Minute No. 652
Report – Executive Policy Committee – September 21, 2021

Item No. 18 The City of Winnipeg's Long-Term Commitment Plan – Equity, Diversity, Inclusion and Anti-Racism

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the creation of an Equity Office within Corporate Human Resource Services with focus on hiring staff from a diverse background and who self-declare in one or more of the equity groups, be approved.

2. That the Equity, Diversity & Inclusion Policy and Strategy, attached as Appendix B, be approved.

3. That, subject to the approval of funding and FTE's, that the City of Winnipeg host Anti-Racism training events, in collaboration with partners from First Nations, Metis, Inuit, Black, Racialized and Religious Minority groups.

4. That subject to the approval of funding and FTE's, that a new diversity dashboard reporting tool/report be created that encompasses the City's diversity report components as well as reporting on the effectiveness of the EDI Strategy and steps being taken to increase the diversity of the City's workforce.

5. That 2 additional permanent FTEs, 1 in 2022 for $143,033 and 1 in 2023 for $110,769, as well as additional funding for non-salary expenditures be referred to the 2022 and 2023 budget process.

6. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Executive Policy Committee – September 21, 2021

DECISION MAKING HISTORY:

Moved by His Worship Mayor Bowman,

That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2021, the Executive Policy Committee concurred in the recommendation of the Human Rights Committee of Council and submitted the matter to Council.

COMMITTEE RECOMMENDATION:

On September 20, 2021, the Human Rights Committee of Council concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

On June 9, 2021, the Human Rights Committee of Council granted an extension of time to its next meeting, for the Winnipeg Public Service to report back on the matter.

COUNCIL DECISION:

On April 29, 2021, Council concurred in the recommendation of the Executive Policy Committee and the Human Rights Committee of Council and adopted the following:

1. That the Winnipeg Public Service be directed to report back to the Human Rights Committee of Council within 60 days with an Equity, Diversity and Inclusion Policy and Strategy for Council's consideration outlining steps that will be taken to increase the equity, diversity and inclusivity of the City's workforce that, based on the input from the community organizations involved in planning Anti-Racism Week, could include but are not limited to:

    A. The creation of an Equity and Diversity Division, reporting to the City's Director of Human Resources, with focus on hiring employees from diverse backgrounds who self-declare in one of the equity groups;

Report – Executive Policy Committee – September 21, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

B. The implementation of recruitment practices focused on preferred hiring in designated positions similar to the practices currently in place by the Province of Manitoba;

C. The development of bridging employment programs for employment equity groups;

D. The creation of departmental specific equity strategies;

E. Equity leadership development programs, learning series for civic employees, and the creation of employee resource groups;

F. An annual reporting process which provides progress updates on the effectiveness of steps being taken to increase the diversity of the City's workforce;

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: The City of Winnipeg's Long-Term Commitment Plan – Equity, Diversity, Inclusion & Anti-Racism

Critical Path: Human Rights Committee of Council – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Greenberg	A. Cusson	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

The Public Service has drafted an Equity, Diversity and Inclusion (EDI) Policy and Strategy for Council's consideration. This strategic work requires foundational elements for successful implementation, which could include but are not limited to these priorities:

1. **New Equity Office -** The creation of an Equity Office with appropriate budget and FTE. Reporting to the City's Senior Manager, Corporate Human Resource Services, with a focus on hiring and retaining employees from diverse backgrounds who self-declare in one or more of the equity groups;

2. **Recruitment Practices & Designated Positions** - The implementation of recruitment practices focused on preferred hiring in designated positions similar to the practices currently in place by the Province of Manitoba. An employment system review of current recruitment practices to identify and resolve any systemic barriers. The inclusion of language in collective agreements to assist with the promotion of unionized equity group employees, and support programs to assist equity group members in attaining higher level exempt level positions at the City.

3. **Employment Programs** - The development of bridging, supported and internship employment programs for equity groups to meet the specific needs of City departments.

4. **Department-Specific Equity Projects** - The creation of department-specific equity strategies and activities with tailored projects aimed at increasing representation in City departments to meet departmental needs.

5. **EDI Education & Training Program** – The development and implementation of the EDI Education & Training Program to provide a learning series for all civic employees on EDI

topics, including deeper learning for civic leaders and an Awareness Series for ongoing learning opportunities throughout the year.

6. **Employee Resource Groups** - The creation of Employee Resource Groups (ERGs) to support existing staff, and to inform EDI strategy implementation, including the Awareness Series for ongoing learning on comprehensive topics relevant to the ERGs.

7. **EDI Reporting** – The creation of a diversity dashboard to provide real-time data on workforce diversity and transparent reporting on EDI Policy & Strategy implementation. The annual workforce diversity report will continue to be submitted to Council in March.

The proposed multi-year strategy provides for an organizational structure, strategic objectives, operational commitments for funding and resources, and ensures, through key performance indicators, that the departmental goals directly connected to Council and the Corporate Strategic Plan, will be achieved to ensure our workforce is representative of the communities we serve.

Creating an Equity Office allows this work to be coordinated from a corporate, centralized perspective, with collaboration among all departments and external stakeholders. The Equity Office will be key to ensuring the achievement of future goals, sustainability of programs, implementation of education and training, and the creation and development of key partnerships. Leadership of the Equity Office will work closely with senior leaders as EDI is a priority for all City departments and Council.

RECOMMENDATIONS

1. That the creation of an Equity Office within Corporate Human Resource Services with focus on hiring staff from a diverse background and who self-declare in one or more of the equity groups, be approved.

2. That the Equity, Diversity & Inclusion Policy and Strategy, attached as Appendix B, be approved.

3. That, subject to the approval of funding and FTE's, that the City of Winnipeg host Anti-Racism training events, in collaboration with partners from First Nations, Metis, Inuit, Black, Racialized and Religious Minority groups.

4. That, subject to the approval of funding and FTE's, that a new diversity dashboard reporting tool/report be created that encompasses the City's diversity report components as well as reporting on the effectiveness of the EDI Strategy and steps being taken to increase the diversity of the City's workforce.

5. That 2 additional permanent FTEs, 1 in 2022 for $143,033 and 1 in 2023 for $110,769, as well as additional funding for non-salary expenditures be referred to the 2022 and 2023 budget process.

6. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On April 29, 2021, Council directed the Public Service:

1. That the Winnipeg Public Service be directed to report back to the Human Rights Committee of Council within 60 days with an Equity, Diversity and Inclusion Policy and Strategy for Council's consideration outlining steps that will be taken to increase the equity, diversity and inclusivity of the City's workforce that, based on the input from the community organizations involved in planning Anti-Racism Week, could include but are not limited to:

    A. The creation of an Equity and Diversity Division, reporting to the City's Director of Human Resources, with focus on hiring employees from diverse backgrounds who self-declare in one of the equity groups;

    B. The implementation of recruitment practices focused on preferred hiring in designated positions similar to the practices currently in place by the Province of Manitoba;

    C. The development of bridging employment programs for employment equity groups;

    D. The creation of departmental specific equity strategies;

    E. Equity leadership development programs, learning series for civic employees, and the creation of employee resource groups;

    F. An annual reporting process which provides progress updates on the effectiveness of steps being taken to increase the diversity of the City's workforce;

Council approval is required for the creation of an EDI Policy & Strategy.

IMPLICATIONS OF THE RECOMMENDATIONS

The approval of an EDI Policy & Strategy will confirm the City's commitment to promoting human rights, accessibility, equity, diversity and inclusion, anti-racism, anti-oppression and cultural competency within the organization and ensure that the City's workforce is representative of the residents we serve.

The financial implications of the additional resources requested will be referred to the 2022 and 2023 budget. Without the approval of the requested resources there is a risk that implementation of some of the strategy may be delayed.

HISTORY/DISCUSSION

The City of Winnipeg has a long history of EDI and anti-racism work, some highlights include:

- 1996 - Race Relations unit – going back 25 years which did internal and external work on anti-racism
- 2000 - Analysis of racism in the City of Winnipeg in the year 2000
- 2002 - The City of Winnipeg's Indigenous Employee Group (IEG) was established in 2002 however, needs to be reestablished. The creation of the IEG was to provide information and leadership to the organization
- 2005 - There was some additional work done in 2004/05, including a number of projects and initiatives which stemmed from the 2005 Action Plan to Creating a Dynamic and Diverse Workforce, but the work and interest appeared to diminish due to a number of reasons including time and resource commitments
- 2007 – 2010 - The City of Winnipeg was actively involved in CMARD for many years which is now called the Coalition of Inclusive Municipalities:

    - On July 18, 2007, City Council moved a motion agreeing to join CMARD. The Citizen Equity Committee (CEC) was tasked with the responsibility of achieving the goals of the Common Commitments
    - December 2009, CEC developed a draft Action Plan from the CMARD Workshop:
    - The Action Plan, called 'A Winnipeg Without Racism to Eliminate Racism, Discrimination and Hate Crime in Winnipeg', was launched in 2010 and had 3 commitments:

        1. Increase appreciation & respect for all cultures through public education & awareness (Based on CMARD Commitment 1: Increase vigilance against systemic and individual racism and discrimination)
        2. Build Community Capacity (Based on CMARD Commitment 2: Inform and support individuals who experience racism and discrimination)
        3. Support Reporting & Response System (Based on CMARD Commitment 3: Monitor racism and discrimination in the community more broadly, as well as municipal actions taken to address racism and discrimination)

- 2010 – 2015 The City also participated in a 'React to Racism' event for 5 years, developed a scholarship celebrating a Black Human Rights activist, contributed to and created an anti-racism Tool Kit, participated in the Safe Harbour program and took part in other similar activities
- The City has attended many partnership and tri-level government meetings participating in anti-racism work over the years. The City has contributed funding for this work and sought funding from other levels of government
- 2019 - Council approved the creation of an Annual Diversity Report as well as the addition of an FTE for Diversity work

- 2019 - Council approved the EDI Coordinator FTE in 2019 for hire in 2020.
- 2020 - Previous to the hiring of the EDI Coordinator in October of 2020, there was one Corporate Diversity Coordinator from June 1994 to October 2014.
- 2020 - In February 2020, Council approved the Newcomer Welcome & Inclusion Policy and Strategic Framework
- 2020 - In July 2020, EPC outlined organizational activities to be reported on and executed regarding Anti-Racism.
- 2021 – Council Approved the creation of first ever EDI Policy & Strategy.
- 2021 – City of Winnipeg Corporate Strategic Plan was created and introduced which outlines “culture”, EDI has a key pillar to the organization success and CAO performance.

Notably, the City of Winnipeg proposed EDI Policy & Strategy will be the first ever of its kind at the City of Winnipeg. The Equity Office will anchor the City’s commitment to promoting human rights, accessibility, equity, diversity and inclusion, anti-racism, anti-oppression and cultural competency within the organization. This focus aligns with our values of Respect, Accountability Trust and Transparency, the Corporate Key Strategic Directions, as well as *OurWinnipeg* and the proposed *OurWinnipeg 2045*.

In addition, the City of Winnipeg has several different programs, and areas, that has a specific focus on human rights and EDI:

- Indigenous Relations Strategy
- The Newcomer Welcome and Inclusion Policy & Strategy
- The Poverty Reduction Strategy
- French Language Services
- The Universal Design Policy
- The Respectful Workplace Administrative Standard
- Job Accommodation, Accessibility and Return to Work
- Sustainable Procurement
- 2021-2023 Corporate Strategic Plan
- NEW – Equity Office – Human Resource Services

The new Equity Office aims to align and support the above-mentioned strategies, policies and standards. In order for Human Resource Services to deliver on the initiatives and programming, full-time permanent staff and leadership in the Equity Office is required to manage the projects, employment programs, requests, initiatives, education & training, and expectations and partnerships with the Community that these new programs requested by departments of the public service will require. Specifically, Human Resource Services is seeking approval for 2 additional permanent FTEs over the next two years (2022 & 2023) and operational budget to support needed programming which has been costed as a phased approach. 3 FTEs will be found internally to ensure the new division in properly equipped to fulfill the strategy.

The initial priorities the Equity Office will focus on are:

- **Determining Equity Office composition**: The staff complement of the new office will determine what initiatives can be achieved and the timeline for completion.

- **EDI Reporting & Goal Setting (KPIs):** Self-Declaration Questionnaire (SDQ) is being launched this fall, the Equity Office will be creating new report content given the SDQ includes six equity groups (two of which are new) and more disaggregated data.

- **Creation of a Diversity Dashboard:** Employee and stakeholder engagement and transparency of current state and progress.

- **City of Winnipeg's Workplace Cultural Assessment in partnership with the University of Manitoba and Mitacs:** Foundational to understand our current culture and to identify the systemic barriers to change.

- **Designating Positions:** Positions will be designated through gap analyses on which equity groups to include.

- **Creating Employee Resource Groups:** Employee Resource Groups (ERGs) amplify the voices of equity employees. The Equity Office would like to establish six ERGs, one for each equity group. Their voices and perspectives are of strategic importance on the Equity Lens Tool, Equity Assessments, as well as informing EDI programs and initiatives, including the Awareness Series.

- **Policy Creation and Training:** Anti-Racism and Anti-Oppression education & training for all Public Servants, as well as additional training on Equity, Diversity and Inclusion. Anti-Racism Policy creation and training.

- **Creation of Program Models: Bridging, Supported and Internshi**p: These models will be informed by ERGs and community partners. These tools will equip departments with all they need to know to create their own program, tailored to their diversity and operational needs.

- **Review of Internal Systems i.e. Performance Management:** ensuring EDI competencies are built into internal systems for accountability.

After review of other municipalities and local organizations, the Public Service identified that the City of Winnipeg is the only major city that does not have an identified division within the organization that focuses on EDI and anti-racism. A cross-jurisdictional scan is included as Appendix C**.**

Additional FTE's and operational budget are required to provide programming, leadership, and education & training to the Public Service. This investment will promote and facilitate meaningful change and advancement of EDI priorities at the City of Winnipeg. It will ensure resources are in place so we can work toward having a

workforce that is educated on EDI issues and is representative of the communities we serve.

EDI Policy & Strategy Consultation

In order to have a responsive and internally supported EDI Policy & Strategy, it was necessary that consultations were undertaken. In order for a policy and strategy to be effective, they need to be informed by the diverse communities we serve and meet the needs of the organization and internal departments creating programs so that long term success is achieved.

External Consultation - In the development of the EDI Policy & Strategy, Corporate Human Resources met with provincial and federal counterparts as well as community members and organizations as part of a sub-committee working on the City's long-term commitments to EDI and anti-racism.

External Community Partners included Immigration Partnership Winnipeg, Clayton Sandy, Stuart Murray, Province of Manitoba, Multicultural Secretariat, Government of Canada, Citizen and Multiculturalism, Collectif LGBTQ*, Pride Winnipeg, Two-Spirited Peoples of Manitoba, Réseau en immigration francophone du Manitoba, Accueil Francophone, L'Union nationale métisse Saint-Joseph du Manitoba, Conseil jeunesse provincial, Association des municipalités bilingues and Pluri-elles

The sub-committee's feedback and perspectives have been incorporated into the Policy and Strategy, attached as Appendix B.

Internal Consultation - In addition to the external consultations, Human Resources met with each departmental leadership team in all City departments (with the exception of Winnipeg Police Service) to have in-depth review and feedback of the EDI Policy & Strategy. Each department leadership team had the opportunity to provide feedback pertaining to EDI Policy & Strategy, identify ideas based on their needs and garner important support from City departments to ensure their long-term commitment to EDI programming and their involvement in creating the final product. The Policy and Strategy includes the outcome of those consultations.

Global & Community Activism - Observations During the COVID 19 Pandemic:

In the midst of all the global activism that has taken place in most recent years regarding social equity and social justice issues, and a renewed commitment to identify and address historical inequities, a pandemic continues to take place.

The pandemic has heightened and highlighted pre-existing economic inequalities in our communities. A sustained focus on EDI within the organization is required to better reflect the communities we serve and for us to do our part to provide opportunity and action on these important matters. This requires the Public Service to examine how we

recruit, retain, promote, educate and support current and future employees that identify as equity group members. This also requires the Public Service to demonstrate action in support of the journey of reconciliation and other important human-rights related strategies.

In order for the Public Service to design effective and equitable programs to attract, retain and promote equity group members, a commitment needs to be made for resources. Adequately funding and staffing the Equity Office will enable the Public Service to start delivering on the recommendations outlined in this report. This requires the FTE's outlined in the section above, but also operational budget to support the much-needed education, assessment, and programs needed for a major employer such as the City of Winnipeg to truly begin to address Equity, Diversity & Inclusion.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 10, 2021

Project Name: **First Year of Program** **2022**

Long Term Commitment Plan - Diversity, Equity, Inclusion & Anti-Racism

	2022	2023	2024	2025	2026
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 350,033	$ 488,641	$ 456,461	$ 460,354	$ 465,721
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 350,033	$ 488,641	$ 456,461	$ 460,354	$ 465,721
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 350,033	$ 488,641	$ 456,461	$ 460,354	$ 465,721

Additional Comments: Direct costs include the estimate for the addition of an Equity office. The estimate includes the addition of 2 FTE's (1 FTE in 2022, and 1 FTE in 2023) and non-salary expenditures including education and training programs. An assumed 2% increase for salaries and benefits was included for 2026.

"electronically approved by J. Peters"
Jocelyn Peters, CPA, CGA
Manager of Finance and Administration (Campus)

CONSULTATION

This Report has been prepared in consultation with:

- Manager, Indigenous Relations
- Customer Services & Communications
- Corporate Finance
- Legal Services
- Community Services Department
- Human Resource Leadership Group
- Senior Management Team

OURWINNIPEG POLICY ALIGNMENT

Page 49. 01-3 Prosperity. Direction 1:
Support a competent, productive and healthy workforce through strategic human resource planning that promotes flexible human resource systems, invests in human resource development and is based on values of equity, diversity, innovation and accountability.

Page 50. 01-3 Prosperity. Direction 4:
Engage higher education institutions and community agencies in research, service, teaching and capacity development.

Page 51. 01-3 Prosperity. Direction 6:
Generate more opportunities to retain existing, experienced employees in the workforce.

Page 73. 03-1 Opportunity:
International newcomers are Winnipeg's largest source of population growth. International immigration to Winnipeg is steadily increasing, and newcomers now comprise about 18 percent of the city's total population. As Winnipeg enters a period of growth and change, the cultural diversity of our city is expected to increase. In order to grow sustainably, the City and its community partners will need to respond effectively to an increasingly diverse community, including recognizing the needs of people who come to Winnipeg having experienced war, genocide, colonization and displacement. As a collaborator, the City will seek to support community led initiatives aimed at fostering equity and inclusion or opposing discrimination.

Page 75. 03-1 Opportunity. Direction 03:
Work with community partner to foster an inclusive and equitable community.

- Support social inclusion and equitability in the general community and in City programs, services and activities. Support community-led initiatives aimed at fostering equity and inclusion or at opposing discrimination.

Page 77. 03-1 Opportunity. Direction 6:
Foster opportunities for Aboriginal Winnipeggers, particularly youth, to obtain meaningful employment by building on current civic practices, processes and community partnerships.

- Provide pre-employment and employment development opportunities within the civic system.
- Support community-based organizations that provide employment-based programs and supports for Aboriginal youth.
- Collaborate with Aboriginal community-based organizations to develop a continuum of employment-based services to Aboriginal youth.
- Develop and implement mentorship and retention strategies to ensure Aboriginal youth stay engaged within our civic system through programs, services and employment.
- Work collaboratively with partners to provide training and professional development

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Human Resource Services - Equity, Diversity & Inclusion
Division: Corporate Human Resource Services
Prepared by: Jordana Greenberg
Date: September 10, 2021
File No:

Attachments:

Appendix A – Organizational Chart – Proposed New Equity Office

Appendix B – Equity, Diversity & Inclusion Policy & Strategy

Appendix C - Canadian Cities Comparison & FTE Position Summary