government, but otherwise the gap in earnings is seen across all industry sectors. The earnings gap was greater for workers employed in the community service sectors of non-institutional social services and health and social service associations and agencies. Visible minority social workers employed in non-institutional social services earned, on average, $25,886 in 1995 significantly lower than the average for all workers of $31,921 in that year. For the health and social services associations and agencies industry the earnings of visible minority social workers was $30,144 compared to an average of $31,580. Aboriginal social workers also earned less across all industry sectors.

The other question to ask is if workers are taking the same education and experience to the job or whether earnings are reflective of differing educational or experiential backgrounds. The 1996 Census data for this study allowed for some probing of the educational attainment of social workers overall, and then for the visible minority and Aboriginal categories.

<table>
<thead>
<tr>
<th>Table 27: Post-Secondary Educational Attainment of Social Workers (NOC 4152) by Equity Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Workforce</td>
</tr>
<tr>
<td>-----------------</td>
</tr>
<tr>
<td>Percent of Workforce with education of Certificate or diploma below bachelor's level</td>
</tr>
<tr>
<td>Bachelor's or First Professional Degree</td>
</tr>
<tr>
<td>University cert/diploma above bachelor's</td>
</tr>
<tr>
<td>Master's degree or above</td>
</tr>
</tbody>
</table>

The educational attainment information indicates that social workers who are members of a visible minority bring generally higher levels of educational attainment to the social work occupation. Over 27 percent of visible minority social workers stated that they had completed a master's degree or higher. Compared to the 19.5 percent for the overall social worker field. On the other hand a far larger than average proportion of Aboriginal social workers, in responding to the Census, noted that their education was the completion of a certificate of diploma below bachelor's level.

Because of this disparity of education, a couple of further measures were developed from the 1996 Census material to ensure that a very clear comparison of earnings could be made. These measures were 1) for social workers who identified that they had completed a bachelor's degree in social work and 2) for those who had completed a master's degree or above, again specifically in social work. Social workers who had completed a BSW had average earnings in 1995 of $34,751. Social workers who were members of a visible minority and who reported having a BSW still had lower average earnings of $32,965. Similarly Aboriginal social workers with a BSW still reported lower average earnings of $27,234.

Completion of a MSW, or higher, increased the average earnings to $43,218. However visible minority social workers with advanced degrees still had an earnings gap, with their earnings averaging $41,221. Similar earnings information is not available for Aboriginal social workers, due to the small numbers with this advanced degree.

In addition, persons who are disabled are also considered amongst special equity groups. The Census and the Health and Activity Limitation surveys do classify persons who report that they are disabled and/or limited in their activities at home, work or otherwise. However, definitions in this area are difficult. Many persons have such significant limitations that they are unable to work. Others have work limitations. Some of the persons identified as having significant limitations are older, and would likely not be in the labour market. Despite these aspects, some assessment of the representation of disabled persons in the labour market is still possible.

The following material on those identified as disabled is drawn from a special HRDC Census data run on the employed disabled. This has been matched with the overall employment numbers to come up with the share that disabled persons have of the occupational workforce. Despite uncertainty over definitions, the comparison of social services sector occupations and the overall participation of disabled persons in the workforce shows that these occupations have representation that is at or above the representation of disabled persons in the overall workforce.
A couple of additional occupations, psychologists and school guidance counsellors have been included in this chart for comparison purposes.

**Figure 15: Representation of Disabled Persons in Social Service Occupations**

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e. **Education**

Education is an extremely important aspect of any human resources profile. The education that workers have obtained provides a good measure of their capacity to undertake current work functions and also to take on new areas of work. The match between educational programs and subsequent work is also important, for the individual, for the policy maker and for managers and suppliers of education and training.

There are two main Statistics Canada education classifications that are regularly used to describe educational characteristics. One is the level of educational attainment of workers. This refers to the completion of certificates, diplomas and degrees. The other aspect is the field of study that these credentials are obtained in. The combination of these two measures is particularly important when assessing the education of social workers and other occupations in the social services sector.

Because there are only a few occupations identified as being significant occupations in the social services sector, it is the measures of education, along with work functions, that provide a common linkage to the education and training sector. From the perspective of the education or training supplier, the occupations that graduates are working in provide a validation of professional, career or vocational programming.

The main source of information that reflect the education to work relationship are the Census, which measures education of persons in the population or workforce, and the National Graduate Survey, which gives a sense of short term relationships between education and work.

The Census asks questions about educational attainment and about the field of study in which this educational qualification was obtained. This is a self-response process and there is, of course, room for gaps in responses. However the extensive coverage of the Census allows the data to provide a good picture of what level and type of education employed persons have. This is the basic educational level component of a human resource profile. Beyond this, the patterns of educational attainment and study fields point out the longer-term relationship between education received and the work area that relates to this education.
Another survey conducted, or co-ordinated, by Statistics Canada is the National Graduate Survey. This survey follows up on graduates two years and five years after graduation to find out what happened to them in terms of work. This survey is more limited than the Census, as, due to the smaller frame, it cannot provide the same level of detail in either education taken or occupation outcomes. But, even so, it does provide a good perspective on the shorter-term career success of education or training.

For simplicity the education levels that have been used for this profile combine some of the detail that is collected by the Census as follows.

Ne Post-See refers to persons who responded that they had not completed post-secondary education. This includes persons who identified secondary school completion as their highest level of education.

The term Diploma has been used in this profile to include:
Trade certificate or college certificate or diploma and University diploma below a bachelor’s level.

For this profile the bachelor’s & Professional category includes:
Bachelor’s degrees
First Professional degrees
Medical and similar degrees and
Post-baccalaureate diplomas

The final category used is Advanced Degree, which includes:
Master’s Degrees
Earned Doctorates

For fields of study, the focus is social sciences and in particular the social work & social services sub-set of social sciences. However, some data is also provided for other social sciences fields, especially psychology and sociology, and for education. All these have been identified as significant fields of studies for persons working in the social services sector.

Of the total sector workforce, encompassing all the five occupations being profiled, completion of a bachelor’s & professional degree (bachelor’s, first professional and post bachelor’s diploma) accounted for about 35 percent of the workforce. A further 12 percent had completed an advanced degree. In the overall, economy-wide workforce 13 percent had completed a bachelor’s level and a further 4 percent advanced degree(s).

The diploma level (college, university pre-bachelor’s, trade certificate or diploma) accounted for 35 percent of the sector workforce. About 18 percent of the sector workforce did not identify any post-secondary education or had completed secondary school only. The comparison economy-wide is that 33 percent have completed certificates or diplomas while 50 percent have not undertaken post-secondary studies.

Social sciences were the field of study for 49 percent of the sector workforce. More specifically, social work and social services provided the field of study for 32 percent of the workforce. A further 8 percent reported that their field of study had been psychology and 5 percent sociology. Those who had completed studies in the education field amounted to 12 percent of the sector workforce. As already noted, 18 percent of the workforce had reported not taking post-secondary education.

The educational attainment varied considerably between the occupations included in the overall sector. Social workers (NOC 4152), probation officers (NOC 4155) and the family, marriage and other counsellors group (NOC 4153) were more likely to report the completion of a bachelor’s or first professional degree. Social workers and family, marriage and other counsellors are the occupational fields that have sizeable proportions of workers who have completed an advanced degree (typically a master’s degree). On the other hand community and social service workers (NOC 4212) were more likely to report that they had completed a diploma program or that they had in fact not completed any post-secondary education. Educational attainment of managers in social services (NOC 0314) was more evenly spread across the educational attainment levels than in the other occupations in 1996, reflecting the more diverse areas of management.
The social worker occupation (NOC 4152) is the core professional occupation in the sector and Census data showed that 49 percent of the social worker workforce reported completing a bachelor’s or first professional degree. A further 19 percent completed an advanced degree, primarily at the master’s level. Some 24 percent of those classified in the social worker occupation reported that their highest level of education was a diploma program, which includes non-university and university (pre-bachelor’s) diplomas. About 8 percent were reported as not completing post-secondary studies. Since this occupation is classified as one that requires post-secondary qualifications, there could be some incomplete responses as well as some mis-coding.

Basic educational attainment is indicated as rising for social workers. Between 1991 and 1996, the proportion of persons in the social worker occupation, who had completed a BACHELOR’S degree or above (including post bachelor’s diplomas and advanced degrees), increased from 64 percent of the workforce to almost 68 percent of the occupational workforce.

A large proportion of family, marriage and other counsellors (NOC 4153) has completed a bachelor’s degree (32 percent) or an advanced degree (15 percent). In addition, 37 percent of the workforce reported having qualifications at the diploma level. Educational attainment in this counsellor field is also increasing. The change from 1991 to 1996 in the proportion of family, marriage and other counsellors who have completed at least a BACHELOR’S degree was from 45 percent to 47 percent of the total.

In 1996, 57 percent of probation and parole officers (NOC 4155) reported that they had completed a bachelor’s or first professional degree and a further 8 percent had an advanced degree. Diploma programs were listed by 23 percent of the probation officer workforce as their highest level of education. From 1991 to 1996, probation officers showed a small decline in the proportion having completed a bachelor’s degree or higher from 69 percent to 65 percent of the workforce.

Community and social service workers (NOC 4212) are categorized in the occupational description as normally requiring a certificate or diploma level of education to enter the occupation. However in 1996, about 25 percent of community and social service workers reported that they had completed a bachelor’s or first professional degree. A further 4 percent had completed an advanced degree. The largest proportion of this para-professional workforce, a little over 42 percent, has completed a certificate or diploma level program.
A further factor in assessing the implication of changing educational attainment in this occupation is that the overall numbers of persons in the community and social service worker occupation declined from 1991 to 1996 by about 8,600 or 15 percent.

The educational attainment measures indicate that the drop in numbers employed in this occupation has predominantly been of persons who had not completed any post-secondary education. A drop in the numbers who had not completed any post-secondary education accounts for about 70 percent of the overall drop in the numbers employed in this occupation. While the numbers at all educational attainment levels showed some decline, the levels such as college diploma through to university and advanced degree holders showed very small changes in numbers. But the major decline in the numbers reporting no post-secondary education has resulted in a significant change in the educational profile of community and social service workers. When the proportions with at least a bachelor's degree or better are compared from 1991 to 1996 we see that this share has risen from 26 percent in 1991 to 29 percent in 1996. NB. This group includes people with MA's, plus other professional degrees, postgraduate professional diplomas on top of BSW's and/or MA's or PhDs. The share with a diploma level qualification increased from 39 percent in 1991 to 42 percent in 1996.

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**Figure 17: Selected Fields of Study of Workforce**

![Bar chart showing the percentage of workforce with different educational backgrounds.](chart.png)

- Education
- Other Social Sciences
- Sociology
- Psychology
- Social work & social services

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**FINDINGS OF SECTOR STUDY**

**PART 1: CANADA-WIDE OVERVIEW**
A different but equally important perspective on the education of social service workers is the field of study in which diplomas or degrees are obtained. This is especially important in considering the labour market outcomes for professional programs that are, by design, closely linked to certain areas of work. As with levels of education, the picture is not always clear-cut in terms of relationships of education field to work field. People do enter occupations from various routes; this is a common feature of many fields that are not regulated by statute. Highly experienced workers might enter with good levels of education from a different field. New graduates may enter in junior positions in an organization and work up to their career occupation. The profile focuses on studies in the social work and social services field as defined by the Statistics Canada field of study classification. However, because field of education is often somewhat different from career field, closely related fields have also been considered.

A sizeable proportion of persons comprising the total social services sector workforce stated that their field of study was the social work and social services field, either as a degree or through certificates or diplomas. Other important fields of study for those working in the social services sector are other social sciences, especially psychology and sociology. Education, which includes a counselling program, also was identified by a good proportion of the workforce as their field of study.

The social worker occupation (NOC 4152) is most closely linked with the social work and social services field of study with 61 percent of the workforce, in 1996, stating that this was their field of study. The majority, close to 80 percent of these persons, had completed social work degrees either at the bachelor’s or master’s level. In 1996, 10,185 of those employed in the social worker occupation (NOC 4152) reported that they had a BSW while 5,830 reported completing a MSW. A further 35 reported completing a doctorate in social work. Just over 1,000 reported that their education was a post-bachelor’s diploma in social work.

About 30 percent of family, marriage and other counsellors (NOC 4153) identified social work and social services as their field of study, with half having obtained a degree, either bachelor’s or advanced, in social work and social studies. These 1996 Census employment numbers showed that 2,020 persons in the counselling occupation (NOC 4153) had a BSW. The completion of a MSW was reported by 1,520 persons employed in the counselling occupation and approximately 20 reported completion of a doctorate in social work. A little over 200 persons reported completing a post-bachelor’s diploma in social work. Others had obtained college or university (pre-bachelor’s) diplomas in social work or social services. A significant proportion, 15 percent of family, marriage and other counsellors, noted that psychology was their field of study and of these close to 90 percent had bachelor’s or advanced degrees.

Probation Officers (NOC 4155) tended to have completed studies in a range of social sciences fields. The largest single number, almost 26 percent of probation officers reported that their field of study was sociology with a further 18 percent reporting completing studies in the social work or social services field. Psychology was the field of study for 18 percent of probation officers, other social sciences for 6 percent and education the field for another 8 percent.

Community and social service workers also show a strong link to the social work and social services field of study with 32 percent identifying this as their field of studies. Almost a quarter of this connection was through degrees with 1,875 social service workers reporting completion of a BSW. In addition 220 workers said they had completed a post-bachelor’s diploma in social work and 700 reported completing a MSW. The largest single group in this occupation reported completion of a college diploma in social work or social services.

The following table provides detail on the level of educational attainment as well as the field of study for social workers (NOC 4152), the key social services sector occupation. As already noted social work and social services is the dominant field of study for this key occupation.

However, this array points out that persons entering the social worker occupation also use
other educational routes. Bachelor’s and advanced degrees (master and earned doctorates) in psychology, sociology and education fields are reported as the education background for close to 20 percent of the social worker occupational workforce.

f. Social Services Knowledge and Skills Capacity
The information already covered in this profile on education of the workforce provides an immediate measure of the knowledge base of the existing workforce. The levels of educational attainment and the fields of study in which this attainment was achieved give some very specific knowledge by occupation about persons in the experienced labour force.

Census information from Statistics Canada can be used to give a reading of the fields of study in which the adult population, the population that is 20 years of age or older has completed studies either through a university or college program. For these measures the information is not linked to persons working in specific occupations, such as social workers or other social services occupations. It therefore does not measure the knowledge used within the sector as the previous section did. However, it does provide a measure of the overall capacity of the knowledge or skill base that relates to social services. Since the information is on the overall adult population, rather than specific to individual occupations, it also facilitates driving down to even more field of study detail.

The field of study frame examined in this section is still social work and social services but with added detail on specific areas within this overall social work or social services field. The detail reviewed provides a reading of whether the studies completed were general to the social work or social services field, or emphasized child or geriatric service issues or were aimed at correctional or protection services, all of which fall within the social work and social services field of study definition. Data has been extracted for both 1991 and 1996 so this information is useful in assessing if education and training is changing in a way that reflects emerging demand, such as in child protection or geriatric specialties.
<table>
<thead>
<tr>
<th>University level qualifications</th>
<th>1991</th>
<th>1996</th>
<th>Change 91-96</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total social work and social services</td>
<td>48,095</td>
<td>61,810</td>
</tr>
<tr>
<td></td>
<td>178 Social work/welfare—General</td>
<td>35,590</td>
<td>46,420</td>
</tr>
<tr>
<td></td>
<td>179 Child care, youth services</td>
<td>1,600</td>
<td>2,375</td>
</tr>
<tr>
<td></td>
<td>181 Gerontology, applied</td>
<td>2,155</td>
<td>3,050</td>
</tr>
<tr>
<td></td>
<td>184 Social services &amp; welfare</td>
<td>8,545</td>
<td>9,960</td>
</tr>
<tr>
<td>Non-university level diploma &amp; certificate</td>
<td>Total social work and social services</td>
<td>123,735</td>
<td>172,520</td>
</tr>
<tr>
<td></td>
<td>178 Social work/welfare—General</td>
<td>14,410</td>
<td>19,270</td>
</tr>
<tr>
<td></td>
<td>179 Child care services, youth services</td>
<td>23,755</td>
<td>31,240</td>
</tr>
<tr>
<td></td>
<td>180 Correctional technologies</td>
<td>4,530</td>
<td>6,800</td>
</tr>
<tr>
<td></td>
<td>181 Gerontology, applied</td>
<td>4,345</td>
<td>5,405</td>
</tr>
<tr>
<td></td>
<td>182 Police and para-legal tech</td>
<td>42,975</td>
<td>52,045</td>
</tr>
<tr>
<td></td>
<td>183 Protection services</td>
<td>14,640</td>
<td>21,175</td>
</tr>
<tr>
<td></td>
<td>184 Social services &amp; welfare</td>
<td>19,085</td>
<td>26,595</td>
</tr>
</tbody>
</table>

Source: Census of Canada. HRDC special run.

Overall the number of persons over 20 years of age in Canada who reported completing studies in social work and social services fields at the university level increased by 13,715 between 1991 and 1996. This amounted to a 28.5 percent gain in the “capacity” for social work and social services knowledge in the overall population. For non-university level diplomas and certificates, the increase in the adult population with such certificates in social work or social services, stood at 48,785 or 39.4 percent. Since this is a population measure it does not necessarily measure only the incremental flow from educational institutions in Canada. It could also be measuring the education and knowledge that immigrants are bringing into Canada.

The more specific information shows that at the university level, the population with specialized child and youth services increased by close to the average rate for the whole field. This specialized field, however, only comprised 4 percent of the total gain seen in the university level, social work and social services. By contrast the child and youth services at the non-university and college diploma level provided 15 percent of the overall social services growth.

Demographic change is increasingly emphasizing geriatric needs as a major demand area for social services programming in the future. At the university level, the applied gerontology specialization did grow at a faster rate than average but remains a small field. At the college level, this specialization grew at a below average rate from 1991 to 1996, and it continues to be the smallest component.

**g. Supply of New Workers**

The vast majority of supply into the social work sector comes from university and colleges providing education and training in social work and social services. Other supply into the social services occupations comes from other social sciences degrees, from other university degrees and from other college programs. For some occupations, such as managers, and, potentially, the family, marriage and other related counselling field, supply will come from the social worker occupation and from other professional social sciences occupations. Because of the importance of social work degrees and diplomas as the source of new workers it is useful to see how many people are graduating from this field of study.
The numbers of degrees and diplomas granted usually reported on by Statistics Canada is for main fields of study and then for a few specialties. Data for 1996 is the latest provided by the Statistics Canada series. Preliminary data for 1997 was obtained from the Canadian Centre for Education Statistics.

The main route of bachelor's degrees granted in social work and social services indicated that numbers were generally steady during the 1990s. Data for 1997 is preliminary, and from a source other than the published data, so the numbers for 1997 may be low.

![Figure 18: Bachelor of Social Work Degrees Granted in Canada](image)

| Table 30: Social Work & Social Services Bachelor’s & First Professional Degrees Granted |
|-----------------------------------------------|-----------------|-----------------|
| Province                                      | 1996 | Share of Canada |
| Newfoundland and Labrador                     | 36   | 1.8%            |
| Prince Edward Island                          | n.a. | n.a.            |
| Nova Scotia                                   | 55   | 2.8%            |
| New Brunswick                                 | 89   | 4.4%            |
| Quebec                                       | 805  | 39.8%           |
| Ontario                                      | 674  | 33.3%           |
| Manitoba                                     | 94   | 4.6%            |
| Saskatchewan                                  | 138  | 6.8%            |
| Alberta                                      | 133  | 6.6%            |
| British Columbia                              | 228  | 11.3%           |
| Canada Total                                  | 2,025| 100.0%          |
Ontario and Quebec are clearly the main producers of BSW graduates. Of course, these two provinces are also the main sources of demand for services, with significant shares of the overall Canadian population, and also the major areas of employment.

Consistently, about 80 to 85 percent of the graduates of social work and social services at the bachelor’s level are female. This gender pattern holds for all of the period and for all the provinces.

Statistics Canada does not capture specific data on master’s graduates in social work and social services. Data provided by the Canadian Association of Graduate Schools shows little change in the number of master’s degrees in social work awarded from 1989 to 1996. The annual number of master’s degrees ranged from just under 600 to a high of about 650 through these years.

Preliminary data for 1997 obtained from the Canadian Centre for Education Statistics shows a total of 705 master’s degrees granted in Social Work in Canada. These were granted in Ontario (400), Quebec (150) and British Columbia (55). Women comprised 84 percent of the master’s graduates.

The social services sector has a very small doctoral degree population. Data provided by the Canadian Association of Graduate Schools shows doctoral graduate numbers of about 10 annually. However, there is considerable variation from year to year, ranging from 7 or 8 as lows through to 14 and 16 as highs. Other data from the Association of Graduate Schools indicates that the pattern of doctoral compared to master’s level for the social welfare field is quite different from many other social sciences. While there were approximately 2 doctoral degrees for 100 masters in social work in 1996, sociology and psychology showed a ratio of 30 to 35 doctoral degrees to each 100 at the master’s level.

College diplomas and certificates in career programs have been showing rapid growth in the 1990s. Statistics Canada report on college level diplomas and certificates granted shows the overall social sciences field growing from a graduating class of 11,057 in 1992 to 15,603 by 1996. Diplomas and certificates granted in the social services field increased from 2,703 in 1992 to 4,540 in 1996, an increase of 68 percent.

A further perspective on the linkages between social work studies and occupations in which graduates work comes from both the Census and the National Graduate Survey. Looking at the occupations of persons identifying their field of study as social work at the bachelor’s, post-bachelor’s diploma or advanced degree level, the top ten occupations of employment account for 64 percent of all those who have completed a bachelor’s or post-bachelor’s diploma. For those who have completed advanced degrees, the concentration is 60 percent. These top ten occupations include, in addition to the five already covered in this profile, health and social policy researchers and program officers (NOC 4160), college and other vocational instructors (NOC 4131), employment counsellors (NOC 4213), school guidance counsellors (NOC 4143) and administrative officers (NOC 1221).

Persons who reported on the Census that they had obtained a college or university (pre-bachelor’s) diploma in a social work and social services field are found in a very wide array of occupations. The main occupations are community and social services worker, social workers and family and marriage counsellors; all covered in this profile. However many graduates from college programs in social work and social services do not work in the social services field. Some other occupations in the top ten areas of work for diploma holders are nurses’ aides, various clerical and retail occupations and college instructors.

The National Graduate Survey, in reporting on the labour market outcomes for graduates, mirrors the Census information. The main occupations that university graduates enter after graduation are in the professional social sciences and social work occupations (NOC 4152, 4153) and the community and social services worker occupation (NOC 4212).
C. Changes in Social Services Delivery & Impacts on Human Resources

KEY FINDINGS

Overall context: Devolution of social services from direct government provision to third-party, “community-based” delivery has been accelerating rapidly in the last decade. Contributing factors include: cost containment, attempts to focus services on highest needs, and increased demand for "accountability" of services (especially child protection). Integral to devolution are changes in organizational structures, in responsibility centers1, job classifications, and working conditions.

Occupational shifts:

Social Workers vs. Family, Marriage and Other Counsellors:
- Social workers as an occupational group increased in numbers. The distribution across industry groups changed, with fewer social workers in government services and more social workers in other institutional health and social services and in community delivery.

- Substantial increase in the numbers employed in the occupational grouping of "family, marriage and other counsellors"; reflecting decrease in government service delivery and growth of employment in other institutional health and social services industry. This is particularly so in the community delivery industry (and especially within the latter, the non-institutional services). This suggests that as services move to a community setting the more specific counselling needs are seen as best met by counsellors focussing on different areas.

- Compared to the occupation of social worker, family counsellors also have increased substantially, especially in the institutional health and social services industry, and to some degree in the community delivery area.

- Within social service practitioners office, the family counsellors group also has increased its proportionate participation significantly.

- There are provincial variations, but only Quebec has retained its substantially higher proportions of social workers in all industries, compared to the participation of family counsellors.

Professionals vs. Para-professionals:
- The occupational group, community and social service workers, has experienced a major decline in employment between 1991/96, due in large part to decline in employment in government services. There was some growth in community delivery industry, but overall numbers declined, as did ratio of para-professionals to the occupation social worker.

Management Category:
- The management category overall has dropped in numbers substantially, reflecting in large part the devolution of services from government to the community. There has been some growth in management in community delivery—in health and social service associations and agencies—but not enough to offset to any degree the overall loss of positions.

Social Workers as Private Practitioners:
- Relatively few social workers are employed in private practice offices, but the number almost doubled between 1991 and 1996.

Work Patterns:
- Despite the change in service delivery from government to community-based delivery, the proportion of social workers working on a full-time, full-year basis in the social services sector has changed very little between 1991/96. This is in contrast to the economy at large, which shows a trend to decreasing full-time, full-year employment (and therefore there are negative impacts on wages, benefits, etc.)

- Government, while employing fewer social workers overall, continues to have proportionately more full-time, full-year workers. Hospitals also are a source of full-time, full-year work. These sectors are also those providing significant other work-related benefits.

- Community delivery has a smaller proportion of social workers working on a full-time, full-year basis. But some improvement has occurred over recent years, along with the transfer of service delivery. This is particularly noticeable in agencies. However, job security, wages and benefits do not match those provided by government and hospital work.
Earnings:

- Using the social worker category and persons with work experience as the basis for comparisons, earnings do appear to have been affected by the shift in service delivery and employment into the community services arena. Government and hospitals provide higher earnings for those working full-time, full-year. Social workers employed in community-based non-institutional social services and health and social service agencies earn less than the occupational average. In addition, the 1990s saw a widening gap in earnings between those working in government and health care and those employed in more community-based organizations.

- For those with a BSW or advanced degree, specializing in social work, earnings increased overall, with the highest gains in government service, hospitals and other health care related industries. Of these increases for BSWs, the more modest levels were for those in non-institutional social services—the industry that is experiencing the most growth in employment.

- Compared to the social worker occupation, earnings for family counsellors and community and social services workers are considerably lower.

Education:

- The social services as a whole are experiencing an increase in the educational levels, especially among those below 34 years of age, who represent the largest proportion of those entering into employment.

- Community delivery is the location of increased employment opportunities, and community employers are hiring at these higher levels of education (at least a BSW). This is especially evident in the social services associations and agencies industry segment, which has increased its proportion of younger persons with BSWs by well over two-thirds between 1991 and 1996. Those leaving the community and social service worker occupations tend to be those who have not completed any post-secondary education.

Health care:

- The hospital, other institutional health and social services and non-institutional health services industries all show increases in employment of social workers, some increases in the employment of family counsellors, and a small decline in the employment of community and social service workers.

- The educational attainment of persons employed in these occupations within these industries tends to be higher than that of all other industries, and the levels are on the increase. Earnings are above all-industry averages and increased between 1991 and 1996.

Changes in the demand for human resources in terms of overall employment, occupation share, education and skills depends on a variety of aspects that affect an industry or sector. Demand for products or services is the first area to consider. Demographics, new products or services, changing taste and society's willingness to support expenditures are amongst the drivers here. Technological change has been increasingly important across the Canadian economy in the last decade, as production and then services brought computer use into the workplace. The impacts from the absorption of new communications technologies are particularly important to all service sectors. Organizational change is also having some significant impact on human resources in many sectors; typically this involves change from large firms being the source of employment to rapid small firm growth at the other end of the spectrum.

Many of these drivers of demand and change in the economy and workplace are having a considerable impact on the social services sector. But there are some further specific policy and organization changes that are also of considerable interest in assessing human resource demands and education or skill needs in the social services sector.
Governments across Canada have been making a variety of changes in the control or delivery of social services. Cost containment has become extremely important. Devolution has been a major theme in the 1990s. This is partly seen as a response to the need to contain government expenditures but also a way to focus services onto the areas in the greatest need. The policy to shift from an institutional based model to a community model has been developing for quite a while but seems to be accelerating in the last few years. In this context the linkage between health care and social services is also being addressed in this study.

Society and government concerns over accountability are also adding a further component of change. In some jurisdictions child protection issues have been in the forefront of policy concerns.

The respondents for this study describe many of these strands. They are highly knowledgeable in their own areas of social services, policy and programming and so provide insights into change and the human resource impacts. These findings will be presented later in this document. This aspect of the study is augmented by the statistical analysis below. The intention of this review of social service labour force numbers and characteristics during the 1990s is to look at certain key policy-related shifts and to illustrate some major human resource outcomes of these important changes.

I. Scope of the Change Analysis

A special database was developed from both the 1991 and 1996 Census results for this analysis. The main elements of this database are: occupation of employment, key industries of employment, work patterns, average earned income, selected age groups of employed persons, educational attainment and field of study. In order to create the most effective database within the research budget, choices of these characteristics have specifically focused on aspects most affected by policy-related shifts.

a. Occupations Under Review

This change analysis covers four of the five social services occupations that are part of the study review. Probation workers, while considered part of the overall social services sector under review, are not included in this analysis. This exclusion was made because there has been little change in the probation field, with probation officers typically working directly in government services throughout the 1990s.

The occupations included in this analysis are categorized according to the National Occupational Classification, (NOC). The occupations covered are:

- NOC 0314 Managers in Social, Community and Correctional Services
- NOC 4152 Social Workers
- NOC 4153 Family, Marriage and Other Related Counsellors
- NOC 4212 Community and Social Service Workers

Descriptions of these occupations can be found in Section B: Statistical Profile of Human Resources in the Social Services Sector. Social Workers, as the key occupation in the sector, is emphasized in this analysis.

b. Industries

Industries identified in this analysis and for which data was extracted are classified according to Statistics Canada, 1980 Standard Industrial Classification (SIC). This classification, which is used by Statistics Canada to categorize information and data by industry, was developed in 1980 and therefore is not always reflective of the way social services activities are undertaken currently. A new classification system has been developed in the past few years but data is still only available for the 1980 industrial classification. Despite the somewhat dated nature of industry descriptions for the SIC, it is possible to see where social services activities generally take place.

The following are the industry groups and detail chosen for analysis:

I. Division N – Government Service Industries

II. Division P – Health and Social Service Industries

SIC

- 861 Hospitals
- 862 Other institutional health and social services
- 863 Non-institutional health services
- 864 Non-institutional social services
- 867 Offices of social services practitioners
- 869 Health and social service associations and agencies
A brief description, drawn from the SIC manual, of the industries that are included in the health and social services area has been provided in Section B, Statistical Profile of Human Resources in the Social Services Sector.

In order to develop comparisons between direct government delivery of social services, institutional delivery and community-based delivery, a grouping labelled Community Delivery has been calculated for this study by combining SIC 883 Non-institutional health services, SIC 864 Non-institutional social services and SIC 869, Health and social service associations and agencies.

c. Frame of Analysis

Work patterns are important for persons entering the field. They are also important in comparing annual earnings. For this analysis two work patterns categories have been included in the database. In addition, earnings can be linked to these work patterns. Work patterns and incomes are derived from respondent’s reported employment history of the year prior to the Census. The work and income characteristics that form one area of the frame of this analysis of change are:

All work activity (an inclusive measure of all work patterns, full-time, part-time, full and part-year) and average employment income for all work activity.

Worked full-time, full-year (identifying only those persons who worked on a full-time basis for 49 to 52 weeks in the previous year) and average employment income for those who worked on a full-time, full-year basis (FT/FY).

Another aspect that is very important to an analysis of changes in human resource demand and supply is education. This includes the education of workers currently as well as changes in what is required to enter the occupation or field. This analysis looks at two different measures of education, the level of education qualifications and the field of study that the qualification was obtained in.

The education qualification categories that we focus on are the highest level of education that has been achieved by persons working in the social services occupations. The following provides a brief description of how the highest level of education measures is defined.

Total—all Educational Attainments
Other non-university and university certificate or diploma below bachelor’s level, (for ease of reporting this level of qualification will be referred to as diploma).

Bachelor’s or First Professional Degree (this includes bachelor’s, first professional, medical and related degrees).

University certificate or diploma above bachelor’s (for ease of reporting this level of qualification will be referred to as graduate diploma).

Master’s Degree or Above (this covers master’s degrees and earned doctorates; other detailed data shows that this is mainly masters as there are relatively few with doctorates working in service delivery functions).

These definitions are largely Statistics Canada groupings, e.g. bachelor’s or First Professional Degree is a Statistics Canada category used in all reports and thus includes in general, all bachelor’s plus all first professional, including medical degrees). However additional groupings were created in the database for this analysis, partly to simplify the data but also to increase the size of cells and, thus, to increase data validity.

The further area of education that is reflected in the database and analysis is field of study. Because of the close relationship of social work and social services fields to the work of the social services delivery system, the field of study data focuses specifically on social work. However it also provides a reading of the wider social sciences area as other social science degrees and diplomas are feeders of
supply to the social services sector. The field of study categories used are:

**Total—All Fields of Study**

**Social Sciences and Related Fields.** This includes social work and social services, as well as other social sciences such as psychology and sociology.

**179-184 Social Work and Social Services.** This is the detailed coding and classification for social work and closely related social service studies and includes areas such as general, childcare and youth services, gerontology, police and para-legal technologies, protection services.

In terms of general characteristics, the database and analysis looks at age group detail to reflect younger workers, aged 34 years of age or below, and persons who are considered of prime working age, those aged 35 to 54. This latter group can illustrate conditions for the qualified and experienced worker while information about the younger age group is useful in assessing if educational attainment is changing among newer workers.

While this change analysis did not concentrate on itemizing changes at a provincial level, the database did include elements for the largest provinces. This was extracted and analyzed to further illustrate policy impacts, where provincial level differences were significant.

**d. Focus of Change Analysis**

As this database was developed and as the various tables were extracted, a number of questions were posed. Briefly these cover issues such as:

- Are there changes in occupational employment as delivery of social services shifts from direct government to community organizations (either private for-profit or not-for-profit)?
- Do working conditions, e.g. work patterns and earnings, differ between main sectors of employment and have these differences been affected by the major policy and organizational shifts taking place?
- What is the impact on incomes of workers as delivery models change?
- Are there changes in the education of those who are employed in social service occupations?
- Do the educational requirements, as reflected by data on educational attainment, differ for government and community service delivery organizations and have there been changes in the requirements?
- As health care policy moves to reduce acute care in favour of community or home care, do we see impacts on social services relating to health care?

While the database is rich in detail and in potential information, the period of time covered by the data is quite short, 1991 to 1996. Since that time there have been further political, and hence, policy changes which might not be completely reflected in the data. Nevertheless a review of human resources from 1991 to 1996 will certainly provide an understanding of the impacts of organizational and other changes which knowledgeable people in the sector have highlighted as being crucial.

**2. Issues, Analysis and Findings**

In general, looking at issues for human resource planning, one of the major concerns is to develop information that will help match supply to demand. The planner wants to know what the total requirements are and how that is changing. It is particularly important to have a good idea of just how the overall workforce is being deployed across occupations that make up the sector workforce. The importance of this information increases when there are educational levels or special fields of knowledge associated with the different occupations that make up the workforce.

In the social services sector these planning information needs are intensified by the organizational impacts of major policy changes. A key element of change is that public policy is shifting employment into a community work setting and away from government. The further consequence of this on occupational deployment is a critical factor for future planning so the analysis focuses on industry level changes.

**a. Occupational Shifts**

Social workers (NOC 4152) showed an overall, employment gain of 6,970 across Canada between 1991 and 1996. However, by 1996, government services had 1,715 fewer social workers than had
been employed in this sector in 1991. By contrast the 
industry categorized as other institutional health and 
social services (SIC 862) had increased its 
employment of social workers by 1,925. In addition, 
the community delivery industry grouping saw 
increased use of professional social workers; the 
increase in community delivery totalled 5,515.

Growth in the employment of social workers 
(NOC 4152), the key occupation in the social services 
sector, occurred across Canada. This reflects general 
policies across Canada to move social services 
delivery into community settings. Because of the 
disproportionate size of Ontario within Canada, in 
terms of population and social service activities, 
changes in this province obviously had a major 
impact on the total Canadian picture. In addition 
growth in the employment of social workers in 
community delivery in Quebec also had a significant 
impact on the Canada-wide situation.

British Columbia had a somewhat different pattern 
of change, reflecting other policy issues. In British 
Columbia there was an increase in the employment 
of social workers in government services and a 
relatively small increase (compared to the Canada 
pattern) in the community delivery arena. This likely 
relates to a particular emphasis on child protection 
services, in the wake of the Gove Inquiry (British 
Columbia) into the death of a child who had often 
been in ministry care.

The overall growth in employment of social workers 
(NOC 4152), which occurred despite some hand-off 
of service delivery and downsizing in government 
employment, emphasizes that there is a policy 
concern for maintaining a high level of quality in 
the delivery of services, irrespective of where this 
service occurs. Since the majority of social workers 
(NOC 4152) have their education in social work at 
the bachelor’s or advanced degree or post-bachelor’s 
diploma level, the assumption is that this 
qualification is seen as having a positive effect 
on service quality.

One question of interest is whether the occupational 
mix is changing between the professional 
occupations within this sector and also between 
professional and para-professional fields. The 
occupations that are assessed here are the family, 
m穿透 and other counsellors occupational group 
(NOC 4153) and the community and social service 
workers group (NOC 4212). This assessment is done 
in comparison to social workers (NOC 4152), which 
is the core professional occupation in the social 
services sector.

Family, marriage and related counsellors (NOC 4153) 
is an occupational group that has shown significant 
Employment in this occupation increased by 11,740 
to reach a level of 29,310 in 1996, growth of close to 
70 percent over the five years. This growth includes 
a small decline in government services employment 
and stronger than average growth in employment in 
the other institutional health and social services 
industry. The community delivery industry grouping 
showed employment gains for the family, marriage 
and other counsellor field and within this industry 
grouping, the non-institutional social services 
industry showed extremely strong gains.

To obtain a sense of how this occupational 
employment growth is playing out in comparison 
to overall sector growth, or that in the key 
social worker occupation, employment of family, 
marrage and other counsellors (NOC 4153) has 
been measured against that of social workers 
(NOC 4152). The comparison shows the ratio of 
family, marriage and other counsellors to 100 social 
workers in both 1991 and 1996, for selected 
industries. See figure 19 below.

The ratio of employed family, marriage and related 
counsellors to each 100 employed social workers 
shows an overall gain, economy wide, from 58 in 
1991 to 78 in 1996. This shows that while numbers 
of family, marriage and other counsellors remain 
lower than numbers of social workers, the 
proportion has risen considerably. There was little 
change in the ratio of family, marriage and other 
counsellors to social workers from 1991 to 1996 
in government services, which already had a low 
proportion. However the number of family, marriage 
and other counsellors per 100 social workers 
increased substantially from 108 to 148 in the 
institutional health and social services industry 
from 1991 to 1996. There was also a small increase in 
the ratio in the community delivery area, from 
61 per 100 social workers in 1991 to 78 per 100 social 
workers in 1996.
This pattern of change at the institutional health and social services and the community delivery levels suggests that a major shift to more focussed counselling functions is occurring in some jurisdictions as governments change delivery policies. This is further emphasized by the growth of the family, marriage and other counsellors category working in social service practitioners offices. The ratio of the counsellors group to social workers, in this private practice setting, grew from 69 per 100 social workers in 1991 to 102 per 100 social workers in 1996.

Having a separate counselling occupation as a component of the social services sector is not standard across Canada.

- In Quebec, there are, on average, 30 persons employed as family, marriage and other related counsellors to 100 social workers; this ratio is unchanged from 1991.

- In Ontario in 1996 there were 87 counsellors per 100 social workers, up from a ratio of 66 in 1991.

- British Columbia and Alberta have higher ratios of counsellors to social workers. In British Columbia the ratio was 129 per 100 in 1996, up from 99 per 100 social workers in 1991. Alberta had 98 per 100 in 1996, compared to 65 counsellors per 100 social workers in 1991.

Despite the differences in these ratios, most provinces are showing increasing employment of family, marriage and other counsellors overall, as well as in the community delivery environment and in the other institutional health and social services industry. The exception is Quebec where ratios of the counselling occupation to social workers are low, irrespective of industry sector, and are unchanged since 1991 for our selection of industries.

Another important aspect of the analysis of occupational change in response to service delivery changes is assessing the relative importance of professional and para-professional occupations.
Community and social service workers (NOC 4212) are the main para-professional category in the social services sector. This occupation has seen a major decline in employment from 1991 to 1996. The overall decline in the number employed in Canada was 8,645, of which 6,395 were the result of declining government services sector employment. There was some growth of employment of this para-professional group in the community delivery area with employment increasing by 1,145. However, despite this employment growth, the ratio of para-professional community and social service workers to the key occupation of social workers declined across the board.

<table>
<thead>
<tr>
<th>Table 31: Ratio of Community &amp; Social Service Workers to Social Workers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social worker emp = 100</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>1991</td>
</tr>
<tr>
<td>-------</td>
</tr>
<tr>
<td>All Industries Average</td>
</tr>
<tr>
<td>Government Service Industries</td>
</tr>
<tr>
<td>Other institutional health &amp; social services (862)</td>
</tr>
<tr>
<td>Community delivery (SIC, 863,864,869)</td>
</tr>
<tr>
<td>Hospitals (861)</td>
</tr>
<tr>
<td>Social services practitioners offices (867)</td>
</tr>
</tbody>
</table>

The overall pattern of a reduction in the use of community and social service workers was seen across provinces. In the larger jurisdictions, which were reviewed for this analysis, the ratio of employment of community and social service workers to social workers in the community delivery arena has declined consistently between 1991 and 1996.

As is the case with the family, marriage and other counsellors occupation, Quebec shows less reliance on para-professional workers, overall or in community delivery. Ontario and British Columbia rely to a greater extent on para-professional workers but the ratio to social workers in the community delivery environment has declined. For Ontario the shift is from 169 community and social service workers per 100 social workers in 1991 in the industries making up the community delivery segment to 121 in 1996. The shift is less in British Columbia, from 312 in 1991 to 275 in 1996.

These patterns of employment of para-professional to social worker professionals and the changes from 1991 to 1996 illustrate a definite change in the occupation mix. Increased community delivery of social services appears to be linked not only to an increase in the employment of social workers but also to less reliance on para-professional staff among social service deliverers.

The management category (managers in community, social and correctional services, NOC 0134) has seen employment decline from 1991 to 1996. The overall decline of 1,250 is closely linked to the decline in government services, a 1,800 drop in employment of social services management. There has been some growth in the management field in the community delivery area, mainly in health and social services associations and agencies. However this growth is not sufficient to make up for the decline in the government services sector. In fact, the gains in management employment in the agency sector falls far short of the employment gains made by social workers. As delivery of services moves to a community delivery model, the separate management position, or occupation, appears to be reducing in size in the overall sector workforce.

b. Work Patterns

Work patterns are of considerable importance to persons considering their future careers and tend to be a good indicator of the overall "quality" of jobs. Most graduates from university or college note that their preference is for full-time work. Job hunters are generally looking for full time work that has the potential of being full-year and continuing. Much of this has to do with earnings. Persons working on a full-time, full-year basis obviously have higher annual earnings than those persons whose work is part-time or part-year. Frequently full-time, full-year workers are those classified as permanent, and hourly pay rates are often higher than for on-call staff. Persons working full-time, full-year have greater access to benefits. Often, sick leave, medical, dental, insurance benefits are linked to continuity of work and, in turn, this is linked to full-year (and often full-time) work. Career progression has tended to be best for those working on a full-time, full-year basis.

However work patterns and work times are also subject to changing preferences. Women who have young children often choose to work part-time, for various reasons. This is clearly seen for most
occupations and fields across the economy in the gender differences in the proportion of the occupational workforce who are working on a full-time, full-year basis. Persons who are older may look to part-year work as an option. However one of the largest changes in work patterns has come from lack of full-time, full-year work opportunities in much of the overall economy rather than because of individual preferences to work fewer hours. The wider data on work hours and work patterns across the economy reflects a continuing decline in work times during the early 1990s, largely related to recession, with some stabilization in more recent years. Over several decades, work patterns have shifted towards more part-time, or part-year work in many industries. One major area of impact on work patterns has indeed been the ongoing across-the-board decline in government sector employment since governments tend to have higher proportions of the work force involved in full-time and full-year work.

When the work patterns for the occupations in the social services sector are analyzed we see that, despite the change in service delivery from government to community deliverers, the proportion of persons working on a full-time, full-year basis in the social services sector has not changed much overall between 1991 and 1996. This contrasts with an economy-wide pattern of a decreasing incidence of full-time, full-year work as employment shifts between industries and as work in many fields is increasingly of a contract nature rather than with tenure.

While the proportion of full-time, full-year work has changed little from 1991 to 1996 in the social services sector as a whole, there are some significant differences in work patterns by industry.

Government services, while offering fewer employment opportunities over time, is still the area where work is most likely to be of a full-time, full-year nature. Community delivery typically has a smaller proportion of persons working on a full-time, full-year basis.

Looking at employment patterns for the key occupation of social worker (NOC 4152), across industries and between 1991 and 1996, we see that there is a small increase in the proportion of full-time full-year work in the picture overall, in all industries. The full-time, full-year proportion is higher and has even increased for those employed in government services and in hospitals.

**Figure 20: Social Workers - Full-time, full-year share of work**

![Graph showing the full-time, full-year share of work for social workers by sector and year](image-url)
There have been some minor gains in hours of work in many other sectors. In fact, the slight increase seen in the overall proportion of social workers that were in full-time, full-year work in 1996 owes something to the strong employment gains seen in the hospital sector. The increase in the proportion of full-time, full-year work in the health and social services agencies industry, from 61 percent in 1991 to 65 percent in 1996, also has an impact on the overall work pattern.

Thus we see that actual work patterns have not been eroded by the changes in service delivery although other conditions of work are in a period of significant change. The experiential aspects of working conditions and issues are discussed in Section F below.

c. Earnings

A major area of interest for workers related to how social services delivery is changing, is the impact on earnings. Among the factors that come into play are work patterns, since any increase in part-time work pulls down average earnings. We have seen that work patterns over all have not been eroded and so, if other aspects remain the same we should, at least, not expect to see earnings drop. Other factors of importance are the industry of employment. The effect of industry of employment on earnings has to do with characteristics of each industry such as large firm dominance or unionization. In both these situations earnings tend to be higher than average. Other characteristics such as gender and basis for entry to the field also play a part in positioning incomes. In many cases all these aspects and characteristics mesh to create earnings and income patterns.

One major area of comparison is the one involving industry of employment and the typical earnings from the industry. Some analysis has been done on average earnings by industry. However, in order to develop a valid basis for a comparison based on industry (rather than other related characteristics) the statistical profile also has focused on earnings of those working full-time, full-year.

This additional analysis starts with the use of full-time, full-year earned income to better zero in on the question. There are other work-related aspects such as tenure and experience that also have an impact on earnings. The database used for the analysis does not have measures for these characteristics but a reasonable proxy for these aspects is use of data for the prime working age group, those 35 to 54 years of age. This excludes persons who are just starting their careers and who would, therefore, not be expected to have the same tenure or experience.

When looking at earnings data for both 1991 and 1996, the reader should keep in mind that these earnings are in the dollars of each year. The value of earnings certainly changed over the five years and a good way of considering how the earnings compare in 1996 to the 1991 level is to also look changes in consumer prices. The Consumer Price Index increased by almost 12 percent from 1990 through 1995, the years which apply to the reported Census earnings. However the analysis provided here is intended to consider what impact changes in industry of employment has had on earnings. It is the relative changes in industry-specific earnings that are of most interest.

<table>
<thead>
<tr>
<th>Table 32: Average Earnings of Social Workers Full-time, Full-year Work Activity Age Group 35 to 54 Years of age</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Earnings</strong></td>
</tr>
<tr>
<td>---------------</td>
</tr>
<tr>
<td>All Industries</td>
</tr>
<tr>
<td>I. Government Service Industries</td>
</tr>
<tr>
<td>II. Health &amp; Social Services Industries</td>
</tr>
<tr>
<td>861 Hospitals</td>
</tr>
<tr>
<td>862 Institutional health &amp; social services</td>
</tr>
<tr>
<td>863 Non-institutional health services</td>
</tr>
<tr>
<td>864 Non-institutional social services</td>
</tr>
</tbody>
</table>

Source: Special Data from the Census, 1990 & 1991

The first comparison made is for social workers (NOC 4152). Social workers employed in government services earned close to the average for all industries economy-wide in both 1991 and...
1996. The earnings of those employed in health and social services agencies, while showing an increase from 1991 to 1996, actually show a drop in comparative terms. The non-institutional social services industry also shows a slight comparative decline in earnings. Gains in earnings associated with other social services delivery industries have kept the overall average earnings showing gains of 8.8 percent in the 1991 to 1996 period. Earnings related to working in hospitals are also showing a premium, both in 1991 and 1996 but the premium in non-institutional health services reduced a little by 1996. The offices of social service practitioners have been excluded from the detailed table because the small employment numbers make such specific earnings data questionable.

One additional part of the earnings picture that is worth bringing into this assessment is education, in that differences in educational attainment are often closely linked to differential earnings. The analysis also captured information on the educational attainment of social workers in the 35 to 54 age group, who reported working on a full-time, full-year basis. What we found was that the proportion of social workers, aged 35 to 54, with bachelor’s degrees increased but the proportion with advanced diplomas and advanced degrees moved very slightly downwards. These offsetting changes in education do not look, at this time, sufficient to be the reason earnings have been held back.

Further probing of the education and earnings picture looked at the earnings of those persons in the 35 to 54 age group (experienced workers) who worked on a full-time, full-year basis in the social worker occupation (NOC 4152) and who reported that they had a bachelor’s level degree specializing in social work. Similar analysis followed through on the same group but on those reporting an advanced degree (master’s or Ph.D.) specializing in the social work field of study.

This very detailed earnings data was compared from 1991 to 1996 and by industry. Offices of social service practitioners and the other social services associations and agencies industries had fairly small employment numbers in the specific group (those 35 to 54 year old and working full-time, full-year). This makes the specific data for these industries too small to be reported.

The earnings of those reporting a BSW are not very different from the overall average earnings in this occupational category because a high proportion of all those working in NOC 4152 report having a BSW. However, there clearly is an additional earnings premium for those who have an advanced degree (masters or doctorate) with a specialization in social work.

The nature and extent of changes in earnings because of a change in service delivery can be seen over the 1991 to 1996 period by looking at industry specific earnings and the changes in these earnings. By detailing educational attainment to the bachelor’s or advanced degrees levels and specifying that these degrees were in social work, the comparison on industry specific earnings provides the truest measure of the earnings impacts from these major changes in service delivery.

For those with a BSW, and advanced degree, specializing in social work, earnings increased overall. The highest gains in income were for those working in government (where there has been no employment growth) and for those working in hospitals and other health care related industries. Earnings for BSWs employed in the non-institutional social services industry category increased by significantly less than for the other industries. However, a major part of employment growth of social workers between 1991 and 1996, took place in this non-institutional social services industry. The lower earnings and relatively slow rate of earnings growth in this non-institutional social services sector has constrained overall earnings for social workers.
### Table 33: Average Earnings of Social Workers (NOC 4152) Full-time, Full-year Worker & Aged 35 to 54 Years of Age

<table>
<thead>
<tr>
<th>Industry</th>
<th>1991</th>
<th>1996</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total—All Industries</td>
<td>$30,072</td>
<td>$42,525</td>
<td>8.8%</td>
</tr>
<tr>
<td>I. Government service industries</td>
<td>$33,011</td>
<td>$43,003</td>
<td>10.2%</td>
</tr>
<tr>
<td>II. Health and social services industries</td>
<td>$30,152</td>
<td>$42,762</td>
<td>9.2%</td>
</tr>
<tr>
<td>861 Hospitals</td>
<td>$37,807</td>
<td>$44,654</td>
<td>17.8%</td>
</tr>
<tr>
<td>862 Other institutional health and social services</td>
<td>$36,729</td>
<td>$41,561</td>
<td>13.2%</td>
</tr>
<tr>
<td>863 Non-institutional health services</td>
<td>$40,040</td>
<td>$44,640</td>
<td>11.5%</td>
</tr>
<tr>
<td>864 Non-institutional social services</td>
<td>$39,491</td>
<td>$41,383</td>
<td>4.8%</td>
</tr>
</tbody>
</table>

### Table 34: Average Earnings of Community and Social Service Workers Full-time, Full-year Work Activity, Age Group 35 to 54 Years of Age

<table>
<thead>
<tr>
<th>Industry</th>
<th>1991 Earnings of Average</th>
<th>1996 Earnings of Average</th>
<th>Percent</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Industries</td>
<td>$28,982</td>
<td>100%</td>
<td>$32,603</td>
<td>100%</td>
</tr>
<tr>
<td>I. Government Service Industries</td>
<td>$32,480</td>
<td>112%</td>
<td>$37,019</td>
<td>114%</td>
</tr>
<tr>
<td>II. Health &amp; social service industries</td>
<td>$28,222</td>
<td>97%</td>
<td>$31,826</td>
<td>116%</td>
</tr>
<tr>
<td>861 Hospitals</td>
<td>$28,222</td>
<td>97%</td>
<td>$31,796</td>
<td>116%</td>
</tr>
<tr>
<td>862 Other Institutional health &amp; social services</td>
<td>$25,877</td>
<td>88%</td>
<td>$28,900</td>
<td>92%</td>
</tr>
<tr>
<td>863 Non-institutional health services</td>
<td>$29,759</td>
<td>103%</td>
<td>$32,773</td>
<td>101%</td>
</tr>
<tr>
<td>864 Non-institutional social services</td>
<td>$27,263</td>
<td>94%</td>
<td>$30,605</td>
<td>94%</td>
</tr>
<tr>
<td>869 Health &amp; social service agencies</td>
<td>$25,808</td>
<td>89%</td>
<td>$31,775</td>
<td>97%</td>
</tr>
</tbody>
</table>

Source: Special Data from Statistics Canada, Census for 1991 & 1996

In addition, earnings by industry sector appear to be moving closer to the average for all industries. Working in a health care related industry or setting also appears to carry an earnings premium for community and social service workers.

The increase in earnings and levelling of industry earnings for this field has come at a time when the employment numbers have dropped. (The provisos over some differences in coding, discussed in Section B. The Statistical Profile of Human Resources in the Social Services Sector should be kept in mind.) Of even more interest though is that this occupation has seen an increase in the educational attainment of the workforce. When we look closely at the 35 to 54 age group, we see that the proportion of persons reporting no post secondary education has dropped by 8 percentage points. Along with this decline, the share of the age-specific workforce that has completed a diploma or bachelor’s degree increased from 1991 to 1996. About 21 percent of this age group (working full-time, full-year) reported having a bachelor’s degree in 1996, up from an 18 percent share in 1991.

Source: Special Data from Statistics Canada, Census for 1991 & 1996

The earnings picture for community and social service workers (NOC 4122) improved between 1991 and 1996 by 12.6 percent for this same average 35 to 54 year old working full-time, full-year. This increase is higher than the earnings change seen by social workers.
d. Education

Educational attainment and field of study is of considerable importance in human resource planning. Education has a significant explanatory relationship with earnings, work patterns, the capacity to find employment and reduce unemployment or unemployment periods. The assessment has already touched briefly on changing educational attainment in the context of changing earnings.

In addition, data on changing educational attainment of the existing workforce provides a statistical support for qualitative statements on educational requirements and on changing requirements, especially for those planning to enter the field. To assess whether education levels are really changing it is important to shift the analysis to the newer members of the workforce. Younger workers, those 34 years of age and under, reflect newer entrants and persons starting their career. It can reflect the work that graduates are able to enter, because of opening and competition for jobs. However, it also reflects the education level that employers have been requiring from new hires; as such it provides a guide to emerging educational requirements.

With downsizing in government and increases in employment in the community delivery area, there is a shift in employment occurring between these sectors. Government is reducing employment; community delivery is experiencing increasing employment levels. One important question about the change that is taking place in social services delivery is what are the implications for the educational background for workers, and especially for new hires and for education providers, as the industry shifts in employment take place.

The following illustrates that employment of younger social workers in government services has declined, at all levels of educational attainment, Canada-wide. The take-up, or increase in employment of younger workers in community delivery, closely matches the overall government employment drop. However at the same time, the numbers of young workers in this community sector who have bachelor's level degrees has increased as has the number with graduate diplomas and advanced degrees. In other words, while government is not hiring, community social services deliverers are hiring. More so, they are hiring at increased levels of education.

| Table 35: Employed Social Workers, Aged 34 Years and Under, By Educational Attainment |
|----------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
|                                   | Total           | Diploma         | Bachelor's 1st  | Graduate Diploma| Advanced Degree |
|----------------------------------|-----------------|-----------------|Professional Degree|-----------------|-----------------|
| Government Services              |                 |                 |                 |                 |                 |
| 1996                             | 2330            | 445             | 1440            | 115             | 125             |
| 1991                             | 3495            | 625             | 1860            | 160             | 200             |
| 91 to 96                         | -1165           | -300            | -420            | -45             | -75             |
| Community Delivery               |                 |                 |                 |                 |                 |
| 1996                             | 6100            | 1285            | 3485            | 285             | 560             |
| 1991                             | 5995            | 1295            | 2620            | 235             | 465             |
| 91 to 96                         | 1005            | -10             | 865             | 50              | 95              |

*Community delivery includes: SIC 863 Noninstitutional Health Services; SIC 864 Noninstitutional Social Services and SIC 867 Health and Social Services Association or Agency.

Source: Special Data from Statistics Canada, 1991 & 1996

The overall pattern of educational attainment for the 34 years of age and under group shows an increase in the proportion at a bachelor's level, from 51 percent of the total in 1991 to 55 percent in 1996. The proportion with advanced degrees fell slightly, from 11 percent of the total in 1991 to 10 percent in 1996. The proportion with first professional degree and graduate diploma both increased over the period, from 20 percent of the total in 1991 to 22 percent in 1996.

The most dramatic change in educational attainment of younger (34 years of age and less) social workers is seen in the social services associations and agencies industry segment.

In this agency sector the proportion of young persons with bachelor's degrees has increased from a reported 37 percent in 1991 to a 58 percent share in 1996. The share of social workers, 34 and under, employed in social service agencies also increased from 5 percent of total employed for this age group in 1991 to 8 percent in 1996.
e. Health care Changes and Impacts on Social Worker Employment

At various points in this analysis, when comparing industry characteristics, the health care employers of social workers and other members of the social services sector workforce, have been mentioned. The hospital, other institutional health and social services and the non-institutional health services industries all showed increases in employment of social workers, some increases in the employment of family, marriage and other counsellors and a small decline in the employment of community and social service workers.

The educational attainment of persons employed in these occupations within these health-related sectors tends to be higher than the average for all industries. The educational attainment for these sectors also generally increased from 1991 to 1996. Finally, the health care related industries provide earnings that are above average, and have seen further increases in the earnings from 1991 to 1996.

The change in health care policy towards more community and home care, on reducing stays in a hospital and towards different ways of dealing with an aging population had a positive impact on the demand for well-qualified workers in the social services sector in the early 1990's. Despite more recent widespread hospital cutbacks, also negatively affecting social work employment there, continuing demographic change, with a rapidly increasing population over 65 years of age, and especially over 75 years of age, is expected to create an increased demand from all health care related sectors. The availability of specially qualified persons will be important to meet the multi-disciplinary needs associated with providing social services in combination with health support for geriatric populations.