



National Indigenous
Fire Safety Council Project

Projet du conseil national
autochtone de la sécurité-incendie

**FIRE DEPARTMENT
DIVERSITY AND INCLUSION:
CREATING OPPORTUNITIES
FOR INDIGENOUS
RECRUITMENT**

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Ethics' Approval

This research was reviewed and received ethics approval from the University of British Columbia Ethics Board, Certificate No. H21-03157, December 14, 2021.

This report draws on data that is currently in place that was available for First Nations Populations on Reserve. There is a goal in moving beyond this current state and wherever possible by implementing new forms of data collection, drawing upon different data sources, and framing research questions that include Inuit and Métis populations and communities and First Nations residents off reserve.



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Executive Summary

Overall, Indigenous people do less well in the formal economy than do non-Aboriginal Canadians. It is also the general case that people on reserve do less well than those who live off reserve. As some research has shown, however, this pattern is not fixed. Advances have been made over the past couple of decades in closing the gap. While there does not appear to be one solution to the issue, addressing different elements does seem to have an impact. A major component is to close the skills gap both in terms of formal education and “on-the-job” or work force experience.

Having outreach policies to target Aboriginal people to gain experience in fire departments and municipal governments is one way for Indigenous people to obtain skills that can be transferred back to their “home” communities. From the perspective of the NIFSC, this potential skill transfer is also a way of fulfilling their commitment to achieving its objective of “by us, for us.”

The aim of this research was to determine whether municipal governments and fire services in Canada have hiring policies to actively target and reach out to specified employment equity groups in Canada, especially Aboriginal Canadians. Furthermore, the objective was to gain a better understanding of what challenges fire departments and local governments experience in hiring members of designated groups. A Diversity and Inclusion survey was sent out to a sample of Canadian fire departments and was made available to municipalities through the Canadian Association of Municipal Administrator’s website. Unfortunately, the municipalities sample was too small for a valid analysis to be conducted. Despite a marginal response rate from the fire departments, some broad conclusions can be drawn.

While the results of our survey do not indicate a major disparity between the proportion of Indigenous individuals in career firefighting roles and their proportion in the overall population, there is still a notable gap. The survey also revealed that hiring minority candidates is a complex issue for most fire departments in Canada, since most departments are either volunteer departments or mixed volunteer and full-time member departments in smaller communities.

Nonetheless, the outcomes of the survey placed within the broader labour market context revealed critical areas that fire services can focus on to promote diversity and inclusion.

- **Strategic priorities and objectives:** The survey results suggest that senior leaders share a commitment to diversity and inclusion. Formalising this into a strategic priority and executing that priority is a necessary next step forward to addressing disparities between Aboriginal and non-Aboriginal Canadians. Senior leadership should advocate for the resources and training on how to develop and implement a robust program to advance that goal.
- **Communication/outreach:** Outreach initiatives are an effective way to help attract a diverse talent pool. While the responding departments indicated that they focused on

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equity when assessing candidates, few appeared to have the resources to engage in outreach to maximize the applicant pool.

- Internal systems and processes: Fire departments with human resource and smaller fire departments alike should work to develop formal programs/initiatives and track metrics for hiring, retention and talent development.
- Preparatory training: While there is a significant pool of Indigenous people from which to draw upon, the lack of formal education can be a major impediment. Indigenous people are more than twice as likely as other Canadians to have less than a secondary school graduation diploma. At the same time, a significant number of departments indicated that recruiting was challenging and highly competitive. Consideration might be directed toward improving the formal level of education and training among Indigenous people who show an interest in the profession.

With every challenge or gap there are always opportunities. Diversity and inclusion is a continuous journey. It requires a significant commitment from all levels of government and the various stakeholders to build a culture of inclusion with equitable systems where everyone can thrive.

1. Introduction

The National Indigenous Fire Safety Council¹ (NIFSC) is an entity of the Aboriginal Firefighters Association of Canada (AFAC) whose goal is to support capacity building for safe and healthy Indigenous communities.² As part of its mandate, the National Indigenous Fire Safety Council is expected to promote employment opportunities among Aboriginal firefighters.

The specific objectives of the NIFSC are as follows:³

- Create an Indigenous organization collaboratively developed by national and regional Indigenous bodies to serve Indigenous communities (*‘for us, by us’*)
- Negotiate an established and sustainable funding model for the organization
- Create a National Incident Reporting System
- Be driven by strategic priorities instead of political agendas
- **Create and promote Indigenous fire service careers** and certified training
- Create inclusive programs that can be subscribed to by all Indigenous communities

To develop a comprehensive strategy for identifying and developing opportunities, it is necessary to understand the Indigenous firefighter population in Canada, and what opportunities and barriers exist regarding hiring. While the NIFSC has access to employment data on First Nations communities, systematic information on employment patterns in other communities throughout Canada is lacking.

To address this situation, the NIFSC research division commissioned this research on fire departments and municipal governments throughout Canada. Given that Aboriginal/First Nations people are identified as one of the target groups in employment equity legislation, obtaining a census of “off-reserve” firefighters ought to be a simple task. Unfortunately, while most jurisdictions have employment equity policies, they do not have outreach policies, nor do they require individual departments to keep records of nationally defined equity groups, including Indigenous people. This lack of broad-based outreach and record keeping mandates made it difficult to generate comprehensive, nation-wide estimates.

Despite what turned out to be strong limitations to the surveys, some significant information was collected that helps to identify issues relating to hiring Indigenous firefighters. These signal an opportunity for the NIFSC to engage in an active outreach campaign among national, provincial, and municipal jurisdictions to address these issues. As our analysis will show, without a legislative

¹ Originally the National Indigenous Fire Services Council Project when this research was commissioned, the entity is now known as the National Indigenous Fire Services Council.

² <https://indigenousfiresafety.ca/about/about-our-brand/>

³ <https://indigenousfiresafety.ca/about/afac-apac/>



or policy mandate, most local fire departments will not allocate the resources necessary to engage in proactive (outreach) practices and to track minority hiring patterns in any comprehensive or systematic manner.

2. Historical and Legal Background on Employment Equity and Inclusion in Canada

Background ⁴

The term ‘employment equity’, was created in 1986 following a report from the Royal Commission of Inquiry on Equality of Employment led by Justice Rosalie Abella, to describe a distinctly Canadian process for achieving equality in all aspects of employment. Justice Abella determined that four designated groups, Aboriginal peoples, persons with disabilities, visible minorities⁵ and women faced significant employment barriers at the time based largely on discriminatory hiring practices.

Following the Report by the Royal Commission, the federal *Employment Equity Act*⁶ (EEA) was put in place in 1995 to eliminate barriers in the workplace so that no person is denied employment opportunities for reasons unrelated to ability. The intent is to allow everyone to contribute evenly to the success of their employers and to the economic and social well-being of all Canadians.

Other legislation beyond the Employment Equity Act aimed at protecting human rights and preventing discrimination also exists in Canada. For example:

- The Canadian Charter of Rights and Freedom (CCRF) guarantees certain rights and freedom of individuals. Specifically, Section 15(1) states that everyone is equal before and under the law and has the right to equal protection and equal benefit of the law without discrimination, and in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, or mental and physical disability.
- The Canadian Human Rights Act (CHRA) prohibits discrimination based on 11 grounds: “Discriminatory practices based on race, national or ethnic origin, colour, religion, age,

⁴ Excerpt from: Ng, Eddy, Haq, Rana, and Tremblay, Diane-Gabrielle (2014) [A review of two decades of employment equity in Canada: progress and propositions](#). In: Klarsfeld, Alain, Booyesen, Lize A.E., Ng, Eddy, Roper, Ian, and Tatli, Ahu, (eds.) International Handbook on Diversity Management at Work. Edward Elgar Publishing, Cheltenham, UK, pp. 46-67.

⁵ Visible minorities are defined, under the EEA, as “persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.” The visible minority population consists mainly of the following groups: Chinese, South Asians, Blacks, Arabs, West Asians, Filipinos, Southeast Asians, Latin Americans, Japanese and Koreans.

⁶ [Employment Equity Act](#) (S.C. 1995, c. 44)



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sex, sexual orientation, marital status, family status, disability or conviction for which a pardon has been granted.”⁷

The above two pieces of legislation are distinct from the EEA in that the EEA requires employers under federal employment jurisdiction to take *proactive* measures to eliminate employment barriers and to ensure that members of designated groups are proportionately represented and distributed in their workforces. Section 2 of the EEA states specifically that:

The purpose of this Act is to achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability and, in the fulfillment of that goal, to correct the conditions of disadvantage in employment experienced by women, aboriginal peoples, persons with disabilities and members of visible minorities by giving effect to the principle that *employment equity means more than treating persons in the same way but also requires special measures and the accommodation of differences*. (Employment Equity Act, 1995, c. 44, s. 2, emphasis added)

Application of the Employment Equity Act Across Provinces ⁸

The application of the EEA is limited to federally regulated industries (banking, communications and transportation) and crown corporations with 100 or more employees. It also covers the federal public service, and separate employer organizations such as the Canadian Forces, the Royal Canadian Mounted Police and the Canadian Security Intelligence Service, as well as organizations established under the Federal Contractors Program (FCP).

The federal government has jurisdiction over national and foreign affairs while the provinces are responsible for health care, education and welfare. The federal government can initiate national policies, such as the Human Rights Code and the Employment Equity Act, while the provinces and territories can enact separate legislation to meet their specific needs (for example, French language requirements in Quebec). Quebec is the only province that has employment equity legislation in effect that applies to some of its provincially-regulated employers.

There is a wide variety of approaches and levels of commitment to employment equity across the provinces. It is, however, important to note the difference between equity law and equity policy. The first creates a legal obligation (for example, in British Columbia and Quebec) and the latter is voluntary. An example of a provincial employment equity policy is the Affirmative Action Program of Nova Scotia, which applies only to provincial-level employment, based on an agreement

⁷ Canadian Human Rights Act (R.S. 1985, c H- 6, s. 2)

⁸ Excerpt from: Ng, Eddy, Haq, Rana, and Tremblay, Diane-Gabrielle (2014) [A review of two decades of employment equity in Canada: progress and propositions](#). In: Klarsfeld, Alain, Booyesen, Lize A.E., Ng, Eddy, Roper, Ian, and Tatli, Ahu, (eds.) International Handbook on Diversity Management at Work. Edward Elgar Publishing, Cheltenham, UK, pp. 46-67.

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between the Nova Scotia Department of Human Resources and the Nova Scotia Human Rights Commission (see Bakan and Kobayashi, 2000).

Table 1A: Legislative Summary by Province					
Federal	Alberta	British Columbia	Saskatchewan	Manitoba	Ontario
Employment Equity Act 1986	Human Rights Act	Human Rights Code 1996	Human Rights Code 1979	Human Rights Code 1987	Human Rights Code 1962
Federal Contractors Program	No employment equity legislation or program	Public Service Act Directive on Employment Equity (1994) as employment equity legislation	Employers under provincial jurisdiction can develop equity plans approved by the Saskatchewan Human Rights Commission under section 47 of the Saskatchewan Human Rights Code	Affirmative action: To plan, advertise, adopt or implement an affirmative action program or other special programs	Special program- Section 14 To relieve hardship or economic disadvantage or attempt to achieve equal opportunity

Table 1B (Continued) Legislative Summary by Province				
Quebec	New Brunswick	Nova Scotia	Prince Edward Island	Newfoundland
Charter of Human Rights and Freedoms	Human Rights Code 1973 (HRA 2011)	Human Rights Act 1989	Human Rights At 1975	Human Rights Code 1971 (HRA 2010)
Act respecting Equal access to employment in public bodies. Affirmative Action Contract Compliance Program		Affirmative Action Program of Nova Scotia, which applies only to provincial- level employment		Special program

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Most of the other eight provinces (see Tables 1A & 1B) have similar employment equity policies that apply to provincial government employment. These policies are included in the provincial human rights legislation that prohibits systemic discrimination and provides for “special programs” to promote employment equity. Provincial human rights policies allow employers to develop employment equity programs; however, the absence of legislation at the provincial level has been associated with weak implementation of employment equity programs in many employment sectors.

In the three territories, Yukon, and the Northwest Territories both have a Human Rights Act, while Nunavut is the only territory with employment equity legislation specifically for Inuit peoples. Article 23 of the Nunavut Land Claims Agreement mandates the Government of Nunavut to increase Inuit participation in government employment to a level which reflects their representation within the Nunavut population, and to develop employment and training programs to achieve a reflective representation.

Application of the Employment Equity Act in Local and Municipal Government⁹

The Federation of Canadian Municipalities, composed of municipalities and provincial and territorial municipal associations, adopted a declaration on Improving Interracial Relations in Canadian Municipalities in 1986. A Policy Statement on Interracial Relations was released in 1993, with the latter focusing on the fight against discrimination and racism in employment and services, and on the equality of citizens and their rights to participate in the municipal administration. However, given the voluntary nature of the policy statement and the lack of compliance regulations such as those set out in the federal EEA, the adoption of employment equity practices is weak. A study by Elling and Elling (2007)¹⁰ found that few municipalities had employment equity programs of their own in place, and that few collected and analyzed data on the demographic composition of their workforces. They suggest bringing municipalities under the mandate of the federal government’s employment equity legislation or that individual provinces mandate their local units of government to collect and report information on the demographic composition of their workforces.

⁹ Excerpt from: Ng, Eddy, Haq, Rana, and Tremblay, Diane-Gabrielle (2014) [A review of two decades of employment equity in Canada: progress and propositions](#). In: Klarsfeld, Alain, Booyesen, Lize A.E., Ng, Eddy, Roper, Ian, and Tatli, Ahu, (eds.) International Handbook on Diversity Management at Work. Edward Elgar Publishing, Cheltenham, UK, pp. 46-67.

¹⁰ Municipal employment equity in three Canadian provinces: “What, me worry?”; Benjamin V. Elling and Richard C. Elling. Paper Prepared for Presentation at the 2007 Annual Meeting of the Canadian Political Science Association, May 30-June 1, 2007 Saskatoon, Sask.

Indigenous Peoples

First Nations people are one of the fastest growing populations in Canada and will likely continue to be so into the near future.¹¹ Consistent with that trend, Indigenous representation in the workforce has been growing slowly from year to year; however, their representation in the workforce still lags their overall labour market availability.¹² It is notable that although the hiring of indigenous people has increased year to year, they also leave the workplace at roughly the same pace.¹³ The share of job promotions is also significantly below their share in the labour force. This is particularly evident in the proportion of indigenous people who are represented in professional, management and senior management positions.

The indigenous population is expected to grow at 1.8% which is more than twice the rate of 0.7% for the general population.¹⁴ They are also younger than the non-indigenous population, making them an important source of labour in the future. However, Indigenous peoples continue to face challenges in their participation in the labour force. Therefore, employment equity efforts are needed to ensure that they are proportionately represented in various occupations and organizational levels. For many Indigenous people, entering the formal labour force is challenging. In 2021, Statistics Canada estimated national unemployment rates of 14.4% for First Nations people, and 7.4% for non-Indigenous population aged 15 years and over.¹⁵ A significant gap also exists in income. According to the 2016 Census, the median income among Aboriginal Canadians was \$25,526 as opposed to \$34,604 for non-Aboriginal Canadians (see Figure 1). Similarly, the mean or average income in 2016 was \$36,043 for Aboriginal Canadians as opposed to \$47,981 for non-Aboriginal Canadians (see Figure 1).¹⁶

¹¹ See Morency, J.-D., É. Caron-Malenfant, S. Coulombe, and S. Langlois. (2015) *Projections of the Aboriginal Population and Households in Canada, 2011 to 2036*. Statistics Canada Catalogue no. 91-552-X. Ottawa: Statistics Canada.

¹² National Aboriginal Economic Development Board. (2013) *National Aboriginal Economic Benchmarking Report*, Gatineau, Québec. [Available at: <http://www.naedb-cndea.com/reports/benchmarking-core-indicator-1-employment.pdf>]; Moyser, M. 2017. *Aboriginal People living off-reserve and the labour market: Estimates from the Labour Force Survey, 2007-2015*. Statistics Canada Catalogue no. 71-588-X. Ottawa: Statistics Canada.

¹³ Action Canada (2020) *Inclusive Futures: Indigenous Engagement in Canada's Workforce*. Ottawa.

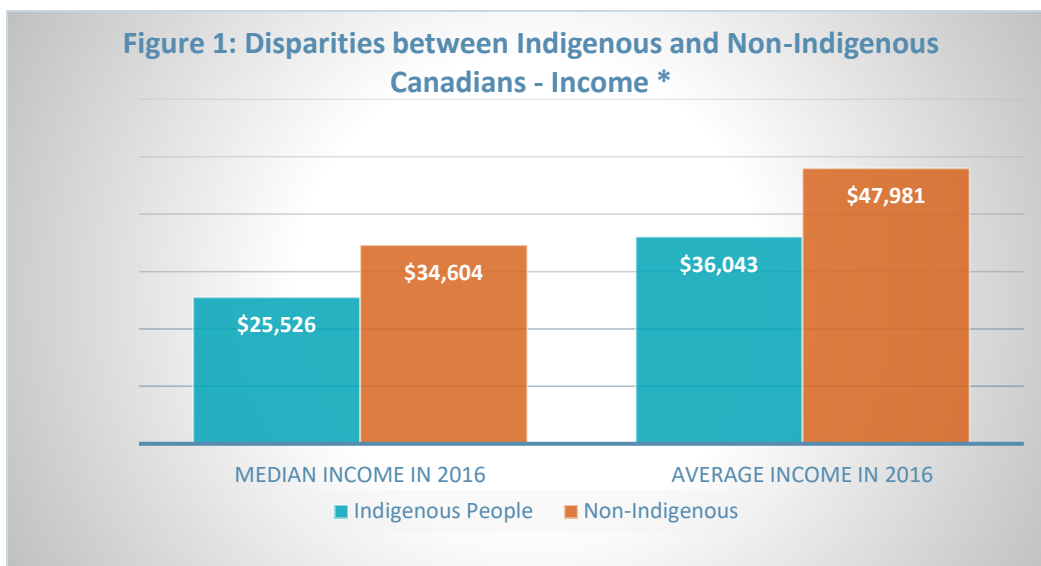
¹⁴ Pérusse, D. (2007) "Aboriginal People Living Off-reserve and the Labour Market: Estimates from the Labour Force Survey, 2007." Statistics Canada, Labour Statistics Division. Catalogue no. 71-588-X. OECD (2018) *Indigenous Employment and Skills Strategies in Canada*. <https://doi.org/10.1787/9789264300477-6-en>

¹⁵ Statistics Canada. Table 14-10-0365-01. Labour force characteristics by region and detailed Indigenous group. DOI: <https://doi.org/10.25318/1410036501-eng>

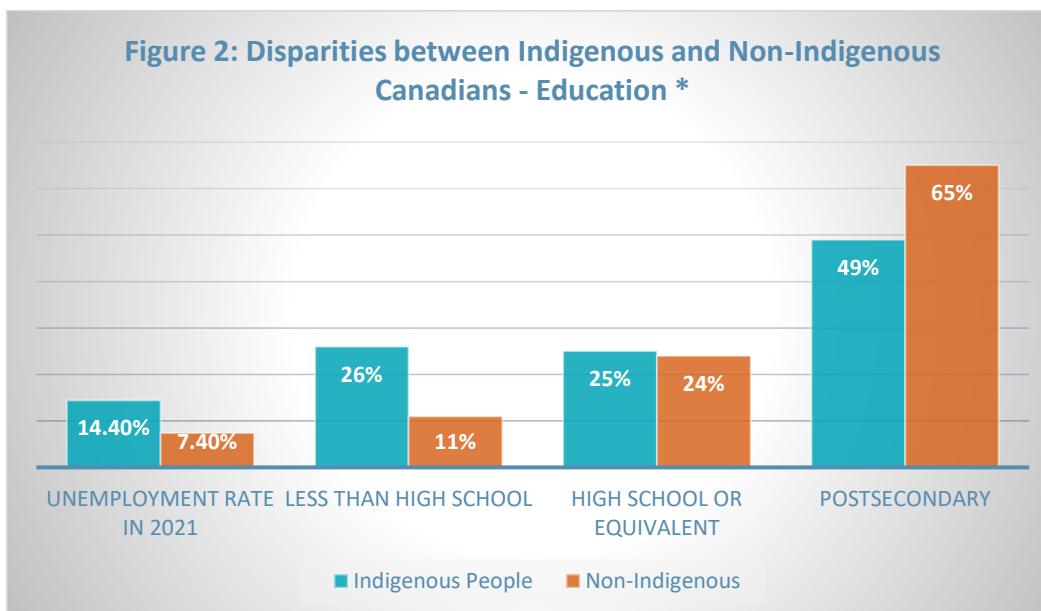
¹⁶ Statistics Canada. 2016 Census of Canada. Among people age 15 and over. See: <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/dt-td/Rp-eng.cfm?TABID=2&Lang=E&APATH=3&DETAIL=0&DIM=0&FL=A&FREE=0&GC=0&GID=1341679&GK=0&GRP=1&PID=110523&PRID=10&PTYPE=109445&S=0&SHOWALL=0&SUB=0&Temporal=2017&THEME=122&VID=0&VNAMEE=&VNAMEF=&D1=0&D2=0&D3=0&D4=0&D5=0&D6=0>

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There are several underlying reasons for this variation, but one significant factor is the educational disparity between Indigenous and non-Indigenous Canadians. In 2021 (see Figure 2), it was estimated that among the population aged 25 to 64, 26% of the Indigenous population of Canada did not have a high school certificate or diploma as compared with 11% of the non-Indigenous population. About 25% have a secondary (high) school diploma or equivalency as compared with 24% of the non-Indigenous population and 49% have some postsecondary qualification (including a certificate, diploma, or degree) in comparison with 65% of the non-Indigenous population.¹⁷



*See text for references



*See text for references

¹⁷ <https://www150.statcan.gc.ca/n1/pub/75-006-x/2021001/article/00009-eng.htm>

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It is the first group – those who essentially have less than secondary school – who find the labour force most challenging and it is among those individuals where unemployment rates are the highest. Overall, the level of formal education of Indigenous peoples in Canada has increased over time but not at the same rate as the non-Indigenous population.¹⁸

Generally, the minimum standard for entry into a career firefighting position is a secondary school graduation diploma but, as competition for position increases, many departments are finding that applicants often have some form of postsecondary education. This makes it even more challenging for Indigenous people seeking a career in fire services.

The latest National Fire Protection Agency (NFPA) survey of fire departments, which was conducted in 2014-16, estimates that there are about 152,000 firefighters in Canada. About 26,000 or 17% are career firefighters while the remaining 83% are volunteers. Those firefighters are spread across an estimated 3,672 departments. Only 66 departments are staffed by all career firefighters and 44 are staffed by “mostly” career individuals. The remainder are either all or mostly volunteer departments.¹⁹ While the NFPA attempts to conduct a census of departments and firefighters, it does not collect information on the composition of the workforce. That is, it does not collect information relating to the demographic characteristics of individual firefighters in Canada.

3. Equity Survey

Surveys

Two surveys were constructed to obtain information on Indigenous and other equity groups’ representation in the workforce. The first was an email survey of Canadian fire departments for which the researchers could obtain contact information. The second was a survey of Canadian municipalities which was made available through the Canadian Association of Municipal Administrators (CAMA) website. The existence and purpose of the municipal survey was noted in the CAMA’s newsletter and through emails distributed to the CAMA membership. The surveys were conducted via *Survey Monkey* between November 24, 2021 – January 22, 2022.²⁰ The end date was extended from December 31, 2021, to January 22, 2022 to encourage last minute respondents. The surveys were made available in both English and French and participation was

¹⁸ <https://www.oecd-ilibrary.org/sites/e6cc8722-en/index.html?itemId=/content/component/e6cc8722-en>

¹⁹ Haynes, J.G. and G.P. Stein (2018) Canadian Fire Department Profile, 2014-2016. National Fire Protection Association. Available at: <https://www.nfpa.org/News-and-Research/Data-research-and-tools/Emergency-Responders/Canada-Fire-Department-Profile>

²⁰ Copies of the NIFSC and CAMA surveys in both English and French are attached as Appendix A-1 and A2 respectively.



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voluntary. The surveys noted that all respondents, responses, and comments would remain anonymous.

The surveys included 16 questions and consisted mostly of quantitative questions. Qualitative feedback was also collected via 3 open ended questions. Several of the questions required employment and diversity data that would have required time to gather. The survey team took this into account and designed the survey to allow for the respondent to return to the survey at a later time to complete the survey with the required data. The following instructions were attached to the survey:

Instructions - Please Read

To complete this survey, you will need access to some employment and diversity information. Survey responses are saved when you click the “Next” or “Done” button at the bottom of the survey. If you need to save the survey and return to it later for any reason, click the “Next” or “Done” button at the bottom of the survey before exiting. To return to the survey, use the same link from the same device that you used to start the survey.

Responses

Given the low number of responses from the initial fire department mailout, follow-up reminders were sent on December 6 and 12, 2021 to encourage participation. The final response rate in the fire department survey was 14.2% (n=115)²¹. Although this number is low, the survey team was able to obtain sufficient representation from the data collected to draw reasonable conclusions.

The CAMA distributed a notification of the survey directly to its 650 members on December 7, 2021, and a final reminder was sent on January 7, 2022. The final CAMA response rate was 4.6% (n=30). Given the very low response rate it was deemed that the survey results were insufficient to form a valid representation of the respondents. Consequently, the researchers decided not to analyse the CAMA panel.

The average response for online surveys is typically between 20%- 30%.²² There could be several factors affecting the low response rate from both the fire department and CAMA surveys including:

- Timing of the survey
The surveys were conducted toward the end of the year in 2021, at a time when staff begin to take vacation and are winding down for the year. The end of the year is also a busy time for some organizations as they try to wrap up year end activities, develop plans

²¹ Total number mailing list was 811.

²² <https://www.surveymonkey.com/curiosity/improve-survey-response-rate/>

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for the coming year and prepare year-end reports. A voluntary survey may not be deemed as high priority in this instance.

- **Type of information requested in the survey**
Several of the survey questions requested employment and diversity data that may not be easily accessible or available for some departments, especially for the smaller organizations.
- **Lack of qualified staff/resources to fill out the survey**
As noted above, smaller organizations may not have designated Human Resources support or staff available to assist in the collection of employment and diversity statistics of its workforce. Smaller organizations tend to operate on skeletal staff and rely on volunteer support staff to oversee administrative functions.
- **Effects of the pandemic**
Office closures caused by the pandemic over the past two years often limited office access to only essential staff. That would have made it difficult for some organizations to respond to the survey as access to employment and HR information would have been limited.
- **Survey fatigue**
A sentiment that is widely shared by many organizations across the board is the survey fatigue that many are currently experiencing. Especially with the current pandemic, organizations and employees are constantly being surveyed to obtain the 'pulse' on numerous issues. These range from the pandemic's impact on employees' mental health during the pandemic, to return to work sentiments, to attitudes toward hybrid or remote work preferences, to how to foster collaboration while working remotely.

4. Firefighters' Survey Results

Fire Departments and Diversity

A full listing of the online questionnaire and instructions (in both official languages) is provided in Appendices A and B. As indicated previously, the total number of responses from fire departments was 115 out of 811 departments contacted across Canada.²³ Not all departments responded to all questions. The total average number of personnel per department was 156. The breakdown of those employees by function is identified in Table 2.

Response	Average Number	Percent
Full-time employees	116	65.6
Volunteer employees	44	25.5
Senior administrative personnel (Chiefs, Assistant Chiefs, etc.)	5	3.1
Civilian support staff	6	3.1
Non-civilian support staff	7	2.7
Total	156	100.0

What turned out to be two of the more important questions in the survey are identified in Tables 3 and 4. The corresponding questions were: *“Do you have a Human Resources department to assist in your hiring needs?”* and *“Do you or your HR Department maintain a record of diversity statistics of employees hired in the past 5 years?”* Only 52% of the responding departments indicated that they had a human resources department to support them and only 18% indicated that they maintained a record of diversity statistics among those they had hired in the past five years.

A secondary analysis of the data indicated that it was primarily the larger departments that had HR support and keep diversity statistics. About 44% of those departments would also fall under what the NFPA classifies as primarily “career” departments. Since most fire departments in the country (and most of the non respondents) were smaller departments, those numbers would likely be significantly smaller had we obtained a complete reporting from all departments.

²³ The researchers were only able to obtain contact information from 811 departments across the country. Despite numerous attempts, it was not possible to locate a complete national listing with contact information.

Table 3: Do you have a Human Resources department to assist in your hiring needs? (N=110)

Response	Percent
Yes	51.8
No	48.2
Total	100.0

Table 4: Do you or your HR Department maintain a record of diversity statistics of employees hired in the past 5 years? (N=114)

Response	Percent
Yes	18.4
No	81.6
Total	100.0

When the key question regarding the number of minority employees was asked, only 21 departments out of 114 provided a response. Given that few departments have HR support and even fewer keep statistics, it is not surprising that the response rate was so low. Of the 17 departments that did respond, however, the breakdowns are provided in Tables 5 and 8. Table 5 indicates the total number of employees in each designated group on staff while Table 8 indicates the number and percentage of members of those groups hired in the past five years.

Table 5: Currently, approximately how many of your employees can be described as sharing one or more of the following characteristics? (N=17)

Response	Number*	Average N**	Percentage
Visible minority	53	3.1	2.0%
Indigenous people	59	3.5	2.2%
Persons with disabilities	10	0.6	0.4%
LGBTQ2 ²⁴	16	0.9	0.6%
Women	133	7.8	5.0%

*Total number across 17 reporting departments. ** Average per reporting department

Although the sample of responding departments is too small to provide reliable estimates, it is interesting to compare those results with the corresponding figures from the 2016 Census.²⁵ Among those in the Canadian population 20-59 years of age, about 2.6% identify as being of Aboriginal origin. About 5.6% are identified as being a member of a non-Aboriginal visible minority. The responding

²⁴ LGBTQ2 refers to those who identify as Lesbian, Gay, Bisexual, Transgender, Queer, or Two-Spirit. This is the acronym used by the Government of Canada to refer to the Canadian community. See: <https://women-gender-equality.canada.ca/en/free-to-be-me/lgbtq2-glossary.html>

²⁵ At the time of writing, the results of the 2022 Census were not available for analysis.



departments indicated that among the total number of employees, about 2.2% were Indigenous people and 2.0% were members of a visible minority (Table 5). This suggests that, for those departments, the proportion of Aboriginal employees is relatively consistent with their distribution in the population at large. The percentage of visible minority individuals is about 5.6% within that corresponding age group which suggests that, again for those few departments responding, there is an under representation.

A comparison of Table 5 with the Census result in Table 7 indicates that women are significantly under-represented in fire services as they constitute about half of the Canadian population but only about 5% of fire department personnel.

Unfortunately, it is difficult to identify the number of persons with disabilities from the available Census data and questions relating to sexual orientation/identity were not asked in 2016.

Table 6: Minority Population (Nationally), 20-59 Years of Age

Group	Total	Percent
Aboriginal	485,567	2.6%
Visible minority	1,045,414	5.6%
Others	17,240,512	91.8%
Total	18,771,493	100.0%

Table 7: Population by Gender (Nationally), 20-59 Years of Age

Group	Total	Percent
Female	9,526,423	50.7%
Male	9,245,070	49.3%
Total	18,771,493	100.0%

Table 8 provides the numbers and percentages of designated equity group members hired by those 17 departments in the past five years. Table 8 indicates that among fire department personnel belonging to designated hiring groups, a significant proportion were recent hires. About 38% percent of those identified as visible minority group members were hired in the past five years along with 48% of Indigenous people; 48% of women; and over 90% of persons with disabilities and LGBTQ2 individuals.

Again, the sample of responding departments is very small at 17 so it is impossible to draw broad generalizations. For those departments reporting numbers, however, it appears that significant progress is being made in hiring designated minority group members in comparison with the past.



Table 8: Approximately how many of your employees have you hired in the past 5 years that can be described as sharing one or more of the following characteristics? (N=17)

Response	Number	Average	Percent of Designated Group
Visible minority	20	1.2	37.7%
Indigenous people	28	1.6	47.5%
Persons with disabilities	9	0.5	90.0%
LGBTQ2	15	0.9	93.8%
Women	64	3.8	48.1%

The first part of the survey was an attempt to identify the relative proportion of designated equity group members, especially Indigenous people, who work in fire services. A second section tried to determine the degree to which hiring designated group members was a hiring priority for the organization. The third section delved into what issues or difficulties the departments believed they had in recruiting designated minority personnel.

A key question asked of the respondents was whether increasing diversity and inclusion was a strategic priority for their organization. As Table 9 indicates, among the responding departments, about 55% indicated that this was the case and about 30% responded that this was not a priority.

Table 9: Is increasing diversity and inclusion a strategic priority for your organization? (n=114)

Response	Percent
Yes	55.4%
No	29.8%
Other	14.9%
Total	100.0%

The remaining 15% indicated some “other” response including the following:

- Not officially a strategic priority, but we are evaluating if current practice is exclusive or biased in such a way that it would not allow for diversity and inclusion.
- “We try to match diversity of our community.”
- “Not officially a strategic priority, but we are evaluating if current practice is exclusive or biased in such a way that it would not allow for diversity and inclusion.”
- “Our department is open to all individuals living in the province.”
- “No because everyone is treated equally.”
- “We hire people who are interested in the position without any discrimination.”



What was notable in these responses was that in absence of a formal strategic plan, several departments have active informal practices around diversity and inclusion as a strategic priority.

It must be kept in mind that most departments have multiple priorities beyond equity hiring, ranging from obtaining adequate funding from their parent municipalities to enhancing training opportunities of existing personnel. Nationally, the potential in some regions for decreasing the numbers of fire incidents, deaths and injuries in recent years has placed significant pressure on departments to maintain their existing budgets. This has had an impact on hiring and employee retention. Furthermore, in many parts of the country, executive personnel are being challenged as fire departments are being asked to provide service to non-traditional calls for assistance. These calls range from spikes in drug overdoses to other medical emergencies related to an aging population.

Complementary to whether increasing diversity and inclusion is a strategic priority, are the responses to Table 10. Here, the departments were asked whether a policy had been put in place to increase the diversity of their employee population. Significantly, almost two-thirds of those who responded indicated that they did not have a policy in place.

Response	Percent
No	65.5%
We are currently developing one	13.3%
Yes, less than three years ago	7.1%
Yes, more than three years ago	7.1%
Other (please specify)	7.1%
Total	100.0%

This is not surprising given the fact that only slightly more than half of the responding departments had a human resources department to assist them in hiring. Senior fire professionals such as chiefs and deputy chiefs are trained in firefighting and typically have little formal background in human resources. Developing strategic priorities is managerially challenging for many senior administrators – it requires time, commitment, and resources to develop and implement. This is a challenge for the smaller fire departments. Without a significant background in administration or without the support of an HR department, developing equity policies can be challenging if not downright daunting. There are legal, social, and political implications to consider that requires consultation with various stakeholders. Even outside of fire services, many administrators worry about the practical and legal implications of pursuing what has often become a socially and politically charged endeavour.

The survey respondents were also asked whether their equity policy was tied to a general piece of legislation or policy (Table 11). Multiple responses were permitted, thus allowing the total to add to more than 100%. The majority of those surveyed (84.3%) either did not respond to the question or indicated “other” responses. The primary driver for those departments which had a policy in place



appeared to be policies that were put in place at the local or Municipal level. Federal and Provincial legislation had a minimal impact and that of collective agreements was almost negligible at about 1%.

Table 11: If you have a policy in place regarding diversity in your organization, is it tied to any of the following? Please check all that apply. (N=105)

Response	Percent*
Federal legislation	4.8%
Provincial legislation	5.7%
Municipal policy	13.3%
Collective/employment agreements	1.0%
Non-response/other	84.3%

* Percentages add up to more than 100% since multiple responses were allowed.

One of the questions we asked of the respondents was aimed directly at their organization’s commitment to diversity and inclusion (Table 12). Approximately 45% indicated that they “make a point of respecting diversity and inclusion in our organization.” Slightly more (about 49%) indicated that they went beyond simply “respecting” diversity and inclusion, and made a point of either championing it or were seeking to be community leaders. At face value, these responses would appear to be in contradiction to the composition of most departments. Considering the issue more deeply, however, the responses suggest that among senior leadership, there is a sincere commitment to diversity and inclusion but that implementation is a problem. The likely issue, again, is that many if not most departments do not have the skill or capacity to execute that intention.

Referring back to the NFPA survey, only about 3% of the departments in Canada are staffed with career firefighters. Most of the rest are either entirely volunteer department or have only one or two career members. Among the respondents to this survey which leans heavily toward the “career” side of the continuum, fewer than half of departments indicated that they had the support of a human resources department to assist in hiring. This would reinforce the suggestion that limited or non-existent outreach mechanisms are an impediment to creating a more diverse labour force.

Table 12: How would you describe your organization with respect to its commitment to diversity and inclusion? Please check one only (N=108)

Response	Percent
We make a point of respecting diversity and inclusion in our organization	44.4%
We make a point of championing diversity and inclusion in our organization	20.4%
Our organization seeks to be a community leader in championing diversity and inclusion	28.7%
None of the above	6.5%
Total	100.0%



Table 13 provides an indication of how the respondents believe the public perceives their department and issues relating to employment. Most respondents believe that their organization has a good reputation (91.5%); is inclusive (81.9%); and, is generally seen as a good place to work by the public (70.2%). Complementing that is the belief that employees generally report high levels of job satisfaction (72.3%); the organization provides opportunities for advancement (67%); and their organization provides good job security (51.1%). Over forty percent (42.6%) indicate that securing a position is a “highly competitive process.” Despite these positive elements, however, 42.6% of the respondents indicate that it is “an on-going challenge for us to find enough new employees.”

Table 13: Would it be accurate to describe your fire department as having any of the following characteristics? Please check all that apply. (N=94)	
Issue	Responses
Our organization has a good reputation.	91.5%
Our organization actively strives to be inclusive of all employees.	81.9%
Our organization is generally seen by the public as a desirable place to work.	70.2%
Our employees generally report high levels of job satisfaction.	72.3%
Our organization provides opportunities for advancement.	67.0%
The jobs in our organization provide for good job security.	51.1%
In general, securing a position in our organization is a highly competitive process.	42.6%
It is an on-going challenge for us to find enough new employees.	42.6%

Challenges to Recruitment

The departments surveyed were asked what they considered to be the challenges in recruiting designated diversity groups. Here, the response rate was very low with only 22 responses. Among those departments that did respond, the biggest issues identified were the physical demands of the jobs, a lack of interest in the available jobs, the educational requirements and the skill/experience required for the job. While not asked specifically, we suspect issues relating to the physical demands of the jobs were related primarily to female applicants. Other issues such as a lack of job openings and the work location were reported as being of lesser importance. Interestingly, pay and benefits packages was not considered an influencing factor in recruitment. This aligns with the finding from the NFPA report that most Canadian firefighters are volunteers.



Table 14: Do you find any of the following issues to be challenges in recruiting designated diversity groups? Please check all that apply. (N=22)

Response	Responses
Lack of job openings in our organization.	27.3%
Our work location.	22.7%
Expressed lack of interest in the type of jobs we have available.	40.9%
Educational requirements demanded by the job openings we have available.	40.9%
Physical requirements demanded by the job openings we have available.	59.1%
Skill /experience requirements demanded by the job openings we have available.	31.8%
Language requirements demanded by the job openings we have available.	9.1%
Collective agreement requirements regarding promotional practices.	13.6%
The pay and benefit packages we have available.	9.1%
Other	36.4%

To round out the survey, the respondents were asked how satisfied they were with how well they were performing in terms of hiring minority candidates and how long they suspected it would be before their department achieved a good representation of the minority or diversity groups (Table 15). With the exception of hiring persons with disabilities (which issued a “neutral” response), the majority of departments that responded to the question indicated that they were either “satisfied” or “very satisfied” with the notion that their department was doing all that is could to hire the specified minority group members.

Table 15: How satisfied are you that your organization is doing all that it can to recruit individuals from the following groups?

Group	Very Dissatisfied	Unsatisfied	Neutral	Satisfied	Very Satisfied	Total	N
Visible Minority	4.5%	11.4%	20.5%	43.2%	20.5%	100.0%	88
Aboriginal people	3.5%	17.4%	25.6%	34.9%	18.6%	100.0%	86
Persons with disabilities	3.1%	6.2%	49.2%	29.2%	12.3%	100.0%	65
LGBTQ2	4.8%	9.5%	28.6%	34.5%	22.6%	100.0%	84
Women	4.4%	10.0%	11.1%	28.9%	45.6%	100.0%	90

On the other hand, when asked, “how long do you expect it will it take before you get to where your employees are a good representation of diverse groups?” (Table16) only about 30% indicated that they were either already there or would be in about three years. The remainder thought it would take longer than three years. It is also notable that 22.5% did not see it happening in the foreseeable future.

Put together, these last two tables would suggest that most of the respondents do not see fire departments reflecting the distribution of the population of Canada within the near future but, at the



same time, most respondents were either satisfied or very satisfied with how well they were doing. Without conducting a series of personal interviews, it is difficult to unravel what is happening regarding the hiring of minority candidates in greater detail.

Table 16: All things considered, how long do you expect it will take before you get to where your employees are a good representation of diverse groups? (N=89)

Response	Percent
We are already there	20.2%
Within three years	10.1%
Three to five years	15.7%
More than five years	32.6%
Not for the foreseeable future	22.5%

5. Conclusions and Recommendations

The primary conclusions that can be drawn from this survey are that seeking out and actively hiring minority candidates is not an active priority for most fire departments. We would suspect this is also the case with most other governmental and non-governmental enterprises (including municipalities) in Canada. As we indicated previously, Canadian equity legislation is strong on the matter of not discriminating against candidates applying for a job but is weak on the matter of recruitment and outreach. As the survey suggests, few departments actively seek minority candidates. Indigenous candidates who do apply are likely treated in a reasonably equitable manner. The difficulty most departments face is that even if they wished to engage in outreach activities, few probably have the resources or expertise to do so. Only a small proportion of departments have a human resources or other department to provide support and departments that do tend to be in the larger centres.

Most fire departments in Canada are either volunteer departments or mixed volunteer and full-time member departments in small communities. According to a recent NFPA study, there were about 155,000 firefighters in Canada spread across 3,672 departments during the period of 2014-16.²⁶ Ninety-five percent of the departments are in communities with populations of fewer than 25,000 people. About 83% of firefighters nationally were volunteer members and in communities of fewer than 25,000 population, 90% are volunteer members.

The issue of “recruiting” volunteer members is complex. Unlike departments staffed primarily with full-time members, it is not possible to make a living by volunteering. By definition, volunteer departments consist of members who have a primary job or other source of income and do firefighting duties on a

²⁶ Haynes, J.G. and G.P. Stein (2018) Canadian Fire Department Profile, 2014-2016. National Fire Protection Association. Available at: <https://www.nfpa.org/News-and-Research/Data-research-and-tools/Emergency-Responders/Canada-Fire-Department-Profile>



part-time or *ad hoc* basis. Some volunteers, however, see the position as a steppingstone to a full-time job in a larger department and it is the case that many departments staffed with full-time employees see volunteer experience as an influencing factor when hiring decisions are made. If only for this reason, it is worthwhile encouraging Indigenous people who have an interest in the occupation becoming part of a volunteer unit.

Most of those smaller departments either do not have any minority personnel or do not know whether their members belong to designated groups. The clear exception to this is situation, however, is First Nations communities which are overwhelmingly staffed by Indigenous volunteers. Most of those communities are small and located in remote areas. Consequently, those departments offer few full-time positions and potential applicants must relocate to a major urban area if they wish to pursue full-time employment in the field.

The most readily identifiable equity group in the profession is women. It is estimated that about 3%-4.4% of the firefighters in Canada are women,^{27 28} and most women firefighters are in larger cities. Ironically, only about 3% of the firefighters in Metro Vancouver are women yet about one-third of the forestry firefighters working for BC Wildfire Services are women.²⁹ Clearly, there is a select group of women, just as there is a select group of men, who are willing and able to do the job.

For many women who join the service, professional life can be difficult. Incidents of bullying and sexual harassment are not uncommon.³⁰ To encourage young women to apply for the profession and to provide support to those in the profession, some female firefighters have organized. One such group is the Fire Service Women of Ontario.³¹

Other visible minority group members are generally as readily identifiable as women. Unlike women who constitute about half the Canadian population throughout the country, most visible minorities are located in larger centres. They also tend to be disproportionately recent immigrants. According to those departments that responded to the survey, about 2% of their staff are members of visible minorities although they constitute about 5.6% of the Canadian population in the 20-59-year age group.

Unlike women, other designated minorities such as Indigenous people, members of the LGBTQ2 community and some persons with disabilities are difficult to identify unless they self-declare. For various reasons, many may not choose to do so, or their status is known only by a few colleagues. Generally, there is no compelling reason for member of those communities to make their status known nor for senior administrators such as fire chiefs to actively identify members of those minority communities who may work for their department.

²⁷ See: https://emergencyreporting.ca/blog/women-in-fire-interview-with-3-female-chiefs-in-canada/#_ftnref1

²⁸ <https://www.cbc.ca/news/canada/female-firefighters-bullying-sexual-harassment-fifth-estate-1.3305509>

²⁹ <https://bc.ctvnews.ca/barely-100-female-firefighters-in-metro-vancouver-despite-recruitment-efforts-1.4729722>

³⁰ <https://www.cbc.ca/news/canada/female-firefighters-bullying-sexual-harassment-fifth-estate-1.3305509>

³¹ <https://fswoc.ca/>



Even when applying for a job, many Indigenous and LGBTQ2 individuals may not consider self-identifying as being relevant or, potentially, a deterrent to getting the position. Many people who are “invisible” minorities, also fear on-the-job discrimination should they self-declare. Regardless, among those departments that responded to the survey, they reported that slightly more than 2% of their firefighters were Indigenous people. This compares with about 3% of the population identifying as Aboriginal between the ages of 20-59 on the 2016 Census. As indicated, most firefighters on First Nations communities are Indigenous and Indigenous firefighters are over-represented in Wildfire Services.

Recommendations

While the results of our survey do not indicate a major disparity between the proportion of Indigenous individuals in career firefighting roles and their proportion in the overall population, there is still a sizeable gap. That gap is significantly greater for members of visible minority groups and women.

As the survey results indicate, many departments are concerned about addressing issues of employment equity. One of the weak links is a lack of outreach by many departments. There are numerous ways of addressing this including through activities such as publicising success stories and engaging in “road shows.” These typically involve going out into the community (for example, into schools and colleges) and having a strong social media/online presence.

The survey also indicated that obtaining a position in a career department is highly competitive. This puts many Indigenous individuals at a disadvantage since, on average, they tend to have lower levels of formal education than the non-Indigenous population. This is becoming a greater problem as competition for positions in career departments increases and the level of formal education of applicants increases. As indicated, the level of formal education among Indigenous people overall is increasing although at a slower rate than among the non-Indigenous population.

While it is certainly possible to wait for the broader level of education to increase among young Indigenous individuals looking toward a career in fire services, taking a more proactive approach could accelerate that trend. It might be possible, for example, to engage one or more community colleges to introduce specialized training for those looking to enter the field.

Regardless, the NIFSC might wish to consider several approaches to addressing the gap. Among those possibilities are:

- Requesting changes in the federal, provincial, and municipal governments to go beyond simple principles of equity in hiring and push for mandated outreach policies and practices.
- Requesting that those entities develop tool kits to assist in implementing those policies and practices.
- Working with local career-based fire departments to help identify a pool of qualified Indigenous applicants. This could also be complemented by heightening the awareness among Indigenous peoples of the career opportunities available in fire services.



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- Encouraging Indigenous youth who are interested in a career in fire services to enhance their educational background. This may also include obtaining qualifications in ancillary aspects of the career such as obtaining college certificates in emergency medical practices.
- Developing programs and encouraging Indigenous people currently working on First Nations communities or who are active in volunteer fire departments to upgrade their formal skills.
- Lobby for funding to develop programs/training in EDI concepts.
- Encouraging fire departments with human resource and smaller fire departments alike to develop formal programs/initiatives and track metrics for hiring, retention, and talent development.



APPENDIX A-1: Survey Questionnaire English

National Indigenous Fire Safety Council - Diversity Survey

Background

The National Indigenous Fire Safety Council and the Canadian Association of Municipal Administrators are asking for your support in completing a short survey. The purpose of this survey is threefold. The first is to determine whether municipal governments and fire services in Canada have hiring policies to target specified employment equity groups. Second, we are interested in knowing the proportion of identified Indigenous peoples, women, and other visible minorities who are a part of your organization. Third, we would like to get a better understanding of what challenges you might face in hiring members of designated groups.

As leader of your unit, you are well placed to help us identify these issues and share best information and practices. The results of the survey will help Fire Services Units and Canadian Municipalities develop robust hiring, retention and professional development programs targeted toward women, Aboriginal peoples (First Nations, Inuit or Métis), persons with disabilities, and members of visible minorities (other than Aboriginal people).

Instructions - Please Read

To complete this survey, you will need access to some employment and diversity information. Survey responses are saved when you click the “Next” or “Done” button at the bottom of the survey. If you need to save the survey and return to it later for any reason, click the “Next” or “Done” button at the bottom of the survey before exiting. To return to the survey, use the same link from the same device that you used to start the survey.

1. What is the name of your fire department? _____

2. How many of each of the following types of employees do you have in your fire department?
Full-time employees (show#) _____
Volunteer employees (show#) _____
Senior administrative personnel (Chiefs, Assistant Chiefs, etc.) (show#) _____
Civilian support staff (show#) _____
Non-civilian support staff (show#) _____

3. Do you have a Human Resources department to assist in your hiring needs?
 Yes
 No

4. Do you or your HR Department maintain a record of diversity statistics of employees hired in the past 5 years? [If No Skip to Q7]



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- Yes
- No

5. Currently, approximately what percentage of your employees can be described as sharing one or more of the following characteristics?

- 1. Visible minority _____%
- 2. Aboriginal people _____%
- 3. Persons with disabilities _____%
- 4. LGBTQ2 _____%
- 5. Women _____%

6. Approximately, how many employees have you hired in the past 5 years that can be described as sharing one or more of the following characteristics?

- 1. Visible minority (show #) _____
- 2. Aboriginal people (show #) _____
- 3. Persons with disabilities (show #) _____
- 4. LGBTQ2 (show #) _____
- 5. Women (show #) _____

7. Is increasing diversity and inclusion a strategic priority for your organization?

- Yes
- No
- Other (please specify)

8. How would you describe your organization with respect to its commitment to diversity and inclusion? Please **check one only**.

- We make a point of *respecting* diversity and inclusion in our organization
- We make a point of *championing* diversity and inclusion in our organization
- Our organization seeks to be a community leader in championing diversity and inclusion
- None of the above

9. Has your organization put a policy in place that aims to increase the diversity of your employee population?

- No **[SKIP TO Q.14 IF “NO”]**
- We are currently developing one
- Yes, less than three years ago
- Yes, more than three years ago



Other (please specify)

10. If you have a policy in place regarding diversity in your organization, is it tied to any of the following? Please **check all that apply**.

- Federal legislation
- Provincial legislation
- Municipal policy
- Collective/employment agreements

11. Has your organization put any specific recruitment/hiring initiatives in place to increase the diversity of your workforce? If so, please **check all that apply** to the following groups.

a) We regularly advertise our commitment to recruiting individuals from the following groups:

- Visible minority
- Aboriginal people
- Persons with disabilities
- LGBTQ2
- Women

b) We offer targeted employment incentives to encourage individuals from the following groups to join our organization as employees.

- Visible minority
- Aboriginal people
- Persons with disabilities
- LGBTQ2
- Women

c) We have targeted outreach programs with community, school, and/or job fair presentations aimed at increasing the number of individuals we hire from the following groups.

- Visible minority
- Aboriginal people
- Persons with disabilities
- LGBTQ2
- Women

d) We have a designated lead /unit/and or office that is specifically tasked with leading our efforts to increase the number of individuals we hire from each of the following groups.

- Visible minority
- Aboriginal people
- Persons with disabilities



- LGBTQ2
- Women

12. Has your organization put any specific initiatives/policies in place to increase the diversity of your workforce? If so, please **check all that apply** to the following groups.

- a) We hired a consultant/hiring firm specifically to assist up in our efforts to increase the number of individuals we hire from the following groups.
 - Visible minority
 - Aboriginal people
 - Persons with disabilities
 - LGBTQ2
 - Women

- b) In our hiring selection process we give special consideration to individuals from each of the following groups.
 - Visible minority
 - Aboriginal people
 - Persons with disabilities
 - LGBTQ2
 - Women

- c) We have set specific targets/goals aimed at recruiting individuals from each of the following groups.
 - Visible minority
 - Aboriginal people
 - Persons with disabilities
 - LGBTQ2
 - Women

- d) We specifically commit/allocate part of our annual human resource budget to recruiting individuals from each of following groups.
 - Visible minority
 - Aboriginal people
 - Persons with disabilities
 - LGBTQ2
 - Women

13. Do you find any of the following issues to be challenges in recruiting designated diverse groups? Please **check all that apply**.

- Lack of job openings in our organization



- Our work location
- Expressed lack of interest in the type of jobs we have available
- Educational requirements demanded by the job openings we have available
- Physical requirements demanded by the job openings we have available
- Skill /experience requirements demanded by the job openings we have available
- Language requirements demanded by the job openings we have available
- Collective agreement requirements regarding promotional practices
- The pay and benefit packages we have available
- Other (please specify below)

14. How satisfied are you that your organization is doing all that it can to recruit individuals from the following groups?

On a scale of 1 to 5 where:

1=Very dissatisfied; 2=Unsatisfied; 3=Neutral; 4=Satisfied; 5=Very satisfied

Visible minority___ Aboriginal people___ Persons with disabilities___ LGBTQ2___ Women___

15. All things considered, how long do you expect it will take before you get to where your employees are a good representation of diverse groups?

- We are already there
- Within three years
- Three to five years
- More than five years
- Not for the foreseeable future

16. Would it be accurate to describe your fire department as having any of the following characteristics? Please **check all that apply**.

- Our organization has a good reputation
- Our organization is generally seen by the public as a desirable place to work
- Our organization provides opportunities for advancement
- The jobs in our organization provide for good job security
- Our employees generally report high levels of job satisfaction
- Our organization actively seeks to accommodate people with disabilities
- Our organization actively strives to be inclusive of all employees
- In general, securing a position in our organization is a highly competitive process
- It is an on-going challenge for us to find enough new employees



APPENDIX A-2: Survey Questionnaire French

Sondage sur la diversité du CNASI- Service incendie

L'Histoire

Le Conseil national autochtone de la sécurité-incendie autochtone (CNASI) et l'Association canadienne des administrateurs municipaux cherchent votre appui en vous demandant de remplir un court sondage. Ce sondage comporte trois objectifs. Le premier consiste à déterminer si les gouvernements municipaux et les services d'incendie au Canada ont des politiques de recrutement qui ciblent spécifiquement des groupes d'équité en matière d'emploi. Deuxièmement, nous souhaitons connaître la proportion de membres des Premières Nations et des peuples autochtones identifiés, des femmes, des LGBTQ2 et des minorités visibles qui font partie de votre organisation. Troisièmement, nous souhaitons mieux comprendre les défis que vous rencontrez dans le recrutement des membres des groupes désignés.

En tant que responsable de votre unité, vous êtes en mesure de nous aider à identifier ces problèmes et à partager les meilleures informations et pratiques. Les résultats du sondage aideront les unités des services d'incendie et les municipalités canadiennes à élaborer de solides programmes de recrutement, de rétention et de développement professionnel destinés aux femmes, aux peuples autochtones (Indiens, Inuits ou Métis), aux personnes handicapées et aux membres des minorités visibles (autres que les peuples autochtones).

Instructions - Veuillez lire

Pour compléter ce sondage, vous aurez besoin d'accéder à des informations sur l'emploi et la diversité. Les réponses au sondage sont enregistrées lorsque vous cliquez sur le bouton « **Suivant** » ou « **Terminé** » au bas de la page. Si vous devez enregistrer le sondage et y revenir plus tard pour une raison quelconque, cliquez sur le bouton « **Suivant** » ou « **Terminé** » avant de quitter. Pour revenir au sondage, utilisez le même lien avec le même appareil que vous avez utilisé pour commencer le sondage.

1. Comment se nomme votre service incendie? _____
2. Combien de chacun des types d'employés suivants avez-vous présentement dans votre service incendie?
Employés à temps plein (#) _____
Employés bénévoles (#) _____
Personnel administratif cadre (Chefs, Chefs adjoints, etc.) (#) _____
Personnel de soutien civil (#) _____
Personnel de soutien non civil (#) _____
3. Avez-vous un service des ressources humaines qui vous appuie dans le recrutement?
 Oui
 Non



FIRE DEPARTMENT DIVERSITY AND INCLUSION: CREATING OPPORTUNITIES FOR INDIGENOUS RECRUITMENT

4. Est-ce que vous ou votre service des ressources humaines maintenez un registre des statistiques de diversité des employés embauchés au cours des 5 dernières années ? **[Si Non passer a Q7]**

- Oui
- Non

5. Présentement, approximativement combien de vos employés que l'on peut décrire comme partageant une ou plus des caractéristiques suivantes?

- 1. Minorité visible _____%
- 2. Peuples autochtones _____%
- 3. Personnes handicapées _____%
- 4. LGBTQ2 _____%
- 5. Femmes _____%

6. Approximativement, combien d'employés avez-vous embauché au cours des 5 dernières années qui peuvent être décrits comme partageant une ou plusieurs des caractéristiques suivantes ?

- 1. Minorité visible (#) _____
- 2. Peuples autochtones (#) _____
- 3. Personnes handicapées (#) _____
- 4. LGBTQ2 (#) _____
- 5. Femmes (#) _____

7. Est-ce que l'augmentation de la diversité et l'inclusion une priorité stratégique pour votre organisation?

- Oui
- Non
- Autre (veuillez préciser)

8. Comment décririez-vous votre organisation en ce qui concerne son engagement envers la diversité et l'inclusion? Veuillez cocher une seule réponse.

- Nous nous faisons un devoir de *respecter* la diversité et l'inclusion dans notre organisation
- Nous nous faisons un devoir de *promouvoir* la diversité et l'inclusion dans notre organisation
- Notre organisation cherche à être un chef communautaire dans la promotion de la diversité et l'inclusion
- Aucun des éléments ci-dessus

9. Votre organisation a-t-elle mis en place une politique qui vise à augmenter la diversité parmi vos employés?

- Non **[Si Non passer a Q14]**
- Nous en élaborons une actuellement
- Oui, il y a moins de trois ans
- Oui, il y a plus de trois ans



Autre (veuillez préciser)

10. Si votre organisation possède une politique présentement en ce qui concerne la diversité, est-elle liée à l'un des éléments suivants? Veuillez cocher toutes les réponses qui s'appliquent.

- Loi fédérale
- Loi provinciale
- Loi municipale
- Conventions collectives/ententes avec les employés

11. Votre organisation a-t-elle mis en place des initiatives recrutement/embauche spécifiques pour accroître la diversité parmi vos employés? Dans l'affirmative, veuillez cocher toutes les réponses qui s'appliquent.

- a) Nous annonçons régulièrement notre engagement à recruter des personnes parmi les groupes suivants.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2
 - Femmes
- b) Nous offrons des incitatifs d'emploi ciblés pour encourager les personnes des groupes suivants à se joindre à notre organisation en tant qu'employés.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2
 - Femmes
- c) Nous avons élaboré des programmes de sensibilisation ciblant les communautés, les écoles, les foires à l'emploi dans le but d'accroître le nombre de personnes que nous embauchons parmi les groupes suivants.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2
 - Femmes
- d) Nous avons désigné un responsable, une unité ou un service dont la responsabilité spécifique est de diriger nos efforts pour augmenter le nombre de personnes que nous recrutons parmi chaque groupe suivant.



- Minorité visible
- Peuples autochtones
- Personnes handicapées
- LGBTQ2
- Femmes

12. Votre organisation a-t-elle mis en place des initiatives/politiques spécifiques pour accroître la diversité parmi vos employés? Dans l'affirmative, veuillez cocher toutes les réponses qui s'appliquent.

- a) Nous avons retenu les services d'un cabinet de consultant/firme de recrutement pour nous appuyer spécifiquement dans nos efforts visant l'augmentation du nombre de personnes que nous recrutons parmi les groupes suivants.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2
 - Femmes

- b) Dans notre processus de sélection de recrutement, nous accordons une attention particulière aux personnes de chacun des groupes suivants.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2
 - Femmes

- c) Nous avons établi des objectifs spécifiques visant à recruter des personnes parmi chacun des groupes suivants.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2
 - Femmes

- d) Nous consacrons ou allouons une partie spécifique de notre budget annuel des ressources humaines au recrutement de personnes de chacun des groupes suivants.
 - Minorité visible
 - Peuples autochtones
 - Personnes handicapées
 - LGBTQ2



Femmes

13. Trouvez-vous que l'un ou l'autre des éléments suivants représentent des défis dans le recrutement parmi les groupes divers désignés? Veuillez cocher toutes les réponses qui s'appliquent.

- Manque d'offres d'emploi dans notre organisation
- Notre lieu de travail
- Manque d'intérêt exprimé pour nos offres d'emploi
- Les exigences en matière d'éducation requises pour nos offres d'emploi
- Les exigences physiques exigées par nos offres d'emploi
- Les compétences et l'expérience requises pour nos offres d'emploi
- Les exigences linguistiques exigées par nos offres d'emploi
- Les exigences des conventions collectives en ce qui a trait aux pratiques d'avancement
- La paie et les bénéfices que nous offrons
- Autre (veuillez préciser dans la case ci-dessous)

14. Dans quelle mesure êtes-vous satisfait que votre organisation fasse tout ce qu'elle peut pour recruter des personnes parmi les groupes suivants?

Veuillez donner une note de 1 à 5 pour chaque groupe.

1 =Très insatisfait; 2 =Insatisfait; 3 =Neutre; 4=Satisfait; 5=Très satisfait

Minorité visible ____ Peuples autochtones ____ Personnes handicapées ____ LGBTQ2____ Femmes____

15. Tout bien considéré, combien de temps s'attendre à ce qu'il sera nécessaire pour que votre organisation en arrive à ce que vos employés représentent bien les groupes de diversité identifiés dans ce sondage?

- Nous y sommes déjà
- Dans les trois ans
- Trois à cinq ans
- Plus de cinq ans
- Pas dans un avenir prévisible

16. Serait-il exact de décrire votre organisation comme ayant l'une des caractéristiques suivantes? Veuillez toutes les réponses qui s'appliquent.

- Notre organisation a une bonne réputation
- Notre organisation est généralement vue par le public comme un lieu souhaitable pour travailler
- Notre organisation offre des possibilités d'avancement
- Les emplois de notre organisation offrent une bonne sécurité d'emploi
- Nos employés indiquent généralement des niveaux élevés de satisfaction au travail
- Notre organisation cherche activement à accueillir des personnes handicapées
- Notre organisation s'efforce activement d'inclure tous les employés
- En général, l'obtention d'un poste dans notre organisation est un processus très concurrentiel
- C'est un défi constant pour nous de trouver suffisamment de nouveaux employés



APPENDIX B: SURVEY INSTRUCTIONS

Survey Instructions - English and French.

Dear Colleague,

The National Indigenous Fire Safety Council (NIFSC) and the Canadian Association of Municipal Administrators (CAMA) are asking for your support in completing a short [survey](#). As a little background, the NIFSC's mandate is to support Indigenous communities in the development of their internal capacity to improve community safety and resiliency. The NIFSC is Indigenous inspired, designed and led in collaboration with regional and national Indigenous communities, organizations, and leaders. The NIFSC was created by the Aboriginal Firefighters Association of Canada to provide support to the broader fire services community for Indigenous Peoples. The NIFSC is also interested in supporting the inclusion of Indigenous firefighting professionals into the broader profession across Canada.

The purpose of this survey is threefold. The first is to determine whether municipal governments and fire services in Canada have hiring policies to target specified employment equity groups. Second, we are interested in knowing the proportion of identified Indigenous peoples, women, LGBTQ2, and visible minorities who are a part of your organization. Third, we would like to get a better understanding of what challenges you might face in hiring members of designated groups.

As leader of your unit, you are well placed to help us identify these issues and share best information and practices. The results of the survey will help Fire Services Units and Canadian Municipalities develop robust hiring, retention and professional development programs targeted toward women, Aboriginal peoples (First Nations, Inuit or Métis), persons with disabilities, and members of visible minorities (other than Aboriginal people).

We can also assure you that all individual responses will remain confidential and only aggregated, summary data will be reported. No specific individuals, departments or organizations will be identified.

Background

The Canadian Human Rights Act forbids discrimination in hiring based on certain grounds such as gender, race and national and ethnic origin, religion, age. While forbidding discrimination in hiring, the Human Rights Act does not require most employers in Canada to actively seek out or target any specific groups for hiring.

The federal Employment Equity Act, however, identifies four groups for outreach purposes. Those groups include women, Aboriginal peoples ("Indians," Inuit or Métis), persons with disabilities, and members of visible minorities (other than Aboriginal people). Since the Employment Equity Act is federal legislation, it applies only to those organizations that are part of the federal government or that are federally regulated. As such, the legislation only covers a small proportion of the Canadian population.

While some provinces and municipalities have introduced their own policies and programs to target equity-seeking groups, the practice is not universal, and practices vary considerably across the country. Furthermore, it is not clear how successful those practices are and what challenges face recruiters. Through this survey, we hope to be able to identify some of those issues.

Should you have any questions, please feel free contact us at: EDIsurvey@indigenousfiresafety.ca.

Thank you.



Version française

Cher collègue,

Le Conseil national autochtone de la sécurité-incendie (CNASI) et l'Association canadienne des administrateurs municipaux (ACAM) cherchent votre appui en vous demandant de remplir un court **sondage**. Au niveau contextuel, le mandat du CNASI est de soutenir les communautés autochtones dans le développement de leur capacité interne visant à améliorer la sécurité et la résilience communautaires. D'inspiration autochtone, le CNASI a été créé et est dirigé en collaboration avec des communautés, des organisations et des dirigeants autochtones régionaux et nationaux. Le CNASI a été créé par l'Association des pompiers autochtones du Canada afin de fournir un soutien à la communauté des services d'incendie de tous les peuples autochtones. Le CNASI souhaite également que les professionnels autochtones de la sécurité incendie soient inclus dans l'ensemble de la profession partout au Canada.

Ce sondage comporte trois objectifs. Le premier consiste à déterminer si les gouvernements municipaux et les services d'incendie au Canada ont des politiques de recrutement qui ciblent spécifiquement des groupes d'équité en matière d'emploi. Deuxièmement, nous souhaitons connaître la proportion de membres des peuples autochtones identifiés, des femmes, des LGBTQ2 et des minorités visibles qui font partie de votre organisation. Troisièmement, nous souhaitons mieux comprendre les défis que vous rencontrez dans le recrutement des membres des groupes désignés.

En tant que responsable de votre unité, vous êtes en mesure de nous aider à identifier ces questions et à partager les meilleures informations et pratiques. Les résultats du sondage aideront les unités des services d'incendie et les municipalités canadiennes à élaborer de solides programmes de recrutement, de rétention et de développement professionnel destinés aux femmes, aux peuples autochtones (Premières Nations, Inuits ou Métis), aux personnes handicapées et aux membres des minorités visibles (autres que les peuples autochtones).

Nous pouvons également vous assurer que toutes les réponses individuelles resteront confidentielles et que seules les données résumées agrégées seront divulguées. Aucun individu, service ou organisation spécifique ne sera identifié.

Historique

La Loi canadienne sur les droits de la personne interdit la discrimination en matière de recrutement fondée sur certains motifs tels que le sexe, la race et l'origine nationale et ethnique, la religion, l'âge. Bien qu'elle interdise la discrimination dans le recrutement, la Loi sur les droits de la personne n'exige pas que la plupart des employeurs au Canada cherchent activement à recruter ou ciblent des groupes spécifiques.

La Loi sur l'équité en matière d'emploi fédérale identifie toutefois quatre groupes à des fins de sensibilisation. Ces groupes incluent des femmes, les peuples autochtones (« Indiens », Inuits ou Métis), les personnes handicapées et les membres des minorités visibles (autres que les peuples autochtones). Étant donné que la Loi sur l'équité en matière d'emploi est une loi fédérale, elle s'applique uniquement aux organisations qui font partie du gouvernement fédéral ou qui sont réglementées par le gouvernement fédéral. Or donc, cette loi ne couvre qu'une faible proportion de la population canadienne.

Alors que certaines provinces et municipalités ont introduit leurs propres politiques et programmes visant des groupes cherchant l'équité, la pratique n'est pas universelle et les pratiques varient considérablement partout au pays. De plus, il n'est pas clair à quel point ces pratiques sont efficaces et quels défis les recruteurs rencontrent. Grâce à ce sondage, nous espérons pouvoir identifier certains de ces problèmes.

Si vous avez des questions, n'hésitez pas à communiquer avec nous à EDIsurvey@indigenoussfiresafety.ca

Merci.



APPENDIX C: 2016 CENSUS ESTIMATES

Designated Group by Region and CMA ³²

Population age 20-59

Table C1: Designated Minority Group by Region Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	6,630	16,706	65,556	56,056	29,412	174,359
Visible Minority	2,740	47,339	630,782	152,862	184,952	1,018,676
Others	356,189	2,987,105	5,285,849	2,085,515	1,563,703	12,278,360
Total	365,559	3,051,150	5,982,187	2,294,433	1,778,066	13,471,395

Table C2: Designated Minority Group by Region Residing in CMA (Percentage)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	1.8%	0.5%	1.1%	2.4%	1.7%	1.3%
Visible Minority	0.7%	1.6%	10.5%	6.7%	10.4%	7.6%
Others	97.4%	97.9%	88.4%	90.9%	87.9%	91.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Table C3: Designated Minority Group by Region Not Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec*	Ontario	Prairies	British Columbia	National Total
Aboriginal	31,301	30,448	60,963	120,561	58,193	301,466
Visible Minority	1,481.70	0	5,259.29	10,218.60	9,668.04	26,627.63
Others	798,175	1,224,038	1,189,637	1,072,874	630,719	4,915,443
Total	830,958	1,254,486	1,255,860	1,203,653	698,580	5,243,537

³² Estimates generated from 2016 Public Use Micro File; 2021 Census results were not available at time of writing.



Table C4: Designated Minority Group by Region Not Residing in CMA (Percentage)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	3.8%	2.4%	4.9%	10.0%	8.3%	5.7%
Visible Minority	0.2%	0.0%	0.4%	0.8%	1.4%	0.5%
Others	96.1%	97.6%	94.7%	89.1%	90.3%	93.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Table C5: Gender by Region Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Female	187,465	1,543,818	3,066,798	1,145,956	912,796	6,856,832
Male	178,094	1,507,332	2,915,389	1,148,477	865,271	6,614,563
Total	365,559	3,051,150	5,982,187	2,294,433	1,778,066	13,471,395

Table C6: Gender by Region Residing in CMA (Percentage)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Female	51.3%	50.6%	51.3%	49.9%	51.3%	50.9%
Male	48.7%	49.4%	48.7%	50.1%	48.7%	49.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Table C7: Gender by Region Not Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Female	427,241	621,631	635,486	601,032	356,495	2,641,885
Male	403,716	632,855	620,374	602,621	342,085	2,601,652
Total	830,958	1,254,486	1,255,860	1,203,653	698,580	5,243,537



Table C8: Gender by Region Not Residing in CMA (Percentage)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Female	51.4%	49.6%	50.6%	49.9%	51.0%	50.4%
Male	48.6%	50.4%	49.4%	50.1%	49.0%	49.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Population age 20-29

Table C9: Designated Minority Group by Region Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	1,889	4,038	20,667	19,179	9,964	55,737
Visible Minority	1,370	14,261	166,149	43,464	49,526	274,770
Others	87,157	708,049	1,282,860	523,836	373,090	2,974,992
Total	90,416	726,348	1,469,676	586,480	432,580	3,305,499

Table C10: Designated Minority Group by Region Residing in CMA (Percentage)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	2.1%	0.6%	1.4%	3.3%	2.3%	1.7%
Visible Minority	1.5%	2.0%	11.3%	7.4%	11.4%	8.3%
Others	96.4%	97.5%	87.3%	89.3%	86.2%	90.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%



Table C11: Designated (Minority) Group by Region Not Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	9,001	7,853	18,111	43,470	17,743	96,179
Visible Minority	3,371	407	11,815	18,142	19,669	53,404
Others	156,126	248,327	241,742	230,552	106,534	983,280
Total	168,498	256,587	271,668	292,164	143,946	1,132,863

Table C12: Designated (Minority) Group by Region Not Residing in CMA (Percentage)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Aboriginal	5.3%	3.1%	6.7%	14.9%	12.3%	8.5%
Visible Minority	2.0%	0.2%	4.3%	6.2%	13.7%	4.7%
Others	92.7%	96.8%	89.0%	78.9%	74.0%	86.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Table C13: Gender by Region Residing in CMA (Counts)

Group	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Female	45,560	362,896	727,634	288,371	215,438	1,639,899
Male	44,856	363,452	742,042	298,109	217,142	1,665,600
Total	90,416	726,348	1,469,676	586,480	432,580	3,305,499

Table C14: Gender by Region Residing in CMA (Percentage)

CMA	Region					
	Atlantic	Quebec	Ontario	Prairies	British Columbia	National Total
Female	50.4%	50.0%	49.5%	49.2%	49.8%	49.6%
Male	49.6%	50.0%	50.5%	50.8%	50.2%	50.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%



Table C15: Gender by Region *Not* Residing in CMA (Counts)

<i>Group</i>	<i>Region</i>					
	<i>Atlantic</i>	<i>Quebec</i>	<i>Ontario</i>	<i>Prairies</i>	<i>British Columbia</i>	<i>National Total</i>
Female	83,656	125,719	131,038	143,694	70,491	554,598
Male	84,842	130,868	140,631	148,470	73,455	578,265
Total	168,498	256,587	271,668	292,164	143,946	1,132,863

Table C16: Gender by Region *Not* Residing in CMA (Percentage)

<i>Group</i>	<i>Region</i>					
	<i>Atlantic</i>	<i>Quebec</i>	<i>Ontario</i>	<i>Prairies</i>	<i>British Columbia</i>	<i>National Total</i>
Female	49.6%	49.0%	48.2%	49.2%	49.0%	49.0%
Male	50.4%	51.0%	51.8%	50.8%	51.0%	51.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

