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Employment
Equity
Program

Programme
d'équité en
matière d'emploi

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ANNUAL REPORT, 1988-89



Statistics
Canada

Statistique
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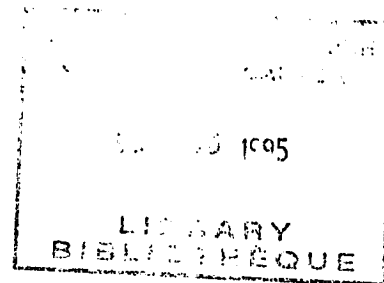
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ANNUAL REPORT, 1988-89



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1. Background

a) The Employment Equity Act

- . proclaimed in August 1986;
- . objectives are to eliminate employment practices which result in employment barriers for four designated groups (women, aboriginal peoples, visible minorities and persons with disabilities) and to ensure that such groups achieve a degree of employment proportionate to their representation in the work force as defined by qualification, eligibility or geography;
- . obliges federally-regulated employers with 100 employees or more to implement employment equity measures and to submit annual reports to Employment and Immigration Canada detailing the representation of the four target groups in specific occupational groups, salary ranges, hirings, promotions and terminations;
- . the Act is subject to review in 1991 and every three years thereafter.

b) Statistics Canada's Role

Statistics Canada has an obligation to ensure that the best possible external labour force data exist to help define the nature of employment inequity in Canada and to provide statistical support for the design and evaluation of remedial programs pertaining to employment equity. A related responsibility is to provide consultation on data which can be used for employment equity purposes.

In order to provide key stakeholders with the necessary data and information to administer, devise and evaluate the employment equity program, Treasury Board allotted funding to Statistics Canada for the three-year period ending 1989-90. An extension to the funding will be sought.

c) Data Requirements and Major Users

Data from a variety of sources are required to support the administration of the Employment Equity Act. The key statistical requirement is for benchmark data which are intended to assist employers in evaluating, planning and implementing employment equity programs. These data are also required by federal departments responsible for the design, monitoring and enforcement of such programs. The latest benchmark data, contained in the "Employment Equity Availability Report on Designated Groups" (prepared by



Employment and Immigration Canada), were derived from two Statistics Canada surveys. The 1986 Census served as the source of data for women, aboriginal peoples and visible minorities while the Health and Activity Limitation Survey (HALS) generated statistics on persons with disabilities. (HALS was conducted as a post-censal survey in 1986). Together, these two surveys provided employers with information about the numbers and percentages of designated group members as well as their labour force activities and occupations within given labour market areas. Used in tandem with internal work force data, employers are then able to assess their own performance and develop realistic goals and timetables for achieving a representative work force.

These large-scale surveys are not the only sources of data used for employment equity purposes. Supplements to the Labour Force Survey are also a viable means of gathering employment equity-related information. Data from these household surveys can be used for program monitoring and policy development. The Labour Market Activity Survey (LMAS), for example, is a new survey implemented in January 1987 to collect information on the labour market participation patterns and characteristics of jobs held over a two-year period. A series of supplementary questions to identify members of visible minorities and aboriginals were included in the 1988 and 1989 surveys. The 1990 collection will repeat these questions and introduce a number of questions to identify persons with disabilities. This survey will provide some inter-censal estimates for key characteristics as well as longitudinal data on the labour force experiences of the designated groups. In addition, it will provide data for the 1991 legislative review of the Employment Equity Act.

In November 1988, a compact, transportable questionnaire for measuring the working disabled was tested. The Health and Employment Status Survey (HESS) used a series of screening questions to identify disabled and non-disabled populations. For persons with disabilities, additional data were collected on the nature of disability(ies) and barriers to employment. The data from this survey will be used to update the existing base of information on the disabled population in Canada.

The major users of employment equity data are:

- . employers implementing employment equity programs
- . Employment and Immigration Canada
- . Treasury Board Secretariat
- . Canadian Human Rights Commission
- . Public Service Commission



- . provincial and municipal governments
- . private consultants

d) Organization

Responsibility for employment equity is shared by three different federal agencies: Employment and Immigration Canada, the Treasury Board Secretariat and the Canadian Human Rights Commission. To ensure co-operation and consistency among the departments working on employment equity, two interdepartmental committees were established. The Working Group (chaired by Statistics Canada) comprises several project managers from Statistics Canada as well as representatives from the Public Service Commission and the other federal departments with direct responsibility for implementing the legislation. The Steering Committee (chaired by Employment and Immigration Canada) is made up of senior personnel from the departments represented on the Working Group (excluding the Public Service Commission). (The membership lists may be found on pages 13 to 17.)



2. Employment Equity Projects, 1988-89

Prior to 1988-89, resources were spent on the development and production of the first set of employment equity external labour force tables for employers. Data were drawn from the 1981 Census and the 1983-84 Canadian Health and Disability Survey. The development of employment equity specifications and tables from the 1986 Census and the Health and Activity Limitation Survey (HALS) was also undertaken.

In 1988-89, approximately 50 Statistics Canada-based projects were undertaken to support the Employment Equity Act. These projects can be grouped under seven broad headings:

- a) data retrieval;
- b) data quality studies;
- c) testing of questions;
- d) future survey activities;
- e) research and analysis;
- f) technical support to facilitate data access; and
- g) general consultations.

a) Data Retrieval

Activities entailed the derivation of specifications for tabular output from the Censuses (1981 and 1986) and the Health and Activity Limitation Survey (HALS), the production, verification and analyses of tabulations, tapes and diskettes, special systems development and the preparation of supporting documentation.

The key outputs were the production of tables for Employment and Immigration Canada's "Annual Report to Parliament" and the "Employment Equity Availability Data Report on Designated Groups". Custom tabulations using the employment equity concepts and definitions established by Employment and Immigration Canada were also produced for a variety of clients for evaluation and analytical purposes.

b) Data Quality Studies

A number of data quality activities directed at issues related to employment equity were undertaken in 1988-89. The majority of these studies will lead to recommendations about the content for the 1991 Census, associated post-censal surveys and future cycles of LMAS.

For the aboriginal population, two reports were prepared assessing the comparability of the on-reserve population



components of the 1981 and 1986 censuses. These reports were undertaken to determine the impact on the data of the incompletely enumerated reserves from the 1986 Census.

Historically, data on **visible minorities** have been derived using the Census ethnic origin questions in combination with other Census variables. To evaluate this method of derivation, technical reports comparing results from various survey questionnaires were undertaken. (Refer to page 9) for a complete list of products). In addition, an inventory (and analysis) of employment equity questions was compiled from a variety of agencies (eg. provincial and municipal departments, universities, etc., involved in employment equity/equal opportunities/affirmative action programs. Focus groups were also used in 1988 to aid in developing the content of the 1991 Census as required for employment equity purposes.

For the **disabled** component, the emphasis in 1988-89 was on evaluating data on psychiatric disabilities. Using HALS data, the Clarke Institute analysed the effectiveness of the question on psychiatric disabilities. In addition, a workshop on mental-learning-psychiatric disabilities was convened.

c) Testing of Questions

There was a need to do extensive testing of questions for the 1991 Census and to develop standardized questions for use in intercensal surveys. In 1988-89, approximately 45% of Statistics Canada's employment equity budget was expended on testing questions and vehicles designed to generate improved data on the designated groups. Where appropriate, testing was integrated with the 1991 Census testing program.

For the **aboriginal** component, a set of questions and procedures compatible with the National Census Test (NCT) was developed for canvasser administration on remote reserves. This Northern Reserve Test was conducted in three sites in October 1988. Evaluation of the test will be completed in summer, 1989. Regional workshops that focused on issues related to the collection of data from populations in Indian reserve areas also yielded many recommendations.

To test the "**visible minority**" concept, a questionnaire containing two ethnic origin questions and a race question was developed for the November NCT. Oversampling was done in some geographic areas and follow-up interviews -- designed to collect qualitative information -- were held



with a sample of respondents. Using a different set of questions, the Labour Market Activity Survey (LMAS) collected data on visible minorities from its 1987 and 1988 cycles. The analyses are pending.

The need to develop a stand-alone set of questions as well as screening questions that might facilitate a post-censal survey on the working disabled was addressed in 1988. The Health and Employment Status Survey (HESS) was tested as a Labour Force Survey supplement in November. Several studies will be undertaken to evaluate the efficacy of this vehicle.

d) Future Survey Activities

The Interdepartmental Steering Committee on Employment Equity recommended that inter-censal survey work be undertaken during 1989-90 to update the 1986 Census and HALS information related to external labour market data for Canada, the provinces and, where possible, the eight designated Census Metropolitan Areas. These data would also be available for the 1991 review of the Employment Equity Legislation. In 1988-89, several collection vehicles were evaluated for inter-censal survey work. The vehicle that was selected was the LMAS (1989 cycle). Data on the four designated groups will be collected in January/February 1990.

e) Research and Analysis

Eleven research and analysis projects were commissioned in 1988-89. Work was carried out by academics, consultants and Statistics Canada.

Examples of topics included: the extent to which non-participation in labour market activity can be attributed to the degree of disability combined with factors such as residence in urban/rural areas, age, sex, education, etc.; comparison by target group of relative incidents and success of inter- and intra-employer changes; examination of the labour supply behaviour by occupation of the Employment Equity target groups; profiling trends of labour force and employment equity dynamics since 1981; barriers faced by the working disabled; disabled women. (Refer to page 8) for a complete listing of reports.)



f) Technical Support to Facilitate Data Access

Activities included the provision of data banking, retrieval and production services (by the Electronic Data Dissemination Division of Statistics Canada) to support the information requirements of the Employment Equity Program. Advice and training on technical matters were also provided.

g) General Consultations

This entailed support to a range of activities including overall co-ordination and management of the Program, project and budgetary planning and monitoring, consultation on ad hoc issues, preparation of briefing materials and documentation, etc.



3. Employment Equity Reports Commissioned in 1988-89

The following reports may be obtained from Statistics Canada. Some of these reports are available free of charge. Semi-custom and custom products using the employment equity concepts and variables are also available on a cost-recovery basis. For further information, please contact the Employment Equity Program at (613)951-2559 or 951-0247.

a) General

Definition of Visible Minorities and Aboriginal People for Employment Equity	J. Coulter
Products and Services for Employment Equity -- 1986 Census of Population	J. Coulter
Employment Equity Availability Report on Designated Groups	Employment and Immigration Canada
Intercensal Estimates of Employment Equity Designated Groups: Survey Options	P. Foy/ H. Hofmann/ A. Satin/ S. Murray
Intercensal Changes in Employment Equity: Women, Aboriginal Persons and Visible Minorities - Part A: Population Parameters	M. Moore
Inter/Intra Employment Changes: A comparison by target group of relative incidents and success of inter- and intra-employer changes at the national level	D. Boothby
Availability and Labour Supply: An Examination of the labour supply behaviour by occupation of Employment Equity target groups	D. Boothby

b) Women

Affirmative Action: An examination of the Women in Non-Traditional Occupations Model	R. Shepherd
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c) Aboriginal

Assessment of the Comparability of the 1981 and 1986 Census Data for the Population in Indian Reserve Communities (2A Variables) P. Nicholson

On the Comparability of 1981 and 1986 Census Data (Sample Variables) for the Population in Indian Reserve Communities in Canada (2B Variables) J. Stanic

Debriefing Report on "Northern Reserve Test" W. Boxhill

Report on Workshops on "Data Collection in Aboriginal Communities" W. Boxhill

Report on the Northern Reserve Test P. Johannis/
W. Boxhill

d) Visible Minorities

Testing 1991 Census Ethnic Ancestry, Ethnic Identity and Race Questions: Results of Two Surveys P. White

Report on focus groups to study reactions to Ethnic/Race Questions for the 1991 Census B. Breedon

Working Paper - Comparison of 1981 & 1986 Census Counts on Visible Minorities in Canada W. Wright

Approaches to the Collection of Data on Visible Minorities in Canada: A Review and Commentary W. Boxhill/
J. Stanic

Making the Tough Choices in Using Census Data to Count Visible Minorities in Canada W. Boxhill

Report on the National Census Test in Supplemental Sample Enumeration Areas W. Boxhill/
B. Hamm



e) Disabled

- Disability Database Program: Definition used in Employment Equity Availability Tables for Persons with Disabilities A. Furrie
- Disability and the Labour Market: An Analysis of Disabled Persons Not in the Labour Force G. Cohen
- Report on the Ratios of the Disabled 15 to 64 who worked in 1981-6 to the population 15 to 64 who worked in 1981-6 (Labour Force Survey Universe) A. Kempster
- Validation of a Measure of Psychiatric Disability in a Community Sample P. Goering/
W. Lancee/
J. Cochrane
- Employment and Income Effects of Disability R. Carson
- Selected Socio-economic Consequences of Disability for Women in Canada Aged Fifteen and Over B. Harvey/
L. Tepperman



4. 1988-89 YEAR-END VARIANCE REPORT FOR THE EMPLOYMENT EQUITY PROGRAM

Project	Budget (000s)	Expenditure to 31/03/89	Variance
1. Data Retrieval			
(a) Census data retrieval	250	250	0
(b) HALS data retrieval	-	-	-
2. Data Quality Studies			
(a) Aborigines	15*	16	-1
(b) Visible minorities	20*	20	0
(c) Disabled persons	55	55	0
3. Testing of Questions			
(a) Aborigines	60	60	0
(b) Visible minorities	183*	183	0
(c) Disabled persons	278	278	0
4. Future Surveys			
(a) LMAS	100	100	0
(b) FY 89/90 Survey	4	6	-2
5. Research	100*	100	0
6. Other projects			
(a) Technical support	30	30	0
(b) Consultation	<u>30</u>	<u>30</u>	<u>0</u>
TOTAL	1,125*	1,128	-3

Note: The 23 person-years assigned to the Program were utilized in 1988-89.

* A total of \$125,000 has been rolled-over to 1989-90. Figures presented here reflect the revised budget for 1988-89.



5. Employment Equity Projects, 1989-90

The three years of funding allocated to Statistics Canada in 1986 for employment equity purposes expires in March 1990. (An extension to the Program may be granted, however.)

Some of the activities being undertaken in 1989-90 are as follows:

- . preparation of data profiles displaying univariate socio-economic characteristics of the visible minority, aboriginal and disabled populations;
- . a series of regional workshops on data collection issues pertaining to aboriginal persons in urban areas;
- . a study to assess the impact of alternative data collection procedures on estimates of levels of disability obtained from population surveys;
- . collection of inter-censal statistics on the four designated groups using the Labour Market Activity Survey (LMAS);
- . technical and analytical evaluations of the Health and Employment Status Survey and the employment equity component of the LMAS; and
- . an enhanced program of research and analysis which will focus on data from the first three cycles of the LMAS.



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