

Public Service Representation Depends on the Benchmark

One of the hallmarks of a successful multicultural society is the degree to which national institutions, both public and private, reflect the various communities that form that society.

While information about individual communities is limited, national data is available on employment equity groups (Aboriginal Peoples, persons with disability, visible minorities and women) for Canada's core public administration and some of its larger employers.¹⁶⁴

In previous years, employment equity reports for the public service were more comprehensive. For example, in the 2006-08 report, detailed breakdowns were available for members of designated groups by gender and age distribution within each occupational group.¹⁶⁵

Additionally, most provinces also do report on employment equity groups for *their* core public services, but some do so more consistently than others. My chapters on each of the provinces will include include their employment equity reports where available. Alberta, Newfoundland and Labrador and Prince Edward Island do not report on employment equity for their public services. New Brunswick reports only on employment equity for women.

I have used more recent EE data (2012-13) than the 2011 NHS demographic data. I have used men, women and Aboriginal Peoples as comparator groups for visible minorities.¹⁶⁶ While the number of applicants and hirings are compared to labour market availability (LMA) given that these are open to the public, promotions and separations are compared to representation within the public service rather than the overall workforce given that these are internal to the public service.

One note on the LMA number I have used: my figure is for the number of visible minorities who are also Canadian citizens (15.0 percent), not the Federally Regulated Sector LMA of 17.8 percent nor the general visible minority population number (19.1 percent). This presents the most

¹⁶⁴ Core public administration is defined by those departments and agencies for which Treasury Board is the employer. Separate employers (e.g., CFIA, CRA), the Canadian Forces, RCMP and CSIS are not included in the CPA employment numbers but file separate employment equity reports. CSIS, RCMP and the Canadian Forces reports are available from the Library of Parliament. RCMP appears to be focused more on gender issues ("[Gender-Based Assessment](#)"). Press articles have highlighted the challenges facing the Canadian Forces ("[Military missing employment equity recruiting targets](#)," CBC News, 2 August 2012). CRA's report can be found at [Employment Equity at the Canada Revenue Agency: Annual Report 2012-2013](#), and shows that CRA representation at 20.4 percent, with 23.2 percent of promotions.

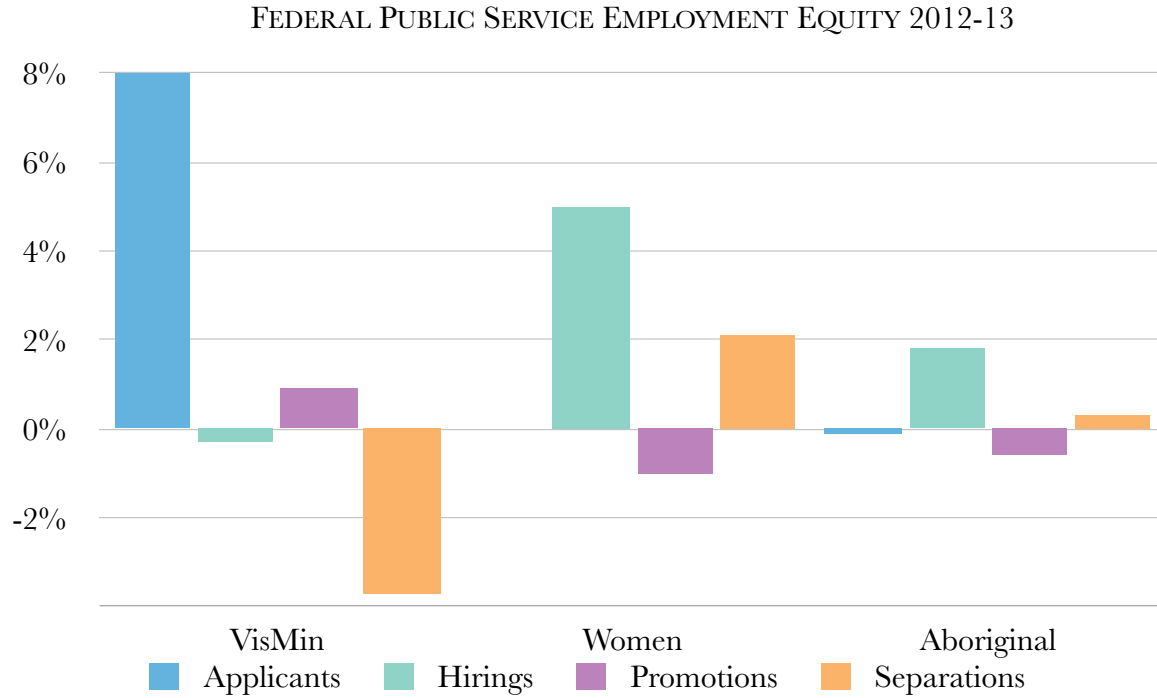
¹⁶⁵ Treasury Board, [Employment Equity in the Public Service of Canada 2006-2007 and 2007-2008](#). For 2011 LMA, I have used the number of visible minorities who are also Canadian citizens. For women and Aboriginal Peoples, I have used LMA for the federally-regulated sectors.

¹⁶⁶ Although persons with disabilities is one of the employment equity groups, I have not used this as a comparator group given that the issues are more particular to that particular group.

positive picture of employment equity numbers; shifting to one of the other benchmarks would change the picture significantly.¹⁶⁷

Federal Public Service

My analysis focusses on the consolidated data on the core public administration, which consisted of some 188,000 federal public servants as of 31 March 2013.



As the *Annual Report to Parliament: Employment Equity in the Public Service of Canada 2012-13* indicates, the overall numbers are encouraging, albeit based on old 2006 LMA estimates (I have put 2011 LMA numbers in parentheses).¹⁶⁸

Despite a reduction of the CPA workforce resulting from the implementation of Budget 2012, three of the four designated groups continued to show progress with respect to their representation. Aboriginal Peoples continued to increase their

¹⁶⁷ Preference is given in the following order (Public Service Employment Act 39. (1):
 (a) a person who is in receipt of a pension by reason of war service, within the meaning of the schedule;
 (b) a veteran or a survivor of a veteran, within the meaning of the schedule; and
 (c) a Canadian citizen, within the meaning of the Citizenship Act, in any case where a person who is not a Canadian citizen is also a candidate. The preference in hiring in order is veterans, followed by Canadian citizens.

¹⁶⁸ Charts are based on the statistical tables attached to the *Annual Report*. One of the weaknesses of the *Annual Report* is that it does not present data separating out men who are neither visible minority nor aboriginal as a “control group” for comparison purposes. 2006 LMA for Aboriginal Peoples was three percent, for persons with disabilities four percent.

representation to 5.0 per cent in 2012–13, and persons with disabilities to 5.8 per cent. Members of a visible minority group increased their representation to 12.6 per cent, surpassing their labour market availability estimate of 12.4 per cent (2011 LMA 15.0 percent). For the third consecutive year, the representation of women decreased marginally, from 54.6 per cent to 54.2 per cent; however, women still surpass their labour market availability of 52.3 per cent (2011 LMA 47.9 percent).

However, the increase in labour market availability from the 2011 NHS for visible minorities, in particular, changes that part of the picture.¹⁶⁹

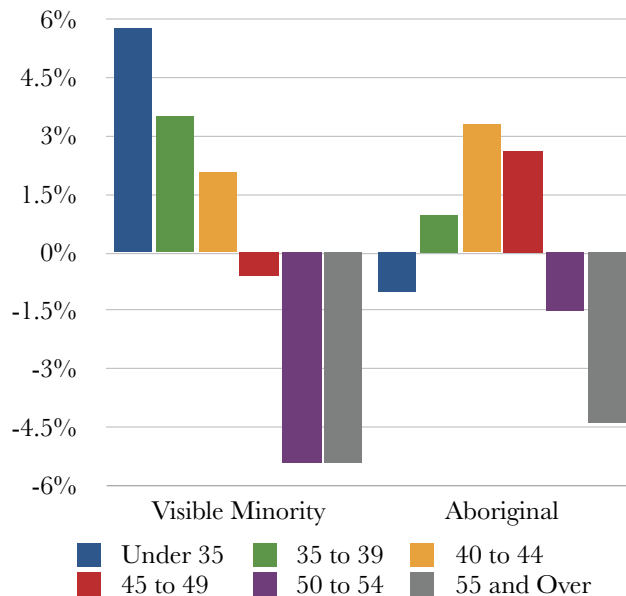
For the federally regulated sectors, I have included Aboriginal Peoples and women as comparators when appropriate.

Hiring: More visible minority applicants are applying for government positions than 2011 labour market availability but slightly fewer are being hired. This may reflect natural attrition, and the implementation of federal Budget 2012 reductions. Hiring of aboriginal people, however, remains above the LMA. It is odd, then (and goes unexplained in government reports) why the number of appointments of visible minorities should decrease relative to LMA when the number of applicants is comparatively high.¹⁷⁰

Promotions: The report shows that visible minorities are being promoted at a higher rate than expected given their level of representation in the public service, and in comparison to other groups. Recent studies by the Public Service Commission indicate that “men who are members of visible minorities have greater chances of promotion than their comparison group [while] women who are members of visible minorities have fewer chances of promotion than their comparison group. The promotion odds ratio for men who are members of visible minorities is 1.10; the ratio for women is 0.94.”¹⁷¹

Moreover, there are ongoing perception issues regarding the application of the merit principle and fairness for both male and female

PUBLIC SERVICE AGE DISTRIBUTION COMPARED TO ALL MEN 2012-13



¹⁶⁹ Given TBS has as of writing (June 2015) not issued a revised public service LMA for 2011, I have used the number of visible minorities who are also Canadian citizens as the measure (15.0%). This presents the data in a more favourable light than compared to the general visible minority population (19.1 percent).

¹⁷⁰ *Appointments to the Public Service by Employment Equity Designated Group for 2012-2013 – Statistical Update*, Public Service Commission (PSC).

¹⁷¹ "Study on Members of Employment Equity Groups: Chances of Promotion," PSC.

visible minorities.¹⁷²

Separations: Visible minorities have few separations relative to their current representation in the public service.

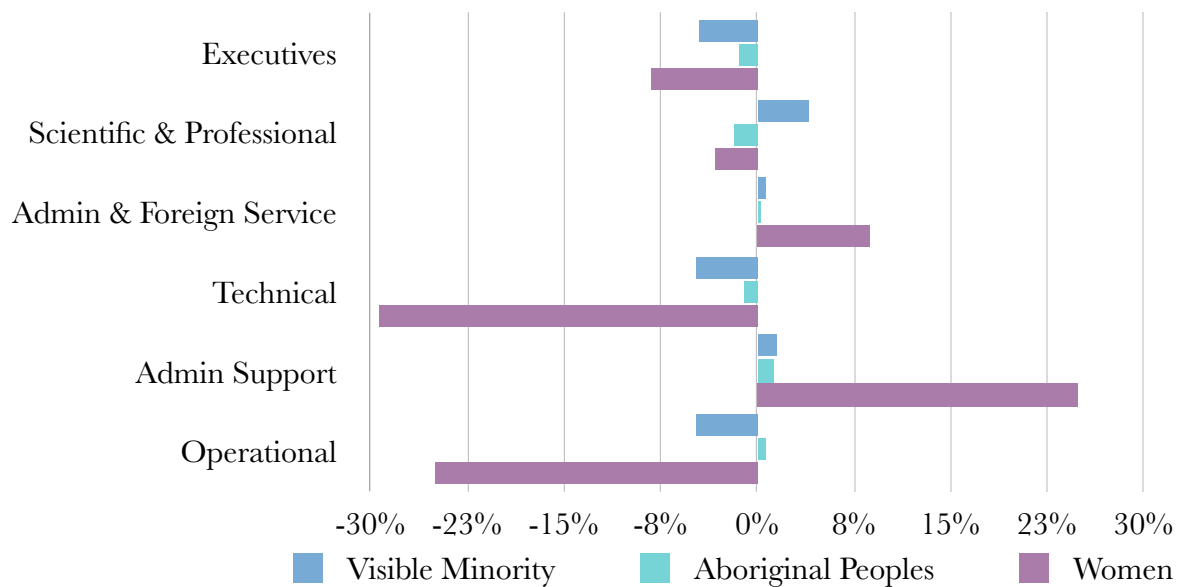
Age distribution: This shows younger visible minority employees composing a larger-than-expected share of the public service at 58.2 percent (with women and Aboriginal people, in contrast, split almost equally between the under-44 and over-45 age groups). This should, over time, result in greater representation for visible minorities, as these young employees move up the ranks.¹⁷³

Aboriginal Peoples show a less marked trend of younger public servants.

The age distribution curve for women is largely flat, except for a small dip in those over 55.

Occupations: But what about the occupations of the different groups? Are there any patterns of interest?

PUBLIC SERVICE OCCUPATIONAL GROUPS COMPARED TO REPRESENTATION 2012-13



All three groups are under-represented in the executive category. Visible minorities are strong in the scientific and professional category, and under-represented in the technical and operational categories.

Aboriginal Peoples are under-represented in the scientific and professional category.

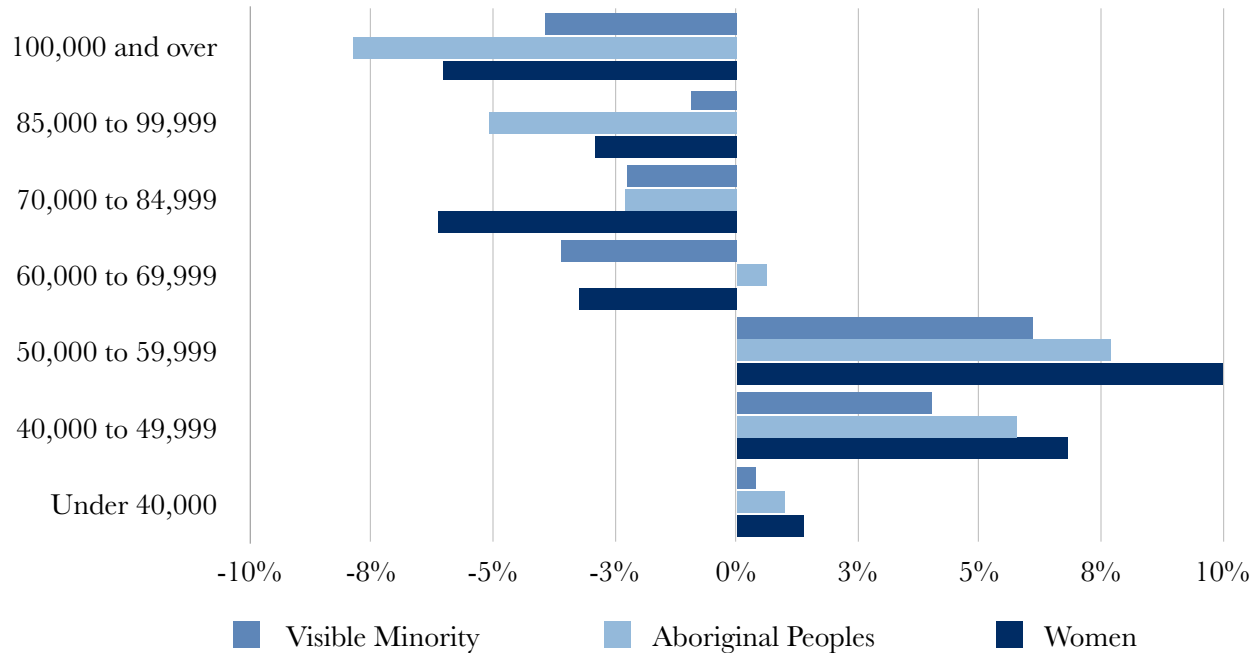
¹⁷² ["Study on Members of Employment Equity Groups: Perceptions of Merit and Fairness in Staffing Activities,"](#) PSC.

¹⁷³ As the PSC and TBS reports do not break out men by aboriginal people or visible minority, I have used the aggregate "men" category as our benchmark.

The greatest variation, however, is with respect to women. They are dramatically underrepresented in technical and operational categories, but vastly over-represented in administration.

Salaries: Another perspective is to consider the distribution of salary scales, comparing men with other groups. These salary scales largely correspond to the different occupational groups.

PUBLIC SERVICE INCOME DISTRIBUTION COMPARED TO MEN
2012-13



All employment equity groups are over-represented in lower and middle-scales, and under-represented in the higher scales (particularly Aboriginal Peoples). In the case of visible minorities, this is likely a result of the low average age mentioned above (younger employees are naturally more likely to be in junior positions). Analysts and scientists probably account for the relatively large number of visible minorities earning \$70,000-100,000.

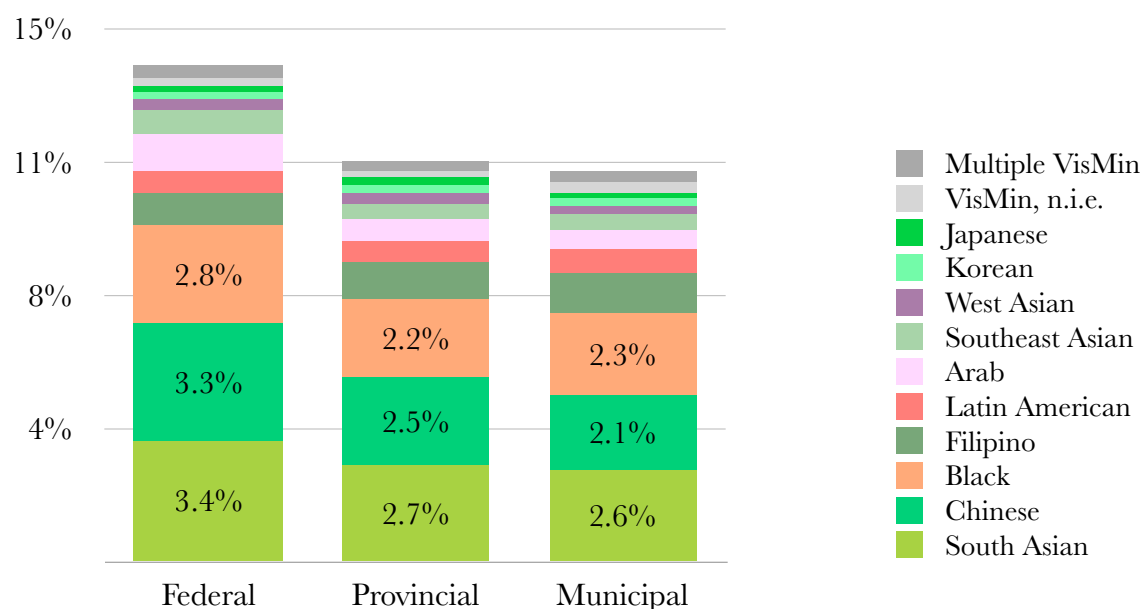
Visible minority salaries, are closer, in most cases, to male salaries. This could be partly due to the fact that the group "men" includes male visible minorities. However, it also includes Aboriginal men — so other factors, particularly representation in certain occupational groups, are likely determinant.

Another view is provided by NHS representation data that allows us to compare the federal public service (413,000 employees) with the provinces and territories (351,000) and municipalities

	LMA VisMin Citizens	Federal	Provincial	Municipal
National	15.0%	14.1%	11.3%	11.0%
British Columbia	21.4%	22.4%	15.2%	14.8%
Alberta	14.4%	13.4%	15.6%	11.5%
Ontario	20.3%	19.0%	20.4%	14.9%
Quebec	8.6%	8.4%	6.0%	4.8%

(424,000).¹⁷⁴ Visible minority representation in federal government is slightly higher (14 percent) than other levels of government (11 percent). One should note, however, that provincial and municipal governments have a larger proportion of services to rural and less-populated areas that are less diverse. The national numbers are somewhat skewed by the lower diversity in Quebec and the Atlantic provinces.

FEDERAL, PROVINCIAL AND MUNICIPAL
PUBLIC ADMINISTRATION REPRESENTATION
15 AND OLDER 2011



The more diverse the province, the greater the representation of visible minorities in provincial and municipal governments. British Columbia (15.2 percent provincial, 14.8 percent municipal), Alberta (15.6 percent provincial, 11.5 percent municipal) and Ontario (20.4 percent provincial,

¹⁷⁴ For federal public administration, NHS data includes all public servants save “defence services,” a broader population than contained in the TBS and PSC employment equity reports which only cover the core public administration mentioned earlier. This larger group includes separate employers ([Schedule V](#)) such as CRA, CFIA, CSIS, NRC, Parks Canada among others. This data, however, only provides information on representation, with no data on hirings, promotions, separations and salaries.

14.9 percent municipal) have the greatest representation. Quebec, despite having an only slightly smaller visible minority population than Alberta, has dramatically lower representation in the provincial (6.0 percent) and municipal (4.8 percent) governments.

From a generational point of view, it is not surprising that the vast majority of visible minority government employees are first-generation, generally over 75 percent, reflecting the visible minority workforce as a whole. Japanese Canadians are an exception, with the majority being third generation. The opposite is true of those who are not visible minorities, over three-quarters of whom are third generation or more for all levels of government. There is a slight relative increase of second-generation visible minority employees at the municipal level compared to other levels. This level also generally has greater representation of third-generation visible minority employees (although numbers of third-generation are small).

This data also provides a breakdown of the generic “visible minority” category. Larger and more established visible minority groups are more represented (e.g., South Asian, Chinese and Black) compared to smaller and more recent immigrant communities.

Median incomes vary. Groups that have lower median incomes (difference of 10 percent or more compared to non-visible minorities), meaning a greater portion of employees in support or other lower income occupations, include: Black, Filipino and Southeast Asian (federal government); Black, Latin American and Arab (provincial); and Latin American, Arab and Korean (local).

From a gender perspective, more women than men are public servants at both the federal (53.3 percent) and provincial (57.5 percent) levels. However, the pattern is reversed at the municipal level, where men comprise 55.4 percent (which include traditionally male-dominated tasks like garbage collection, snow removal, etc.).

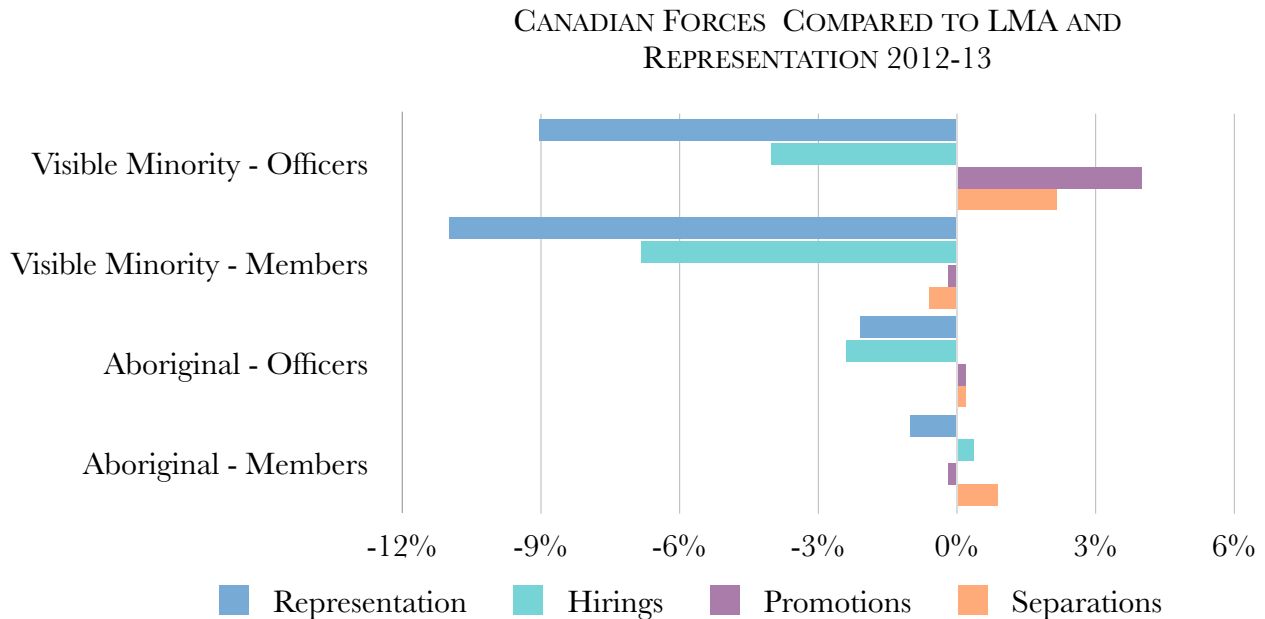
Some visible minority communities show a different pattern of gender representation, varying by five percent or more from those who are not visible minorities. Communities with an over-representation of men at the federal level include South Asian, Arab, West Asian and Korean. At the provincial level, Filipino women are over-represented and Arab and West Asian women under-represented compared to non-visible minorities. Only the Arab community has more male (57 percent) than female employees. At the municipal level, Black, Filipino, Latin American and Korean women are over-represented.

Canadian Forces and RCMP Record "Dismal", but CSIS Different

The Canadian Forces, as distinct from the civilian public servants at the Department of National Defence, report employment equity separately. Like the RCMP (discussed below) the Forces face particular challenges when it comes to being representative of the population, although Aboriginal people are to some extent an exception (likely reflecting a mix of recruitment efforts and the nature of employment opportunities).

	Canadian Forces		RCMP		CSIS
	Members	Officers	Non-commissioned officers	Commissioned Officers	Staff
VisMin	4.0%	6.0%	8.8%	3.3%	14.3%
Women	13.2%	16.8%	21.0%	12.4%	49.5%
Aboriginal	2.5%	1.4%	7.9%	6.7%	2.1%

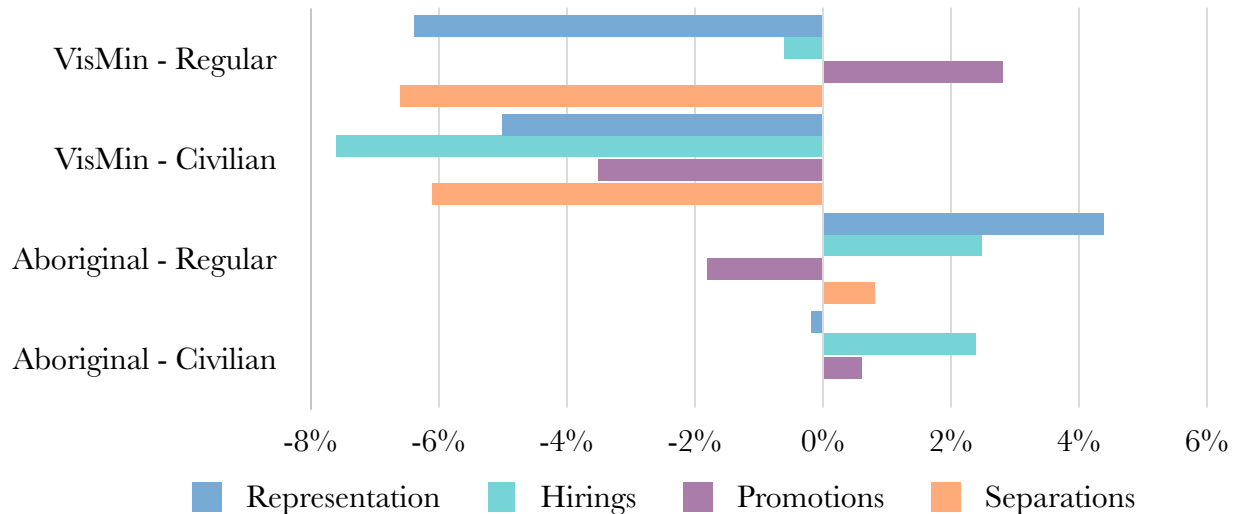
Women are vastly under-represented, with a more than 30 percent gap between their percentage share of the general population and that among Force officers and members. Visible minorities are similarly under-represented, although more visible minority officers are being promoted.



Given the uniqueness of military service, more modest representation goals have been set (11.8 percent for visible minorities, 25.1 percent for women; only for Aboriginal people is the goal of

3.4 percent in line with the overall population).¹⁷⁵ Moreover, the Forces are seeking to reduce these targets further (8.2 percent for visible minorities, 17.6 percent for women, and 2.6 percent for Aboriginal people) to depict more positively the significant representation gap.¹⁷⁶

RCMP COMPARED TO LMA AND REPRESENTATION 2012-13



The RCMP provides data separately for regular (wearing the uniform) and civilian members. Compared to the general labour market availability, the RCMP does reasonably well with respect to Aboriginal people but faces significant challenges in visible minority representation among both regular and civilian members. Women, not captured in the chart below, are even less well

¹⁷⁵ The Canadian Forces report notes: “The unique nature of employment in the CAF and the related challenges in developing a workforce analysis methodology that can be used to establish appropriate LMA estimates is the subject of a current CAF research project. As the CAF moves forward with this project, ongoing consultations with external EE stakeholders in the Labour Program at Employment and Social Development Canada (ESDC) and at the Canadian Human Rights Commission (CHRC) will continue.” *Canadian Armed Forces Employment Equity Report 2012-13*, Ottawa: Dept. of National Defence, October 2013. I have used the number of visible minorities who are Canadian citizens for LMA (15.0 percent).

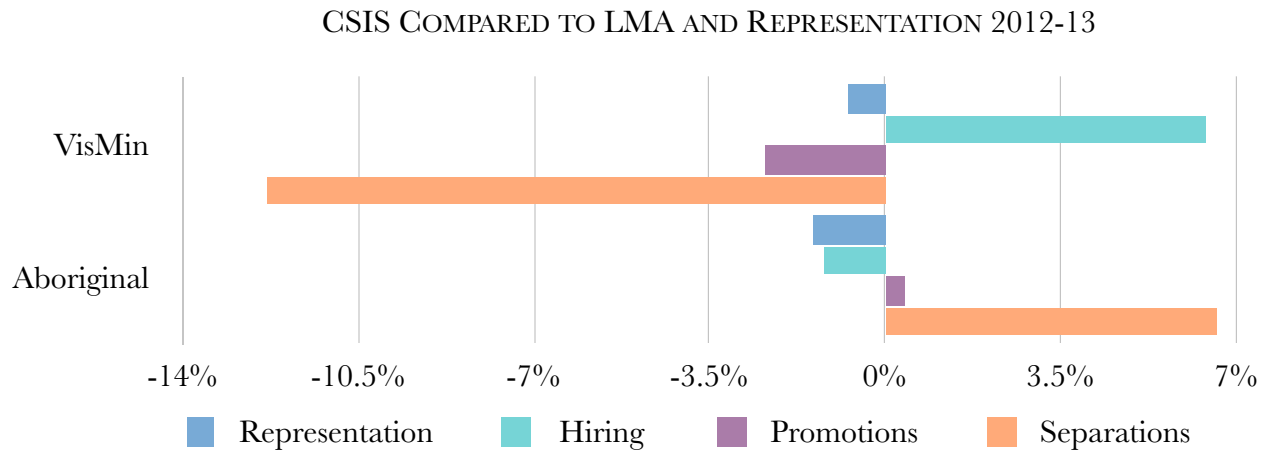
¹⁷⁶ ["Overall interest in military careers low for Black, Latin-American and Filipino Canadians,"](#) *National Post*, 31 December 2014. The Ipsos Reid 2014 survey cited in this article highlights the recruitment challenges among these minority groups given their career preferences elsewhere.

represented among regular members, with representation and hiring at roughly half of the general labour market availability.¹⁷⁷

The numbers are better for non-commissioned officers than the officer ranks, as shown in the table below, suggesting that over time, as RCMP regular members move up the ranks, better representation should be achieved. And while under-representation in rural Canada may not be a concern, it is a crucial issue in urban Canada given the high levels of diversity and the types of issues (e.g., radicalization) being addressed by the RCMP in those areas.

CSIS, on the other hand, is strong in its representation of visible minorities and women. This is in part a reflection of its external orientation: international expertise and languages are required, and, moreover, intelligence work takes analytical and other similar skills (making it similar to policy work in other government departments where visible minorities and women are reasonable well represented). In sharp contrast to the almost excusatory language of the RCMP and Canadian Forces, the CSIS Annual Report states:

At CSIS we believe that the diversity of our employees and having a workforce that is reflective of the Canadian population is a source of our strength.¹⁷⁸



¹⁷⁷ RCMP data comes from *RCMP (Members) Employment Equity Report Fiscal Year 2012-2013*, September 2013. The RCMP uses an internally developed separate measure for labour market availability for regular members (2011 general LMA in brackets): women 20.1% (48.2%), aboriginal 4.0% (3.5%), visible minorities 6% (17.8%). No detailed methodology is provided (beyond “percentage of the workforce that is 18 years of age or older, has a Canadian secondary school diploma or equivalent, and is a Canadian citizen”) and the gaps are particularly large. I have used the general LMA, recognizing that it overstates the actual labour market availability for regular members but illustrates the gap between a police force that is seen as being representative of the population and the current reality. Using the RCMP’s internal regular member LMA, the negative portrait above turns positive.

¹⁷⁸ *CSIS Annual Report to the Treasury Board on the Employment Equity Program, 2012-13* 1. For the LMA, I have used the same approach as for the Canadian Forces and RCMP: the number of visible minorities who are also Canadian citizens.

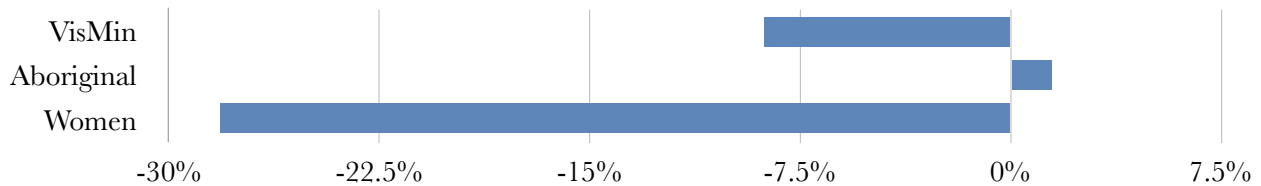
The numbers largely support that claim, with the rate of hiring for visible minorities above LMA. However, only 7.6 percent of executives are visible minorities, all of whom are at the most junior EX-1 or Director level (women are more reasonably represented, making up about 30 percent of employees at most of the five EX levels). Like those in the core public administration, visible minority employees tend to be more represented in younger age cohorts and among professionals, semi-professionals and technical personnel.

Limited Data Regarding Other Police Forces

There is no authoritative source of information about employment equity in Canadian police forces. Moreover, many major police forces (e.g., OPP, Toronto, Calgary, Vancouver, Montreal) do not publicly report on the diversity of their workforce, although many do mention employment equity or diversity in their recruitment sections and feature a reasonably diverse workforce in their reports, websites and other publications.¹⁷⁹

Police member union boards are overwhelmingly white and male in our major cities, rarely including more than one female or visible minority member in their membership.¹⁸⁰

POLICE RESOURCES COMPARED TO 2011 LMA - 2013



The Statistics Canada report *Police Resources in Canada, 2012* provides an overall snapshot on the diversity within police forces in Canada. Interestingly, representation of visible minorities is higher (at 11 percent) among experienced officers than it is among recent recruits (at four percent). The report does not offer an explanation for this difference (possibilities include self-reporting preferences or challenges in hiring and retaining).¹⁸¹

¹⁷⁹ For the Toronto, Montreal, Vancouver and Calgary, I contacted the police forces by phone and email. Urban-based forces tend to emphasize diversity more given the communities they serve. Sur t  du Qu bec is one of the rare police forces that reports on employment equity: 2013 statistics are 8.3 percent visible minority, 0.8 percent Aboriginal people and 21.4 percent women.

¹⁸⁰ Bob Ramsay, "[Debate over police powers missing key voices: women and minorities](#)," *The Globe and Mail*, 31 December 2014.

¹⁸¹ "[Police Resources in Canada, 2012](#)," *Statistics Canada*. It should be noted that this report may understate diversity given that some police forces (e.g., Calgary and likely other Alberta police forces) do not collect employment equity data.

CANADA: A NATIONAL PERSPECTIVE

The following table provides information related to employment equity in the police forces of Toronto, Vancouver and Montreal.¹⁸²

TABLE 13: MUNICIPAL POLICE FORCES 2013 AND 2014 DATA						
	Toronto		Vancouver		Montreal	
	Women	VisMin	Women	VisMin	Women	VisMin
Representation	29%	23%	24.4%	n/a	31%	6.7%
Promotions	5%	1%	n/a	n/a	22%	3.3%
Hirings	16%	31%	50% (est)	n/a	20%	100%
Separations	29%	9%	n/a	n/a	n/a	n/a

¹⁸² Toronto data from Diversity and Inclusion Unit (email 16 February, current data), Vancouver Police Media Relations Unit (email 4 March 2015, current data), Montreal from Media Relations Unit (email 19 February, 2013 data). Montreal also reports on non-visible minority ethnic origins such as Italian Canadians and other European origins (4.1 percent).