

PUBLIC SERVICE ALLIANCE OF CANADA



ALLIANCE DE LA FONCTION PUBLIQUE DU CANADA

July 18, 1983

TO: Members of the PSAC Equal Opportunities Committee

Greetings!

Please find enclosed materials regarding the Public Service affirmative action program.

The Report "Affirmative Action in the Public Service: More Talk than Action" was written a month before the service-wide announcement, although it stated in the report that the Cabinet was on the verge of making that announcement. I believe that the report gives some food for thought in terms of how serious the Government is committed to improving the representation of the disadvantaged groups. The June 27 announcement proclaiming affirmative action service-wide was almost a carbon copy of the 1975 announcement proclaiming equal opportunities.

The four draft articles enclosed speaks of the June 27 announcement specifically including details on our reaction.

One reason why equal opportunities didn't get results was because there was little pressure put on the Government to enforce a meaningful program. We fought very hard to ensure that the new affirmative action policy would include the provision making it essential that unions as well as managers be involved in both the development and implementation of the program. Let us make the most of this provision by keeping on top of every program in every department. I am hoping that we can all work together on this so that pressure is brought to bear in a concerted and forceful manner. Now is the time to plug into the Departments you represent and pressure for meaningful consultation where we will in fact be an integral part of the program.

It is also an opportune time for us to pressure for affirmative action programs in crown corporations and other jurisdictions as well as contract compliance so that companies doing business with the government would have affirmative action programs. The Government is studying the merit of extending the program to crown corporations.

You might be interested to know that the July/August edition of Homemaker's magazine has a good article on women and unions. It emphasizes the necessity of women's issues being addressed by unions. It says "when employers begin to feel the financial pinch, hard-won concessions on women's issues are promptly dropped. And unions, which have never been particularly sensitive to women's concerns, have dealt away women's issues at the bargaining table, in return for 'weightier' favors." However, as women get more involved in unions, unions become more receptive to supporting their concerns. It ends by saying "women should at least be able to depend on the powerful solidarity of a responsive union behind them. If work dignifies a man, it shouldn't humiliate a woman." If anyone would like a copy of this article, I'd be pleased to send you one.

Please keep me informed on the discussions you have had with your Departments on affirmative action.

In Solidarity,

BC/pjs

cc: All Components
Board of Directors

Bonnie Carroll,
Equal Opportunities Coordinator,
Collective Bargaining Branch.

AFFIRMATIVE ACTION IN THE PUBLIC SERVICE

"MORE TALK THAN ACTION"

A report of the Public
Service Affirmative Action
Strategy

by

Bonnie Carroll
PSAC Equal Opportunities
Coordinator
May 31, 1983

Equal Opportunities vs Affirmative Action

The Equal Opportunities for Women program was launched in 1975 as a result of a Cabinet approved policy. The program had the following features:

- active support to the principle of equal access to employment, training and development and career opportunities for all employees;
- recognition of the necessity of special measures to prevent, eliminate or redress disadvantages for any group of employees;
- provide career opportunities to ensure within a reasonable period of time, representation of both sexes which approximates the proportion of qualified and interested people by department, by occupational group and by level;
- requirement for positive action to ensure equal access to employment and career opportunities;
- increase participation of women in government programs and policies and in decision-making generally;
- Effective action to recruit and promote women; encourage and accelerate career advancement; identify and remove any employment or promotional barriers to any specific group; eliminate discriminatory elements in acts, regulations, policies and practices; attempt to change behaviour;
- requirement for long-term planning and implementation of measures that will produce identifiable results;
- departments to establish action plans and measurable objectives including targets;
- plans and objectives to be approved by Treasury Board;
- long term plans to be developed for 1977-1982;
- development of a comprehensive data bank to be used as a benchmark to measure progress;
- PSC to monitor staffing policies, practices, or procedures as are found to discriminate against the employment or career progression of women;
- special emphasis to be given to providing training in general administrative and managerial skills;
- identification of women with qualifications or potential for career progression;

All the ingredients for success were included in the EO programme, but it proved to be rhetoric as the lack of results demonstrated.

Therefore, the Government introduced Affirmative Action in 1980 in three departments as a pilot project.

The objectives of Affirmative Action are:

- to identify systemic discrimination through an extensive analysis of employment statistics and employment systems, including unofficial practices which tend to exclude target group members from full opportunity;
- to eliminate systemic discrimination by substituting non-discriminatory employment practices for those having an adverse impact;
- to correct under-utilization of target groups by increasing real employment opportunities through special measures;
- to increase the number of target group members at all levels in the workforce where they have been under-utilized by integrating goals and timetables into corporate management systems.

The Government perceives a difference between the EO and A.A. programs in that the EO approach tends to concentrate on individuals and AA is based on systemic discrimination where remedies must be geared to changing systems than to changing people. Affirmative Action goes beyond equal opportunity in the extent of its analysis; in its emphasis on correcting systems rather than people; in its emphasis on remedial measures and its emphasis on quantitative results.

We are now three years into Affirmative Action and improvements in the representation of target groups has not improved. In three years the three Lead departments conducted extensive analyses (a perceived AA benefit over EO) and concluded what we already knew, but this time it is documented in what amounts to be interesting reading. In three years, two more departments jumped on the AA bandwagon, Environment Canada, and the Public Service Commission. In three years, we have action plans announced by the three Lead departments which flow more from their EO programmes than from a systemic discrimination perspective. In three years, we have the Cabinet on the verge of announcing that Affirmative Action will be expanded service-wide. We will now wait several more years while departments complete their analysis and reviews and develop action plans. We will be at the point of hearing the same talk for 10 years and still no action.

Results - When?

We will see results when:

- the Government commits itself to neutralizing service-wide discriminatory employment systems, rather than changing practices which correspond more closely to the requirements of current systems;
- the Government makes Departments accountable for actual quantitative results rather than the implementation of an exercise;
- the Government emphasizes measures that will benefit the vast numbers of lower level employees, rather than focusing their attention primarily to promoting women into senior management positions;
- the Government realizes that effective affirmative action programmes are those in which unions and management cooperate jointly to develop, implement and monitor the programme;
- the Government realizes that their own employees in the target groups should be consulted to the same extent as management are, so that concerns and problems are addressed realistically.

Judge for Yourself

Read the attached recommendations from the three Lead Affirmative Action departments and list the ones which you feel will directly overcome your problems as a target group member employed by the Public Service. Look at the attached list of the representation of women in various major Government departments and ask yourself how the current affirmative action programme will turn things around. If we are going to have "more action than talk", it is time for us to strategize together to effectively overcome the barriers presently in place. It is therefore critical that EO committees be established at all levels of the Alliance to give concerned members a forum to raise issues and channel concerns to the appropriate place for action. Union action should include the integration of EO issues into educational programmes, so that these issues become important to all members and not just the target group. The union should also be addressing concerns by formulating contract demands designed to lessen the impact of discrimination on target groups. If improvements are to come about, it will be through the active involvement of members in their union.

PILOT PROJECT ACTION PLANS

The following is a summary of the most salient recommendations from the three Lead Affirmative Action Departments.

CEIC

National Qualitative Goals 1983-84

- integrate Equal Opportunity and Affirmative Action and extend A.A. to Regions and NHQ programs
- integrate goal-setting into human resource planning and management system
- make performance appraisals mandatory in closed competitions and make reference checks (more than one) mandatory for all competitions
- make a special effort to seek indigenous and handicapped people for job vacancies
- ensure that staffing officers and managers are well aware of human rights requirements in staffing
- include A.A. responsibility in managers' and supervisors' job descriptions and appraise results in performance evaluations to ensure accountability
- institute local awareness sessions to increase understanding of handicapped peoples' abilities
- allocate a percentage of all in-house management training spaces to women
- develop measures to encourage self-identification of indigenous and handicapped people
- make a special effort to redeploy employees who become disabled
- ensure that women receive an equitable share of development courses
- maintain a record of Native and handicapped people who show potential for future jobs
- provide funds for technical aids
- schedule an annual conference for each target group

- communicate the approved action plan to all employees
- set specific hiring goals for Natives and establish a management trainee program
- monitor the representation of female candidates for EX/SM positions and top two levels of the PM, AS, FI, PE and ES groups
- monitor all non-competitive processes to reduce the negative impact on women
- waive the basic experience factor and validate or waive knowledge requirements and express in terms of skills required for jobs
- require at least one female member on all selection boards unless impossible
- make all senior and mid-level acting appointments subject to an approval process and make every effort to have equitable participation on task forces or special studies
- attempt to resolve problems of handicapped and Natives receiving low performance ratings
- improve training for Natives
- review selection and promotion results for all vacancies at PM-5 and above
- develop a profile of high potential women; develop career planning; refer potential candidates
- conduct development programs on a national basis
- ensure that selection of managers emphasize human resource management skills
- ensure accurate job descriptions
- pilot a "homebound" employment project for handicapped employees
- establish a means for employee feedback
- interview target group members leaving, to tabulate and analyze results
- encourage cross occupational movement
- monitor non-appealable, non-posted staffing actions

- establish an early warning system
- refer classification system problems to Treasury Board
- refer staffing system problems to PSC

Secretary of State

- recommend that central agencies do the following:
 - . adopt a new approach to management of AA programs to reduce imbalances
 - . carry out studies to identify service-wide issues
 - . undertake a study of career advancement
 - . study real effects of training and development
 - . study the impact of the 1979 moratorium on staffing
 - . establish forecasting models
 - . PSC to report on number of handicapped referrals
 - . review salary guidelines concerning newly appointed postsecondary graduates
 - . implement a program of educational support for Natives and handicapped
 - . TB undertake a study of the classification system
- correct pay differences of male and female TR's by reviewing criteria and validating exams
- give priority to handicapped and natives for indeterminate positions
- limit competitions for junior officer (not needing special education) positions to departmental employees
- develop means to assess requirements related to experience
- develop a form to summarize all stages of the selection process
- review performance of target groups through the staffing process
- ensure candidacy of handicapped and Natives for external recruitment
- recommend minimal recruitment from other departments and maximum utilization of internal recruitment of women
- develop policies regarding performance appraisals
- control timeliness of performance appraisals

- use performance appraisals for making decisions in all areas of personnel management
- integrate recommendations in appraisals in personnel management plans
- structure a counselling service in the area of orientation, training and development
- set up a training program on the selection process for support staff
- structure an internal secondment program
- ensure equitable participation on management courses
- administer questionnaire to determine reasons for leaving department
- prepare a part-time policy to conform with T.B.'s
- study and document requests for part-time work
- continue EO actions

Treasury Board

Findings and Recommendations

- opinions about the department were confirmed, myths were dispelled; departmental systems are generally adequate; participation and distribution of women are good, but should be improved
- problems of representation related to recruiting problems rather than to systemic barriers in employment systems and practices, since all three target groups are represented at all groups and levels at a proportionate rate
- audit of employment systems uncovered no major problems; managers made great efforts to appoint women to senior levels; more efforts needed to include women in all competitions
- equivalency option is used instead of formal education which is good
- job descriptions not useful in determining job qualifications; SOQ's are more accurate
- tests used are not validated; should be corrected
- employees work part-time in all levels of positions
- recommend training policy be developed

- very few employees resign or retire from TB
- only 4 support staff employees have a university degree
- should consider a bridging program to move from junior to senior officer levels
- necessity to record and follow up career aspirations
- make special efforts to consider women in TB for promotion or transfer
- give more attention to employee appraisals and follow-up
- formal redress mechanisms were used but minimally at TB (only 40% are unionized)
- 10% of all officer positions appointed from outside PS in 1980 (dispells myth that TB only appoints people with PS experience)
- integrate EO and AA

Conclusions

- it appears that there are no systemic barriers in any employment systems and policies
- management of human resources needs to be improved
- no serious problems were found
- only weakness in study - analysis for one year only is not a good enough basis to arrive at conclusive findings; follow-up reviews have started

Recommendations

The fact that women, indigenous and handicapped persons are quite equally distributed in all groups and levels of the Secretariat seems to indicate that systemic barriers do not exist in the formal and informal systems of TBS. Other findings support this. The representation of handicapped and indigenous persons is not sufficient, but seemed to be caused by a lack of supply. Emphasis should be placed on initial recruiting, which is the responsibility of the Public Service Commission. It was therefore not necessary to develop remedial measures. Support measures make up the majority of the 52 recommendations which resulted from the analysis. These recommendations can be grouped as follows:

1. recommendations which will result in improved data collection to facilitate monitoring;
2. recommendations to monitor on a continuing basis target group participation and distribution as well as employment systems;

3. recommendations to amend or up-date existing policies, guidelines and practices in order to prevent the occurrence of systemic discrimination in the future;
4. recommendations to ensure the continued high participation of women and the increased participation of indigenous and handicapped persons especially in the form of developmental assignments;
5. recommendations to examine the feasibility of bridging programs; and
6. recommendations for enhanced human resource management and planning.

Bonnie Carroll
Equal Opportunities Coordinator

May 12, 1983

The Government's yearly embarrassment concerning the status of women was recently released in the form of the Public Service Commission Annual Report.

The report states that the participation of women in the Public Service continued to make some progress increasing to 40.4% from 39.3%. The Alliance does not share the Commission's enthusiasm over this 1% improvement. The Commission also lauds the increase of women in the executive group in that there were 30 women appointed in 1982 bringing the total to 98.

Again, we cannot share their enthusiasm, because while there were 30 women appointed, 338 men were added to the EX group. The percentage of women increased from 4.3% to 5.0%. The appointment of women to the new senior management group has been disappointing -- 74 women and 1133 men were included in these high level positions.

Women made slight gains in the other occupational categories as follows: Scientific and Professional - from 22% to 22.9%; Administrative and Foreign Service - from 30.1% to 32.5%; Technical - from 11.5% to 12%; Operational - from 12.0% to 12.3%. Administrative Support from 81.6% to 82.2%.

From the above data, it can easily be seen that women remain concentrated in lower paid jobs. The Government might be proud of the minimal gains made by women, but we know that at this pace it would take many decades for women to be properly represented in the Public Service.

May 12, 1983

The following figures contrast the representation of women in the Management, Administrative and Foreign Service and the Administrative Support Categories for various major departments.

DEPARTMENT	MANAGEMENT CATEGORY	ADMINISTRATIVE & FOREIGN SERVICE CATEGORY	ADMINISTRATIVE SUPPORT CATEGORY
Agriculture	1.7%	27.6%	86.2%
Communications	6.8%	41.2%	85.3%
Consumer & Corporate Affairs	8.3%	31.9%	81.7%
Correctional Services	5.8%	21.0%	87.9%
Employment & Immigration	4.5%	38.3%	83.3%
Energy, Mines & Resources	3.6%	34.0%	80.9%
Environment	1.0%	31.0%	82.3%
External Affairs	3.2%	15.8%	67.3%
Finance	3.5%	46.9%	83.6%
Fisheries & Oceans	2.0%	24.9%	87.5%
Indian Affairs	6.3%	37.3%	88.7%
Industry, Trade & Commerce	2.9%	18.0%	87.9%
Justice	13.3%	57.3%	91.9%
Labour	22.2%	28.7%	88.3%
National Defence	0	20.8%	81.6%
National Health & Welfare	9.8%	47.3%	82.8%
National Museums	7.1%	51.5%	88.2%
National Revenue	1.0%	28.9%	81.7%
Public Service Commission	8.6%	44.1%	87.2%
Public Works	0.9%	25.0%	80.2%
Secretary of State	14.5%	51.3%	89.0%
Statistics Canada	6.9%	34.4%	75.4%
Supply & Services	0.5%	30.9%	75.3%
Transport	2.8%	28.8%	80.7%
Treasury Board	17.1%	36.9%	85.5%
Veterans Affairs	0	34.3%	78.4%

Note: In the Administrative & Foreign Service Category, women are clustered in the lower levels.

Bonnie Carroll
Equal Opportunity Coordinator

May 12, 1983

The Public Service Commission devotes one full chapter of its Annual Report on the merit principle. They state that "the merit principle has been the cornerstone of staffing in the Public Service for almost seventy-five years", and they go on to uphold the principle.

The Alliance is also supportive of the principle in order to ensure that the most qualified people are appointed to jobs and that political favouritism is not a factor in hiring. However, we are concerned about the application of this principle as it has never been free from current social attitudes on the qualifications deemed necessary for any particular job. The merit system hasn't worked in favour of women, Natives, the handicapped and other disadvantaged groups, and we are seeing through affirmative action programmes that the employment systems themselves are discriminatory. The Government should commit itself to neutralizing employment systems so that one group would not be favoured over another, but rather the systems would be equitable for everyone. Such measures would include formulating unbiased criteria for all segments of the staffing process such as the area of competition, statement of qualifications, composition of rating boards and factors to be rated.

The Alliance is encouraging the Government to take the measures necessary through the affirmative action strategy, so that we will have a system which is fair to all our members.

Bonnie Carroll
Equal Opportunities Coordinator

July 5, 1983

Now that the Government has announced the implementation of affirmative action programs across the Public Service, women, the handicapped and Natives would like to believe that they will have greater career opportunities and men in the non-target groups are seriously concerned about their future promotional opportunities.

In order to achieve a Public Service that is fair to everyone, the Alliance supports the following affirmative action features:

- . eliminating discrimination from employment systems, policies and practices and developing neutral, unbiased systems to replace them.
- . developing and implementing realistic action plans designed to ensure equality of opportunity, while at the same time, ensuring the rights of all workers.
- . enacting temporary special measures to redress the impact of past systemic and overt discrimination.
- . establishing support measures to alleviate employment problems specifically affecting a particular group including special transportation arrangements,

extension of family care provisions and greater flexible work hours.

- . developing and setting goals and timetables according to forecasts of job vacancies and the availability of qualified people to fill these vacancies and ensuring that qualified employees in the target groups receive a fair percentage of staffing appointments in all occupational groups and levels.
- . enacting enforcement measures to ensure that senior managers are held accountable for targeted goals and that detailed explanations are made public when goals are not reached.

Bonnie Carroll
Equal Opportunity Coordinator

July 6, 1983

With great fanfare and public attention, the Government made an announcement on June 27 that an affirmative action program is being implemented across the Public Service to ensure more equitable representation of women, indigenous people and the handicapped.

The Government further announced that they are developing a strategy for examining the employment situation of visible minority groups.

Treasury Board President Herb Gray stated that "affirmative action is supported by our new Charter of Rights and Freedoms and existing human rights legislation; it ensures that our employment practices and policies are non-discriminatory and that the federal Public Service is an organization in which all Canadians are equitably represented." He went on to say that "it is not our intention to promote the appointment of unqualified individuals to Public Service positions. The merit principle will still prevail in all Public Service hiring. The numerical goals which we will be introducing as part of affirmative action are not quotas. They are rather an estimate of what can be achieved when systemic barriers are eliminated and some temporary special measures are put in place to accelerate training and developmental experience."

Treasury Board established the following timetable for the affirmative action program:

- . By September, 1983, departments will establish affirmative action responsibility centres.
- . Beginning in 1983, each September the Treasury Board will issue service-wide objectives in areas where central direction is required.
- . Quantitative goals will be established this year for women in the Management Category.
- . Between November and December, 1983, departments will submit detailed plans of how they will conduct their analyses for review and comment by Treasury Board.
- . By December, 1983, departments will begin their analytical work, a two-step process consisting of a workforce audit and an analysis of employment systems and practices.
- . By December, 1984, departments will submit to Treasury Board summaries of their findings and resulting action plans.
- . Treasury Board in conjunction with the Public Service Commission, will review the action plans; they will also be examining certain service-wide issues such as job classification.
- . Departmental action plans will be implemented as part of the 1985/86 planning cycle.

Bonnie Carroll
Equal Opportunities
Coordinator

July 6, 1983

The Alliance is encouraged by the Government's affirmative action policy provision which requires departments to include employees and unions in the development and implementation of the program.

The policy guidelines stipulate that "in order to ensure the success of the process, it is essential that managers, personnel specialists, target group representatives and union representatives all be involved in both the development and the implementation phases. Departments will need to make decisions about how best to achieve this."

Treasury Board's news release which announced the affirmative action program offered further elaboration on the consultation process. The release stated that "consultation with unions and with target groups during the various stages of affirmative action is an integral part of the affirmative action program. Preliminary discussions have already been held with associations which represent the three target groups, and the Public Service unions. Their continued involvement is necessary to ensure the sensitivity of affirmative action to the needs and concerns of these groups. A representative of the staff side of the National Joint Council served on the senior steering committee responsible for overseeing the pilot projects. Departmental union representatives were also involved in the pilot projects."

The Public Service Alliance and Treasury Board share the same goal for affirmative action which is to realize a

non-discriminatory Public Service that is representative of the Canadian people.

In order to achieve this goal, we will have to take our consultative role seriously and ensure that the intent of the policy is realized. We can do this by participating in senior and Departmental committees which will be set up to develop and implement the program. We would have preferred a union-management affirmative action strategy where all facets of the program including the making of decisions would have been shared equally. However, it is still to our benefit to ensure that meaningful consultation takes place and that the program proceeds as expeditiously as possible.

Bonnie Carroll
Equal Opportunities Coordinator

July 5, 1983

Alliance Vice-President Daryl Bean greeted the affirmative action announcement with "guarded optimism" and stated that "we are of course delighted that affirmative action is being extended service-wide, but we will be vigilant in our monitoring of departmental programs to ensure that we see meaningful results in the near future."

The Alliance has been concerned that only minimal improvements in the representation of women have been made since the equal opportunities program was launched in 1975. Affirmative action plans will not be fully implemented until 1986, and the Alliance hopes that this programme will result in more rapid progress in the representation of the target groups. There is further concern over the fact that quantitative goals will only be set for women in the Management Category this year, as this will not benefit the majority of women who will remain ghettoized in the female dominated administrative support category.

Vice-President Bean also stated that "we are very anxious to see discriminatory elements taken out of public service employment systems so that all Canadians can compete for jobs on equal footing. We are therefore calling on the government to demonstrate sincerity in its approach to affirmative action by removing all elements of systemic discrimination from every employment system commencing with

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classification and pay, recruitment, staffing competitions and appointments, and training."

He summed up by saying that "we understand there is a requirement for departments to consult with unions on affirmative action programs and believe this will be a positive step forward to ensure equitable treatment for all Canadians, if meaningful consultation is implemented."