

**No Equity in a Vacuum:
The Ontario Municipal Diversity Project –
An Examination of the Current State of
Employment Equity and Diversity
in Ontario's Municipalities**

MPA Research Report

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Research Abstract: The Ontario Municipal Diversity Project

For the past eleven years Ontario's municipalities have been functioning in an employment equity "vacuum." Following the repeal of the Ontario *Employment Equity Act* in 1995, Ontario municipalities have had little guidance in addressing inequality and discrimination in the workforce. Little is known about current employment equity practices at the municipal level in Ontario.

The Ontario Municipal Diversity Project was designed to fill this void by surveying 121 municipalities across Ontario with the goal of: 1) determining the extent to which Ontario municipalities currently utilize employment equity practices in their organizations; and 2) determining the degree to which municipalities are utilizing practices which more closely resemble the mandatory, quantitative focus of the current Canadian Employment Equity Act and the repealed Ontario Employment Equity Act as opposed to the voluntary, relation-building aspects of diversity management.

The results are not encouraging. Few jurisdictions surveyed engaged in any sort of comprehensive employment equity process. While there is some indication that various employment equity practices are being utilized, they tend to shy away from the quantitative aspects as outlined in the repealed Ontario *Employment Equity Act*. Without legislation that provides guidelines for municipalities, and has mechanisms in place to enforce these guidelines, it appears unlikely that employment equity will improve in Ontario's municipalities.

Acknowledgements

At some point during my pursuit of this degree and the researching and writing of this MPA research report, I came to view my experiences as having somewhat of a butterfly effect; that is, the idea that a small change (my decision to pursue a MPA) in a complex system (my life) can have large affects elsewhere. This is in no way meant to imply that my education has somehow irrevocably altered the fabric of space and time (if it has, I apologize!), but that such an endeavor will always have an impact on those we care most about. As such, I would like to take this small space to thank those that made the completion of this degree and this research possible.

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Chapter 1: Introduction

Efforts to enhance workplace equality in Ontario have had a difficult history. While employment equity at the federal level has been called “one of the most extensive in the developed world,” efforts provincially have lagged far behind their federal counterparts.¹ Although the province of Ontario was the first and only province to enact legislation designed to assist public and private sector workplaces in identifying and removing discriminatory barriers in the workplace, its tenure was brief.

While the Ontario Human Rights Code and the Ontario Equal Opportunity Plan provide some avenues for addressing inequality and discrimination, neither provides definite guidelines at the municipal level. For the past eleven years Ontario’s municipalities have been functioning in an employment equity “vacuum.” While some larger municipalities such as Toronto and Ottawa have enacted individual diversity policies and employment equity practices, there is little systemic research documenting the current state of municipal employment equity practices across Ontario. This situation is complicated by the possibility of influence from “diversity management” programs, which focus on voluntary efforts to improve employee relations by “promoting an increased understanding

¹ Bakan, Abigail B. and Audrey Kobayashi (2002), “Employment Equity Legislation in Ontario: A Case Study in the Politics of Backlash,” in Carol Agócs, ed., *Workplace Equality*, Netherlands: Kluwer Law International, 91.

and acceptance, and at best, appreciation, of those who are 'different' from the traditional white male able-bodied employee or manager."²

Canadian municipalities are becoming increasingly diverse, and there is every indication that this trend will only continue to grow over the next decade.³ It is important that municipalities not only recognize this growing diversity in their community, but understand how it will affect the municipal workplace. Utilizing effective employment equity practices is one way municipalities can anticipate and respond to these changes. In order to meet these shifting demographics it is critical to have a clear understanding of what practices are currently being used in the municipal context.

Titled "The Ontario Municipal Diversity Project" (MDP), this project seeks to fill this void in our understanding of municipal employment equity practices. By undertaking a survey of Ontario municipalities, it examines the extent to which Ontario municipalities currently utilize employment equity practices, and whether these practices resemble the mandatory, quantitative focus of the current Canadian *Employment Equity Act* and the repealed Ontario *Employment Equity Act*, as well as whether instances of "diversity management" are evident. In essence, this research explores what has filled the vacuum created by the repeal of the Ontario EEA.

² Agócs, Carol and Catherine Burr (1996), "Employment equity, affirmative action and managing diversity: assessing the differences," *International Journal of Manpower*, 17:4/5, 36.

³ Statistics Canada (2001), "Visible Minority Groups, Percentage Change (1996-2001), for Census Metropolitan Areas(1) and Census Agglomerations - 20% Sample Data," available online: <http://www12.statcan.ca/english/census01/products/highlight/Ethnicity/Page.cfm?Lang=E&Geo=CMA&Code=0&View=1&Table=3&StartRec=1&Sort=2&B1=Change>.

Chapter 2: The Evolution of Workplace Equality Programs in North America

Typically scholars have separated workplace equality efforts into three different categories: Affirmative action, diversity management, and employment equity programs. In order to gain a better understanding of employment equity in Ontario municipalities, it is important to examine the different types of workplace equality efforts which have been employed across North America in recent decades. While the analysis which follows provides a brief overview of these workplace equality practices, more in-depth North American and international examinations of affirmative action, diversity management, and employment equity have been conducted by Agocs (2002); Agocs, Burr, and Somerset (1992); Mor Barak (2005); Broadnax (2000); Klinger and Nalbandian (2003); and Cox (1993).

Affirmative Action and Equal Employment Opportunity

Perhaps the most contentious and hotly debated of the three streams of workplace equality examined here, affirmative action and equal employment opportunity are typically associated with the United States. As Ronald Roach remarks, "This [affirmative action] is not rocket science; this is harder than rocket science."⁴ The evolution of these programs occurred almost simultaneously and are inter-related, highlighting the complexity many scholars face when attempting to analyze the development of affirmative action and equal employment opportunity. The advent of equal employment opportunity can be traced back to

⁴ Roach, Ronald (1998), "Panel Critiques Media Coverage of the Affirmative Action Story," *Black Issues in Higher Education*, 15:13, 26.

the civil rights movement of the 1950s and 60s, culminating in the signing of the Civil Rights Act by President Lyndon Johnson on July 2, 1964, which “prohibits public or private employers, labor organizations, and employment agencies from making employee or applicant personnel decisions based on race, color, religion, gender, or national origin.”⁵ This was “the first and most important social equity law” in the United States.⁶ This legislation was soon followed by the establishment of the Equal Employment Opportunity Commission, which had its mandate strengthened by the Equal Opportunity Act, 1972.⁷ The Equal Opportunity Act of 1972 actually dealt with affirmative action issues. These were “the two most critical governmental acts enforcing the value of social equity, through the achievement of proportional representation” and laid the groundwork for the expansion of affirmative action programs.⁸

Since this time, affirmative action efforts in the United States have faced a number of legal challenges, including the state-wide ban of affirmative action programs in California under Proposition 209. Two simultaneous rulings by the United States Supreme Court in 2003 further complicated the affirmative action debate by issuing simultaneous rulings in *Gratz v. Bollinger* and *Grutter v. Bollinger*. The decision handed down in the *Gratz* case ruled that the undergraduate admissions at the University of Michigan were unconstitutional in that “the plan uses race-conscious preferences that...make race the determining factor for many applicants and interfere with individualized consideration of each

⁵ Klinger, Donald E. and John Nalbandian (2003), *Public Personnel Management: Contexts and Strategies*, Fifth Edition, Prentice Hall: Upper Saddle River, NJ, 161.

⁶ Klinger and Nalbandian (2003), 161

⁷ Ibid, 161

⁸ Ibid, 163

applicant.”⁹ The *Grutter* decision, however, held that the affirmative action plan of the University of Michigan’s Law School was constitutional, “holding that the plan is narrowly tailored to achieve a compelling governmental interest because it does allow for individual consideration of each applicant.”¹⁰

The fact that affirmative action sprang from the civil rights movement has lead some authors to state that affirmative action developed “as a response to deeply entrenched patterns of racial discrimination in institutions of employment and education, and the resulting exclusion, segregation and disadvantage of blacks.”¹¹ Others define affirmative action more broadly, noting that it is a “positive action to improve the participation of members of certain groups in various aspects of society, such as the workforce and higher education” and include not only race but gender.¹² Agocs and Burr note that over the years affirmative action has grown to include not only women and blacks, but “Hispanics, Asians and American Indians,” along with persons with disabilities in the 1990s.¹³ An intensely convoluted area, affirmative action programs can take a variety of forms, ranging from bonusing and contracting for disadvantaged groups to busing, housing, lending, and redistricting of electoral wards.¹⁴

Often referred to as “hiring by the numbers,”¹⁵ affirmative action attempts to focus employment efforts on increasing the representation of disadvantaged groups by targeting these groups in the hiring process, therefore increasing their

⁹ Beckman, James A.(ed.) (2004), *Affirmative Action: An Encyclopedia*, Greenwood Press: Westport, Conn., xxxvii

¹⁰ *ibid*, xxxvii

¹¹ Agócs and Burr (1996), 32

¹² Beckman (2004), xlv

¹³ Agócs and Burr (1996), 32

¹⁴ Beckman (2004), xlviii

¹⁵ Agócs and Burr (1996), 32

numbers and achieving a desired 'quota'. However, as Klinger and Nalbandian note, "most affirmative action compliance is voluntary, and mandatory measures are only used as a last resort when agencies will not otherwise comply with the law."¹⁶ The intensity of the affirmative action debate in the United States has had a significant impact on the development of employment equity in the Canadian and Ontario context, especially surrounding the debate over quotas, and will be discussed in greater detail when examining Ontario's employment equity experience. The debate over affirmative action has hinged on several negative perceptions of the program, some of which include:

- the belief that affirmative action has created a spoils system that benefits employees who have never experienced discrimination;¹⁷
- "Lower hiring and performance standards have been applied to minorities;"¹⁸
- And, affirmative action programs stigmatize those that benefit from them by lowering merit based hiring.¹⁹

As a result of the ferocious debate surrounding affirmative action, many jurisdictions in the United States began searching for less confrontational means of promoting diversity and combating discrimination in the workplace. The result of this shift has led to an increasing employment of diversity management techniques.

Diversity Management

¹⁶ Klinger and Nalbandian (2002), 163

¹⁷ Robinson, R.K. (1992), "Affirmative Action Plans in the 1990s: A Double-Edged Sword?" *Public Personnel Management*, 21, 261.

¹⁸ Gilbert, J., A. Bette, and J. Ivancevich (1999), "Diversity Management: A New Organizational Paradigm," *Journal of Business Ethics*, 21:1, 62.

¹⁹ Cohen, C. (1996), "Race, Lies, and 'Hopwood'", *Commentary*, 101, 39.

Diversity management as a concept began developing within North American private sector corporations during the 1980s. The concepts of diversity and diversity management have received a wide range of interpretations by scholars, making a generally accepted definition difficult to come by.²⁰ Agars and Kottke define diversity management as

an organization's active investment in the integration, development, and advancement of individuals who in the collective, represent the heterogeneity of the labour force, and in the development of organizational strategy, culture, policies, and practices that support interpersonal respect, communication, and individual, team, and organizational performance in a diverse environment.²¹

Arredondo believes that diversity management "represents a shift away from activities and assumptions defined by affirmative action to management practices that are inclusive, reflecting the workforce diversity and its potential."²² Mor Barak describes diversity management as "the voluntary organizational actions that are designed to create greater inclusion of employees from various backgrounds into the formal and informal organizational structures through deliberate policies and programs."²³ While interpretations of diversity management can differ widely across scholarly literature, the concept of harnessing the positive aspects of diversity remains constant: "It [diversity management] is founded on the premiss [sic] that harnessing these differences will create a productive environment in which everybody feels valued, where their

²⁰ Carrell, Michael R. and Everett M. Mann (1995), "Defining workplace diversity in public sector organizations," *Public Personnel Management*, 24:1, 99.

²¹ Agars, Mark D. and Janet L. Kottke (2005), "Innovations in diversity management: Advancement of practice and thought," in Ronald J. Burke and Cary L. Cooper, eds., *Reinventing HRM: Challenges and new directions*, Routledge: London, 151.

²² Arredondo, P. (1996), *Successful Diversity Management Initiatives: A Blueprint for Planning*, Sage: Thousand Oaks, CA, 17.

²³ Mor Barak, Michalle E. (2005), *Managing Diversity: Towards a Globally Inclusive Workplace*, Sage: Thousand Oaks, CA, 208.

talents are being fully utilized and in which organizational goals are met."²⁴ More succinctly put, the difference between affirmative action and diversity management is that affirmative action serves to recruit diverse groups, and diversity management seeks to welcome diverse groups.²⁵

As the examination of affirmative action has highlighted, some felt that "affirmative action as an independent approach to workforce diversity was limiting and outdated."²⁶ Leading this charge was Roosevelt Thomas, who contended that "the realities facing us are no longer the realities affirmative action was designed to fix."²⁷ Roosevelt believed that affirmative action policies would stigmatize beneficiaries and foster perceptions of unfairness. A parallel impetus for the emergence of diversity management programs was the "search by organizational decision-makers for an alternative to the contentious and politically unpopular policy of affirmative action, as well as a way to address its unfinished business – issues of retention, integration and career development."²⁸

Critics of diversity management feel that by focusing on diversity as an issue, "and the implication that it must be 'managed', [organizations] may communicate the message that diversity – not inequality – is the problem that organizations need to address."²⁹ Diversity management programs are viewed as failing to address the hard issues of racism, discrimination, and inequality by

²⁴ McDougall, Marilyn (1996), "Equal Opportunity Versus Managing Diversity," *International Journal of Public Sector Management*, 9:5/6, 64.

²⁵ Klinger and Nalbandian (2003), 171.

²⁶ Agars and Kottke, 152.

²⁷ Thomas, R. R. (1990), "From affirmative action to affirming diversity," *Harvard Business Review*, 68, 107.

²⁸ Agócs and Burr, 34.

²⁹ Agócs and Burr, 38

recasting these problems as issues of diversity, multiculturalism, and ethnicity.³⁰ Furthermore, the voluntary nature of diversity management programs has been questioned. Where affirmative action has specific benchmarks, "the goals of managing diversity are vague..."³¹

While private sector organizations continue to strongly promote and utilize diversity management, recent years have witnessed the increasing utilization of diversity management techniques in the public sector, both in the United States and Canada. Kellough and Naff present an interesting analysis of the growth of diversity management programs in United States public sector, noting that many federal agencies such as NASA and the National Institutes of Health have adopted diversity management programs.³² In Canada, the 2004 report to Parliament on the federal EEA highlights several federal organizations that have implemented diversity programs, noting that "in many organizations, equity issues are inseparable from the achievement of broader diversity."³³

Diversity management programs have remained a popular method for attempting to address issues of inequality and discrimination in the workplace. While little qualitative research has been conducted measuring the benefits of these programs, it appears that both public and private sector organizations will continue to utilize diversity management in the workplace.

Employment Equity in Canada

³⁰ Ibid, 38

³¹ Agócs and Burr (1996)

³² Kellough, J. Edward and Katherine C. Naff (2004), "Responding to the Wake-up Call: An Examination of Federal Agency Diversity Management Programs," *Administration & Society*, 36:1, 65.

³³ Human Resources and Development Canada (2004), *Annual Report: Employment Equity Act, 2004*, Queen's Printer: Ottawa.

The development of employment equity in Canada is similar in most respects to affirmative action in the United States, with the key difference being the passing of actual legislation outlining Canadian employment equity. However, the Federal *Employment Equity Act* lacks the sub-national focus of the United States, as is evidenced by the need for a separate act in Ontario.

Employment equity has a long history in Canada, with early examples of basic employment equity appearing in the 1918 Civil Service Act, which emphasized merit based hiring through “selection and appointment without regard to politics, religion, and influence.”³⁴ In 1967, the Royal Commission on the Status of Women was established by the federal government with the mandate to “inquire into...the status of women in Canada...to ensure for women equal opportunities with men in all aspects of Canadian society.”³⁵ The birth of modern employment equity, however, began with the Royal Commission on Equality and Employment, established in 1983. Also known as the Abella Commission, titled after the Commission's Chair, Judge Rosalie Abella, the commission was directed to

...inquire into the most efficient, effective, and equitable means of promoting employment opportunities, eliminating systemic discrimination, and assisting individuals to compete for employment opportunities on an equal basis.³⁶

The Abella Commission concluded that “voluntary compliance measures were not proving effective in achieving a more representative workforce,” and that

³⁴ Kernaghan, K. and D. Siegel (1999), *Public Administration in Canada*, 4th ed., Nelson: Toronto, 557.

³⁵ Royal Commission on the Status of Women (1970), *Report of the Royal Commission on the Status of Women*, Information Canada: Ottawa, ix.

³⁶ Royal Commission on Equality and Employment (1984), *Equality in Employment: Report of the Royal Commission on Equality in Employment*, Minister of Supply and Services: Ottawa

“traditionally most firms have regarded the white non-disabled man as the desired worker.”³⁷ The Commission's findings culminated in the passing of the federal *Employment Equity Act* and the Federal Contractors Program in 1986. Both programs were “required to collect and report data on the representativeness of their workforce, and to make a plan which includes targets for hiring and promotion, and measures to remove discriminatory barriers in employment policies and practices,” as well as make accommodations for diversity in the workplace.³⁸ The federal EEA “is designed to achieve equality in the workplace for the four designated groups,” women, aboriginal peoples, persons with disabilities, and visible minorities,³⁹ and includes many of the legislatively imposed equity measures of affirmative action, such as annual statistical reports, required plan development, and sanctions for failure to report annually, along with the more organizational level programs of diversity management, such as goal-setting, action plans, training and communication.⁴⁰

As a result of the 1992 Redway Commission, which reviewed the 1986 federal EEA, several additions were made to the act “which sought to remedy deficiencies and ambiguities in the initial legislation.”⁴¹ As of 2003 the federal EEA covered four types of employers: federally regulated private sector employers, the Federal Public Service, Separate Employers, and employers

³⁷ Abu-Laban, Y. and C. Gabriel (2002), *Selling Diversity: Immigration, Multiculturalism, Employment Equity, and Globalization*, Broadview Press: Peterborough, ON, 137.

³⁸ Agócs and Burr (1996), 34

³⁹ HRDC (2004), 1

⁴⁰ Agócs, Carol, Catherine Burr, and Felicity Somerset (1992), *Employment Equity: Co-operative Strategies for Organizational Change*, Prentice Hall: Scarborough, ON, 3-7.

⁴¹ Mentzer, M.S. (2002), “The Canadian Experience with Employment Equity Legislation,” *International Journal of Value-Based Management*, 15, 43.

under the Federal Contractors Program.⁴² These employers accounted for 2.2 million employees. A recent study by Mentzer shows that each of the designated groups targeted by the federal EEA have experienced gains in representation since 1986, but there continues to be under representation among most groups.⁴³

Employment Equity in Ontario

Out of ten provinces and three territories, only Ontario undertook employment equity efforts in a meaningful fashion. The rise and fall of employment equity in Ontario was a short-lived, politically charged effort to apply many of the employment equity practices seen at the federal level to the provincial context. The Ontario *Employment Equity Act* came into effect in 1994 under the New Democratic Party government of Bob Rae. Similar in most respects to the federal EEA, the Ontario EEA also highlighted four designated groups that faced barriers to equal employment in Ontario:

The people of Ontario recognize that Aboriginal people, people with disabilities, members of racial minorities and women experience higher rates of unemployment than other people in Ontario. The people of Ontario also recognize that people in these groups experience more discrimination than other people in finding employment, in retaining employment and in being promoted... The people of Ontario recognize that this lack of employment equity exists in both the public and private sectors of Ontario. It is caused in part by systemic and intentional discrimination in employment.⁴⁴

⁴² HRDC (2004), 3

⁴³ Mentzer (2002), 44

⁴⁴ *Employment Equity Act*, 1993, S.O. 1993, Chapter 35; Amended by: 1995, c. 4, s. 1 (1). Available online: http://www.e-laws.gov.on.ca/DBLaws/RepealedStatutes/English/93e35_e.htm

The Ontario EEA applied to private sector employers with fifty or more employees and public sector employers with more than nine employees.⁴⁵ Compared to the number of employers covered by the federal EEA, the Ontario EEA covered a significantly higher percentage. The federal act accounted for five percent of all Canadian employees, whereas the Ontario EEA accounted for seventy-five percent of employers in the province.⁴⁶ Like the federal act and affirmative action in the United States, the Ontario EEA called for the elimination of systemic barriers to recruitment facing the four designated groups and the establishment "of specific goals and timetables for eliminating barriers, implementing positive measures, and workforce composition."⁴⁷

Significant for the purposes of this research is that for the first time in Canada municipalities were subject to legislation that was to guide their human resources practices. From a municipal standpoint this represented an opportunity to create municipal workforces that better reflected the increasingly diverse nature of Ontario's municipalities. This sentiment is echoed by Ontario Ministry of Municipal Affairs in 1992, which notes that "[w]e in Ontario are increasingly multi-cultural, multi-racial, multi-lingual and multi-religious" and that "nowhere in the realm of government do these changes have more impact than at the local municipal level."⁴⁸ Even before the EEA legislation came into effect, the Ministry of Municipal Affairs was urging Ontario municipalities to adopt

⁴⁵ Kaye, P. (1994), *An Overview of The Employment Equity Act (Ontario)*, Current Issue Paper 143, Ontario Legislative Library: Toronto, 9.

⁴⁶ Darden, Joe T. (2004), *The Significance of White Supremacy in the Canadian Metropolis of Toronto*, Edwin Mellen Press: Queenston, ON, 375.

⁴⁷ *Ibid*, 376

⁴⁸ Ontario Ministry of Municipal Affairs (1992), *Employment Equity in the Municipal Setting*, MMA: Toronto, 1.

employment equity programs in their organizations, and that "[t]aking steps to assess the equity position of your municipality, and action on your findings, will lead to improved human resource management within or without a legislative basis."⁴⁹

The Ontario EEA soon fell victim to shifting political winds, however.

During the 1995 provincial election campaign the Progressive-Conservatives promised that should they win the election, they would "replace reverse

discrimination and quotas in the NDP's Bill 79 [Ontario EEA] with the merit

principle in hiring and promotion."⁵⁰ Much of the backlash against the Ontario

EEA was a result of a severe anti-quota campaign by the Progressive -

Conservative Party. Just as opponents of affirmative action cited the use of

quotas in hiring as a reason for removing the practice, so to was the Ontario EEA

targeted, with Progressive-Conservatives stating that "[h]iring by quota is just as

wrong as any other form of discrimination and will end with a Harris government's

Equal Opportunity program..."⁵¹ The public fear that was stirred by Harris' quota

campaign eventually became the dominating factor of the election:

Wherever he went, Mr. Harris denounced unfair discriminatory job quotas. In the end, the myths surrounding job quotas may have proved to be the most persuasive issue of the campaign...the Tories effectively rode to electoral victory the myths against the *Employment Equity Act*.⁵²

⁴⁹ *Ibid.*, 2
⁵⁰ Progressive Conservative Party (1995), "Mike Harris and Equal Opportunity," *News Release*, Toronto, May 5, 1995.
⁵¹ Eboe-Osuji, Chile and Elizabeth McIsaac (2002), "Repeal of the Ontario Employment Equity Laws: Denial of Equal Protection of the Law," in Carol Agocs, ed., *Workplace Equality: International Perspectives on Legislation, Policy and Practice*, Kluwer Law International: London, 109.
⁵² *Ibid.*, 110

Interestingly, a keyword search of the Ontario EEA reveals that there is not a single reference to quotas. Other scholars have noted the absence of quotas in the EEA, with Eboe-Osuji and McIssac finding that “ '[q]uotas' are not imposed, nor even mentioned, in the 1993 Act. Instead, the Act required employers to establish 'goals' for achievement of measures identified in their employment equity plans.”⁵³

Quotas or no, the Progressive-Conservatives moved quickly to dismantle the act by passing the *Job Quotas Repeal Act, 1995* which was touted as “an act to repeal job quotas and to restore merit-based employment practices in Ontario.”⁵⁴ Following the repeal of the Ontario EEA, Harris quickly enacted the Ontario *Equal Opportunity Plan*, a voluntary program that focused on training and education instead of the EEA's emphasis on the removal of systemic barriers and increased representation of targeted groups.⁵⁵ The *Equal Opportunity Plan*, which is similar to Equal Employment Opportunity in the United States, represented an interesting shift towards promoting practices which more closely resemble diversity management programs than employment equity programs.

Some aspects of the Ontario *Equal Opportunity Plan* include:

- services to support the efforts of employers and employees to create fairer workplaces, including an information and referral service on a website;
- government working in partnership with employers and employer associations to develop training and education resources and to demonstrate best practices in removing and preventing barriers to equal opportunity;

⁵³ Ibid, 118. The absence of quotas is also highlighted by Darden (2004).

⁵⁴ *Job Quotas Repeal Act, S.O. 1995*

⁵⁵ Darden (2004), 379

- measures to improve access to professions and trades for those trained and educated outside Canada, including working with professional regulatory bodies to develop models to assess and recognize foreign qualifications;
- an equal opportunity guideline for police services;
- measures to promote equal opportunity in the Ontario Public Service;
- completion of a restructuring process at the Ontario Human Rights Commission to improve client service.⁵⁶

Currently the *Equal Opportunity Plan* and Ontario Human Rights Code are the only pieces of legislation which attempt to address issues of inequality in the Ontario workplace. The voluntary nature of the *Equal Opportunity Plan* means that there is very little guiding Ontario's municipalities in regard to issues of employment equity in the municipal workforce.

⁵⁶ Government of Canada, Canadian Heritage (2006), "Human Rights Program: Ontario," available online: http://www.pch.gc.ca/progs/pdp-hrp/docs/cedaw5/on_e.cfm

Chapter 3: Research Methodology

Research Goals

As mentioned at the outset of this paper, this research seeks to provide systemic research examining current employment equity practices in Ontario municipalities. To this end a survey was designed to achieve two goals: 1) to determine the extent to which Ontario municipalities currently utilize employment equity practices in their organizations; and 2) to determine the degree to which municipalities are utilizing practices which more closely resemble the mandatory, quantitative focus of the current Canadian *Employment Equity Act* and the repealed Ontario *Employment Equity Act* as opposed to the voluntary, relation-building aspects of diversity management.

Research Design

Keeping in mind that the goal of this research is to determine the extent to which Ontario municipalities currently utilize employment equity practices and the degree to which diversity management has come into use in the municipal workforce, a cross-sectional design and structured questionnaire was employed in order to collect data on all relevant variables. A cross-sectional design is optimal for the purposes of this study, which seeks to identify the incidence of a set of organizational practices, due to the large number of municipalities that will be surveyed and the geographic dispersion of municipalities in Ontario.

This research utilized an online survey tool which allowed for the initial surveys to be distributed by e-mail, as well as for reminder e-mails to be sent to those who had not responded after two weeks. The text of the initial e-mail, as

well as the reminder e-mail, contained information on the purpose of the survey, a link to an informational website, and a secure link to the survey itself (Appendix A shows the text of the initial and reminder messages).

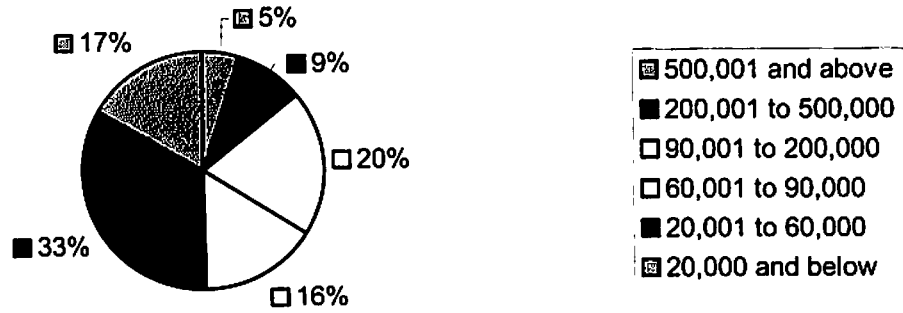
The survey (Appendix B) consisted of eighteen questions and included a mixture of closed- and open-ended questions. The anonymity of respondents was assured at all times. Anonymity was required so as to ensure the most accurate and candid responses possible. Generally speaking the closed-ended questions were used to gather data relating to the actual research questions, while the open-ended questions served to provide information regarding the characteristics of the respondent's municipality such as the number of employees and the respondents' general views on employment equity and diversity management in their municipal settings.

Survey Sample

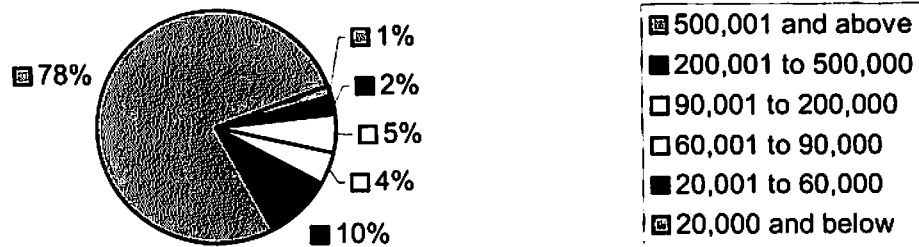
Utilizing 2001 Statistics Canada data, surveys were distributed to every Ontario municipality with a population over 20,000, as well as to a random sample of twenty municipalities with a population under 20,000. These twenty were selected by assigning all municipalities with populations under 20,000 a number, and then randomly selecting twenty numbers. In total 121 surveys were distributed to municipalities, with a total population of 16,054,254. The median population of municipalities surveyed was 59,701. As Figure 1 shows, a plurality of municipalities surveyed had populations between 20,001 and 60,000. While comparisons to provincial-wide percentages (Figure 2) show an obvious discrepancy with the sample size for municipalities under 20,000, this can be

attributed to using a smaller random sample for the reasons outlined earlier. All other population sizes are proportional to the total provincial population.

Figure 1 - Percentage of Municipalities Surveyed in Ontario by Population



**Figure 2
Percentage of Municipalities in Ontario by Population**



Originally a comprehensive survey of every Ontario municipality was entertained. However, given the large number of municipalities with small populations in Ontario (there are 117 municipalities alone with populations under 2,000) this approach was abandoned in favour of a smaller sample. This decision was based on the assumption that a large majority of very small

municipalities would have little, if any, human resource capacity pertinent to this research.

Wherever possible the survey was targeted towards the head of the municipal HR department of a municipality. Where no HR department was present, the survey was sent to the chief administrative officer (CAO), city manager, or municipal clerk.

Response Rate

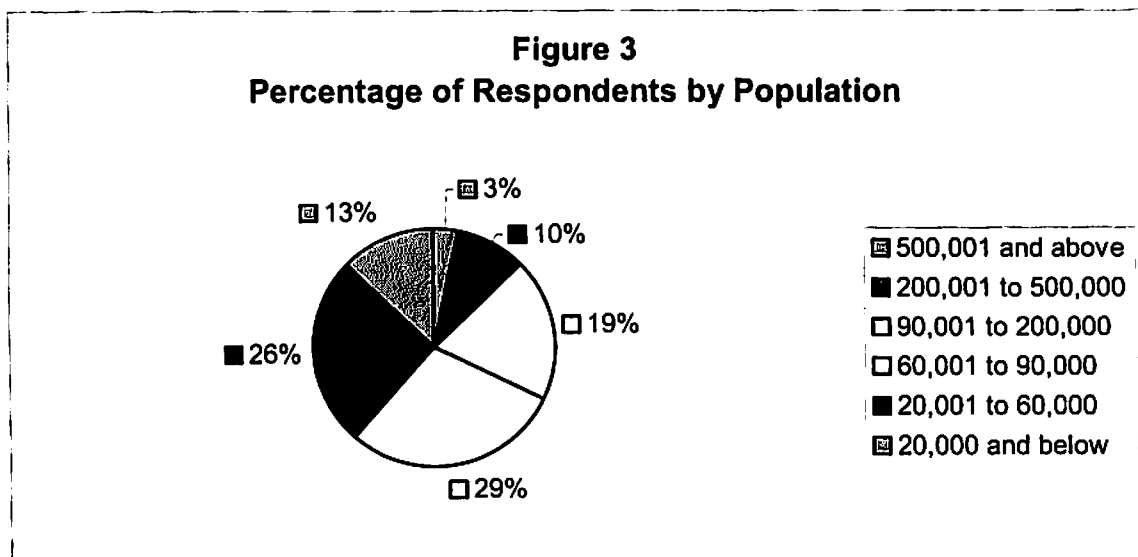
Initial surveys were e-mailed out on June 15, 2006, and were followed up by two e-mail reminders to individuals who had not yet responded. The survey closed on July 12, 2006 after receiving thirty-one responses, a response rate of 26%.

There are several reasons for this lower than anticipated response rate. The timing of the survey occurred when several contacts were away on vacation. This led to the surveys being shuffled around departments and may have affected the likelihood of a survey being completed. Distributing the survey by e-mail may also have contributed to a low response in that the likelihood of an e-mail being overlooked, filtered by an e-mail program, or ignored is much greater than if a hard-copy were mailed. While research examining the differences in response rates between hard-copy and electronic surveys is still in its infancy. Some studies have found response rates for electronic surveys to be lower than paper-and-pencil versions (Andreson and Gansender, 1995; Kittleson, 1995), while others have found electronic surveys to have very high response rates (Bachmann & Elfrink, 1996; Schaefer & Dillman, 1998). It would appear,

however, that a 26% response rate is relatively good for an electronic survey. Finally, the fact the project was not associated with an established research group may have meant that some contacts did not feel comfortable providing information.

Representativeness of Responses

Despite a modest response rate, the surveys collected represented a satisfactory cross section of municipalities. When broken down by population, the percentages of respondents as shown in Figure 3 matches closely with the

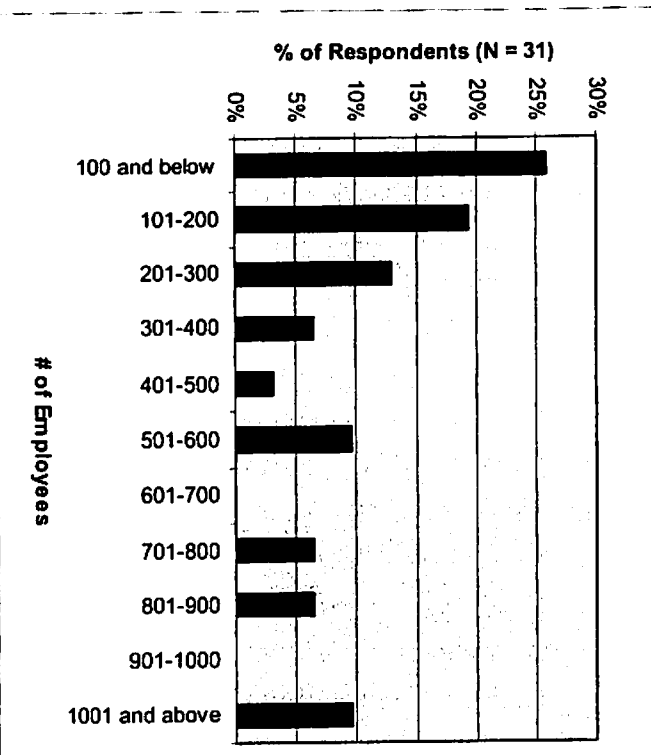


percentages outlined in Figure 1. Responses from municipalities with populations between 60,001 and 90,000 came in at a higher rate (29% response, 16% surveyed), and municipalities with populations between 20,001 and 60,000 came in lower (26% response, 33% surveyed). All other responses came within 4% or less of the sample population. This indicates that while the sample is small, the responses are representative of Ontario municipalities with respect to population.

Respondent Characteristics

As mentioned earlier, anonymity was guaranteed to everyone participating in this survey. As such, the first three questions were designed as a combination of ice-breakers and to establish general background information of the municipality. Respondents were asked to identify their position in their municipality, the length of time they have held this position, and the number of full-time, permanent employees their municipality employed. Respondents represented a diversity of positions within municipalities, ranging from Human Resource Directors to CAOs to Town Clerks. Most respondents had been in their position for well over five years, with an average tenure of six years. While the population of individual municipalities was not asked in order to maintain anonymity, the number of municipal employees was substituted as a measure of size. While the average number of employees was 507, this was skewed by

Figure 4
Number of Employees in Responding Jurisdictions



responses from two larger jurisdictions. The median number of employees, 276, better characterizes the sample. As shown in Figure 4, of the thirty-one respondents, 25% had municipal governments which employed 100 or fewer employees, 19% had between 101-200 employees, while only 10% had

between 501-600 and over 1000 employees. These results reflect the higher response rate from municipalities with populations of under 90,000 as outlined in Figure 3, which comprise 55% of all responses.

Chapter 4: Employment Equity in Ontario's Municipalities

What is the current state of employment equity in Ontario's municipalities and have diversity management programs come into use? The surveys primary purpose was to determine what employment equity practices may have carried over from the short-lived Ontario EEA or the federal EEA. To what extent, then, do these municipalities engage in practices similar to envisioned by the Ontario EEA or the federal EEA?

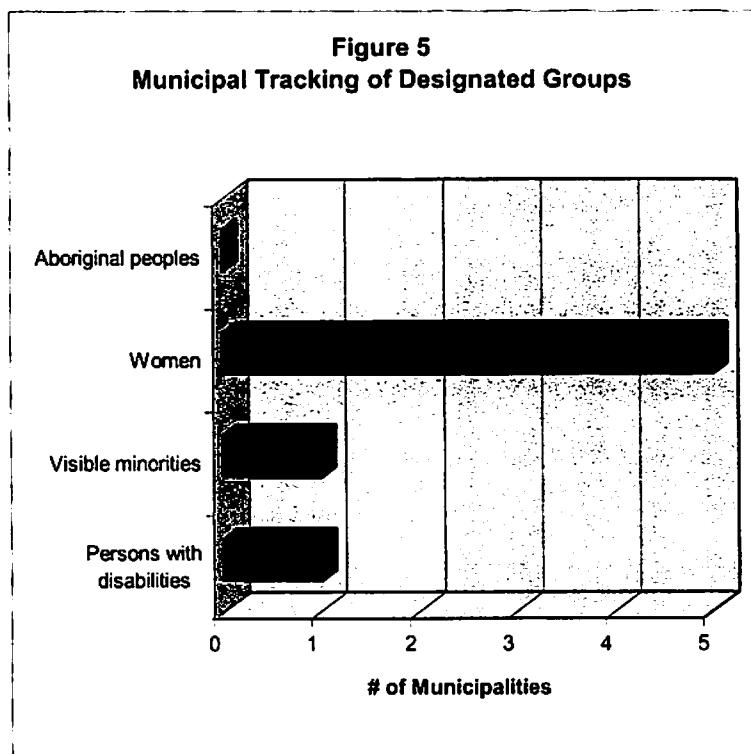
Survey results indicate there is little true employment equity (as outlined in the Ontario and federal EEAs) being practiced in municipalities across Ontario; still most municipalities utilize some aspects of employment equity. Before delving into the results, however, a brief picture of the respondents will be presented.

Designated Groups in Municipalities

A series of questions asked whether a jurisdiction tracks employees from each of the four designated groups: persons with disabilities, visible minorities, women, and aboriginal peoples. The responses were not suggestive of comprehensive employment equity programs. Only 7 of 31 jurisdictions tracked employment levels for one or more groups. None of the jurisdictions tracked the number of aboriginal peoples in their employ, and none of the respondents tracked more than one designated group.

The seven municipalities that did track members of one or more designated groups were asked a follow-up question to determine the numbers of employees who fell into the designated group they tracked. Among the five

municipalities who tracked women, women composed 26% or more of the municipal workforce in four. One did not know the female percentage for their



municipality. In the single instances of tracking visible minorities or persons with disabilities, these two groups comprised one to two percent of the municipal workforce.

The size of a municipality (based on number of employees)

was not strongly correlated with whether a municipality monitored one of the designated groups. While three of the larger municipalities all tracked women, it was a small and a mid-sized municipality that tracked visible minorities and persons with disabilities, respectively.

It is troubling that so few municipalities track the numbers of employees who fall under these designated groups, and that no municipality surveyed tracked all four designated groups. Participation of aboriginal peoples in the municipal workforce is also called into question given that no municipalities indicated they monitored this group in any form.

Employment Equity Practices

While the questions regarding tracking of designated groups was designed as a broad measure of employment equity, another set of questions was developed in order to ascertain whether specific policies and programs relating to employment equity were being implemented in municipalities. Respondents were presented with a list of twenty-nine policies and programs. This list was divided between policies and programs relating to employment equity, and policies and programs relating to diversity management (which will be discussed in greater detail momentarily). The employment equity programs were further divided into "hard" and "soft" categories, with hard programs being more closely related to the repealed Ontario EEA, and soft programs more closely related to the current Ontario *Equal Opportunity Act*. Table 1 outlines the responses for the hard and soft policies and programs.

| Responses to "Hard" and "Soft" Employment Equity Policies and Programs | | |
|--|-------------------------|-------------------|
| "Hard" Employment Equity Policies and Programs | # of Respondents | Percentage |
| Analysis of workforce information | 10 | 32% |
| Identification of employment barriers to designated groups | 6 | 19% |
| Establish specific goals and timetables to eliminate barriers to employment | 4 | 13% |
| Establish specific goals and timetables to achieve an equitable composition of municipal workforce | 1 | 3% |
| Voluntary self-reporting by employees of membership in a designated group | 1 | 3% |
| Development of policies/practices to eliminate employment barriers for designated groups | 9 | 29% |
| Development of municipal inclusion policy | 5 | 16% |
| Establish a review committee/task force to examine issues of employment equity and diversity | 4 | 13% |
| "Soft" Employment Equity Policies and Programs | # of Respondents | Percentage |
| Collection of information regarding workforce | 12 | 39% |
| Use of flexible work hours for employees | 21 | 68% |
| Review of hiring practices and policies | 27 | 87% |
| Use of modified job duties for employees | 26 | 84% |
| Dress codes which accommodate designated groups | 5 | 16% |
| Examination of the accessibility of municipal buildings | 27 | 87% |
| Communication with employees regarding equality and employment equity in the municipality | 12 | 39% |

Given that only a minority of responding jurisdictions collected data on the composition of their workforces, it would be surprising if many pursued employment policies designed to increase these numbers. This is, in fact, what I found. The results indicate a preference by municipalities for soft employment equity policies and practices, with well over 80% of respondents selecting “Review of hiring practices and policies,” “Use of modified job duties for employees,” and “Examination of accessibility of municipal buildings.” An examination of hard employment equity practices also emphasizes that municipalities have moved away from traditional employment equity, with only one jurisdiction indicating that it had established specific goals and timetables to eliminate barriers to employment and establish an equitable composition in the municipal workforce. This shift towards soft programs and policies suggests that municipalities have retained little of the employment equity practices as set out by the Ontario EEA in the 1990s.

This conclusion is supported by to a question that asked, “Does your organization currently have an Employment Equity program?” Three-fourths of the jurisdictions had no such program. At best it appears that only some progress has been made in certain areas of employment equity, namely in improving accessibility and providing job accommodations for persons with disabilities, a sign that the Ontario *Equal Opportunity Plan* is having some impact at the municipal level.

Diversity Management Practices

While “hard” employment equity practices are not common in Ontario’s municipalities, neither are diversity management programs. When asked if their municipality currently has a diversity management program only three respondents said their jurisdiction had such a program. Of the 29 policies and programs about which respondents were asked, 13 of these related specifically to diversity management. Respondents did not select these policies nearly as frequently as soft employment equity policies. Thirty-nine percent of jurisdictions utilized seminars or training sessions examining bias, prejudice and stereotypes, while 35% of municipalities worked to emphasize the shared values of all municipal employees, and 19% attempted to link the importance of a diverse workforce to their organizations success. 32% hold training sessions for existing employees which are designed to promote diversity awareness, and 16% have incorporated diversity training sessions in their orientations for new employees. The remaining eight diversity management policies received low levels of attention from respondents, and are listed in Table 2.

The selection of programs and policies relating to diversity management indicates that while municipalities are utilizing diversity management techniques in the training and orientation of employees, their use has been supplemental to employment equity policies as outlined above. Diversity management is being used in workshops and seminars fairly regularly, but is not significantly influencing the hiring practices of Ontario municipalities.

| Responses to Diversity Management Policies and Programs | # of Respondents | Percentage |
|--|-------------------------|-------------------|
| Employee surveys examining issues of diversity in the workforce | 3 | 10% |
| Organization tracks employee data beyond designated groups (i.e. single parents, gay/lesbian employees, religious affiliation) | 0 | 0% |
| Diversity training sessions for orientation of new employees | 5 | 16% |
| Voluntary training sessions or seminars promoting awareness of different cultures | 7 | 23% |
| Seminars/training sessions examining bias, prejudice and stereotypes | 12 | 39% |
| use of mentors paired with members of designated groups | 1 | 3% |
| Diversity training sessions for existing employees to promote awareness | 10 | 32% |
| Linking the importance of a diverse workforce to the success of your organization | 6 | 19% |
| Use of external consultants to provide information and promote diversity awareness | 4 | 13% |
| Use of "diversity newsletter" or intranet to promote diversity initiatives | 2 | 6% |
| Development of a diversity vision or mission statement | 2 | 6% |
| Emphasize shared values of all municipal employees | 11 | 35% |
| Establish "diversity office" or "diversity officer" | 2 | 6% |

Program and Policy Influencers

Also of interest was the manner in which these employment equity and diversity management policies and programs came into use. After selecting one or more polices from the list, respondents were then asked to think back to the programs and policies they selected in the previous section, and to select the level of influence each individual, group, or event had on the development of the programs or policies, on a scale of one to five, with one being least influential and five being most. The list included thirteen options, such as CAO, departmental manager, staff member, mayor, as well as individual citizen, non-governmental organization, and organizational crisis. Some of the most influential actors in the municipal setting were CAOs (45% selected five or "most influential," 29%

selected four), Departmental Manager (23% selected five, 42% selected four), Staff Member (29% selected four), Mayor (16% selected five, 23% selected four), and City Council (23% selected five, 19% selected four). Upper Levels of Government saw 19% of respondents select four. Citizen Group's influenced a fair number of policies, as well (23% selected four). A full summary of each group is attached in Appendix C.

Interestingly, this data implies that a great deal of decision making power regarding issues of employment equity and diversity management, and the types of policies which derive from these issues, resides at the local level. Forty-five percent of jurisdictions indicated that CAOs exerted the greatest amount of influence on employment equity and diversity management policies. This was double who cited the city council. Only 16% saw the mayor as highly influential. These numbers lend credence to the idea that equity and diversity drivers are developing within municipalities in isolation from other levels of government and elected municipal officials, and may also indicate that the training of CAOs has begun to incorporate employment equity practices, such as through the use of best professional practices which stress diversity issues.

Open-Ended Questions

Before concluding the survey, respondents were given the opportunity to add any comments, thoughts, or information that they felt was relevant. Eighteen of the 31 respondents chose to provide comments in this section. The comments can be roughly divided into three groups: those jurisdictions that are actively pursuing diversity and/or employment equity programs, those that recognize the

importance of a diverse workforce but are not actively pursuing programs, and those that have narrow view of diversity and how it applies to employment equity in their jurisdiction.

Of those jurisdictions that are actively pursuing programs, three respondents noted substantial efforts to improve diversity within their jurisdiction. The first instance outlined the establishment of a Diversity Advisory Committee, which was appointed by city council. The respondent noted that a member of their human resources team sits on the committee. This same jurisdiction has also hired a consultant to “encourage the understanding of diversity with all staff and have utilized a diversity measure device developed in concert with the consultant,” and has created an outreach program to contact diverse groups in the population for hiring purposes. The second respondent outlined their jurisdictions membership in the UNESCO Coalition of Municipalities Against Racism and Discrimination, and mentioned that they are in the process of formulating a diversity management plan. The last respondent indicated that their jurisdiction was in the process of devising a “Diversity Awareness” section in for their intranet.

Respondents in the second group, those that recognize the importance of diversity, generally stated that while their jurisdiction has not actively engaged in diversity or employment equity programs, they were “conscious of the need to gain from the inclusion of diverse populations.” One respondent stated that “we have a lot of successful informal practices in place to address hiring, promotion, accreditation and language barriers” and that their “next step is to formalize our

approaches.” Another responded that their “municipality is...very cognizant of diversity issues, yet due to the composition of our community multiculturalism it is less of an issue here than it would be in larger, urban centres.”

The final group of respondents exhibited a very narrow understanding of what diversity and employment equity encompasses in the municipal workplace. Several respondents stated that diversity concerns were not an issue in their jurisdiction because they are rural community with few visible minorities. One respondent stated “[t]here are no barriers to workforce diversity in my organization because we are a very small workforce who come from similar backgrounds and have grown up together,” while another does not feel diversity is an issue because “[o]ur community is not diverse. E.g. no visible minorities.” In total, all open-ended responses maintained a focus on visible minorities when addressing employment equity and diversity, ignoring persons with disabilities, aboriginal peoples, and women.

Chapter 6: Discussion and Conclusion

The results of this research are sobering if you are an advocate of employment equity at the municipal level. While a larger response group would allow for greater generalization across Ontario, several conclusions can be reached regarding the current state of employment equity in Ontario's municipalities.

Most evident is that municipalities have done very little on their own to fill the void created by the repeal of the Ontario EEA with similar employment equity programs. There is a lack of coherent and consistent employment equity programs across municipalities. Very few jurisdictions reported having employment equity programs and there was little use of practices and programs that went beyond basic employment equity as promoted by the Ontario *Equal Opportunity Act*. Diversity management, while evident in some practices and programs, has not become a significant replacement for employment equity, either.

Furthermore, few municipalities track the employment levels of members from the four designated groups, and no municipalities surveyed enumerated aboriginal peoples in their jurisdictions. This is especially worrisome given the significant barriers to employment these groups faces in the workplace. In Toronto, aboriginal persons between the ages of 25-44 have a full-year, full-time unemployment rate of 52%, and for visible minorities the rate is 48%.⁵⁷ These

⁵⁷ George, Usha and Robyn Doyle (2005), "Socioeconomic Integration of Visible Minorities and Aboriginal Peoples in Toronto," HRSDC, Canada Labour Program, available online:

disparities in employment between designated and non-designated groups have been well documented and researched, as the establishment of the federal EEA proves. The failure of Ontario municipalities to track these groups represents a disconnect between recognizing the problems facing these groups and formalizing a comprehensive solution to address it.

This research also provides an indication that voluntary measures such as the Ontario *Employment Opportunity Act* are not sufficient in addressing these employment equity problems. As one respondent noted at the end of their survey:

I see very little movement within the municipal sphere to move past anything more than basic diversity training, and instructions to staff to “be nice”. The lack of legislative teeth removed with the rescinding of the former provincial legislation leaves proponents of employment equity with little clout within organisations. Competing priorities and limited resources compound the lack of interest – especially in smaller communities.

While controversial, affirmative action programs in the United States have shown significant improvements in the proportions of minorities (visible and otherwise) employed in organizations.⁵⁸ This success can be attributed to the fact that affirmative action programs have established a number of requirements aimed at improving representation of these groups, as well as mechanisms to enforce these requirements. The lack of “legislative teeth” in Ontario’s employment equity legislation has created a situation that puts very little pressure on municipalities to implement employment equity programs aimed at removing barriers to employment and addressing discrimination in the workforce.

The Ontario Municipal Diversity Project represents a starting point from which it is hoped a larger debate on employment equity in Ontario’s municipalities can grow. While it is sometimes tempting to assign blame in

http://www.sdc.gc.ca/asp/gateway.asp?hr=/en/lp/lo/lsw/we/special_projects/RacismFreeInitiative/George-Doyle.shtml&hs=wzp

⁵⁸ Agócs and Burr (1996), 30

situations such as these, it is more productive to search for concrete steps to develop solutions. What, then, can be done to improve employment equity in Ontario's municipalities? The first step is to get the Ontario EEA back into the provincial debate. The legislative process can sometimes be slow moving, and it is important to create a constant dialogue regarding employment equity in Ontario.

Employment equity may also be achieved from within municipalities. Both Toronto and Ottawa have enacted employment equity acts which address many of the same areas as the former Ontario EEA. It is possible that other smaller municipalities could develop their own employment equity and diversity by-laws, as well. Currently the Town of Fort Erie is in the process of developing a municipal inclusion policy, a process which could be copied by other municipalities.⁵⁹

There is also the possibility that greater employment equity can be achieved outside the legislative process. As this research has shown, municipal CAOs exert a good deal of influence on municipal employment equity programs and practices. Provincial wide municipal organizations such as the Association of Municipalities of Ontario could serve as a locus for promoting employment equity among CAOs, which could lead to the municipal adoption of an informal employment equity act. Success of such a program without enforcement mechanisms, however, would be questionable.

Currently, however, it seems that very little has filled the employment equity gap left by the repeal of the Ontario EEA. While it is not clear if the political climate is again right for a renewed push for employment equity legislation in Ontario, what is clear is that the need for such legislation still exists. Until a comprehensive employment equity plan is in place, however, Ontario's municipalities will continue to function in this equity vacuum.

⁵⁹ Elling, Benjamin (2006), "Inclusion Policy in Canadian Municipalities: The Importance of Inclusion," *The Public Sector Digest*, online publication, January 2006.

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¹ Elling, Benjamin (2006), "Inclusion Policy in Canadian Municipalities: The Importance of Inclusion," *The Public Sector Digest*, online publication, January 2006

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Appendix A: Text of Survey E-mails

Initial Survey E-mail

Dear {FIRSTNAME},

Employment equity and diversity issues have become increasingly important at the municipal level in Ontario. Along with a host of other challenges, municipalities are faced with the requirements of an increasingly diverse citizenry, as well as the need to reflect this diversity in the municipal workforce.

Currently, there is little research documenting municipal employment equity practices across Ontario. The 2006 Ontario Municipal Diversity Project (MDP) seeks to fill this void.

The MDP survey is a convenient online survey which takes approximately 15 minutes to complete. All information is completely confidential and secure. For a full outline and more details, please visit the MDP main page (linked to www.municipaldiversityproject.ca).

Your participation in this survey is critical to our understanding of employment equity at the municipal level in Ontario. By taking the time to contribute your expertise you are aiding both the academic and public sectors by increasing our knowledge in this important area.

You have been selected as a participant in this project because it is believed you possess an understanding of the human resources functions of your municipality. If, after reading through this information, you feel this survey is better answered by someone else in your municipality, please do not hesitate to forward it to the appropriate individual.

To proceed to our secure survey site please click here:
{SURVEYURL}

If you have any other questions or require further assistance, please do not hesitate to contact me by e-mail (linked to e-mail address).

Your contribution of time is truly appreciated.

Sincerely,

Benjamin V. Elling
MDP Lead Researcher
Master of Public Administration Candidate
University of Western Ontario

Reminder E-mail

Dear {FIRSTNAME},

Recently you were sent an email seeking your participation in the Ontario Municipal Diversity Project survey. In order to establish a clear understanding of employment equity in Ontario's municipalities, it is essential that this study collects data from as many municipalities as possible.

For a full outline and more details, please visit the MDP main page (linked to www.municipaldiversityproject.ca).

It will be greatly appreciated if you can spare 15 minutes to complete our survey. To proceed to our secure survey site please click here:
{SURVEYURL}

Again, thank you for taking the time to contribute to this important research. Your assistance is invaluable. If you have any questions or require assistance please do not hesitate to contact me by e-mail (linked to e-mail address).

Sincerely,

Benjamin V. Elling
MDP Lead Researcher
Master of Public Administration Candidate
University of Western Ontario

Appendix B – Ontario Municipal Diversity Project Survey

Introduction

01 *

Position (HR Director, CAO, etc.)

02

How long have you worked in your current position?

? Years

Months

03 *

How many full-time, permanent employees does your organization currently have?

Designated Groups

04 *

Does your organization track the number of persons with disabilities employed by the municipality?

05 *

Does your organization track the number of “visible minorities” employed by the municipality?

06 *

Does your organization track the number of women employed by the municipality?

07 *

Does your organization track the number of aboriginal peoples employed by the municipality?

Percentage of Designated Group Employees

08 *

Aboriginal Peoples

09 *

Persons With Disabilities

10 *

Visible Minorities

11 *

Women

Organizational Programs and Practices

12 *

Looking at the following list, check all practices/programs your organization is currently using.

- Collection of information regarding workforce
- Analysis of workforce information
- Use of flexible work hours for employees
- Employee surveys examining issues of diversity in the workforce
- Review of hiring practices and policies
- Use of modified job duties for employees
- Identification of employment barriers to designated groups
- Dress codes which accommodate designated groups
- Organization tracks employee data beyond designated groups. (i.e. single parents, gay/lesbian employees, religious affiliation)
- Establish specific goals and timetables to eliminate barriers to employment
- Establish specific goals and timetables to achieve an equitable composition of municipal workforce
- Voluntary self-reporting by employees of membership in a designated group
- Diversity training sessions for orientation of new employees
- Examination of the accessibility of municipal buildings
- Communication with employees regarding equality and employment in the municipality
- Voluntary training sessions or seminars promoting awareness of

different cultures

- Seminars/training sessions examining bias, prejudice and stereotypes
- Use of mentors paired with members of designated groups
- Diversity training sessions for existing employees to promote awareness
- Development of polices/practices to eliminate employment barriers for designated groups
- Linking the importance of a diverse workforce to the success of your organization
- Development of a municipal inclusion policy
- Use of external consultants to provide information and promote diversity awareness
- Use of "diversity newsletter" or intranet to promote diversity initiatives
- Development of a diversity vision or mission statement which outlines your organization
- Establish a review committee/task force to examine issues of employment equity and diversity
- Emphasize shared values of all municipal employees
- Establish a "diversity office" or "diversity officer"
- None
- Do not know
- Not applicable

Program and Policy

13

How influential was:

| | |
|----------------------|----------------------|
| CAO/City Manager | <input type="text"/> |
| Departmental Manager | <input type="text"/> |
| Staff Member | <input type="text"/> |
| Mayor | <input type="text"/> |
| City Council | <input type="text"/> |
| Employee Union | <input type="text"/> |

- Employee
- Individual Citizen
- Citizen Group
- Non-governmental Organization
- Private Sector Organization
- Upper Level of Government
- Organizational Crisis

Conclusion

14 * Does your organization currently have an Employment Equity program?
 Please choose..

15 * Does your organization currently have a Diversity Management program?
 Please choose..

16 In your experience, are there any barriers to greater workforce diversity in your organization's jurisdiction? If so, please explain in the space provided.

17 **Final Comments**

Please feel free to add any additional thoughts, comments, or information in the space provided.

18 Would you like a summary of this research emailed to you upon completion of the research report?
 No

Appendix C Summary - Program and Policy Influencers

| Field Summary for 13(CAO): | | |
|--|-------|------------|
| How influential was: [CAO/City Manager] | | |
| Answer | Count | Percentage |
| No answer | 1 | 3.23% |
| 1 (1) | 0 | 0.00% |
| 2 (2) | 0 | 0.00% |
| 3 (3) | 5 | 16.13% |
| 4 (4) | 9 | 29.03% |
| 5 (5) | 14 | 45.16% |

| Field Summary for 13(Dept): | | |
|--|-------|------------|
| How influential was: [Departmental Manager] | | |
| Answer | Count | Percentage |
| No answer | 4 | 12.90% |
| 1 (1) | 2 | 6.45% |
| 2 (2) | 2 | 6.45% |
| 3 (3) | 1 | 3.23% |
| 4 (4) | 13 | 41.94% |
| 5 (5) | 7 | 22.58% |

| Field Summary for 13(Staff): | | |
|--|-------|------------|
| How influential was: [Staff Member] | | |
| Answer | Count | Percentage |
| No answer | 7 | 22.58% |
| 1 (1) | 4 | 12.90% |
| 2 (2) | 0 | 0.00% |
| 3 (3) | 6 | 19.35% |
| 4 (4) | 9 | 29.03% |
| 5 (5) | 3 | 9.68% |

| Field Summary for 13(Mayor): | | |
|---------------------------------|--|--|
| How influential was: [Mayor] | | |

| Answer | Count | Percentage |
|-----------|-------|------------|
| No answer | 10 | 32.26% |
| 1 (1) | 5 | 16.13% |
| 2 (2) | 1 | 3.23% |
| 3 (3) | 1 | 3.23% |
| 4 (4) | 7 | 22.58% |
| 5 (5) | 5 | 16.13% |

| Field Summary for 13(CC): | | |
|--|-------|------------|
| How influential was: [City Council] | | |
| Answer | Count | Percentage |
| No answer | 5 | 16.13% |
| 1 (1) | 5 | 16.13% |
| 2 (2) | 2 | 6.45% |
| 3 (3) | 4 | 12.90% |
| 4 (4) | 6 | 19.35% |
| 5 (5) | 7 | 22.58% |

| Field Summary for 13(EU): | | |
|--|-------|------------|
| How influential was: [Employee Union] | | |
| Answer | Count | Percentage |
| No answer | 11 | 35.48% |
| 1 (1) | 3 | 9.68% |
| 2 (2) | 3 | 9.68% |
| 3 (3) | 8 | 25.81% |
| 4 (4) | 3 | 9.68% |
| 5 (5) | 1 | 3.23% |

| Field Summary for 13(EM): | | |
|------------------------------------|-------|------------|
| How influential was: [Employee] | | |
| Answer | Count | Percentage |
| No answer | 12 | 38.71% |
| 1 (1) | 4 | 12.90% |
| 2 (2) | 2 | 6.45% |
| 3 (3) | 7 | 22.58% |
| 4 (4) | 3 | 9.68% |

| | | |
|-------|---|-------|
| 5 (5) | 1 | 3.23% |
|-------|---|-------|

| Field Summary for 13(IC): | | |
|--|-------|------------|
| How influential was: [Individual Citizen] | | |
| Answer | Count | Percentage |
| No answer | 17 | 54.84% |
| 1 (1) | 6 | 19.35% |
| 2 (2) | 3 | 9.68% |
| 3 (3) | 1 | 3.23% |
| 4 (4) | 2 | 6.45% |
| 5 (5) | 0 | 0.00% |

| Field Summary for 13(CG): | | |
|---|-------|------------|
| How influential was: [Citizen Group] | | |
| Answer | Count | Percentage |
| No answer | 17 | 54.84% |
| 1 (1) | 3 | 9.68% |
| 2 (2) | 1 | 3.23% |
| 3 (3) | 1 | 3.23% |
| 4 (4) | 7 | 22.58% |
| 5 (5) | 0 | 0.00% |

| Field Summary for 13(NGO): | | |
|---|-------|------------|
| How influential was: [Non-governmental Organization] | | |
| Answer | Count | Percentage |
| No answer | 18 | 58.06% |
| 1 (1) | 5 | 16.13% |
| 2 (2) | 3 | 9.68% |
| 3 (3) | 2 | 6.45% |
| 4 (4) | 1 | 3.23% |
| 5 (5) | 0 | 0.00% |

| Field Summary for 13(PS): | | |
|---|-------|------------|
| How influential was: [Private Sector Organization] | | |
| Answer | Count | Percentage |

| | | |
|-----------|----|--------|
| No answer | 19 | 61.29% |
| 1 (1) | 9 | 29.03% |
| 2 (2) | 1 | 3.23% |
| 3 (3) | 0 | 0.00% |
| 4 (4) | 0 | 0.00% |
| 5 (5) | 0 | 0.00% |

| Field Summary for 13(UG): | | |
|---|-------|------------|
| How influential was: [Upper Level of Government] | | |
| Answer | Count | Percentage |
| No answer | 16 | 51.61% |
| 1 (1) | 7 | 22.58% |
| 2 (2) | 0 | 0.00% |
| 3 (3) | 0 | 0.00% |
| 4 (4) | 6 | 19.35% |
| 5 (5) | 0 | 0.00% |

| Field Summary for 13(OC): | | |
|---|-------|------------|
| How influential was: [Organizational Crisis] | | |
| Answer | Count | Percentage |
| No answer | 19 | 61.29% |
| 1 (1) | 8 | 25.81% |
| 2 (2) | 1 | 3.23% |
| 3 (3) | 1 | 3.23% |
| 4 (4) | 0 | 0.00% |
| 5 (5) | 0 | 0.00% |