

## **Report on Count Yourself In: Workforce Survey- Response Results**

**Date:** December 16, 2016  
**To:** Executive Committee  
**From:** City Manager  
**Wards:** All

### **SUMMARY**

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The Count Yourself In Workforce Survey (CYI survey) is one of two workforce surveys in Talent Blueprint, the City's workforce strategic plan (2014-2018), the other being the Employee Engagement Survey. The CYI survey provides evidence of any significant gaps in workforce representation. This data is useful for the City in refining attraction and retention strategies and, as a result, strengthening workforce development by assisting divisions with their workforce planning. The City's emphasis is on identifying and removing employment barriers and monitoring outcomes, rather than on establishing requirements to precisely reflect the percentage of designated groups in the community.

In 2002, the City administered the first CYI survey to capture the diversity of the Toronto Public Service (TPS). The Equity, Diversity and Human Rights Division (EDHR) conducted the most recent CYI survey from June 4, 2014 to November 24, 2016. As of November 24, 2016, the overall cumulative response rate (2002-2016) for both union and non-union employees was 55.1% (14,196) out of the 25,759 active TPS employees surveyed.

The cumulative findings on representation are as follows: women 47.2% (6,701), Aboriginal Peoples 1.4% (196), members of visible minorities/racialized groups 32.4% (4,605), and persons with disabilities 5.2% (734). The 2014-2016 CYI survey added a question on sexual orientation. Out of the 9,820 active TPS employees who responded to the latest survey, 10.0% (983) self-identified as either lesbian, gay, bisexual, two-spirited or other.

Compared to the demographics of Toronto, these results suggest that there may be employment barriers in the TPS faced by members of visible minorities/racialized groups (-16%), persons with disabilities (-6.2%) and women (-4.8%). However, these findings should be interpreted with caution. For example, although responses show a greater percentage of Aboriginal Peoples (+0.7%) in the TPS compared to the resident population, it is important to note that official demographic counts of Aboriginal Peoples

are considered to be underestimates. The City will be able to report on TPS workforce diversity representation and employment barriers more accurately once the project to code the City of Toronto's job profiles according to the National Occupation Classification (NOC) is completed.

EDHR will use the CYI survey results collaboratively and strategically with Human Resources and City divisions to help the City achieve its goal of building an engaged, diverse, high-performing, adaptive and productive workforce that meet its current and future needs. The results are best used to ensure that all Torontonians have equitable access to opportunities and benefits at the City. Evidence of significant gaps in representation can help the City strategize on how to access one of the most diverse talent pools in the world. The City's response to the survey results will help build a great public service, which values and champions diversity, accessibility, inclusion and respectful behaviour, and reflects the population we serve.

## **RECOMMENDATIONS**

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The City Manager recommends that:

1. City Council receive this report for information.

## **FINANCIAL IMPACT**

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This report will have no financial impact beyond what has already been approved in the current year's budget.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

## **DECISION HISTORY**

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At its November 27-29, 2012 meeting, City Council adopted the 2011 Employment Equity Workforce Survey report on the response and representation rates of union and non-union employees.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX24.27>

At its December 1-3, 2008 meeting, City Council adopted the 2009 Employment Equity report on the response and representation rates of non-union employees.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.EL19.3>

At its August 21, 2006 meeting, the Employee and Labour Relations Committee adopted the 2006 Employment Equity report on the results of the City's Employment Equity Workforce Survey (2003-2005), current employment equity activities and the plan to resurvey the City's workforce.

<http://www.toronto.ca/legdocs/2006/agendas/committees/elr/elr060912/elrdd.pdf>

At its July 4-6, 2000 meeting, City Council approved an amendment to the City's Employment Equity Policy to recognize that the citizens of Toronto are best served by a public service which reflects the diversity of the community which it serves.  
<http://www.toronto.ca/legdocs/2000/minutes/council/cc000704.pdf>

At its December 14-16, 1999 meeting, City Council adopted the Task Force Report on Community Access and Equity's recommendation to conduct an Employment Equity survey and clarification on the term "Employment Equity".  
<http://www.toronto.ca/legdocs/1999/minutes/council/cc991214.pdf>

## COMMENTS

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### Background

The Count Yourself In Workforce Survey (CYI survey) is a voluntary, self-reported demographic data-gathering exercise administered at the Toronto Public Service (TPS). Since 2002, CYI surveys have been undertaken to better capture the levels of diversity of the TPS. The Equity, Diversity and Human Rights Division (EDHR) administered the most recent survey between June 4, 2014 to November 24, 2016, surveying all active TPS employees and Officers of Council, with the exceptions of L79 part-time recreation workers, elected officials, committee members, Council staff, Mayor's Office, agencies and corporations and Accountability Officers.

### Strategic Positioning

Many leading-edge corporations regularly conduct workforce demographic and employee engagement surveys which enable them to be proactive in understanding and meeting the needs of their workforce. This data gives private and public organizations a competitive edge and increased relevance given the globalized context in which they operate. Organizations are able to better respond to the needs of an increasingly diverse clientele. They are also positioned to leverage and access the best available talent by developing appropriate recruitment and retention strategies for meeting their workforce planning goals. The City's emphasis is on developing and implementing policies, strategies and programs that identify and remove employment barriers and monitor outcomes rather than on establishing requirements to precisely reflect the percentage of designated groups in the community.

The City of Toronto's motto is "Diversity Our Strength." Strategic Action 18 is Developing and Implementing a Workforce Plan (Talent Blueprint 2014-2018), which aims to build an engaged, diverse, high-performing, adaptive and productive workforce that can meet its current and future needs. The CYI survey, along with the Employee Engagement Survey, is reflected in the Talent Blueprint as a key deliverable under the Diversity pillar of the strategy.

EDHR's Leadership and Equity strategies in the EDHR Strategic Plan (2015-2018) commit to conducting the CYI survey and reporting the results to Council:

- Report to Council on corporate access, equity and diversity achievements via the Count Yourself In: Workforce Survey report and the Annual Achievements Report.
- Use the Count Yourself In: Workforce Survey and Employee Engagement survey data to develop equity programming.

## Recent Changes

### Confidentiality

For the 2014-2016 survey period, EDHR strengthened its confidentiality provisions with unions to ensure that:

- Respondents' personal information is only to be accessed by a very small and select number of employees in EDHR and Human Resources who are directly involved in the administration of the survey.
- Respondents' personal information is not to be shared with management, or with other TPS staff, Councillors and their staff.
- No individual employee is to be identified internally or in any Council, Committee or public report related to the survey.
- To protect employee confidentiality, survey information is only to be reported in aggregates of 10 or more.
- Further, the City has committed not to disclose survey information that could reasonably identify any City employee unless it has a legal obligation to do so.
- In the exceptional circumstance where the City is subject to a legal obligation to produce survey information, the City is committed to notifying and consulting with the affected employee union or association.
- In 2015, EDHR hired a temporary Research Associate to bring the CYI survey data extraction and reporting function in-house to ensure data integrity and strengthen privacy protocols.

### Innovations

Building on previous surveys that were undertaken prior to the 2014-2016 CYI survey period, the following specific measures were taken to make the approach more inclusive:

- A sexual orientation question was added on the advice of Toronto Public Service Pride Network.
- "Transgender" and "Other" were added for gender.
- "White or Caucasian", "Central and South American" and "Pacific Islands" were added for ethnicity or race.
- The City of Toronto's job profiles are being recoded to the National Occupation Classification (NOC) job classification system used by the Government of Canada.

This will allow the comparison of the TPS workforce representation to the broader labour market.

- The CYI survey icon was installed on all TPS desktop computers. This empowers employees to access the survey on their own time by a simple click of a button. It eliminates having to remember or refer to URLs or bookmark web pages.

## Survey Findings

CYI survey findings are reported in two ways: cumulative findings and findings specific to the 2014-2016 survey period. All CYI survey data has been rounded to one decimal place.

### Cumulative Findings (2002-2016)

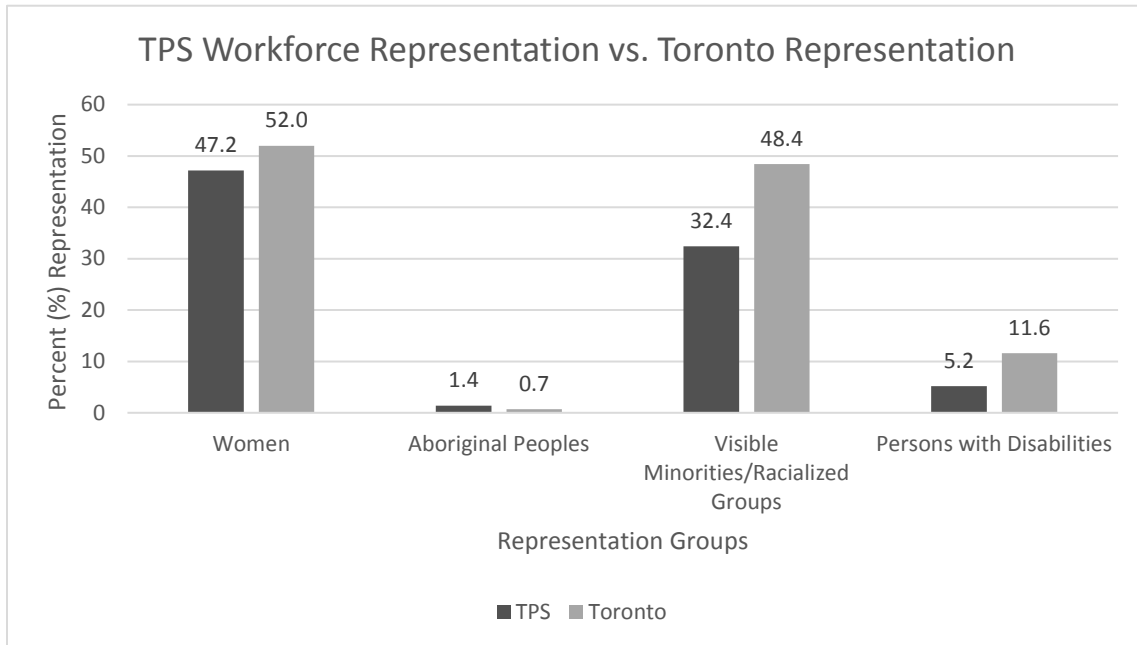
While federally regulated organizations use 80% as the baseline response rate, the CYI survey reporting threshold is in alignment with the City's 2015 Employee Engagement Survey which had a response rate of 42.9% or 10,908 employees. For a non-legislated survey, the number of respondents is deemed large enough to reveal trends in representation. As of November 24, 2016, the overall cumulative response rate for union and non-union employees who have filled out the CYI survey at any time since 2002 was 55.1% (14,196 respondents) out of the 25,759 active TPS employees surveyed. The sexual orientation question and other changes in 2014-2016 are not reported on cumulatively but are analyzed only for the 2014-2016 survey period.

Figure 1 gives comparative figures for the TPS workforce representation and city demographics. Other tables and graphs for cumulative findings are in the Attachments section.

Members of visible minorities/racialized groups have the largest gap (-16%) between their representation at TPS (32.4%) and their demographics in the city (48.4%). This is followed by persons with disabilities (-6.2%) and women (-4.8%). Although responses show that there is a greater percentage of Aboriginal Peoples (+0.7%) in the TPS than in the resident population, official demographic counts of Aboriginal Peoples are considered to be underestimates.

Figure 1 results should be interpreted with caution. The City will only be able to truly compare TPS workforce representation to the labour market availability of designated groups in Toronto after the National Occupation Classification (NOC) project has been completed.

**Figure 1: TPS workforce representation of women, Aboriginal Peoples\*, members of visible minorities/racialized groups, and persons with disabilities**



\*As noted, official population estimates of Aboriginal Peoples are thought to be underestimates. The 2011 Employment Equity Data Report indicated 36,990 Aboriginal Peoples living in the Toronto Census Metropolitan Area (CMA). According to Toronto's First Indigenous Health Strategy 2016-2021 conceived by the Toronto Indigenous Health Advisory Circle (TIHAC), Toronto's indigenous population is 34,000 to 69,000 (Rotondi M. Estimation of the Size of the Urban Aboriginal Population in Toronto, ON Interim Analysis – January 26, 2016).

### Findings on Gender and Sexual Orientation Specific to the 2014-2016 Survey Period

The recent 2014-2016 CYI survey added "transgendered" and "other" as options for the question on gender and a question on sexual orientation. Of the 9,820 active employees who responded to the survey, 0.2% (20) self-identified as transgender or other and 10.0% (983) self-identified as either lesbian, gay, bisexual, two-spirited or other. There are no current official population estimates of transgendered persons or lesbian, gay, bisexual, and two-spirited persons.

### Results Dissemination

- EDHR will share corporate and cluster CYI survey results with executive leadership, unions, People Strategy and Engagement Committee (formerly the Workforce Strategy Team), Human Resources Directors, Talent Blueprint Network, Talent Blueprint Implementation Team, Employee Engagement Divisional Committee, Toronto Public Service Pride Network, Toronto Women's Network, Aboriginal Employment Strategy Implementation Team, Aboriginal Affairs Advisory Committee, Disability, Access and Inclusion Advisory Committee, Inter-Divisional Staff Team on Access and Equity (IDST), among others.

- EDHR will share CYI survey divisional results with division heads in 2017 and will also solicit feedback on how corporate and cluster response rates can be raised.

### Collaborative Approach for Building a Stronger TPS

- EDHR will engage divisions with low response rates in discussions on the best ways to encourage higher rates in future surveys. EDHR will collaborate with Human Resources to explore aligning future CYI and Employee Engagement surveys. This may enable the City to track and focus on engagement levels for different groups of employees and consider additional, targeted supports for groups of employees as needed. This will support building a more engaged, productive and representative TPS workforce.
- EDHR and Human Resources will use CYI data to advance the development of Human Resource's strategic and inclusive hiring strategy framework for the City. This is expected to result in broader candidate pools and to ensure an inclusive and accessible experience for candidates and employees at all stages of the employment life cycle.
- EDHR will collaborate with Human Resources to enhance the City's capacity at corporate and divisional levels to close significant gaps in representation at all levels of the workforce.
- EDHR will work with divisions to develop action plans to support equity programming. Improving CYI response rates and closing gaps in workforce representation are two key indicators of the City's equity performance.
- Divisions will be further supported by the revised Equity Lens and EDHR training.

### Looking Ahead

- Once the National Occupation Classification (NOC) project is completed, the City will be able to further identify and address significant gaps in representation in the TPS. This will be done by matching diversity representation in various occupation levels in the TPS with the availability of specific designated groups in the labour market in Toronto.
- EDHR will formally evaluate the CYI survey in 2017 to increase employee response rates and strengthen confidentiality measures to address employee concerns about privacy.
- As part of the evaluation, EDHR will consult with stakeholders including unions, committees and divisions on how best to engage employees. The evaluation will focus on updating and standardizing Aboriginal status, ethnicity/race, disability, gender identity and sexual orientation questions and categories in particular for the next CYI survey rollout that will take place in 2017. This work will also be helpful in determining how the CYI and Employee Engagement surveys may be aligned in the future.

### Conclusion

The preliminary CYI survey data indicates that the City should be prepared to address under-representation in 2017 and beyond. Evidence of significant gaps in representation will help the City strategize on how to further focus its recruitment and retention strategies that consistently include qualified candidates from designated

groups. The emphasis will be on developing and implementing policies, strategies and programs that identify and remove employment barriers and monitor outcomes rather than on setting precise targets to match the percentage of designated groups in the community. Eliminating barriers will help the City build an engaged, diverse, high-performing, adaptive and productive workforce that meet our current and future needs. The goal is to have a great public service which values and champions diversity, accessibility, inclusion and respectful behaviour, and reflects the population we serve.

## **CONTACT**

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## **SIGNATURE**

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Peter Wallace  
City Manager

## **ATTACHMENTS**

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Attachment1: CYI Survey Response Rates by Cluster  
Attachment 2: CYI Survey Response Rates by Affiliation  
Attachment 3: CYI Survey Response Rates by Hires and Exited Employees



## Attachment 1: CYI Survey Response Rates by Cluster

The CYI survey data, as of November 24, 2016, points to the need to work with Cluster A divisions, the largest cluster in the City, to raise CYI survey response rates in the future.

Cluster/Area	Active Workforce	Survey Response			
		2014-2016		Cumulative	
		#	%	#	%
City Manager's Office	456	316	69.3%	367	80.5%
Reporting to Council	722	375	52.0%	464	64.3%
Cluster A	13,335	5,108	38.3%	6,430	48.2%
Cluster B	8,594	2,844	33.1%	5,419	63.1%
Cluster C	2,652	1,177	44.4%	1,516	57.2%
<b>Grand Total</b>	<b>25,759</b>	<b>9,820</b>	<b>38.1%</b>	<b>14,196</b>	<b>55.1%</b>

## Attachment 2: CYI Survey Response Rates by Affiliation

This CYI survey data demonstrates the need to work with Local 416 and Local 79 to raise the response rates of Local 416 "outside" employees and Local 79's Long-Term Care Homes & Services (LTCHS) employees. Both groups do not have easy access to computers and online surveys. Typically, paper surveys have a lower response rate.

Active union and non-union employees surveyed as of November 24, 2016:

		Survey Response			
		2014-2016		Cumulative	
Cluster/Area	Active Workforce	#	%	#	%
L3888 Firefighters	3,010	519	17.2%	2,181	72.5%
L416 Outside	4,921	1,005	20.4%	1,861	37.8%
L79 Full-time	10,164	4,690	46.1%	5,770	56.8%
L79 PT Long-Term Care Homes & Services (LTCH&S)	1,906	557	29.2%	586	30.7%
L79 Unit B PT	1,249	279	22.3%	351	28.1%
Non-Union	4,444	2,764	62.2%	3,432	77.2%
Tradespeople	65	6	9.2%	15	23.1%
<b>Grand Total</b>	<b>25,759</b>	<b>9,820</b>	<b>38.1%</b>	<b>14,196</b>	<b>55.1%</b>

### Attachment 3: CYI Survey Response Rates by Hires and Exited Employees

Employees and respondents who left the TPS or were hired between June 4, 2014 and November 14, 2016.

Category	Action Type	# of Employees Affected	2014-2016		Cumulative	
			# of Employees Responded	% of Employees Responded	# of Employees Responded	% of Employees Responded
Exit	Layoff	1,940	218	11.2%	377	19.4%
	Termination	2,701	529	19.6%	700	25.9%
	Retirement	1,899	596	31.4%	1,172	61.7%
	<b>Subtotal</b>	<b>6,540</b>	<b>1,343</b>	<b>20.5%</b>	<b>2,249</b>	<b>34.4%</b>
Hire	New Hire	4,772	837	17.5%	873	18.3%
	Rehire	848	190	22.4%	221	26.1%
	Recall	1,545	148	9.6%	295	19.1%
	<b>Subtotal</b>	<b>7,165</b>	<b>1,175</b>	<b>16.4%</b>	<b>1,389</b>	<b>19.4%</b>

19.4% (1,389) out of the 7,165 hires at the City have responded to the CYI survey at one time or another since 2002. The 18.3% (873) new hires' cumulative survey completion rate is lower (873 out of 1,389), partly due to delays in getting an employee ID and online computer access. New hires are given paper surveys, which generally have a lower rate of return. The rate is higher for rehires 26.1% (221) and recalls 19.1% (295) as they may have completed the survey during a previous term of employment.

Since the 34.4% (2,249) cumulative CYI survey response rate of employees leaving the organization is higher than the 19.4% (1,389) response rate of employees entering the organization, the overall response rate of the active workforce tends to decrease with time.

During the 2014-2016 CYI survey period, of the 6,540 employees who left the TPS workforce (laid off, terminated or retired), 20.5% (1,343) completed the survey. 31.4% (596) of retirees completed the CYI survey in this period prior to exiting the organization.