Agenda – Human Rights Committee of Council – July 8, 2026

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

ADDENDUM REPORTS

Item No. 10 2025 Annual Workforce Diversity Report

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That, starting in 2027, the Public Service report back to the Human Rights Committee of Council annually with separate reports for:

   A. Annual Workforce Diversity; and

   B. Anti-Racism and Anti-Oppression Activities.

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

ADMINISTRATIVE REPORT

Title: 2025 Annual Workforce Diversity Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Clark	D. Clark	N/A	J. Dunford

EXECUTIVE SUMMARY

A diverse Public Service strengthens the City's ability to deliver services. When the workforce reflects the community, services are more fair, inclusive, and responsive. The City of Winnipeg adopted its Equity, Diversity, and Inclusion (EDI) Policy and Strategy in 2021. The City remains committed to increasing representation and achieving its equity targets. The 2025 Annual Workforce Diversity Report provides an update on the City's progress. This work is all done within existing budgets and staffing levels.

In 2025, the Equity Office moved to the Office of the Chief Administrative Officer.

As part of the EDI Policy and Strategy, the City launched a Self-Declaration Questionnaire (SDQ) in 2021 (Appendix A) and a Diversity Dashboard in 2022. Together, these tools support the collection and analysis of workforce diversity data. This data is used to monitor workforce representation and helps to address under-representation. Since 2024, the Diversity Dashboard's data is published each year on the City's Open Data Portal. The data is published alongside this report, which provides important context and analysis. This is to ensure accountability and transparency to Council and to the public.

This report contains workforce data with a focus on six equity groups. Groups analyzed are: 1. Indigenous Peoples, 2. Racialized Peoples, 3. Women, 4. 2SLGBTQQIA+ Peoples, 5. Persons with Disabilities, 6. Newcomers, and 7. Intersectionality.

In the SDQ, an employee may self-declare in more than one equity group. For example, an employee could declare they are a woman and a person with a disability. As a result they are included in each group. This is an intersectional identity. Intersectional data is also included in the report in the analysis section.

The City employed 10,982 employees in 2025[1]. Representation increased in all groups except one. The equity group of Women decreased slightly from 2024 levels. The data indicates that, while progress is being made, under-representation continues. The largest gaps being for Women and Persons with Disabilities. Please note that participation in the Self-Declaration

[1] All data is based on reporting as at December 31, 2025. This includes employees who are actively employed; on a paid leave of absence; on leave without pay; and laid off.

Questionnaire is voluntary. As a result, the data may not fully reflect the actual diversity of the City's workforce.

The City's 2025 Anti-Racism and Anti-Oppression Activities (ARAO) is attached as Appendix D.

RECOMMENDATIONS

1. That, starting in 2027, the Public Service report back to the Human Rights Committee of Council annually with separate reports for:

    A. Annual Workforce Diversity; and

    B. Anti-Racism and Anti-Oppression Activities.

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

REASON FOR THE REPORT

On February 27, 2020, Council directed the Public Service to report back on workforce diversity each year to the Human Rights Committee of Council. On March 4, 2024, The Human Rights Committee of Council approved that the annual reporting on Anti-Racism and Anti-Oppression Activities be included in the Annual Diversity Workforce Report starting in 2025, and that the combined reports be presented to committee by end of the second quarter.

Since the original motion in 2019, the Annual Workforce Diversity Report has been presented through the Human Rights Committee of Council, Executive Policy Committee, and Council. Equity continues to be a key performance indicator for the City and these metrics are also published through the Open Data portal.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications arising from this report. As the resources associated with workforce diversity and ARAO are now in separate departments, approving Recommendation 1 will simplify future reporting for the Public Service.

HISTORY / DISCUSSION

Introduction

This report presents the City's 2025 Workforce Diversity data and analysis, offering an update on progress toward diversity goals. The findings are informed by data collected through the Self-Declaration Questionnaire (SDQ) and benchmarked against available labour market targets. The primary objective is to achieve a workforce that is representative of the available labour market, with the longer-term aim of progressing toward population-level representation.

In addition to the 2025 data and analysis on workforce representation, this report outlines the actions undertaken to support the City's workforce diversity goals. These initiatives build on

existing practices through recruitment supports, outreach, training, and inclusive workplace initiatives. Collectively, they support continued progress toward a diverse, equitable, and inclusive Public Service, while being implemented within existing budgets, staffing levels, operational requirements, and applicable collective agreements.

The City's Anti-Racism and Anti-Oppression Activities in 2025 is attached as Appendix D. This report is compiled by the Equity Office, now located in the Community Development Division, under the Office of the Chief Administrative Officer.

A. 2025 Workforce Analyses

The 2025 Equity Group Tables and Charts referenced throughout this section are available in **Appendix B**. Note: any fields without data in Appendix B tables have too few to report in line with privacy guidelines. Information governance helps to maintain privacy and confidentiality. Not all data can be displayed. When the number of an equity group is less than 10, the data cannot be displayed. This number is set at 15 for persons with disabilities.

According to data pulled on December 31, 2025, the City of Winnipeg employed 10,982 people and the response rate of the Self-Declaration Questionnaire (SDQ) was 65.6 percent. As of April 9, 2026, the SDQ response rate had risen slightly to 66.5 percent. Of this response rate, 81 percent provided self-declaration, and 19 percent said they prefer not to disclose.

The goal is to first meet the available labour market targets to have a representative workforce and then aim for population targets after that. One exception is the Newcomer equity group where the labour market availability is higher than the population, so the labour market target is the only focus. As demonstrated in **Table 2**, the data show increases in representation for Indigenous Peoples, Racialized Peoples, 2SLGBTQQIA+ Peoples, Persons with Disabilities, Newcomers and Intersectional employees, and a slight reduction for Women from 2024 levels.

It is important to note that self-declaration is voluntary and therefore the data and analysis may not fully reflect the actual workforce diversity at the City. Voluntary Self-Declaration Questionnaires are recognized as an acceptable and valuable method available for collecting identity-based information when it is voluntary, confidential, and appropriately contextualized. Due to the voluntary nature of self-identification, the data may underestimate the actual representation of members of equity groups. As a result, the data reflects reported identity rather than total representation and should be interpreted as an indicator of trends and gaps and not precise workforce counts.

- **Indigenous Peoples:** SDQ data indicates that 11.5 percent of employees identified as Indigenous Peoples, 38.3 percent as not Indigenous, 13.8 percent preferred not to disclose, and 36.4 percent were not declared or there were too few responses to report (Table 1).
    - **Analysis:** Indigenous Peoples represent 11.53 percent of the workforce, an increase of 0.09 percentage points (PP) from 2024. This level of representation exceeds the available labour market by 1.52 PP. The Public Service is working now toward meeting the total population target of 12.45 percent.

- **Racialized Peoples:** SDQ data tells us that 19.9 percent identified as Racialized Peoples, 28.5 percent as not racialized, 15.2 percent preferred not to disclose, and 36.4 percent were not declared or there were too few responses to report.

    - **Analysis:** Racialized Peoples represent 19.91 percent of the workforce, an increase of 1.76 PP from 2024. The gap from the labour force population is 4.36 PP and the City continues to strive to meet this target of 24.27 percent.

- **Women:** The SDQ gender identity data tells us that 28.9 percent identified as men, 26.2 percent as women, 0.7 percent as not identifying as a man or a woman, 13.7 percent preferred not to disclose, and 30.5 percent were not declared or there were too few responses to report.
    - **Analysis:** Women represent 26.2 percent of the workforce, a decrease of 0.13 PP from 2024. The gap from labour force population is 21.57 PP.
    - **Context:** Overall, the City gained 36 more women, representing 19.05 percent of the increase in employee count. In 2025, 277 women were hired and 273 women left the City; 202 terminated employment and 71 retired. Changes in self-declaration include 17 employees who had identified as women in 2024 did not declare as such in 2025 and 40 new women self-declared in 2025.

- **2SLGBTQQIA+ Peoples:** SDQ data tells us that 5.0 percent identified as part of the 2SLGBTQQIA+ equity group, 45.4 percent identified as heterosexual/straight, 19.4 percent preferred not to disclose, and 30.2 percent were not declared or there were too few responses to report.
    - **Analysis**: 2SLGBTQQIA+ Peoples represent 5.00 percent of the workforce, an increase of 0.67 PP from 2024.
    - **Context:** There is currently no known target for the available labour market. The 2SLGBTQQIA+ Peoples total population for the Prairie Provinces in 2021 was 4.37 percent. The 2026 Census of Population content consultation identified sexual orientation as one of the most significant data gaps, limiting the ability to establish reliable baselines and assess representation for diversity targets related to 2SLGBTQQIA+ populations. A question has been added to the 2026 Census to collect data on sexual orientation and is expected to provide the data necessary to support future target-setting once released.

- **Persons with Disabilities:** SDQ data tells us that 6.3 percent identified as Persons with Disabilities, 38.3 percent as not having a disability, 14.8 percent preferred not to disclose, and 40.6 percent were not declared or there were too few responses to report.
    - **Analysis:** Persons with Disabilities represent 6.26 percent of the workforce, an increase of 0.51 PP from 2024. The gap from labour force population is 29.97 PP.

- **Newcomers:** SDQ data tells us that 2.3 percent identified as Newcomers, 33.2 percent as non-Newcomers, 13.7 percent preferred not to disclose, and 41.9 percent were not declared or there were too few responses to report.
    - **Analysis:** Newcomers represent 2.26 percent of the workforce, an increase of 0.82 PP from 2024. The gap from labour force population is 3.92 PP and the City continues to strive to meet this target of 6.18 percent.
    - **Context:** “Newcomer” refers primarily to the following groups: recent immigrants (arrived within last 5 years), refugees, refugee claimants or asylum seekers, and temporary residents. This definition is found in the Self Declaration Questionnaire (Appendix A) and is commonly used in data analysis. Once an employee has been in Canada for five years, they are no longer considered a Newcomer for the purposes of the chart. The 2.3 percent who identified as newcomers are within

that five-year period and the 8.9 percent who are non-Newcomer immigrants are those who identified as newcomers but have moved past the 5 years. An individual may be hired as a newcomer but due to the finite period of time, may not be counted as one in the end of year statistics if they pass their five-year mark. The Public Service is considering alternative ways to focus on this group.

- **Intersectional:** i.e. a person with two or more equity group identities, represents 15.76 percent of the workforce, an increase of 1.20 PP. The graph below depicts the Intersectionality of employees in the Public Service. For example, the first bar shows that 5,105 employees did not self-declare as any equity group whereas 265 employees self-declared as being part of three equity groups: Newcomers, Racialized Peoples, and Women.

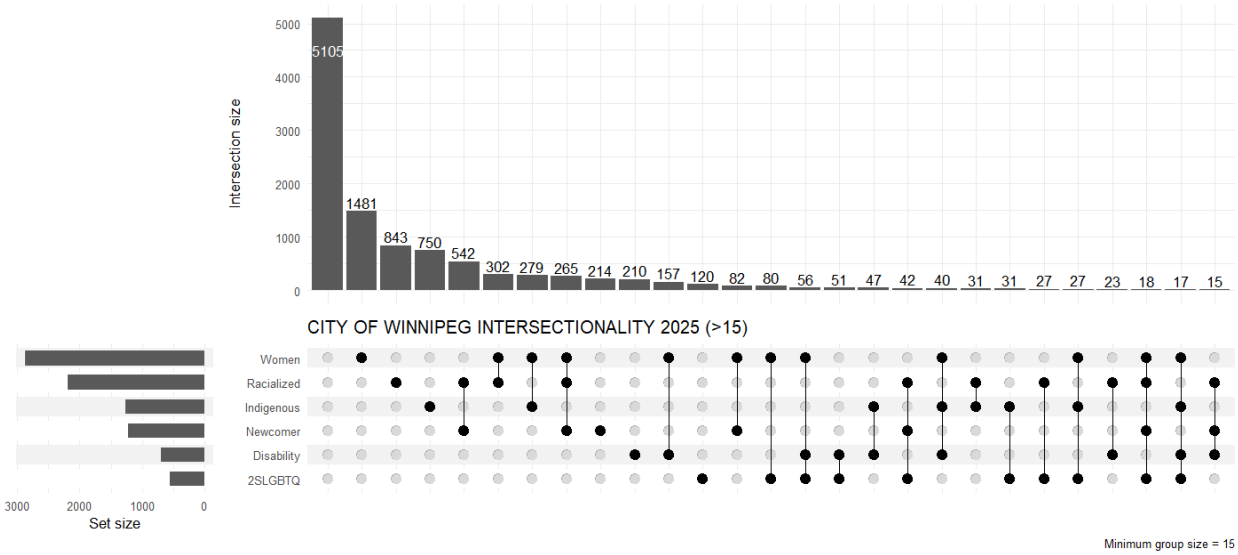


Figure 1: City of Winnipeg Intersectionality

The total population of Indigenous Peoples, Racialized Peoples and Newcomers are expected to continue to increase. In April 2025, Economic Research updated the report titled "*City of Winnipeg Indigenous Peoples Highlights: 2021 Canadian Census*". This report continues to emphasize that the Indigenous population in Manitoba and the City of Winnipeg is one of the fastest growing demographics and that 45 percent of the Indigenous population is under the age of 25 (compared to 29 percent for the non-Indigenous population). The Federal Government has set the 2026-2028 immigration levels plan which stabilizes targets for permanent resident admissions. These include targets of 380,000 in 2026 and 370,000 in 2027 and 2028.

Service Categories

For reporting purposes, the workforce has been separated into three service categories:

1. Emergency Services
2. Transportation and Utilities, and
3. Other Services Areas

The nature of work is similar within each category, and each service category experiences unique challenges in hiring and retaining diverse employees. As demonstrated in **Table 3**, each service category has seen positive increases in representation amongst most of the equity

groups from 2024 levels. Representation of Indigenous Peoples in Transportation and Utilities and Other Service Areas has decreased slightly. Representation of Women in Emergency Services and Other Service Areas is down slightly, and representation increased in Transportation and Utilities. Other Service Areas is still the most representative of all service categories (i.e. closest to labour force or population levels).

Further analysis by Employment Equity Occupational Group (EEOG) shows labour force availability in Winnipeg and Manitoba relative to the City for four equity groups (Women, Indigenous Peoples, Racialized Peoples and Persons with Disabilities) in **Appendix C**.

Table 4 demonstrates that most equity groups have greater representation as Part-time / Casual employees than as Permanent employees within the organization, the only exception being Indigenous Peoples. Indigenous Peoples are over-represented in the “Other” employment status category which encompasses seasonal, temporary and contract workers.

Table 5 demonstrates median salaries across the organization. Salaries for most employees are laid out in collective agreements and are therefore standard for all employees. Equity groups fall below the overall median salary levels in all cases except for Racialized Peoples in Transportation and Utilities. Newcomers have the lowest median salary in Transportation and Utilities and Other Service Areas.

Table 6 highlights salary quintiles, which are five equally distributed groupings of approximately 20 percent of employees per quintile. The quintiles show workforce diversity representation in various salary ranges. Indigenous Peoples are equitably represented across all quintiles. All remaining equity groups tend to be less represented in the upper salary ranges.

Table 7 demonstrates representation at the levels of senior and middle managers, according to Employment Equity Occupation Groups. While some small gains were made for Indigenous Peoples. However, Racialized Peoples remain the same and Women have decreased slightly. All remaining equity groups are under-represented in managerial roles and are too few to report. This continues to be an area of focus given the City’s goal to have diversity representation at all levels of the organization.

Table 8 shows the representation by age group. In general, the younger age groups are closer to being equitably representative than the older age groups, except for Persons with Disabilities which is increasing with age.

Chart 8a provides another interpretation of the data in **Table 8** as a Population Pyramid based on counts. Population Pyramids are typically used to compare the age and sex of a population, but here the Public Service is demonstrating a simplified gender distribution by age. The *number* of women remains relatively stable until the two oldest age ranges. Their *representation* decreases through increasing age ranges because the number of *other* employees increases.

Table 9 shows representation of hires. In 2025, there were increased hiring rates for all equity groups except Women which decreased slightly.

Table 9a shows representation of hires by Service Category. Indigenous Peoples are hired at rates above Indigenous population level within Emergency Services. For all other equity groups, Other Service Areas show the highest hiring rates. Compared to 2024, Emergency Services saw hiring rates increase for all equity groups except Women. Transportation and Utilities saw

hiring rates increase for all equity groups except Indigenous Peoples. Other Service Areas saw hiring rates increase for all equity groups except Indigenous Peoples and Women.

Table 9b shows the representation of external hires by Service Category. Like the pattern for all hires, Indigenous Peoples are hired at rates above Indigenous population level within Emergency Services. For all other equity groups, Other Service Areas show the highest hiring rates. In addition, Other Service Areas hired Racialized Peoples, 2SLGBTQQIA+ Peoples and Newcomers at rates above labour force levels.

Based on current City workforce representation, **Table 10** shows that the rates of voluntary departures are disproportionately high for all equity groups. Involuntary departure rates were higher in 2025 than in 2024 for Racialized Peoples and Women. Of the 262 retirees, there were too few 2SLGBTQQIA+ Peoples and Newcomers to report, and the other equity groups each had retirement rates similar to their current representation in the City, except for Racialized Peoples where retirement rates are relatively low. Note: Involuntary would include disciplinary, end of contract, probationary release, and death.

B. Actions Undertaken to Support Workforce Diversity Goals

New Structure

In July 2025, Human Resource Services (HRS) led a restructuring of the EO shifting the reporting relationship from HRS elevating it to the Community Development (CD) Division within the Office of the Chief Administrative Officer. Both HRS and the EO play a significant part in the administration and promotion of the Self Declaration Questionnaire and working towards the City's diversity goals.

Diversity Dashboard and The Diversity Reports Working Group (DRWG)

The Diversity Dashboard provides diversity data to Departments. The Dashboard shows how each Department is doing in relation to the City's diversity goals. Updated every two weeks, this data can be used by Departments to inform their program and recruitment plans. Departments accessed the Diversity Dashboard 1,983 times in 2025.

The Diversity Reports Working Group (DRWG) is comprised of two senior Data Scientists from the Innovation and Technology Department and the EDI Projects and Initiatives Coordinator in the Equity Office. They led the creation of the Diversity Dashboard with the Open Data Policy Lab, based out of New York University's Tandon School of Engineering. The DRWG also conducts the annual workforce diversity data analysis and produces the tables and charts found in Appendix B.

Promotion of Self-Declaration Questionnaire (SDQ)

The launch of the SDQ (Appendix A) in September 2021 has resulted in a 66.5 percent completion rate as of April 6, 2026. Of this response rate, 81 percent provided self-declaration, and 19 percent said they prefer not to disclose. While the City has come a long way, it is still looking at new ways to promote the SDQ and communicate to employees in a way that builds awareness and trust.

Data collected helps the City understand the workforce diversity representation. The higher the completion rate the higher the data quality. The Equity Office has worked closely with HRS,

Communications and Customer Service, and all City Departments to promote and make accessible the SDQ. Departments regularly send reminders to employees to promote the SDQ by adding the survey to orientation presentations, bulletins, newsletters, and department meetings. The Public Service is always looking for innovative ways to continue to better communicate, reduce barriers, and increase trust in the data collection process.

To support awareness and participation in the Self-Declaration Questionnaire (SDQ), Corporate Communications maintains a dedicated message bank of SDQ-focused content for use in Three Things Today, the City's daily internal employee email. These messages are shared throughout the year to reinforce awareness of the questionnaire, its purpose, and the value of self-declaration. In 2025, Three Things Today featured approximately 130 posts related to diversity topics overall, helping to build employee awareness and understanding. SDQ promotion was supported alongside broader themed content and initiatives, such as Diversity Month in April. The goal is to provide employees with regular opportunities to learn about diversity, support inclusion, and contribute to a more representative workforce.

HRS and Community Development Division are currently working with Legal Services to review the SDQ. More recently, the scope and level of detail of information collected through the SDQ has been identified as a potential area of concern. The purpose and value of the SDQ are important to measure progress through data. Consideration is needed regarding how much information is necessary to achieve the objective of the organization. This indicates it warrants further evaluation if some of the information collected does not provide a direct value, and instead, in some cases (as seen in recruitment) may be a barrier.

Equity in Recruitment

Departments, with support from their HR Teams and Talent Acquisition Services, continue to advance workforce diversity goals within the parameters of existing collective agreements, operational recruitment needs, within existing budgets and staffing levels.

While representation gaps exist across all equity groups and at all levels of the organization, there is a clear and ongoing need to address the under-representation of women, as stated in the analysis.

The HRS Department has hired a new Equity, Diversity, Inclusion, and Accessibility Employment Consultant in Talent Acquisition Services set to start in May of 2026. This is an exciting addition to the team that is hoped to provide expertise to further assist efforts being done in Talent Acquisition and across the organization.

Talent Acquisition Services (TA), a branch of HRS, continues to support the advancement of the integration of equity into recruitment processes through the development of tools, guidance, and training, while operating within the parameters of applicable collective agreements. In 2025, TA accomplished the following initiatives:

- Finalized Equity in Recruitment guidance training, processes and documents to support consistent application of equity considerations across recruitment activities;
- Reinforced that equity considerations are incorporated into recruitment processes where permissible within collective agreement provisions, ensuring alignment with legislative and labour requirements;
- Developed and delivered formal One City One Process (OCOP) Recruitment Refresh training for HR professionals, incorporating equity-focused recruitment practices and expectations; and

- Piloted Panel Member Training, with a focus on consistent, fair, and bias-aware assessment practices in recruitment processes.

Recruitment, Bias and Inclusive Hiring Training
Total number of resources: 11
Total number of completions: 641
Number of completions in 2025: 117

Focused Mass Recruitments

Focused Mass Recruitment remained a key initiative to reduce systemic barriers and provide direct pathways to employment. City Departments, supported by TA and HRS, accomplished the following in 2025:

- Delivered two Focused Mass Recruitment events (February and March 2025), engaging 261 candidates through interviews which resulted in 51 hires across Community Services, Public Works, and Assets and Project Management.
- Achieved strong retention outcomes, with approximately 84 percent of hires completing their term or remaining active, demonstrating the effectiveness of the approach.
- Partnered with over 30 community organizations, in collaboration with Community Development and Indigenous Relations, to connect participants to employment opportunities.
- Reduced barriers to employment by providing supports such as funding for Police Record Checks, Child Abuse Checks, CPR/First Aid certifications, and required work equipment (e.g., safety footwear).
- Enhanced accessibility by supporting on-site applications and improving coordination with community partners to better prepare candidates for participation.

Recruitment Community Engagement and Outreach

TA Services, with participation from Department HR Teams, continues to expand outreach efforts to improve access to employment opportunities for groups facing barriers to employment and strengthen relationships with community partners.

- Participated in approximately 60 career fairs and delivered 33 employment presentations, connecting directly with diverse job seekers across Winnipeg.
- Outreach and collaboration efforts included participation and engagement with organizations such as:
    - Immigrant Centre, Manitoba Start, Opportunities for Employment, and Pluri-elles:
    - Seven Oaks Immigrant Services, Reaching E-Quality Employment Services (REES), and The Momentum Centre:
    - Black Talent Initiative (BTI) and Afro-Caribbean Association of Manitoba:
    - Manitoba Immigrant Employment Council (MBIEC) and CDEM (Economic Development Council for Manitoba Bilingual Municipalities):
    - Newcomers Employment and Education Development Services (N.E.E.D.S.) Inc., Winnipeg Aboriginal Sport Achievement Centre (WASAC), and Thrive in Canada: and
    - Post-secondary institutions, which include: the University of Manitoba, University of Winnipeg, Red River College (RRC) Polytech, Manitoba Institute of Trades and Technology (MITT), and Yellowquill University College.
- Supported inclusive employer visibility through participation in community events such as PrideMart, as well as networking and partnership events with organizations such as Tech Manitoba and Engineers Geoscientists Manitoba.

- Partnered with Career Trek to deliver two cohorts (April 11 and May 1, 2025), providing youth with exposure to a variety of City careers and increasing awareness of public sector employment opportunities.

TA has been trying to focus on more opportunities to engage with women job seekers. They have been able to work with organizations that host events that focus mainly on women, they are:

- StratHR Solutions/Black - Manitobans Chamber of Commerce: Narrowing the Gender Gap (NGG Program): for career fairs and employment presentations;
- Manitoba Construction Sector Council: for the Manitoba Women in Trades Conference;
- Women's Correctional Centre: for career fairs and employment presentations;
- Healthy Muslim Families: for employment presentations for classes mainly of women entering the workforce in Canada; and
- WomenHack: connects women in tech with employers and opportunities.

C. Addressing Barriers to Equity and Inclusion in the Workplace

Professional Equity Networks (PEN)

PENs are a core component of the EO Governance Model as they represent equity group employees at the City of Winnipeg, ensuring their needs and interests are factored into improvements at the City.

The PENs provided strategic insights to the EO in 2025 and strengthened the sense of belonging through collaboration, events and outreach. PENs at the City include Women at Work, Pride City of Winnipeg, and two new PENs were created in 2025, Advocates for Accessibility and Inclusion, and Newcomer Connection: City of Winnipeg.

Preferred or Chosen Name Inclusion in the Workplace

The use of a preferred or chosen name in the workplace is an important inclusion practice that supports dignity, respect, and a sense of belonging for employees. Recognizing and using an individual's preferred name affirms personal identity, reduces barriers to full participation, and is particularly meaningful for employees from equity deserving groups. Incorporating preferred name practices into workplace systems and interactions helps create a more inclusive and respectful work environment and aligns with the City's EDI Policy and Strategy.

In 2025, HRS initiated the project to determine how to implement the ability for City systems to allow for preferred names. In March of 2026, the initiative was finalized and the Preferred or Chosen First Name Guidelines and Procedures and Request Form were released and communicated to employees.

The preferred name will be for various systems and documents, including:

- Email display name and signature
- City of Winnipeg directories
- Organizational charts
- Day-to-day interactions with internal staff and clients (where appropriate)
- Job applications
- PeopleSoft Self-Service and Manager Self-Service

Human Resources Services Equity, Diversity, Inclusion and Accessibility Leadership Committee

HRS also hopes to launch its own Department Equity, Diversity, Inclusion and Accessibility (EDIA) Leadership Committee in 2026 to ensure HR support to the organization as it implements the EDI Policy and Strategy while exploring opportunities for improvement for representation, accessibility and inclusion.

Journey of Inclusion Mandatory Training

The City of Winnipeg launched the Journey of Inclusion mandatory employee training on Anti-Racism, Anti-Oppression and Cultural Competency in 2023. It is a core component of the Equity, Diversity and Inclusion (EDI) Education and Training Program in support of the City's Journey of Reconciliation, Journey of Inclusion, and Journey to a Human Rights City.

Intentional Anti-Racism and Anti-Oppression (ARAO) and cultural competency work requires all Public Servants to reflect, learn and act to dismantle systemic injustices and promote equality for all. To make meaningful progress the City's workplace culture must continue to evolve to dismantle systemic barriers to foster greater inclusiveness and belonging.

The Journey of Inclusion mandatory training continues to be promoted across the Public Service. As of March 31, 2026, 7,867 employees (71 percent) in 22 departments completed the Journey of Inclusion training.

Additional EDI Training Opportunities

In 2025, EDI learning included a mix of virtual facilitated courses, online modules, in-person sessions, and microlearning offerings, with microlearning replacing the previous Employee Development Resource Library due to outdated content and the transition to updated Learning Management System (LMS) technology. A total of 68 learning resources were offered across key areas such as Anti-Racism and Anti-Oppression, Equity, Diversity, Inclusion and Belonging, Accessibility, Indigenous learning, inclusive communication, and recruitment and bias-aware hiring practices. These offerings supported significant engagement, with 11,163 total completions for 2025 in Anti-Racism and Anti-Oppression training, in Recruitment and Inclusive Hiring training, and across the Journey of Inclusion series, enabling leaders and employees to continue building inclusive knowledge and practices across the organization.

French Language Services

As a bilingual municipality, the City of Winnipeg continues to prioritize French Language Services to meet the needs of the Francophone and Francophile communities. These communities include individuals whose mother tongue is French, as well as those who regularly use French in their daily lives. The current self-declared French language proficiency within the Public Service is 8.97 percent, reflecting a gap of 1.04 PP from the 10.01 percent population.

Conclusion

Overall, the workforce diversity data demonstrates some progress with representation of equity groups increasing slightly, aside from Women, which decreased by 0.13 percent from 2024 levels. Actions undertaken to support workforce diversity goals and to address barriers to equity and inclusion have begun to lay an important foundation, but there is a lot of work still required,

and the goal continues to be to see all numbers increase to ensure the City has a representative Public Service.

Future efforts will focus on refining the SDQ practices to improve data quality and participation, strengthening communication strategies to build awareness and trust, and exploring nontraditional and innovative approaches to recruitment, staffing, and training. Advancing these areas will be critical to ensuring an inclusive and representative workforce that can meet the evolving needs of the City of Winnipeg.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 1, 2026

Project Name:

2025 Annual Workforce Diversity Report

Comments:

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

Randy Bernard

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

CONSULTATION

This Report has been prepared in consultation with:

- Community Development Division and Equity Office, Office of the CAO
- Innovation and Technology

OURWINNIPEG POLICY ALIGNMENT

Goal alignment: Leadership and Good Governance, Economic Prosperity, Health and Well-being, and Social Equity

Policy alignment:

1.7 Equitable Service Access
1.14 Youth Leadership
1.18 Responsive, Representative and Resilient Workforce
1.20 Succession Planning
3.3 Economic Research and Innovation
3.10 Indigenous Economic Development
3.14 Strategic Enterprise Supports
3.15 Community Capacity Development
5.4 Reconciliation with Indigenous Peoples
5.6 Equitable Service Access
5.7 Community Cohesion

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information presented in this report aligns with and advances the Winnipeg Poverty Reduction Strategy (2021 – 2031) as follows:

It embodies the following Guiding Principles:

- We will Uphold Human Rights
- We will Honour Relationships and Reconciliation with Indigenous Peoples
- We will Address Systemic Oppression, Trauma and Social Inequity
- We will Promote and Maintain the Welfare of All Residents
- We will Develop Trust and Meaningful Partnerships to find solutions and drive change.

It aligns with the following Goals:

Goal 1: Equity and a Culture of Caring are Demonstrated through Strategy Implementation and Systems Change

Goal 3: Equity is Embedded in all City Employment and Income Opportunities

SUBMITTED BY

Department: Human Resources Services
Prepared by: Dave Clark, Director
Date: April 30, 2026

Attachments:

Appendix A – Self-Declaration Questionnaire
Appendix B – 2025 Annual Workforce Diversity Tables and Charts
Appendix C – Employment Equity Occupational Group and Labour Force Availability
Appendix D – Anti-Racism and Anti-Oppression 2025 Activities Update

APPENDIX A – City of Winnipeg's Self-Declaration Questionnaire (Paper Version)

First Name:	Last Name:	Employee ID or Job Posting #:

The City of Winnipeg is committed to establishing a workforce that is representative of the community it serves. The City is focused on human rights and ensuring full and equitable representation, success and advancement of all people, and in particular the equity groups that are underrepresented. **Your response to the self-declaration questions is voluntary.** All information is strictly confidential and will be accessible to hiring managers and designated staff on a need-to-know basis for the purposes of strengthening the City of Winnipeg's actions in support of equity, diversity and inclusion.

Privacy Statement
This collection of your personal information is authorized by section 11 of *The Human Rights Act* for the administration and operationalization of the City of Winnipeg's Equity, Diversity & Inclusion Strategy. The information is protected by the privacy provisions of *The Freedom of Information and Protection of Privacy Act* and, where the information is your personal health information, it is protected by the privacy provisions of *The Personal Health Information Act*. The information will not be used or disclosed for any other purposes, except as authorized by law. Contact the Corporate Access and Privacy Officer by mail (City Clerk's Department, Susan A. Thompson Building, 510 Main Street, Winnipeg MB, R3B 1B9) or by telephone (311) if you have any questions or concerns.

□ **I have read and understood the Self-Declaration Questionnaire and I do not wish to participate.**

I do wish to participate and my self-declaration is as follows:

Indigeneity

Indigenous Peoples: An Indigenous person is a member or citizen of a First Nation, the Métis Nation, or Inuit Homeland.

Are you an Indigenous Person? ☐ Yes ☐ No ☐ Prefer not to disclose

If yes, which one of the following best describes your Indigeneity?

☐ Inuit ☐ Métis ☐ First Nation

Are you Two-Spirit/Indigenous LGBTQ+? ☐ Yes ☐ No ☐ Prefer not to disclose

Race

Race: is a social construct that refers to groupings of people based on shared physical characteristics, such as skin colour. Note: Indigeneity is outlined in question 1 above. If you are Biracial with Indigenous and other race identity/identities, please complete question 1 and select other relevant race identities below.

Are you a racialized person? ☐ Yes ☐ No ☐ Prefer not to disclose

Racialized Peoples: A Racialized Person in Canada is someone (other than an Indigenous person as defined in question 1. above) who is non-Caucasian in race or non-white in colour, regardless of place of birth.

Are you White (Caucasian, European Descent)? ☐ Yes ☐ No ☐ Prefer not to disclose

Are you Biracial (Multiracial, Mixed race)? ☐ Yes ☐ No ☐ Prefer not to disclose

If you wish to provide further detail, please circle the options(s) that apply to you:
Arab, Black, Black African, Black Caribbean, Chinese, Filipino, Japanese, Korean, Latin American, South Asian (e.g. Indian from India, Pakistani, Sri Lankan), Southeast Asian (e.g. Burmese, Cambodian, Laotian, Thai, Vietnamese), or West Asian (e.g. Egyptian, Libyan, Lebanese, Iranian)
Not listed above, please specify: _____

Gender Identity

Gender Identity: is defined as social and cultural expectations of roles and how we present ourselves in society.

What is your gender identity? Please select one. ☐ Woman ☐ Man ☐

Agender ☐ Non-binary or gender fluid ☐ Prefer to self-describe ☐ Prefer not to disclose

Prefer to self-describe: _____

Do you identify as Trans? ☐ Yes ☐ No ☐ Prefer not to disclose

Sexual Orientation

Sexual Orientation: describes a person's emotional and/or sexual attraction to others.

Which best describes your sexual orientation? ☐ Asexual ☐ Bisexual ☐ Gay

☐ Heterosexual/Straight ☐ Lesbian ☐ Pansexual ☐ Queer ☐ Prefer to self-describe

☐ Prefer not to disclose **Prefer to self-describe:** _____

Ability

Persons with Disabilities: Person with Disabilities refers to persons with a significant, persistent or recurring physical, sensory, intellectual, cognitive, learning, communication, mobility, and/or mental health impairment, condition or disability that, in interaction with a barrier, hinders a person's full and equal participation in society. An impairment, condition or disability can be permanent, temporary, episodic, visible or invisible.

Are you a Person with a Disability? ☐ Yes ☐ No ☐ Prefer not to disclose

If you wish to provide further detail, please circle the options(s) that apply to you:
Chronic pain, illness or medical condition (e.g. epilepsy, diabetes, multiple sclerosis), Developmental disorder (e.g. autism, Down syndrome), Learning, behavioural disorder (e.g. dyslexia, attention deficit hyperactivity disorder), Mental or emotional health condition (e.g. schizophrenia, depression, anxiety), Blind or vision impairment (not corrected by prescription eye-glasses), Deaf or hearing impairment, Mobility/dexterity limitation (e.g. cerebral palsy, spinal cord injury, amputation), or Speech impairment
Not listed above, please specify: _____

Immigration

Immigrants: are persons residing in Canada who were born outside of Canada, excluding temporary foreign workers, Canadian citizens born outside Canada and those with student or working visas. Newcomers are recent immigrants, refugees, refugee claimants or temporary residents who have been in Canada for less than five (5) years.

Are you an immigrant? ☐ Yes ☐ No ☐ Prefer not to disclose
If yes, please provide date of arrival: (Enter as MM/YYYY): _____
If you would like to provide further details, please specify how you came to Canada:

☐ Immigrant ☐ Refugee ☐ Refugee claimant ☐ International student
Not listed above, please specify: _____

May we reach out to you on equity, diversity and inclusion strategic actions pertaining to the group(s) with which you identify? Yes or No (please circle)

Refer to Statistics Canada's Guide on Equity, Diversity and Inclusion Terminology for further information.