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Employment Equity Data Program

Programme statistique sur l'équité en matière d'emploi

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Evaluation of Products and Services Produced by the Employment Equity Data Program

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**Evaluation of Products and Services Produced
by the Employment Equity Data Program**

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A report prepared for
the Interdepartmental Steering Committee on Employment Equity Data

by

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Aussi disponible en français

**Evaluation of the Products and Services
Produced by
The Employment Equity Data Program**

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I. EXECUTIVE SUMMARY

With the completion of the current funding cycle for the Employment Equity Data Program (EEDP), the Interdepartmental Steering Committee on Employment Equity Data (ISCEED) considered it appropriate that the program's utility be assessed against its original objective, which was to ensure that the best possible external labour force data exist to help define the nature and extent of employment equity (and equity) in Canada and to provide statistical support for the design and evaluation of employment equity programs. The assessment was intended to provide a basis on which to make decisions concerning the content, organization and need for continued funding of an Employment Equity Data Program.

For the purposes of this study, appropriate documentation produced by the Program was reviewed and representatives of the primary client departments, a sample of employers covered by the *Employment Equity Act*, and a sample of relevant non-governmental organizations (NGOs), consultants, researchers and media were interviewed to determine which of their needs have been met and which have not.

It must be emphasized that this report documents comments made by those interviewed and reflects their perceptions and understanding - right or wrong - of the EEDP. In some instances, lack of knowledge of the program is evident. For example, in some cases, employers said they needed data or information which was, in fact, already available to them. Wherever possible, the report indicates when a particular comment reflects a misunderstanding or misperception about the EEDP.

Overall, the EEDP received a very favourable response from those interviewed. By and large, the data are meeting the needs of employers in terms of setting goals and timetables for the integration of members of the designated groups, and for comparison of their own workforces with the availability of designated group members.

Some data gaps were mentioned. For example, educational data for community colleges and universities is available with a gender breakdown but not for the members of the other three designated groups. Many users urged that all data for all designated groups be published with a gender breakdown. The definition of persons with disabilities continues to be problematic, in that the definition in the Health and Activity Limitation Survey (HALS) does not match the definition used for employment equity purposes. And some users would like a more detailed breakdown of the visible minority group.

Timeliness of data was an issue for some users. While many would like data more frequently than every five years, most recognized this may not be possible. Indeed, there was some concern that if the 1996 Census is not conducted or the HALS not repeated, it might become impossible to administer the *Employment Equity Act*, which requires employers to compare their own work forces with availability of members of the designated groups. For example, four-digit occupational codes and data for Census Metropolitan Areas (CMAs), only available from Census data, are necessary for analysis of the availability of designated group members. Without these data for 1996, it would be necessary to produce some kind of intercensal estimates which could be used for employment equity availability analysis, or to amend the *Employment Equity Act* to

remove the requirement to produce availability data every five years. Such a development would undoubtedly be seen as a reduction of the commitment to employment equity.

Other options for producing more up-to-date data were mentioned - such as an enrichment of the Labour Force Survey to collect data identifying designated group members. The need for longitudinal surveys was also mentioned, especially as way of enabling the impact of employment equity programs on the composition of the workforce to be monitored. But there was also recognition that cost considerations may determine if these options can be pursued.

The working papers that have been produced by the EEDP are considered to be of very high quality and to have made a significant contribution to understanding of employment equity and equity issues generally. That view is shared by those who are aware of these studies. But, unfortunately, few people outside the primary client departments and some researchers are aware of the availability of research reports.

Perhaps the most important conclusion to be drawn from this evaluation report is that the EEDP is producing a wealth of information, most of which remains hidden from the general public, from potential users, and even from many researchers. While employers generally receive all the information they need to set goals and timetables and to meet the requirements of the legislation, the products and services of the EEDP are largely unknown outside a relatively small circle of users.

Many of those interviewed were surprised to hear of the products and services produced by the Program and most would be very interested to find out more. It was evident that the output of the Program would have wide utility in expanding knowledge and contributing to understanding of employment equity and equity issues if people were aware of its existence. Efforts to give the Program more visibility and to disseminate its output more widely would clearly be worthwhile. Existing vehicles, such as Canadian Social Trends or Perspectives on Labour and Income, as well as listings in The Daily, would bring the EEDP products to the attention of a much wider audience at relatively little cost.

Considerable concern was expressed by primary client departments at the federal level that, in an environment of cutbacks, the program would fall victim to cost cutting. Among these departments, there is a widespread recognition of the importance of the data products and services in the implementation of employment equity. Without these data, it was felt it would be impossible to administer the Act as it now stands.

The fact that the program is housed at Statistics Canada was felt to establish the credibility of the data. The agency is seen as independent and neutral. This is viewed as a valuable feature in terms of the administration of employment equity legislation.

There was general agreement that the Program performs a very useful function and should be continued.

II. THE EMPLOYMENT EQUITY DATA PROGRAM

The Employment Equity Data Program (EEDP) was established at Statistics Canada in 1986 with a mandate to co-ordinate data development and to provide statistical support to the federal departments responsible for planning, implementing, monitoring and enforcing the employment equity policies and programs of the Government of Canada. The program was a response to demands for employment equity data which were generated with the proclamation of the *Employment Equity Act* in 1986, the establishment of the Federal Contractors Program and the implementation of employment equity initiatives in the federal public service.

The EEDP is part of the Housing, Family and Social Statistics Division of Statistics Canada. Funding was allocated to the program in 1986, based on a Treasury Board proposal submitted by Human Resources Development Canada, which was jointly supported by Treasury Board Secretariat and the Canadian Human Rights Commission. The EEDP provides the data required to implement the *Employment Equity Act*, sponsors a range of data quality and quantitative studies, provides consultative services to users in both private and public sectors and responds to data requests.

The Employment Equity Data Program at Statistics Canada must be distinguished from the Employment Equity activities of Human Resources Development Canada (HRDC). HRDC assists employers to comply with employment equity legislation and with the Federal Contractors Program. It prepares self-help manuals and has developed a computerized employment equity reporting system for employers. HRDC compiles the data collected by employers on their own internal workforce and publishes the results in an annual report on the *Employment Equity Act*. It also provides employers and federal contractors with the external labour force data, collected by Statistics Canada, through the 1991 Employment Equity Data Report, and with other information, such as Fact Sheets and the Employment Equity Information Kit, generated by the EEDP. Effectively, HRDC is the primary contact department for employers using the products of the EEDP.

The federal employment equity programs require that detailed data be made available on the size, geographic location and characteristics of the four groups designated under the *Employment Equity Act* (women, Aboriginal peoples, persons with disabilities and persons who are in a visible minority). More specifically, in order that employment equity programs may be developed and evaluated, total population counts, workforce counts, participation and unemployment rates, occupation data, and educational attainment data must be produced. Used in conjunction with internal workforce data, employers are then able to assess their own performance and develop realistic goals and timetables for achieving a representative workforce.

These benchmark data (the employment equity data) are derived from two Statistics Canada surveys. The Census serves as the source of data for women, Aboriginal peoples and persons in a visible minority in Canada, while the Health and Activity Limitation Survey (HALS), a post-censal survey, provides data on persons with disabilities. Information about the numbers and percentages of designated group members, as well as their labour force activities and

occupations within given labour market areas, is provided to employers. The University Student Information System (USIS) and Community College Student Information System (CCSIS) are also used to provide data on the educational attainment of women, but these sources do not generate data on the other three designated groups.

The employment equity data are disseminated to employers who are covered under the *Employment Equity Act* and the Federal Contractors Program by Human Resources Development Canada (HRDC). The data are disseminated to other users through the Statistics Canada Regional Reference Centres. The 1986 data were made available through the Employment Equity Availability Data Report on Designated Groups, produced in printed format. The data based on the 1991 Census and 1991 HALS are available in the 1991 Employment Equity Data Report, produced in electronic format in both Browser and XV software

The EEDP also generates employment equity data which are included in custom publications such as the Employment Equity Fact Sheets, Profiles of Visible Minorities and Aboriginal Peoples, and Profile of Persons with Disabilities. Other key initiatives of the EEDP have included the development of data relevant to employment equity using Statistics Canada surveys, such as the Labour Market Activity Survey, the National Graduates Survey and the Survey of Labour and Income Dynamics. The identification of the designated groups and their labour force and occupational characteristics through other survey vehicles continues to be explored by the EEDP.

In general, the products of the Program may be grouped under five main headings:

1. **The 1991 Employment Equity Data Report**, consisting of tables based on Census and HALS data, provided to employers on diskette by HRDC and available for purchase by other users through Statistics Canada. The primary objective of the EEDP is to provide these data so that employers may determine the availability of members of the designated groups.
2. **Fact sheets and profiles of the designated groups**, as well as an **Employment Equity Information Kit**;
3. **Projections of the four designated groups to the year 2016**;
4. **Research reports**;
5. **Data development and evaluation products**.

A complete listing of these products is found in Appendix I.

III. AN EVALUATION OF THE EMPLOYMENT EQUITY DATA PROGRAM

With the completion of the current funding cycle for the Employment Equity Data Program, the Interdepartmental Steering Committee on Employment Equity Data (ISCEED) considered it appropriate that the program's utility be assessed against its original objective, which was to ensure that the best possible external labour force data exist to help define the nature and extent of employment equity (and equity) in Canada and to provide statistical support for the design and evaluation of programs pertaining to employment equity. It was intended that the assessment should also provide a basis upon which to make decisions concerning the content, organization and need for continued funding of an Employment Equity Data Program.

The terms of reference

The objectives of this evaluation study were as follows:

1. To list and briefly describe the range of products and services produced by the program over the past five years;
2. To assess the extent to which these products and services met the needs of Human Resources Development Canada (HRDC), the Treasury Board Secretariat (TBS), the Canadian Human Rights Commission (CHRC), and the Public Service Commission (PSC);
3. To assess the extent to which these products and services met the needs of employers covered by the *Employment Equity Act* and the Federal Contractors Program;
4. To assess the extent to which these products and services are known to and used by other secondary users, such as relevant non-governmental organizations (NGOs), consultants and researchers working in the field of employment equity, including an assessment of whether any products or services were redundant in that they were available elsewhere;
5. With particular respect to the analytical products of the Program, to assess the extent to which they have contributed to expanding the knowledge and understanding of employment equity issues among persons working in the field and those covered by the *Employment Equity Act* and the Federal Contractors Program;
6. To identify gaps and unmet needs in the Program, for example, products and services which were not produced but were needed, which should be addressed in a refunded program.

Methodology

The contract specified that the contractor would review appropriate documentation produced by the Program (reports, products, minutes of meetings, etc.) and would interview representatives of the primary client departments, a sample of employers covered by the *Employment Equity Act*, and a sample of relevant NGOs, consultants, researchers and media to determine which of their needs have been met and which have not.

A complete list of those interviewed is found in Appendix II.

Primary client departments

Interviews were conducted in person with 15 individuals representing Human Resources Development, Treasury Board Secretariat, the Canadian Human Rights Commission, the Public Service Commission and Statistics Canada. Each interview lasted approximately one hour. The interviews included all members of the Interdepartmental Steering Committee on Employment Equity Data and nine members of the Interdepartmental Working Group on Employment Equity Data.

Legislated Employment Equity Program

To assess the extent to which the EEDP is meeting the needs of employers, 49 employers covered under the Legislated Employment Equity Program (LEEP) were interviewed. These interviews were conducted by telephone at prescheduled times and lasted approximately one-half hour each. A brief questionnaire was used as the basis for the interview.

For the purposes of this study, LEEP employers were divided according to number of employees. Virtually all employers with more than 10,000 employees (15 employers) and almost all employers with 3,000 to 10,000 employees (10 employers) were interviewed.

A total of 12 employers with 500 to 3,000 employees and 12 employers with 100 to 500 employees were interviewed. In these two latter categories, a balance of employers who were "good" performers and "poor" performers were selected, based on the gradings given in the 1993 report of the *Employment Equity Act*, published by Human Resources Development Canada. Representatives from each industrial sector, excluding banking, were selected. (Banking was excluded because all major banks were covered in the lists of larger employers.)

Federal contractors

A total of 17 federal contractors were interviewed by telephone. These names were drawn from the list of those contractors who won merit awards and certificates of merit in 1993, as well as a selection of those firms currently under follow-up review by Human Resources Development Canada. The intention here was to contact firms which have had contracts for long enough to have begun implementing employment equity in compliance with the terms of their federal contracts.

Consultants

Telephone interviews were conducted with 11 consultants working in the field of employment equity. Names were selected from lists of those attending workshops and those who have requested information from the EEDP.

Non-governmental organizations

A total of 10 non-governmental organizations were interviewed by telephone. In selecting these groups, attempts were made to choose groups representing each of the four designated groups, as well as several organizations with a general interest in the field.

Trade unions

Although these were not listed as a separate category under the terms of reference, trade unions have been active in the area of employment equity and represent employees who are the beneficiaries of employment equity programs. It therefore seemed appropriate to contact them to see if they were aware of the EEDP and were using any of the products produced by the Program. A number of unions who are members of the labour movement's Employment Equity Ad Hoc Committee were interviewed by telephone.

Government sector

In this sector, federal and provincial government departments and agencies which monitor employment equity or are concerned with the status of members of the designated groups were included. Telephone interviews were conducted with representatives of six such organizations.

Researchers

Names of researchers were selected from lists of individuals known to be working in the field, from those who have written studies for the Program, have attended workshops, or have requested information. A total of nine researchers were interviewed by telephone.

Media

A selection of 10 journalists and media representatives were interviewed by telephone, including both print and electronic media, based on those who had requested information from the Program, as well as others known to be interested in employment and social policy issues.

Information collected

In general terms, the interviews were designed to determine which products and services of the EEDP were being used, whether these met the needs of the users, whether users were having any difficulty with the data products or services, whether there were any unmet needs, and any general comments users wished to make.

IV. PERSPECTIVES OF USERS OF EEDP PRODUCTS AND SERVICES

A wide variety of users are interested in employment equity data for different purposes. Federal government departments, principally Human Resources Development Canada (HRDC), the Treasury Board Secretariat (TBS), the Canadian Human Rights Commission (CHRC), and the Public Service Commission (PSC), use data produced by the EEDP, but from varying perspectives. The CHRC, for example, investigates employment equity complaints from members of designated groups, and may invite employers to participate in joint reviews with the Commission. The PSC and TBS use the data in their capacity as employers. HRDC, on the other hand, is primarily interested in the data in the context of its responsibility for administering the *Employment Equity Act* and the Federal Contractors Program and for policy development.

However, all these departments are represented either on the Interdepartmental Working Group on Employment Equity Data (IWGEED) or on the Interdepartmental Steering Committee on Employment Equity Data (ISCEED) and so have a direct involvement with the EEDP and are therefore likely to be familiar with the products and services of the program.

Employers covered by the *Employment Equity Act* and those who fall under the Federal Contractors Program need data in order to meet the requirements of the relevant legislation. These users generally receive their information from HRDC. In a sense, they receive the "final product" in the form of a diskette and are unlikely to be as familiar with the interim inputs, such as the data development and research studies. In fact, since their main emphasis is on compliance, these users may not be very interested in anything other than the basic external availability data, supplied by HRDC. To a large extent, this emphasis is shared by private consultants, who generally work with the availability data to assist their clients to comply with the legislation, but may also make use of other products of the EEDP.

Non-governmental organizations, particularly those representing members of the designated groups, may be interested in the data so they can monitor the progress of their members in achieving employment equity. They may also be interested in background studies and information that will contribute to their understanding of employment equity policies and outcomes. Academics and researchers may work with the data for research purposes, but may also contribute to data development and analysis.

Because different users may have such different priorities or interests, this section of the report will assess the extent to which the products and services of the EEDP have met the needs of the various users by discussing the comments of each group of users separately. Section V reviews the various products of the EEDP and summarizes users' comments for each of the five main product groups.

PRIMARY CLIENT DEPARTMENTS

As noted earlier, interviews were conducted with 15 individuals representing Human Resources Development Canada, Treasury Board Secretariat, the Canadian Human Rights Commission, the Public Service Commission and Statistics Canada. The interviews included all members of the Interdepartmental Steering Committee on Employment Equity Data and nine members of the Interdepartmental Working Group on Employment Equity Data.

The main concerns about data products and services are summarized below under key headings.

Timeliness of data

Two main issues were raised here: the frequency with which the Census and the Health and Activity Limitation Survey (HALS) are conducted; and the time it takes to process the data once collected.

Most of those interviewed felt data on the designated groups are needed at least every five years. The view was expressed that if the 1996 Census is not conducted or the HALS survey not repeated, it might become impossible to administer the *Employment Equity Act*, which requires employers to compare their own work forces with availability of members of the designated groups. For example, four-digit occupational codes and data for Census Metropolitan Areas (CMAs), only available from Census data, are necessary for analysis of the availability of designated group members. Without these data for 1996, it would be necessary to produce some kind of intercensal estimates which could be used for employment equity availability analysis, or to amend the *Employment Equity Act* to remove the requirement to produce availability data every five years. Such a development would undoubtedly be seen as a reduction of the commitment to employment equity.

Although some work has apparently been done on intercensal surveys, there was some feeling that the emphasis had been on how such surveys as exist might be used for employment equity purposes, rather than how they might replace the Census and HALS if it became necessary to do so.

Ideally, users would like data to be available more frequently than every five years, but they recognize the costliness of conducting intercensal surveys. On the other hand, there was some feeling that in an era of downsizing, many employers still have not met the availability indicated by the 1986 Census.

Delays in delivery of reports and custom retrievals from the 1991 Census and HALS caused problems for client departments - especially HRDC, which was under some pressure to complete its analysis of the data and to send it to employers. It was difficult to explain to these users why it takes so long to produce the data. However, it was recognized that delays in running the special retrievals need for the employment equity program were largely attributable to the implementation of a new retrieval system at Statistics Canada.

Definitions

Discrepancies between the definitions of visible minorities, Aboriginal people and persons with disabilities used in the *Employment Equity Act* and the way in which data on these groups are collected in the Census and HALS causes some difficulty for those who administer the *Employment Equity Act*, and who must use survey data designed with other objectives in mind. There may be some expectation that Statistics Canada should be administering an official definition. Close co-operation between Statistics Canada and the primary client departments on definitions of members of the designated groups to be incorporated in any redrafting of the *Employment Equity Act* would clearly be beneficial. (While drafting of this section of the *Act* is and will remain the responsibility of HRDC, the intent of this suggestion was that once the Minister and HRDC have defined the groups in the *Act*, there should be close cooperation with the primary client departments in the operationalization of the definitions, in the same way as the process used to develop the algorithm for persons with disabilities.)

There was considerable feeling that a direct Census question on race would be preferable to the existing proxies used to estimate the number of persons in a visible minority in Canada.

Closer liaison between Statistics Canada and the client departments in drafting questions on disability for the 1991 HALS has resulted in an improved definition of persons with disabilities to be used for employment equity purposes. However, the problem of differences between those who report being limited at work for HALS and those who self-identify as having a disability under employment equity remains.

Occupational codes

The switch over from the Standard Occupational Classification to the National Occupational Classification is expected to be an improvement. But there is still concern about the complexity of the NOC codes.

Existing products and services

By and large, the EEDP produces the kind of data needed by the primary client departments. The fact sheets are useful to client departments for background information and as a way of communicating the information to employees, deputy ministers and others.

Working papers that have been produced are considered to have made a significant contribution and are viewed as of very high quality.

The workshop held in March 1994 was seen as making an important contribution to the program and it was suggested this should be an annual event - particularly as a way of making employers, researchers, consultants and others aware of data products and services produced by the EEDP.

Unmet needs for data products and services

Client departments need more data on education. While data on the educational level and field of study for members of the designated groups are available from the Census and HALS, yearly data on the enrolment in and graduation from Canadian universities and colleges are available only for women. These data include degrees and diplomas received (level attained and field of study) and are collected by Statistics Canada through the University Student Information System (USIS) and Community College Student Information System (CCSIS). Client departments and agencies would like similar information for members of the other three designated groups. The issue of transition from school to work is also critical for the implementation of employment equity. While funds were apparently set aside for development of educational data, these data are still not available.

Projections of the availability of designated group members, particularly on a regional basis, would be welcomed. While Census data are helpful in establishing availability at the time the Census was taken, strategic planning requires some projection of availability in the future. However, projections produced to date were seen as problematic by some, because of lack of detail. Because projections can only give an idea of broad trends between Census years, their usefulness was limited in the view of some individuals.

Some felt there is a need for research to be more focused. It was suggested that studies conducted under the EEDP should focus specifically on employment equity issues and not simply be studies involving members of designated groups. For example, since employment equity is a program for employees, the relevance of a study of self-employment for members of designated groups was questioned. But the point was also made that employment equity should address the employment of members of the designated groups throughout the workforce generally and that self-employment is therefore an employment option.

Future needs for data products and services

As familiarity with the employment equity program increases and employers become more sophisticated in the data they need and can use, other kinds of products may be needed. The current program of Census and post-censal surveys all produce stock estimates on a cross-sectional basis. Longitudinal surveys could provide data on flows, but this would be a more expensive process. There would then be a problem of sample size - for example, to capture the detail of CMAs. There is also a concern that because of the relatively fine detail needed for CMAs, providing availability data for employment equity purposes will remain costly.

The EEDP might produce a kit employers could use to produce their estimates. This could be especially useful for smaller employers. The program could also play a role in producing a "popular" analysis through publications that would contribute to general public understanding of employment equity. A repeat of the March 1994 workshop in other centres across the country would also be valuable.

The Employment Equity Data Program

Considerable concern was expressed that, in an environment of cutbacks, the program would fall victim to cost cutting. Primary client departments felt existing data products are essential for the operation of employment equity programs in their departments, as well as for the administration of the *Employment Equity Act*.

The EEDP has enabled HRDC to provide the products needed by employers to comply with the legislation. The SOC product was seen as setting a standard across Canada and it is expected that the NOC product will do the same. It was reported that employers generally are happy with the data they have received and HRDC has not received one negative complaint. But there is also a need for more research and analysis to suggest future trends and facilitate strategic planning.

In addition, it was suggested that perhaps more could be done to assist employers deal with problems arising from differences between the measurement instrument they use and that used to produce the availability data, by providing them with an instrument to assist in the process. (This suggestion goes beyond the mandate of the EEDP and would have to be referred to Human Resources Development Canada - the responsible department - if action were to be taken.)

Although it might be possible to function without the EEDP, developmental work that helps to throw some light on employment equity would be very much reduced, and employment equity would not develop in the way the legislators intended. Without the program, some data would be produced by Statistics Canada and some by HRDC, but not at the same level as now. As well, Treasury Board Secretariat and the Canadian Human Rights Commission would then have very little impact. The danger would be that federal agencies with responsibility for employment equity (HRDC, TBS, PSC and CHRC) could then end up using different data standards and methodologies. This would have a negative impact on employment equity.

The fact that the program is housed at Statistics Canada was felt to establish the credibility of the data. The agency is seen as independent and neutral. This is viewed as a valuable feature in terms of the administration of employment equity legislation. It is particularly important for the Canadian Human Rights Commission, which may have to deal with complaints against federal government departments and agencies and Treasury Board Secretariat in their role as employers. The issue is that there should be data available which is objective and neutral, so that all employers - including federal departments and agencies and the TBS - are measured against the same objective standard, which is based on the best possible data. It was felt that the EEDP, with its strong links to Statistics Canada, can ensure such objective and neutral data. In addition, it was considered useful to have employment equity as a focal point within the agency, to make sure employment equity interests are represented in the Census and post-censal surveys and other major surveys where applicable.

High turnover in the staffing of the EEDP at Statistics Canada has presented problems to primary client departments. However, recent changes in the management of the program at Statistics Canada were seen as very positive. Several people emphasized the success of the program depends on good management and good recruitment.

EMPLOYERS UNDER THE *EMPLOYMENT EQUITY ACT*

To assess the extent to which the EEDP is meeting the needs of employers, as noted earlier, 49 employers covered under the Legislated Employment Equity Program (LEEP) were interviewed. It must be emphasized that the preoccupation of these data users is compliance with the legislation, for which they need the external availability data provided through HRDC.

The following summarizes key issues raised during these interviews.

Data products and services used

All LEEP employers receive the diskette containing 1991 Census data and data from the 1991 HALS. Most also use the SOC/NOC unit group data to do their analysis. Almost none report using any other data products or services. Almost none had ever requested custom tabulations and most did not appear to be aware of this possibility. However, a few occasionally use other research studies as background information. Some of the larger employers have received data products directly from Statistics Canada to supplement information sent to them by HRDC. In most cases, employers do not appear to be aware that other products or services are available. Better communication of the products and services that are available to assist employers might be appreciated, although many employers may not be interested in receiving anything other than the basic data supplied on the diskette.

A fair number of employers do not use the availability data they receive. In some cases, this is because they find the software too difficult to use (discussed in more detail below). In other cases, employers who feel they are so far away from meeting desirable goals for integration of members of designated groups, apparently do not feel there is much point in looking at 1991 availability data. In other cases, where employers are not hiring or actively downsizing, they do not feel the need to use the availability data. However, there was recognition that this may change if the economy picks up again.

A few employers in these situations mentioned using availability data to obtain a general indication of how their own workforces compared with the general population, but not for the purpose of setting goals and timetables. One or two small employers - notably those rated as "poor" performers - do not use availability data because they have no intention of setting goals or timetables. It would appear that, in effect, these employers do not have an employment equity plan.

Those employers who have attended workshops have found them helpful. Many would like these to be a regular feature. However, others felt they are not necessary unless there are changes in the legislation that necessitate changes in employer systems.

Software

A significant number of employers mentioned problems with the Browser software. Some employers have difficulty because the information cannot be seen all at once on one screen and they feel they must print out the information in order to work with the data.

Many complaints centred around the difficulty of printing out tables from this software. For many employers, it would appear that hard copy is still the preferred *modus operandi*. Significantly the two largest LEEP employers, each with more than 50,000 employees, convert the diskette to hard copy before making use of it. In both cases, this would appear to be because human resources planning and setting of employment equity goals and timetables is decentralized. Both employers mentioned the need to send relevant data to regional offices. It would appear that - at least for these employers - this can only be done by way of hard copy.

A number of employers mentioned difficulties in downloading the Browser program into their own computer systems. However, those with access to technically sophisticated computer expertise had managed to solve these problems and had no difficulty working with the information. One employer, with about 1,700 employees, was "very happy with the data and the programs." He said, "It makes the analysis of our employment equity work force a whole lot easier."

A number felt the Browser manual is not user friendly. Several who had attended regional workshops explaining the software had found these sessions useful. Only a few employers appear to be using the XV software.

Utility of the data

By and large the availability data appear to meet the needs of LEEP employers. The larger employers with employees in all regions, rural and urban areas, are able to adapt the data to their own needs in setting employment equity goals. Some mentioned missing data in some cells because of small sample size, making it hard to set regional and local objectives.

SOC/NOC codes

Ingenuity is required in using SOC/NOC unit groups to achieve a match with employees in the LEEP employer workforce. Occupational categories in the SOC/NOC classification are often too broad for employers to use. For example, one employer attempting to achieve an increase in the number of women who are engineers, believed it should use the "professional" category, only a small percentage of which consists of women qualified as engineers, as a standard. In fact, if the Canadian Human Rights Commission reviewed the employer's workforce, it would be measured against a standard based on qualifications needed to perform the work of engineers.

Other employers mentioned the clerical category as being too broad. Bank tellers, for example, are considered sales people by employers and not clerical employees. The middle and upper management category was also thought to be too broad.

Not all employers understand that the SOC/NOC unit groups are intended to be the building blocks from which they can construct their own availability data and goals, taking into account the composition of their workforces. As the Canadian Human Rights Commission pointed out, the data provided through the EEDP consist of basic elements which may be combined, according to the needs of individual employers, to develop availability estimates and goals.

The changeover to NOC codes was seen as onerous by some employers, but several felt the new system would be an improvement and were looking forward to using it.

Definitions of designated group members

Lack of harmonization between definitions of designated group members under the *Employment Equity Act* with those used in the Census and HALS were cited by a significant number of employers - although the definition of persons with disabilities was the one that causes most difficulty and was mentioned by many employers. According to employers, the HALS definition of persons with disabilities used in the availability data, is not a reliable indication of the numbers of persons with disabilities who are available for work. As a number of employers put it, "We're not comparing apples with apples." (However, these comments generally refer to the 1986 HALS definition. The definition of persons with disabilities was changed in the 1991 HALS to respond to this problem identified by employers.)

A number of employers would prefer a more comparable match between the definition of visible minority used for employment equity purposes and the way in which Census data on this group are derived. One or two employers in major metropolitan areas would like a more detailed breakdown of the visible minority category so they could analyze specific groups within this category, but this was not generally of interest to employers. Several stated a preference for a direct race or visible minority question on the Census.

Unmet needs

A significant number of employers - especially the larger ones - would like to have projections of availability of designated group members. Some indication of future trends is needed for strategic planning purposes. Many employers work on five year plans and would therefore appreciate having additional material to supplement the historical data. (Employers generally were unaware that projections of designated groups already exist.)

A number of employers mentioned the need for a "hot line" which they could call for help in interpreting the data. These employers are not aware such a service currently exists. Those who do use the existing hot line have found that employment equity consultants are sometimes at a loss to explain the data. But, as one person said, "They're not statisticians." A number of employers appeared not to make a distinction between HRDC and Statistics Canada. It's all "the federal government" so the expectation may be that when they call the 1-800 number, the consultant should be able to deal with any questions about the statistical data.

Many would like more information about the "meaning" of the data - perhaps through analytical studies, workshops, or other forms of communication. Such information is needed not only to assist in human resources planning, but also to "defend" employment equity in interactions with employees, management, media and others. There is some feeling that the documentation and explanations that are available are too impenetrable and not particularly user friendly - especially for smaller employers.

Data on educational levels, skills and training is also needed by most employers. Some also mentioned data on unemployment levels of designated group members. And one employer, based in Montréal, needed data on the language skills of designated group members.

FEDERAL CONTRACTORS

To assess the extent to which the products and services of the EEDP meet the needs of employers covered by the Federal Contractors Program, 17 employers who are federal contractors were interviewed. Their comments are summarized below.

Difficulties with the software

A significant number of employers mentioned difficulties with the Browser software. Most complaints centred around problems in adapting the data for the employer's own needs. Some mentioned difficulties in printing out appropriate tables, others said there was "too much" data, making it difficult to select those few tables or sections of tables needed for comparison purposes. Several complained the manual is not userfriendly. A number of employers said they had not yet opened up the diskette. However, one or two employers said they much preferred to receive the data electronic format and found it easy to work with.

Usefulness of data

Those employers who have used the diskette, and those who used hard copy for 1986 data, generally are satisfied with the data they receive. Some contractors use consultants to prepare their reports and establish goals and timetables, so they had no comments on the data themselves. No significant problems were mentioned by employers and there appeared to be no serious unmet needs. However, it was pointed out that availability data reflect the status quo. For example, underrepresentation of women in certain occupations, indicated by the Census, may itself be a reflection of discrimination and therefore less useful for the purpose of establishing employment equity goals.

Occupational groups

Some difficulties with assignment of occupations to SOC/NOC unit groups were mentioned. Several universities pointed out that the category of university teacher is problematic. For example, a Ph.D. who is an economist might work as an economist or as a university teacher.

There is also a problem with data on persons graduating with Ph.D.s in that these users would like better data on the fields of study of graduates. Another employer mentioned a specific job (warehouseman) for which there is no comparable occupation in the classification. According to this employer, because other occupations are specific to this company, considerable generalization was necessary to fit their jobs in the occupational system. Other employers also seem to find it difficult to fit their own occupations into the 12 employment equity occupational groups. Some felt the management groups were too broad - particularly the upper management groups. (Changes here, of course, are beyond the scope of the EEDP.)

Other data products and services

Almost no employers use other data products and services from the EEDP, and few knew these are available, although some were aware of and used other Statistics Canada products, such as Canadian Social Trends, where information on designated groups may appear. A number mentioned they would like information about what other data or studies might be available to them.

Workshops

A number of workshops have been conducted in various locations by HRDC. Statistics Canada Regional Offices have also held workshops to assist clients with data interpretation. As well, a national workshop on employment equity data, sponsored by the Interdepartmental Committee, was held in Ottawa in March 1994. Employers were asked whether they had attended any of these workshops and whether they found workshops a useful mechanism in helping them understand both the program and the data. A number of employers have attended HRDC's regional workshops and some had attended the Statistics Canada workshops. A few employers had attended the March 1994 workshop in Ottawa.

In most cases, workshops were rated as helpful and something many employers would like to see repeated, as and when new data are released. (Such training may be beyond the current mandate of the EEDP.) Several employers said they would welcome workshops on how to use the data and not simply on how to use the software. (Such workshops are, in fact, offered by HRDC regional consultants, but employers appeared not to be aware of them.) One employer felt the location of workshops was not always convenient.

Unmet needs

Several employers mentioned they would like projections of the designated groups. (Again, they appeared to be unaware that projections are already available.) As one said, "Looking towards the future is more important than the past." Others would like data on university enrolments for each of the designated groups across the country. Educational data for all designated groups is needed (currently, the breakdown of the university and community college data is available only for women).

Overall comments

The importance of locating the EEDP at Statistics Canada was mentioned by some of these employers, who saw this as giving the program credibility. The importance of the program was also emphasized. "Without these data," said one employer, "it would be impossible to implement employment equity."

SECONDARY USERS

The fourth objective of this evaluation study was to assess the extent to which the products and services of the EEDP are known to and used by other secondary users, such as relevant non-governmental organizations, consultants, and researchers working in the field of employment equity. To meet this objective, interviews were conducted with consultants, NGOs, trade unions, organizations in the government sector, researchers and representatives of the media.

Consultants

Eleven private consultants were interviewed, most of whom work with employers to advise them on employment equity and to help them implement programs. Some were employed by large consulting firms, others were small independent consultants. Some of the consultants interviewed also work as researchers in the employment equity field and have written and published studies related to employment equity.

All of those interviewed were familiar with the 1991 Employment Equity Data Report, and most have access to the diskettes, in both Browser and XV versions. The consultants interviewed generally were very pleased to have the data in electronic format, and generally found it met their needs. While some did not like the Browser software, the XV program was described as "fabulous" by one consultant. However, this person said XV is not user friendly and special training was needed to be able to use it.

Most had also seen the fact sheets and the Employment Equity Information Kit, but because of their specialized expertise, consultants generally found these products of interest only as a way of conveying general information in an accessible form to their clients.

Comments on the data

Consultants said the data are very complete and provide excellent information. However, one consultant felt the data should be based on the labour force and not the "workforce" (anyone who has worked in the past 17 months). For example, women may leave and re-enter the workforce more frequently than other groups. As a result, employers may have to meet an availability number that is probably 10% higher than it would be if labour force data were used. For persons with disabilities, the workforce definition is anyone who has worked in the last five

years. According to this consultant, it would be more appropriate to use the labour force definition.

Data supplied by the EEDP are essential for the implementation of employment equity programs, said one consultant. There is a wealth of information there. However, while maximum detail gives consultants maximum flexibility in their analysis, it was suggested that multi-dimensional data is a difficult concept for some people - particularly for clients of consultants - to understand. If the audience is employers, said one consultant, it might be worth thinking about sending them WordPerfect documents that can more easily be printed from. More attention needs to be paid to the prime audience of the EEDP. If that is employers, and they are having problems with the software, this should be addressed, said one consultant. Another suggested a better explanation of the data is needed on the material sent to users, as well as guidance to employers on how to use the external availability data.

Consultants generally were enthusiastic about the switch from SOC to NOC, but it was suggested that employment equity consultants may have to provide some training on how to use the NOCs. Employment equity occupational groups based on the SOC were felt to be inappropriate in many instances. For example, individuals who require a professional qualification, such as actuaries, are included with others of the same educational background who do not. But some of those interviewed felt there would still be problems with the switch to NOC. Many jobs are completely hybrid, said one consultant, and occupational descriptions do not pertain outside an industrial setting.

Other products and services

Most consultants interviewed were not aware of any other products and services from the EEDP. As one said, "We subscribe to the Statistics Canada Catalogue, but these studies are not listed there." This person regularly obtains other Statistics Canada publications, but not those of the EEDP. When told of the various reports, consultants expressed great interest in them, and thought they would be useful in their work. Most would like to see these studies promoted more widely and perhaps published through modem or made available in electronic format.

Some consultants know of the other EEDP data products but do not use them. Those who advise employers on employment equity programs generally only need the basic data and not the background studies or custom tabulations. The studies are intellectually interesting, said one person, who reads them for her own interest. The audience for these products was felt to be policy makers - people interested in directing programs and developing policy. The reports were described as "really interesting, but academically oriented."

For small consultants, the cost of custom tabulations was said to be prohibitive. One consultant pointed out that the Ontario employment equity legislation states that employers may only consider data supplied to them through the Employment Equity Commission, which technically would prevent employers from making use of special tabulations for employment equity purposes.

Unmet needs

There appeared to be no significant areas where needs of consultants are not being met. Some would prefer to have more current data if possible - perhaps through intercensal surveys. Some consultants would like to see a more detailed breakdown of the visible minority category.

General comments

Most consultants were very satisfied with the data they obtain from Statistics Canada and use it in a variety of situations. The information is relevant and contributes to their understanding of employment equity. There was no sense that any of the data products are redundant in that the information is available elsewhere or is not necessary for the work consultants are doing.

Some consultants would like to see an improvement in timing and delivery of data. Said one consultant, "In these days of computers, delays in releasing Census data are inexcusable." There has been a lot of refinement of the data in a very helpful way, said one consultant. The level of service is extremely good.

Consultants generally felt it is very important that the data be collected by the EEDP, that data are as current as possible and that they are analyzed and distributed more widely. If the data were not provided through the EEDP, said one person, it would not be available at universities and employers would not fund it.

Non-governmental organizations

To assess the extent to which the products and services of the EEDP are known to and used by non-governmental organizations, as well as to assess the extent to which the analytical products have contributed to expanding the knowledge and understanding of employment equity issues among persons working in the field and those covered by federal employment equity programs, 10 non-governmental organizations were interviewed. As noted earlier, in selecting these groups, attempts were made to choose groups representing each of the four designated groups, as well as several organizations with a general interest in the field.

Only four of the groups interviewed were aware of the EEDP. Of these four, one had attended the March workshop and one had received employment equity fact sheets. Only one organization - a research institute specializing in issues relating to persons with disabilities - was familiar with the employment equity data, although this organization works mainly with HALS data, received directly from Statistics Canada. Another organization representing persons with disabilities was very familiar with HALS data, but had not heard of the EEDP nor of the analytical studies or employment equity fact sheets and information kit.

Only two of the NGOs interviewed were aware of the analytical studies published by the EEDP, and neither of these groups has actually used the studies in its work. However, all groups

expressed an interest in the studies and would like more information about what is available. Several groups would be interested in more information about how the data are collected, definitions and concepts, and some sense of what further research needs to be done. It would appear that the analytical studies might be able to contribute to expanding knowledge and understanding of employment equity issues among NGOs, if these organizations could be made aware of their existence. In this respect, several NGOs suggested a mailing list or some kind of release informing organizations of the availability of studies as they are produced. One NGO suggested a central (or regional) clearing house so NGOs seeking information would know where to get it. Although Statistics Canada regional offices already fulfil this function, NGOs apparently are unaware of it.

Almost all groups would be interested in receiving the fact sheets and the Employment Equity Information Kit, but most were also unaware of the existence of these products. (However, HRDC says it has provided the information kits and employment equity data reports to a number of non-governmental organizations using a wide variety of mailing lists.) None were using the diskettes. Some organizations would like to make use of the data on the diskettes, but can't afford to purchase them. As one organization put it, "The headache is not what data are collected, but how to get access to the data." Some NGOs use other Statistics Canada publications, such as the Focus on Canada series, for information on the designated groups. Others mentioned Canadian Social Trends, which one organization described as "a marvellous publication" and very useful for students and researchers, with "so much information packed into each article."

Most of the NGOs interviewed said they were non-profit organizations with limited resources and were not able to pay for data and publications or assign staff people to do research in the area of employment equity. One suggested a special discount for non-profit organizations wishing to purchase data products. Special tabulations are generally out of the question for organizations representing members of the designated groups. However, several of the organizations have resource centres where material could be made available to interested individuals who are members of their organizations. As one NGO pointed out, "There is a lot of misinformation out there and it would be nice to have something to counteract it."

Several of the organizations said they look to other (secondary) sources for their data needs, rather than approaching Statistics Canada directly. One or two organizations receive data from HRDC.

Comments on the data were necessarily limited. Organizations representing visible minorities would like to have a gender breakdown for the visible minority population and would also like more specific information about visible minorities in various sectors of the economy.

One group representing Aboriginal peoples said that data on Aboriginal peoples in urban areas is not always available. This organization would also like to have data on the educational level of Aboriginal peoples and data at local levels. Some difficulty with the SOC codes was also mentioned. For example, the occupation of native court reporter does not fit clearly into any of the codes.

Organizations representing persons with disabilities had a number of comments on HALS. One expressed some frustration about inability to get cross tabulations of HALS data, and felt resources at Statistics Canada were fully occupied in responding to needs of HRDC, so there were delays in responding to requests from other data users. Notwithstanding the problems, said this NGO, HALS is critically important, there is no other comparable source of information on persons with disabilities, without it, everyone working in this field would be at a loss. A truncated service would not be acceptable, according to this organization.

This user also said HALS has a wealth of information for researchers, but it was not available in a timely fashion, and the sample size in 1991 was smaller than in 1986, so that data were not available for provincial subregions, such as North York. This is a serious problem for employment equity, according to this organization, as the prevalence of disability may differ from one subregion to another.

Another organization said it had been hoped that the 1991 HALS would give a picture of the hidden unemployment of persons with disabilities, but said this does not appear to have happened. (In fact, in the data development process for persons with disabilities, a "five year window" was introduced precisely to provide a picture of the hidden unemployment of persons with disabilities.)

Organizations representing women do not appear to make use of the employment equity data, although they do work with other data from Statistics Canada. One of these organizations attended the March workshop but formed an impression that data/studies on women as a designated group were no longer considered as important as the other designated groups. This organization made the point that women are part of the other three groups too, and would like to have a gender breakdown of the other groups. Another organization would like data on disparities among women. A breakdown of the Labour Force Survey data by designated groups, was also suggested, as well as data on absences from work, incidence of non-standard work, and multiple job-holders by designated groups.

Non-governmental organizations with general interests generally do not appear to be aware of the EEDP, although they would appreciate information on what products are available. "There is a large network of people who are interested in this sort of material," said one NGO.

Trade unions

As noted earlier, trade unions have been active in the area of employment equity and represent employees who are the beneficiaries of employment equity programs. To assess the extent to which the products and services of the EEDP have contributed to expanding knowledge and understanding of employment equity issues among persons working in the field and those covered by the federal legislation and programs, it therefore seemed appropriate to contact unions to see if they were aware of the EEDP and were using any of the products produced by the Program. Two union representatives who are members of the labour movement's Employment Equity Ad Hoc Committee were interviewed.

Both individuals interviewed said they would find the EEDP products most useful in their work, but neither knew of the products. One person, who does work with HRDC, was not aware of the existence of the EEDP. Although this individual does contact Statistics Canada regularly for data on designated groups, she apparently deals with different departments for data on different groups. Neither had seen the fact sheets or the Employment Equity Information Kit, although both said they would be able to make use of this material since they do a considerable amount of educational work about employment equity among their members. (However, HRDC says it has provided the information kits and employment equity data reports to a number of trade unions using a wide variety of mailing lists.)

Like the NGOs, union representatives said they have very limited time and resources to work with data or review analytical studies. However, it was suggested that perhaps a trade union central organization, such as the Canadian Labour Congress, might be interested in working with some of the EEDP material on behalf of its affiliates.

It was also suggested that, since trade unions work with employers to monitor the progress of employment equity in their workplaces, unions should receive the employment equity data on the same basis as employers. It was felt that the analytical studies would be more useful at head office, to assist union staff promote and explain employment equity to their locals.

One person had attended HRDC workshops and would like to see more of this type of activity - especially to explain the data and how to use them. The importance of the EEDP being located at Statistics Canada was emphasized. It was felt this gives the data credibility.

There were few comments on unmet needs for data. However, information on enrolment in apprenticeship and training programs would be valuable. As well, the need for a gender breakdown for all designated groups was stressed. One user would also like more information on the type of disability of persons with disabilities.

Government sector

In this sector are included federal and provincial government departments and agencies which monitor employment equity or are concerned with the status of members of the designated groups. Representatives of six such organizations were contacted. Unfortunately, two declined to provide any comments.

Of those interviewed, some were using the diskette with 1991 data; others had received the diskette but have not yet used it. Those using the diskette preferred the electronic format and found the data very comprehensive and appropriate for their needs. Some users were anxious to get the NOCs so they can start using them. Those who had received the fact sheets and Employment Equity Information Kit found them very helpful as background information, but not all those interviewed had seen these products.

There had been little use of the analytical studies and other reports published by the EEDP. Some of these users were not aware of these products, but would be interested in more information about them.

Comments on the data were generally very favourable and these users stressed the importance of the data in their work. One person said the Program is "doing really well methodologically." Some of these users would be interested in population projections of the designated groups and did not know these existed.

Systematically presenting the data by sex is essential said one user. (The intent of this comment was clearly not to imply that data on sex are not made available to employers and clients, but that all data - including data on members of all designated groups and all other data products - should have a gender breakdown.) This user obtained additional tables from the Canadian Human Rights Commission showing representation of designated groups by wage/salary ranges, with a gender breakdown, based on a compilation of data from employers. Separate tables for full-time, part-time and temporary workers on each of the variables would also be useful. As well, this user would like to have additional paid labour force characteristics of the employment equity work force, such as unemployment rates, involuntary part-time employment and all the unemployment measures Statistics Canada produces, as well as data on job tenure. A more detailed breakdown of the visible minority category would also be useful - for example, showing blacks separately.

Researchers

As noted earlier, names of researchers were selected from lists of individuals known to be working in the field, from those who have written studies for the Program, have attended workshops, or have requested information. Nine researchers, most of whom are at universities, were interviewed.

The products and services of the EEDP were known to all the researchers. But two had not worked with the data recently so felt unable to offer any comments at this time.

Comments on the data

There was a view that "availability" for employment equity purposes is defined in a very restrictive way. People who are considered "available" are already in particular occupations, which internalizes discrimination. It would be preferable to define availability in terms of qualifications and not in terms of those who are already employed in particular occupations. It was noted that the legislation in both Ontario and Quebec has a much wider definition of availability. If data must be supplied by the EEDP to meet this broader definition, it might be possible to make this available to researchers too. Availability data could be enlarged by looking at qualifications and transferability of these from one job to another.

Researchers praised the machine readable transition matrix from SOC to NOC, as well as the XV software which allows for a wide range of adaptations into other applications and is "very easy to work with."

Occupational groups

More detail in the SOC/NOC groups would be welcomed. The managerial and professional group was thought to be too large. So many people are included in this group that it becomes meaningless, said one person. An example raised by another researcher, was mathematicians, who could be involved in pure mathematics, applied mathematics or statistics, but are all grouped together in one occupational group. This researcher attended a discussion of the new NOC codes and found it very useful - "one of the best I've been to," she said.

The 12 occupational groups of the Abella Report were said to be too large. For example, "administrative director" covers a very wide range of levels from low-level directors to high-level administrators.

The weakest link is the material on occupations, said one researcher. "It is stuck with the old sociological problem that occupations are not jobs," said this person, "and with employers covered by the employment equity legislation, you're dealing with jobs."

Comments on the analytical studies and other products

Most of the researchers interviewed use the analytical products and find them very helpful in their research work. Most useful are the overall profiles, according to one researcher, and distribution of target groups by CMAs. The reports "add to the practical side of things" and are useful to people doing analytical work in the area. None of the reports were thought to be redundant in that they were available elsewhere. As one researcher pointed out, the literature in this field is still very thin, and is dominated by applied work, although this too is important. But one researcher commented that studies produced by the Program are sometimes too short and do not go far enough in their analysis.

Researchers would like to see studies that have some continuity, trying to build on strong work from the past so that researchers can get some sense of developments over time. It becomes a powerful tool for seeing whether the legislation is having an impact, said one person. A number of analytical studies were produced when the 1986 HALS data were released. It would be useful to have a program of research around the 1991 HALS data, too, said one person.

Data gaps and unmet needs

One researcher would like to have the Census public use file with oversampling of the visible minority and Aboriginal populations. It would also be useful if the Labour Force Survey could be redesigned to include visible minority and Aboriginal indicators for tabulations and microdata files. More information about choices of fields of study and the determinants of educational

attainment would be useful since these are important to the income determination process. This researcher would also like to see more work done looking at differences in income determination within different subgroups of the visible minority population, such as Blacks and Chinese. Without this kind of breakdown, he said, differences between different subgroups within the visible minority population may be masked because they cancel each other out.

Another researcher emphasized the importance of having a gender breakdown for visible minorities, Aboriginal peoples and persons with disabilities.

Some researchers also noted the importance of age as a variable. Some groups suffer the combined effects of ageism and racism, or ageism and sexism. Age breakdowns will become increasingly important for equity purposes in the future, these researchers said. A breakdown of the data by age - particularly for under 25 and 55 and over - would be useful.

Information on size of business, a breakdown between union and non-union workers, and sex/wage differences would be useful, according to one researcher. These are important for employment equity purposes because the legislation is based on size of establishment. More information is also needed on contracting out, "casualization" of jobs, and privatization - since these are all ways of avoiding employment equity legislation.

Another person noted that researchers who are trying to look at causes of discrimination need more integrated data sets - for example, characteristics of firms fused with occupational history of individuals, and fine area data so that one region can be compared with another. Ideally, said this researcher, one wants to look at the explanations for inequalities.

Some longitudinal data are needed, although researchers did not suggest this should be a spending priority for the Program. The SLID will provide some information on visible minorities, but for persons with disabilities, six years was said to be too short a period to capture changes.

Educational data from universities and community colleges, currently available only by gender, is also needed for all the other designated groups. Data is also needed on trades and training institutions - in fact, the whole supply side of the workforce should be covered, said one person.

Comments on the Program

Researchers generally believe the EEDP performs a very valuable function and should be continued, although from the point of view of researchers, several noted the Program has a rather limited mandate. Researchers who want to do particular analysis in a particular way may find their work does not fit within the rather circumscribed mandate of the EEDP. The structure of the Program does not really serve the advancement of knowledge in the field, "But perhaps that's not their mandate," said one person. It does not serve the general public too well either, said this person, "But perhaps the general public doesn't care." In the view of one researcher, the main raison d'être for the Program is the availability data.

Several researchers - especially those who have written studies or reports for the EEDP - mentioned they have what they considered "privileged access" to the employment equity data and felt it contributed greatly to their work in the area. HRDC is doing an outstanding job, said one researcher, and has advanced the quality of the data and its utility.

However, some suggested that changes in the structure of the Program have imposed additional administrative burdens, making it more difficult for researchers who would like to do analytical work for the Program. The EEDP has no clear research agenda, said one person.

Most researchers felt a much better job needs to be done to make other researchers aware of the products and services of the EEDP. One researcher said she was amazed at how unaware people are of the data. The analytical studies produced by the program are so hidden, said this researcher, that no one knows about them. These products do not get readily translated into Canadian Social Trends or Perspectives on Labour and Income, said another person. The information is not made accessible to the public or in ways that teachers can use in the classroom. One suggestion was a special yearly publication, perhaps with ten articles, using the output of the EEDP.

It was noted that media coverage of Statistics Canada releases rarely reference the title of a report or the author, so it is difficult for the general public to even request the publication. Since most of the equality-seeking groups get their information from the media, this is a significant problem. The EEDP program must be much more visible, was the conclusion of many of the researchers.

Media

Public awareness of the output of the EEDP will generally come from media coverage. To assess the extent to which the products and services of the Program are known to the general public by way of the media and have contributed to expanding knowledge and understanding of employment equity issues, interviews were conducted with a number of journalists and media representatives, including both print and electronic media, based on those who had requested information from the Program, as well as others known to be interested in employment and social policy issues.

Media coverage of issues related to employment equity and the designated groups is likely to be of two kinds: news stories that may relate to the release of data or studies, and feature stories, where a journalist will delve into the issue in more depth. Coverage of the issue on a news basis will be generated if the release of a particular study or of data triggers a news angle. In a sense, this is a passive media response. Feature stories require research and journalists (or media researchers) are therefore more likely to actively seek out data or information from Statistics Canada or other government sources.

Virtually all those interviewed were aware of Statistics Canada as a source of information about the designated groups and related issues, but only one or two knew of the EEDP. Most mentioned they regularly contact Statistics Canada for information and were impressed with the helpful responses they receive. As one CBC researcher said, "They leap over huge hurdles for me - they're terrific." Statistics Canada was seen as a reliable and neutral source of data.

Major news organizations, such as the television networks and major newspapers, subscribe to the Statistics Canada Daily, but since the products of the EEDP are apparently not listed there, media people are generally unaware when studies or data from the Program become available, and therefore will not be able to respond with news coverage of EEDP products. One senior producer with CBC's Prime Time News said she was not aware of what is produced and asked, "Does it go out on the wire?" A number mentioned they would like to be made aware of when various publications and data will become available, so they can do a better job of covering the release. Others mentioned that Ottawa news bureaux are "swamped with paper," so information on employment equity may not stand out. One said that sometimes statistics are not as clear or as recent as they would like.

Some program researchers, who generally prepare feature pieces or interviews for television and radio, had received the fact sheets and found them very helpful. As one said, they contributed greatly to her understanding of employment equity. At least one researcher has used the diskette and found the data very helpful in researching various projects.

But there were some surprising gaps in awareness of Statistics Canada as a source of data related to employment equity or designated groups. The social policy reporter of the Toronto Star, the largest circulation newspaper in Canada, had never heard of the EEDP and had received no information such as fact sheets or the Employment Equity Information Kit, although she had received a pamphlet from the Ontario Employment Equity Commission about forthcoming legislation in Ontario. Senior people in this paper's Ottawa bureau were not aware of the Program either. The Halifax Chronicle Herald, recently prepared feature stories on native law school graduates and on black school teachers, but "didn't think of calling Statistics Canada" for information and did not realize that statistics might have been available on these groups in Halifax or Nova Scotia, although the assignment editor of this newspaper said they regularly use Statistics Canada for other data.

Smaller newspapers rely on Canadian Press (CP) for information about employment equity issues and data on designated groups. The executive editor of CP in Toronto said that CP journalists call Statistics Canada "all the time" when they are looking for data. They are encouraged to use Statistics Canada as a source of information, "because it's reliable and neutral." But neither this person, nor the head of CP's Ottawa bureau, who had been responsible for significantly increased use of Statistics Canada data over recent years, had heard of the EEDP. Apparently none of the CP journalists in the Ottawa bureau had seen the fact sheets or the Employment Equity Information Kit, and were not aware of studies or other reports produced by the Program. The Ottawa bureau person said that if information does not turn up in The Daily or Canadian Social Trends, they will "not even know to ask for it."

V. OVERALL ASSESSMENT OF THE PROGRAM

Based on the comments of users who were interviewed, it is possible to draw some general conclusions and to make an overall assessment of the EEDP, highlighting the key issues raised.

The 1991 Employment Equity Data Report, consisting of tables based on Census and HALS data, provided to employers on diskette by HRDC and available for purchase by other users through Statistics Canada, is, in effect, the basic and most widely used product of the EEDP. Primary client departments at the federal level are all very familiar with this product and some, of course, are actively involved in developing and packaging the data for use by employers.

These users felt the existing data products are essential for the operation of employment equity programs in their departments, as well as for the administration of the *Employment Equity Act* and the Federal Contractors Program. The EEDP has enabled HRDC to provide the data needed by employers to comply with the legislation. Without the EEDP, employment equity would not develop in the way the legislators intended.

All employers covered by the *Employment Equity Act* and falling under the Federal Contractors Program, are aware of the basic employment equity data (i.e. 1991 Employment Equity Data Report) because they receive it directly from HRDC on diskette. For almost all employers, this product is essential if they are to set goals and timetables for employment equity, as they are required to do by the legislation. Generally speaking, the employment equity data are meeting the needs of employers covered by the federal legislation and programs, although there are some difficulties, discussed below.

Consultants, generally, are also familiar with the basic data diskettes, and use them to advise and assist clients develop employment equity programs. Researchers are also very familiar with the data. Many use the employment equity data from the diskettes and some work directly with the original sources, such as the Census and HALS. Most of those interviewed in the government sector also know this product.

However, among other secondary users, such as non-governmental organizations, trade unions and media, the employment equity data is not generally known. Those who have heard of the diskettes generally cannot afford to purchase them and therefore do not work with the data. All of these users are interested in the data.

However, there may be more effective ways of communicating this EEDP output to them, as is discussed below. The fact that the major product of the EEDP is not widely known to these secondary users and to the general public, may therefore not be a significant problem.

Among those who use the 1991 Employment Equity Data, a number of key issues were raised.

Problems with the software

A majority of private sector employers covered by federal employment equity legislation and programs reported difficulties with the software. Although consultants from HRDC have made efforts to resolve these difficulties, and are available to work with employers who are having problems, the fact that so many reported difficulties implies that more effective ways might be found of addressing this issue. More workshops to explain how to use the software, improving the manual to make it more user friendly, and greater publicity for consultative services, may all be possibilities. Reviewing the software program itself may also be worthwhile. Key problems seem to be difficulties in printing out tables from the Browser software, difficulties in downloading the Browser program into other systems, and too much data for employers to pick out what they need. A number of employers also found the manual to be somewhat impenetrable.

Despite these comments from the majority of the 66 employers interviewed for this study, HRDC reports that the feedback it has received from employers is much more positive. While printing problems have been reported, HRDC says that those employers who attended HRDC training sessions or workshops or those who accessed the "hotline" experienced little difficulty using the software packages.

Few employers appear to be using the XV software. However this program was used by a number of researchers interviewed and received very favourable reviews.

The concept of availability

Although not strictly an issue for the EEDP, a number of users mentioned concerns with the concept of availability. The employment equity data indicate numbers of designated group members in various occupations, which is then assumed to be a measure of their availability to employers. However, underrepresentation of designated group members in particular occupations may in itself reflect discrimination or barriers to employment equity. It was suggested that it may be more appropriate to look at education and training as a measure of availability rather than counting those who are already present in a particular occupation. It was pointed out that the Ontario employment equity legislation, for example, will interpret availability more widely. Since the EEDP will apparently be supplying data to the Ontario Employment Equity Commission for dissemination to employers under that province's jurisdiction, the issue of comparable data for federal employers was raised.

Definitions of designated groups

While those in primary client departments of the federal government were aware of some difficulties with definitions of designated group members, this was not something that was mentioned by many employers. Issues relating to definitions are discussed in the Employment Equity Information Kit and in the software manuals, but this does not seem to be something that many employers are concerned about. Perhaps a major exception here is the definition of

persons with disabilities. The definition for employment equity purposes does not match very well with the definition used for HALS, so that a number of people believed they are not comparing "apples with apples."

Improvement in definitions is receiving ongoing attention from the primary client departments through the IWGEED. This is clearly an area for ongoing data development by the EEDP. Close co-operation between Statistics Canada and the primary client departments of definitions of members of the designated groups to be incorporated in any redrafting of the *Employment Equity Act* would clearly be beneficial.

With respect to visible minorities, there was considerable support for a direct Census question on race. But users are aware this may not be possible. In the meantime, many would like a more detailed breakdown of the visible minority category, so that different groups within this category could be identified and their progress monitored.

Occupational classifications

A number of users seem to have difficulty with the occupational classification. Many felt the 12 occupational groups are too broad - particularly the management groups. Employers may not realize that the SOC/NOC unit groups are intended to be building blocks from which they can construct their own availability data. Many seem to have problems fitting their own work force into the SOC/NOC unit groups. As one researcher pointed out, the problem may be that "occupations are not jobs" and employers covered by the employment equity legislation are dealing with jobs. As part of the switch over to NOC from SOC, it may be possible to address some of these concerns.

Data gaps

There were several data gaps that were raised by a significant number of users. Some of these concerns might be addressed through data development projects or research studies undertaken by the EEDP. In some cases, data development is already under way in the Program.

- a) More data on education and training is needed. While data on the educational level and field of study for members of the designated groups are available from the Census and HALS, yearly data on the enrolment in and graduation from Canadian universities and colleges are available only for women. These data include degrees and diplomas received (level attained and field of study) and are collected by Statistics Canada through the University Student Information System (USIS) and Community College Student Information System (CCSIS). Similar information for members of the other three designated groups is needed.

The issue of transition from school to work is also critical for the implementation of employment equity. While funds were apparently set aside for development of educational data, these data are still not available. Other users mentioned data on enrolment in training and apprenticeship programs

- b) A significant number of users mentioned the importance of having a gender breakdown for all the designated groups. It was noted that there may be important differences in the progress toward employment equity for women and men within the visible minority, Aboriginal peoples and persons with disabilities groups. Several users urged that all data be systematically published by gender.
- c) The importance of age as a variable was also noted by researchers. It was felt that some members of designated groups suffer combined effects of ageism and racism, or ageism and sexism, for example, and that publishing employment equity data with an age breakdown will become increasingly important as the population ages.
- d) Data on the size of business was also suggested as a useful addition to the existing data sets - particularly since employment equity legislation may be based on size of establishment.
- e) Researchers, particularly, expressed a need for more integrated data sets - for example, characteristics of firms fused with the occupational history of individuals, and fine area data so that one region can be compared with another.

Timeliness

Two main issues were raised here: the frequency with which the Census and the Health and Activity Limitation Survey (HALS) are conducted; and the time it takes to process the data once collected.

Representatives of the primary client departments felt data on the designated groups are needed at least every five years. Some users would like data to be available more frequently than every five years, but they recognize the costliness of conducting intercensal surveys. On the other hand, there was some feeling that in an era of downsizing, many employers still have not met the availability indicated by the 1986 Census.

Several users suggested modifications to the Labour Force Survey so that data from this survey would be available for members designated groups. This would result in more up-to-date information being available to researchers and NGOs, for example, although there was acknowledgement that such a change might be too costly.

Delays in delivery of reports and custom retrievals from the 1991 Census and HALS caused problems for some users - especially HRDC, which was under some pressure to complete its analysis of the data and to send it to employers. It was difficult to explain to these users why it takes so long to produce the data. However, it was recognized that delays in running the special retrievals need for the employment equity program were largely attributable to the implementation of a new retrieval system at Statistics Canada. A number of other users complained that it took "too long" to publish Census data so that data are no longer current when they are received.

Longitudinal surveys

The current program of Census and post-censal surveys all produce stock estimates on a cross-sectional basis. Longitudinal surveys could provide data on flows, but this would be a more expensive process. There would then be a problem of sample size - for example, to capture the detail of CMAs. There is also a concern that because of the relatively fine detail needed for CMAs, providing availability data for employment equity purposes will remain costly.

Some researchers pointed out that longitudinal data would enable better monitoring of the effectiveness of employment equity programs, but they did not suggest such data should receive a high priority.

Fact sheets describing the characteristics of the designated groups, and the **Employment Equity Information Kit**, were not as widely known outside the primary client federal departments. Although the Kit has apparently been sent to all employers, many did not recall having received it. Those who had seen these products of the EEDP found them very useful as background information. Secondary users, particularly NGOs and media, expressed great interest in receiving these products, but many were not aware of them. Efforts to disseminate these products more widely would give greater visibility to the Program and would undoubtedly contribute significantly to the public's knowledge and understanding of employment equity and of equity issues generally.

Profiles and projections of designated groups

Profiles of the designated groups based on 1991 data are apparently not yet available. However, those who made use of profiles based on 1986 data found them helpful.

A significant number of employers expressed an interest in having projections. Many employers prepare five-year plans and would welcome some indication of likely future trends in workforce representation of designated groups. Virtually no one was aware that projections are available.

Research reports

Among the primary client departments, the working papers that have been produced by the EEDP are considered to be of very high quality and to have made a significant contribution to understanding of employment equity and equity issues generally. That view is shared by those who are aware of these studies. But, unfortunately, few people outside this relatively small group are aware of the availability of research reports. Employers, generally, do not appear to be interested in these products, which is perhaps not surprising since their main preoccupation is compliance with the legislation, for which they need only the availability data.

However, NGOs, media and others said they would be most interested in finding out more about these studies and would likely find them useful as well as contributing to their knowledge and understanding in the area. Researchers noted that the EEDP research reports do not get readily

translated into Canadian Social Trends or Perspectives on Labour and Income. The information is not made accessible to the public or in ways that teachers can use in the classroom. Better promotion and wider dissemination of these products would clearly be desirable, as discussed below.

Many of the researchers interviewed contributed to the Program by authoring these studies. Even so, several noted that this body of literature is not widely known outside a relatively small circle. There was a feeling that research studies generated by the Program could contribute significantly to knowledge in the field. Those researchers who were familiar with the Program said the reports are very useful to those doing analytical work in this field.

There was absolutely no indication that any of these studies are redundant in that similar work is available elsewhere. As one researcher observed, the literature in this field is still very thin and is dominated by applied work, although this too is important.

There was some feeling that a more co-ordinated research agenda and a more focused research program for the EEDP would be desirable. And there was no lack of suggestions for areas that might be explored. Of course, the ability to develop the research program further may be limited by funding constraints. While it is evident that this part of the Program makes an important contribution to knowledge in the area, that contribution could be considerably enhanced if the research activities were more widely known.

Data development and evaluation products

Most of the data development and evaluation products of the EEDP are not visible to outside users, however these products are seen by many as crucial to the success of the Program. In effect, they are the interim inputs to the final product - the employment equity data, without which employers would be unable to comply with the legislation. While these products are of less direct interest to many users, they are obviously very important to the long-term development of high quality and relevant data for support of the Employment Equity program. Concerns raised by some users - for example, about definitions of designated group members, occupational groupings, or data gaps - can be addressed through the data development and evaluation products, and indeed many of these issues are already receiving attention through this part of the Program.

Making the EEDP more visible

Perhaps the most important conclusion to be drawn from this evaluation report is that the EEDP is producing a wealth of information, most of which remains hidden from the general public, from potential users, and even from many researchers. While employers generally receive all the information they need to set goals and timetables and to meet the requirements of the legislation, as well as benefitting from the largely hidden data development work done by the EEDP, the products and services of the EEDP are largely unknown outside a small circle of users.

Many of those interviewed were surprised to hear of the products and services produced by the Program and most would be very interested to find out more. It was evident that the output of the Program would have much wider utility if people were aware of its existence.

There are a number of ways in which this could be addressed - some of which were suggested by those who were interviewed for this report. Media people, for example, who act as the conduit for information and raise public awareness of employment equity and equity issues generally, are all very familiar with Statistics Canada as a source of reliable and credible data. Most subscribe to *The Daily*, but it would appear that data products and services of the EEDP are not listed there. This might be one avenue to explore.

For the general public, and particularly for NGOs, trade unions, and others, Canadian Social Trends and Perspectives on Labour and Income might serve as the vehicle for publishing the output of the EEDP. Many of these groups are already familiar with these publications, which are written in such a way as to make them accessible to a general audience. And the relatively low cost of these publications would put them within the reach of most non-profit organizations and others whose financial resources are limited.

The fact sheets and Employment Equity Information Kit would be most useful to these potential users. It might be worth exploring how these products could receive a wider distribution.

Another suggestion, made by one person who was interviewed, was a special employment equity publication, which might be issued annually and would draw on data products of the EEDP for perhaps ten articles on various topics, written to be accessible to a wide audience.

Workshops appeared to be a very effective way of assisting users and disseminating the output of the EEDP. Almost all of those interviewed who had attended workshops found them very helpful. Many would like to see regular workshops. These could assist users with data interpretation as well as provide a forum for discussion of data development and research activities of the Program.

Many users - particularly NGOs, were not aware of the role played by Statistics Canada's regional offices in providing employment equity data products and assisting users. Ways might be found to make these activities more visible to the general public.

The importance of the EEDP

Overall, the EEDP received a very favourable response from those interviewed. Considerable concern was expressed by primary client departments that, in an environment of cutbacks, the program would fall victim to cost cutting. These departments felt existing data products are essential for the operation of employment equity programs in their departments, as well as for the administration of the *Employment Equity Act*.

The EEDP has enabled HRDC to provide the products needed by employers to comply with the legislation. Although it might be possible to function without the EEDP, developmental work that helps to throw some light on employment equity would be very much reduced, and employment equity would not develop in the way the legislators intended. Without the program, some data would be produced by Statistics Canada and some by HRDC, but not at the same level as now. As well, Treasury Board Secretariat and the Canadian Human Rights Commission would then have very little impact. The danger would be that federal agencies with responsibility for employment equity (HRDC, TBS, PSC and CHRC) could then end up using different data standards and methodologies. This would have a negative impact on employment equity.

The fact that the program is housed at Statistics Canada was felt to establish the credibility of the data. The agency is seen as independent and neutral. This is viewed as a valuable feature in terms of the administration of employment equity legislation. It is particularly important for the Canadian Human Rights Commission, which may have to deal with complaints against federal government departments and agencies and Treasury Board Secretariat in their role as employers. The issue is that there should be data available which is objective and neutral, so that all employers - including federal departments and agencies and the TBS - are measured against the same objective standard, which is based on the best possible data. It was felt that the EEDP, with its strong links to Statistics Canada, can ensure such objective and neutral data. In addition, it was considered useful to have employment equity as a focal point within the agency, to make sure employment equity interests are represented in the Census and post-censal surveys and other major surveys where applicable. There was general agreement that the Program performs a very useful function and should be continued.

Appendix I

Reports and Products of the Employment Equity Data Program

The following reports and products are available through the Program. Most 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.

General

- 1.1 *Employment Equity Definitions of Visible Minorities, Aboriginal Peoples and Persons with Disabilities* (J. Coulter/A. Furrie), April 1989
- 1.2 *Products and Services for Employment Equity -- 1986 Census of Population* (Working paper) (J. Coulter)
- 1.3 *Employment Equity Availability Data Report on Designated Groups*
- 1.4 *Intercensal Estimates of Employment Equity Designated Groups: Survey Options* (Working paper) (P. Fay/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* (D. Boothby)
- 1.8 *Employment Equity Program: First Annual Report, 1988-89* (B. Cardillo)
- 1.9 *Profiles of Visible Minorities and Aboriginal Peoples - 1986 Census* (available from D. Wrighte, STC, 951-3944) (Hard Copy \$95.00, magnetic tape or diskette \$250.00)
- 1.10 *A Conceptual Framework for Employment Equity Data Development* (Working paper) (Bureau of Management Consulting)
- 1.11 *Employment Equity Data Program: Second Annual Report, 1989-90* (B. Cardillo)
- 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* (EEDP Staff)

- 1.15 *The Labour Market Activity of Groups Designated Under the Employment Equity Act, 1988-1989* (I. Silver)
- 1.16 *Educational Qualifications and Availability for Work* (W. Saveland)
- 1.17 *Labour Force Entrants and Occupation* (D. Boothby)
- 1.18 *Employment Disadvantage Among Women Who Are Members of Visible Minority Groups* (M. Mohan)
- 1.19 *Inter-Occupational Mobility of Groups Designated under the Employment Equity Act, 1986-1989* (working paper) (I. Silver)
- 1.20 *Assessment of Job Changes, Occupational Status and Wage Rates for Employment Equity Designated Groups, 1988-1989* (Working paper) (I. Silver)
- 1.21 *Profiling Designated Group Presence in Canada's Labour Market Based on 1988 National Graduate Survey Data* (M. E. Lalonde)
- 1.22 *1991 Employment Equity Data Report, Browser Software* (diskette \$150)
- 1.23 *Options for Obtaining Intercensal Estimates for the Employment Equity Designated Groups*, prepared by J. Coulter and W. Shastry
- 1.24 *1991 Employment Equity Data Report "XV" Software* (diskette \$250)
- 1.25 *1991 Information Kit which includes - Definition of the four designated groups, Question and Answers, and Highlights at the Canada level*
- 1.26 *Employment Equity Fact Sheets, 1991 Census, CMA level* (EEDP)
- 1.27 *Employment Equity Data Program: Fourth Annual Report, 1992-93 to 1993-94* (EEDP Staff)
- 1.28 *Bibliographic Employment Equity Database* (EEDP) (\$30)

Women

- 2.1 *Affirmative Action: An examination of the Women in Non-Traditional Occupations Model* (Working paper) (R. Shepherd)
- 2.3 *Projections of Female Population for Canada, Provinces and Territories, 1991-2016* (R. Verma/M.V. George)

Aboriginals

- 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)
- 3.6 *Report on a Series of Workshops on Data Collection Among Aboriginal and Other Hard-to-Enumerate Population 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 paper) (A. Siggner/P. Johanis)
- 3.9 *1991 Census Canvasser Questionnaire* (Working paper) (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)
- 3.12 *Employment Equity Fact Sheets, 1986 Census - Aboriginal Population* (P. White) (\$2.00 per individual group or \$10.00 for all 8 sheets)
- 3.13 *Projections of Canada's Population with Aboriginal Ancestry, 1991-2016* (F. Nault/É. Jenkins)

Visible Minorities

- 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)
- 4.6 *Report on the National Census Test in Supplemental Sample Enumeration Areas* (Working paper) (W. Boxhill/B. Hamm)
- 4.7 *Employment Equity Fact Sheets, 1986 Census* (P. White) (\$2.00 for an individual group; \$10.00 for the CMA; \$25.00 for all 60 sheets)
- 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)
- 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)
- 4.14 *Visible Minorities Among the Extended Target Population for the 1991 Census: Estimate as of August 1, 1990* (Technical Report) (M. Michalowski)
- 4.15 *Patterns of Socio-economic Disadvantage for Selected Ethnic Groups, Canada, 1986* (working paper) (E. Harvey)
- 4.16 *Factors Influencing Socio-Economic Disadvantage Among Selected Ethnic Groups, Canada, 1986: in Multiple Regression Analysis* (working paper) (E. Harvey)
- 4.17 *Population Projections of Visible Minority Groups, Canada, Provinces and Regions, 1991-2016* (W. E. Kalback/R. Verma/M. V. George/S. Y. Dai)

Persons with Disabilities

- 5.1 *Disability and the Labour Market: An Analysis of Disabled Persons Not in the Labour Force* (G. Cohen) (\$15.00 -available from Post-Censal Surveys, STC, 951-4414)
- 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 1981-86* (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* (E. Harvey/L. Tepperman) (\$15.00 - available from Post-Censal Surveys, STC, 951-4414)
- 5.5 *A Profile of Three Disabled Populations* (G. Cohen) (\$15.00 - available from Post-Censal Surveys, STC, 951-4414)
- 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)
- 5.9 *Population of Persons with Disabilities: The Health and Activity Limitation Survey* (E. Harvey)
- 5.11 *The Economic Well Being and Labour Market Activity of Persons with Disabilities in Canada* (D. Hum/W. Simpson)
- 5.12 *Profile of Persons with Disabilities (Limited at Work)* (K. Roberts/W. Steele) (\$35.00)
- 5.13 *Life Cycle Incidence and Employment of Persons with Disabilities in Canada* (D. Hum/W. Simpson)
- 5.14 *Sources of Income of Persons with Disabilities in Canada* (D. Hum/W. Simpson)
- 5.15 *Projections of Persons with Disabilities at Work, Canada, Provinces and Territories, 1991-2016* (J. Chen/R. Verma/M.V. George)

APPENDIX II**Listing of Organizations and Individuals Interviewed**

The following organizations and individuals were interviewed for this report:

Primary client departments**Canadian Human Rights Commission**

Erika Boukamp Bosch

Marguerite Keeley

Human Resources Development Canada

Michel Caron

Phil Fay

Rick Henderson

Syed Naseem

Gay Stinson

Public Service Commission

Mireille Martin

Statistics Canada

John Coombs

Karen Kelly

Doug Norris

Josephine Stanic

Treasury Board Secretariat

Wally Boxhill

Marjorie David

Jim Plumpton

Employers under the Employment Equity Act

Name	Number of employees	Location
<u>More than 10,000 employees</u>		
Bank of Montréal	28,152	Montréal
Bank of Nova Scotia	28,079	Toronto
National Bank of Canada	13,975	Montréal
CIBC	41,888	Toronto
Royal Bank of Canada	50,893	Montréal
Toronto Dominion Bank	24,868	Toronto
Air Canada	19,926	Montréal
Canadian National Railways	31,386	Montréal
CP Rail	20,574	Montréal
AGT Ltd.	11,163	Edmonton
Bell Canada	54,611	Montréal
BC Telephone	14,032	Vancouver
Canada Post	57,545	Ottawa
CBC	12,701	Ottawa
Purolator Courier	11,047	Toronto

Employers with 3,000-10,000 employees

Laurentian Bank of Canada	3,027	Montréal
Hongkong Bank of Canada	3,348	Vancouver
BC Maritime Employers Assoc.	3,911	Vancouver
Via Rail	4,778	Montréal
Maritime Telegraph & Telephone	3,980	Halifax
Rogers Cable TV	3,032	Toronto
UPS Canada	4,974	Toronto
Atomic Energy of Canada	4,762	Ottawa
CMHC	3,037	Ottawa
Saskatchewan Wheat Pool	3,220	Regina

Employers with 500-3,000 employees**Transportation**

Ottawa-Carleton Regional Transit Commission	2,273	Ottawa
The St. Lawrence Seaway Authority	1,093	Ottawa
TransCanada Pipelines	2,234	Calgary
Auto Haulaway	1,201	Oakville
Byers Transport	731	Edmonton
Day & Ross	1,680	New Brunswick

Communications

New Brunswick Telephone	2,488	Saint John
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Other sectors

Manitoba Pool Elevators	981	Winnipeg
Robin Hood Multifoods	1,538	Markham
United Grain Growers	1,590	Winnipeg
Alberta Wheat Pool	1,593	Calgary
Cape Breton Development	2,400	Glance Bay

Employers with 100-500 employees**Transportation**

Imperial Oil	168	Toronto
American Airlines	339	Forth Worth, Texas
Westshore Terminals	219	B.C.
Trans Mountain Pipeline	282	Vancouver
Dixon Van Lines Communications	292	Edmonton
CTV Television Network	380	Toronto
Fundy Cable	206	New Brunswick
Moffat Communications	397	Winnipeg
Videotron Communications	178	Edmonton
YTV Canada	156	Toronto

Other sectors

Canada Council	239	Ottawa
National Museum of Science and Technology	222	Ottawa

Federal contractors**Merit award winners**

Amdahl Canada	350	Toronto
Petro-Canada	5,000	Calgary

Certificate of merit winners

Camco Inc.	2,000	Mississauga
Pratt & Whitney Canada	7,000	Montréal
Simon Fraser University		Vancouver
Standard Aero Ltd.	600	Winnipeg
University of Saskatchewan	6,000	Regina

Employers currently under follow-up review

Finning Ltd.	2,364	Vancouver
Baxter Corporation	1,811	Mississauga
Drake International	3,300	Toronto
Fedmet Inc.	1,400	Concord
Gandalf Data	750	Ottawa
RBC Dominion Securities	2,359	Toronto
St. John's Shipbuilding	1,015	Halifax
University of Toronto	12,000	Toronto
Corporation Tapis Peerless	1,240	Montréal
Rolland Inc.	1,200	Montréal

Secondary users**Consultants**

Lynn Bevan	Barrister/advocate, Toronto
Amanda Bishop	The Wyatt Company, Toronto
Derek Brackley	Regional E/E consultant HRDC, Vancouver
Shelley Cornforth	Peat Marwick, Toronto

Rosalyn Kunin	Consultant, Vancouver
Colin Meredith	ABT Associates, Ottawa
Ann Mirani	Wright Mogg & Associates, London, Ontario
Marilyn Mohan	Consultant, Vancouver
Phebe Poole	P.J. Poole & Associates, Toronto
Lynne Sullivan	Towers Perrin, Toronto
Mary Beatty	Towers Perrin, Calgary

Non-governmental organizations

General

Elizabeth Kwan	Social Planning Council of Ottawa-Carleton
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Women

Marica Brundy	Women in Trades and Technology
Punam Khosla	National Action Committee on the Status of Women

Persons with disabilities

Harry Beatty	Advisory Resource Centre for the Handicapped
Elizabeth Anderson	
Cam Crawford	Roeher Institute

Visible minorities

Maria Chin	Canadian Ethnocultural Council
Shelly Das	National Organization of Immigrant and Visible Minority Women of Canada
Sylvan Williams	National Visible Minority Council on Labour Force Development
Peter Murchison	Urban Alliance on Race Relations

Aboriginal peoples

Alfred Linkletter	Assembly of First Nations
Dolores André	Native Friendship Centre of Montréal

Trade unions

Trish Blackstaffe	Communications, Energy and Paperworkers
Sandy Howell	Canadian Union of Public Employees
David Onyalo	Canadian Labour Congress

Government sector

Sarah Bélanger	Canadian Advisory Council on the Status of Women
Roman Habtu	Canadian Labour Force Development Board
George Jayasignhe	Workers' Compensation Board
Hildegard Martens	Employment Equity Commission of Ontario
Lynne Prudhomme	Status of Women Canada
Anne Kittredge	Labour & Social Statistics, BC Government

Researchers

Pat Armstrong	Carleton University
Daniel Boothby	Economist, Montréal
Monica Boyd	Florida State University
Marie-Thérèse Chicha	University of Montréal
Frank Denton	McMaster University
Morley Gunderson	University of Toronto
Ted Harvey	University of Toronto
Derek Hum	University of Manitoba
Pat MacDonald	University of Western Ontario

Media

Canadian Press	Kirk Lapointe, Ottawa bureau
	Paddy Tosko, Executive editor, Toronto
CBC Newsworld	Fred Youngs, Senior producer
CBC Ottawa	Lynn Hansen
CBC Prime Time News	Marijka Hurko
Global TV	Ken Macdonald, Ottawa bureau chief
Halifax Chronicle Herald	Sheryl Grant, Assignment editor
Toronto Star	Laurie Monsebraaten, Social policy reporter
	Rosemary Spiers, Ottawa bureau
	David Viennau, Ottawa bureau

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