Minute No. 370
Report – Executive Policy Committee – April 21, 2021

Item No. 17 2020 Workforce Diversity Report

COUNCIL DECISION:

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

1. That the 2020 Workforce Diversity Report and appendices be received as information.

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

Report – Executive Policy Committee – April 21, 2021

DECISION MAKING HISTORY:

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 21, 2021, the Executive Policy Committee concurred in the recommendation of the Human Rights Committee of Council and submitted the matter to Council.

COMMITTEE RECOMMENDATION:

On March 23, 2021, the Human Rights Committee of Council concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

Diane Burelle, Human Resource Services and Jennifer Bodnarchuk, Department of Innovation, provided a verbal presentation on the matter and submitted supporting documentation.

ADMINISTRATIVE REPORT

Title: 2020 Workforce Diversity Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Burelle	A. Cusson	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

The 2020 Workforce Diversity Report highlights the City of Winnipeg's progress on workforce diversity representation and associated supportive actions in the Public Service.

The 2020 Workforce Diversity Report focuses on four equity groups: Women, Indigenous Peoples, Racialized Peoples, and Persons with Disabilities. These four equity groups are not mutually exclusive, recognizing intersectionality may occur within each. Consequently, employees may self-declare in more than one equity group and this fact is considered in our analyses on intersectionality. It is also important to note that self-declaration is voluntary, and therefore statistics may not fully reflect the actual workforce diversity at the City of Winnipeg.

As of December 31, 2020, a total of 10,244 employees were employed by the City. Workforce diversity representation continues to lag behind the labour force population, with the exception of Indigenous Peoples which is slightly higher. Workforce diversity representation continues to lag behind the total population in all four equity groups. The data also shows a slight increase and overall similar numbers for Indigenous Peoples, Racialized Peoples and Persons with Disabilities equity groups and a slight reduction for Women and Intersectional equity groups from 2019 levels.

Human Resources Services' PeopleSoft enhancement, in support of workforce representation, includes configuration of the recruitment system to allow internal applicants to self-declare as part of the internal recruitment process. As well, a newly expanded and more inclusive self-declaration questionnaire will be launched in 2021.

RECOMMENDATION

That this report and appendices be received as information.

REASON FOR THE REPORT

On February 27, 2020, Council concurred in the recommendation of the Public Service and directed the Public Service to report back on workplace diversity, by March of each year, to the Human Rights Committee of Council. The annual report will be used to track changes and progress from year to year, that the information be used to develop Equity, Diversity and Inclusion program priorities; and to ensure we are making progress toward the City of Winnipeg workforce being reflective of the demographics of the community and populations we serve.

IMPLICATIONS OF THE RECOMMENDATION

There are no implications arising from receiving this report as information.

HISTORY/DISCUSSION

Workforce Diversity Information

As of December 31, 2020, a total of 10,244 employees were employed by the City (including those on paid leave of absence, on leave without pay, and laid off). Table 1 demonstrates the 2016 Statistics Canada Census, Winnipeg Census Metropolitan Area total population and labour force statistics, as compiled by the City of Winnipeg Economist.

Table 1: Overall Representation		Equity Groups				
		Women	Indigenous Peoples	Racialized Peoples	Persons with Disabilities	Inter-sectional
Total Population		50.95%	12.19%	25.65%	34.25%	-
Labour Force Population		48.27%	9.77%	25.65%	31.78%	-
City of Winnipeg Workforce	2020	29.35%	10.71%	16.21%	2.98%	9.28%
	2019	30.00%	10.24%	15.86%	2.87%	9.31%
	2018	29.90%	9.71%	14.98%	2.76%	8.75%

This table shows that workforce diversity representation continues to lag behind the labour force population with the exception of Indigenous Peoples which is slightly higher. Workforce diversity representation continues to lag behind the total population in all four equity groups. The data also shows a slight increase and overall similar numbers for Indigenous Peoples, Racialized Peoples and Persons with Disabilities equity groups and a slight reduction for Women and Intersectional equity groups from 2019 levels. Details are as follows:

1. Women represent 29.35% of the workforce, a decrease of 0.65 percentage points (PP) from 2019. The gaps from labour force population and total population are 18.92 PP and 21.60 PP, respectively.

2. Indigenous Peoples represent 10.71% of the workforce, a 0.47 PP increase from 2019. This level of representation exceeds that of the labour force by 0.94 PP but the gap from total population is 1.48 PP. The difference between labour force population and total population may be partly due to systemic barriers in accessing the labour force and the rapidly growing portion of the Indigenous population that is under the age of 15.

3. Racialized Peoples represent 16.21% of our workforce, a 0.35 PP increase from 2019. The gaps from labour force population and total population are both 9.44 PP.

4. Persons with Disabilities represent 2.98% of our workforce, a 0.11 PP increase from 2019. The gaps from labour force population and total population are 28.80 PP and 31.27 PP, respectively. These are particularly significant as we transition to a more inclusive definition of Persons with Disabilities. We have chosen to reflect the labour force and total populations that experience their disabilities or limitations “always, often or sometimes”. This is inclusive of all disabilities, including those that are episodic (for example, mental or emotional health conditions).

Please note that the total population of both Indigenous and Racialized Peoples are expected to increase. The City of Winnipeg Indigenous Peoples Highlights report, September 2018, pointed out that “the Indigenous population in Manitoba and the City of Winnipeg is one of the fastest growing demographics”. Further, the Community Trends and Performance Report 2021 states that “Winnipeg’s population growth is primarily driven by international immigration which has steadily increased since the early 2000s”. In anticipation of the 2021 Census statistics, where we expect the representation of Indigenous and Racialized Peoples to be higher, we acknowledge that 2016 levels are likely no longer representative.

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

- Emergency Services
- Transportation & Utilities, and
- All Other City Services

The nature of work is similar within each category and each service category experiences unique challenges in hiring and retaining diverse employees. As demonstrated in Table 2, below, each service category has seen positive increases in representation in all four equity groups, with the exception of women in “Other Service Areas”. However, overall representation of women in this service category is the highest and is still well above those for both labour force and total populations.

Exploring the workforce by service category is only one way to look at diversity representation. Further analyses of Intersectionality and Employment Equity Occupational Groups (EEOGs) are outlined in Appendices A & B.

Table 2: Representation by Service Category		Equity Groups				
		Women	**Indigenous Peoples**	**Racialized Peoples**	**Persons with Disabilities**	**Inter-sectional**
Total Population		50.95%	12.19%	25.65%	34.25%	-
Labour Force Population		48.27%	9.77%	25.65%	31.78%	-
Service Categories						
Emergency Services	2020	25.76%	11.23%	7.44%	0.93%	5.53%
	2019	25.52%	11.03%	7.36%	0.89%	5.46%
	2018	24.88%	10.54%	6.97%	0.69%	4.93%
Transportation & Utilities	2020	18.69%	11.56%	21.22%	3.65%	7.15%
	2019	18.60%	10.76%	20.42%	3.45%	7.03%
	2018	19.02%	10.11%	19.57%	3.36%	6.48%
Other Service Areas	2020	51.39%	8.64%	19.81%	4.63%	17.73%
	2019	52.33%	8.50%	19.45%	4.41%	17.38%
	2018	52.01%	8.11%	18.05%	4.41%	16.75%

Table 3 demonstrates that equity groups are under-represented as Permanent Employees and over-represented as Part-time / Casual employees within the organization. This trend is particularly pronounced for the Women and Intersectional equity groups.

Table 3: Representation by Employment Status		Equity Groups				
		Women	**Indigenous Peoples**	**Racialized Peoples**	**Persons with Disabilities**	**Inter-sectional**
Permanent	2020	26.25%	9.91%	15.51%	2.51%	7.59%
	2019	26.45%	9.36%	14.96%	2.49%	7.42%
	2018	26.47%	9.00%	14.26%	2.37%	7.07%
Part-time / Casual	2020	63.99%	11.79%	22.72%	5.14%	23.79%
	2019	63.39%	11.52%	23.66%	4.29%	23.66%
	2018	63.73%	10.61%	22.35%	4.45%	22.82%
Other	2020	23.19%	15.70%	15.97%	4.60%	9.57%
	2019	23.22%	15.17%	14.75%	4.11%	8.97%
	2018	23.57%	13.87%	13.45%	4.00%	7.83%

Table 4, below, demonstrates median salaries across the organization. Salaries for the majority of employees are laid out in collective agreements and are therefore standard for all employees. However, equity groups do lag behind overall median salary levels in most cases. The Intersectional group has the lowest median salary in all instances.

Please note that Table 4 should not be interpreted as a pay equity analysis as there are many factors that would go into such an analysis. A pay equity analysis has not yet been undertaken at the City of Winnipeg.

Table 4: Median Salary	All Employees	Equity Groups				
		Women	Indigenous Peoples	Racialized Peoples	Persons with Disabilities	Inter-sectional
Total	$61,346	$55,858	$57,131	$55,858	$51,269	$50,117
Emergency Services	$105,767	$86,579	$105,767	$93,035	$92,983	$83,982
Transportation & Utilities	$55,858	$53,053	$51,038	$55,858	$51,038	$49,473
Other Services Areas	$50,902	$47,531	$45,130	$46,614	$48,829	$44,122

Table 5 highlights salary quintiles, which are five equally distributed groupings of approximately 20% of employees per quintile, to show workforce diversity representation in various salary ranges. Equity groups are less well-represented in the upper salary ranges.

Table 5: Quintiles of Salaries	Equity Groups				
	Women	Indigenous Peoples	Racialized Peoples	Persons with Disabilities	Inter-sectional
$105,029.98+	16.15%	9.81%	6.00%	0.88%	2.98%
$73,382.10 to $105,029.97	32.18%	8.84%	10.16%	2.25%	6.54%
$55,858.11 to $73,382.10	29.47%	11.45%	14.52%	2.57%	9.82%
$47,090.87 to $55,858.10	26.28%	10.90%	23.00%	3.93%	9.13%
Up to $47,090.86	43.35%	12.66%	25.52%	4.97%	18.07%

Table 6, below, demonstrates representation at the levels of senior and middle managers, according to Employment Equity Occupational Groups. All equity groups are under-represented in managerial roles. This suggests a need for remedial measures for representation at the upper levels of the organization.

Table 6: Management Representation		Equity Groups				
		Women	Indigenous Peoples	Racialized Peoples	Persons with Disabilities	Inter-sectional
Senior Managers	2020	21.88%	3.13%	6.25%	0.00%	0.00%
	2019	24.24%	0.00%	6.06%	0.00%	0.00%
Middle Managers	2020	28.42%	6.01%	6.01%	0.55%	4.37%
	2019	26.37%	6.04%	7.14%	0.55%	4.40%

This new Management Representation table addresses the requirement to report on "Number employed in management positions". Historically, the definition of "Management" was set by a minimum salary of $100,000; however, the EEOG (Employment Equity Occupational Group) mapping of City of Winnipeg jobs to the two categories of Middle Manager and Senior Manager better address this requirement.

Table 7 shows the representation by age group. In general, the younger age groups are closer to being equitably representative than the older age groups, with the exception of Persons with Disabilities. A notable statistic shown here is how the percentage of women under the age of 25, 50.42%, decreases to 33.56% in the 25 – 29 years range, and does not reach that level again. This may correlate with the findings of women leaving the workforce during prime childbearing years. Employees who are on paid or unpaid leaves of absence, including maternity or parental leave, are represented in this dataset as current employees of the organization, so this decrease could represent actual departures from the organization.

Table 7: Representation by Age Group		**Equity Groups**				
	Count of All Employees	**Women**	**Indigenous Peoples**	**Racialized Peoples**	**Persons with Disabilities**	**Inter-sectional**
60 years and over	727	27.65%	5.64%	11.14%	4.95%	6.46%
55 to 59 years	1,102	25.86%	8.08%	10.89%	4.08%	6.35%
50 to 54 years	1,206	28.28%	10.12%	14.26%	2.65%	7.38%
45 to 49 years	1,336	26.72%	12.13%	13.77%	2.99%	8.23%
40 to 44 years	1,313	24.45%	10.13%	18.43%	2.06%	7.92%
35 to 39 years	1,493	25.99%	10.11%	19.49%	2.75%	9.18%
30 to 34 years	1,334	30.81%	10.12%	18.67%	2.32%	9.07%
25 to 29 years	1,013	33.56%	15.10%	15.79%	3.26%	12.44%
24 years and under	720	50.42%	15.42%	22.50%	2.78%	20.42%

Figure 1, below, provides another interpretation of the data in Table 7: as a Population Pyramid based on counts. Population Pyramids are typically used to compare the age and sex of a population, but here we are demonstrating a simplified gender distribution by age. What we see is that while the *number* of women remains relatively stable until the two oldest age ranges, their *representation* decreases because the numbers of *other* employees increases at a higher rate until the fourth-youngest age range. This analysis shows the value of exploring our diversity measures in many different ways.

Figure 1. Counts of City of Winnipeg Employees by Age and Gender (based on the number of employees self-declaring as women)

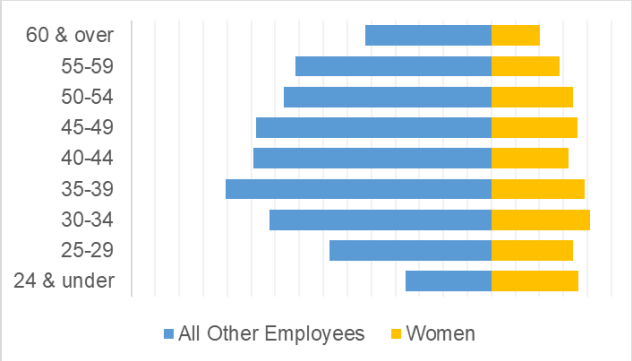

Table 8 shows the representation of hires. While 2020 was a difficult year for many reasons, the data demonstrate a need to establish systems to study and measure our recruitment activities. For example, flow data collection is needed to understand the number of equity candidates who apply and how they progress in the selection process.

Table 8: Representation of Hires		Equity Groups				
	Count of All Employees	Women	Indigenous Peoples	Racialized Peoples	Persons with Disabilities	Inter-sectional
2020	1,504	31.05%	11.90%	19.55%	3.06%	10.84%
2019	2,283	39.28%	12.21%	23.29%	3.69%	16.74%
2018	2,553	33.57%	11.56%	23.27%	4.66%	14.18%

Based on the current City of Winnipeg workforce representation, Table 9, below, shows that the rates of voluntary departures are disproportionately high for Women, Racialized Peoples and Intersectional Employees. This table also demonstrates a need to establish systems to study and measure our retention efforts. For example, flow data collection, focus group information gathering and/or exit interviews are needed to understand how equity candidates move through the employment life cycle and why they are departing at higher rates.

Table 9: Representation of Departures		Count of All Employees	Equity Groups				
			Women	Indigenous Peoples	Racialized Peoples	Persons with Disabilities	Inter-sectional
Retirement	2020	315	26.98%	7.94%	6.98%	3.17%	7.94%
	2019	296	32.09%	7.43%	7.43%	3.38%	7.43%
	2018	264	27.27%	4.92%	4.92%	7.20%	5.68%
Voluntary	2020	538	42.94%	8.74%	25.84%	2.23%	15.61%
	2019	764	40.84%	10.73%	26.96%	3.80%	16.88%
	2018	727	45.12%	9.49%	22.42%	3.58%	15.68%
Involuntary	2020	277	27.44%	11.19%	15.88%	1.81%	8.30%
	2019	264	31.82%	7.20%	16.29%	5.30%	9.09%
	2018	346	24.57%	6.65%	15.32%	3.47%	8.38%

Progress in 2020

The City of Winnipeg is committed to achieving a diverse workforce representation, reflective of the community we serve, at all levels of the organization.

Progress on the strategic actions in support of equity, diversity and inclusion are as follows:

1. The new Equity, Diversity & Inclusion Coordinator started on October 5, 2020.

2. The Equity, Diversity & Inclusion Education & Training Program framework and learning objectives were submitted and approved by Human Rights Committee of Council, Executive Policy Committee and Council in November & December 2020. The corresponding Awareness Series, communications and learning events throughout the year were also received as information.
    - This Program is in response to the Mayor's Motion in July 2020 to educate and train the Public Service in anti-racism and anti-oppression and cultural competency.
    - This Program is a strategic action under the Newcomer Welcome & Inclusion Policy and Strategic Framework.
    - The first module, Journey to Inclusion, will be launched in 2021.
    - Mayor & Council and Senior Management Team will participate in a full day education and training session, including anti-racism & anti-oppression education. This will take place on March 22, and March 24, 2021. We have engaged Equitable Solutions to develop and deliver the "Strategies for Change" sessions.

3. A draft 2021 City of Winnipeg Self-Declaration Questionnaire has been developed with community and stakeholder consultation and is under review for implementation this year.
    - It is designed to gather more disaggregated data for thorough workforce analyses, including impacts of intersectionality, in alignment with the Anti-Racism Secretariat best practices.
    - In addition to the equity groups of Indigenous Peoples, Women, Persons with Disabilities, and Racialized Peoples, the new self-declaration questionnaire is inclusive of all genders, all races, Newcomers and 2SLGBTQ+ peoples.
    - It will be voluntary to self-declare.
    - In January every year, an active invitation to self-declare or update the self-declaration will be issued to all employees as a standard practice.

4. Creation of an Equity, Diversity & Inclusion Policy and Strategy is underway, with the first priority being a comprehensive Employment Program to move the dial on workforce diversity representation.
    - The creation of Employee Resource Groups will be a key focus to gather diverse perspectives for a comprehensive and responsive strategy and programming.
    - The City is currently able to implement the March 10, 2020 direction to factor in equity considerations in external recruitments. Top rated candidates whose final

scores are within a 5% range and who have voluntarily self-declared as a member of any of the four equity groups are considered to be relatively equal and equity may be used as the determining factor for final selection.

- Women at Work Committee, chaired by Interim CAO Mike Ruta and Angie Cusson, Director of Human Resource Services, is comprised of women from most departments and all levels of staff who are working diligently on the 2020/2021 deliverables:
    - To educate our senior leaders and management teams on women at work and gender equity issues through training.
    - To create a direct path for women to report issues on equity or gender discrimination to the two Chairs of the Women at Work Committee for fair review and resolution.
    - To have workplace and individual learning at the ground level, to educate staff and improve the workplace where issues are found to exist.

5. A research collaboration with the University of Manitoba and Mitacs is currently being explored. This research will include conducting focus group sessions and a workplace cultural assessment as well as compiling academic peer-reviewed research on all equity groups to form part of the EDI Education & Training Program.

6. The Public Service will work with the eight city Unions to incorporate equity, diversity & inclusion commitments in collective agreements.

7. Human Resources Services' PeopleSoft team has configured the recruitment system to allow internal applicants to self-declare as part of the internal recruitment process. This will help support planning for diversity representation at all levels of the organization.

FINANCIAL IMPACT

Financial Impact Statement **Date:** March 10, 2021

Project Name:

2020 Workforce Diversity Report

COMMENTS:

There is no financial impact from receiving this report as information.

original signed by T. Yanchishyn
Tanis Yanchishyn, CPA, CA
Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- Office of the CAO
- Innovation & Technology Services
- Access and Privacy Office, City Clerk's
- Indigenous Relations
- Community Services

- Customer Service and Communications

OURWINNIPEG POLICY ALIGNMENT

Page 49. 01-3 Prosperity. Direction 1:
Support a competent, productive and healthy workforce through strategic human resource planning that promotes flexible human resource systems, invests in human resource development and is based on values of equity, diversity, innovation and accountability.

Page 50. 01-3 Prosperity. Direction 4:
Engage higher education institutions and community agencies in research, service, teaching and capacity development.

Page 51. 01-3 Prosperity. Direction 6:
Generate more opportunities to retain existing, experienced employees in the workforce.

Page 73. 03-1 Opportunity:
International newcomers are Winnipeg's largest source of population growth. International immigration to Winnipeg is steadily increasing, and newcomers now comprise about 18 percent of the city's total population. As Winnipeg enters a period of growth and change, the cultural diversity of our city is expected to increase. In order to grow sustainably, the City and its community partners will need to respond effectively to an increasingly diverse community, including recognizing the needs of people who come to Winnipeg having experienced war, genocide, colonization and displacement. As a collaborator, the City will seek to support community led initiatives aimed at fostering equity and inclusion or opposing discrimination.

Page 75. 03-1 Opportunity. Direction 03:
Work with community partner to foster an inclusive and equitable community.

- Support social inclusion and equitability in the general community and in City programs, services and activities. Support community-led initiatives aimed at fostering equity and inclusion or at opposing discrimination.

Page 77. 03-1 Opportunity. Direction 6:
Foster opportunities for Aboriginal Winnipeggers, particularly youth, to obtain meaningful employment by building on current civic practices, processes and community partnerships.

- Provide pre-employment and employment development opportunities within the civic system.
- Support community-based organizations that provide employment-based programs and supports for Aboriginal youth.
- Collaborate with Aboriginal community-based organizations to develop a continuum of employment-based services to Aboriginal youth.

- Develop and implement mentorship and retention strategies to ensure Aboriginal youth stay engaged within our civic system through programs, services and employment.
- Work collaboratively with partners to provide training and professional development

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Human Resource Services - Equity, Diversity & Inclusion
Division: Corporate Human Resource Services
Prepared by: Diane Burelle, Equity, Diversity & Inclusion Coordinator
Date: March 12, 2021
File No: N/A

Attachments:

Appendix A – Intersectionality Diagram

Appendix B – Workforce Analyses by Employment Equity Occupational Group (EEOG)