

PAY EQUITY IN CARE-GIVING SERVICES IN NEW BRUNSWICK

Report prepared for the
New Brunswick Coalition for Pay Equity

by

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New Brunswick Coalition for Pay Equity

The New Brunswick Coalition for Pay Equity is a group of individuals and organizations that educates and advocates for the adoption and the implementation of adequate legislation in order to achieve pay equity for all workers in both the public and private sectors.

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1. INTRODUCTION

1.1 Discrimination persists

Even today, Canadian women earn 25% less than men on an annual basis and 14% less on an hourly basis.¹ Part of the annual gap can be explained by the fact that women work fewer hours or fewer days each year than men, because they continue to take responsibility for the great majority of household tasks; in itself a form of discrimination. Nevertheless, the 14% gap on an hourly basis stems from various forms of discrimination; this is all the more flagrant when we consider that women now have higher educational levels than men.

Discrimination takes several interrelated forms, including:

- Within the same occupation, with the same training and the same experience, women continue to be paid less on average than men.²
- Women continue to be excluded from certain well-paid occupations, such as senior management jobs and blue collar trades.
- Female-dominated jobs continue to be under-paid compared with male-dominated jobs where evaluations have shown that qualifications, responsibilities, effort and working conditions are equivalent.

While the first type of discrimination relates to the idea of *wage equality*, meaning the same pay for the same work, the third type relates to *pay equity*, or *equal pay for work of equal value*. In 2012 and 2014, the Government of New Brunswick published the results of four pay equity exercises in care-giving services: child care, home care, transition houses, and community residences. The purpose of this document is to examine the methodology and the results of these exercises from a critical perspective.

1.2 Economic theories of discrimination

The initial economic literature by neoclassical economists denied the possibility that discrimination could survive market forces (Becker, 1957, 1971; Aigner and Cain, 1972; Block and Walker, 1982). According to these theorists, wage gaps reflect real differences in productivity between two groups. Without these differences, employers who do not discriminate would have a competitive advantage, benefiting from the lower salaries of disadvantaged groups. As a result, competition would progressively raise the wages of the groups experiencing discrimination and lower those of privileged groups, until wage gaps eventually disappear.

In the 1970s, critical economists developed theories of labour market segmentation. They suggested that employers as a whole have an advantage when they keep certain groups of workers non-competitive, as they can benefit in the long term from the lower wages paid for jobs reserved for people in these groups. Race, sex and recent immigrant status constitute characteristics which allow certain groups of people to be distinguished from others, and make it possible to limit them to particular jobs such as low-paid factory work, personal services, or, in the case of women, clerical work, health care, daycare, and elementary education (Gordon, 1972; Doeringer and Piore, 1979).

¹ Annual employment income is based on data from Statistics Canada, National Household Survey 2011, and hourly wages on CANSIM Table 282-0070 (Labour Force Survey).

² This affirmation is based on a compilation of the Relance studies by the Quebec Ministry of Education, Leisure and Sports (MELS). These studies look at recent graduates, at different educational levels according to the area of study, one or two years after receiving a diploma or degree. See Rose (2013, ch. 4 and Annexe G).

Beginning at the end of the 1960s, there was a proliferation of empirical studies attempting to measure the portion of the wage gap between women and men (or between visible minorities and whites, for example) which can be attributed to different characteristics related to productivity. Logically, the portion not explained by these characteristics reflects discrimination.³ Despite the theories of neoclassical economists who predict the market will eliminate unjustified differences in wages, the vast majority of empirical data shows that a substantial proportion of the gaps cannot be explained by measurable differences in the characteristics of groups in the labour force, such as education, years of experience, union membership, size of the company, or level of responsibility.

In 1948, Canada signed the United Nations Universal Declaration of Human Rights, followed by several other international agreements including, in 1979, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Both the Declaration and the Convention affirm the principle of equality, as well as the right of women to free choice of profession and employment and to *equal remuneration to men for work of equal value*. Despite the adoption of a number of federal and provincial laws reaffirming the right of women to equality in the workplace, in particular the Canadian Charter of Rights and Freedoms in 1981, the three forms of discrimination persist. This report deals mostly with the third form: the undervaluing and underpayment of female-dominated occupations.

Faced with the difficulty of obtaining the right to pay equity through complaint mechanisms, the feminist movement sought proactive legislation to oblige employers to conduct pay equity exercises in order to identify unjustified wage differences and correct them. Laws in Ontario (1988) and Québec (1996) apply to both the public and private sectors, while New Brunswick passed a law in 1990, which covers the public service, and another one in 2009, which covers the public sector in a broad sense. Starting in 2006, the Government of New Brunswick introduced a program to conduct pay equity exercises and to fund the cost of implementing the exercises in five sectors which offer care-giving services under contract with the government. *Four of these sectors, namely child care, home care, transition houses and community residences, are the subject of this study.*⁴ These sectors do not have male-dominated occupational categories, so the government borrowed the methodology used in Québec for this type of exercise.

The main conclusion to be drawn from economic theory and research, as well as from the experience with pay equity laws, is that the practice of paying women less than men for a job of equal value is deeply entrenched, partly because of prejudices about women's abilities but also because employers benefit from the practice. Even governments, in their role of employers or agencies which contract out to private or community organizations, have a financial stake in keeping women's wages low, and they resist efforts to establish true equality.

In this context, it is essential that in doing a pay equity exercise, the assessment of female-dominated occupations be objective and avoid preconceived ideas about what the jobs involve and their requirements. In the case of workplaces without male comparators, it is also essential to choose external comparators which are realistic, and that the job categories be assessed honestly

³ Here are some examples of this kind of studies, in chronological order, with an emphasis on the Canadian research: Blau-Weisskoff (1972); Robb (1978); Boyd and Humphreys (1979); Gunderson (1979); Denton and Hunter (1984); Neumark (1988); Galarneau and Earl (1999); Finnie and Wannell (2004); Drolet (2001 et 2010); Frenette and Coulombe (2007). This subject is dealt with less often in research by economists after the late 1990s.

⁴ The fifth sector, nursing homes, is mostly unionized, and used a different methodology. See New Brunswick, Women's Issues Branch, June 10, 2009, and New Brunswick, Social Development, Seniors and Healthy Aging, January 25, 2010.

and in a way that is consistent with the wages attributed to them. It is too easy to distort a pay equity exercise in such a way as to maintain existing discrimination, if that is the objective.

1.3 This report

The purpose of this report is to examine the methodology and the results of the pay equity exercises in four care-giving services without male comparators, conducted in New Brunswick between 2007 and 2014. The “fair” or “equitable” wages which were identified by these exercises were extremely low and suggest that there were serious flaws in the methodology used.

Section 2 presents the findings from the exercises and explains the methodology used. A critical analysis is presented, dealing, in particular, with the description of the job of foreman and the points assigned to this occupational category, as well as the wages used for the two male comparators. Alternative calculations for equitable wages, which correct these two elements, are then proposed.

Next, in order to consider how “equitable” the results of the New Brunswick exercises are, Section 3 presents four sets of comparative data from six other provinces and from Canada as a whole. First, the wages and other characteristics of work in care-giving services are examined, with emphasis on child care services in other Canadian provinces. The results of the pay equity exercises carried out in child care services, transition houses for women who have experienced spousal violence and for home-care workers in Québec are also presented.

Second, based on data from the Statistics Canada's National Household Survey, wage structures in seven provinces (including New Brunswick) are examined for selected occupational categories and, more specifically, for occupations in the field of care-giving services.

Third, educational levels and the annual employment income associated with these levels in Canada and in the seven provinces are examined for the selected care-giving occupations and certain occupational categories similar to those of the male comparators used in the pay equity exercises.

The fourth issue is the question of whether differences in the cost of living in the different provinces might justify the lower wages in New Brunswick.

Section 4 deals with other aspects of remuneration related to pay equity, in particular the questions of pay scales versus single wage levels, benefits, indexing wages to the cost of living and to general economic growth, the period of adjustment for wages to reach equitable levels, and the maintenance of pay equity.

After considering these findings, we reach the conclusion that the pay equity exercises in the four care-giving services were intentionally distorted in order to reduce the cost to the government. According to our calculations, equitable wages for the people who provide the direct care in these services, and who are required to have at least six months to two years of post-secondary education, should be approximately \$20 per hour. This applies to support staff in child care services, home-care staff, transition house workers, and direct-care providers in community residences. Wages for people working in administrative or supervisory roles, including senior staff in day care centres and community residences, should be approximately \$24 per hour. Salaries in other occupational categories should be a function of the assessment conducted. Results of these estimates are found in table 3 (page 18).

2. PAY EQUITY EXERCISES IN CARE-GIVING SERVICES IN NEW BRUNSWICK

2.1 Results of the pay equity exercises

In 2012, the Women's Issues Branch of New Brunswick published the results of three pay equity exercises which had been carried out in child care services, transition houses, and home care work. The results of the exercise on community residences were published in 2014 by the Women's Equality Branch.⁵ Tables A.1 to A.4, in the Appendices, summarize the points allocated for different positions and for male comparators in these exercises. Table 1, below, shows the estimates for "fair hourly rates" calculated when the exercises were completed.

Table 1: "Fair hourly rates" resulting from the pay equity exercises in the Child Care, Home Support, Transition House and Community Residence Sectors, New Brunswick

Job Category	Points	Average Rate	Fair Hourly Rate	Gap to correct
Child Care Sector – March 31, 2011				
Administrator/Primary Child Care Staff	751	\$16.33	\$14.17	\$-2.16
Primary Child Care Staff	590	\$13.32	\$13.15	\$-0.17
Support Worker	491	\$10.00	\$12.52	\$2.52
Foreman	855		\$14.83	
Maintenance Worker	387		\$11.86	
Home Support Sector – March 31, 2011				
Home Support Worker	558	\$11.00	\$13.15	\$2.15
Foreman	817		\$14.83	
Maintenance Worker	360		\$11.86	
Transition House Sector – March 31, 2011				
Crisis intervener	601	\$13.37	\$13.40	\$0.03
Child Support Worker	601	\$13.85	\$13.40	\$-0.45
Outreach Worker	670	\$19.20	\$13.81	\$-5.39
Support Worker	606	\$15.64	\$13.43	\$-2.21
Foreman	837		\$14.83	
Maintenance Worker	348		\$11.86	
Community Residence Sector – March 31, 2013				
Direct Caregiver (adults)	575	\$11.95	\$14.80	\$2.85
Supervisor/Direct caregiver (adults)	756	\$15.23	\$16.06	\$0.83
Direct caregiver (children)	592	\$14.87	\$14.92	\$0.05
Supervisor/Direct caregiver (children)	773	\$18.57	\$16.18	\$-2.39
Foreman	827		\$16.55	
Maintenance Worker	350		\$13.24	

Sources: New Brunswick, Women's Issues Branch, 2012a, b and c and New Brunswick, Women's Equality Branch, 2014.

⁵ In 2013, the name of the Women's Issues Branch was changed to that of Women's Equality Branch, but it is essentially the same organism.

As we can see, six job categories were considered to be significantly over paid: administrators/primary child care staff in child care centres (- \$2.16), support workers (- \$2.21) and outreach workers (-\$5.39) in transition houses, and supervisors/direct caregivers for children in community residences (-\$2.39). The estimated overpayment was more limited in the cases of primary child care workers (- \$0.17) and child support workers in transition houses (- \$0.45).

Three job categories were judged to merit substantial increases, but wages in these jobs were extremely low, close to minimum wage. They are support workers in child care centres (people responsible for fostering the integration of children with special needs) (+ \$2.52), home-support workers (+ \$2.15) and direct caregivers for adults in community residences (+ \$2.85). More modest, or practically zero, increases were estimated for crisis interveners in transition houses (+ \$0.03), supervisors/direct caregivers for adults (+ \$0.83) and direct caregivers for children (+ \$0.05) in community residences.

The fact that the supposedly fair wages are so low, even lower than the wages already paid to much of the staff, is an indication that these pay equity exercises require a closer look.

2.2 Methodology used

2.2.1 *When there is no male comparator in the company, two employment categories from outside of the firm are used*

The goal of a pay equity exercise is to ensure that each employer sets wages for female-dominated job categories in his or her company at the same rate as wages for male-dominated job categories which have the same value, as established by a systematic examination and assessment. In other words, we are seeking to establish equity within a company, because our system of labour relations is based on the right to unionization and collective bargaining within each company.⁶

So what can be done when there is no male-dominated job category within the company? In Québec, in 2005, (as mandated by the *Pay Equity Act* of 1996) the *Commission de l'équité salariale* (Pay Equity Commission) adopted a regulation allowing female-dominated job categories in a company which do not have a male comparator to be compared to two outside job categories. The Government of New Brunswick borrowed this methodology, with some variations.

In order to limit the arbitrary nature of the comparators, and to ensure that people conducting the pay equity exercise have a clear idea of the content of these reference jobs and are able to assess them accurately, the regulation in Québec specifies the occupations to be used: a foreman (also called a manager, a coordinator, a team leader, a supervisor, or a department director) and a maintenance worker (also called a handyman, a caretaker, a labourer, or a maintenance man).⁷ In the New Brunswick exercises, the term "maintenance worker" was used. Québec's regulation also stipulates that a maintenance worker's wages must be 60% of those of a foreman. New Brunswick used a ratio of 80%. We will return to this point in Section 2.3.3.

2.2.2 *Assessment tool*

For pay equity exercises in the public sector, New Brunswick's *Pay Equity Act, 2009* provides that:

⁶ In most European countries, negotiations for collective agreements are done for the entire sector or industry, and, therefore, apply to all businesses or organizations in the sector. Thus, there are fewer wage inequalities between companies or units. In Sweden, for example, wage gaps between women and men were reduced more quickly than in North America because of this sectoral approach.

⁷ In English, other terms such as janitor, building superintendent or concierge might be used.

In determining the value of work performed for the purposes of this Act, the criterion to be applied is the composite of the skill, effort and responsibility normally required in the performance of the work and the conditions under which the work is performed. (Article 2)

In the four exercises examined here, the criteria used were required qualifications, responsibilities, required effort and working conditions. These four main factors were subdivided into ten sub-factors (see Tables A.1 to A.4). The four factors are those that are specified in Québec's *Pay Equity Act* and are similar to those in New Brunswick's *Act*, with the difference that the term "required qualifications" has replaced New Brunswick's "skill."

2.2.3 Process

In the case of the exercises completed in New Brunswick, the government began by communicating with employers and women workers in the sectors concerned, in order to explain the process and to recruit people for two committees in each sector. A joint steering committee was mandated to appoint the members of the joint job evaluation committee, to approve the work at various stages and to present the conclusions and the recommendations to the government. The joint job evaluation committee carried out the analysis and prepared recommendations. Representatives of employers, workers and the government served on each committee, and the members were chosen to represent the different regions of the province and both official language groups.

In any pay equity exercise, the review or assessment consists of the following steps:

- identifying job classes and determining whether they are female-dominated, male-dominated or neutral;
- developing the methods and tools used and the factors and sub-factors involved, and identifying the various levels or codes possible for each sub-factor;
- developing job descriptions for the job categories under review, generally by means of a survey completed by people in each job category;
- evaluating job classes by allocating a score to each sub-factor;
- determining a weight for each factor and sub-factor; by applying the appropriate weight, the total number of points for each job class can be calculated;
- analyzing pay equity by comparing the points and the wages in female-dominated categories to those of male-dominated categories; this analysis is used to determine the adjustments to be made;
- determining the time framework for paying the appropriate adjustments.

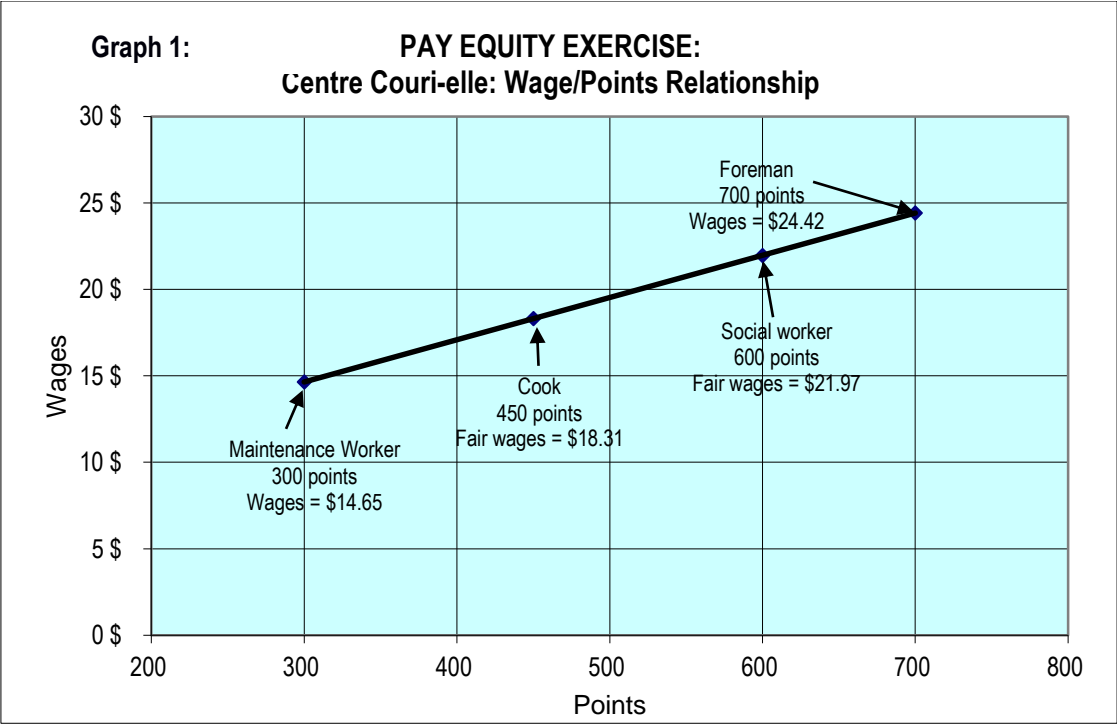
The last step was undertaken by the government, which provides much of the funding for the care-giving services under review.

2.2.4 Comparing female-dominated jobs to male-dominated jobs

There are several different ways to make this type of comparison, including pairwise or proportionality-based. However, the pairwise method presumes that there is a large number of male and female jobs, making it possible to identify at least one male-dominated job with the same

value (or close to the same value) for each of the female-dominated categories reviewed. The proportionality-based method also requires a large number of jobs, and can lead to inequitable results because the jobs with the highest ratings (number of points, or value) will be assigned the lowest ratios of wages to points, and will therefore continue to be paid wages that are too low.⁸

The method stipulated in the Québec regulations, and which is appropriate for almost all small businesses, is the linear method. Once the two male-dominated jobs to be used as comparators are assessed and the wages are identified, two points can be plotted on a graph, allowing a fair-wage line to be drawn, as shown in Graph 1.



In the case shown, the maintenance worker was allocated 300 points and the wages were \$14.65, while the foreman received 700 for a wage of \$24.42. The line on the graph connects these two points. Now the slope of the line must be calculated, that is, the wage value for each point above the 300 points allocated for the maintenance worker.

- Difference in wages between maintenance worker and foreman: \$9.77
- Difference in points between maintenance worker and foreman: 400 points
- Value of each point: $\$9.77 / 400 \text{ points} = 2.44 \text{ ¢ per point}$

Calculation of the fair wage for the cook:

- Difference in points from maintenance worker: $450 - 300 = 150 \text{ points}$
- Value of 150 points = $150 \times 2.44 \text{ ¢} = \3.66

⁸ Using a proportionality-based method, a separate “pay equity line” for each male comparator passing through the origin would be established on a graph such as Graph 1 shown here. Therefore, the higher the number of points, the less steep the slope would be. Thus, the “fair” wages calculated for female-dominated categories with the highest qualifications would be farthest from the pay equity line calculated for male-dominated job categories as a whole.

- Fair wage = \$14.65 + \$3.66 \$ = \$18.31

Calculation of the fair wage for the social worker:

- Difference in points from maintenance worker: 600-300= 300 points
- Value of 300 points = 300 x 2.44 ¢ = \$7.32
- Fair wage = \$14.65 +\$ 7.32 = \$21.97

2.3 Critical analysis of the New Brunswick pay equity exercises

The low results from the New Brunswick exercises can be attributed to two main causes. First, the responsibilities of the foreman were overestimated, and this had the effect of allocating too many points to this job relatively to the other positions in the services examined. Second, the wages used for the maintenance worker and the foreman were not representative of the actual income of people working in these positions in New Brunswick. The use of an 80% ratio between these two wages, instead of 60%, was not realistic, either. One might suspect that the objective was to deliberately calculate unreasonably low “fair”. Let us now look at these two issues in more detail.

2.3.1 Definition of foreman

The definitions of foreman in the four programs correspond to a senior manager rather than a middle manager, as the position is described in the Quebec regulation. This element is particularly flagrant in child care services and community residences, where the jobs of administrator/primary child care staff and supervisor/service provider were also assessed.

For example, in the field of child care, the position of administrator/primary child care staff is described in the following way:

A person appointed by an operator to supervise the day-to-day activities of a government approved child day care facility and who spends seventy-five percent of their time providing child day care services directly to children and who is responsible for the safety, well being and development of children. (New Brunswick, 2012a, p. 11).

Paradoxically, the “primary child care staff” may be “an a) operator, or b) a person employed in a (*sic*) approved child day care facility who spends seventy-five percent or more of the time at a government approved child day care facility providing child day care services directly to children.” Isn't it odd that the owner is not the person administering the day care centre and coordinating the staff? In comparison, the foreman is defined as a person who spends 100% of her or his time on administration and supervising the team.

The description of the administrator/primary child care staff is 3 pages long, while that of the foreman is only 2 pages. Below, we present the purposes of the two jobs in parallel (New Brunswick 2012a p. 56 and 64). The differences are underlined in the foreman column.

Administrator / Primary Child Care Staff	Foreman
<p>Job Purpose: Administrators/Primary Child Care staff are responsible for the day to day operations of Early Learning and Child Care Facilities in accordance with Acts, Regulations, Standards, Policies and Procedures. They are responsible for Financial and Human Resource Management and facility maintenance. In addition, they develop, plan and implement quality learning experiences for infants, preschool and school-aged children that stimulate and respond to each child's intellectual, physical, social and emotional growth. Administrators/Primary Child Care staff ensure the health, safety and well-being of staff and children in their care.</p>	<p>Job Purpose: Foreman (<i>sic</i>) is responsible for the day to day operations of Early Learning and Child Care Facility in accordance with Acts, Regulations, Standards, Policies and Procedures. They are <u>responsible to plan, organize, direct, control and evaluate the operations of an Early Learning and Child Care Facility</u>. They are responsible for Financial and Human Resource Management and to ensure the maintenance of the facility. In addition, <u>they coordinate the implementation</u> of quality learning experiences for infants, preschool and school-aged children that stimulate and respond to each child's intellectual, physical, social and emotional growth. The Foreman is responsible for the health, safety and well-being of staff and children in their care.</p>

According to this description, the foreman coordinates the staff members who work directly with the children, while the administrator/primary child care staff perform almost all the same duties, and work directly with children besides. Both jobs were given the same number of points for supervision: Level 5 (70 points). On the other hand, the foreman received more points for communication/interpersonal relations and intellectual effort. Nonetheless, the administrator/primary child care staff must also communicate with the children in the facility, their parents, and government representatives. Despite the difference in the job description, she performs almost all the same duties in coordinating and managing the work team, including doing the payroll and chairing meetings. Here are some of the duties listed for the position: (New Brunswick, 2012a, p. 56).

- Ensure adherence to Acts, Regulations and Standards relevant to the operations and management of an Early Learning and Child Care Facility (Day Care Regulations, Child Day Care Facilities Operator Standards, Employment Standards, Public Health Standards, Fire Prevention Act, Occupational Health and Safety Act, etc.)
- Develop, implement and revise operational policies, procedures and guidelines of the facility (Employee Handbook, Family Handbook, Governance, etc.)
- Meet and collaborate with various Government representatives (Social Development, Health and Fire Inspectors) throughout the approval, renewal, monitoring and complaint processes and comply with any corrective action
- Human Resource Management (Recruitment, Orientation, Guidance, Support, Leadership, Motivation, Professional Development, Performance Management, Disciplinary Action, etc.)
- Financial Management (budgeting and forecasting, revenues and expenditures, payroll management, monitoring petty cash, cost analysis, grant proposals, inventory control, etc.)
- Plan, conduct and facilitate meetings (staff, resource professionals, case conferences, family/staff)

There are 8 duties related to administration and 11 duties related to primary child care. In other words, the administrator/primary child care worker is basically the manager of a daycare centre which is too small to have another manager. The fact that she also works directly with children

herself, three-quarters of the time, adds to the complexity of her tasks and to the stress that stems from the fact she is entirely responsible for ensuring the organization is running smoothly.

And all that for a “fair” salary of only \$14.17 an hour, while the average wage in 2011 was \$16.33!

In community residences, supervisors/direct caregivers who provide care to adults or children also have all the responsibilities of a team leader or coordinator. Among their administrative responsibilities, they may “participate in the recruitment process, orientation of new employees, and/or performance evaluation” of the staff, and “coordinate training needs of employees.” They “coordinate and monitor the staff’s daily work plans,” “manage daily operational needs (scheduling, next of kin/legal representative concerns, staff concerns/conflicts, replacement staff...)” and “prepare and facilitate staff meetings.” They must have the “ability to supervise staff effectively and efficiently.” (New Brunswick, 2014, p. 86, 90 and 97). Their job descriptions are four pages long, while that of the foreman is less than two pages. The foreman's function focuses on financial and operational management of the organization rather than the coordination of the work team. His position is at the same level as a supervisor's rather than above it.

In transition houses and home support services, the description of the “foreman's” job is similar to that of a department head, in other words that of a senior manager rather than simply a coordinator of a team of social workers or home support workers.

In other words, the foreman's position is allocated a much higher number of points in all four sectors than a position of coordinator or team supervisor should receive. In Québec, the ratio of points of a foreman to an early childhood educator in a Centre de la petite enfance (CPE) was 119%. In New Brunswick, it was 145%. In home care services, the equivalent ratio was 146%, in transition houses, 139%, in community residences for adults, 144%, and in residences for children, 139%. The ratio of points for an administrator/primary child care staff to that of child care staff in the child care sector was 127%. In community residences for adults, the ratio of points of supervisors and direct care providers was 128%, and in children's residences 131%: these ratios would be more realistic for the foreman as well.

2.3.2 *Wages of maintenance workers*

For the purposes of the pay equity exercises, the Women's Issues Branch of the Executive Council hired the MarketQuest Research (MQR) firm to carry out a survey on the hourly wages of maintenance workers, specifying that the survey would be limited to non-unionized workplaces. The firm contacted 49 employers, but three were eliminated because the employer said he did not know the wages of maintenance workers. Of the remaining 46, “four average wages were removed as they were significantly out of range related to both the Statistics Canada survey, as well as the data within the MQR survey, and thereby deemed not to be representative of the average wage for this job class.” (New Brunswick, 2012d, p. 3). MQR determined an average wage of \$11.86 for 2010.

The New Brunswick Coalition for Pay Equity asked Statistics Canada to compile a special set of data on wages from the Labour Force Survey (LFS) for the occupational category G93, Cleaners (2006 Classification). In 2012, the wage of non-unionized male workers was \$13.24, that of unionized male workers was \$17.23, and the average of all workers was \$14.64. However, category G93 includes three subcategories: G931 Light duty cleaners, G932 Specialized cleaners; and G933 Janitors, caretakers and building superintendents.⁹

⁹ It should be noted that the Women's Issues Branch (2012d) first looked at the data from the 2006 Census in the category of Janitors, caretakers and building superintendents. Therefore, this sub-category seems to be the most

According to the job description used in the pay equity exercises, the maintenance worker performs all tasks related to “cleaning and maintaining the interior and exterior of a facility and the surrounding grounds,” but also must “identify potential or actual health hazards in the building,” and make almost all minor repairs to furniture and equipment and to “heating, cooling, ventilation, plumbing and electrical systems.” He must have the “ability to work independently,” have “clear communication, written and interpersonal skills,” be able to “handle specialized equipment (snow blowers, lawn mower, maintenance tools)” and “work in confined spaces and awkward positions.” Thus, he is not simply a housekeeper or janitor, but rather a handyman who has to possess multiple skills and abilities.

The subcategory which corresponds most clearly to the description of a maintenance worker used in the pay equity exercises is, therefore, G933 Janitors, caretakers and building superintendents. According to the data in the National Household Survey (NHS) for New Brunswick, in 2010, janitors made 10% more than the average wage in the category of Cleaners. Therefore, we applied an adjustment of 10% to the wage of \$13.24, which brought the rate up to \$14.56 for 2012 (Statistics Canada, Table 99-014-X2011042).

In Québec, the wages used in the pay equity exercise in the CPEs (early childhood centres) for a maintenance worker would have been \$14.95 for the year beginning April 1, 2012.¹⁰ As we can see in Table E3, in New Brunswick, in 2010, the annual earnings of janitors and building superintendents who had a high school diploma—the level of education designated in pay equity exercises for this position—was \$37,378, which corresponds to an average hourly wage of \$17.95 for a 40-hour work week, 52 weeks a year. The corresponding average wage in Québec was \$33,085 or the equivalent of \$15.91.

Therefore, a wage of \$14.56 for a maintenance worker in 2012 is a better reflection of what maintenance workers actually earn in New Brunswick than is the \$11.86 used for the three pay equity exercises in 2012.

In the community residence exercise conducted in 2013, the government used the wage of \$13.24 from the Statistics Canada compilation for non-unionized workers, but did not apply the adjustment of 10% proposed here, and did not index the wage to reflect inflation and general increases in income between 2012 and 2013. By indexing the wage only 1% (as inflation was low that year), the reference wage would have been \$14.70 in 2013.

2.3.3 Ratio of maintenance worker's wages to foreman's wages—the 60% used in Québec

All of the pay equity reports state: “The 80% standard represents the New Brunswick labour market’s average relativity between the remuneration of the Maintenance Worker and that of a Foreman (i.e.: differential in salary between employee and supervisor)” (New Brunswick, 2012a, p. 89). No source or documentation is cited for this statement.

appropriate. The sample from the Labour Force Survey is too small to distinguish it from the other three sub-categories. Instead, we need to consider the 2006 Census or the 2011 National Household Survey (NHS) to be able to measure the relative employment income of the sub-categories. The two National Household Surveys use different numbering systems, but there is a clear correspondence between the categories: G93 in 2006 corresponds to 673 in 2011, G931 to 6731, G932 to 6732, and G933 to 6733. See Appendix D for a discussion of Statistic Canada's classification of occupational categories.

¹⁰ These wages were calculated by applying an hourly wage of \$13.98 which was used for the pay equity exercise in 2007 and the same rate of indexation given by the government for wages in child care services.

The text box on the next page presents information provided by Quebec's Pay Equity Commission (Commission de l'équité salariale) to the New Brunswick Coalition for Pay Equity, explaining its choice of 60% as the standard ratio in Quebec. This ratio is supported by several surveys and statistical data, while New Brunswick's 80% standard seems arbitrary.

We should also remember that the reason for choosing two male comparators, rather than a single one, is to be able to draw a line between the two points representing the wages and points attributed in the evaluation. To draw the line, there must be a measurable difference between both the estimated value and the wages of the two comparators. If the two jobs are too similar, there will be only a point rather than a line. It is essential to evaluate the two masculine comparators and the various female dominated job categories using a method exempt from sexist biases and to use wages for male dominated jobs that reflect what is actually paid in the job market.

2.3.4 Ratio of maintenance worker's wages to foreman's wages—findings from other occupations and other provinces

Table B.1 shows the annual employment income, in Canada and in seven provinces, for six pairs (or groups) of occupational categories in different sectors. In each case, one of the categories is that of manager or supervisor and the other is the operator or employee she or he supervises. The ratios between the two employment incomes are also shown.¹¹

When the category is clearly a female dominated or a male dominated job, we used the incomes from both sexes together because, according to the wording used in pay equity laws, there is only one wage for this category, even if, in the majority of cases, male wages are higher than female wages. When the category is mixed, we distinguished between the incomes of men and women and we compared the incomes of operators or employees as a group to the male income only. We should remember that the goal of pay equity is to bring women's wages up to the level of men's. When there is no male comparator within a company or organization, a male dominated occupational category needs to be found, rather than a mixed category, outside that work place.

Early childhood educators and assistants (4214) compared with Managers in social, community and correctional services (0423)

In these categories, ratios range from 36% in Nova Scotia to 43% in Manitoba, with 39% in New Brunswick, the same ratio as the average for Canada. We also note that 97% of the “educators and assistants” are women, while only 70% of the “managers” are.

An independent comparative study on the child care and early childhood education sector confirms that the wages in New Brunswick's daycare centres are very low. As we can see in Table C.2, the average wage of program directors is \$15.00, or 68% of the Canadian average, and the lowest in any of the 7 provinces examined. The average salary of the “program staff,” that is, the educators and assistant educators, is \$13.50, higher than Nova Scotia's wage, but lower than any of the other provinces examined. The wage is 82% of the average Canadian wage for this category.

¹¹ For a brief explanation of Statistics Canada's National Occupational Classification (NOC), see Appendix D.

Justification of the 60% standard in Quebec's regulations

Data from Statistics Canada

This percentage reflects the ratio between the wages in the two job categories observed in Quebec since 1991.

The ratios of wages between the category of Maintenance Worker (Janitor) and jobs associated with that of Foreman were 60%, 61% and 59% in the years 1991, 1996 and 2001, respectively, according to Statistics Canada. These statistics are based on data gathered from companies and organizations of all sizes, and on the annual incomes of Janitors and Foremen.

The ratio established by weighting the number of employees in each sector has remained constant, at an average of 62% since 1991.

Survey conducted in businesses with 10-49 employees²

According to the data compiled by Quebec's Pay Equity Commission, businesses without male comparators generally fall into the category of firms employing between 10 and 49 people.

In 2004, the Commission de l'équité salariale conducted a survey of 542 of these businesses which had done a pay equity exercise. Based on the average hourly wage or the maximum hourly wage, in smaller companies and organizations, the ratio of the wage of Maintenance Worker (Janitor) to the Foreman was 61% in 2004.

Ratio in the Public Service

The ratio between the categories of Janitor and Foreman, in the Quebec Public Service, was estimated by the Commission de l'équité salariale to be 59%.

Validating the standard

The standard was validated by the fact that the survey reflecting the practises of employers (employers were asked to provide the real, current wages) and the data from Statistics Canada censuses representing what workers really earn both identified the same 60% ratio.

Commission de l'équité salariale

Catalogue 93-332, Statistics Canada

Census of Population 1996, Statistics Canada

Census of Population 2001, Statistics Canada

² *Identification des catégories d'emplois masculins présentes dans les entreprises ayant réalisé un exercice d'équité salariale*, Analytical report, Quantitative study, Léger Marketing, February 2004

Given that in Table B.1, category 0423 Managers in social, community and correctional services comprises a rather heterogeneous group, the wage ratios between Program staff and Program directors in early childhood education and child care centres, shown in Table C.2 (in the 5th line), are more realistic for this sector. These ratios range from 59% in Québec to 90% in New Brunswick, with an average of 75% in Canada. However, if the managers of early childhood education centres were men rather than women, their salaries would no doubt be higher and the ratios between child care staff and directors would be closer to the 60% specified in Québec's regulations.

It is also worth pointing out that program directors have upper-management level positions, according to pay equity laws, and not middle-management or team leader positions. The latter correspond to the job of foreman used in pay equity exercises when there is no male comparator. The ratio of wages between early childhood educators and team leaders should be higher than the 60% ratio between a maintenance worker and a foreman.

We should also note that in Québec in 2007, a sectoral pay equity exercise led to a restructuring of wages based on a systematic evaluation involving Early education and childcare centres as employers, their employees and their unions, and the government which funds these centres. The thoroughness of this exercise gives the wages paid in Québec great legitimacy, even if they are higher than elsewhere. This exercise is explained in more detail in Section 3.1.2.

Supervisors, general office and administrative support workers (1211) and Office support occupations (14)

In Table B.1, ratios for this pair range from 52% in Ontario to 66% in Nova Scotia and Québec, with 62% in New Brunswick and a Canadian average of 58%. Women make up 85% of office support staff and 71% of supervisors. Wages of male supervisors are significantly higher than those of female supervisors.

Note that the average income of office staff is \$41,803 in Canada, or 61%, more than that of Early childhood educators, and that this difference is about the same in all provinces.

School principals and administrators of elementary and secondary education (0422) and Elementary school and kindergarten teachers (4032)

In this pair, ratios range from 61% in British Columbia to 72% in New Brunswick, with a Canadian average of 64%. In this case, then, we are very close to the ratio of 60% set out in the Québec regulations.

Nursing

In this occupational group, income of the Nursing coordinators and supervisors (3011) were compared with those of three groups of employees, Registered nurses and registered psychiatric nurses (3012), Licensed practical nurses (3233) and Nurse aides, orderlies and patient service associates (3413). The last group is one of the occupational categories dealt with in the analysis of home care services in New Brunswick. Women are highly predominant in all these categories. The first three are generally unionized, but that is not necessarily the case for Nurse aides, orderlies and patient service associates who do not work in the public sector.

We should point out that the incomes of registered nurses are at the same level as those of coordinators and supervisors and, in some cases, even higher. The ratios between the wages of

Licensed practical nurses and supervisors range from 59% in Québec to 76% in Alberta and British Columbia, with a ratio of 62% in New Brunswick and a Canadian average of 68%.

However, ratios between incomes for category 3413 Nurse aides, orderlies and patient service associates and category 3011 Nursing coordinators and supervisors ranged from 45% in New Brunswick and Québec to 60% in British Columbia, with a Canadian average of 53%. These two points in the occupational structure are, therefore, too far apart for the purposes of our exercise.

Cleaning and building maintenance services

Among Cleaning supervisors (6315), there are large gaps in income between women and men, although in New Brunswick, Nova Scotia and Manitoba, the small size of the sample makes these figures rather unreliable. The ratios between the incomes of Janitors, caretakers and building superintendents (6733) and those of supervisors ranges from 55% in New Brunswick to 78% in Ontario, with a Canadian average of 72%.

Note, also, that the average income of janitors is \$37,865 for Canada as a whole, or 46% more than that of early childhood educators. In New Brunswick, janitors (of both sexes) earn 58% more than early childhood educators do.

Carpenters

Because the term “foreman” is generally associated with construction, we wanted to give an example of the ratio of incomes between a group of workers and their foremen. This pair was chosen from about twenty trades groups because there was a fairly close relationship between the tradesmen and their foremen. The two groups are dominated by men in a proportion of 98%.

The ratios between carpenters and their supervisors ranged from 68% in Alberta to 76% in British Columbia, with a ratio of 73% in New Brunswick and a 71% average for Canada as a whole.

Food, beverage and associated products processing

The term “foreman” is also used frequently in manufacturing. This industry was chosen for two reasons: first, both men and women work in processing plants (26% women among the supervisors and 29% among the employees) and, second, because both categories of supervisors and machine operators work in the same industry.

Ratios between the incomes range from 59% in Nova Scotia to 78% in Alberta, with 68% in New Brunswick and a Canadian average of 72%.

To summarize, the data presented in Appendix B also supports a ratio closer to 60% than 80% in almost all sectors examined. Of particular relevance, Table B.1 shows that in New Brunswick, in 2010, a janitor's wages represented an average of only 55% of those of a male cleaning supervisor.

2.3.5 Wages of foremen

If the wages of a maintenance worker are \$14.56 and a ratio of 60% is used, the wages of a foreman should be \$24.27 in 2012, while the wage used in the three exercises in 2012 was \$14.83.

According to the job description for a foreman used in the exercises (discussed above), this position generally corresponds to that of a manager or an upper management position in the care giving field. Do we really believe that a man would accept all these responsibilities for \$14.83 an hour?

In Statistics Canada's occupational categories, it is difficult to identify a job category which corresponds to that of coordinator or team leader in a small community organization. However, Statistics Canada considers that category 0423 Managers in social, community and correctional services corresponds to middle management positions. In addition, for New Brunswick men with a post-secondary diploma below the level of a bachelor's degree—the requirement used in the four pay equity exercises—the annual employment income was \$65,429 in 2010 (see Table E3), which represents an hourly wage of \$31.46 for a 40-hour work week.

In Québec, the corresponding salary was \$62,887, or \$30.23 per hour. We should also note that in Québec, in 2011-2012, the salary range for (female) directors of early childhood education centres went from \$53,272 to \$95,209 a year; for an assistant director, which may correspond more closely to a foreman's position, it ranged from \$40,697 to \$54,269 (site www.mfa.gouv.qc.ca (Centre de la petite enfance/Gestion des ressources humaines/Classification et rémunération)).

Therefore, a wage of \$24.27 for a foreman in 2012 is a conservative estimate and we have chosen to use it.

2.4 New calculation of “fair” hourly rates in care-giving services in New Brunswick

In a pay equity exercise, the weight given to different factors, as well as the assessment of different jobs, are always subject to discussion because they determine the number of points assigned. However, for the four exercises which took place, it is our opinion that these elements were considered systematically and in a collegial environment, even if employees made up only half or less of the membership of evaluation committees.¹² For this reason, we accept these elements, with the exception of the points assigned to the foreman, as explained earlier.

Nonetheless, we would like to point out that the difference in the number of points allocated to the maintenance worker and to the early childhood educator was larger in Québec than in New Brunswick's pay equity exercise, mainly because the requirement for a maintenance worker in Québec was only three years of high school (Secondaire III), while in New Brunswick it was a completed high school diploma (see Tables A.1 and C.3). According to Table E.1, 79% of janitors in New Brunswick have completed high school (68% in Québec); therefore, it isn't an unreasonable requirement.

Table 2 shows the “fair” hourly wages which would result from the adjustment to the reference wages using the number of points assigned in the four exercises.

¹² In Québec's Pay Equity Act (Article 17), it is stated that at least two-thirds of the members of a pay equity committee must represent staff or employees, and at least half of these must be women. The other members represent employers. The employer must also ensure that employees who take part in the committee receive adequate training (Article 26). However, each party has a veto over decisions (Article 25). In case of an impasse, either one of the parties can submit the disagreement to the Pay Equity Commission (Article 96).

In New Brunswick, employed staff members made up half of the Joint Job Evaluation Committees for the home care sector, and even less in the other three sectors. Employers and government representatives made up the remainder of the committees. In the Joint Steering Committees, each party made up approximately one third of the membership (New Brunswick, 2012 a, b et c and 2014).

Table 2:
"Fair hourly rates" resulting from the pay equity exercises in the
Child Care, Home Support, Transition House and Community Residence Sectors,
with a wage of \$14.56 for the Maintenance Worker and \$24.27 for the Foreman,
New Brunswick, 2012

Job Category	Points	Average Rate (a)	Fair Hourly Rate 2012	Gap to correct
Child Care Sector				
Administrator/Primary Child Care Staff	751	\$16.33	\$22.11	\$5.78
Primary Child Care Staff	590	\$13.32	\$18.77	\$5.45
Support Worker	491	\$10.00	\$16.72	\$6.72
Foreman	855		\$24.27	
Maintenance Worker	387		\$14.56	
Home Support Sector				
Home Support Worker	558	\$11.00	\$18.77	\$7.77
Foreman	817		\$24.27	
Maintenance Worker	360		\$14.56	
Transition House Sector				
Crisis intervener	601	\$13.37	\$19.58	\$6.21
Child Support Worker	601	\$13.85	\$19.58	\$5.73
Outreach Worker	670	\$19.20	\$20.95	\$1.75
Support Worker	606	\$15.64	\$19.69	\$4.05
Foreman	837		\$24.27	
Maintenance Worker	348		\$14.56	
Community Residence Sector				
Direct caregiver (adults)	575	\$11.95	\$19.14	\$7.19
Supervisor/Direct Caregiver (adults)	756	\$15.23	\$22.82	\$7.59
Direct caregiver (children)	592	\$14.87	\$19.48	\$4.61
Supervisor/Direct caregiver (children)	773	\$18.57	\$23.17	\$4.60
Foreman	827		\$24.27	
Maintenance Worker	350		\$14.56	

Note: a) The average rates are those applicable as of March 31, 2011 in the first three sectors, and as of March 31, 2013 for the community residences, while our assessment of the fair rates applies to 2012. These different dates must be taken into account when the wage adjustments are determined.

If, in addition, a foreman was assigned the same number of points in a daycare centre as the administrator/primary child care staff (751 points), a 14% reduction, the fair wage of the administrator would then be \$24.27. Table 3 shows the impact of a reduction of 14% of the points allocated to the foreman on equitable wages in child care services, transition houses and home care services. In the community residence sector, the number of points for the foreman was set at the same level as the supervisor/direct caregiver for children, a reduction of 7%.

Table 3:
"Fair hourly rates" resulting from the pay equity exercises
in the Child Care, Home Support, Transition House and Community Residence Sectors
with a wage of \$14.56 for the Maintenance Worker and \$24.27 for the Foreman
and with a reduction of the points accorded the Foreman, New Brunswick, 2012

Job Category	Points	Average Rate (a)	Fair Hourly Rate	Gap to correct
Child Care Sector				
Administrator/Primary Child Care Staff	751	\$16.33	\$24.27	\$7.94
Primary Child Care Staff	590	\$13.32	\$19.97	\$6.65
Support Worker	491	\$10.00	\$17.33	\$7.33
Foreman	751		\$24.27	
Maintenance Worker	387		\$14.56	
Home Support Sector				
Home Support Worker	558	\$11.00	\$19.93	\$8.93
Foreman	718		\$24.27	
Maintenance Worker	360		\$14.56	
Transition House Sector				
Crisis intervener	601	\$13.37	\$20.91	\$7.54
Child Support Worker	601	\$13.85	\$20.91	\$7.06
Outreach Worker	670	\$19.20	\$22.64	\$3.44
Support Worker	606	\$15.64	\$21.03	\$5.39
Foreman	735		\$24.27	
Maintenance Worker	348		\$14.56	
Community Residence Sector				
Direct caregiver (adults)	575	\$11.95	\$19.72	\$7.77
Supervisor/Direct caregiver (adults)	756	\$15.23	\$23.88	\$8.65
Direct caregiver (children)	592	\$14.87	\$20.11	\$5.24
Supervisor/Direct caregiver (children)	773	\$18.57	\$24.27	\$5.70
Foreman	827		\$24.27	
Maintenance Worker	350		\$14.56	

Note: a) The average rates are those applicable as of March 31, 2011 in the first three sectors, and as of March 31, 2013 for the community residences, while our assessment of the fair rates applies to 2012. These different dates must be taken into account when the wage adjustments are determined.

Are these wages unreasonable for people to whom society entrusts its children, its elderly, ill or handicapped persons or women in difficulty? Are these wages unreasonable for people who have an education of six months to a year after high school? As a comparison, the average annual income in 2010 for a woman in New Brunswick who holds a post-secondary diploma below a bachelor's degree was \$37,506, or \$20.61 per hour for a 35-hour work week.¹³ Men's wages at this

¹³ A work week of 40 hours for men and 35 hours for women was used because, on average, women work fewer hours than men. In 2013, women in Canada, as a whole, who have full-time jobs, worked an average of 37.6 hours per

level of education were \$53,658 or \$25.80 per hour for a *40-hour work week*. Thus, adjusting wages in care-giving services to the levels proposed in Table 3, above, would be only a first step towards true pay equity. With the same diploma, men continue to earn 25% more per hour than women.

3. REFERENCE POINTS FOR THE PAY EQUITY EXERCISES

The word “equity” makes reference to pay or wage *relativity*. In other words, are female-dominated job categories paid at the same level as male-dominated categories requiring the same levels of qualifications, responsibilities and efforts, and performed in comparable working conditions. To answer this question, this section focuses on four types of comparisons of wages, employment income or cost of living in New Brunswick relative to the Canadian average and to six other Canadian provinces. These comparisons will help us judge the credibility of the “fair hourly wages” calculated in the pay equity exercises conducted by the New Brunswick government as opposed to the ones proposed above in Table 3. The four types of comparisons are:

- comparison with detailed data for the sectors examined, especially early childhood education and care, as provided by various sources;
- comparison with data from the National Household Survey (NHS) in 2011 (for 2010) for relevant employment categories;
- comparison with data from the NHS concerning levels of education, one of the important factors in job evaluation for the purposes of pay equity;
- comparison of the low income threshold from the Market Basket Measure as an indicator of the relative cost of living.

3.1 Care-giving services in other Canadian provinces – reference points

3.1.1 Child care in Quebec and elsewhere

Appendix C shows data on the educational requirements, wages, and program fees in early childhood care and educational services in seven Canadian provinces, as well as information on the sector-wide pay equity exercise conducted in early childhood centres and daycares (Centres de la petite enfance, or CPEs) in Québec.

According to Table C.1, of the seven provinces studied, New Brunswick and Alberta have the lowest requirements for education and training for early childhood educators and caregivers. In both cases, only one quarter of the staff in a centre is required to have specific training, and the training is one year after secondary school or a total of 13 years of schooling. In Nova Scotia and British Columbia, the educational level is about the same, but at least half of the staff is required to have this qualification. In Québec, Ontario and Manitoba, the minimum requirement is the equivalent of 14 years of schooling. In Québec and Manitoba, two-thirds of the staff must have this qualification, while in Ontario at least one person in each group of children must be qualified.

reference week, compared with 42.4 hours for men. The difference was similar in the various provinces (CANSIM Table 282-0028).

The data in Table C.2 confirms the low wages paid in New Brunswick's daycare centres. The average wage of program directors is \$15.00, or 68% of the Canadian average. This is the lowest wage of the 7 provinces studied. The average wage of "program" staff, i.e. early childhood educators and assistant educators, is \$13.50, higher than in Nova Scotia, but lower than in any other province. This represents 82% of the Canadian average.

The second part of Table C.2 compares the fees charged by childcare centres according to the age group. Québec and Manitoba, two provinces which offer substantial subsidies for child care services, charge lower fees than New Brunswick. Centres in Nova Scotia are close to New Brunswick's, but fees in the other three provinces are much higher, as much as \$1000 for infants in Ontario and British Columbia. At this level, child care represents a real obstacle to work for women living with a spouse, who are generally not eligible for the subsidies given to low-income families.

3.1.2 *The sectoral exercise in Early childhood centres (CPE) in Québec*

This exercise, conducted in Québec in 2006 and 2007, offers an interesting model for care-giving services in New Brunswick, because it is the same child care sector. The Government of Québec signed an agreement with Québec's association of early childhood education centres, the AQCPE, agreeing to fund the cost of attaining equity, on the condition that the centre or the daycare¹⁴ complete a pay equity exercise comparable to the sectoral exercise.

The text box on the next page provides some information on this exercise. Eighteen job categories were evaluated, including 6 positions of assistant directors. However, in table C.3, only the positions of early childhood educator, assistant educator and administrative assistant, as well as the two male comparators, are presented. We included the administrative assistant, a middle management position, in order to illustrate how a pay equity exercise is applied to a job which is often found in small community organizations.

Table C.3 compares the number of points attributed for the five selected job categories. A fairly complex grid, using the four factors specified in the Act and divided into 17 sub-factors, was used to calculate the number of points.

The job of an early childhood educator was assigned 526 points, an administrative assistant 519, and a foreman 628. The position of an assistant director of an early childhood education centre who is responsible for two sites received the highest number of points: 829 (not shown in Table C.3). The "foreman" was considered a coordinator of a team of educators, with respect to educational programs and labour relations. This coordinator works directly with children only occasionally, and operates under the direction of a director and possibly an assistant director. It makes sense, therefore, that a higher number of points is assigned to a coordinator than to an educator.

¹⁴ In Québec, CPEs (early childhood centres) are not-for-profit organizations with a board of directors, of which two-thirds of the members must be parents using the service. Fees are set at \$7 per day and the government funds the remainder. A daycare (garderie) is a for-profit organization belonging, in general, to an owner-operator. Some are subsidized, but less generously than CPEs and their fees are also set at \$7 per day. Both CPEs and daycares are required to provide educational services. At least two-thirds of their staff members must be qualified early childhood educators; in general, this means that they must have a college diploma in early childhood education (14 years of schooling).

Information on the sectoral pay equity exercise completed in Québec's Early Childhood Centres (CPE) in 2007

Application: Centres de la petite enfance, subsidized for-profit daycare centres, and agencies coordinating family-based child care without male comparators. Centres or agencies which had male comparators and at least 10 employees between November 21, 1996 and November 20, 1997 had to complete their exercise before November 21, 2001 and use another method.

Signification: The government agreed to improve the funding of organizations which completed a pay equity exercise that complied with the main parameters of the sectoral exercise.

Composition of the Sectoral Committee: 6 representatives of employers (of CPEs or regional associations), including 3 men and 3 women; 4 representatives of unionized staff from the CSN and 4 from the CSQ (two union federations) including 2 men and 6 women; 3 women representing supervisory staff from child care centres; 2 women representing non-unionized staff.

Implementation: Pay increases were spread over five years, with the first payments taking effect on April 1, 2007. The equitable pay scales were indexed each year after that according to the parameters set by the government.

Job categories evaluated:

- Early childhood educator
- Assistant Educator
- Cook / Head of food services
- Support staff (cleaner, kitchen aid)
- Pedagogical and technical consultant
- Compliance officer
- Administrative assistant
- Secretary-Accountant
- Bookkeeping clerk
- Secretary-receptionist
- Foreman
- Maintenance worker

Directors were considered management and were not evaluated. However, 6 categories of assistant directors, depending on the type and size of the facility, were evaluated.

2007 wages used for male comparators:

- Maintenance worker: \$13.98
- Foreman: \$23.30

Source: Association québécoise des centres de la petite enfance (AQCPÉ), 2007

In terms of education and professional training, three positions require a college diploma or the equivalent, or 14 years of education: early childhood educator, administrative assistant and foreman. The position of assistant director requires completion of a university level certificate in human resources or preschool and primary education, in other words 15 years of education. In Québec, as in most other provinces, a bachelor's or undergraduate degree requires 16 years of education. The job of foreman requires a little more experience than an educator or an administrative assistant does but higher reasoning skills and more autonomy than the educator, and about the same level as the administrative assistant. For almost every other factor, the foreman received a higher number of points than an educator, given that she or he supervises the educator. However, educators who work directly with children received a higher number of points for physical skills, physical effort, responsibility for people, physical conditions and risks.

In comparison, the assistant educator position received a total of 237 points, and the maintenance worker 196. These two received the lowest score for professional education, the equivalent of three years of high school or less. For the other significant factors, the janitor received more points for autonomy, but fewer for reasoning, responsibility for people, or communication.

When the evaluation was completed, the “fair” wages for the educator and the administrative assistant were estimated to be at the same level. This represented an increase of \$1.71 or 9% for the educator, but only \$0.52 or 2.6% for the administrative assistant, who was already earning a higher wage. The assistant educator also was given an increase of \$0.50 or 3.5%. These wage increases were spread over a period of 4 years or 5 payments, as permitted by the Act.

For the year beginning April 1, 2012, one year after all the adjustments resulting from the pay equity exercise had been paid, **the equitable wage for qualified early childhood educators in Québec was \$22.25** (see Table C.4). In comparison, the **New Brunswick pay equity exercise proposed a wage of \$13.15 in 2011** for primary child care staff. **In Table 3, we estimated a “fair” wage of \$19.97** in 2012, comparable to the wage in Québec when differences in requirements—in particular education and training—are taken into consideration.¹⁵

As in other public or not-for-profit organizations, the pay scales in early childhood education centres are almost always indexed each year. For the year beginning April 1, 2014, the equitable wage for early childhood educators was \$23.09 (see Table C.4)¹⁶ The pay scale for an administrative assistant differed by only a few cents. As a point of comparison, the wage of a maintenance worker, indexed on April 1, 2012 (at the same rate as that of other wages in the early childhood education centre) would have been \$14.95; on April 1, 2014, \$15.52. At the same rate of indexation, that of foreman would have been \$24.92 in 2012 and \$25.87 in 2014.

3.1.3 Pay equity exercises in transition houses in Québec

In 2006 and 2007, most transition houses and shelters for women experiencing domestic violence or in difficulty in Québec conducted a pay equity exercise, even though many of them were not subject to the Act because they did not have at least 10 employees. The evaluations were completed with the help of consultants from the Conseil d'intervention pour l'accès des femmes au travail (CIAFT), a Québec organization promoting women's access to work and fair working

¹⁵ Even though child care centres in New Brunswick are generally much smaller than Quebec centres, the work of an educator is essentially the same and requires the same qualifications, responsibilities and efforts.

¹⁶ When the Government of Québec adopted its policy of providing child care services at \$5 per day, in 1997, it also established pay scales in the early childhood education and daycare centres it subsidized. As a result, pay scales were already in place and were relatively high. For “professional” positions, that is, those which required a Cégep diploma, the pay scales had 10 steps. Other job categories generally had 5 or 6 steps, except that of an aide, a housekeeper, or a kitchen assistant, all of which has a single wage of \$14.14 in April 2014.

conditions, using tools proposed by the CIAFT. However, each residence conducted its own exercise independently, using the reference wages for foreman and maintenance worker that seemed appropriate for its context.

When the exercises were finished, results were compiled for 31 of its members by the Regroupement des maisons d'hébergement pour femmes victimes de violence conjugale, an association representing transition houses in Québec. The following are the results for average wages in certain types of positions in 2007:

• Assistant Coordinator	\$20.98
• Secretary or Administrative Secretary	\$18.22
• Overnight social worker	\$18.65
• Women's social worker	\$20.69
• Child social worker	\$20.63
• Outreach social worker	\$21.23
• On-call social workers	\$18.67
• Overnight Monitor	\$14.12
• Maintenance worker	\$12.65
• Foreman	\$20.97

With a cost-of-living increase (indexation), wages would normally have increased by 9.1% by 2012 and 12.4% by 2014. For example, the average salary for **Women's social worker (\$20.69 in 2007) would be approximately \$22.57 in 2012** and \$23.26 in 2014. It should be noted that the educational requirement used for social workers in most transition houses was a Cégep diploma or 14 years of education.

In comparison, **the pay equity exercise in New Brunswick determined a "fair hourly wage" of \$13.40 for a crisis intervener or a child support worker in a transition house. In Table 3, we estimated a "fair" wage of \$20.91 in 2012.**

3.1.4 Home care workers in the public sector in Québec

In 2007, the Government of Québec completed a series of pay equity exercises in the public sector, defined very broadly. The position which corresponds most closely to people working in home support services in New Brunswick is that of a health care or social services assistant. **In 2012, the equitable wage for this position was \$19.79.** In comparison, **the wage calculated in New Brunswick's pay equity exercise for home care workers was \$13.15.**

In community residences, the wage was calculated at \$14.80 for providers of direct care to adults and \$14.92 for those who worked with children. In Table 3, we propose for 2012:

- a wage of \$19.93 for home support workers
- a wage of \$19.72 for providers of direct care to adults in community residences
- a wage of \$20.11 for providers of direct care to children in community residences.

3.2 The National Household Survey—Findings in seven provinces

The 2011 National Household Survey (NHS) replaced Canada's long-form census, previously taken every five years. Because of the large sample, it is the main source of detailed information on Canada's labour force, especially on occupational categories and annual employment income,

cross-referenced with other variables such as sex, age, and education. The data discussed here have been compiled and are presented in Appendix D, along with some comments on methodology.

The purpose of the Tables in Appendix D is to compare employment income in New Brunswick to that of the other provinces, in order to be able to determine if wages in the care-giving services studied were relatively lower in the context of New Brunswick's labour force.

3.2.1 Some elements of the wage structure in seven provinces

Table D.1 presents the average employment income in Canada as a whole and in seven provinces in 2010, for full-time, full-year workers, for all occupations and for ten selected occupational categories.

Table D.1 also shows the ratios of women's average employment income to that of men in all categories and in the eight categories in which there were a sufficient number of women working for the data to be reliable.¹⁷ Overall (3rd line of the Table), in Canada, the F/M (female to male) ratio of income is 75%. Approximately 40% of the difference can be explained by the fact that women who work full-time, at least 48 weeks of the year, work fewer hours on average than do men. The other 60% represents the fact that the hourly wage of women is lower than that of men, even when they work in the same profession.

The F/M ratio is close to the Canadian average in New Brunswick, Nova Scotia, Québec, Ontario and British Columbia. It is higher in Manitoba, at 80%, and much lower in Alberta, at 67%. However, women's wages in Alberta are the highest in Canada and close to those of Ontario. In New Brunswick, the F/M ratio is particularly low in the two sales categories (62 and 642) and the two in the manufacturing and processing (92 and 94). Relatively to the other provinces, it is slightly higher for middle management categories (01-05).

On the 4th line of the Table, we can see that women make up 43.7% of the Canadian full-time workforce; the percentage varies from 40.7% in Alberta to 45.7% in New Brunswick and Nova Scotia.

Table D.2 shows the same data as Table 1A, in the form of a ratio between employment income in each province and in Canada as a whole. Here we see that the average income of men in New Brunswick represents 84% of the Canadian average, and that of New Brunswick women 85% of the Canadian average. For all occupations, men's employment income in Nova Scotia, Québec and Manitoba is comparable to that in New Brunswick. However, women's income in these three provinces is a little closer to the Canadian average, at 88% or 92%. Employment income in Ontario is 5 to 7% higher than the Canadian average; in Alberta it is much higher, especially for men while in British Columbia it is at about the same level as the Canadian average.

In New Brunswick, in categories 01-05 Specialized middle management professions and 62 Retail sales supervisors, the ratio to the Canadian average is significantly lower than the ratio for all occupations, at 78% and 80% respectively. In category 642 Retail salespersons, it is at the same level, 84%, and in all the other selected categories, it is higher, ranging from 91 to 97%.

¹⁷ Categories 01-05, 121, 212, 62 and 642 are mixed occupations, meaning that between 40% and 60% of jobs in these categories are held by women and by men. Nevertheless, in New Brunswick, women make up only 28% of workers in Category 212 Life sciences professionals. The five other categories are male-dominated: category 22 is only 20% female in Canada as a whole; category 94 is only 28% female, and in the three others (720, 723 and 92) women count for fewer than 20% of the workers.

The relative differences from one occupational category to another may reflect the different composition of jobs or industrial sectors from one province to another, or may be real differences in wages within the same sector.

3.2.2 *Five occupations in care-giving services*

The first part of Table D.3 shows the average annual employment income of women working in five occupations in the health and education sectors. The second part gives the ratios of these wages to the Canadian average. Women hold the majority of jobs in these occupations (from 80% to 99%), especially in the case of early childhood educators and assistants and home child-care providers (4214 and 4411). Because of the small samples of men in these fields, data on their wages are subject to problems of reliability and often show anomalies.

The first two occupations shown (3413 and 4412) are in the health care field and include orderlies, health care aides and assistants in public institutions, private residences, and home care. Unfortunately, the statistics do not distinguish between people working in the public sector and those whose employer is a private facility, a private agency, or even an individual. For these two occupations, wages in New Brunswick are the lowest of all provinces. Similarly, their ratios to the Canadian average (shown in the 2nd part of the Table) are very low: 81 for nurse aides, orderlies and patient service associates and only 63 for home support workers, housekeepers and related occupations, compared with the average ratio of 85 for all full-time female workers.

Do the low wages reflect a difference in the job description compared with other provinces? Possibly. Table D.4 indicates the percentage of the female workforce employed in these fields. In New Brunswick, 4.8% of women workers have jobs in these occupations, compared with 2.8% in Canada as a whole, 3.4% in Nova Scotia and 4.2% in Manitoba. The lower percentages in the four other provinces are mainly a reflection of more diversified economies and perhaps a younger population with less need for health care. In fact, the percentage of the female workforce employed in the health sector is higher in New Brunswick (8.0%) and in Nova Scotia (7.7%) than in Canada as a whole (5.9%) or in the other provinces (these figures are not given in Table 2). This phenomenon can be seen in all occupational subcategories, including registered nurses and physicians.

Despite these observations, it is not unreasonable to conclude that more support workers are employed in healthcare in New Brunswick than in other provinces, and that in New Brunswick they are paid proportionately less. The ratio of employment income for registered nurses relative to that of Canada is 97, very close to the Canadian average (see category 3012 in Table B.1), and higher than that of Nova Scotia (94) or Québec (86). The same is true of general practitioners and specialist doctors, who are not underpaid compared with physicians in other parts of Canada.

In the three occupations of child care and early childhood education, the employment income of Early childhood educators and assistants (4214) and that of Home child care providers (4411) are also very low, with ratios to the Canadian average of 84 and 82 respectively. The ratio of 93% for Elementary school and kindergarten teachers (4032) compares well to those of Canada and the other provinces. The figures discussed in Section 3.1.1 confirm that the wages for early childhood educators working in New Brunswick's facilities are among the lowest in Canada.

3.3 Education and employment income

3.3.1 Educational levels

The evaluation of different occupational categories in a pay equity exercise takes four main factors into consideration: qualifications, responsibilities, effort and working conditions. These factors are usually divided into 10 to 17 sub-factors. Education is probably the most important sub-factor, often making up 20% or more of the total number of points. In addition, educational requirements are highly correlated with other factors such as the level of responsibility and intellectual effort. It is also the easiest factor to define and measure statistically.

What levels of education and training do people working in the occupational categories we are looking at have, and what can be said about the requirements for these jobs?

Table E.1 shows the educational levels by province, first for all men and all women. It also shows the educational attainment of those working in the 5 occupational categories in the care-giving sector examined in Table D.3 as well as for women and men working in categories 0423 Managers in social, community and correctional services, 6733 Janitors, caretakers and building superintendents and 6315 Cleaning supervisors. These last three categories correspond the most closely to the masculine comparators used in pay equity exercises.

All working women and men

Among Canadian women, 7.3% hold no certificate or diploma, compared with 11.0% of men; 22.8% of women and 23.4% of men have only a high school diploma (a Diplôme d'éducation secondaire ou DES in Québec); 39.6% of women and 39.8% of men have a post-secondary diploma lower than a bachelor's degree.¹⁸ The biggest difference between women (30.2%) and men (25.8%) is in the percentages who have bachelor's or undergraduate degrees or better.

In other words, on average women are better educated than men, and this is true in all provinces. Manitoba has the lowest levels of education and Ontario has the highest, followed by Nova Scotia and British Columbia. New Brunswick has slightly lower levels than the Canadian average; a few more workers have only a high school education and fewer have a bachelor's degree. Compared with other provinces, Québec has a concentration of workers with post-secondary diplomas lower than a bachelor's degree, possibly because the educational system is different in Québec with an accent on technical training at the Cegep level (14 years of schooling).

Two categories in the healthcare sector

In the occupational category 3413 *Nurse aides, orderlies and patient service associates*, 67.0% of Canadian women have a post-secondary diploma lower than a bachelor's degree, with percentages ranging from 61.0% in Alberta (which also has the highest number of women with a bachelor's degree) to nearly 72.5% in Nova Scotia, Ontario and British Columbia. Only New Brunswick has a much lower percentage: only 49.5% of women in this occupation have a non-university, post-secondary diploma and 3.7% have a bachelor's degree. In addition, 16% of New Brunswick women in this category, compared to a Canadian average of 8.3%, have no diploma and 30.8%, compared with the Canadian average of 17.1%, have only a high school diploma.

¹⁸ In Québec, a DES (or high school diploma) requires only 11 years of schooling, compared with 12 years in most other provinces and 13 years during certain periods in some provinces. Post-secondary diplomas lower than a bachelor's degrees form a heterogeneous category. Some are vocational certificates requiring one or two years after high school; others are college diplomas from a one-, two- or three-year program; still others are university-level certificates.

In category 4412 *Home support workers, housekeepers and related occupations*, the same tendencies can be observed, even though the levels of education are lower in this category than in 3413. Compared with other provinces, women in these occupations in New Brunswick are more likely to have no diploma or only a high school diploma.

Three categories in the educational sector

Among *Elementary school and kindergarten teachers (category 4032)*, nearly all women in all provinces, including New Brunswick, have bachelor's degrees.

Early childhood educators and assistants (category 4214) typically have a post-secondary diploma lower than a bachelor's degree; this is true for 60% of Canadian women working in this category, with percentages ranging from 46.0% in Alberta to 63.6% in Québec. In New Brunswick the figure is 55.9%. A significant number of women in this category have a bachelor's degree: 14.3% for Canada as a whole and 14.4% in New Brunswick.

Table C.1, discussed in Section 3.1.1, provides details of the minimum educational requirements for directors and others working with children in early childhood education and daycare centres in each of the provinces. New Brunswick has the lowest requirements: only one-quarter of the staff, including the director, must have a diploma from a one-year, early childhood education (ECE) program. In Alberta, an ECE diploma is also required for early childhood educators, but directors must have completed a two-year ECE program, and all staff must also complete a course lasting 45 hours or more. In the five other provinces, between half and two-thirds of the staff must have a diploma. Recognized diplomas require from one to three years after high school.

For home child care (or family daycare) providers in accredited facilities, New Brunswick and Ontario do not require any specific education or training. In the other provinces, between 20 and 45 hours of training are required (Friendly *et al.* 2013, p. 60; the Table is not included here). In Table E.1, we can see that 69.0% of *Home child care providers (category 4411)* in New Brunswick have no diploma or have only a high school diploma, compared with the Canadian average of 39.5%. In Manitoba, as well, Home child care providers have low levels of education, while in the five other provinces, approximately 60% have post-secondary diplomas or better.

Education and training of male comparators

What about male comparators? In category 6733 *Janitors, caretakers and building superintendents*, 23.6% of Canadian men do not have a diploma and 33.8% have only a high school diploma. In all provinces, at least half of janitors fall into these educational categories. In other words, they have much less education than Early child educators (4214) or even home child care providers (4411), or the two lower-level occupations in the health sector (3413 and 4412) in every province except New Brunswick, where the educational levels in these occupational categories are very low.

As we explained in Section 2.3.4, it is difficult to identify a category equivalent to “foreman, supervisor or coordinator” for care-giving services among the occupational categories used by Statistics Canada. Category 0423 *Managers in social, community and correctional services* is the category closest to “managers, team leaders, supervisors or coordinators” in this sector, but the category is rather heterogeneous, as it includes managers in the civil service and the broad public sector. The ratio between the employment income of early childhood educators and assistant educators to that of centre directors or managers in social, community and correctional services is quite low, approximately 40% (see Table B.1), a fact which reflects the extremely low wages of

early childhood educators compared with other occupational categories with the same educational levels and responsibilities.

In Canada as a whole, 86.1% of people working in category 0423 have completed a post-secondary program, with 29.6% holding a diploma lower than a bachelor's degree and 56.5% holding a bachelor's degree or above. In New Brunswick, 91.3% of managers have a post-secondary diploma or degree; 73.9% of these have a bachelor's degree or more. However, due to the small sample size, these figures are of questionable reliability.

In the health sector, category 3011 *Nursing coordinators and supervisors* is the most appropriate category for "coordinators" in the two groups examined here (3413 and 4412). Nearly all people working in category 3011 have completed post-secondary education (figures not shown here).

For the purposes of the pay equity exercise, we also considered men working in category 6315 *Cleaning supervisors*, because the ratio of janitors' wages to that of this group is 72% in Canada and 55% in New Brunswick. However, this choice has the disadvantage that, because the sample sizes in New Brunswick (175 people), Nova Scotia (100), and Manitoba (165) were so small, figures on education and training are inconsistent and we did not show them.¹⁹ In Canada as a whole, 17.3% of men in this category have no diploma, 29.4% have a high school diploma, 45.8% have a post-secondary diploma lower than a bachelor's degree, and 7.5% have a bachelor's degree. In other words, they have less education than early childhood educators and assistants in all provinces. They also have less education than the two lower-level groups in the health sector or home child-care providers, except in New Brunswick.²⁰

3.3.2 Income by educational level

All working women and men

Table E.2 shows the annual employment income by sex, province, and level of education in 2010 for all working women and men, as well as the female/male ratio of income. The second part of the table compares the level in each province as a ratio to the Canadian average.

In every province, income increases as the educational level increases, and obtaining a bachelor's degree yields the largest jump for both women and men. Despite this tendency, the ratio of women's income to men's varies little between educational levels. In fact, in every province except New Brunswick and Nova Scotia, the F/M ratio is lower for people with a bachelor's degree than for those with only a high school or a post-secondary diploma lower than a bachelor's, perhaps because women with post-secondary education are younger, on average, than men with the same degree.

When we compare the relative position of provinces in the second part of Table E.2, we can see that there is generally little variation in the ranking regardless of the level of education with two exceptions. First, among New Brunswickers with no diploma, employment income is almost as high as the Canadian average (the ratio is 96%), while for other levels of education, the ratios are around 84%. Second, in the case of women who have a bachelor's degree, employment income

¹⁹ Figures on the number of people are the estimates of Statistics Canada, based on a much smaller sample of people and adjusted in keeping with the response rate and the sampling criteria. For example, an estimate of 100 people may be based on only 20 actual people, and the margin of error is very high when these 20 people are divided into the 4 educational levels.

²⁰ Here, we have compared women working in care-giving services in New Brunswick to supervisors in cleaning services in Canada as a whole, because there are so few cleaning supervisors in New Brunswick that Statistics Canada did not publish data on them.

varies less from one province to the next than in the case of other educational levels. The ratios range from 90% in Nova Scotia to 110% in Alberta, with a ratio of 93% in New Brunswick. For women overall, these ratios range from 85% to 111%, and for men overall, from 84% to 122%. This means that women with bachelor's degrees in New Brunswick are less under-paid compared to university-educated women in other provinces than women at other educational levels.

Care-giving occupations

Table E.3 shows income by educational level and province for the five occupational categories in care-giving services we are examining, as well as for the four male comparators used in this study.

Among people who do not have a diploma, we can see that income in New Brunswick is much lower than those in other provinces for both health care occupations (3413 and 4412) we are looking at. This is also true for those with a high school diploma. *Home support workers (4412)* who have a post-secondary education, either a bachelor's degree or a lower diploma, also have very low incomes. *Nurse aides and patient service associates (3413)* with a post-secondary diploma lower than a bachelor's degree have incomes of \$29,724, comparable to those in Québec (\$29,936) and Nova Scotia (\$32,268). Those who have a bachelor's degree earn \$42,327, more than the Canadian average (\$41,440) for this occupation but only two-thirds of the average salary of other New Brunswick women who have bachelor's degrees (\$61,736).

Female *Elementary school and kindergarten teachers (4032)* in New Brunswick who have a post-secondary diploma lower than a bachelor's degree have incomes comparable to those in other provinces.²¹ Women teachers who have a bachelor's degree earn an average of \$59,818, or 92% of the Canadian average, and more than women in Québec (\$54,562) or Nova Scotia (\$58,587). This group is, therefore, not underpaid.

Women who work as *Early childhood educators and assistants (4214)* in New Brunswick earn around \$20,000 if they have a diploma lower than a bachelor's degree or no diploma. Their income is comparable to that of women in other provinces who do not have a diploma, but lower than that of women who have a post-secondary diploma lower than a bachelor's degree, except those in Nova Scotia. The Canadian average is \$27,040, while New Brunswick's is \$21,354. Note also that, in every province, the income of women educators with this level of education is lower than the average of other women who have post-secondary diplomas below a bachelor's degree. Among women with a bachelor's degree, the income of early childhood educators (\$29,440) is much lower than the average salary of \$61,736 earned by New Brunswick women with bachelor's degrees (Table E.3), as is true in all the other provinces. In other words, having a post-secondary education does not guarantee a commensurate wage for early childhood educators anywhere in Canada.²²

As for *Home child care providers (4411)*, their incomes are extremely low at every level of education, often below \$20,000 a year, even when they have a post-secondary diploma.

Male comparators

Janitors (6733) in New Brunswick who do not have a diploma earn an average of \$30,303, an income comparable to that of janitors in Nova Scotia, Québec or Manitoba, but lower than the Canadian average of \$34,984. It should be noted that this figure is higher than the earnings of

²¹ Table E.1 indicated that the standard for this occupation was a bachelor's degree. Thus, the figures for teachers who have only a high school diploma or less are not very reliable, due to the small sample size. Even the figures for teachers who have a post-secondary diploma lower than a bachelor's degree are highly variable.

²² Educators with bachelor's degrees who work as centre directors are classified in category 0423.

women working in the four categories of care-giving services, at all levels of education, except for nurse aides with a bachelor's degree. New Brunswick janitors with a high school diploma or a post-secondary diploma lower than a bachelor's degree earn \$37,016 and \$35,910 respectively. The fact that daycare teachers, patient attendants and home care workers, even those who have a post-secondary education, do not earn even as much as a janitor without any diploma proves that there is a problem!

Obviously, *Managers in social, community and correctional services (0423)*, *Professional occupations in nursing (301)* and *Cleaning supervisors (6315)* earn much more than janitors do. Of these three professions, Cleaning supervisors have the lowest incomes. In all these categories, incomes in New Brunswick compare favourably to those in Nova Scotia, Québec and Manitoba, even if they are lower than those in Ontario, Alberta, and British Columbia.

3.4 Cost of living in the seven provinces

Statistics Canada does not publish comparative data on the cost of living in different provinces. However, the Market Basket Measure, used to measure low income levels, is a good indicator of basic needs for a family of four. These data can help us understand if lower wages in New Brunswick are compensated by a lower cost of living.

Table 4 (on page 31) shows that this is not the case. For instance, according to Table D.1, the average employment income in Québec is at about the same level as that of New Brunswick, but the Quebec market basket costs only 93% of the New Brunswick basket. Similarly, the average employment income of women in Ontario is 26% higher than in New Brunswick (\$52,371 versus \$41,532), but the cost of the market basket is only 6% higher. On the other hand, employment incomes and market basket costs in Nova Scotia and Manitoba are similar to those in New Brunswick.

3.5 Summary: what do the reference points tell us?

The data presented in this section confirm that employment income is generally lower in New Brunswick than in Ontario, Alberta, and British Columbia, but approximately the same as in Nova Scotia, Quebec and Manitoba. However, they show that women who work in care-giving services, notably those providing direct care in the health and home care sectors, or working as early childhood educators and home child care providers are underpaid relatively to women working in the same occupations in Québec and Manitoba as well as in the three wealthier provinces.

What is really striking, though, is the fact that in care-giving occupations which generally require a post-secondary diploma lower than a bachelor's degree, women earn much less than in other occupations requiring the same level of education and training. This is true throughout Canada, but even more so in New Brunswick.

The fact that wages are lower in New Brunswick than elsewhere do not seem to be compensated by a lower cost of living.

Table 4: Market Basket Measure Thresholds as an indicator of low income for a family of four, in seven provinces, 2011

Province	MPM	Ratio to New Brunswick
New Brunswick	\$34,872	100
Nova Scotia	\$36,085	103
Québec	\$32,520	93
Ontario	\$37,054	106
Manitoba	\$33,541	96
Alberta	\$36,430	104
British Columbia	\$37,239	107
CANADA	n.a.	

Source: Statistics Canada, CANSIM Table 202-0804

Methodological note: The “Market Basket Measure (MBM) attempts to measure a standard of living that is a compromise between subsistence and social inclusion. It also reflects differences in living costs across regions. The MBM represents the cost of a basket that includes: a nutritious diet, clothing and footwear, shelter, transportation, and other necessary goods and services (such as personal care items or household supplies). The cost of the basket is compared to disposable income for each family to determine low income rates.” Quoted from CANSIM Table 202-0804

In each province, Statistics Canada publishes the Market Basket Measure for rural areas, Census agglomerations (CAs) with populations under 30,000, CAs with populations between 30,000 and 99,999, and each of the Census metropolitan areas (CMAs) with populations between 100,000 and 499,999 and with populations of 500,000 and above. We made estimates for each province, using the threshold for different CAs or CMAs, using an approximate indicator of their relative populations. In several provinces, including New Brunswick and Nova Scotia, the cost of living seems to be higher in rural areas and in small towns than in medium-sized cities. However, in Québec, Alberta and in British Columbia, the low income threshold is higher in larger cities.

4. OTHER ASPECTS OF WAGES RELATED TO PAY EQUITY

4.1 Pay scales versus a single wage level

Reports on the pay equity exercises conducted in New Brunswick do not mention pay scales, while in Québec this is a widespread practice. In a pay equity exercise, the highest wage is considered the equitable wage. Scales are designed to recognize the fact that people become more productive as they gain experience and become more knowledgeable about their jobs and the way the workplace operates. Generally, people move up one rung each year, as they gain experience and seniority. In some cases, additional years of training are recognized as equivalent to years of experience, as is the case for early childhood educators in Québec's ECE centres. Some employers recognize experience gained elsewhere before being hired; others recognize only experience in their own facility.

Here is a brief summary of the pros and cons of pay scales.

Cons

Many small community organizations, especially those which operate as collectives or co-ops, prefer an egalitarian wage policy, thereby avoiding hierarchies and promoting the participation of all workers in the decision-making process.

Some offer the same wage in all occupational categories, or use a single scale for all positions. However, the concept of pay equity itself is aimed at differentiating the wages in different positions according to the qualifications, responsibilities, efforts and working conditions of each one.

It should also be noted that for many male-dominated occupations, especially construction trades (plumbing, electricity, or masonry, for example), and other blue-collar jobs such as maintenance work, printing press operation, and delivery work, there is a single wage. In the trades, a standard wage is respected by different employers because workers change employers frequently, and qualifications are governed by a system of skill certification. But even in a large institution such as a university or a hospital, using a single wage or a scale with only 2 or 3 increments for low-skilled work, usually male dominated, means that the person achieves an "equitable wage" after 1, 2 or 3 years at the workplace. In contrast, it may take 5, 8 or 10 years for women doing office work considered to be comparable after a pay equity exercise to reach the same wage.

Pros

Many small businesses do not have a well-defined wage policy. Often, they set wages on an ad hoc basis every time they hire a new employee, depending on their current financial situation, the mood or attitude of the person doing the hiring, or the personality of the new employee. This kind of practice is completely arbitrary, and contributes to maintaining prejudices about the value of women's work (or that of people who belong to a visible minority or have a disability). This is even more likely because men tend to negotiate more aggressively and can refer to a higher salary in their previous job as leverage.

Another common practice is to index wages sporadically and to give an increase only to people who are already on staff. Consequently, entry-level wages deteriorate in terms of purchasing power. Furthermore, two people who have worked in the organization for five years, for example, may have different wages depending on the year they started and the random nature of indexation.

The purpose of a pay scale is to recognize that someone who has worked at the same job for five years, for instance, is more productive and has better mastered all the different aspects of the position than someone who has just been hired. Scales are also a powerful retention tool, because people know that every year their wages will improve (beyond the indexation discussed later on). If they change jobs, they may be forced to accept a lower entry-level wage.

In other words, establishing a pay scale is a means of codifying a wage policy in order to treat all employees in the same way and to avoid arbitrary decisions based on sex or even on particular favours by the employer or supervisor.

How many steps should there be?

There is no firm rule about how many steps or increments there should be on a pay scale. Nonetheless, usually the higher the qualifications required, the more steps there are, which means

that people with post-secondary diplomas or university degrees have a longer career progression than less educated workers whose wages tend to reach a ceiling more quickly.

In Québec, in public service jobs which require a vocational diploma from a Cégep (14 years of education), there are generally between 10 and 12 steps. Table C.4 shows that there are 10 steps for qualified early childhood educators in ECE centres (CPEs). Therefore, in care-giving services in New Brunswick, for the occupational categories of primary child care staff, home care staff, interveners in transition houses, and direct caregivers in community residences, scales with 8 to 10 steps would be reasonable.

How large should the steps be?

Steps can be measured in cents per hour or in percentages. It is probably easier to calculate the increases in cents per hour. The entry-level wage is subtracted from the equitable wage (the top step) and the difference is divided by the number of steps minus 1.

An alternative is to decide on the amount of the increase to the next step and to calculate the entry-level wage accordingly. For example, if the equitable salary is \$18.97 and we want a scale with 8 steps with 50¢ an hour between each one, the entry level wage would be \$16.47\$ (\$19.97 minus 50¢ x (8-1) = \$3.50, as illustrated in the chart below:²³

Step	Wage
8	\$19.97
7	\$19.47
6	\$18.97
5	\$18.47
4	\$17.97
3	\$17.47
2	\$16.97
1	\$16.47

When wages are indexed each year (see section 4.3), the 50¢ between each step will also be indexed. It will increase each year, but the amount between each step will always be the same.

4.2 Benefits

Benefits are part of remuneration. Québec's Pay Equity Act (Articles 65 and 66) specify that they must be considered in a pay equity exercise. In other words, if certain employees or male comparators have access to benefits that are not offered to other employees, the benefits must be given to all employees or a monetary compensation must be paid instead.

The following is a list of benefits to be considered:

- wage benefits such as overtime rates, bonuses for evening or night shifts or additional tasks, etc.; this does not mean that people who work during the day should be paid a night-shift bonus, but rather that everyone who works at night should receive the same bonuses.

²³ If the choice is made to set the difference between steps by percentage (for instance 3%), each step must be multiplied by 97% to calculate the step below it. Thus, in the example provided, the 7th step would be 97% X \$19.97 or \$19.37, the 6th \$18.79, etc., and so on down to the first which would be \$16.14.

- insurance, for prescription drugs and supplementary health care services, wage coverage in case of short- or long-term illness or disability, and life insurance.
- a retirement plan, in particular the employer's contribution to the plan or to an individual or group Registered Retirement Savings Plan (RRSP).
- vacation pay, holidays, family or sick leave.
- other benefits such as a free parking space, meals or per diem allowances, uniforms, a company car or mileage.

The *New Brunswick Pay Equity Act, 2009* for the public sector (see Article 1: Definitions) seems to limit the pay equity exercise to pay defined as “straight-time wages and salary. (*rémunération*)”. Is this a shortcoming of the *Act*?

4.3 Wage indexing and the reference year for male comparators

The purpose of cost-of-living indexation is to maintain the purchasing power of wages from one year to the next. Once equitable wages have been established, not indexing them means losing equity. This is why it is important that the wages used for male comparators are calculated for the year the new wages for women will be paid. Alternatively, equitable wages calculated for 2011, for example, must be indexed each year afterwards, on top of the adjustments to be paid.

Different price indexes can be used for this purpose. We recommend using the Consumer Price Index (CPI) for all items, because workers generally buy all items, and the objective is to maintain their purchasing power.

The only city in New Brunswick for which Statistics Canada publishes a price index is Saint John (CANSIM Table 326-0015), but the Canadian CPI (Table 326-0022) can also be used because the purpose is to identify the increase in prices from one year to the next, and not to compare the prices in different areas of Canada. Statistics Canada (www.statcan.gc.ca) also publishes information on inflation on a regular basis, in *The Daily*.

Because indexation is done once a year, inflation should be measured over a full year. For example, if wages are indexed on January 1, 2014, we could use the increase in prices from September 2012 to September 2013, because we won't know the increase from January to January for several months. If indexing takes place later on in the year, in April, for example, we could use the price increases for the entire year from 2012 to 2013, but we wouldn't have the figures in January. The rule is to always use the same CPI and to measure the price increase for the same month (or year) each year.

It is also possible to index wages to the general increase in living standards as well as for inflation, especially if the company does not use pay scales which give raises above inflation to workers each year. Statistics Canada CANSIM table 282-0074 provides an easy way to find out how much the average New Brunswick wage has increased.

4.4 Adjustment periods to bring wages up to an equitable level

Ideally, the employer will start paying “fair” wages immediately. Women have been underpaid since the beginning of time. Prolonging the injustice is not the fairest solution.

Nonetheless, New Brunswick Regulation 2010-54, under the *Pay Equity Act, 2009*, for the public sector, sets out in Article 5 that a maximum of "1% of the payroll of the employer for the last twelve months" can be paid each year. Normally, all the adjustments must be paid out in the four years following the 2011 fiscal year—in other words, in a maximum of five payments—but if all of the adjustments have not been paid within this period, the employer can request an extension of a maximum of two years.²⁴ In the case of pay equity in care-giving services, the government specified the same period for adjustments to be paid.

The main reason for delays in making payments is that the company is experiencing financial difficulties. However, employers should remember that if a company uses pay scales, not all employees will be at the highest level in the first year. Therefore, it takes time to reach the equitable wage, and the cost to the employer is less than if everyone is placed at the top of the scale immediately.

4.5 Maintaining pay equity

The New Brunswick *Pay Equity Act, 2009* (Articles 24 to 27) requires the employer to maintain pay equity by conducting "a non-discriminatory review of its pay equity compensation practices in accordance with the regulations," and making "any pay adjustments that are required to ensure pay equity is maintained." To ensure this is being done, the employer must "provide the results of the review to the Bureau within 30 days after the review is completed."

The Regulation (Article 7) specifies that the "first review of an employer's pay equity compensation practices" must be "conducted no later than the date of expiration of the wage schedule or the pay plan that is in effect after the last pay adjustment." Subsequent reviews must be done "not later than the date of expiration of the wage schedule or the pay plan," but in any case not less often than every five years.

In addition, the employer must conduct a review of its compensation practices "every time a) a job classification is eliminated; b) an existing job classification is modified; c) salary or pay scales are impacted by organizational restructuring; d) significant organizational change occurs."

The Regulation also specifies that the review of pay equity practices involves a review of the female-dominated and male-dominated classifications, of the job evaluation system in place, and of the value of work performed by female-dominated and male-dominated classifications. The review is intended to determine if new inequities have appeared.

As in Québec, the employer can carry out this review independently, but must inform the employees involved.

It remains to be seen if the Women's Equality Branch will apply the same principle of maintaining pay equity in care-giving services. There must also be an appeal procedure in case employees believe the maintenance review was not free of sexist biases or did not correctly identify inequities that have appeared.

²⁴ Québec has a similar system but specifies that payments must be made in equal instalments (in terms of percentage or amount) in order to avoid having an employer wait until the end of the four-year period to pay out the largest portion of the adjustment.

5. A FEW WORDS IN CONCLUSION

The goal of pay equity legislation is to eliminate wage gaps between female-dominated and male-dominated occupational categories when the work performed is of comparable value. The Government of New Brunswick should be congratulated for agreeing to conduct pay equity exercises in the child care and home care sectors, transition houses and community residences. However, the exercises must be completed in good faith, using wages and job descriptions which reflect the reality of the New Brunswick labour market.

Our review of these exercises in Section 2 suggests that this wasn't the case. The wage used for a maintenance worker was far below the wage set out in the statistics provided by Statistics Canada for New Brunswick. This is also true for the foreman's wage, as well as for the ratio between the two wages. Moreover, the job descriptions for the foreman over-estimate the role he would play, thus attributing a disproportionate number of points to this job category, compared to that of those who teach young children or take care of vulnerable people. The foreman, or team leader, seems to perform similar or lesser duties than those which are actually carried out by daycare administrators or community residence supervisors. The number of points and the wage should be at the same level or lower.

Our comparison, in Section 3, of the wages in different provinces, for different occupations taking into account educational levels shows that wages in the four care-giving occupations we examined are low throughout Canada, but particularly low in New Brunswick.

We conclude that pay equity exercises in the four care-giving sectors were deliberately distorted in order to reduce the cost to the government. According to our calculations, equitable wages for staff providing direct services and who are required to have between six months to two years of training beyond high school, should be about \$20 an hour in 2012. This finding applies to primary staff in child care centres, home care workers, interveners in transition houses, and direct care providers in community residences. Wages of those who are in administrative or supervisory positions, especially in child care centres and community residences, should be around \$24. Wages in other categories should be in proportion to the values estimated. The results of these estimates can be found in Table 3 on page 18.

We would like to make two further comments.

According to the data provided by the National Household Survey, the education of New Brunswickers who have worked as registered practical nurses, direct care providers, patient care workers and patient attendants, personal service workers and similar occupations is very low. According to the job description in the pay equity exercise used for the home care services review, this job "requires a High School diploma or equivalent and successful completion of the Personal Support Worker program, or equivalent training program as approved by the department of Social Development and a minimum of 3 months related experience" (New Brunswick, 2012b, p. 56). According to the number of points, this training program takes less than a year to complete. Data from the NHS suggests that a substantial number of home support workers do not have even this level of education. However, the duties they are assigned are varied and include work delegated by nurses such as changing dressings, collecting specimens, administering medication, blood sugar testing, etc. The well-being of clients with loss of autonomy or functional limitations due to handicaps depends on the ability of these workers to perform the tasks assigned to them. It would therefore be desirable to improve the training required and to ensure that all employees have received it. An improvement in the wages would no doubt encourage more people to pursue a career in this occupation and to complete the necessary training.

Secondly, in this analysis, family daycare workers were mentioned only in passing, but they also earn exceedingly low wages. Nevertheless, they have the same important role to play in the development and education of our youngest citizens as educators in daycare centres. In general, these people are considered self-employed, but, given that their services are accredited, and often subsidized by the government even if it is only through financial aid or a tax benefit for parents, shouldn't their qualifications and educational program for children be subject to public norms. In this case, governments should also ensure that wages for family daycare workers are consistent with their qualifications and responsibilities.

In Québec, after subsidized home daycare workers attempted to unionize, the government granted them a special self-employed status with the right to collectively negotiate subsidies and working conditions. The subsidy given includes the employer's contributions for the basic social insurance programs such as the Québec Pension Plan, the Québec Parental Insurance Plan, Compensation for Work Accidents and Occupational Illnesses and Québec Health Insurance (*An Act respecting the representation of certain home childcare providers*, Article 32). Amendments and changes to other laws and regulations have made it possible for home child care workers to participate in these plans.

Our document has not dealt with the issue of pay equity for home child care providers, predominantly women, but we would like to invite the Government of New Brunswick to consider their status and their working conditions, as well.

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**APPENDIX A:
SUMMARY OF THE EVALUATION OF JOB CATEGORIES IN THE CARE-GIVING SERVICES
IN NEW BRUNSWICK**

**Table A.1: Points assigned to various job categories in the pay equity exercise
for the Child Care Sector, New Brunswick, 2012**

Factors and sub-factors	Administrator/ Primary Child Care Staff	Primary Child Care Staff (a)	Support Worker	Foreman	Maintenance Worker
Qualifications	245	182	147	263	115
Education	93	93	74	111	56
Experience	110	110	31	110	31
Dexterity and coordination	42	42	42	42	28
Responsibilities	222	128	90	242	70
Accountability/Decision Making	72	54	36	72	36
Communications / interpersonal relations	80	60	0	100	20
Supervision	70	14	14	70	14
Efforts required	248	244	218	326	166
Intellectual effort	104	78	52	130	52
Concentration & sensory attention	78	78	78	130	26
Physical effort	66	88	88	66	88
Working conditions	36	36	36	24	36
Unpleasant or hazardous					
Total points	751	590	491	855	387

Note a) The job of "Primary Child Care Staff" corresponds to that of an educator in a Quebec Centre de la petite enfance-CPE (Early childhood center)

**Table A.2: Points assigned to various job categories in the pay equity exercise
for the Home Support Sector, New Brunswick, 2012**

Factors and sub-factors	Home Support Worker	Foreman	Maintenance Worker
Qualifications	136	225	106
Education	74	111	56
Experience	26	90	26
Dexterity and coordination	36	24	24
Responsibilities	134	250	74
Accountability/Decision Making	60	80	40
Communications / interpersonal relations	60	100	20
Supervision	14	70	14
Efforts required	216	288	144
Intellectual effort	72	120	48
Concentration & sensory attention	72	120	24
Physical effort	72	48	72
Working conditions Unpleasant or hazardous	72	54	36
Total points	558	817	360

**Table A.3: Points assigned to various job categories in the pay equity exercise
for the Transition House Sector, New Brunswick, 2012**

Factors and sub-factors	Crisis Intervener	Child Support Worker	Outreach Worker	Support Worker	Foreman	Maintenance Worker
Qualifications	215	215	220	220	255	114
Education	93	93	93	93	111	56
Experience	86	86	103	103	120	34
Dexterity and coordination	36	36	24	24	24	24
Responsibilities	134	134	174	134	250	74
Accountability/Decision Making	60	60	80	60	80	40
Communications	60	60	80	60	100	20
Supervision	14	14	14	14	70	14
Efforts required	192	192	216	192	272	120
Intellectual effort	72	72	96	72	120	48
Concentration & sensory attention	72	72	72	72	120	24
Physical effort	48	48	48	48	32	48
Working conditions Unpleasant or hazardous	60	60	60	60	60	40
Total points	601	601	670	606	837	348

**Tableau A.4: Points assigned to various job categories in the pay equity exercise
for the Community Residences Sector, New Brunswick, 2014**

Factors and sub-factors	Direct caregiver (adults)	Supervisor/ Direct Caregiver (adults)	Direct caregiver (children)	Supervisor/ Direct caregiver (children)	Foreman	Maintenance Worker
Qualifications	185	230	202	247	231	108
Education	86	86	103	103	103	51
Experience	57	102	57	102	100	29
Dexterity and coordination	42	42	42	42	28	28
Responsibilities	138	250	138	250	270	78
Accountability/Decision Making	60	80	60	80	80	40
Communications	60	80	60	80	100	20
Supervision	18	90	18	90	90	18
Efforts required	192	216	192	216	266	124
Intellectual effort	72	96	72	96	120	48
Concentration & sensory attention	66	66	66	66	110	22
Physical effort	54	54	54	54	36	54
Working conditions	60	60	60	60	60	40
Unpleasant or hazardous						
Total points	575	756	592	773	827	350

Sources: New Brunswick, Women's Issues Branch, 2012a, b and c and New Brunswick, Women's Equality Branch, 2014.

**APPENDIX B: RATIOS OF EARNINGS FOR CERTAIN OCCUPATIONAL CATEGORIES
TO THOSE OF THE OCCUPATIONAL CATEGORIES WHICH SUPERVISE THEM**

**Table B.1: Employment income and ratios of the income for certain occupational categories to that of the occupational categories which supervise them,
Canada and seven provinces, persons working full year, full time, 2010**

Occupational categories	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia	Canada	% female Canada
Social and community services – both sexes									
0423 Managers in social, community and correctional services	55,668	59,414	61,815	73,629	57,513	64,775	63,430	66,251	70 %
4214 Early childhood educators and assistants	21,650	21,272	25,769	27,351	24,787	25,376	25,516	25,898	97 %
Income ratio 4214/0423	39	36	42	37	43	39	40	39	
Office occupations									
1211 Supervisors, general office & - Male	59,124	55,598	57,542	83,615	66,678	82,365	71,936	72,619	71 %
administrative support workers - Female	47,350	51,839	52,583	58,145	49,135	57,704	55,003	55,552	
14 Office support occupations – F + M	36,861	36,845	38,171	43,445	39,533	46,586	41,120	41,803	85 %
Income ratio 14/1211 - (F+M)/M	62	66	66	52	59	57	57	58	
Primary and Secondary Education									
0422 School principals, administrators - M	82,135	92,024	84,542	109,827	90,596	107,686	103,327	101,485	55 %
of elementary & secondary education - F	83,947	83,215	78,545	97,727	85,757	94,555	91,616	90,969	
4032 Elementary school and kindergarten teachers - F+M	59,441	58,811	54,132	69,279	63,391	73,119	63,355	65,016	82 %
Income ratio 4032/0422 (F+M)/M	72	64	64	63	70	68	61	64	
Nursing personnel – both sexes									
3011 Nursing co-ordinators & supervisors	64,356	61,531	67,715	66,921	66,353	68,526	65,968	67,309	88 %
3012 Registered nurses, psychiatric nurses	66,884	65,172	59,653	70,934	72,631	78,236	69,510	69,212	92 %
3233 Licensed practical nurses	39,662	41,697	39,843	49,157	47,418	52,253	49,847	46,019	89 %
Income ratio 3233/3011	62	68	59	73	71	76	76	68	
3413 Nurse aids, orderlies and patient service associates	28,810	32,564	30,571	38,070	34,303	40,716	39,431	35,412	84 %
Income ratio 3413/3011	45	53	45	57	52	59	60	53	
Cleaning and Building Maintenance Services									
6315 Cleaning supervisors - Male	61,836	45,120	49,635	51,711	n.d.	70,968	49,738	52,915	34 %
Female	23,717	35,996	29,694	38,237		41,758	36,762	35,768	
6733 Janitors, caretakers and building superintendents F+M	34,163	32,851	33,210	40,077	34,598	42,565	37,074	37,865	21 %
Income ratio 6733/6315 (F+M)/M	55	73	67	78	n.d.	60	75	72	

Table B.1: Continued...

Occupational categories	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia	Canada	% female Canada
Carpenters – both sexes									
7204 Contractors and supervisors, carpentry trades	49,443	46,973	52,856	59,548	50,918	74,110	55,924	59,937	2 %
7271 Carpenters	35,926	33,867	41,063	42,607	36,798	50,542	42,343	42,528	2 %
Income ratio 7271/7204	73	72	78	72	72	68	76	71	
Processing, Manufacturing of Food, Beverages and Related products									
9213 Supervisors, food, beverage & associated products - Male	54,826	56,178	52,044	63,008	52,077	57,766	63,790	58,211	26 %
Female	35,527	43,483	40,180	50,259	36,607	48,022	44,175	45,090	
946 Machine operators & related, food, beverage, associated products F+M	37,269	33,341	39,027	44,382	37,769	44,845	41,432	41,749	29 %
Income ratio 946/9213 F+M/M	68	59	75	70	73	78	65	72	

Source: Statistics Canada, National Household Survey, Table 99-014-X2011042

For a brief explanation of Statistics Canada National Occupational Classification (NOC), see Appendix D.

**APPENDIX C:
INFORMATION ON CHILD CARE SERVICES IN SEVEN PROVINCES AND THE RESULTS OF THE SECTORAL PAY EQUITY
EXERCISE IN QUEBEC**

**Table C.1: Minimum post-secondary early childhood training requirements for staff in full-time child care centres,
seven provinces, 2012**

Province	Centre directors	Other full-time staff
New Brunswick	Director or designate OR ¼ of staff - one year ECE certificate or equivalent	See centre directors
Nova Scotia	Training program in ECE or equivalent	Training program in ECE or equivalent – 2/3 of staff
Quebec	Not specified	2/3 of staff in centres – college/university ECE or one year
Ontario	Two year ECE diploma/approved College of Arts and Technology (CAAT) or equivalent	One staff per group – two year ECE diploma from approved CAAT or equivalent
Manitoba	Post-ECE diploma – continuing education certificate or degree program from an approved Manitoba post-secondary institution	ECE diploma from recognized Manitoba community college or Manitoba Child Care Program's Competency Based Assessment (CBA) Program – 2/3 of staff or 0-6 year olds and ½ of staff for school-age and nursery school. All – 40 hours of approved training within first year of work.
Alberta	Two year ECE diploma	25 % of staff – one year ECE certificate. All – orientation course or equivalent ECE-related course work (45 hours)
British Columbia	Not specified	With infant/toddler groups up to 36 months – one staff with basic ECE training (902 hours) at approved training institution plus one infant/toddler educator with specialized post-basic training (200 hours). With groups 30 months to school-age – one staff with basic ECE training.

Source: Friendly *et al.* (2013), p. 59.

Table C.2: Some data on Early childhood education centers in Canada, seven provinces, 2012

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
Average (or median) hourly wages (a)								
Program directors	\$22.00	\$15.00	\$17.56	\$32.64	\$22.50	\$24.70	\$20.00	\$20.83
Ratio relative to the Canadian average	100	68	80	148	102	112	91	95
Program staff	\$16.50	\$13.50	\$12.84	\$19.13	\$17.29	\$16.00	\$15.33	\$17.00
Ratio relative to the Canadian average	100	82	78	116	105	97	93	103
Ratio of staff income to that of the director	75	90	73	59	77	65	77	82
Average (or median) full-time monthly fees in full-day centres by age group (a)								
Infants	\$761	\$740	\$825	\$152	\$1,152	\$631	\$900	\$1,047
Ratio relative to the Canadian average	100	97	108	20	151	83	118	138
Toddlers	\$701	\$653	\$694	\$152	\$925	\$431	\$825	\$907
Ratio relative to the Canadian average	100	93	99	22	132	61	118	129
Pre-schoolers	\$674	\$620	\$685	\$152	\$835	\$431	\$790	\$761
Ratio relative to the Canadian average	100	92	102	23	124	64	117	113
Percent of children 0-5 years for whom there is a regulated full or part-time centre-based child care space								
	22.5 %	30.7 % (b)	23.9 %	36.3 % (b)	20.8 %	20.5 %	19.9 %	24.6 % (b)

Source: Friendly, *et al.* (2013, p. 57-58, 66). This information was provided by provincial government officials responsible for Early childhood education.

Notes: a) The source uses the term "Average (median) gross hourly wages", which is confusing because the average and the median do not measure the same thing. Perhaps some jurisdictions provided average wages and others provided median wages.

b) In these provinces, the figure applies to children aged 0 to 4 years because 5 year-olds are included in the figures for school-age places.

Table C.3: Points assigned to certain employment categories in the sector-wide pay equity exercise for Early childhood centres (Centres de la petite enfance-CPE) in Quebec, 2007

Factors and sub-factors	Educators	Assistant-educators	Administrative assistants	Foremen	Maintenance workers
Qualifications:	178	46	201	219	44
Education	114	14	114	114	14
Experience/Initiation	16	4	32	48	8
Knowledge update	14	6	22	22	6
Physical skills	10	10	15	5	10
Interpersonal relations	24	12	18	30	6
Efforts:	183	90	201	201	83
Autonomy	47	9	66	66	28
Reasoning	47	28	66	66	9
Creativity	39	9	39	39	9
Concentration	24	18	24	24	6
Physical Effort	26	26	6	6	31
Responsibilities:	133	69	99	186	41
Programmes	46	10	46	58	10
People	32	24	8	24	16
Communications	49	29	39	59	9
Supervision	6	6	6	45	6
Working conditions:	32	32	18	22	28
Psychological conditions	10	10	6	10	6
Physical conditions	10	10	6	6	10
Risks	12	12	6	6	12
Total points	526	237	519	628	196

Source: AQCPE, 2006, appendix 6.

Table C.4: Salary scales for educators and assistant educators in the Quebec CPEs and child care centres

Level	April 1st, 2012 to March 31st, 2013 (\$ (a)	April 1st, 2014 to March 31st, 2015 (\$)
Qualified educators (b)		
10	22.25	23.09
9	21.56	22.38
8	20.88	21.68
7	20.26	21.02
6	19.63	20.37
5	19.02	19.74
4	18.45	19.15
3	17.88	18.55
2	17.33	17.98
1	16.79	17.42
Assistant educators		
5	15.61	16.20
4	14.97	15.53
3	14.34	14.88
2	13.76	14.28
1	13.19	13.69
Yearly salaries for Assistant directors by the type, number and size of the establishments		
Minimum	39, 351	40,833
Maximum	57, 642	59,826

Source: Famille Québec. 2013. p. 22-23

The wage ranges for assistant directors and directors are available at <www.mfa.gouv.qc.ca>.

Note: a) April 1st 2011 marks the fifth, and last, year of salary adjustments resulting from the pay equity exercise. The increase in the scales between April 1st, 2010 and April 1st, 2011 varied, therefore, according to the results of the exercise. In April 2012, indexation was 1.5%; in April 2013, 1.7% and in April 2014, 2.0%.

b) A qualified educator holds a College degree (Diplôme d'études collégiales - DEC) in Early childhood education techniques or in Educational techniques in child care or an equivalent qualification recognized by the Ministry (14 years of education).

No minimum requirements are specified for an unqualified educator, but two-thirds of the staff who work with children must be qualified. There is a separate scale for unqualified educators: the highest 10 levels are the same as for qualified educators but the scale has 4 lower levels, starting at \$14.61 on April 1st 2011 and at \$15.39 on April 1st 2014. In other words, the fair wage for an educator without specific professional training is considered to be the same as for a qualified educator because she acquires the qualifications through on-the-job training, but it takes her four additional years to reach the fair wage level.

The wage scale for administrative assistants is very close to that for educators.

APPENDIX D:

DATA ON ANNUAL EMPLOYMENT INCOME FROM THE NATIONAL HOUSEHOLD SURVEY (NHS) FOR SELECTED OCCUPATIONAL CATEGORIES

Comments on methodology:

The 2011 National Occupational Classification is composed of:

- 10 broad occupational categories with a 1-digit code, numbered from 0 to 9;
- 40 major groups with a 2-digit code;
- 140 minor groups with a 3-digit code;
- 501 detailed occupational categories with a 4-digit code.

For the purposes of this study, we have tried to use the detailed, 4-digit occupational categories, but in certain cases, samples at the provincial level and according to sex are so limited that Statistics Canada does not publish data or warns researchers that the probability of error is very high. This problem is exacerbated by the fact that completing the survey was not mandatory. The response rate and, as a result, the reliability of the data vary greatly depending on the various elements which were examined.

As an example of this type of anomaly, it is estimated that only 15 men work as early childhood educators or educational assistants in New Brunswick, and the ratio between women's salaries and men's salaries in this occupational category (4214) was 69%. At the other extreme, the ratio is 125% in Saskatchewan, where there are also very few men in the category. In addition, for the smallest provinces, including New Brunswick, Statistics Canada does not provide male incomes for certain predominantly female categories (e.g. medical administrative assistants, several health-care occupations). As for predominantly male occupations (several occupations in group 7 Trades, transport and equipment operators and related occupations, group 8 Natural resources, agriculture and related production occupations and group 9 Occupations in manufacturing and utilities), Statistics Canada does not publish female wages because there are so few women working in these occupations.

In addition, because of small sample sizes, we decided not to include Prince Edward Island, Newfoundland and Labrador, and Saskatchewan in our comparisons. Even if the same problem might occur with findings from New Brunswick, Nova Scotia and Manitoba, they were included for the purposes of this study in order to be able to compare New Brunswick to at least one other Maritime province and a Prairie province with a similar size and income level.

In a few other cases, there is no 4-digit subcategory in a 3-digit category, particularly in some of the management and trade occupations. For example, category 031 Managers in health care is identical to category 0311, category 621 Retail and wholesale trade managers is identical to category 6211, and category 642 Retail salespersons is identical to category 6421.

Note, also, that the 2011 National Occupational Classification is not the same as the 2006 NOC; as a result, it is often difficult to compare the data in the two surveys.

Comments on the choice of occupational categories in Tables D.1 and D.2

The ten occupational categories in Tables D.1 and D.2 were selected in order to represent a range of occupations in different sectors and at different income levels. Some of these categories have 2-digit codes (major groups or broader categories) and others have 3-digit codes (intermediate categories). The categories were chosen because they were generally representative of the main occupational categories in all the provinces we surveyed.

From each of the following broad groups, we chose two occupational categories to reflect supervisors, on one hand, and technicians or operators, on the other: 2 Natural and applied sciences and related occupations, 6 Sales and services occupations, 7 Trades, transport and equipment operators and related occupations, and 9 Occupations in manufacturing and utilities. We did not include a category from group 3 Health occupations or from group 4 Occupations in education, law and social, community and government services, because jobs in these sectors are presented in Table D.3 (Section 3.2.2). We did not include any of the subcategories of group 5 Occupations in art, culture, recreation and sport or in group 8 Natural resources, agriculture and related production occupations, since these categories were relatively small, rather heterogeneous and not very relevant to our analysis.

Employment income for other occupational categories are presented in Table B.1 and discussed in Section 2.3.4 which deals with the appropriate wage gap between the two male comparators.

The Labour Force Survey (LFS)

The LFS, conducted every month, provides current chronological data for several workforce variables according to sex. However, this survey deals with only 40 2-digit occupational categories and uses the 2006 Classification. For these reasons, we did not use figures from this survey.

On the other hand, the New Brunswick Coalition for Pay Equity asked Statistics Canada to compile data for the category of “Cleaners,” category G93, from the data in the LFS, in order to identify the wages of cleaners and janitors in the context of pay equity analyses (see Section 2.3.2). As we explained earlier, the 3-digit category was not sufficiently precise and a correction was made in order to estimate wages in the 4-digit subcategory G933 Janitors, Caretakers and Building Superintendents.

Table D.1: Annual employment income, (a) female/male income ratios and percent of women in the labour force, for ten representative occupational categories (persons working full year, full time), Canada and seven provinces, 2010

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
All occupations – Male - \$	65,400	54,874	55,159	55,808	68,768	55,679	80,112	65,599
Female - \$	48,820	41,532	43,009	43,131	52,371	44,761	53,952	47,970
Income ratio F/M	75 %	76%	78 %	77 %	76%	80 %	67 %	73 %
% of women in the full-time labour force	43.7 %	45.7%	45.7%	44.6%	44.2%	42.5 %	40.7%	42.9%
01-05 Specialized middle management occupations (b) - \$	91,025	70,928	75,834	83, 809	97,406	75,671	100,104	85,051
Income ratio F/M - %	74	82	78	79	73	80	67	73
121 Administrative services supervisors - \$	56,945	52,033	51,751	52,645	58,678	53,344	64,202	56,112
Income ratio F/M - %	89	76	85	94	89	90	83	90
212 Life science professionals - \$	69,672	66,992	61,434	62,333	73,426	70,147	78,577	70,556
Income ratio F/M - %	83	76	83	79	87	88	81	85
22 Technical occupations – natural and applied sciences - \$	62,699	56,836	58,831	54,530	63,126	58,093	77,001	63,232
Income ratio F/M - %	83	75	81	81	88	88	79	82
62 Retail sales supervisors and specialized sales occ. - \$	59,622	47,919	49,877	53,063	64,065	52,966	65,955	57,777
Income ratio F/M - %	72	70	71	79	72	70	64	72
642 Retail salespersons - \$	37,738	31,516	32,200	33,440	39,108	36,260	44,713	38,504
Income ratio F/M - %	65	59	65	66	67	59	57	67
720 Contractors & supervisors, industrial, electrical and construction trades and related workers - \$ (c)	68,929	63,232	60,458	58,911	67,700	59,099	81,666	69,192
723 Machining, metal forming, shaping and erecting trades - \$ (c)	53,512	48,064	50,094	44,518	53,832	46,408	65,906	57,501
92 Processing, manufacturing and utilities supervisors and central control operators - \$	75,558	73,481	62,479	60,022	75,220	60,398	100,447	75,085
Income ratio F/M - %	72	60	78	73	76	74	71	73
94 Processing and manufacturing machine operators and related production workers - \$	42,722	39,991	37,897	40,692	42,789	38,350	48,687	48,038
Income ratio F/M - %	67	53	65	62	71	74	72	64

Table D.2: Ratios of annual average employment income in seven Canadian provinces compared to the Canadian average for ten selected occupational categories, 2010 (persons working full year, full time)

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
Ratios of annual average employment income in each province to the Canadian average								
All occupations – Male - \$	100	84	84	85	105	85	123	100
Female - \$	100	85	88	88	107	92	111	98
01-05 Specialized middle management occupations (b) - \$	100	78	83	92	107	83	110	93
121 Administrative services supervisors - \$	100	91	91	92	103	94	113	99
212 Life science professionals - \$	100	96	88	89	105	101	113	101
22 Technical occupations – natural and applied sciences - \$	100	91	94	87	101	93	123	101
62 Retail sales supervisors and specialized sales occ. - \$	100	80	84	89	107	89	111	97
642 Retail salespersons - \$	100	84	85	89	104	96	118	102
720 Contractors & supervisors, industrial, electrical and construction trades and related workers - \$ (c)	100	92	88	85	98	86	118	100
723 Machining, metal forming, shaping and erecting trades - \$ (c)	100	90	94	83	101	87	123	107
92 Processing, manufacturing and utilities supervisors and central control operators - \$	100	97	83	79	100	80	133	99
94 Processing and manufacturing machine operators and related production workers - \$	100	94	89	95	100	90	114	112

Source for Tables D.1 and D.2: Statistics Canada, 2011 National Household Survey, Table 99-014-X2011042

Notes: a) Employment income includes wages and salaries as well as net income of self-employed workers.

b) This category includes 011 Administrative services managers, 012 Managers in financial and business services, 013 Managers in communication (except broadcasting), 021 Managers in engineering, architecture, science and information systems, 031 Managers in health care, 041 Managers in public administration, 042 Managers in education and social and community services, 043 Managers in public protection services and 051 Managers in art, culture, recreation and sport.

c) There are so few women in these occupational categories that the data was considered to be unreliable and a F/M income ratio is not provided.

Table D.3: Annual employment income by sex, Canada and seven provinces, 2010
Selected occupational categories in the health, education and early childhood education sectors
(persons working full year, full time)

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
Annual employment income								
All occupations – Male - \$	65,400	54,874	55,159	55,808	68,768	55,679	80,112	65,599
Female - \$	48,820	41,532	43,009	43,131	52,371	44,761	53,952	47,970
3413 Nurse aides, orderlies and patient service associates – Female - \$	34,728	28,186	31,799	29,391	37,533	33,857	39,907	38,569
4412 Home support workers, housekeepers and related occupations - Female - \$	28,582	18,061	29,283	25,263	30,262	29,692	32,748	31,070
4032 Elementary school and kindergarten teachers – Female - \$	63,911	59,380	58,296	53,490	68,248	62,790	71,628	62,217
4214 Early childhood educators and assistants – Female - \$	25,732	21,566	21,176	25,564	27,077	24,565	25,164	25,474
4411 Home child care providers – Female - \$	19,107	15,721	13,548	17,426	19,025	17,803	22,189	19,298
Ratios of average annual employment income to the Canadian average								
All occupations – Male	100	84	84	85	105	85	123	100
Female	100	85	88	88	107	92	111	98
3413 Nurse aides, orderlies and patient service associates – Female	100	81	92	85	108	98	115	111
4412 Home support workers, housekeepers and related occupations - Female	100	63	103	88	106	104	115	109
4032 Elementary school and kindergarten teachers – Female	100	93	91	84	107	98	112	97
4214 Early childhood educators and assistants – Female	100	84	82	100	105	96	98	99
4411 Home child care providers – Female	100	82	71	91	100	93	116	101

Source: Statistics Canada, 2011 National Household Survey, Table 99-014-X2011042

Table D.4: Percent of the female labour force working in five selected occupations, Canada and seven provinces, 2010

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
Percent of the female labour force								
3413 Nurse aides, orderlies and patient service associates – Female	1.9	2.8	2.2	2.2	1.5	2.9	1.5	1.9
4412 Home support workers, housekeepers and related occupations - Female	0.9	2.0	1.2	0.7	0.8	1.3	0.6	0.9
The two occupations in the health sector	2.8	4.8	3.4	2.9	2.3	4.2	2.1	2.8
4032 Elementary school and kindergarten teachers – Female	3.5	4.1	3.6	3.0	3.9	3.6	3.1	3.0
4214 Early childhood educators and assistants – Female	2.1	1.7	1.6	3.5	1.7	2.4	1.4	1.3
4411 Home child care providers – Female	0.7	0.5	0.5	0.4	0.8	0.4	0.9	0.9
The three occupations in early childhood education	6.3	6.3	5.7	6.9	6.4	6.4	5.4	5.2

Source: Statistics Canada, 2011 National Household Survey, Table 99-014-X2011042

APPENDIX E:

**HIGHEST EDUCATIONAL LEVEL ATTAINED FOR SELECTED OCCUPATIONAL CATEGORIES
AND
EMPLOYMENT INCOME BY LEVEL OF EDUCATION AND OCCUPATIONAL CATEGORY**

Table E.1: Highest certificate, diploma or degree held by persons working full time, full year in selected occupational categories, related to caregiving, Canada and seven provinces, 2010

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
All occupations - Females								
No certificate diploma or degree	7.3 %	8.0 %	7.0 %	8.1 %	6.4 %	10.1 %	8.9 %	5.9 %
High school diploma or equivalent	22.8 %	25.6 %	19.8 %	19.3 %	22.6 %	27.0 %	25.9 %	25.7 %
Postsecondary diploma below bachelor level	39.6 %	40.5 %	42.1 %	44.6 %	37.6 %	36.1 %	37.3 %	38.0 %
University diploma or degree at bachelor level or above	30.2 %	25.9 %	31.0 %	28.1 %	33.4 %	26.8 %	27.8 %	30.4 %
All occupations - Males								
No certificate diploma or degree	11.0 %	11.3 %	11.4 %	13.3 %	9.2 %	16.8 %	11.8 %	8.4 %
High school diploma or equivalent	23.4 %	27.5 %	22.5 %	18.7 %	24.0 %	27.8 %	24.3 %	25.4 %
Postsecondary diploma below bachelor level	39.8 %	40.9 %	42.4 %	44.7 %	37.3 %	35.1 %	40.5 %	39.1 %
University diploma or degree at bachelor level or above	25.8 %	20.3 %	23.6 %	23.3 %	29.5 %	20.3 %	23.4 %	27.1 %
3413 Nurse aids, orderlies and patient service associates- Female								
No certificate diploma or degree	8.3 %	16.0 %	4.9 %	12.3 %	5.1 %	9.6 %	8.9 %	3.7 %
High school diploma or equivalent	17.1 %	30.8 %	17.5 %	21.3 %	12.9 %	18.6 %	18.3 %	11.6 %
Postsecondary diploma below bachelor level	67.0 %	49.5 %	72.5 %	63.0 %	72.6 %	64.1 %	61.0 %	72.4 %
University diploma or degree at bachelor level or above	7.6 %	3.7 %	5.1 %	3.4 %	9.4 %	7.7 %	11.8 %	12.3 %
4412 Home support workers, housekeepers and related occupations - Female								
No certificate diploma or degree	13.8 %	31.8 %	17.5 %	14.9 %	7.6 %	22.3 %	14.5 %	7.9 %
High school diploma or equivalent	19.4 %	29.5 %	11.0 %	18.9 %	14.8 %	21.1 %	25.0 %	20.2 %
Postsecondary diploma below bachelor level	55.8 %	37.5 %	65.8 %	60.6 %	63.1 %	45.6 %	46.3 %	55.2 %
University diploma or degree at bachelor level or above	11.0 %	1.0 %	5.8 %	5.6 %	14.6 %	11.0 %	14.3 %	16.5 %
0423 Managers in social, community and correctional services - Male								
No certificate diploma or degree	1.6 %	n.d.	n.d.	1.4 %	1.1 %	0.0 %	2.0 %	1.9 %
High school diploma or equivalent	12.2 %	n.d.	n.d.	8.9 %	11.5 %	23.2 %	13.2 %	13.9 %
Postsecondary diploma below bachelor level	29.6 %	17.4 %	25.0 %	31.6 %	31.3 %	19.6 %	36.4 %	24.9 %
University diploma or degree at bachelor level or above	56.5 %	73.9 %	62.5 %	58.3 %	56.4 %	58.9 %	47.7 %	59.3 %

Table E.1: Highest certificate, diploma or degree held by persons working full time, full year in selected occupational categories, Canada and seven provinces, 2010 (continued)

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
4032 Elementary school and kindergarten teachers – Female								
No certificate diploma or degree	0,2 %	0,0 %	0,0 %	0,2 %	0,1 %	0,7 %	0,7 %	0,1 %
High school diploma or equivalent	0,4 %	0,5 %	0,0 %	1,4 %	0,6 %	1,5 %	0,6 %	0,2 %
Postsecondary diploma below bachelor level	6,4 %	4,4 %	6,4 %	6,5 %	7,0 %	5,9 %	4,8 %	6,4 %
University diploma or degree at bachelor level or above	92,6 %	95,2 %	93,5 %	91,8 %	92,3 %	91,9 %	93,9 %	93,3 %
4214 Early childhood educators and assistants - Female								
No certificate diploma or degree	7.5%	10.4 %	3.5 %	9.1 %	4.8 %	10.3 %	10.9 %	5.5 %
High school diploma or equivalent	18.2 %	19.0 %	16.3 %	14.9 %	18.8 %	26.5 %	24.6 %	16.6 %
Postsecondary diploma below bachelor level	60.0 %	55.9 %	54.7 %	63.6 %	61.7 %	48.0 %	46.0 %	60.9 %
University diploma or degree at bachelor level or above	14.3 %	14.4 %	25.0 %	12.5 %	14.7 %	14.9 %	18.4 %	17.1 %
4411 Home child care providers – Female								
No certificate diploma or degree	11.4 %	21.0 %	9.5 %	17.1 %	10.1 %	9.6 %	9.3 %	8.3 %
High school diploma or equivalent	28.1 %	48.0 %	31.9 %	22.5 %	27.3 %	43.5 %	32.6 %	25.9 %
Postsecondary diploma below bachelor level	39.7 %	21.0 %	52.6 %	43.8 %	39.7 %	30.4 %	35.9 %	41.9 %
University diploma or degree at bachelor level or above	20.8 %	10.0 %	6.0 %	16.7 %	22.8 %	15.7 %	22.3 %	23.9 %
6733 Janitors, caretakers and building superintendents - Male								
No certificate diploma or degree	23.6 %	21.0 %	30.3 %	32.1 %	20.0 %	28.0 %	22.7 %	17.5 %
High school diploma or equivalent	33.8 %	40.4 %	25.4 %	26.1 %	39.5 %	32.6 %	28.5 %	33.9 %
Postsecondary diploma below bachelor level	36.8 %	35.1 %	42.6 %	38.9 %	33.7 %	36.1 %	40.1 %	39.2 %
University diploma or degree at bachelor level or above	5.8 %	3.8 %	1.5 %	3.1 %	6.7 %	3.4 %	8.4 %	9.4 %
6315 Cleaning supervisors - Male								
No certificate diploma or degree	17.3 %	n.d.	n.d.	24.5 %	16.5 %	n.d.	14.9 %	12.4 %
High school diploma or equivalent	29.4 %	n.d.	n.d.	19.9 %	31.1 %	n.d.	38.6 %	27.0 %
Postsecondary diploma below bachelor level	45.8 %	n.d.	n.d.	46.5 %	46.0 %	n.d.	39.6 %	50.6 %
University diploma or degree at bachelor level or above	7.5 %	n.d.	n.d.	9.1 %	6.7 %	n.d.	5.9 %	11.2 %

Source: National Household Survey, 2011, Table 99-014-X2011042

Table E.2: Annual employment income by sex and highest certificate, diploma or degree, and ratio of female to male income, Canada and seven provinces, 2010 (persons working full year, full time)

	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
All diploma or degree levels – Male	65,400 \$	54,874 \$	55,159 \$	55,808 \$	68,768 \$	55,679 \$	80,112 \$	65,599 \$
– Female	48,820 \$	41,532 \$	43,009 \$	43,131 \$	52,371 \$	44,761 \$	53,952 \$	47,970 \$
Income Ratio F/M	75 %	76 %	78 %	77 %	76 %	80 %	67 %	73 %
No certificate diploma or degree – Male	43,522 \$	41,678 \$	38,745 \$	36,382 \$	44,330 \$	40,831 \$	55,123 \$	47,066 \$
– Female	30,597 \$	25,989 \$	27,000 \$	25,242 \$	32,222 \$	29,941 \$	36,637 \$	33,078 \$
Ratio F/M	70 %	62 %	70 %	69 %	73 %	73 %	66 %	70 %
High school diploma or equivalent – Male	51,453 \$	44,043 \$	45,552 \$	45,263 \$	51,357 \$	45,598 \$	62,247 \$	53,673 \$
– Female	38,761 \$	31,683 \$	31,770 \$	34,417 \$	41,024 \$	36,152 \$	42,680 \$	39,024 \$
Ratio F/M	75 %	72 %	70 %	76 %	80 %	79 %	69 %	73 %
Postsecondary diploma below bachelor level – Male	61,073 \$	53,658 \$	53,283 \$	51,395 \$	62,252 \$	56,096 \$	78,526 \$	62,778 \$
– Female	44,335 \$	37,506 \$	38,715 \$	38,577 \$	46,843 \$	42,915 \$	51,650 \$	45,231 \$
Ratio F/M	73 %	70 %	73 %	75 %	75 %	77 %	66 %	72 %
University diploma, degree, bachelor level or above – Male	93,610 \$	78,839 \$	75,389 \$	83,394 \$	98,241 \$	80,429 \$	113,612 \$	86,427 \$
– Female	66,313 \$	61,736 \$	59,392 \$	61,083 \$	69,755 \$	61,054 \$	72,663 \$	61,649 \$
Ratio F/M	71 %	78 %	83 %	73 %	71 %	76 %	64 %	71 %
Ratios of average annual income to the Canadian average								
All diploma or degree levels – Male	100	84	84	85	105	85	122	100
– Female	100	85	88	88	107	92	111	98
No certificate diploma or degree – Male	100	96	89	84	102	94	127	108
– Female	100	85	88	82	105	98	120	108
High school diploma or equivalent – Male	100	86	89	88	100	89	121	104
– Female	100	82	82	89	106	93	110	101
Postsecondary diploma below bachelor level – Male	100	88	87	84	102	92	129	103
– Female	100	85	87	87	106	97	116	102
University diploma, degree, bachelor level or above – Male	100	84	81	89	105	86	121	92
– Female	100	93	90	92	105	92	110	93

Source: Statistics Canada, 2011 National Household Survey, Table 99-014-X2011042

Table E.3: Annual employment income by sex and the highest certificate, diploma or degree obtained for selected occupational categories, Canada and seven provinces, 2010 (persons working full year, full time)

Occupational category	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
No certificate diploma or degree								
3413 Nurse aides, orderlies, patient serv. assoc – Female - \$	30 987	24 503	31 597	26 314	36 901	33 472	36 437	37 019
4412 Home support workers, housekeepers, etc. - Female - \$	24 111	16 802	23 717	19 398	29 857	24 566	27 441	29 120
4032 Elementary school & kindergarten teachers – Female - \$	47 154	n.a.	n.a.	51 848	31 231	27 019	57 452	33 534
4214 Early childhood educators and assistants – Female - \$	18 557	20 411	11 581	18 402	17 376	19 514	20 345	19 272
4411 Home child care providers – Female - \$	17 568	13 449	13 267	15 124	17 657	12 254	19 989	18 693
6733 Janitors, caretakers, building superintendents – Male-\$	34 984	30 303	30 138	31 736	37 830	30 341	39 954	34 767
0423 Managers, social, community, correctional serv.-Male - \$	60 287	n.a.	n.a.	30 017	71 642	n.a.	62 856	63 468
301Professional occupations in nursing – both sexes - \$	52 407	n.a.	n.a.	53 708	49 585	31 600	56 747	36 959
6315 Cleaning supervisors – Male - \$	52 288	n.a.	n.a.	42 490	52 289	n.a.	70 755	50 657
High school diploma or equivalent								
3413 Nurse aides, orderlies, patient serv. assoc – Female - \$	31 590	25 756	29 592	28 252	36 284	29 840	35 483	34 594
4412 Home support workers, housekeepers, etc. - Female - \$	27 056	19 401	34 441	24 173	27 304	28 377	36 322	29 660
4032 Elementary school & kindergarten teachers – Female - \$	37 960	22 808	n.a.	31 160	44 358	23 459	53 105	51 449
4214 Early childhood educators and assistants – Female - \$	19 274	16 907	17 767	20 552	18 654	17 687	20 037	18 866
4411 Home child care providers – Female - \$	17 943	13 867	15 097	15 534	17 710	15 898	20 197	19 936
6733 Janitors, caretakers, building superintendents – Male-\$	38 600	37 378	35 850	33 085	40 774	35 314	43 178	36 812
0423 Managers, social, community, correctional serv.-Male - \$	61 727	n.a.	n.a.	61 824	64 325	45 772	53 279	61 868
301Professional occupations in nursing – both sexes - \$	59 971	63 064	54 517	56 729	62 308	54 178	66 115	53 988
6315 Cleaning supervisors – Male - \$	46 524	37 016	39 614	43 026	44 078	29 950	62291	47 530
Postsecondary diploma below bachelor level								
3413 Nurse aides, orderlies, patient serv. assoc – Female - \$	35 224	29 724	31 268	29 936	37 226	34 874	41 071	38 743
4412 Home support workers, housekeepers, etc. - Female - \$	29 768	17 827	28 409	26 974	31 099	30 470	32 781	32 113
4032 Elementary school & kindergarten teachers – Female - \$	53 245	53 985	54 893	42 497	57 125	48 566	57 569	52 287
4214 Early childhood educators and assistants – Female - \$	27 040	21 354	21 778	26 105	29 503	26 415	25 455	27 374
4411 Home child care providers – Female - \$	19 644	18 159	12 487	18 135	20 042	18 288	22 618	18 880
6733 Janitors, caretakers, building superintendents – Male-\$	42 309	35 910	39 061	36 466	44 388	41 720	50 214	41 362
0423 Managers, social, community, correctional serv.-Male - \$	81 536	65 429	83 368	62 887	101 513	71 757	61 868	68 068
301Professional occupations in nursing – both sexes - \$	67 532	63 573	62 025	57 290	70 296	70 578	75 746	68 165
6315 Cleaning supervisors – Male - \$	56 444	54 369	52 784	52 709	56 787	42 676	83 204	49 995

Table E.3: Annual employment income by sex and the highest certificate, diploma or degree obtained for selected occupational categories, Canada and seven provinces, 2010 (persons working full year, full time) ... continued

Occupational category	Canada	New Brunswick	Nova Scotia	Quebec	Ontario	Manitoba	Alberta	British Columbia
University diploma or degree at bachelor level or above								
3413 Nurse aides, orderlies, patient serv. assoc – Female - \$	41 440	42 327	47 111	37 652	41 884	35 482	43 615	41 804
4412 Home support workers, housekeepers, etc. - Female - \$	30 808	27 265	45 753	26 218	29 731	40 262	31 635	30 261
4032 Elementary school & kindergarten teachers – Female - \$	64 881	59 818	58 587	54 562	69 268	64 451	72 534	62 935
4214 Early childhood educators and assistants – Female - \$	31 802	29 440	23 561	34 419	30 222	33 841	33 428	26 529
4411 Home child care providers – Female - \$	20 366	21 815	16 550	19 886	19 331	24 785	25 296	19 496
6733 Janitors, caretakers, building superintendents – Male- \$	42 360	29 443	31 516	36 228	45 043	32 720	47 574	38 729
0423 Managers, social, community, correctional serv.-Male - \$	83 761	82 743	75 279	76 839	93 401	70 928	87 211	76 197
301 Professional occupations in nursing – both sexes - \$	71 667	69 564	68 619	65 150	72 023	74 833	80 250	70 942
6315 Cleaning supervisors – Male - \$	57 647	n.a.	n.a.	67 554	51 622	n.a.	51 169	52 230

Source: Statistics Canada, 2011 National Household Survey, Table 99-014-X2011042