POLICY TITLE *Engage Winnipeg Policy*	**ADOPTED BY** *City Council*	**EFFECTIVE DATE** *September 26, 2019*
ORIGIN / AUTHORITY *Council*	**CITY POLICY NO** CO-013	**MOST RECENT CONSOLIDATION**

1. **Purpose**

The purpose of the Engage Winnipeg Policy (the Policy) is to guide engagement processes between the City of Winnipeg, the public, and stakeholders in order to offer consistent and meaningful engagement opportunities which support better informed decision making. The policy recognizes that decisions are improved by engaging the public.

The City of Winnipeg recognizes Indigenous Rightsholders are separate and distinct from the public and stakeholders. As such, engagement with Indigenous Rightsholders is handled differently from the public and stakeholders, with initial steps outlined in this Policy.

The Public Service will adhere to and regularly review an Engage Winnipeg Framework (administrative standard) and accompanying engagement toolkit. The Framework and toolkit provide detailed direction for the public service on how to follow the Engage Winnipeg Policy and how engagement will be carried out to ensure transparency and accountability. Stakeholder and public engagement guided by the Engage Winnipeg Policy will:

- Align with City Council's priorities for resident-centric services and the Open Government policy;
- Support City Council's decision making by providing perspectives, opinions and input from the public and stakeholders when recommendations are made on projects that align with the policy;
- Provide opportunities for engagement that are consistent, accessible, and reflective of the public's level of influence on the project, and;
- Improve relationships between the City, public, and stakeholders by building public trust in decision making.

The policy will achieve this by providing guidance on:

- The definitions of stakeholder and public engagement;
- When the policy should be applied;
- Vision and guiding principles for conducting public engagement;
- Centering equity in engagement processes;
- Types of engagement;
- Roles and responsibilities of elected officials, the Public Service, stakeholders, and the public.

The Framework will provide guidance on how the policy should be implemented, including evaluation guidelines, along with short, medium, and long-term goals and milestones to reach the vision.

2. Definitions

2.1 "Engagement" - a process whereby the City facilitates dialogue with and between the public and stakeholders to collect input which supports better decision making by the City.

Engagement is inclusive, objective, accessible, and trust-building. Engagement is not manipulative, coercive, tokenistic, misleading, miscommunication, or polarizing.

2.2 "Equity" - is about fairness and justice. It consists of deliberate actions to remove systemic, group, and individual barriers that hinder opportunities and affect well-being. Equity is achieved through the identification and elimination of policies, practices, attitudes, and cultural messages that create and reinforce exclusion. Equity promotes fairness by treating people differently based on need, circumstance and consideration of historical and systemic inequities.

2.3 "Equity groups" – include but are not limited to: women, Indigenous peoples, racialized peoples, persons with disabilities, Newcomers and 2SLGBTQQIA+ persons (2 (Two) S (Spirit) L (Lesbian) G (Gay) B (Bisexual) T (Transgender) Q (Queer or Questioning) I (Intersex) A (Asexual) + (Plus), i.e. sexual orientation, gender identity and gender expression).

2.4 "Lived experience/expertise" – knowledge based on someone's perspective, personal identities, and history, beyond their professional or educational experience. In the context of equity-centered engagement, lived experience advisors may be an essential aspect of engagement, bringing their knowledge of, for example, living in poverty, living with a disability, or living as a 2SLGBTQQIA+ person.

2.5 "Project" - a broad term used to describe a temporary endeavor undertaken to create a unique product, service, or result. Including, but not limited to, initiatives, strategies, design, and project planning.

2.6 "Public" - all persons who may be interested in a decision made by the City.

2.7 "**Indigenous Rightsholders"** – The City of Winnipeg acknowledges Indigenous Peoples and governments as Rightsholders of the rights referenced in The

Constitution Act, 1982, Section 35 :(1) The existing treaty and aboriginal rights of the aboriginal peoples of Canada are hereby recognized and affirmed;" (2) In this Act, the 'aboriginal peoples of Canada' includes the Indian, Inuit, and Métis peoples of Canada. The use of the term Indigenous refers to "Aboriginal Peoples of Canada" as defined in Section 35(2) of The Constitution Act, 1982, which includes the First Nations, Inuit and Métis Peoples of Canada.

Indigenous Rightsholders are separate and distinct from the public and stakeholders and engagement with Indigenous Rightsholders is handled differently from the public and stakeholders as outlined in this Policy.

2.8 "Stakeholders" - any group or representatives of a group who may be interested in providing input prior to a decision being made by the City. This may include: resident groups, businesses, special interest groups, community organizations, government agencies, and any other organization or representative of an organization interacting with the City.

2.9 "The City" - any designated part of the Public Service of the City that is under the executive control of a Department Head, Director, or such other designated officer responsible to the Chief Administrative Officer.

3. Vision

A city where meaningful engagement and recognition of diverse perspectives and knowledge contributes to better decision making.

4. When will the City engage?

Public engagement processes are held when the public's input may influence a City project. Public engagement does not apply to day-to-day operations, nor does it include or replace the ongoing discussions with stakeholders and the public intended to address issues that arise and ensure evaluation and improvement of existing programs.

Public engagement will be undertaken on projects when:

1. there is a legislated requirement for public engagement;
2. public engagement has been specified in the approved capital budget;
3. public engagement has been initiated by a Council directive; or
4. public engagement has been directed by the Director of Customer Service & Communications.

In addition, elected officials may carry out public engagement for multi-year budget review processes and other projects or initiatives.

Meaningful engagement requires time and resources. Timelines and resources available for each project will influence the approach towards engagement and the techniques used to engage. Engagement should only occur once a portion of the project budget is dedicated to engagement and the project timeline is coordinated to allow adequate time for public input to be collected, considered, and incorporated before key milestones in the project.

5. Principles of Engagement

Public engagement is dependent on the following principles and although each plays a critical role, all principles are interconnected and should be applied together to ensure meaningful public engagement and achievement of the public engagement vision. Public engagement should strive to be reflective of the following principles:

Accountability - Provides insight on how input was considered and incorporated. If input was not incorporated, rationale is provided as to why.

Knowledge and partnership seeking - Recognizes community-based knowledge and experience as a valuable component in decision-making and seeks dialogue with those who hold that knowledge and experience. Seeks opportunities to partner with community and stakeholder groups when possible to further reach the potential for meaningful involvement.

Communication – Those who participate have the information to engage meaningfully, related to key decisions. Effective communication is often an integral part of public participation, but is not engagement in itself.

Equity – Identifies barriers to involvement and works to reduce or eliminate them. Those with lived experience are invited and supported to help the team determine which measures should be taken. This may include honorariums, covering the cost of travel, childminding, and capacity building.

Evaluation – Assesses performance in meeting engagement principles to strive towards learning from outcomes and moving towards advancement, improvement, and innovation.

Timeliness – Opportunities to engage are provided as early as possible to allow the greatest opportunity for feedback to fully inform the project direction and final outcomes.

Transparency - The information needed to meaningfully engage and understand the project and decision-making processes are available to those involved. Regular updates are provided throughout the process.

Trust - Seeks to build relationships through consistent application and reflection of all other principles of engagement. Actively and intentionally uses approaches that

do not cause harm and centers relationships between the City of Winnipeg and its residents and communities.

6. Centering Equity

Traditional public engagement methods have often failed to be inclusive and representative of the entire community, leading to a lack of diversity and the exclusion of equity groups. For engagement to meet the principles of equity and trust, there must be intention from the outset to redistribute opportunity, resources, power, and privilege more fairly. To do this, project teams must center equity and focus energy and effort on those who systematically experience barriers to getting involved. Prioritizing equity groups in public engagement policies demonstrates a sincere commitment by the City to listen to all voices and make inclusive decisions are responsive to the needs and interests of diverse groups and benefit the entire community.

In addition to reflecting all of the Principles of Engagement, to center equity in engagement, project teams will incorporate the following steps:

1. Use a combination of equity analysis and stakeholder and Indigenous Rightsholder mapping to determine which groups are most impacted by a decision and experience barriers to participation.
2. Reach out to the Indigenous Relations Division to determine if and how to ensure Indigenous Rightsholders and Indigenous groups are included in an approach consistent with the United Nations Declaration on the Rights of Indigenous Peoples.
3. Include those groups identified in step one in designing the process of engagement, including identifying methods to reduce barriers to participation.
4. Focus in-person engagement efforts on the groups identified in step one. This will likely involve creative approaches and meeting people where they are at. Other stakeholder groups who are more likely to have more influence and access will provide feedback through digital means – the project webpage and online opportunities, with alternative formats available for those who do not have access.
5. Ensure reciprocity is built into the process so those who provide their time and knowledge receive something in return, which can take many different forms such as honorariums, skill training, and/or a role in the process.
6. Present data in such a way that elevates the voices of equity groups. Evaluate processes to reflect the value and meaning of the process for lived experience participants.

7. Types of Engagement

Types of engagement clarify the roles of the public in a public engagement process. The type of engagement must align with the level of public influence granted on the decision and with the techniques, resources, and time available to undertake engagement. The type of engagement may change at different stages in the project. The International Association for Public Participation (IAP2) spectrum of public participation has been adapted for the Engage Winnipeg Policy to reflect the role the public will have in City projects.



Informing the public is required for all types of engagement to ensure participants are aware of and knowledgeable about the project and can provide informed input. Informing the public is a critical component of any engagement process and must be included throughout the process and following decision making to ensure stakeholders and the public remain informed during and after the public engagement process has concluded.



Listen and learn

Participants are engaged to share feedback and perspectives.

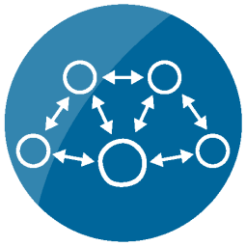
Participants are consulted when options are pre-determined.



Involve

Participants are engaged to ensure concerns are understood and reflected.

Participants are involved to define options that are not yet well defined.



Collaborate

Participants are engaged to develop and build solutions and identify the preferred solution.

Participants collaborate with the City to generate options.



Empower	Participants are empowered to make decisions directly or on behalf of the City. The City of Winnipeg Charter requires that decisions can only be made by Council or Council committees and employees who have been delegated decision-making powers.

'Listen and learn has the least amount of public influence of the types of engagement while 'Empower' has the greatest amount of public influence.

8. Responsibilities

8.1 Participants

(i) Participate in respectful dialogue.

8.2 Elected Officials

(i) Participate in respectful dialogue.
(ii) Aim to understand the public's views and perspectives and consider those views when making decisions.
(iii) Contribute knowledge of communities to public engagement processes;
(iv) Maintain independence and avoid intervening or influencing public engagement processes or information.
(v) When directing public engagement, ensure appropriate reporting timelines that allow for meaningful public engagement and account for the report review process;
(vi) Allocate funding for public engagement as part of all budget review processes.
(vii) Executive Policy Committee or budget working group to provide direction regarding public engagement on all multi-year budget review processes, including who will lead the process.
(viii) Review and approve amendments to the Engage Winnipeg Policy.

8.3 City of Winnipeg Public Service

a) Director of Customer Service and Communications

(i) Participate in respectful dialogue.
(ii) Administer and conduct ongoing reviews of the Engage Winnipeg Policy.
(iii) Direct engagement initiatives as required.

b) Office of Public Engagement

(i) Participate in respectful dialogue.

(ii) Ensure the Administrative Standard for the Application of the Engage Winnipeg Policy is kept up to date and responsive to the needs of the Public Service in following the Engage Winnipeg Policy.
(iii) Support the Public Service to implement the Engage Winnipeg policy.
(iv) Explore and support opportunities for continual improvement towards the public engagement vision.
(v) When processes are carried out by Office of Public Engagement staff, ensure a record of engagement processes and outcomes is publicly posted, including ensuring public engagement reports are appended to administrative reports, when applicable.
(vi) Lead engagement evaluation for individual phases and projects, and as it applies to the organization more broadly.

c) Project Leads

(i) Participate in respectful dialogue.
(ii) Collaborate with the Office of Public Engagement before a project begins to determine the type of engagement, how to center equity (such as including people with lived experience), and required supports.
(iii) Collaborate with the Indigenous Relations Division before a project begins to determine if and how to ensure First Nations, Inuit, and Métis people are included in an approach consistent with the United Nations Declaration on the Rights of Indigenous Peoples.
(iv) Include members of Council early on in the process/project to gather initial feedback and relevant community information to inform project and engagement planning.
(v) Ensure members of Council are kept informed throughout the project, providing updates and briefings prior to engagement phases.
(vi) Consider how engagement input can influence a project and ensure project time and budget for meaningful public engagement are accounted for early in project planning.
(vii) Consider the public's views and perspectives and incorporate input when applicable, with priority given to equity groups.
(viii) When processes are carried out by departmental staff or consultants, ensure a record of engagement process and outcomes is publicly posted, including ensuring public engagement summaries/reports are appended to administrative reports, when applicable.

9. Review

This policy will be reviewed, at minimum, every five (5) years.

10. Appendices