

Equity in Career Movement in the BC Public Service

Representation Trends in Workforce Flows



BC Public Service

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Preamble

Take care

This report covers topics related to [systemic racism](#), colonialism and oppression of First Nations, Inuit, Métis and racialized people. It may bring up difficult memories, experiences and feelings.

Support resources include:

- **National Indian Residential School Crisis Line:** 24-hour crisis support to former Indian Residential School students and their families, toll-free at [1-866-925-4419](tel:1-866-925-4419)
- **MMIWG Crisis Line:** Support for those impacted by the issue of Missing and Murdered Indigenous Women and Girls, toll-free at [1-844-413-6649](tel:1-844-413-6649)
- **Hope for Wellness Help Line:** Immediate emotional support for First Nations, Inuit and Métis, toll-free at [1-855-242-3310](tel:1-855-242-3310) or online at hopeforwellness.ca
- **KUU-US Crisis Line:** Indigenous-specific mental health support, toll-free at [1-800-588-8717](tel:1-800-588-8717). This service is available 24 hours a day, seven days a week, toll-free from anywhere in British Columbia
- **B.C. Mental Health & Crisis Response Line:** Emotional support and mental health resources, dial [310-6789](tel:310-6789) (no area code needed). This service is available 24 hours a day, 7 days a week and in 140 languages
- **Racist Incident Helpline:** Confidential support for those who witness or experience a racist incident, toll-free at [1-833-457-5463](tel:1-833-457-5463), available Monday to Friday from 9 am to 5 pm in over 240 languages

Territorial acknowledgment

This report was prepared on the ancestral territories of the Ləkʷəŋən peoples including Songhees and Xwsepsum (Kosapsum) Nations, as well as the Snuneymuxw First Nation, the K'ómoks First Nation and the Semiahmoo, q'wa:ná'əń (Kwantlen) and q'áyčəy (Katzie) First Nations, in addition to other Coast Salish peoples whose homelands we work within. We acknowledge their stewardship of these lands and express our gratitude.

Team positionality statement

This report was prepared by the Measurement, Research and Insights (MRI) team within the BC Public Service Agency's (PSA) Data and Insights Office. The PSA provides human resources leadership, expertise, services and programs that support ministries across the [BC Public Service](#). MRI supports workforce measurement, employee experience research and organizational analytics within this context.

The core project team includes members with diverse racial, cultural and migration backgrounds. Collectively, we bring lived experiences shaped by these identities, along with experiences related to workforce participation, periods of unstable employment and navigating public sector systems.

Members of the Reconciliation, Equity, Diversity and Inclusion (REDI) team supported the project through reviews and recommendations. Individual team members involved in reviewing identify as Indigenous, racialized and white and have professional experience supporting REDI initiatives for employees in the BC Public Service.

Other areas of the PSA also supported this work, including corporate communications who provided plain language, accessibility support and graphic design, and PSA leadership, who provided overall oversight and feedback.

As employees working within central human resource functions, we recognize our institutional location influences how we understand workforce systems, frame research questions, interpret findings and consider implications. We aim to

approach this work with transparency and care and with an awareness of how our positionality shapes our perspectives.

Acknowledgments

The BC Public Service remains committed to a [distinctions-based approach](#) to Indigenous data sovereignty and self-determination. A distinctions-based approach recognizes the specific rights, interests, priorities and concerns of First Nations, Inuit and Métis, ensuring policies and actions respect these differences. We recognize and respect the distinct rights of First Nations, Métis and Inuit people. We also acknowledge the lasting impacts of colonial policies on Indigenous Peoples in B.C. and continue work to address these harms.

While these commitments guide our work, the public Workforce Profiles dataset used for this analysis does not separate First Nations, Inuit and Métis identities. Instead, the results combine these groups into one category. These results draw on the same surveys that the BC Public Service has used for many years to report on workforce representation. Over time, the underlying surveys have adapted how they ask about Indigenous and racial identities and now include distinctions-based approaches. However, the public-facing Workforce Profiles dataset continues to present identity using broad categories, including a single combined category for Indigenous employees and a single combined category for racialized employees (referred to as Visible Minorities within the Workforce Profiles).

This structure reflects past reporting practices, including demographic categories in the federal Employment Equity Act that have been used for reporting up until now, rather than current commitments to use distinctions-based approaches. Updating these identity structures was not feasible for this release due to job action, timing and the reorganization of internal teams. The Province is working to enable the use of distinctions-based approaches across all workforce representation reporting, resulting in more accurate representation data.

We recognize this creates tension between our commitments and the structure of the available data. As distinctions-based data collection advances and data systems are modernized, future reports will be able to incorporate improvements beyond

upon what is possible today. You can find more details about these limitations and what we're doing to improve distinctions-based reporting in the [Document purpose and use](#) and [Data, methods and limitations](#) sections.

Report context

In May 2025, in consultation with Indigenous Peoples and collaboration with the Anti-Racism Data Committee, the Province updated its [anti-racism research priorities](#) under the Anti-Racism Data Act. This report responds to the priority of improving racial equity in the BC Public Service. It looks at diversity in hiring, retention and career advancement across the organization. Specifically, it examines how Indigenous and racialized employees were hired, promoted and left the BC Public Service during three reporting periods from 2020 to 2024.

The previous reports on racial diversity in the BC Public Service released in 2024 and 2025 used self-identified data collected from employees in 2022 and 2024. These reports documented who was represented in the workforce at each point in time. This report complements those snapshots by looking at career movement in [hiring](#), [promotions](#) and [departures](#) over several years to show how people entered, moved and left the organization over time. The movement patterns described in this report precede the 2024 representation data used to inform the 2025 Release of Statistics report and provide context for its representation outcomes. Together, these reports give a fuller picture of racial equity in the BC Public Service and provide context for future research on hiring and career development.

This report acknowledges limitations in the data and methods used. These limitations are noted throughout and will guide improvements in future research.

Document purpose and use

The goal of this research is to help advance racial [equity](#) in the BC Public Service. This report helps us understand workforce representation and looks at whether the number of [Indigenous](#) and [racialized](#) employees being hired, promoted or leaving has changed between 2020 and 2024. While it helps us understand the

diversity of the workforce, it does not provide information about employees' experiences in the workplace or the barriers they may face. More research is needed to understand employees' workplace experiences.

These findings provide a starting point for monitoring and further research. These results should not be used on their own, and they should not be viewed as signs of progress, impact, or proof that systemic barriers no longer exist. They show where patterns appear, not why they happen.

This report presents a comprehensive overview of the research methodology and detailed findings, and a summary is available on the [BC Anti-Racism website](#).

Key terms

These key terms explain how words are used in this report. These definitions are included to help readers interpret the findings clearly and consistently.

Understanding these terms will make it easier to read charts, understand the findings and follow how representation is measured across different types of workforce movement.

Anti-racism

The deliberate act of opposing racism and promoting a society that is thoughtful, inclusive and just.

Auxiliary positions

An employee with an auxiliary position has more precarious employment. These are temporary positions with an identified end-date and have fewer benefit protections than other employees. Management and grid positions can be auxiliary. All participants in hiring programs (such as Co-op, Work-Able, Indigenous Youth Internship Program) are a type of auxiliary employee.

Auxiliary-to-regular conversion

A change in employment status where an employee moves from an auxiliary (temporary) position into a regular (permanent) position. In this report, auxiliary-to-regular conversions are counted as part of the hiring flow. See also [Hiring](#).

BC Public Service

The provincial public service, which includes regular and auxiliary employees who fall under the Public Service Act and are in ministries reporting up to a deputy minister.

Departures

Employees who left the BC Public Service, including both resignations and retirements. In the data source used for this analysis, departures are referred to as 'separations'.

Distinctions-based approach

The Government of B.C. describes a distinction-based approach as an approach that acknowledges the specific rights, interests, priorities and concerns of First Nations, Inuit and Métis people.

Equity/Equitable

To be equitable means that something is fair and just for everybody. It may refer to many things, including programs, services and society.

Equity is different from equality, which means everyone is treated in the same way. Equity recognizes we are not starting at the same place and seeks to address these imbalances.

Hiring

Employees joining the BC Public Service. Hiring includes both:

- **Hired from outside:** New employees hired from outside the BC Public Service
- **Changed status from auxiliary to regular:** Employees moving from auxiliary positions into regular employment

See also [auxiliary-to-regular conversions](#).

Indigenous identity

Employees who affirmed in demographic questions they have an Indigenous identity, whether they specified a distinctions-based identity (First Nations, Inuit, Métis) or affirmed they are Indigenous and did not provide further detail (responded to the general Indigenous identity question and not the distinctions-based question, or provided a written response that was general or could not be mapped on to First Nations, Inuit or Métis).

Promotions

Upward movements as a result of a competitive process where employees apply for and move into a higher classification.

Promotion includes:

- **Promoted within same ministry:** An employee moving to a role with higher classification within their current organization within the BC Public Service
- **Promoted from other ministry:** An employee moving to a role with higher classification from a different ministry within the BC Public Service

In the data source used for this analysis, the categories are referred to as 'promoted within same organization' and 'promoted within other organization'.

Racialized

Employees who stated in demographic questions their background included one or more of: Arab, Black, Chinese, Filipino, Japanese, Korean, Latin American, South Asian, Southeast Asian, West Asian or indicated in a written response they were racialized but could not be mapped on to one of the listed racialized groups. Racialized groups here include groups of people who have faced discrimination in Canada because of race, ancestry and/or skin colour.

Systemic racism

Systemic racism occurs through inequities that are built into services, systems, and structures. These are often caused by hidden biases that disadvantage people based on their race. For many Indigenous people and racialized individuals, this results in inequitable access, poorer outcomes and negative experiences with public services such as education, health care, child welfare and policing.

Workforce flow

The movement of employees into, within, and out of an organization over time, typically measured through key processes such as hiring, promotions and departures. Representation flow analysis examines how the proportion of employees from specific demographic groups changes across these processes, providing insight into equity in recruitment, career advancement and retention.

Executive summary

British Columbia's [Anti-Racism Data Committee](#) has made racial equity in the BC Public Service a priority since 2023 and reaffirmed this focus for 2025 to 2027. This includes understanding racial diversity in the workforce over time and identifying where barriers may shape hiring, retention and career development.

This report examines career movement for [Indigenous](#) and [racialized](#) employees in the [BC Public Service](#). It looks at how employees entered, moved within and departed the organization across three reporting periods (2020, 2022 and 2024), and identifies whether changes are statistically significant.¹ This approach responds to Anti-Racism Data Committee's research priority to understand racial equity in the BC Public Service over time. Focussing on career movement complements previous reports on racial diversity that provided snapshots of employee representation at a particular point-in-time. The additional context provided by this report will help guide the direction of future research. Together, these reports help track change across the employment lifecycle and support efforts to identify and address systemic inequities within the BC Public Service.

The patterns observed in this report differ for Indigenous and racialized employees. Indigenous representation decreased in external [hiring](#) while remaining relatively stable in [promotions](#) and [departures](#). For racialized employees, representation increased in external hiring and promotions, while departures also rose. These shifts reflect what is in the dataset, but don't explain why these patterns occurred or whether they were experienced similarly across different groups.

The findings are descriptive and should be interpreted with care. The dataset relies on voluntary self-identification and uses broad identity categories that have not

¹ Statistical significance means the difference observed is unlikely to be due to random year-to-year variation in the data. Significance indicates a detectable change in the dataset, not its cause or meaning.

yet been updated. As a result, the findings don't provide a full picture of Indigenous and racialized representation. In addition, these results should be seen as a starting point. They show where broad representation appears to shift over time, but not why these patterns occur, and should not be interpreted as proof of progress, decline or impact. The findings highlight areas for further study, such as recruitment pathways, promotion processes and retention. They may also help inform ongoing distinctions-based and qualitative research under the Anti-Racism Data Act.

Purpose and scope

This report aims to:

- Describe how the representation of Indigenous and racialized employees in each [workforce flow](#) has changed in the BC Public Service over time
- Identify trends and year-to-year differences across workforce hiring, promotions and departures
- Provide insights to guide future research on systemic factors influencing employees' experiences in the BC Public Service

Data and methods

- **Data source:** Publicly available BC Public Service [Workforce Profiles](#) datasets for regular and [auxiliary](#) employees across three reporting periods (2020, 2022 and 2024)
- **Aggregation limitation:** Identity is grouped into broad categories ('[Indigenous](#)' and '[racialized](#)'), which can obscure important differences within these groups. Findings should be interpreted with care as they don't explain causes or confirm progress
- **Context:** This analysis reflects conditions before the hiring freeze introduced after the 2024 reporting period
- **Representation calculation:** The percentage of Indigenous or racialized employees among those who provided identity information in each workforce flow (hiring, promotions and departures)

- **Statistical tests applied:** Tests were applied to check whether changes over time were statistically meaningful. Details are provided in [Appendix A: Methods](#). These tests don't explain why shifts may have occurred

Key findings

Indigenous employees (2020 to 2024)

Hiring

- The percentage of Indigenous employees hired from outside the BC Public Service declined from 5.8 percent to 4.7 percent. This is a statistically significant decrease
- The percentage of Indigenous employees moving from auxiliary to regular positions didn't show statistically meaningful change

Promotions

- The percentage of Indigenous employees promoted across ministries² increased from 3.4 percent to 4.8 percent. This is a statistically significant increase
- Promotions within the same ministry didn't show any statistically meaningful change

Departures

- The percentage of Indigenous employees leaving the BC Public Service decreased from 6.4 percent to 5.8 percent. This is not a statistically significant decrease

² In this context, 'ministry' refers to the BC Public Service ministry, agency, office or commission of the province.

Racialized employees (2020 to 2024)

Hiring

- The percentage of racialized employees hired from outside the BC Public Service increased from 26.8 percent to 36.2 percent, a statistically significant increase
- The percentage of racialized employees moving from auxiliary to regular positions also shows a statistically significant increase, from 24 percent to 30.1 percent

Promotions

- Representation of racialized employees increased in inter-ministry and cross-ministry promotions, with statistically meaningful upward movement

Departures

- The percentage of racialized employees leaving the BC Public Service rose from 20.4 percent to 22.7 percent, a statistically significant change

Interpretation considerations

How to read these findings

- Looking only at overall representation can hide important patterns. Reviewing hiring, promotions and departures together gives a clearer picture of change over time
- The results describe where representation appears to change over time, but not why these changes may have happened. These findings should not be interpreted as signs of progress, decline or impact
- These findings show the patterns in the current dataset, which uses broad identity categories and has not yet been updated for [distinctions-based](#) or subgroup reporting. This limits how safely the results can be interpreted and increases the risk of oversimplifying the experiences of distinct groups.
- Aggregated data can hide differences within distinct Indigenous and

racialized groups, which means systemic barriers may still exist even when representation appears to increase

- Aggregate findings should be interpreted with care and not used for decision-making or policy development without distinctions-based data and qualitative insights

Indigenous employees: What the patterns mean

- Representation for Indigenous employees seems most affected at the hiring stage, while internal promotions and departures stayed about the same over time
- Both hiring pathways (external hires and [auxiliary-to-regular conversions](#)) are important because they lead to permanent positions. The previous reports on racial diversity in the BC Public Service released in 2024 and 2025 show that Indigenous employees are underrepresented in auxiliary roles, so converting these positions to permanent status didn't offset the decline in external hiring
- Combined, the drop in external hiring and unchanged conversion rates may suggest fewer opportunities for permanent employment for Indigenous employees from 2020 to 2024. Because this report combines First Nations, Inuit and Métis employees into one category, we can't see whether the distinct groups experienced these patterns in the same way.

Racialized employees: What the patterns mean

- Representation increased in both external hiring and auxiliary-to-regular conversions. These are two key pathways to permanent roles
- Previous research reports on racial diversity in the BC Public Service show that some racialized groups are overrepresented in auxiliary positions, which are less secure. In this context, higher conversion rates may signal better access to stable employment for some employees, though experiences may differ across groups
- Representation among employees leaving the organization also went up. Because all racialized groups are combined into one category in the dataset,

we can't see whether all racialized groups experienced these patterns in the same way.

Summary and next steps

The results in this report are mixed. Some areas show upward trends, while others remain unchanged or appear to decline. These patterns highlight the need to look closely at the systemic factors that shape hiring, mobility and retention opportunities.

This analysis doesn't explain why these patterns occur and doesn't measure progress toward reducing systemic racism. Instead, it points to where more research is needed:

- For Indigenous employees, lower representation in external hiring combined with unchanged auxiliary-to-regular conversions suggest further examination is needed to understand how entry into permanent roles is shaped
- For racialized employees, increases in hiring, conversions and promotions are accompanied by rising departures, signaling the need for additional research on retention and variations in experience across racialized groups

A major limitation of this report is the use of aggregated identity categories. Broad categories like '[Indigenous](#)' and '[racialized](#)' can hide important differences between communities. Future research must prioritize distinctions-based data and disaggregation across race categories as well as include qualitative insights to better understand lived experiences and systemic barriers.

To understand the cause of observed patterns, more detailed information about identity and workplace experiences are needed. Current administrative data does not include the level of detail needed to support this type of analysis. Without deeper analysis, representation trends may be misinterpreted or used in ways that don't support racial equity.

Future research will aim to include distinctions-based analysis and ongoing improvements to identity data collection. Continued focus on transparency,

structural analysis and evidence-informed decision-making will support the BC Public Service in building a workforce that reflects the diversity of British Columbia.

Introduction

The [BC Public Service](#) has responsibilities under the BC [Public Service Act](#), [Anti-Racism Data Act](#) (ARDA), the [Anti-Racism Act](#), the BC [Human Rights Code](#) and the [Declaration on the Rights of Indigenous Peoples Act](#) (Declaration Act) to identify and address systemic inequities in employment. While the [Employment Equity Act](#) of Canada isn't legally binding for provincial employers, it sets a national standard for representation and encourages public sector workforces to reflect the communities they serve. These obligations, along with commitments to reconciliation and equity, mean the BC Public Service must examine how its systems and processes affect the experiences of [Indigenous](#) and [racialized](#) employees.

This report responds to the [Anti-Racism Data Committee's \(ARDC\) 2025 to 2027 and 2023 to 2025 research priorities](#), calling for deeper insight into racial equity in the BC Public Service. It focuses on workforce diversity over time and explores potential barriers to hiring, career progression and retention. Specifically, it looks at how Indigenous and racialized employees entered, advanced within and left the organization across reporting periods from 2020 to 2024.

Current reporting uses publicly available datasets (such as [Workforce Profiles](#)) that group identity into broad categories ('Indigenous' and 'racialized'). These categories include many distinct identities and experiences, and aggregation can hide important differences. The modernization of data systems will support future research to prioritize [distinctions-based](#) reporting wherever possible. Because of these limitations, findings should be interpreted with care. In addition, the analysis is descriptive in nature and doesn't establish causation. It also doesn't identify underlying barriers to potential inequity or capture overall progress towards reducing systemic racism in the BC Public Service.

The observed patterns in this report need to be understood in the context of systems that create barriers for Indigenous and racialized people. These challenges are caused by long-standing structures and discriminatory practices

that have affected access to jobs, career growth and workplace experiences. ARDA recognizes these systemic barriers and calls for action to improve recruitment, retention and advancement.

The previous reports on racial diversity in the BC Public Service released in [2024](#) and [2025](#) show that Indigenous and racialized employees are underrepresented in the organization compared to the overall population of British Columbia. The current report looks at how representation has changed over time in key [workforce flows](#): how people are hired into, promoted within and leave the organization.

The findings don't fully explain why the changes happened or offer solutions to systemic barriers. Instead, they show where more research is needed. For example:

- A drop in hiring may mean recruitment practices need closer review
- Higher or lower representation in employees leaving the organization may show where deeper analysis is needed to understand workplace experiences and retention

In this report, 'flow' means how employees move through three key stages of the employment lifecycle: hiring, promotions and departures. These flows show where representation changes over time.

This report is part of a larger ARDA research effort, which also includes future qualitative studies to explore the lived experiences of Indigenous and racialized employees. These studies will help deepen understanding of the systemic conditions that shape opportunities in the BC Public Service. Together, this research aims to provide a more complete picture of workforce equity within the organization.

Interpreting the observed trends requires a look at the broader context throughout the reporting period. Between 2020 and 2024, the BC Public Service faced major changes, including pandemic-related disruptions, shifts in workforce

needs and expanded remote work options.³ These broader changes may have influenced job-seeking behaviour and mobility across the public sector, but the data set for this report cannot show how or to what extent. This context helps situate the data but doesn't explain the trends on their own.

Employee movement data shows where representation has changed, but it doesn't tell the whole story. It doesn't capture workplace culture, experiences of racism or exclusion, unequal access to development opportunities or broader social factors. Many aspects of systemic racism and inequity are still not measured consistently. As a result, the patterns observed in this report should be seen as descriptive, not indicators of progress or impact. They are meant to raise awareness, spark questions and guide future research.

Some changes in workforce flows are uneven and should be interpreted with care. These shifts may reflect data limitations or short-term fluctuations, rather than real or lasting improvements. Even when positive changes appear, deeper analysis is needed to confirm whether they are meaningful and sustainable. Ongoing attention, continued analysis and distinctions-based approaches are essential to understand whether these patterns persist and how systemic conditions may be shaping opportunities.

Significant work is still required to create a BC Public Service that truly reflects the diversity of British Columbia and earns trust through its actions.

³ This report reflects conditions before the hiring pause introduced at the end of 2024, which may impact future workforce patterns.

Data, methods and limitations

This report looks at how the representation of Indigenous and racialized employees in the BC Public Service changed over three reporting periods from 2020 to 2024. It breaks the analysis down by hiring, promotions and departures to see whether representation shifted significantly over time in each stage of the employment lifecycle and to identify overall trends.

Data

[Workforce Profiles](#) provide statistics on the representation of equity groups in the BC Public Service. This includes employees who identify as Indigenous, racialized, persons with disabilities, women and 2SLGBTQIA+ across [auxiliary](#) and regular positions in all ministries and organizations. The data comes from two employee surveys: the [Work Environment Survey](#) and the [New Job Survey](#).

This report uses two standardized datasets from Workforce Profiles. One shows representation patterns for Indigenous employees, the other focuses on racialized employees.

These datasets include information on employee movements, covering [hiring](#), [promotions](#), and [departures](#) for three reporting periods: 2020, 2022 and 2024. Each dataset organizes movements by:

- **Flow type:** Hiring, promotions, departures
- **Move type:** Hired from outside the BC Public Service, promoted within the same ministry, promoted from another ministry, changed status from auxiliary to regular, left the BC Public Service

In this report, representation means the percentage of employees in a specific group ([‘Indigenous’](#) or [‘racialized’](#)) among those who have shared their identity

information. Each rate is calculated by dividing the number of employees in the group by the total number of employees who self-identified. These rates are calculated separately for each year and for each type of movement category.

Employees who didn't share their Indigenous or racial identity were not included in representation calculations. This means the rates reflect only employees with known identity information. Employees may choose not to self-identify for many reasons. These employees are still part of the workforce, but they are not included in identity-based analysis.

This approach helps avoid misinterpreting changes in self-identification or data completeness as comprehensive changes in representation. However, factors like differences in disclosure rates and changes in group sizes over time may still affect trends and should be considered when comparing results. Tables 1b and 2b in [Appendix B: Tables](#) summarize the data completeness for the demographic questions used in relevant surveys to help readers understand how disclosure patterns may affect the results.

Methods

This report uses several statistical tests to identify meaningful changes in employee movement over time and separate real trends from random year-to-year fluctuations. However, these tests don't explain why changes happen, they only show whether the shifts are statistically significant.⁴

Three tests were applied to examine changes in representation across reporting periods⁵:

1. **Global equality-of-proportions test:** Evaluates if representation rates differ significantly across years

⁴ Statistical significance means the difference observed is unlikely to be due to random year-to-year variation in the data. Significance indicates a detectable change in the dataset, not its cause or meaning.

⁵ All three tests were applied independently to provide complementary insights and serve distinct interpretive purposes rather than sequential hypothesis testing.

2. **Cochran–Armitage (C-A) trend test:** Examines if changes follow a clear upward or downward trend over time
3. **Pairwise two-proportion z-tests:** Identifies specific year-to-year differences contributing to overall trends

Together, these methods show if representation changed overall and help pinpoint where specific differences occurred between reporting periods.⁶

[Appendix A: Methods](#) provides a detailed description of the analytical frameworks and statistical techniques used in this report.

Limitations

This section explains the main limits of the data and what that means for understanding the results.

Indigenous and racialized identity data is grouped

This analysis uses publicly available datasets that group data under broad categories ('[Indigenous](#)' and '[racialized](#)'). These categories include many different identities and experiences and grouping them can hide important differences. Broad categories can also make changes appear larger or more positive than they may be for specific communities. Therefore, the findings should be interpreted with care and not taken as an evaluation of progress. Decisions should not be made based on aggregate results without further disaggregation and qualitative insights. Future research aims to break down the data further and use [distinctions-based](#) analysis wherever possible.

⁶ Confidence intervals for proportions were estimated using Wilson's method, providing a robust approximation even for small proportions. All hypothesis tests use a 5 percent significance threshold, with p -values below 0.05 interpreted as evidence of statistically significant change. See [Appendix A: Methods](#) for more details.

Statistical tests show patterns, not causes

The statistical tests in this report show whether representation changed in a statistically significant way across reporting periods, but don't explain why these changes happened. The patterns should be interpreted carefully and understood within the context of systemic barriers and historical inequities.

Identity information is incomplete, especially for auxiliary employees

[Auxiliary](#) employees often have lower participation rates in demographic surveys. This is influenced by several factors, including shorter employment periods, limited computer access and lack of dedicated time, as well as trust and communication gaps that reduce their ability to complete surveys. As a result, some identity information is missing, which can make representation rates for hiring, promotions and departures less accurate. According to [Table 1b](#) and [Table 2b](#), this limitation is especially important when looking at departures .

Some employees choose not to share their identity

Representation is calculated only for employees who shared their identity information. Employees may choose not to disclose for many reasons, such as concerns about privacy, low organizational trust, or past experiences where sharing personal information did not lead to meaningful change. Employees who chose not to disclose are still part of the workforce, but they are not included in identity-based calculations. This often results in a different respondent total for different groups. Changes in disclosure rates over time can affect the trends, which means some bias is possible and can't be fully measured with the current data.

Only certain types of movement are examined

This analysis looks at hiring, promotions and departures. It doesn't show how representation changes across different jobs, how long employees stay in a position before moving or whether employees move into management roles.

This report doesn't include data on temporary assignments or lateral moves, but these patterns could provide valuable insights into how mobility affects overall representation. When this data becomes available, it will be an important area for future research.

Broader social and organizational factors are not considered

Changes in hiring, promotions and departures may be influenced by broader social and organizational factors, such as the COVID-19 pandemic, shifts in workforce needs and the broader adoption of flexible work policies. Because this report focuses on representation patterns over time, these factors are not included in the analysis. However, they provide important context for understanding the environment in which the data was collected, but the dataset cannot show how or to what extent these factors may have influenced the observed patterns.

Results

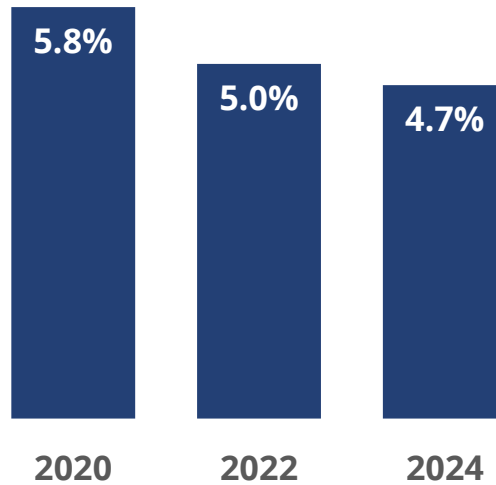
Career movement of Indigenous employees

The subsequent analyses examine how Indigenous employees entered, advanced within, and left the BC Public Service in multiple reporting periods between 2020 and 2024. [Table 1a](#) presents a summary of career movement, including the counts of Indigenous and non-Indigenous employees for each flow and move type.

Hiring

As shown in Figure 1, the percentage of externally hired Indigenous employees shows a downward trend throughout the period, with the proportion of Indigenous employees among external hires declining from 5.8 percent in 2020 to 4.7 percent in 2024.

FIGURE 1: REPRESENTATION OF INDIGENOUS EMPLOYEES HIRED FROM OUTSIDE



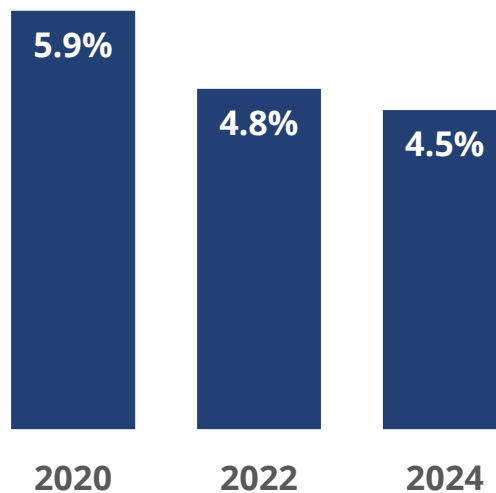
Presented in [Table 3](#) and [Table 4](#), the result of global equality-of-proportions test is statistically significant and negative ($\chi^2=8.63, p=0.013$), and the C–A trend test indicates a negative monotonic trend ($z=-2.85, p=0.004$) from 2020 to 2024.

The results of pairwise comparisons from [Table 5](#) highlights a decrease in representation of Indigenous employees, as the rate in 2024 is lower than in 2020, with confidence intervals excluding zero ($\Delta=-1.05, p=0.004, 95\% \text{ CI } [-1.78, -0.33]$).

A key takeaway from the analysis is that Indigenous hiring through external recruitment has steadily declined during this period. This is a statistically significant downward trend.

By contrast, the [auxiliary-to-regular conversion](#) pathway shows no statistically significant change. Although the rate declined from 5.9 percent in 2020 to 4.5 percent in 2024 (see Figure 2), the outcomes of the global equality-of-proportions test (see [Table 3](#)) and the C-A trend test (see [Table 4](#)) were not significant. This means representation for Indigenous employees converting from auxiliary to regular positions didn't change in a statistically meaningful way.

FIGURE 2: REPRESENTATION OF INDIGENOUS EMPLOYEES CHANGED STATUS FROM AUXILIARY TO REGULAR



Overall, the hiring data shows a mixed picture for Indigenous employees. External hiring declined significantly over the reporting periods, showing a clear downward trend. In contrast, there is not enough evidence to confirm a real change in auxiliary-to-regular conversions for Indigenous employees.

Promotions

Representation for Indigenous employees in promotions shows a different pattern than hiring. Promotions from other ministries (inter-ministry) increased from 3.4 percent in 2020 to 4.8 percent in 2024 (see Figure 3). In contrast, promotions within the same ministry (cross-ministry) stayed stable, moving only slightly from 4.3 percent to 4.5 percent over the same period (see Figure 4).

FIGURE 3: REPRESENTATION OF INDIGENOUS EMPLOYEES PROMOTED FROM OTHER MINISTRY

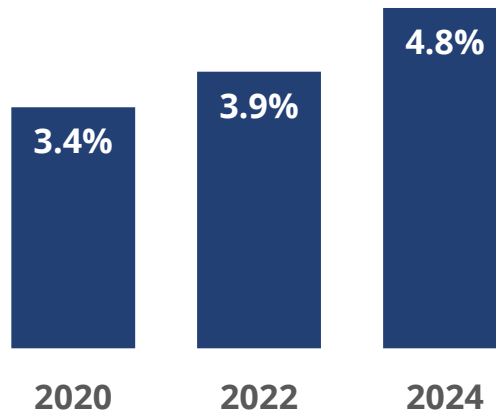
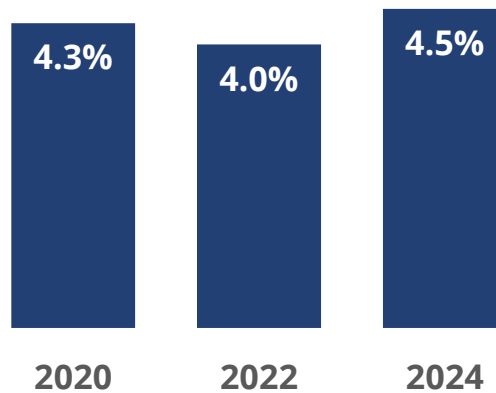


FIGURE 4: REPRESENTATION OF INDIGENOUS EMPLOYEES PROMOTED WITHIN THE SAME MINISTRY



Statistical tests confirm the change for Indigenous employees in inter-ministry promotions is a meaningful upward trend:

- Global equality-of-proportions test: Significant and positive ($\chi^2=8.09$, $p=0.018$, see [Table 3](#))
- C–A trend test: Significant and positive ($z=2.82$, $p=0.005$, see [Table 4](#))
- Pairwise comparisons: Significant increase between 2020 and 2024 ($\Delta=2.71$, $p=0.007$, 95% CI [0.46, 2.52], see [Table 5](#))

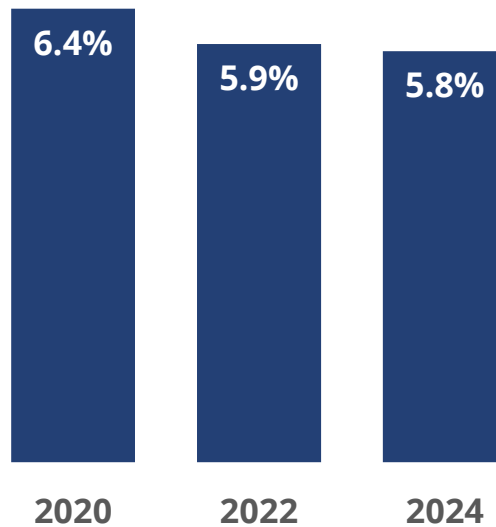
Together, the results of statistical tests indicate the representation of Indigenous employees promoted from one ministry to another within the BC Public Service has seen an upward trend during the reporting periods.

In contrast, Indigenous representation in promotions within the same ministry stayed about the same over the reporting period, with no statistically significant change (see Figure 4 and [Tables 3 through 5](#)).

Departures

Indigenous representation in departures from the BC Public Service has stayed mostly stable over time. The rate dropped slightly from 6.4 percent in 2020 to 5.8 percent in 2024 (see Figure 5), but this change is not statistically significant. Both the global equality-of-proportions test ($\chi^2=1.93$, $p=0.381$) and the C–A trend test ($z=-1.30$, $p=0.193$) were nonsignificant, and pairwise comparisons show no consistent pattern (see [Tables 3 through 5](#)). This suggests there is no evidence of a statistically meaningful trend in departures for Indigenous employees during this period.

FIGURE 5: REPRESENTATION OF INDIGENOUS EMPLOYEES LEFT GOVERNMENT OF BC



Overall, the hiring data shows a mixed picture for Indigenous employees. Representation in external hiring declined significantly over the reporting period, while representation in conversions from auxiliary to regular positions show no clear trend. While there was a steady increase in representation in inter-ministry promotions, representation in cross-ministry promotions stayed about the same. Representation in departures declined slightly, but the change was not statistically significant, meaning there is no clear trend.

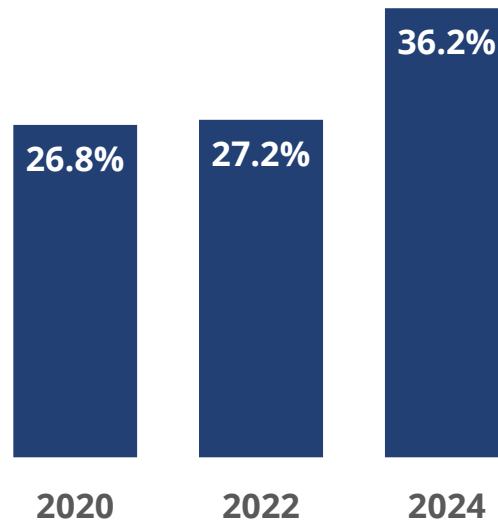
Career movement of racialized employees

The next part of the analysis looks at the career movement of racialized employees in the BC Public Service between 2020 and 2024. [Table 2a](#) summarizes these movements, showing the number of racialized and non-racialized employees for each flow and move type.

Hiring

As shown in Figure 6, representation of racialized employees hired externally follows a clear upward trend, increasing from 26.8 percent in 2020 to 36.2 percent in 2024.

FIGURE 6: REPRESENTATION OF RACIALIZED EMPLOYEES HIRED FROM OUTSIDE



[Table 6](#) and [Table 7](#) show the results of two statistical tests:

- The global equality-of-proportions test found a significant difference across years ($\chi^2=170.98, p<0.001$)
- The C-A trend test confirmed a clear upward trend ($z=12.09, p<0.001$)

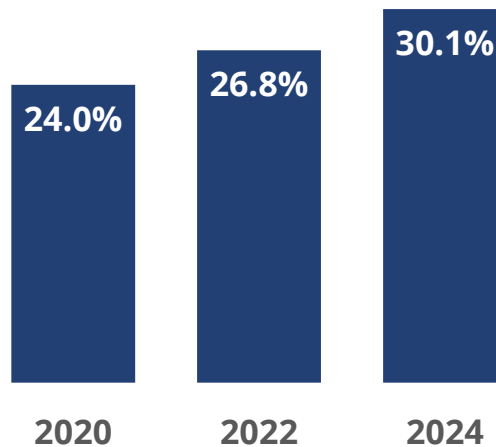
Pairwise comparisons in [Table 8](#) support this finding, showing statistically significant increases between 2022 and 2024 ($\Delta=8.93, p<0.001, 95\% \text{ CI } [7.80, 10.84]$) and between 2020 and 2024 ($\Delta=9.32, p<0.001, 95\% \text{ CI } [7.80, 10.84]$).

Together, these results indicate a statistically significant increase in the representation of racialized employees hired externally during the reporting period.

Representation of conversions from auxiliary to regular positions also shows statistically significant change, rising from 24 percent in 2020 to 30.1 percent in 2024 (see Figure 7). The outcomes of both global ($\chi^2=16.15, p<0.001$; see [Table 6](#)) and trend tests ($z=4.02, p<0.001$; see [Table 7](#)) are statistically significant and positive, illustrating stable upward movement. Pairwise comparisons also show the biggest difference is between 2020 and 2024 ($\Delta=6.17, p<0.001, 95 \text{ percent CI}$

[3.17, 9.16], see [Table 8](#)), providing further evidence of a statistically meaningful rise in this conversion pathway.

FIGURE 7: REPRESENTATION OF RACIALIZED EMPLOYEES CHANGED STATUS FROM AUXILIARY TO REGULAR



Overall, these test results indicate an upward trend in the representation of racialized employees in both hiring flows.

Promotions

Promotion trends for racialized employees show the same upward movement seen in hiring:

- Internal promotions (within the same ministry) rose from 18.8 percent in 2020 to 22.5 percent in 2024 (see Figure 8)
- External promotions (from other ministries) increased from 23.8 percent to 28 percent over the same period (see Figure 9)

Statistical tests confirm these changes are significant:

- Global equality-of-proportions test: Significant and positive for both move types ($\chi^2=44.49, p<0.001$; $\chi^2=13.21, p=0.001$, see [Table 6](#))
- C-A trend test: Significantly positive trend for both ($z=6.60, p<0.001$; $z=3.58,$

$p < 0.001$, see [Table 7](#))

Pairwise comparisons in [Table 8](#) show most year-to-year differences are significant, except for external promotions between 2020 and 2022. Overall, the data indicates representation in promotions for racialized employees grew steadily

FIGURE 8: REPRESENTATION OF RACIALIZED EMPLOYEES PROMOTED WITHIN THE SAME MINISTRY

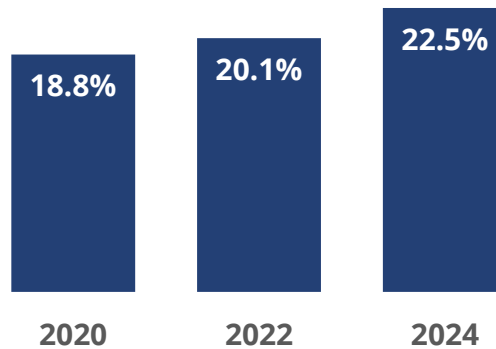
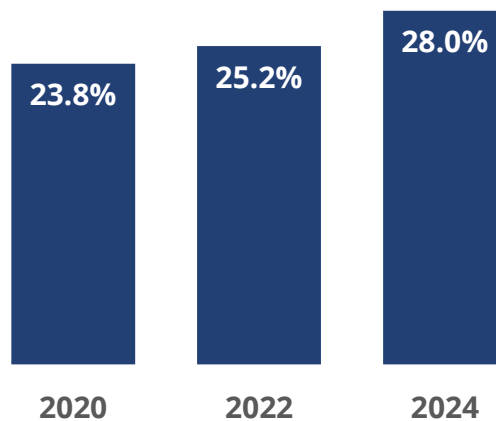


FIGURE 9: REPRESENTATION OF RACIALIZED EMPLOYEES PROMOTED FROM OTHER MINISTRY



Departures

Figure 10 shows the percentage of racialized employees leaving the BC Public Service increased slightly, from 20.4 percent in 2020 to 22.7 percent in 2024. Statistical tests confirm this is a meaningful upward trend:

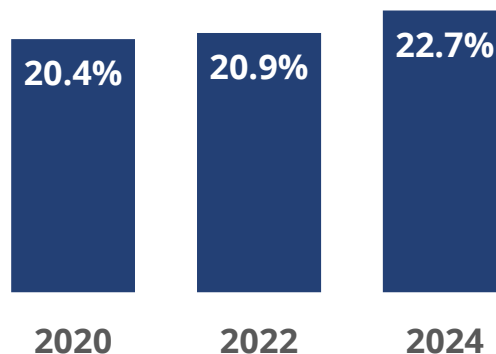
- Global equality-of-proportions test: Significant and positive ($\chi^2=7.68, p=0.02$, see [Table 6](#))
- C–A trend test: Significant and positive ($z=2.68, p=0.007$, see [Table 7](#))

Pairwise comparisons also show modest but significant increases between:

- 2020 and 2024 ($\Delta=2.35, p=0.009$, 95% CI [0.60, 4.09], see [Table 8](#))
- 2022 and 2024 ($\Delta=1.68, p=0.043$, 95% CI [0.07, 3.65], see [Table 8](#))

Overall, representation in departures for racialized employees rose slightly but consistently over the reporting period.

FIGURE 10: REPRESENTATION OF RACIALIZED EMPLOYEES LEFT GOVERNMENT OF BC



The combined results from multiple statistical tests indicate the representation of racialized employees in all workforce flows shifted upwards during the reporting periods.

Discussion

This section places the representation changes observed in the results within the broader social, organizational, and demographic context. Administrative data alone can't capture the full range of experiences that shape how employees are hired, move within the organization or leave it. For this reason, the interpretations in this section don't explain why the patterns occurred or measure progress. Instead, they help readers consider how systemic conditions may influence the patterns identified in this report.

Interpreting representation trends

To understand representation in the BC Public Service, it's important to consider the broader demographics of British Columbia. Census data shows both Indigenous Peoples and racialized populations make up significant and growing parts of the province's population. These figures provide context only; they aren't used as targets or benchmarks for interpreting workforce flows. Setting representation targets requires [distinctions-based](#) data, community input and governance decisions, which are beyond the scope of this analysis.

Contextual factors

Between 2020 and 2024, the BC Public Service experienced pandemic-related disruptions, shifts in the organization's priorities and spending directives and expanded remote work options. This analysis reflects conditions prior to the hiring freeze implemented after the 2024 reporting period. Hiring freezes can influence external recruitment, internal mobility and [auxiliary-to-regular conversions](#). This means future representation patterns may differ from those in this report.

These broader factors may have influenced job-seeking behaviour, employee mobility, decisions about self-identification and trust in public institutions. However, the data in this report can't confirm how much or in what way these

influences matter. For this reason, the findings should be interpreted carefully and with the data limitations in mind.

Indigenous employee movement: Stable mobility, changing patterns in entry

Representation of [Indigenous](#) employees declined in external [hiring](#) during the reporting periods, while representation in [promotions](#) and [departures](#) remained relatively stable. In 2024, Indigenous employees made up 4.6 percent of the BC Public Service workforce, compared to 5.5 percent of the provincial workforce and 5.9 percent of the overall B.C. population. These differences should be interpreted with care because the dataset combined First Nations, Inuit and Métis identities into a single category and the number of Indigenous employees in the data is small. The observed downward trend in external hiring (from 5.8 percent to 4.7 percent) and no meaningful change in auxiliary-to-regular conversions and departures reflect what is in the dataset (see [Table 1a](#) and [Table 3](#)), but don't explain why these changes occurred.⁷

When workforce flows are broken down by auxiliary and regular employees, the decline in Indigenous external hiring is more pronounced among auxiliary hires, while hiring into regular roles shows no significant change. Representation in auxiliary-to-regular conversions and in departures are similar across auxiliary and regular positions, with no statistically meaningful changes detected. Overall, these patterns suggest the most distinct change in Indigenous employee representation is occurring at the point where people enter the organization.

Both external hiring and auxiliary-to-regular conversions are key pathways to permanent employment. Previous reports on racial diversity in the BC Public Service show that Indigenous employees are underrepresented in auxiliary roles,

⁷ Although more Indigenous employees entered the BC Public Service than left in each reporting period (net movement of +135 in 2020, +19 in 2022, and +77 in 2024) these increases were not large enough to noticeably change overall representation. Because the number of Indigenous employees in the dataset is relatively small and identities are combined into one category, representation can appear to remain stable even when net hiring exceeds departures.

meaning auxiliary-to-regular conversions alone may not increase representation when external hiring declines. Taken together, stable auxiliary-to-regular conversion rates and lower external hiring may suggest fewer accessible entry points into permanent roles for Indigenous applicants during this period. This is a descriptive observation based on available data, not a causal conclusion.

To fully understand these patterns, future research requires distinctions-based data and qualitative insights into areas such as application experiences, screening processes, cultural safety, trust in public institutions and other systemic conditions affecting equitable access to employment. Other work currently in progress in response to the anti-racism research priorities will contribute to this deeper understanding and help identify where supports and system changes are needed.

Racialized employee movement: Gains in entry and mobility, rise in departures

Representation for [racialized](#) employees increased across external hiring, auxiliary-to-regular conversions and promotions during the reporting periods. In 2024, racialized employees represented 25 percent of the BC Public Service, compared to 22.3 percent of the available workforce and 30.3 percent of the provincial population.

External hiring rose from 26.8 percent to 36.2 percent, and conversions from auxiliary to regular positions increased from 24 percent to 30.1 percent (see [Table 2a](#)). These changes are statistically significant and indicate racialized employees entered and advanced within the BC Public Service at higher rates than previous years. However, since the data is aggregated, it is not possible to determine whether all racialized groups experience these trends equally.

Representation in departures for racialized employees also increased, rising from 20.4 percent to 22.7 percent over the reporting period. While this change is modest compared to gains in hiring and promotion, it highlights the need to examine retention alongside entry and mobility. The rise in departures may partly reflect overall workforce growth.

When broken down by employment status, external hiring rates for racialized employees increased over time for both auxiliary and regular hires and representation in auxiliary-to-regular conversions also rose. Previous research on racial diversity in the BC Public Service shows several racialized groups are overrepresented in auxiliary positions, which are less secure. In this context, higher conversion rates may signify better access to stable employment for some employees, but further analysis is needed to understand if these gains are consistent across all groups.

Although the share of racialized employees among external hires increased over time, the representation rates observed in the 2024 employee snapshot show that these gains were not enough on their own to shift overall representation by that point. This reflects the cumulative nature of representation change and the importance of considering departures, distribution across job types and levels, and overall workforce size alongside hiring rates.

Overall, representation for racialized employees appears to have increased in key entry and promotion flows. Since departures include both resignations and retirements, the current data can't confirm whether retention is an issue. Further research is needed to clarify retention patterns and verify the trends seen here. To fully understand these dynamics, future research requires disaggregated data and qualitative insights into workplace experiences, career development opportunities and systemic conditions affecting retention and advancement. These insights are important for guiding the next phase of work and understanding how workforce practices influence representation over time.

Considerations of organizational practices

Certain organizational practices, such as qualification requirements on job postings, recruitment processes, onboarding, or career development supports, can affect how employees move through the BC Public Service. However, this analysis doesn't evaluate the impact of specific programs or initiatives.

Administrative data can't show if any specific policy or program caused changes in representation. Further research is needed to understand how employees

navigate these systems and what conditions shape equitable access to opportunities. Upcoming work across the BC Public Service will examine these conditions in more detail.

Bringing it together

Representation is shaped by how employees enter, move and leave the BC Public Service, as well as by workplace conditions and access to opportunities. These findings complement previous research reports on racial diversity in the BC Public Service and show the value of looking at both representation snapshots and the movement patterns behind them.

The trends in this report show where representation changed between 2020 and 2024, but they don't explain why these changes happened. The dataset uses broad identity categories and doesn't yet support distinctions based on subgroup reporting. Therefore, the findings reflect only what can be seen with the available data and should be interpreted with care. The increases observed for racialized employees in hiring and promotions suggest that access to certain pathways may have changed for some groups, while the decline in external hiring for Indigenous employees highlights where access to permanent roles may be limited. However, aggregated reporting can't show whether these changes affected all groups in the same way. Representation data alone cannot show employee experiences, workplace culture, or the systemic barriers that shape employees' access to opportunities.

Moving forward, efforts to reduce systemic racism must combine corporate strategies with ministry-level interventions to address both structural and experiential factors, such as recruitment pipelines, supervisory capacity and cultural safety.

Ongoing research, program reviews and organizational changes now underway will support the next phase of this work and help the BC Public Service better understand where improvements can be made.

Conclusion

This report responds to the [Anti-Racism Data Committee's](#) 2025 to 2027 priorities under ARDA by examining representation in key workforce flows across three reporting periods. The analysis provides a descriptive view of where representation has shifted for [Indigenous](#) and [racialized](#) employees and where systemic conditions may need closer attention.

The findings show mixed results:

- Indigenous employees: Representation declined in external [hiring](#), while [auxiliary-to-regular conversions](#) remained stable. Because these pathways lead to permanent roles, fewer external hires combined with unchanged conversions reduce entry points into secure employment. However, because the number of Indigenous employees in this dataset is relatively small and identities are combined into one category, these shifts need to be interpreted with care and should not be viewed as conclusive evidence of progress or decline.
- Racialized employees: Representation increased in external hiring, conversions and promotions, but [departures](#) also rose. This highlights the need to examine retention alongside entry and mobility. However, because the data groups many racialized communities into a broad category, these patterns can't show whether all groups experienced these trends in the same way. This reinforces the need for [distinctions-based](#) analysis and qualitative insight to better understand differences within the racialized employee category.

Representation varies across ministries, indicating progress depends on both corporate strategies and local work environments. Declining Indigenous hiring can't be separated from the lasting impact of colonial policies and systems. Trust in public institutions takes time to rebuild. Ministry-level practices, recruitment pathways and organizational culture continue to shape opportunities.

These findings are signals for deeper inquiry, not indicators of progress or explanations of systemic barriers. Before interpreting these patterns or using them to guide policy or program design, further work is needed to understand subgroup differences, disclosure patterns, departure types, and the conditions that shape Indigenous and racialized employees' experiences. Future research must move beyond aggregated categories to distinctions-based reporting and include qualitative insights to understand lived experiences and structural conditions. Without this, representation trends risk being misinterpreted or used in ways that don't advance equity.

The BC Public Service is continuing this work under ARDC priorities through quantitative analysis and through expanding distinctions-based approaches where possible. Qualitative research led by external partners will provide insight into the lived experiences of Indigenous and racialized employees and hiring managers. These perspectives will be considered alongside quantitative trends to inform reviews of recruitment practices, conversion pathways, and retention strategies.

Advancing equity requires continuous attention, deliberate action, and evidence-informed decisions. Continued modernization of data systems, distinctions-based reporting and engagement with employees will help the BC Public Service better understand where systemic conditions may need to change and support progress over time.

Ongoing work and next steps

This report examines career movement during a period where racial representation has already been published through previous research reports on racial diversity in the BC Public Service. Those earlier reports show what workforce diversity looked like at two points in time. This analysis complements that work by showing how hiring, promotions, and departures contributed to those outcomes. Together, these studies guide areas for further research and actions.

Ongoing and planned research

A qualitative research project is underway to learn more about the experiences of Indigenous and racialized employees, including how they face and navigate systemic barriers at work. These insights will help explain the patterns seen in this report and identify areas where systems and practices may need to change. Data collection and analysis for this work are still in progress.

As part of this work, new processes, data management tools and feedback mechanisms need to be developed to help track and monitor progress in identifying and removing systemic barriers.

A full evaluation of the Indigenous Youth Internship Program (IYIP) has also been completed as part of the [Declaration Act Action Plan](#) (Item 4.44).

Context during and after the study period

From 2020 to 2024, several efforts were introduced to support Indigenous employees and applicants. These included the Indigenous Applicant Advisory Service (launched in 2021) and the Indigenous Leadership and Mentorship Program (launched in 2022). During this time, the BC Public Service took steps to reduce barriers for equity-deserving applicants, including Indigenous and racialized applicants. These actions included expanding hybrid and remote work options, removing geographic restrictions on job postings and increasing external job postings, including for executive roles.

More research is needed to understand how these practices have affected hiring and career movement, and to ensure these practices are embedded and applied consistently across ministries⁸.

After the study period ended, a major organizational change took place. In spring 2026, HR services across the BC Public Service were integrated under one

⁸ Given the current hiring pause, the BCPS will focus on the development and retention of Indigenous and racialized employees over the next few years but recognizes hiring and career movement is a priority in the long term.

organization to improve consistency in HR practices and enhance the employee experience. The impact of this shift is not reflected in the data analyzed for this report.

Links to broader anti-racism commitments

Findings from this report, along with previous research by the BC Public Service, have informed the PSA's proposed actions in the Government of B.C. Anti-Racism Act Action Plan. These proposals focus on supporting Indigenous and racialized employees. Final actions may be adjusted based on community and public feedback.

Future Actions Summary

Ongoing and upcoming work across the BC Public Service includes:

- Developing new tools, processes and feedback mechanisms to track system-level changes and monitor progress
- Increasing consistency in HR practices across ministries through the newly unified HR organization (effective 2026)
- Ensuring equity-focused hiring and workplace practices introduced in recent years are embedded and applied consistently across ministries
- Using results from the qualitative research currently underway to identify where systemic barriers are experienced and where change is most needed
- Applying findings from the IYIP evaluation to improve and potentially expand the program as part of the [Declaration Act Action Plan](#)
- Advancing commitments in the Anti-Racism Act Action Plan to support Indigenous and racialized employees

Looking ahead

Together, the research, program evaluations and planned changes highlight the need for ongoing attention to both workforce outcomes and the systems that shape them. Continued monitoring, analysis and engagement with employees are important for understanding whether these actions lead to meaningful and lasting

improvements in equity in employee experiences, and particularly career movement over time.

Appendix A: Methods

This appendix summarizes the three statistical tests applied in the representation flow analyses for Indigenous and racialized employees: the global equality-of-proportions test, the Cochran–Armitage trend test and the two-proportion z-test. Each test addresses a distinct analytic question concerning change in representation across years.

Global equality-of-proportions test

Purpose

The global equality-of-proportions test evaluates whether the proportion of employees belonging to a given group differs significantly across years. In the context of this report, it answers the question “Are representation rates consistent over time, or has at least one year diverged from the others?”

Procedure

Observed group and non-group counts for each year are arranged on a 2×k contingency table. Expected frequencies under the null hypothesis of equal proportions are computed and a chi-square statistic is derived as shown below:

$$\chi^2 = \sum \frac{(O - E)^2}{E} \quad (A1)$$

where O and E denote observed and expected counts, respectively. If the resulting p value $< .05$, the null hypothesis of equal proportions is rejected.

Interpretation

A statistically significant χ^2 result indicates at least one year’s representation rate differs from the others. The direction of change (increase or decrease) is inferred from the weighted slope of the yearly proportions.

Cochran–Armitage trend test

Purpose

The Cochran–Armitage test determines whether representation changes monotonically (consistently upward or downward) across ordered years. In the context of this report, it answers “Does representation show a sustained trend rather than random fluctuation?”

Procedure

The test assigns ordinal scores (such as zero, one, 2...) to each year and evaluates the association between group membership and time order. The test statistic is:

$$z = \frac{\sum w_i (x_i - n_i p)}{\sqrt{p(1 - p) \sum w_i^2 n_i}} \quad (A2)$$

where w_i are year scores, x_i and n_i are group and total counts and p is the overall proportion.

Interpretation

A significant p value ($<.05$) indicates a systematic trend. A positive z denotes an increasing trend and a negative z denotes a decreasing trend.

Pairwise two-proportion z-test

Purpose

The pairwise two-proportion z-test compares representation between 2 specific years (for example, 2020 vs. 2024) to determine whether the difference is statistically meaningful.

Procedure

Let

$$p_1 = \frac{x_1}{n_1}, \quad p_2 = \frac{x_2}{n_2},$$

where x denotes group counts and n denotes totals for each year. Assuming both samples originate from the same true proportion, a pooled estimate

$$p = \frac{x_1 + x_2}{n_1 + n_2}$$

is used to compute a z statistic:

$$z = \frac{p_2 - p_1}{\sqrt{p(1 - p) \left(\frac{1}{n_1} + \frac{1}{n_2} \right)}} \quad (A3)$$

A 2-tailed p value is obtained from the standard normal distribution. A 95 percent confidence interval (CI) for $p_2 - p_1$ is calculated using an unpooled standard error.

Interpretation

If $p < .05$, the change between years is significant. Positive differences indicate increases in representation, while negative differences indicate decreases. Confidence intervals excluding zero confirm significance.

Complementarity of Tests

All three tests provide distinct but complementary insights. Table A1 summarizes their comparative purposes and outputs.

Table A1. Summary of Statistical Tests Applied in Representation Flow Analysis

Test	Question	Type of Change	Key Output
Global Equality-of-Proportions	Are representation rates equal across years?	Overall variation	χ^2 , p , slope, direction
Cochran-Armitage Trend	Is change directional?	Monotonic trend over time	z , p , trend

Test	Question	Type of Change	Key Output
Two-Proportion z-Test	Which specific years differ?	Pairwise difference	Δ (pp), z, 95% CI

Note: Δ (pp) =percentage-point difference between two years.

Confidence intervals

Yearly representation rates are accompanied by Wilson 95 percent confidence intervals, which offer superior accuracy over the traditional Wald method, especially when proportions are small or denominators vary. Wilson intervals provide a statistically valid range within which the true population proportion is expected to lie.

Significance levels

All tests use conventional thresholds: $p < .05$, $p < .01$, $p < .001$. In tables, significance is denoted as follows: * $p < .05$; ** $p < .01$; *** $p < .001$.

Appendix B: Tables

Table 1a: Career movement of Indigenous employees

Representation rates in this table are calculated for employees who shared their identity characteristics (Indigenous or non-Indigenous). The denominator for each rate includes only employees with known identity information for this question. Varying response rates can result in different total respondent populations. See Table 1b below for information on data completeness and the total number of employees included in each category.

Year	Flow Type	Move Type	Indigenous	Non-Indigenous	Rate of Indigenous (percent)
2020	Hiring	Hired from Outside	395	6447	5.8
2022	Hiring	Hired from Outside	238	4531	5.0
2024	Hiring	Hired from Outside	367	7410	4.7
2020	Hiring	Changed Status from Auxiliary to Regular	92	1480	5.9
2022	Hiring	Changed Status from Auxiliary to Regular	55	1102	4.8
2024	Hiring	Changed Status from Auxiliary to Regular	85	1820	4.5
2020	Promotions	Promoted Within Same Ministry	358	7907	4.3
2022	Promotions	Promoted Within Same Ministry	313	7497	4.0
2024	Promotions	Promoted Within Same Ministry	549	11719	4.5
2020	Promotions	Promoted from Other Ministry	72	2077	3.4
2022	Promotions	Promoted from Other Ministry	73	1799	3.9
2024	Promotions	Promoted from Other Ministry	179	3516	4.8
2020	Separations	Left BC Government	260	3787	6.4
2022	Separations	Left BC Government	219	3514	5.9
2024	Separations	Left BC Government	290	4746	5.8

Table 1b: Identity data completeness: Indigenous employees

This table shows how much Indigenous identity information is available for each movement category in Table 1a. “Identity known” reflects the total number of employees who provided a response to the question about Indigenous identity characteristics (Indigenous or non-Indigenous). This table provides the total number of employees in each category and the percentage with available identity information.

Year	Flow Type	Move Type	Total employees	Identity known (n)	Identity known (percent)
2020	Hiring	Hired from Outside	9206	6842	74.3
2022	Hiring	Hired from Outside	8096	4769	58.9
2024	Hiring	Hired from Outside	12654	7777	61.5
2020	Hiring	Changed Status from Auxiliary to Regular	1769	1572	88.9
2022	Hiring	Changed Status from Auxiliary to Regular	1371	1157	84.4
2024	Hiring	Changed Status from Auxiliary to Regular	2326	1905	81.9
2020	Promotions	Promoted Within Same Ministry	8655	8265	95.5
2022	Promotions	Promoted Within Same Ministry	8180	7810	95.5
2024	Promotions	Promoted Within Same Ministry	13092	12268	93.7
2020	Promotions	Promoted from Other Ministry	2240	2149	95.9
2022	Promotions	Promoted from Other Ministry	1952	1872	95.9
2024	Promotions	Promoted from Other Ministry	3883	3695	95.2
2020	Separations	Left BC Government	7025	4047	57.6
2022	Separations	Left BC Government	7053	3733	52.9
2024	Separations	Left BC Government	8555	5036	58.9

Table 2a: Career movement of racialized employees

Representation rates in this table are calculated for employees who shared their identity characteristics (racialized or non-racialized). For racialized identity, this includes employees who identified with one of the racialized subcategories listed in Appendix C. The denominator for each rate includes only employees with known identity information. Varying response rates can result in different total respondent populations. See Table 2b below for identity completeness and the total number of employees included in each category.

Year	Flow Type	Move Type	Racialized	Non-Racialized	Rate of Racialized (percent)
2020	Hiring	Hired from Outside	1796	4894	26.8
2022	Hiring	Hired from Outside	990	2645	27.2
2024	Hiring	Hired from Outside	2686	4741	36.2
2020	Hiring	Changed Status from Auxiliary to Regular	369	1170	24.0
2022	Hiring	Changed Status from Auxiliary to Regular	285	778	26.8
2024	Hiring	Changed Status from Auxiliary to Regular	551	1277	30.1
2020	Promotions	Promoted Within Same Ministry	1526	6610	18.8
2022	Promotions	Promoted Within Same Ministry	1546	6138	20.1
2024	Promotions	Promoted Within Same Ministry	2649	9102	22.5
2020	Promotions	Promoted from Other Ministry	504	1613	23.8
2022	Promotions	Promoted from Other Ministry	461	1372	25.2
2024	Promotions	Promoted from Other Ministry	991	2549	28.0
2020	Separations	Left BC Government	795	3104	20.4
2022	Separations	Left BC Government	758	2872	20.9
2024	Separations	Left BC Government	1055	3585	22.7

Table 2b: Identity data completeness: Racialized employees

This table shows how much race-based identity information is available for each movement category in Table 2a. “Identity known” reflects the total number of employees who provided a response to the question about race-based identity characteristics (racialized sub-categories or non-racialized). Because racialized identity includes multiple sub-categories (see Appendix C), this table provides important context on how complete the underlying identity data is for each movement category.

Year	Flow Type	Move Type	Total employees	Identity known (n)	Identity known (percent)
2020	Hiring	Hired from Outside	9206	6690	72.7
2022	Hiring	Hired from Outside	8096	3635	44.9
2024	Hiring	Hired from Outside	12654	7427	58.7
2020	Hiring	Changed Status from Auxiliary to Regular	1769	1539	87.0
2022	Hiring	Changed Status from Auxiliary to Regular	1371	1063	77.5
2024	Hiring	Changed Status from Auxiliary to Regular	2326	1828	78.6
2020	Promotions	Promoted Within Same Ministry	8655	8136	94.0
2022	Promotions	Promoted Within Same Ministry	8180	7684	93.9
2024	Promotions	Promoted Within Same Ministry	13092	11751	89.8
2020	Promotions	Promoted from Other Ministry	2240	2117	94.5
2022	Promotions	Promoted from Other Ministry	1952	1833	93.9
2024	Promotions	Promoted from Other Ministry	3883	3540	91.2
2020	Separations	Left BC Government	7025	3899	55.5
2022	Separations	Left BC Government	7053	3630	51.5
2024	Separations	Left BC Government	8555	4640	54.2

Table 3: Results of global equality-of-proportions test for indigenous Employees

Flow Type	Move Type	χ^2	Slope	<i>p</i> -value	Direction
Hiring	Hired from Outside	8.63	-0.0026	0.013*	Negative
Hiring	Changed Status from Auxiliary to Regular	3.71	-0.0034	0.157	Negative
Promotions	Promoted Within Same Ministry	2.55	0.0005	0.279	Positive
Promotions	Promoted from Other Ministry	8.09	0.0038	0.018*	Positive
Separations	Left BC Government	1.93	-0.0016	0.381	Negative

Note: **p* < .05; ***p* < .01; ****p* < .001.

Table 4: Results of Cochran–Armitage trend test for Indigenous employees

Flow Type	Move Type	χ^2	<i>z</i>	<i>p</i> -value	Trend
Hiring	Hired from Outside	8.15	-2.85	0.004**	Negative
Hiring	Changed Status from Auxiliary to Regular	3.41	-1.85	0.065	Negative
Promotions	Promoted Within Same Ministry	0.42	0.65	0.515	Positive
Promotions	Promoted from Other Ministry	7.95	2.82	0.005**	Positive
Separations	Left BC Government	1.69	-1.30	0.193	Negative

Note: **p* < .05; ***p* < .01; ****p* < .001.

Table 5: Results of pairwise two-proportion z-test for Indigenous employees

Flow Type	Move Type	Yea1	Year2	Δ (%)	95% CI	z	p-value	Direction
Hiring	Hired from Outside	2020	2022	-0.78	[-1.61, 0.05]	-1.83	0.068	Decrease
Hiring	Hired from Outside	2020	2024	-1.05	[-1.78, -0.33]	-2.86	0.004**	Decrease
Hiring	Hired from Outside	2022	2024	-0.27	[-1.05, 0.51]	-0.69	0.491	Decrease
Hiring	Changed Status from Auxiliary to Regular	2020	2022	-1.1	[-2.79, 0.59]	-1.26	0.209	Decrease
Hiring	Changed Status from Auxiliary to Regular	2020	2024	-1.39	[-2.88, 0.10]	-1.86	0.063	Decrease
Hiring	Changed Status from Auxiliary to Regular	2022	2024	-0.29	[-1.83, 1.25]	-0.37	0.708	Decrease
Promotions	Promoted Within Same Ministry	2020	2022	-0.32	[-0.94, 0.29]	-1.03	0.305	Decrease
Promotions	Promoted Within Same Ministry	2020	2024	0.14	[-0.43, 0.71]	0.49	0.624	Increase
Promotions	Promoted Within Same Ministry	2022	2024	0.47	[-0.10, 1.04]	1.59	0.111	Increase
Promotions	Promoted from Other Ministry	2020	2022	0.55	[-0.61, 1.71]	0.93	0.351	Increase
Promotions	Promoted from Other Ministry	2020	2024	1.49	[0.46, 2.52]	2.71	0.007**	Increase
Promotions	Promoted from Other Ministry	2022	2024	0.94	[-0.17, 2.06]	1.60	0.109	Increase
Separations	Left BC Government	2020	2022	-0.56	[-1.62, 0.51]	-1.02	0.306	Decrease
Separations	Left BC Government	2020	2024	-0.67	[-1.66, 0.33]	-1.32	0.186	Decrease
Separations	Left BC Government	2022	2024	-0.11	[-1.10, 0.88]	-0.21	0.831	Decrease

Note: * $p < .05$; ** $p < .01$; *** $p < .001$. CI=Confidence Intervals.

Table 6: Results of global equality-of-proportions test for racialized employees

Flow Type	Move Type	χ^2	Slope	<i>p</i> -value	Direction
Hiring	Hired from Outside	170.98	0.0235	0.000***	Positive
Hiring	Changed Status from Auxiliary to Regular	16.15	0.0154	0.000***	Positive
Promotions	Promoted Within Same Ministry	44.49	0.0096	0.000***	Positive
Promotions	Promoted from Other Ministry	13.21	0.0107	0.001**	Positive
Separations	Left BC Government	7.86	0.006	0.020*	Positive

Note: **p* < .05; ***p* < .01; ****p* < .001.

Table 7: Results of Cochran–Armitage trend test for racialized employees

Flow Type	Move Type	χ^2	<i>z</i>	<i>p</i> -value	Trend
Hiring	Hired from Outside	146.27	12.09	0.000***	Positive
Hiring	Changed Status from Auxiliary to Regular	16.12	4.02	0.000***	Positive
Promotions	Promoted Within Same Ministry	43.56	6.60	0.000***	Positive
Promotions	Promoted from Other Ministry	12.81	3.58	0.000***	Positive
Separations	Left BC Government	7.16	2.68	0.007**	Positive

Note: **p* < .05; ***p* < .01; ****p* < .001.

Table 8: Results of pairwise two-proportion z-test for racialized employees

Flow Type	Move Type	Yea1	Year2	Δ (%)	95% CI	z	p-value	Direction
Hiring	Hired from Outside	2020	2022	0.39	[-1.41, 2.18]	0.43	0.67	Increase
Hiring	Hired from Outside	2020	2024	9.32	[7.80, 10.84]	11.88	0.000***	Increase
Hiring	Hired from Outside	2022	2024	8.93	[7.12, 10.74]	9.37	0.000***	Increase
Hiring	Changed Status from Auxiliary to Regular	2020	2022	2.83	[-0.58, 6.25]	1.64	0.101	Increase
Hiring	Changed Status from Auxiliary to Regular	2020	2024	6.17	[3.17, 9.16]	4	0.000***	Increase
Hiring	Changed Status from Auxiliary to Regular	2022	2024	3.33	[-0.06, 6.72]	1.9	0.057	Increase
Promotions	Promoted Within Same Ministry	2020	2022	1.36	[0.13, 2.60]	2.17	0.030*	Increase
Promotions	Promoted Within Same Ministry	2020	2024	3.79	[2.65, 4.92]	6.45	0.000***	Increase
Promotions	Promoted Within Same Ministry	2022	2024	2.42	[1.25, 3.60]	4.01	0.000***	Increase
Promotions	Promoted from Other Ministry	2020	2022	1.34	[-1.35, 4.03]	0.98	0.327	Increase
Promotions	Promoted from Other Ministry	2020	2024	4.19	[1.85, 6.53]	3.46	0.001***	Increase
Promotions	Promoted from Other Ministry	2022	2024	2.84	[0.37, 5.32]	2.23	0.026*	Increase
Separations	Left BC Government	2020	2022	0.49	[-1.34, 2.32]	0.53	0.598	Increase
Separations	Left BC Government	2020	2024	2.35	[0.60, 4.09]	2.62	0.009**	Increase
Separations	Left BC Government	2022	2024	1.86	[0.07, 3.65]	2.02	0.043*	Increase

Note: * $p < .05$; ** $p < .01$; *** $p < .001$. CI=Confidence Intervals.

Table 9. Career movement of Indigenous employees by employment status

Year	Employment Status	Flow Type	Move Type	Indigenous	Non-Indigenous	Rate of Indigenous (percent)
2020	Auxiliary	Hiring	Hired from Outside	199	2914	6.4
2022	Auxiliary	Hiring	Hired from Outside	139	2292	5.7
2024	Auxiliary	Hiring	Hired from Outside	171	3220	5.0
2020	Auxiliary	Promotions	Promoted from Other Ministry	<3	S	NA
2020	Auxiliary	Promotions	Promoted Within Same Ministry	<3	S	NA
2022	Auxiliary	Promotions	Promoted from Other Ministry	S	S	NA
2022	Auxiliary	Promotions	Promoted Within Same Ministry	S	S	NA
2022	Auxiliary	Promotions	Promoted Within Same Ministry	S	S	NA
2022	Auxiliary	Promotions	Promoted from Other Ministry	S	S	NA
2020	Auxiliary	Separations	Left BC Government	100	1067	8.6
2022	Auxiliary	Separations	Left BC Government	69	784	8.1
2024	Auxiliary	Separations	Left BC Government	86	1083	7.4
2020	Regular	Hiring	Changed Status from Auxiliary to Regular	92	1480	5.9
2022	Regular	Hiring	Changed Status from Auxiliary to Regular	55	1102	4.8
2024	Regular	Hiring	Changed Status from Auxiliary to Regular	85	1820	4.5
2020	Regular	Hiring	Hired from Outside	196	3533	5.3
2022	Regular	Hiring	Hired from Outside	99	2239	4.2
2024	Regular	Hiring	Hired from Outside	196	4190	4.5
2020	Regular	Promotions	Promoted from Other Ministry	S	S	NA
2020	Regular	Promotions	Promoted Within Same Ministry	S	S	NA
2020	Regular	Promotions	Promoted from Other Ministry	S	S	NA

Year	Employment Status	Flow Type	Move Type	Indigenous	Non-Indigenous	Rate of Indigenous (percent)
2020	Regular	Promotions	Promoted Within Same Ministry	S	S	NA
2024	Regular	Promotions	Promoted Within Same Ministry	S	S	NA
2024	Regular	Promotions	Promoted from Other Ministry	S	S	NA
2020	Regular	Separations	Left BC Government	160	2720	5.6
2022	Regular	Separations	Left BC Government	150	2730	5.2
2024	Regular	Separations	Left BC Government	204	3663	5.3

Note: "<3" means data is suppressed because value is less than 3. "S" means value is 3 or greater but is suppressed to prevent residual disclosure.

Table 10. Career movement of racialized employees by employment status

Year	Employment Status	Flow Type	Move Type	Racialized	Non-Racialized	Rate of Racialized (percent)
2020	Auxiliary	Hiring	Hired from Outside	840	2211	27.5
2022	Auxiliary	Hiring	Hired from Outside	487	1336	26.7
2024	Auxiliary	Hiring	Hired from Outside	1139	2100	35.2
2020	Auxiliary	Promotions	Promoted from Other Ministry	<3	S	NA
2020	Auxiliary	Promotions	Promoted Within Same Ministry	S	S	NA
2022	Auxiliary	Promotions	Promoted from Other Ministry	S	S	NA
2022	Auxiliary	Promotions	Promoted Within Same Ministry	S	S	NA
2024	Auxiliary	Promotions	Promoted Within Same Ministry	19	49	27.9

Year	Employment Status	Flow Type	Move Type	Racialized	Non-Racialized	Rate of Racialized (percent)
2024	Auxiliary	Promotions	Promoted from Other Ministry	7	4	63.6
2020	Auxiliary	Separations	Left BC Government	298	832	26.4
2022	Auxiliary	Separations	Left BC Government	228	599	27.6
2024	Auxiliary	Separations	Left BC Government	286	772	27.0
2020	Regular	Hiring	Changed Status from Auxiliary to Regular	369	1170	24.0
2022	Regular	Hiring	Changed Status from Auxiliary to Regular	285	778	26.8
2024	Regular	Hiring	Changed Status from Auxiliary to Regular	551	1277	30.1
2020	Regular	Hiring	Hired from Outside	956	2683	26.3
2022	Regular	Hiring	Hired from Outside	503	1309	27.8
2024	Regular	Hiring	Hired from Outside	1547	2641	36.9
2020	Regular	Promotions	Promoted from Other Ministry	S	S	NA
2020	Regular	Promotions	Promoted Within Same Ministry	S	S	NA
2022	Regular	Promotions	Promoted from Other Ministry	S	S	NA
2022	Regular	Promotions	Promoted Within Same Ministry	S	S	NA
2024	Regular	Promotions	Promoted Within Same Ministry	2630	9053	22.5
2024	Regular	Promotions	Promoted from Other Ministry	984	2545	27.9
2020	Regular	Separations	Left BC Government	497	2272	17.9
2022	Regular	Separations	Left BC Government	530	2273	18.9
2024	Regular	Separations	Left BC Government	769	2813	21.5

Note: "<3" means data is suppressed because value is less than 3. "S" means value is 3 or greater but is suppressed to prevent residual disclosure.

Appendix C: Identity categories

This appendix describes the Indigenous and racialized identity categories used in the analysis. Identity information comes from the BC Public Service's Work Environment Survey (WES) and, where needed, the New Job Survey. Survey questions were based on the Canadian Census and allow employees to select all identity characteristics that apply to them. Identity information is self-reported and voluntary.

This appendix clarifies who is included in each broad category.

Indigenous identity categories

Employees are asked whether they identify as:

- First Nations (status or non-status)
- Métis
- Inuit
- Other Indigenous identity (with space to specify)

Employees may select multiple Indigenous identities and may also provide optional write-in information (for example, band, Nation, citizenship, province). For the purposes of this report, all employees who identified with any Indigenous identity are included in the Indigenous category.

Racialized identity categories

Racialized identity is collected through a separate question that aligns with the Canadian Census. Employees may select all categories that apply.

Employees are asked whether they identify as:

- Arab
- Black
- Chinese
- Filipino
- Indigenous (First Nations, Métis, Inuit, Māori, Ainu, Sámi, Torres Strait Islander, etc.)
- Japanese
- Korean
- Latin American
- Southeast Asian (Vietnamese, Cambodian, Laotian, Thai, etc.)
- South Asian (Indian, Pakistani, Sri Lankan, etc.)
- West Asian (Iranian, Afghan, etc.)
- White
- Other (you may specify further)

The following categories are included in the racialized grouping:

- Arab
- Black
- Chinese
- Filipino
- Japanese
- Korean
- Latin American
- Southeast Asian
- South Asian
- West Asian
- Other racialized identity (write-in option)

Note: Indigenous identity is not included in the racialized category. Employees may identify as both Indigenous and with one or more racialized identities.

Survey question wording (WES 2024)

The follow section shows how the questions are phrased during data collection.

This information is being collected to help make evidence-based decisions that promote both diversity across the BC Public Service, as well as inclusion of all BC public servants. The information is collected and protected under the BC [Freedom of Information and Protection of Privacy Act](#), and will **not** be linked with your personnel file⁹.

77. Do you identify as First Nations (status or non-status), Métis or Inuit?

- Yes (go to 77a)
- No (skip to 78)

77a. Which of the following Indigenous group(s) do you identify as, or otherwise belong to? *Select all that apply*

Note: write-in responses are optional; as well, the survey may be limited in the types of characters that can be used.

- First Nations (status or non-status); you may specify your band/Nation(s) below
- Métis; you may specify your Citizenship/Province below
- Inuit
- Other; you may specify further below

Optional: My specific band/Nation, Citizenship/Province, etc. _____

81. This question collects information related to ethnic identity¹⁰, as per the *BC Human Rights Tribunal*: "Race, ancestry, colour and place of origin can be closely connected. Some or all of these grounds may be combined to define a person or group's ethnic identity." Note: The response options for this question are consistent with the Canadian 2021 National Census.

⁹ This reminder preamble was shown at the top of each survey page in the demographics section.

¹⁰ The question technically asks about ethnic identity, rather than racial background. However, the terms racial background and racialization are used in this report to align with the language used in the research priority (racial diversity in the BC Public Service and equity in hiring and career development).

Are you...? *Select all that apply*

- Arab
- Black
- Chinese
- Filipino
- Indigenous (First Nations, Métis, Inuit, Māori, Ainu, Sámi, Torres Strait Islander, etc.)
- Japanese
- Korean
- Latin American
- Southeast Asian (Vietnamese, Cambodian, Laotian, Thai, etc.)
- South Asian (Indian, Pakistani, Sri Lankan, etc.)
- West Asian (Iranian, Afghan, etc.)
- White
- Other (you may specify further): _____