



HOUSE OF COMMONS
CHAMBRE DES COMMUNES
CANADA

PAY GAPS AMONG FACULTY AT CANADIAN UNIVERSITIES

**Report of the Standing Committee on Science
and Research**

Lloyd Longfield, Chair

**APRIL 2024
44th PARLIAMENT, 1st SESSION**

Published under the authority of the Speaker of the House of Commons

SPEAKER'S PERMISSION

The proceedings of the House of Commons and its Committees are hereby made available to provide greater public access. The parliamentary privilege of the House of Commons to control the publication and broadcast of the proceedings of the House of Commons and its Committees is nonetheless reserved. All copyrights therein are also reserved.

Reproduction of the proceedings of the House of Commons and its Committees, in whole or in part and in any medium, is hereby permitted provided that the reproduction is accurate and is not presented as official. This permission does not extend to reproduction, distribution or use for commercial purpose of financial gain. Reproduction or use outside this permission or without authorization may be treated as copyright infringement in accordance with the *Copyright Act*. Authorization may be obtained on written application to the Office of the Speaker of the House of Commons.

Reproduction in accordance with this permission does not constitute publication under the authority of the House of Commons. The absolute privilege that applies to the proceedings of the House of Commons does not extend to these permitted reproductions. Where a reproduction includes briefs to a Standing Committee of the House of Commons, authorization for reproduction may be required from the authors in accordance with the *Copyright Act*.

Nothing in this permission abrogates or derogates from the privileges, powers, immunities and rights of the House of Commons and its Committees. For greater certainty, this permission does not affect the prohibition against impeaching or questioning the proceedings of the House of Commons in courts or otherwise. The House of Commons retains the right and privilege to find users in contempt of Parliament if a reproduction or use is not in accordance with this permission.

Also available on the House of Commons website
at the following address: www.ourcommons.ca

**PAY GAPS AMONG FACULTY AT CANADIAN
UNIVERSITIES**

**Report of the Standing Committee on
Science and Research**

**Lloyd Longfield
Chair**

APRIL 2024

44th PARLIAMENT, 1st SESSION

NOTICE TO READER

Reports from committees presented to the House of Commons

Presenting a report to the House is the way a committee makes public its findings and recommendations on a particular topic. Substantive reports on a subject-matter study usually contain a synopsis of the testimony heard, the recommendations made by the committee, as well as the reasons for those recommendations.

STANDING COMMITTEE ON SCIENCE AND RESEARCH

CHAIR

Lloyd Longfield

VICE-CHAIRS

Maxime Blanchette-Joncas

Corey Tochor

MEMBERS

Valerie Bradford

Richard Cannings

Lena Metlege Diab

Hon. Helena Jaczek

Arielle Kayabaga

Ben Lobb

Hon. Michelle Rempel Garner

Gerald Soroka

Ryan Turnbull

OTHER MEMBERS OF PARLIAMENT WHO PARTICIPATED

Blaine Calkins

Chad Collins

Michael Cooper

Anju Dhillon

Stephen Ellis

Darren Fisher

Jean-Denis Garon

Laila Goodridge

Brendan Hanley

Lisa Hepfner

Gord Johns

Hon. David Lametti
Stéphane Lauzon
Larry Maguire
James Maloney
Dan Mazier
Ken McDonald
Hon. John McKay
Eric Melillo
Brad Redekopp
Darrell Samson
Charles Sousa
Sonia Sidhu
Anita Vandenbeld

CLERKS OF THE COMMITTEE

Philip den Ouden
Hilary Smyth

LIBRARY OF PARLIAMENT

Research and Education

Kelsey Brennan, Analyst
Grégoire Gayard, Analyst

THE STANDING COMMITTEE ON SCIENCE AND RESEARCH

has the honour to present its

NINTH REPORT

Pursuant to its mandate under Standing Order 108(3)(i), the committee has studied long-term impacts of pay gaps experienced by different genders and equity-seeking groups among faculty at Canadian universities and has agreed to report the following:

TABLE OF CONTENTS

SUMMARY	1
LIST OF RECOMMENDATIONS	3
PAY GAPS AMONG FACULTY AT CANADIAN UNIVERSITIES	5
Introduction.....	5
Chapter 1. An Overview of Pay Gaps and Pay Equity in Canada	7
Chapter 2. Pay Gaps Among University Faculty.....	8
2.1. Pay Gaps Experienced by Women	8
2.2. Pay Gaps Experienced by Other Groups.....	13
2.3. Intersectional Pay Gaps	14
Chapter 3. Other Inequities Experienced by University Faculty.....	17
3.1. Representation.....	17
3.2. Job Responsibilities	19
3.3. Grants and Publications.....	20
3.4. Experiences of Discrimination	21
Chapter 4. Drivers of Pay Gaps among University Faculty	22
4.1. Faculty or Field of Study.....	22
4.2. Rank or Experience	24
4.3. Labour Productivity	27
4.4. Caregiving Responsibilities.....	29
Chapter 5. Repercussions of Pay Gaps Among University Faculty.....	30
5.1. Retirement Income.....	30
5.2. Contributions to Research.....	31
Chapter 6. Reducing Pay Gaps Among University Faculty.....	32
6.1. University-Driven Solutions.....	33
6.1.1. Pay Gap Studies and Salary Adjustments.....	33

6.1.2. Recognizing the Importance of all Responsibilities.....	34
6.1.3. Training.....	35
6.1.4. Hiring	36
6.1.5. Pay Transparency.....	37
6.1.6. Academic Staff Associations.....	37
6.2. Provincially Driven Solutions.....	38
6.2.1. Pay Transparency.....	38
6.2.2. Investment in Education.....	38
6.3. Solutions for the Federal Government.....	39
6.3.1. Research Funding.....	39
6.3.2. Pay Gap Research	43
6.3.3. Federal Contractors Program.....	45
Recommendations.....	48
APPENDIX A: LIST OF WITNESSES.....	51
APPENDIX B: LIST OF BRIEFS.....	53
REQUEST FOR GOVERNMENT RESPONSE	55
SUPPLEMENTARY OPINION OF THE CONSERVATIVE PARTY OF CANADA	57

SUMMARY

On 5 December 2022, the House of Commons Standing Committee on Science and Research (the Committee) decided to undertake a study on the long-term impacts of the gender and diversity pay gap for faculty at Canadian universities. During its study, the Committee held seven meetings between 20 June 2023 and 30 October 2023. It heard from 18 witnesses and received three briefs.

Witnesses highlighted the well-documented gender pay gaps between women and men in academic roles in Canadian universities. The most cited figure was that women professors earn on average 10%, or \$10,500, less than men for the same work. Part of this gender pay gap can be explained by differences in the distribution of men and women at different ranks, ages, and in different disciplines, with a greater proportion of men represented at higher ranks and in better paying disciplines. When those factors are accounted for, the gender pay gap reduces to approximately 4%.

While less data is available around the pay gaps experienced by other demographic groups, witnesses did also highlight pay gaps experienced by racialized faculty members, Indigenous university professors, and university faculty with disabilities in comparison to their white and able-bodied peers. Witnesses also noted that the combined effects of gender, race, Indigenous identity, and other factors intersect to affect employment incomes among university professors, with non-white racial identities and Indigenous status producing a negative effect on income, and with the worst income levels experienced by non-white women.

Witnesses discussed how these pay gaps can have long-term impacts on a faculty member's retirement income.

The Committee also heard that other equity gaps exist for faculty who are women, racialized, Indigenous and with disabilities in Canadian universities, including:

- low representation, particularly in leadership positions;
- more work responsibilities related to less prestigious service work, such as academic mentorship, committee membership and reviewing for journals;
- smaller grant sizes;

- fewer citations; and
- experiences of discrimination.

Witnesses discussed the drivers of some of these equity gaps, such as differences in pay and representation based on the faculty member's field of study, a concentration of women, racialized people, Indigenous peoples, and persons with disabilities at lower academic ranks, the greater proportion of work time taken up by less prestigious service work, and caregiving responsibilities.

The Committee further heard about the value diversity brings to science, and the ways in which pay gaps can harm diversity by driving people away from university careers.

Witnesses recommended a variety of ways in which universities, labour organizations, provinces and the federal government can reduce pay gaps among university faculty, including:

- the undertaking of pay gaps studies and salary adjustments at individual institutions;
- a review of promotion and recognition criteria for faculty;
- equity, diversity and inclusion training;
- the adoption of more equitable hiring practices;
- pay transparency;
- investment in education;
- comprehensive childcare options;
- equitable federal research funding opportunities;
- increased pay equity data collection and research; and
- a strengthened federal contractors program.

Based on the testimony it heard, the Committee made four recommendations to the federal government to support greater pay equity for faculty at Canadian universities.

LIST OF RECOMMENDATIONS

As a result of their deliberations committees may make recommendations which they include in their reports for the consideration of the House of Commons or the Government. Recommendations related to this study are listed below.

Recommendation 1

That the Government of Canada, in interactions with post-secondary institutions, provincial governments, and territorial governments, emphasize the importance of cross-jurisdictional coordination to achieve greater pay equity among university faculty..... 48

Recommendation 2

That the Government of Canada, through Statistics Canada and the federal granting councils—the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council of Canada and the Canadian Institutes of Health Research—develop a standardized data collection tool for post-secondary institutions to report on pay equity, including consistent demographic data on gender, race, disability status and Indigenous identity that would be tied to institutional funding eligibility..... 48

Recommendation 3

That the Government of Canada, to the extent that federal jurisdiction allows, through the federal granting councils—the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council of Canada and the Canadian Institutes of Health Research—consider specific supports to increase pay equity for under-represented groups. 49

Recommendation 4

That the Government of Canada amend the Federal Contractor’s Program to require participation for all colleges and universities that receive federal research funding, expand the four designated groups of the Employment Equity Act and Federal Contractors Program to include the 2SLGBTQI+ community, and require the submission of disaggregated racial data, as possible given privacy requirements..... 49



PAY GAPS AMONG FACULTY AT CANADIAN UNIVERSITIES

INTRODUCTION

On 5 December 2022, the House of Commons Standing Committee on Science and Research (the Committee) adopted the following motion to study various aspects of gender and diversity pay gaps for faculty at Canadian universities:

That, pursuant to Standing Order 108(3)(i), the committee study the long term impacts of the gender and diversity pay gap for faculty at Canadian universities, including (i) the percentage and monetary gaps across institutions, (ii) what these gaps mean for monthly, annual, and retirement pay, (iii) what biases cause these gaps, (iv) what universities have done to address these gaps and whether their efforts are sufficient or not, and (v) what is needed to address these long-standing problems; that the committee allocate a minimum of eight hours to this study and report its findings to the House; and that, pursuant to Standing Order 109, the committee request that the government table a comprehensive response to the report.¹

Pay equity largely falls under provincial jurisdiction, as does the administration of universities. There are, however, several federal programs which address specific aspects of pay equity among university employees and researchers:

- the Federal Contractors Program (FCP) requires all holders of federal contracts over \$1 million and with a combined workforce in Canada of 100 or more permanent employees to collect data on representation of four designated groups—women, members of a visible minority, Indigenous peoples and persons with disabilities—and to file plans for achieving equity;²
- the federal granting councils—the Social Sciences and Humanities Research Council (SSHRC), the Natural Sciences and Engineering Research

1 House of Commons, Standing Committee on Science and Research (SRSR), *Minutes of Proceedings*, 5 December 2022.

2 GCpedia, *Federal Contractors Program*.



Council of Canada (NSERC) and the Canadian Institutes of Health Research (CIHR)—have each set targets related to their funding for the same four designated groups;³

- the Canada Research Chairs program, while not directly responsible for pay equity among university professors, does have equity, diversity and inclusion (EDI) requirements and practices, including the development of EDI plans for all institutions with five or more chair allocations, with objectives for the allocation of chairs for the same four designated groups;⁴ and
- Statistics Canada’s University and College Academic Staff System survey (UCASS) collects data on full-time teachers at Canadian post-secondary institutions, including salary, age, education, gender, institution, subject taught, and rank.⁵

The Committee held seven meetings between 20 June and 30 October 2023 for its study. It heard from 18 witnesses and received three written briefs. The Committee would like to thank all those who took the time to participate in this study. Witnesses spoke directly to the federal role in achieving pay equity among university faculty, as well as to actions taken and recommended for provincial governments and post-secondary institutions, and to the more general context around university pay equity and individual actions.

Further to the evidence it compiled, the Committee is making recommendations to the Government of Canada on reducing the pay gaps experienced by equity-seeking groups among faculty at Canadian universities.

-
- 3 GC Infobase, [“Infographic for Canadian Institutes of Health Research,”](#) Database, accessed 2 June 2023; GC Infobase, [“Infographic for Natural Sciences and Engineering Research Council of Canada,”](#) Database, accessed 2 June 2023; and GC Infobase, [“Infographic for Social Sciences and Humanities Research Council of Canada,”](#) Database, accessed 2 June 2023.
- 4 Canada Research Chairs, [Equity, Diversity and Inclusion Requirements and Practices](#); and Canada Research Chairs, [Equity, Diversity and Inclusion Action Plan](#).
- 5 SRSR, [Evidence](#), 30 October 2023, 1640 (Vincent Dale, Director General, Labour Market, Education and Socio-Economic Wellbeing Statistics, Statistics Canada).

CHAPTER 1. AN OVERVIEW OF PAY GAPS AND PAY EQUITY IN CANADA

The available employment data in Canada indicates that there is a significant pay gap based on gender and other factors among all adult workers on average. In an academic journal article shared with the Committee by Tracy Smith-Carrier, Tier 2 Canada Research Chair in Advancing the United Nations Sustainable Development Goals at Royal Roads University, and Marcie Penner, Associate Professor in the Department of Psychology at King's University College at Western University, it was reported that “[i]n 2018, in Canada, women⁶ employees between the ages of 25 and 54 earned \$4.13 less than their male counterparts per hour; meaning that for every dollar earned by men that year, women earned \$0.87.”⁷ This gap is even higher for low-income women, racialized⁸ women, and Indigenous⁹ women.¹⁰ Statistics Canada also provided information for the Committee’s study indicating that “the median gender pay gap in 2021 was 18% among all full-year full-time workers.”¹¹

In her testimony, Alexa D’Addario, a PhD candidate, noted that “[b]oth the United Nations and the Government of Canada recognize gender equality as sustainable

6 This report uses terminology associated both with sex, the biological label assigned at birth, such as male and female, and gender, the socially constructed roles, behaviours and identities associated with men and women. The report generally references gender, except in cases where witnesses or the data specifically referred to sex.

7 Tracy Smith-Carrier et al., “It’s not just a pay gap: Quantifying the gender wage and pension gap at a post-secondary institute in Canada,” *Canadian Journal of Higher Education*, Vol. 51, No. 2, 2021.

8 While this report largely uses the term “racialized” to refer to non-white demographic groups, “visible minority” is used in several places to reflect the terminology used in the federal *Employment Equity Act*, where it is defined as “persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.” This term is also used by Statistics Canada with respect to data collected in relation to employment equity policies.

9 “Indigenous peoples” refers to the First Nations, Inuit and Métis peoples who were the original inhabitants of what is now Canada and their descendants. This report will also occasionally use the term “Aboriginal” given its specific use in section 35 of the *Constitution Act, 1982* and other legislation referring to Aboriginal rights, Aboriginal title and treaties, and in the *Employment Equity Act*.

10 Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023; *Employment Equity Act*, S.C. 1995, c. 44; and *Constitution Act, 1982*, being Schedule B to the *Canada Act, 1982*, 1982, c. 11 (U.K.), s. 35.

11 Centre for Education Statistics, Statistics Canada, “Response to Members’ Questions Related to the Impacts of Pay Gaps Among Faculty at Canadian Universities,” Written submission to the House of Commons Standing Committee on Science and Research, November 2023.



development goal 5.”¹² While gender employment equity is only one part of sustainable development goal 5, the United Nations reports that “[a]t the current rate, it will take 140 years to achieve equal representation in leadership in the workplace.”¹³ She further acknowledged that discrimination often occurs on the basis of multiple, intersecting factors, including gender, race, ethnicity, geography, income, education, religion, language, sexual orientation, age, disability, and migrant or refugee status.¹⁴

While much of the testimony received by the Committee, and the data underpinning it, related specifically to gender pay gaps¹⁵, where possible, this report examines pay equity issues for university faculty based on other factors—particularly race, Indigenous status, and disability status—as well as at the intersection of multiple factors.

CHAPTER 2. PAY GAPS AMONG UNIVERSITY FACULTY

Susan Prentice, a Professor at the University of Manitoba, said before the Committee that “there is a fiction that the academy is a place of simple and pure merit,” and that “this fiction goes a long way toward explaining historical resistance to grappling with documented histories of exclusion, marginalization and systemic discrimination.”¹⁶

The following sections set out the pay gaps that currently exist among different groups of university faculty in Canada.

2.1. Pay Gaps Experienced by Women

Many witnesses highlighted gender pay gaps between women and men in academic roles in Canadian universities. Various methods were used to quantify these gaps, resulting in slightly different monetary or percentage values based on a study’s time period, location, and factors considered in the calculation, such as tenure, experience

12 SRSR, *Evidence*, 20 June 2023, 1215 (Alexa D’Addario, PhD Student, As an individual); and United Nations Department of Economic and Social Affairs, *Sustainable Development Goals 5: Achieve gender equality and empower all women and girls*.

13 United Nations Department of Economic and Social Affairs, *Sustainable Development Goals 5: Achieve gender equality and empower all women and girls*.

14 SRSR, *Evidence*, 20 June 2023, 1215 (Alexa D’Addario).

15 Gender pay gaps refer to the average differences in earnings between men and women. In this report, specific gender pay gaps explore the average differences in earnings between men and women among university faculty in Canada and, where possible, the differences in average earnings between men and women in comparable positions and fields of study among university faculty in Canada.

16 SRSR, *Evidence*, 4 October 2023, 1745 (Susan Prentice, Professor, University of Manitoba, As an Individual).

and field of study. The most cited figure was that women professors earn on average 10%, or \$10,500, less than men for the same work.¹⁷ Part of this gender pay gap can be explained by differences in the distribution of men and women at different ranks, ages, and in different disciplines, with a greater proportion of men represented at higher ranks and in better paying disciplines. When those factors are accounted for, the gender pay gap reduces to approximately 4%.¹⁸

As outlined in data submitted to the Committee by the Canadian Association of University Teachers, “in the last 50 years, the unadjusted pay gap between full-time men and women professors at Canadian universities has decreased from nearly 20% to 10%. The rate of change, however, has plateaued in the last decade.”¹⁹ This is illustrated in Figure 1, below.

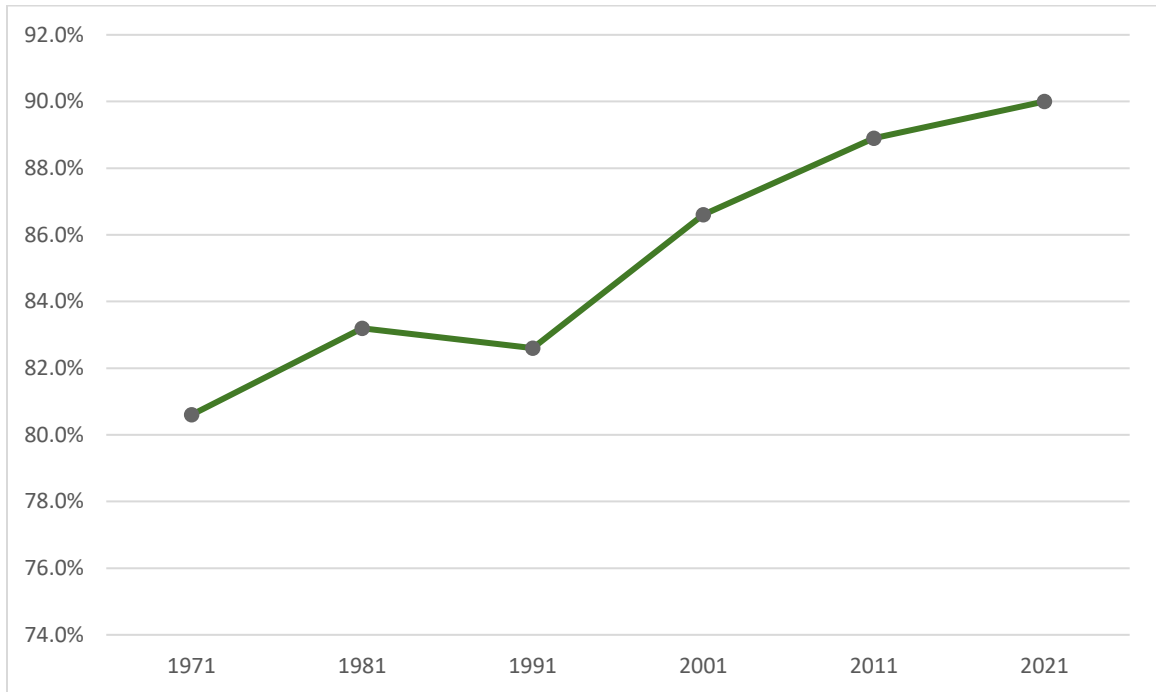
17 SRSR, [Evidence](#), 20 June 2023, 1215 (Alexa D’Addario); SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker, Vice-President, Canadian Association of University Teachers); SRSR, [Evidence](#), 23 October 2023, 1655 (Indira Naidoo-Harris, Associate Vice-President, Diversity & Human Rights, University of Guelph); Canadian Association of University Teachers, *Underrepresented & Underpaid: Diversity & Equity Among Canada’s Post-Secondary Education Teachers*, April 2018.; Tracy Smith-Carrier et al., “It’s not just a pay gap: Quantifying the gender wage and pension gap at a post-secondary institute in Canada,” *Canadian Journal of Higher Education*, Vol. 51, No. 2, 2021; Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023; Marcie Penner and Tracy Smith-Carrier, “Gender pay gap: It’s roughly half-a-million dollars for women professors across a lifetime,” *The Conversation*, 9 June 2022; and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research 2023.

18 SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); and SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry, Professor, Polytechnique de Montréal, As an Individual).

19 Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023.



Figure 1—Pay Gap Between Full-Time Men and Women Professors, 1970 to 2021



Source: Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023.

Other relevant statistics and analysis regarding the pay gap between male and female faculty presented by various witnesses or submitted to the Committee during the study included:

- in 2023, full-time women faculty at Canadian universities earned 7.4% less on average than men doing the same work, with variations by institution ranging from 0% to 15%;²⁰

20 SRSR, [Evidence](#), 20 September 2023, 1735 (Marcie Penner, Associate Professor, Department of Psychology, King’s University College, Western University, As an individual); Marcie Penner and Tracy Smith-Carrier, “Gender pay gap: It’s roughly half-a-million dollars for women professors across a lifetime,” *The Conversation*, 9 June 2022; and Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023.

- in 2021, among full-time academic staff, the median salary for women was roughly 11.1% lower than that of men, decreasing from 1991, when the gap was 20.6%;²¹
- using data from 1996 to 2016, men were paid on average 2.06%, 2.14%, and 5.26% more than their women colleagues for all university employees, university teaching staff, and deans, respectively;²²
- between 1996 and 2016, among Ontario faculty earning above \$100,000, “[m]en were paid on average 2.14% and 5.26% more than women faculty for all university staff and deans, respectively;”²³ and
- among Simon Fraser University faculty in 2015, women earned 10% less than men.²⁴

As noted above, pay gaps between men and women can differ by institution, as illustrated in Table 1 below.

21 SRSR, [Evidence](#), 30 October 2023, 1640 (Vincent Dale).

22 Bessma Momani, Emma Dreher and Kira Williams, “More Than a Pipeline Problem: Evaluating the Gender Pay Gap in Canadian Academia from 1996 to 2016,” *Canadian Journal of Higher Education*, Vol. 49, No. 1, 2019.

23 SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy Lynn Bourgeault, Research Chair in Gender, Diversity and the Professions, University of Ottawa, As an Individual).

24 SRSR, [Evidence](#), 25 September 2023, 1635 (Joy Johnson, President, Simon Fraser University).



Table 1—Average Salary of Full-time Teaching Staff at Canadian U15 Universities, by Sex

University	Average salary, 2022–2023, Male	Average salary, 2022–2023 Female	Difference (\$)	Difference (%)
University of Alberta	\$172,250	\$154,175	\$18,075	10.5%
University of British Columbia	\$185,900	\$163,875	\$22,025	11.9%
University of Calgary	\$155,425	\$131,775	\$23,650	15.2%
Dalhousie University	\$153,575	\$142,275	\$11,300	7.4%
Université Laval	\$139,150	\$133,475	\$5,675	4.1%
University of Manitoba	\$145,750	\$129,500	\$16,250	11.2%
McGill University	\$159,325	\$139,775	\$19,550	12.3%
McMaster University	\$186,350	\$163,600	\$22,750	12.2%
Université de Montréal	\$148,025	\$142,675	\$5,350	3.6%
University of Ottawa	\$166,300	\$155,350	\$10,950	6.6%
Queen’s University	\$181,850	\$168,825	\$13,025	7.2%
University of Saskatchewan	\$175,450	\$157,800	\$17,650	10.1%
University of Toronto	\$190,250	\$169,925	\$20,325	10.7%
University of Waterloo	\$172,400	\$157,200	\$15,200	8.8%
University of Western Ontario	\$172,325	\$153,300	\$19,025	11.0%

Source: Table prepared using data obtained from Statistics Canada, “[Table 37-10-0108-01: Number and salaries of full-time teaching staff at Canadian universities](#),” Database, accessed 18 September 2023.

The lowest gender pay gaps among Canada’s largest research universities—3.6% at Université de Montréal and 4.1% at Université Laval—both occurred in Francophone institutions in Quebec. When asked about why that might be the case, Catherine Beaudry, Professor at Polytechnique de Montréal, testified to the role of collective agreements in reducing the gender gap, as “[i]n Quebec, if I’m not mistaken,

with the exception of McGill University and HEC Montréal, all universities have collective agreements, that is to say professors have a union.”²⁵

2.2. Pay Gaps Experienced by Other Groups

Beyond gender, witnesses also spoke to other pay gaps experienced by university faculty in Canada, particularly those experienced by racialized and Indigenous faculty, and faculty with disabilities.

Dina Al-khooly, Senior Director of Impact and Learning at Visions of Science, testified before the Committee that “[w]hile we have substantial evidence that illustrates and quantifies gender pay inequity, we have little data around other dimensions of marginalization.”²⁶

While less data has been published on the employment experiences of racialized faculty within Canadian universities, some witnesses did identify existing pay gaps. Alexa D’Addario referenced data from the Canadian Association of University Teachers that showed that “racialized professors experience a 10% pay gap relative to their non-racialized peers,” a statistic also cited by other witnesses.²⁷ Dina Al-khooly testified that “racialized university professors are paid almost 15% less than their white counterparts.”²⁸

Less data was presented to the Committee on pay gaps experienced by Indigenous faculty in comparison to their non-Indigenous colleagues. Marcie Penner testified that there is a 26% pay gap between Indigenous university faculty and non-racialized male faculty based on Canada-wide 2016 Census data and an analysis conducted by the Canadian Association of University Teachers.²⁹

25 SRSR, [Evidence](#), 27 September 2023, 1800 (Catherine Beaudry).

26 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly, Senior Director, Impact and Learning, Visions of Science).

27 SRSR, [Evidence](#), 20 June 2023, 1215 (Alexa D’Addario); SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023; and Marcie Penner and Tracy Smith-Carrier, “Gender pay gap: It’s roughly half-a-million dollars for women professors across a lifetime,” *The Conversation*, 9 June 2022.

28 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly).

29 SRSR, [Evidence](#), 20 September 2023, 1735 (Marcie Penner); Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023; and Canadian Association of University Teachers, *Underrepresented & Underpaid: Diversity & Equity Among Canada’s Post-Secondary Education Teachers*, April 2018.



While data specific to the income of university faculty with disabilities was not presented during this study, Mahadeo Sukhai, Vice-President of Research and International Affairs and Chief Accessibility Officer with the Canadian National Institute for the Blind, did speak to pay gaps between individuals with disabilities and those without disabilities among the general population in Canada aged 16 and over. He identified a 21.4% gap between the pay of individuals with disabilities and those without, which widens to 46.6% for those with cognitive disabilities.³⁰ He also noted that the age at which a person first experiences disability influences career trajectory, career quality, and pay equity.³¹

2.3. Intersectional Pay Gaps

As explained by Vincent Dale, Director General of Labour Market, Education and Socio-Economic Wellbeing Statistics at Statistics Canada, looking at only the difference in pay regarding one characteristic, such as gender, race, disability status or Indigenous status, “might disguise relevant, important, insightful differences for smaller populations” whose identity comprises multiple, intersecting characteristics, such as women with disabilities.³² Marcie Penner, for example, testified to the fact that “the pay gap for racialized women professors in Canada is double that for non-racialized women,”³³ while Robin Whitaker, Vice-President of the Canadian Association of University Teachers, identified a 25% pay gap for racialized women university teachers in comparison to white men.³⁴

According to the Canadian Association of University Teachers, “[w]age gaps exist between the dominant group (non-Aboriginal, non-racialized men) and all others. The gap is deepest for racialized women professors who earn an average of 68 cents for every dollar” made by this dominant group.³⁵ Malinda Smith, referencing “Differences in Representation and Employment Income of Racialized University Professors,” by Howard Ramos and Peter Li in the book *The Equity Myth*, further distinguished that:

30 SRSR, *Evidence*, 30 October 2023, 1545 (Mahadeo Sukhai, Vice-President Research and International Affairs & Chief Accessibility Officer, Canadian National Institute for the Blind, As an Individual).

31 Ibid.

32 SRSR, *Evidence*, 30 October 2023, 1715 (Vincent Dale).

33 SRSR, *Evidence*, 20 September 2023, 1740 (Marcie Penner).

34 SRSR, *Evidence*, 27 September 2023, 1740 (Robin Whitaker).

35 Canadian Association of University Teachers, *Underrepresented & Underpaid: Diversity & Equity Among Canada's Post-Secondary Education Teachers*, April 2018.

[W]hite male professors earn the most, followed by visible minority South Asian men and Aboriginal men. Among those with the lowest mean incomes were visible minority Black women, Arab women, Asian women and South Asian women, all earning half of the average. While white female professors had the highest income [among women], it is also notable that their income was clearly below the average of white males.³⁶

The findings from this study—based on Census data from 1992, 1996, 2001, and 2006—are summarized in Table 2 below.

36 SRSR, *Evidence*, 30 October 2023, 1540 (Malinda Smith, Vice Provost and Associate Vice-President, Research (Equity, Diversity and Inclusion), University of Calgary, As an individual).



Table 2—Employment Income of University Professors, 1992–2006

Group	Mean Income	Deviation from Mean Income for All Professors
All Professors	\$68,906	\$0
White Men	\$77,148	\$8,243
Chinese Men	\$67,726	-\$1,180
South Asian Men	\$75,824	\$6,918
Black Men	\$56,194	-\$12,712
Latin American Men	\$51,956	-\$16,950
Arab Men	\$64,183	-\$4,723
West Asian Men	\$65,160	-\$3,746
Aboriginal Men	\$74,245	\$5,340
Other Men	\$68,514	-\$392
White Women	\$61,171	-\$7,735
Chinese Women	\$52,192	-\$16,713
South Asian Women	\$39,850	-\$29,056
Black Women	\$38,148	-\$30,757
Latin American Women	\$39,915	-\$28,991
Arab Women	\$38,297	-\$30,609
West Asian Women	\$38,787	-\$30,119
Aboriginal Women	\$47,747	-\$21,159
Other Women	\$48,932	-\$19,974

Source: Table prepared using data from Howard Ramos and Peter S. Li, “Differences in representation and employment income of racialized university professors in Canada,” in Frances Henry et al., *The equity myth: racialization and indigeneity at Canadian universities*, 2017.

While these findings are dated, they are included here to also show the importance of disaggregated data. For example, Marcie Penner spoke about an average gap of 12% for

racialized faculty in comparison to overall faculty earnings in 2016, however, when looking at specific racialized groups that pay gap ranged from 3% to 28%.³⁷

These findings also demonstrate that the combined effects of gender, race and Indigenous identity affect employment incomes among university professors, with non-white racial identities and Indigenous status producing a negative effect on income, and with the worst income levels experienced by non-white women.³⁸

In *The Equity Myth*, a book referenced by Malinda Smith, Vice-Provost and Associate Vice-President of Research (Equity, Diversity and Inclusion) at the University of Calgary, in her testimony before the Committee, it was written that:

[T]he lumping together of at least eleven ethno-racial groups into the category of “visible minority” represented in the Canadian census does a serious disservice to the understanding of ethno-racial positioning in Canadian universities. Just as the overall categorization also hides the clustering and the differential proportion of racialized faculty in different faculties and disciplines, larger numbers for certain ethnic groups not only hide the smaller numbers in other groups but also minimize the different ways in which racialization is experienced within different groups.³⁹

CHAPTER 3. OTHER INEQUITIES EXPERIENCED BY UNIVERSITY FACULTY

In addition to pay gaps, witnesses further testified to other inequities experienced by university faculty based on gender, race, Indigeneity, and disability.

3.1. Representation

While several witnesses identified increasingly representative faculty compositions, this is primarily seen at the level of junior faculty positions; and senior positions remained less accessible to women, racialized people, Indigenous peoples and persons with

37 SRSR, *Evidence*, 20 September 2023, 1735 (Marcie Penner).

38 Howard Ramos and Peter S. Li, “Differences in representation and employment income of racialized university professors in Canada,” in Frances Henry et al., *The equity myth: racialization and indigeneity at Canadian universities*, 2017.

39 Frances Henry, Audrey Kobayashi and Andrea Choi, “Representational Analysis: Comparing Canada, the United States, the United Kingdom, and Australia,” in Frances Henry et al., *The equity myth: racialization and indigeneity at Canadian universities*, 2017.



disabilities.⁴⁰ For example, Airini, Provost and Vice-President Academic at the University of Saskatchewan, testified that, “[r]ight now, in a new cohort of assistant professors, we have more faculty who are women than men. Over the next decade, we expect to see women trend closer towards 50% of full professors.”⁴¹ Meanwhile, at the University of Toronto, Heather Boon, Vice-Provost of Faculty and Academic Life, mentioned that “in the last 15 years or so, we’ve almost reached gender parity with respect to women and men at the assistant and the associate professor ranks.”⁴²

Despite these recent trends, representation remains skewed towards men among the higher faculty ranks, as illustrated in the University of Toronto’s 2019 *Report of the Provostial Advisory Group on Faculty Gender Pay Equity*. The authors of that report wrote that “[w]omen comprised 36% of faculty in the tenure stream in 2015–16. These women tend to be younger and hold more junior tenure stream faculty positions compared to men. For example, just 34% of women hold the rank of Professor, versus 53% of men.”⁴³

Regarding Indigenous faculty, the Canadian Association of University Teachers reported that in 2018, Indigenous academics made up just 1.4% of all university professors in comparison to 3.8% of the total labour force and 5% of undergraduate university students.⁴⁴ The Canadian Association of University Teachers further reported that the “overall share of racialized university professors grew from 17% in 2006 to 21% in 2016, on par with growth in the proportion of the overall labour force aged 25 and older.” These gains, however, are not spread evenly across different racialized groups and are lower than the proportion of racialized students (36%) and racialized doctoral degree holders (31%).⁴⁵

40 SRSR, [Evidence](#), 25 September 2023, 1630 (Airini, Provost and Vice-President Academic, University of Saskatchewan, As an individual); SRSR, [Evidence](#), 4 October 2023, 1805 (Heather Boon, Vice-Provost, Faculty and Academic Life, University of Toronto); SRSR, [Evidence](#), 30 October 2023, 1615 (Malinda Smith); Dwayne Benjamin et al, [Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto](#), 15 April 2019; and Canadian Association of University Teachers, *Underrepresented & Underpaid: Diversity & Equity Among Canada’s Post-Secondary Education Teachers*, April 2018.

41 SRSR, [Evidence](#), 25 September 2023, 1630 (Airini).

42 SRSR, [Evidence](#), 4 October 2023, 1805 (Heather Boon).

43 Dwayne Benjamin et al, [Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto](#), 15 April 2019.

44 Canadian Association of University Teachers, *Underrepresented & Underpaid: Diversity & Equity Among Canada’s Post-Secondary Education Teachers*, April 2018.

45 Ibid.

Overall, the Canadian Association of University Teachers also noted that racialized, Indigenous and women post-secondary faculty are less likely to be employed as full-time, full-year staff, and experience higher unemployment rates than white male professors.⁴⁶

3.2. Job Responsibilities

Witnesses identified workplace cultures that push less rewarded tasks and responsibilities onto marginalized faculty as a barrier to their equitable participation as university faculty.⁴⁷ Ivy Lynn Bourgeault, Research Chair in Gender, Diversity and the Professions at the University of Ottawa, described this experience as “academic housework,” which includes teaching large undergraduate classes, managing multiple teaching assistants, and extensive academic mentorship.⁴⁸ While she highlighted a general lack of data in this area, she did share that:

Where data does exist, it points to greater inequities for Black women, Indigenous women and women of colour in academia, especially around the emotional care labour, around inequities that [came to light] in the wake of the Black Lives Matter movement and the discovery of over 10,000 graves around residential schools.⁴⁹

Susan Prentice further explained that her “Indigenous colleagues, for example, spend enormous amounts of time mentoring Indigenous students at the University of Manitoba. This is absolutely critical to student success.”⁵⁰

Witnesses explained the traditional university division of labour for tenure-track and tenured positions involves 40% teaching, 40% research and 20% service—such as sitting on committees, reviewing for journals and the “academic housework” outlined above—but that this service component, often disproportionately placed on marginalized staff, is not considered as part of the promotion criteria, harming the ability of marginalized staff to progress in their careers.⁵¹

46 Ibid.

47 SRSR, [Evidence](#), 20 June 2023, 1250 (Ivy Lynn Bourgeault); and SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly).

48 SRSR, [Evidence](#), 20 June 2023, 1250 (Ivy Lynn Bourgeault).

49 Ibid., 1220.

50 SRSR, [Evidence](#), 4 October 2023, 1820 (Susan Prentice).

51 Ibid.



The University of Manitoba, as an example, has identified an average difference of 18 months between promotion to the rank of full professor for women in comparison to men.⁵² Dina Al-khooly also spoke to a study that found that “racialized faculty had 54% lower odds of being tenured and 50% lower odds of being promoted to associate professor than non-racialized faculty.”⁵³ In *The Equity Myth*, the authors also identify that it takes racialized professors three years longer to be promoted to full professor than their white peers.⁵⁴

3.3. Grants and Publications

Tracy Smith-Carrier testified before the Committee on the different standards used to recognize experience when awarding grants, explaining that, “[w]hen applying to a national research council for funding, women need more than twice the academic output of men to receive the same competency score.”⁵⁵ Ivy Lynn Bourgeault also testified to this effect, sharing that “women in the peer-review process are penalized. Their grants are more likely to be smaller, and they’re more likely to be of shorter duration, which makes it very difficult to sustain careers and sustain research teams, which help fuel productivity.”⁵⁶ The issue of grant size was further contextualized by Tina Chen, Vice-Provost of Equity at the University of Manitoba, who testified to the fact that “those who are systematically marginalized do not ask for the biggest sums of money. They don’t go after the biggest grants.”⁵⁷

In *Equity for women in science*, authors Cassidy R. Sugimoto and Vincent Larivière noted that “women are less likely to apply for grant funding; they are less likely to receive funding when they apply; and they receive smaller grants, on average, than their men counterparts.”⁵⁸

Regarding the output of research, largely academic publications, Catherine Beaudry also shared that “when men and women publish in scholarly journals with the same impact

52 Ibid., 1740.

53 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly).

54 Frances Henry, Audrey Kobayashi and Andrea Choi, “Representational Analysis: Comparing Canada, the United States, the United Kingdom, and Australia,” in Frances Henry et al, [The equity myth: racialization and indigeneity at Canadian universities](#), 2017.

55 SRSR, [Evidence](#), 20 September 2023, 1735 (Tracy Smith-Carrier, Canada Research Chair (Tier 2) in Advancing the UN Sustainable Development Goals, Royal Roads University, As an individual).

56 SRSR, [Evidence](#), 20 June 2023, 1230 (Ivy Lynn Bourgeault).

57 SRSR, [Evidence](#), 4 October 2023, 1810 (Tina Chen, Vice-Provost, Equity, University of Manitoba).

58 Cassidy R. Sugimoto and Vincent Larivière, *Equity for women in science*, 2023.

factor, the greater the proportion of women co-authors, the less likely the article is to be cited.”⁵⁹

Three witnesses linked these differences in the recognition of experience among grant receipt and citation likelihood to differences in the rate at which academics are promoted, as discussed in the previous section.⁶⁰

3.4. Experiences of Discrimination

Several witnesses highlighted the discrimination experienced by marginalized faculty—including women, racialized people, Indigenous persons, and persons with disabilities—as a barrier to their full participation in academic careers.⁶¹ Ivy Lynn Bourgeault, for example, highlighted experiences of gender-based harassment reported by women in the United States, particularly in male-dominated faculties such as engineering, as driving women out of academic positions, with compounded effects for faculty who are Black or Indigenous.⁶²

Mahadeo Sukhai, meanwhile, testified to the burden researchers with disabilities face:

In the sciences, researchers with disabilities often bear the burden of advocating for their own workplace adjustments or accommodations while grappling with systemic biases. This cognitive load or access work can hinder their career progression and well-being. Furthermore, the health impacts of continual stress, often referred to as weathering; the additional living costs associated with living with a disability; the barriers to publishing; the lack of accessible spaces within research, such as meetings, conferences, classrooms, seminars and laboratories; and the prevalent biases in hiring and promotion processes—among others—present substantial barriers for researchers with disabilities. These barriers further exacerbate the experienced pay gap. Additionally, these affect not just the financial security but also the mental health of researchers with disabilities. The stress of navigating existing systemic barriers,

59 SRSR, *Evidence*, 27 September 2023, 1735 (Catherine Beaudry).

60 SRSR, *Evidence*, 4 October 2023, 1740 (Susan Prentice); SRSR, *Evidence*, 20 September 2023, 1745 (Dina Al-khooly); SRSR, *Evidence*, 23 October 2023, 1700 (Indira Naidoo-Harris); Universities Canada, *Impacts of Pay Gaps Among Faculty at Canadian Universities*, Brief submitted to the House of Commons Standing Committee on Science and Research, 2023; and Howard Ramos and Rochelle Wijesingha, “Academic Production, Reward, and Perceptions of Racialized Faculty Members,” in Frances Henry et al, *The equity myth: racialization and indigeneity at Canadian universities*, 2017.

61 SRSR, *Evidence*, 20 June 2023, 1250 (Ivy-Lynn Bourgeault); SRSR, *Evidence*, 20 September 2023, 1745 (Dina Al-khooly); SRSR, *Evidence*, 30 October 2023, 1545 (Mahadeo Sukhai).

62 SRSR, *Evidence*, 20 June 2023, 1250 (Ivy-Lynn Bourgeault).



advocating for accommodations and dealing with pay inequity can significantly impact mental health, affecting productivity and career progression.⁶³

CHAPTER 4. DRIVERS OF PAY GAPS AMONG UNIVERSITY FACULTY

Witnesses identified several drivers, or causes, of pay gaps among university faculty.

4.1. Faculty or Field of Study

Several witnesses identified the importance of considering the faculty in which a professor teaches, or their field of study, when accounting for pay gaps between different groups of university faculty.⁶⁴ At Simon Fraser University, for example, its President Joy Johnson explained that market differentials are offered in “areas where it’s hard to recruit people or where their salary expectations are higher,” such as in business schools, accounting programs, and among engineering faculty, where the representation of men is also higher than that of women.⁶⁵

In a written submission to the Committee, the Canadian Association of University Teachers also put forth that “disciplines that have historically been dominated by men pay more than those traditionally occupied by women. These pay differences are reflected in academia, where typically engineering and business, for example, pay more than nursing and teaching.”⁶⁶ While these differences in faculty representation may reflect different career choices made by different groups of faculty, Ivy-Lynn Bourgeault also explained the ways in which those choices regarding field of study can be constrained by external factors:

You should think about occupational segregation as being hand in hand with the pay inequity we're seeing. It's not just about choosing different pathways. It's also about being channelled into different pathways. It's about how comfortable or how uncomfortable.... Sometimes you talk about chilly climates that are created when

63 SRSR, [Evidence](#), 30 October 2023, 1545 (Mahadeo Sukhai).

64 SRSR, [Evidence](#), 20 June 2023, 1215 (Alexa D’Addario); SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy-Lynn Bourgeault); SRSR, [Evidence](#), 25 September 2023, 1640 (Joy Johnson); SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry); SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); SRSR, [Evidence](#), 4 October 2023, 1750 (Heather Boon); SRSR, [Evidence](#), 30 October 2023, 1540 (Malinda Smith); SRSR, [Evidence](#), 30 October 2023, 1640 (Vincent Dale); and Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023.

65 SRSR, [Evidence](#), 25 September 2023, 1640 (Joy Johnson).

66 Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023.

you're the only woman, or you're the only person who's Black or who identifies as Indigenous in particular environments. It's about your mental health in staying in those environments. There's choice, but lots of those choices are constrained, and in certain cases you're channelled. The occupational segregation that we see among the social sciences, natural sciences, engineering, and health is very impacted by these different levels of equity.⁶⁷

Even for women in higher paying faculties, Catherine Beaudry further testified that, in her experience, “women fall off their chairs when they realize that some of their colleagues have market premiums, and they didn’t even think for one minute to ask for them.”⁶⁸ Joy Johnson and Malinda Smith also noted that there are differences between genders in how people negotiate their salaries.⁶⁹

In an analysis conducted by the University of Toronto, controlling for academic unit—or field of study—reduced the gender-based pay gap among tenure stream faculty from 12.1% to 7.1%.⁷⁰ This indicates that, on average, there is a 7.1% gender pay gap between faculty members working in the same field. The five percentage point difference between the uncontrolled 12.1% gender-based pay gap and the 7.1% pay gap when controlling for academic unit represents differences in rates of pay within them, in such fields as engineering and English, and reflects the larger proportion of men employed in higher paying academic fields.⁷¹

67 SRSR, [Evidence](#), 20 June 2023, 1250 (Ivy Lynn Bourgeault).

68 SRSR, [Evidence](#), 27 September 2023, 1815 (Catherine Beaudry).

69 SRSR, [Evidence](#), 25 September 2023, 1700 (Joy Johnson); and SRSR, [Evidence](#), 30 October 2023, 1550 (Malinda Smith).

70 Dwayne Benjamin et al., [Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto](#), 15 April 2019.

71 Ibid.



4.2. Rank or Experience

As identified previously, rank and years of experience also influence salary, and are distributed unevenly across different groups.⁷² A brief submitted by Universities Canada, an advocacy and networking organization composed of university presidents, wrote that:

The latest [University and College Academic Staff System (UCASS)] survey for the year 2021–2022 found that gender parity at higher ranks has not been achieved. Over the previous 50 years, women have increased their representation among full-time academic teaching staff in Canadian universities. However, men are still overrepresented in higher ranks, especially at the full professor rank.

[...]

In sum, it appears that men are overrepresented in higher ranks such as fulltime professors and tenured positions whereas women are overrepresented in lower ranks or in part-time academic work. This implies that women’s pay in academia is, on average, lower than their male counterparts as women face more barriers in accessing higher-paid positions.⁷³

As Ivy Lynn Bourgeault testified, “[i]t is important to stress that these independent factors are in and of themselves influenced by gender and other forms of inequity.”⁷⁴ As already noted, men are also more likely to be promoted than women, who also take longer to be promoted than men, despite being “just as likely as men to ask for promotions and raises.”⁷⁵

72 SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy Lynn Bourgeault); SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry); SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); SRSR, [Evidence](#), 4 October 2023, 1750 (Heather Boon); SRSR, [Evidence](#), 30 October 2023, 1540 (Malinda Smith); SRSR, [Evidence](#), 30 October 2023, 1640 (Vincent Dale); Dwayne Benjamin et al., [Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto](#), 15 April 2019; Bessma Momani, Emma Dreher and Kira Williams, “More Than a Pipeline Problem: Evaluating the Gender Pay Gap in Canadian Academia from 1996 to 2016,” *Canadian Journal of Higher Education*, Vol. 49, No. 1, 2019; and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

73 Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

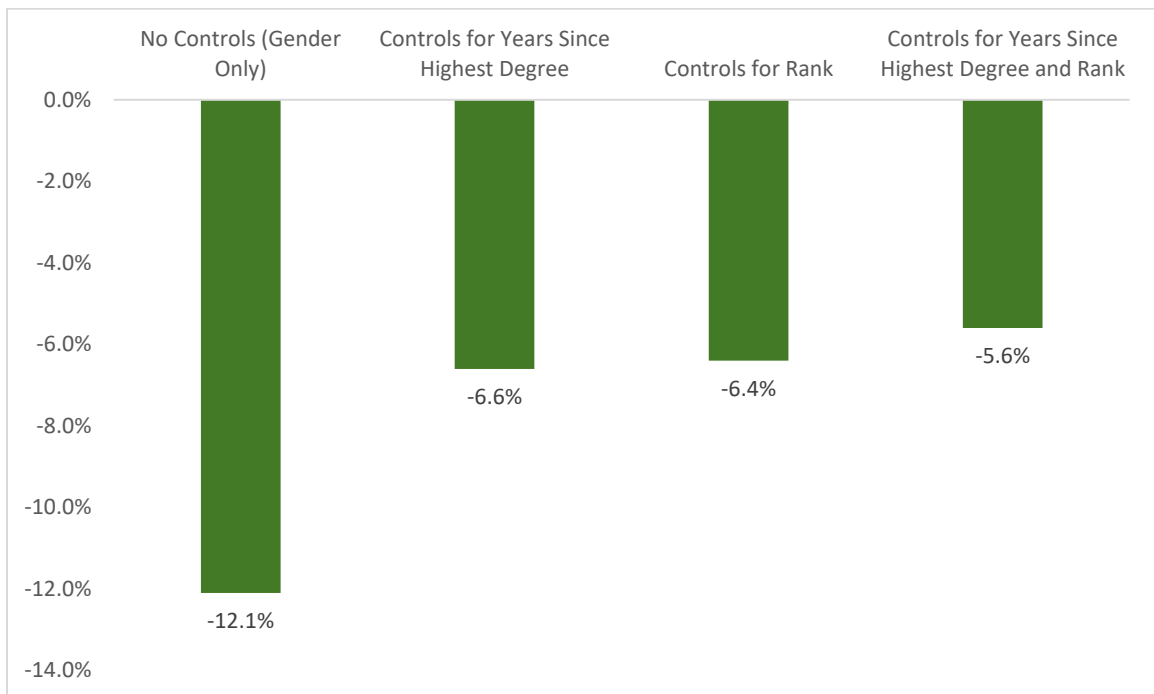
74 SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy Lynn Bourgeault).

75 SRSR, [Evidence](#), 20 September 2023, 1735 (Tracy Smith-Carrier); SRSR, [Evidence](#), 25 September 2023, 1705 (Joy Johnson); SRSR, [Evidence](#), 25 September 2023, 1715 (Airini); SRSR, [Evidence](#), 4 October 2023, 1820 (Susan Prentice); Bessma Momani, Emma Dreher and Kira Williams, “More Than a Pipeline Problem: Evaluating the Gender Pay Gap in Canadian Academia from 1996 to 2016,” *Canadian Journal of Higher Education*, Vol. 49, No. 1, 2019; and Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023.

A University of Toronto report referenced by Heather Boon illustrates the impact of rank and years of experience on the gender pay gap at that university in Figure 2 below. As the report explains:

The first bar in Figure [2] shows a raw gender-based pay gap among full-time faculty members who are tenured or in the tenure stream at the University of Toronto of approximately 12%. However, once we control for the number of years since highest degree, the gender-based pay gap decreases to approximately 6.6%. Controlling for academic rank instead of years since highest degree yields a similar result: the gender-based pay gap is slightly smaller, at 6.4%. Controlling for both years since highest degree and rank generates a further modest reduction to 5.6%. Thus, we see that experience (years since highest degree and academic rank) explains about half of the raw gender-based pay gap.⁷⁶

Figure 2—Gender-based pay gap and experience of tenure stream faculty at the University of Toronto



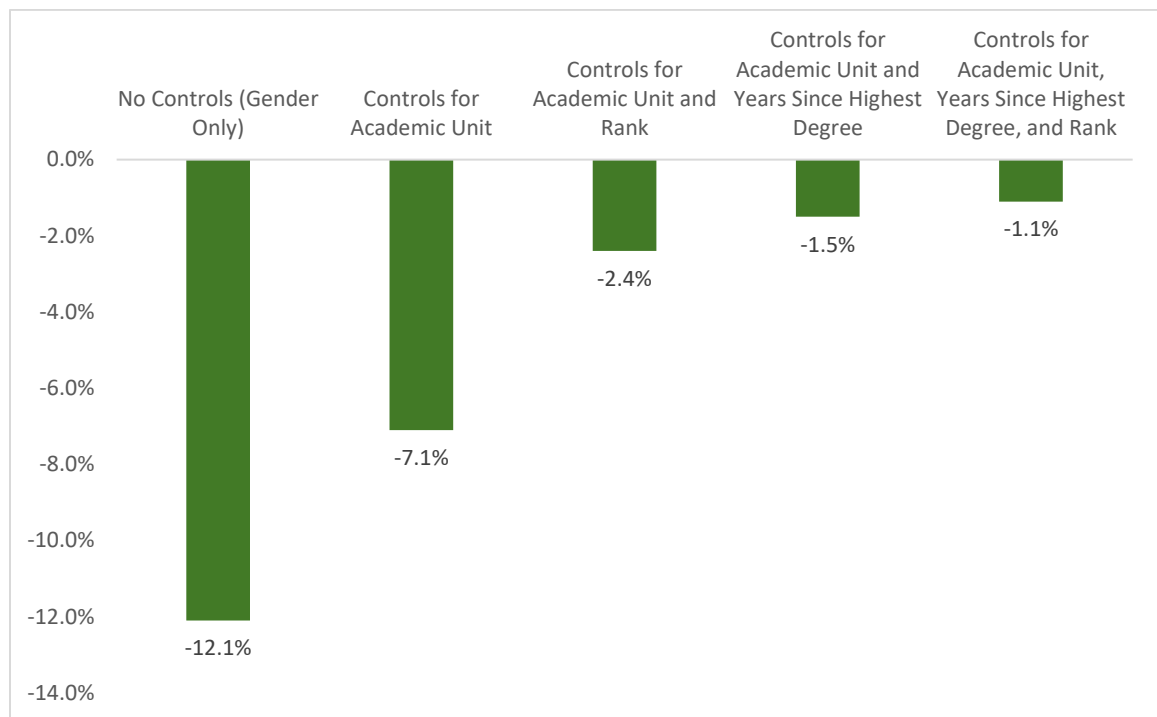
Source: Dwayne Benjamin et al., *Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto*, 15 April 2019.

76 Dwayne Benjamin et al., *Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto*, 15 April 2019.



When rank, years since highest degree, and academic unit (faculty or field of study, as discussed previously) were all controlled for, the gender-based pay gap among tenure stream faculty at the University of Toronto was reduced from 12.1% to 1.1%, as illustrated in Figure 3 below.⁷⁷ That is to say, when university faculty with the same number of years of experience, at the same rank, and working in the same academic unit are compared, there is only a 1.1% difference in their average salaries.

Figure 3—Gender-based pay gap, academic unit and experience of tenure stream faculty at the University of Toronto



Source: Dwayne Benjamin et al., *Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto*, 15 April 2019.

Even when women reach higher ranks, as Marcie Penner explained, “the gender pay gap widens as women advance in academia and doubles for women who are deans.”⁷⁸ Catherine Beaudry further outlined that gaps widen at higher levels due to bonuses and professional fees:

77 Dwayne Benjamin et al., *Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto*, 15 April 2019.

78 SRSR, *Evidence*, 20 September 2023, 1735 (Marcie Penner).

Both Statistics Canada's descriptive statistics and those from my survey show that men earn more than women, and that the gap widens as one progresses in one's career from assistant professor to full professor. There are fewer and fewer women at full professor level. Survey data show that when it comes to administrative bonuses, men earn \$16,000 compared to \$9,000 for women. On the market bonus side, men earn \$13,000 compared to \$7,000 for women. The biggest gap is in professional fees: \$25,000 for men and \$13,000 for women. While the gap between men and women at the rank of full professor is \$7,000 if we consider just base salary, it rises to over \$15,000 if we consider total compensation. So, it's when it comes to total compensation that the gap is widest.⁷⁹

4.3. Labour Productivity

An argument can be made that differing levels of productivity explains pay gaps between different groups of university faculty. As Ivy Lynn Bourgeault explained, the labour productivity argument “says that a woman’s lack of progression could be justified if she is less productive or less experienced than her colleagues.”⁸⁰ Multiple witnesses explained that productivity in academia is often measured by research grants and publications, and that women are more likely to be assigned less prestigious work tasks, such as teaching, supervision, and service work, which is less likely to be acknowledged when determining salary and promotion.⁸¹ As mentioned earlier, Tracy Smith-Carrier stated that even when pursuing grants and publications, women often need more achievements in order to reach the same level of perceived competence as men.⁸²

In *Equity for women in science*, the authors found that:

For all disciplines and researchers who published at least once between 2008 and 2020, we observe a sizable gap in productivity, with men publishing over the period an average of one paper more than women. For all disciplines, save arts and health, men published at least 20% more than women, with differences that reach as high as 50% more in psychology and more than a third as many articles in physics, mathematics, and social sciences.⁸³

79 SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry).

80 SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy Lynn Bourgeault).

81 Ibid.; SRSR, [Evidence](#), 20 June 2023, 1230 (Alexa D’Addario); SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly); SRSR, [Evidence](#), 25 September 2023, 1650 (Joy Johnson); and SRSR, [Evidence](#), 30 October 2023, 1615 (Malinda Smith).

82 SRSR, [Evidence](#), 20 September 2023, 1735 (Tracy Smith-Carrier).

83 Cassidy R. Sugimoto and Vincent Larivière, *Equity for women in science*, 2023.



Mahadeo Sukhai also spoke to the Committee about the impact that certain assumptions can have on the income of persons with disabilities and on the relevant pay gaps, testifying that, “many of the deeply held conventions around productivity and persons with disabilities go along with this notion of starting later or moving through our career paths more slowly. That also ends up leading to diverging earning potential over time.”⁸⁴ He testified that there existed ableist perceptions that persons with disabilities were “not really supposed to be in science.”⁸⁵

Despite these barriers to pay equity, Malinda Smith, referencing Howard Ramos and Peter Li’s work in *The Equity Myth*, explained that “[m]ultiple studies show that racialized minorities outperform and out-innovate in many instances, but they are still underpaid.”⁸⁶ Catherine Beaudry, meanwhile, testified that her research “has shown that, for the same amount of grant funding obtained, women publish more than men.”⁸⁷

While witnesses noted that collective agreements among university faculty often set a salary floor for specific academic ranks, starting salaries can often be negotiated at higher levels, and during this process, women’s experience and merit can be undervalued.⁸⁸ This point was reflected in comments by Tracy Smith-Carrier, who noted that “in experiments where an identical resumé is presented, but either with a typical man’s name or with a typical woman’s name, the candidates with a man’s name are judged as more competent and are offered a higher starting salary.”⁸⁹

84 SRSR, [Evidence](#), 30 October 2023, 1610 (Mahadeo Sukhai).

85 Ibid., 1620.

86 SRSR, [Evidence](#), 30 October 2023, 1600 (Malinda Smith); and Howard Ramos and Peter S. Li, “Differences in representation and employment income of racialized university professors in Canada,” in Frances Henry et al., [The equity myth: racialization and indigeneity at Canadian universities](#), 2017.

87 SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry).

88 SRSR, [Evidence](#), 20 September 2023, 1735 (Tracy Smith-Carrier); SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry); SRSR, [Evidence](#), 30 October 2023, 1550 (Malinda Smith); Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023; and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

89 SRSR, [Evidence](#), 20 September 2023, 1735 (Tracy Smith-Carrier); and Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023.

4.4. Caregiving Responsibilities

The decision to have a family is also often seen as a challenge for women in academia, with parental and caregiving leave having “punitive effects that impact when women start their careers, the breaks they accumulate over their careers, and the decisions they make about when and whether to seek promotion.”⁹⁰ It was further noted by Joy Johnson that “faculty who take parental or medical leaves, regardless of gender, faced lower odds of promotion.”⁹¹ She also discussed studies that were done on parental leave that found that “when men take parental leave, they might do child care, but they also work on their papers and are very productive at home,” whereas women “tend to actually leave the university, care for their children, take care of their home and so on.”⁹² Catherine Beaudry gave the example that “[m]any women will take the decision to not write another paper over the weekend because they want to be driving to ski lessons or swimming lessons.”⁹³ She also gave her own life as an example, testifying that, “I didn’t do any lectures from 1999 to 2006, because I was taking care of my children.”⁹⁴ Even when not on parental leave, Catherine Beaudry testified to studies that show, “[s]ystematically, women have the bulk of the childcare, and that has a direct [impact] on their publications, their citations and the repercussions of that.”⁹⁵

Cassidy R. Sugimoto and Vincent Larivière wrote that “the research productivity penalty for men and women is a function of the level of engagement in parenting activities... the more engaged a scientist was in caregiving, the lower their production. This cost, however, is largely borne by women.”⁹⁶

As Mahadeo Sukhai testified, “[you] also have this conception of what a productive scientist should be. That definition of productivity doesn’t include parental leave.”⁹⁷

Witnesses also discussed the ways in which exterior factors—including the COVID-19 pandemic—exacerbated already unbalanced systems of household labour that may have

90 SRSR, [Evidence](#), 20 September 2023, 1735 (Tracy Smith-Carrier); and SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry).

91 SRSR, [Evidence](#), 25 September 2023, 1635 (Joy Johnson).

92 Ibid., 1705.

93 SRSR, [Evidence](#), 27 September 2023, 1750 (Catherine Beaudry).

94 Ibid., 1800.

95 Ibid., 1815.

96 Cassidy R. Sugimoto and Vincent Larivière, *Equity for women in science*, 2023.

97 SRSR, [Evidence](#), 30 October 2023, 1620 (Mahadeo Sukhai).



influenced the productivity of academics.⁹⁸ Ivy Lynn Bourgeault discussed the ways in which “women faculty were more likely to take on child care activities during lockdown, significantly affecting their productivity, especially in terms of publication and research grants, which are the key reasons for promotion and tenure.”⁹⁹ Indira Naidoo-Harris, Associate Vice-President of Diversity and Human Rights at the University of Guelph, also noted that “[w]e saw a lot of women leaving [Science, Technology, Engineering and Mathematics (STEM)] research, for example, around the time of the pandemic—and we are just coming out of that now—because there were so many more responsibilities for them to carry. It was having an impact on many individuals.”¹⁰⁰

CHAPTER 5. REPERCUSSIONS OF PAY GAPS AMONG UNIVERSITY FACULTY

5.1. Retirement Income

Witnesses also highlighted how pay gaps during a faculty members’ career can be compounded in retirement because of reduced savings or the ways in which pensions are calculated using income.¹⁰¹

As Laura Neals, Director of Academic Staff Relations at Dalhousie University, explained, a defined benefit pension is calculated on the basis of a faculty member’s best three years of earnings, and so salary adjustments made to reduce pay gaps will also ensure more equitable retirement income as long as they are implemented at least three years prior to retirement.¹⁰² This is different from retirement income received from a defined contribution plan, which is based on what faculty members are able to pay into the fund throughout their career. This type of plan may result in more of a retirement income gap between different groups of faculty. In addition, many people also invest in personal

98 SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy Lynn Bourgeault); SRSR, [Evidence](#), 25 September 2023, 1630 (Airini); and SRSR, [Evidence](#), 23 October 2023, 1715 (Indira Naidoo-Harris).

99 SRSR, [Evidence](#), 20 June 2023, 1220 (Ivy Lynn Bourgeault).

100 SRSR, [Evidence](#), 23 October 2023, 1715 (Indira Naidoo-Harris).

101 SRSR, [Evidence](#), 20 June 2023, 1215 (Alexa D’Addario); SRSR, [Evidence](#), 25 September 2023, 1630 (Airini); SRSR, [Evidence](#), 23 October 2023, 1655 (Indira Naidoo-Harris); Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023; and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

102 SRSR, [Evidence](#), 23 October 2023, 1745 (Laura Neals, Director, Academic Staff Relations, Dalhousie University).

retirement savings beyond institutional retirement plans, and as Laura Neals testified, “[t]heir career earnings will impact how much they're able to put away for that.”¹⁰³

Work conducted by Marcie Penner and Tracy Smith-Carrier on the impact of lifetime earnings and retirement income, and quoted by several witnesses, found that, “[a] starting wage gap of less than \$9,000 resulted in a \$300,000–\$400,000 gender wage gap over the course of a career, and a further \$148,000–\$259,000 gender pension gap, for a total gender pension and wage gap of \$454,000–\$660,000, depending on the rank achieved.”¹⁰⁴ Further work conducted by Marcie Penner and Tracy Smith-Carrier on this topic found that “[i]n retirement, the gender pension gap translated to a \$7,000 to \$12,500/year difference in employer pension (which translates to \$583 to \$1,020 per month).”¹⁰⁵

5.2. Contributions to Research

Witnesses further discussed the value diversity brings to post-secondary research and education, and the ways in which pay gaps can harm diversity by driving people away from faculty careers. Dina Al-khooly, for instance, testified to how low pay can discourage people from ever entering certain fields, saying that youth from low income and racialized communities “are motivated by earning potential as a means of pulling themselves and their families out of poverty. Inadequate pay is an important deterrent for our youth wanting to pursue a career path.”¹⁰⁶

As Ivy-Lynn Bourgeault explained, less representation among university faculty can lead to less diverse research outputs:

I want to make it clear here that this is not just a gender equity issue. This is about knowledge. Women academics and folks from diverse backgrounds ask different research questions. They undertake research in a different way, and there are literally undiscovered countries of knowledge that we don't enable by having this inequity.

103 Ibid.

104 Marcie Penner and Tracy Smith-Carrier, “Gender pay gap: It’s roughly half-a-million dollars for women professors across a lifetime,” *The Conversation*, 9 June 2022; SRSR, *Evidence*, 20 September 2023, 1740 (Marcie Penner); SRSR, *Evidence*, 23 October 2023, 1655 (Indira Naidoo-Harris); and Canadian Association of University Teachers, *Study on pay gaps for faculty at Canadian universities*, Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023.

105 Tracy Smith-Carrier and Marcie Penner, *Gender Pay Equity in Academia*, Written submission to the House of Commons Standing Committee on Science and Research, September 2023.

106 SRSR, *Evidence*, 20 September 2023, 1745 (Dina Al-khooly).



Diversity in science makes better science, so we should really think about this as what we want in terms of that knowledge.¹⁰⁷

Marcie Penner also spoke on this topic, testifying that, “[w]omen bring a different perspective, as do Indigenous faculty and racialized faculty. They bring a different perspective and address research questions using different methodologies, as well, that are lost. If we are in search of the truth, we’re missing some of that answer.”¹⁰⁸ Other witnesses also supported this point.¹⁰⁹

As an example of the cost to research caused by a lack of representation in research, Dina Al-khooly presented the following scenario:

Black women, specifically, have the worst maternal health outcomes out of all women across Canada. We know there are many issues with [artificial intelligence] that have specific racial biases. We know that climate impacts are impacting marginalized communities at a disproportionate rate to other communities. All of these are implicit results of the fact that we don’t have researchers who reflect the diversity of our Canadian population. They’re unable to inform this research. They’re unable to inform the innovations that are coming out to address our specific community problems, so that has an impact not just on folks within the research community, but across our society.¹¹⁰

Equity for Women in Science provided further examples of the impact of a lack of diversity on various research fields, such as the exclusion of female samples in biomedical research, and car manufacturing safety testing that fails to adequately account for gender and diversity.¹¹¹

CHAPTER 6. REDUCING PAY GAPS AMONG UNIVERSITY FACULTY

While this report makes recommendations only to the federal government, witnesses put forward potential solutions to pay gaps that could also be implemented by universities, labour organizations, and provincial governments. These have been presented here to reflect the valuable testimony of the witnesses and to provide, as

107 SRSR, [Evidence](#), 20 June 2023, 1235 (Ivy Lynn Bourgeault).

108 SRSR, [Evidence](#), 20 September 2023, 1800 (Marcie Penner).

109 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly); and SRSR, [Evidence](#), 25 September 2023, 1710 (Joy Johnson).

110 SRSR, [Evidence](#), 20 September 2023, 1800 (Dina Al-khooly).

111 Cassidy R. Sugimoto and Vincent Larivière, *Equity for women in science*, 2023.

some witnesses suggested, a resource for others who may be addressing these same issues.

6.1. University-Driven Solutions

6.1.1. Pay Gap Studies and Salary Adjustments

Many witnesses spoke of studies of pay gaps at their institutions and the subsequent salary adjustments that followed to help improve equity.¹¹² For the University of Saskatchewan, this also included the development of new demographic data collection processes, such as their Indigenous citizenship verification policy, which allows them to better track measures of inequity and examine diversity pay gaps.¹¹³ The expansion of institutional data collection processes was also highlighted by Joy Johnson, who testified that for Simon Fraser University:

We have not, to date, collected detailed information from our faculty on all of the demographic categories that, in my view, will influence and impact salary outcomes. Currently, we're moving forward in this regard, but we're not there yet. We're not collecting information about race. We haven't collected information about Indigenous identity or about disability. Some of the constraints have been because of privacy issues, but we are overcoming those now.¹¹⁴

Heather Boon, speaking on behalf of the University of Toronto, reported to the Committee that while it was still undergoing analysis of its most recent salary review at the time of her testimony, preliminary analysis suggested that adjustments made in 2019 are holding. She added and that the university does “not currently have any differences in pay for faculty who are men and faculty who are women once we control for experience and field of study.”¹¹⁵ An analysis at Dalhousie University of salary adjustments made in 2017, found that these succeeded in reducing pay gaps, and

112 SRSR, [Evidence](#), 20 September 2023, 1735 (Marcie Penner); SRSR, [Evidence](#), 20 September 2023, 1820 (Tracy Smith-Carrier); SRSR, [Evidence](#), 25 September 2023, 1630 (Airini); SRSR, [Evidence](#), 25 September 2023, 1635 (Joy Johnson); SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); SRSR, [Evidence](#), 4 October 2023, 1740 (Susan Prentice); SRSR, [Evidence](#), 4 October 2023, 1750 (Heather Boon); SRSR, [Evidence](#), 23 October 2023, 1650 (Laura Neals); SRSR, [Evidence](#), 23 October 2023, 1655 (Indira Naidoo-Harris); Dalhousie University, [Pay Equity Gaps Among Faculty](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 23 October 2023; and Dwayne Benjamin et. al., [Report of the Provostial Advisory Group on Faculty Gender Pay Equity: University of Toronto](#), 15 April 2019.

113 SRSR, [Evidence](#), 25 September 2023, 1630 (Airini).

114 SRSR, [Evidence](#), 25 September 2023, 1645 (Joy Johnson).

115 SRSR, [Evidence](#), 4 October 2023, 1750 (Heather Boon).



in 2020 there was “almost no difference” between faculty of different genders at each faculty rank. This result was also confirmed in a 2022 analysis.¹¹⁶

However, Tracy Smith-Carrier put forward a critique of pay gap studies and salary adjustments that they do not address the structural inequities that led to initial differences in pay.¹¹⁷

6.1.2. Recognizing the Importance of all Responsibilities

As discussed earlier, when being considered for promotion, universities often place importance on research publications and citations, and put less emphasis on the service portions of a faculty member’s responsibilities, such as mentorship and committee work, which are often disproportionately part of the workload of marginalized staff.

Witnesses explored ways in which universities can change the way job responsibilities are weighted for promotion in order to encourage greater equity.¹¹⁸ As Dina Al-khooly testified, “[t]hey can reflect lived experience and responsibilities, such as teaching, outreach, mentoring, and committee and equity work—which ultimately benefits the university as well as the country as a whole—in their pay structure, workload and role expectations.”¹¹⁹

Catherine Beaudry spoke of her experience with the Polytechnique Montréal. The university implemented a system of “retroactive promotion,” where those who received promotions after a period of parental leave receive retroactive pay for the time they were on leave so as not to penalize those who take parental leaves with delays in their advancement.¹²⁰ By contrast, Heather Boon explained that at the University of Toronto, those on leave ‘pause’ their deadline for tenure review, which typically occurs after a faculty’s sixth year in a tenure track position, to ensure that all six years represent active academic work.¹²¹

116 SRSR, [Evidence](#), 23 October 2023, 1650 (Laura Neals); and Dalhousie University, [Pay Equity Gaps Among Faculty](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 23 October 2023.

117 SRSR, [Evidence](#), 20 September 2023, 1820 (Tracy Smith-Carrier).

118 SRSR, [Evidence](#), 20 June 2023, 1230 (Alexa D’Addario); SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly); and SRSR, [Evidence](#), 25 September 2023, 1650 (Joy Johnson).

119 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly).

120 SRSR, [Evidence](#), 27 September 2023, 1735 (Catherine Beaudry); and *Ibid.*, 1745.

121 SRSR, [Evidence](#), 4 October 2023, 1830 (Heather Boon).

Tina Chen similarly talked about normalizing leave at the University of Manitoba, including for Indigenous faculty who take time away from the university to participate in ceremonies.¹²²

Witnesses also suggested that providing additional research and teaching supports, or flexible workplace arrangements, to faculty with care-giving responsibilities would increase gender equity among university faculty.¹²³

Several witnesses also highlighted the value of having on-campus day care spots available for staff and students.¹²⁴ While some of the representatives from universities that appeared before the Committee on this study said their institution provides day care, it was often oversubscribed, with too few spaces available for the demand.¹²⁵

Childcare was generally highlighted as an important factor in allowing women to achieve equity in the workforce. Provincial childcare programs, such as Quebec's, were highlighted as an important source of "good, high-quality childcare."¹²⁶

6.1.3. Training

Witnesses presented several perspectives on the value of equity, diversity and inclusion training on addressing issues of pay equity.

Joy Johnson spoke to the value of unconscious bias training for hiring committees, which has helped address issues where "[t]here has been a tradition, to be frank, at universities that people basically replace themselves. You have a largely male, white faculty, and they think excellence looks like that."¹²⁷ Heather Boon and Indira Naidoo-

122 SRSR, [Evidence](#), 4 October 2023, 1830 (Tina Chen).

123 SRSR, [Evidence](#), 20 June 2023, 1235 (Ivy Lynn Bourgeault); and SRSR, [Evidence](#), 25 September 2023, 1700 (Airini).

124 SRSR, [Evidence](#), 25 September 2023, 1650 (Joy Johnson); and SRSR, [Evidence](#), 25 September 2023, 1700 (Airini).

125 SRSR, [Evidence](#), 25 September 2023, 1650 (Joy Johnson).

126 Ibid., 1655; SRSR, [Evidence](#), 27 September 2023, 1820 (Robin Whitaker); and SRSR, [Evidence](#), 27 September 2023, 1820 (Catherine Beaudry).

127 SRSR, [Evidence](#), 25 September 2023, 1650 (Joy Johnson).



Harris recounted similar unconscious bias training for faculty members and administrators involved in hiring and career review decisions.¹²⁸

Ivy Lynn Bourgeault testified to the risk training poses if it is presented on its own, without follow-up or additional supports, saying:

I think a lot of people feel that if we just have some training, we'll fix this. Now, it depends on how training is integrated. If it's sort of a one-off, it doesn't have the impact. In some cases, it can have a negative impact because the people who have undertaken the EDI training say, "I'm done. I'm fully versed in equity, diversity and inclusion."¹²⁹

Tracy Smith-Carrier also referenced research that had recently been completed by the Harvard Review that found that some diversity training is not effective at increasing diversity.¹³⁰

While witnesses largely talked about training regarding equity, diversity and inclusion, some witnesses also discussed the potential role universities can play in supporting the professional development of under-represented¹³¹ faculty.¹³²

6.1.4. Hiring

Heather Boon, speaking on behalf of the University Toronto, mentioned ongoing monitoring of practices "to ensure that we are thinking very carefully about who we are hiring."¹³³ She explained that this led to a pattern over the past few years of "hiring about 50% women each year, sometimes slightly over that, into our continuing tenure stream and teaching stream positions."¹³⁴ The University of Toronto has also put in place a system where new hires and their salaries are approved centrally, "based on an

128 SRSR, [Evidence](#), 4 October 2023, 1750 (Heather Boon); and SRSR, [Evidence](#), 23 October 2023, 1740 (Indira Naidoo-Harris).

129 SRSR, [Evidence](#), 20 June 2023, 1240 (Ivy Lynn Bourgeault).

130 SRSR, [Evidence](#), 20 September 2023, 1815 (Tracy Smith-Carrier).

131 Under-represented faculty is used here to refer to groups whose representation among university professors is not reflective of their proportion of individuals who have received doctoral degrees. While the groups this term represents may change over time as faculty and doctoral composition changes, this report uses this term in reference to women, racialized people, Indigenous peoples, and persons with disabilities.

132 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly); and SRSR, [Evidence](#), 25 September 2023, 1700 (Airini).

133 SRSR, [Evidence](#), 4 October 2023, 1750 (Heather Boon).

134 *Ibid.*, 1805.

analysis of the rank at which they are being hired, the time since their highest degree—which is a proxy for experience—and field of study.”¹³⁵

Another suggestion put forward by Tracy Smith-Carrier was to strip CVs of identifying information when hiring, including names, publication titles, and other potential identifying markers, to help reduce incidences of bias that may occur.¹³⁶

Additionally, Dina Al-khooly discussed the potential for universities to “designate faculty positions for those from marginalized communities.”¹³⁷ This was also identified by Robin Whitaker, who testified that “universities and colleges need to look at equity hiring in disciplines traditionally dominated by men.”¹³⁸

6.1.5. Pay Transparency

While pay transparency was largely discussed in terms of legislation, and is explored more fully below, some witnesses also highlighted how individual universities could promote pay and promotion transparency within their institutions.¹³⁹ For example, Robin Whitaker mentioned the value of having transparent, compressed salary scales that “move people up in fewer and bigger jumps” in order to put women on a more equal threshold sooner and for longer.¹⁴⁰

6.1.6. Academic Staff Associations

Witnesses identified ways in which academic staff associations can embed equity requirements into collective agreements. This could include routine pay equity studies,

135 Ibid., 1750.

136 SRSR, [Evidence](#), 20 September 2023, 1810 (Tracy Smith-Carrier).

137 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly).

138 SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker).

139 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly); SRSR, [Evidence](#), 27 September 2023, 1825 (Robin Whitaker); SRSR, [Evidence](#), 30 October 2023, 1625 (Malinda Smith); and Marcie Penner and Tracy Smith-Carrier, “Gender pay gap: It’s roughly half-a-million dollars for women professors across a lifetime,” *The Conversation*, 9 June 2022.

140 SRSR, [Evidence](#), 27 September 2023, 1825 (Robin Whitaker).



setting diversity targets for hiring, establishing parental leave, and having labour representation present during salary and other negotiations with new hires.¹⁴¹

6.2. Provincially Driven Solutions

Witnesses also highlighted several provincial initiatives that have been put forward to address pay inequities among university faculty in their jurisdiction.

6.2.1. Pay Transparency

Although some provinces, such as Ontario and Nova Scotia, have pay transparency requirements for the disclosure of salaries over \$100,000 by public sector employers, several witnesses mentioned the potential of expanding such programs, either in other provinces or with a lower earnings threshold.¹⁴²

Witnesses also discussed the implementation of pay transparency legislation, such as British Columbia's *Pay Transparency Act* that requires employers to specify expected pay ranges for publicly advertised job opportunities and prohibits employers from obtaining pay history information from applicants to inform negotiations and from making reprisals against employees who disclose their pay to colleagues.¹⁴³

6.2.2. Investment in Education

Dina Al-khooly noted the importance of investing in education to support the inclusion of diverse communities in post-secondary and research careers, including both post-secondary support and earlier learning support in elementary and secondary schools, as well as out-of-school learning.¹⁴⁴

She also discussed Visions of Science programming, which matches students as young as Grade 10 with internships in STEM to help them build momentum on science-related

141 Ibid., 1740; Ibid., 1820; SRSR, [Evidence](#), 20 September 2023, 1810 (Tracy Smith-Carrier); SRSR, [Evidence](#), 27 September 2023, 1800 (Catherine Beaudry); SRSR, [Evidence](#), 4 October 2023, 1740 (Susan Prentice); SRSR, [Evidence](#), 30 October 2023, 1610 (Malinda Smith); and SRSR, [Evidence](#), 20 September 2023, 1735 (Marcie Penner).

142 SRSR, [Evidence](#), 20 June 2023, 1225 (Ivy Lynn Bourgeault); SRSR, [Evidence](#), 20 September 2023, 1740 (Tracy Smith-Carrier); and SRSR, [Evidence](#), 25 September 2023, 1630 (Airini).

143 SRSR, [Evidence](#), 20 September 2023, 1740 (Tracy Smith-Carrier); SRSR, [Evidence](#), 25 September 2023, 1635 (Joy Johnson); and British Columbia, [Bill 13: Pay Transparency Act](#), 2023.

144 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly).

career paths while still earning money.¹⁴⁵ As she described, “[t]he impacts of exploring academia on folks who are experiencing poverty cannot be overstated; it’s an impossible trajectory for someone who is coming from a place of economic insecurity.”¹⁴⁶

6.3. Solutions for the Federal Government

6.3.1. Research Funding

Witnesses identified potential methods of reducing pay gaps among university faculty through the federal research funding system, including the federal granting councils: CIHR, NSERC, and SSHRC. These are also collectively known as the tri-council.

Several witnesses recommended that the federal government require institutions to provide specific data on gender and diversity representation and pay in order to receive funding. This would encourage more equitable distribution of funding and provide data that can be used to inform future research and decision-making.¹⁴⁷ Joy Johnson described the process by which an institution is eligible to receive funding from the three federal granting councils:

[U]niversities have to apply and be recognized as an institution that can hold tri-council dollars. Usually that recognition is based on whether you have good audit functions, can manage the funds and all those kinds of things, but there are other levers that could be utilized to indicate that a university is eligible for funding from the federal government for tri-council dollars. For example, they would have certain policies and practices in place.¹⁴⁸

The Canada Research Chairs program, which provides funding for 2,285 research professorships at post-secondary institutions across Canada, was also highlighted as an example by several witnesses of how similar requirements can prompt change.¹⁴⁹ A human rights complaint had led to changes in the equity requirements for research chair

145 Ibid., 1810.

146 Ibid., 1820.

147 SRSR, [Evidence](#), 20 September 2023, 1740 (Tracy Smith-Carrier); SRSR, [Evidence](#), 20 September 2023, 1805 (Marcie Penner); SRSR, [Evidence](#), 25 September 2023, 1630 (Airini); and SRSR, [Evidence](#), 25 September 2023, 1700 (Joy Johnson).

148 SRSR, [Evidence](#), 25 September 2023, 1720 (Joy Johnson).

149 Canada Research Chairs, [About Us](#).



allocations. Witnesses discussed whether that model could be expanded to other federal funding programs.¹⁵⁰

The Canada Research Chairs program requires all institutions with five or more chair allocations to develop equity, diversity and inclusion plans. These must include chair representation targets for women, persons with disabilities, Indigenous peoples and visible minority individuals.¹⁵¹ If institutions do not meet their targets, they will only be able to submit new nominations for individuals who self-identify as belonging to one of the four designated groups: women, members of a visible minority, Indigenous peoples and persons with disabilities. Furthermore, their total allocation of research chairs will be reduced if targets are not met by 2029.¹⁵²

The program’s overall representation targets were set based on data from the 2016 census and June 2021 program representation, as outlined in Table 3 below.

Table 3—Canada Research Chairs Representation Targets

Four Designated Groups	June 2021 Program Representation	December 2029 Equity Target Objectives
Racialized minorities	21.4%	22.0%
Indigenous peoples	3.2%	4.9%
Persons with disabilities	5.5%	7.5%
Women and gender minorities	38.6%	50.9%

Source: Canada Research Chairs, [Establishing equity targets for 2021 to 2029](#).

Laura Neals testified to the wider effect that reporting requirements in programs like the Canada Research Chairs can have on university policies, saying that “what’s typically required for the Canada Research Chairs eventually flows out to the rest of our faculty

150 SRSR, [Evidence](#), 20 September 2023, 1805 (Marcie Penner); SRSR, [Evidence](#), 20 September 2023, 1810 (Tracy Smith-Carrier); SRSR, [Evidence](#), 25 September 2023, 1700 (Joy Johnson); SRSR, [Evidence](#), 4 October 2023, 1810 (Tina Chen); SRSR, [Evidence](#), 4 October 2023, 1815 (Susan Prentice); SRSR, [Evidence](#), 23 October 2023, 1725 (Indira Naidoo-Harris); and SRSR, [Evidence](#), 30 October 2023, 1630 (Malinda Smith).

151 Canada Research Chairs, [Equity, Diversity and Inclusion Action Plan](#).

152 Ibid.

members.”¹⁵³ However, Joy Johnson noted that while establishing equity targets for the Canada Research Chairs program has ensured a diversity of representation in those positions, it has not addressed the issue of differential pay.¹⁵⁴

The representation requirement for Canada Research Chairs has also received criticism by some who feel as though it is leading institutions to put in place additional hiring criteria that are not merit based.¹⁵⁵ For example, on 7 December 2023, the National Assembly of Quebec passed a motion expressing concern over the exclusion of certain candidates for Canada Research Chairs on the basis of criteria unrelated to competence, reiterating the importance of academic freedom and the independence of academics from granting agencies, stating that promoting greater representation among under-represented groups should always be on the basis of equal competence, and denouncing the federal government’s introduction of requirements that affect Quebec institutions, but that do not reflect Quebec’s particular characteristics.¹⁵⁶

The Dimensions pilot program was also identified as a potential model for further expansion that would increase the data collected and reported on by Canadian universities.¹⁵⁷ The pilot program worked with select institutions to advance equity, diversity and inclusion (EDI) in the research ecosystem by developing and implementing a recognition program that allowed institutions to direct their ongoing development work in this area and promote their institution’s achievements.¹⁵⁸

Several witnesses also recommended increasing stipends and funding for graduate students to provide them with income while they develop the skills that may lead to a

153 SRSR, [Evidence](#), 23 October 2023, 1735 (Laura Neals).

154 SRSR, [Evidence](#), 25 September 2023, 1720 (Joy Johnson).

155 Merit based criteria are those based on skill or ability, such as publication records or grants received. As discussed earlier in this report, witnesses testified that some groups of faculty, such as women, racialized individuals, Indigenous peoples, and persons with disabilities, can face additional barriers in securing those achievements.

156 National Assembly of Quebec, [Debates](#), 7 December 2022 (Pascale Déry).

157 SRSR, [Evidence](#), 4 October 2023, 1800 (Tina Chen); SRSR, [Evidence](#), 23 October 2023, 1720 (Indira Naidoo-Harris); and Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023.

158 Government of Canada, [Equity, diversity and inclusion](#).



career as university faculty.¹⁵⁹ Witnesses also spoke to the particular importance of these early career awards for under-represented groups to begin working as researchers.¹⁶⁰

As Mahadeo Sukhai explained during his testimony, regarding the importance of ensuring equity early on in individuals' career trajectories, "you can't be an assistant professor with a disability if you haven't been a post-doc with a disability, a graduate student with a disability, an undergrad with a disability or a high school student with a disability."¹⁶¹

Describing the situation as it currently stands, Susan Prentice testified that:

We expect graduate students to spend years—two years for a master's degree, and between four and six or more years as a Ph.D. student—to get the highest academic qualifications, and we pay them shamefully. By "them", I mean families without money who can't supplement, people without partners, people who are already disadvantaged and people whose living costs are higher perhaps because they have children or additional costs.¹⁶²

Susan Prentice also suggested that graduate students who receive scholarships from the federal granting councils—CIHR, NSERC and SSHRC—continue to receive funding during parental leave.¹⁶³

More general funding for research from the federal granting councils was also identified as important, the absence of which can lead to interruptions in faculty members' careers due to a lack of institutional funding to provide full-time, full-year employment.¹⁶⁴ It was also noted by Tina Chen that federal research funding should ensure that different types

159 SRSR, [Evidence](#), 20 September 2023, 1820 (Dina Al-khooly); SRSR, [Evidence](#), 25 September 2023, 1720 (Joy Johnson); SRSR, [Evidence](#), 25 September 2023, 1725 (Airini); SRSR, [Evidence](#), 4 October 2023, 1810 (Heather Boon); SRSR, [Evidence](#), 23 October 2023, 1745 (Laura Neals); and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

160 SRSR, [Evidence](#), 25 September 2023, 1725 (Airini); and SRSR, [Evidence](#), 30 October 2023, 1605 (Mahadeo Sukhai).

161 SRSR, [Evidence](#), 30 October 2023, 1625 (Mahadeo Sukhai).

162 SRSR, [Evidence](#), 4 October 2023, 1835 (Susan Prentice).

163 Ibid.

164 SRSR, [Evidence](#), 27 September 2023, 1755 (Robin Whitaker); Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023; and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

of research are recognized by award programs, in particular to acknowledge community-based research conducted by marginalized faculty.¹⁶⁵ Community-based research can broadly be defined as a research methodology that centres on community partnerships and collaboration, with a focus on addressing challenges identified by the affected community as the starting point of research projects.¹⁶⁶ Catherine Beaudry also identified making research funds available for childcare on eligible trips, such as to conferences, and ensuring that funding committees have an equity, diversity and inclusion representative.¹⁶⁷

6.3.2. Pay Gap Research

Witnesses identified several research gaps in the study of pay equity. Tracy Smith-Carrier, for example, recommended further investigation of pay gaps to explore “the longer-term impacts of these differentials, including implications for pensionable incomes, both occupational and policy-related. Examples are [the Canada Pension Plan] or the [Quebec Pension Plan].”¹⁶⁸ She further recommended examining factors such as unionization, tenure status, and care work, and an exploration of the extent to which interventions to address pay equity have been successful.¹⁶⁹ Similarly, Marcie Penner spoke of the need to evaluate the effectiveness of programs and policies designed to address equity, diversity and inclusion in order to better inform evidence-based practices.¹⁷⁰

Other witnesses identified gaps in the available data related to demographic information on university students and faculty, including with regard to race, Indigeneity, disability,

165 SRSR, [Evidence](#), 4 October 2023, 1825 (Tina Chen).

166 PAN, [What is Community-Based Research?](#)

167 Catherine Beaudry, “Written response,” Written submission to the House of Commons Standing Committee on Science and Research, 27 September 2023.

168 SRSR, [Evidence](#), 20 September 2023, 1740 (Tracy Smith-Carrier).

169 Ibid.

170 SRSR, [Evidence](#), 20 September 2023, 1815 (Marcie Penner).



sexual orientation, and gender identity.¹⁷¹ Catherine Beaudry, meanwhile, identified data gaps related to university faculty members' careers that span different institutions.¹⁷²

Tracy Smith-Carrier recommended that "Statistics Canada publish gender and diversity pay gaps at appropriate aggregate levels and make this information publicly available."¹⁷³ Vincent Dale, speaking on behalf of Statistics Canada, testified that while much of the data that the department collects is available for free through their website, advanced data, such as that requested by Tracy Smith-Carrier, can require additional physical and digital infrastructure.¹⁷⁴ In those cases, Statistics Canada does recover their costs, resulting in fees levied on the researchers requesting the data.¹⁷⁵

Statistics Canada's University and College Academic Staff System survey (UCASS) was also cited by witnesses as a source of pay equity data. UCASS collects data on full-time teachers at Canadian post-secondary institutions, including salary, age, education, gender, institution, subject taught, and rank. UCASS does not include data on racialized identity, Indigeneity or disability status. Vincent Dale, speaking on behalf of Statistics Canada, also explained that UCASS receives and compiles information using the administrative systems of the educational institutions involved.¹⁷⁶

Multiple witnesses called for the expansion of UCASS as a means to further data collection and ensure data standardization, particularly as it related to expanding to include contract and part-time academic staff, and the inclusion of data related to disability and other demographic factors.¹⁷⁷

171 SRSR, [Evidence](#), 20 September 2023, 1745 (Dina Al-khooly, Senior Director, Impact and Learning, Visions of Science); SRSR, [Evidence](#), 20 September 2023, 1815 (Tracy Smith-Carrier); SRSR, [Evidence](#), 30 October 2023, 1545 (Mahadeo Sukhai); SRSR, [Evidence](#), 30 October 2023, 1600 (Malinda Smith); and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

172 SRSR, [Evidence](#), 27 September 2023, 1750 (Catherine Beaudry).

173 SRSR, [Evidence](#), 20 September 2023, 1740 (Tracy Smith-Carrier).

174 SRSR, [Evidence](#), 30 October 2023, 1645 (Vincent Dale); and *Ibid.*, 1700.

175 *Ibid.*

176 *Ibid.*, 1640.

177 SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); SRSR, [Evidence](#), 4 October 2023, 1740 (Susan Prentice); SRSR, [Evidence](#), 4 October 2023, 1800 (Tina Chen); SRSR, [Evidence](#), 30 October 2023, 1800 (Malinda Smith); Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023; and Universities Canada, [Impacts of Pay Gaps Among Faculty at Canadian Universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, 2023.

Vincent Dale explained to the Committee that Statistics Canada is currently “assessing the feasibility of enhancing the information included in UCASS.”¹⁷⁸ The feasibility study is expected to be completed by March 2024.¹⁷⁹

Airini, meanwhile, recommended further support of the Government of Canada’s Gender Results Framework.¹⁸⁰ The Gender Results Framework is a tool developed by Women and Gender Equality Canada to track Canada’s current performance on gender equality, define next steps for enhancing gender equality, and establish measurement criteria for gender equality.¹⁸¹ Airini testified before the Committee that “[i]n collaboration with universities, the framework could generate case studies, beginning with pay gaps experienced among faculty at Canadian universities.”¹⁸²

The Disaggregated Data Action Plan, which currently funds a variety of initiatives across Statistics Canada, including the feasibility study Vincent Dale mentioned above, was also identified by Tina Chen as a way to ensure that post-secondary institutions are collecting and reporting data.¹⁸³

6.3.3. Federal Contractors Program

Witnesses also discussed strengthening the Federal Contractors Program, which currently requires all holders of federal contracts over \$1 million and with a combined workforce in Canada of 100 or more permanent employees to collect data on representation of four designated groups—women, members of a visible minority, Indigenous peoples and persons with disabilities—and to file plans for achieving equity.¹⁸⁴ A number of Canadian post-secondary institutions are currently included in the Federal Contractors Program:

178 SRSR, [Evidence](#), 30 October 2023, 1640 (Vincent Dale).

179 Ibid.

180 SRSR, [Evidence](#), 25 September 2023, 1630 (Airini).

181 Government of Canada, [Gender Results Framework](#).

182 SRSR, [Evidence](#), 25 September 2023, 1630 (Airini).

183 SRSR, [Evidence](#), 30 October 2023, 1720 (Vincent Dale); and SRSR, [Evidence](#), 4 October 2023, 1800 (Tina Chen).

184 SRSR, [Evidence](#), 27 September 2023, 1740 (Robin Whitaker); SRSR, [Evidence](#), 4 October 2023, 1740 (Susan Prentice); SRSR, [Evidence](#), 23 October 2023, 1720 (Indira Naidoo-Harris); Canadian Association of University Teachers, [Study on pay gaps for faculty at Canadian universities](#), Brief submitted to the House of Commons Standing Committee on Science and Research, September 2023; and GCpedia, [Federal Contractors Program](#).



- Algonquin College of Applied Arts and Technology;
- Bishop's University;
- British Columbia Institute of Technology;
- Camosun College;
- Cape Breton University;
- Carleton University;
- Cégep de Rimouski;
- Cégep Saint-Jean-sur-Richelieu;
- Collège Édouard-Montpetit;
- Corporation de l'École des hautes études commerciales de Montréal;
- Dalhousie University;
- École de langues La Cité inc.;
- Institut de recherche du Centre universitaire de Santé McGill;
- Institut national de la recherche scientifique;
- Nova Scotia Community College;
- Queen's University;
- The Governing Council of the University of Toronto;
- The University of British Columbia;
- Université de Montréal;
- Université Laval;
- Université Saint-Paul;
- University of Calgary;

- University of Guelph;
- University of New Brunswick;
- University of Ottawa;
- University of Regina;
- University of Waterloo; and
- York University.¹⁸⁵

Robin Whitaker and Susan Prentice noted in their testimonies that the funding threshold for the Federal Contractors Program was increased in 2013 from a previous level of \$200,000. Robin Whitaker continued that she would like to see the threshold lowered to “bring more universities and colleges under federal legislation.”¹⁸⁶ Indira Naidoo-Harris, meanwhile, testified that she would like to see the program expanded beyond the existing four demographic groups to include Two-Spirit, lesbian, gay, bisexual, transgender, queer, intersex and other sexually and gender-diverse (2SLGBTQI+) individuals, and with more specific and disaggregated reporting of data related to racialized individuals that reflects, for example, the experiences of the Black community.¹⁸⁷

It should be noted that in December 2023, after the Committee had finished receiving testimony on this report, the *Employment Equity Act* Review Task Force (EEART) released a [report](#) that covered some of the same topics covered by the committee’s study.¹⁸⁸ In July 2021, the EEART was asked to advise the Minister of Labour on how to modernize and strengthen the *Employment Equity Act*, which requires employers under federal jurisdiction to take steps to increase the representation of the four designated groups—women, members of a visible minority, Indigenous peoples and persons with disabilities—at all levels of employment.¹⁸⁹ While the *Employment Equity Act* does not apply to universities, it does have implications for the Federal Contractors Program,

185 GCpedia, [Federal Contractors Program](#): FCP List of Certified Employers.

186 SRSR, [Evidence](#), 27 September 2023, 1825 (Robin Whitaker); and SRSR, [Evidence](#), 4 October 2023, 1755 (Susan Prentice).

187 SRSR, [Evidence](#), 23 October 2023, 1720 (Indira Naidoo-Harris).

188 Adelle Blackett, [A Transformative Framework to Achieve and Sustain Employment Equity – Report of the Employment Equity Act Review Task Force](#), 2023.

189 [Employment Equity Act](#), S.C. 1995, c. 44.



which replicates those designated groups in its own requirements, and includes some universities within its scope, as discussed above.¹⁹⁰ The EEART study took a particular focus on supporting equity groups, improving accountability, compliance and enforcement; and improving public reporting.¹⁹¹ Its recommendations included:

- a decrease in the monetary threshold of the Federal Contractors Program;
- required participation in the Federal Contractors Program for colleges and universities that receive federal research grants; and
- that the Employment Equity Act expand its four designated groups—which are replicated in the Federal Contractors Program—to include Black and 2SLGBTQI+ individuals.¹⁹²

RECOMMENDATIONS

Considering the evidence collected during this study, the Committee makes the following recommendations to the Government of Canada:

Recommendation 1

That the Government of Canada, in interactions with post-secondary institutions, provincial governments, and territorial governments, emphasize the importance of cross-jurisdictional coordination to achieve greater pay equity among university faculty.

Recommendation 2

That the Government of Canada, through Statistics Canada and the federal granting councils—the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council of Canada and the Canadian Institutes of Health Research—develop a standardized data collection tool for post-secondary institutions to report on pay equity, including consistent demographic data on gender, race, disability status and Indigenous identity that would be tied to institutional funding eligibility.

190 GCpedia, *Federal Contractors Program*.

191 Adelle Blackett, *A Transformative Framework to Achieve and Sustain Employment Equity – Report of the Employment Equity Act Review Task Force*, 2023.

192 Ibid.

Recommendation 3

That the Government of Canada, to the extent that federal jurisdiction allows, through the federal granting councils—the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council of Canada and the Canadian Institutes of Health Research—consider specific supports to increase pay equity for under-represented groups.

Recommendation 4

That the Government of Canada amend the Federal Contractor’s Program to require participation for all colleges and universities that receive federal research funding, expand the four designated groups of the Employment Equity Act and Federal Contractors Program to include the 2SLGBTQI+ community, and require the submission of disaggregated racial data, as possible given privacy requirements.

APPENDIX A: LIST OF WITNESSES

The following table lists the witnesses who appeared before the committee at its meetings related to this report. Transcripts of all public meetings related to this report are available on the committee’s [webpage for this study](#).

Organizations and Individuals	Date	Meeting
<p>As an individual</p> <p>Ivy Lynn Bourgeault, Research Chair in Gender, Diversity and the Professions, University of Ottawa</p> <p>Alexa D’Addario, Ph.D. Student</p>	2023/06/20	51
<p>As an individual</p> <p>Marcie Penner, Associate Professor, Department of Psychology, King’s University College, Western University</p> <p>Tracy Smith-Carrier, Canada Research Chair (Tier 2) in Advancing the UN Sustainable Development Goals, Royal Roads University</p>	2023/09/20	53
<p>Visions of Science</p> <p>Dina Al-khooly, Senior Director, Impact and Learning</p>	2023/09/20	53
<p>As an individual</p> <p>Airini, Provost and Vice-President Academic, University of Saskatchewan</p>	2023/09/25	54
<p>Simon Fraser University</p> <p>Joy Johnson, President</p>	2023/09/25	54
<p>As an individual</p> <p>Catherine Beaudry, Professor, Polytechnique de Montréal</p>	2023/09/27	55
<p>Canadian Association of University Teachers</p> <p>Robin Whitaker, Vice-President</p>	2023/09/27	55
<p>As an individual</p> <p>Susan Prentice, Professor, University of Manitoba</p>	2023/10/04	56
<p>University of Manitoba</p> <p>Tina Chen, Vice-Provost, Equity</p>	2023/10/04	56

Organizations and Individuals	Date	Meeting
University of Toronto Heather Boon, Vice-Provost, Faculty and Academic Life	2023/10/04	56
Dalhousie University Laura Neals, Director, Academic Staff Relations	2023/10/23	59
University of Guelph Indira Naidoo-Harris, Associate Vice-President, Diversity & Human Rights	2023/10/23	59
As an individual Malinda Smith, Vice-Provost and Associate Vice-President, Research (Equity, Diversity and Inclusion), University of Calgary Mahadeo Sukhai, Vice-President Research and International Affairs & Chief Accessibility Officer, Canadian National Institute for the Blind	2023/10/30	61
Statistics Canada Vincent Dale, Director General, Labour Market, Education and Socio-Economic Wellbeing Statistics Tracey Leesti, Director, Canadian Centre for Education Statistics	2023/10/30	61

APPENDIX B: LIST OF BRIEFS

The following is an alphabetical list of organizations and individuals who submitted briefs to the committee related to this report. For more information, please consult the committee's [webpage for this study](#).

Canadian Association of University Teachers

Dalhousie University

Universities Canada

REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the committee requests that the government table a comprehensive response to this report.

A copy of the relevant *Minutes of Proceedings* (Meetings Nos. [51](#), [53](#), [54](#), [55](#), [56](#), [59](#), [61](#), [62](#), [74](#), [76](#)) is tabled.

Respectfully submitted,

Lloyd Longfield
Chair

Supplementary Report of His Majesty's Official Opposition The Conservative Party of Canada

Hon. Michelle Rempel Garner, PC, MP for Calgary Nose Hill

Corey Tochor, MP for Saskatoon—University

Gerald Soroka, MP for Yellowhead

Ben Lobb MP for Huron—Bruce

Introduction

Conservatives on this committee strongly believe that if you work hard, you should be able to get ahead, no matter who you are or who you love. Pay should be evaluated on merit, full stop.

This dissenting report provides clarity on several key points that were not addressed or adequately captured by the report and additional recommendations to address the same.

Supplementary Recommendation 1: The federal government must respect provincial jurisdiction as it pertains to removing barriers to pay equity at Canadian post secondary institutions.

Conservative members feel the report did not adequately emphasize this principle, and may even violate it in some regard.

The issue of pay equity is legislatively complex, as it touches upon provincial jurisdiction. To address this tension, it is vital, as noted by one witness in Committee, “to think about what the levers are”. In other words, the Committee must reflect on which actions fall into the purview of the federal government, and which are firmly grounded in provincial jurisdiction. One important distinction is how funding for education can overlap with the administration of education itself, as stated: “post-secondary education is a provincial matter, but funding for research is a federal matter through the tri-council and through their various programs like the CRC program, the granting council programs and the Canada excellence research chairs program”.

When posing questions, Conservative members asked the Committee’s witnesses to maintain the scope of legislative influence to the federal level, so as to not encroach on the provincial policy arena. When witnesses proposed recommendations not related to the federal government’s purview, Conservative members brought back the discussion to what federal legislation can do to avoid overstepping on provincial jurisdiction. However, not enough time was dedicated to this consideration.

For instance, MP Michelle Rempel Garner made reference to a case in which Québec’s minister of education expressed concerns about the federal Canada Research Chair program’s approach to selection “on the basis of criteria that are not related to competence”. This example sheds light on an important component of federal-provincial dynamics, yet there was not enough time for the witnesses to explore it in depth.

Conservatives urge the Committee to ensure we do not infringe on the jurisdiction of the provinces and are working collaboratively with our provincial counterparts.

Supplementary Recommendation 2: The federal government should recognize that much of the responsibility for removing barriers to pay equity in post secondary institutions falls to the institutions themselves.

The committee heard often about the responsibility of universities to act on this issue, yet Conservative members felt that this principle was not adequately reflected in the end report. An example occurred when MP Michelle Rempel Garner questioned Dr. Susan Prentice, who suggested that the university administration could do more to ensure pay equity between men and women. She discussed that Canadian Universities should be required to track more closely and, through a database, what they are paying their staff and allow the government access to it. She said that:

“Institutional autonomy needs respecting, there also needs to be accountability. Universities themselves, if required to report externally, will pay more attention internally.”⁷

Dr. Prentice’s point is crucial as she acknowledges that the universities will ultimately be the ones to fix the issue of pay equity and stresses their autonomy. Further, many witnesses called on the universities themselves to collect more data on pay equity for women and other marginalized groups to allow a broader understanding of the situation. Dr. Joy Johnson says Simon Fraser University is working hard to collect more data that will enable their campus to identify diversity objectives and ensure pay equity.⁸ It was often a consensus that universities need to complete further research and collect further data to ensure that the corrective steps they will take will ensure equity in pay for everyone within their employment.

Supplementary Recommendation 3: The federal government must ensure that federally managed research granting programs do not enable discriminatory hiring practices.

In response to a high profile case of applicants being discriminated against based on the requirements in a federally funded Canada Research Chair job posting, Quebec’s national assembly passed a motion that both expressed a commitment to merit-based hiring on university campuses and rejected the imposition of racial or gender quotas by the federal government.

Conservative members of the committee agree with the principle of this motion, and believe that pay equity should be achieved by removing barriers that prevent the achievement of that goal, not by instituting new discriminatory hiring practices.