Minutes – Council – April 25, 2024

Minute No. 232
Report – Executive Policy Committee – March 12, 2024

Item No. 3 Engage Winnipeg Policy (2019-2024)

COUNCIL DECISION:

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

1. That the updated City of Winnipeg Engage Winnipeg Policy (Appendix A1) be approved, with the following amendment:

    A. In Section 4, delete the words "In addition, elected officials may carry out public engagement for multi-year budget review processes and other projects or initiatives.", and replace with the following:

    "The Public Service must carry out pre-budget public engagement each year prior to the budget being tabled.

    In addition, elected officials may carry out public engagement for other projects and initiatives."

2. 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 – March 12, 2024

DECISION MAKING HISTORY:

Moved by His Worship Mayor Gillingham,
That the recommendation of the Executive Policy Committee be adopted.

In amendment,
Moved by Councillor Gilroy,
Seconded by Councillor Lukes,

BE IT RESOLVED that Item 3 of the Report of the Executive Policy Committee dated March 12, 2024, be amended as follows:

- Add the following to the end of Recommendation 1:

  ", with the following amendment:

  A. In Section 4, delete the words "In addition, elected officials may carry out public engagement for multi-year budget review processes and other projects or initiatives.", and replace with the following:

  "The Public Service must carry out pre-budget public engagement each year prior to the budget being tabled.

  In addition, elected officials may carry out public engagement for other projects and initiatives."

The motion for the adoption of the amendment, was put and declared carried.

Councillor Rollins asked to be recorded as having voted against the item in accordance with Rule 47(7) of the Procedure Bylaw.

The motion for the adoption of the item, as amended, was put and declared carried.

Councillors Mayes, Rollins and Schreyer asked to be recorded as having voted against the item in accordance with Rule 47(7) of the Procedure Bylaw.

Report – Executive Policy Committee – March 12, 2024

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On March 21, 2024, Council laid the matter over for 30 days.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 12, 2024, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

David Grant submitted a communication with respect to the matter.

COUNCIL DECISION:

On July 13, 2023, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the following be referred to the 2024-2027 Budget Review Process, namely:

    A. That public engagement be required on the 2024-2027 Multi-Year Budget as part of the Budget Review Process.

    B. That the Engage Winnipeg Policy be amended to formalize public engagement as part of all Multi-Year Budget Review Processes.

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

On June 22, 2023, Council ruled automatic referral of the following motion to the Executive Policy Committee:

Moved by Councillor Gilroy,
Seconded by Councillor Allard,

Report – Executive Policy Committee – March 12, 2024

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

WHEREAS conducting public engagement is critical to ensuring appropriate representation and participation in the budget process, especially for groups that face barriers to participation in the political process;

AND WHEREAS it is Council's responsibility to consider the public's views and perspectives when making decisions that affect the City as a whole;

AND WHEREAS appropriate engagement leads to more informed decision making;

AND WHEREAS public engagement on the budget should be a requirement of the Engage Winnipeg Council Policy;

THEREFORE BE IT RESOLVED:

1. That public engagement be required on the 2024-2027 Multi-Year Budget as part of the Budget Review Process.

2. That the Engage Winnipeg Policy be amended to formalize public engagement as part of all Multi-Year Budget Review Processes.

3. That the Proper Officers of the City do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Engage Winnipeg Policy (2019-2024)

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Vespa	F. Wiltshire	N/A	M. Jack

EXECUTIVE SUMMARY

The Engage Winnipeg Policy (Policy) is the foundation for public engagement at the City of Winnipeg. The Policy has resulted in more open, transparent and accountable public engagement. Since its adoption in 2019, the City now has:

- A framework that outlines how project teams work together to provide meaningful engagement.
- A toolkit with templates, guidance, and planning documents.
- The Engage Winnipeg portal for online engagement (winnipeg.ca/publicengagement).

The Policy must be reviewed every five years. The Public Service evaluated the Policy based on public engagement processes and outcomes. This report recommends Policy updates to:

- Better align the Policy with City of Winnipeg plans, policies, and strategies.
- Shift towards centering equity in engagement. This means every step in the process focuses on identifying and reducing barriers.
- Provide clearer definitions and responsibilities.
- Move closer to the Policy's vision.

Project budgets will address most costs of centering equity in engagement. A request for $10,000 annually was made through the Poverty Reduction Strategy Implementation Plan 2024-2027 to address any other costs.

Recommended Policy updates also formalize public engagement as part of budget processes.

RECOMMENDATIONS

1. That the updated City of Winnipeg Engage Winnipeg Policy (Appendix A1) be approved.

2. 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 September 26, 2019, Council approved the Engage Winnipeg Policy, which requires a review, at minimum, every five years.

On July 13, 2023, Council referred the following to the 2024-2027 budget review process:

B. that the Engage Winnipeg Policy be amended to formalize public engagement as part of all Multi-Year Budget Review Processes.

IMPLICATIONS OF THE RECOMMENDATIONS

The Public Service will make required changes to the Administrative Standard on the Application of the Engage Winnipeg Policy and the City's engagement templates and toolkit to reflect Appendix A1 Policy updates.

There are no financial implications to approving the Appendix A1 updates to the Policy. Centering equity requires that we reduce or remove barriers to engagement. Most costs to reduce barriers can be addressed through reallocating project budgets that would have been directed to traditional engagement costs. Requests for additional funding to further support the implementation and efficient administration of Appendix A1 updates to the Policy have been referred to the 2024-2027 Multi-Year budget process by Council on November 23, 2023 as part of the Poverty Reduction Strategy.

HISTORY/DISCUSSION

Since its adoption by Council in September 2019, the Engage Winnipeg Policy (Policy) has served as the foundation for engagement activities at the City of Winnipeg. Throughout these four years and over 90 projects (see Appendix B for list), public engagement has grown and evolved while the City has continued to work towards becoming a more equitable place for Winnipeggers.

Shifts that impact public engagement

As Winnipeg continues to evolve and shift, so too must public engagement.

Since 2019, the City of Winnipeg has introduced new policies, reviews, plans, and strategies. The practice of public engagement has evolved, and the world has undergone a pandemic, which challenged us to be adaptive and responsive to the needs of the public in new ways and has forever changed how we connect. Some of these shifts are reflected in specific actions, such as:

- On September 29, 2021 Council adopted the Equity, Diversity and Inclusion Policy, including Strategy 7.10 External: Listen & Respond to Community Members
  iii. Integrate EDI into marketing, community engagement, and customer service to ensure they are responsive to the needs of our diverse customers and community members.

- On November 25, 2021, Council approved the Poverty Reduction Strategy which included:

  Goal 1, Objective B - City decisions and actions are informed by Lived Experience perspectives, trusting relationships are established.
  Goal 6, Objective A - Residents have equitable access to City services, in particular demographic groups who experience marginalization.

- In 2022, the City of Winnipeg Governance Review included two recommendations related to the review of the Engage Winnipeg Policy:

  Recommendation 12 - Increase accessibility of Council decision-making and public engagement processes to marginalized groups.
  Recommendation 13 - Ensure the results of public input on a matter before Council are readily accessible to Council.

- In 2022, the International Association for Public Participation (IAP2) updated their training and a new foundation to meaningful public participation was added: equity centered. IAP2 is the foremost international organization advancing the public engagement practice.

These shifts provide new perspective, focus, and long-term goals for public engagement.

Evaluation

In accordance with its terms, and to better understand how the Policy is serving the community, the Public Service and decision makers, the Policy must be evaluated every five years, at a minimum.

The table below describes and evaluates each of the Policy's goals, including how the policy has met those goals in the last four years and the gaps that need to be addressed going forward.

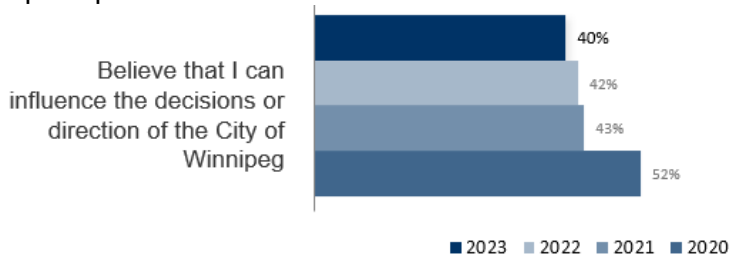
Table 1 Goal Evaluation

Goal	Evaluation
Align with City Council's priorities for citizen-centric services and the Open Government Policy;	Actions since policy adoption: - Engage Winnipeg online portal for all public engagement information in one central online hub; residents can register and subscribe for projects they are interested in to receive email updates. - Citizen satisfaction survey results are posted on the City's Open Data Portal. Gap: - The public's understanding of decision-making processes, their role in them, and how to get involved.
Support City Council's decision making by	Actions since policy adoption:

Goal	Evaluation
providing perspectives, opinions and input from the public and stakeholders when recommendations are made on projects that align with the policy;	- Standard notification at the end of projects includes information about appearing as a delegate or providing a written submission to committees of Council. - Standard posting of public engagement summaries and reports on the project website and with administrative reports. Gaps: - Consistently ensuring a solid understanding of what elected officials require from public engagement results to prepare the right questions and to make informed decisions prior to planning engagement processes. - No formalized requirement to append public engagement reports to administrative reports in the Decision Making Information System. - Typically, feedback is presented to elevate the most prominent feedback; this does not always recognize groups who are most impacted as there may be fewer responses from those perspectives.
Provide opportunities for engagement that are consistent, accessible, and reflective of the public's level of influence on the project;	Actions since policy adoption: - Public engagement processes must meet standards in the Administrative Standard. - Updated templates and toolkit provide a consistent experience, while still allowing for context-specific engagement opportunities that reflect the community. Gap: - Equity groups and reducing barriers to their involvement are incorporated into engagement planning but are not consistently centered in engagement processes.
Improve relationships between the City, public, and stakeholders by building public trust in decision making.	Actions since policy adoption: - Beginning public engagement processes earlier to learn about values before design/planning begins. - All members of Council are provided with public engagement summaries when they are posted publicly. - Connecting feedback to recommendations/decisions for every public engagement process. Gaps: - Disconnect between the feedback, time, and energy that goes into the City's long-term strategies, plans, and policies and their implementation, which leads to apathy in participation. - No requirement to ensure members of Council are kept updated on projects that include public engagement.

The principles of engagement outlined in the Policy also offer an opportunity for evaluation. The table below identifies current practices to reflect each principle and identifies areas for improvement.

Table 2 Policy Principles Evaluation

Principle	What we do now	Evaluation and areas for improvement
Accountability *Provides insight on how input was considered and incorporated. If input was not incorporated, rationale is provided as to why.*	• Public engagement summaries provided after each phase of engagement. • Public engagement reports include "What we heard/How input considered" tables. • Project contact provided for questions and follow-up. • Final 'inform' phase where results and outcomes are presented and those who subscribed are invited to participate in formal decision-making processes.	Public engagement reporting remains an effective and consistent method to ensure accountability of project teams and Council in considering feedback. Question in citizen satisfaction survey "I believe that I can influence the decisions or direction of the City of Winnipeg." has been trending downward since the question was first introduced in 2020 and shows most Winnipeggers do not see their role in City decision-making. Continuing to highlight and demonstrate public engagement successes will better support this principle. 

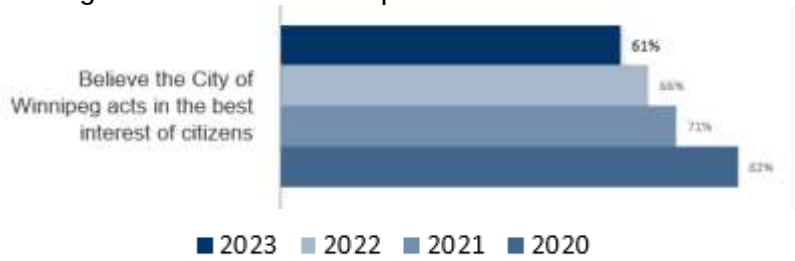
Principle	What we do now	Evaluation and areas for improvement
Knowledge and partnership seeking *Recognizes community-based knowledge and experience as a valuable component in decision-making and seeks dialogue with those who hold that knowledge and experience. Seeks opportunities to partner with community when possible to further reach the potential for meaningful involvement.*	• Proactive engagement of key community members. • Community partners connect project teams with people with lived experience. • Advisory Committees convened on projects when applicable. • Presentations made to community organizations (case by case). • Seek feedback at community-run and community-based events when possible.	Stakeholder mapping is done for some projects and should be standardized going forward, including involving community members in stakeholder mapping processes. Outreach occurs prior to scoping when possible/consistent with type of engagement. Community involvement in designing the process is conducted but could be done in a more meaningful way. Partnerships with communities are built and maintained but these relationships could be better tracked to ensure more coordinated contact and to avoid over-engaging or engaging on similar topics multiple times. The recommended Appendix A1 changes to the Policy better reflect this principle.

Principle	What we do now	Evaluation and areas for improvement
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.*	• Project webpage for each project. • Project milestone email updates to subscribers. • Information is shared ahead of events on the project webpage to allow for informed feedback and for residents to prepare ahead of time if they prefer. • Public engagement reports/ summaries posted publicly. • Public engagement newsletter provides bi-weekly updates and information about active programs and reporting. • Promotion plans developed for each public engagement phase.	The maintenance and ongoing updates to Engage Winnipeg and Engage Winnipeg project pages is a very effective and efficient method for communicating with residents. This is in addition to the other means of promoting engagement opportunities and informing the public so they can provide informed feedback. Better analysis of data is required to ensure we have a solid understanding of which communication methods are most effective. Better tools are required to condense and simplify to communicate complex ideas, modelling and designs.

Principle	What we do now	Evaluation and areas for improvement
Evaluation *Assesses performance in meeting engagement principles to strive towards learning from outcomes and moving towards advancement, improvement, and innovation.*	• Request for Proposals requires consultants to evaluate public engagement. • Post-event debriefs are held with all project team members. • Post-phase evaluation conducted for public engagement phases to determine whether engagement met objectives so adjustments can be made.	The Office of Public Engagement evaluates the public engagement process at the end of each engagement phase to determine whether the public engagement objectives were met and whether the engagement reflected the principles of engagement. This evaluation is used to adjust the approach for subsequent phases. Evaluation is an area for improvements, especially when it comes to data tracking and performance metrics. If Policy updates are approved, evaluation tools will be updated to reflect revised principles and evaluate how the phase/project centered equity. Project teams will identify how the engagement process reduced barriers to engagement. The public should also be asked to evaluate engagement processes to learn more about the experience of participation and how it can be improved.

Principle	What we do now	Evaluation and areas for improvement
Inclusivity - *Seeks involvement from all those affected. Stakeholders may be engaged for more detailed, focused discussions, and the public is involved to ensure the process is open to all. Where barriers to inclusive engagement exist, barriers are reduced to the greatest degree possible.*	• Proactive engagement of community. • Active offer for alternative formats provided. • In-person events held at accessible locations. • Depending on scale of project, in-person events are often held at multiple locations at different times. • Online engagement provides convenient feedback opportunity in addition to in-person events.	We continue to work to reach those with all different types of lived experience and gather data on who we are reaching through a self-declaration question on surveys. More is required in this area to center equity and ensure barriers are reduced for equity groups to participate meaningfully. The recommended Appendix A1 revisions to the Policy strengthen this principle.
Representation - *Those affected by decisions should be included in the process. Particular attention should be paid to ensuring involvement of those who experience barriers to participation.*	• Proactive engagement of community. • Work with partner organizations to reach their networks. • Child-minding provided on case-by-case basis. • Honorariums provided on a case-by-case basis. • Promotion programs in-place to reach those affected.	On a project-by-project basis, those who experience barriers to participation are less likely to participate. The Office of Public Engagement is working with the Innovation and Technology department to find better ways of aggregating survey responses to better understand who we are hearing from on a broader scale, rather than just project-by-project. More is required in this area to center equity and ensure barriers are reduced for equity groups to participate meaningfully. The recommended Appendix A1 revisions to the Policy reflect strengthening this principle.

Principle	What we do now	Evaluation and areas for improvement
Timeliness *Opportunities to engage are provided as early as possible to allow the greatest opportunity for feedback to influence the project direction and final outcomes.*	• The office of public engagement is involved in Request for proposal development. • Multi-phased engagement program used to gather values and vision. • Pre-Request for Proposal engagement for some projects. • Online engagement remains open a minimum one week after the last engagement event. • Minimum two weeks' notification period ahead of engagement events.	Two weeks' notice prior to events seems to be working well, although there are always exceptions and contexts where more time may be required. The Office of Public Engagement has received feedback that a standard one-month timeline may not be enough for community groups and individuals to mobilize, especially when there is a lot of technical material to review to participate. Project teams will look for opportunities to extend timeframes when extra time is required. More can be done to engage communities earlier, to more appropriately scope projects and better determine the communities to contact so their feedback can have the most impact.
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.*	• Project website with project background information. • Promotion programs in-place to reach those affected. • Access to project staff via telephone and email. • Subscribers updated via email at project milestones. • Decision-making process clear in project materials. • Provide information on how to appear as a delegate once an agenda is public. • Type of public engagement and objectives of public engagement clearly communicated on each project webpage.	Transparency with public engagement processes is very high and there is integrity in engagement processes because of standardized minimums for promotion, information sharing, and follow-up. Since January 2020 the following has been sent: - 46 public engagement newsletters - 114 project updates Improving understanding of decision-making processes and how to get involved in the formal aspects of decision-making is something to improve on through working with community stakeholders to find out where barriers exist and how to address them.

Principle	What we do now	Evaluation and areas for improvement
Trust *Seeks to build relationships through consistent application and reflection of all other principles of engagement.*	• Public engagement programs are consistent in a number of different approaches that address access and information sharing. • Public engagement reports include "how input was considered". • See above actions.	Question in citizen satisfaction survey "I believe the City of Winnipeg acts in the best interest of citizens." has been trending downward since the question was introduced:  Trust is an area for improvement and relies on all of the organization's actions. Reflection of long-term plans in short-term decision-making, and day-to-day interactions between residents and the City all influence trust. Public engagement tries to build connections, but if we are working from a trust deficit with many residents, it is difficult for the City to introduce changes without being met by resistance. Trust in government is declining in Canada[1], so any steps we can take to improve this principle is critical. The recommended Appendix A1 revisions to the Policy reflect strengthening this principle.

[1] IPSOS, 2022 - https://www.ipsos.com/en-ca/news-polls/only-one-third-of-Canadians-believe-most-people-can-be-trusted

Policy Updates

Following a review of the Policy including how it is being implemented and the shifts that impact public engagement, the Public Service is recommending several changes. The recommended Policy changes are intended to address the gaps and areas for improvement and update the Policy to reflect new direction and goals for engagement. Recommended policy changes include:

- Wording revisions to clean up original language and reflect actions that are now complete.
- Additional definitions to improve understanding of the recommended changes.
- A new section on centering equity in engagement planning and implementation.
- Responsibility to collaborate with the Indigenous Relations Division.
- Updates to the Responsibilities section to better clarify roles, improve relationships, and strengthen process integrity.
- Updates to the Policy to formalize public engagement as part of all multi-year budget review processes through identifying elected official responsibility to allocate funding and identify who will lead the process.

Equity-centered engagement

We are starting from a solid foundation when it comes to equity in public engagement; the previous Policy emphasized the importance of representation, inclusion, and reducing barriers to engagement. The Appendix A1 updates to the Policy propose going a step further by centering equity. By prioritizing the voices and experiences of equity groups, we aim to create more equitable and inclusive public engagement processes, which will result in more equitable and inclusive decisions.

Public engagement processes that center equity may involve fewer participants through in-person engagement. Through an equity analysis and stakeholder mapping, smaller, focused group discussions may be favoured over large public open houses or events. The measures of success may be different when centering equity and may not include looking at numbers of participants alone. This approach does not replace the online opportunities for engagement and statistically representative approaches where numbers can be an important aspect for evaluation.

Specific updates to the Policy include:

- Addition of Equity to Policy guidance, principles, and responsibilities.
- Addition of Equity, Equity Groups, and Lived experience/expertise to Policy definitions.
- Enhanced definition of “Engagement” in Policy definitions and “Trust” in Policy principles.
- Addition of Section 6 describing rationale and methods of equity-centered engagement.
- Combination/replacement of Policy principles of “Inclusivity” and “Representation” with “Equity” to more accurately describe what engagement processes should strive to achieve.

Indigenous engagement and UNDRIP

When planning engagement processes, the assessment of all those interested and impacted often leads to questions about how best to engage First Nations, Inuit, and Métis people. Including the responsibility to work with the Indigenous Relations Division to plan early on allows

for the City to continue to work towards the commitment to supporting the United Nations Declaration on the Rights of Indigenous Peoples ("UNDRIP"). A separate leader-to-leader communication is often appropriate and recognizes that Indigenous peoples should not be captured under a broader public or stakeholder engagement process.

Specific updates to the Policy include:

- Recognition of Indigenous Rightsholders in Policy purpose.
- Addition of "Indigenous Rightsholders" to Policy definitions.
- Replacement of 'Consult' type of engagement with 'Listen and Learn' to avoid confusion with the Government of Canada's Duty to Consult with Indigenous peoples.
- Addition of collaboration with Indigenous Relations Division to Policy responsibilities.

Responsibilities

The recommended Appendix A1 Policy changes further clarify responsibilities by providing additional detail. These recommended changes will formalize involving and updating members of Council. Better defined responsibilities will contribute to project success.

The updates to the responsibilities section solidify the critical role of the Public Service in maintaining objectivity; the credibility of public engagement processes depends on it. Council member influence, or perceived influence, on materials intended for the public could negatively impact public trust. If the public feels there is political influence over projects, options, recommendations, or designs prior to public feedback, a decision may be seen as a foregone conclusion, and the public may not see the value in participating.

The updates also formalize the project lead's role in including elected officials and ensuring they are kept up to date. The Office of Public Engagement will support this by providing information on public engagement plans and results.

Specific updates to the Policy include:

- Addition of Elected Official responsibilities described in Section 8.2(iii) - (v) to improve trust and timely sharing of information.
- Revision/addition of Office of Public Engagement responsibilities described in 8.3(b)(ii), (v) and (vi).
- Revision/addition of Project Lead responsibilities described in 8.3(c)(ii), (iii) - (viii) to centre equity and improve evaluation/reporting, collaboration with Indigenous Relations Division, and update/involvement of Council members.

Budget engagement

The budget process offers a unique opportunity to have a broader discussion around how the City's many strategies, plans and policies are going to be implemented in the short-term. The challenge comes with ensuring the engagement is meaningful. In addition to reflecting the principles in the Policy, ensuring budget engagement is meaningful depends on:

1. The timing of engagement – feedback must be collected, analyzed and presented at an appropriate point in the process that allows for it to influence budget decisions before they are made;

2. Clear and easy to understand information – to provide meaningful feedback, residents must understand what they are commenting on. For feedback to be informed, the team has to take something complex and make it simple and related to residents' experience;
3. Clarity around where the public can have influence – the public is aware of their role in the budget process and which aspects of the budget they are invited to comment on (i.e. what is 'on the table' vs. 'off the table' for discussion);
4. Clarity around how the feedback will be used and an explanation of how feedback was considered – the process includes an explanation of how feedback was considered in coming up with the preliminary budget.

The recommended Appendix A1 changes to the Policy formalize public engagement as part of all budget processes through identifying elected official responsibility to allocate funding and identify who will lead the process. Identifying leadership is important because public engagement on the budget has been led by the Mayor's Office in some years and in other years it has been led by the Office of Public Engagement.

Specific updates to the Policy in Appendix A1 include:

- Addition of following paragraph to Section 4:

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

- Addition of following responsibility of Elected Officials in subsection 8.2(vi) and (vii):

  (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.

Costs

The recommended changes to the Policy in Appendix A1 center equity by shifting energy and resources. Costs would largely continue to be incurred through project budgets as that is how engagement costs are currently covered. Additional funding to support the implementation and efficient administration of Appendix A1 updates to the Policy was referred to the 2024-2027 multi-year budget process as part of the Poverty Reduction Strategy. Such additional funding may include provisions of honorariums, food, child-minding and transportation as well as capacity-building through paid training for community members.

Equity-centered engagement will be unique to each project and will depend on identifying equity groups and those with lived experience. A non-exhaustive list of barriers to engagement (and measures to reduce barriers, resources to reduce barriers, and status) are outlined in the table below.

Table 3 Resources and costs to reducing barriers to engagement

Barrier to engagement and measures to reduce barrier	Resources required	Status
Financial - Honorariums - Childminding - Transportation (bus tickets)	$10,000 annually as part of Initiative 5 of the Poverty Reduction Strategy Implementation Plan 2024-2027 to support the implementation and updates to the Engage Winnipeg policy to improve engagement with people with lived experience and other equity groups; this includes capacity building through paid trainings, provision of honorariums, food, and transportation.	Administrative standard on the use of honorariums is currently being developed by Corporate Finance. Costs referred/subject to 2024-2027 multi-year budget process through the Poverty Reduction Strategy Implementation Plan 2024-2027
Physical and communication (space, communication) - Minimum standards for accessible materials and events. - Active offer on all promotion materials for alternative formats.	Additional costs for accommodations (e.g. American Sign Language interpretation) are absorbed by project budgets.	Engagement materials have included an offer for alternative formats and accommodations for over six years. Events are held in accessible spaces. Efforts continue to make communication and information more accessible through improving templates and posting information in web-based documents rather than pdfs.
Language - Translation - Interpretation	Costs of French translation for City-wide projects or projects in the Riel District should be included in project budgets, however, currently all public engagement materials are covered by the Canada-Manitoba French Language Service Agreement budget.	The Office of Public Engagement works closely with French Language Services to ensure public engagement opportunities are available in French. Community Services has used federal translation services, the language bank at the Immigrant Centre and partnerships with organizations.

Barrier to engagement and measures to reduce barrier	Resources required	Status
Lack of access to online opportunities and materials - Meeting in person. - Phone number contact available in addition to email. - Hard copies of materials made available.	Additional costs for printing and mailing are included in project budgets.	Ensuring offline opportunities, completing surveys over the phone and mailing hard copies are standard practice as part of projects.
Time and Energy - Attending existing community events or organization meetings (meeting people where they are at physically). - Virtual and phone opportunities. - Children packages for events.	Minor printing costs are included in project budgets. Project team resources can be shifted from traditional engagement methods.	Children packages are developed and brought to public engagement events. Attending existing community events or meetings is common in public engagement and will continue as relationships with community organizations are strengthened.
Trust - Continue to work on initiating and strengthening relationships long-term. - Ensure residents and stakeholder organizations know we are here to listen and be responsive.	Departmental training resources to increase public engagement capacity across the organization. Project team resources can be shifted from traditional engagement methods.	The Office of Public Engagement will ensure City staff are aware of training opportunities through the International Association for Public Participation (IAP2). Improved stakeholder and Rightsholder mapping processes are established and will help better plan who project teams should engage with and how best to engage.
Capacity - Improve community member understanding of systems and decision-making through co-created information sessions. - Train community members to coordinate and facilitate engagement.	$10,000 annually as part of Initiative 5 of the Poverty Reduction Strategy Implementation Plan 2024-2027 to support the implementation and updates to the Engage Winnipeg policy to improve engagement with people with lived experience and other equity groups; this includes capacity building through paid trainings, provision of honorariums, food, and transportation.	Public Service planning a test project to incorporate community members as part of the public engagement team. Training costs referred/subject to 2024-2027 multi-year budget process through the Poverty Reduction Strategy Implementation Plan 2024-2027

Barrier to engagement and measures to reduce barrier	Resources required	Status
Understanding - Write in plain language (meeting people where they are at, in terms of their knowledge-base)	Additional time required to ensure information can be understood by the intended audience.	Plain language continues to be a priority for public engagement materials and was formalized through the Council adopted Plain Language Policy. When the organization or writer takes responsibility for the clarity and effectiveness of the communication, it takes the burden off of the resident to understand. Plain language has a better chance of reaching those of all ages, abilities and backgrounds.

Next steps

By revising the Policy to prioritize equity groups, we not only ensure a fairer and more inclusive society, but also take a significant step towards rebuilding public trust in government. Addressing the issues of exclusion and diminishing trust through transparent, accountable, and equitable public engagement will lead to better policies, stronger communities, and a government that represents and serves all its citizens.

The following steps are ongoing or will follow the approval of recommended Appendix A1 revisions to the Engage Winnipeg Policy:

- Improve data management and analysis – The Innovation and Technology Department is supporting the Office of Public Engagement through working on a power application that will allow us to aggregate demographic information to help us better understand gaps in who we are hearing from;
- Consolidate evaluation – project teams evaluate after each engagement phase and at the end of the project (based on principles of engagement); these evaluations will be updated and analyzed over time to help us better understand where we consistently need to improve and develop a strategic approach. Community group and resident evaluation will also be standardized and consistently applied to better understand how engagement processes can be improved;
- Filling capacity with a Pre-Qualified List - The Office of Public Engagement recently issued a Request for Qualifications to establish a ‘call out list’ of pre-qualified professionals to streamline hiring of outside support for public engagement and we are excited to use this new mechanism for filling capacity when the need arises;
- Centering equity by reducing barriers – recommended revisions to the policy will help reshape how we approach engagement and allow for project time and resources to be spent on reaching and elevating the voices of those who are more likely to experience barriers to engagement;
- Updating the Administrative Standard for application of the Engage Winnipeg Policy and toolkit. Updates will reflect changes to the Policy and will support the Public Service moving through this transition.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 2, 2024

Project Name:
Engage Winnipeg Policy (2019 - 2024)

COMMENTS:

There are no financial implications associated with the recommendations in this report.

Randy Bernard

Randy Bernard, CPA, CMA
Manager of Finance & Administration (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- Community Services Department
- Indigenous Relations Division
- Human Resource Services
- Legal Services

OURWINNIPEG POLICY ALIGNMENT

Goal: Leadership and Good Governance

Objective 2. Promote trust and government responsiveness through meaningful, inclusive and informed community engagement.

Build trusting and responsive relationships between the City and residents, businesses, community-based organizations, and with government bodies, including Indigenous, Federal, and Provincial governments – empowering all Winnipeggers to participate in respectful dialogue, and decision-making processes, leading to joint action on community issues.

1.10 Representative and Participatory Democracy

Facilitate civic engagement and work towards co-creation opportunities that achieve local democratic participation from a representative and demographically diverse population.

1.11 Representative and Participatory Democracy

Create meaningful engagement opportunities with residents, stakeholders and rightsholders, who are interested in or impacted by a decision. Develop standards for engagement including notification, information-sharing, and a process for incorporating feedback into decision-making.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #2 – Empower community leaders and collaborate with stakeholders

2.1 Engage Community Leadership and Associations on an Ongoing Basis to Help Shape Implementation of the Climate Action Plan

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

GOAL 1 | Equity and a Culture of Caring are Demonstrated through Strategy Implementation and Systems Change

10-year objective B. City decisions and actions are informed by Lived Experience perspectives, trusting relationships are established. C. Equity and a Culture of Caring are factored into all service planning and budget decisions, resulting in City-wide systems change

GOAL 6 | All City Services are Equitable, Inclusive and Accessible

10-year objective A. Residents have equitable access to City services, in particular demographic groups who experience marginalization.

SUBMITTED BY

Department: Customer Service and Communications
Division: Office of Public Engagement
Prepared by: Morgan Vespa
Date: February 2, 2024

Attachments:

Appendix A1– Updated Engage Winnipeg Policy

Appendix A2 – IAP2 Spectrum

Appendix B – Office of Public Engagement project involvement list