



FACT SHEETS ON PUBLISHED REPORTS

The Policy Research Fund at Status of Women Canada supports independent, policy research on gender equality issues. The Policy Research Fund supports research that identifies policy gaps, trends and emerging issues, and provides policy options and concrete recommendations for alternative solutions.

This updated kit contains fact sheets on the reports published through the Policy Research Fund since 1998 and incorporates fact sheets found in the previous edition of the kit. The fact sheets are organized by theme, one for each call for proposals. The themes are:

- Custody and Access
- Women and the *Canadian Human Rights Act*: A collection of policy research reports
- The Canada Health and Social Transfer and its Impact on Women
- Women's Access to Justice
- The Changing Role of the State, Women's Paid and Unpaid Work, and Women's Vulnerability to Poverty
- Factoring Diversity into Policy Analysis and Development: New Tools, Frameworks, Methods and Applications
- Integration of Diversity into Policy Research, Development and Analysis
- Women and the Canadian Tax System
- Reducing Women's Poverty: Policy Options, Directions and Frameworks
- The Intersection of Gender and Sexual Orientation: Implications of Policy Changes for Women in Lesbian Relationships
- Trafficking in Women: The Canadian Dimension
- First Nations Women, Governance and the *Indian Act*
- Young Women at Risk

This kit also contains fact sheets on a number of reference papers.

Research is continuing on the following themes:

- Where Have all the Women Gone: Shifts in Policy Discourses
- Women's Access to Sustained Employment with Adequate Benefits: Public Policy Solutions
- Trade Agreements and Women

As reports are published they are made available for downloading on our web site. You will be receiving fact sheets on newly published reports in annual updates to this kit.

We invite you to visit our web site at www.swc-cfc.gc.ca. You could also call us at (613) 995-7835 or fax a request to (613) 957-3359.



CUSTODY AND ACCESS

In February 1997, the federal government announced that it would hold a joint Senate-Commons review of custody and access issues in February, 1998. To ensure that there would be thoughtful submissions to these hearings, in September, 1997 the Policy Research Fund issued an urgent targeted call for proposals on spousal violence and mobility rights in custody and access disputes. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Relocation of Custodial Parents*, by Martha J. Bailey and Michelle Giroux
- *Spousal Violence in Custody and Access Disputes: Recommendations for Reform*, by Nicholas M. C. Bala, Lorne D. Bertrand, Joanne J. Paetsch, Bartha Maria Knoppers, Joseph P. Hornick, Jean-Fran ois Noel, Lorraine Boudreau, Susan W. Miklas

These policy research projects were published in March, 1998.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contribution to this objective.

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CUSTODY AND ACCESS

Relocation of Custodial Parents

Martha J. Bailey and Michelle Giroux

In this study, the authors argue that in cases of custody relocation disputes, the best interests of the child should be the most important consideration. Canada's current law on relocation is set out in the *Divorce Act*. The authors suggest that some aspects of the law should be maintained, such as:

- the potential negative effect of restricting the custodial parent from moving
- the economic challenges faced by many custodial parents, most of whom are women
- that supporting the decisions made by custodial parents is advantageous to the child.

However, the authors suggest that other aspects of the law need to be clarified or improved. They recommend, for example, that the law should recognize that continuing contact with each parent is only one of many factors associated with positive outcomes for children. The wishes of the child are also important, especially as the child ages. Because non-removal orders infringe on the rights and freedoms of the custodial parent, they should only be granted if they are in the best interests of the child. Finally, while custodial parents should not have to prove that a move is necessary, the authors suggest that the reasons behind the move should be taken into account.

The authors state that the law could be made more practical by requiring custodial parents to inform the other parent or the court of a proposed move, and by requiring custodial parents to propose new arrangements for access (with provisions for cases involving the risk of domestic violence). The authors also conducted an extensive review of custody access models in Canada and other countries. Regardless of the model (shared

parenting or sole custody), they found that relocation is a source of conflict.

1998, 74 pages

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Martha Bailey, LL.B. (Toronto), LL.M. (Queen's), D. Phil. (Oxford), is an associate professor in the Faculty of Law at Queen's University. She has served as the legal research specialist for a CIDA-funded project furthering the protection of women's rights in China. Her areas of specialty include family law and private international law.

Michelle Giroux, B.C.L. (Ottawa), M.A. Medical Law and Ethics (University of London), is a professor in the Faculty of Law, Civil Law Section, at the University of Ottawa. Her fields of specialization are human rights and family law, as well as medical law.



CUSTODY AND ACCESS

Spousal Violence in Custody and Access Disputes: Recommendations for Reform

Nicholas M.C. Bala, Lorne D. Bertrand, Joanne J. Paetsch, Bartha Maria Knoppers, Joseph P. Hornick, Jean-François Noel, Lorraine Boudreau, and Susan W. Miklas

This study compares legislation and policies on child custody and access disputes involving spousal violence in Canada and other jurisdictions, including the United Kingdom, Australia, New Zealand and the United States.

The authors make 24 recommendations for reforms in Canada, addressing both the application of the laws regarding custody and access disputes and larger social actions necessary to effectively implement those laws.

They state that when domestic violence is an issue, the safety of the abused parents and children should be of paramount concern and recommend specifically the following:

- Custody, sole or joint, should not be awarded to the perpetrators of domestic violence.
- Flight from the matrimonial home for fear of safety should not be a factor in custody and access disputes.
- Legislation should allow for non-disclosure of the abused spouse's residence, and allow a court to require perpetrators of domestic violence to undertake counseling or treatment as a condition of custody or access.
- Legislation should place restrictions on the use of mediation in cases of domestic violence.

They also state that governments have a responsibility in such custody and access disputes to be proactive in supporting safety. For example,

- Provincial and territorial legislation should provide for quick and inexpensive access to the courts, and expeditious granting of interim custody and access orders in cases of domestic violence.
- Provincial and territorial governments should provide funding for women's shelters and offer programs for access and exchange supervision.

1998, 82 pages

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A multidisciplinary team of researchers led by Nicholas Bala and coordinated by the Canadian Research Institute for Law and the Family undertook this study. Prof. Bala teaches family and children's law at Queen's University. Prof. Susan Miklas is also from Queen's University, while Drs. Joseph Hornick and Lorne Bertrand and Joanne Paetsch are from the Institute. Prof. Bartha Knoppers, Jean-François Noel and Lorraine Boudreau are experts in civil law and the family from the Centre de recherche en droit public at the Université de Montréal.





WOMEN AND THE CANADIAN HUMAN RIGHTS ACT (CHRA)

A Collection of Policy Research Reports

On April 8, 1999 the Honourable Anne McLellan, Minister of Justice announced a review of human rights protection in Canada. The Minister appointed a review panel and asked that the panel report to her with recommendations for improving the *Canadian Human Rights Act* (CHRA) by April, 2000. The review panel began a series of consultations with employers, labour organizations, equality advocacy groups, federal government departments and other interested parties in September, 1999.

Given the need to ensure a gender perspective in the public debate, an urgent call for research proposals on *Women and the Canadian Human Rights Act* was issued in June, 1999 by the Policy Research Fund. The proposals were assessed by Status of Women Canada and external reviewers, and the following four research projects were selected for funding:

- *Should the CHRA Mirror the Charter?*, by Donna Greschner and Mark Prescott
- *Women's Substantive Equality and the Protection of Social and Economic Rights under the Canadian Human Rights Act*, by Martha Jackman and Bruce Porter
- *Women's Economic Inequality and the Canadian Human Rights Act*, by Shelagh Day and Gwen Brodsky and
- *Sexual Harassment Complaints and the Canadian Human Rights Commission*, by Sandy Welsh, Myrna Dawson and Elizabeth Griffiths.

This collection of policy research projects was published in September, 1999.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contribution to this objective.

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WOMEN AND THE CANADIAN HUMAN RIGHTS ACT (CHRA)

Should the CHRA Mirror the Charter?

Donna Greschner and Mark Prescott

In this report, the authors examine whether amending the Canadian Human Rights Act to include an open-ended clause prohibiting discrimination on grounds other than those specifically listed in the Act, would help to eliminate current economic inequalities experienced by women. They conclude that an open-ended clause does not produce sufficient benefits to justify adding it to the CHRA.

Since its inception, Canadian human rights legislation, with only several exceptions, has prohibited discrimination on a closed list of grounds. Claimants must show that they suffer discrimination on the basis of one or more of the prohibited grounds, such as sex or race. The Canadian Human Rights Act contains 11 such prohibited grounds. In contrast, section 15 of the Canadian Charter of Rights and Freedoms, which entrenches constitutional equality rights, prohibits discrimination generally and then specifically enumerates seven prohibited grounds.

The authors review several ways in which an open-ended clause could be incorporated into the CHRA, such as prohibiting discrimination:

- “without reasonable cause”, thus excluding any unreasonableness regardless of whether the differential treatment was related to stereotypes or prejudice about group membership;
- based on stereotypes about group membership;
- on the basis of both enumerated and analogous grounds, which reflects Section 15 of the Charter.

Concerned that more problems rather than solutions would arise, the authors dismiss these approaches, and ultimately the notion of an open-ended clause in the CHRA.

1999, 45 pages

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Phone: (613) 995-7835
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Donna Greschner is a professor of law at the University of Saskatchewan with expertise in human rights and constitutional law. From 1992 to 1996 she served as Chief Commissioner of the Saskatchewan Human Rights Commission.

Mark Prescott has a Bachelor of Law from the University of Saskatchewan. He has worked as a research assistant on studies examining human rights law.





WOMEN AND THE CANADIAN HUMAN RIGHTS ACT (CHRA)

Women's Substantive Equality and the Protection of Social and Economic Rights under the *Canadian Human Rights Act*

Martha Jackman and Bruce Porter

The authors of this study argue that the inclusion of social and economic rights should be fundamental components of the Canadian Human Rights Act. This would bring Canada into compliance with its international human rights obligations, and it would ensure that human rights law promotes equality of all Canadian women.

Including social and economic rights in the CHRA would not alter the Act's essential character or purpose, according to the authors. Rather, it would build on what has already been recognized, internationally and domestically, as implicit in the guarantee of dignity and equality. The authors propose amendments to recognize the right to adequate food, clothing, housing, health care, social security, education, work which is freely chosen, child care, support services and other fundamental requirements for security and dignity of the person. They recommend that denying any of these rights should be explicitly prohibited.

The authors support their argument with evidence that the Canadian Charter of Rights and Freedoms has not proven sufficient to guarantee adequate food, housing and social assistance to women in poverty. They note that such claims have been rejected on the grounds that social and economic rights are beyond the jurisdiction of human rights commissions and the courts.

According to the authors, if the guarantee of equality in the CHRA is to have meaning for low-income women, it must enable them to challenge discriminatory denials of their social and economic rights. Government should be

held accountable for its failure to meet its international human rights obligations to protect and promote the social and economic rights of women and other disadvantaged groups.

1999, 73 pages

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Martha Jackman is a Professor in the Faculty of Law at the University of Ottawa. She holds a LLM from Yale Law School, and is the author of numerous publications on legal issues related to health and the status of women.

J. Bruce Porter is Executive Director, Centre for Equality Rights in Accommodation. He has a MA from the University of Sussex, and his research interests include equality and housing.





WOMEN AND THE CANADIAN HUMAN RIGHTS ACT (CHRA)

Women's Economic Inequality and the *Canadian Human Rights Act*

Shelagh Day and Gwen Brodsky

This study considers the most effective ways of ensuring that the Canadian Human Rights Act (CHRA) can assist women to challenge rules and policies that maintain and reinforce their economic inequality. In particular, it responds to the question: can adding “social condition” as a new ‘ground’ to the CHRA help? The authors conclude that the addition of this ground will not be sufficient to allow the CHRA to redress women’s inequality more effectively. Instead, they state that the CHRA needs to be re-framed as a law that explicitly goes beyond formal equality. They suggest that the CHRA should recognize group disadvantage, including the specific and persistent disadvantage of women, and it should make an open commitment to the elimination of that disadvantage, in all its forms.

Although the intentions of Parliament may have been different, the CHRA was written in neutral language as a formal equality document, focusing on the rights of the individual. It was based on the assumption that equality would result if people and institutions refrained from treating individuals differently, based on their sex, race or other listed grounds.

A quarter of a century later, the continued presence of women’s poverty and economic inequality suggests that human rights legislation is a less effective tool than what is needed. Women’s poverty and economic inequality are the result of structural and systemic discrimination based on sex, and they are compounded by discrimination based on race or disability. If it is to be successful as a tool for advancing women, the authors assert that any guarantee of equality must address the linkage between gender, race, disability and economic inequality.

According to the authors, the CHRA should be amended to reflect these more sophisticated and current understandings.

1999, 67 pages

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Shelagh Day is co-chair of the Equality Rights Panel of the Court Challenges Program and the President and Senior Editor of the Canadian Human Rights Reporter. She has worked in the human rights field for more than 25 years as a researcher, writer, advisor and advocate.

Gwen Brodsky has practiced law in British Columbia since 1983. She is an expert in human rights issues, with a particular focus on the rights and equality of women, gays and lesbians.





WOMEN AND THE CANADIAN HUMAN RIGHTS ACT (CHRA)

Sexual Harassment Complaints and the Canadian Human Rights Commission

Sandy Welsh, Myrna Dawson and Elizabeth Griffiths

This study contains an extensive analysis of over 450 sexual harassment complaints filed with the Canadian Human Rights Commission by women in both corporate and individual respondents between 1978 and 1993. Its authors found that women's vulnerability to sexual harassment in the workplace is pervasive and widespread, yet complaints filed through the Canadian Human Rights Commission take two years, on average, to be resolved.

The authors also found that complaint dispositions differ between corporate and individual respondents. The four most common remedies employed in sexual harassment complaints are monetary compensation, a letter of apology, harassment-sensitivity classes and the development or amendment of harassment policies in the workplace.

Using descriptive and multivariate analyses, the authors illustrate how the complaints-based model of the Canadian Human Rights Commission currently operates and what factors can play a role in dispositions and their outcomes. They make the following policy recommendations:

- Provide immediate relief to women experiencing harassment who have filed claims with the CHRC.
- Carry out formal conciliation procedures after a CHRC investigation. While this may slow the resolution process the outcomes are better for complainants.

- Use structural remedies more frequently to alter the culture of the workplace.
- Conduct a national study in order to assess current sexual harassment policies and processes in employing organizations.
- Research the benefits and costs of mediation as a quick and effective solution to sexual harassment complaints.

1999, 39 pages

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Sandy Welsh has a Ph.D from Indiana University-Bloomington and is currently Assistant Professor of Sociology at the University of Toronto. Her research focuses on sexual harassment and its consequences.

Myrna Dawson is a Ph.D candidate in sociology and a junior research fellow at the Centre of Criminology, University of Toronto. Along with her work on sexual harassment, Dawson continues research on intimate femicide, the killing of women by male intimate partners.

Elizabeth Griffiths is a Ph.D candidate in sociology at the University of Toronto. Her research interests include criminology, economic sociology and methods.





THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

In July 1996, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *The Canada Health and Social Transfer and its Impacts on Women*. This call identified the need for research on: women who receive social assistance; economic security for families with children; women with disabilities; the availability and affordability of child care services; women and health care; and women's human rights. Proposals were assessed by Status of Women Canada and external reviewers, and the following six research projects were selected for funding:

- *Benefiting Canada's Children: Perspectives on Gender and Social Responsibility*, by Christa Freiler and Judy Cerny
- *The Impact of Block Funding on Women with Disabilities*, by Shirley Masuda
- *Who will be Responsible for Providing Care? The Impact of the Shift to Ambulatory Care and of Social Economy Policies on Quebec Women*, by Denyse Côté, Francine Saillant, Marielle Tremblay, Nancy Guberman and Association féminine d'éducation et d'action sociale (AFfAS)
- *Women and the CHST: A Profile of Women Receiving Social Assistance in 1994*, by Katherine Scott
- *Women and the Equality Deficit: The Impact of Restructuring Canada's Social Programs*, by Shelagh Day and Gwen Brodsky
- *Women's Support, Women's Work: Child Care in an Era of Deficit Reduction, Devolution, Downsizing and Deregulation*, by Gillian Doherty, Martha Friendly, Mab Oloman and Julia Mathien

These policy research projects were published in March, 1998.

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WOMEN'S ACCESS TO JUSTICE

Access to Justice for Sexual Harassment Victims: The Impact of *Béliveau St-Jacques* on Female Workers' Rights to Damages

Katherine Lippel and Diane Demers

On June 20, 1996, the Supreme Court of Canada handed down a decision which held that an employee who suffered sexual harassment in the workplace could not bring an action for compensatory and exemplary damages against either her employer or her harasser. The case was *Béliveau St-Jacques v. Fédération des employées et employés de services publics inc. (Béliveau St-Jacques)*.

According to the authors of this study, this decision could affect the rights of all victims of sexual harassment in the workplace in Quebec, and possibly across Canada. With many unanswered questions in the wake of the *Béliveau St-Jacques* decision, as well as unresolved jurisdictional issues, the authors suggest that an amendment to the Quebec Charter of Human Rights and Freedoms is urgently required to avoid revictimizing women. The amendment would give every victim the option of seeking damages from the employer and/or harasser in place of benefits from the Commission de la santé et de la sécurité du travail (CSST). In addition, write the authors, civil actions should be permitted against the harasser, and victims should be entitled to CSST compensation for violations of sections 10 and 10.1 of the Charter.

Although it is meant to be limited to women who have won compensation from the CSST, the decision prohibits women whose health has been affected by a harassment experience at work from seeking exemplary damages. Moreover, the jurisdictional limits of the Commission des droits de la personne and the Tribunal des droits de la personne over claims relating to sexual harassment in the workplace remain unclear.

According to the authors, adopting a single model to address all sexual harassment claims cannot deal fairly with the full range of claims and increases victim vulnerability. Though it is unreasonable to be doubly compensated for the same injury, women should be allowed a guarantee of an award of damages, irrespective of the length of disability. They assert that the awarding of moral and exemplary damages is essential to providing a safe and productive work environment.

1998, 46 pages

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Katherine Lippel and Diane Demers teach in the law department of l'Université du Québec à Montréal. Their research interests include labour law, and women, work and the law. Previous related research includes international law, occupational health and safety and discrimination.





WOMEN'S ACCESS TO JUSTICE

The Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *Women's Access to Justice* in July 1996. Identified as an immediate research need, the proposals were assessed by Status of Women Canada and external reviewers, and the following four projects were selected for funding:

- *Access to Justice for Sexual Harassment Victims: The Impact of Béliveau St-Jacques on Female Workers' Rights to Damages*, by Katherine Lippel and Diane Demers
- *A Complex Web: Access to Justice for Abused Immigrant Women in New Brunswick*, by Baukje Miedema and Sandra Wachholz
- *Family Mediation in Canada: Implications for Women's Equality*, by Sandra A. Goundry, Yvonne Peters and Rosalind Currie, Equality Matters! Consulting
- *Getting a Foot in the Door: Women, Civil Legal Aid and Access to Justice*, by Lisa Addario, NAWL

This collection of policy research projects was published in March, 1998, with the exception of *Getting a Foot in the Door*, which was published in December, 1998.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contribution to this objective.

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THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

Women’s Support, Women’s Work: Child Care in an Era of Deficit Reduction, Devolution, Downsizing and Deregulation

Gillian Doherty, Martha Friendly and Mab Oloman

This study documents that child care in Canada is becoming ever more precarious as affordability and availability of regulated spaces decreases. Recognizing that child care plays a critical role in promoting equality for women, the authors of this study discuss some options to develop a national child care plan. They suggest that the National Children’s Agenda may provide a window of opportunity for doing so.

They note that while Canada’s child care policies have never seemed adequate, federal funding reductions coupled with provincial downsizing in the 1990s led to a renewed child care crisis. Between 1990 and 1996, financial grants to child care programs were either stopped, frozen, or decreased in most provinces and territories. Fees for child care increased across Canada, and average family incomes decreased. Child care fee subsidies generally failed to keep pace with these changes. Decreased affordability and availability of regulated spaces resulted from programs closing or downsizing because they could not cover their operating costs.

With the 1996 introduction of the Canada Health and Social Transfer there was a clear shift from federal funding and involvement in social programs to a growing provincial role and reliance on the tax system for income redistribution. The authors state that the CHST is likely to exacerbate current problems with child care. They further suggest that in this political climate, it is difficult

to identify an approach that would halt the deterioration of child care services in Canada. However, they assert, the availability of affordable, high quality child care is a crucial component in other national strategies to promote optimal development for all children, reduce incidences of child poverty, develop a healthy economy, and to promote women’s economic and social equality.

1998, 95 pages

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Gillian Doherty is an adjunct professor of Family Studies, University of Guelph, and an independent consultant doing research and policy analysis on child care issues.

Martha Friendly is Coordinator of the Childcare Resource and Research Unit and an adjunct professor at the Urban Centre at the University of Toronto.

Mab Oloman is Coordinator of Childcare Resource and Information Services at the Westcoast Child Care Resource Centre in Vancouver.





THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

Women and the Equality Deficit: The Impact of Restructuring Canada’s Social Programs

Shelagh Day and Gwen Brodsky

This book is about the relationship between women’s equality and the federal government’s repeal of the Canada Assistance Plan (CAP) and its introduction of the Canada Health and Social Transfer (CHST) in 1995.

This shift in policy affects the roles of the federal and provincial governments in the provision of social programs. However, the authors state that it is part of a pattern of national and international economic policy-making that is deepening women’s inequality.

Before the CHST was introduced, CAP provided Canadians with a right to social assistance when in need, taking into account basic requirements. The CHST eliminates the conditions that were formerly attached to social assistance spending.

According to the authors, for women — who are poorer than men, more vulnerable to domestic violence, and more likely to be caregivers for children and older people — the diminished commitment to social programs, services and national standards has significant immediate and long-term consequences. They assert that the impact is more drastic for women who are single mothers, elderly, Aboriginal, immigrants, members of visible minorities or living with disabilities.

The authors assert that there is a disturbing disconnection between the economic and social policy decisions affecting women’s lives and the commitments that have been made over the last five decades, both

domestically and internationally, to the equality of all women. They make recommendations for new standards for social programs that will move women closer to equality, and for a monitoring body to hold governments accountable.

1998, 166 pages

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Shelagh Day is co-chair of the Equality Rights Panel of the Court Challenges Program and the President and Senior Editor of the Canadian Human Rights Reporter. She has worked in the human rights field for more than 25 years as a researcher, writer, advisor and advocate.

Gwen Brodsky has practiced law in British Columbia since 1983. She is an expert in human rights issues, with a particular focus on the rights and equality of women, gays and lesbians.





THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

Women and the CHST: A Profile of Women Receiving Social Assistance in 1994

Katherine Scott

The Canada Health and Social Transfer that was announced in the 1995 federal budget represented a fundamental change in the administration and funding of social programs in Canada. In order to assess the impact of this fundamental shift in policy, this study offers a comprehensive portrait of women on social assistance in 1994 — the year prior to the announcement of the CHST — including their demographic, labour market and income characteristics. It also takes into account differences based on age, family status, the presence of dependent children, ethnicity, immigration status, ability, housing tenure and region.

The study finds that lone-mothers and unattached women were more likely to live in poverty and receive social assistance than were other groups. Mothers of young children were also at high risk for relying on social assistance, although the largest group receiving support was composed of married or common-law women living with a male partner. The author suggests that changes to provincial social assistance will affect the economic security of women who currently rely on the program and of many others who may be in need of income support in the future.

The rate of women in receipt of social assistance was about the same across Canada, although women in the Prairie provinces, regardless of family type, had lower rates. Social assistance receipt was also transitional. In any given year, many women receiving social assistance also spent time in the labour force, and may only have

needed social assistance on a short-term basis. For other women, social assistance made up a very large share of their total family income. Visible minority women had lower rates of social assistance receipt than non-visible minorities, but recent immigrant women were more likely than others to receive social assistance, as were women with disabilities.

1998, 100 pages

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Katherine Scott is a Ph.D candidate in political science at York University and a senior policy associate at the Canadian Council on Social Development. Her research focuses on women and the labour force, poverty and child and family well-being.





THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

Who will be Responsible for Providing Care?

The Impact of the shift to Ambulatory Care and of Social Economy Policies on Quebec Women

Denyse Côté, Éric Gagnon, Claude Gilbert, Nancy Guberman, Francine Saillant, Nicole Thivierge, and Marielle Tremblay

This study examines the impact on women of changes in Quebec's social and health services policies. Since 1996, the Quebec government has restructured health care delivery. As a result, there has been a systematic shortening of hospital stays, an increase in day surgery and the widespread use of ambulatory services. According to the authors of this study, women are being harmed as a result of these reforms and steps must be taken to correct the problems that threaten their well-being.

The authors assert that the restructuring of health and social services has caused working conditions in these areas to deteriorate. This particularly affects women, who form the majority of workers in these fields. Furthermore, transferring some forms of care delivery from health facilities to patients' homes has resulted in greater responsibilities for relatives or close friends, the vast majority of whom are women. This has had direct repercussions on women's finances, health and general well-being and in their personal, family and professional lives. It also has had a direct impact on the quality of care. The study finds that caregivers are overworked, and patients' relatives are not always qualified or capable of delivering the often complex and necessary care.

This study also addresses the general effects of the government's social economy policies on women, and issues related to the activities of the regional committees

which are responsible for overseeing funding in the social economy.

1998, 120 pages

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This research project was carried out for the Association féminine d'action et d'éducation sociale (AFEAS) by a multidisciplinary research team coordinated and lead by Professor Denyse Côté. Ms. Côté is a sociologist and political scientist with the Department of Social Work of the Université du Québec à Hull; she specializes in community organization, the family and gender relations. The other members of the team were: Nancy Guberman, social worker, professor at the Université du Québec à Montréal; Francine Saillant, anthropologist with Laval University; Nicole Thivierge, historian and professor at the Université du Québec à Rimouski; Marielle Tremblay, political scientist, Université du Québec à Chicoutimi; Éric Gagnon, sociologist with the Quebec Department of Public Health; and Claude Gilbert, historian with the Université du Québec à Chicoutimi.





THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

The Impact of Block Funding on Women with Disabilities

Shirley Masuda

Most Canadians are unaware of the changes brought about by block funding for health, education, welfare, and social services, which have been consolidated under the Canada Health and Social Transfer (CHST). Although these cuts affect all persons with disabilities who rely on social services, the changes have had a particularly negative impact on approximately 60 per cent of all women with disabilities, according to the author of this study.

Using focus groups, the author found that changes under the CHST have left many women with disabilities living in fear of being cut off welfare. Women with hidden disabilities are especially fearful, knowing that work is not a reasonable expectation for them. Volunteering at local disability societies now also puts them at risk of losing their benefits. Women with disabilities seem less favoured than men for program assistance. New programs are needed which target women with disabilities who have never been employed and who do not currently have the skills to compete for entry into the workplace.

The author also found that cuts to medical services have resulted in the closure of smaller hospitals (often increasing the commute for treatment), reduced care, early discharge, and the elimination of home care. She reports that cuts in home-care services mean that women's basic daily needs are unmet, and the availability and repair of required aids has been severely reduced. Women with disabilities also fear losing their position as

parents as their children become caregivers for them and their other children.

According to the author, the lives of institutionalized women with disabilities have also been severely affected by staff and program cuts. For example, there have been reported incidents of abuse and neglect and of unqualified staff caring for them. She also states that women in psychiatric institutions are being released with nowhere to go and no support system, often ending up on the street.

1998, 47 pages

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Shirley Masuda has been a researcher and representative of DisAbled Women's Network Canada (DAWN) for over 10 years. She has been active in womens' disability issues and has authored numerous manuals, reports and self-help guides for women with disabilities.



THE CANADA HEALTH AND SOCIAL TRANSFER (CHST) AND ITS IMPACTS ON WOMEN

Benefiting Canada's Children: Perspectives on Gender and Social Responsibility

Christa Freiler and Judy Cerny

The authors of this study assert that the Canada Health and Social Transfer (CHST) and the decreased involvement of the federal government in social policy have severely weakened Canada's already fragile framework of family support. They state that this is further exacerbating problems of child poverty and women's economic vulnerability. Both of these are rooted in a societal undervaluing of parenting, an ambivalence toward the role of women, and the failure of the labour market and the social security system to ensure adequate incomes for families with children.

The authors recommend that a social responsibility framework be adopted to replace the individual responsibility model and notions of "gender neutrality" so prevalent in government social reforms. This would include a broader set of social responsibility goals, specific targets and recognition of the legitimacy and value of caring for children.

In their assessment, the scale of the child benefit is inadequate; the capacity of labour markets is not properly understood; the value and legitimacy of caring for young children is not recognized; the importance of child care is not taken into account; and the need for a strong and distinctive federal government role is underestimated.

Their recommendations to address these shortcomings include the following:

- Allow parents on social assistance to retain all or part of the enhanced child benefit.
- Improve the child benefit so economically vulnerable women and other modest income families will see an improvement.
- Make a commitment to reduce the rate of child poverty by 50% in the next five years.
- Develop an action plan on child care.
- Introduce a family leave or family care supplement as a support to families and an alternative to social assistance.
- Establish targets and develop a plan to increase the supply of good jobs at decent wages.

1998, 99 pages

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Christa Freiler has a MSW in social policy from the University of Toronto, and is the Program Director for the Child Poverty Action Group, a public-interest policy research organization.

Judy Cerny has a MA in social work from York University. She works as an independent social policy researcher and analyst, primarily in the area of child poverty.



WOMEN'S ACCESS TO JUSTICE

A Complex Web: Access to Justice for Abused Immigrant Women in New Brunswick

Baukje Miedema and Sandra Wachholz

According to this study, cultural norms and structural oppression combine to create significant barriers to the justice system for abused immigrant women in New Brunswick.

The authors conducted focus groups in locations ranging from small towns to larger cities with 48 women from diverse countries of origin. They found that language barriers, perceived racism in the criminal justice system and social service agencies, and a lack of adequate ethno-cultural services and representation formed disincentives for immigrant women to seek help in cases of abuse. They also identified dependency on the abuser for financial support and immigration sponsorship, and a lack of knowledge of criminal and civil legal protection from a violent husband or partner as obstacles to the justice system for this group.

This report includes a number of recommendations to improve policy and services to ease access to the criminal justice system for abused immigrant women. These include the following:

- Provide cultural sensitivity training to justice personnel.
- Explain immigration procedures regarding sponsorship and woman abuse to justice personnel.
- Employ more ethnic service providers.
- Create more support services for immigrant families in conflict.
- Provide information to immigrants about legal rights and issues surrounding woman abuse before, during, and after entry into Canada.

- Increase collaboration between immigrant/refugee agencies and woman abuse projects/shelters.
- Develop educational strategies for personnel in places where immigrant/refugee communities regularly gather.

1998, 43 pages

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Dr. Baukje (Bo) Miedema is the coordinator of the Research Team on Family Violence in Immigrant Communities in New Brunswick, and a Research Associate with the Dalhousie University Family Medicine Teaching Unit in Fredericton, NB.

Dr. Sandra Wachholz teaches criminology at the University of Southern Maine. Her research interests include the link between structural oppression and violence against women.



WOMEN'S ACCESS TO JUSTICE

Family Mediation in Canada: Implications for Women's Equality

Sandra A. Goundry, Yvonne Peters and Rosalind Currie, Equality Matters! Consulting

Family mediation in Canada has become increasingly popular, partly as a response to the many problems associated with the traditional family justice system, and partly due to its time- and cost-saving benefits. In this study, the authors find that family mediation services claim to be “neutral and bias-free,” yet they ignore the serious social and economic inequalities experienced by women in general, and women accessing the family justice system in particular.

The authors examine concerns with family mediation raised by women's advocates and feminist academics, and respond to the question “does family mediation promote women's equality, or does it in fact undermine it?” Using an extensive literature review and interviews with key informants from four publicly-funded family mediation services, the authors identified the following concerns with family mediation services:

- Many women who are disadvantaged due to barriers within the family justice system do not use the services.
- The services do not provide adequate support for women leaving relationships characterized by a power imbalance.
- Women are pressured to choose mediation over other forms of dispute resolution, which erodes the voluntariness of the system.
- Mediators lack authority to ensure that parties fully disclose financial information.
- Many publicly-funded mediation programs do not provide on-site legal assistance or access to legal aid.
- No structures or processes exist to ensure that mediators are accountable.

The authors recommend that further research, analysis and evaluation should be undertaken on the impact of legal aid, funding cutbacks, and government efforts to reduce deficits on family mediation programs and women's rights. They also state that family mediation services should be based on principles that support women and their children.

1998, 168 pages

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Sandra Goundry, Yvonne Peters and Rosalind Currie are the principal legal consultants of Equality Matters! Consulting. They each bring over 10 years of experience in the human rights and social justice fields in Canada and more recently, internationally. The consulting group provides a wide range of legal consulting, policy development and research services which often includes an education and training component. The principal consultants are part of a wide network of those devoted to human rights and social justice issues, particularly as they relate to gender, disability and sexual identity.



OTHER PUBLICATIONS

Statistics Canada Data Sources on Immigrant Women

This Guide was produced by Statistics Canada to give users an indication of the diversity of data available on immigrant women. The report summarizes the general purpose, geography, available characteristics, year(s) the survey was conducted, and sample size for immigrant women in the Census and in other on-going sample surveys that include this population. It also includes a contact name and number for each survey.

However, users should note that for most surveys other than the Census, the sample size for immigrant women may be quite small, and, as a result, the range of variables and possible disaggregations may be limited.

Data sources discussed in the document include:

- Census of Population
- General Social Survey
- Longitudinal Immigration Database
- Survey of Consumer Finances
- Household Facilities and Equipment Survey
- Family Expenditure Survey
- Food Expenditure Survey
- National Longitudinal Survey of Children and Youth
- National Population Health Survey
- Survey of Labour and Income Dynamics

1997, 19 pages

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OTHER PUBLICATIONS

Finding Data on Women: A Guide to Major Sources at Statistics Canada

Statistics Canada produced this Guide as a reference tool to give women's groups, organizations, policy analysts and other data users a comprehensive overview of the scope and diversity of data available on Canadian women.

Although readers will not find any data or statistics *per se*, they will find information on how and where to find data and statistics, analytical articles, and monographs on a wide range of economic, social and legal issues related to gender equality. In addition to information on the array of existing data on women over time, the Guide describes some of Statistics Canada's new initiatives in areas such as unpaid work and economic wealth. It includes bibliographical sources, contact names and other resources for those interested in further research and information. For those less familiar with Statistics Canada data, it includes a general overview of different ways that data are published and disseminated.

The many topics covered in this guide include demographics, housing and wealth, family status and living arrangements, paid and unpaid work, income, health and well-being, and violence and the justice system. Readers will also find information on the existing data sources for Aboriginal women, immigrant women, visible minority women, and women with disabilities. For other groups of women, including lesbians, no national statistical data are available at present.

1998, 162 pages

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OTHER PUBLICATIONS

Gendering Immigration/ Integration: Policy Research Workshop Proceedings and A Selective Review of Policy Research Literature 1987-1996

This report contains a literature review and the proceedings of a workshop sponsored by Status of Women Canada (SWC) which took place in March 1997 at the *First National Conference Responding to Diversity in the Metropolis: Building an Inclusive Research Agenda*. The workshop, entitled “gendering immigration/ integration policy research”, had four main objectives including:

- to define approaches and strategies that will result in gender immigration research;
- to identify current policy questions;
- to identify knowledge gaps and suggest priorities;
- to contribute to the future work of the Centres of Excellence on Immigration and Integration and to the research program of SWC.

Presentations by invited speakers included:

- Gendering Policy Research on Immigration
- Methodological Issues in Gendering Immigration Research: Generation(s) and Regeneration
- Gendering Immigration/ Integration Policy Research: Research Gaps
- “Gender” is not a “Dummy”: Research Methods in Immigration and Refugee Studies

This report also includes a selected review of policy research literature on immigrant and refugee women in Canada. The review provides a summary of the themes that have emerged in the field between 1987 and 1996 in work conducted in both English and French. The review demonstrates that there is a significant body of

work that has been undertaken by researchers, academics, government and community groups on the lives and issues relevant to immigrant and refugee women in Canada. However, it also shows that there are some important gaps in knowledge that need to be addressed, particularly as they relate to policy development.

1998, 77 pages

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OTHER PUBLICATIONS

The 1996 Census Unpaid Work Evaluation Study

Leroy O. Stone and Sandra Swain

For the first time, the 1996 Census of Canada contained several questions about unpaid work. The presence of those questions, and the subsequent collection and analysis of the data, have raised concerns about the reliability of the data and the degree to which it can be used to capture the nature and extent of unpaid work in Canada. This study, comprised of three short papers, responds to some of these concerns by evaluating the quality and usefulness of these new data.

The authors acknowledge that no existing body of statistics is without its limitations. New kinds of questions are particularly subject to improvements as experience with their uses grows. The new 1996 Census data on aspects of unpaid work are no exception to this rule.

An examination of the non-response rates to the survey questions, and comparisons with similar questions from another Statistics Canada survey (the General Social Survey), lead the authors to conclude that these data are of a quality similar to that of other, more established Census variables. Therefore, despite some limitations, they suggest that the 1996 Census data on unpaid work can be used to produce research results that are applicable in a wide variety of policy fields. This is particularly true for the research and evaluation of such issues as child care, housework and the care of seniors.

2000, 43 pages

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Leroy Stone is Associate Director General in the Analytical Studies Branch of Statistics Canada, an Adjunct Professor at the University of Montreal, and a Fellow of the Royal Society of the Arts. He is the author, co-author or editor of more than a dozen books dealing with different aspects of Canada's population.

Sandra Swain is a graduate (B.A. Honours, Sociology) from Carleton University. She is currently a senior analyst with the Labour Statistics Division of Statistics Canada where she is responsible for Census data on Occupation and Unpaid Work. Sandra participated in the development work that led to the inclusion of questions on unpaid work for the first time on the 1996 Census.



OTHER PUBLICATIONS

Women and the Economy: Long-Term Policy Research Issues

Monica Townson

This paper was written following consultations held by Status of Women Canada in 1996 in which economic issues emerged as a key priority for research. Within this area, participants in the consultations identified concerns such as the impact on women of globalization and economic restructuring, the economic impact of the federal government's current policies, the importance of women's economic autonomy and paid and unpaid work.

The author of this paper discusses the need for long-term policy research questions relating to women and the economy to recognize the inter-connection between social, economic and political developments. She identifies demographic and possible socio-economic trends for the next five, 10, 15, and 20 years, along with their economic consequences for women. In addition, she suggests the following key areas where long-term policy research questions on economic issues from a gender perspective might be developed:

- labour market trends
- devolution to the provinces
- unpaid work
- women's economic autonomy
- globalization
- aging of the population
- the tax system
- women's poverty
- downsizing government
- new ways to promote women's equality

1997, 9 pages

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Monica Townson is an independent economic consultant, and a freelance journalist specializing in social policy. Her research relates to income security and social programs, labour market issues, and the status of women. She holds a BSc in Economics from the London School of Economics.





OTHER PUBLICATIONS

Gender Equality Indicators: Public Concerns and Public Policies

Proceedings of a Symposium held at Statistics Canada, March 26 and 27, 1998

This publication contains the proceedings from a symposium based on *Economic Gender Equality Indicators*, a joint project undertaken by Federal, Provincial/Territorial Ministers Responsible for the Status of Women. Hosted by Statistics Canada and co-sponsored by Status of Women Canada, Human Resources Development Canada and Health Canada, the symposium brought together experts from across Canada and around the world to discuss four broad themes:

- Gender equality indicators and gender-based analysis
- Paradigms implicit in social and economic indicators
- Best practices for developing, disseminating and using gender equality indicators (GEI)
- Technical problems and data gaps confronting GEI development

The proceedings include the speeches and the background papers that were designed to highlight the four themes of the symposium, as well as summaries of the outcomes of discussion in the related workshops. They also include the welcoming speeches by leaders of the sponsoring departments, and major addresses by leaders of two related bureaus with wide international repute — the Gender Statistics Division of Statistics Sweden, and the Human Development Report Office of the United Nations.

Gender equality indicators are not just about measuring the differences between women and men. They are powerful tools with which we can understand better how we live our lives, how we raise our families, how we work. They are a critical factor in how women and men spend their time — a valuable commodity in an increasingly

complex world, where the development of all of Canada's human resources is critical to our future success.

1999, 202 pages

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OTHER PUBLICATIONS

Aboriginal Women in Canada: Strategic Research Directions for Policy Development

Madeleine Dion Stout and Gregory D. Kipling

This study sets out detailed recommendations for further research and policy development to improve conditions for Aboriginal women. While there is increasing availability of information on Aboriginal women in Canada, the authors point out that this literature is characterized by several serious flaws.

Following an in-depth literature review focusing on Aboriginal women's lives and cultural contexts, the authors conclude that much of the existing material addresses a limited range of issues, despite the diversity of the problems and challenges facing these women. They also find that many writings have a singular, negative orientation and that some groups of Aboriginal women, such as Métis, non-status and Aboriginal women with disabilities, are underrepresented.

To address these flaws, and to fill in gaps which exist in the literature, the authors recommend that further research and policy development be undertaken in a number of areas affecting Aboriginal women, including education, rural-urban migration patterns, family violence, workplace equity, experiences in the criminal justice system and self government. The authors also recommend developing a policy research agenda that places the interests and priorities of Aboriginal women at its centre. Recommendations include the following:

- Foster holism in research.
- Develop and implement longitudinal studies.
- Create a national data base of research activities by or about Aboriginal women.

- Document the problems and challenges of Aboriginal girls, women with disabilities, Métis women, lesbian, elderly and urban Aboriginal women.
- Facilitate Aboriginal women's integration into civil society.

1998, 50 pages

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Madeleine Dion Stout and Gregory D. Kipling have collaborated on several research projects about Aboriginal women, ranging from the impact of Bill C-31 to healthy sexuality, and child and adolescent health. Dion Stout holds a masters degree from the Norman Paterson School of International Affairs at Carleton University, where she teaches in the School of Canadian Studies. Kipling holds a M. A. degree from Carleton University in Geography. He is a consultant in the fields of health policy and human rights.



YOUNG WOMEN AT RISK

On Her Own: Young Women and Homelessness in Canada

Canadian Housing and Renewal Association

with researchers Sylvia Novac, Luba Serge, Margaret Eberle and Joyce Brown

This report explores the causes, demographics and patterns of homelessness among young women (aged 12 to 24) in Canada. It includes case study reports for eight cities — Toronto, Vancouver, Montréal, St. John’s, Halifax, Winnipeg, Edmonton and Yellowknife — based on interviews with more than 100 informants and previously unpublished data.

School difficulties and early school leaving are typical among young homeless women, as previous studies have shown. Pregnancy rates among young homeless women are high. The recruitment of homeless young women into the sex trade is prevalent in larger cities, but appears to be more pervasive, organized and violent in Vancouver.

Toronto has the largest number of shelters and other services designed for homeless youth. However, as in Vancouver and Montréal, there are very few services specifically for young women. Young women generally prefer to align with young men more than with adult women due to a strong peer orientation and distrust of adults. Yet the gender dynamics in youth shelters, drop-in centres and on the street are traditional and oppressive for young women, and sexual violence is commonplace.

Certain sub-groups appear to be over-represented: those in and from care, lesbian and gay youth, Aboriginal youth, and recent refugees or immigrants (in Toronto).

A critical review of programs and policies shows how they fail to assist young women who are homeless and those at risk. The report includes suggestions for change in services and programs, and recommendations for policy directions by various governments.

2002, 99 pages plus appendices

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<http://www.swc-cfc.gc.ca/>
in both official languages.

They are also available in hard copy, while quantities last, from STATUS OF WOMEN CANADA, Distribution Centre, 123 Slater Street, 10th Floor, Ottawa, Ontario K1P 1H9.

Canadian Housing and Renewal Association (CHRA) is a national non-profit association that promotes access to affordable housing for low- and modest-income households and seeks to heighten awareness of affordable housing issues through research and professional development support, and by facilitating networking and communications across many stakeholder groups. Sylvia Novac, Margaret Eberle, Luba Serge and Joyce Brown are researchers and consultants working in the area of homelessness and housing.





YOUNG WOMEN AT RISK

Mental Health Promotion Among Newcomer Female Youth: Post-Migration Experiences and Self-Esteem

Nazilla Khanlou, Morton Beiser, Ester Cole, Marlinda Freire, Ilene Hyman and Kenise Murphy Kilbride

Over a decade ago, the Canadian Task force on Mental Health Issues Affecting Immigrants and Refugees identified youth and women as groups with special needs. This report presents the finding of a research project examining mental health promotion issues among newcomer female youth. The research attempts to address the unique influences on the mental health of newcomer female youth and to identify context-specific actions which could inform mental health promotion policies and program initiatives.

Several focus groups were held in Toronto with female newcomer youth as well as their parents, educators, and other community support professionals. The findings from the various sources of data are presented, and policy implications and recommendations are proposed.

The authors emphasize the importance of value clarification in policy and program development and implementation, and propose principles to guide policy initiatives and mental health promotion strategies directed at newcomer female youth. Recommendations are made for the education system, health and social services systems, and resettlement services.

2002, 73 pages

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Nazilla Khanlou is an Assistant Professor in the Faculty of Nursing at the University of Toronto and at the Culture, Community and Health Studies program at the Centre for Addiction and Mental Health.

Morton Beiser is the David Crombie Professor of Cultural Pluralism and Health at the Clarke Institute and the University of Toronto. He chaired the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees.

Ester Cole is a psychologist in private practice.

Marlinda Freire is a staff psychiatrist at the Hospital for Sick Children, and Chief of Psychiatric Services at the Toronto District School Board.

Ilene Hyman is a Research Scientist at the Centre for Research in Women's Health, Sunnybrook and Women's College Health Sciences.

Kenise Murphy Kilbride is a Professor in the School of Early Childhood Education at Ryerson University who has written extensively on immigrant youth.



YOUNG WOMEN AT RISK

In September 1999, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *Young Women at Risk*. In spite of the progress made in recent decades, young women still represent a social group much at risk, especially with respect to their physical and mental health, their professional future and their socio-economic situation. They face a variety of problems that are often interrelated. Researchers were asked “How can government policies create better conditions for the growth and development of these young women *at risk*, from childhood through the transition years to adulthood?” The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Mental Health Promotion among Newcomer Female Youth: Post-Migration Experiences and Self-Esteem*, by Nazilla Khanlou, Morton Beiser, Ester Cole, Marlinda Freire, Ilene Hyman and Kenise Murphy Kilbride
- *On Her Own: Young Women and Homelessness in Canada*, by the Canadian Housing and Renewal Association with Sylvia Novac, Margaret Eberle, Luba Serge, and Joyce Brown

These policy research projects were published in 2002.

Status of Women Canada’s Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contributions to this objective.

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FIRST NATIONS WOMEN, GOVERNANCE AND THE *INDIAN ACT*: A COLLECTION OF POLICY RESEARCH REPORTS

First Nations Governance, the *Indian Act* and Women's Equality Rights

Wendy Cornet

The author examines the history and rationale for the section 67 exemption of *Indian Act* matters from the *Canadian Human Rights Act* in the context of First Nations women's equality interests in governance. The multifaceted nature of First Nations women's equality interests in governance issues under the *Indian Act* is identified — gender, race, nationality, residence, family status and marital status. Barriers to the full realization of First Nations women's equality rights are examined, particularly issues relating to the Indian status and the band membership entitlement system, and decision making by *Indian Act* band councils that reflects the arbitrary legal distinctions made in the Act. Both factors have had a particularly negative impact on the equality rights of First Nations women reinstated under the 1985 amendments to the *Indian Act*. The author concludes that the original rationale for the section 67 exemption is no longer valid. Recommendations are made for a consultation process with First Nations to examine this issue and to encourage dialogue within the First Nations community regarding First Nations' perspectives on human rights in a manner that would advance the equality rights interests of First Nations women

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Wendy Cornet (nee Moss) is a consultant resident in Ottawa. She received her L.L.B. in 1983 (U.B.C.) and has worked for several national and regional Aboriginal peoples organizations since 1970. She has held positions in government as a legal research officer and as Executive Assistant to the Honourable Ethel Blondin-Andrew, P.C., M.P.

2001, 46 pages



FIRST NATIONS WOMEN, GOVERNANCE AND THE *INDIAN ACT*: A COLLECTION OF POLICY RESEARCH REPORTS

First Nations Women and Governance: A Study of Custom and Innovation among Lake Babine Nation Women

Jo-Anne Fiske, Melonie Newell and Evelyn George

In this report, the authors explore whether the *Indian Act* should be amended to provide for more equitable governing powers between First Nations women and men, and how new regulations and policies could improve the political participation of First Nations women. These questions are investigated through the responses of women of the Lake Babine First Nation of central British Columbia, which are then compared to published analyses of women and First Nations governance.

Recognizing that gender equity cannot be mandated by policy but requires broad social changes, the women of the Lake Babine First Nation proposed changes to government policies, to education, healing programs and cultural revitalization. They confronted the weaknesses and limits of the current system of elected councils mandated by the *Indian Act* with recommendations that policies be instituted to define the roles of elected councillors, to separate political and administrative powers, to define fiscal policies and to improve communications between women and their community government and other levels of government.

2001, 46 pages

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Jo-Anne Fiske has conducted research with the women of the Lake Babine Nation since 1993, as well as on issues of governance, health, and traditional land and resource use with women of the Saik'uz First Nation. Currently, she is an associate professor of First Nations Studies and Women's Studies at the University of Northern British Columbia (UNBC). Melonie Newell is a graduate student in the Gender Studies program at UNBC. Her research interests include Aboriginal women's health, governance, and the gendered nature of medical technology and primary health delivery. Evelyn George is a member of the Lake Babine Nation. She has served as a member of the elected council and held several administrative and service positions for her nation.

FIRST NATIONS WOMEN, GOVERNANCE AND THE *INDIAN ACT*: A COLLECTION OF POLICY RESEARCH REPORTS

A Strong and Meaningful Role for First Nations Women in Governance

Judith F. Sayers and Kelly A. MacDonald

The authors of this paper examined international legal instruments, modern “domestic” treaties and self-government agreements from a First Nations gender perspective and concluded that the modern Canadian treaties and self-government agreements fail to include specific provisions for equality rights for First Nations women.

Drawing on their expertise and experience with First Nations governance and treaty discussions, the authors have provided some legislative options, draft policies, recommendations and general discussion of good governance from their perspectives as First Nations women. The options and recommendations provided are meant to assist First Nations and state governments in addressing the concerns of First Nations women for gender equality and accountable governance, with an aim to strengthening the rights of the collective by strengthening the rights of those most marginalized within the collective.

2001, 54 pages

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Dr. Judith Sayers (Nuu-Chah-Nulth) is elected Chief of the Hupacasath First Nation on Vancouver Island and is Chief Negotiator for the Hupacasath's treaty negotiations. Dr. Sayers has worked extensively at the international, national and community levels. She has been chief for over six years and has had practical experience in governance in communities under the Indian Act.

Kelly A. MacDonald (Tsimshian/Haida/Scottish), until recently, worked on behalf of the First Nations Summit, an umbrella group for First Nations engaged in the B.C. treaty-making process. She completed her master's in law degree in 2000 on self-government and First Nations child and family services.



FIRST NATIONS WOMEN, GOVERNANCE AND THE *INDIAN ACT*: A COLLECTION OF POLICY RESEARCH REPORTS

Communities First: First Nations Governance is an initiative of the federal government to amend the *Indian Act*. An important part of this initiative is public consultations, which are to be held throughout the entire legislative process. The Policy Research Fund recognized the need to ensure a gender perspective in the public debate surrounding First Nations governance issues. A call for policy research proposals on “First Nations Women, Governance and the *Indian Act*” was issued in April 2001. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *A Strong and Meaningful Role for First Nations Women in Governance*, by Judith F. Sayers and Kelly A. MacDonald
- *First Nations Women and Governance: A Study of Custom and Innovation among Lake Babine Nation Women*, by Jo-Anne Fiske, Melonie Newell and Evelyn George
- *First Nations Governance, the Indian Act and Women’s Equality Rights*, by Wendy Cornet.

This collection of policy reports was published in November 2001.

Status of Women Canada’s Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contributions to this objective.

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TRAFFICKING IN WOMEN: THE CANADIAN DIMENSION

Trafficking in Women in Canada: A Critical Analysis of the Legal Framework Governing Immigrant Live-in Caregivers and Mail-Order Brides

Louise Langevin and Marie-Claire Belleau

Trafficking in women can take different forms, such as abduction, the use of force, fraud, deception or violence and it results in the cross-border movement of people between countries differentiated by economic inequality. The authors of this report argue that the consequences of such trafficking include the immigration, both legal and illegal, of women to Canada, and the violation of their fundamental rights.

This study provides an analysis of the legal framework governing the hiring of immigrant live-in caregivers and the legal status of mail-order brides who immigrate to Canada with a spousal or fiancée visa.

In analysing the situation of immigrant live-in caregivers, the report takes a critical look at the federal Live-in Caregiver Program as well as the labour legislation affecting these workers. The study of the mail-order bride business examines its legal framework, including contractual rules, immigration law, and the laws of marriage and marriage breakdown. It also addresses the issues of domestic violence, prostitution and introduction agencies.

The findings of the study reveal that women immigrating to Canada as live-in caregivers or as mail-order brides often find themselves in a situation of subordination, dependency and abuse. The authors suggest a number of concrete policy recommendations that focus on preventing the exploitation of these women and on re-establishing

their social, economic and human rights. Some of the recommendations include the removal of the condition of marriage for obtaining a fiancée visa and granting to both categories of women permanent residence status immediately upon their arrival to Canada.

2002, 220 pages

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Louise Langevin is a full professor with the Faculty of Law at the Université de Laval. Her fields of research and instruction are feminist analysis of law, contract and civil liability law, and the right to equality. She also teaches at the École du Barreau du Québec.

Marie-Claire Belleau is an associate professor with the Faculty of Law at the Université de Laval. She also teaches at the European Academy of Legal Theory in Belgium and at the International Institute of Sociology of Law in Spain. Her research focuses on feminist analysis of law, identity analysis, the theory of law, comparative law and the history of legal thinking.



TRAFFICKING IN WOMEN: THE CANADIAN DIMENSION

Migrant Sex Workers from Eastern Europe and the Former Soviet Union: The Canadian Case

Lynn McDonald, Brooke Moore, Natalya Timoshkina

According to the United Nations, about four million people are trafficked throughout the world each year, and the sex trade may be the fastest growing form of trafficking. While previous research has focussed mainly on women coming from Asia, this study explores the experiences of women trafficked to Canada from the former Soviet Union and Eastern Europe.

Based on in-depth interviews with 20 women, service agency personnel, and other key informants, the authors examine the circumstances that lead these women to Canada, the nature of their working conditions, and attempts they made to change their situation. The study also looks at the health and social services used by the women, identifying service gaps and roles that such services could play in the transition out of the sex trade.

The authors point out that poor economic and political conditions in the home countries are the major reasons for migrating. The women's recruitment, migration and employment are characterized by exploitation, control and illegal activity, often under deplorable conditions. Few use Canada's health and social services because they think they are ineligible, or they are unaware of the services and how they work. Most of the women desire help with employment and social services in education, therapy and drug counselling.

Among the recommendations are measures to distribute accurate information about Canadian laws and the realities of trafficking — in a variety of languages — at ports of entry into Canada and the countries of origin.

Other recommendations pertain to the women's working conditions, such as efforts to properly inspect, regulate and oversee strip clubs and massage parlours, and to further develop and promote social services geared to the needs of women working in the sex trade.

2000, 95 pages

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Lynn McDonald is a Professor of Social Work at the University of Toronto and Director of the Centre for Applied Social Research. Brooke Moore is a PhD candidate at the Faculty of Social Work, University of Toronto. Her research interests include gender studies, trafficking in human beings, and globalization as it relates to these areas. Natalya Timoshkina worked as a journalist covering social, cultural & political affairs in Russia. She has degrees from Moscow State University and the University of Michigan.





TRAFFICKING IN WOMEN: THE CANADIAN DIMENSION

Canada: The New Frontier for Filipino Mail-Order Brides

Philippine Women Centre of British Columbia

For 20 years, Filipino women’s identity in Canada has been primarily that of domestic worker. Now, a new identity of mail-order bride is slowly emerging. This ground-breaking study seeks to bring out the voices, experiences and struggles of Filipino mail-order brides in Canada.

Using community-based research methods such as informal interviews and focus groups, the authors met with 40 Filipino mail-order brides in five Canadian provinces. By allowing the women to share their experiences, a clearer picture of their overall economic and social situation in Canada emerges.

The women’s stories reveal how marginalized and vulnerable they are. Their desire to escape the poverty in the Philippines pushes them to accept a mail-order marriage. As women from developing countries who have been commodified and bought by their Canadian husbands, they are already in a marginalized position. On arrival in Canada, their vulnerability and underdevelopment deepens. Many are trapped in traditional and patriarchal roles within the family. Despite being highly educated and highly skilled, many of the women — if they are employed at all — are segregated in low-paying, service-sector jobs. Many also experience forms of abuse — economic, emotional and physical — yet very few of the women access any form of social services.

Based on these findings, recommendations are made for policy development in the areas of immigration, violence

against women, the trafficking of women, their economic situation, human rights and the legal system. Actions for change are also identified to strengthen community empowerment and development.

2000, 85 pages

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Formed by a group of Filipino-Canadian women in 1980, the Philippine Women Centre of British Columbia educates and mobilizes Filipino women in B.C. so that collectively, they can address the root causes of their oppression as women, as workers and as overseas Filipinos. The group’s objectives include: promoting awareness of common interests, issues and problems of Philippine women; fostering feminist values; disseminating information about the Philippine community; and establishing links with other groups that share common interests.





TRAFFICKING IN WOMEN: THE CANADIAN DIMENSION

In August 1998, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *Trafficking in Women: The Canadian Dimension*. This call identified the need for research in order to gain a greater insight into the extent of the problem in Canada and possible legal and social approaches to the issue, taking into account the various jurisdictional aspects. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Canada: The New Frontier for Filipino Mail-Order Brides* by Philippine Women Centre
- *Migrant Sex Trade Workers from Eastern Europe and the Former Soviet Union: The Canadian Case*, by Lynn McDonald, Brooke Moore and Natalya Timoshkina
- *Trafficking in Women in Canada: A Critical Analysis of the Legal Framework Governing Immigrant Live-in Caregivers and Mail-Order Brides* by Louise Langevin and Marie-Claire Belleau.

These reports were released between November 2000 and February 2002.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contributions to this objective.

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THE INTERSECTION OF GENDER AND SEXUAL ORIENTATION: IMPLICATIONS OF POLICY CHANGES FOR WOMEN IN LESBIAN RELATIONSHIPS

Recognition of Lesbian Couples: An Inalienable Right

Irène Demczuk, Michèle Caron, Ruth Rose and Lyne Bouchard

This report focuses on legislative changes in Canada and internationally towards the recognition of lesbian relationships, and investigates options for legal reform from a social perspective. The study provides a critical analysis of the formal equality approach in Canadian law related to same-sex couples, and assesses the economic consequences of including lesbian couples in income-security and tax programs.

In addition to examining private family law in Canada, income security and tax programs, the study also assesses the needs and expectations expressed by lesbian groups in Quebec and Francophone Ontario with respect to the conditions of lesbian couples' legal recognition.

The recommendations outlined in the report call for short and medium term actions on the part of federal and provincial governments to ensure equality of the sexes and of persons with different sexual orientations. A three-step strategy for reform is suggested. The first step involves elimination of any distinction based on the sex of partners when it comes to their choice of conjugal relationship. A reform of the legal framework of conjugality outside marriage is seen as the second step. In the third stage, the authors suggest a revision of the eligibility criteria and the objectives of the income-security and tax programs so that they take account of the diversity of conjugal and marital status.

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Irène Demczuk is a sociologist independent researcher and a trainer with the Quebec Department of Health and Social Services. Michèle L. Caron is a professor in the Faculty of Law at the University of Moncton where she specializes in social law and equality rights. She has been a member and co-chair of the National Legal Committee of the Women's Legal Education and Action Fund. Ruth Rose is a professor of Economics at the University of Quebec in Montréal. She is a founding member of Relais-femmes and has devoted most of her professional life to research and action with and for women's groups. Lyne Bouchard works with la Coopérative Convergence, a consulting firm involved in education, research and community and social action.

2002, 202 pages



THE INTERSECTION OF GENDER AND SEXUAL ORIENTATION: IMPLICATIONS OF POLICY CHANGES FOR WOMEN IN LESBIAN RELATIONSHIPS

The Impact of Relationship Recognition on Lesbian Women in Canada: Still Separate and Only Somewhat Equivalent

Kathleen A. Lahey

This report evaluates how the fact of relationship recognition affects lesbian and gay couples in terms of their legal, economic and social status. The author argues that recent legal and fiscal/tax reform toward state recognition of lesbian and gay relationships continues to discriminate against them in many ways. The effects of gender, sexuality, race, disability, age and family responsibility further compound this disadvantage.

The findings of this study demonstrate how extending spousal treatment to lesbian and gay couples will result in higher taxes and reduced social benefits for those living on low-income. Lesbian women are particularly affected by this negative impact, since they tend to have lower income than their male counterparts.

The solutions recommended in the study include eliminating all remaining forms of discrimination in federal law on the basis of sexuality and replacing the use of the couple as the basic unit of tax/transfer policy by the use of the individual. According to the author, these steps, when combined with the extension of employee family benefits and tax provisions relating to non-conjugal couples, and the repeal of tax/transfer benefits for the support of economically dependent adults, will eliminate much of the regressivity of the tax/transfer system at lower income levels.

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Kathleen A. Lahey is a leading feminist legal scholar, tax scholar, and expert on law and sexuality. She has published and consulted on a wide range of legal issues relating to equality and human rights, including racial and gender discrimination, the legal status of lesbians and gays, women and poverty, taxation, and others. She joined Queen's university in 1987 upon her appointments as Professor and Queen's National Scholar.



THE INTERSECTION OF GENDER AND SEXUAL ORIENTATION: IMPLICATIONS OF POLICY CHANGES FOR WOMEN IN LESBIAN RELATIONSHIPS

In August 1998, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *The Intersection of Gender and Sexual Orientation: Implications of Policy Changes for Women in Lesbian Relationships*. This call identified the need for research examining the implications for women in lesbian relationships of possible reforms which would bring government policy and programs into conformity with the recent court decisions requiring the inclusion of same-sex couples. The research proposals were assessed by Status of Women Canada and external reviewers, and the Policy Research Fund has selected the following research projects for funding:

- *The Impact of Relationship Recognition on Lesbian Women in Canada: Still Separate and Only Somewhat Equivalent*, by Kathleen Lahey
- *Recognition of Lesbian Couples: An Inalienable Right* by Irène Demczuk, Michèle Caron, Lyne Bouchard et Ruth Rose

These policy research projects were published in 2001 and 2002.

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REDUCING WOMEN'S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

The Dynamics of Women's Poverty in Canada

*Clarence Lochhead and Katherine Scott
Canadian Council on Social Development*

Quantitative research on poverty in Canada has focused on cross-sectional surveys, making it difficult to examine the duration of low income or movements into or out of low-income over time. This report examines gendered dimensions of poverty using the longitudinal Survey of Labour and Income Dynamics (SLID) for 1993 to 1994. It looks at data for different groups of women in order to identify the forces shaping women's movement into and out of poverty, and some of the key events in women's lives — such as marriage or cohabitation and divorce or separation — which have an impact on their economic security.

Gender, age and educational attainment are confirmed as key variables in determining women's economic vulnerability. The study finds that changes in family composition strongly influence the economic fortunes of women. Data show that without access to secure, well-paying employment and adequate income security programs, dual-earner families and households are necessary in order for low-income Canadians — and especially women — to achieve financial security. The considerable shifts in income associated with falling into and climbing out of poverty are clearly related to the presence of other family earners, most often a male partner. Like women, individuals with disabilities, recent immigrants and members of visible minority groups are also more likely to be poor than the general population, and they have a higher incidence of persistent poverty.

The report concludes that a multi-faceted approach is necessary to alleviate women's poverty, one that combines specific initiatives targeted at high-risk groups (such as single mothers and older women) along with initiatives to improve women's economic standing more generally.

2000, 70 pages

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Katherine Scott is a Senior Policy Associate at the Canadian Council on Social Development. Her research focuses on women and the labour force, poverty, and child and family well-being. Clarence Lochhead is a sociologist with degrees from Brock and Queen's University. He is currently a senior researcher with the Canadian Labour and Business Centre, and was formerly the Director of Research at the Canadian Council on Social Development. He specializes in quantitative research on labour market trends, the changing nature of work, income security and the family.



REDUCING WOMEN’S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

Reducing Poverty Among Older Women: The Potential of Retirement Incomes Policies

Monica Townson

Although poverty rates among the elderly have fallen over the last two decades, the majority of older women — particularly those on their own — remain poor.

This report examines how policies for public pensions and retirement income could be improved to address the financial security of women in old age. In particular, the public pension programs are deemed to hold the greatest potential for reducing poverty among elderly women in the future.

The author identifies two ways in which pension policies could address this problem:

- by directly providing benefits to poor women once they are old, for example through improvements to the Old Age Security (OAS) and Guaranteed Income Supplement (GIS) programs; and
- by assisting women throughout their lifetimes to accumulate retirement income using a variety of measures, such as changes to the Canada and Quebec Pension Plans (CPP/QPP). For example, extending the child-rearing drop-out provision would recognize women’s roles as unpaid caregivers to elderly family members, and providing additional tax credits for workers in non-standard jobs would benefit many women who continue to be employed in part-time, low-paying jobs.

The author acknowledges that retirement income policies, by themselves, cannot prevent women’s poverty in old age. Instead, she argues for a coordinated

approach that would include comprehensive and complementary policies and support services for such things as publicly funded child care, adequate maternity and parental leave, and employment equity policies to improve women’s wages and employment opportunities.

Without policy changes to improve women’s economic autonomy, two movements now underway — efforts to “redefine” poverty to reduce the number of people counted as “poor” and pressures to privatize the CPP and reduce the “burden” of regulations on private retirement savings plans — could actually *increase* women’s chances of being poor when they grow old.

2000, 91 pages

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Monica Townson is an independent economic consultant working in the field of social policy. Previous work on the Pension Commission of Ontario, the CPP Advisory Board, and the Ontario Fair Tax Commission attest to her specialized knowledge of pension policy and the economic situation of women.

REDUCING WOMEN'S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

The Insertion Model or the Workfare Model? Transforming Social Assistance in Canada and Québec

Sylvie Morel

This research project involves a comparative analysis of changes in social assistance policies in Canada, particularly in Quebec. According to the author, an assistance-focused configuration of *rights and responsibilities* is currently being institutionalized between women and the State in Canada and Quebec. The author undertakes to compare this model with the two major distinct public intervention approaches of *workfare*, as it exists in the United States, and *insertion*, which was introduced in France. The author uses an institution-focused analysis, inspired by J. R. Commons' theory, to determine whether the new reciprocity introduced in regard to the category of recipients who are "employable" on the one hand, and, on the other, between poor women and the State, resembles the American workfare model or the French integration model.

The research findings indicate that there are not one, but several assistance-focused configurations of *rights and responsibilities*, depending on the area under review or the gender and age of the recipients. Based on the Quebec and Ontario situations, the author concludes that Canada is currently shifting towards workfare, albeit with a few variants

The research concludes with recommendations concerning the policies designed to improve the status of poor women. Some of the author's recommendations are to re-orient the design of social integration policies for women receiving social assistance, return to a principle

of "conditional aid" in social assistance policies that will be less stigmatizing for women, reinforce the State's accountability in terms of the provision of social and professional integration measures and develop public intervention measures that would increase the ability of poor women to influence the decisions that concern them

2002, 177 pages

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Sylvie Morel, Associate Professor, Department of Industrial Relations, Laval University, is a specialist in labour economics and social policy. She has long been interested in the issue of discrimination against employed women and, from an institutionalist perspective, is pursuing her research into employment and social assistance in several countries. Ms. Morel is also a member of the Réseau québécois des chercheuses féministes (RQCF).



REDUCING WOMEN’S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

The Changing Nature of Home Care and its Impact on Women’s Vulnerability to Poverty

*Marika Morris, Jane Robinson, Janet Simpson, with Sherry Galey, Sandra Kirby, Lise Martin, Martha Muzychka
for the Canadian Research Institute for the Advancement of Women (CRIAOW)*

This comprehensive study examines whether current home care policies and practices have any impact on women’s vulnerability to poverty.

According to the authors, women form the majority of home care recipients, home care personnel and persons responsible for the care of elderly, disabled or ill family members. The extreme gender imbalance in every aspect of home care means that home care policies and practices have a significant and varied impact on women’s lives.

The authors interviewed home care recipients, agencies, paid workers and informal family caregivers in St. John’s, Newfoundland and Winnipeg, Manitoba. In addition, interviews were conducted with other experts, representatives of national organizations dealing with home care issues, and federal government officials.

The authors conclude that current home care policies and practices do have a negative financial impact on women as home care recipients, paid providers and unpaid caregivers, and in many cases, actually contribute to the impoverishment of women. Some key findings include:

- Female, not male, family members were expected to supplement home care services without pay and at great personal expense in terms of their own health, incomes, benefits, career development and pension accumulation.
- Low wages, irregular hours, inadequate training and high turnover of home care workers result in a lack of continuity of care, staff shortages, waiting lists, health risks to both workers and recipients, and impoverishment.
- Home care suffers from inadequate public funding.

The authors suggest that lessons from this study be examined by all provincial and territorial programs and agencies.

1999, 126 pages

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Marika Morris is Research Coordinator of CRIAOW. She is the author of a number of papers and publications on women’s health, poverty, and gender-based analyses of public policies.

Jane Robinson is Coordinator of the St. John’s Status of Women Council/ Women’s Centre and the Hammer and Nail Project on Women and Housing Issues. She is author of several publications on home care, violence, employment and training, election issues, and the Newfoundland fishery.

Janet Simpson is a Speech Language Pathologist for the Winnipeg Regional Health Authority. Her experience in the community health system includes development of community-based programs in home care and integration of community rehabilitation programs.



REDUCING WOMEN'S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

Economic Impact of Health, Income Security and Labour Policies on Informal Caregivers of Frail Seniors

Janet Fast, Jacquie Eales and Norah Keating

This study examines the economic impact of current health, income security and labour programs on caregivers of frail seniors according to the type of informal caregiver and the region of the country. It also presents a framework for the evaluation of future policies and their economic impact on caregivers.

The authors identified different types of economic costs that informal caregivers might experience because of their elder-care responsibilities (such as lost employment benefits and out-of-pocket costs), chose three geographic regions for comparative analysis, and developed profiles of different types of informal caregivers (adult children with young children of their own, caregivers without dependent children, and spouse caregivers). They also reviewed federal, provincial, and regional policies and programs in place as of June 30, 2000, in the areas of health, income security and labour. The profiles were then used as case studies to determine how different policies affected the economic status of informal caregivers.

The authors' findings suggest that existing policies, programs and services have a significant impact on caregivers. Key factors include the presence or absence of services and their eligibility criteria, the caregiver's gender, the presence of dependent children, the caregiver's labour force status, geographic proximity to the care receiver, the income of the care receiver, and the regions in which they live. Women who are employed, those who have additional childcare responsibilities, and those who live at a moderate distance from their care

receiver were among the informal caregivers least-well served by the current policies. Caregivers to non-relatives were particularly poorly served. Policy recommendations are offered to address these issues and to reduce the economic impact of current policies on informal caregivers.

2001, 79 pages

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Janet Fast is a family economist at the University of Alberta who researches and teaches family and consumer policy.

Jaqueline Eales is a research and policy analyst at the University of Alberta. Her research efforts have focused on evaluating the impact of policies and programs on seniors and their caregivers.

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REDUCING WOMEN'S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

Social Policy, Gender Inequality and Poverty

*Lorraine Davies, Julie Ann McMullin, and William R. Avison
with Gale L. Cassidy*

This study explores the impact of current social policies on women's economic security and identifies the life circumstances that are most likely to lead women into and out of poverty. The authors also examine whether the common assumptions of gender neutrality in social policies inadvertently increase women's economic insecurity by not taking into account their family life and work experiences.

Both quantitative and qualitative data were used to examine the factors and processes that influence poverty. Information was collected from a nationally representative sample of Canadian women, a large community-based sample of married couples, and a qualitative sample of 60 mothers — 90% of whom had been on social assistance at some point in their lives.

The results indicate that the structural nature of family relations and gender reduces women's income potential at several points throughout their lives. And the gendered division of labour ultimately reduces their attachment to the labour force. For example, because low-income women are often segregated into low-paying, irregular jobs, Employment Insurance and maternity benefits are virtually inapplicable to them. The authors conclude that until social policies address such systemic gender inequalities, neither marriage nor employment — alone or in combination — will be enough to significantly reduce women's economic insecurity.

Their recommendations therefore include social policy changes that target individuals during childhood, young

adulthood and adulthood. In particular, the authors note the need for a national child-care system to enhance access to education and employment among young women and mothers; increased social assistance benefits in recognition of women's contributions to child care and family life; realistic employment expectations and opportunities rather than the current emphasis on "employment incentives;" and the encouragement of economic independence for women.

2001, 90 pages

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They are also available in hard copy, while quantities last, from STATUS OF WOMEN CANADA, Distribution Centre, 123 Slater Street, 10th Floor, Ottawa, Ontario K1P 1H9.

Lorraine Davies and Julie Ann McMullin are Assistant Professors in the Department of Sociology at the University of Western Ontario.

William R. Avison is a Professor of Sociology & Psychiatry, Epidemiology & Biostatistics at the University of Western Ontario and he is Director of the University's Centre for Health and Well-Being.

Gale L. Cassidy is a Lecturer of sociology and social work at King's College, The University of Western Ontario. Her research interests include gender issues, family and social policies.



REDUCING WOMEN’S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

Building Capacity: Enhancing Women’s Economic Participation Through Housing

Laura C. Johnson and Allison Ruddock,
Canadian Housing and Renewal Association

This study examines whether the development and provision of affordable housing can be used to increase the skills and employability of low-income women. The authors review the literature related to housing, employment and increased self-sufficiency, then highlight 10 case studies representing a range of program models, target groups and geographic regions. The qualitative research included interviews with program managers and participants in housing-based employment support programs, supplemented with data from focus groups.

The main conclusion of the study is that secure, quality housing is a basic prerequisite for women who wish to upgrade their education, participate in training programs, or enter the labour force. Providing opportunities for employment and skills development within housing communities can enhance women’s economic participation. This conclusion was based on the following main findings:

- Stable, decent and affordable housing enables women to participate in the labour force by increasing their self-confidence and providing contacts and networks of support. It also facilitates their skills training and education through the financial savings and security of tenure gained by subsidized rents.
- Housing communities are good places to support the development of employment skills, given the limited mobility and greater isolation usually found among low-income women and residents of social housing.
- Social housing communities can support the employment needs of residents by providing such amenities as child-care facilities, common rooms with

office equipment, community kitchens, and the like.

- Housing with employment supports can minimize the constraints imposed on low-income women by their dual responsibilities in the family and the labour force.

The study noted that these employment programs should not replace volunteer work, and residents should not be compelled to participate. The report also includes suggestions for further research.

2000, 141 pages

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Laura C. Johnson is a Planner and Sociologist who earned her doctorate from Cornell University. Her research addresses the social dimension of the built environment, including issues relating to housing, employment, family supports, and alternative work arrangements. She is Associate Professor in the School of Planning, University of Waterloo in Ontario.
Allison Ruddock has an M.A. in Planning from the University of Waterloo. She is currently working as a planner for the Municipality of Clarington in Bowmanville, Ontario.



REDUCING WOMEN'S POVERTY: POLICY OPTIONS, DIRECTIONS AND FRAMEWORKS

In September 1997, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *Reducing women's poverty: policy options, directions and frameworks*. This call recognized that while the extent of women's poverty is relatively well documented, there is a need for research that focuses on developing new policy options, frameworks and policy directions to reduce women's poverty. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were funded and published:

- *Building Capacity: Enhancing Women's Economic Participation Through Housing*, by Laura C. Johnson and Allison Ruddock for the Canadian Housing and Renewal Association
- *Social Policy, Gender Inequality and Poverty*, by Lorraine Davies, Julie Ann McMullin and William R. Avison, with Gale L. Cassidy
- *Economic Impact of Health, Income Security and Labour Policies on Informal Caregivers of Frail Seniors*, by Janet Fast, Norah Keating and Jacque Eales
- *The Changing Nature of Home Care and its Impact on Women's Vulnerability to Poverty*, by Marika Morris, Jane Robinson, and Janet Simpson for the Canadian Research Institute for the Advancement of Women
- *The Insertion Model or The Workfare Model? – The Transformation of Social Assistance Within Quebec and Canada*, by Sylvie Morel
- *Reducing Poverty Among Older Women: The Potential of Retirement Incomes Policies*, by Monica Townson
- *The Dynamics of Women's Poverty in Canada*, by Clarence Lochhead and Katherine Scott for the Canadian Council on Social Development

These policy research projects were published between 1999 and 2002.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contributions to this objective.

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WOMEN AND THE CANADIAN TAX SYSTEM

Mothers as Earners, Mothers as Carers: Responsibility for Children, Social Policy and the Tax System

Christa Freiler, Felicite Stairs, Brigitte Kitchen and Judy Cerny

For Canada, supporting women as both earners and care-givers has posed a particularly difficult challenge.

This study examines how the tax system can be used as an instrument of social policy to further women's equality, reduce their economic vulnerability and support mothers as both earners and care-givers.

The research combines an analysis of the federal income tax system and focus group findings that illustrate the real life experiences of mothers.

The authors propose a progressive child allowance and a family leave program, as well as other measures aimed at building an adequate income floor to support women in these dual roles. Calling on the federal government to show leadership, they make recommendations in four areas for implementation within the next five years:

- Introduce a progressive child allowance consisting of an enhanced child benefit and universal child tax credit.
- Further enhance maternity and parental leave provisions, and introduce a family leave allowance.
- Retain the child care expense deduction for as long as mothers require child care to earn a living or while they take part in training or education.
- Introduce designated funding to create a national program of universal child care and early childhood development services.

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Christa Freiler directs the Child Poverty Action Group and acts as program consultant to the Laidlaw Foundation in Toronto.

Felicite Stairs has a Ph.D. from the University of Western Ontario, and she is currently enrolled in the LL.M. program at the University of Ottawa.

Brigitte Kitchen is an Associate Professor at the School of Social Work, Atkinson College, York University.

Judy Cerny is an 'earner' and a 'carer' who researches policy issues and cares for her children. Judy's background in policy research has focused on issues affecting women's economic vulnerability. Her understanding of this topic and the policy process is based on experience working with community-based agencies, advocacy organizations, and government.

2001, 120 pages





WOMEN AND THE CANADIAN TAX SYSTEM

Women, Tax and Social Programs: The Gendered Impact of Funding Social Programs Through the Tax System

Claire F. L. Young

Since its inception in 1917, the Canadian income tax system has evolved into much more than a revenue-raising instrument. It has become a powerful social and economic tool, one that is increasingly implicated in the delivery of social programs. This study considers the impact on women (as compared to men) of delivering social programs through the tax system.

The author situates her analysis of the tax system in the socio-economic realities of women today. Just as the role of the tax system has shifted, so have some of the social and economic realities of women's lives. More women than ever are working in the paid labour force, more women are living alone, and fewer women are in relationships with men. Yet some things remain the same: women's work in the home remains undervalued and is not considered to be productive work; women remain the primary caregivers for children; and a disproportionate number of single women still live below the poverty line.

The tax measures explored in this study are the tax subsidies related to children, dependents, retirement savings, and those for individuals with disabilities and their caregivers, in order to determine how these measures apply to women. Do women benefit to the same extent as men? How does women's socio-economic status affect their access and entitlement to tax subsidies? The study concludes that many of the tax measures that are subsidies with respect to social programs do not, in fact, benefit women to the same extent that they benefit men.

The author recommends that statistical data on the socio-economic realities of women's lives be used when setting tax policies. She also includes a list of 10 questions that should be considered whenever changes to the income tax system are contemplated. These questions would allow policy-makers and others to determine if a particular measure might have a negative impact on women. If it does, how might that negative impact be avoided?

2000, 80 pages

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Claire Young is a professor of law at the University of British Columbia. She teaches, researches and writes in the area of tax law and policy, and her current work focuses on the impact of the tax system on women.



WOMEN AND THE CANADIAN TAX SYSTEM

In August 1998, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *Women and the Canadian Tax System*. This call identified the need for research examining the Canadian tax system, its underlying assumptions about women's lives and whether it has a different impact on women and men. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Women, Tax and Social Programs: The Gendered Impact of Funding Social Programs through the Tax System*, by Claire F.L. Young
- *Mothers as Earners, Mothers as Carers: Responsibility for Children, Social Policy and the Tax System*, by Brigitte Kitchen, Christa Freiler, Felicite Stairs with Judy Cerny

These policy research projects were published between October 2000 and April 2001.

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THE INTEGRATION OF DIVERSITY INTO POLICY RESEARCH, DEVELOPMENT AND ANALYSIS

North American Indian, Métis and Inuit Women Speak about Culture, Education and Work

Carolyn Kenny

Three researchers conducted focus groups and interviews with 140 Aboriginal women in eight sites across Canada to study the barriers created by policies which make it difficult for Aboriginal women to maintain full cultural lives while pursuing contemporary education and work. Sites included rural and urban Manitoba; Toronto, Parry Sound and Ottawa, Ontario; Vancouver and Merritt, British Columbia; Iqaluit, Nunavut; and rural and urban Nova Scotia.

Researchers worked closely with advisors and site liaisons in each community and recorded the stories offered by the women in the communities. The strength of this report is in portraying the experiences and stories of Aboriginal women. These are analysed to highlight recurring values, themes and policy recommendations. One of the main recommendations is that policymakers need to create policies that are regionally based and emerge through a discussion of priorities within communities. A critique of the *Indian Act* and other policies affecting the lives of Aboriginal women is also provided.

2002, 96 pages

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Carolyn Kenny is a retired associate professor from Simon Fraser University, First Nations Education. Currently she is a professional researcher working at the Institute for Social, Behavioral and Economic Research, University of California. She is adopted into the Haida Nation, Eagle Clan. Her Haida name is Nang Jaada Sa-ets.
Haike Muller
Grew up in a N'lakapamux community. She has worked as the First Nations legal studies advisor at the University of British Columbia (UBC) and taught courses at the Institute for Indigenous Government in Vancouver including Indigenous Women and Leadership. She is currently in Graduate Law School at UBC.
Colleen Purdon
has worked for many years with women and children in the area of the discrimination and violence against women. She works as an independent researcher.



THE INTEGRATION OF DIVERSITY INTO POLICY RESEARCH, DEVELOPMENT AND ANALYSIS

Women's Movements and State Feminism: Integrating Diversity into Public Policy

Jill Vickers, L Pauline Rankin, with Ann-Marie Field

This report examines the relationship between women's movements and state feminism in order to explore the opportunities and constraints for integrating diversity questions into public policy making.

The research is based on a comparative analysis of women's policy machinery in Canada and Australia and focuses on the capacity of state feminist institutions to facilitate interaction between women's movements and the state in support of successful policy interventions around diversity issues. Case studies in the area of anti-violence struggles are presented from Quebec, New South Wales, Western Australia and South Australia.

The report offers a detailed assessment of the impact of globalization and decentralization on government structures, including women's policy machinery. The report concludes that women's policy machinery can be an important site for integrating diversity questions into policy debates, provided effective linkages between feminists and state feminist institutions are in place. Concrete policy recommendations on how to link feminists and state feminist institutions are provided.

2001, 67 pages

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Jill Vickers is Professor of Political Science at Carleton University. Her research focuses on women's experiences in official and unofficial politics. She was President of the Canadian Association of University teachers and of the Canadian Research Institute for the Advancement of Women, and parliamentarian of NAC. L. Pauline Rankin is an Assistant Professor of Canadian Studies at Carleton University, and Director of the Pauline Jewett Institute of Women's Studies. Her research interests include the relationship between women's movements and the state, gender and nationalism, state feminism and gender mainstreaming. She is currently developing an online, interactive course devoted to the critical study of gender mainstreaming and is working on projects around gender and public policy in Russia and Ukraine.



THE INTEGRATION OF DIVERSITY INTO POLICY RESEARCH, DEVELOPMENT AND ANALYSIS

Sponsorship ... For Better or For Worse The Impact of Sponsorship on the Equality Rights of Immigrant Women

Andrée Côté, Michèle Kérisit and Marie-Louise Côté

For years, women’s groups have been sounding the alarm about problems experienced by women in “conjugal” sponsorship.

This study examines the real-life situations and concerns of women who have been sponsored in Canada, revealing the ways in which the current sponsorship arrangements violate women’s most basic human rights. Following an examination of the problem, the authors set out specific recommendations for egalitarian reforms to Canada’s immigration laws.

The study delves into the sponsorship regime through in-depth interviews with 16 sponsored women. Findings reveal that sponsorship exacerbates the unequal status of immigrant women within a marriage, diminishes their dignity and degree of independence, and aggravates existing socio-economic disadvantages. Possible improvements to sponsorship policies in various jurisdictions are examined in order to identify promising avenues for further reforms.

Two options for policy reform are considered in the report: The first focuses on improving the current sponsorship regime; the second, on eliminating mandatory sponsorship in cases of family reunification between spouses. In either case, the authors urge governments to pursue the following reforms:

- Allow common-law spouses and same-sex spouses to obtain permanent residency without being sponsored.
- Allow applications for permanent resident status within Canada.

- Introduce a permanent resident visa with no requirement for renewal.
- Offer public legal education programs for immigrant women.
- Abolish fees for English- and French-language training for immigrant women.

2001, 236 pages

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Andrée Côté has practised law and lectured at universities while devoting herself to research, teaching and grassroots legal education in the field of women’s rights. Since May 1999, she has been Director of Legislation and Law Reform at the National Association of Women and the Law.

Michèle Kérisit is an associate professor at University of Ottawa’s School of Social Work. She has cooperated on research projects with the Table féministe francophone de concertation provinciale de l’Ontario.

Marie-Louise Côté has been an independent practitioner of immigration and refugee law for nine years.





THE INTEGRATION OF DIVERSITY INTO POLICY RESEARCH, DEVELOPMENT AND ANALYSIS

Substance Use and Pregnancy: Conceiving Women in the Policy-Making Process

*Deborah Rutman, Marilyn Callahan, Audrey Lundquist,
Suzanne Jackson and Barbara Field*

This report examines how policies in Canada deal with the issue of substance use during pregnancy and suggests alternative and less punitive ways of addressing this problem. The project also seeks ways of integrating diversity into future policy research, development and analysis.

The work included a literature review and an analysis of existing policies. Researchers also examined discourse surrounding the 1997 Supreme Court decision in which a judge ordered mandatory drug treatment for a young Aboriginal woman who was sniffing solvents during her pregnancy. Individual interviews and focus group were held with service practitioners and with women – both Aboriginal and non-Aboriginal – with substance use problems. The final project component was an in-depth case study of an Aboriginal community to determine approaches that might succeed in that community.

Based on participants' feedback, the report identifies three important ideological shifts that are critical to the development of an effective policy or program:

- a philosophy focused on harm-reduction and health promotion, not a moralizing, medical-based model.
- child welfare policies that emphasize supporting families, not just protection.
- a recognition that child apprehension represents a failure by the entire system and the community, not just a maternal failure.

Public awareness and education are recognized as key prevention strategies, and barriers are identified that can limit women's access to effective treatment. For Aboriginal women, a cultural connection — or re-connection — can facilitate healing and support

recovery. The authors conclude that mandatory treatment/confinement or other punitive or coercive approaches to deal with issues of substance use and pregnancy are not appropriate. Instead, they offer six recommendations to increase the number of community-based programs available and the effectiveness of such programs.

2000, 168 pages

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Deborah L. Rutman is a Senior Research Associate and Director of the Child, Family and Community Research Program at the University of Victoria.

Marilyn Callahan is an Associate Professor in the School of Social Work at the University of Victoria.

Audrey Lundquist is a Barrister and Solicitor in British Columbia.

Suzanne Jackson is a young, single, First Nations mother. This project provided her with a great opportunity to address the issues that Aboriginal people face every day, as well as an opportunity to voice their experiences and concerns.

Barbara Field is a Social Worker at the General Hospital in Victoria, and a Ph.D. candidate in the University of Victoria's School of Social Work.





THE INTEGRATION OF DIVERSITY INTO POLICY RESEARCH, DEVELOPMENT AND ANALYSIS

Employment Equity Policy in Canada: An Interprovincial Comparison

Abigail B. Bakan and Audrey Kobayashi

This comprehensive study compares employment equity policies in Canada’s 10 provinces and the federal government as they relate to visible minority women.

Recognizing that there is often a gap between legislative policies designed to promote workplace diversity and the effective implementation of such policies in the workplace, the authors conducted the first-ever province-by-province review of the state of employment equity policies across Canada.

The review was followed by a series of interviews with employment equity officers and senior civil servants responsible for employment equity.

The findings suggest that there is an uneven understanding of the extent of discrimination within society at large. Moreover, there appears to be a wide range of knowledge and commitment to employment equity in the provinces. Within each province, debates concern implementation, accountability, interpretations of past policy outcomes, and plans regarding future directions. One of the more disturbing findings is that interview respondents had a relatively low level of understanding of the actual circumstances faced by visible minority women.

The report concludes with 22 recommendations to overcome some of these barriers and challenges. These include the development of mechanisms to share strategies and successes across provinces, the

development of more effective training programs, and the need for provinces to present standardized annual reports on employment equity achievements.

2000, 96 pages

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Abigail Bakan is Professor of Political Studies and Women’s Studies at Queen’s University. She is the co-editor of Not One of the Family: Foreign Domestic Workers in Canada and Imperial Power and Regional Trade: The Caribbean Basin Initiative, and author of Ideology and Class Conflict in Jamaica. Audrey Kobayashi is Professor of Geography and Women’s Studies at Queen’s University. She has published widely in the areas of anti-racism and gender, human rights, socio-legal theory, immigration, and works concerning Japanese Canadians. Previous books include two edited collections, Women, Work and Place and Remaking Human Geography.





THE INTEGRATION OF DIVERSITY INTO POLICY RESEARCH, DEVELOPMENT AND ANALYSIS

In April 1997, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *The Integration of Diversity into Policy Research, Development and Analysis*. This call identified the need for research on how to recognize and take into account the specific circumstances of diverse groups of women in policy design. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Employment Equity Policy in Canada: An Interprovincial Comparison* by Abigail B. Bakan, Audrey Kobayashi
- *Substance Use and Pregnancy: Conceiving Women in the Policy Making Process* by Deborah Rutman, Marilyn Callahan, Audrey Lundquist, Suzanne Jackson, and Barbara Field
- *Sponsorship... For Better or For Worse: The Impact of Sponsorship on the Equality Rights of Immigrant Women* by Andrée Côté, Michèle Kérisit, Marie-Louise Côté, Table féministe francophone de concertation provinciale de l'Ontario
- *Women's Movements and State Feminism: Integrating Diversity into Public Policy* by Jill Vickers, L. Pauline Rankin, with the research assistance of Ann-Marie Field
- *North American Indian, Métis and Inuit Women Speak About Culture, Education and Work* by Carolyn Kenny, Haike Muller and Colleen Purdon.

These policy research projects were published between March 2000 and March 2002.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contributions to this objective.

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FACTORING DIVERSITY INTO POLICY ANALYSIS AND DEVELOPMENT: NEW TOOLS, FRAMEWORKS, METHODS AND APPLICATIONS

Taking Risks: Incorporating Gender and Culture into the Classification and Assessment of Federally Sentenced Women in Canada

Kelly Hannah-Moffat and Margaret Shaw

The security and assessment needs of federal women’s prisons in Canada are quite different from those of the men’s institutions and therefore, a separate assessment system needs to be developed. This is one of the key conclusions drawn by the authors of this study.

The authors set out to critically assess the underlying assumptions and current system of classification and assessment in federal women’s prisons, and their implications for gender and diversity.

To accomplish their task, the authors undertook a review of the literature, consulted with Correctional Service of Canada staff and with stakeholders outside of the correctional system, organized an interdisciplinary workshop, and conducted interviews with staff in eight federal institutions.

The report touches on the many complex issues involved in any classification and assessment process — the theoretical, legal, methodological and practical concerns. For example, most jurisdictions use gender-neutral classification systems, but growing evidence indicates that risk *does* vary by virtue of population characteristics such as gender and race. As a result, federal women’s prisons require a separate assessment and reporting structure, one not based on the current male-derived scoring systems. This finding is in keeping with recommendations made in *Creating Choices*, the 1990 report of the Task Force on Federally Sentenced Women. In addition, the authors recommend that cross-disciplinary research be undertaken to expand our

knowledge about the diverse needs of women in Canada’s federal institutions and help lead to the development of programs and tools that are gender- and culturally-sensitive.

2001, 91 pages

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Kelly Hannah-Moffat is an Assistant Professor in the Department of Sociology at the University of Toronto. Her publications and research focus on the sociology of punishment, feminist criminology, parole and social policy.

Margaret Shaw is a sociologist and criminologist with extensive experience as a research and policy advisor in the Home Office, England and for the federal and provincial governments in Canada. She has a long-standing interest in prisons and prison reform, women’s involvement in lawbreaking and restorative justice. She taught in the Department of Sociology & Anthropology at Concordia University and is currently Director of Analysis and Exchange at the International Centre for the Prevention of Crime.



FACTORING DIVERSITY INTO POLICY ANALYSIS AND DEVELOPMENT: NEW TOOLS, FRAMEWORKS, METHODS AND APPLICATIONS

If Gender Mattered: A Case Study of Inuit Women, Land Claims and the Voisey’s Bay Nickel Project

Linda Archibald and Mary Crnkovich

For over 20 years, the Inuit of Labrador have been struggling to resolve their Aboriginal land claims. With the discovery of a large nickel deposit at Voisey’s Bay — an area to which the Inuit and the Innu of Labrador hold title — the federal government began to fast-track the land claims negotiations and established a comprehensive environmental review process.

While connections among Aboriginal land claims, major resource development projects and environmental assessments are fairly clear, gender is not an obvious component in these policies and processes. Yet the processes and policies now underway in Labrador are profoundly influencing the lives of Inuit women and their families. This report examines the gender issues hidden within these processes.

To obtain the first-hand perspectives of Inuit women, a workshop was organized for women from five Labrador communities. They examined the ongoing environmental assessment and land claims processes, focusing particularly on the socio-economic components and the impact on their lives. Prior to this, their involvement has tended to be incidental, rather than planned, equal and formal. The pace and manner of the negotiations surrounding this project were identified as a cause of concern for the Inuit women.

The report concludes that the federal government has a long way to go in addressing gender equality in the policies and practices of land claims and environmental assessments. These processes should promote self-

reliance and the equality of Inuit and Aboriginal women within their own societies and in Canadian society generally. Recommendations are made to incorporate a gender-based analysis as an integral component of all federal land claims policies and evaluations, and in all environmental reviews and assessments. Recommendations are also made regarding the full representation and participation of Aboriginal women in these processes.

1999, 39 pages

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Linda Archibald is a social policy analyst working with Inuit and women’s organizations. Her focus ranges from issues related to child care, family violence and health care delivery systems to constitutional reform. Mary Crnkovich is a lawyer, negotiator and social policy consultant. She has focused primarily on issues involving aboriginal and women’s rights, justice issues and comprehensive land claims negotiations and implementation.





FACTORING DIVERSITY INTO POLICY ANALYSIS AND DEVELOPMENT: NEW TOOLS, FRAMEWORKS, METHODS AND APPLICATIONS

Housing Policy Options for Women Living in Urban Poverty: An Action Research Project in Three Canadian Cities

Marge Reitsma-Street, Josie Schofield, Brishkai Lund and Colleen Kasting

Poverty, age, family status, lack of knowledge of the housing system, and physical and mental health problems are identified in this research report as being key factors that restrict access to safe and affordable housing for low-income women. While these findings are not new, the concerns are increasingly urgent.

This report documents the housing concerns of women living on low incomes in Victoria, Regina and Saint John. Based on their findings, the authors propose creative options for housing policies to address these concerns.

Three methods of gender-based analysis were used to collect information: a qualitative assessment was done of low-income women's housing needs and policy gaps; municipal and regional policy documents were analyzed; and unpublished data from the 1996 Census relating to women, poverty and housing in the three cities were examined.

Each city has its particular concerns with respect to housing for low-income women: high housing costs and high poverty rates among younger and older women in Victoria; gaps in housing supports for women with special needs and a rapid loss of housing stock in Regina; a high poverty rate and low rate of income assistance among women in Saint John. The authors identify seven options for urban policy makers, including the following:

- Increase women's economic capacity so that they can expand their housing options.
- Increase the available stock of small-scale, quality rental units in the private market.
- Increase social housing stock by establishing flexible and locally or regionally based housing trusts, with dedicated funding.

Tenant groups, housing advocates and anti-poverty activists are urged to use their information and experiences to ensure that housing options are transformed into doable and creative housing policy actions.

2001, 112 pages

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FACTORING DIVERSITY INTO POLICY ANALYSIS AND DEVELOPMENT: NEW TOOLS, FRAMEWORKS, METHODS AND APPLICATIONS

Enabling Income: CPP Disability Benefits and Women with Disabilities

Tanis Doe and Sally Kimpson

Research over the years consistently shows that women have a different experience of “work” and consequently, a different experience of the benefits associated with being workers. For example, women often work in part-time, low-wage jobs or as unpaid community volunteers. They earn less, on average, and they are more likely to be the single head of a household, divorced or living on their own than their male peers. While these demographic facts are true for many women in Canada, they have a particularly negative effect on women with disabilities.

This study examines disability benefits available under the Canada Pension Plan (CPP) to determine how alternative pension policies — or in some cases, a more accurate application of existing policies — could distribute resources more equitably and respond to the changing circumstances faced by women with disabilities. Existing quantitative data are analyzed, and new qualitative data gathered through focus groups with women with disabilities and consultations with CPP administrators.

Based on this research, five main strategies to reform policies and “enable income” are put forward:

- Policy guidelines, both current and new, need to be administered uniformly.
- Incentives need to be provided to encourage and help women (and men) with disabilities to return to work.
- Create a permanent disability status, so that beneficiaries’ claims can be fast-tracked and they need not re-apply for coverage.
- Replace the three-month limit with an indefinite trial-of-work period.
- Streamline policies and programs so that eligibility criteria for CCP disability benefits are recognized by

other federal and provincial programs, such as tax credits and disability-related support programs.

The proposed changes would create work incentives for women and men with disabilities and allow them to return to work when they are able, without penalty, until they can sustain themselves financially.

1999, 94 pages

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Tanis Doe is a deaf sociologist specializing in feminist action research and public policy analysis on such issues as violence against women and children with disabilities, economic equality, and technology and universal design.

Sally Kimpson is a disabled activist and researcher whose work focuses on participation barriers for women living with chronic illness and disability. Her interests also include policies for income and home support, and participatory research methods.



FACTORING DIVERSITY INTO POLICY ANALYSIS AND DEVELOPMENT: NEW TOOLS, FRAMEWORKS, METHODS AND APPLICATIONS

In September 1997, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *Factoring Diversity into Policy Analysis and Development: New Tools, Frameworks, Methods and Applications*. This call identified the need for research into theoretical, methodological or analytical frameworks or approaches for integrating diversity into policy research and analysis. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Enabling Income: CPP Disability Benefits and Women with Disabilities*, by Tanis Doe and Sally Kimpson
- *Housing Policy Options for Women Living in Urban Poverty: An Action Research Project in Three Canadian Cities*, by Marge Reitsma-Street, Josie Schofield, Brishkai Lund and Colleen Kasting
- *If Gender Mattered: A Case Study of Inuit Women, Land Claims and the Voisey's Bay Nickel Project*, by Linda Archibald and Mary Crnkovich
- *Taking Risks: Incorporating Gender and Culture into the Classification and Assessment of Federally Sentenced Women in Canada*, by Kelly Hannah-Moffat and Margaret Shaw

These policy research projects were published between October 1999 and May 2001.

Status of Women Canada's Policy Research Fund was instituted in 1996 to support independent, nationally relevant policy research on gender equality issues. Public consultations held in 1996 on the structure and priorities of the Policy Research Fund identified the need to fund both long-term emerging issues and urgent issues. We believe that good policy research leads to good policies. We thank all the authors and reviewers for their contributions to this objective.

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THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

Women and Homework: The Canadian Legislative Framework

Stephanie Bernstein, Katherine Lippel and Lucie Lamarche

Working at home is often seen as a way to reconcile work and family responsibilities, decrease urban air pollution from gas emissions, reduce workers' stress, and increase workers' autonomy. When home is the workplace, however, a host of questions and problems can arise concerning the application of labour laws. Does Canadian labour legislation adequately protect homeworkers?

To gain some insight into the legal situation of homeworkers in Canada and elsewhere — and in particular, industrial and clerical homeworkers and home teleworkers — the authors review and analyze four legislative areas: minimum employment standards; unionization and collective bargaining; workers' compensation and occupational health and safety; and employment insurance. Legislation in five jurisdictions is examined: federal, New Brunswick, Quebec, Ontario and British Columbia.

The study reveals that when home is the workplace, workers often find themselves in a legal limbo. Moreover, confusion — among homeworkers, their employers and the government agencies mandated to implement labour legislation — about whether a homeworker is an independent contractor also makes application of the laws and the exercise of homeworkers' rights more complicated.

The authors suggest that many ambiguities could be avoided if policy-makers addressed the issue of

homework as it is practiced today. They further suggest that the gendered nature of homework needs to be taken into consideration when designing policies, since laws which are considered "gender-neutral" can — and do — adversely affect women.

2001, 189 pages

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Lucie Lamarche is a member of the Barreau du Québec, holds a doctorate in international law, and is a professor at the Département des sciences juridiques of the Faculté de science politique et de droit at UQAM. She specializes in economic and social human rights.





THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

Unpaid Work and Macroeconomics: New Discussions, New Tools for Action

Isabella Bakker

Unpaid work — for child care, for care of dependent family members, those with disabilities, and voluntary caregiving in the community – has been identified by the Canadian government, through Status of Women Canada, and the UN's Platform for Action from Beijing as a key concern for policies to achieve gender equality. Traditionally, two approaches have been used: policies to encourage a more equitable distribution of unpaid work between women and men, and policies that try to provide economic and social recognition for it. This study focuses on a third, underdeveloped, aspect: policies that recognize the links between unpaid work and the macro-economy, and the consequences of these links for policy-makers.

The author situates her discussion of the conventional economic model in the context of fiscal policy. In doing so, she highlights assumptions that underlie how macro-economic policies are formulated — assumptions that typically exclude women's time in unpaid work as an economic resource. Her primary conclusion, therefore, asserts that since policy development in Canada is assumed to be based on a "gender neutral" model that is, in reality, not gender neutral, decision-makers should make explicit the underlying assumptions that guide their policies.

The author also encourages feminist advocates and researchers to continue to assess the economic and social costs of ignoring unpaid work by identifying which policies contribute to or diminish gender inequality. Continuing research on the relationship between

budgetary decisions and the rights of women, and the impact of changes to social programs on different groups of women, will help mitigate the effects of unpaid work on women's inequality and will result in a better-informed policy framework.

1998, 33 pages

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Isabella Bakker is an Associate Professor in the Department of Political Science at York University. Her research focuses on macroeconomics, gender and economics, public finance, and welfare state/ social policy.





THE CHANGING ROLE OF THE STATE, WOMEN’S PAID AND UNPAID WORK, AND WOMEN’S VULNERABILITY TO POVERTY

Social and Community Indicators for Evaluating Women’s Work in Communities

Louise Toupin, with the collaboration of Nadine Goudreault

Traditionally, value has been accorded only to the market economy, with its emphasis on business transactions and financial profitability. But this viewpoint unfairly disadvantages women’s groups whose activities often focus on the human and social development of individuals and communities. In fact, a central demand of the 1995 Women’s March Against Poverty in Quebec was to strengthen and develop the “social infrastructure” of services and activities that enhance the quality of life of individuals and the communal social fabric.

This study seeks to measure the social economy of women’s work and to examine criteria for evaluating social wealth from a feminist perspective. To do so, literature on the subject was first studied, then a focus group survey was conducted with 44 social economy activists in seven Quebec regions to clarify the “social profitability” indicators and determine the most useful measurement tools. The purpose of the set of indicators is to establish guidelines that will ultimately enable women’s groups and other community groups to identify the social profitability of their work and the contribution it makes in their own communities.

The recommendations from this research are divided into two areas: recommendations to broaden the overall perspective of the social economy, such as its priorities and criteria for funding; and recommendations for developing qualitative instruments to measure social activities and more accurately recognize the

contribution of these activities to the quality of life in communities.

2001, 101 pages

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Louise Toupin is a Professor of Feminist Studies and an independent researcher whose principal interests include feminist history and the recognition of women’s work. Nadine Goudreault is the project coordinator for Relais-femmes, and particularly in the area of the social economy and solidarity. In addition, she looks after community management of the Alliance de recherche IREF/Relais-femmes (ARIR) “Égalité, pluralité et solidarité : nouveaux défis de rapports sociaux de sexe” [Equality, plurality and solidarity: new challenges in social relationships between the genders]





THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

Policy Options to Improve Standards for Garment Workers in Canada and Internationally

*Lynda Yanz, Bob Jeffcott, Deena Ladd and Joan Aitlin
Maquila Solidarity Network (Canada)*

The Canadian garment industry was once dominated by large manufacturers with a unionized workforce. Now, giant retailers and “labels” contract out production to low-cost labour factories in Third World processing zones and to small, non-union contractors in Canada. This study examines a variety of measures to address the deterioration of standards and labour practices in the garment industry that have been caused by globalization, trade liberalization, restructuring and deregulation.

The authors argue that a multi-layered strategy is required to address domestic legislative and enforcement issues, trade and foreign policy options, and voluntary mechanisms to promote international standards. They also stress the need for increased citizen and consumer access to information and the need for new organizing strategies for workers in the garment industry.

The authors conclude that government policies to promote adherence to ILO and UN charters can be strengthened by industry-wide or multi-company voluntary codes of conduct that provide for independent monitoring and certification of manufacturers. They suggest that a federal task force be established to seek solutions to sweatshop abuses and negotiate consensus on government actions to complement and reinforce the code. The authors acknowledge that only a concerted effort by all sectors will enable these workers to take action individually and collectively to improve their situation, whether they work in processing zones overseas or in Canadian sweatshops.

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Lynda Yanz is Co-ordinator of the Maquila Solidarity Network, a Canadian network promoting solidarity with women's and labour rights groups in Mexico, Central America and Asia.

Bob Jeffcott is the author of several articles on corporate codes of conduct and workers' rights.

Deena Ladd works to improve wages and working conditions for low-wage immigrant workers in the garment industry. She is Coordinator of a new workers' group called TOFFE — Toronto Organizing For Fair Employment.

Joan Aitlin has worked in international and local community, labour and women's organizations. Her areas of work have included program coordination; network coordination; policy research and advocacy; adult education, facilitation and counselling.

1999, 145 pages





THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

Gender on the Line: Technology, Restructuring and the Reorganization of Work in the Call Centre Industry

Ruth Buchanan and Sarah Koch-Schulte

It has become clear that women in Canada have borne a disproportionate share of the burden of economic restructuring.

This study examines the emerging call centre industry in Canada. The research reveals that this employment sector reflects the widening gap between the small number of “good” jobs being created in the new service economy and the growing number of “bad” jobs — with women being over-represented in the latter category.

After conducting surveys of managers at call centres in three sites across Canada and 53 in-depth interviews, the authors found that the workforce of call centres consists predominantly of women and youth. They examine the processes through which call centre work is “feminized” — that is, how it has emerged in most sites as unskilled, part-time and low-paid employment.

After examining the impacts of restructuring on the labour market, the authors recommend that provinces become more selective in their support of call centres as an employment creation strategy. They also identify a number of actions that can be taken by different groups, organized under five general headings:

- Recognize the feminization of labour as an equity issue.
- Support “good” jobs and discourage “bad” jobs.
- Minimize stress-related problems and worker burnout.

- Enhance the skills of workers.
- Integrate the perspectives of workers.

2000, 97 pages

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Ruth Buchanan is an Assistant Professor at the Faculty of Law, University of British Columbia. Her research interests include international economic institutions, poverty law, social & legal theory, and gender & labour regulation. Sarah Koch-Schulte is a Ph.D. student of Political Science at the Graduate Faculty of the New School for Social Research in New York City. Her current research includes a study of professional workers at the World Bank.





THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

Disability-Related Support Arrangements, Policy Options and Implications for Women's Equality

The Roehrer Institute

This report examines equality issues of women with disabilities and those who provide supports to them in caregiving relationships. Six criteria were established by which to analyze the equalities and inequalities within and outside of these relationships. These are:

- Promote self-determination
- Foster mutual recognition
- Encourage respectful interdependence
- Ensure security
- Promote citizenship
- Democratize decision-making processes.

The study found that while equality in relationships of support is complex and variable, it largely tied to factors within the support system. These factors include the degree of access to disability-related supports, the types and qualities of the service arrangements, and the organization of labour for the support providers.

Based on these findings, a number of policy recommendations are put forward to improve the provision and delivery of supports and services. They are aimed at improving the equality and well-being of both caregivers and care receivers in relationships of support.

2001, 126 pages

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The Toronto-based Roehrer Institute is Canada's leading organization promoting the equality, participation, and self-determination of people with intellectual and other disabilities. The Institute examines the causes of marginalization and provides research, information and social development opportunities.

THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

Aboriginal Women and Jobs: Challenges and Issues for Employability Programs in Québec

Le Partenariat Mikimon: Association des femmes autochtones du Québec and INRS-Culture et Société

This research report seeks to identify and assess the nature, utilization and effectiveness of employment, job access and training programs for Aboriginal women in the province of Québec. The research demonstrates that Aboriginal women who are entering the labour market face a number of challenges. Some of these include limited job structure in communities, lack of information about jobs available, unsuitable training programs, a shortage of child care services and discriminatory behavior.

A total of 93 interviews were conducted for this study, mainly with Aboriginal women living in Montréal and in the regions of Québec (Abitibi-Témiscamingue and the North Shore). The results demonstrate how the employability programs meet various needs of this population of women. These needs are defined as having sufficient income to cover the daily costs of living, participating in community activities and being together with other Aboriginal people. However, the authors stress that programs specially tailored to Aboriginal clients are often limited to providing jobs only within the Aboriginal community, and thus fail to ensure genuine entry into the labour market.

The recommendations address the need for the acquisition and dissemination of new knowledge, awareness-raising and guidance for clients, and the introduction of employability pilot programs.

2001, 107 pages

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Nadine Trudeau and Christiane Montpetit have worked as research assistants with the INRS.

Joséphine Bacon is an Innu from Quebec's North Shore with an interest in the culture and history of the Inuit people. Marie-Anne Cheezo, Christine Sioui Wawanoloath and Manon Lamontagne have worked with the Association des femmes autochtones du Québec in the areas of justice, violence and employment.



THE CHANGING ROLE OF THE STATE, WOMEN'S PAID AND UNPAID WORK, AND WOMEN'S VULNERABILITY TO POVERTY

In April 1997, the Policy Research Fund of Status of Women Canada issued a call for proposals on the theme *The Changing Role of the State, Women's Paid and Unpaid Work, and Women's Vulnerability to Poverty*. This call identified the need for research examining the gender dimensions of the relationship between the changing role of the state, and the changing nature of women's paid and unpaid work and their vulnerability to poverty. The research proposals were assessed by Status of Women Canada and external reviewers, and the following research projects were selected for funding:

- *Aboriginal Women and Jobs: Challenges and Issues for Employability Programs in Quebec*
- *Disability-Related Support Arrangements, Policy Options and Implications for Women's Equality*, by The Roeher Institute
- *Policy Options to Improve Standards for Women Garment Workers in Canada and Internationally*, by Lynda Yanz, Bob Jeffcott, Deena Ladd and Joan Atlin, Maquila Solidarity Network (Canada)
- *Gender on the Line: Technology, Restructuring and the Reorganization of Work in the Call Centre Industry*, by Ruth M. Buchanan and Sarah Koch-Schulte
- *Social and Community Indicators for Evaluating Women's Work in Communities*, by Louise Toupin (with the collaboration of Nadine Goudreault), Relais-Femmes
- *Unpaid Work and Macroeconomics: New Discussions, New Tools for Action*, by Isabella Bakker
- *Women and Homework: The Canadian Legislative Framework*, by Stephanie Bernstein, Katherine Lippel and Lucie Lamarche

These policy research projects were published between 1998 and 2001.

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WOMEN'S ACCESS TO JUSTICE

Getting a Foot in the Door: Women, Civil Legal Aid and Access to Justice

Lisa Addario and National Association of Women and the Law (NAWL)

This report presents 33 recommendations to improve women's access to the justice system. It is based on the premise that the legal needs of many women are still not being met, in spite of efforts by the access to justice movement in Canada to improve the provision of legal aid services. This is particularly true, according to the author, of women who are abused, disabled, immigrants or refugees, Aboriginal or low-income earners.

Using qualitative research, the author concludes that many women find the legal aid system to be confusing and intimidating. Among her findings are that women have difficulty finding lawyers who participate in legal aid, understanding the criteria for coverage, and obtaining legal services for their problems. While women understood that many of the problems they encountered with legal aid staff and lawyers reflected broader issues with the justice system, many also felt that the quality of the legal aid services they received was poor, and that their lawyers were frequently disrespectful toward them.

The following are among the author's recommendations:

- Extend legal aid coverage for property law, and discrimination beyond the workplace.
- Monitor more closely the eligibility criteria, effects of legal aid cutbacks, gender differences in the use of aid, and provincial spending on legal aid under the CHST.
- Better train lawyers and legal aid personnel to improve their ability to serve women with diverse backgrounds.
- Expand the definition of "liberty" in Section 7 of the *Charter* to reflect women's experiences. Coverage

should be extended to permit women to pursue their legal claims for support from former spouses to maintain their families.

- Provide legal aid coverage for the Section 7 guarantee of "security of the person", so that women can defend themselves from state action, as in child apprehension cases.

1998, 62 pages

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Lisa Addario is a social and legal policy consultant in Ottawa and Executive Coordinator of National Associations Active in Criminal Justice.

NAWL is national non-profit organization dedicated to advancing the equality rights of women through legal research, law reform advocacy and education.



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