



Assessing Equity, Diversity, Inclusion, and Reconciliation in Canadian Municipalities

*Preliminary Findings from
the Municipal Diversity Assessment Tool*

Partners



Based in TMU's Ted Rogers School of Management, the Diversity Institute (DI) has a research staff of over 50 in 10 regional hubs across Canada, and works with more than 200 partners and a global network of experts. The Diversity Institute leads research on skills and employment trends, technology adoption, inclusive ecosystems (with a focus on small and medium-sized enterprises (SMEs) and entrepreneurship), as well as related innovation pilot design and evaluation. Our action oriented, evidence-based approach is advancing knowledge of the complex barriers faced by Indigenous people and equity-deserving groups, informing policies and practices to effect change, and producing concrete results.

DI is the research lead for the Future Skills Centre (FSC) a consortium including Toronto Metropolitan University, Signal49 Research, and Blueprint. DI leads research on responsible AI adoption in Canada and internationally to inform policies, strategies, and programs. As part of its commitment to advancing inclusive innovation and entrepreneurship, DI founded the Women Entrepreneurship Knowledge Hub (WEKH) and the Inclusive Innovation and Entrepreneurship Network (IINet) and offers a range of training programs and advisory services.



The Future Skills Centre is powered by a Canada-wide network of **5,000+ partners** committed to solving Canada's most pressing labour market challenges. More than just a funder, we are an active partner in every project we support. We ask more of our partners — prioritizing collaboration, shared learning and openness — to foster long-term relationships and enable the ambitious approaches needed to drive real change.

The Future Skills Centre operates as a consortium of Toronto Metropolitan University (including the Diversity Institute and Magnet), Signal49 Research, and Blueprint. We are funded by the Government of Canada's Future Skills Program.

Funder

The Future Skills Centre – Centre des Compétences futures is funded by the Government of Canada's Future Skills Program.

Funded by the
Government of Canada's
Future Skills Program



The opinions and interpretations in this publication are those of the authors and do not necessarily reflect those of the Government of Canada.

Authors

Wendy Cukier

Founder and Academic Director

Diversity Institute

Professor, Entrepreneurship and Innovation

Toronto Metropolitan University

Jodi-Ann Francis

Senior Research Associate

Diversity Institute

Lindsay Coppens

Senior Research Associate

Diversity Institute

Katlynn Sverko

Director, Research - Special Projects

Diversity Institute

Contributors

Joey Chong

Program Manager

Diversity Institute

All research was completed by the Diversity Institute research team. A draft was generated using AI tools. Revisions and editing were conducted thereafter by the research team.

Publication Date

August 2026

Contents

Executive Summary.....i

Introduction1

Methodology.....7

Findings15

Conclusion & Recommendations.....30

References 40

Executive Summary

Context

Municipalities are the order of government closest to residents. They are employers, policy-makers, regulators, service providers, purchasers of goods and services, and partners to community organizations and other orders of government. The communities they serve are changing quickly. Between 2001 and 2021 Canada's racialized population grew by 130%, from 3.85 million to 8.87 million; Indigenous Peoples represented 5% of the population in 2021 and remain considerably younger than the non-Indigenous population; immigrants made up 23.0% of the population and are projected to reach between 29.1% and 34.0% by 2041; and 27% of Canadians aged 15 and older reported one or more disabilities in 2022. These demographic patterns vary considerably across municipalities, reinforcing the need for EDIR approaches that respond to local populations, priorities and contexts rather than relying on a single model.

At the same time, representation within municipal leadership does not always reflect the composition of the communities municipalities serve. Women held 31% of municipal elected positions in Canada in 2023, 22% of mayoral positions and 33% of councillor positions, and only 16% of municipalities had reached gender parity on council.

Methodology

The Municipal Diversity Assessment Tool (Municipal DAT) is an adaptation of the Diversity Institute's Diversity Assessment Tool (DAT), developed with support from the Future Skills Centre and informed by feedback from municipal partners. Building on DI's broader work with Canadian municipalities, the Municipal DAT was tailored to assess EDIR practices in a municipal context across four dimensions: aligning strategy with organizational goals, internal processes, policies and programs, and community engagement. The instrument contains approximately 110 questions assessing municipal EDIR practices across different levels of maturity.

Municipalities that complete the assessment receive a customized report that includes an EDIR benchmarking score, tailored recommendations and curated promising practices from municipalities across Canada. This report draws on the 11 municipalities that completed the Municipal DAT between March and August 2026 and asks four questions: *what characterizes the municipalities that completed the assessment; where EDIR practices appear stronger or less developed across the four dimensions; which specific practices are established, emerging or not yet in place; and what the results suggest about areas where municipalities may benefit from additional attention or support.* Given the size of the sample, findings are reported as counts rather than proportions and are descriptive rather than inferential.

Data collection also took place during the period leading up to the October 2026 Ontario municipal elections. This timing may have affected municipalities' capacity or willingness to participate, particularly among Ontario municipalities, and is considered as a potential limitation of the recruitment process.

Findings

Internal processes had the highest average maturity score among the four dimensions, at 3.18 out of 5, while policies and programs had the lowest, at 2.73. Aligning strategy with organizational goals and community engagement each averaged 3.00. Looking beneath these dimension-level averages reveals important differences in the maturity of specific municipal practices. Some of the most established practices were those associated with longstanding legislative, regulatory or organizational requirements. Workplace safety policies, harassment and abuse prevention policies, codes of conduct and accessibility policies each score above 85% of the maximum available maturity level. More discretionary EDIR structures and practices were less consistently established. Only three of the 11 municipalities have a comprehensive EDI policy, six have no strategy for recruiting a diverse senior management team, eight have no representational targets for senior leadership, and seven do not measure individual policy components for their contribution to equity.

Procurement represented the greatest opportunity for further development, averaging 47.5% of the maximum available maturity level. This is notable given the potential for municipal purchasing to broaden economic participation and advance social and community objectives. At the same time, eight of the 11 municipalities have a resourced EDIR leader or committee with action plans and progress tracking, which is the strongest governance item in the assessment.

Scores across the four dimensions were also strongly positively correlated, with correlations ranging from 0.77 to 0.93. This suggests that municipalities reporting more mature practices in one dimension also tended to report more mature practices in the others. Given the small sample, however, these relationships should be interpreted descriptively rather than as evidence that EDIR maturity operates as a single underlying organizational capability.

Conclusions and Recommendations

Municipalities in this study have made EDIR commitments visible and have appointed people to carry them. What they have not yet built is the measurement and accountability infrastructure that would convert those commitments into tracked, evaluated and resourced practice, and they have not yet extended EDIR into procurement, where their purchasing power is considerable. The report recommends that municipalities align EDIR with municipal strategy and accountability, strengthen internal EDIR processes and capacity, embed EDIR across municipal policies and programs, strengthen authentic community engagement, and measure progress in ways proportionate to their size. It further recommends that funders and provincial

partners treat the measurement gap as a capacity gap, because capacity can be funded in a way that commitment cannot.

Introduction

Canadian municipalities are increasingly expected to demonstrate not only what they deliver, but how equitably they deliver it, and to whom. That expectation arrives while municipalities are managing growth, infrastructure pressure, housing demand and constrained budgets, and while the broader environment for equity work is contested. Within this context, the Diversity Institute's Municipal Diversity Assessment Tool offers municipalities a structured, no-cost way to locate their own practice and act on it.

This report presents preliminary findings from the Municipal DAT. The tool extends the Diversity Institute's Diversity Assessment Tool, which has been used across sectors including information and communications technology, financial services, policing, education, health care and non-profit organizations, into the municipal context. The municipal adaptation was developed alongside the Municipal EDIR Sharing Platform, a companion initiative that assembled more than 260 promising municipal practices organized around the same four dimensions.¹ The adaptation was necessary because municipalities occupy a dual position that a standard organizational instrument cannot capture. A municipality is an employer, and the standard instrument assesses employers well. A municipality is also a government that designs policy, delivers services, purchases goods and engages residents, and those functions require their own items, their own maturity scales and their own promising practices.

Analysis draws on 11 municipalities that completed the Municipal DAT between March and August 2026. This is a preliminary sample, and the report is written accordingly. Findings are reported as counts rather than proportions, no inferential claims are made, and the analysis is intended to establish an early baseline and to inform the continued refinement of the instrument rather than to characterize the Canadian municipal sector as a whole.

The context section situates the study by outlining the role of municipalities, the diversity of the communities they serve, the state of EDIR in municipal government, and the case for both EDIR and its measurement. The methodology section describes the instrument, its four dimensions, its benchmarking approach, the sample and the limitations of the study. The findings begin with the characteristics of participating municipalities and respondents' self-assessed knowledge of EDIR, followed by overall results and maturity across the four dimensions. The analysis then examines specific practices within each dimension and its subcategories. The report closes with conclusions drawn from five cross-cutting patterns and a set of recommendations for municipalities, funders and the continued development of the tool.

Four questions guide the analysis throughout: *What characterizes the municipalities completing the Municipal DAT? Where do participating municipalities report more and less mature EDIR*

practices across the four dimensions? Which specific practices appear established, emerging or not yet in place? What additional areas of municipal EDIR practice are captured through the municipal-specific assessment?

Context

The role municipalities play in advancing EDIR is examined in this section alongside the diversity of the communities they serve, the state of representation in municipal leadership, the case for EDIR in municipal government, and the case for structured measurement. It draws on academic literature, Statistics Canada data, municipal sector research and the Diversity Institute's own work with municipalities.

The Role of Municipalities

Municipalities shape and reflect the communities they serve.² Their responsibilities extend across many aspects of community life as employers, policy-makers and regulators, service providers, purchasers of goods, and partners to community organizations, businesses and other levels of government.³ Decisions made at the municipal level influence both the people who work within municipal government and the residents and communities who interact with municipal policies, programs, infrastructure and services.

Municipal governments, including cities, towns, regional governments and rural communities, vary in structure across Canada, but all include elected officials and employees who work on behalf of residents.⁴ Municipalities range from what is described as single-tier, such as Toronto, to upper- and lower-tier systems, such as Peel Region and its constituent municipalities. Municipal governments are also significant public-sector employers. Of Ontario's 1.6 million public sector workers, 225,597 were municipal government workers in 2021, roughly 4% of all paid workers in the province.⁵

The breadth of these responsibilities has important implications for how EDIR is understood and assessed in a municipal context. An assessment that examines only internal employment practice would capture a municipality's obligations as an employer while missing the decisions with the widest reach: how a policy is designed, who is consulted before it is adopted, whether a service is accessible to the people who need it most, and who is awarded a contract. The Municipal DAT was designed to assess both these internal organizational practices and the outward-facing functions through which municipalities affect the communities they serve.

Diversity Across Canadian Municipalities

Canada's changing demographic is well documented. The overall racialized population grew by 130% between 2001 and 2021, rising from 3.85 million to 8.87 million.⁶ Data from 2021 shows that racialized workers accounted for 34.8% of jobs nationally and 27.5% of positions in the public sector.⁷ That same year, statistics show that immigrants accounted for approximately 23% while the Indigenous population was 5%, which was an increase of over 9% since the 2016

census.^{8, 9} In 2022, the Canadian Survey on Disability recorded 8 million Canadians aged 15 and over living with at least one disability.¹⁰

The national aggregates, however, differ significantly at the municipal level. For example, the racialized populations of Toronto (55.7%), Edmonton (42.8%) and Winnipeg (34.4%) are significantly higher than the racialized population of St. John's (10%).¹¹ Further, Winnipeg accounted for the largest recorded Indigenous population of any census metropolitan area at approximately 102,000 and is followed by Edmonton (~87,000) and Vancouver (~63,000). The immigrant population is also recorded in clusters, with the highest concentration in Toronto (2.86 million), followed by Vancouver (1.09 million) and Montreal (1.02 million), while the lowest concentration rests collectively at approximately 141,000 in Atlantic Canada's largest cities of Halifax, Moncton, Charlottetown and Fredericton.¹²

The demographic data is worth noting as this impacts what is relevant for local authorities to invest in. The municipal demographic profile shapes the necessary services required for the municipality to function, the barriers to accessing programs, opportunities and services, and most importantly, how policies, programs and services should be organized and delivered. An EDIR Strategy, therefore, can be established based on the data in order to deliver on the priorities.¹³ Municipalities that are small, rural, northern or remote operate with tighter budgets, limited staffing, all while facing demographic changes and necessary updates to their services.¹⁴ The result, therefore, is that geography, scale, and capacity would impact how well they are able to serve their communities.

Equity, diversity, inclusion and reconciliation in municipal government

Municipalities are working, at varying stages of development, to frame and implement the EDIR strategies. Some municipalities are in the process of setting their agendas, while others are in the later stages of implementation or evaluation. For some municipalities, EDIR work is internal and focuses on their governance strategy, for example, or human resource practices and workplace culture. Other municipalities focus on service delivery in a client-facing environment, which involves community engagement and other forms of consultation.¹⁵

Governing bodies and municipal leadership also demonstrate the direction of policy. In a 2023 study, the Federation of Canadian Municipalities found that only 16% of municipalities across Canada had reached gender parity on their councils.¹⁶ A later study, completed across 10 Canadian cities, and focused on agencies, boards and commissions, found that there were comparable shortfalls against local demographics.¹⁷

The findings, therefore, suggest that representation in municipal leadership should be examined across various levels rather than through a single metric. Mechanisms, such as recruitment, committee building processes and a record of the appointment process should be

examined as a whole. The Municipal DAT assesses these mechanisms and will be examined in detail throughout this report.

The Case for EDIR in Municipalities

Research has consistently demonstrated, through evidence-based approaches, that the case for applying an EDIR lens has been beneficial for employers. A range of benefits, including a broader talent pool,¹⁸ meaningful engagement and retention,¹⁹ and variations in understanding barriers²⁰, along with innovative approaches to decision-making^{21, 22} make the case for applying EDIR practices in municipalities.

Further, municipalities have a broader set of responsibilities as their decisions determine how residents access and utilize services, participate in civic activities and shape their ideas and sense of belonging within those spaces. Recent studies have found that municipalities with more developed EDIR approaches report better outcomes for internal processes such as staff retention, service delivery and workforce innovation, and for external processes, including diverse procurement and higher productivity with service delivery.²³

The Case for Measurement and Assessment

If the case for EDIR is largely settled among municipalities that are engaged with it, the more useful question is where their practice actually sits and what would move it. Answering that question requires structured assessment, and the case for assessment rests on three main arguments.

The first is diagnostic. Municipalities cannot address barriers they have not identified, and self-perception is an unreliable guide. Research framing diversity as an organizational change process rather than a one-time initiative emphasizes defining objectives, monitoring outcomes and using measurement to assess progress.²⁴ Practitioner evidence points the same way, arguing that broad commitments become meaningful only when they are grounded in evidence and translated into concrete, measurable and accountable action.²⁵ A structured instrument is designed to surface the distance between a commitment and its implementation.

The second is comparative. A municipality reviewing its own practice has no external reference point and will tend to benchmark against its own history, which flatters incremental change. An instrument administered across many municipalities allows a given municipality to see where it stands relative to others, and allows the sector to see which practices are common, which are rare and which are effectively absent.

The third is longitudinal. Assessment conducted once produces a snapshot; assessment repeated produces a trajectory. Because the Municipal DAT scores municipalities on a stable scale, a municipality completing it at intervals can determine whether its practice has advanced and can report that trajectory to council and community as evidence rather than assertion. One respondent to the feedback survey described exactly this use, noting that their municipality had

recently adopted a five-year EDI strategy and expected to be in a position to demonstrate results through the tool within two years.

Comparative work on diversity assessment tools supports a multidimensional model in which EDI is connected to leadership, human resources, organizational culture, measurement and broader organizational strategy rather than treated as a standalone initiative.²⁶ The Municipal DAT applies that model to the municipal context and does so at no cost to participating municipalities, which matters in a sector where EDIR capacity is frequently held by one person carrying the file alongside another portfolio.

Methodology

This section describes the Municipal Diversity Assessment Tool, its development, its four dimensions, its benchmarking approach and the recommendations it generates. It then sets out the sample, the analytical approach and the limitations of this preliminary analysis.

The Municipal Diversity Assessment Tool

Development of the municipal DAT

The Diversity Assessment Tool was created by the Diversity Institute to help organizations assess the maturity of their EDIR practices, identify areas of strength and opportunity, and determine steps for continued improvement. Originally developed through research focused on women's participation in the information and communications technology sector, the DAT has since been adapted and applied across a range of sectors, including financial services, policing, education, health care and non-profit organizations. In 2022, the Diversity Institute launched a free digital version of the tool, expanding access beyond organizations participating in facilitated assessments or consulting engagements.

The Municipal DAT builds on this broader body of work and DI and the Future Skills Centre's research and engagement with Canadian municipalities. Its development was informed by a review of existing EDIR tools and resources, publicly available municipal policies and practices, DI's applied work supporting municipalities with EDIR strategies and action plans, and direct input from municipal representatives..²⁷ The first phase reviewed existing EDIR tools and resources, including the DAT itself and publicly available materials produced by municipalities across Canada, and was informed by consultation with municipal representatives and by the Diversity Institute's applied experience supporting municipalities with EDIR strategies and action plans. Municipal input was incorporated early: seven webinars held in August and September 2024 brought together 139 participants representing 62 municipalities, and their discussions identified current priorities, existing practices, implementation challenges and areas where additional support would strengthen municipal work.

Municipal feedback continued to inform the adaptation of the DAT. With support from Université de Montréal and the City of Montréal, feedback was collected on changes needed to make the standard DAT more relevant to municipal organizations. Additional municipal partners participated in testing and refinement of the tool. This work was undertaken alongside the development of the Municipal EDIR Sharing Platform, which organizes more than 260 promising practices from municipalities across Canada using the same broad framework.

The resulting Municipal DAT is more than a change in terminology. While it retains elements of the standard DAT, it adapts the assessment to reflect municipalities' distinct roles as employers,

governments, service providers, purchasers and community partners. Of the questions included in the Municipal DAT, 49 are also included in the standard DAT, while the remaining questions address municipal-specific functions and responsibilities, including policy and program design, procurement, service delivery and community engagement.

Municipal DAT dimensions

The instrument contains 110 items distributed across four dimensions and their sub-categories, as set out in Table 1.

Aligning strategy with organizational goals examines the practices that guide and implement a municipal EDIR strategy, including setting organizational goals, aligning strategy to support them, and setting targets and measuring progress. Its sub-categories are context and goal setting for EDIR strategies, implementation, measurement and key performance indicators, and training materials and capacity building.

Internal processes assesses the role of leaders, human resource processes, and the way policies and processes shape values and culture within a municipality. Its sub-categories are governance and leadership, human resource practices, and values and culture.

Policies and programs examine the policies and programs that support municipal functions, including their design, implementation and evaluation. Its sub-categories are design, implementation and evaluation; procurement; functional areas; and specialized activities.

Community engagement assesses the practices through which municipalities build and maintain community relationships, including how they consult residents and how they collect and act on feedback. Its sub-categories are examples of interested and affected parties, and authentic engagement approaches.

Table 1. Municipal DAT dimensions and sub-categories

<i>Dimension</i>	<i>Focus</i>	<i>Sub-categories</i>	<i>Items</i>
<i>Aligning strategy with organizational goals</i>	<i>Guiding and implementing a municipal EDIR strategy, setting targets and measuring progress</i>	<i>Context and goal setting; implementation; measurement and KPIs; training materials, legislation</i>	28
<i>Internal processes</i>	<i>The role of leaders, human resource processes, and how policies and processes shape values and culture</i>	<i>Governance and leadership; human resource practices; values and culture</i>	51
<i>Policies and programs</i>	<i>Policies and programs supporting municipal functions, including design, implementation and evaluation</i>	<i>Design, implementation and evaluation; procurement; functional areas; specialized activities</i>	25
<i>Community engagement</i>	<i>Community relationships, consultation, and the collection and use of feedback</i>	<i>Interested and affected parties; authentic engagement approaches</i>	6

Source: Municipal Diversity Assessment Tool codebook. Item counts exclude one multiple-response item on the composition of municipal committees, which is descriptive rather than scored.

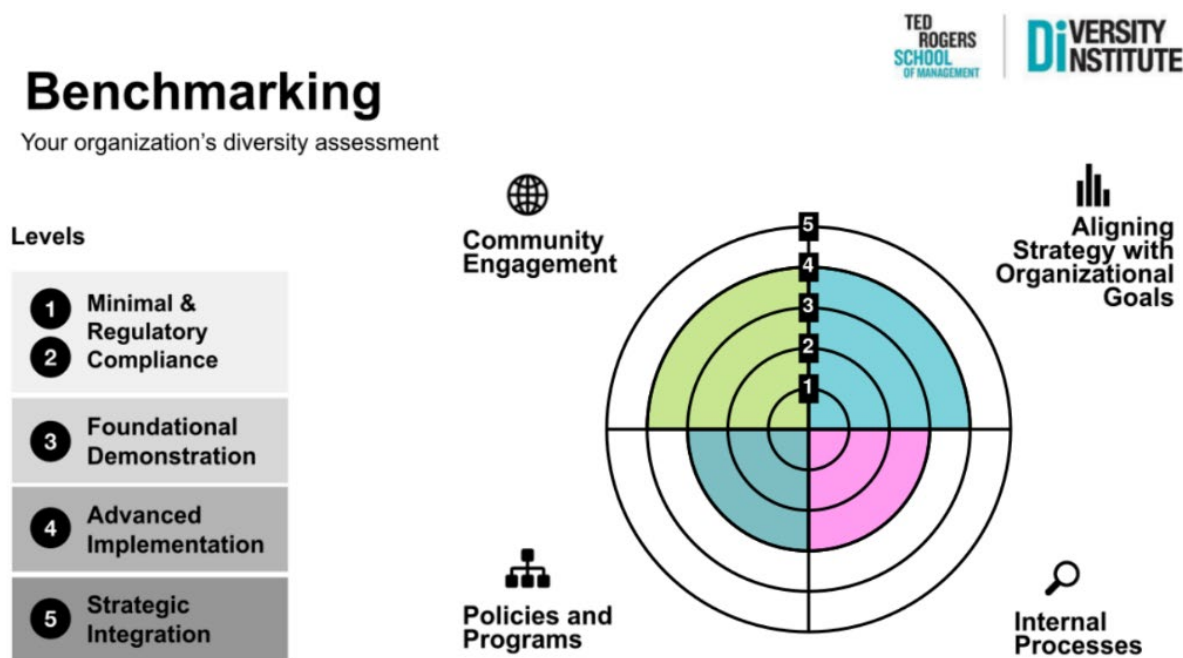
Assessment and benchmarking approach

The Municipal DAT assesses EDIR practices using a maturity-based approach. Individual questions ask municipalities to select the response that most closely reflects their current level of practice. Response options vary depending on the practice being assessed, but are structured to distinguish between practices that are minimally developed, those that are being put into place, and those that are more formalized and integrated into municipal operations. A “not applicable” response is also available where a question does not apply to the municipality.

Responses are then used to generate a benchmark score for each of the four Municipal DAT dimensions on a five-level maturity scale. Levels one and two represent Minimal and Regulatory Compliance, where practices may be absent, limited or primarily focused on meeting basic requirements. Level three, Foundational Demonstration, reflects the establishment of more deliberate EDIR practices. Level four, Advanced Implementation, reflects more developed and consistently implemented approaches. Level five, Strategic Integration, represents the strongest level of maturity, where EDIR is more fully embedded within municipal strategy, decision-making and operations.

Results are presented visually across the four dimensions, allowing municipalities to see where their practices are relatively more or less mature (see Figure 1). For example, a municipality may receive a score of four for aligning strategy with organizational goals, indicating Advanced Implementation, while receiving a score of three for internal processes, indicating Foundational Demonstration. This provides municipalities with an overall picture of their current EDIR maturity and a baseline that can be used to identify priorities for continued improvement.

Figure 1. Sample of spidergram report for the Municipal DAT



Recommendations and best practices

Each municipality that completes the Municipal DAT receives a customized report summarizing its results across the four dimensions and providing recommendations based on its responses. Recommendations are tailored to the municipality's current level of practice and identify practical steps that can support further development. For individual questions, recommendations are linked to the municipality's selected response, helping to identify what moving toward a more developed level of practice could involve.

The report also includes promising practices from Canadian municipalities that illustrate how EDIR can be implemented in practice. Drawn from the Municipal EDIR Sharing Platform, these examples are aligned with relevant areas of the assessment and include tools, policies, frameworks and approaches related to areas such as equity analysis, procurement, codes of conduct and community engagement. Together, the recommendations and promising practices are intended to help municipalities translate assessment results into practical next steps and learn from approaches already being used in other municipal contexts.

Sample and Data Collection

The analysis draws on 11 municipalities that completed the Municipal DAT between March 17 and August 26, 2026. All 11 municipalities completed the full instrument. Ten completed the English-language version and one completed the French-language version.

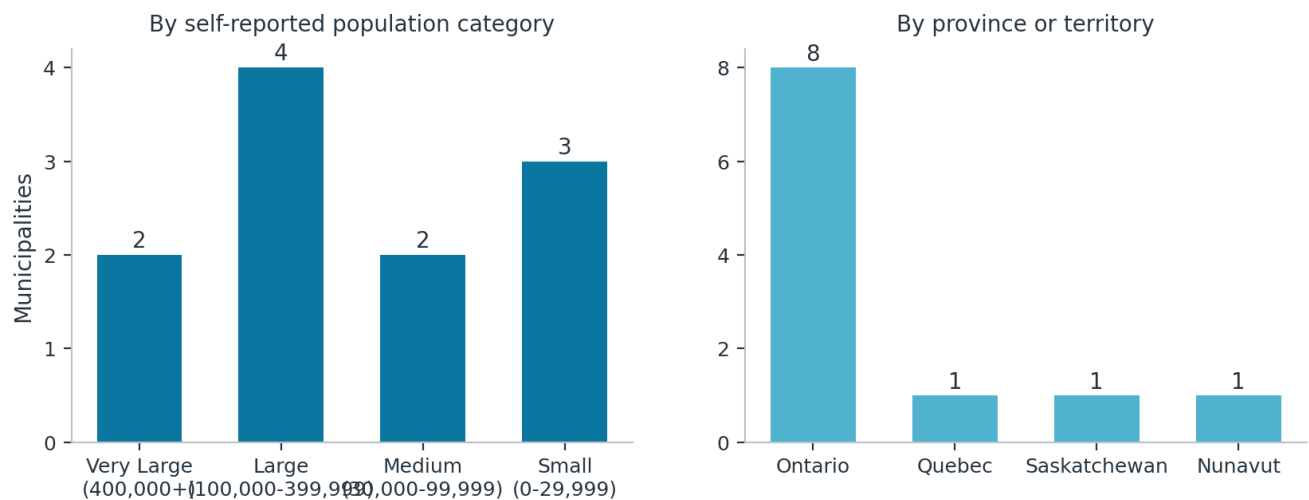
Municipal characteristics

Eight of the 11 municipalities had previously engaged in a diversity assessment or diversity training, two had not, and one did not respond to the question. The three municipalities in the smallest population category, 0-29,999 residents, included the two that had not previously participated in an assessment or training and the municipality that did not respond. This pattern suggests that prior engagement with formal EDIR activities may vary by municipal size and that the Municipal DAT is being used by municipalities with different levels of previous EDIR experience.

Geography and municipality type

Eight of the 11 responding municipalities are located in Ontario, with one each in Quebec, Saskatchewan and Nunavut. The sample included a mix of municipal structures and types, including single-tier cities, towns, upper-tier regional municipalities, a county, a borough of a large city, and a small northern municipality. One respondent completed the instrument on behalf of a specific municipal department rather than the corporation as a whole, an approach permitted by the tool.

Figure 2. Responding municipalities by population category and province or territory



Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

Municipality size and population

Municipalities self-reported their population within four categories. Two reported a very large population of 400,000 or more, four reported a large population of between 100,000 and

399,999, two reported a medium population of between 30,000 and 99,999, and three reported a small population of fewer than 29,999 residents.

One response did not align with the known population of the municipality represented. At least one upper-tier regional municipality with a population well above one million selected the smallest category, which indicates that the item may be read as referring to a department, a service area or a lower-tier municipality rather than to the municipality as a whole. Because population categories are self-reported, the results should be interpreted with caution. This issue is discussed further in the limitations and identifies an opportunity to clarify the population question in future versions of the Municipal DAT.

Analytical approach

Responses were matched to the maturity levels defined in the Municipal DAT codebook. Because each of the four dimensions have a varying number of questions, each item score is also expressed as a percentage of the maximum available level for that item, which allows sub-categories containing items of different lengths to be compared on a common footing. Sub-category and dimension results are the mean of those normalized item scores. The report also presents the benchmarked maturity levels generated by the Municipal DAT itself. These are reported separately because they reflect the results municipalities receive in their customized assessment reports and provide a direct connection between the analysis presented here and the tool as experienced by participating municipalities.

Given the size of the sample, findings for individual practices are generally reported as counts of municipalities rather than percentages. Correlations among the four dimension composites are reported as descriptive observations only. No statistical significance testing was undertaken because the current sample is too small to support reliable inferential analysis. Accordingly, observed relationships should be interpreted as preliminary patterns rather than evidence of relationships across the broader municipal sector.

The analysis also draws on a separate feedback survey completed by 10 municipalities, seven of which also completed the assessment. The feedback survey asked about the clarity, length and coverage of the instrument, the usefulness of the report and recommendations, and respondents' intentions to apply them.

Feedback survey findings are used to inform interpretation of the tool and identify opportunities for its continued refinement rather than as part of the Municipal DAT maturity scores.

The findings in this report reflect Municipal DAT completions received up to August 26, 2026. Data collection is ongoing, and the analysis will continue to be updated as additional municipalities complete the assessment and provide feedback.

Limitations

There were seven limitations identified in the preliminary analysis; each is examined in this section.

First, the sample is small. The analysis is based on 11 municipalities and is not intended to be representative of municipalities across Canada. The findings below describe the practice of the municipalities that completed the instrument and are best read as an early baseline, as a test of whether the instrument discriminates between municipalities at different stages, and as an input into the tool's continued development.

Second, participation was voluntary and the sample is self-selected.. Municipalities that seek out and complete an EDIR assessment are unlikely to be representative of the sector as a whole. They are, close to by definition, municipalities for which EDIR is already sufficiently salient to justify the several hours the assessment requires. The findings may consequently reflect municipalities that are already more engaged with EDIR than the municipal sector as a whole. The direction or magnitude of this potential selection effect cannot be determined from the current sample.

Third, the sample is geographically concentrated. With eight of 11 respondents in Ontario, the sample carries the imprint of a single provincial legislative environment. Ontario municipalities are required by the *Accessibility for Ontarians with Disabilities Act* to maintain accessibility policies and by the *Occupational Health and Safety Act* to maintain workplace violence and harassment policies. The finding that these are among the most established practices in the study should be read with that requirement in mind. No responses were received from British Columbia, Alberta, Manitoba or Atlantic Canada.

Fourth, the Municipal DAT is a self-assessment. Responses reflect one respondent's assessment of their municipality, and self-report tends to run optimistic on questions of culture and intent and more accurately on questions of documented fact such as whether a policy exists. Respondents may also have different levels of knowledge across the breadth of functions covered by the assessment, particularly when completing the DAT on behalf of an entire municipal organization. As a result, some practices may be under- or over-reported depending on the respondent's role and access to information.

Fifth, feedback identified opportunities to refine some response scales. Several feedback respondents identified large jumps between adjacent options, particularly between informal practice and consistently applied practice, with no option describing an informal practice that is nonetheless applied consistently. In these cases, respondents may have found that none of the available options precisely reflected their municipality's current practice. This may reduce the precision of individual item scores and identifies an area for further refinement of the instrument.

Sixth, the timing of data collection may have affected recruitment. Responses were gathered between March and August 2026, in the run-up to the Ontario municipal elections scheduled for 26 October 2026, with the candidate nomination deadline falling on 21 August, five days before the final response was received. Eight of the 11 responding municipalities are in Ontario. Election-related demands and competing municipal priorities may have affected the capacity of some municipalities to participate during this period. However, the extent of any effect cannot be determined from the available data. Repeating the assessment post-election may potentially provide a more settled basis for comparison and would also establish the longitudinal baseline the tool is designed to support.

Seventh, the current Municipal DAT does not assess every area included within the broader municipal EDIR framework in the same level of detail. Feedback respondents also identified functional areas they expected to see assessed, including planning, transportation, social programs, digital accessibility and Indigenous relations, and tools for systematically integrating EDIR considerations into policy development and decision-making. This feedback identifies opportunities to expand or refine the Municipal DAT as additional municipalities use the tool and its coverage is assessed against emerging municipal needs.

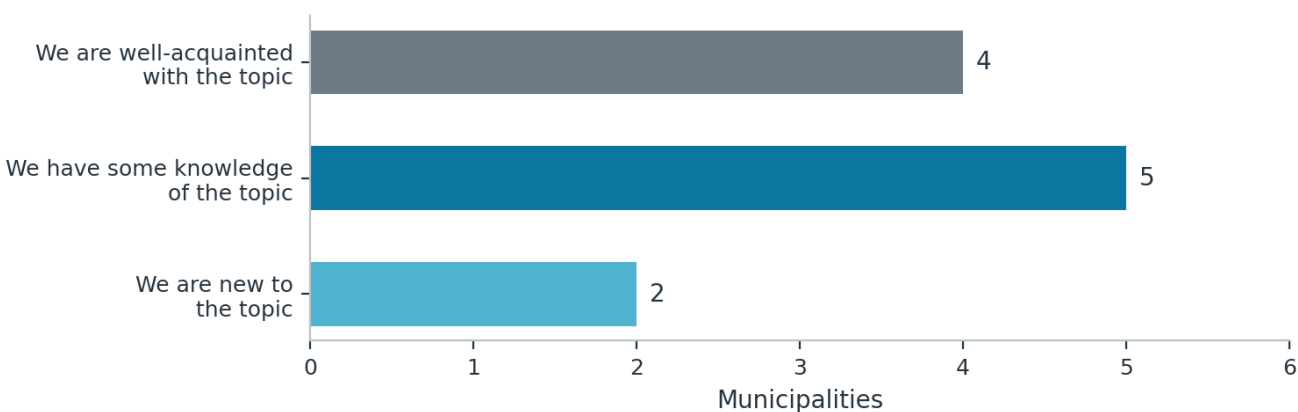
Findings

This section describes the responding municipalities' self-assessed knowledge of EDIR, their overall results, their maturity across the four dimensions, and their practice within each dimension and sub-category.

Self-Assessed Knowledge of EDIR

Of the 11 responding municipalities, five reported having some knowledge of EDIR, four reported being well acquainted with the topic and two reported being new to EDIR. None selected the highest level of self-assessed knowledge: expert.. Taken together, nine of the 11 report at least some prior knowledge of EDIR, suggesting that most participants were not approaching the assessment without previous familiarity with the subject.

Figure 3. Self-assessed municipal knowledge of EDIR



Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

Self-assessed knowledge of EDIR was broadly consistent with assessed practice in this sample.. The two municipalities reporting that they were new to EDIR recorded the two lowest composite scores in the sample, and three of the four reporting that they were well acquainted with the topic recorded among the highest-scoring municipalities. This pattern suggests that respondents' perceptions of their EDIR knowledge generally aligned with the maturity of the practices reported through the Municipal DAT. Given the small sample and self-reported nature of both measures, however, the relationship should be interpreted as descriptive rather than as evidence of the accuracy of the self-assessment.

Overall Municipal DAT Results

Across the four dimensions, responding municipalities recorded a mean maturity level of 2.98 out of 5. Composite practice scores, expressed as a percentage of the maximum available level

across all items, ranged from 20.5% to 86.8%. This wide range indicates substantial variation in the maturity of reported EDIR practices among the 11 participating municipalities and suggests that the tool is capturing municipalities at different stages of EDIR development.

Overall, the average result sits close to level three, Foundational Demonstration, on the Municipal DAT maturity framework. This suggests that, across the sample, municipalities have begun to establish deliberate EDIR practices, while more advanced practices characterized by consistent implementation, formalization and strategic integration are less widespread. None of the four dimensions had an average score at level four, Advanced Implementation, or above.

EDIR Maturity Across the Four Municipal DAT Dimensions

Internal processes had the highest average maturity level, at 3.18 out of 5. Aligning strategy with organizational goals and community engagement each averaged at 3.00, and policies and programs had the lowest average maturity level, at 2.73. While the differences between the four dimension averages are relatively modest, the results point to greater maturity in municipalities' internal organizational practices than in some of the outward-facing policies and programs through which EDIR is applied.

Figure 4. Mean maturity level by Municipal DAT dimension (0–5)

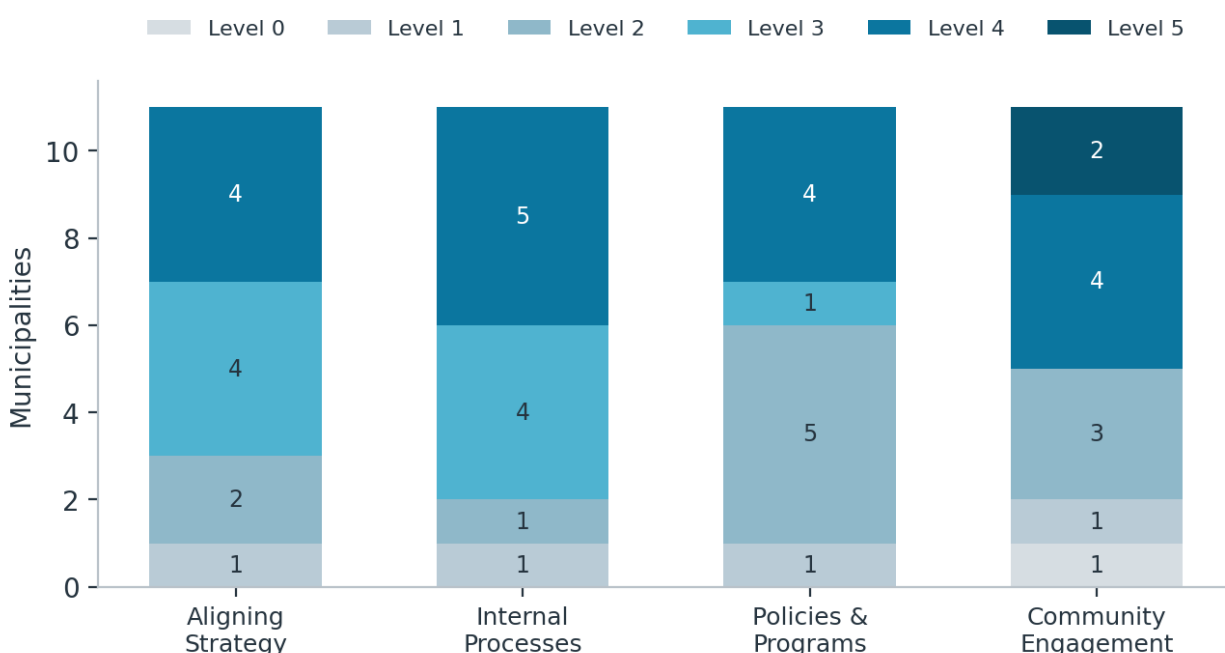


Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

The distribution behind those averages is as revealing as the averages themselves. For internal processes, five of the 11 municipalities reach level four, the highest recorded on that dimension, while none reached level five. Policies and programs showed the greatest concentration at the lower end of the maturity scale, with six municipalities scoring at level two or below. . Community engagement showed the widest spread: two municipalities reached

level five, the only level-five scores recorded across the four dimensions, while one municipality recorded a score of zero. This variation suggests that municipalities are progressing at different rates across the four areas of EDIR practice.

Figure 5. Distribution of maturity levels across the four dimensions



Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

Scores across the four dimensions were strongly positively correlated, with correlations ranging from 0.77 to 0.93.. In this sample, municipalities with higher maturity scores in one dimension generally also recorded higher scores in the others, while municipalities with lower scores tended to show lower maturity across multiple dimensions. EDIR maturity in this sample behaves as a general organizational capability rather than as a set of separable specializations, which has a practical consequence for how municipalities plan: strengthening the underlying capacity to document, resource and track practice is likely to lift performance across several dimensions at once, while a targeted intervention in a single area is unlikely to move the others. This pattern suggests that EDIR practices may develop across several areas of municipal activity at the same time rather than independently. However, given the small sample, these relationships should be interpreted descriptively and should not be taken as evidence that improvement in one dimension will necessarily produce improvement in another.

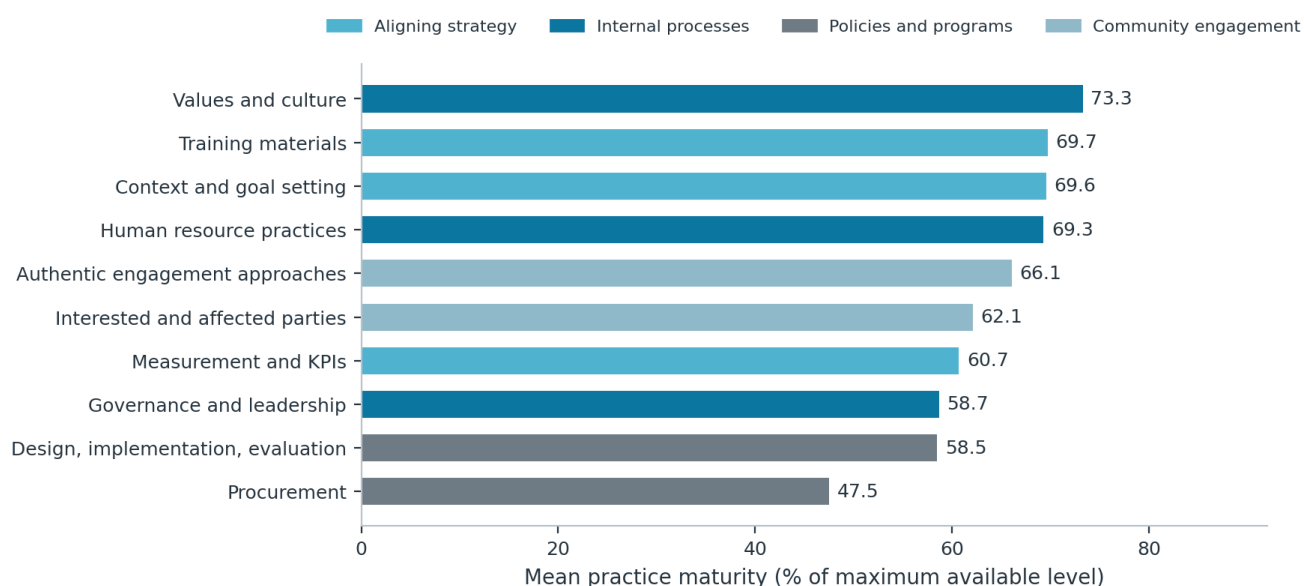
The current data also do not support firm conclusions about the relationship between municipal size and EDIR maturity. The small sample and concerns about the interpretation of the self-reported population item limit meaningful comparison by population category. As additional municipalities complete the Municipal DAT, future analysis can examine whether

maturity patterns differ systematically by factors such as municipal size, geography, organizational capacity or previous EDIR experience.

Areas of Strength and Opportunity

Examining results at the sub-category level provides a more detailed picture of where EDIR practices are more and less developed across participating municipalities. Values and culture is the strongest area of practice at 73.3% of the maximum available level, followed closely by training materials, context and goal setting, and human resource practices. Procurement had the lowest average score, at 47.5%, while design, implementation and evaluation and governance and leadership also showed comparatively lower levels of maturity..

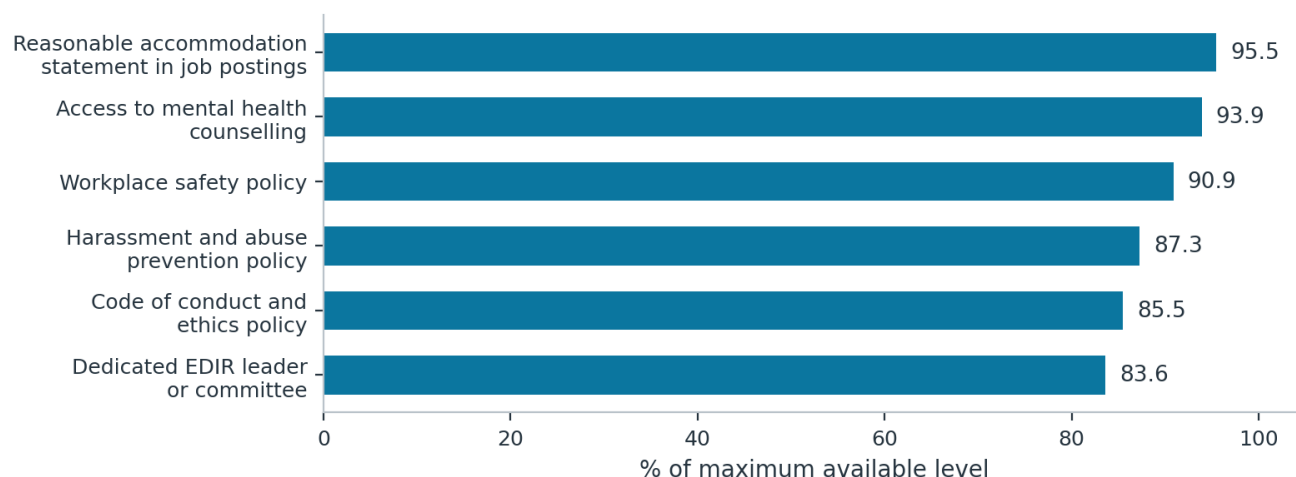
Figure 6. Practice maturity by sub-category (percentage of maximum available level)



Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

The item-level results reinforce these broader patterns. Six practices recorded average scores above 83% of the maximum available level: including a reasonable accommodation statement in job postings, providing access to mental health counselling, maintaining a workplace safety policy, maintaining a harassment and abuse prevention policy, having a code of conduct and ethics policy, and having a dedicated EDIR leader or committee. These results suggest that some of the more developed practices in the sample are concentrated in established workplace policies, employee supports and formal EDIR governance structures.

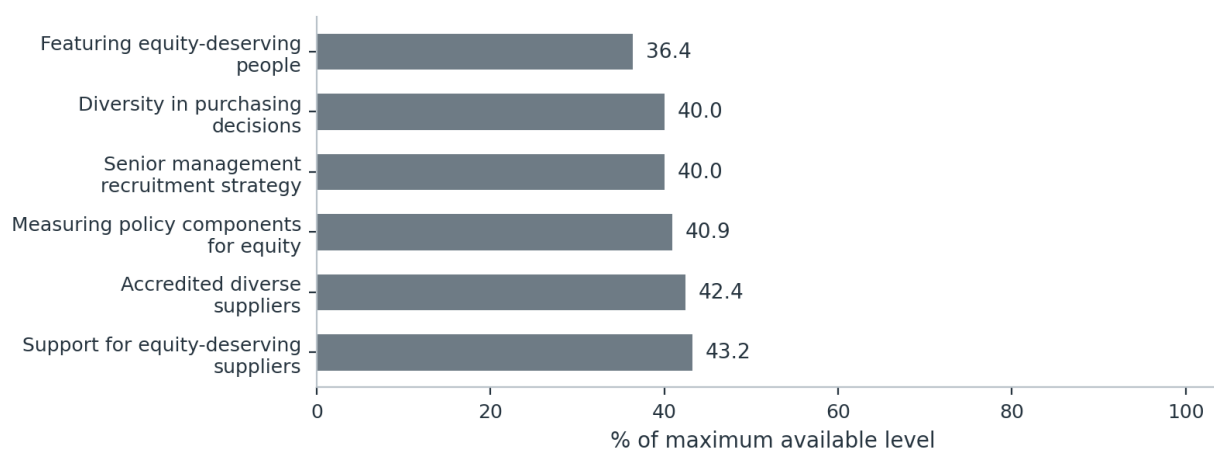
Figure 7. Most established EDIR practices



Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

At the other end of the spectrum, six practices recorded average scores below 44% of the maximum available level: featuring equity-deserving people within the municipality in municipal communications and materials, diversity in purchasing decisions, the strategy for recruiting a diverse senior management team, the measurement of individual policy components for their advancement of EDIR, work with accredited diverse suppliers, and support for suppliers from Indigenous Peoples and equity-deserving groups navigating procurement. These results point to particular opportunities in the areas of representation and data, senior leadership recruitment, policy evaluation and inclusive procurement.

Figure 8. Least established EDIR practices



Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11). Figures 7 and 8 use the same horizontal scale and are directly comparable.

A notable pattern emerges when comparing the highest- and lowest-scoring practices. Five of the six highest-scoring practices are associated with legislative, regulatory or formal

organizational requirements for many of the participating municipalities. By contrast, five of the six lowest-scoring practices are more discretionary and generally require municipalities to establish dedicated processes, resources or systems to implement and sustain them. This distinction between more established compliance-oriented practices and more proactive, embedded EDIR practices recurs throughout the findings that follow.

Aligning Strategy with Organizational Goals

This dimension asks whether EDIR is written into the documents that direct municipal activity, whether it is resourced, and whether progress against it is measured. Responding municipalities record a mean maturity level of 3.00 and a mean practice score of 64.5% of the maximum available level.

Context and Goal Setting for EDIR Strategies

Strategic commitment to EDIR is relatively well established among participating municipalities. Nine of the 11 municipalities have EDIR objectives in their strategic plans, and four of those attach metrics, benchmarks or targets to them. Nine involve employees and diverse communities in the co-creation of strategic plans in a meaningful way, and three report that community input is fully integrated. Nine align their strategy with external frameworks such as the Truth and Reconciliation Calls to Action, two of them fully. Nine have a mission, vision or purpose statement that recognizes EDIR, and two place the advancement of diversity and inclusion at the centre of that statement.

Practices were less developed where strategic commitments needed to be integrated into broader organizational processes and responsibilities. Nine municipalities reported incorporating EDIR into some areas of budgeting, forecasting, risk management or quality assurance, but none reported doing so across all of these functions. Seven had established departmental or divisional responsibilities for EDIR objectives but described individual responsibilities as limited or inconsistent, while two reported having neither.

Implementation

Eight of the 11 municipalities have formal structures in place to support EDIR objectives but describe the resources attached to them as limited; two report structures with sufficient influence and resources including a dedicated budget. Seven have EDIR strategies containing actionable goals and key performance indicators but describe departmental responsibility for follow-through and timelines as limited or unclear, and only one reports goals, indicators and departmental accountability all fully assigned, communicated and monitored.

Approaches to progress reporting also varied. One municipality shares no EDIR progress updates at all, four share them occasionally and without a formal process, four share them regularly but describe the content as basic, and two share comprehensive updates that include measurable outcomes and future commitments. Overall, most participating municipalities

reported some form of progress communication, while fewer had established comprehensive and systematic approaches to reporting outcomes.

Measurement and Key Performance Indicators

Measurement is the weakest sub-category within this dimension at 60.7% of the maximum available level, and it accounts for most of the distance between this dimension and internal processes. The results suggest that formal measurement practices are less consistently developed than strategic goal setting and some implementation structures.

Six of the 11 municipalities have EDIR-related key performance indicators with metrics or targets attached, and one of those ties them to employee performance evaluation. On tracking representation across the organization, four municipalities do not track it at all, three track it occasionally, two track it without analyzing the results and two track and analyze. Six conduct anonymous employee engagement surveys with demographic data and five do not. On pay, three municipalities conduct an equal pay audit at least once a year, and of those, one specifically examines whether employees in marginalized groups are underpaid relative to their peers; five rely on skills, experience and performance to set pay rates without conducting an audit.

Evaluation-related practices showed additional opportunities for development. Seven of the 11 municipalities did not measure individual policy components for their contribution to EDIR, which is the single lowest-scoring item in this dimension. One considers EDIR impacts occasionally through an informal process and three measure some components without consistently evaluating their impact. Four have not applied an EDIR lens to evaluation design, and four have no established process for sharing evaluation findings.

Taken together, the findings show greater development in establishing EDIR priorities than in systematically measuring their implementation and outcomes. Strengthening representation data, performance indicators, evaluation processes and reporting could help municipalities better assess whether intended changes are being achieved.

Training and Capacity Building

Five of the 11 municipalities provide mandatory diversity and inclusion training to customer and client service staff and related municipal positions, three offer it on an optional basis, two provide no specific training, and one reports having no customer service program.

While most participating municipalities offered some form of training, the findings indicate variation in whether training is mandatory and systematically extended to employees whose roles involve direct interaction with the public.

Internal Processes

Internal processes is the strongest dimension in the study, with a mean maturity level of 3.18 and a mean practice score of 69.0%. Results nevertheless varied considerably across its three

sub-categories: values and culture at 73.3%, human resource practices at 69.3% and governance and leadership at 58.7%.

Governance and Leadership

One area of strength was the presence of designated EDIR leadership. Eight of the 11 municipalities have a diversity and inclusion committee or a senior leader responsible for advancing EDIR who is provided with municipal support, capacity and resources, and who makes action plans and tracks progress. This is the highest-scoring governance item in the instrument and one of the highest anywhere in it. Five municipalities report that leaders understand that EDIR supports municipal performance, four report that leaders have some awareness of its benefits, and two report that leaders are not yet aware of them. Seven report that municipal leaders communicate the importance of diversity both internally and externally, including four that did so regularly.

Practices related to representation within leadership were less consistently developed. Six municipalities reported having no strategy for identifying and recruiting a diverse senior management team, while two had a documented strategy under implementation. Eight had no explicit representational targets for senior leadership, with informal discussion in place of goals, and two had documented goals with action plans attached. For executive, standing and ad hoc committees, four municipalities had no strategy for identifying and nominating diverse members, one had a strategy that does not consider diversity, five had an informal strategy and none had a comprehensive formal strategy. Five reported no intentional efforts to recruit, select, onboard and develop diverse leaders.

Reported committee composition nevertheless indicates some diversity among participating members. Of the nine municipalities with executive, standing or ad hoc committees, eight reported the participation of women and/or non-binary people, six reported Indigenous participation, six reported racialized participation, five reported participation by members of the 2SLGBTQ+ community and five reported participation by people with disabilities. These figures describe the presence of members from different groups but do not indicate whether committee composition is representative of the communities served or whether members hold equivalent influence within decision-making processes.

Together, these findings point to a distinction between establishing responsibility for EDIR and embedding representation objectives into leadership recruitment, appointment and development processes. While many participating municipalities have designated structures or leaders responsible for advancing EDIR, formal approaches to diversifying senior leadership and municipal committees are less consistently established. This suggests an opportunity to connect EDIR governance structures more directly with the processes that shape who participates in municipal leadership and decision-making.

Human Resource Practices

Recruitment-related practices were among the more developed areas within human resources, particularly where they involved formalized hiring processes and documentation.. Ten of the 11 municipalities included a statement of reasonable accommodation in job postings. Six reviewed job postings specifically to remove redundant requirements with equal representation in mind and four do so occasionally. Six reviewed job descriptions thoroughly through both the hiring manager and human resources, with the review documented as a process. Seven encouraged members of equity-deserving groups to apply, six of them naming specific groups. Nine made standardized pay levels based on skills and experience available to candidates during the hiring process, including five where this approach was supported by formal policy.

Training was also relatively well established.. Six municipalities provided mandatory EDI training to all employees with additional training available, and six did the same for managers and leaders. Seven ensured that people with decision-making power in candidate selection have received EDI training.

Practices related to employee development and advancement were less consistently established. Only two municipalities offered a formal mentorship or coaching programme with dedicated resources and budget, and none provided one with specific outreach to employees from equity-deserving groups; four encouraged mentorship informally with no programme behind it. Five municipalities had no representation targets at any stage of recruitment and employment. On promotion, two municipalities did not openly disclose opportunities and four disclosed them without actively sharing them. On selection panels, two had no selection process or a single decision-maker, three had panels that lack diversity and one reported consistently convening diverse panels through a formalized requirement.

Exit and separation practices showed additional opportunities for development. Three municipalities did not conduct exit surveys, five conducted and analyzed them occasionally without communicating the results to leadership, one analyzed results regularly without sharing them consistently, and two shared findings with leadership and acted on them. Four did not include gender and diversity considerations in exit or separation interviews. More systematic collection and analysis of exit data could help municipalities identify whether particular groups are experiencing different patterns of retention or departure and inform strategies to address emerging concerns.

Values and Culture

Values and culture had the highest average score among the Municipal DAT sub-categories.. Nine of the 11 municipalities had a workplace safety policy at the highest level of the scale. Seven had a comprehensive harassment and abuse prevention policy with a safe and anonymous process for resolving conflict, and three more had a policy that defines key terms and sets out a basic process. Seven had a code of conduct and ethics policy at the highest level, which encouraged inclusive behaviour, stating that discrimination will not be tolerated. Seven

had an accessibility policy that is monitored and updated as accessibility needs evolve. Nine provided access to mental health counselling as part of the employee benefits package. Nine made clear that discrimination is not tolerated and formalized that expectation in a policy. Four of these municipalities reported seeking feedback from diverse employees about whether they felt able to participate fully and authentically in the workplace.

EDIR-specific policy was less consistently developed than several other areas of workplace policy. Three of the 11 municipalities had a comprehensive EDI policy with clear definitions, tangible goals and accountability; one had a policy that upheld the value of diversity with clear definitions; three had a policy described as fairly simple; one addressed the subject in other policies; and three had no EDI policy at all.

This contrasts with the higher maturity reported for workplace safety, harassment prevention and codes of conduct. Some of these more established policy areas are also shaped by legislative or regulatory requirements, which may contribute to their greater consistency across municipalities. By comparison, comprehensive EDIR policies and associated accountability mechanisms were less widely established in this sample.

Employee resource groups and networks were less consistently established. Five municipalities have resource groups or networks supported by a budget, one has groups without dedicated support, and five have none.

The lowest-scoring item within the dimension concerned the visibility and representation of equity-deserving groups in municipal communications and materials. Four municipalities reported that they did not feature individuals in this way, three featured people but did not specifically include equity-deserving groups, three featured people from equity-deserving groups occasionally but not as part of a deliberate approach, and one reported intentionally featuring people from equity-deserving groups. The results suggest that intentional representation in municipal communications is not yet a consistently established practice among participating municipalities.

Policies and programs

Policies and programs is the weakest dimension, with a mean maturity level of 2.73 and a mean practice score of 55.4%. Six of the 11 municipalities score at level two or below. This dimension captures many of the outward-facing functions through which residents and communities experience municipal EDIR in practice, including policy and program design, service delivery and procurement.

Design, implementation and evaluation

Participating municipalities reported more developed practices at the earlier stages of policy and program design than in the use of data, co-creation and ongoing evaluation. Seven of the 11 identified the goals and intended impact of a policy or programme and communicated them,

three of those with a structured approach that documents them across all policies and programs. Six had at least an informal process for identifying the intended audience and assessing whether any group is excluded or negatively affected, two of them structured. Five reported following universal design principles and plain, inclusive language, four of them supported by a structured approach.

The use of data to inform policy and program development was less consistently established. Three municipalities collected no data at all to inform programme and policy work, five collected data that is not disaggregated by equity-deserving group characteristics, two collected disaggregated data without consistently analyzing it, and one collected and systematically analyzed it. For policy development specifically, four municipalities did not use disaggregated data, one reported that the municipality did not collect or have access to such data, and two had a structured process for incorporating it.

Approaches to co-creation and ongoing feedback showed a similar range of maturity. Six municipalities reported co-creating policies and programs with people from equity-deserving groups on an ad hoc basis, while two did not report doing so. During implementation, three did not collect feedback from equity-deserving groups, four did so on an ad hoc basis, two had an informal process, and one reported a formalized process operating at multiple stages.

These findings reinforce the measurement gap identified in the strategy dimension. More systematic use of disaggregated data and community feedback can help municipalities identify whether policies and programs are reaching different groups as intended, whether barriers are emerging during implementation and where adjustments may be needed.

Procurement

Procurement had the lowest average normalized score of the sub-categories assessed, at 47.5% of the maximum available score, with each procurement item falling below the overall study average.

Five of the 11 municipalities reported that diversity was not considered in purchasing decisions. Three considered it informally, two reported giving it greater priority, and one had a formal program supported by policy and dedicated resources. Five reported having no established pipeline of suppliers from equity-deserving groups, two worked with such suppliers occasionally without a formal pipeline, and four had begun developing one, although none reported consistently using it to inform procurement opportunities.

Six municipalities did not consider diversity and inclusion when selecting external suppliers and partners, and none reported treating a supplier's record on diversity and inclusion as a key selection requirement. Five did not require suppliers to provide information about ownership or EDI practices, while three collected this information without using it systematically to influence supplier practices.

Supplier supports were also relatively limited. Four municipalities provided no support to help suppliers navigate municipal procurement or bidding processes, while six provided general assistance without supports specifically designed for suppliers from equity-deserving groups. One reported providing some tailored support, such as multilingual guidance. For unsuccessful proponents, two municipalities provided no feedback, six provided standardized or generic feedback, and two consistently provided meaningful and constructive feedback.

Procurement warrants particular attention because municipal purchasing can be used not only to acquire goods and services, but also to broaden access to public-sector contracting opportunities and generate wider social and economic benefits. The results suggest that participating municipalities have opportunities to strengthen practices related to supplier diversity, outreach and capacity building, procurement criteria and the collection and use of supplier information. Canadian municipal and public-sector examples provide models for how these approaches can be implemented, several of which are included in the Municipal EDIR Sharing Platform and the customized recommendations generated through the Municipal DAT.

Functional areas

Practices related to the design and delivery of municipal services and other offerings were more developed than those related to procurement. Five of the 11 municipalities reported embedding the experiences of diverse users from the beginning of the design process, while four made efforts to incorporate these perspectives. Four reported embedding accessibility from the outset, and five made efforts to do so. Three formally considered diverse groups during research and development, six reported making some effort to consider diverse audiences, and two did not report doing so at this stage.

The availability of services and information across different languages, formats and communication channels was less consistently developed. Delivery in multiple languages and formats is less consistent. Two municipalities reported not yet providing translations, accessible formats or multiple communication channels. Four provided some options but described them as limited in scope, one had an informal process, and three reported a formal process for making offerings available in multiple languages and accessible formats across different channels.

Because communication and accessibility influence how residents learn about, access and participate in municipal services, these findings identify an opportunity to strengthen inclusive service delivery. This is also consistent with feedback on the Municipal DAT, with one respondent recommending greater coverage of digital accessibility and communications.

Feedback from participating municipalities also identified opportunities to expand coverage of other specialized and operational functions, including planning, transportation, social programs, digital accessibility and Indigenous relations. As additional municipalities complete the assessment and provide feedback, this part of the tool can be further developed to capture a

broader range of municipal functions and the ways EDIR is applied within day-to-day operations.

Specialized activities

Specialized activities capture municipal functions where EDIR considerations may need to be applied in ways that differ from routine policy and program delivery. This includes areas such as emergency preparedness and response, where factors such as disability, age, language, income, transportation access, housing and geographic isolation can affect how residents experience emergencies and access supports. Specialized activities are an area of the Municipal DAT that will continue to evolve as the tool is used and refined. No additional substantive feedback was provided on this section.

Community engagement

Community engagement records a mean maturity level of 3.00 and a mean practice score of 63.4%. Results varied considerably across participating municipalities, with two reaching level five and one recording a score of zero. This suggests that community engagement practices are highly developed in some municipalities but less consistently established in others.

Interested and affected parties

Most participating municipalities reported incorporating EDIR considerations into how they communicate and work with external organizations. Ten of the 11 municipalities express a commitment to diversity and inclusion in their communications materials, five of them almost always and with the guidelines documented in policy. Seven have completed or are planning joint projects with external partners to improve representation of equity-deserving people in the sector, six of them completed. Seven also reported considering a potential partner's approach to diversity and inclusion when undertaking outreach or developing partnerships.

Sponsorship and volunteer initiatives were the least developed area within this dimension. Three municipalities reported that they did not yet consider EDIR in sponsorship and volunteer initiatives, four considered EDIR in some aspects without a formal approach, and three had informal guidelines. None reported having formal policies and processes that embedded EDIR across all sponsorship and volunteer activities. Because these initiatives can be highly visible forms of municipal interaction with residents and community organizations, they provide an additional opportunity to translate broader EDIR commitments into community-facing practice.

Authentic engagement approaches

Six of the 11 municipalities systematically review marketing and communications materials to ensure that stereotypes about diverse groups are not included, and three do so informally. The extent to which EDIR was embedded more broadly in marketing and communications varied. Two municipalities reported integrating EDIR across all aspects of their marketing programme and reinforce it through a policy document, two integrate it across all aspects without a policy.

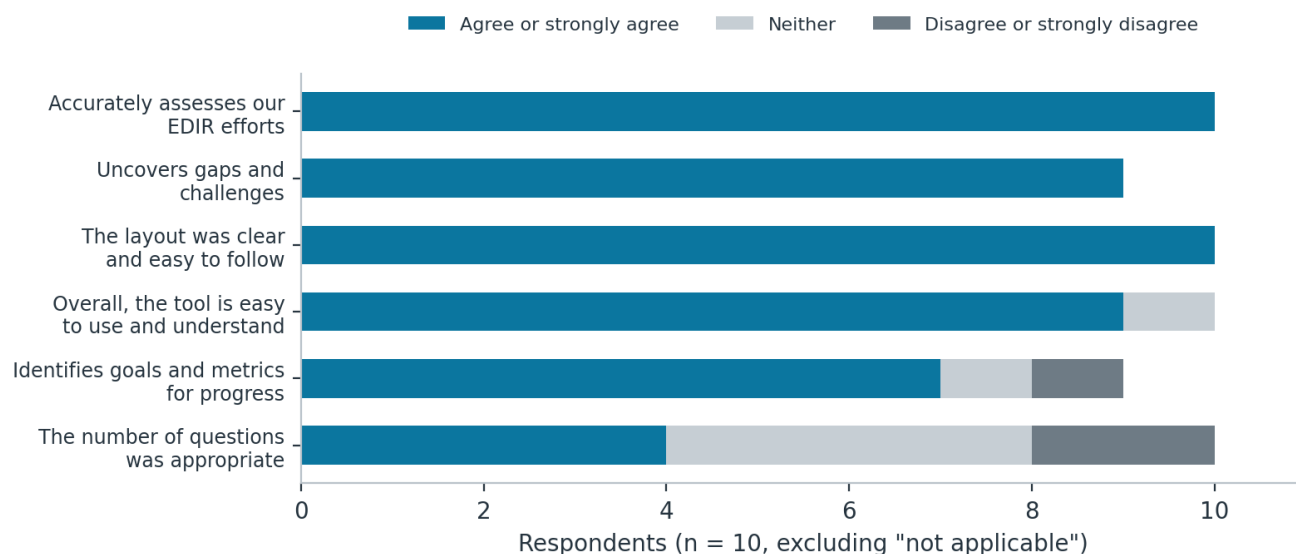
Three treated EDIR as a key component of their approach, one actively considered it and two did not report integrating it.

Community engagement also showed greater variation in maturity than the other dimensions. It was the only dimension in which municipalities reached level five, and also the only one in which a municipality scored zero. This range suggests that community engagement practices are highly developed in some municipalities but remain less established in others. It also reinforces the importance of examining the specific approaches municipalities use to build relationships, communicate with communities and incorporate diverse perspectives into municipal activities.

User feedback on the municipal DAT

Ten municipalities completed a separate feedback survey on the instrument, seven of which had also completed the assessment (See Figure 9). Their responses are reported due to their relationship with the findings and give insight on the instrument's continued development.

Figure 9. Municipal user assessment of the Municipal DAT



Source: Diversity Institute, Municipal DAT feedback survey, 2026 (n = 10).

Overall feedback on the tool was positive. All 10 respondents agreed or strongly agreed that the Municipal DAT helped them accurately assess their municipality's EDIR efforts, with seven strongly agreeing. Nine of the nine who answered the item agreed or strongly agreed that it uncovers gaps and challenges. All 10 agreed that the layout was clear, and nine agreed that the tool is easy to use and understand overall. The mean likelihood-to-recommend score was 7.6 out of 10, and all 10 respondents asked to remain engaged with the tool.

The most consistent area for improvement concerned the length of the assessment and the effort required to complete it. Two respondents disagreed and one strongly disagreed that the

length was appropriate, and four were neutral on whether the number of questions was appropriate. One respondent noted that a single section contains 51 questions and suggested that completing an assessment of this length may be more manageable for municipalities with dedicated EDIR capacity than for smaller municipalities with fewer staff resources. Another asked to be able to move through the instrument without being stopped by required questions, since completing it realistically involves leaving a section to find an answer and returning to it, and suggested a printable version or completion guide as an alternative.

Feedback on the breadth of the assessment was generally positive. Five respondents confirmed that the four dimensions cover the functional areas important to their municipality. One observed that their own municipality organizes the work differently but that everything it is working on was captured within the four themes, while adding that some sections were long enough to warrant subdivision. Requests for additional coverage are set out in the functional areas section above.

Several respondents also identified a learning function beyond the assessment itself. Three respondents reported that the tool surfaced practices they had not previously been aware of, naming standardized pay levels, the inclusion of EDI responsibilities in job descriptions, and a hiring strategy for diverse leadership. One noted more generally that seeing the range of EDIR activity a municipality could undertake was itself useful.

Among the six respondents who had received their customized Municipal DAT report, five indicated that they intended to use its recommendations, including one who reported already taking action. Feedback also pointed to the importance of helping municipalities prioritize recommendations. One respondent noted that the report can generate a large number of potential actions, not all of which may be appropriate as immediate priorities for a municipality at an earlier stage of EDIR development or with limited resources. This suggests an opportunity to strengthen the tool by helping municipalities distinguish between foundational priorities and longer-term actions.

One respondent also identified an operational barrier unrelated to the assessment content itself. Their municipality's information technology security settings prevented staff from accessing some external resources published by the Diversity Institute, limiting access to the promising practices linked through the tool. This points to the importance of considering resource accessibility and alternative formats as the Municipal DAT and its supporting materials continue to evolve.

Conclusion and Recommendations

Conclusion

This report presents preliminary findings from the Municipal DAT and provides an early picture of how participating municipalities assess the maturity of their EDIR practices. The findings also identify opportunities to strengthen the tool as additional municipalities complete the assessment.

Several patterns emerge across the 11 participating municipalities. First, some of the most developed practices are concentrated in established areas of organizational policy and compliance. Workplace safety, harassment and abuse prevention, codes of conduct, accessibility policies and reasonable accommodation statements in job postings were among the highest-scoring practices. Many of these areas are shaped by legislative, regulatory or established organizational requirements. By comparison, practices such as inclusive procurement, measurement of equity outcomes, strategies for diversifying senior leadership and intentional representation of equity-deserving groups in municipal communications were less consistently developed. This suggests that municipalities have made greater progress in areas where expectations and processes are more clearly established, while more proactive EDIR practices remain at different stages of development

Second, responsibility for advancing EDIR is more established than some of the systems that shape representation in municipal leadership. Eight of the 11 municipalities have a resourced EDIR leader or committee with action plans and progress tracking. In the same sample, six have no strategy for recruiting a diverse senior management team, eight have no representational targets for senior leadership, and none has a comprehensive formal strategy for nominating diverse members to executive, standing and ad hoc committees. The findings point to an opportunity to connect existing EDIR leadership and governance structures more directly with recruitment, appointment and leadership-development processes.

Third, strategic commitment is more developed than systematic measurement. Nine municipalities reported EDIR objectives in their strategic plans, but only four attached metrics or targets to them. Seven did not measure individual policy components for their contribution to equity, four did not track representation, and three reported collecting no data to inform policy and program development. Together, these findings suggest that many participating municipalities have established EDIR priorities but have fewer mechanisms for systematically

assessing implementation and outcomes. Strengthening measurement could support accountability, learning and continued improvement.

Fourth, procurement represents a significant opportunity for further development. At 47.5% of the maximum available level, procurement scores lower than any other area of practice, with five of 11 municipalities reporting that purchasing decisions do not yet consider EDIR at all. Given the scale of municipal purchasing and its potential to broaden access to contracting opportunities, procurement is an important area for municipalities seeking to extend EDIR into their outward-facing functions.

Finally, maturity scores across the four Municipal DAT dimensions tended to move together. Correlations ranged from 0.77 to 0.93, while overall normalized scores ranged from 20.5% to 86.8%. Municipalities with more mature practices in one area generally also reported more mature practices in others. Given the small sample, this pattern should be interpreted descriptively rather than as evidence that improvements in one dimension will cause improvements elsewhere. As additional municipalities participate, future analysis can examine how these patterns relate to factors such as municipal size, geography, organizational capacity and previous EDIR experience.

Recommendations

Align EDIR With Municipal Strategy and Accountability

Municipalities can strengthen existing strategic commitments by attaching measurable indicators, benchmarks or targets to EDIR objectives and clearly assigning responsibility for implementation. Where departmental responsibilities already exist, municipalities can further clarify individual or role-based accountability, timelines and mechanisms for reviewing progress. EDIR considerations can also be integrated more consistently into budgeting, forecasting, risk management and quality assurance so that EDIR priorities are connected to routine municipal planning and resource-allocation processes. Guidance developed for Canadian municipalities on gender equity and inclusion strategies sets out the common elements of this work, including understanding local context, setting measurable goals, assigning responsibility and monitoring implementation.²⁸

Strengthen Internal EDIR Processes and Capacity

The findings indicate opportunities to extend inclusive human resource practices beyond recruitment into employee development, advancement and retention. Municipalities can consider formal mentorship, coaching and sponsorship opportunities, clearer and more actively communicated promotion processes, and structured approaches to building EDIR into candidate selection. Exit surveys and separation processes can also be used more systematically to identify patterns in employee experiences and retention.

Municipalities can also strengthen the connection between EDIR governance and leadership representation. This can include developing strategies for recruiting diverse senior leaders, establishing representation goals where appropriate, and adopting more deliberate approaches to identifying and nominating diverse members to municipal committees and other decision-making bodies.

Municipalities without a comprehensive EDIR policy can also consider whether a dedicated policy would help clarify organizational commitments, responsibilities, goals and accountability mechanisms. This should complement, rather than duplicate, existing workplace, accessibility, human rights and other related policies.

Embed EDIR Across Municipal Policies and Programs

Procurement is one area where participating municipalities have considerable room to strengthen practice. Potential approaches include expanding outreach to diverse suppliers, developing supplier pipelines, improving the collection and use of supplier information, providing accessible guidance on municipal bidding processes and offering meaningful feedback to unsuccessful proponents. Municipalities can draw on existing Canadian approaches and adapt them to their own procurement scale, legislative context and capacity.

Municipalities can also strengthen the use of evidence throughout policy and program development. This includes collecting and analyzing disaggregated data where appropriate and feasible, engaging equity-deserving communities in policy and program design, and gathering feedback during implementation. Where quantitative data are limited, community engagement and other qualitative evidence can provide important insight into barriers, experiences and potential differential impacts. Accessible formats, language access and multiple communication channels can further support equitable access to municipal programs and services. Research on municipal equity policies emphasizes precisely this transition from stated commitment to implementation within existing planning and policy processes.²⁹

Strengthen Authentic Community Engagement

Municipalities should formalize EDIR considerations in sponsorship and volunteer initiatives, which are among the most visible expressions of municipal values in community life and where no respondent has yet established formal policies and processes. Municipalities should also apply a consistent standard to partner selection, treating a partner's record on diversity and inclusion as a documented consideration rather than an informal one, and systematically review communications materials for stereotypes.

The variation in community engagement results also creates an opportunity for peer learning. Participating municipalities reported practices ranging from relatively limited activity to the highest maturity level in the Municipal DAT. Sharing approaches among municipalities with different experiences and capacities may help identify adaptable models for building relationships, incorporating community perspectives and strengthening participation.

Measure Progress and Support Continuous Improvement

Municipalities can strengthen measurement by establishing a manageable set of EDIR indicators linked to organizational priorities, tracking representation and other relevant outcomes, and regularly reviewing results. Depending on municipal context and capacity, this can include employee experience measures, representation data, pay analysis, policy and program evaluation, and mechanisms for communicating findings to leadership and communities.

Measurement approaches should be proportionate to municipal size, resources and available data. Rather than expecting every municipality to establish a large measurement framework immediately, municipalities can begin with a smaller number of meaningful indicators that can be collected consistently and expanded as capacity develops.

Support the Continued Development and Use of the Municipal DAT

The preliminary findings also identify opportunities for partners and funders to support municipal EDIR capacity. Areas for potential support include data and measurement capacity, practical tools that can be adapted across different municipal contexts, and opportunities for peer learning among municipalities facing similar challenges.

The preliminary findings also identify opportunities for partners and funders to support municipal EDIR capacity. Areas for potential support include data and measurement capacity, practical tools that can be adapted across different municipal contexts, and opportunities for peer learning among municipalities facing similar challenges.

Municipal feedback identifies several priorities for continued refinement of the tool. These include making longer sections easier to complete in stages, enabling respondents to save progress and return to unanswered questions, and providing a printable guide or other resource to support municipalities that need to gather information from multiple departments. Response scales could also be reviewed where municipalities identified gaps between available options.

Specialized activities should be described as an evolving area of the Municipal DAT rather than an empty sub-category. Existing coverage includes areas such as emergency preparedness, while future iterations can explore additional municipal functions as feedback and use of the tool expand. Municipal users also identified opportunities to strengthen coverage of planning, transportation, social programs, digital accessibility, relationships with Indigenous Peoples and communities, and mechanisms for systematically integrating EDIR into municipal decision-making.

Finally, customized recommendations could be better prioritized and sequenced so that municipalities receive clearer guidance on which actions may be most appropriate to address first given their current maturity, context and capacity.

Appendices

Appendix A: Municipal DAT dimensions & assessment framing

Table A1. Municipal DAT maturity scale

Level	Label	Description
0	Not applicable	The practice does not apply to the municipality (for example, it has no employees, no job postings or no external partners)
1	Minimal compliance	The municipality may have begun the work but is at a level of minimal compliance
2	Regulatory compliance	The municipality meets its legal obligations without going beyond them
3	Foundational demonstration	Deliberate practice exists but is neither comprehensive nor systematically applied
4	Advanced implementation	Practice is documented, resourced and applied consistently
5	Strategic integration	EDIR is embedded in how the municipality sets direction and measures itself

Note: The maximum available level varies by item. Some items are scored to a maximum of three or four levels rather than five, reflecting the number of distinguishable stages in that practice.

Table A2. Item distribution across dimensions and sub-categories

Dimension	Sub-category	Scored items
Aligning strategy with organizational goals	Context, goal setting and implementation	11
	Measurement and key performance indicators	16
	Training materials	1
Internal processes	Governance and leadership	8
	Human resource practices	25
	Values and culture	17
Policies and programs	Design, implementation and evaluation	18
	Procurement	7
Community engagement	Interested and affected parties	4
	Authentic engagement approaches	2
Total		109

Note: Functional areas items are reported within design, implementation and evaluation for scoring purposes. One additional multiple-response item on the composition of executive, standing and ad hoc committees is descriptive and is not scored. The specialized activities and legislation sub-categories of the municipal EDIR framework have no corresponding items in the current version of the instrument.

Appendix B: Sample Characteristics

Table B1. Characteristics of responding municipalities

Characteristic	Category	Municipalities
Population category (self-reported)	Very large (400,000 or more)	2
	Large (100,000–399,999)	4
	Medium (30,000–99,999)	2
	Small (0–29,999)	3
Province or territory	Ontario	8
	Quebec	1
	Saskatchewan	1
	Nunavut	1
Language of completion	English	10
	French	1
Previous diversity assessment or training	Yes	8
	No	2
	Not reported	1
Self-assessed knowledge of EDIR	We are well acquainted with the topic	4
	We have some knowledge of the topic	5
	We are new to the topic	2
	We are experts	0

Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

Appendix C: Additional Results and Tables

Table C1. Maturity level by dimension

Dimension	Mean level (0–5)	Median	Range	Mean practice score (% of maximum)
Internal processes	3.18	3	1–4	69.0
Aligning strategy with organizational goals	3.00	3	1–4	64.5
Community engagement	3.00	4	0–5	63.4
Policies and programs	2.73	2	1–4	55.4

Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11). Mean level is the benchmarked dimension score generated by the tool. Mean practice score is the mean of item scores expressed as a percentage of the maximum available level for each item.

Table C2. Practice maturity by sub-category

Dimension	Sub-category	Mean practice score (% of maximum)
Internal processes	Values and culture	73.3
Aligning strategy	Training materials	69.7
Aligning strategy	Context, goal setting and implementation	69.6
Internal processes	Human resource practices	69.3
Community engagement	Authentic engagement approaches	66.1
Community engagement	Interested and affected parties	62.1
Aligning strategy	Measurement and key performance indicators	60.7
Internal processes	Governance and leadership	58.7
Policies and programs	Design, implementation and evaluation	58.5
Policies and programs	Procurement	47.5

Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

Table C3. Composite practice score by municipality

ID	Population	Strategy	Internal	Policies	Community	Composite
A	Small	81.6	91.6	83.6	90.3	86.8
B	Very large	81.4	87.8	80.3	86.9	84.1
C	Large	80.2	79.5	68.1	86.1	78.5
D	Small	77.2	68.9	75.3	89.2	77.6
E	Medium	71.4	70.2	56.9	82.8	70.3
F	Very large	71.8	81.7	50.5	53.1	64.3
G	Large	61.0	63.9	46.1	79.4	62.6
H	Medium	61.0	81.0	45.9	46.4	58.6
I	Large	52.6	57.9	48.6	48.3	51.9
J	Large	39.2	46.1	34.9	35.3	38.9
K	Small	32.2	30.1	19.6	0.0	20.5

Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11). Figures are the mean of item scores within each dimension, expressed as a percentage of the maximum available level for each item. Columns report the four dimensions in the order aligning strategy, internal

processes, policies and programs, and community engagement. Municipalities are identified by letter and ordered by composite score. Population category is as self-reported.

Table C4. Correlations among dimension composites

	Aligning strategy	Internal processes	Policies and programs	Community engagement
Aligning strategy	1.00			
Internal processes	0.91	1.00		
Policies and programs	0.93	0.83	1.00	
Community engagement	0.91	0.77	0.90	1.00

Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11). Pearson correlations, reported as descriptive observations only. No significance testing has been undertaken at this sample size.

Table B1. Characteristics of responding municipalities

Characteristic	Category	Municipalities
Population category (self-reported)	Very large (400,000 or more)	2
	Large (100,000–399,999)	4
	Medium (30,000–99,999)	2
	Small (0–29,999)	3
Province or territory	Ontario	8
	Quebec	1
	Saskatchewan	1
	Nunavut	1
Language of completion	English	10
	French	1
Previous diversity assessment or training	Yes	8
	No	2
	Not reported	1
Self-assessed knowledge of EDIR	We are well acquainted with the topic	4
	We have some knowledge of the topic	5
	We are new to the topic	2
	We are experts	0

Source: Diversity Institute, Municipal Diversity Assessment Tool, March to August 2026 (n = 11).

References

- ¹ Cukier, W., Borova, B., Sverko, K., & Wang, M. (2025). *Municipal equity, diversity, inclusion and reconciliation sharing platform*. Diversity Institute, City of Kingston, and Future Skills Centre. <https://www.torontomu.ca/content/dam/diversity/reports/municipal-equity-diversity-inclusion-and-reconciliation-sharing-platform.pdf>
- ² Association of Municipalities of Ontario. (n.d.). *Municipal 101*. <https://www.amo.on.ca/about-us/municipal-101>
- ³ Cukier, W., Borova, B., Sverko, K., & Wang, M. (2025). *Municipal equity, diversity, inclusion and reconciliation sharing platform*. Diversity Institute, City of Kingston, and Future Skills Centre. <https://www.torontomu.ca/content/dam/diversity/reports/municipal-equity-diversity-inclusion-and-reconciliation-sharing-platform.pdf>
- ⁴ United Nations Educational, Scientific and Cultural Organization. (2016). *Creating inclusive and equitable cities*. <https://unesdoc.unesco.org/ark:/48223/pf0000261409>
- ⁵ Financial Accountability Office of Ontario. (2022, September 28). *Ontario public sector employment and compensation*. <https://fao-on.org/en/report/public-sector-compensation/>
- ⁶ Statistics Canada. (2023, September 6). *New data on the changing demographics of racialized people in Canada*. <https://www.statcan.gc.ca/o1/en/plus/4433-new-data-changing-demographics-racialized-people-canada>
- ⁷ Statistics Canada. (2026, January 9). *Employment characteristics by visible minority group, annual*. <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1410043801>
- ⁸ Statistics Canada. (2023, September 6). *New data on the changing demographics of racialized people in Canada*. <https://www.statcan.gc.ca/o1/en/plus/4433-new-data-changing-demographics-racialized-people-canada>
- ⁹ Statistics Canada. (2022, October 26). *Immigrant population by selected places of birth, admission category and period of immigration, 2021 Census*. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/dv-vd/imm/index-en.cfm>
- ¹⁰ Statistics Canada. (2026, January 9). *Employment characteristics by visible minority group, annual*. <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1410043801>
- ¹¹ Statistics Canada. (2023, September 6). *New data on the changing demographics of racialized people in Canada*. <https://www.statcan.gc.ca/o1/en/plus/4433-new-data-changing-demographics-racialized-people-canada>
- ¹² Statistics Canada. (2022, October 26). *Immigrant population by selected places of birth, admission category and period of immigration, 2021 Census*. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/dv-vd/imm/index-en.cfm>
- ¹³ City for All Women Initiative. (2015). *Advancing equity and inclusion: A guide for municipalities*. <https://www.cawi-ivtf.org/wp-content/uploads/advancing-equity-inclusion-en.pdf>
- ¹⁴ Federation of Canadian Municipalities. (2018). *Rural challenges, national opportunity: Shaping the future of rural Canada*. <https://data.fcm.ca/documents/issues/FCM-Rural-Canada-2018-EN.pdf>

- ¹⁵ Cukier, W., Borova, B., Sverko, K., & Wang, M. (2025). *Municipal equity, diversity, inclusion and reconciliation sharing platform*. Diversity Institute, City of Kingston, and Future Skills Centre. <https://www.torontomu.ca/content/dam/diversity/reports/municipal-equity-diversity-inclusion-and-reconciliation-sharing-platform.pdf>
- ¹⁶ Federation of Canadian Municipalities. (2023). *Women's representation in municipal elected positions*. <https://media.fcm.ca/documents/programs/canwill/womens-representation-in-municipal-elected-positions-2023.pdf>
- ¹⁷ Gagnon, S., Cukier, W., Oliver, A., & Mo, G. Y. (2024). *DiversityLeads: Diverse representation in leadership: A review of 10 Canadian cities*. Asper School of Business, Diversity Institute, and Future Skills Centre. <https://www.torontomu.ca/content/dam/diversity/reports/diversityleads2024/DI-FS%20Diverse%20Representation%20in%20Leadership%20%E2%80%93%20Aug2024-final.pdf>
- ¹⁸ Olusanya, E. O. E. (2023). Workplace diversity, equity and inclusion. *Journal of Business Diversity*, 23(4), 14–23. <https://articlearchives.co/index.php/JBD/article/view/6143>
- ¹⁹ Deloitte. (2011). *Only skin deep? Re-examining the business case for diversity*. https://www.ced.org/pdf/Deloitte_-_Only_Skin_Deep.pdf
- ²⁰ Lo Iacono, V. (2023, December 31). *8 benefits of EDI equality, diversity and inclusion training for all employees*. Symonds Research. <https://symondsresearch.com/benefits-edi-training/>
- ²¹ Kiradoo, G. (2022). Diversity, equity and inclusion in the workplace: Strategies for achieving and sustaining a diverse workforce. *Advance Research in Social Science and Management*, 1, 139–151. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=4392136
- ²² Samara, I., Nandakumar, M. K., O'Regan, N., & Almoumani, H. M. (2023). Governance diversity: Its impact on strategic variation and results. *Strategic Change*, 32(1), 29–42. <https://doi.org/10.1002/jsc.2534>
- ²³ Luke, C. H. E. (2025). *The importance and economic benefits of diversity, equity, and inclusion (DEI) programs in local government administration in Canada* [Master's major research paper, Western University]. Scholaris. <https://uwo.scholaris.ca/items/31f2beb7-f55b-483e-9269-f9e2357ef31e>
- ²⁴ Doyle, R., & George, U. (2007). Achieving and measuring diversity: An organizational change approach. *Social Work Education*, 27(1), 97–110. <https://doi.org/10.1080/02615470601141235>
- ²⁵ Robotham, K., Jackson, D., & Van Bommel, T. (2024, July 16). *Six actions to create genuine DEI policies*. Catalyst. <https://www.catalyst.org/en-us/insights/2024/genuine-inclusion-policies>
- ²⁶ Cukier, W., & Smarz, S. (2012). Diversity assessment tools: A comparison. *International Journal of Knowledge, Culture and Change Management*, 11(6), 49–63.
- ²⁷ Cukier, W., Borova, B., Sverko, K., & Wang, M. (2025). *Municipal equity, diversity, inclusion and reconciliation sharing platform*. Diversity Institute, City of Kingston, and Future Skills Centre. <https://www.torontomu.ca/content/dam/diversity/reports/municipal-equity-diversity-inclusion-and-reconciliation-sharing-platform.pdf>
- ²⁸ Federation of Canadian Municipalities. (2022). *Considerations for developing a gender equity and inclusion municipal strategy: Themes and trends from Canadian municipalities*. <https://fcm.ca/en/resources/women-in-local-government/2022-research/municipal-strategies>
- ²⁹ Williams, T., & Barr, V. (2022). Municipal equity policies: Takeaways for planners. *Plan Canada*, 62(4), 30–35. https://teaminteract.ca/ressources/PlanCanada_Vol.62_No.4_Winter2022_WilliamsBarr.pdf