Agenda – Council – September 26, 2024

Report – Executive Policy Committee – September 17, 2024

Item No. 20 Human Rights Committee of Council – 2023 Annual Workforce Diversity Report

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 17, 2024, the Executive Policy Committee concurred in the recommendation of the Human Rights Committee of Council and submitted the following to Council:

1. That this report be received as information.

Agenda – Council – September 26, 2024

Report – Executive Policy Committee – September 17, 2024

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 17, 2024, the Executive Policy Committee concurred in the recommendation of the Human Rights Committee of Council and submitted the matter to Council.

David Grant submitted a communication in opposition to the matter.

COMMITTEE RECOMMENDATION:

On July 15, 2024, the Human Rights Committee of Council concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee.

ADMINISTRATIVE REPORT

Title: 2023 Annual Workforce Diversity Report

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

AUTHORIZATION

Authors	Department Head	CFO	CAO
D. Burelle B. West	A. Cusson	N/A	M. Jack

EXECUTIVE SUMMARY

The City of Winnipeg (City) is committed to achieving a diverse workforce representation, reflective of the community we serve, at all levels of the organization. The purpose of the 2023 Workforce Diversity Report is to share progress on the strategic priorities the City has undertaken and will continue to undertake in support the of the Equity, Diversity & Inclusion (EDI) Policy & Strategy.

The 2023 Workforce Diversity Report focuses on the activities of the Equity Office and City departments, as well as the six equity groups at the City: Indigenous Peoples, Racialized Peoples, Women, 2SLGBTQQIA+ Peoples, Persons with Disabilities, and Newcomers. These six 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.

The 2023 Workforce Diversity Report demonstrates that approximately 10,621 employees[1] were employed by the City in 2023. As demonstrated in **Table 1 – Appendix A**, the data shows a slight increase in representation for Racialized Peoples, Persons with Disabilities, 2SLGBTQQIA+ Peoples, Newcomers and Intersectional groups, and a slight reduction for Women and Indigenous Peoples from 2022 levels.

The City launched a self-declaration campaign in September 2021 with the goal of working toward achieving a 65 percent response rate. At the time of this report, the response has reached 53.6 percent, up from 37 percent at the time we started. In 2023, the City continued to promote completion of the self-declaration questionnaire.

[1] All data is based on reporting as at December 31, 2023. This data includes employees who are actively employed; on a paid leave of absence; on leave without pay; and laid off.

There are unique challenges in reaching field staff and this is being addressed with impacted Departments. It is important to note that self-declaration is voluntary, and therefore based on our current completion rates our statistics do not accurately reflect the true dimensions of diversity within our workforce.

The Diversity Reports Working Group, comprised of Equity Office and Innovation & Technology staff, continues to work on the Diversity Dashboard (DD). The DD received the Chartered Professionals in Human Resources (CPHR) MB Ascent Award in April 2023 and reached finalist status at the Institute of Public Administration (IPAC) Awards in Ottawa in September 2023. Further enhancements to the DD implemented in 2023 include capturing data on Newcomers, French proficiency, salary gap analyses, historical trending, as well as laying the groundwork to publish aggregate diversity statistics on the City's Open Data Portal which went live on January 1, 2024. The DD is available to all departments to show real-time diversity representation and is used to assist with gap analyses to inform EDI programming priorities.

The data collected can be used for further analyses on disaggregated data (i.e. the diversity within each equity group) and can be used to inform workforce representation goals for each equity group, for each department. Following the information governance established with the City's Access and Privacy Office to safeguard privacy and confidentiality, it is important to note that not all statistics can be displayed. When an equity group of employees has a representation of less than 10, the data is left out; this is set at 15 for persons with disabilities. Consequently, some tables in Appendix A have some blank fields, due to this safeguard. Finally, a blog by a Senior Data Scientist from the Diversity Reports Working Group, has reached international audiences through Apolitical, a platform for Public Servants to connect and learn (Appendix D).

In addition to Employee Demographics, the Equity Office is working hard on EDI strategic priorities relating to Employee Education and Employee Programs. Progress is being made on the mandatory Journey of Inclusion training with 2026 full course completions and 213 in progress in 22 departments. New training is being developed for foundational EDI knowledge for recruitment and retention of diverse candidates and to support Human Resource teams and leaders on unconscious bias training. Awareness is also fostered through the EDI calendar which highlights commemorative dates, learning opportunities, and community events. Select items are further communicated in *Three Things Today* to provide employees with timely access to learning opportunities, including the Human Rights Committee of Council and Equity Office Awareness & Action Speaker Series.

RECOMMENDATION

1. That this report be received as information.

REASON FOR THE REPORT

On February 27, 2020, Council directed the Public Service to report back on workforce diversity each year to the Human Rights Committee of Council. On September 29, 2021, Council approved the creation of the Equity Office, the EDI Policy and Strategy and the Diversity Dashboard which have become part of the annual reporting.

IMPLICATIONS OF THE RECOMMENDATION

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

HISTORY/DISCUSSION

2023 Workforce Analysis

The Tables referenced throughout this Administrative Report are available in **Appendix A**.

According to PeopleSoft as at December 31, 2023, 10,621 employees were employed by the City. As demonstrated in **Table 1**, workforce diversity representation continues to see some gains and some losses against the available labour force and total populations. The data shows a slight increase in representation for Racialized Peoples, 2SLGBTQQIA+ Peoples, Persons with Disabilities, Newcomers and Intersectional group, and a slight reduction for Women and Indigenous Peoples from 2022 levels. Our goal is to meet the available labour market targets to have a representative workforce first, and then aim for population targets after that. The 2023 details are as follows:

- **Indigenous Peoples** represent 11.06 percent of the workforce, a 0.23 percentage points (PP) decrease from 2022. However, this level of representation exceeds the available labour market by 1.05 PP. We are working now toward meeting the total population target of 12.45 percent.
- **Racialized Peoples** represent 16.77 percent of the workforce, a 0.48 PP increase from 2022. The gap from labour force population is 7.50 we continue to strive to meet this target.
- **Women** represent 26.37 percent of the workforce, a decrease of 0.54 PP from 2022. The gap from labour force population is 21.40 percent.
- **2SLGBTQQIA+** Peoples represent 3.61 percent of the workforce, an increase of 0.81 PP from 2022. There is no known target for the available labour market. The 2SLGBTQQIA+ Peoples total population for the Prairie Provinces in 2021 was 4.37 percent, which is deemed to be low. Thus, for the purpose of workforce representation targets, the percentage is rounded up to 5.00 percent, and the gap from total population is 1.39 PP.
- **Persons with Disabilities** represent 5.39 percent of the workforce, a 0.40 PP increase from 2022. The gap from labour force population is 30.84 PP.

- **Newcomers** represent 1.09 percent of the workforce, an increase of 0.47 PP from 2022. The gap from labour force population is 5.09 PP.
- **Intersectional** Group, i.e. person with two or more equity group identities, represents 13.41 percent of the workforce, an increase of 1.23 PP.

The City of Winnipeg also reports on the progress being made on promoting under-represented people up within the organization. Equitable representation at all levels within the organization is the goal. This will continue to be an area of focus that will take years to accomplish. This is important work as we look to future workforce planning. We note that the total population of Indigenous Peoples, Racialized Peoples and Newcomers are expected to continue to increase. The Infrastructure Planning Office released a report in September of 2018 titled "City of Winnipeg Indigenous Peoples Highlights: 2016 Canadian Census", this report pointed out that "the Indigenous population in Manitoba and the City of Winnipeg is one of the fastest growing demographics". The report can be found under Economic Resources on our City Webpage.

The Community Trends and Performance Report 2022 states that "Winnipeg's population growth is primarily driven by international immigration which has steadily increased since the early 2000s". The Federal Government has set the 2024-2026 immigration levels plan which includes 485,000 new permanent residents in 2024 and 500,000 in 2025 and 2026. This creates an opportunity for employers to engage with this important labour market group. The City of Winnipeg is current working with World Education Services and Immigration Partnership Winnipeg as a foundational partner to the #ImmigrantsWork project to raise awareness and to provide the necessary tools for organizations to support and welcome Newcomers to their workplaces.

2023 Workforce Report Structure:
For reporting purposes, the workforce report has been separated into three service categories:

1. Emergency Services;
2. Transportation and Utilities; and
3. 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**, each service category has seen positive increases in representation amongst most of the equity groups with statistics from 2022. There are some exceptions: Indigenous Peoples in Transportation and Utilities and Other City Services, and Women in all three service area categories are down.

This History/Discussion section shows several more ways, including further analysis by Employment Equity Occupational Group (EEOG) that show labour force availability, as outlined in **Appendix C**.

Table 3 demonstrates that equity groups tend to have greater representation as Part-time / Casual Employees than as Permanent employees within the organization. Indigenous Peoples are over-represented in the “Other employment” status category which encompasses seasonal, temporary and contract workers. 2SLGBTQQIA+ Peoples are over-represented in Part-time / Casual roles.

Table 4 demonstrates median salaries across the organization. Salaries for most employees are laid out in collective agreements and are therefore standard for all employees. However, equity groups do fall below the overall median salary levels in most cases. The Intersectional group has the lowest median salary in Emergency Services, and Newcomers have the lowest median salary in Transportation and Utilities and Other Service Areas. A discussion with departments to review these gaps should be explored to understand this trend.

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

Table 6 demonstrates representation at the levels of senior and middle managers, according to Employment Equity Occupation Groups. While some small gains were made, all equity groups are under-represented in managerial roles. This continues to be an area of focus.

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, except for Persons with Disabilities which is increasing with age.

Chart 7a 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 the number of women remains relatively stable until the two oldest age ranges. Their representation decreases through increasing age ranges because the number of other employees increases. This analysis shows the value of exploring diversity measures in different ways.

Table 8 shows representation of hires. In 2023, there were increased hiring rates for Racialized Peoples, Persons with Disabilities, and Intersectional employees, and lower hiring rates for Indigenous Peoples, Women and 2SLGBTQQIA+ Peoples compared to 2022. This speaks to the need to review the City’s recruitment activities so we can understand the number of equity candidates who apply and how they progress through the existing process.

Table 8a shows representation of hires by Service Category. Indigenous Peoples tend to be hired at the highest rates within Emergency Services. For all other equity groups, Other City Services show the highest hiring rates. Compared to 2022, Racialized Peoples in all three Service Categories saw increased hiring rates. Women and the Intersectional group saw increased hiring rates in Emergency Services and Transportation and Utilities. Persons with Disabilities saw increased hiring rates within Transportation and Utilities.

Table 8b shows the representation of external hires by Service Category. The pattern here is similar to the pattern for all hires with a few exceptions: For external hires for all equity groups other than Indigenous Peoples, Transportation and Utilities (rather than Other City Services) has the highest hiring rates over time. Emergency Services has the highest rate increase of hiring Women in 2023.

Based on current City workforce representation, **Table 9** shows that the rates of voluntary departures are disproportionately high for all equity groups other than Indigenous Peoples and Newcomers[2] which are trending downward. Involuntary departure rates are trending upwards in all equity groups except for Newcomers. This table demonstrates a need to focus on the City's retention efforts and understand why people are departing.

Equity Office (EO)

Created in September 2021, the EO anchors the City's commitment to promoting human rights, accessibility, equity, diversity and inclusion, anti-racism, anti-oppression and cultural competency within the organization. This focus aligns with the City's values of: Accountability, Diversity, Respect, Trust and Transparency. It also supports the goals of Council's Strategic Priorities Action Plan, the Corporate Strategic Plan, as well as OurWinnipeg 2045.

The EO aligns with and supports the Human Rights Committee of Council as well as the following City strategies, policies and administrative standards:

- Indigenous Relations Strategy;
- The Newcomer Welcome and Inclusion Policy & Strategy;
- The Poverty Reduction Strategy;
- French Language Services;
- The Universal Design Policy;
- The Respectful Workplace Administrative Standard;
- Job Accommodation, Accessibility and Return to Work;
- Social and Sustainable Procurement.

Equity Office Staffing and Structure:

In 2023 the Equity Office had an annual budget of $75,000.00 and a staff complement of 2.6 Full Time Equivalents (FTEs) with a request for additional operating dollars and FTE in 2024.

Equity Office structure was built by creating an initial organizational structure and utilizing the EO Governance Model, completed in 2023. Leading activities and creating vision will be done by the EDI Leadership Committee, which began recruitment in late 2023 and launched in 2024.

[2] Redacted data per the information governance to suppress for equity groups smaller than 10.

The EO Governance Model has been designed for timely engagement and collaboration with internal and external stakeholders, and Indigenous rightsholders on EDI Strategy implementation. A review and update of the EDI Policy and Strategy started in 2023. The EDI Strategy was an aspirational document built on requested resources. Post budget approval in 2024, the EDI Strategy will be amended to reflect actual resources assigned to the Equity Office.

Systems Changes / Enhancements in Support of EDI Progress

1. **Self-Declaration Questionnaire:** The launch of the self-declaration questionnaire in September 2021 has resulted in a 53.6 percent completion rate which has improved significantly from 37 percent from when we started. Data collected helps the city understand the workforce diversity representation, with a special focus on the following six under-represented equity groups: Indigenous Peoples, Women, Racialized Peoples, Persons with Disabilities, 2SLGBTQQIA+ Peoples, and Newcomers (**Appendix B**). This workforce report will also inform the EDI Strategy implementation to support department program development, education, and demographics improvements.

2. **Diversity Dashboard:** The Diversity Reports Working Group, comprised of Equity Office and Innovation & Technology staff, continue to work on the Diversity Dashboard (DD). The DD received the Chartered Professionals in Human Resources (CPHR) MB Ascent Award in April 2023 and reached finalist status at the Institute of Public Administration (IPAC) Awards in Ottawa in September 2023. Finally, a blog by a Senior Data Scientist from the Working Group, has reached international audiences through Apolitical, a platform for Public Servants to connect and learn (**Appendix D**).

   The DD is available to all departments to show real-time diversity representation and is used to assist with gap analyses to inform EDI programming priorities. Further enhancements to the DD implemented in 2023 include capturing data on Newcomers, French proficiency, salary gap analyses, historical trending, and laying the groundwork to publish aggregate diversity statistics on the City's Open Data Portal which went live on January 1, 2024. A training module on how to access and navigate the DD was also created.

   The data collected can also be used for further analyses of disaggregated data (i.e. the diversity within each equity group) and can be used to inform workforce representation goals for each equity group, for each department.

   Following the information governance set up with the City's Access and Privacy Office to safeguard privacy and confidentiality, it is important to note that not all statistics can be displayed. When an equity group of employees has a representation of less than 10, the data is kept confidential; this is set at 15 for persons with disabilities. Consequently, some tables in **Appendix A** have some blank fields, reflecting this safeguard.

3. **Employee Programs:** EDI Employee Programs include pre-employment, bridging, supported and internship programs that further the City's EDI goals. The EO supports key department initiatives, this includes: the Winnipeg Fire & Paramedic Services (WFPS) Diversity & Equity Fire Training (DEFT) Program which is a bridging program that prepares diverse candidates for a career as a Firefighter. The classes were successful with 16 students graduating in 2022 and 15 in 2023, and with recruitment for a 3rd cohort that took place in 2023.

The Equity Office continues to support this important work, along with Community Development and Indigenous Relations, in determining a sustainable plan for ongoing DEFT offerings.

4. **Professional Equity Networks:** Professional Equity Networks (PENs, formerly Employee Resource Groups) are another priority within the EDI Strategy. An integral part of the EO Governance Model, PENs provide valuable opportunities for equity employees to meet, collaborate, discuss items of interest, and bring forward issues to the EO and City Administration for support as needed. Three PENs are now in place: the Indigenous Employees Group, the Women at Work Committee, and the Pride City of Winnipeg (2SLGBTQQIA+). There are three more PENs to be created between 2024 - 2026.

5. **Learning Events:** The EO and the Human Rights Committee of Council continue to partner to offer learning events as part of the Awareness & Action Speaker Series. These are offered to both City of Winnipeg employees and Residents. Most sessions are still available online at the City of Winnipeg's Learning and Events webpage on the winnipeg.ca website. Further details are shared in the Awareness & Action Series Update Report submitted to the Human Rights Committee of Council at the May 12, 2024 meeting.

6. **Employee Education:** The EO continues to promote the Journey of Inclusion, three-part series mandatory training which includes (1) Impacts of Colonialism, (2) Origins of Race and Racism (3) Anti-Racism, Anti-Oppression and Cultural Competency. To date, there have been 2026 full course completions and 213 in progress in 22 departments. Work is currently underway on foundational IDEA (Inclusion Diversity Equity & Accessibility) Training for all staff, also mandatory. In addition, further tailored training modules for leaders and recruiters are also being developed. The Equity Office also worked with the Employee Development Division to consult on education being offered to staff for ongoing learning.

   The EO promotes all webinars and community of practice events offered by the Canadian Centre for Diversity & Inclusion, and Pride at Work in the EDI Event Calendar (approximately 50 per year with many offered in French in addition to English). In addition, the EDI section of the Employee Development Resource Library has 236 resources and 36 Virtual/Online Learning Module Courses for a total of 272 resources for leaders and employees to continue their learning journeys.

7. **Introduction to systemic change:** Systems change happens when we address the documents that set direction such as administrative standards, City policy and collective agreements. The City of Winnipeg has negotiated EDI language in all major collective agreements with commitments made by both the employer and the Union. Canadian Unions of Public Employees (CUPE) has agreed to have an EDI Sub Committee, and Amalgamated Transit Union (ATU) added language for extended leave to support employees needing to travel for extended periods of time back to their home countries, for family obligations, religious and / or cultural commitments. EDI presentations are happening at all Union contract negotiations to ensure unions understand the work being done at the City and the City's commitment to improving the workplace, systems and work environment for employees. The EO is now included in reviewing all Human Resource (HR) Programs, policies, and administrative standards before they are released. While there is still much more to do, this work is the start of systemic change.

8. **Community Relations and Outreach:** The Equity Office is primarily internally focused on employment programs, employee education and increasing the demographics of the workforce, however the EO continues to build important relationships as outlined in the governance model.

   Talent Acquisition Services has actively engaged in various outreach initiatives to represent the City, share career information, promote employment opportunities and foster EDI. The City is focused on accessing all segments of the labour market for its workforce needs. Talent Acquisition (TA) continues to work with the departmental HR representatives on Focused Mass Recruitment events in the community to recruit candidates from the Indigenous, Racialized and Newcomer communities. These efforts include the following:

   - TA conducted 35 employment presentations for organizations such as N.E.E.D.S Inc, Opportunities for Employment, University of Winnipeg Aboriginal Student Services Centre, Manitoba Métis Federation, Manitoba Start, Success Skills, Immigrant Centre, Reaching E-Quality Employment Services, and PATH Employability Centre.
   - TA Actively engaged with prospective employees at 47 career fairs throughout the City.
   - TA contributed to the guidance of the Focused Mass Recruitment initiative, a key effort in reinforcing our dedication to cultivating a diverse workforce that reflects the community we serve. The 2023 event resulted in 51 hires for Community Services and 16 for Public Works in their various summer/seasonal roles.
   - TA is aligned with the City's Equity Diversity Inclusion Policy & Strategy, the Oshki Annishinabe Nigaaniwak Indigenous Youth Strategy, the Newcomer Welcome and Inclusion Policy & Strategy, and the Poverty Reduction Strategy, ensuring a holistic approach to workforce diversity and inclusion.
   - Participated in PRIDE and supported the 2SLGBTQQIA+ community.

- Newcomer Attraction and Support: Collaborated with The Winnipeg Chamber of Commerce to introduce and implement the use of the Newcomer Employment Hub to all HR departments.
- Invited to be panel members during Disability Employment Awareness Month on accommodation in the recruitment process by Reaching Equality Employment Services and Manitoba Possible.
- Attended the Newcomer Welcome Fair and connected with new community members with Immigration Partnership Winnipeg, Manitoba Association of Newcomer Serving Organizations, Ethnocultural Council of Manitoba.
- Invited to speak at the North End Community Renewal Corp. PATH Employability Appreciation BBQ.
- Represented the City of Winnipeg as a core member of Manitoba Employment Equity Practitioners Association to coordinate multiple events for EDI professionals across Manitoba.
- Attended multiple virtual job fairs aimed at supporting refugees, including many members of the Ukrainian community.
- Attended the Assembly of Manitoba Chiefs 1st annual Eagles Nest Youth Job Fair and University of Manitoba Mini Indigenous Career Fairs.

9. **Equity Lens Tool:** It was identified by Community Services and the EO that an Equity Lens Tool is needed to help guide program development and decision-making in the city. The EDI Leadership Committee will explore Gender Based Analysis Plus as a first step. The aim is to have an Equity Assessment as part of each Administrative Report, similar to the Poverty Reduction Assessment.

FINANCIAL IMPACT

Financial Impact Statement

Date: April 5, 2024

Project Name:

2023 Annual Workforce Diversity Report

Comments:

There are no financial implications associated with receiving this report as information.

Randy Bernard

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

CONSULTATION

This Report has been prepared in consultation with:

- Innovation & Technology
- Talent Acquisition
- HR Services in Community Service Department
- Corporate Human Resource Services

OURWINNIPEG 2045 POLICY ALIGNMENT

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

Policy alignment:

1.7 Equitable Service Access. Identify and provide access to a base level of municipal services to everyone, directly or facilitated through partnerships. Remove systemic barriers to participation, based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, physical or mental ability, official language used, citizenship status, socio-economic status, geographic location or climate change vulnerability.

1.14 Youth Leadership. Support youth leadership through municipal activities including climate change action, basic needs, community development, recreation, training, work experience, volunteer capacity building, and employment opportunities.

1.18 Responsive, Representative and Resilient Workforce. Provide responsive municipal service delivery, through an accountable, informed, qualified, competent, creative, healthy and productive workforce that is representative of the community it serves including the use of equitable, anti-oppression recruitment, training, and retention processes.

1.20 Succession Planning

Provide ongoing employment, professional and leadership development opportunities, including for systemically disadvantaged groups, to ensure City service continuity.

3.3 Economic Research and Innovation

Facilitate research, innovation, and applied best practices, through partnerships with leading organizations, agencies, institutions and government bodies – to leverage a productive municipal role in local, competitive, and sustainable economic growth.

3.10 Indigenous Economic Development. Prioritize support of Indigenous-led opportunities for land, heritage, culture, art, entrepreneurial and tourism-related economic development for the benefit of Indigenous Peoples.

3.14 Strategic Enterprise Supports

Adapt municipal procurement criteria to create local employment opportunities for people who face barriers to workforce participation, such as through community benefit agreements and social enterprise.

3.15 Community Capacity Development. Support economic agencies, institutions and community development organizations who are providing workforce education and skills development that aligns with emerging, evidence-informed economic opportunities.

5.4 Reconciliation with Indigenous Peoples
Prioritize municipal implementation responsibilities within the United Nations Declaration on the Rights of Indigenous Peoples, the Truth and Reconciliation Commission of Canada's Calls to Action and the National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls for Justice.
5.5 Indigenous Lens
Develop an Indigenous lens, which recognizes, respects and advances multiple and diverse First Nations, Inuit, and Métis rights, knowledge and perspectives. Apply the lens throughout municipal leadership and governance processes, policies, programs and practices to be inclusive and eliminate elements that knowingly or unknowingly enable the exclusion of Indigenous Peoples.
5.6 Equitable Service Access. Welcome and support Indigenous Peoples, newcomers, and those who migrate from rural communities, through strategic collaboration and action that expedites service access and sense of belonging for residents.
5.7 Community Cohesion. Promote opportunities for life-long learning and cross-cultural, intergenerational relationship-building, as a means of preventing social isolation, discrimination and racism.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

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

It embodies the following **Guiding Principles**:

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

It aligns with the following **Goal and Objective**:

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

SUBMITTED BY

Department: Human Resource Services
Division: Equity Office
Prepared by: Diane Burelle, Equity, Diversity & Inclusion Coordinator
Date: April 8, 2024
Attachments:

Appendix A – Tables of Data and Graphs

Appendix B – City of Winnipeg's Self-Declaration Questionnaire

Appendix C - Employment Equity Occupational Group (EEOG) and Labour Force Availability

Appendix D – Blog on Apolitical ""How the City of Winnipeg's diversity dashboard is helping to set diversity goals"

Appendix B – City of Winnipeg's Self-Declaration Questionnaire (Paper Version)

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

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

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

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

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

Indigeneity

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

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

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

☐ Inuit ☐ Métis ☐ First Nation

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

Race

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

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

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

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

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

If you wish to provide further detail, please circle the options(s) that apply to you:

Arab, Black, Black African, Black Caribbean, Chinese, Filipino, Japanese, Korean, Latin American, South Asian (e.g. Indian from India, Pakistani, Sri Lankan), Southeast Asian (e.g. Burmese, Cambodian, Laotian, Thai, Vietnamese), or West Asian (e.g. Egyptian, Libyan, Lebanese, Iranian)

Not listed above, please specify: _____

Gender Identity

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

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

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

Prefer to self-describe: _____

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

Sexual Orientation

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

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

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

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

Ability

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

disability can be permanent, temporary, episodic, visible or invisible.

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

If you wish to provide further detail, please circle the options(s) that apply to you:

Chronic pain, illness or medical condition (e.g. epilepsy, diabetes, multiple sclerosis), Developmental disorder (e.g. autism, Down syndrome), Learning, behavioural disorder (e.g. dyslexia, attention deficit hyperactivity disorder), Mental or emotional health condition (e.g. schizophrenia, depression, anxiety), Blind or vision impairment (not corrected by prescription eye-glasses), Deaf or hearing impairment, Mobility/dexterity limitation (e.g. cerebral palsy, spinal cord injury, amputation), or Speech impairment

Not listed above, please specify: _____

Immigration

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

Are you an immigrant? ☐ Yes ☐ No ☐ Prefer not to disclose

If yes, please provide date of arrival: (Enter as MM/YYYY) : _____

If you would like to provide further details, please specify how you came to Canada:

☐ Immigrant ☐ Refugee ☐ Refugee claimant ☐ International student

Not listed above, please specify: _____

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

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

Appendix D

“How the City of Winnipeg’s diversity dashboard is helping to set diversity goals”

The City of Winnipeg's Jennifer Bodnarchuk, a participant in the Open Data Policy Lab's City Incubator Program, describes her work on a Diversity Dashboard to better represent diversity data.

This article by Jennifer Bodnarchuk, MSc, PhD was originally published on Open Data Policy Lab.

Iris Bohnet and Siri Chilazi of the Women and Public Policy Program at Harvard Kennedy School wrote a white paper and corresponding summary showing “that when done right, the collection, analysis, and disclosure of diversity data indeed holds the promise of being a powerful lever for progress.”

This idea inspired the City of Winnipeg’s application to the Open Data Policy Lab’s City Incubator Program with our data innovation of a Diversity Dashboard. The City Incubator Program was designed to help public intrapreneurs within cities around the world to develop their data innovation ideas into reality by providing dedicated support across a six-month period. During the six months of the City Incubator Program, the City of Winnipeg team:

- Launched a new self-declaration questionnaire to collect diversity data from its workforce
- Designed and developed a dashboard prototype to present the City’s diversity data in an easy-to-understand format, allowing comparisons by department and to Statistics Canada benchmarks
- Shared the dashboard prototype with department teams and committees of City Council, receiving positive feedback regarding first impressions of the dashboard

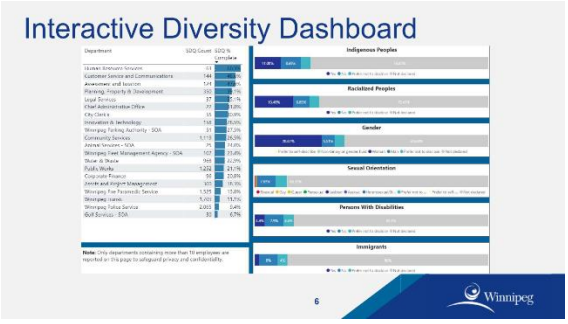

Figure 1: One page of the Diversity Dashboard prototype as presented to the City of Winnipeg's Human Rights Committee of Council

Even though the City Incubator Program has ended, Diversity Dashboard work continues at the City of Winnipeg. Now that we have collected and shared our current state diversity data, we can begin using that data to help set goals.

As Bohnet and Chilazi describe, setting diversity, equity, and inclusion goals is a multi-step process. Steps include selecting meaningful benchmarks, making sure goals are challenging and salient, and balancing both process and outcomes goals as well as individual, group-level, and organization-level goals.

This blog steps through some of the considerations relevant for decision-makers at the City of Winnipeg, and elsewhere, when setting diversity goals.

Reflective of the community we serve

In some ways, setting a diversity goal for the City's workforce is straightforward. In the City of Winnipeg's 2020 Workforce Diversity Report our stated goal was to achieve a diverse workforce representation, reflective of the community we serve, at all levels of the organization. We serve the City of Winnipeg, and with some services, the Winnipeg Census Metropolitan Area. The total demographic population numbers in these geographic areas form the highest-level benchmark and can be obtained from Statistics Canada.

This population level goal assumes one key thing: There are no differences in the ways the population can access and be hired for jobs across the city's workforce. We know this is not true, for example, as Bohnet and Chilazi point to, there is "historically institutionalized inequality and inequity in opportunity." Thus, we may set a goal to be reflective of the community we serve, but to be realistic, we need to consider the barriers some members of the population face when joining the workforce. These barriers are partially accounted for by Statistics Canada's Labour Force population. This set of numbers subtracts out the members of the population who are unwilling or unable to work at a given time, for any reason.
This is not to say that the goal to be representative of the total demographic population should be discarded. Rather, that the differences in the total vs. labour force benchmarks can help to set realistic goals that focus our efforts in the right places to drive progress.

Industry and regional comparisons

Municipal workforces are made up of workers in many different industries so it also makes sense to understand better how those industries may have barriers of their own. As one example of many, as a woman in technology, I know that women tend to be less well represented in the technology industry compared to the overall workforce. The Government of Canada provides data and detailed instructions to conduct workforce analyses by industry jobs for designated equity groups. By using the government's standard National Occupational Classification (NOC) codes and the workforce population data available at open.canada.ca, it's possible to do detailed comparisons.

The City of Winnipeg has assigned NOC codes to their job codes. This means that on a job-by-job comparison, we can match the City of Winnipeg's workforce to other regions within Canada in a matrix of job codes by designated equity groups. We introduced this analysis for the City of Winnipeg at a high level within the 2020 Workforce Diversity Report, and with the Diversity Dashboard, we provide even more detail for the City of Winnipeg's departments to explore. This element is one of my favourite parts about the dashboard. For too long the magic of data analytics has been about creating averages and describing typical cases. Instead, the dashboard has the power to disaggregate the data so that we can better see the diversity within our workforce. Each department can see its own statistics. Each equity group can see its own statistics. And the dashboard can measure progress as a whole.

Within the dashboard, a user can compare the workforce equity statistics, of say, the City of Winnipeg's Innovation & Technology Department to those of other technology industry workers within the Winnipeg region. With a few clicks, that same dashboard user can be comparing the workforce equity statistics of the City of Winnipeg's Fire Paramedic Service to those of other fire and paramedic workers in cities across Canada.

This work complements expertise that exists within the City of Winnipeg. In fact, deciding which benchmark makes most sense when setting a goal is not contained in the Diversity Dashboard. Rather, this decision requires understanding the industries that make up a given department's workforce. The dashboard provides a common mechanism by which the departments can set and measure diversity goals but does not prescribe any goal. That is up to the decision-makers.

The importance of time

As important as choosing a numeric target is the aspect of time, both for the timeframe in which the goal is to be achieved and tracking progress over time toward the goal. Bohnet and Chilazi argue "monitoring progress has consistently been shown to motivate people toward goal attainment" and this is one of the keys to creating change for equity, diversity, and inclusion. Within the City of Winnipeg, the annual Workforce Diversity Reports have included measures over time for the whole workforce. The Diversity Dashboard does not yet include departmental-level measures over time, but it soon will.

The benefit for each department to understanding its own progress over time is that it helps set realistic goals. Change does not happen overnight, but it does happen. If we can measure and recognize small changes and small wins, we can build on them for the future.

Intersectionality

Equity, diversity, and inclusion goals are meant to recognize and celebrate fairness and justice, access to opportunities, and a sense of belonging. While we can set goals for each equity group, the equity groups are not independent. They are intersectional, meaning that individual people can be members of more than one equity group, and this must be considered when measuring progress against the goals.

You may set two high level goals, for example, to have 50% women and 26% racialized peoples in your workforce, but if you have 50% white women and 26% racialized men, you have not met your goal, because the outcome does not reflect the underlying intersectionality of the goals. In other words, some women are racialized peoples and some racialized peoples are women. But the outcome of 50% white women and 26% racialized men has 0% racialized women, the intersectional group.

Mathematically, it's rather simple to set a goal for intersectional groups based on goals for the individual equity groups. We assume that the equity groups apply equally to each other, and we multiply the two individual goals. That is, to have 50% women times 26% racialized peoples so that your intersectional goal for racialized women would be 13%. This math can be extended to any number of equity groups.

At the City of Winnipeg, based on the goals set for the individual equity groups, the power of data and math can calculate all the intersectional goals so that full equitable representation of all intersectionality can be measured, and truly diverse goals can be attained.

When done right

I am so proud and fortunate to be an employee of the City of Winnipeg where we are striving to be leaders in equity, diversity, inclusion, and anti-racism. This is not an easy topic to discuss, but my hope is that by doing this right, in applying numbers to a difficult topic, that we can dig deeper into the conversations we need to have about how to make the necessary changes to reach our diversity goals. I hope this blog has educated and inspired you to collect, analyze, and disclose diversity data as a powerful lever for progress.