

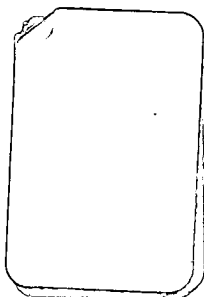
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**Employment  
Equity  
Data  
Program**

**Programme  
statistique  
sur l'équité en  
matière d'emploi**

*see 1686*

**SECOND ANNUAL REPORT, 1989-90**



**Statistics  
Canada**

**Statistique  
Canada**

**Canada**



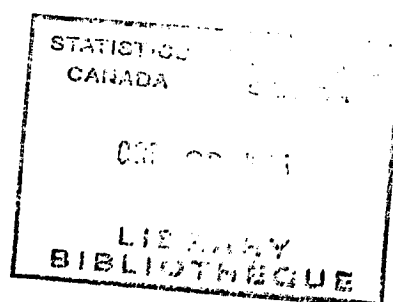
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SECOND ANNUAL REPORT, 1989-90



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## 1. Background

### a) Federal Programs

- . in 1986, the federal government passed the Employment Equity Act and established the Federal Contractors Program. The federal public service employment equity program was implemented in 1983;
- . the objectives are to eliminate 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;
- . the Act covers employers and Crown corporations with 100 employees or more and who are regulated under the Canada Labour Code. The Federal Contractors Program applies to companies who employ 100 persons or more and who wish to bid on contracts of \$200,000 or more to supply goods and services to the federal government. Formal operating procedures and reporting arrangements have been established by Employment and Immigration Canada;
- . the Employment Equity Act is subject to Parliamentary 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, revise and evaluate the federal employment equity program, Treasury Board allotted funding to Statistics Canada for an initial three-year period that terminated in March, 1990. A five-year extension to the Program was granted recently.

### c) Data Requirements and Major Users

Data from a variety of sources are required to support the administration of federal employment equity initiatives. The key statistical requirement is for benchmark data.





The latest benchmark data<sup>1</sup>, contained in the "Employment Equity Availability Report on Designated Groups" (prepared and disseminated 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 provide 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. Benchmark data are also required by the federal departments responsible for the design, monitoring and enforcement of employment equity policies and programs.

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, was implemented in January 1987. It is designed to collect information on the labour market participation patterns of the Canadian population over a one- and two-year period. It also gathers a wealth of information on the characteristics of jobs held during those periods. A series of supplementary questions to identify members of visible minorities and aboriginals were included in the 1988 and 1989 surveys. The 1990 collection repeated these questions and introduced a number of previously tested questions to identify persons with disabilities. Although the sample size of the LMAS is not sufficiently large to yield updated availability statistics, the 1990 collection will provide some inter-censal estimates for key characteristics of the designated groups as well as longitudinal data on their labour force experiences. In addition, it will provide data for the 1991 legislative review of the Employment Equity Act.

The major users of employment equity data are:

- employers reporting under the Legislated Employment Equity Program and the Federal Contractors Program;
- federal government departments including Employment and Immigration Canada, Treasury Board Secretariat, Canadian Human Rights Commission and the Public Service Commission;
- the Parliamentary Committee charged with the Legislative Review;
- provincial and municipal governments;
- academics;

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<sup>1</sup> Availability data for women, aboriginal peoples and visible minorities can be generated from the 1991 Census. Updated availability statistics on persons with disabilities will be produced if a 1991 post-censal disability survey is conducted.



- . private consultants; and
- . non-governmental organizations.

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 and the federal public service policy on employment equity. 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 12 to 17.)



## 2. Employment Equity Data Projects, 1989-90

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.

In 1988-89, approximately 50 Statistics Canada-based projects were undertaken to support the Employment Equity Act. These projects covered a range of activities including the production of tables for the "Employment Equity Availability Data Report on Designated Groups", data quality studies that compared findings from the 1981 and 1986 Censuses, the compilation and evaluation of various questions used to elicit visible minority counts, extensive testing of questions and methodologies as input into future data collections, the gathering of inter-censal employment equity data from the Labour Market Activity Survey and the preparation of analytic papers.

In 1989-90, the Employment Equity Data Program undertook projects related to:

- a) data retrieval and technical support;
- b) testing of questions and survey methods;
- c) qualitative studies;
- d) communications;
- e) inter-censal data collection;
- f) research and analysis; and
- g) general consultations.

### a) Data Retrieval and Technical Support

Activities entailed the derivation of specifications for tabular output from the 1986 Census and the Health and Activity Limitation Survey, the production, verification and analyses of tabulations, tapes and diskettes, special systems development, the preparation of supporting documentation, data archival services and the provision of advice and training on technical matters.

The key outputs were the production of tables for Employment and Immigration Canada's "Annual Report to Parliament" and the "Profile of Visible Minorities and Aboriginal Peoples" (1986 Census). 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) Testing of Questions and Survey Methods

There was a need to do extensive testing of procedures and 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. These activities continued during 1989-90, though to a lesser extent.

The results of the testing of questions and survey methods culminated in the preparation of a number of reports (listed on pages 7 to 10). From these reports, recommendations about the content for the 1991 Census were made to Cabinet. Cabinet's decision is contained in the Canada Gazette, July 21, 1990.

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. Additional testing (sponsored by Indian and Northern Affairs Canada) was undertaken in March 1989. Evaluation of these tests was completed in December, 1989.

To test the "**visible minority**" concept, a questionnaire containing two ethnic origin questions (parents/grandparents; identity) and a race question was developed for the November 1988 National Census Test (NCT-1). Oversampling was done in some geographic areas and follow-up interviews -- designed to collect qualitative information - - were held with a sample of respondents. In September 1989, a second National Census Test (NCT-2) was conducted. In this test, open-ended questions replaced the mark-boxes featured in the NCT-1 version. This was done in response to the observed impact of mark-boxes on the distribution of certain ethnic groups. The findings from the tests were released in March 1990. Using a different set of questions, the Labour Market Activity Survey collected data on visible minorities from its 1987, 1988 and 1989 cycles. The analyses are ongoing.

The need to assess the impact of alternative data collection procedures on estimates of levels of **disability** obtained from population surveys led to an experimental study in October 1989. The analyses are ongoing.

c) Qualitative Reports

In addition to the Census-related reports emanating from the testing of questions and survey methods, three qualitative reports that documented the results from the Health and Employment Status Survey (conducted in the fall of 1988) were produced in the fall of 1989.

d) Communications

To help refine collection strategies and prepare appropriate messages on the value of the Census, a series of regional workshops with a focus on **aboriginal** and **visible minority** populations were held in August-September 1989. In addition, the Employment Equity Data Program sponsored a workshop between the Assembly of First Nations Confederacy and Statistics Canada in October 1989 on how the census can assist in





the development of a First Nations Citizens Database. This was followed up by a larger workshop in the spring, 1990.

In order to make the 1986 Census data more accessible to the employment equity designated groups and thus demonstrate and promote the utility of Census data, two new statistical products were developed. The "Visible Minority Fact Sheets" present two pages of highlights, graphics and maps on the major visible minority groups resident in selected cities. "A Profile of the Aboriginal Population Residing in Selected Off Reserve Areas" (Vols. I and II) displays a set of demographic and socio-economic characteristics for the aboriginal population residing in a variety of locations other than Indian Reserves and Settlements in 1986.

e) Inter-Censal Data Collection

The Interdepartmental Steering Committee on Employment Equity recommended that inter-censal survey work be undertaken during 1989-90 to provide data 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 was collected in January/February 1990. A data file will be available in November 1990.

f) Research and Analysis

The key research and analysis activity in 1989-90 centred on the development of a conceptual overview of the Employment Equity Data Program and an evaluation of the projects that were undertaken to date. The two-phase study, prepared under contract, is intended to help target areas where short- and long-term plans for research need to be developed.

Other analyses focused on: a comparison of persons who were disabled but not limited at work, persons who are disabled and limited but able to work and disabled persons who are completely unable to work; the feasibility of incorporating education and experience characteristics into availability statistics; visible minority data from the Labour Market Activity Survey.

g) General Consultations

This entailed support to a range of activities including overall co-ordination and management of the Program, the preparation of a multi-year Treasury Board Submission, project and budgetary planning and monitoring, consultation on ad hoc issues, preparation of briefing materials and documentation, chairing the meetings of the Interdepartmental Working Group on Employment Equity, etc.



### 3. Reports and Products Related to Employment Equity Concepts and Variables

The following reports and products may be obtained from Statistics Canada. Reports are available free of charge unless indicated by an asterisk. 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 Data Program at (613)951-2559 or 951-0247.

#### a) General

##### 1988-89

- |     |   |  |
|-----|---|--|
| 1.1 | Employment Equity Definitions of Visible Minorities, Aboriginal Peoples and Persons with Disabilities   | J. Coulter/<br>A. Furrie                         |
| 1.2 | Products and Services for Employment Equity -- 1986 Census of Population  | J. Coulter                                       |
| 1.3 | Employment Equity Availability Report on Designated Groups*   | Employment and<br>Immigration<br>Canada          |
| 1.4 | Intercensal Estimates of Employment Equity Designated Groups: Survey Options (Working paper)  | P. Foy/<br>H. Hofmann/<br>A. Satin/<br>S. Murray |
| 1.5 | Intercensal Changes in Employment Equity: Women, Aboriginal Persons and Visible Minorities - Part A: The Working Age Population (Working paper)                           | M. Moore   |
| 1.6 | Inter/Intra Employment Changes: A comparison by target group of relative incidents and success of inter- and intra-employer changes at the national level (Working paper) | D. Boothby                                       |
| 1.7 | Availability and Labour Supply: An Examination of the labour supply behaviour by occupation of Employment Equity target groups (Working paper)                            | D. Boothby                                       |

##### 1989-90

- |     |  |             |
|-----|--|-------------|
| 1.8 | Employment Equity Program: First Annual Report, 1988-89              | B. Cardillo |
| 1.9 | Profiles of Visible Minorities and Aboriginal Peoples - 1986 Census* | D. Wrighte  |



- 1.10 A Conceptual Framework for Employment Equity Data Development (Working paper) Bureau of Management Consulting

b) Women

1988-89

- 2.1 Affirmative Action: An examination of the Women in Non-Traditional Occupations Model (Working paper) R. Shepherd

c) Aboriginal

1988-89

- 3.1 Assessment of the Comparability of the 1981 and 1986 Census Data for the Population in Indian Reserve Communities in Canada P. Nicholson

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

- 3.3 Debriefing Report on "Northern Reserve Test" (Working paper) W. Boxhill

- 3.4 Northern Reserve Test (Working paper) P. Johannis/  
W. Boxhill

- 3.5 Report on Workshops on Data Collection in Aboriginal Communities (Working paper) W. Boxhill

1989-90

- 3.6 Report on a Series of Workshops on Data Collection Among Aboriginal and Other Hard-to-Enumerate Populations in Urban Areas W. Boxhill

- 3.7 A Profile of the Aboriginal Population Residing in Selected Off Reserve Areas, 1986 Census (Volume 1 and Volume 2) A. Siggner



- |      |  |                           |
|------|--|---------------------------|
| 3.8  | Report on the Statistics Canada presentation to the Assembly of First Nations Confederacy Meeting (Working document) | A. Siggner/<br>P. Johanis |
| 3.9  | 1991 Census Canvasser Questionnaire  | P. Johanis                |
| 3.10 | Analysis of the Aboriginal Portions of the NCT-1 Questions 15, 16 and 17 (Working Paper)                             | A. Siggner                |
| 3.11 | Final Report on 1991 NCT-2: Aboriginal Questions (Working paper)   | A. Siggner                |

d) Visible Minorities

1988-89

- |     |   |                          |
|-----|---|--------------------------|
| 4.1 | Testing 1991 Census Ethnic Ancestry, Ethnic Identity and Race Questions: Results of Two Surveys (Working paper) | P. White                 |
| 4.2 | Report on focus groups to study reactions to Ethnic/Race Questions for the 1991 Census (Working paper)          | B. Breedon               |
| 4.3 | Comparison of 1981 and 1986 Census Counts on Visible Minorities in Canada                                       | W. Wright                |
| 4.4 | Approaches to the Collection of Data on Visible Minorities in Canada: A Review and Commentary                   | W. Boxhill/<br>J. Stanic |
| 4.5 | Making the Tough Choices in Using Census Data to Count Visible Minorities in Canada                             | W. Boxhill               |
| 4.6 | Report on the National Census Test in Supplemental Sample Enumeration Areas (Working paper)                     | W. Boxhill/<br>B. Hamm   |

1989-90

- |      |  |          |
|------|--|----------|
| 4.7  | Employment Equity Fact Sheets, 1986 Census*  | P. White |
| 4.8  | NCT-1 Report - Ethnic Origin, Ethnic Identity (Working paper)                      | P. White |
| 4.9  | Analysis of NCT-1 Question 17 - Race or Colour (Working paper)                     | P. White |
| 4.10 | NCT-2: Ethnic Origin of Parents and Grandparents - Ethnic Identity (Working paper) | P. White |





e) Disabled1988-89

- 5.1 Disability and the Labour Market: An Analysis of Disabled Persons Not in the Labour Force\* G. Cohen
- 5.2 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) (Working paper) A. Kempster
- 5.3 Validation of a Measure of Psychiatric Disability in a Community Sample (Working paper) P. Goering/  
W. Lancee/  
J. Cochrane
- 5.4 Selected Socio-economic Consequences of Disability for Women in Canada, 1986-87\* B. Harvey/  
L. Tepperman

1989-90

- 5.5 A Profile of Three Disabled Populations\* G. Cohen
- 5.6 Report on "Enquête sur la santé et l'état d'emploi: Sélection de l'incapacité" (Working paper) M. Brodeur
- 5.7 Report on "Enquête sur la santé et l'état d'emploi: Recommandations pour la conception d'un prochain questionnaire" (Working paper) M. Brodeur/  
M. Lavigne
- 5.8 The Health and Employment Status Survey: Report on Operational Issues (Working paper) J. Sauvé



#### 4. Employment Equity Data Projects, 1990-91

Some of the activities planned for 1990-91 are as follows:

- . processing inter-censal statistics on the four designated groups using the Labour Market Activity Survey (LMAS);
- . production of custom tabulations and analyses in preparation for the 1991 Legislative Review;
- . a series of regional workshops promoting the use of Census data to employment equity designated groups;
- . initial planning for the 1991 Census output program (concepts, definitions, systems design, products); and
- . an enhanced program of research and analysis which will focus on data from the first four cycles of the Labour Market Activity Survey.



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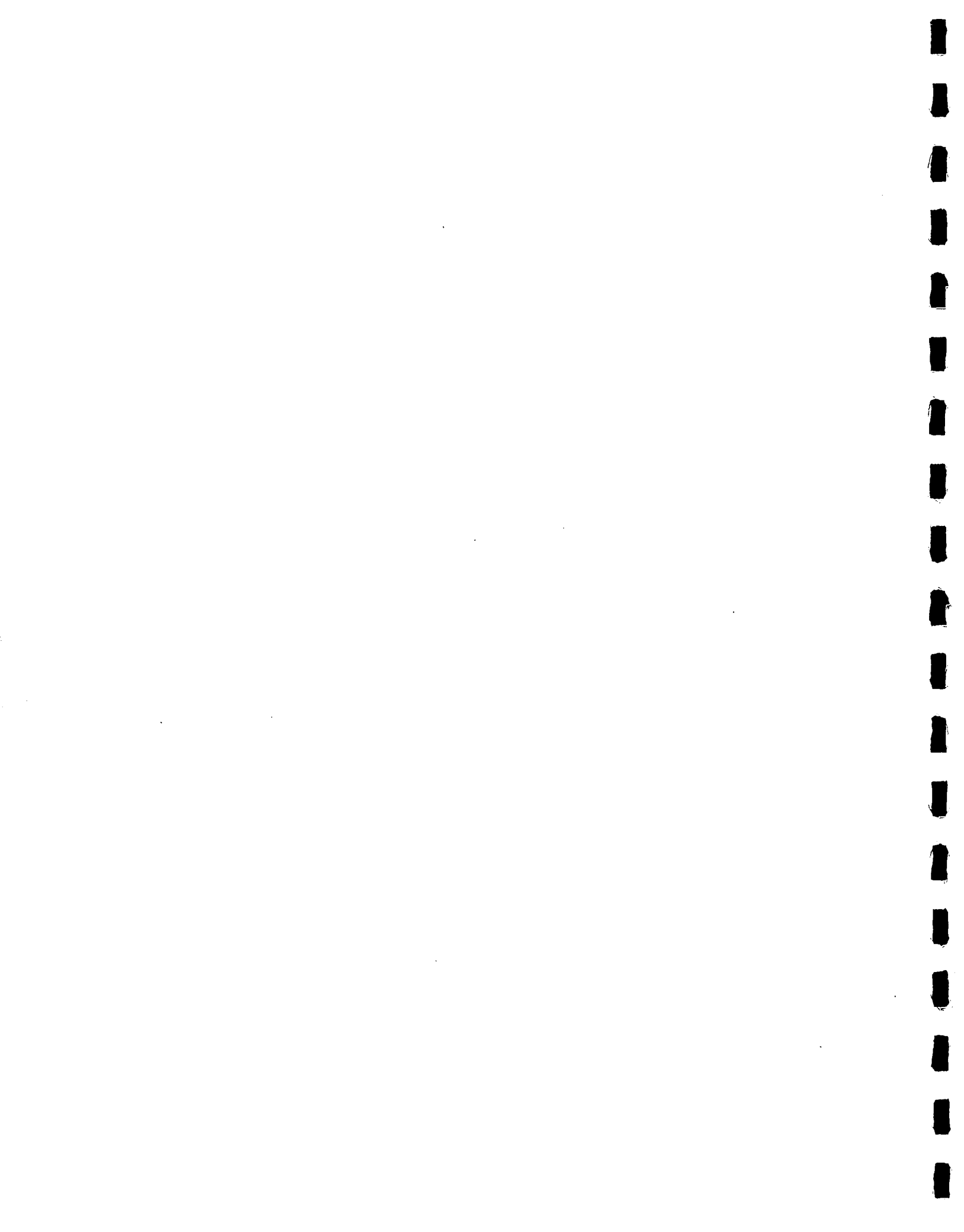
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