

CURRENTS

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READINGS IN RACE RELATIONS

March 1990

RACIAL MINORITIES and ACCESS TO EMPLOYMENT

Also
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WHAT IS THE URBAN ALLIANCE ON RACE RELATIONS?

The Urban Alliance on Race Relations was formed in 1975 by a group of concerned Toronto citizens. Its primary goal is to "promote a stable and healthy multiracial environment in the community."

The Alliance is a non-profit charitable organization consisting of volunteers from all sectors of the multicultural and multiracial Canadian society, supported by a small permanent staff.

IN THE FIELD OF RACE RELATIONS WE ARE COMMITTED TO:

- Organizing seminars, workshops and conferences
- Increasing public awareness
- Providing forums for dialogue
- Encouraging equality of opportunity
- Researching and publishing reports
- Consulting, facilitating and mediating in the public and private sector

ACHIEVEMENTS OF THE URBAN ALLIANCE ON RACE RELATIONS

Since 1975, the Urban Alliance on Race Relations has sponsored and engaged in:

- Seminars and conferences on Race Relations
- Building community consensus
- Consultations with individuals and organizations
- Working with Boards of Education to develop and implement policies and programs
- Working with police to improve relations with minority racial communities
- Conducting and publishing research studies
- Presenting briefs to the government supporting the development of programs that will ensure equality of opportunity
- Publication of CURRENTS, the only Canadian journal committed to research and dialogue on race relations issues
- Publication of a quarterly newsletter which provides information on activities to members and the general community

UARR PUBLICATIONS:

- No Discrimination Here
- Who Gets the Work?
- Guide to Race Relations Organizations
- Race Relations Bibliography
- Case Studies: Multi-Racial Labour Force Project
- Immigrants: Perceptions of Ethnic and Racial Discrimination
- Employment Equity for Visible Minority Women: A Guide for Employers
- The journal CURRENTS, readings in race relations:

Thematic issues include:

- Focus on Visible Minority Women
- Racism and Education
- Discrimination in Employment
- Policing in a Multiracial Society
- Race Equity in Education
- Native People and Racism

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CURRENTS: *Readings in Race Relations* is the quarterly magazine of the Urban Alliance on Race Relations.

The Urban Alliance on Race Relations, formed in July 1975 to promote a stable and healthy multi-racial environment in the community, is a non-profit organization made up of volunteers from all sectors of the community.

The Urban Alliance on Race Relations is an educational agency and an advocate and intermediary for visible minorities. It works toward encouraging better race relations, increased understanding and awareness among our multicultural population through programmes of education directed at both the private and public sectors of the community. It is also focussing its efforts on the institutions of our society including educational systems, employment, government, media, legislation, police, social service agencies, and human services, in order to reduce patterns of discrimination and inequality of opportunity which may exist within these institutions.

The work of the organization is carried out through committees such as: Education; Employment Equity; Media; and Judicial.

All correspondence, including letters to the editor, subscription requests and changes of address should be addressed to:

CURRENTS

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The views expressed in *CURRENTS* are not necessarily those of the Urban Alliance on Race Relations.

Articles offered for publication are welcome. They should be typewritten, double-spaced, with adequate margins for notation.

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EDITORIAL

ARE WE MAKING PROGRESS?

The pursuit of racial equality demands that the mechanisms for measuring change be in place. We have to move from discussing the principles of equality of opportunity to the measurement of achievement.

Adopting formal equal opportunity policies, implementing mass "sensitisation" training programmes, or undertaking glossy public relations campaigns are worse than useless unless they are combined with concrete programmes of action which are regularly monitored, evaluated and reported on publicly.

The use of effective monitoring systems can begin to provide the information needed to answer the question of progress.

The concept of targets certainly gives sharper definition to the task of monitoring results. At the end of the day we fail if we have not made progress towards reaching defined targets and achieving the desired change.

Readers will once again recognize the persistent refrain made on this editorial page. The quality of work in the pursuit of racial equality is consistently undermined by a seeming inability to measure its impact. Increasing the amount of resources to race relations in and of itself is not a measurement of progress. Increasing the amount of "feelgood" rhetoric contributes only to further obscuring the question of progress.

Collecting the evidence is such an obvious task. Dry and tedious though the activity may be, it is certainly cheaper and more honest than glamorous public relations exercises. Let us not sacrifice race rela-

tions to the greedy principles of the advertising industry. Let us devote more resources to research and evaluation and less to "communications strategies."

This issue of *Currents* is largely devoted to describing some of the approaches and mechanisms for measuring change in the employment and economic field.

Employment Equity

The most notable instrument of measuring change in racial equality presently existing in Canada is perhaps the Employment Equity Act which requires federally regulated companies with more than 100 employees to report annually on the composition of their work forces. The recently published second annual report therefore provides a sad indictment of the current state of affairs in Canada. For example, aboriginal peoples increased their representation in the surveyed workforce to .73 percent from .66 percent. Aboriginal peoples obtained just one in every 400 new professional jobs or promotions, though they make up 2.1 percent of Canada's labour force. Of the more than 20,000 managerial hirings and promotions, just 67 or .34 percent went to aboriginal people.

Visible minorities increased their representation in the surveyed 601,000 workforce to 5.69 percent from 4.99 percent in 1987. But as the article on the banking industry in this issue shows, a disproportionate number of minorities are at the lower income entry levels.

No Progress

As Judy Rebick, of the National Action Committee says of the results, "The improvement is so marginal as to be completely unacceptable".

The results of this second annual report give a pretty good indication of the kind of progress that is being made in Canada. They also provide an indication of why there appears such a strong disinclination to put in place the mechanisms for measuring change in other spheres of Canadian life. Clearly it is prudent not to disturb the Canadian mythologies of racial equality by collecting further evidence that demonstrates the contrary!

From Access to Professions and Trades, Access to Government Services, Access to Employment Training Programmes, to Access to Business Opportunities, this issue of *Currents* shows that racial minorities continue to exist on the peripheries of economic mainstream.

Tim Rees

EDITORIAL

Faisons-nous des progrès?

La poursuite de l'égalité raciale exige la mise en place de mécanismes susceptibles de mesurer le changement. Il faut passer de l'étape de la discussion des principes d'égalité et des débouchés à celle de la mesure des réalisations.

L'adoption de politiques officielles d'égalité des chances, la mise en place de programmes massifs de formation et de sensibilisation ou les campagnes retentissantes de relations publiques ne servent absolument à rien, si elles ne s'accompagnent pas de programmes d'action concrets qui sont surveillés et évalués régulièrement et font l'objet de rapports publics.

L'utilisation de systèmes de surveillance efficaces offre avant tout les renseignements voulus pour savoir si l'on réalise des progrès. Le concept des cibles permet de préciser la tâche de surveillance des résultats. La fin de la journée, nous avons échoué si nous n'avons pas réalisé de progrès pour atteindre les cibles définies et réalisé le changement souhaité.

Les lecteurs reconnaîtront une fois de plus le refrain habituel qui figure dans cet éditorial. On ne peut pas juger de la qualité du travail dans la poursuite de l'égalité raciale, parce qu'on n'est pas en mesure d'en évaluer l'impact. Le fait d'accroître les ressources consacrées aux relations interraciales n'est pas une mesure de progrès en soi. Prêcher les «bons sentiments» ne fait que contribuer davantage à noyer la question du progrès.

Ce qu'il faut faire avant tout, c'est de rassembler des preuves. Même si la tâche semble ennuyeuse, il faut reconnaître qu'elle revient moins cher et qu'elle est plus honnête que les exercices de relations publiques

retentissantes. Gardons-nous de sacrifier les relations interraciales aux principes voraces du secteur publicitaire. Consacrons davantage de ressources à la recherche et à l'évaluation, et moins, «aux stratégies de communication». Le présent numéro de *Courants* s'attache en grande partie à décrire quelques-uns des mécanismes et des approches permettant de mesurer le changement dans le domaine de l'emploi et de l'économie.

Équité en matière d'emploi

La Loi sur l'équité en matière d'emploi exige des sociétés de la Couronne, et des entreprises qui sont réglementées au niveau fédéral et qui emploient plus de 100 personnes, un rapport annuel sur la composition de leurs effectifs. Le second rapport annuel qui vient de paraître est un triste témoignage de l'état actuel des choses au Canada. Par exemple, les Autochtones ont accru leur représentation dans les effectifs étudiés : leur participation est passée de 0,66 % à 0,73 %! Les Autochtones ont bénéficié d'une promotion sur 400 postes ou promotions dans les professions libérales, alors qu'ils constituent 2,1 % de la main-d'œuvre au Canada. Parmi les 20 000 et quelques postes et promotions au niveau des cadres, 67 seulement, soit 0,34 %, sont allés aux Autochtones.

Les minorités visibles ont accru leur participation dans l'échantillon des 601 000 personnes interrogées : le taux de participation est passé de 4,99 % en 1987 à 5,69 %, cette année. Mais comme le montre bien l'article du présent numéro sur le secteur bancaire, un nombre disproportionné de membres des

minorités visibles sont concentrés au niveau débutant peu payant.

Aucun progrès

Comme le dit madame Judy Rebick, du comité d'action national à propos des résultats, «les progrès sont tellement négligeables qu'ils sont tout à fait inacceptables».

Les conclusions de ce second rapport annuel nous donnent une assez bonne idée des progrès qui ont été réalisés au Canada. Ils nous donnent aussi une idée des raisons pour lesquelles on ne semble guère enclin à mettre en place les mécanismes de mesures du changement dans d'autres sphères de la vie canadienne. Manifestement il n'est guère prudent de toucher au mythe canadien de l'égalité raciale en fournissant une preuve supplémentaire du contraire!

De l'accès aux professions et aux métiers à l'accès aux services gouvernementaux et aux programmes de formation à l'emploi, en passant par l'accès aux débouchés commerciaux, le présent numéro de *Courants* montre que les minorités raciales continuent à vivre en marge de l'économie.

Tim Rees

PERSPECTIVES

ACCESS TO PROFESSIONS AND TRADES

Report of the Task Force on Access to Professions and Trades in Ontario

The Task Force was charged with reviewing "all rules affecting entry to professions and trades to determine whether they have an actual or potential discriminatory effect on persons with training or experience from outside of Canada". With this mandate in mind, the Task Force undertook a detailed review of the organizational structures of regulated occupations in Ontario, with a view to determining not only if such structures are giving rise to discriminatory practices but also whether they have the potential to do so, depending upon their use and application. The Task Force also selected for review a small number of unregulated occupational groups.

Regulated occupations include those regulated under public statute, such as law, medicine, and engineering; those regulated under private statute, such as chartered accountancy; those regulated directly by government, such as real estate brokerage, and the trades as whole, which come under the aegis of the Ministry of Skills Development.

The regulatory format determines the degree of public accountability within the occupational body, from minimal to significant. The range extends from private regulatory structures and purely voluntary groups functioning essentially independently of government-imposed structural and procedural controls through to regimes of government licensure and public regulation in which there is substantial accountability. Although only those groups that are publicly regulated, either through a self-regulatory body or a

government licensure regime, have the power to grant licences (exclusive entitlements to practise the profession or trade), privately regulated as well as unregulated bodies have the authority to certify their members. This authority involves granting those who meet standards for membership a credential that may have significant value in employment, in some cases a value almost as great as licensure itself.

The primary obligation of occupational bodies, whether they have the authority to grant licences or merely perform the function of certifying practitioners as competent, is to protect the public interest with respect to health, safety and welfare. In fulfilling this first obligation, however, these bodies must consider a second one: the duty to respect the individual's right to equality of opportunity and to equal treatment without unreasonable or unfair discrimination. These two interests should be complementary, not competing, but the fact is, fixing a balance between them is a difficult task.

The assessment of competence is a multifaceted process, and the sometimes divergent interests must be reconciled at each step, from a person's first inquiry about a certification procedure to the last stage of any available appeal process.

The Barriers

Prior Learning Assessment

Difficulty obtaining an accurate, consistent assessment of prior learn-

ing for purposes of certification or licensure is the problem cited most frequently by foreign-trained people, community organizations, and ethno-cultural associations. The Task Force also found that there is cause for concern that the prior learning of foreign-trained applicants is not always being adequately and fairly assessed.

The purpose of an assessment of prior learning is to determine the equivalency of an individual's qualifications or competencies to educational requirements in Ontario. It is typically used as a preliminary screen to determine who should be permitted to write a licensing examination, if there is one. Although some prior learning assessment is currently being performed in Ontario by occupational bodies, the Task Force found, in many cases, significant weaknesses in the methods of assessing the background of the applicants. Sometimes no credit at all is given for training outside an accredited program. Some occupational bodies rely heavily on the personal information provided by the registrar and on other informal sources. Even where a structure for assessment does exist, the information-gathering often tends to be unsystematic and the standards imposed subjective and ad hoc. In addition, there is, with some exceptions, a general reluctance to give credit for any learning obtained outside a formal program of education, no matter how relevant and well documented that learning may be.

The reasons behind the failure of many occupational bodies to make

appropriate assessments of prior learning do not necessarily reflect an intent to discriminate. However, considerable expertise in comparative education, significant physical resource materials, and a familiarity and ongoing contact with international educational systems are all necessary to validate documents properly and make an accurate assessment of an individual's prior training. Inadequacies in each of these areas is frequently cited by licensing bodies as their reason for not evaluating prior learning either at all or in anything more than a cursory manner. The reality is that, from a situation some 20 years ago in which immigration patterns to Ontario were relatively consistent and predictable and therefore easier to respond to, occupational bodies now find themselves confronted with the task of assessing the background of candidates from a far broader and more diverse selection of countries, with little in the way of resources or facilities to assist them. Some professions or trades may have only one or two applicants from a particular country in a five-year period; furthermore, the licensing bodies cannot predict the countries from which applicants will arrive and therefore must, in some cases, act in response to a specific situation. All of these obstacles make it difficult to have a coherent approach.

The Task Force concern here not only is that the assessment procedures in some professions are showing evidence of unfair or unequal treatment of some candidates; it is also that current procedures have the potential to be applied in a way that results in unfair or unequal treatment - and that is the broader issue. Much appears to depend upon the personal information received by the assessors, upon the inclinations of the assessors, and upon the human resources needs of the occupation. These factors can, and do, change. The standard of competence required for entry, however, should not.

The failure to assess prior learning appropriately can virtually negate an individual's previous accomplishments and can result in the individual's having to repeat an entire training program or, at best, to complete partial retraining in Ontario. Additional examinations, required only of foreign-trained individuals, are another common response to a lack of mechanisms for assessing prior learning. The result can be not only frustration for the applicant but a waste of resources. The outcome in some cases is the complete loss of the skills that the individual brought to Canada.

It also became clear from submissions to the Task Force and from meetings with individuals that candidates find this early stage of the process most confusing. Initial inquiries can result in a simple rejection on the basis of the applicant's inadequate training. In the absence of objective criteria against which the candidate can compare and assess his or her training needs, coupled with the general lack of appropriate counselling or guidance, it is difficult for the candidate to know whether the assessment is fair and how best to proceed.

Licensure Testing

Where a foreign-trained candidate is required to write some tests in addition to those required of an Ontario-trained candidate, the process can be very demanding and very expensive. It may be possible, in rare cases, to justify these additional requirements on the grounds that, in the absence of other means of assessing skill, they are needed to ensure competence. Such a defence, however, to a large extent hinges on the current identified lack of a systematic approach to the assessment of prior learning.

Where the same examinations are required of all candidates, these tests in many cases have not been subjected to objective test development and analysis procedures to en-

sure that the tests are culturally sensitive and administratively fair, that the standard set reflects the required level of competence, and that the level of fluency needed for the examination is appropriate to the occupation.

Language Training

Acquiring a new language is one of the greatest problems facing a foreign-trained individual who arrives in Ontario without speaking English or French. Some level of fluency is required for certification of licensure in most professions and trades, and a significant level is needed in a number of occupations. Yet, although this skill is essential for integration into the workplace, and although there are available numerous programs, it appears that language training is not meeting the need. Among the common problems conveyed to the Task Force were the long delays in gaining admission to programs; the shortage of training allowances and support; the emphases on training in general fluency rather than on occupation-specific proficiency development; and the difficulty that some categories of immigrants have qualifying for language training.

Language Testing

In many occupations language is not specifically tested at all, because the occupational bodies assume that the licensure or certification examination will function as an adequate language screen. There is, however, often little evidence that such language screens have been scrutinized to ensure, first, that the level of proficiency required reflects the level appropriate to the occupation, and, second, that fluency in language is essential to practise is being adequately assessed. The main problem is that very few occupations formally assess language, either English or French, by means

of a test designed to determine the level of linguistic proficiency as it applies to the particular occupation. Several occupations rely exclusively on the Test of English as a Foreign Language (TOEFL), the Test of Spoken English (TSE), or the Michigan Test Battery (MTB) in spite of the fact that such standardized tests are weak predictors of performance and do not test occupation-specific language.

Retraining

In the many cases in which a comprehensive assessment of prior learning, based on both academic background and previous experience, is not available to candidates, retraining needs are often not clearly identified. The result of this weakness in the system can be a training requirement that is more onerous than necessary. The scarcity of programs and facilities for retraining is also a significant problem.

Review of Decisions

Mechanisms for reviewing an occupational body's decision to refuse a licence or certificate or to attach conditions or limitations to it are, in some occupations, altogether lacking or severely limited. Some occupations, notable the health professions, are subject to legislative provisions establishing an independent tribunal to review registration decisions. Some provide for an internal review with or without a statutory appeal to the courts. Others have no intermediate appeal mechanism and may or may not provide for an appeal to the courts. The scope of the appeal also varies; for one group of professions, for example, questions of academic and experiential equivalency are expressly excluded.

In addition, a review of complaints lodged with the Human Rights Commission and based on

discrimination related to place of training reveals a record of consistent failure for claimants. The primary reason for their lack of success does not appear to be related to the inability of complainants to make a case of discriminatory practice; rather, it appears related to the assertion by the occupational bodies of a defence that involves, and indeed capitalizes on, the fact that a systematic and reliable means to assess prior learning is not available.

The Proposed Solutions

Prior Learning Assessment

The fundamental problem facing occupational bodies and foreign-trained candidates alike is the necessity of determining, fairly and accurately what the candidate knows. Yet, making that seemingly simple determination is far from straightforward; indeed, to state the need in such simple terms is to trivialize it.

The Task Force is certain that both real and perceived access to professions and trades in Ontario can be improved through the creation of a mechanism specifically designed to assess the prior learning of people seeking to apply for entry to those occupations. Such a mechanism could consolidate and systematize current Ontario-based assessments of the level and type of learning completed by foreign-trained individuals to determine whether or not their education is equivalent to that required of Ontario trained individuals. This mechanism could capitalize on other Canadian, U.S., and British experience to improve significantly the current provisions in Ontario for assessment of what an individual has learned both formally and through experience. Current developments in the European Community offer other models of leadership in this area.

The Task Force supports the principle that occupational associations

bear the ultimate responsibility of ensuring the competence of members for the protection of the public. For this reason, it takes the position that the preparation and administration of all licensure examinations should remain under the control of the appropriate occupational associations and that these bodies should direct the development and/or articulation of a prescribed standard of performance for competence against which all candidates must be measured. It is also of the view that, as a general rule, clinical assessments are best conducted by the relevant occupational association.

The initial screening of applicants - the assessment of equivalency - is the stage in the process that is least standardized, most difficult, and most open to abuse. Although some prior learning assessment is already being carried out by educational institutions and occupational certification agencies, the Task Force believes that people throughout Ontario should have access to a more systematic mechanism for assessing their training. This mechanism should consider not only formal education - courses, degrees, diplomas, and certificates - but also knowledge gained through experiential learning. Such experiential learning would be subject to close scrutiny and would need the criteria as academic learning; it must be relevant and well documented; it must meet the same standard of competence required of Ontario-trained candidates as specified by the occupational bodies and/or relevant educational institutions; and it must assess what the candidate has learned and not merely represent the duration or contents of the experience.

A "PLAN" for Access

The Task Force proposes the creation of a Prior Learning Assessment Network (PLAN), to be an inde-

pendent agency operating under the aegis of one or more ministries.

Equipped with the necessary physical resources, linked into the international network of comparative education information, staffed by specialists in comparative education and assessment, and assisted and instructed by advisory bodies representing the various occupations and ethno-cultural groups, this agency would be in a position to provide detailed, accurate assessments of the prior learning of individuals for use in their applications for certification or licensure to occupational organizations. If the candidates were considered to have training equivalent to the Ontario standard, such assessments would entitle them to attempt any licensure to certification examination that the occupational body requires for admission. If the candidates' training were assessed as less than equivalent, the comprehensive nature of the assessments would enable them to determine precisely the retraining required.

Beneficiaries of such a scheme would of course include the occupational bodies themselves, who would be relieved of the expense and difficulty of assessing each individual applicant in a way that not only is but must appear even-handed. At the same time, through the mechanism of occupational advisory committees operating through PLAN, through the articulation of standard, and through the administration of licensure examinations, the relevant occupational bodies would retain control over the standards of competence required of each entering practitioner. The relationship between PLAN and each occupational group would be a close one, formalized through the advisory committees, with a significant transfer of information and expertise going on in both directions. Furthermore, PLAN would have the option, at the agency's discretion and subject to revocation if necessary, of delegating some or all of the assessment procedures to an

occupational body.

Educational institutions would also be served by such a mechanism. Although most universities and colleges, as well as the Ministry of Education, already have some means for assessing prior education of applicants from countries having high and sustained rates of immigration to Canada, many institutions appear to have no means for systematically assessing prior experiential learning and little capacity for assessing the educational credentials of individuals who may lack complete documentation or have arrived from countries having low or irregular rates of immigration to Canada.

Individuals would benefit, particularly those who wish to apply for certification or licensure in an occupation and need to have their prior learning assessed. We believe that those who currently are the most poorly served are people entering Canada with insufficient formal documentation, people who have left countries with relatively low rates of immigration to Canada, or who come from Third World or eastern bloc countries with only recent significant rates of immigration to Canada, and people who have relevant and useful competencies that were gained through experience rather than formal education.

Although these are the principal target groups, the Task Force is confident that the value of its recommendations will extend beyond them. People entering the marketplace directly would also benefit, as would their employers. Also benefiting would be people wishing to re-enter the workplace after an absence, a situation in which women often find themselves. The potential for discrimination in employment is likely to be significantly reduced as employers, presented with comprehensive and credible assessments, would no longer feel compelled or entitled to reject candidates with foreign or

otherwise unfamiliar training or experience simply because their level of training could not be determined.

The structure of this mechanism should derive from several principles that underpin other successful prior learning assessment systems. Not only must this mechanism be expert in assessment and in the training of assessors so that its work be valid and reliable, it must also be systematic if it is to be perceived to adhere to high standards.

The following characteristics are essential to the success of such a network:

- . It is public
- . It is accessible
- . It is comprehensive in its assessment strategies.
- . It is credible to those who use its services - educators, certifying bodies, employers and individuals.
- . It minimizes cost.

The specialization and economies of scale inherent in the prior learning assessment mechanism will mean greater overall efficiency than exists at present. The cost of such a system need not be substantial. A review of comparable models discloses that limited staffing should be adequate, and the physical facilities and purchase of other resources need not be expansive. The cost benefits to be gained have the potential, meanwhile, to be substantial. Some examples of such benefits include:

- The elimination or co-ordination of the now frequently duplicated effort evident among the occupational bodies themselves, the educational institutions, and assessment
- programs that currently offer limited services;
- the efficient gathering of information and the speedier integration of skilled individuals into the workplace
- the accurate allocation of

limited retraining resources to the candidates who require them and in response to their

- more precisely identified needs; and
- the enhanced mobility among related occupations for optimal use of human resources.

Although the primary function of PLAN is to be the assessment of prior learning, we also anticipate it will play a significant role in the validation of documents, in the dispersal of information, in counselling, and in directing candidates to appropriate retraining - functions closely linked to the assessment process itself, but currently not always conducted in a systematic manner.

Language Testing And Licensure Testing

Although licensure tests and language assessments should remain entirely within the professional bodies themselves, the introduction of some new procedures would benefit both the occupational bodies and the applicants themselves.

First, the same licensure examinations should be required of all candidates qualified to write them. An exception to this procedure might be made upon the presentation of a careful case setting out the particular equivalency that cannot be assessed by means other than an additional examination. It would also be necessary to demonstrate that it would be inappropriate to impose such an additional examination on domestically trained candidates. Availability of comprehensive assessments of prior learning should minimize the need for requiring additional examinations of foreign-trained candidates and, correspondingly, limit the grounds available to justify them. This procedure should be monitored and published through PLAN.

Second, to the extent this practice

is not being followed, procedures of licensure test development should be more standardized. The occupational body administering an examination as a prerequisite to licensure of certification should be obligated to demonstrate that the test has been developed and analyzed according to recognized professional standards. Such an analysis would ensure, to the extent possible, that the standard on any examination is fair, that its format and administration are appropriate, that the level of fluency required on it is appropriate to the occupation, and the examination is culturally appropriate. PLAN would play a role in the publication of such standards and would also be available to provide advice and referrals.

Third, although most occupational bodies rely on their licensure examination for language proficiency screening, this use is appropriate only if the examination has been scrutinized to ensure that the level of language proficiency required corresponds with that necessary to perform competently in that occupation, and that occupation-specific language is tested. Ideally, a specific language test would assess such proficiency. The use of standardized tests, such as the TOEFL, TSE, and MTB, should be phased out where they are relied upon as prerequisites to occupational licensure or certification.

Language Training And Occupational Retraining

Although some language training and occupational retraining are available through the numerous programs operating throughout the province, reductions in federal funding, as well as limited facilities and questionable eligibility criteria, mean that the training is not available to all who need it. The Task Force recommendations, although respecting these realities, reflect a conviction that these services are essential to the integration of foreign-

trained individuals into the workforce, with the result that their lack of availability itself carries a large cost to Ontario society. The use of more flexible, focused, and innovative delivery systems coupled with the recognition that learning can be acquired in more than one context is among the methods suggested for dealing with these difficulties. In addition, the Task Force supports targeting, in appropriate cases, of retraining facilities to candidates representing ethno-cultural groups that are in particular need of services. With respect to language training specifically, there is a need for programs geared to occupational qualifications and including occupation-specific language at an appropriate level.

Review Of Decisions

It is essential that candidates know the grounds upon which they are to be refused licensure or certification, that they have an opportunity to make the case against a refusal at an early stage in the process, and that they have a statutory right to obtain a review of a negative decision. Such a responsive appeal structure should be available to candidates in all occupational groups.

Rights under the Human Rights Code, 1981, for individuals who encounter discrimination on the basis of their place of education or training, must also be clarified, and claims must be facilitated. The objective, however, is not to bring people to courts and tribunals but to minimize the need for such remedies: to build bridges over the barriers. The creation of an independent agency to co-ordinate and oversee the most difficult and contentious aspects of licensure and certification will accomplish that most desirable end.

A Structural Solution

Although the barriers to entry do not apply universally to all occupa-

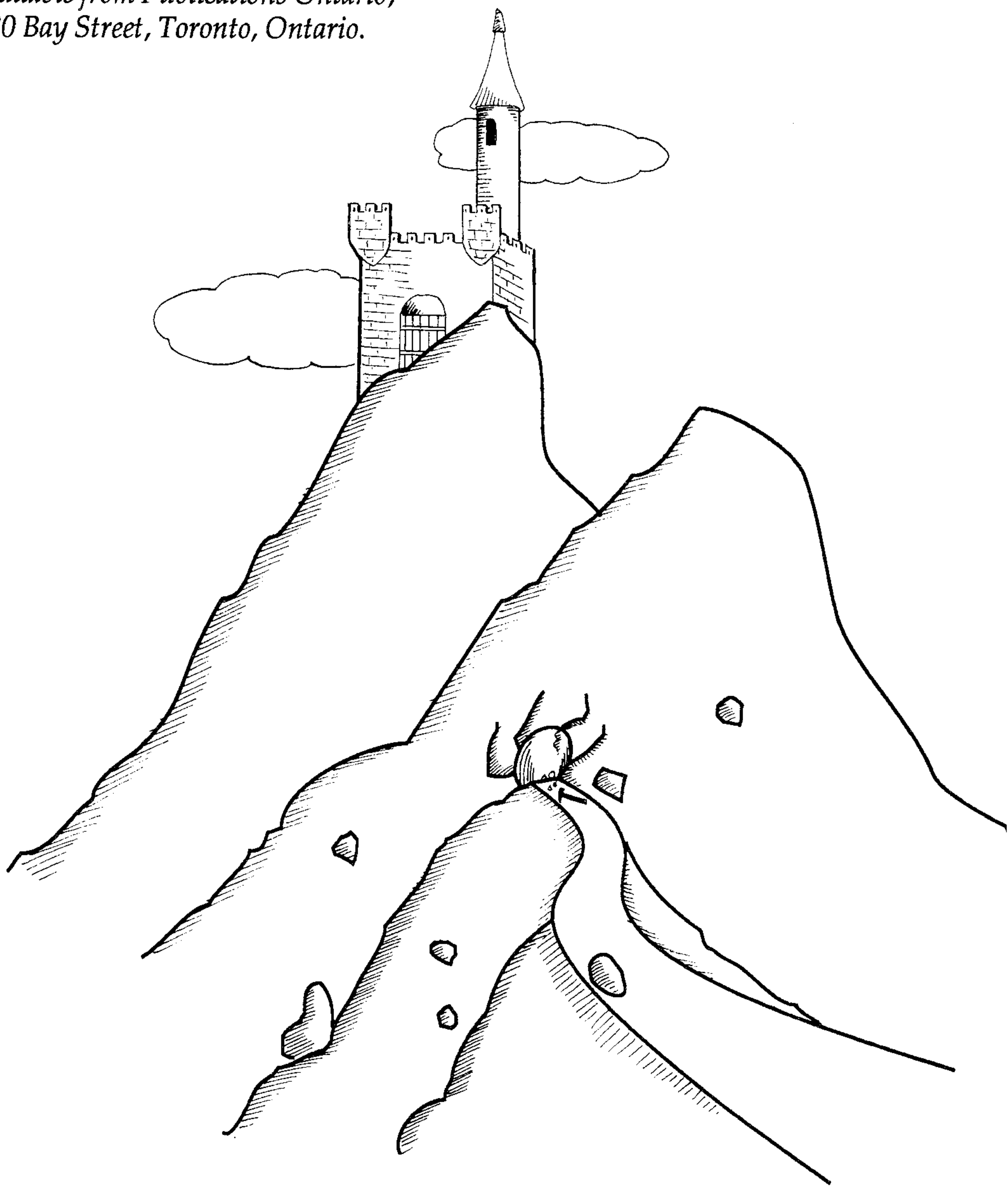
tions in Ontario, it is fair to say that they apply generally. There are occupations in which detailed and comprehensive assessments of prior learning are being undertaken; there are occupations that are currently taking steps through formal test development and validation to ensure that their licensure or certification examinations reflect recognized standards of fairness; and there are a number of occupations in which are reflected adequate and comprehensive appeal rights. There are, however, few occupations in which it can be said that none of the barriers is operating.

It is in the light of this widespread and generalized evidence of practices which are discriminatory, albeit unintentionally, that the Task Force proposes a broad structural solution rather than a patchwork of lesser remedies to meet individual problems. The number of applicants with foreign training is in some occupations very large, in others quite small. Yet the need of the latter group for direction in the assessment of such candidates is also clear; indeed, because it lacks the opportunity to develop any expertise in such assessment, this group stands to benefit significantly. The solution also recognizes the changing demographics of modern times, in which mobility both among jurisdictions and among occupations is on the rise. Programs being introduced in the European Community and bordering states, for example, will result in greatly enhanced freedom of movement between jurisdictions. The changes the Task Force propose have the potential for bringing Ontario into an ever-increasing network of jurisdictions throughout the world in which this demographic reality, rather than being denied or discouraged, is enjoyed to full advantage and for the benefit of all.

It is essential, however, that the introduction of the institution should be seen as evolutionary rather than revolutionary: it will take time for occupational groups and in-

dividuals to adapt to its presence and accept as credible its decisions. Although the Task Force has suggested a phase-in period of three years before full operation, in some cases, for some functions, even that may not be enough. Ideally the idea an institution should grow, with the cooperation and support of the populations they are meant to serve; too early or too rigid an imposition of the scheme is more likely to hinder than help the process.

Copies of this 500 page report 'Access! Task Force on Access to Professions and Trades in Ontario' (October 1989) are available from Publications Ontario, 880 Bay Street, Toronto, Ontario.



PERSPECTIVES

Access to Government Services

The years since 1971 have seen an increasing awareness of the place of multiculturalism within a bilingual framework as part of the Canadian definition. The proclamation of a Policy on Race Relations and the passage of the revised Human Rights Code at the provincial level in Ontario puts the question of access to government services firmly within the democratic rights of every citizen regardless of race and many other characteristics. At the same time, it should be noted that many communities have formed common-interest groups to lobby for their interests and to further their progress within the greater society. The question of access to government services thus has two components: efforts on the part of government to communicate with people and to deliver services more effectively; and efforts on the part of local communities to organize self-help groups and to reach out on behalf of their members to agencies which can help them.

The recent studies on access to government services fall within this framework. They are focused either on a particular service (such as health, education, law) that could be more effectively delivered, or on the particular needs of a specific group of people within the society.

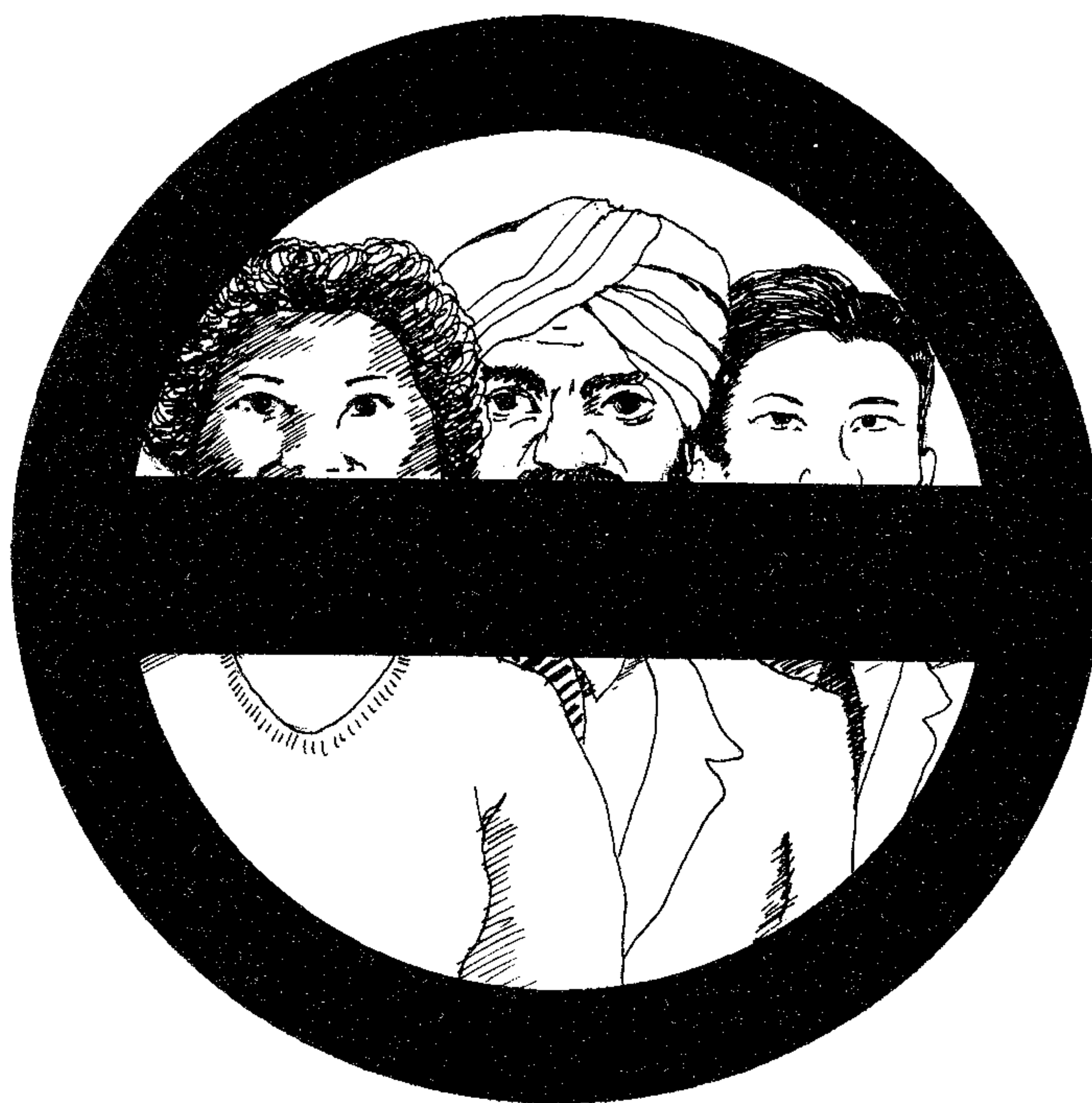
One of the early studies was the Report of the Task Force on Equal Opportunity of the Ontario Advisory Council on Multiculturalism and Citizenship (1982). It undertook to examine a random sample of roughly one-third of the 270 agencies of the Ontario Government. It found that there were no discernible criteria for appointments to councils, boards and commissions other than regional considerations in some agencies. Secondly, no clear

selection process was discernible; and thirdly, the composition of agency membership was primarily of British descent, and male. Although this report was relatively brief and had some notable methodological inaccuracies, its findings were overwhelming, and they are still perceived to be the case today.

Another report of this era is the Report of the Task Force on the Portrayal of Racial Diversity in Government Advertising and Communications to the Cabinet Committee on Race Relations (1982). This task force commissioned two research studies, one on the reactions of 200 non-racial minority individuals to a "Test" commercial that featured racial minorities and a "Control" commercial with no racial minorities on a subject of high Canadian interest: the Ministry of

Energy's advice on preparing the house for winter. The other study assessed public attitudes toward the portrayal of racial minorities in government advertising and communications. The research results showed only a very limited objection to the portrayal of racial diversity in government advertising and overwhelming support for it.

The report which came closer to dealing with access was the Equality Now! report of the Federal Special Parliamentary Committee 1984. This report concentrated on various sectors of society such as the law, education, or employment. In many of the recommendations, there is a clear message that every citizen has rights to full access and participation in Canadian society. However, many citizens (notably those of racial minorities) do not perceive



equal access and participation to be achieved.

Meanwhile, various reports were also being prepared on these issues with reference to the needs of specific racial minority groups. The Ontario Task Force on Native People in the Urban Setting produced several reports in the early 1980's. One report focused specifically on accessibility and noted that geographical distance, awareness of programmes, and eligibility criteria constituted barriers to access, but these could be potentially overcome by client resources such as time, money, transportation and motivation. (Maidman 1981, p. 60.) However, the author notes that both service and client factors may prevent access to services altogether.

Another report on the needs of Native women in Thunder Bay (Shattered Dreams) detailed the suffering of the "*poorest of the poor*" (p. 6) and made recommendations for improving employment training programmes for improving government services, for developing and improving relevant services such as daycare, and for implementing an affirmative action programme at the provincial and federal levels to recruit Native women.

Reports have also been written from the municipal perspective as a result of co-operation with municipal officials, advisory bodies, and local community groups. One example is *Access: Availability of Cross Cultural Educational and Social Services* produced by the Cross Cultural Project Management Committee of the North York Inter-Agency Council. It points to several issues of specific concern to municipal governments such as training of office staff, immigrant Seniors and women, child welfare, services to the disabled youth unemployment, and specific implications of multicultural policy for municipal governments. It recommends that staff of the traditional or mainline agencies need to be specifi-

cally trained to serve multicultural/multiracial populations, that boards of directors reflect the diversity of the community and that specific racial and ethnic groups who are providing parallel services should make their services, needs, and leadership better known.

Another municipal report is *Multicultural Access to City Service* (1987) written for the City of Toronto as a result of consultation with the Mayor's Committee on Community and Race Relations and racial and ethnic groups in the city. The specific issues of access were those specific to municipal government departments: communication, parks and recreation, city facilities, community planning, housing buildings, public works and so on. Many of the solutions proposed concentrated on more effective ways of communicating with City residents and of training office staff. However, a section on Multicultural Review Process details how the City proposes that "*departments regularly examine their policies, programmes and operating practices with a sensitivity to racial and ethnic differences and relevant issues in multiculturalism and race relations.*" It also provides for a plan of action to improve effectiveness (p. 17). Details are given of the four phases of Review: planning, analysis, design and implementation. These proposals go much further than previous reports in specifying ways in which access for racial minorities be built into the management strategy for government.

A report which has had considerable publicity is that of the Social Planning Council of Metropolitan Toronto: *Access to Health and Social Services for Members of Diverse Cultural and Racial Groups* (1987). It was a project with wider scope than the previous studies, and is based on interviews with respondents from 135 health and social service organizations in Metropolitan Toronto. Four case studies were also undertaken with organizations that have provided leadership in the

area of access. The main findings of the report are briefly summarized as follows: While mainstream agencies recognize that barriers exist, they experience difficulty in responding to them, fail to articulate strategies for ameliorating problems, and lack the financial resources to improve access. There is widespread discontent among consumers, because of lack of information, difficulties with personnel, and cultural and linguistic factors. The solutions identified are better provision of information, recruitment of staff and members of boards and management from the consumer population, and better provision of programmes. There are many other suggestions made in the report with regard to staff training, funding of agencies, and general societal change.

The second volume of the report gives a detailed analysis of a programme of action that could bring together the mainstream health and social service organizations and the ethno-specific ones from being "two solitudes" that exist side by side. The report proposes that a new concept of the relationship between the two sub-systems is required so that linkages develop, collaboration occurs, and joint activities are carried out. The basic assumption underlying these conclusions is that the present relationship between mainstream organizations and ethno-specific agencies will have to change. The historical role of the mainstream agency as service provider and the ethnocultural or racial group as the client is no longer a reality.

Issues of access to the welfare system is addressed in the report (August 1987) of the Multicultural Advisory Group of the Social Assistance Review Committee of Ontario *Report on Multiculturalism and Social Assistance*. The group consists of representatives from fourteen organizations that are primarily involved in the provision of social and community services to immigrants. The report takes as its starting point the problems faced by

immigrants which are connected to poverty and relates them to a broad range of social institutions that are primarily a provincial responsibility. A reading of the briefs submitted to the Social Assistance Review Committee from multicultural organizations leads the group to conclude that the system is not meeting basic physical needs, lacks sensitivity and compassion, lacks consistency, and is unable to communicate effectively with recipients of community organizations. Moreover, the problems are exacerbated for specific groups which face discrimination on the basis of their immigration status: sponsored immigrants, domestic workers, and refugee claimants. The report makes many specific suggestions for revising the mechanics of the provision of social assistance. For example, the provision of funding for immigrant aid agencies as short-term projects causes hardship, prevents effective planning and service delivery, and there is a need for continued core funding. The report also points out that many non-governmental agencies working with immigrants are very short-staffed and do not have time to provide interpreter services for individual clients or for institutions. The report emphasizes the need for improved translation and interpreter services in the government system, and for affirmative action and sensitivity training for front-line workers who serve non-English speaking immigrants and minority communities. The specific needs of women are also discussed in the report, particularly their role as providers of health care in their own families. The conditions that cause emotional and mental stress among women with overwhelming household and employment responsibilities, with low income, and few social supports are also reported. Specific needs for child care are also emphasized.

All of these reports show that access to government services is a symptom of a much more complex

situation of social disequilibrium. Service delivery is still based on earlier concepts of government and agencies as "mainstream" and the multicultural/multiracial population as the consumers.

The purpose of the study, *Access to Government Services By Racial Minorities* (Ontario Race Relations Directorate, November 1987), was to discover if there are perceived barriers to racial minorities in access to government services. The study explores the perceptions of selected racial minority spokespersons in five urban centres throughout Ontario concerning the service needs of racial minorities, the problems encountered in obtaining government services, and the barriers to the receipt of equitable treatment in service delivery.

The study found that the most important community needs were employment, education, housing and health care. The major sources of assistance for their problems were, in order of importance, friends and relatives, community agencies, churches or religious groups, professionals known to them, and only lastly government services.

Client-based reasons for not using government services were lack of awareness of programmes, difficulties with spoken and written language, and cultural barriers.

The reasons for lack of use of government services attributed to characteristics of the government itself were, in descending order of importance, Services:

- insensitivity of government employees
- lack of understanding of racial minorities
- poor telephone reception skill
- lack of referrals to other departments
- lack of information in an appropriate language
- overt racial discrimination

- problems over jurisdiction (Native peoples)

Representation: lack of representation of racial minorities in government

- politically
- on boards and commissions
- at management level
- in civil service staff positions.

Accès aux services gouvernementaux

Depuis 1971, le Canada se définit de plus en plus par une conscience accrue de l'importance du multiculturalisme dans un contexte bilingue. L'Ontario a adopté une politique en matière de relations interraciales et promulgué le Code des droits de la personne au niveau provincial, stipulant que tout citoyen a le droit démocratique d'accéder à tous les services gouvernementaux, quelles que soient sa race ou nombre d'autres caractéristiques. En même temps, il convient de noter que de nombreuses collectivités ont constitué des groupes de pression pour faire avancer leur cause au sein du reste de la société. La question de l'accès aux services gouvernementaux comporte donc deux éléments : les efforts déployés par les pouvoirs publics pour entrer en contact avec les gens et assurer l'efficacité de la prestation des services et les efforts que les collectivités locales déploient pour organiser des groupements visant à favoriser leur autonomie et à aborder, au nom de leurs membres, les organismes susceptibles de les aider.

Les études qui ont été effectuées récemment sur l'accès aux services gouvernementaux entrent dans cette catégorie. Elles se rapportent soit à la prestation de services précis (comme la santé, l'éducation, la loi) dont on pourrait accroître l'efficacité, soit aux besoins particuliers d'un groupe de gens spécifique au sein de la société.

Le rapport du groupe d'étude sur l'égalité des chances du Conseil consultatif des relations civiques et multiculturelles de l'Ontario (1982) était parmi les premiers. Il s'était donné pour mandat d'examiner un échantillon aléatoire d'environ un tiers des 270 organismes du gouvernement de l'Ontario. Le groupe d'étude a constaté l'absence de

critères discernables régissant la nomination des candidats aux divers conseils, commissions et offices, en dehors des considérations régionales dans certains organismes. En deuxième lieu, on ne pouvait discerner aucun processus de sélection précis; et en troisième lieu, les membres des organismes étaient essentiellement d'origine britannique et de sexe masculin. Il faut dire que ce rapport était relativement court et qu'il laissait à désirer sur le plan de la méthodologie, mais ses conclusions étaient écrasantes, comme c'est d'ailleurs encore le cas aujourd'hui.

Le rapport du groupe d'étude sur la représentation de la diversité raciale dans la publicité et les communications du gouvernement date de la même époque (1982). Il a été soumis au Comité ministériel sur les relations interraciales. Le groupe d'étude a fait effectuer deux études de recherche, l'une sur la réaction de 200 personnes ne faisant pas partie d'une minorité raciale à deux messages publicitaires, le premier message mettant sur scène des membres d'une minorité raciale et l'autre non, sur un sujet qui suscite un vif intérêt chez le public canadien : les conseils du ministère de l'Énergie sur les préparatifs de la maison en vue de l'arrivée de l'hiver. L'autre étude avait trait à l'évaluation des attitudes du public à l'égard de la représentation de membres des minorités raciales dans la publicité et les communications du gouvernement. Les études n'ont guère révélé d'objections à la représentation de membres de minorités raciales dans la publicité du gouvernement et elles ont montré que beaucoup de gens étaient en faveur.

Le rapport qui cerne de plus près la question de l'accès est intitulé «L'Égalité, ça presse!» et résulte d'un

comité parlementaire spécial du gouvernement fédéral de 1984. Ce rapport se concentrait sur divers secteurs de la société comme le droit, l'éducation ou l'emploi. Nombre des recommandations insistent clairement sur le message que tous les citoyens ont le droit d'accéder et de participer pleinement à la société canadienne. Et pourtant, de nombreux citoyens (notamment ceux qui sont issus des minorités raciales) n'ont pas le sentiment que ce soit le cas.

Entre-temps, on a effectué divers autres rapports sur ces questions, à propos des besoins des groupes particuliers de minorités raciales. Le groupe d'étude de l'Ontario sur les autochtones en milieu urbain a diffusé plusieurs rapports au début des années 80. L'un des rapports avait trait à la question de l'accessibilité; il avait constaté que certains facteurs comme l'éloignement géographique, l'ignorance des programmes et des critères d'admissibilité constituaient des obstacles à l'accessibilité, qui pourraient être aplanis par des ressources des bénéficiaires, notamment, du temps, de l'argent, des moyens de transport et la motivation. (Maidman 1981, p. 60.) Cependant, les auteurs ont constaté que les facteurs relatifs aux services, autant que les facteurs relatifs aux bénéficiaires, entravaient l'accessibilité aux services.

Un autre rapport sur les besoins des femmes autochtones à Thunder Bay (*Shattered Dreams*) décrit la très grande misère de ces gens et formule des recommandations visant à améliorer les programmes de formation professionnelle, pour renforcer les services gouvernementaux, pour élaborer et améliorer des services pertinents tels que les garderies d'enfants et pour mettre en oeuvre

un programme d'action positive aux niveaux provincial et fédéral pour recruter des femmes autochtones.

On trouve également des rapports rédigés du point de vue des municipalités en collaboration avec les responsables municipaux, les organismes consultatifs et les groupes communautaires locaux, comme le programme Access : Availability of Cross Cultural Educational and Social Services (disponibilité de services multiculturels en matière d'éducation et de services sociaux), sous l'égide du North York Inter-Agency Council (comité de gestion de projets multiculturels). Ce rapport signale plusieurs questions qui touchent particulièrement les administrations municipales, dont la formation du personnel de bureau, les immigrants du troisième âge et les femmes immigrantes, le bien-être de l'enfance, les services destinés aux adolescents handicapés en chômage et les répercussions particulières de la politique multiculturelle pour l'administration municipale. Le projet recommande que l'on sensibilise le personnel des organismes «dominants» traditionnels aux besoins particuliers des populations multiculturelles et multiraciales, que l'on nomme aux conseils d'administration des personnes qui reflètent la diversité de la communauté et que l'on attire l'attention du public sur les services, les besoins et le leadership des groupes ethniques et raciaux particuliers qui fournissent des services parallèles.

L'autre rapport municipal s'intitule «Multicultural Access to City Service» (accès des minorités multiculturelles aux services de la ville) 1987, que la Ville de Toronto a rédigé après avoir consulté le comité du maire sur les relations communautaires et interraciales et des groupements ethniques de la ville. Les questions particulières de l'accessibilité qu'il aborde ont trait aux services de l'administration municipale : communications, parcs et loisirs, aménagements de la ville, aménagements communautaires,

logements, travaux publics, etc. Nombre des solutions proposées avaient trait aux moyens efficaces d'améliorer la communication avec les résidents de la ville et le personnel du bureau de formation. Cependant, une section consacrée au processus de l'examen du multiculturalisme invite les divers services de la ville à examiner régulièrement les politiques, les programmes et les pratiques en se montrant particulièrement sensibles aux différences raciales et ethniques et aux questions pertinentes du multiculturalisme et des relations interraciales. Il prévoit également un plan d'action visant à accroître l'efficacité (page 17). Il fournit des détails sur les quatre phases de l'examen : la planification, l'analyse, l'élaboration et la mise en oeuvre. Ces propositions fournissent beaucoup plus de détails que les rapports précédents sur les manières d'assurer l'accessibilité des minorités raciales dans la stratégie de gestion de l'administration.

Le rapport du Conseil de la planification sociale de la communauté urbaine de Toronto a causé beaucoup d'émotion. Intitulé «*Access to Health and Social Services for Members of Diverse Cultural and Racial Groups*» (accès des membres des minorités culturelles et raciales aux services sociaux et de santé) 1987, ce projet, d'une plus grande portée que les études précédentes, reposait sur des entrevues réalisées auprès de 135 organismes de santé et de service social dans la communauté urbaine de Toronto. Quatre études de cas ont également été entreprises auprès d'organismes qui ont pris les devants en matière d'accessibilité. Les principales constatations du rapport se résument ainsi : Même si les organismes dominants reconnaissent l'existence d'obstacles, ils ont de la difficulté à les aborder, ils manquent de formuler des stratégies pour remédier aux problèmes et ils ne disposent pas des ressources financières voulues pour améliorer l'accessibilité. On note un

mécontentement général parmi les bénéficiaires, en raison du manque d'information, des heurts avec le personnel et des facteurs culturels et linguistiques. Parmi les solutions proposées, on note une meilleure information, le recrutement de personnel, de membres des conseils d'administration et de direction parmi la population des bénéficiaires et l'amélioration des programmes fournis. Le rapport propose beaucoup d'autres suggestions en matière de formation de personnel, financement des organismes et changements de la société.

Le second volume du rapport fournit une analyse détaillée du programme d'action qui pourrait rapprocher les organismes «dominants» de santé et de service social et les organismes qui se réclament d'une ethnie particulière. Pour faire cesser la situation de «deux solitudes» qui coexistent dans le silence, le rapport propose un nouveau concept de relations entre les deux sous-systèmes afin de favoriser les liens, la collaboration et le partage. Ces conclusions reposent sur une supposition fondamentale sous-jacente, notamment que le rapport actuel entre les organismes «qui desservent l'ensemble de la population» et les agences ethno-spécifiques devra changer. Dans le passé, l'organisme «dominant» jouait le rôle de pourvoyeur de services, tandis que l'agence ethnoculturelle ou raciale était sa bénéficiaire. Or, ce n'est plus le cas.

Transitions, le rapport du groupe consultatif sur le multiculturalisme et l'aide sociale de l'Ontario du Comité d'examen de l'aide sociale, aborde la question de l'accessibilité au système de l'aide sociale. Le groupe est constitué de représentants de 14 organismes qui s'occupent essentiellement de services sociaux et communautaires aux immigrants. Le rapport commence par les problèmes matériels auxquels les immigrants font face, et les relie à un large éventail d'institutions sociales qui relèvent principalement de la province. Les

mémoires soumis au Comité d'examen de l'aide sociale par divers organismes multiculturels ont amené les auteurs à conclure que le système de l'aide sociale ne parvient pas à satisfaire les besoins matériels de base, qu'il manque de sensibilité, de compassion, de rigueur et qu'il n'arrive pas à communiquer de manière efficace avec les «bénéficiaires» des organismes communautaires. Les problèmes sont d'autant plus graves que certains groupes font face à la discrimination en raison de leur statut, notamment les immigrants parrainés, les employés de maison et les réfugiés.

Le rapport propose beaucoup de mesures particulières pour réviser le mécanisme d'attribution de l'aide sociale. Par exemple, la modalité visant le financement des organismes d'aide aux immigrants, considéré comme un projet ponctuel, provoque des difficultés, entrave la planification efficace et la prestation de services, alors que l'on aurait besoin de financement de base continu. Le rapport signale également que de nombreux organismes non subventionnés qui collaborent avec les immigrants manquent de personnel et n'ont pas le temps de fournir des services d'interprète pour chaque client ou pour les établissements. Le rapport souligne le besoin d'améliorer les services de traduction et d'interprétation dans le système public, et la nécessité d'adopter une action positive, de sensibiliser le personnel en contact avec des immigrants qui ne parlent pas anglais et des collectivités minoritaires. Le rapport aborde également la question des besoins particuliers des femmes, surtout dans leur rôle de dispensatrices de soins de santé dans leurs propres familles. Le rapport examine également les causes du stress affectif et mental des femmes économiquement faibles, qui assument de nombreuses responsabilités ménagères et professionnelles, et qui ont peu de sources de soutien social. On souligne

également le besoin de garderies d'enfants.

Tous ces rapports montrent que l'accès aux services gouvernementaux est symptomatique d'une situation beaucoup plus complexe de déséquilibre social. La prestation des services repose toujours sur des concepts périmés de gouvernement et d'organismes «dominants», qui considèrent la population multiculturelle et multiraciale comme des bénéficiaires.

L'objet de l'étude intitulée «*Access to Government Services By Racial Minorities*» (accès des minorités raciales aux services gouvernementaux) de la Direction générale des relations interraciales de l'Ontario, novembre 1987, était de voir s'il existait des obstacles perçus à l'accès aux services gouvernementaux par les minorités raciales. L'étude examine les perceptions de porte-parole de diverses minorités raciales dans cinq centres urbains en Ontario sur les besoins des minorités raciales en matière de services, les problèmes auxquels ils font face pour obtenir des services gouvernementaux et les obstacles qui s'opposent à la réception d'un traitement équitable dans la prestation des services.

L'étude a constaté que l'emploi, l'éducation, le logement et les soins de santé constituaient les principaux besoins de la collectivité. Les principales sources d'aide pour tous leurs problèmes étaient, par ordre d'importance, les amis et la famille, les organismes communautaires, les églises ou groupements religieux, les membres des professions libérales qu'ils connaissaient et, en dernier lieu, les services gouvernementaux.

Pour expliquer pourquoi ils n'utilisaient pas les services gouvernementaux, les clients éventuels ont dit qu'ils n'étaient pas au courant des programmes, qu'ils avaient des difficultés à s'exprimer ou à écrire en anglais et qu'ils se heurtaient à des barrières culturelles.

Les raisons attribuables aux pouvoirs publics (raisons pour lesquelles les gens n'utilisaient pas les services gouvernementaux) étaient les suivantes, par ordre d'importance décroissante :

- manque de sensibilité des employés publics
- manque de compréhension des minorités raciales
- manque de tact de la réceptionniste au téléphone
- manque de renvoi à d'autres services
- manque de renseignements dans une langue donnée
- discrimination raciale flagrante
- problèmes d'autorité (Autochtones)

Représentation : manque de représentation des minorités raciales au gouvernement

- parmi les élus politiques
- à la tête des conseils et commissions
- au niveau de la direction
- aux postes de la fonction publique

FINDINGS

Access to Employment Training

Racial minorities continue to suffer a disproportionately higher unemployment and underemployment rate. The inequitable participation of racial minorities in the labour force continues to be a serious problem. A number of different strategies have been pursued in Canada to address the barriers faced by racial minorities in gaining equal access to employment. One would presume that publicly supported occupational training programs should be one strategy for redressing these inequities. However, as the *Abella Royal Commission on Employment Equity* noted, "The communications systems to connect potential trainees with programs and graduate trainees with jobs are undeveloped at best. It is particularly difficult for people who live in geographic or personal isolation to learn easily what training programs are available or, having completed training, what job possibilities exist".

According to CEIC ("Success in the Works", April 1989): "The proportion of visible minorities, who at present comprise 60 percent of total immigrants to Canada, is anticipated to increase to 70 percent by the turn of the century and to constitute approximately half of the annual growth of the labour force". The skill levels of minorities vary greatly, but the proportion with higher level qualifications is above average. As a source of skilled or potentially skilled labour, racial minorities are clearly important to Canada's economic growth.

Minorities in the workforce are a critical human resource whose reservoirs must be tapped to maximize Canadian labour force participation and productivity potential. But are publicly supported employment training programs ensuring that racial minorities can make their full

contribution in an adequately trained workforce? Are they helping to break the bonds of labour market inequality, or are they in fact exacerbating labour market inequalities? The following reports from the U.S. and the U.K. appear to suggest that training programs are not part of the solution, but contributors to the problem.

Black Underrepresentation in U.K. Job Training

A Cause for Concern: Ethnic Minority Youth and Vocational Training Policy

Malcolm Cross, Centre for Research in Ethnic Relations, Warwick, January 1987

Looking at data from 1981, this report found that the job placement rate of the employment training programs of the Manpower Services Commission, in a period of rising general unemployment, experienced dramatic declines. The proportion of white adults in employment three months after completion of their retraining course fell from 69 percent to 53 percent. For ethnic minorities the fall was similar, from 48 percent to 36 percent. In fact by the close of that year less than a half of whites (46 percent) and under a third of blacks (30 percent) were working in the trade for which they had been trained.

In looking at the placement rate of youth training programs, in 1978, 68 percent left to enter employment but by 1981 the figure was 35 percent. Although the ethnic minority work placement rate varied from region to region it was unlikely to have exceeded 20 percent overall by 1981.

The view prevailed that ethnic minorities were in need of remedial provision and "preparatory courses" which were designed to overcome their putative deficiencies in employability.

As a consequence, black youth were more likely to be found in training programs catering to the least employable i.e. those with the highest level of remedial provision. One study found that 'non-whites' were almost three times as likely as whites to be on preparatory and remedial courses.

This situation was not viewed as a reflection of labour market inequalities but simply as a result of cultural preferences. Black unemployed were perceived as suffering a 'disadvantage' which can be remedied by 'non-occupational' training.

In 1981, 15.7 percent of white males in the 16-29 age group born in the U.K. were unemployed, compared with 36.7 percent of the 'non-white' males in the same age group.

Since 1981 ethnic minorities are still disproportionately located in preparatory, 'non-vocational' training with a tenuous or non-existing connection with the labour market, and significantly underrepresented in those programs that offer "the most realistic workplace experience and training". Analyses of 1985 data shows that only 37 percent of the minorities who should be in these superior programs are there in fact. More than twice the proportion of minorities are in the 'preparatory' programs than should be there, if the distribution was not correlated with racial origin.

Overall, nearly two out of three white youth can expect to end up in employment after completing a

training program, whereas little more than a third of Afro-Caribbean or Asians can expect a job after successfully finishing a course.

**In Quest of Training
In Search of Employment and
Training: Experience and Per-
ceptions of Redundant Asian
Textile Workers in Lancashire.**

*Commission for Racial Equality,
London, 1987.*

In looking at the experience of redundant Asian textile workers, this research project found their success rate in obtaining employment or training was extremely low. It also found that the Job Centres (the U.K. equivalent to the Canada Employment Centres) played only a minimal role in their search for employment and training opportunities. Pre-eminent among the reasons suggested for this was the fact that nearly three-fifths of the sample were unable to communicate in written and/or English. This not only limited their ability to take advantage of employment centre services, but also affected adversely their success in direct prospecting for jobs. However, the problem was by no means confined to this group; others with a better facility in English also felt that their distinctive needs were not properly understood by the overwhelmingly white staff in the official employment and training agencies.

These conclusions support other U.K. studies which found that *"Asians stood out as a group who were substantially less likely to benefit from the employment service than others"*.

Despite the massive scale of redundancies and closures in the textile industry, there was at the time of the survey (mid 1980) an increased demand within the engineering industry in some parts of Lancashire for additional skilled and semi-skilled workers; indeed, employers were on record as saying that they had difficulty recruiting in sufficient

numbers workers of the calibre they were seeking. In other industries too, jobs were available mostly at skilled or semi-skilled levels. The only way out of the difficult situation was for such redundant Asian workers to be given appropriate training.

The need to find jobs outside textiles and to undergo suitable training was appreciated by over three-fifths of respondents. In particular, the research project identified over 50 Asians out of a sample of 175 under 35 years of age, who were strongly attracted by the prospect of employment in engineering and, with appropriate training, could have had a substantial contribution to make to that industry. Despite this, only eleven of the follow-up sample of 100 actually made deliberate enquiries about skillcentre training. Several different reasons emerged for this poor response:

(i) Lack of success in obtaining training places appeared to have discouraged others from making enquiries. None of the 11 who enquired at the Jobcentre for training was accepted for full skillcentre training. Two completed a short training course in engineering, but both were subsequently rejected for full skillcentre training because of inadequate language skills. Of the remainder, some were told of long waiting lists and some were told that they were not of the right academic standard. One respondent was told that he was over-qualified.

(ii) They were very uncertain what trades they would wish to train for, and responded that they needed advice, preferable from an Asian adviser with whom they could also discuss any difficulties during training. They mentioned a number of engineering trades, but it was clear that their choices were based on a very narrow range of experience; fundamentally they lacked any real informa-

tion about industries in this country other than textiles.

(iii) Some of the sample had friends who had completed skillcentre courses, but had been unable to find work. Hence they had doubts about this type of training improving their prospects.

(iv) Many of the interviewees tended to regard training as job-specific to be provided by the company at the start of employment. They therefore had no expectation of going on courses to develop a broad-based trade skill as opposed to the narrowly-defined training for a particular job.

(v) There was a fear of tests and exams. They felt that if they were tested alongside English applicants, they would not have the same reading and (often) numeracy skills. Only one or two compared themselves positively with white potential candidates for training.

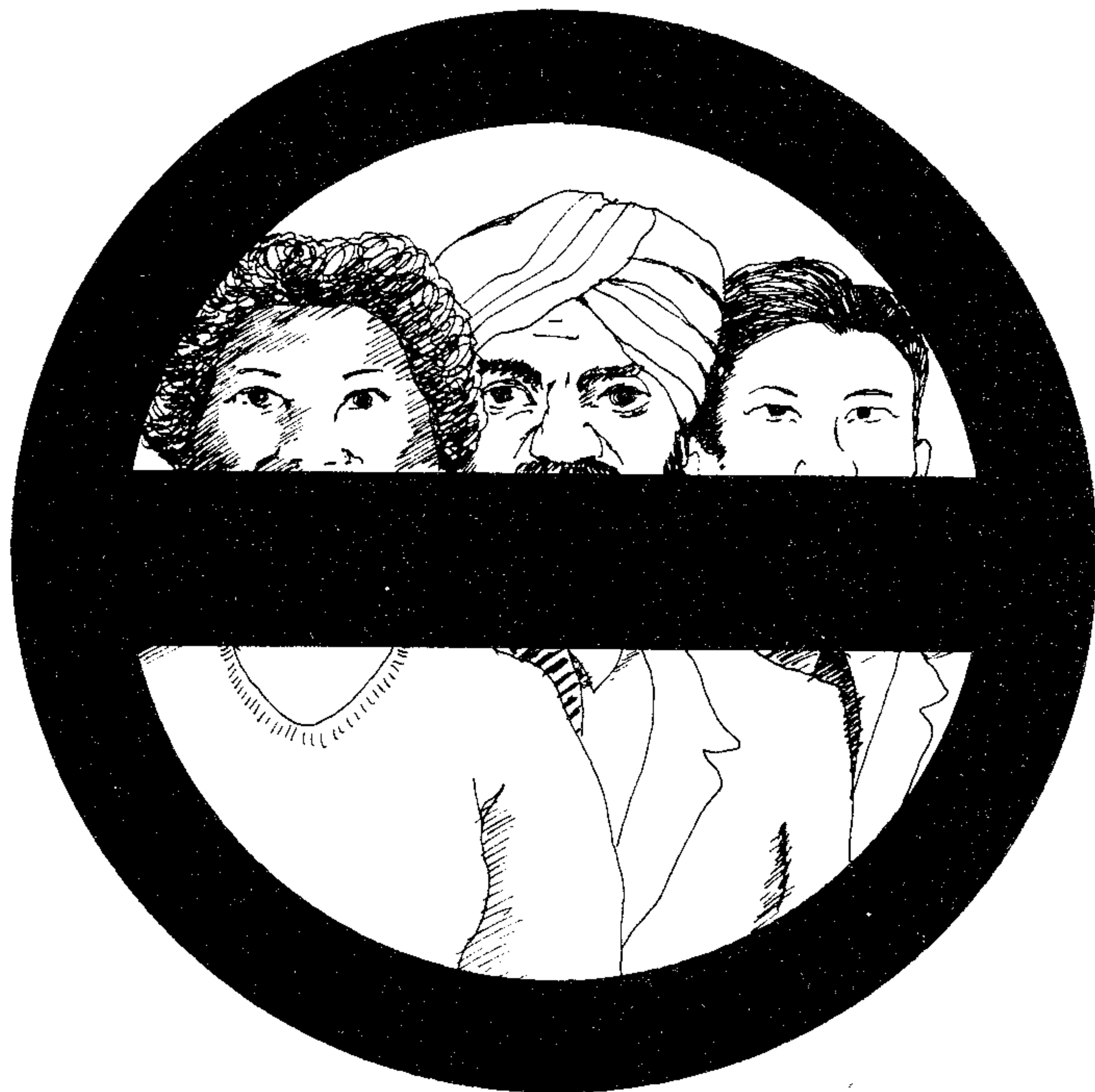
(vi) Few of the post-45 age-group believed that there could be suitable training for them, or alternatively they felt that they were already too old to learn and focused their energies on acquiring work in trades familiar to them.

(vii) There was a feeling among some that higher wages were obtained through night shift working combined with piece-work payments rather than from skilled work.

Accès à la formation à l'emploi

Les membres des minorités raciales continuent d'accuser des taux de chômage et de sous-emploi disproportionnés avec leur nombre. L'inégalité que l'on constate dans la participation des minorités raciales à la population active reste un problème grave. Le Canada a adopté diverses stratégies pour tenter d'aplanir les obstacles auxquels font face les minorités raciales pour atteindre l'égalité d'accès à l'emploi. Il semblerait que des programmes de formation professionnelle financés par les fonds publics permettraient de remédier aux inégalités. Or, comme l'a montré la Commission royale sur l'équité en matière d'emploi présidée par Madame la juge Abella, le système de communication voulu pour orienter les candidates et candidats à la formation vers les programmes et trouver un emploi aux diplômés n'est guère développé. Les gens qui demeurent dans un endroit éloigné ou qui sont isolés ont beaucoup de difficulté à se renseigner sur les programmes de formation disponibles ou à trouver un poste une fois qu'ils ont reçu la formation en question.

Selon les statistiques d'Emploi et Immigration Canada (Le nouveau mode d'emploi - Profil de la croissance du marché du travail, avril 1989), la proportion des membres des minorités visibles qui, à l'heure actuelle, est de 60 % du nombre total d'immigrants au Canada, passera à 70 % au tournant du siècle et représentera près de la moitié de la croissance annuelle du marché du travail. Le niveau de compétence des membres des minorités varie beaucoup, mais la proportion de ceux qui possèdent un niveau élevé de compétences dépasse la moyenne. Il est bien évident que les minorités raciales constituent un élément important de la croissance



économique future du Canada, comme source de main-d'oeuvre spécialisée ou susceptible de le devenir.

Les minorités dans la population active constituent une ressource humaine essentielle dont il faut tirer parti pour maximiser la participation à la vie active de la population canadienne et la productivité potentielle du pays. Il reste à voir si les programmes de formation à l'emploi financés par les deniers publics visent à favoriser la contribution totale des minorités raciales à une population active convenablement formée. Ces programmes permettent-ils de briser les chaînes de l'inégalité du marché du travail ou servent-ils en fait à exacerber les inégalités de ce marché? Les rapports suivants provenant des États-Unis et du Royaume-Uni laissent entendre que les programmes de formation ne constituent pas la solution du problème, mais qu'ils y

contribuent, au contraire.

Black Underrepresentation in U.K. Job Training

A Cause for Concern : Ethnic Minority Youth and Vocational Training Policy (Sous-représentation des Noirs dans les programmes de formation professionnelle au Royaume-Uni -

Sujet d'inquiétude : la jeunesse des minorités ethniques et la politique en matière de formation professionnelle)

Par Malcolm Cross

FINDINGS

Hispanic Underrepresentation in U.S. Job Training

*Falling through the Cracks.
Hispanic Underrepresentation
in the Job Training
Partnership Act.*

*Fred Romero and Judith Gonzales
National Council of Raza,
Washington D.C. February 1989*

The U.S. government has adopted various approaches to addressing the employment and training needs of disadvantaged Americans.

When President Ronald Regan took office in 1981, a new approach to employment and training was launched as part of his administration's "New Federalism" initiative. It called for the elimination of public service "jobs" programs, decreased federal funding levels of \$1.8 billion annually for employment and training programs, increased emphasis on the private sector and increased emphasis on the performance of the programs. The Job Training Partnership Act (JTPA) was designed as a decentralized program with most decision making delegated to the states and to local Private Industry Councils (PICs). JTPA's stated target groups were low-income and long-term unemployed adults and youth. JTPA differed from previous legislation in a number of ways:

- Direct-placement and short-term training leading to the selection of "job-ready" clients became a principal focus;
- Basic education and English language instruction were

curtailed;

- Work experience was cut back by as much as 95% and supportive services were capped;
- On-the-job Training was more heavily emphasized;
- Public service employment was eliminated.

Hispanic Population

Hispanics have been "falling through the cracks" of the employment and training system created by the JTPA. Although JTPA was aimed at assisting economically disadvantaged Americans who had lost or could not find jobs, Hispanics and other hard-to-serve groups - who in this decade have persistently faced serious barriers to employment including limited education and inadequate job skills - have been generally underrepresented in JTPA since the program began in 1983.

Hispanics differ from other American subgroups in ways which will have significant impact on the labour force of the 21st century, and they also have certain characteristics which imply specific employment

and training needs.

Among the Hispanic demographic and economic characteristics which are most relevant for employment and training policies are their increasing numbers, young age, relatively high proportion of immigrants, geographical concentration in certain areas, high rates of labour force participation but similarly high rates of unemployment and underemployment, their low educational attainment, low earnings, and high poverty rates.

Hispanics are the fastest growing major U.S. subpopulation. As of March 1988, the U.S. mainland Hispanic population totalled 19.4 million, or 8.1% of the total U.S. population. Between 1980 and 1988, the Hispanic population increased more than one-third, nearly five times as fast as the non-Hispanic population. By the year 2000, Hispanics are expected to comprise 9.4% of the total population.

Hispanics are a rapidly growing proportion of the work force. Currently, they comprise 7% of the nation's work force or 8.6 million workers. Hispanics are projected to account for 8-10% of the work force by 1995.

Hispanic men have a high labour force participation rate and they are more likely than Blacks or Whites to be working or seeking work. Hispanic women, however, are less likely to be in the labour force but their labour force participation rate is growing rapidly.

Employed Hispanics are disproportionately represented in low-pay, low-skill occupations and average lower earnings compared to both Blacks and Whites. In 1987, half of Hispanic families with both spouses working had a weekly income of \$627 or less compared to \$666 or less for Black families and \$820 for White families.

Working Hispanics are over-represented in industries with declining employment. About one-third of all employed Hispanics, compared to one-fifth of all employed workers, are in agriculture, mining, manufacturing and in services (private households).

Hispanics also have the highest rates of worker displacement of any major population. Hispanics were 23% more likely than Whites to lose their jobs through plant closings between 1981 and 1985. During the same period Hispanics were 39% more likely than Whites to have had no job since being displaced.

Hispanics are also more likely than Whites to be unemployed, in both good and bad economic times - and the unemployment rate gap is not narrowing. In 1987, during a period of moderate economic expansion and low overall unemployment, the Hispanic unemployment rate was 66% higher than the White rate. In 1982, during a severe recession, it was 60% higher; Hispanic unemployment stood at 13.8% compared to 8.6% for Whites.

Factors Affecting Employment Status

Several factors contribute to the poor employment status of Hispanics; perhaps the most impor-

tant is inadequate education. Some of the ramifications of inadequate schooling for Hispanics are high rates of functional illiteracy and limited English proficiency which pose barriers to employment.

Illiteracy rates among Hispanics are disproportionately high. Depending upon the measure used, up to 56% of Hispanics 25 and over can be considered functionally illiterate; Hispanics have higher rates of illiteracy than either Blacks or Whites.

Underrepresentation

Hispanic participation in JTPA is below what would be required for equitable participation - that is, for Hispanic JTPA participants to be the same proportion as they are of the JTPA-eligible population. At current funding levels, about 15,000 more Hispanics should be participating in the JTPA system each year.

The data show that 15% of unemployed Hispanic men were eligible for services, but only 11% participated in JTPA programs and thus were underrepresented by 26.6%.

JTPA is also not effective in reaching Hispanic dropouts, whether they are youth or adults. Services to dropouts - youth and adults - are particularly important to Hispanics who have the highest dropout rate of any major subpopulation. Hispanic dropouts are under-represented by more than one-third - a proportion of eligible adults and youth who are not being served by JTPA.

While a sizeable minority of Hispanics are limited-English proficient (LEP), Hispanics and other LEP groups comprise fewer than 5.0% of JTPA enrolments and 3.0% of those who complete training. The vast majority of the limited-English-proficient participants are at least 21 years of age; nearly half are high school graduates and about half are Hispanic. Thus, JTPA appears to be providing minimal services to

young school dropouts with limited-English proficiency, a group likely to face major employment barriers.

The demographic characteristics of Hispanics suggest a need to target Hispanic youth and dropouts and those who are limited-English proficient.

JTPA Services to Hispanic Participants

The extent to which JTPA is equitably and effectively serving Hispanics depends not only upon their participation rate in the program but also on the activities to which they are assigned, the quality of services received and on program outcomes. Available information indicates that although their needs differ from non-Hispanic participants, Hispanics are enrolled in the various training programs - classroom training (CT), on-the-job training (OJT), job search assistance (JSA), and other activities including work experience - in proportions similar to those of all participants. Their wage rates at placement however indicate that the type and quality of services provided do not qualify them for better-skilled, higher-wage jobs.

The extent to which training programs contribute to increases in earnings depends upon the type of assistance participants receive, the duration of program services, and the quality of services provided.

Although such traits as low educational attainment, high rates of unemployment, and employment in low-skill jobs all indicate that Hispanics may typically require more intensive services than non-Hispanics, they are enrolled in training programs for shorter periods than JTPA trainees generally. Proportionately fewer days of service are provided Hispanics in each of the major activities - 56% less for JSA, 17% for OJT, and 12% for classroom training. And although the emphasis is toward classroom training for Hispanics in terms of the proportion of their total assigned to

this activity, their length of stay in this activity is relatively short, suggesting that the system is not enrolling Hispanics with serious educational and English language deficits.

When they leave the program, Hispanics are slightly more likely than JTPA trainees generally to be placed in jobs, but their average wages are slightly lower. Average wages are relatively low for all trainees, but those who receive more training and other interventions such as job search assistance get higher paying jobs. Lower average wages for Hispanics suggests that they are highly represented among the 25% of program participants who receive occupational training for lower-skill occupations. These occupations have an estimated training time in JTPA of nearly 600 hours and typically include dishwasher, food service worker, custodian, laundry worker, labourer and assembler.

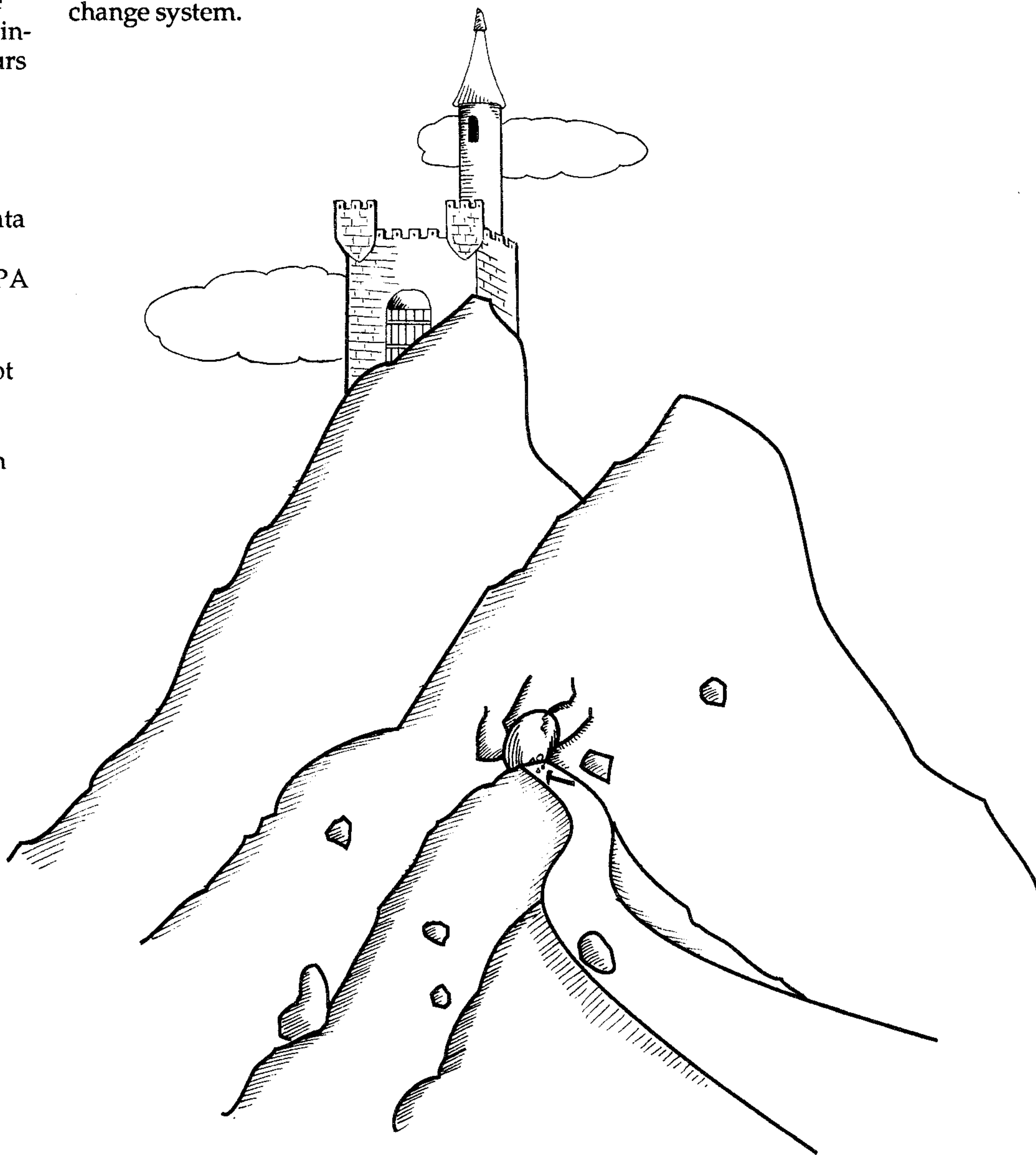
While there are no published data on post-program follow-up for either Hispanics specifically or JTPA trainees generally there is evidence that 25% of the people trained and placed in jobs were not in those jobs after approximately four and one-half months. About 25% of Hispanics who get through JTPA do not obtain jobs at all.

Conclusions

JTPA's structure has failed to reflect its intended purpose: its instructions to serve those who are "most in need" have been virtually ignored and its mandate to serve equitably substantial segments of the eligible population has been partly disregarded. As a result, Hispanics, who constitute one major disadvantaged group, are "falling through the cracks" of the JTPA system.

JTPA's emphasis on program performance has shifted the attention of training programs away from long-term employability development to the creation and management of a low-cost, high-volume labour exchange system.

The National Council of La Raza concludes that five factors have contributed to JTPA's underrepresentation of Hispanics; these include (1) the structure of the performance standards system that does not provide adequate incentives to train the hard-to-serve groups; (2) the reduced role of community-based organizations in policy decisions and service delivery; (3) the extensive influence of the business community in the Private Industry Councils (PIC's) in selecting job ready clients and services to them; (4) the very limited availability of supportive services for participants; and (5) the major role of the states in determining whether and to what extent the hard-to-serve will be targeted.



Racial Inequalities in Chicago Job Training Programmes

*Helene Slessarov
Chicago Urban League, 1988*

The Chicago area is experiencing both substantial economic expansion and severe long-term joblessness and poverty. The Chicago Urban League study shows that Federal government training programmes are failing to reach those who need its help most urgently, and concentrates its resources on relatively superficial training for less disadvantaged workers.

Almost half of all the minority students in public schools in the larger metropolitan area are in the city of Chicago. Nearly half of the city's students fail to receive high school diplomas, and the rate is significantly higher for black and Hispanic males. Even among high school graduates there are dismaying numbers who lack the basic skills needed to enter the labour force.

The federal job training law provides substantial latitude for programme experimentation. However, programmes have tended to be dominated by the desire to achieve high placement rates at low cost per placement. The best way to maximize performance, given these standards, is to exclude those urgently needing training services - those, for example, who cannot read or do not speak English. The federally sponsored training programmes have consistently produced better results for white men than for minorities and women.

The Urban League study compared the training services available in Metropolitan Chicago. The study looked at who was admitted into training, what types of training they received, how many were placed in

jobs, and what type of job they received. The results showed that there had been a shift in services toward programmes offering less substantive basic skills and occupational training. There was evidence of differential patterns of service and job placement for white, black and Hispanic participants. A majority of training participants continued to be concentrated in short-term occupational training leading to low-wage service and clerical jobs. Academic training was minimal. Increasing numbers of youth were being placed into youth competency programs whose standards for successful completion were not rigorously or consistently defined.

Although the overall unemployment rate in Illinois has declined during the last several years, job loss and unemployment continues high in the old industrial centres. As jobs have departed from the traditional manufacturing areas, the state's economy has become increasingly bifurcated between areas of high job growth and job loss. The result is a growing gap between the employment rates of workers in the city of Chicago and suburban workers. Overall youth unemployment rates increased from 17 percent in 1970 to 36 percent in 1986.

Chicago minority youth are three times as likely to be unemployed as



white city youth, six and a half times as likely as suburban white youth.

There is evidence that institutionalized patterns of employment discrimination act as a barrier to employment, about which training programmes can do little. Meanwhile, across Illinois, federally sponsored training programmes are becoming a youth-oriented program, almost half of all participants now are below age 22. The majority of the state's Black and Hispanic participants are being served by the city, yet its training programmes continue to be severely underfunded.

Against this backdrop, the findings of the Chicago study are stark:

- Scarce resources are increasingly being spread thin across a variety of programmes and participants. As a result, inner city poor, who face the most difficult labour market prospects, are receiving fewer and fewer substantive training services.
- The mix of programmes has shifted away from an earlier emphasis on vocational skills training to an increased emphasis on On-the-Job Training for those with the most job ready skills and programs that focus more on the attitudinal problems of participants than on specific skills training.
- There are important racial differences in access to training, entered employment rates, entry wages and occupational placement. Black participants are more likely to be channelled into programs that offer less substantive training than are whites or Hispanics. Blacks also tend to have lower entered employment rates, and entry wages, and to be placed more often into service occupations

than either whites or Hispanics.

- Some of these racial trends show the effect of discrimination within the private labour market. While public officials are not directly responsible for discriminatory practices on the part of private employers, they have made little effort to investigate these practices.

Considering the context and results of the study, the report made the following recommendations:

- Still stronger incentives should be created supporting basic skills training and longer term training. Continuation of high school should be a positive termination for high school dropouts and individuals with limited English skills regardless of age.
- Changes are needed in the federal formula to ensure a greater concentration of resources in the inner city.
- Federal training programmes should be used as a tool to promote access to suburban labour markets in metropolitan areas, through greater coordination between inner city areas with high unemployment and higher-growth suburban areas.
- A systematic evaluation is needed to determine the longer-term benefits of providing only job search assistance to participants who do not have an extensive history in the labour market, such as youth, and the effects of more careful targeting of substantive training to the least skilled.
- The resources of the public school system, the city college system and Federal training

programmes should be combined to maximize the use of education and training money in addressing the dropout problem.

- The emphasis on academic training for youth needs to be increased, and the youth competency program reoriented towards basic skills training, educational retention and academic programs.
- Enforceable policies on employment discrimination should be applied in training delivery agencies.
- Training delivery agencies should gain greater control over On-the-Job Training programmes to ensure equal access - i.e., employers should not be able to singlehandedly determine who will be served by a public programme.



Minorities in Banking

Is Employment Equity Legislation Working? An Examination of Women in Banking

Phebe Jane Poole

Canadian Centre for Policy

Alternatives and the National Action

Committee on the Status of Women,

Ottawa, August 1989.

The focus of this study was an examination of the major indicators of women's unequal employment in the banking industry. Based on data from the Employment Equity Act Annual Report, the banks have not substantially improved their performance in the employment of women over the past twenty years. The wage gap between males and females is substantially larger than the national average. In addition to examining the position of women, this report also provided some data on the employment status of minorities in the banking industry.

The following table "Occupational



Distribution of Aboriginal Peoples, Persons With Disabilities and Members of Visible Minorities in the Banking Industry, by Gender"

provides a statistical summary to compare each of the three groups in the banking industry to the banking industry as a whole.

TABLE 1

Occupational Distribution of Aboriginal Peoples, Persons With Disabilities and Members of Visible Minorities in the Banking Industry, by Gender

	Aboriginal Peoples		Persons With Disabilities		Members of Visible Minorities		Banking Industry Workforce	
	Men	Women	Men	Women	Men	Women	Men	Women
	%	%	%	%	%	%	%	%
Middle & Other Managers	29.2	8.4	48.7	8.8	28.4	9.1	54.0	12.9
Professionals	9.4	5.2	16.8	7.0	26.2	7.6	18.3	8.2
Supervisors	3.8	7.2	3.3	8.2	4.9	8.4	3.0	7.6
Clerical	37.7	77.1	22.0	74.6	33.7	73.4	15.8	69.4
TOTAL	80.1	97.9	90.8	98.6	93.2	98.5	91.1	98.1

TABLE 2
Estimated Average Salaries for Aboriginal Peoples,
by Industrial Sector and by Sex Compared With the Employment Equity Workforce

	All Employment Status**	
	Aboriginal Peoples	Workforce
All Sectors	\$27,114	\$29,274
Men	\$30,856	\$33,842
Women	\$21,972	\$22,767
Women/Men	71.2%	67.3%
Banking	\$20,609	\$24,517
Men	\$27,824	\$38,835
Women	\$19,616	\$20,018
Women/Men	70.5%	51.5%

Men in the three groups are over represented in the supervisor and clerical occupations. Visible minority men are also over represented in the professional category. In all other cases, men in the three groups are under represented except members of visible minorities are over represented in the professional category.

Women in the three groups are over represented in supervisor and clerical occupations, except aboriginal women who are under represented in the supervisor category. In fact, aboriginal women are under represented in all categories except the clerical occupation.

Salaries

Table 2 shows that aboriginal peoples employed in the banking industry received 84% of the overall banking salary (\$20,609/\$24,517), receive three quarters the salary paid to aboriginal peoples in all sectors of the employment equity workforce (\$20,609/\$27,114) and received 70% of salaries paid to the

total overall employment equity workforce (\$20,609/\$29,274). Aboriginal women earn 51% of what men in the banking workforce earn (\$19,616/\$38,835).

Table 3 (see page 26) shows that members of visible minorities received salaries which were 94% of those paid to the employment equity workforce in 1987 (\$27,421/\$29,274). Furthermore, it shows that members of visible minorities employed in the banking industry received 86% of the salaries paid to other members of visible minorities in all sectors (\$23,655/\$27,421), that they received 96% of the overall banking salary (\$23,655/\$24,517) and that they received 81% of salaries paid to all sectors in the employment equity workforce (\$23,655/\$29,274).

If female visible minority wages in the banking industry are compared with male wages in the banking industry, the wage gap is 54% (\$21,072/\$38,835).

Workforce

Aboriginal peoples were under-represented in the banking industry (1%) and in the employment equity workforce (0.7%) when compared to the Canadian labour force (2.1%). Furthermore, the participation rate of aboriginals in the Canadian labour force (60%) was lower than the national average (66.5%) and their unemployment rate was double that of the Canadian average. Almost one quarter of all aboriginal employees covered by the Act were employed in the banking industry.

Members of visible minorities were well represented in the banking industry as they made up 9.5% of the banking sector's workforce. They were almost as equally represented in the employment equity workforce (6%) as in the Canadian labour force (6%). Their participation rate in the Canadian labour force (72%) was higher than the national average (66.5%) and their unemployment rate was the same as the Canadian average. Furthermore, almost half of all members of visible

TABLE 3

**Estimated Average Salaries for Visible Minorities
by Industrial Sector and by Sex Compared With the Employment Equity Workforce**

	All Employment Status**	
	Visible Minorities	Workforce
All Sectors	\$27,421	\$29,274
Men	\$32,506	\$33,842
Women	\$22,746	\$22,767
Women/Men*	70.0%	67.3%
Banking	\$23,655	\$24,517
Men	\$31,471	\$38,835
Women	\$21,072	\$20,018
Women/Men*	67.0%	54.3%

*Women's salaries as a proportion of men's.

**Includes Full and Part Time Employees

minorities covered by the Act are employed in the banking industry.

Full Time and Part Time Status

In the banking industry, over 82% of aboriginal employees were full time and 17% were part time. More men than women worked in permanent full time positions (91% to 82%) while more women than men worked in part time positions (18% to 9%). Furthermore, 93% of the 157 part-time jobs were filled by women.

When aboriginal employees in the banking industry are compared with aboriginal employees in the workforce, it is noted that there were fewer full time aboriginal employees in the banking industry (82% to 90%), there were more part time employees in the banking industry (17% to 9%), there were fewer men in full time positions (91% to 95%) and more in part time positions (9% to 3%). While women made up a larger percentage of the

part time employees (18% to 16%).

In the banking industry, 89% of members of visible minorities were full time and 11% were part time. More men than women worked in permanent full time positions (97% to 84%) while more women than men worked in part time positions (12% to 6%). Furthermore, of the 1,686 part-time jobs, 86% were filled by women.

The employment status of visible minorities in the banking industry are similar to that of those in the employment equity workforce. There are just slightly more men in the banking industry working full time (97% to 94%) and slightly fewer women working part time (12% to 14%). Otherwise, the statistics are comparable.

Conclusion

This analysis highlights the fact that large inequalities exist in the banking industry with respect to employment conditions for racial minorities. For the most part, they are under represented, occupationally segregated and receive lower salaries than the banking industry's workforce as a whole.

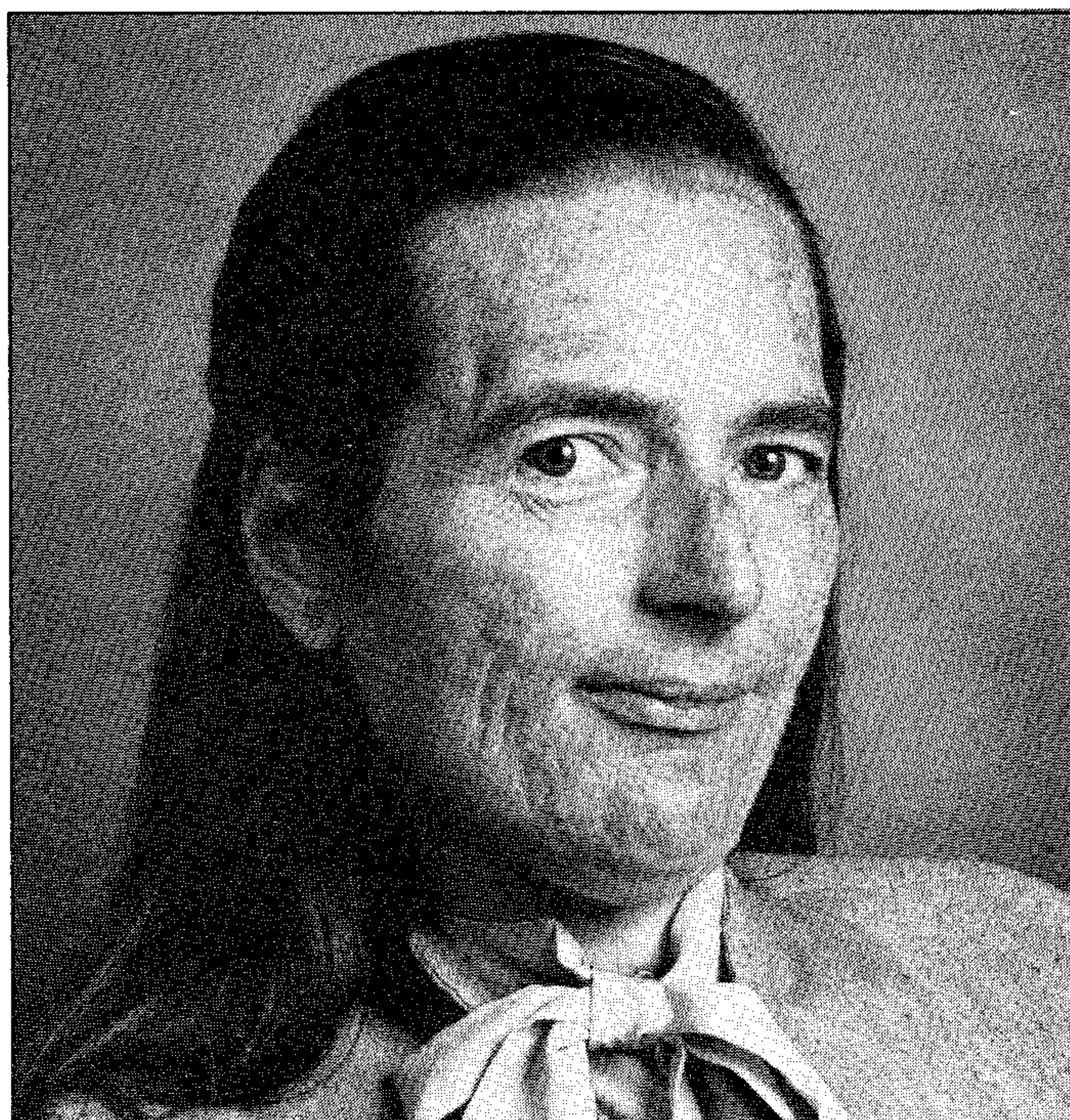
PROFILE

Catherine Frazee

*Chief Commissioner,
Ontario Human Rights Commission.*

Catherine Frazee was appointed Chief Commissioner with the Ontario Human Rights Commission in September 1989, after serving three months as acting Chief Commissioner and four years as Commissioner. Prior to her appointment as Chief Commissioner she served as Coordination Officer for Amnesty International where she planned human rights campaign activities, consulted on political and communications strategies and developed the expertise of volunteers in international human rights advocacy.

Ms. Frazee received her post secondary education at Carleton University in Ottawa, majoring in English and Linguistics and at Dalhousie Law school in Nova Scotia. She is the recipient of several academic awards and scholarships and is fluent in French. She worked for several years in the private sector, notably with Esso Petroleum Canada where she held positions in human resource planning, marketing and product quality assurance. She has lectured and written on human rights issues extensively in Canada and abroad.



Ms. Frazee is also actively involved in community work. She has served as a Board member of the Canadian Disability Rights Council and the Canadian Paraplegic Association. She is an active member of Persons United for Self Help and has served in a voluntary capacity with the Canadian Special Olympics, the Canadian Association for Community Living and Servas International. She also sits on the advisory board of the Ontario Law Reform Commission.



ÉLIMINONS LA DISCRIMINATION
RACIALE AU CANADA



LET'S ELIMINATE RACIAL
DISCRIMINATION IN CANADA

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