



CITY OF HAMILTON
CITY MANAGER'S OFFICE
Human Resources Division

TO:	Mayor and Members General Issues Committee
COMMITTEE DATE:	September 18, 2019
SUBJECT/REPORT NO:	Equity, Diversity and Inclusion Framework (HUR19019) (City Wide) (Outstanding Business List Item)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Jodi Koch (905) 546-2424 Ext. 3003
SUBMITTED BY:	Lora Fontana Executive Director Human Resources
SIGNATURE:	

RECOMMENDATION(S)

- (a) That the City Manager to be identified as the Diversity and Inclusion Champion for the City of Hamilton;
- (b) That Human Resources staff be directed to develop and implement a Diversity and Inclusion Steering Committee comprised of representatives from all departments and across all levels of the organization, who will be responsible to:
 - (i) Confirm appropriate definitions to guide Equity, Diversity and Inclusion (EDI) work;
 - (ii) Identify appropriate framework for EDI lens for the City of Hamilton;
 - (iii) Establish Standards of Practice;
 - (iv) Review and revise draft Equity, Diversity, and Inclusion Handbook to be consistent and in alignment with the framework;
 - (v) Complete an updated internal environmental scan on annual basis;
 - (vi) Identify key initiatives and project priorities and develop appropriate workplans and milestones for such; and,
 - (vii) Engage in appropriate internal and external consultations on above;

- (c) That Human Resources staff be directed to source, through a competitive procurement process, suitable training from an external provider on Diversity and Inclusion training, relating to such elements including, but not limited, to anti-racism, anti-oppression, unconscious bias, and inclusionary best practices;
- (d) That Human Resources staff be directed establish a schedule for the above mandatory training to be delivered to Council members, the Senior Leadership Team, all Supervisor and above employees, and Union Executive Leadership in 2020;
- (e) That Human Resources staff be directed to source options for systems/process enhancements to support Diversity and Inclusion metric dashboard requirements;
- (f) That an amount not to exceed \$100,000, to be funded from Tax Stabilization Reserve Account #110046, to facilitate the Equity, Diversity and Inclusion 2020 training and community engagement components, be approved; and,
- (g) That staff be directed to report back to the General Issues Committee by June 17, 2020 with a status update respecting the implementation of the Equity, Diversity and Inclusion process; and,
- (h) That the matter respecting the Equity, Diversity and Inclusion Framework be considered complete and removed from the General Issues Committee's outstanding business list.

EXECUTIVE SUMMARY

Over the past several years, there has been an increased level of awareness that Municipalities need to take a greater role to ensure communities are safe, respectful, and inclusive for all its citizens. Local government has a tremendous direct impact on policy, services, and civic engagement. It is clear that Hamilton faces unique challenges and opportunities and, as such, the model and framework selected must to be designed to meet our City's specific needs.

The Mayor's motion on February 27, 2019 directed staff to return in Q3 2019 with recommendations on how such a framework can be established. The recommendations contained in this report include the appointment of the City Manager as the organization's Diversity and Inclusion Champion, the creation of a cross-functional and multi-level Diversity and Inclusion Steering Committee, mandatory training for Council members, Senior Leadership Team, all Supervisor and above staff, and Union Executive Leadership, as well as community engagement on the EDI Framework and key initiatives

and priorities. This work would be shared with the broader community at an EDI Summit to be held in 2020. Finally, a budgetary request is \$100,000, to be funded out of Reserves, for the training and community engagement recommendations.

Alternatives for Consideration – See Page 7

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Budget forecast of up to \$100,000 to facilitate, develop and train Council Members, Senior Leadership Team, over 600 Supervisor and above staff, and Union Executive Leadership.

Staffing: Approximately 15 - 20 staff required to incorporate role of Diversity and Inclusion Steering Committee member into existing roles and responsibilities. Expected time commitment of a monthly two hour meeting and quarterly half day sessions for the next five years.

Legal: None

HISTORICAL BACKGROUND

The City of Hamilton began its Diversity journey many years ago, albeit in a less formal fashion. Many key projects and initiatives have contributed to where the City is today in its current state, as well as helped to shape our desired future state.

These key projects and initiatives include:

- a) City of Hamilton's Strategic Plan 2016 – 2025
- b) Corporate Culture Pillars
- c) Our Future Hamilton 2016 – 2025
- d) Our People and Performance Plan – 2016 - 2025
- e) Voluntary Demographic Collection – 2018
- f) Regional Roundtable Organizational Assessment – 2017/2018
- g) Diversity and Inclusion Strategic Plan – 2017
- h) Review of Access and Equity's Function – 2016
- i) Employment Systems Review – 2014
- j) Vision 2020

While these initiatives have contributed significantly to the progress made, there remains a need to have an overarching framework to guide our policy and decision making process and to ensure barriers are eliminated and inclusion is enhanced in our daily work. This is what led to the Mayor's motion on an Equity, Diversity, and Inclusion Framework.

An EDI Framework is intended to promote equity and inclusion throughout the organization. In order to enhance equity and inclusion, one must first gain knowledge of how people from diverse backgrounds experience the City of Hamilton. No one single facet of identity or one single experience defines us, but rather it is a complex model that requires us to consider many elements such as gender, race, ability, socio-economic status, ancestry, sexual orientation, age, education, and geography. The term “intersectionality” refers to the concept that patterns of oppression are interrelated and bound to one another. An intersectional approach is intended to assist in the creation and implementation of policies, procedures, and practices that are responsive to the needs of diverse communities.

The EDI framework will be utilized in a wide variety of manners including, but not limited to internal policies and procedures, strategies, goal setting, and service delivery models. For example, the implementation of the framework will inform the work required to complete the motion approved by Council in February 2019 regarding using an EDI framework/lens for the City’s Housing and Homelessness Strategy and service delivery as well as inform the Integration of an Equity, Diversity & Inclusion (EDI) Framework to the Policies and Procedures of the Selection Committee and Interview Sub-Committees respecting the Appointment of Citizens to the City’s Agencies, Boards, Commissions, Advisory (Volunteer) Committees and Sub-Committees as approved by Council in July 2019.

There are various models and versions of EDI frameworks utilized in both public and private sector organizations. There is no one best model, rather each organization should be mindful of its own unique needs when designing and selecting an EDI framework.

There are many definitions used when speaking about EDI frameworks. A draft glossary of terms is provided in Appendix A to Report HUR19019 for review.

Equity, Diversity and Inclusion Framework

An EDI Framework will inform and guide business decisions. The EDI framework is not the end goal, but rather it is part of an ongoing process in a world of constant change. Appendix B to Report HUR19019 illustrates how the EDI Framework fits into the organization’s overall structure and deliverables.

The “Advancing Equity and Inclusion Guide for Municipalities” issued in June 2015 by the City for All Women Initiative identifies the following steps cities should take on their inclusion journey:

- 1) Strategize for Change
- 2) Define Aspirations
- 3) Consider the Costs (Actions and Non-Actions)

- 4) Scan the Environment
- 5) Identify Obstacles
- 6) Identify Champions
- 7) Create Conditions for Change
- 8) Measure Results

In 2017/2018, the City's Diversity staff participated in the Regional Roundtable on Diversity forum facilitated by external consultants. An environmental scan (Appendix C to Report HUR19019) was performed at that time which lead to the implementation of the following actions:

- 1) Voluntary Demographic Collection – Volunteers
- 2) Voluntary Demographic Collection – Applicants
- 3) Voluntary Demographic Collection – Employees (Q4 2019)
- 4) Diversity Competencies in Management PAD process
- 5) Community Engagement at Festivals and Events

Importance of Equity, Diversity and Inclusion Framework

The EDI Framework is important because there are many citizens that are at risk of exclusion if community leaders are not aware of the impacts decisions have on these groups. These populations include, but are not limited to:

- Indigenous peoples
- LGBTQ2S
- Immigrants
- Persons with Disabilities
- Persons living in Poverty
- Racialized People
- Rural Residents
- Women
- Youth
- Older Adults

These groups are traditionally more likely to face barriers, assumptions, stereotypes or discrimination when accessing services, employment, and other social benefits. An EDI framework affects policies, procedures, and practices which lead to enhanced Diversity and Inclusion. Numerous studies have shown that enhancing Diversity and Inclusion in an organization results in better service delivery, improved perception as employer of choice, improved employee engagement and retention and reduced attrition.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

The City of Hamilton has various policies that have relevance to the EDI Framework and associated work. These include:

- Equity and Inclusion Policy
- Harassment in the Workplace Prevention Policy
- Personal Harassment in the Workplace Prevention Policy
- Use of Indigenous Medicines Policy
- Code of Conduct
- Recruitment Accommodation Procedure
- Employment Accommodation Procedure
- Flexible Work Arrangements Policy
- Protocol for Gender Identity and Gender Expression
- Recruitment and Selection Policy
- Substance Use Policy
- Telecommuting Policy
- Violence in the Workplace Policy

Additionally, relevant legislation includes:

- Accessibility for Ontarians with Disabilities Act (AODA)
- Ontario Human Rights Code
- Employment Standards Act

As part of annual policy review process, the EDI framework, once established, should be utilized as a tool to evaluate the various policies and inform possible required revisions. The Diversity and Inclusion Steering Committee will serve as a resource to the Policy Review Committee to assist in this endeavour.

RELEVANT CONSULTATION

Extensive research has been done by Diversity staff on various models and methods to develop an EDI Framework or Lens. Internal consultation will be facilitated by the monthly Diversity and Inclusion Steering Committee meetings and engagement with Senior Leadership and Departmental Leadership Teams. Various community leaders will be invited to attend the monthly Diversity and Inclusion Steering Committee meetings to provide lived experience and perspectives to inform the group and the related work product.

The City's Diversity staff have also been invited to join a newly formed Municipal Network of Diversity and Inclusion which includes representatives from the cities of Edmonton, Calgary, Vancouver, Victoria, Saskatoon, and Halifax which will prove to be a valuable

resource and sounding board for the framework and other related Diversity and Inclusion initiatives.

The EDI Summit held in 2020 would allow for broader community consultation on the proposed framework and priorities. This would be completed prior to the final submission for Council approval in 2020.

ANALYSIS AND RATIONALE FOR RECOMMENDATION(S)

In conducting the research for this Recommendation Report, numerous models and approaches were reviewed and considered. What became apparent during this process is the need for organizations to customize their approach to EDI work by consulting with various stakeholders. The City of Hamilton's Strategic Plan clearly identifies the overall Vision and Mission. This has been supplemented with the Diversity and Inclusion Strategic Plan which was designed in alignment with the Corporate Strategy. A number of key initiatives and projects have been undertaken in the past several years which have led to our current state.

In order to move forward and advance towards our desired future state, a more focussed and better resourced effort is required. This effort also requires defined measurables and deliverables to ensure the work remains on or ahead of target schedules and engagement. In viewing a Diversity Maturity Matrix, concrete and sustainable foundational elements need to be incorporated to achieve the future desired state shown in Appendix D to Report HUR19019.

A successful framework requires several key elements according to a report by IDylls Consulting. These include:

- Informed and committed leadership
- Comprehensive scope of goals and activities
- Integration of objectives within business plans
- Dedicated resources
- Focussed training opportunities
- Policy review and development
- Shared responsibilities and individual accountability
- Measurement and evaluation

The Recommendations contained within this report will directly contribute to achieving these key elements.

ALTERNATIVES FOR CONSIDERATION

One alternative for consideration is to create a standalone Diversity and Inclusion Champion that would report to the City Manager. The other Recommendations would remain the same. This model is frequently being used and is gaining in popularity, particularly in the area of post-secondary education as well as private industry. This approach, which would require additional one (1) FTE and associated budget would accomplish a number of key goals:

- 1) Clearly communicate the priority this work has within the organization
- 2) Allow for dedicated resources and focus on Diversity and Inclusion work
- 3) Increase the effectiveness and timeliness of the deliverables

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Budget forecast of up to \$219,000 annually to cover associated salary and benefit costs. Would still require \$100,000 of funding from Reserves to cover costs of developing and delivering training as outlined above.

Staffing: Would require the hiring of a new position at the Senior Leadership Team level to convey the organization's commitment to the newly created role. Approximately 15 – 20 staff would still be required to support the Diversity and Inclusion Steering Committee as part of their existing roles and responsibilities. Expected time commitment of a monthly two hour meeting and quarterly half day sessions for the next five years.

Legal: None

Given the additional costs as well as the need for some preliminary foundational work, this option is not recommended at this time.

A second alternative for consideration would be to enlist the support of a Consultant(s) who specializes in Diversity and Inclusion work and have them develop the definitions, framework, and conduct the community consultations. This approach would relieve current staff from taking on additional duties but would not result in the same level of ownership or engagement from the organization's staff. There would also be a significant financial cost in taking this approach.

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Budget forecast estimated of up to \$200,000 annually to cover associated Consultant costs. Would still require \$100,000 of funding from Reserves to cover costs of developing and delivering training as outlined above.

Staffing: Approximately 15 – 20 staff would still be required to support the Diversity and Inclusion Steering Committee as part of their existing roles and responsibilities. Expected

time commitment of a monthly two hour meeting and quarterly half day sessions for the next five years.

Legal: None

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

Healthy and Safe Communities

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

Culture and Diversity

Hamilton is a thriving, vibrant place for arts, culture, and heritage where diversity and inclusivity are embraced and celebrated.

Our People and Performance

Hamiltonians have a high level of trust and confidence in their City government.

APPENDICES AND SCHEDULES ATTACHED

Appendix A to Report HUR19019 – Draft Glossary of Terms

Appendix B to Report HUR19019 – EDI Framework in Organizational Structure

Appendix C to Report HUR19019 – Internal Environmental Scan

Appendix D to Report HUR19019 – Diversity Maturity Matrix