, the Economic Development Department carries out several actions aimed at

attracting and supporting entrepreneurs with an immigrant background, diversity and Aboriginal communities.

- A call for projects that support the entrepreneurial development of people from diverse backgrounds. The objective of this call for projects is to develop and strengthen entrepreneurship on the Montreal territory through support to the creation, growth and succession of private companies and of social economy.
- Strategic partnership agreements with organizations. Financial support is given to the École des entrepreneurs du Québec in Montreal to improve its *Immigraffaires* training program, which aims to support and develop the entrepreneurial skills of immigrants, as well as the Entrepreneurship Foundation, who is responsible, through Network M, for developing entrepreneurs' potential through mentoring.
- Support for the entrepreneurial ecosystem. Support networking events that bring together Montreal and Quebec entrepreneurs, facilitating access for diversity entrepreneurs or the organizations that support them, such as Entrepreneurs Expo; Young Entrepreneurs' Fair International, and the Forum "A collaborative ecosystem for the entrepreneurial success of the immigrants"
- Develop communication tools for entrepreneurs from targeted population groups and also develop better tools to monitor and support entrepreneurship from targeted population groups.

Finally, it is important to point out that in our meeting with those responsible for economic development, we were told that in the territory of Montreal North there is a population that is extremely poor white people who have several problems that coexist with such poor migrants. The unemployment rate of white men over 55 years of age is increasing, and this is a new challenge to deal with. Moreover, these people have the feeling that newcomers, who are generally well qualified, are taking their jobs.

This is an issue that needs to be taken into account when these people may perceive that there are specific support programmes for migrants, because it can foster negative perceptions and social polarisation. However, the economic development department made it clear that they focus on integration and inclusion of all sorts, not just migrants but also young and old populations, LGBTi, etc.

8. Public spaces, neighbourhoods and social mixing

Migrants settle primarily on the island of Montréal and most neighbourhoods are today pluri-ethnic. Only in some areas a relevant number of residents come from the same ethnic background and the popular names of some neighbourhoods traditionally are associated with some national origins or cultures.

It is important to emphasize that in the city there is no neighbourhood that is considered conflictive or inhospitable. However, some districts bring together a set of urban, social and economic complexities, which has led to the creation of the **Priority Inclusion Districts initiative** (TIP) with 6 Priority Inclusion Districts in which 62 % of Montreal's newcomers live. The City of Montreal has a budget of nearly \$ 4 million to support local organizations in the development and deployment of projects to promote the sustainable settlement of immigrants in these 6 neighbourhoods and promote their full participation in the community.

The city is also seeking to improve housing conditions to ensure the vitality and inclusiveness of the neighbourhoods, but it also support many initiatives to promote social and cultural mixing, not only within each neighbourhood but also to connect residents of one neighbourhood with the rest. Intercultural mixing in the neighbourhoods is promoted very intensively through the City's cultural policies, supporting many initiatives that foster encounter and dialogue.

The *Cultural Development Policy 2017-2022* places diversity at the heart of its actions in culture and aims to stimulate the full participation of all in all neighbourhoods, as well as cultural mobility throughout the territory. It aims to encourage actions that offer opportunities to bring together Montrealers of all origins, through its various facilities and services (cultural centres, libraries, museums, festivals and events, heritage, design, etc.). This policy is also part of a process of reconciliation with Aboriginal peoples and wishes to encourage the creation of bridges between Anglophone and Francophone communities.

- The MTL Cultural Mediation Program supports initiatives by cultural organizations that promote access to culture and public participation in Montréal's cultural life.
- The Montreal Heritage Program: Neighbourhood Enhancement supports organizations that promote Montreal's heritage treasures through innovative projects.
- The Diversity of Cultural Expressions: Festivals and Events Program aims to support efforts to organize festivals and events that foster the encounter and sharing of Montréal's cultural diversity
- The Amateur Artistic Practice: Towards Cultural Citizenship in Neighbourhoods program provides financial assistance for the development and implementation of innovative and structuring projects in amateur artistic practice.
- The Cultural Access network, which brings together *maisons de la culture* and local cultural teams from all Montréal boroughs, is currently developing a Diversity Action Plan aimed at reaching newcomers and minorities in particular in order to promote their participation and inclusion through a variety of activities.

Finally, it is worth to mention that through its Guide to Universal Accessibility for New Buildings and for the Expansion, Renovation and Maintenance of Existing Municipal Buildings and in line with its Universal Accessibility Policy, the City ensures that diversity is taken into account in the design, renovation and management of its buildings and public spaces. This guide reflects the City's will and vision in terms of accessibility. It also provides guidelines and technical criteria to be taken into account when designing or renovating buildings or public spaces.

9. Mediation

In the city of Montreal there are some programs that promote intercultural mediation from different fields, especially from the culture, although there are also mediation programs in some schools and health centres. In addition, many social organizations in the city also provide mediation services.

The City of Montréal's network of libraries has a very interesting mediation service specifically to deal with the needs of newcomers called *Agents de liaison dans les bibliothèques* (library liaison officers). This project, launched in 2008 and deployed in four boroughs, is offered in collaboration with other municipal services as well as external partners. The liaison officers are librarians and forge links with existing communities and create partnerships with other neighbourhood stakeholders. Their objective is to develop a range of services adapted to immigrants and newcomers, either through activities directly aimed at them (e.g. information, training, support for francization, pre-employability) or by promoting diversity and intercultural dialogue.

The MTL **Cultural Mediation Program** supports initiatives by cultural organizations that promote access to culture and public participation in Montréal's cultural life. The program develops a citizen cultural experience in Montréal neighbourhoods by creating bridges between cultural organizations, their partners and audiences made up of young people, families, seniors and people who are far from the professional cultural offer. The approach addresses the challenges of access to culture, audience diversification and cultural citizenship by promoting the following perspectives: arts education; social inclusion and cultural diversity; local anchoring in communities and neighbourhoods; innovation in forms of cultural participation and expression.

The majority of the project's participants are women graduates from their countries of origin, but although they had been living in the city for some years, none of the participants had managed to enter the labour market. The *Femmes-relais* have the mandate to accompany newly arrived families in the neighbourhood to the resources they need. At the same time, they play a role as linguistic and cultural interpreters for these families, acting as a bridge between cultures of origin and that of the host society. The women are trained on intercultural

communication and also to familiarise them with Quebec's cultural codes. By empowering these women, this project also aims at their socio-professional integration. Thanks to the success of the Femme relais project, there are today 5 other Femme-relais in as many districts.

Finally, we want to mention the important role of the Montreal Ombudsman, who offers people who believe they have been harmed by the decisions, actions or omissions of Ville de Montréal an easily accessible and free recourse. The Ombudsman may investigate the situation that is the subject of a complaint and assess whether, in her opinion, there is a real prejudice to the citizen. If necessary, it will intervene with the City to change the decision or correct the situation. An essential condition for its credibility, the Ombudsman is an apolitical entity, autonomous and independent of the municipal administration and elected officials, which conducts its own investigations and draws its own conclusions on disputed situations.

10. Civil Society

In the city of Montréal there are a large number of civil society actors working in the field of integration, inclusion and interculturalism. Many of them receive support directly from the government of Quebec, but the city also supports and collaborates with many social, cultural, sports, economic, academic actors.

In our trip we had the opportunity to visit an entity that does a great job in the field of reception, inclusion and promotion of intercultural relations. Since its creation in 1989, **CARI Saint-Laurent**²¹ has taken on the mission of welcoming, helping and accompanying immigrants at every stage of their integration, from their arrival to their social, linguistic and professional integration.

CARI is divided into 4 departments: Family and Intercultural Rapprochement, Employment, Francisation and Popular Education and Community Life, and it offers a wide range of services:

- The Reception and Assistance service provides assistance in the settlement process (information, technical assistance, orientation, support, assistance in completing forms...).
- The Women of the World service is a living environment for local and migrant women. The multidisciplinary and multi-ethnic team offers a personalized welcome and support.
- The CARI St-Laurent Youth Service provides a place of reference and support for immigrant parents and their children.

CARI St-Laurent offers official courses to learn French, but also training in English, computer science and citizenship.

²¹ <http://cari.gc.ca/cari2/>

They offer a personalized follow-up with an employment counsellor, who helps users to improve their strategy to enter the job market, and job search workshops to groups. They have also been working for several years with many companies to connect companies with qualified employees.

Besides, they have a volunteering programme to help break social isolation and allow newcomers to have experiences with the locals, and promote different twinning initiatives, matching locals with immigrants (women, families, artists, professionals...).

Finally, they work on fostering community life and participation, including by organising the week against racism, intercultural meetings, monthly information sessions on the host society, summer camps to promote intercultural interaction...).

It's a great example of a very professional organisation that works on all the relevant dimensions of the inclusion processes, and does so from a real intercultural approach

11. Culture

During the visit we were able to learn more about the cultural policies of the city, thanks to the presentations and the debate we had with several of its program directors. It is impossible to synthesise the number of programmes, initiatives and cultural actions carried out in the city, which are related to the recognition of diversity and the promotion of intercultural relations. Some of the initiatives have already been mentioned in the section on neighbourhoods and social mixing. But it is obvious that the city's commitment to interculturality is demonstrated above all through its cultural policies.

The City approved a **Cultural Development Policy 2017-2022, *Combining Creativity and the Civic Cultural Experience in the Digital Age and Diversity***, and one of the foundations of this policy is "inclusion and equity", with the goal to foster the contribution and representativeness of all citizens and all cultural influences so that everyone recognizes themselves and develops their full potential.

Among the different lines of action of the department of culture is the support to different organizations and events such as:

- Montreal Arts Interculturels (M.A.I), a multidisciplinary broadcaster in contemporary art, whose mandate is to foster intercultural exchange and dialogue within the artistic community.
- Diversité Artistique Montréalaise (DAM) with the mission to promote cultural diversity in the arts and culture by fostering the recognition and inclusion of all artists and artistic practices.

- *The Productions Feux Sacrés* (Sacred Fire Productions) with the mission to build bridges between Aboriginal artists in Quebec and audiences of all ages and backgrounds.
- *Médiations culturelles* MTL (MTL Cultural Mediations) support cultural organizations and their partners in carrying out cultural initiatives with the Montreal population. It values inclusive and intercultural projects that reach people far from the cultural offer.
- Support to different festivals and events that promote the expression and sharing of Montréal's cultural diversity to promote interculturalism (e.g., Festival Polonais de Montréal, Festival Accès Asie, the LatinArte Foundation, Festival du Monde Arable de Montréal etc.).
- A programme to support amateur artistic practice: “towards cultural citizenship in the neighbourhoods” With the goal to promote the cultural inclusion of citizens, especially the most vulnerable populations.
- *Montreal's Heritage: Enhancement in the Neighbourhoods*. This program support organizations that contribute to the knowledge and appreciation of the diversity of Montréal's heritage among the general population and visitors.
- Public Libraries as vectors of social integration. Montréal has an extensive network of 45 libraries that develop their services according to an accessible, inclusive, intercultural and partnership approach that fights discrimination and prejudice. Libraries help to counter isolation, promote the development of intercultural relations, and are great anchors in the integration process of immigrants.

In addition to the general offer of the network, each library develops a specific offer according to local needs, promoting dialogue, inclusion and diversity, such as:

- Animations: intercultural reading and conversation workshops for adults to break down prejudices (*Shared Words*), various intercultural mediation projects, Living Library experiences, intercultural welcome days...
- *Contact, the pleasure of books*: in the 19 boroughs, facilitators working outside the walls who meet newly arrived families or disadvantaged neighbourhoods for reading awareness activities.

Moreover, all staff members receive training that includes an intercultural communication component. Thematic training courses are offered to professionals like teachers, such as the project *Punch: Fighting prejudice*: animations around a collection of albums dealing with taboo or transgressive themes, including prejudice, discrimination and refugees.

The Centre d'histoire has established itself as a dynamic institution that promotes the city's history as it is experienced by Montrealers to the local population, tourists and the mainstream media. It has distinguished itself through its collections of testimonies and its concern to highlight immigrant communities, to listen to citizens and to give them a prominent place in its activities and exhibitions.

The Accès culture network (Cultural Access Network) is an essential tool to ensure the inclusion of citizens of all ages, conditions and origins. The Network is formed by:

- 24 cultural teams in 19 boroughs
- 14 *maisons de la culture*, 5 cultural centres and more than 60 other venues
- 2000 shows and screenings, 150 exhibitions
- 600,000 spectators and visitors

Through its mediation, incubation, dissemination and citizen involvement (MIDI) activities, the Network aims to promote the participation of all Montrealers in cultural life, thus contributing, in complementarity with cultural and local communities, to the vitality of neighbourhoods and the development of Montréal as an inclusive cultural metropolis.

Several initiatives to include diversity and foster intercultural relations have been implemented over the years, such as the Intercultural Welcome Day - JAI to promote accessibility and cultural participation for all citizens and achieve a more equitable representation of the ethnocultural diversity of the audiences attending all of city's venues. And also, the *Des mots sur mesure VII*, a concert of creators from different musical cultures (Persian, Syrian, Greek etc.) that sing in French for the first time a selection of the texts by great Québécois authors.

Finally, it's important to notice that the Cultural Access Network has approved a Diversity Action Plan 2019-2023 that provides for:

- Increase the diversity of programming
- Increase the diversity of audiences
- Increase team diversity

And it is based on 3 values:

- Equity and inclusion,
- Accessibility
- Interculturalism

Communication

The *Service de l'expérience citoyenne et des communications* (SECC) of the City of Montréal has the goal to ensure that Montreal's diversity is fairly represented in all its productions. The various communication tools are subject to great rigour at all stages of their development, both in the messages conveyed and in their visual representation. In addition, all SECC employees have been instructed to ensure that they reflect Montreal's diversity in all visual productions that are the responsibility of the department. They must also follow approval steps that ensure quality control. Digital communication channels promote a more precise targeting of the audiences to be reached. In addition, media plans (advertising placement) include media aimed at cultural communities or other specific groups.

12. Conclusions and recommendations

Montreal is a city where diversity is felt and breathed. Not only in its streets, but also in cultural and commercial centres, museums and restaurants, libraries and graffiti. Although there are some disadvantaged neighbourhoods with a greater presence of immigrants, diversity is present in practically all areas and corners of the city. It is also a city that, despite its complexities, conveys a welcoming, open and tolerant spirit.

Since the late 80's three different local governments have been promoting many policies and actions to recognize and value the diversity of the city and promote opportunities for interaction, exchange and social mixing.

Cultural policies are a fundamental pillar of the intercultural approach of the city, with many initiatives ranging from large cultural facilities such as museums, to the work in different neighbourhoods of the city through the cultural centres, libraries or support for many initiatives of social, sports and cultural organizations.

In addition, in recent years various departmental plans have been defined which include inclusion, diversity and the fight against discrimination as priority elements of their actions. BINAM has promoted a new strategy that was missing in the city aimed especially at promoting the reception and inclusion of immigrants, with an important line of action to raise awareness in the host society. Reducing unemployment among immigrants, which remains higher than that of the rest of the population, is a key objective of this strategy.

During our visit, we were able to see that there are currently many positive circumstances that the city must take advantage of to take an important new step on its path towards interculturalism. The political commitment; the number of plans and initiatives that are being promoted from different departments; the creation of the new Department of Inclusion and Diversity, which will undoubtedly favour a more transversal approach to policies; the work and collaboration with the university and with many civil society actors, and also the new impulse of the network of cities in Quebec REMIRI linked to ICC, among many other factors, demonstrate that there is a "momentum" in the city that is very favourable.

The feeling conveyed by the city is one of a boiling point of initiatives and plans, but in some way the **lack of a common vision** that unites them is perceived. The diversity of concepts used in the different plans (integration, inclusion, interculturality...), the reference in the different plans to different principles, and the fact that the plans are so departmental, conveys a feeling of lack of cohesion.

In this sense, the "elephant in the room" is undoubtedly the fact that **Montréal does not have a global and transversal strategy that serves as a shared frame of reference for all the city's plans**

and initiatives. There are many cities in ICC that have intercultural city strategies and in which there is not yet a "culture" of diversity as intense and shared as exists in Montréal. However, everything indicates that Montreal is at a very favourable moment to define this framework that would allow it to make a qualitative leap in the coming years.

In line with the challenges and recommendations identified by the CIM in the report '*Politique interculturelle : Montréal, cité interculturelle, stratégie intégrée en six étapes et conditions de réussite pour une politique interculturelle*'²² (February 2019), only an intercultural policy would ensure a transversal, sustainable and coherent perspective allowing to properly map the challenges and needs, and to establish the necessary mechanisms to tackle them. An intercultural policy is indeed instrumental for achieving an unprecedented mobilisation and consultation of several municipal actors and, ideally, for the allocation of the human and financial resources necessary for subsequent transversal administrative follow-up. As challenges cannot be tackled from a departmental perspective alone, promoting transversality and coordination between departments would lead to a more global view that would allow to define a shared frame of reference. As a public policy, this new strategy would require the definition of impact indicators and to conduct an evaluation of its performance.

This new strategy should move to an approach that emphasizes inclusion rather than integration, facilitate more shared spaces for reflection, guarantee equitable intervention in all neighbourhoods, address the challenges posed by religious diversity, improve the socio-economic integration of immigrants and ethnocultural minorities, deep the "citizenship" approach and promote participation at all levels and more spaces for interaction and intercultural relations.

Because the question is not to have a strategy, it is also and above all, how it is defined. And in this sense, there are cities that have designed intercultural strategies but that are not really transversal – as the intercultural "lens" has not been internalized in the political and technical leaders of all the departments.

The process of designing a global strategy or framework is a great opportunity to generate internal and external debates, with civil society and citizens, on how the city can continue advancing towards a more intercultural Montréal.

Concrete recommendations could be provided on some specific themes or areas, but what really emerges from the visit is that the great work that is being done and the momentum that

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http://ville.montreal.qc.ca/pls/portal/docs/page/conseil_interc_fr/media/documents/strategie_integree_six_etapes.pdf?fbclid=IwAR2uGOIw-rMSB52LN-bEQpO00WYrV0oQj7zKC3gDRhvim3kFQrdgVqCxXM

exists should be translated into the definition of a frame of reference that would allow to take better advantage of the great energies and efforts that are being done.

ANNEX 1. VISIT PROGRAMME

Visite d'experts - Programme "Cités interculturelles" – Conseil de l'Europe
13-14 Mai 2019

Projet de programme

LUNDI 13 MAI 2019 (AM)

Heure	Activité	Lieu
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Montreal Intercultural Profile

9h à 11h45	<p style="text-align: center;"><u>SÉANCE PUBLIQUE</u></p> <p>Objectif : Présentation des résultats de l'Index selon l'approche CIC et engager une discussion avec des acteurs clé montréalais</p> <ul style="list-style-type: none"> ▪ Accueil (5-10 mn) Magda Popeanu SDIS (5 mn) ▪ Présentation de l'approche Cités interculturelles et des résultats préliminaires de l'Index par le Conseil de l'Europe (45 mn) ▪ Échanges avec les participants (1h30) : <ul style="list-style-type: none"> - 30 mn tour de table (les participants se présentent et précisent leurs liens avec l'interculturel à travers leurs dossiers/services) - Discussions/ échanges 	Maison des régions
12h15 à 13h45	DEJEUNER (1h30)	Maison des régions

LUNDI 13 MAI 2019 (PM)

Heure	Activité	Lieu
14h – 15h15	<p style="text-align: center;"><u>RENCONTRE DE TRAVAIL AVEC LE GROUPE ORGANISATEUR</u></p> <p>Objectifs</p> <ul style="list-style-type: none"> - Présenter le contexte montréalais et les objectifs plus globaux de cette collaboration avec ICC - Débriefing concernant la séance publique du matin - Échanger plus amplement sur les initiatives SDIS (RILD - BINAM) 	Maison des régions
15h15 – 16h	Déplacement organisme Cari St-Laurent ²³	774 boulevard Décarie
16h – 17h	<p><u>Visite organisme Cari St-Laurent</u></p> <p>Objectif : Mieux connaître initiatives clé montréalaises</p>	774 boulevard Décarie, bur. 300

MARDI 14 MAI 2019 (AM)

Heure	Activité	Lieu
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²³ La mission de Cari St-Laurent est d'accueillir, d'aider et d'accompagner les personnes immigrantes dans leur processus d'établissement, d'adaptation, d'intégration personnelle, sociale et professionnelle.

Montreal Intercultural Profile

9h - 10h30	<p>LA CULTURE COMME VECTEUR D'INTÉGRATION (35MN)</p> <p><u>Objectif</u> : Mieux connaître les initiatives et activités offertes par ces services / instances. Service de la culture Exemples : Programme médiation culturelle ; Le programme Patrimoines montréalais, agent de liaison bibliothèque ; Réseau accès culture ; soutiens à MTL art interculturel (MAI), à Diversité artistique Montréal (DAM) Échanges : 55 mn</p>	Maison des régions
10h45 à 13h	<p>EMPLOI ET INTERCULTUREL (50 mn)</p> <p>Objectif: Mieux connaître des initiatives externes et internes et des processus qui visent à influencer les pratiques de la Ville SDE : 25 mn ; BINAM : 25 mn Entreprenariat de la diversité é et de l'immigration, Stratégie Montréal inclusive au travail, soutiens autres projets. <u>FOCUS</u> : Le Conseil interculturel de Montréal (CIM) Rôle. mission et perspectives (15 mn) Échanges : 60 mn</p>	Maison des régions
13h00 à 14h15	<p><u>DÉJEUNER DE TRAVAIL</u></p> <p>Objectif : Faire le point sur la mission et définir des prochaines étapes</p>	Maison des régions

MARDI 14 MAI 2019 (PM)

Heure	Activité	Lieu
14h30 – 15h	Déplacement à l'organisme Petites mains	7595 boulevard Saint-Laurent
15h – 16h	<p><u>Visite de projet / organisme Petites mains</u> ²⁴</p> <p>Objectif :</p> <ul style="list-style-type: none"> - Mieux connaître initiatives clé montréalaises 	7595 boulevard Saint-Laurent

²⁴ Petites-Mains a pour mission de venir en aide aux personnes dans le besoin, spécialement les femmes immigrantes, exclues du marché de l'emploi. L'organisme aide ces femmes à sortir de leur isolement, à échanger avec d'autres, à apprendre un métier, à intégrer le marché du travail et à vivre en dignité dans la société.