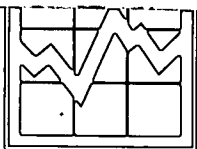


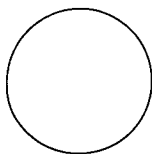
**Employment
Equity
Data
Program**

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



**THE IMPACT OF THE EMPLOYMENT
EQUITY DATA PROGRAM AT
STATISTICS CANADA, 1988-1991**

(1.12)



**THE IMPACT OF THE EMPLOYMENT
EQUITY DATA PROGRAM AT
STATISTICS CANADA, 1988-1991**
(1.12)

Employment Equity Data
Program Staff

May 1991

TABLE OF CONTENTS

	Page
A. Background	1
B. Three Years in Review	3
1. Development and Operationalization of Concepts	3
2. Testing of Questions and Approaches to Collecting Data on the Designated Groups	4
3. Data Collection	4
3.1 Primary Data Sources	4
3.2 Secondary Data Sources	6
4. Production of Benchmark Data	7
5. Preparation and Dissemination of Reports	7
6. Communications and Marketing	8
7. Provision of Consultative and Technical Services	8
C. Future Horizons	10

A. BACKGROUND

Commencing as a response to the work and specific recommendations in several reports - the Special Parliamentary Committee on the Disabled and the Handicapped (1981), the Special Parliamentary Committee on the Participation of Visible Minorities in Canadian Society (1984) and the Commission on Equality in Employment (the Abella Commission; 1984), Statistics Canada took steps towards ensuring that data be collected on four designated groups - **women, aboriginal peoples, visible minorities and persons with disabilities.**

With the passage of the Employment Equity Act in 1986, data concerning these groups have become a vital ingredient in the administration of the new act, as well as the Federal Contractors' Program and the Treasury Board Employment Equity guidelines.

As employment equity data requirements became more specific, focused and regularized, Statistics Canada responded by establishing the Employment Equity Data Program (EEDP). All quantitative and qualitative data issues in support of employment equity, including a broad spectrum of advisory functions, are discharged or coordinated by this Program.

The principal federal departments served are those charged with ensuring the achievement of employment equity - Employment and Immigration Canada, the Public Service Commission, Treasury Board Secretariat and the Canadian Human Rights Commission. All of these departments have representation on an eighteen-member Interdepartmental Working Group on Employment Equity (Working Group). Seven subject-matter divisions and service areas within Statistics Canada also participate on the Working Group. These include Census Operations, Special Surveys, the Post-Censal Survey Program, Employment Equity Data Program, Housing, Family and Social Statistics Division, Electronic Data Dissemination Division, and the Labour and Households Surveys Analysis Division.

In addition to chairing the Working Group and undertaking program work to be described below, the Manager of the EEDP serves as Secretary to a seven-member Interdepartmental Steering Committee on Employment Equity. Work in this forum resulted in the EEDP preparing a precedent-setting interdepartmental letter of agreement between Statistics Canada and Employment and Immigration Canada, covering the dissemination of employment equity

availability data. This has served as the model for other programs seeking similar interdepartmental arrangements.

EEDP staff also represent the Program on other interdepartmental as well as internal development and implementation committees. These include the Employment and Immigration Canada/Statistics Canada Data Monitoring Committee, the Committee on Aboriginal Data Coordination, the Statistics Canada Employment Equity Committee, Interdepartmental Committee dealing with Non-Residents and New Canadians and on Census collection teams, such as the special project on enumeration of homeless persons.

Funding for the EEDP is provided by Treasury Board. To ensure continuity of the Program after the expiry of its original mandate, the EEDP manager assumed responsibility for preparing a Treasury Board submission and associated documentation, negotiating with client departments and central agencies and piloting the submission through the approval process. In September 1990, this proposal was approved, providing resources (\$6.7 million and 64 person-years) to allow the program to continue a further five years at Statistics Canada. This vote of confidence resulted in the formal structuring of the EEDP, currently staffed by a manager, two senior analysts, one program information officer, one technical officer and one clerk typist. The services of other staff, such as analysts from other divisions (including Demography and Education, Culture and Tourism), ES recruits, students and technical personnel are managed on a project basis. Extensive use is also made of external consultants.

B. THREE YEARS IN REVIEW

In its initial years, an average of 40 multi-disciplinary projects were undertaken annually by the EEDP. Most of these projects were of a non-recurring nature; they addressed a wide range of issues and encompassed a variety of activities including:

- (1) the development and operationalization of EE concepts and definitions;
- (2) the testing of questions and approaches to the collection of data on the designated groups;
- (3) the collection of information and compilation of statistics regarding employment equity from a variety of sources;
- (4) the production of benchmark data and customized data products;
- (5) the preparation and dissemination of numerous qualitative and analytic reports;
- (6) the development and implementation of communications and marketing strategies; and
- (7) the provision of consultative and technical services to policy makers and data users.

1. Development and Operationalization Of Concepts

A key thrust of the EEDP is the consensus development and operationalization of concepts and definitions which must be mutually acceptable to the four departments involved in federal employment equity policies and programs. Many of the concepts are complex, sensitive and contentious (e.g. race and colour, working disabled). Their operationalization takes place in an environment where legitimate differences of opinion are inevitable. Most data on the designated groups and employment equity concepts must be derived from information collected on other topics. In some instances, standard Statistics Canada classification systems, labour force reference periods and terminology had to be redeveloped to accommodate employment equity concepts. The importance of such adjustments are evident in that the underlying assumptions and supporting documentation must withstand substantial scrutiny by employers, advocacy groups and, ultimately, in courts of law.

2. Testing of Questions and Approaches to the Collection of Data on the Designated Groups

Preparations for the 1991 Census included a number of tests to determine the appropriate medium and mechanism for collecting data on aboriginal persons and persons who are in a visible minority. Tests with input from the Employment Equity Data Program were **National Census Tests 1 and 2 (NCT)**, the **Northern Reserve Test (NRT)**, the **Canvasser Questionnaire Test (CQT)** and the **Cultural Origins Re-interview Survey (CORS)**. In addition to financial support for these Statistics Canada projects, staff of the EEDP were involved as managers or team members.

In anticipation of the **1991 Health and Activity Limitation Survey (HALS)**, funding was provided by the EEDP to facilitate the development and testing of questions which would generate better estimates of persons with disabilities, as defined by the Employment Equity legislation. The **Health and Employment Status Survey (HESS)** was conducted as a Labour Force Survey supplement to evaluate various methods of identifying persons with disabilities and to investigate refinements to the concept of "limited at work". In addition, a survey to assess the impact of alternative data collection procedures on estimates of the prevalence of disability (**the Fluctuating Disability Rates Study**) was sponsored by the EEDP. The results of these initiatives provided valuable input in the preparations of the 1991 HALS.

3. Data Collection

A number of data sources have been adapted to address Employment Equity statistical needs. The EEDP has been instrumental in seeking out and exploiting existing and potential databases and negotiating content requirements with sponsoring departments or divisions.

3.1 Primary Data Sources

Census

The 1986 Census served as the principal source of benchmark data for the identification of aboriginal peoples and persons who are in a visible minority in Canada. Data on women were also derived from this data collection vehicle. Information from the 1991 Census (available in 1993) will serve to provide revised benchmark statistics on these groups. The EEDP has worked closely with Census staff in developing the questions to

be used to elicit information and was instrumental in refining algorithms for deriving data on visible minorities.

In addition to the extensive testing previously described, the EEDP also conducted workshops to discuss alternate methodologies for the collection of data on aboriginal peoples and other hard to enumerate populations. The program has sponsored focus group sessions to address sensitivity issues and the formulation of questions on ethnic origin and race. It is expected that these efforts will yield improved coverage and data quality for the 1991 Census.

Health and Activity Limitation Survey (HALS)

The 1986 HALS was the sole source of availability data on persons with disabilities. This was the first post-censal survey of its kind. The testing of questions and methodologies, the proceedings of an EEDP sponsored workshop on psychiatric/mental/learning disabilities and extensive consultations with the Working Group have played an important role in development of the 1991 HALS questionnaire. In particular, questions on accommodations (made by employers) in the workplace and self-perceptions (of disadvantage) have been introduced at the request of the Working Group.

The Labour Market Activity Survey (LMAS)

As data from the 1991 Census and HALS will not be available until 1993, the Interdepartmental Steering Committee on Employment Equity recommended that other data collections be undertaken to provide more current analyses of the labour market characteristics of employment equity designated groups. The LMAS was selected because of its capacity to generate both annual cross-sectional and two-year longitudinal estimates of the geographic distribution, labour market participation and characteristics of jobs held by persons in the designated groups. Questions identifying visible minorities and aboriginal peoples were introduced in the 1987 reference year while a set of questions on persons with disabilities debuted in the 1989 reference year. These data will be used to prepare for and respond to issues raised in the Legislative Review.

3.2 Secondary Data Sources

Staff from the Employment Equity Data Program have been very active in monitoring data requirements of the Employment Equity legislation and have taken the initiative to have questions on designated groups included in other Statistics Canada surveys. One such survey was the **Follow-up of 1986 Graduates Survey**, the fieldwork for which was completed in March 1991. At the request of the EEDP, questions identifying visible minorities and aboriginal peoples were included in this survey. As well, an abbreviated set of questions on disabilities was included; the results are being examined to determine quality and potential utility for Employment Equity purposes.

Other recent surveys that have incorporated EE questions on visible minorities and aboriginal peoples are the **Survey of Literacy Skills Used in Daily Activities** and the **National Apprenticeship Survey**. Additionally, planned survey vehicles that could potentially include questions on the designated groups are the **Displaced Workers Survey** (Jan. 1992) and the **Survey of Labour and Income Dynamics** (Jan. 1993).

The existing lack of information on courses being taken or degrees being sought in Canadian post-secondary institutions by designated group members has prompted the Program to investigate how this data requirement could be filled. In March 1991, its staff, in conjunction with staff of the Education Sub-Division of Statistics Canada, contacted some 30 post-secondary institutions to determine, first, whether they collected student information by designated group status and second, what are the appropriate ways in which such data could be obtained.

As few post-secondary institutions in Canada are collecting designated group data on their student populations, the EEDP is now beginning negotiations through the Canadian Education Statistics Council to include employment equity identifiers on two administrative data bases -- the **University Student Information System** and the **Community College Student Information System**. It is anticipated that it will take several years to bring about these changes.

4. Production of Benchmark Data

The most important data output has been the production of "availability" benchmark statistics, using the Census and the Health and Activity Limitation Survey. This data package displays the numbers, percentages and labour market characteristics of persons in the designated groups. This information has been used by hundreds of employers to gauge their own performance and to develop realistic goals and timetables for achieving a more balanced, representative workforce. These statistics are also essential for the federal departments responsible for designing, implementing, monitoring and enforcing employment equity programs in Canada.

In addition, hundreds of supplementary customized tables have been generated from the Census, the Health and Activity Limitation Survey and the Labour Market Activity Survey to meet the requirements of the Working Group and the departments involved. The production of all such tables is funded through the EEDP.

5. Preparation and Dissemination of Reports

Since 1988, the EEDP has disseminated over 50 products (see appendix A) covering a range of issues, topics and surveys. An additional dozen studies are in progress. Four categories of output are produced:

- . data products (e.g., "availability" package; data profiles; fact sheets);
- . quantitative analyses (e.g., measuring inter-occupational flows of workers in employment equity designated groups; projecting flows of new labour force entrants by occupation; selected socio-economic consequences of disability for women in Canada);
- . data quality studies (e.g., assessment of the comparability of the 1981 and 1986 Census data for the population on Indian Reserves in Canada; approaches to the collection of data on visible minorities in Canada: a review and commentary; Labour Market Activity Survey: analysis of visible minority questions); and
- . investigative studies (e.g., assessing the impact of the extended population for the 1991 Census on visible minorities; examining if any groups, other than those already designated under the EE Act, are disadvantaged).

In addition, articles on employment equity designated groups are being included in two Statistics Canada publications - Perspectives and Canadian Social Trends.

6. Communications and Marketing

In August 1990, the questionnaire to be used in the 1991 Census received Cabinet approval. Since that time, Census communications activities have intensified, with involvement of EEDP staff. Financial support from the EEDP for 1991 Census communications was provided to all Statistics Canada regional offices.

A wide variety of projects resulted from this initiative. These include the sponsoring of cross-cultural workshops, the production of brochures, posters and multilingual kits targeted at minority groups and the preparation of census backgrounders, information sheets and articles for release in multicultural and other special interest media.

In all Statistics Canada regional offices, staff have been recruited for liaising with and transmitting the Census message to minority groups. These communications officers have been working closely with staff from the EEDP and have been using data products, such as Fact Sheets and Profiles of Designated Groups, which have been developed through the Program.

Staff from the EEDP have also worked with communications officers in Ottawa to prepare information on the importance of the Census to provide employment equity information. This material, while prepared initially for staff in Statistics Canada's regional offices, is also being used by other federal departments. EEDP staff have also been involved in reviewing EE-related material such as ministerial briefing notes on ethnocultural issues.

In order to keep the public informed about its products and services, the EEDP has prepared Annual Reports on its activities and will be preparing Newsletters to provide a forum for highlighting ongoing and forthcoming projects, data releases and reports, etc. The Statistics Canada regional reference centres have actively promoted all employment equity products.

7. Provision of Consultative and Technical Services

Staff in the EEDP are recognized and function as subject-matter experts on availability and interpretation of statistical information to support employment equity. They provide consultative services and authoritative advice to diverse users in both the public and private

sector. These have included the Department of the Secretary of State, Labour Canada, Status of Women Canada, the Economic Council of Canada, the Office of the Auditor General, Correctional Services Canada and Indian and Northern Affairs Canada. At the provincial level, the EEDP has responded to requests for advice from the province of Ontario in connection with the development of employment equity legislation.

Other beneficiaries of EEDP services and expertise include employment equity practitioners, university professors, municipal governments, consulting firms and a host of other institutions in the private sector. EEDP staff have attended and contributed as experts at a variety of conferences and workshops addressing data and other issues pertinent to employment equity. Staff have also met with and briefed representatives of foreign governments on the EEDP's activities since passage of the employment equity legislation. The work of the EEDP has also led to the establishment of contacts and ties with the U.S. Bureau of the Census.

Technical services encompass special systems development and the preparation of supporting documentation, data archival services and the institution of new services to facilitate data access, including re-packaging availability data into a form suitable for use on micro-computers and the provision of advice and training on technical matters.

C. FUTURE HORIZONS

The Employment Equity Act stipulated that a review of the legislation is to be conducted five years after its passage (i.e., in 1991) and every three years thereafter. EEDP staff are active in preparations for the initial review and are taking steps to ensure that data and other information as may be needed will be available. This review process will, in all likelihood, result in an increased demand for services from and expertise of staff in the EEDP.

Over the past three years, the EEDP at Statistics Canada has undertaken a wide variety of activities as a response to the requirements of federal employment equity programs and policies. These activities have involved numerous divisions within Statistics Canada, other federal departments and a multitude of agencies, companies, institutions and individuals. Indications are that demand for services from the EEDP will intensify in the coming months and years as employment equity programs broaden and affect more employers and individuals across Canada.

APPENDIX A

Employment Equity Data Program: Products Disseminated to Date

General

1988-1989

- 1.1 Employment Equity Definitions of Visible Minorities, Aboriginal Peoples and Persons with Disabilities (J. Coulter/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 (EIC)
- 1.4 Intercensal Estimates of Employment Equity Designated Groups: Survey Options (Working paper) (P. Foy/H. Hofmann/A. Satin/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 Job Changes, Wage Changes and Employment Equity Groups (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)

1989-1990

- 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)

1990-1991

- 1.11 Employment Equity Data Program: Second Annual Report, 1989-90 (B. Cardillo)

1991-1992

- 1.12 The Impact of the Employment Equity Data Program at Statistics Canada (EEDP Staff)
- 1.13 Systemic Discrimination and Employment Equity Programmes: An Account of Evolving Statistical Definitions (W. Saveland)
- 1.14 Employment Equity Data Program: Third Annual Report, 1990-91 (B. Cardillo)

Women

1988-1989

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

Aboriginal
1988-1989

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

1989-1990

- 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/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)

1990-1991

- 3.12 Employment Equity Fact Sheets, 1986 Census - Aboriginal Population (P. White)

Visible Minorities
1988-1989

- 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/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/B. Hamm)

1989-1990

- 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)

1990-1991

- 4.11 Labour Market Activity Survey, Part I: Analysis of Visible Minority Questions (M. Mohan)
- 4.12 Making the Tough Choices in Using Census Data to Count Visible Minorities in Canada (Revised) (W. Boxhill)
- 4.13 Approaches to the Collection of Data on Visible Minorities in Canada: A Review and Commentary (Revised) (W. Boxhill)

1991-1992

- 4.14 Visible Minorities Among the Extended Target Population for the 1991 Census: Estimate as of August 1, 1990 (M. Michalowski)

Disabled

1988-1989

- 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)

1989-1990

- 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)

1991-1992

- 5.9 Population of Persons with Disabilities: The Health and Activity Limitation Survey (Working Paper) (E. Harvey)
- 5.10 Employment and Income Characteristics of Persons with Disabilities in Canada (John Struthers/D. Carter)

1991-1992

- 5.9 Population of Persons with Disabilities: The Health and Activity Limitation Survey
(Working Paper) (E. Harvey)
- 5.10 Employment and Income Characteristics of Persons with Disabilities in Canada (John
Struthers/D. Carter)

