



**Immigration and Settlement in
Edmonton:
Refreshed Policy Backgrounder
for the C529 Policy**

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Introduction: The need to update C529 Policy

The impetus to update the 2007 C529 Policy on Immigration and Settlement was initiated by City Council in 2021 followed by a comprehensive scan of relevant City policies bolstered by a broad-based community engagement on the settlement and integration experience of migrant Edmontonians in 2022. On May 31, 2023, the Community and Public Services Committee passed a motion:

That Administration provide an updated policy on immigration and settlement in alignment with relevant intersecting policies and engagement with newcomer communities to a future Committee meeting

The culminating phase will be an updated C529 Policy reviewed and validated by stakeholders and community members to be presented to City Council in 2024.

The C529 Policy Update will be informed by the three SIS Reports from 2021-2023, the C529 Policy Review in 2022 and a refreshed scan of current and emerging City policies and initiatives. It is envisioned that the next rendition of the C529 Policy will move beyond the institutional language of settlement and integration to a people-centred expression of newcomers, equity and inclusion.

The State of Migrants and Migration in the city: present and emerging trends

A stream of announcements on Canadian immigration from the federal government indicates that migrant newcomer arrivals will continue in the coming years. Canada's immigration levels will remain unchanged for 2024 with a target of 485,000 new immigrants. In 2025 and 2026, Canada will look to welcome 500,000 new immigrants each year.¹

The 2022 Annual Report to Parliament on Immigration² reported the following:

- **405,999** - Permanent residents were welcomed into Canada in 2021
- **416,846** - Temporary Foreign Workers (103,552 with LMIA (Labour Market Impact Assessment) and 313,294 under the IMP- (International Mobility Program)
- **445, 776** - Study Permit Holders were admitted as international students
- **198,641** - Ukrainians have arrived under the CAUET (Canada-Ukraine authorization for emergency travel)
- **40,000** - Afghan refugees have arrived in Canada. Close to an additional 30,000 is expected to be resettled in Canada expecting that many of them will be in Alberta.

¹ Andy J. Semotiuk. Nov 3, 2023. Forbes. Canada Announces Immigration Projections For 2024 And Beyond. Forbes.

<https://www.forbes.com/sites/andyjsemotiuk/2023/11/03/canada-announces-immigration-projections-for-2024-and-beyond/?sh=555dd7224cc3>

² 2022 Annual Report to Parliament on Immigration.



- **962,506** - Visitors Visas

These unprecedented numbers of migrants who arrived in Canada will finally settle in Canada's major cities such as Edmonton getting the larger share of newcomers.

Canada has yet to accept refugees from Gaza. Most of those who were able to leave and enter Canada are those with proven Canadian ties.

Post-COVID Impacts on Immigrant Integration

Statistics Canada presented a report on how COVID impacted the economic situation of those who arrived in Canada during COVID³. The report revealed that the economic lockdowns during the pandemic disproportionately affected the finances of immigrants more than the Canadian-born population, especially those who arrived in 2019 who lost their jobs or wages contracted due to fewer hours or part-time work or those who work in low-wage and short-tenured jobs the food and hospitality services.

Statistics Canada also indicated that migrants experienced greater health risks that can have long-term impact on migrant health and described these as "triple jeopardy"⁴ :

- First - immigrants who are visible minorities already are already economically vulnerable and face financial difficulties prior to COVID
- Second - Recent immigrants were more likely to report symptoms consistent with moderate to severe generalised anxiety disorder than established immigrants and the Canadian-born populations
- Third - immigrants and visible minorities more likely to report facing harassment, attacks, and stigma

Persistent and Systemic Issues: Underemployment of Migrant Newcomers

COVID has amplified a persistent and chronic problem - the underemployment of immigrants - both newcomers and long-term migrants⁵. Before and after COVID, many immigrants face barriers to finding job opportunities commensurate with their skills, experience and education. International credential recognition and the unequal socio-economic impacts of COVID-19 on the immigrant population are just two of the issues involved that are persistent and will continue to shape the trajectory of the lives of migrant newcomers.

Immigration Outlook for Edmonton in 2023 and beyond: an enduring certainty

Edmonton is the fifth city of destination for migrant newcomers, noting that the level of immigration has increased by over 25.6 % since 2016. By the end of 2023, over 30,000

³ Statistics Canada. November 2023. The Daily. The COVID-19 pandemic disrupted the economic integration of many immigrants.

<https://www150.statcan.gc.ca/n1/daily-quotidien/221205/dq221205b-eng.htm>

⁴ Statistics Canada. October 2022. Impacts on Immigrants and People Designated as Visible Minorities.

<https://www150.statcan.gc.ca/n1/pub/11-631-x/2020004/s6-eng.htm>

⁵ Future Skills Centre, May 2021. Immigration and the success of Canada's post-pandemic economy (persistent, chronic and systemic issues

<https://fsc-ccf.ca/research/immigration-canada-post-pandemic-economy/>



migrants are expected to make the city of Edmonton their new home in Canada this year, according to a report by the Conference Board of Canada⁶.

More newcomers tend to stay in the Edmonton region according to Statistics Canada with a retention rate of 81.7% from 2010 to 2020 - the highest among Canadian cities⁷.

While it is encouraging to see that Edmonton is attracting and retaining migrant newcomers, the City must still work to tackle the core issues that many of them face while they begin and build their lives and future in the city. The C529 Policy Review Report in 2022 states:

As newcomers arrive and settle in the city, they will meet the City's transit operators, police officers, 311 operators, front-desk staff at our recreation centres, attractions and libraries. Behind the scenes are city staff who will look at their resumes in job applications at the City, the public engagement advisors figuring out how to best reach migrant communities and many others who are not visible to many newcomers but whose decisions will directly impact them. They all need to be guided by a policy that values newcomers beyond their economic contributions and their cultural and social wealth. More importantly, a policy institutes coordinated, intentional and focused efforts directed at changing mindsets, initiating actions and monitoring outcomes for migrants to experience equity in the city.

Reaffirming the Municipal Role in Immigration and Settlement: On the front lines

“ Cities attract people and talents from all different places. It is the spirited process of immigration and integration that makes great cities thrive.”
Mayor Olaf Scholz, Hamburg, Germany

Migration and urbanization, two dominant and intersecting trends of the 20th century, continue to grow in impact in the 21st century. Municipalities are on the frontlines of immigration, settlement and inclusion. Municipal governments provide essential services that impact the daily life and wellbeing of migrants and exert their influence in many ways and create opportunities for newcomers that others take for granted - to participate, thrive and belong. Their proximity to citizens and capacity to act rapidly - as seen during the COVID 19 pandemic - are their great strengths. City policy, leadership and collaborative action on these issues are pivotal in determining whether or not migrants and newcomers can truly call a city home.

Key Reflections on the Municipal Role

The 2022 Policy Backgrounder provided an overview of some key Canadian cities that have adopted immigration and settlement policies and strategies to demonstrate their commitment

⁶Colin Singer. Nov 27, 2023. Alberta City Of Edmonton To Welcome More Than 30,000 Newcomers This Year. <https://www.immigration.ca/alberta-city-of-edmonton-to-welcome-more-than-30000-newcomers-this-year/>

⁷ Andy J. Semotiuk. Nov 3, 2023. Forbes. Canada Announces Immigration Projections For 2024 And Beyond. Forbes. <https://www.forbes.com/sites/andysemotiuk/2023/11/03/canada-announces-immigration-projections-for-2024-and-beyond/?sh=555dd7224cc3>



to their critical role in welcoming and integrating migrant newcomers. (Please See Appendix A Scan of Leading Municipal Policy and Practice)

A review of these varied municipal approaches surfaces the following reflections on the role of cities, emerging structures and the evolving work with newcomer and migrant communities.

- The role of the city in newcomer inclusion and settlement is recognized as vital, despite the fact that other orders of government hold the levers and resources.
- Welcoming, inclusion and integration of newcomers are cross-cutting, increasingly complex issues need a whole-of-city approach across the entire municipal corporation, throughout all departments, not solely centred in one department.
- Cities must put people at the centre, newcomers and those most impacted, in the co-creation of city policy and plans and the ongoing monitoring of impact and progress.
- Welcoming frameworks, policies and language, as well as equity, anti-racism and anti-oppression concepts, are emerging across these cities to frame and advance this work at the municipal level.
- A few cities have “immigration and settlement” policies in place with most grounded on equity, welcoming newcomers and inclusion.
- Most cities have sustained a variety of leadership tables, Council committees and collaborations to ensure the expertise of newcomers helps shape decision-making and accountability.
- An internal leadership office within the municipality, adequately resourced and corporately connected, is common to cities. It brings expertise, focus on migrants and newcomers and most importantly accountability for moving policy to action.
- Five year federal funding for Local Immigration Partnerships has supported many Canadian cities, including Edmonton, to advance collective strategic work and coordination on immigration and issues impacting newcomers.

Revising the City’s Immigration and Settlement Policy: Promise and possibilities

A Council policy is the highest level of sustained commitment a municipality can establish. It brings with it a high-level corporate commitment that can kick start new City efforts, support innovation and create the conditions for migrants to thrive in Edmonton. A robust, revitalised policy has the potential to bring resources, profile and focus to the issue of migrants and refugees across the whole of the City

In 2007 Edmonton adopted an Immigration and Settlement (C529) policy following an extensive community engagement process. It outlines Edmonton’s commitment to “a municipal environment that attracts and retains immigrants, refugees and their families” and highlights seven key policy areas for action at the municipal level. (Please see Appendix B Policy C529) .

Phase 1 Council Direction for Change

In 2021 the first State of Immigration and Settlement in Edmonton (SIS) Report, featured migrants as integral contributors to the social and economic wellbeing of Edmonton. It



identified seven transformational priorities to spearhead policy change and advance social inclusion for all Edmontonians. (Please see Appendix C Seven Transformational Priorities)

Informed by powerful stories of lived migrant experience and a review of over 40 City policies related to migrants and refugees, the 2021 Report called for a refresh of the existing C529 Immigration and Settlement Policy adopted by Council in 2007. An equity-driven policy approach facilitates a shift from individual to systems onus to truly address barriers and propel change.

Phase 2 A Racial Equity and Justice Lens

The Policy Review began in February 2022 grounded in the key concepts of the 2021 State of Immigration and Settlement Report, framed in an equity lens and guided by three pillars: people-informed policy, the vital role of cities and the concept of migrants as city makers.

An Integrated Framework provided a road map for the Review featuring the use of an equity tool to scan relevant city policies and initiatives strengthened by a robust engagement. A final report on the 2022 Policy Review⁸ surfaced a rich suite of guiding principles and renewed key policy directions for a revised City policy.

Phase 3: Drafting a Revised Policy C529

Between December 2023 and March 2024 this policy review will see the following three steps:

- An updated environmental scan for current context of recent socio-economic developments relevant to settlement and immigration
- A draft revised C529 policy incorporating community direction received in Phase 2
- Targeted stakeholder engagement of those with lived experience as migrants to inform the final draft policy that goes to City Council in April 2024

Key Policy Directions from the C529 Report: Towards an equity-driven policy

Initial Policy C529 Content Analysis

A content analysis of C529 in the early phase of policy review examined to what degree the current C529 policy reflects the concepts of the 2021 State of Settlement and Immigration Report, and current values that relate to equity and inclusion and needed policy updates:

- the need to revise policy language and concepts to reflect interculturalism, social inclusion, diverse cultural perspectives and racial equity, and the City's 30 year vision
- naming systemic inequities and specific populations impacted in their intersectional identities to recognize the root causes of barriers the policy intends to address designate accountability and stewardship of the revised policy to monitor progress and ensure sustained, shared leadership by both the City and community
- articulate the link of the work with newcomers to Indigenous Reconciliation

⁸ For details, please see: September 2022 [An Equity Approach to Policy Change](#), Kate Gunn and Lucenia Ortiz [Final Report - 10-19-22 - Google Docs](#)



What We Heard from Edmontonians about the C529 Policy

The Policy Review is anchored in the concept of people informed policy that centres the need to engage people most impacted by the policy and the voices of lived experience.

Community Voices

Ten diverse migrant communities were identified and focus groups led by community animators in the first language. A total of 181 participants reflected diverse identities - age, gender, sexual orientation, abilities, migration status, length of residence and geographic distribution across the city. The community discussions included members of civic committees and community collaboratives such as WAVE, ECYC, AAC, ELIP and EPE.⁹

Implications for Policy Change

Community conversations surfaced ideas insights on a variety of key issues facing newcomers that participants hope a revised, equity based C529 policy will address:

- the value of a revised policy as a strong foundation for City actions to create the conditions for migrants to thrive in Edmonton
- a sense of urgency to to see the municipality move to tangible next steps and action, involving their communities in finding solutions together
- acknowledgement that newcomers face systemic racism and barriers to belonging that are rooted in policies at many levels of government
- the challenges of long-term underemployment of migrants, emerging from devaluation of foreign credentials, that results in lost opportunities, poverty, lack of affordable housing and mental health issues
- a call to action about how existing inequities are aggravated when a newcomer has disabilities that make access to services and employment even more challenging
- emphasis on the existing disconnect of migrants with the City, including a lack of effective communication and resulting lack of awareness of City services

City Staff

A total of 58 City staff participated in small group conversations covering 42 diverse City programs and initiatives from across seven City departments. Using the Equity Tool, this engagement provided a snapshot of how equity shows up in a representative sample of City work impacting migrants and newcomers. It also informs the Policy Review:

Implications for Policy Change

City staff reflected an interest in exploring more targeted, intentional work with equity seeking groups like newcomers. A revised, equity-driven C529 policy was seen as:

- Providing a strong, whole-of-City policy commitment and foundation for the City, newcomers and ethnocultural communities to work in new ways together.
- Centring and supporting a city-wide intersectional lens and growing a deeper GBA+ equity mindedness across the corporation.

⁹ WAVE (Women's Advisory Voice in Edmonton), CEYC (City of Edmonton Youth Council), AAC (Accessibility Advisory Committee), ELIP (Edmonton Local Immigration Partnership) and EPE (EndPovertyEdmonton).



- Addressing systems barriers to improve access for newcomers to all City services in workplace recruitment, data collection and engagement strategies explicitly targeting newcomers.

Recommendations for Policy Revision

All those engaged in the Review understand the power of a revised Council policy to coordinate intentional, focused efforts to change mindsets, initiate action and monitor outcomes that support equity for migrants in Edmonton. Six recommended directions for a revised C 529 Policy emerged from these engagements. (For details, please see Appendix D).

Key Policy Direction	Highlights
An Inclusive Economy	Building Edmonton’s economic growth in an equitable, inclusive way, growing the equity/GBA+ lens to address systemic barriers encountered by newcomers. Includes growing an inclusive diverse City workforce in particular but has touch points across all City departments.
Service Access and Equity	Continue to deepen intercultural and racial equity skills of City staff to design and deliver services in an equitable and culturally responsive manner with particular consideration of Access without Fear for undocumented individuals.
Civic Participation and Communications	Addresses the gap in civic engagement for migrants. Holds promise for enhanced involvement with newcomers and migrants, fostering innovation, equity-centred engagement and an intentional focus on welcoming newcomers and promoting active civic participation as essential pathways to migrants’ journey to inclusion.
Data for Action	Continued learning to explore the use of disaggregated data to reveal disparities and inequities among equity seeking groups including newcomers. Creating a people-centred lens and equity framing to develop policies, business models and investments that support equitable outcomes for newcomers.
Neighbourhood Inclusion	Bringing a newcomer perspective to neighbourhood and new district initiatives that includes community engagement with newcomers and racialized migrants, acknowledging the cultural wealth of migrant residents in local planning and design of facilities.
City Leadership and Advocacy	Shifting the mindset around migrants as city makers needs leadership and policy that spans the whole of the City and needs to be integrated across all other policy directions. Advance a new civic leadership model, mobilising newcomers as city building partners and advocating to other orders of government about critical issues, resources and changes to support newcomers.



Updated Scan of Relevant City Policies and Initiatives: A Critical First Step

The 2022 C529 Policy Scan was a comprehensive scan of 20 City Policies and Initiatives that intersects with the seven policy areas of C529 using an equity tool. This updated scan covers policies and initiatives that emerged in 2022-2023 and current progress of existing policies that have a direct impact on the C529 Policy. The following chart lists those policies and initiatives with comments on its relevance to and implications for C529 Policy.

Policy/ Initiatives	Recent Updates	Relevance/Implications to C529 Policy Update
<p>Anti-Racism Strategy</p>	<p>On Feb 14, 2022, the Anti-Racism Strategy was approved at CPSC of City Council with a 3-part motion, including creation of an arms-length, anti-racism, community-led leadership body, a high level anti-racism organisation within City Administration, as well as \$3.2 M funding for 2021-22.</p> <p>November 8, 2023 An update of the implementation of the Anti-Racism Strategy was presented to City Council that includes:</p> <ul style="list-style-type: none"> ● High level anti-racism office within the COE Administration - two senior advisors will oversee the continued implementation of the Anti-Racism Strategy and to liaise with departments across the corporation to advance anti-racism work. ● Anti-racism training provided to over a 1200 staff in the city ● Anti-racism grants fully implemented ● An 8-week youth internship program at the Office of the Mayor and Councillors to learn and experience working in the public sector; 50% of the interns were employed by the City ● Independent Anti-Racism Body - a community advisory panel has been created to work on the formation of the Independent Anti-Racism Body. 	<p>The Anti-Racism Strategy presents strong resonance with the policy directions recommended in the C529 Review Report in 2022. Examples of actions that reflect the principles and directions of C529 Policy and the strategy are:</p> <ul style="list-style-type: none"> ● Stewardship - the internal high level anti-racism office clarifies the organisational entity to oversee the implementation of anti-racism actions within the City of Edmonton. ● Power sharing and accountability - the creation of an independent body outside of the City composed of those impacted by racism demonstrates the City’s commitment to relinquish power to the community. It also fosters increased accountability of the City to anti-racism actions. ● Youth internship program - the initial success of the youth internship program demonstrates that internship is effective in creating opportunities for racialized youth within the city Internship opportunities was the top recommendation for equitable employment from the newcomer migrants in the C529 Policy Review community engagement. It provides a fair starting point for the qualified newly arrived candidates but lacking in experience of the Canadian workplace. <p>The C529 Policy Update can make reference to</p>



		<p>the areas in the strategy to ensure that newcomer migrants benefit from an expanded implementation of these actions.</p>
<p>Anti-Black Racism Plan</p>	<p>The Anti-Black Racism Action Plan endeavours to address these inequities, making concrete recommendations towards eliminating anti-Black racism, increasing access and opportunity, and ensuring that all Edmontonians of African descent are able to live, work, experience joy, and contribute fully. Ensuring a fair, just, and equitable city benefits Edmontonians of all backgrounds and identities.</p> <p>November 9, 2023 Update The 130 recommendations in the plan cover almost all of the initiatives of the City such as: Economic Action Plan, Affordable Housing Strategy, Sustainable Procurement Policy, Zoning BylawRenewal and neighbourhood revitalization projects.</p>	<p>The Anti-Black Racism Plan puts forward clear and specific actions to tackle the immediate issues and long-term impacts of racism in the city.</p> <p>Key areas of the plan, once again, find powerful congruence in the principles and policy directions recommended in the C529 Policy Review. For example:</p> <ul style="list-style-type: none"> ● Commitment & Municipal Leadership The Municipal Government of Edmonton shall create, finance, and manage a permanent anti-Black racism council composed of representatives from the various Black communities in the city. ● Transparency & Accountability The commitment will outline objectives, duties, and accountability protocols for Municipal personnel working on anti-Black racism programs. ● Hiring & Employment The City of Edmonton will design a program to promote upward mobility for Black employees. This program will provide resources and opportunities to develop the necessary skills, knowledge, and experience for advancement. The program will have components available to prospective employees. <p>Hiring committees, especially for senior level positions, should receive training relevant to anti-Black racism, Black history, and anti-racism.</p> <ul style="list-style-type: none"> ● Data Collection (referring to the collection of race-based data) Data gathering must also be used to dismantle systemic racism and must therefore be accompanied by commitments to address disparities. <p>Collect disaggregated data related to</p>



income, and gender as well as any other related data points.

The report will include an assessment of success metrics, relevant data, an analysis of what is working and what is not working, an overall evaluation, and community voices.

There were also specific actions that addressed specific challenges expressed by the community participants in the C529 Policy Review engagement:

- **Addressing Disability Issues** - Collaborate with disability advocacy groups and Black Edmontonians living with disabilities to create training and education around the intersectionality of anti-Black racism with ableism and discrimination (such as not offering equitable services to Black people with disabilities; questioning Black people about their disability; barriers to accessible transit).
- **Transit safety** - foster transit equity by working with the Black community to review transit infrastructure in Black communities and ensure equitable distribution of routes, shelters, lighting and other safety measures.
- **Inclusive Economy** - The City to commit to a reasonable percentage of procurement business to be done with Black business owners and gather disaggregated race-based data on accessibility and funding equity of these programs for Black business owners.

No specific examples in any of the city-wide policies and initiatives (Economic Action Plan, Affordable Housing Strategy, Sustainable Procurement Policy, Zoning BylawRenewal and neighbourhood revitalization projects) were provided to demonstrate that they incorporated the actions in the Anti-Black Racism Action Plan.



		<p>The Anti-Black Racism Plan is a potent and robust set of foundational actions that the updated C529 Policy should affirm to expand to newcomer migrants, most of them are racialized. The updated policy should specifically state that the actions in the Anti-Black Racism Plan be applied to newcomer migrants in the city.</p>
<p>Access without Fear</p>	<p>The purpose of this policy, approved in 2018, was to enable the City of Edmonton, within its mandate as a municipal government and provider of municipal services, to provide access to such services to all residents. City services and programs need to be available and accessible to all who reside in Edmonton regardless of their immigration status.</p> <p>Implementation, monitoring and stewardship of this policy has not progressed since 2018 and will be further explored within the context of the Policy Review and Update of C529.</p>	<p>The 2023 SIS research on undocumented migrants revealed that nearly all of the participants have neither accessed information nor any knowledge about city services, except public transit and libraries.</p> <p>Anecdotal information from migrant organisations indicated that undocumented workers experienced barriers in accessing services that could have been addressed through Access without Fear Policy. Examples of these include:</p> <ul style="list-style-type: none"> ● Families particularly single, female households with children born in Canada could not access the Leisure Access Program (LAP) or a library card because they didn't have identification cards ● None of the workers they have worked with has tried applying for the transit subsidy. <p>The Access Without Fear policy (2018) is meant to ensure all residents can access City of Edmonton support and services without being questioned about their immigration status and to find ways by which their identification as city residents can be confirmed. While City service reviews have been carried out, undocumented individuals are most likely to be left out in the list of populations being served. The current GBA+ analysis tool covers only migrants who have legal status in the city.</p> <p>Incorporating this policy consideration into the revised C529 Policy will bring the full attention, staff training and implementation oversight needed to continue to support undocumented residents.</p>
<p>Community</p>	<p>CSWB strategy, approved by City Council in</p>	<ul style="list-style-type: none"> ● Alignment of Principles - CSWB Guiding



<p>Safety and Well Being Strategy</p>	<p>May 2022 , is a transformative, city wide road map. Rooted in reconciliation, anti racism and equity, it addresses both immediate needs for action on safety and wellbeing, as well as root cause prevention efforts. In 2021 and 2022, \$21.9 M was allocated to fund initiatives focused on prevention and root causes across the various pillars of action.</p> <p>In November 2023 funding was announced for two streams of partner projects : Early Intervention/Prevention (\$2.668 M) and Collaboration (\$1.345 M) Specifically, \$350 K is available for ethnocultural organisations or community anti-racism efforts.</p> <p>In December 7, 2023, work was reported as underway in all seven action pillars: Anti Racism, Reconciliation, Safe and Inclusive Spaces, Equitable Policies, Pathways In and Out of Poverty, Crime Prevention/Crisis Intervention and Well-Being.</p> <p>An Evaluation Framework, including Indigenous ways of knowing and equity based measures is expected by late 2023 with measures of progress to be regularly updated on a new CSWB Dashboard. A Community Collaboration Model is under development in 2023 to bring community wisdom and voice to implementation of the Strategy, with awareness that understanding the assets and strengths of communities is equally important as focusing on challenges.</p>	<p>Principles align with the direction proposed for the revised C529: data-informed, equity-based, person-centred, trauma-informed and community-driven. Like the CSWB Strategy, the new policy will identify guiding principles that speak to similar anchoring approaches.</p> <ul style="list-style-type: none"> ● Reconciliation and Anti Racism - The centering of both reconciliation and antiracism in the CSWB Strategy aligns with the revision of C529, which also understands the inequitable systemic barriers migrants, racialized communities and Indigenous peoples face. The revised Policy C529 will clearly reference this link to reconciliation. A revised C529 will also be intentional in ensuring people impacted by the policy and the barriers they encounter are explicitly named. The November 2023 CSWB funding to community led projects, for example, explicitly designates funding for ethnocultural organisations or community anti-racism efforts. ● The Policy Pillar - is about the City advancing equitable policies to facilitate the participation of all and to establish a City policy landscape to guide the successful implementation of City Plan and Connect Edmonton. The revision of C529 reflects the actions in this policy pillar. Those actions resonate with the equity driven approach and include a focus on growing the use of equity/ GBA+ lens by the City to address systemic barriers specifically impacting migrants and newcomers. ● City Leadership and Advocacy - The CSWB Strategy is described as a City convened, community driven initiative. Partner involvement is key to a wider systems view and to support greater impact. A revised C529 will provide a complementary policy foundation that supports this emphasis on partnership, community driven approaches and new models for change that engage and impact migrants. ● Data and Equity Framing - Data collection
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		<p>and reporting are seen in the CSWB Strategy as important tools to help address the harm experienced by the marginalised communities in Edmonton. Incorporating Data for Action as a Key Policy Direction in the C529 Revision, will strengthen the City’s learning about and collection of disaggregated and race based data to inform efforts to address the needs of migrants and newcomers in Edmonton.</p>
<p>Emerging Immigrant & Refugee Communities (EIRC) Grant</p>	<p>First launched in 2007, the year the C529 Policy was adopted, the Emerging Immigrant and Refugee Community Grant program underwent a deep review in 2021. The review brought a more holistic, equity-based approach to support newcomer communities to thrive.</p> <p>Relaunched in 2022, the updated EIRC program has three new grant streams: Seed Grant, Community Impact Grant, and Community Special Project Grant, along with the Space Subsidy Grant and Out of School Time Collaborative Funding. Additionally, grassroots community groups are able to benefit from a collaboration with the Edmonton Chamber of Voluntary Organizations which acts as a needed fiscal agent.</p>	<p>The newly revised EIRC grant program illustrates how the municipality plays a leadership role in community investment and capacity building related to migrants. Its objectives align closely with the following proposed principles and policy directions for the revised C529 Policy:</p> <ul style="list-style-type: none"> ● Intentionality - The revised EIRC Grant Program specifically highlights equity seeking groups and explicitly focuses on supporting grassroots immigrant and refugee communities. ● Equity Framing and Sharing Power - The revised EIRC Grant Program contributes to the City of Edmonton's goal of being more welcoming, equitable and inclusive to all Edmontonians. As the City explores participatory funding models further and focuses this program on historically marginalised groups seeking equity, it reflects an effort to share power and mobilise newcomers as city building partners. ● Cultural Wealth of Migrants - The articulated concept of building on the Cultural Wealth of the migrant and newcomer communities and actively engaging community members is central to the C529 proposed revisions. ● Civic Engagement of Migrants - EIRC aims to support community driven projects that will result in increased participation of migrants in community and/or civic life. This is a key policy direction for the proposed C529 Policy Review, and a significant gap in the migrants’ journey to inclusion.



		<ul style="list-style-type: none"> ● Identify Systemic Barriers - EIRC grants support community generated projects that identify systemic barriers to participation and aligns with the goal of addressing systemic challenges facing newcomers
<p>SIS 2023 Reports on Undocumented Migrants and Privately Sponsored Refugees (PSR)</p>	<p>The 2023 SIS Report focused on the two migrant populations: undocumented migrants and privately sponsored refugees (PSRs). These groups of migrants are the least heard and least known of primarily because they are invisible due to their status (undocumented migrants). Most people believe that privately sponsored refugees are better off since their basic settlement supports are in place once they arrive in Edmonton.</p> <p>The two reports highlighted the following:</p> <ul style="list-style-type: none"> ● Realities of their current situation - marginalised from opportunities for a decent life in the city ● Challenges and difficulties they face in accessing services and support needed for employment for both the undocumented migrants and the PSRs as well as their sponsors ● Strengths and capacities in overcoming barriers to fulfil their deepest hopes and aspirations in this country ● Role of municipalities in fostering Identify the challenges faced by PS refugees, private sponsors and settlement and other organisations serving this population, and to determine the gaps in support for each group. 	<p>Areas of Alignment/Links to C529 Work:</p> <ul style="list-style-type: none"> ● Both reports and findings align with the equity focused C529 work done and planned, and with the principles of the Multidimensional Immigrant, Cultural Capital and Belonging ● They call for change and a narrative shift too. A more proactive City approach, including references to the concepts of the Sanctuary City and the urban citizen. Also identifies misconceptions about undocumented migrants and PSRs and the need to shift these. ● It calls for an intentional policy commitment by the City to affirms its role and its proactive support for undocumented, PSRs and all, migrants as citizens of Edmonton: <ul style="list-style-type: none"> ● Calls for a review of Access without Fear 2018 policy, and integration into the broader C529/Immigration policy sphere ● Suggests Edmonton consider becoming a Sanctuary City ● Identifies potential of a municipal ID card ● Data and Communication/Information, two key findings from the 2022 C529 work, are also echoed in the research reports: understanding undocumented migrants and PSRs and the support they needed. ● The City has no data on undocumented migrants as well as PSRs at all including the sponsorship process. This is a gap that needs to be addressed. ● Undocumented migrants and PSRs have no info on the City and its services. While they may use transit and public libraries, there is a huge gap. ● While PS refugees have unique needs, much of the support they require mirrors that required by newcomers overall. ● Strong communities and access to settlement services are important



		<p>Areas to consider in the C529 Policy Update</p> <ul style="list-style-type: none"> a. How can this report’s findings be woven into a revised C529 to make it stronger and ensure that no one among the diversity of migrants is left behind? How can they inform the new C529? b. What is the best way/structure/approach to articulate how Access without Fear and C529 are linked and need to be integrated? c. As we do community validation on the draft C529, informed by this Report on undocumented migrants and PSRs, it will be important to conduct targeted engagement with some of these (undocumented migrants and PSRs) Edmontonians to get their insight to the draft and their response.
<p>Edmonton Economic Action Plan</p>	<p>Approved in 2021, Edmonton’s Economic Action Plan is a road map that cascades from City Plan to create conditions for a successful economic recovery. In partnership with 25 economic development partners, the Plan aims at an inclusive and sustainable economy and aspires through equity measures to transform the way the City interacts with business, grounding this change in diversity and opportunity for all.</p> <p>Specifically, the Plan was developed using an equity/GBA+ lens, to recognize and address historical system barriers including making it easier for equity seeking groups to navigate City processes, to ensure a more inclusive economy and to remove existing grant application barriers encountered by newcomers.</p> <p>At Council in 2022, in the first Update Report on the Plan, Administration affirmed the Plan is on track to achieve its 10 year goals. It also reaffirmed its commitment to two Priority actions that speak explicitly to newcomers and migrants: #3 build capacity and improved access to resources for entrepreneurs from marginalised communities such as racialized and newcomer businesses and #4 prioritise local equitable procurement policy, providing new</p>	<p>The Economic Action Plan holds four key learning and links to a Revised Immigration and Settlement Policy:</p> <p>Migrants Key to Economic Success - This Plan sees a vibrant, diverse business community as central to Edmonton’s economic recovery. This aligns with the intention of the C529 Policy Revision to be grounded in the core concepts of the Multidimensional Immigrant and Community Cultural Wealth that recognize the vital role migrants play in Edmonton’s Inclusive Economy and call for action.</p> <p>Explicit Identification - Related to this Plan, a new administrative Procurement Standards was approved in June 2022 and in July 2022 a Sustainable Procurement Policy C556B was approved. The Sustainable Procurement Policy included an Indigenous Procurement Framework explicitly addressing systemic barriers and creating pathways to support greater Indigenous participation in City procurement processes. A reminder that an equity approach to policy demands the explicit identification of those impacted and involvement in the policy implementation and oversight. The Indigenous Procurement Framework can provide a model for the City’s work with migrants and newcomers in the economic sphere.</p>



	<p>opportunities for businesses of equity seeking groups.</p> <p>At this 2022 update to City Council a motion directed Administration to provide a memo on the Plan’s performance framework and assess its progress in supporting under-represented businesses and entrepreneurs.</p> <p>Work has proceeded in 2022/23 on drafting local and social procurement policies and on an Indigenous Procurement Policy. Two focus areas related to newcomers were flagged by Administration: 1. The need to prioritise the collection of disaggregated data to help the City measure how underrepresented groups are participating in jobs and the economy and to ensure there are no unintended consequences from the Plan that impact newcomers. 2. The need and intention of the Administration to work with partner Diversity experts to adapt the language in the Plan to be more accessible and relevant to newcomers and racialized entrepreneurs.</p> <p>In April 2023 a report outlined improvements for the Grant Program, noting that applications need to identify with at least 1 of 13 Plan actions, including #3 Supporting access for entrepreneurs from marginalised communities.</p>	<p>Collaboration- The EEAP is predicated on the understanding that the City alone cannot achieve a sustainable, equitable economic success. It acknowledges that this effort exists within a complex and interconnected ecosystem. Similarly, the revised Immigration and Settlement Policy needs to be clearly rooted in this mindset of collaboration and integrated collective effort to advance, steer and assess the impact of the newly revised policy.</p> <p>Accessible language- The recognition of challenges newcomers face in accessing the Plan reflects heightened awareness by the City of the need to adapt language to reduce unintended barriers of understanding. The Policy Review of C529 needs to keep in mind the readability of the policy language and the accessibility of its concepts.</p> <p>Disaggregated Data - The recognition and prioritising of the collection of disaggregated data to inform action as part of the EEAP needs to be reflected in the key directions of a revised C529 Policy. Understanding gaps and barriers and being able to measure the under representation of equity seeking groups like migrants is central to an equity based policy and the actions that will emerge.</p>
<p>Zoning ByLaw Renewal</p>	<p>The new Zoning Bylaw (Charter Bylaw 20001) and city-wide rezoning (Charter Bylaw 21001) were approved by City Council on October 23, 2023, and will come into effect on January 1, 2024.</p> <p>Edmonton plans to shrink the number of zones by almost half — from 46 to 24.</p> <p>The new Zoning Bylaw will provide regulations and guidelines on the proposed new standard zones, detailing the purpose and key highlights of each proposed new zone and listing the current “equivalent”</p>	<p>Housing - availability and affordability is one of the core issues experienced by newcomers and one where they hoped the City would be able to address. Thus, the C529 Policy update is interested to find how this new bylaw might be able to support newcomer needs.</p> <p>Equity is the anchoring value for the review and updating of the C529 Policy of which the new Zoning Bylaw claims to advance and support an inclusive and equitable city.</p> <p>The Zoning Bylaw Renewal Initiative that created the new Zoning Bylaw applied a GBA+ and Equity</p>



	<p>zones that the new zone proposes to replace.</p> <p>The key features of the new zones in the new Zoning Bylaw:</p> <ul style="list-style-type: none"> • A greater range of housing types is proposed to provide more housing choices in more neighbourhoods • Enables new businesses in key locations to provide services closer to where people live without a rezoning. • Helps implement housing diversity goals and residential density targets in plans for newer neighbourhoods. • Allows a range of community services to support 15-minute communities and adaptive reuse of buildings. • Allows commercial uses at the ground floor of residential buildings to encourage mixed use development and to provide local services to the neighbourhood. 	<p>Lens to ensure that unintended social impacts are anticipated and that equity and diversity are foremost in drafting the zoning rules</p> <p>Renewing Edmonton’s Zoning Bylaw provides an opportunity to advance equity in Edmonton by, including but not limited to:</p> <ul style="list-style-type: none"> • Drafting regulations based on land use impacts • Removing the distinction between different living arrangements to accommodate all housing needs and reflect the desire to ensure adequate housing for all • Creating more flexible zones to provide more attainable and affordable types of housing and employment opportunities • Providing more flexible regulations to accommodate informal gatherings, recreation, arts, culture and spirituality throughout the city • Adjusting any process(es) which fail to take into account the needs and opinions of certain populations, such as privileging property owners over renters for notifications of proposed development • Creating a bylaw that is more approachable in its presentation and easy to understand <p>The new Zoning Bylaw comes into effect in 2024 and must be referenced in the updated C529 as a policy that has direct impacts (benefits and harm) on the trajectory of the lives of newcomers in the city.</p>
<p>GBA+</p>	<p>GBA+ is a process to examine and address how City policies, programs and services impact diverse individuals and groups representing multiple identity factors thereby improving planning, decision making and outcomes for Edmontonians. GBA+ is a critical component of the City’s Art of Inclusion Framework, currently under review in 2023.</p> <p>In January 2021, a report to City Council provided an update on the implementation</p>	<p>Equity and Intentionality - The Policy Review of C529 has incorporated and aligned its Equity Review Tool with the GBA+ approach. Given that intentionality lies at the core of equity-mindedness, the revised policy will catalyse and enable targeted, intentional work with equity seeking groups like migrants and newcomers.</p> <p>A Policy Consideration - A GBA+ /Equity consideration statement, as articulated in the emerging Guiding Principles for the revised C529</p>



	<p>and impacts of Gender Based Analysis Plus outlining work in areas such as deeper staff training, City staff recruitment, data collection and incorporating this lens in Council Report.</p> <p>In June 2021, the City developed a new GBA+ and Equity Toolkit launched in June 2021 as part of the Zoning Bylaw Renewal Initiative. The inclusion of GBA+ analysis is now a consideration for all policy development and revision in the City of Edmonton.</p>	<p>Immigration and Settlement C529 policy, will highlight and embed the equity driven approach. These principles or statements will recognize that migrants have multiple identity factors that intersect and will affect how diverse groups experience barriers and accessibility.</p> <p>Apply GBA+/Equity to C529 Next Steps -The revised policy C529 needs to specify a City commitment to apply a rigorous GBA+/Equity lens in the next steps of policy actions and implementation, engagement and regular monitoring of progress. Recognizing that policy interventions in complex domains need to evolve over time, engagement and evaluation that is responsive to emerging changes, keeping equity at the centre, is critical.</p>
<p>Art of Inclusion</p>	<p>Art of Inclusion, the City’s new Diversity and Inclusion Framework, was adopted in December 2019. It is focused on how the City works, its workforce and staff. It has a broad reach across the City’s programs, perspective and approach to working with the community. GBA+ is a critical component of this Framework.</p>	<p>The Art of Inclusion is currently being reviewed in 2023 in light of other significant developments including the Anti Racism Strategy, the Community Safety and Well Being Strategy and the Anti Black Racism Plan.</p> <p>Relevant to C529, the Framework Actions include the embedding of GBA+ Analysis, collecting diversity data to inform decision making and identifying the needs of equity seeking groups, including newcomers.</p>
<p>District Planning</p>	<p>The City Plan introduces a new planning geography called districts. Districts are collections of diverse neighbourhoods where residents can meet most of their daily needs within a 15-minute walk, roll or transit trip from their homes.</p> <p>Draft District Policy A District is a collection of neighbourhoods that ideally contain most of the services and amenities Edmontonians need to meet their daily needs and live more locally. Edmonton has 15 Districts, each with a unique district plan created to reflect the residential and non-residential opportunities the area contains and its location within the city.</p> <p>The proposed District Policy provides</p>	<p>Neighbourhoods are the final destination of any newcomer arriving and settling in any city. It is in neighbourhoods where they find joyful connections or fear for their safety.</p> <p>While the Zoning Bylaw Renewal makes explicit the core principles guiding its work (equity and diversity), the District Planning focuses on the opportunities for land allocation, planning and design to meet future needs for a group of neighbourhoods.</p> <p>District Policy There are two sections that may be related to addressing need of newcomers of initiating and building connections in the neighbourhoods:</p> <ul style="list-style-type: none"> • Built Form - design, configuration and arrangement of a building within its local



	<p>direction on a range of topics related to expectations and intentions for:</p> <ul style="list-style-type: none"> • Land use planning and urban design, • Mobility in Districts including active transportation, mass transit and roadways and goods movement • Growth Management and Growth Activation - how the City will support new development and work with partners to enable the growth anticipated byTheCityPlan. <p>Draft District Plans District plans point to where the policy direction in the District Policy applies in each district and how these policies connect to one another through maps and area-specific policy.</p>	<p>context.</p> <p>2.1.3.1 Encourage Human Scaled, StreetWalls and Active Edges that define and Animate streets and adjacent open spaces in all seasons.</p> <ul style="list-style-type: none"> • An entire section (2.3.2) on Heritage Places and Cultural Areas are locations of historical, cultural or architectural significance in Edmonton that contribute to our unique sense of time and place. <p>District Plan (Example) The district plan for Mill Woods and Meadows provides a detailed historical context of the area primarily its Indigenous origins. However, this contextual perspective would have been richer if it included a socio-cultural context such as its rapidly growing diverse populations, flourishing ethnic businesses and cultural representations.</p> <p>The updated C529 Policy Update is an opportunity to examine whether diverse newcomer settlement impacts district planning.</p>
<p>Affordable Housing Strategy - Newcomer Housing Project</p>	<p>The City’s Affordable Housing Strategy (2016-25) and its Affordable Investment Plan and Guidelines encourage prioritising projects that respond to community housing needs, including affordability, and involve community engagement, as well as inclusive and innovative design standards. This speaks to the diverse and evolving needs of migrants in this city. These strategies also support the goal of 16% affordable housing in every neighbourhood.</p> <p>Note: The Affordable Housing Strategy, the Zoning Renewal Bylaw and District Planning speaks to Neighborhood Inclusions - one of the key policy directions for the C529 Policy</p>	<p>In October 2019, City Council directed Administration to work with the Multicultural Health Brokers Coop to identify a piece of land for the development of appropriate housing to newcomer/refugee communities. The participatory development and design of this Newcomer Housing Project is ongoing to find land suitable to the housing needs of newcomers with precarious housing situations.</p> <p>This initiative, within the context of the Affordable Housing Strategy, has significance in the C529 Policy Update in terms of how this strategy is supporting this development work and the institutional challenges faced by the community partners in this work as well as similar initiatives in the future.</p>



Conclusion: Areas for engagement for the C529 Policy Update

The C529 Policy Review in 2022 presented the framework for an updated C529 Policy as discussed in the previous sections. From this framework, a draft C529 Policy will be developed to commence a validation process. This process will engage community stakeholders and migrant newcomers to review the draft policy and provide feedback before it is finalised for presentation to City Council in 2024.

The C529 Policy Community Validation Process

The purpose of the community validation process is to engage key stakeholders in the immigration and settlement sector and newcomers to review the draft C529 Policy, provide feedback on the key areas of the draft policy and present suggestions for improvements and changes.

Guiding Principles in the Community Validation Process

The community validation process will be guided by the following principles:

- Diversity and Equity
 - We will strive to include those who are impacted by the policy, those who can influence actions emanating from the policy and those who can take actions on the policy.
 - We will take steps to remove barriers to participation by providing the appropriate support as needed.
- Inclusive Communication
 - We will be open and adapt to different styles of intercultural communication.
 - We will provide a welcoming, safe and brave space for everyone so that they share their ideas and thoughts openly and safely.
- Empowering Conversations
 - We will ensure that the purpose and intended outcomes of the community conversations are well understood and shared among participants.
 - We believe that these conversations are more than just generating information but a space for building connections and trust.
 - We will create opportunities for learning new knowledge and capacities.

Key Questions in the Community Validation Process

Participants in the community validation process will be asked the following key questions:

- Do the principles and policy directions as outlined in the Draft Updated Policy C529 address the core challenges and issues experienced by migrants in the city?
 - What is missing?
 - What needs to be improved and strengthened?
- How will this policy affect or impact the different groups of migrants?
 - What is missing?



- What needs to be improved and strengthened?
- Will there be unintended effects on migrants? What would those be and how can it be addressed?
- How will this be viewed or perceived by stakeholders and the migrant community?
- How can we ensure that this policy will be implemented? What will be the role of stakeholders and the migrant community in its implementation?

Participants in the Community Validation Process

The community validation process intends to engage the following groups of participants:

- Newcomers and migrants with lived experience that includes all the immigration categories as they entered Canada: skilled workers, refugees, family class, TFWs, undocumented migrants and international students and intersecting identities such as gender, age, LGBTQ+, abilities.
- Stakeholders - SIS Committee and Edmonton Local Immigration Partnership Collaborative
- Thought Leaders - those who may or may not interact with the immigration sector but have expertise or insights about a topic related to settlement and integration. They may be community leaders, academics, researchers, policy makers, practitioners, civic committee members.

The C529 Policy Update work is anchored on three fundamental processes of equity-driven policy making:

- Research that reveals lived experience and systemic factors of inequities
- Participatory processes that engage decision makers to share power with the people whose lives are most affected by the problem that the policy addresses
- A supportive institutional environment represented by staff and officials open to exploring new possibilities for meaningful and authentic solutions to persistent issues

The promise and potential of genuine people-informed policy is what the C529 Policy update aspires to realise.

Everyone deserves the chance to live their healthiest life, regardless of who they are — including their race, ethnicity, immigration status, disability status, sexual orientation, gender, gender identity, and other characteristics — yet opportunities to thrive are not fairly distributed in our communities. Many researchers, residents, and policymakers understand health inequities as a fundamental issue of civil rights and justice.
ChangeLab Solutions. July 2023.
Policy Process Evaluation for Equity



APPENDIX A

High Level Scan of Leading Municipal Policy and Practice

A scan of leading policy practices regarding immigration, settlement and newcomers in leading Canadian municipalities provides a high-level snapshot of how diverse cities have attempted to address the systemic barriers facing migrants and newcomers and support positive outcomes around belonging. This scan reflects an evolving municipal response to changing community expectations, new arrivals of refugees to Canada post 2016 and growing consensus in support of systems change, equity and anti-racism.

City	Overview of Key Strategies/Policies	Specific Approaches of Interest to C529
Victoria	<p>Victoria Welcoming City Strategy and Action Plan, Dream in Colour, a community owned road map for a more inclusive community. Key directions include: Government Leadership, Equitable Access, Civic Engagement, Connected Communities, Education, Economic Development and Safe Communities.</p> <p>Victoria’s Equity Framework was updated in 2022, and the All our Voices Engagement Framework emerged to define how the City is redefining its approach to public engagement to centre equity related concerns and needs. Guiding Principles : Decolonization, Anti Racism, Disability Justice, Gender Diversity, Dignity.</p>	<ul style="list-style-type: none"> ● Office of Equity, Diversity and Inclusion (2021) formed as a centralized function; a Welcoming Leadership Committee to support events and partnerships on inclusion ● Greater Victoria LIP and Coalition in June 2022 released a summit report on Immigration and Employment in the Capital Region about the challenges and biases immigrants face in hiring, the job market and the insularity of some communities. Included recommendations for Employers. ● One key recommendation of the City EDI policy is to include newcomer representation on all Council Advisory Committees. ● Gender Diversity: Transgender, Non Binary, Two Spirit Inclusion Plan ● International Decade for People of African Descent ● Child Care in Victoria Report 2020 outlining child care needs, space and targets in the city



<p>Calgary</p>	<p>Welcoming Community Policy and Corporate Plan, A Welcoming Community Advisory Table of 25 diverse immigrant members who provide advice and recommendations on the Welcoming Community Policy and work.</p> <p>The City sees its role as offering equal opportunities to participate, advocating to other orders and building an inclusive work environment.</p> <p>Aims to attract and retain immigrants in 5 areas of City work: Socio-economic integration, Service Access & Equity, Intergovernmental Relations, Advocacy/Communications/Education and Special Populations- including women, those impacted by disability and poverty, BIPOC</p> <p>A Social Well Being Policy (2019) and Standards of Equitable Communication (2021)</p>	<ul style="list-style-type: none"> • City of Calgary Neighbourhood Support leads work to foster social inclusion, economic participation and sense of belonging through neighbourhoods • A Welcome to Calgary Web portal with resources for newcomers: Newcomer Guide in 9 language, 311 Translation Services in 200 +languages important phone numbers for newcomers, Your First Winter in Calgary, How to get around, Library/Community and Police contacts, • Calgary Welcome Week, held annually , to highlight the value of creating an inclusive and welcoming community for newcomers • Calgary Local Immigration Partnership CLIP: Fact sheet on Immigration trends. Refugees Welcome Here campaign to celebrate and raise awareness of the contributions of refugees and newcomers- including Afghan and now Ukrainian arrivals. • CLIP Partnership Council- 20 Influential cross sector leaders responsible to oversee development of a Calgary settlement strategy and a targeted action plan.
<p>Winnipeg</p>	<p>The Newcomer Welcome and Inclusion Policy approved in 2020 presents a vision for how the City of Winnipeg can better support the settlement and integration of Newcomers, and foster a welcoming, inclusive, and equitable city for all new residents of Winnipeg.</p> <p>Newcomer Inclusion & Welcome Strategic Framework outlines how the City can enhance newcomer lives in 4 areas: socio/economic cooperation, integrated relations, service access and equity, advocacy/communications/public awareness. The City promotes a link and understanding of Indigenous history and reconciliation with newcomer work.</p>	<p>Newcomer Welcome and Inclusion Policy and Strategic Framework has Five Strategic Priorities:</p> <ul style="list-style-type: none"> • A Welcoming City • A City without Racism • Equitable and Accessible Services • Representative Workforce • Active Implementation <p>Equity and Diversity Initiative - to help build and maintain a more diverse and equitable workforce. This initiative builds and manages workforce diversity by creating a respectful workplace that maximises the potential of all City employees. Training of all city staff on human rights and inclusion policies, and included in the Employee Code of Conduct.</p>
<p>Toronto</p>	<p>The TO Newcomer Strategy (2022-26) a</p>	<ul style="list-style-type: none"> • Equity Lens and Tool, part of the City's



	<p>refreshed framework and road map for achieving greater impact for newcomer success. Focuses on municipal services and collaboration needed to achieve systemic change. A new two part vision: enhanced belonging of newcomers and the City seen as a leader in providing newcomers equitable access to City services. Five Guiding Principles with 5 Priorities for 2022-26: access, reporting results, advocacy for system change, Newcomer Access Plans, addressing needs of undocumented migrants.</p> <p>TO Newcomer Office, formed in 2013, is an internal centre of expertise on newcomer issues, coordinates the Strategy and Refugee work, advises on City's position on immigration issues, and works with the Toronto LIP and other leadership tables for newcomers.</p>	<p>equity infrastructure, aiming to better embed equity and reconciliation in the City reporting process, and weave them across all stages of the project life cycle.</p> <ul style="list-style-type: none"> ● First Gender Equity Plan 2023 - 26 reduce gender inequities for women, girls and gender diverse people and track progress. An Office of Gender Equity and lens (2019) ● Several related tables : Municipal Leadership Table, Immigrant Steering Committee, Newcomer Leadership Table and local LIP tables ● Implementing Access without Fear policy and a city ID program ● Equity Diversity & Human Rights ● Social Procurement Policy ● Toronto Newcomer Day
<p>Ottawa</p>	<p>Ottawa Immigration Strategy 2011 and 2016/18- following extensive community engagement, identified 6 priority areas for the City to improve immigrant integration</p> <p>Ottawa Equity and Inclusion Lens- currently under review- a City tool. A companion Equity and Inclusion Lens Handbook (2018) includes section on Immigrants lens</p> <p>City of Ottawa Anti Racism Strategy (2022) a five year plan to identify and remove systemic barriers in City policies, programs and services. Phase 1 focuses on awareness and race based data and Phase 2 on implementation.</p>	<ul style="list-style-type: none"> ● Ottawa LIP (OLIP) and Equity Ottawa Partnership ● City Professional Internship for Newcomers (2013) supported short paid employment positions at the City ● Hire Immigrants Ottawa encourages local employers to hire newcomers and supports them. An Employer Council of Champions summit recognizes successes. ● City of Ottawa Immigration Portal and Interpretation Services ● Anti Racism Advisory Table raises awareness about systemic and individual experiences of racism to guide implementation of strategic actions.



<p>Vancouver</p>	<p>Orienting City work in the direction of equity, the Equity Framework is a conceptual document offering a unified vision of equity that crosses all departments. Overseen by the City’s new Equity Office</p> <p>Four Equity Lenses are used: Indigenous Rights, Racial Justice, Intersectionality and Systems Orientation</p>	<ul style="list-style-type: none"> • Healthy City Strategy followed by the Equity Framework, the City’s social sustainability strategy about creating conditions for wellbeing for all. • Vancouver Immigration Partnership (VIP) overseen by the Mayor’s Working Group on Immigration that advises the City on immigration policy and related issues • Four LIP tables: Access, Intercultural Civic Engagement, Engaging Governments on Newcomer Needs, Creating Welcoming, Inclusive Workplaces
<p>Edmonton</p>	<p>Council Policy Immigration & Settlement C529 (2007) - anticipated Revised Policy (2024)</p> <p>Access without Fear Policy (2018)</p> <p>City Plan and Connect Edmonton - grounded in equity</p> <p>Art of Inclusion (2019) - under review</p> <p>Community Safety and Well Being Strategy</p> <p>Edmonton Economic Action Plan</p> <p>GBA+ Policy and Guidelines</p> <p>Anti Racism Strategy - New City Leadership team and Independent Community Leadership bodies being formed</p> <p>Emerging Immigrant and Refugee Grants</p>	<ul style="list-style-type: none"> • Five Annual State of Immigration and Settlement Reports, 2021-2025 • Affordable Housing Model for Newcomers • Zoning Bylaw Renewal 2023 • Social Procurement and Living Wage • Edmonton Local Immigration Partnership (2019- 2024) • Multicultural Facilities Strategy and Centres in Edmonton • Newcomer Guides (Multilingual) • Social Development Branch, Community Services, and Multicultural Relations Office and staff

Sanctuary Cities

Urban citizenship is a new narrative that underpinned the creation of sanctuary cities in 27 cities in Europe, 11 states in the US have sanctuary state policies close to 200 cities in the US and 8 cities in Canada.

Sanctuary cities are cities that have passed a resolution or ordinance expressly forbidding city or local law enforcement officials from inquiring about immigration status and/or cooperating with national immigration enforcement authorities. Its fundamental feature prohibits local government workers from gathering information about the legal status of people residing in the city and giving it to the federal authorities. It is commonly called the “Don’t Ask, Don’t Tell” (DADT) rule. It also opens doors to accessing public services in these cities.

Examples of initiatives that a sanctuary city policy supports involve a municipal identification card and the provision of services relevant to migrants with precarious status. Four cities in



Spain created the *Padron Municipal* which allows everyone, including those non-status individuals with proof of residence to register in the municipality. This registration can be a substitute for an identification card and allows a person to be eligible for city services. Other cities such as Amsterdam, Madrid and Gothenburg provide legal counselling services and access to housing for undocumented migrants.

Canadian Cities and their Sanctuary City/Access without Fear Policies

As of 2022, eight Canadian cities (Toronto, Hamilton, Vancouver, Ajax, Montreal, Edmonton, London and New Westminster) have official sanctuary or access without fear policies. They aim to allow non-status migrants to access some municipal programs and services without fear of being arrested, detained, or removed from the country.

1. Toronto (January 2017) - City Council reaffirmed Toronto as a Sanctuary City, where all residents have full rights to access City services without fear, regardless of their immigration status. This policy is formally called Access to City Services for Undocumented Torontonians (Access T.O.) and can be found on the City's website.
2. Montreal (February 2017) - the city of Montreal adopted a policy entitled Access to Municipal Services Without Fear with a view to allowing non-status migrants to access some municipal programs and services without fear of being arrested and removed from Canada.
3. Vancouver (April 2016) - While Vancouver is not a sanctuary city, it adopted an "Access to City Services without Fear" policy for residents that are undocumented or have an uncertain immigration status in. The policy allows people to access city services — like the library or a community recreation facility — without disclosing immigration status. The policy also extends to city workers who are directed to leave status questions out of daily tasks when dealing with the public.
4. Ajax (June 2017) - Ajax Council has unanimously declared the Town of Ajax a sanctuary city. This designation gives undocumented and precarious status residents full access to local services, supporting their legal path to citizenship.
5. London (June 2018) - Councillors recommended the city adopt a so-called "free of fear services for all" policy which will reinforce that municipal services are provided to everyone regardless of their immigration status.
6. New Westminster, BC (June 2022.) - Ensuring all New West residents and visitors have access to City facilities, programs and services, regardless of immigration status. The policy includes:
 - Access to City Facilities, Programs and Services of all immigration statuses, including uncertain, precarious, undocumented, refugee or no immigration status treating them with dignity and respect when they use City facilities,



programs and services by not asking information about their status and accepting a variety of forms of identification and City staff will not report immigration status to the New Westminster Police Department (NWPD), Royal Canadian Mounted Police (RCMP), or Canadian Border Services Agency (CBSA) unless required by law.

- Training and Education for City staff on the Sanctuary City Policy, especially on the importance of confidentiality and the right of all persons to access City facilities, programs and services.

7. Hamilton (February 12, 2014) The City of Hamilton declared itself a sanctuary city when its City Council approved a motion that permitted undocumented immigrants access to city services without fear of being questioned on their immigration status.

The motion recommended specifically:

- That the City of Hamilton’s anti-racism staff training program entitled “Equipped to Serve” be revised to ensure that all staff support the City of Hamilton’s commitment to provide access to services without fear for immigrants without full status or without full status documents;
- That the City of Hamilton continue to work with the Hamilton Community Legal Clinic and other community stakeholders to develop a public education strategy to generate awareness regarding the issues that face immigrants without full status or without full status documents when accessing services in the community;
- That the City of Hamilton request the Federal government review its current Immigration and Refugee policies and programs and identify ways to better assist residents with undocumented status in Canada to regain their full status;
- That the City of Hamilton request that the Provincial government review its policies for all provincially funded programs to include residents of Ontario without full status or without full status documents. This motion impacts public health, fire, recreation, transit and other services offered by the city.

8. Edmonton (September 2018) - Policy C606 Access to Municipal Services Without Fear

The City of Edmonton recognizes that residents with precarious or undocumented status may be reluctant to access City services. The City of Edmonton supports the ability of all Edmontonians to access municipal services and programs without fear, regardless of their documentation, immigration, or citizenship status.



APPENDIX B

C529 POLICY ON IMMIGRATION AND SETTLEMENT



CITY POLICY

POLICY NUMBER: C529

ADOPTED BY:

New Policy

REFERENCE:

City Council
22 May 2007

SUPERSEDES:

New

PREPARED BY: Corporate Services

DATE: 8 May 2007

TITLE: Immigration and Settlement

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Policy Statements:

The City of Edmonton is committed to a municipal environment that attracts and retains immigrants, refugees and their families. To this end the City of Edmonton commits to action in seven key policy areas.

Economic Integration

The City of Edmonton promotes full integration of newcomers within Edmonton's economic mainstream.

Intergovernmental Relations

The City of Edmonton will engage other orders of government in order to participate in formal discussions and decision-making related to immigration policy and program development that potentially impacts Edmonton.

The City of Edmonton will seek partnerships with other orders of government in order to access funding for projects that address mutual objectives in the area of immigration and settlement.

This policy is subject to any specific provisions of the Municipal Government Act or other relevant legislation or Union Agreement.



CITY POLICY

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Service Access and Equity

As a support to successful settlement, City of Edmonton programs and services will continue to be made accessible to newcomers.

Planning and Co-ordination

To ensure corporate coherence, City of Edmonton immigrant policies and programs will be consistent with and contribute to the achievement of Diversity and Inclusion Framework goals. In so doing, the City will support inter-departmental and inter-governmental collaboration.

Communication, Public Awareness and Education

The City of Edmonton will provide public information, effective communication, staff development and research that supports successful settlement and promotes a welcoming and positive municipal and public climate for immigrants.

Community Building and Inclusion

The City of Edmonton will encourage and support immigrant and refugee communities' participation in all aspects of municipal life.

Immigrant Women

Given particular vulnerabilities and challenges faced by some immigrant women, City of Edmonton programs and services will be responsive to their issues and needs.

The purpose of this policy is to enable the City, within its mandate as municipal government and service provider, to work with all other orders of government; economic, social and cultural institutions; and immigrants to attract newcomers and provide support to enable immigrants to develop a sense of identity, belonging and full participation in the social, economic, cultural and political life of Edmonton.



APPENDIX C

Seven Transformational Priorities from the SIS Report

The following seven transformational priorities have guided the policy review regarding migrants and refugees since the initial State of Settlement and Immigration Report in 2021. They continue to underpin the development of an updated Settlement and Immigration C529 Policy.

1. Migrants as City-Makers

We need a shift in perspective about the view migrants from being recognized only on their economic skills to being whole persons. The Cultural Wealth, Hope and Resilience migrants bring to Edmonton is immense and it is time for a shift in understanding and language to see migrants as a resource, and as strong, innovative city-builders and leaders.

2. The Power of Community Voice

The emergence of new collective, coordinated Newcomer Leadership in Edmonton will help power change and enhance wellbeing for migrants. There is a real gap in Edmonton around a collective voice for migrants. The migrant community needs opportunities to bring their collective voice to inform, educate and advocate to ensure their inclusion in all aspects of civic and community life in the city. Two current examples with potential are ELIP, the Community Safety and Well Being Advisory Committee and the forthcoming Anti Racism Independent Body.

3. People-Informed Policy

The Belonging Report highlights how systems, policy and people intersect. While systems often inhibit wellbeing, equity, good policy, informed by lived experience, can also advance change. People are the place to start. The City can invite migrants to truly help shape and co-create policy and new approaches.

4. Seeing the Invisible

The last frontier of true inclusion is when we make the invisible visible. Migrants, new or long time, permanent or temporary, have a right to equity of access, fair access and treatment, to City services and supports without fear of losing their status. The City has an Access without Fear policy, but needs to implement, monitor and assess its impact.

5. Richer Data - Better Decisions

New approaches to collecting stories, meaningful demographic and race-based local data will enhance City and community understanding, empathy and take action in support of migrants in Edmonton. The City can champion better local municipal data collection - with partners like ESPC and MAPS Alberta EPE and United Way - to help address racism and inequities that COVID has revealed. The gap is that richer data is needed to power better decision making.

6. Inclusive Business, Entrepreneurship and Social Innovation

It is important to involve the business and social innovation sector, migrants/newcomers and mainstream Canadians, to be part of the culture shift towards inclusion of migrants/newcomers for new energy and solutions. Innovations, sparked by the pandemic, and new approaches like micro credentialing and use of apps, for example, are ideas the City can support. Newcomers need to be seen as multidimensional in the strengths and wealth they bring to Edmonton.

7. Cities Advancing Equity



The City of Edmonton, through the City Plan, has embraced equity as its cornerstone value; this is an opportunity to make equity come alive by ensuring migrants participate in developing actions towards building an equitable city.



APPENDIX D

C529 Policy Review Report Recommendations (2022)

Emerging Guiding Principles

1. Intentionality

Intentionality is a mindset that directs actions to achieve the policy goal with clarity and purpose. The updated C529 policy ensures that populations impacted by the policy are described in their intersectional identities, the barriers they experienced and benefits from the policy.

2. Sharing Power

Sharing power means that those who have been historically marginalised from decisions that affect them have opportunities to participate in the decision-making process. The updated C529 policy will provide guidance and support to engender and nurture participation of populations impacted in the development, implementation and evaluation of the policy.

3. Equity Framing

Disaggregated data has the power to make visible patterns of inequalities that can be obscured by aggregated data. The updated C529 policy will identify support for the collection and analysis of data disaggregated by intersectional identities to reveal differences in experience and outcomes.

4. Civic Participation and Citizenship

Civic participation is least experienced by migrants, especially newcomers, yet an essential part of having a sense of belonging and inclusion in their new homeland. The updated C529 Policy will create opportunities and reduce barriers to engage them in intercultural and equitable ways.

5. Acknowledgement of Cultural Wealth of Migrant Newcomers

The City values the social and cultural wealth that migrants contribute to enriching Edmonton. The updated C529 policy will foster and support practices in programs and initiatives that demonstrate how the City harnesses the multiple dimensions of migrants.

Recommended Policy Directions for an Updated C529 Policy

The recommended policy directions have been largely shaped by the insights from the community and City staff and informed by a scan of approaches to immigration and settlement advanced by other Canadian cities. Newcomer frameworks and language, as well as equity, anti-racism and anti-oppression concepts, are emerging across these cities to frame and



advance this work. Municipalities such as Winnipeg, Vancouver and Calgary all have welcoming newcomer policies and frameworks.¹⁰ All these policies reflect that a whole-of-city approach is key, as work to include newcomers needs to cut across the entire municipality led by a coordinating central office.

#1 Inclusive Economy: leaving no one behind

Inclusive economy builds on the Economic Integration policy area in C529 and represents a shift towards pinpointing systemic roots of migrant newcomers' disheartening economic outcomes. It suggests a just and equitable approach to equip cities with the vision, values and tools to welcome newcomers with dignity and respect.

The City of Edmonton provides the foundations for this policy shift through the Edmonton's Economic Action Plan (EAP) 2021 which is a 10 year road map to build a vibrant, inclusive and sustainable economy and is a direct outcome of Edmonton's visionary 30 year City Plan. It features building Edmonton's economic growth in an equitable and inclusive way, using an equity/GBA+ lens to account for the disproportionate and systemic barriers and challenges encountered by many newcomers and other equity-seeking groups.

Inclusive economy is central to an updated C529 Policy to ensure that the actions impacting newcomers are implemented and outcomes monitored. With its touch points across most City departments with initiatives, the policy direction Inclusive Economy has significant potential to benefit newcomers and is integral in advancing an inclusive recovery and a future where all belong.

#2 Service Access and Equity: critical link between people and systems

As a service provider the municipality has a mandate to support equal access to all migrants of diverse identities (age, gender, gender orientation, abilities, race, ethnicity, migration status education, occupation, socio-economic status among others) to the broad range of services that impact all aspects of daily life - from transit and leisure services, to adequate, affordable housing, employment, neighbourhood services and more. City programs, services and facilities that are so essential to all aspects of newcomer integration and belonging must be equitably available to all migrants and newcomers in Edmonton.^{11,12} Of equally great importance, however, is that the City design and deliver these services with equity in mind and in a culturally responsive way.

¹⁰ A Newcomer Welcome and Inclusion Policy and Strategic Framework (2020 (Winnipeg), A Welcoming City Strategy 2022 (Victoria), Calgary's Welcoming Community Policy (2011)

¹¹ Toronto's Newcomer Strategy 2022-26 calls for development and use of Newcomer Access Plans as tools to help City departments identify and assess significant barriers for newcomers, outlining specific actions and measurement of progress. The aim, improving newcomer access to City services and wellbeing.

¹² The City of Toronto adopted the Integrating Cities Charter in 2014 as one facet of the Toronto Newcomer Strategy. The Charter requires the municipal government to provide equal opportunities for all residents, to integrate migrants and to embrace the diversity of the local population.



#3 Civic Participation and Communications: we all have a voice

Civic Participation and Communications is a key policy direction central to building an inclusive and equitable community.¹³

Civic engagement still remains a big gap in migrants' journey to inclusion. While immigrants value social connectedness as integral to their culture, their connection to the formal system in terms of participating in the civic affairs of the municipality is limited. Available studies reveal low participation rates in volunteering, voting and public engagement among ethnocultural communities.¹⁴ The City's Public Engagement Policy C593 (2017) includes "Inclusive and Accessible" as a key approach to reach diverse communities to "ensure people feel heard and know their input is valued....inviting citizens to play a larger role in shaping their community and enabling social and economic growth."

City of Edmonton Communications aims to provide public information, effective communication and research that supports successful settlement and has the power to promote a welcoming, inclusive municipal and public climate for newcomers and migrants in Edmonton.

#4 Data for Action: equity framing in describing disparities and reporting outcomes

Data can move decision makers and policy makers to action most especially if these data reveal disparities among population groups indicating an urgent call to action. There is enthusiasm and readiness among City staff to learn about how data can be effectively used to reduce barriers and improve access to programs and services. Community leaders also yearn for data that genuinely reflects their context and realities and in effect becoming their voice to influence change.

This policy direction is needed to encourage, support and grow initial efforts to collect disaggregated data with an intentional focus on population groups as identified in the GBA+ analysis. It is critical for the City to explore and improve its capacity regarding data collection related to equity-seeking groups, including newcomers. It is so crucial that it is highlighted in the Anti-Racism Strategy and the Community Safety and Well Being Plan. Race-based data collection and analysis is trending across cities and best practices in this area are well developed for policy makers across sectors.¹⁵

#5 Neighbourhood Inclusion: places and spaces for a welcoming experience

The ultimate destination for newcomers are the neighbourhoods where they will live, learn and play. It's in neighbourhoods where they will first experience acceptance through joyful connections, freedom and safety to take a walk in their streets and a feeling of comfort and

¹³ Calgary has a robust welcoming web portal for newcomers with resources including multilingual versions of a Calgary Newcomers Guide. In 2021 it adopted Standards for Equitable Communications and Engagement including a Multicultural Strategy for Communications and Engagement.

¹⁴ Gunn, K. & Ortiz I. Integrated Lived Experience and Policy Report. March 2021.

¹⁵ National Equity Atlas. [<https://nationalequityatlas.org/about-the-atlas#us>]; We all Count. [<https://weallcount.com/about-us/>]



peace in their homes. Community participants spoke about their fears and anxiety from the time they first arrived and most recently hate incidents in their neighbourhoods.

Neighbourhoods are arenas where cultural differences meet, collide, are navigated and mediated through welcoming public facilities and spaces. This policy direction intends to guide the design and development of neighbourhood spaces by ensuring that local facilities are safe and accessible, encourage intercultural interaction in the community and facilitate diverse cultural expressions.

#6 Leadership: opening doors to new possibilities

Leadership¹⁶¹⁷ as a key policy direction spans the whole of the City, and is integral to and needs to be modelled across all the other five policy directions : Inclusive Economy, Service Equity and Access, Civic Participation and Communications, Places and Spaces and Data for Action.

The evolving roles of municipalities include those of policy maker, community investor, convenor and facilitator, service provider, employer and buyer of goods. In each area, the City has the opportunity to model fresh citizen-centred approaches to leadership that help build an inclusive, welcoming and equitable community with newcomers. Underpinning all of this, however, is the need, as leader, to support front-line City leadership at all levels to power a mindset shift around migrants as city makers. As it strives to build a workforce that reflects the increasingly diverse communities it serves, the City can advance a new civic leadership model, mobilising newcomers and ethnocultural communities as valued partners in city building.

¹⁶ Welcoming Cities Australia Standard identifies Leadership as the first of six categories, in its standards guide that addresses how members of the Welcoming Cities Network advance cultural diversity and inclusive policies and practices.

https://welcomingcities.org.au/wp-content/uploads/2019/07/WelcomingCitiesStandard_June2019_web.pdf

¹⁷ Winnipeg's Welcome and Inclusion Policy 2020 identifies City leadership in these areas: A Welcoming City, A City without Racism, Equitable and Accessible Services, a Representative Workforce and Active Implementation. [Newcomer Welcome and Inclusion Policy - Community Services - City of Winnipeg](#)