

Gender and Trade:  
A Policy Research Dialogue on Mainstreaming Gender  
into Trade Policies

March 21, 2005

Policy Research Workshop Proceedings

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## PREFACE

Good public policy depends on good policy research. In recognition of this, Status of Women Canada instituted the Policy Research Fund in 1996. It supports independent policy research on issues linked to the public policy agenda and in need of gender-based analysis. Our objective is to enhance public debate on gender equality issues to enable individuals, organizations, policy makers and policy analysts to participate more effectively in the development of policy.

Funding for research projects is awarded through an open, competitive call for proposals. A non-governmental, external committee plays a key role in identifying policy research priorities, selecting research proposals for funding and evaluating the final reports.

In 2001, the Policy Research Fund issued a call for proposals on the theme Trade Agreements and Women. Seven policy research reports were funded as a result of this call. A complete list of the research projects funded under this call for proposals is included at the end of this report (Appendix C).

The issue of gender implications of trade agreements generated a lot of interest from both policy makers and the research community. To enhance the debate and build further knowledge on this issue, on March 21, 2005, Status of Women Canada organized a workshop on gender and trade inviting the researchers, federal government policy makers and representatives of the civil society to a policy research dialogue. The objectives of the workshop were to present research findings and policy recommendations of the research papers published under the theme Trade Agreements and Women; to encourage bringing gender perspective into trade policy development; to contribute to a dialogue between women's and equality seeking organizations and trade policy makers; and to create a broader knowledge base, and build the capacity of all stakeholders: policy makers, researchers and civil society on gender and trade issues.

Participants at the workshop included federal government trade policy analysts and other policy experts, researchers, academics and selected representatives of key women's organizations. The analysis of the workshop evaluation demonstrated that the participants found this event informative and useful for their work, increasing their understanding of the issue, and useful for raising further awareness of the importance of mainstreaming gender into trade policies.

We thank all the researchers and workshop participants for their contribution to the public policy debate.

# WORKSHOP REPORT

By

**Cathy Blacklock**

## **Overview**

The workshop was organized into two sessions. In the morning, research papers were presented after which representatives from International Trade Canada, Citizenship and Immigration, and the Canadian International Development Agency (CIDA) commented. This was followed by an open discussion of several critical issues including what the research tells us about the breadth, depth and scope of our understanding of women, gender and trade, the relationship between research, policy processes and bureaucracy, and the broader role of research in community education and advocacy capacity building.

The afternoon session was dedicated to a discussion of gender mainstreaming in multinational trade organizations, focusing on the Asia-Pacific Economic Co-operation (APEC) and the World Trade Organization (WTO). Representatives from International Trade Canada, Kartini International and The North-South Institute reflected on their experiences with APEC and the WTO. General discussion explored such issues as how gender mainstreaming spreads through organizations, how much demonstration effect the best mainstreaming practices have, and the role of leadership and advocacy in promoting gender-based analysis and gender mainstreaming.

## **Introduction**

The workshop opened with a speech from Florence Ievers, Coordinator, Status of Women Canada (delivered by Zeynep Karman, Director, Research, Status of Women Canada). She flagged two critical issues. First, trade liberalization means Canada faces a delicate balancing act between its domestic interests and its international commitments. Second, mainstreaming gender is critical to advancing gender in trade liberalization. Gender analysis must be a part of trade agreement processes, and active work is necessary to ensure that gender equality commitments are realized in trade arrangements.

Addressing these issues requires building capacity and partnerships at both the domestic and international levels, and good policy research. Status of Women Canada (SWC) has taken important initiatives on both these fronts. It has participated in the Inter-American Committee on Women of the Organization of American States (OAS) and actively pushed a gender agenda in APEC. As well, SWC funded high-quality research on women, gender and trade including the research presented at this workshop.

Presentations on five research projects funded by SWC followed the introductory remarks. The research related to three areas highly important to trade in the Canadian context: social policy, health care policy, and labour market and mobility policy. In general, how do developments in international trade, particularly trade liberalization and the associated trend toward deregulation, affect the policy spheres of particular importance to women, because of

their gendered nature, and how are particular groups, sectors and categories of women affected?

## **Presentation of Research**

### ***Social Policy***

The research by Lucie Lamarche based on her report, *Retaining Employment Equity Measures in Trade Agreements*, looked at how secondary modes of regulation, such as the *Employment Equity Act* (EEA) that are of specific interest to women are affected by international trade legislation. Professor Lamarche began by explaining her research: to understand how large corporations understand the implications of employment equity and compliance with the EEA on their competitiveness.

- Does regulation secondary to international trade legislation, particularly complex and unpredictable regulation like the EEA, affect the competitiveness of business operating in Canada? If so, how does it affect business?
- If competitiveness was negatively affected, would this lead to calls from business to eliminate secondary modes of regulation like the EEA?

The larger concern informing the project was that international trade legislation would negatively affect other regulatory measures designed to promote gender equality.

Professor Lamarche commented that although she had anticipated that business would reject the EEA, she found that businesses were concerned with its lack of transparency and the costs associated with this, the disclosure of information on business practices entailed in fulfilling reporting requirements and the risks to competitiveness associated with this.

Her research team interviewed senior management personnel responsible for employment equity in large companies in the finance, mining and transport (marine and surface) sectors. Overall, they found that managers were not concerned with the Act itself, but rather that reporting requirements made information about their business practices available to their competitors. However, despite the arguments made by the women's movement, the EEA itself was not questioned.

They concluded that to protect the EEA as national legislation, it must be strengthened so it passes the test of international trade that requires a predictable and transparent regulatory environment. Professor Lamarche suggested that, in the present political climate, this was unlikely and the result would be a weakening of the EEA.

### ***Health Care Policy***

Three research projects looked at the health care sector and trade. The first presentation, *Trade Agreements, the Health Care Sector, and Women's Health*, by Lori Curtis (a study she co-authored with Theresa Cyrus) focussed on the effects of trade policy on health care understood as an aspect of social policy. They suggested that the Canadian health care sector is vulnerable to international trade incursion, the concomitant risk being the development of

a two-tiered health care system. Since health insurance is considered part of the financial services sector (not the health services sector) it falls under NAFTA. They presented data to show that for many groups of women, health status declined from 1986 to 1998.

The second presentation by Olena Hankivsky and Marina Morrow, authors of the study, *Trade Agreements, Home Care and Women's Health*, focussed on the effects of international trade on health care not regulated by the *Healthcare Act*. Home care delivery is an area of health care vulnerable to trade liberalization, because it falls outside the Act. They examined NAFTA (especially Annex 2) and the General Agreement on Trade in Services (GATS) (especially Article 1.3) with two questions in mind.

- Will home care be increasingly open to trade challenges?
- Is home care sufficiently viable economically, competitive and profitable to provoke international interest?

They concluded the answer was yes to both questions and suggested that the language of exemptions must be changed.

Debora Stienstra presented her research, *Women with Disabilities Accessing Trade*. Professor Stienstra began by asking what we can learn about trade by looking at a small minority group, such as women with disabilities. On the surface, it might appear to be little. Trade policy conventionally has been understood as the exchange of goods and services. This allows us to look at commodities, money, etc., but it does not allow us to look at bodies. If we understand trade, however, as the exchange of goods and services to improve our embodied well-being, we are able to see how trade is about bodies.

As high-end users of health care, persons with disabilities are like the “canaries in the coal mine” when looking at trade from an embodied perspective. Furthermore, although our understanding of trade in assisted devices (ADs) is limited, it is an issue highly amenable to conventional trade analysis. Statistics Canada recognizes a wide array of assistive devices, such as wheelchairs, prosthetic and breathing devices, all of which are linked to medical technology. However, the categories of ADs recognized by Statistics Canada and in trade policy — and therefore exempt from duty — are those linked to medical technology and transported by hospitals and medical experts.

In contrast, ADs transported by ordinary people are not exempted from duty. While it is immediately obvious that new AD categories are needed, these facts about AD usage have broader significance. In the present context of increasing prices and decreasing support for public health care, they translate into a disincentive to work. Women with disabilities face a difficult choice: purchase older-generation drugs that often have greater side effects or buy newer generation drugs and spend less on food. Professor Stienstra concluded by noting that women do not yet experience the effects of the privatization of health care. Yet they are deeply fearful of such effects and wonder whether they are considered valued members of society. Current Canadian trade policy suggests the answer to this question is no.

### ***Labour Market and Mobility Policy***

Heather Gibb presented key findings and recommendations from the study, *Engendering Canadian Trade Policy: A Case Study of Labour Mobility in Trade Agreements* (Chantal Blouin, Heather Gibb, Maire McAdams, Ann Weston, The North-South Institute). The research team developed a simple gender analysis framework and applied it to Canada's commitments under labour mobility agreements associated with two trade agreements: NAFTA (Chapter16) and GATS (Mode 4, temporary cross-border movement of service providers). Two case studies, nurses and women business owners, demonstrated the application and value of a gender analysis framework.

The gender analysis of the actual commitments found that labour mobility clauses target high-skill workers, business people, managers and executives — sectors where women are less represented, compared to men. In GATS, Canada focusses its requests on male-dominated professions. While the study found no similar bias in NAFTA, the NAFTA process does not include a facilitated process for spouses/partners of professionals entering the United States.

The study of Canadian nurses found that the main reason for their international migration and increased use of NAFTA measures was domestic policy, specifically, budget cuts to the health care system in the early 1990s that resulted in large-scale layoffs and deteriorating working conditions. The number of nurses immigrating to Canada from other countries has not replaced those who have left Canada. Ethical considerations emerge with respect to policy choices that target “importing” temporary nursing professionals from developing countries. The study concluded that a temporary workers program outside the framework of trade agreements will not resolve Canada's needs but could exacerbate the shortage of skilled health professionals in developing countries. The study recommended that federal and provincial governments develop a comprehensive human resources strategy rather than rely on labour mobility provisions of trade agreements to resolve temporary skills shortages in the labour force.

While acknowledging difficulties in aggregating “women business owners” into one group, the study noted that the lack of comprehensive sex-disaggregated data on women business owners and exporters, particularly in services, makes it difficult for relevant government agencies to identify target groups and assess impacts. Interviews with informants indicated the main difficulty with business travel to the United States and other markets was access to timely, clear, accurate information, issues that can be particularly relevant for women in business, who experience gender-related constraints in time and access to information. The study also found that women business owners are not organized around trade policy issues and are not well represented in trade policy consultative mechanisms.

The following major findings and recommendations emerged from the study.

- Adequate sex-disaggregated data are critical to understanding and tracking the cost/benefit of trade agreements.



- The Canadian government should be more proactive in developing initiatives that will enhance the participation of women and gender experts in trade policy making.
- A formal mechanism is needed to ensure gender equality is addressed as part of the interdepartmental policy-making process.

The study also recommended further research to track the impact of NAFTA- and GATS-facilitated mobility on employment and wages in the Canadian labour market, especially for professionals, as well as monitoring the brain-drain costs and benefits from increased outward and inward mobility.

### **Gender Mainstreaming in Multinational Trade Organizations**

Ms. Karman introduced the afternoon's session with the observation that some multinational trade organizations, like APEC, are open to change while some, like the OECD, are not. She suggested that the important question is how to translate Canadian international commitments into practice in such forums.

Canada has played a critical role in APEC in promoting gender mainstreaming. In contrast, efforts to mainstream gender in the WTO have been limited, and have had minimal impact. Comparing across the organizational experiences of gender mainstreaming suggests the questions of whether Canada's effort in APEC can serve as a best practice. If so, what would be the necessary conditions for transferability? According to the discussants, the different experiences of gender mainstreaming in APEC and the WTO are explained, at least in part, by their organizational differences.

A summary by organization of the presentations made by Charles LaSalle, International Trade Canada, Dana Peebles, Kartini International, and Heather Gibb, North-South Institute follows.

#### ***World Trade Organization***

A significant feature of the WTO is its complexity, one result of which is that it is not yet well understood. The WTO is also a government body that can be accessed primarily through government channels. While the Canadian government has approximately 12 consultative mechanisms to obtain public input on Canadian trade policy, including within the WTO, there are very few gender inputs into these existing processes. While the mechanisms established are fairly open to the public, they are still not reaching women and organizations interested in increasing gender inputs into the Canadian trade policy development process. They still encounter considerable challenges accessing them, not the least of which is the complexity of WTO trade agreement negotiations. There appears to be a need for an intermediary between women's organizations and trade officials to help them speak the same language and find ways to work together in a collaborative fashion.

At the operational level, the WTO displays little orientation to gender. The complexity of trade issues means it recruits human resources at a very high level. At the current rate of women's entry into these high-level positions, it will likely be 10 to 15 years before Canada

can contribute many women with the requisite education and experience. However, this does not preclude the Canadian government from training its existing pool of senior trade officials (both male and female) to be sensitive to gender issues within a trade context.

It was suggested that gender mainstreaming must be marketed within the WTO, and this marketing must leverage the instrumental logic of how gender mainstreaming also promotes other Canadian values, goals, interests, etc. A strong leader is needed to promote gender mainstreaming within the WTO.

### ***Asia-Pacific Economic Co-operation***

Heather Gibb focussed her presentation on APEC. The forum engages 21 countries in North and South America, Asia and Oceania that touch the Pacific Ocean. Its policy on gender integration, developed with substantial financial and human resource contributions from Canada, was formally adopted in 1999. Gender equality advocates inside and outside the APEC process have expressly connected empowerment of women with improved economic and trade outcomes.

Recently, there has been steady erosion in APEC's supporting infrastructure for gender integration, which five years ago was quite vibrant. Organizational support, both at the very small APEC Secretariat and in countries seen as gender advocates, including Canada, to coordinate and advance gender integration in APEC has weakened. This is partly due to weak support at the APEC Secretariat, but largely a result of a fallback in support from key gender advocates, including Canada. Canada could on its own respond to APEC's gender integration policy by:

- including in its own individual action plan (IAP) any gender impact assessments of trade agreements or steps taken by the Government of Canada to protect and advance Canadian gender equality objectives through trade agreements. This could include listing the SWC-commissioned studies on gender and trade in the relevant sections of its IAP, consultations on possible gender implications of new or existing trade commitments, appointments of gender experts to government trade consultative mechanisms, etc.; and
- ensuring that all Canadian-funded, APEC-related activities comply fully with both APEC and Canadian government gender equality policy.

The discussion from the floor centred on APEC's organizational spread of gender mainstreaming, particularly, the directional flow of mainstreaming. It was suggested that the potential results of successful mainstreaming of gender in APEC are not being realized, because of institutional weakening. Overall, there has been limited take-up of APEC's gender mainstreaming success.

Several government officials expressed interest in learning more about gender and trade and, in particular, how to integrate what "gender experts" were saying into their work. They observed that gender experts should look at Canada's specific obligations with respect to the trade agreements, and not just the agreements themselves. These experts need to examine the interface between multilateral, regional and bilateral agreements. (Canadian trade policy officials are trying to bring these agreements together.)

In APEC, more could be done to look at the trade facilitation action plan from a gender perspective, since trade facilitation is an area of interest in that organization. Questions were raised about why gender analysts do not participate or provide input into government calls for input on trade policy. (This prompted quite a lively and impassioned discussion on why and how women/women's groups "engage" on trade policy.) One government official observed that citizens have a right to meet with public servants, hear what they're doing and get explanations for policy decisions.

## **Summary of Workshop Discussion**

### ***Research and Policy Nexus***

The research presented was viewed as interesting, impressive and its gendered analysis very strong. The issues of how it could inform the policy process and how to promote its take-up in policy generated considerable discussion. Since the research is at the case study stage, it provides important illustrations of how women are affected by trade and a number of illuminating insights into how trade is gendered. At this stage, however, the research cannot yet provide a comprehensive picture or analysis of women, gender and trade. Some policy analysts prompted questions on how to take advantage of it in analyzing trade policy and how best to feed it into policy development. The overarching theme in the discussion of these questions was that a strong research–policy nexus could not be premised solely on effective dissemination of research, but must also be built on "stakeholdership," generated through the participation of policy analysts at all stages of the research process.

A number of factors inhibiting more successful take-up of research were identified. They included the scarcity of channels for the exchange of knowledge, the continuing relegation of responsibility for gendered analysis to SWC, and the ongoing constraining effect of limited resources.

### ***Policy Challenges***

Although related to the topic of the research–policy nexus, it became clear that the issues comprising the topic of "policy challenges" are distinct. The research–policy nexus issues stem from the relationship between the processes of knowledge development and policy development. "Policy challenges" reflect the bureaucratic aspects of government that impinge on the policy process. Participants considered the following questions.

- In what ways are the roles and responsibilities of departments and other stakeholders important in ensuring that research is taken up in the policy process?
- At present, are such roles performed and responsibilities assumed?
- How critical is senior-level commitment to policy take-up?
- To what extent is rank-level commitment matter?

Other challenges to gendering trade policy included the lack of policy coherence across the federal government, a problem some participants saw as exacerbated by inadequate senior-

level commitment to the gender equality agenda and gender-based analysis, and inadequate capacity for gender-based analysis throughout the government. The extent to which senior management commitment is a problem and the capacity for gender-based analysis is weak was debated.

### ***Research***

There was general agreement that good policy research is critical to advancing the agenda of gendering trade policy. The purpose of such research, however, generated a number of questions.

- What should be the focus of research on women, gender and trade?
- What should the research agenda be?
- How do we balance the need for a gendered analysis of trade with the need for high-quality economic and policy analyses of trade?
- Can we do so in one body of analysis?
- What role does research play in the mainstreaming of gender?
- How can policy further its advancement?

It was noted that for research to be helpful, it cannot be about “numbers” only: showing that more women are involved in trade liberalization processes does not necessarily mean that gender equality is being realized. Research must therefore focus on *mechanisms* for mainstreaming gender in trade processes, organizations, and policy and agreements. It was suggested that some of the research showed a limited understanding of trade liberalization processes and trade agreements, and this aspect of analysis needs to be strengthened. As well, its domestic focus limited its take-up potential for CIDA policy analysts who face qualitatively different issues in their work at the international level.

Many participants saw the need for research that emphasized gender and trade, the need for more analytically sophisticated and comprehensive theory, and the need for further resources as critical to improving research. The researchers indicated there is, as yet, no adequate systemic theoretical framework for gendering trade liberalization and trade policy analysis. Gender-based analysis can serve as a starting point, as can social impact and sustainability analyses, but all these approaches are underdeveloped and under-theorized. A more inclusive and comprehensive approach would allow analysts to distinguish differences between women, and between paid and unpaid work, and analyze changes in gender gaps in areas like technology, consumption and public services. A number of suggestions were made as to where researchers and analysts could turn to borrow ideas. They included Health Canada’s successful work on concepts related to the intersection between gender and health, the WTO’s “before and after” approach, CIDA’s strength in resource-based analysis, and CIDA’s tools for trade-related capacity building.

The need for improved sex-disaggregated data was noted. This surprised many participants given the common assumption that Canada's data are adequate on this count. The need for a longer-term focus in research on gender and trade was also noted.

### ***Government Accountability for Gender Equality***

The issue of the federal government's responsibility for gender equality was raised several times during the workshop. The concern was expressed that SWC continues to bear too much responsibility for this policy agenda. There was general agreement on the need within the federal government for widespread and shared responsibility for gender-based analysis generally, and gender-based analysis of trade policy specifically. Suggested steps in this direction included obtaining a commitment to collaborate between key departments; Health Canada was noted, in particular, setting in motion "virtuous circles," and more creative and strategic use of ad hoc mechanisms.

### ***Case Studies***

Two main questions emerged from the discussion of the WTO and APEC. The first was how best to promote gender mainstreaming. As Ms. Karman stated, the important question is how to translate Canadian national and international commitments into practice in trade forums. The discussion highlighted a number of challenges that confront efforts at the WTO: understanding the organization is challenging given its complexity, and access is almost exclusively through government. No conclusive answer was arrived at as to whether the APEC gender mainstreaming lessons learned are transferable. The second question concerned who will provide financial support for efforts to promote gender mainstreaming in trade organizations. Further to this, the question was raised as to whether and if SWC would take on such a role.

### ***Engaging Canadians***

There was broad agreement on the importance of increasing voice and representation of interests in trade processes. A number of challenges to doing so were also identified, many of which were viewed as gendered, and particularly problematic for women. At the community level, and in civil society organizations, these challenges included insufficient information, the lack of resonance with the public of trade issues, and problems accessing consultative mechanisms and channels for advocacy. Steps to address these issues were also discussed and included translating research into accessible knowledge, generating media interest in trade-related issues for women, providing resources, particularly financial, for women to participate in consultative mechanisms, creating ways to access high levels of power, and promoting the collaborative work of civil society organizations.

One participant observed that researchers, to a limited extent, engage policy processes, such as consultative mechanisms. Several explanatory factors were identified and discussed, including the complex nature of community-based advocacy and the time-consuming process of education and capacity building that underpins it, the merit structure of academe, which does not reward these activities, and the scarcity of resources to support such activities.

## WELCOMING AND OPENING REMARKS

### FLORENCE IEVERS, COORDINATOR, STATUS OF WOMEN CANADA

Good morning, and welcome to this dialogue on gender and trade. Today's discussions will focus on Mainstreaming Gender into Trade Policies. We are building on a similar panel discussion held in November 2004, under the theme Gender and International Trade: Next Steps. That session was held in honour of Ms. Adair Heuchan, recipient of the Organization of Women in International Trade 2004 Women of the Year Award. In hosting that event, Status of Women Canada worked in co-operation with International Trade Canada (ITC) and the Canadian International Development Agency (CIDA).

As I noted in my remarks at the November dialogue, ours is a work in progress. As critical thinkers in Canadian civil society, you play a valuable role in helping to ensure gender is front and centre in policy discussions and decision-making processes on trade liberalization. So, before I proceed any further, I'd like to acknowledge and thank the hard-working researchers who will present their findings today — and all of you: policy analysts, civil society representatives, academics. Thank you for coming today to share experiences and learning on engendering trade policy.

The eminent anthropologist Margaret Mead once wrote: "I was brought up to believe that the only thing worth doing was to add to the sum of accurate information in the world."<sup>1</sup> Looking at the panel today, I know Ms. Mead would approve. Your dedication, discipline and creativity are an inspiration. Through your research, you fill key knowledge gaps. That knowledge contributes to sound, gender-based policy research, and helps generate policies, services and programs that address the needs of women and men alike. Your work allows us to progress on the journey toward gender equality and women's full human rights.

Perhaps nowhere is the need for sound policy research greater than in the area of gender and trade, particularly international trade, where the gender impacts run deep, yet attention to gender issues remains sparse. That is why we are particularly grateful for the work and dedication of our researchers.

As I noted earlier, today's discussions build on the November dialogue. A couple of key messages came out of that session.

First, research findings tend to counter the views that the economic growth arising from increased trade liberalization will help to alleviate poverty and that the gains will benefit all, including the poor, the vulnerable and the marginalized.

In fact, research has shown that the increased economic growth is *not* equally distributed between North and South, developed and underdeveloped countries, within national economies, between rich and poor, or between women and men. Findings indicate the effects have been mixed, especially for women. It is critical, therefore, that we work to

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<sup>1</sup> Maggio, Rosalie, ed. 1996. *The New Beacon Book of Quotations by Women*. Boston: Beacon Press, p. 376a.

ensure trade helps promote women's economic well-being and autonomy, and that it will not disadvantage women, either in Canada or around the globe.

Second, as a nation, Canada must strike a delicate balance in its trade policy objectives, namely, how to promote Canada's domestic economic interests, while advancing its international development objectives. We must ensure our trade policy decisions and economic gains are equally beneficial to vulnerable or marginalized groups of women in Canada, and that they do not come at the expense of women in any other part of the world.

Building on those key points, today's dialogue will provide a research focus, bringing together research and policy. We *know* that good policy is based on good policy research. But policy research can only be effective if it is put to use. It must be *applied* to the work of policy making and program delivery.

Today, we will hear from people who have done the policy research. Our agenda has some specific goals.

- Researchers will present key findings of recent gender-based policy research, which Status of Women Canada has funded under the theme Trade Agreements and Women.
- We will build on the process of bringing a gender perspective to trade policy development — a process we advanced with the November dialogue.
- We will contribute to the dialogue among women's and other equality-seeking groups working on this issue, as well as trade policy makers and negotiators.
- We will build a broader knowledge base and increase the capacity of policy makers, researchers and civil society on gender and trade issues.

In brief, here is how the day will unfold. This morning, we will have several presentations by panel members, followed by remarks and discussions. This afternoon, the focus will be on mainstreaming gender in multinational trade organizations, looking at both the challenges and opportunities. Our discussions will include Canada's experience in various organizations, such as the Asia-Pacific Economic Co-operation (APEC) and the World Trade Organization (WTO). We'll also have a chance to discuss and exchange ideas with panel members on gender mainstreaming and, if time permits, share questions and answers with the panel.

As Coordinator of Status of Women Canada, I am very proud of our Department's Policy Research Fund. Since 1996, the PRF has funded a wide range of high-quality, cutting-edge independent policy research, including seven recent reports under the theme Trade Agreements and Women. I would like to note and commend the contributions of Zeynep Karmen, Director of Research at Status of Women Canada. Her vision and insight have been invaluable in identifying issues important to women — and doing so at the time when few, if any, in government were even considering gender as a factor in trade policies.

The reports will be a focus of our day. This research covers a wide range of issues including health, labour mobility, women with disabilities, Aboriginal women and employment equity, and fills key gaps in existing research and policy areas.

Our efforts to build capacity, create collaborative partnerships and foster enhanced knowledge of how trade and globalization affect women are not limited to the domestic front. Status of Women Canada is also active at the international level in addressing the need to include a gender perspective in trade policies and processes.

Status of Women Canada continues its leadership role through the Executive Committee of the Inter-American Commission of Women (CIM), of the Organization of American States (OAS). The goals are to strengthen the organization as the main hemispheric policy body for gender equality and women's human rights, and to improve its links with the Summit of the Americas process, including the implementation of the Québec City Summit results regarding gender equality.

As SWC's Deputy Head, I was honoured to serve as CIM's Vice-President until 2004. Our work within the CIM is critical. At the Second Meeting of Ministers of this organization, held in Washington in April 2004, the ministers addressed the following key issues:

- women, free trade and economic empowerment;
- gender mainstreaming; and
- women's participation in the free trade process.

They adopted one declaration and five resolutions on women and trade — and these are major steps forward. For example, the resolution entitled “Women, Trade and Economic Empowerment” resolved to urge governments to develop analysis and programs that take into account the differing impacts of macro-economic policies on women and men. Furthermore, it also urged governments to do so in ways that minimize any potential negative impact on particular populations, *including women*.

Status of Women Canada also played a critical role in the development of the Inter-Institutional Forum on Gender Equality. This is a mechanism through which the OAS General Secretariat can facilitate action on and monitor progress in achieving the hemisphere's gender-related goals in its policy, operational activities, co-ordination, research, training and public information. The Forum will also collect information for the OAS Secretary General's reports to the General Assembly on the implementation of the Inter-American Program on the Promotion of Women's Human Rights, Gender Equity and Equality.

In 2002-03, SWC was also actively involved in laying the foundation of the Gender Focal Point Network, to further implement the APEC Framework for the Integration of Women. A key result of the work is a focus on the promotion of opportunities for women entrepreneurs in Canada and in other APEC member economies. The APEC organization itself has also been active in mainstreaming trade and gender issues. In May 2002, the Second Senior Officials Meeting endorsed the proposal for establishing the APEC Gender Focal Point Network. The Network was implemented in 2003. It maintains and supports the ongoing



integration of gender issues within APEC — a cause that Canada has long championed within the organization. I must commend and thank my colleagues at International Trade Canada for their significant role in making this a reality.

Moreover, at the Second Ministerial Meeting on Women in APEC, which took place in September 2002, the main theme was Advancing Women's Economic Interests and Opportunities in the New Economy. The Joint Ministerial Statement outlined strong recommendations for action in this regard. It also recognized that there are significant differences in the ways trade liberalization affects men and women, and that these differences must be taken into account when designing policies.

Within APEC, we have also been involved in shaping a Canadian project to study existing mechanisms and initiatives that support and promote the involvement of marginalized women producers in international trade. This is funded through the APEC forum, within the Committee on Trade and Investment (CTI). The objective is to assist the CTI in connecting its initiatives on trade-related capacity building and trade facilitation with the needs of small producers who are women.

At the end of September 2004, the results of this project were presented in Santiago, Chile, in the Special Joint Session of the Gender Focal Point Network and the CTI. This dialogue allowed project participants to present their papers on the many barriers and challenges faced by women exporters in the region. It also provided a forum for the Network and the CTI to discuss the issues and explore strategies to resolve them.

A key message is that trade policy should be linked to other domestic priorities, including initiatives that support women producers in small enterprises and advance gender equality. It demonstrates how women-owned businesses, particularly those owned by marginalized women, can engage effectively in international trade. We are very excited about this undertaking. It marks a true milestone, because it's the first time a gender-specific project has been included in the work of the APEC Committee on Trade and Investment. We look forward to the recommendations, which are to be included in the CTI work plan this year.

Status of Women Canada and the then Department of Foreign Affairs and International Trade (DFAIT) provided support to CIDA, which co-sponsored, along with the WTO, a joint symposium on Women as Economic Actors in Sustainable Development in Geneva in June 2003. This was a critical first move in raising the profile of gender mainstreaming within the organization and in underscoring the importance of incorporating gender analysis into trade policies.

In 2004, Status of Women Canada supported Canada's involvement in the Seventh Meeting of the Commonwealth Ministers Responsible for Women's Affairs, in developing the Commonwealth Plan of Action for Gender Equality for 2005-2015. The Plan addresses the need to ensure gender analysis becomes part of the process of developing trade policies and negotiations, to ensure fair and just trading agreements and systems. These activities are only a few in our multi-faceted commitment to advance gender equality and women's

human rights in all areas, including international trade and globalization, both at home and abroad.

And today, we are at a critical point in our journey toward gender equality. Earlier this month, International Women's Week (IWW) and the high-level international meeting known as Beijing+10 occurred concurrently. Speaking at the United Nations in New York on March 2, the Honourable Liza Frulla, Head of the Canadian Delegation, and Minister of Canadian Heritage and Minister responsible for Status of Women, strongly urged nations around the world to unanimously and unequivocally reaffirm the Beijing Declaration and Platform for Action. And they did, with Canada playing a leadership role in that pivotal reaffirmation.

The outcomes of Beijing+10 underpin the importance of good, solid research. I have seen this played out, time and time again, in my role as a delegate and government representative at meetings of multilateral organizations, such as APEC and the OAS.

It is a critical step forward that governments are committed to Beijing +10. This must be reflected on the international stage, as well, so the commitment is not lost, watered down or passed over for other priorities. We must see the commitments reflected in international trade organizations and multilateral trade agreements, such as NAFTA and the Free Trade Area of the Americas (FTAA).

We know how easily gender concerns can be put on the back burner. But there is no more important issue. Gender concerns are pivotal to women's rights as well as human rights. Ms. Adair Heuchan talked about exactly these issues at our session in November. She said it is not just about numbers — how many women in the WTO or hiring more women to work in key institutions, as a stand-alone measure. Having more women involved does not necessarily improve gender equality. The key is having more sex-disaggregated data available — that statistics alone are just a starting point. Our researchers are making exactly the same point today. And they demonstrate this through their research results.

We *have* the mechanisms in place to engender policies, and more are being established. For example, on International Women's Day, March 8, it was announced that a new European Institute for Gender Equality is being set up. It will support European Union institutions and member states in promoting equality between women and men, and combating sex discrimination. It should be up and running by 2007.

Status of Women Canada will closely monitor the development of this new Institute, and collaborate, if the opportunity or need arises. It is a sign of real progress on the world stage and we are tremendously encouraged by it.

But the challenge remains: how to apply gender mainstreaming to trade organizations. As with anything, it is a question of individual people, organizations, communities and nations taking responsibility and getting involved, from the grass-roots level on up to the international arena. Gender equality is everyone's business, and I hope everyone here today will take that to heart and promote it.

That's what Adair was doing when Women in International Trade honoured her with the 2004 Women of the Year Award. She is a role model for those working in trade policy, because she knows engendering policy must occur at every step of the process. With Adair's example to inspire us, I put the challenge before you here today. I challenge those of you who are trade policy analysts and officers; those of you who sit on different trade committees, around negotiating tables representing Canadian trade interests. Always remember to bring the gender perspective into your discussions! Use the research results, analyses and data that are available to you, thanks to these and other hard-working researchers. Seize the opportunity and use the research we will hear about today, to create more inclusive trade policies – policies that will benefit all Canadians, in all their diversity.

In closing, I would like to thank our partners at International Trade Canada and CIDA, without whose collaboration and support today's session would not have been possible. And now, I am pleased to ask Zeynep Karman, Director of Research at Status of Women Canada, to introduce the panel. Thank you.

### **ZEYNEP KARMAN**

Good morning. I would like to welcome all of you on behalf of the Research Directorate of Status of Women Canada. We are privileged to have you here and pleased to see how much interest the issue of gender and trade generated.

There is little doubt about the importance of trade liberalization in the global economy of the 21st century. Canada is a key player in that process. According to the most recent report on Canada's State of Trade,<sup>2</sup> in the 1990s, Canadian exports and imports of goods and services grew faster than the gross domestic product (GDP). At their peak in 2000, exports accounted for 45.3 percent of GDP and imports for 40.2 percent. Since then however, trade levels have fallen off, resulting in 2003 share of exports in goods and services in GDP going down to 37.7 percent and imports to 33.7 percent.

At the same time, serious concerns were raised by researchers, equality-seeking and women's organizations and others about growing inequality and the differential impact of trade liberalization, especially when it comes to distributional effects. It has been argued that the economic growth due to increased trade is not benefiting all equally. In particular, vulnerable groups, including women, are left out.

We still need to know much more about both the benefits and the disproportionate impact of trade policies on women and men. A considerable knowledge gap remains in many areas of research on this issue: employment, education, health, social services, labour mobility and human rights.

A major challenge for policy makers is to assess which groups may be disproportionately affected by trade liberalization policies and to mitigate the potential adverse effects of these

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<sup>2</sup> Canada, DFAIT (Department of Foreign Affairs and International Trade). 2004. *Fifth Annual Report on Canada's State of Trade*. Update prepared by Trade and Economic Analysis Division (EET), March.

policies. Keeping in mind that good public policy depends on good policy research, the Policy Research Fund issued a call for research proposals on Trade Agreements and Women in 2001. As a result of our call, seven research projects were funded. These reports will be our focus today. I will now introduce our panelists and their reports. Please note that with the exception of two reports, all are written by a team of researchers, numbering from two to six contributors.

- **Heather Gibb** of the North-South Institute is here today, and I note that Chantal Blouin is in the audience. Thank you both for coming. Heather will present on their report, *Engendering Canadian Trade Policy: A Case Study of Labour Mobility in Trade Agreements*. The report provides a gender-analysis framework for trade policy making in Canada. The framework is applied to the labour mobility provisions of the North American Free Trade Agreement (NAFTA) and the General Agreement on Trade in Services (GATS). The goal of this study is to show the impact of the labour mobility provisions in these trade agreements on two groups: women business owners and nurses.
- I would like to welcome **Deborah Stienstra**, of the University of Winnipeg, who will present on the report, *Women with Disabilities: Accessing Trade*. It explores the unique concerns women with disabilities have concerning international trade agreements and policies. The authors investigate how international trade in health services and assistive devices affects women with disabilities, including women entrepreneurs with disabilities.
- **Olena Hankivsky** of Simon Fraser University and **Marina Morrow** of the University of British Columbia are here to discuss the findings of their report, *Trade Agreements, Home Care and Women's Health*. It explores the impact of trade liberalization on Canadian women home care workers. By looking at health-relevant trade agreements that have implications for the Canadian health care system, the researchers examine various aspects that are especially significant for women's health, women's labour in the health care sector and women's equality. The report reveals the unequal ways women may experience changes in the health care system that result from trade agreements. It also provides recommendations on how a comprehensive gender-based analysis can be conducted for existing and future trade policy agreements.
- **Lori J. Curtis**, of the University of Waterloo, will discuss her report, *Trade Agreements, the Health-Care Sector and Women's Health*. The authors conducted a content analysis of various trade agreements, such as NAFTA and GATS, to determine how these agreements affect health care in Canada. They made two rather shocking findings. First, it may be impossible to avoid the commercialization and privatization of hospital and clinic services. Second, certain elements of NAFTA may make it more difficult to extend public health insurance, such as pharmacare or home care.
- **Lucie Lamarche**, of the Université du Québec à Montréal, will present her report, *Retaining Employment Equity Measures in Trade Agreements*. Her study focusses on the federal model of employment equity and asks whether, in the particular case of employment equality, we can corroborate the assertion that the commitments made by

Canada in accordance with various agreements would adversely affect the country's capacity to maintain national measures for promoting employment equality for Canadian women. The author addresses this question by focussing on two WTO agreements signed by Canada: the General Agreement on Trade in Services (GATS) and the Agreement on Government Procurement (AGP). She also examines NAFTA, particularly Chapter 11 (investments).

- Our Aboriginal researchers, **Darlene Rude** and **Connie Deiter**, authors of the study *From the Fur Trade to Free Trade: Forestry and First Nations Women in Canada* were unable to join us today. Their report makes the connections between First Nations women, forestry and free trade. The authors argue that Aboriginal women have been increasingly excluded and marginalized from trade relationships in North America. This study focusses on First Nations women in Western Canada, who are taking a leadership role in advocating for Aboriginal title and rights, to protect the environment and preserve their traditional lifestyle.

## **RESEARCH PRESENTATIONS ON THE THEME TRADE AGREEMENTS AND WOMEN**

**HEATHER GIBB**

**SENIOR RESEARCHER, NORTH-SOUTH INSTITUTE**

This study employs a gender analysis framework to examine Canada's commitments under labour mobility agreements associated with the North American Free Trade Agreement (NAFTA) (Chapter 16) and the General Agreement on Trade in Services (GATS) (mode 4).

At present, trade agreements play a limited role in the broader migration arena. In view of the growing interest in discussing the temporary movement of certain categories of workers through trade agreements, such as the Free Trade Area of the Americas (FTAA) and in the World Trade Organization (WTO), it is timely to take stock of present and potential future implications of Canadian commitments, to consider the processes by which Canadian constituents are engaged, and to ensure the federal government's gender equality commitments are fully integrated into Canadian policy and processes. In addition, a gender analysis of the implications of these labour mobility agreements for Canadians contributes to the growing literature exploring the linkages between foreign trade policy and the broader domestic economy.

It was beyond the scope of this study to explore all gender dimensions; however, the gender analysis framework is applied to two groups — nurses and women business owners — to examine the impacts of the agreements for those groups. A full analysis would examine the respective issues for women and men in several categories and professions.

The analysis begins with a description of the labour mobility provisions of trade agreements to which Canada is party: NAFTA and GATS. The intent of these provisions is to support increased cross-border trade and investment by facilitating the movement of high-skilled workers, business managers and executives. These provisions may not be used by Canadian women as much as men since women occupy comparatively fewer senior management positions than men. In addition, women are more present in micro firms with no or very few employees, and thus not eligible for these business categories. Canadian women are in a better position to take advantage of NAFTA's clauses for professionals, since the NAFTA list includes categories, such as health professions, where women are strongly represented.

American and Canadian immigration data tracking the cross-border temporary movement of business persons have a number of important weaknesses, but some preliminary observations can be made. First, for Canada, the United States is the main destination and source country for temporary workers. The NAFTA clauses for professionals have not created a North American labour market for professionals, but there appears to be a steady growth in the number of Canadians entering the United States. Not all these professionals resorted to the NAFTA-facilitated process, but it is now the most common way for Canadian professionals to enter the United States. Second, women represent about a quarter of temporary workers coming to and

leaving Canada. This is also true for the movement of professionals under NAFTA, despite the fact that several female-dominated professions are included in the NAFTA list.

The case study on nurses in Canada illustrates the strong interplay between international and domestic issues. Thus, the main explanation for the increased use of the NAFTA labour mobility provisions by Canadian nurses going to the United States is to be found in domestic policy — budget cuts to the health care system, which lead to widespread layoffs of nurses. The analysis suggests that problems of nurse shortages and working conditions in the Canadian health system are better dealt with via a national human resources strategy for nurses. Given its position of not making any commitments on health services, Canada is unlikely to make any commitments under GATS or the FTAA, which would facilitate entry of health professionals to Canada. The feasibility and desirability of a temporary workers program (outside the realm of trade agreements) facilitating mobility of nurses is not demonstrated either.

The case study on women business owners finds that Canadian women business owners do not appear to make much use of the NAFTA and GATS labour mobility provisions. The study, however, reveals how inadequacies in sex-disaggregated data hinder evaluation of the economic benefits of the labour mobility agreements for Canadian women business owners. We are unable to determine whether labour mobility agreements have contributed to any increase in the value or quantity of exports by women business owners, particularly those providing services, or any increase in the number of Canadian women engaged in exporting. The analysis of participation by this group in government consultative mechanisms associated with the labour mobility agreements also suggests that a group that is not well organized will be less visible in government initiatives. We find a dearth of sex-disaggregated data for business-related government programs, and no consistent voice for women business owners in government policy in this arena. Key findings and recommendations include the following.

- There are a number of gaps in the data, which present major barriers to a gender analysis. The study recommends that Canada initiate discussion on mechanisms to have the NAFTA partners make data on the movement of temporary workers more uniform, develop consistent terminology, and expand data collected to include the duration of a visa, by sex. There is a need for more detailed sex-disaggregated data on temporary workers coming into Canada, particularly professionals. In addition, better sex-disaggregated data on Canadian firms and exporters are needed to identify where women business owners are located, evaluate the use of existing government support mechanisms by women and men business owners, and target priority areas for future initiatives.
- The Government of Canada should take steps to enhance the participation of women and gender experts in trade policy making. While the government has made efforts in recent years to open the policy-making process related to trade policy, gender equality has not been at the centre of these changes.
- This study does not directly address the question of whether international trade policy is a mechanism for economic growth that benefits women and men equally. Our analysis suggests the processes by which policy is now developed do not advance the Canadian

government's gender equality objectives. The federal government should establish a formal mechanism to ensure gender equality will be addressed as an ongoing part of the interdepartmental trade policy-making process. Responsibility for gender analysis of trade policy should not rest with Status of Women Canada but, consistent with the government's own gender equality objectives, with the respective departments involved in the specific policy areas.

**DEBORAH STIENSTRA**  
**PROFESSOR AND DIRECTOR, INTERDISCIPLINARY MASTER'S PROGRAM IN DISABILITY STUDIES, UNIVERSITY OF MANITOBA**

About two weeks ago I attended the annual meetings of the International Studies Association in Hawaii. There I presented the results of the research project funded by Status of Women Canada. In discussions around mainstreaming gender in trade, I was asked why we should look especially at the situation of women with disabilities in trade policy and what might they illustrate that is unique. Actually, the questions I receive about this project are more incredulous. What could we possibly learn from this minority group that has little if anything to do with trade policy? These questions come not only from feminists who understand the significance of the gendered nature of trade policy, but also from the community of people with disabilities themselves who often ask why this research is relevant to their lives and their own advocacy agenda.

My response to both sets of questions illustrates what I consider a fundamental issue in our understanding of trade policy. I believe that the experiences of men and women with disabilities are teachers for all of us about how we live our lives, including trade between countries, as embodied people. We experience the world in many ways, one of which is through the experiences of our bodies. Since the world we live in was created using non-disabled people as the norm, those of us without disabilities go through it without being stopped by barriers to the movement of our bodies. It is instructive to look at the barriers some face and why they might be there.

This then is the work of our research project. It is not simply about outlining the barriers women with disabilities face around trade, although the study does give us detailed data about those barriers to women with disabilities both as consumers of assistive devices, health products and services, and as entrepreneurs involved in trade. To do this research, we analyzed the trade data available related to assistive devices, health products and health services. We listened to the experiences of 42 women with disabilities across Canada with a range of disabilities including sensory, mental health, multiple and invisible disabilities, and others. Six identified themselves as entrepreneurs, eleven as ethno-racial women and two as Aboriginal women. We also spoke with vendors of assistive devices in Manitoba, Ontario and Newfoundland and Labrador, several program co-ordinators and two brokers. We were guided by an advisory panel with representatives from disability advocacy groups, entrepreneurs with disabilities, government and others.



But the study illustrates taken-for-granted notions that have become embedded in our trade practices and policies. These assumptions remind us that trade is first and foremost a vehicle to assist people to get goods, keep jobs and sustain an economy. Sometimes it is important to step back from the impersonal and abstract data about trade in commodities or services, to remember that real people are affected, whether directly or indirectly, by these movements of goods and services, that all our lives are made easier or more difficult by the decisions of trade rules and regulations, and that trade policy and practices illustrate broader assumptions we hold in Canadian society about the value and worth of individual lives.

### **Assistive Devices**

Over 1.6 million Canadians say they require aids or devices for daily living — over half are women. Assistive devices are those aids or devices, such as wheelchairs, prosthetic arms or legs, canes, visual doorbells, screen reading computer technologies, that make it possible for people with activity limitations to perform daily activities. There is a significant trade in these devices, especially with the United States. Canada had a trade deficit in those devices between 1992 and 2001, and during this period there was a significant increase in trade especially related to wheelchairs and artificial respiratory equipment.

Assistive devices are governed by commodity classifications, but only a very few of the broad range that people with disabilities use are included in the trade data. Those that are included are linked directly with medical devices and classified as medical technology. This has a dual effect of contributing to the medicalization of disability and putting individuals with disabilities who must access this technology in the same category as hospitals, institutions and clinics that purchase medical technology. It can be much more difficult for individuals than for institutions to access this technology. Lumping medical and assistive devices together in one classification also has the effect of making unclear, for both the user and brokers who manage the trade interactions, which devices have duty applied.

Under the trade agreements, assistive devices do not have duty applied, but some medical devices and technologies do have duty applied. One solution is to create a separate classification category for assistive devices and technology. This would eliminate the assumption that all devices that can assist people with disabilities are necessarily medical. It would also allow flexibility in what assistive technology can look like, and recognize that different technology may have different functions. A separate category also ensures that all assistive technology will have no duty applied, rather than making ad hoc cases about specific technologies as is currently the case.

When we recognize that assistive technology is different from medical technology, we also recognize that what is defined as assistive technology is shaped by the end user of that technology. For example, voice recognition software can be used as office technology by a doctor, in which case it is not assistive technology. However, when it is used by a person with quadriplegia, it is assistive technology. To manage this individualized recognition of assistive technology, a registry of people with assistive technology needs, drawn from those who claim the disability tax credit, can be maintained by the Canada Revenue Agency. Given that the government currently responds on an ad hoc basis to assistive technology

claims, this approach would reduce and rationalize the system. It would also ensure better access in terms of reduced duty, clearer information about what is assistive technology, and the inclusion of aids and devices needed by people with disabilities that have not been included under the existing classification codes.

### ***Recommendations***

- All assistive technology and devices for people with disabilities should be exempt from duty, brokerage fees and tax.
- The Canada Revenue Agency should create a registry of people who receive the disability tax credit and use that to approve duty-free status related to each person with disabilities.
- Separate commodity classification codes for assistive technology should be created by Statistics Canada following significant, participatory discussions with the self-representational disability community.

### **Indirect Impacts of Trade Policy**

While trade in assistive devices illustrates the direct ways trade policies shape the lives of women with disabilities, several indirect effects are very important. For women with disabilities, the increased pharmaceutical prices related to Canada's entry in international trade agreements, together with the move to increasing privatization of health services, have both had significant impacts.

As significant users of pharmaceuticals, many women with disabilities face enormous monthly costs to cover medications. Many rely on public programs, including provincial social assistance, to cover these costs. But eligibility for these programs, in most provinces, is limited to those who are unable to work. As a result, women with disabilities who face high drug costs must either remain out of the labour force and have the public support for their pharmaceuticals, or go into the work force and become part of the "working poor" — using a high proportion of their income to pay their drug costs. This lack of support for medication costs provides a disincentive to work for many women with disabilities, and reinforces the idea that they cannot be productive members of Canadian society, even though many would choose to work if they had the appropriate supports.

Uncertainty about the status of public health services also has an impact on women with disabilities. For most of the women we spoke with, private health services were not yet a significant part of their lives, but they worried about what would happen if they began to lose some of the pieces of the health care system that currently provide significant support. The future possibility of privatized health care, coupled with an increased interest by people with disabilities in managing their own care, leaves women with disabilities more vulnerable to market forces in obtaining their care, and may undermine or further reduce public programs.

As a result of these concerns, women with disabilities identified several areas for further policy work. In developing trade policies, Canada needs to recognize the lack of access

issues created by the disparity in costs in health products between Canada and the United States, and create an appropriate mechanism to address this variation for people with disabilities who require these products.

Foreign Affairs Canada and International Trade Canada should ensure that, within existing and developing trade policies, common accessibility standards (including the provision of interpreters in emergency health care settings) that support existing national legislation are implemented. They should also ensure that international trade agreements, both those existing and those still to be implemented, do not disrupt access to publicly funded home care.

### **Information about Trade for Entrepreneurs**

Women with disabilities generally knew little about trade and how it affected their lives. Some were aware of training that had taken place earlier, but weren't sure if it was still available. Several mentioned networks of entrepreneurs with disabilities in their own region, but none mentioned the Canadian Trade Commissioner Service's Businesswomen in Trade program.

Women entrepreneurs with disabilities felt they had little information about importing and exporting or undertaking work in the United States. They faced additional barriers as a result of their disabilities. Ethno-racial women had even further challenges associated with obtaining relevant information in a language they understood. As a result, many women with disabilities failed to see themselves as engaged or able to speak authoritatively about trade issues and the impact on their lives. Even as entrepreneurs, they felt they did not have enough information or appropriate access to be able to engage successfully in international trade.

### ***Recommendations***

- Foreign Affairs Canada and International Trade Canada should undertake a systematic analysis of all their trade policies using a disability lens to identify the challenges and opportunities for women and men with disabilities.
- Foreign Affairs Canada, International Trade Canada and private industry should develop and advertise a Web site about international trade policies and their impact on women and men with disabilities. Information should be available in multiple formats.
- The CCRA, other federal agencies, non-profit organizations and private industry should provide workshops on customs regulations associated with importing goods and services, and how to complete the necessary paperwork.
- The CCRA should develop a user-friendly, accessible Web site with relevant customs information for entrepreneurs, including a list of telephone/teletypewriter numbers to call for clarifications or questions.
- The Canadian Trade Commissioner Service's Businesswomen in Trade section should provide and include in its Web site specific information about access and inclusion issues for women entrepreneurs with disabilities who want to engage in trade.

Trade is about people and making it possible for people to live their lives. When we forget that, we create trade policies and practices that adversely affect the lives of individuals and, in the case of women with disabilities, reinforce existing marginalization and reduce their capacity to contribute to the Canadian economy and society.

**OLENA HANKIVSKY**

**ASSOCIATE PROFESSOR, DEPARTMENT OF POLITICAL SCIENCE, SIMON FRASER UNIVERSITY**

**MARINA MORROW, RESEARCH ASSOCIATE, BC CENTRE OF EXCELLENCE FOR WOMEN'S HEALTH**

Our project began with the observation that there has been no gendered analysis of how existing home care policies, and the funding and delivery models of home care interface with trade agreements. In our research, we were concerned with the consequences of trade liberalization for Canadian women in the specific health sector of home care. We chose home care, because it falls outside of the protection of the *Canada Health Act* and has been identified as one of the health care service areas that is most vulnerable to the North American Free Trade Agreement (NAFTA) and the General Agreement on Trade in Services (GATS). As well, most formal and informal caregivers are women and, thus, changes to the home care sector are particularly relevant both to women as workers and recipients of care.

In our research, we argue that sustaining current services or expanding the Canadian public health care system to include home care has become more challenging under the terms of trade agreements. For-profit models are increasingly used in the delivery of home care services and this privatization makes home care more vulnerable to the terms of trade agreements. Privatization is of particular concern to women, because of the documented negative impact it has on both the delivery of care and the erosion of labour standards in the health care system. For example, women constitute 80 percent of primary health caregivers in both the formal and informal sector, women use the health care system more than men and women are overly representative among the poor. Additionally women, especially racialized women, are more highly concentrated in low-paying jobs that do not offer additional health benefits. Any type of change that alters access to health care services, in particular home care, is therefore especially significant for Canadian women.

In our research, we also reviewed the application of gender mainstreaming and gender-based analysis to the domain of trade agreements and more generally as a key tool for ensuring gender equity in policy. In the first instance, we found that there has been little recognition within governments that globalization and trade agreements are women's issues even though they are implemented within the context of existing social inequalities both nationally and internationally. Further, despite federal and international commitments to women's equality and the application of gender-based analysis to policy decision making, in practice gender-based analysis is not systematically applied or evaluated in the trade domain. No large-scale studies of this nature have ever been done in Canada or elsewhere. In 1999, Health Canada (International Affairs Directorate) began to work closely with the Department of Foreign

Affairs and International Trade (DFAIT) on trade issues and health. Their partnership has been singled out by the World Health Organization and World Trade Organization as a model for policy co-ordination between trade and health to achieve national goals. Even though the goal of this collaboration is to ensure the trade negotiating positions reflect domestic policy priorities and objectives, a gender-based analysis does not inform these consultations and resultant decisions.

In the second instance, we found gender-based analysis lacking in its ability to capture fully the complex effects of trade agreements on a range of diverse women's health and lives. A key outcome of our research has been to argue both for the need to revisit the conceptualization of gender mainstreaming/gender-based analysis as well as to continue to argue that governments and international bodies have a key role to play in ensuring that the differential impact of trade agreements on women and men is assessed, especially over the long term.

Our research examined the home care delivery structures in two Canadian provinces (British Columbia and Ontario) to better understand their vulnerability under the current terms of trade agreements and the degree to which trade agreements pose a danger to home care in the future.

- We undertook a comprehensive literature review on globalization, trade agreements, gender and health was undertaken. An annotated bibliography is included in our report.
- Key informant interviews were completed with 27 individuals in Canada, the United States and Europe, and included representatives from international organizations such as WHO, UNIFEM, the OECD, the Initiative for Policy Dialogue at Columbia University as well as interviews with Canadian experts and Canadian trade and health policy officials in Health Canada and DFAIT.
- We used the following questions to consider the actual and potential gendered dimensions of NAFTA and GATS for women's health and for women workers in the home care sector.
  - What are the health and gender relevant aspects of the trade agreement? Which aspects are relevant to the home care sector specifically?
  - What are the gender-relevant aspects of implementation or enforcement of the trade agreement with respect to the home care sector?
  - What might the effects be on women's health and women's labour in the home care sector and on women's equality?

### **Findings Re: Home Care**

Both agreements contain specific reservations and exemptions intended to protect Canada's health care system. However, the wording does not adequately take into account Canada's mixed public-private system or indeed, the area of home care in which there is a substantive presence of private not-for-profit and for-profit companies operating in competition or on a commercial basis. As a result, it may be concluded that home care is subject to both

agreements, but what is the likelihood that Canada will face a trade challenge if policy changes to home care are attempted?

To make this assessment, it must first be established whether home care is economically significant for private foreign investors. Industry Canada has suggested that home care is an “area of strength” for attracting foreign investors, particularly because there are an increasing number of affluent, older citizens with chronic health conditions. The health maintenance organization (HMO) industry of the United States has also shown interest in Canada. Home care, in particular chronic illness management, could be lucrative enough to be included in this industry’s basket of health services.

That said, as our recommendations highlight, policy changes may still be possible and trade challenges may be manageable under the following conditions.

- The trade agreement language is clarified especially with respect to what is considered a “service for a public purpose” and “governmental authority.” Indeed, wording in the agreements is very broad and does not necessarily respond to the public-private composition of the Canadian health care system.
- The Canadian government safeguards all services in the public sector. One way of doing this with respect to GATS is to reinterpret or amend GATS Article I.3 to allow governments to exclude what they want to strengthen the public system (modelled after the security clause in GATS- Article 14). With respect to NAFTA, Annex II must be interpreted to include all public services regardless of whether they are publicly or privately delivered/financed.
- Protect the *Canada Health Act*.
- Make a clear and consistent declaration of what is subject to international trade agreements and what is protected.
- Change the current protection of our health care system that is achieved via exceptions and reservations in NAFTA and GATS and make it an explicit part of the rules of the agreements. This type of change is important, because the apparent hierarchy of rules over exceptions may place Canada in the position of being reactive rather than proactive in terms of protecting the current health care system.

Even if measures are taken, Canada’s policy flexibility has decreased in health, and in particular home care, as a result of both NAFTA and GATS. And, as our report demonstrated, the potential effects of changes to home care, especially in the direction of more privatization, would be experienced differently across the Canadian population. Gender inequalities would be particularly acute for Canadian women who are the majority of the unpaid and paid caregivers, and who would most benefit from home care reform and more publicly funded home care services. Our report shows the need for a systematic gender-based analysis to inform policy decision making in the area of trade agreements and the Canadian health care system.

In the trade sector, gender mainstreaming entails both equal consideration and participation of women and men in every aspect of trade ranging from policy and decision making to an examination of the actual effects of trade policies and agreements on both genders.

In terms of understanding the interface between trade agreements, gender and health, there is no established methodology in place. This is further complicated by the fact that there is widespread agreement that no single model or framework may be able to measure the impact of trade on men and women. A number of approaches and models can provide a starting place for working toward an effective framework for evaluating the effects of trade on gender: gender-based analysis, social impact analysis, sustainability impact assessments and legal/regulatory analysis.

## **Analyzing the Impacts of Trade Agreements**

### ***Gender-Based Analysis***

Because a gender-based analysis is considered to be essential to any mainstreaming strategy, a number of organizations and gender specialists have started to develop frameworks and specific tools to assess the gendered impact of trade agreements.

In all the approaches and strategies thus far, there have been marked differences in how to engender trade policy. Strategies range from ensuring access and representation to social clauses engendering review mechanisms, such as trade policy reviews, and long-term capacity building via trade literacy initiatives. The central debate can be characterized as whether women should work collaboratively with trade bodies versus the position that the market-based values underlying trade agreements are incompatible with the values underlying a public sector.

Moreover, the absence of women's organizations and advocates in trade policy-making processes is a key obstacle to integrating a gendered perspective into official trade policy. Finally, there is a need to develop a critical approach to gender and trade that goes beyond the conventional gender mainstreaming phenomenon. Accordingly, it is important to consider approaches and analyses beyond those of more traditional gender-based analysis.

### ***Social Impact Analysis***

This type of analysis looks at the distributional impact of policy reforms on the well-being or welfare of different stakeholder groups. Feminists have criticized this methodology, because it has not examined social relations across and within nations, such as class, gender, race, that form the context in which trade policies are enacted.

With modifications to include gender, there are a number of reasons why a social impact analysis may be appropriate for trade policy analysis. It may be able to balance the importance of efficiency and growth with considerations of well-being, social justice and environmental sustainability. Because it also prioritizes the use of mixed methods, it leverages the benefits of both qualitative and quantitative methods in developing a more complete analysis of the relationship between trade agreements and health. In the context of health, it leads to the examination of how the core values of equity, fairness and solidarity on which

the Canadian health care system is premised are affected by trade policy. It also allows the distributional effects of policy change on various population groups that are themselves gendered to be highlighted. This analysis also addresses the effects on the political, economic and social determinants of health and disease.

### ***Sustainability Impact Assessment***

A sustainability impact assessment is intended to ensure that trade liberalization contributes to equity, ecological efficiency, environmental protection, as well as growth. Although gender is included among the core sustainability indicators in this assessment, the overall lack of gender analysis has been noted.

### ***Legal/Regulatory Analysis***

It has been argued that the relationship between trade agreements and human rights needs to be closely interrogated. One way of doing this is through a legal/regulatory analysis. For this analysis to be effective, it must consider formal laws and regulations and practical factors that can undermine women's rights and opportunities. The Women's Edge Coalition has suggested that this type of analysis include a scoping exercise, a thematic approach and content/conflict analysis.

### **Engendering Globalization**

As researchers have pointed out, there is a need for an integrated framework that promotes sustainable human development and enhances social policy that protects and promotes the advancement of women and men. It is important to highlight key theoretical and methodological challenges in working toward improved strategies.

### ***Theoretical Challenges***

Pay more attention to the strategies, techniques and tools of gender mainstreaming/gender-based analysis. Understanding of the concept needs to be clarified and the concept itself must better reflect developments in feminist theory that are raising important questions about gender and equality. For example, there is still great variation in the exact meaning of gender mainstreaming and gender-based analysis. Equality is a highly contested concept whose complexity is not always reflected in gender mainstreaming/gender-based analysis. Moreover, despite its rhetoric of attending to diversity, gender mainstreaming/gender-based analysis tends to predominantly consider differences between men and women, further obscuring the differences among and between women. The obvious problem is that women are not a single constituency with the same social and cultural backgrounds. Gender is interlocked with class, race, ethnicity and other structural relations that underpin a society's institutions and practices. And finally, strategies to integrate gender-based analysis at the national level in Canada can often obscure growing feminist critiques of economic globalization and developments in transnational feminist theory.

### ***Methodological Challenges***

A number of methodological challenges need to be overcome for a general framework of analysis to be developed.

- Examine trade in the context of all other macro-level policies.



- Isolate trade policies from other policies that have gender implications and negatively impact on women.
- Assess the implications of trade agreements still under negotiation and whose effects are not yet fully realized.
- Resolve methodological and statistical inconsistencies in analyses that both favour and critique trade expansion.
- Examine the relationship between trade and gender but also between gender inequalities and trade issues.
- Pay sufficient attention to the diversity *among* men and women.
- Involve appropriate stakeholders in the development of gender impact assessments.
- Develop appropriate measurement tools and indicators for different regions, countries and sectors.
- Address the lack of gender/sex-disaggregated data in sectors most affected by trade.
- Include non-market activities and the “caring” economy.
- Establish appropriate time horizons for assessment studies

### **What Is Needed**

- Re-examine the mechanisms for trade policy making to ensure proper gender representation and participation.
- Consider where women and men are located when trade policies/agreements are being introduced. This should be grounded first in the understanding of existing gaps between women and men in regards to socio-economic indicators: ownership of property, access to land, and enrollment in school. In other words, one should consider where women and men are at the point of introduction of trade liberalization and changes in trade policies. Mechanisms should also be in place to measure gender effects of changes resulting from trade policies over time.

Finally, studies are needed that analyze the long-term gender effects of trade. Large-scale and comprehensive studies that attend to the myriad of theoretical and methodological challenges identified above will tell us more precisely about the social, political and economic effects of trade agreements on all women.

**LORI CURTIS**

**CANADA RESEARCH CHAIR IN HEALTH ECONOMICS AND TECHNOLOGY  
DEPARTMENT OF ECONOMICS, UNIVERSITY OF WATERLOO**

Canada's participation in multilateral trade agreements, such as the North American Free Trade Agreement (NAFTA) and the General Agreement on Trade in Services (GATS), has raised questions regarding the potential effects of such agreements on social policy in Canada. In particular, there are concerns over the future of the Canadian health care system.

### **The Canadian Health Care Sector**

- Canada has *public financing* of health care but has always had some *private provision* of at least some services.
- The push toward balanced budgets has tightened public health expenditures.
- Many provinces are moving toward increased privatization to lower financial responsibilities.
- Some provinces (Alberta, Ontario, Quebec and Nova Scotia) allow private clinics that perform lucrative, high-volume, low-risk diagnostic and therapeutic services.
- Alberta's Bill C11 (2000) allows private for-profit health institutions to receive public funds for providing certain services.
- There is a very real possibility of a two-tier health-care system: those who are able to pay will be served first, and those with less ability to pay will be forced to wait and/or receive a lower standard of care.
- An additional fear is that these changes will lead to the incursion of international trade tribunals into Canadian domestic health policy.

### **Trade Agreements**

- The General Agreement in Trade in Services (GATS) and the North American Free Trade Agreement (NAFTA) clearly do not require that the Canadian health sector be opened to foreign participation. They do, however, allow foreign participation once a sector has been opened to competition.
- Compensation awards could make it very costly to close a sector once foreign investment has entered it. The effect of individual provincial actions is unclear at this time.

## **Hospital Sector**

- If private hospitals are allowed to operate alongside the public sector, then hospitals may no longer be exempt, implying that a foreign hospital administration or company could run a hospital, for profit, in Canada.
- It is also argued that not-for-profit provision of health services could open the market to the agreements if it involves competition, or even if there is room for profit.
- Profit maximization in private health care may lead to unnecessary or questionable treatments.
- Studies indicate private for-profit hospital ownership results in a significantly higher risk of mortality.
- In terms of expenditure-to-health outcomes, countries with public health care do better.
- The United States (only industrial country without public health care) has the highest spending as a percentage of GDP and some of the poorest outcomes.
- The move to a private for-profit system is likely to result in higher spending and worse health outcomes.

## **Health Insurance**

- Health insurance is considered part of the financial services sector, not the health services sector, so it falls under NAFTA.
- Canada did not explicitly exclude medicare in either NAFTA or GATS. Instead, the Canadian government claims that medicare is a “statutory system of social security” and so is not part of the financial services sector. The problem with this argument is that it has not been tested, and is a matter of interpretation.
- Any expansion of medicare (e.g., to cover home care or prescription drugs) would reduce the private health insurance market, thus harming foreign-owned insurers. If this is considered expropriation, these insurers could then be entitled to seek compensation. The term “expropriation” has not been clearly defined, so it is not evident that this would be the result. The rules do not prevent such expropriation in any event. However, the need to compensate American insurers would make the expansion of medicare a costly proposition.

## **Implications for Canadian Women**

- Women use the health system more than men, so they would be more affected by reduced service or worse outcomes.

- Women are overly represented among the poor, making up 70 percent of all people living in poverty. Those living in poverty have worse health outcomes, so a move to a private for-profit health care system would have the most adverse effects on women.
- Studies find that women fare worse in the job market than men. Younger women are particularly at risk. Women have a greater tendency to be marginal, lower paid workers.
- Women are likely to bear a disproportionately large share of any job or income losses due to trade, and younger and lower-paid women would be affected the most.

### **Canadian Data**

- Health Information: 1986 General Social Survey; 1998 National Population Health Survey.
- Expenditure Information: 1986 Family Expenditure Survey; 1998 Survey of Household Spending.
- All are nationally representative Statistics Canada surveys.
- Given trade agreements, we examine the possible effects on labour, health and health care.
- We present health outcomes by occupation (present industrial and service sectors).
- The commercialization and privatization of hospital and clinic services may bring some aspects of the Canadian health care system into the reach of the trade agreements.
- Once services become commercialized, the safeguards inherent in NAFTA will fail. Purely public provision of a service is covered, but if the service is offered privately or involves competition, then the market can be opened to foreign investors.

### **Conclusions**

- The wording of the trade agreements is sufficiently vague that only a trade tribunal will be able to decide this matter for certain. But at that point, it may be too late to protect the public nature of the Canadian health care system.
- The extension of public health insurance to cover additional services, such as pharmacare or home care may become more difficult, because of the expropriation and compensation requirements in NAFTA. If the expansion of medicare results in a reduction of the private insurance market, U.S.-based insurance firms might be successful in filing an expensive claim for compensation from the Canadian government.
- Canadian women, particularly those with low incomes and those working in the service sector, are at risk of adverse changes in the Canadian health care system.
- Married females working in the industry, service or health sectors had worse health status than married males in those sectors in 1998.

- Compared to 1986, in 1998 the health status of most married individuals had improved.
- Those who were unemployed, service-sector workers, and secretarial workers had the poorest health across both years.
- For unmarried individuals, in general, males reported better health status in 1998 than in 1986. But for many groups of females, health status declined over that period.
- A high proportion of individuals reported having health and drug insurance. For both married and unmarried individuals, female industry and service-sector workers had the lowest rates of coverage, as well as those reporting no occupation.
- The proportion of income spent on health increases with age and decreases with income.

### **Policy Suggestions**

- Prevent hospital and clinic services from being privatized. It is too risky to allow for profit private clinics to operate, given that it is still not certain whether this action will bring all the Canadian health care system into the reach of Canada's trade agreements.
- Canada did not explicitly exclude medicare in either NAFTA or GATS, but Canada should make an effort to exempt medicare from these and any future agreements. This would allow the Canadian government to expand medicare at will (to cover pharmacare and home care, for example) to improve the health of Canadians, without the need for a costly compensation claim from U.S. insurers. Such an expansion of medicare would be most beneficial to those without supplemental health insurance, who tend to be women.
- It is of the utmost importance that Canadians most at risk from being hurt by free trade are protected by the government. Both women and men working in the service sector or in the industrial sector, those without jobs, and those with low incomes are most likely to be harmed. These individuals must be protected. It is essential that the government consider this segment of society before agreeing to further trade agreements, and impose policies that will help this group of Canadians.

**LUCIE LAMARCHE**

**PROFESSOR, DÉPARTEMENT DES SCIENCES JURIDIQUES, UNIVERSITÉ DU QUÉBEC À  
MONTRÉAL**

In Canada, employment equity measures are defined and perceived as necessary for promotion of the right to equality in the workplace for Canadian women and three other groups designated by the Act, namely members of visible minorities, persons with disabilities and Aboriginal peoples. Although the *Employment Equity Act* was implemented nearly 20 years ago, recent assessments of the Act confirm that few stakeholders take the importance of these measures seriously. The same can be said of the Federal Contractors Program (FCP), which requires that, for certain government procurement contracts, Canadian contractors (or

contractors established in Canada) implement employment equity plans in their business. In general, these programs must be improved if the desired objectives are to be attained.

The recent and explosive development of liberalization of commercial exchange, and trade agreements, has given rise to persistent criticism that they adversely affect the sovereign capacity of nations to regulate social spaces and the public interest, based on each nation's own values. Legislation, like trade, is becoming globalized. It also has been shown that the liberalization of commercial exchange and the opening of goods and services markets to international competition are phenomena that involve more than just good news with regard to the employment of women and the general quality of their living conditions. Thus, "globalization" was based heavily on the increased exploitation of female workers and labour, whether visible or invisible.

However, beyond these assertions and studies, it is rare to find research aimed in particular at exploring the effects of trade agreements on a specific regulatory measure intended to promote the right of Canadian women to equality. Our case study ventures to do so, analytically and without bias. Though it is intended to be taken primarily for what it reveals, it can also be received as methodological input regarding the effects of trade agreements on the capacity of nations to intervene in national social spaces.

This case study focusses on the federal model of employment equity, which is intended for employed women, among other people. The study excludes pay equity, examining it only as part of the application of the *Employment Equity Act* in the private sector, or as part of bidding on public procurement from the federal government. The study asks whether, in the particular case of employment equality, we can corroborate the assertion that the commitments made by Canada in accordance with various agreements would adversely affect the country's short-term or medium-term capacity to maintain national measures for promoting employment equality for Canadian women. For reasons explained herein, the study addresses this question by focusing on two World Trade Organization (WTO) agreements signed by Canada: the General Agreement on Trade in Services (GATS) and the Agreement on Government Procurement (AGP). It also pays particular attention to the North American Free Trade Agreement (NAFTA), in particular Chapter 11 (investments).

The study is divided into three parts. The first part takes stock of employment equity in Canada and the objective need to improve this model. The second part focusses on analyzing GATS and the AGP, in light of the following hypothesis: Do these agreements prevent Canada from improving employment equity measures? Conclusions and recommendations, which are briefly outlined below, comprise the third part.

The trade agreements examined do not directly impair the Government of Canada's ability to maintain, improve or develop the scope of employment equity measures, whether legislated (businesses subject directly to the *Employment Equity Act*) or non-legislated (Federal Contractors Program). On the contrary, these agreements require an unequalled transparency and rigour from Canada in managing these programs which, in their current state, present deficiencies in the standards they establish. As long as the businesses involved are under foreign control, even though they are operating in Canada, we can assert that GATS and the

AGP have “raised the stakes.” Thus, the increased transparency in employment equity measures that has been imposed on businesses operating in Canada indirectly constitutes an obstacle to Canada’s capacity to take action in favour of employment equity.

The ensuing question is therefore twofold: First, to what point can the employment equity model, described as a complex model of gender equality, measure up in everyday use to the requirements of trade agreements, which guarantee foreign investor-employers near complete predictability of trade terms? Second, it remains to be determined whether the government is also willing to face this new challenge posed to domestic regulation by trade agreements or whether, as some claim, the government is incapable of doing so, struck as it is by “political” opposition to progress that dictates the atmosphere and ideology of the liberalization of exchange?

The question is difficult to answer because, to date, there has been an almost complete lack of dialogue between the parties concerned. This is why many of our recommendations relate vitally to the gender-based analysis of trade policies and the conditions for creating a useful dialogue between Canadian women and the state with regard to international trade and national mechanisms for establishing trade policies in Canada. On the one hand, the case study reveals an “everyday international trade” that requires Canadian women to become familiar with the technical requirements of this new reality. On the other hand, it reveals that the state’s affirmative duty to work to promote human rights and women’s equality rights means that it must ensure that Canadian women understand international trade and that its impact on their rights be assessed. Along these lines, it is also fitting to review the impact of the methodology of a gender-based analysis on international trade, because trade is not like other government competencies: it is cross-sectoral and does not involve merely a single department or agency.

Of course, our conclusions and recommendations also relate to the federal government itself. It must take every opportunity to assert before international trade institutions the legitimacy of Canadian employment equity measures, in order to retain them.

Last, our recommendations embrace the question of improvements from which legislated and non-legislated employment equity programs in Canada could quickly benefit. Never before has this issue been considered on the basis of the new parameters set out by Canada’s international trade commitments. At the very most, the mood of businesses that are subject to the *Employment Equity Act* has come into focus. But who are these businesses? Are they fully Canadian? Or are they foreign, though established in Canada? Do they hold special rights due to their investor status in Canada? What effect can such a status have on the conditions for dialogue between the institutions that are responsible for implementing employment equity in Canada and these businesses? Sooner or later, a distinction must be made between the desired changes to employment equity measures and the status of the various Canadian employers concerned. Does the government want this? Does it have a choice? How can the demand for employment equity be harmonized with the “rights” of foreign companies that hire in Canada? Our recommendations are intended to counter the presumed indifference of the decision makers on this issue.

To conclude, Canada has very few representative associations for women interested in the “technical” issue of the link between trade agreements ratified by Canada, the commitments made in this regard, and the integrity of national policies intended to promote the rights of Canadian women. This case study does not pass judgment on the larger issue of the negative impact of trade agreements on the human rights of women. However, we believe that it does show the representative associations for Canadian women should adapt their analysis of these policies to new parameters induced by the trade agreements that bind Canada in one way or another. To do so, they will need all the support (education, awareness, dialogue and gender-based analysis) that the Government of Canada can grant. Indeed, this is the government’s proactive responsibility under its international human rights commitments.

**CONNIE DEITER**

**LECTURER, JOURNALIST, AUTHOR**

**DARLENE RUDE**

**GENDER ANALYST**

Our report contributes to the discussion of women and trade agreements by making the connections between First Nations women, forestry and free trade. It includes a literature review divided into the following subject areas: gender and Aboriginal women, traditional roles, the fur trade, Aboriginal title and rights, and free trade and logging in First Nations communities.

Aboriginal women were once key players in early trade relationships on this continent; however, contact and colonization ultimately denigrated their traditional roles to exclude trade and market relationships. Recently, First Nations women, faced with modern-day impacts of logging and other applications of global trade, have reacted with activism and resistance. This report focusses on First Nations women in Western Canada who are taking the lead to advocate for Aboriginal title and rights, protect the environment and preserve the traditional lifestyle of their tribal group, sometimes at odds with the elected leadership in their own communities.

From the perspective of North America’s Aboriginal people, globalization began hundreds of years ago. Exploration by Europeans and early trade with Aboriginal people eventually gave way to the harvest and export of natural resources — fur, gold and even buffalo bones. The Prairies, ploughed and planted with crops, established Canada as a key player in the international grain trade. More recent development includes damming northern lakes and rivers to supply hydro-electricity south of the border. Modern-day trade deals, such as the 1989 Canada–U.S. Free Trade Agreement, served to speed up the export of Canadian timber to the United States. Previously untraded resources like water are now eyed for inclusion in the Free Trade Area of the Americas, a massive deal intended to link the Americas into a giant trading zone.

Aboriginal people’s early experiences with explorers, traders and colonists varied. Some, like the Beothuks in Newfoundland, were annihilated. Other groups, particularly in the Prairies, sought to ensure their own survival by signing treaties in exchange for specific rights and land set aside as reserves. In British Columbia, where land cession treaty agreements were



abandoned, Aboriginal people still struggle for recognition of Aboriginal title and rights, despite constitutional guarantees and favourable court decisions. The loss of lands and the traditional way of life, the impact of residential schools, the repressive measures of the *Indian Act* and racism against Aboriginal people continue to be felt in Canada today. It is against this backdrop — centuries of trade and ongoing, unresolved Aboriginal issues — that this discussion of Canadian First Nations women, forestry and free trade is set.

The report is written from a First Nations perspective that set the context of, and approach to, data collection. A First Nations research methodology was used to collect the words and stories of the 34 women interviewed on or near three reserves in British Columbia and Saskatchewan. Research assistants helped establish contact and bring women together in a comfortable and appropriate location. Sharing circles, rather than focus group discussions, more closely reflected First Nations values and practice, including offering tobacco to elders in exchange for information.

First Nations women are deeply concerned about the pace and manner in which trade in timber has been undertaken. Many rely on forests as their traditional home, providing both sustenance and spiritual connection. Clear-cut logging and other forms of economic development have wreaked environmental damage, directly impacting their lives and the activities that are central to their identity as First Nations people. The contamination of land and water, and the decline of trees, animals, fish and berries leave women in these communities worried for the future of their children and grandchildren.

Forestry initiatives controlled by Aboriginal people have not consistently included the voices of women. Sidelined in resource management decisions, they are uncertain about how their communities are benefiting. Women in the interior of British Columbia have organized to resist the economic development that is springing up on their traditional lands without their input or consent.

The authors make the following recommendations regarding First Nations women and trade.

### **Aboriginal Rights and Title**

- Recognition of Aboriginal title is needed as the underlying foundation to resolve natural resource and conservation concerns.

### **Public Education and Awareness**

- Government and government institutions need to better understand and respect Aboriginal culture and spirituality.
- Develop an Aboriginal-led public education program and public school curriculum, as identified by the Royal Commission on Aboriginal Peoples (RCAP), to inform the Canadian population about the perspectives and issues of Aboriginal people, regarding their world views, histories, land and resource rights, and other contemporary concerns.

- Government officials, including cabinet ministers, should be required to spend time in First Nations communities to deepen their understanding of people and issues.
- During training of Royal Canadian Mounted Police, give information on Aboriginal title and the criminalization of First Nation peaceful and legal protests.

### **Women in Leadership**

- Take measures to improve accountability within band leadership and the inclusion of women in positions of leadership.

### **Natural Resource Management**

- Take decisive and urgent action toward the full implementation of the RCAP recommendations regarding lands and forestry.
  - The provinces and territories should improve Aboriginal access to forest resources on Crown land.
  - Aboriginal people should have the right of first refusal on unallocated Crown timber close to reserves or Aboriginal communities.
  - The federal government should promote Aboriginal involvement in forest management and planning.
  - Provinces should encourage partnerships and joint ventures between large timber licence holders and Aboriginal firms.
  - Halt clear-cut logging and the use of more ecologically sound and sustainable systems of timber harvest, such as ecosystem-based planning and management.
  - Adopt mutually acceptable co-management forestry and environmental agreements between First Nations people and governments, based on First Nations values and beliefs.
  - Conduct full and meaningful consultations with entire communities of First Nations people, as opposed to just the chief and council, on natural resources issues.
  - Include human beings as part of an ecosystem and include traditional ecological knowledge in environmental impact assessments. These assessments should include a full gender analysis.
  - Require greater public transparency by forestry companies, including immediate and long-term logging plans in provincial and federal legislation.

### **Trade Agreements**

- First Nations men and women should be part of the political negotiations on softwood lumber and future timber export processes.
- Future trade agreements must include gender clauses and reflect all values, including environmental concerns and First Nations values. Existing clauses dealing with First Nations people must be activated and respected.

## POLICY DISCUSSANTS' REMARKS

**PAUL HENRY, TRADE POLICY ADVISOR  
ECONOMIC POLICY AND PROGRAMS DIVISION, SELECTION BRANCH  
CITIZENSHIP AND IMMIGRATION CANADA**

Looking at international trade and investment from a gender perspective is a laudable endeavour, but it's also pioneering and important work. It's pioneering because there are still lots of people to convince about its usefulness. One reason it's important is because trade agreement negotiators don't usually think about the impact of the specific rights and obligations in such agreements on the women and men who are engaged in trade in goods and services or investment activities. The analysis, if at all in depth, revolves around determining trade or investment barriers that might be eliminated or reduced through negotiations or adopting provisions from other models that respond to the concerns of key stakeholders. Trade negotiators may, now and then, study the general impacts of the rights and obligations in trade agreements, but most usually don't make any gender distinctions.

We need more research-based or research-informed policy and many of the presentations today promote that idea. Gender-based analysis also needs to inform international trade negotiations more. But what's the impact of this workshop and these presentations? Status of Women Canada has succeeded to some extent in "getting out the vote." Certainly key people, interested and committed people, from universities, non-governmental organizations, business and some government departments are here. However, as I look around this room, unfortunately I don't see many trade policy officials: those who are actually developing Canada's trade policies or negotiating provisions in international trade agreements. Why? Maybe they're just not interested. Or perhaps they didn't have the time to come, because of other pressing matters. Or perhaps their directors or director-generals didn't ask them to attend and provide a brief report. And that's too bad. There's also probably a fatigue factor operating: not just from the plethora of international trade agreements being explored or negotiated, but also from the various "trade and" agendas cropping up (e.g., trade and labour standards or trade and environment). So today we've got to be careful about just talking to the converted and work even harder to get the message and the results of these studies out to those unable to be here.

The organizers of this seminar need not be discouraged. In government circles and in other areas besides gender and trade, there is an ongoing problem: it's a gulf between officials doing research and officials in operations. In some ways, these two groups are worlds apart. There's a need to bring them together through more dialogue, mutual understanding and research design. The challenge for researchers in government or elsewhere is to make their studies relevant and useful. It's even harder when those one wants to help or influence avoid attending.

Another issue is how to apply gender-based analysis to international trade policy development or negotiations. Florence Ievers exhorts trade negotiators to keep gender-based analysis in mind. But it's not just necessary to get trade policy officials thinking more about gender-based

analysis. We've got to move them to apply it to produce useful results. And what's missing for those few trade officials who are interested in gender-based analysis is a convenient method. It's enough of a leap to start thinking in gender-based analysis terms. But it's even harder to apply this analysis to specific instances. Those trade officials working on the environmental impact of trade agreements are similarly "blessed." Just ask them how time consuming and difficult the task has been to learn about environmental impact assessments and then apply that to international trade agreements. Several of the presentations today provide a good basis, but what's needed more are applications. Trade policy and gender-based analysis experts need to work more closely on specific projects. This methodology could also be refined or improved for others along the way. Better, more relevant, research will result from more collaboration between gender-based analysis researchers and trade policy experts.

Research on gender and trade need not just focus on trade agreements, because they are only the tip of the iceberg. Trade agreements don't have all the answers. More relevant explanations are often found in either the general national rules governing international trade and investment or in domestic economic factors. For example, in searching for reasons for increases or decreases in the flow or stocks of certain foreign workers, whether female or male, too much attention can be paid to the temporary entry provisions of various international trade agreements (such as Chapter 16 of NAFTA), without sufficient understanding of their relationship with Canada's general rules on temporary entry. In one presentation, there's a case study that suggests, for instance, that the trade agreement had no particular effect on the bilateral mobility changes of nurses. Other explanations, including provincial government funding, were relevant. That's because the NAFTA temporary entry provisions either match or are exceptions to Canada's general provisions in the *Immigration and Refugee Protection Act* (IRPA) and its regulations, and because many of the IRPA's provisions or procedures affect North American labour mobility more significantly. Research on labour mobility impacts, not just research applying gender-based analysis, it needs to focus beyond trade agreements and include general provisions for explanations.

One presentation today cited the lack of statistics to support gender-based analysis. But that's really to say that such statistics are just not readily available. It will take some time and effort — maybe even some money — to get them, but they are in the database. Gender-based analysis experts and trade policy officials could work together to tease them out of the system, as has been done successful for other research.

**ANNE ARGYRIS**  
**A/DIRECTOR, INTERNATIONAL BUSINESS OPPORTUNITIES CENTRE**  
**INTERNATIONAL TRADE CANADA**

I would like to thank Status of Women Canada for providing the opportunity to attend today's meeting and comment on the excellent papers presented. I extend sincere congratulations to the researchers for their dedication to the gender cause. I am also very impressed indeed with the ideas presented for future research. I commend you for the work you have done.

As we know, women-owned and women-led small businesses are the fastest growing firms in the fastest-growing sector of our economy. There is phenomenal potential here for exporter education, and for growing new exporters. This is the business I'm in, and thus my interest in today's event. We are all convinced that women's firms can occupy a greater place in Canada's export community.

I have been with Foreign Affairs and International Trade for over 20 years and, as a foreign service officer, have held various positions both in Ottawa and overseas. The departments are committed to small and medium-sized enterprises, our principal clients. In this respect, I have a career history of providing assistance to Canadian exporters in their pursuit of international markets and, in this respect, have also been involved in supporting the exporting efforts of businesswomen. I am by no means an expert in this area but do have some concrete examples of accomplishments.

I have managed projects to catalogue Canadian businesswomen and encourage them to register on our database so they can be found by our trade offices abroad and by the International Business Opportunities Centre. This way we would be able to send them applicable business opportunities. Our system is the virtual trade commissioner and we encourage businesswomen not registered to do so by going to <[www.infoexport.gc.ca](http://www.infoexport.gc.ca)>.

While with the U.S. business relations division, I was involved in organizing a major event, the Canada-USA Businesswomen's Trade Summit in Toronto. The Summit was ground breaking in that it brought together Canadian and American women business owners who were interested in partnering to pursue international trade. The goal — more business for more women across the border and the focus — to bring new business to small and medium-sized enterprises, and increase cross-border trade. The event was very successful and unsurpassed in dimension. (Over 230 businesswomen delegates participated.). There was high-level participation and commercial deals were signed on the spot. The Minister for International Trade co-chaired the event with the U.S. Secretary of Commerce and the U.S. Administrator for Small Business. The Minister of Industry and Minister for Status of Women also participated.

The Summit was the result of a series of initiatives championed by the then Minister for International Trade which began in the late 1990s and included the launch of the Canadian Women's International Business Initiative; the first-ever Women's Trade Mission to Washington, DC.; the Women's Trade Mission to Los Angeles; the launch of the first report on Canadian Women exporters, *Beyond Borders: Canadian Businesswomen in International Trade* and the launch of the Canadian Businesswomen in Trade Web site.

The Trade Research Coalition in which I took part produced the Beyond Borders report and was established during a successful Canadian businesswomen's trade mission to Washington. For the first time, particular attention was placed on the unique challenges faced by women owners of export-oriented small and medium-sized enterprises. The report addressed issues that confront women business owners who are actively exporting or planning to engage in global trade. It summarized findings of the most extensive

Canadian study on women exporters. It was only a first step, yet a major leap forward in our understanding of women in the international marketplace.

The export sector has grown dramatically in recent years, offering enormous opportunity for the expansion of Canadian businesses and job growth. Even today, exports account for 40 percent of the Canadian GDP. The number of women-owned businesses continues to increase rapidly. These businesses offer a promising opportunity to increase Canadian export activity. Industry Canada reports that the start-up rate of women-owned businesses is twice that of men, and one third of self-employed Canadians in 1996 were women, compared to 19 percent 20 years before.

### ***Mixed Views on Export Support Services***

I was able to look further at what women exporters needed and created a CD-ROM of one of our key programs, New Exporters to Border States or NEBS, which takes non-exporting small and medium-sized enterprises across the border and provides important information on customs, distribution, warehousing, agents and various aspects of exporting so businesswomen who were unable to get away on a NEBS trip could still access all the information from their PC.

These were all ground-breaking areas. What I mean to say by all of this is basically much work remains to be done. The papers presented today are an inspiration to us to continue our work and an important message to move into the areas they touched on such as women with disabilities, considering gender in Canada's trade policy, gender analysis in home care policies. Their message is clear. I also note the recommendations to establish committees and advisory boards to focus on these areas. I must mention that one of the members of the Minister's SME Advisory Board is a woman with disabilities. In conclusion, I encourage you to continue your advocacy of these issues so the momentum is not lost.

**LUCIE BAZINET**  
**AMERICAS BRANCH**  
**CANADIAN INTERNATIONAL DEVELOPMENT AGENCY**

I speak from the perspective of a development agency whose mandate is poverty reduction and which has long recognized the centrality of supporting gender equality and women's empowerment as an issue of human rights and because progress in these areas is essential to poverty reduction.

Why does CIDA concern itself with trade and more specifically with gender and trade, and what is the relevance for a development agency such as CIDA of the studies described by the panellists?

As a development agency, CIDA cannot ignore a process like trade liberalization given the impact it is having and could have for transforming our own and our partner countries' realities. This impact is both potentially good and bad and will, of course, affect women and men differently given that the starting points for each are generally different. Policy

coherence between our objectives of poverty reduction, gender equality and trade requires us to understand this process.

In this context, the studies described here today are important in that they add to the growing body of research and information about the relationship between gender equality and the economy, including in the area of trade. The studies help us understand the potential differential impact on women and men in specific sectors and on specific groups, providing useful information to policy makers to ensure some groups are not affected disproportionately. They identify strategies and changes to policies to ensure these groups can benefit. There is much commonality between the findings of these studies and those of other studies carried out in the Americas region. The studies show the usefulness of gender-based analysis for reconciling public policies and programs in the areas of health care and employment equity policies with policies of trade liberalization. The labour mobility study demonstrates that women do not automatically benefit from greater trade liberalization; barriers prevent them from taking up opportunities. The study also demonstrates the need for, and inadequacy of, existing sex-disaggregated data in Canada.

In the Americas, CIDA works to build the capacity of both public and civil society actors involved in trade policy development. Our partners include the Inter-American Development Bank, the UN Economic Commission for Latin America and the Caribbean, and the Organization of American States among others. Within this work, we stress the need to increase capacity to carry out gender-based analysis as part of the policy-making process. We have developed a tool on gender equality in trade-related, capacity-building projects and will support the development of other tools in the future. We hope to use these tools to build our partners' understanding of gender-based analysis in trade policy development. One project we have supported is the creation of a course on gender and trade within the University of West Indies Masters of International Trade program. The studies described here today will add to the knowledge base on the differential impact of trade policies on women and men, and on strategies to address these. They will be of great interest to our partners.

## MAINSTREAMING GENDER IN MULTINATIONAL TRADE ORGANIZATIONS: CHALLENGES AND OPPORTUNITIES

### OPENING REMARKS

**ZEYNEP KARMAN**

We continue our discussion with a special focus: challenges and opportunities of integrating gender into multilateral trade organizations. Many of you today who are working in the international field and representing Canadian interests in different international organizations know about the challenges of implementing Canadian international commitments.

As Florence mentioned this morning, Status of Women Canada has taken the lead in promoting gender equality and integrating gender perspective in different multinational organizations, such as the Asia-Pacific Economic Co-operation, the Organization of American States, the Organization for Economic Co-operation and Development and the Commonwealth.

In my previous experience as Director of the International Branch at Status of Women Canada over four years, I had the opportunity to take up some of those challenges and take part in gender mainstreaming initiatives. It certainly helps when you have colleagues from other government departments working with you.

Perhaps one of the biggest challenges of all is for trade policy advisors and negotiators to translate Canadian international commitments to gender equality, that are clearly set out in international instruments, such as the *Convention on the Elimination of All Forms of Discrimination Against Women* and the Beijing Platform for Action, into multinational trade agreements and organizations. But I will let our panelists, Charles LaSalle of International Trade Canada, Heather Gibb from the North-South Institute and Dana Peebles of Kartini International speak more about that. We also have Alan Bowman with us today. He is the Director of the Operations and Asia-Pacific Policy Division, International Trade, and he kindly accepted to answer some of your questions and provide comments at the discussion period.

**CHARLES LASALLE**

**MULTILATERAL TRADE POLICY DIVISION, INTERNATIONAL TRADE CANADA**

- Beijing Declaration and Platform for Action: “States seek to ensure that national policies related to international and regional trade agreements do not have an adverse impact on women’s new and traditional economic activity.” (Strategic objective F.1.165, 4th World Conference on Women)
- MDG Goal 3: “Promote gender equality and empower women.” Indicator 11- Share of women in wage employment in the non-agricultural sector.



- Convention on the Elimination of All Forms of Discrimination against Women: “Abolish existing laws, regulations, customs and practices that discriminate against women.” (Article 2)

These declarations and conventions are working.

- Female education levels have improved considerably. In 2000, the global gap in the number of girls compared to boys enrolled in primary education was five percentage points, compared to 16 points in 1975.
- Since 1970, average life expectancies for women have increased by 15 to 20 years in developing countries.
- Since the 1970s, women’s labour force participation has risen an average of 15 percentage points in East Asian and Latin American countries. Between 1990 and 2002, 81 countries of 111 studied saw increases in the female share of non-agricultural employment.
- Some countries (Brazil, Chile, India, Jordan, Malaysia, the Philippines, South Africa, and Thailand among them) have revised their labour codes to establish more equal treatment of men and women in the labor force.
- Since Beijing, there has been some improvement in women’s property and inheritance rights in several Latin American and Asian countries.

The World Bank is also paying more attention to gender and development.

- 1977: First Woman in Development Advisor Appointed.
- 1984: Operational Manual Statement 2.20 addresses the impact of Bank Assistance on Women as part of project appraisal process.
- 1986: A Full Women in Development Unit is created.
- 1990: An operational directive recommends that women’s issues be considered in designing poverty reduction programs.
- 1994: Operational Policy 4.20 is issued: The World Bank establishes goals to reduce gender disparities/enhance participation of women.
- 1996: the External Gender Consultative Group is established.
- 1997: The Gender and Development Board (GDB) is established.
- 1998: The position of the head of the GDB raised from Chief to Director.

## **Challenges: Mainstreaming Gender in the WTO?**

### ***Operations***

A Web search on “gender and mainstreaming” produced 16,573 documents. The Secretariat produces a single gender statistic: the number of male/female employees in 2004. Of the 601 employees that year, 298 were male and 303 female. Of the 27 positions at the director general, deputy director general and senior management level, 24 are male and two are female. On dispute panels, 147 are male, 12 are female.

### **Challenges**

- Mandate: (set by members, consensus principle).
- Modus operandi: (“secretariat” mentality).
- International organisation dynamics: Key positions appointed.
- Internal dynamics: recruitment: post-graduate with 10 to 15 plus years of experience.
- The Geneva work environment: (spouses /partners?).

### ***Policy Orientation***

- Gender mainstreaming in trade policy at the WTO is at nascent level.
- The WTO sees no discrimination between men and women at the broad level – trade policy and economic integration at macro-economic level do not discriminate. But, there is concern that trade policy/economic integration may reinforce or magnify existing trends and structures.
- At the micro-economic level (e.g., distribution of men/women in the labour force) the impacts may differ. There are adjustment challenges. The textiles and apparel sectors provide an example where gender may be evident.

### **Progress? Drawbacks?**

The Beijing +5 example suggests possible multinational lessons.

- Systematic reviews can play a critical role in raising awareness.
- The review/appraisal process adds “rigour”/may set out milestones.
- The lack of gender-disaggregated data persists. It has been a UN goal since the 1970s.
- Secretary-General Boutros Boutros-Ghali set internal UN gender targets in 1993 for 2000. These were not met.
- The role of knowledge networks.

- The participation of civil society in the process.
- Mainstreaming a gender perspective.
- The role of gender impact assessments.
- Ongoing research and analysis is required, both basic and applied.

### **Possible Ways Forward**

- Adopt a gender mainstreaming strategy.
- Monitor implementation of the strategy.
- Use gender targets.
- Produce sex-disaggregated statistics.
- Support basic research and applied analytical work.
- Improve complementary linkages to other agencies.
- Investigate the possible role of gender impact assessments.
- Continue to support/invest in knowledge networks.
- Strengthen the voice and power of women to influence.
- Improve women's access to resources.

### **HEATHER GIBB NORTH-SOUTH INSTITUTE**

Twenty-one countries circling the Pacific Ocean are members of the Asia Pacific Economic Co-operation (APEC) forum. The APEC dual agenda — trade and investment liberalization and facilitation (the so-called TILF agenda), and economic and technical co-operation (ECOTECH) — is sometimes characterized as a north-south agenda, playing out in another arena the politics of the World Trade Organization (WTO). This two-track agenda presents some opportunities to bridge ideological divides between social and economic policy. The gender integration framework of APEC offers important tools to understand and address not only challenges of gender inequality in these policy arenas, but problems of systemic inequality that affect economic growth and development.

Gender equality advocates have expressly connected empowerment of women with improved economic and trade outcomes. Indeed, at their annual meetings, APEC

government leaders frequently draw attention to the “significant contribution of women” and the “need to eliminate gender inequalities in all aspects of social and economic life.” In preparing my speaking notes for this panel, I wondered whether to characterize the state of gender integration in APEC as a cup that is half full, or half-empty; half full with opportunity, or half empty as a result of inertia?

### **Gender Integration in APEC: A Retrospective**

In March 1996, with the support of the UNESCO Regional Office of Science and Technology in Jakarta, the Indonesian Institute of Science and the Canadian International Development Agency (CIDA), a small group of women scientists, physicians and engineers from Southeast Asia and four Canadians met to launch a network with expertise in the gender dimensions of trade, investment and development co-operation. Policy concerns identified at that meeting included:

- the brain drain of high-skill workers from developing countries and the de-skilling these workers experience when they are unable to practise their professional skills in host countries;
- the environmental and health impacts that accompany increasing production of toxic materials and hazardous waste products;
- “gender gaps” that persist in scientific training and skills upgrading in the context of globalization fuelled by rapid technological change;
- water, air and biodiversity, balancing environmental concerns, affluence and new trade rules;
- trade-related aspects of intellectual property rights, including patenting of seed varieties and patenting indigenous knowledge; the implications of costly, stricter intellectual property rights enforcement for dissemination of new technology, especially to poor people, the majority of whom are women; and
- health effects of trade liberalization, including occupational health, concerns about “commodification” of women and an increase in prostitution and child sex trade, the effects of HIV/AIDS.

Many of these issues are on the agenda of APEC and other organizations today, although they do not always include a gender perspective.

The Jakarta meeting was followed by meetings in Manila with the Department of Science and Technology and the National Council on the Role of Filipino Women which led, later that year, to the formation and inaugural meeting of the APEC Women Leaders Network (WLN), and a strong collaboration between advocates inside and outside government on gender issues that produced results: the APEC Leaders’ Declaration that year was the first to call for recognition of the role of women in APEC. Since then, there have been a number of gender-related initiatives in APEC.

- Projects and gender integration strategies have been initiated in the Human Resources Development Working Group, Industrial Science and Technology Working Group, Small and Medium Enterprise Working Group and others. The WLN met with APEC ministers responsible for small and medium-size enterprises, and trade ministers to advocate for programs and policies to support women entrepreneurs and the micro and small business sector.
- Two Ministerial Meetings on Women (1998 and 2002) focussed on issues related to women in the economy, and gender and trade concerns.
- The *Framework for the Integration of Women*, a formal policy for gender integration in APEC, was developed in 1998-99. Plain language “guides” to gender analysis, collection and use of sex-disaggregated data and participation of women were developed and presented at workshops with most APEC committees and working groups.

### **Assessing Progress**

In 2002, Status of Women Canada commissioned an evaluation as a contribution to the Second APEC Ministerial Meeting on Women. The review found that progress had been made in establishing the foundations for gender integration in APEC (developing institutional procedures and gender mainstreaming tools, awareness raising on gender in many APEC committees), and a number of promising initiatives by working groups were under consideration. Plans were underway to establish the Gender Focal Point Network (GFPN) for APEC to replace the Ad Hoc Advisory Group on Gender Integration (AGGI) that had been tasked with establishing APEC’s gender framework. Proposed activities for the GFPN included an annual meeting to discuss APEC committee/working group ideas of what to do, training for gender focal points, and focusing work on priority issues so limited resources could be efficiently allocated. A Ministerial Meeting on Women every two to three years was to provide a platform for discussion of issues arising in APEC working groups and committees.

The challenges will be familiar to those tasked with moving gender mainstreaming beyond the realm of policy frameworks and awareness raising into implementation. The review found that success in gender integration in APEC was constrained by broader management considerations peculiar to the organization, including a very high level of turnover in key people, an expanding APEC agenda and cumbersome documentation supported by a very small secretariat. Heavy responsibilities assigned to committee and working group chairs meant that “gender” tended to be shunted aside as a secondary priority.

The gender focal point network was set up with a chair that is generally based in the women’s affairs ministry in the APEC host country. This means the chair rotates annually, making continuity extremely difficult. The “gender” staff person at the Secretariat had no gender expertise and was assigned to several committees, with the result that “gender” received very little support. Few working groups identified gender focal points, leaving both process and substantive work to women’s affairs ministries, which tend to be marginalized, poorly funded and over-stretched. (One objective of the APEC gender strategy, however,

was to build linkages between women's affairs machineries and trade, foreign affairs and economic development ministries.)

There have been some interesting gender-related activities in several APEC committees. Significantly, this work is moving into some non-traditional areas. For example:

- The Committee on Trade and Investment (CTI) recently completed a project, Supporting Potential Women Exporters, that made recommendations for CTI to better link its activities on trade-related capacity building and trade facilitation with the needs of small women-owned or -led businesses.
- The Agricultural Technical Cooperation (ACT) Working Group undertook the APEC Regional Study on Gender and Globalization in Agriculture.
- A GFPN initiative, The Economic Contributions of Women and Men in APEC Economies: The Need for Sex-disaggregated Data, has been collecting sex-disaggregated economic data for APEC members.
- The Trade Promotion Working Group conducted a seminar in 2003 and published a report, "Gender Analysis in Trade Promotion Organizations' Activities."

There seems to have been steady erosion in APEC's supporting infrastructure for gender integration, which five years ago, was quite vibrant. Organizational support for, and co-ordination, of gender integration in APEC has weakened substantially since the Ad Hoc Advisory Group on Gender Integration was disbanded. For example:

- In 2004, the GFPN met in September, too late in the APEC year to have any impact on that year's agenda. This year again, the GFPN convenes in September, a result of weak organization and last-minute planning that could continue to affect outcomes into 2006. There was no report by the GFPN to the March 2005 APEC Senior Officials Meeting. The APEC Women Leaders Network has also lost momentum.
- According to the original GFPN plan, a third meeting of APEC Ministers Responsible for Women should have been held in 2004 or 2005. While ministerial-level meetings may not always be the best use of resources, they do present an accountability mechanism for organizations. The planning horizon for a high-level meeting in 2006 is rapidly vanishing, however.
- There has been weak uptake on strategic opportunities to advance gender issues. The APEC Ministerial Declaration in November 2004 drew attention to the CTI project Supporting Potential Women Exporters and tasked APEC Senior Officials to report on the follow-up in APEC to project recommendations by the June 2005 meeting of APEC Trade Ministers. Disappointingly, the CTI report to the first Senior Officials Meeting this year only says the Committee will "consider the recommendations of the ... study and see whether a short list can be implemented in 2005." The GFPN, which met with

CTI in September 2004 to discuss the project results, has yet to communicate any recommendations to CTI on potential priority areas for follow-up in 2005.

The Agricultural and Technical Cooperation Working Group study on “Gender and Globalization in Agriculture,” focussing on Vietnam and Thailand, does not appear to have been disseminated.

The Trade Promotion Working Group has a project led by China on impact of the phase out of the Multi-Fibre Agreement. It is not clear at this point how gender dimensions are to be addressed, yet the fall-out of the ending of the Agreement has major implications for women workers in both developing and developed countries.

- Complementary initiatives on gender dimensions of the APEC agenda do not appear to inform each other or substantive discussions by related working groups or the GFPN. The ACT study, for example, helps fill a key gap in sectors addressed in the CTI women exporters project; the CTI project recommendations on promoting women’s micro and small businesses should be discussed by the APEC SME Working Group and national ministries responsible for promoting the small and medium-sized enterprises sector.
- In addition, APEC’s work on gender and trade-related areas does not appear to be communicated in any systematic way to other multilateral or regional organizations that are interested in developing expertise in these areas.

Governments are accountable for their gender equality policies and commitments as well as trade and investment obligations, but accountability for APEC’s gender policy appears to be weak. Here the initiative of the private sector advisory body to APEC, the APEC Business Advisory Council (ABAC) may be instructive: ABAC has set up its own committee to monitor actions taken by APEC in response to ABAC’s past recommendations. This kind of watchdog role could be picked up by the Women Leaders Network and the GFPN.

The Council also became involved in APEC’s individual action plan (IAP) process. (The IAPs are the specific commitments APEC members make to implement APEC trade and investment liberalization objectives.) On recommendations from ABAC, APEC members’ annual reports on their actions are easily accessible (on the APEC Web site), creating an up-to-date, transparent record. The CTI Supporting Potential Women Exporters project suggested that APEC members also be required to report on the steps taken to identify and address the gender dimensions of their IAPs.

The Council recently made a number of suggestions to improve the business sector input to the IAP peer review process, including having ABAC members participate in peer review experts’ fact-finding meetings in their country when it is under review, and participating in the actual review session. Imagine the impact if some gender experts were similarly engaged in this process!

## Entry Points in 2005

- Women's affairs ministries that are members of the APEC Gender Focal Point Network, including Status of Women Canada, need to move quickly to take advantage of the June deadline set by APEC ministers for a report on follow-up on the CTI project recommendations.
- Follow up on the findings and recommendations from the CTI Supporting Potential Women Exporters project in the SME Working Group as it moves forward with its discussion on networking and clustering for innovative small and medium-sized enterprises this year. Promoting these companies is a Canadian priority for APEC in 2005, and there is a considerable body of work in Canada and in APEC on the needs and concerns of women entrepreneurs.
- Integrate concerns raised in the CTI project about access to finance for micro and small enterprises, particularly women entrepreneurs, under investment liberalization in the Economic Committee TILF project, The Impact of APEC Investment Liberalisation and Facilitation (Japan).
- Integrate gender and private sector development at the second APEC/IFIs Roundtable Dialogue on ECOTECH.
- Consider the suggestion from the CTI project to include an assessment of the gender impacts of trade liberalization in the APEC region as a component of the Mid-Term Stocktaking of the Bogor Goals.
- Ensure full integration of gender dimensions at the APEC Symposium on Strengthening Social Safety Nets under Rapid Socio-economic Changes taking place in August 2005.
- The GFPN could use the opportunity presented by its annual meeting to hold a substantive policy dialogue on a priority issue in the APEC agenda. This year, for example, the GFPN could build on APEC's Mid-Term Stocktaking of the Bogor Goals (a priority of the Korean APEC host) to address the implications of trade liberalization for women in the APEC region. This assessment could include discussion of key findings and recommendations from recent gender-related activities in APEC working groups as well as key messages emerging from the discussion on women and the economy at the recent meetings of the UN Commission on the Status of Women 10-year review and appraisal of the Beijing Declaration and Platform for Action.
- Independent of any steps that GFPN may take, Canada could respond to APEC's gender integration policy by including in its own IAP any gender impact assessments of trade agreements or steps taken by the Government of Canada to protect and advance Canadian gender equality objectives through trade agreements. This could include listing the SWC-commissioned studies on gender and trade in the relevant sections of its IAP, consultations on possible gender implications of new or existing trade commitments, appointments of gender experts to government trade consultative mechanisms, etc.



Canada could also ensure that all Canadian-funded APEC activities comply fully with both APEC and the Government of Canada gender equality policy.

Is the cup half full or half empty? There are several opportunities this year to fill that cup, but they require timely action, political will and some resources to be realized.

**DANA PEEBLES**

**KARTINI INTERNATIONAL**

International trade policy generally has a different impact on women and men due to their different socio-economic conditions in life. The World Trade Organization (WTO) is negotiating trade agreements that potentially could have both a powerful positive and negative impact on different groups of women and men within Canada's population. Despite the fact that both Foreign Affairs Canada and International Trade Canada have an established consultative process to obtain input from Canadians on Canada's trade policy and negotiating positions at the WTO, when this policy was initiated in 2002, the consideration of gender issues in Canada's trade negotiation process at the WTO was fairly minimal. Since the completion of this research Foreign Affairs and International Trade have started providing gender awareness and analysis training to personnel. However, to date, they do not have a process established that explicitly and systematically considers the need to include a gender perspective in Canada's trade policy in the development of Canada's policy positions at the WTO.

For various reasons, women's organizations, in particular, have not found it easy to access the different consultative processes available nor do government trade officials have well established consultative links with these groups. It is partly a question of needing to learn to speak the same language and to collaborate in effective ways. For women's organizations, finding the resources to gain the in-depth knowledge needed to understand the complexities of the WTO and the most effective ways to influence multilateral trade negotiation processes is a definite challenge. There are also a lot of misunderstandings about how the WTO itself operates. For their part, trade officials need to either learn how to analyze the impact of Canada and the WTO's existing and future trade agreements from a gender perspective looking at multiple groups in Canadian society and making a commitment to ensure this is done.

It is important, therefore to find a middle ground where different stakeholders can meet to discuss their different concerns with regard to the gender impacts of WTO agreements. To address this challenge, Kartini International developed a draft gender and trade advocacy model and trade-focussed gender and trade policy analysis tool. The advocacy model was adapted to fit the Canadian context from the model used by the Women Leaders Network in its successful bid to get APEC to integrate gender concerns into its trade policies and programs and building on the lessons learned from that process. The idea is to establish an advisory body with representatives from multiple stakeholders that would provide gender inputs and research results and data analysis supporting the integration of a gendered perspective in Canadian trade policy positions. This advocacy body would share analyses

and report to the core Canadian public sector bodies responsible for the development of Canada's negotiating positions at the WTO or that influence this process. This includes Foreign Affairs, International Trade, Industry Canada and Agriculture and Agri-Food Canada, as well as Status of Women Canada and the Canadian International Development Agency.

The gender and trade advocacy model would take the form of a joint committee encompassing representatives from the public and private sectors, civil society and academe. Its focus would be twofold: work toward getting the Canadian government to promote the systematic integration of gender issues in trade policies and agreements at the WTO and systematically bring women's voices to the table in the issues that are considered in the formation of Canadian trade policy at the WTO. To be effective this committee would need to be given a similar degree of authority to that of the TEAM Canada Inc. Advisory Board. In this way, any input to the Canadian government would be a two-way process with a degree of accountability built into it. It also needs to be resourced sufficiently that it could make effective inputs.

The committee and any organizations wanting to make presentations regarding the trade policy development process will need to be able to conduct gender analysis. Since the majority of these organizations or stakeholders do not have highly experienced trade analysts on their staff, it is important for them to have access to a gender analysis tool that can be readily used by non-economists, but that still addresses the key issues that trade officials need to consider. Kartini International developed a gender and trade policy analysis tool with these underlying premises. The purpose of the tool is to help different demographic or interest groups in Canada assess the potential and actual impact of the WTO's existing and future trade agreements on specific groups of women and men. They could then provide input to the Canadian trade policy development process that has a gender perspective.

The first step required by the gender analysis tool is to identify the primary demographic groups that will be impacted by specific trade policies or agreements and assess this impact from both a female and male perspective for each group. The second is to analyze trade policy impact on women and men from the perspective of the different roles they play in Canadian society. These include their roles as consumers, family caregivers, as employees, and as entrepreneurs and producers.

To test the efficacy of the draft advocacy model and gender analysis tool, Kartini International put two processes into place. The first was to ask for feedback and comments on the draft gender and trade advocacy model and the draft gender and trade policy analysis tool by field testing the tool at a pilot workshop on gender integration with policy staff from the Organization of American States. The second was to organize a bilingual on-line national-level focus group in Canada. About 250 individuals and organizations with a demonstrated interest in gender and trade issues were invited to participate. Based on their input, revisions were made to both the advocacy model and gender analysis tool.

Their input was also invaluable in the development of a series of recommendations about future actions Canada's public sector could take to integrate a gender perspective in a more

systematic way in its trade policy development processes in general and within the WTO policy process in particular.

To help set the context for the draft advocacy model and gender analysis tool, it is also important to understand the different roles Canadian women play in the international trade arena and some of the key challenges facing them in the globalization process espoused by the WTO and other multilateral trade bodies. Not the least of these is the fact that most women-owned businesses in Canada are still found at the small and medium-size enterprise level and face multiple challenges in the globalization process. For them, there are both advantages and disadvantages in global trends in international trade.

It is also critical to gain a deeper understanding of how the WTO functions, the significance of it being a body that is primarily governmental in nature and of the fact that, to date, it has been predominantly male dominated. While there is a need to push for increased female representation at different levels at the WTO, it is also important to recognize that the “feminization” of the WTO is a process that could take decades. Therefore, there is an urgent need to push for increased gender sensitization of the WTO regardless of the sex of the trade officials and government representatives concerned.

As a part of this process, it will be important for Canada and other like-minded governments to conduct a gender analysis of the key trade agreements already in place at the WTO as well as of the gender implications of future proposed agreements or agreement amendments. The joint committee or Canadian advocacy body could provide a valuable role in this process as it would bring the voice of multiple stakeholders to the table. At a minimum, there is a need for greater collaboration between women’s organizations and Canadian trade officials and to help identify the priority areas for analysis that could be used to make effective inputs into the Canadian trade policy development process at the WTO.

## **CLOSING REMARKS**

**ZEYNEP KARMAN**

I wish to thank you all for participating at the workshop today and contributing to the extremely informative and engaging discussion. It was a pleasure and honour to be a part of this event. We all learned a lot, and I sincerely hope we will have some other opportunity to bridge the link between policy and research in the future.

We will be publishing proceedings from the workshop and will distribute them to all of you who joined us today and many others who expressed their interest in this workshop but were unable to join us.

I wish you all good afternoon and good-bye.

## APPENDIX A: WORKSHOP AGENDA

### GENDER AND TRADE: A Policy Research Dialogue on Mainstreaming Gender into Trade Policies

March 21, 2005 (Monday)  
8:30 a.m. – 4:00 p.m.

Panel Discussion Organized by  
Status of Women Canada

Pearson Room, Lord Elgin Hotel  
100 Elgin Street  
Ottawa

#### **Morning:**

- |                       |  |
|-----------------------|--|
| 8:30 a.m. –9:00 a.m.  | Breakfast Reception  |
| 9:00 a.m.–9:15 a.m.   | Welcome and Opening Remarks<br>Florence Ievers, Co-ordinator, Status of Women Canada   |
| 9:15 a.m.–9:30 a.m.   | Introduction of the Panel<br>Zeynep Karman, Director, Research, Status of Women Canada   |
| 9:30 a.m.–11:00 a.m.  | Presentations by Panel Members<br>Heather Gibb, Senior Researcher, North-South Institute<br>Deborah Stienstra, Professor and Director, Interdisciplinary<br>Master's Program in Disability Studies, University of<br>Manitoba<br>Olena Hankivsky, Associate Professor, Department of<br>Political Science, Simon Fraser University and<br>Marina Morrow, Research Associate, BC Centre of Excellence<br>for Women's Health<br>Lori Curtis, Department of Economics, University of Waterloo<br>Lucie Lamarche, Professeure, Département des sciences<br>juridiques, Université du Québec à Montréal |
| 11:00 a.m.–11:15 a.m. | Coffee Break   |

11:15 a.m.–11:45 a.m.	Policy Discussants' Remarks: Paul Henry, Citizenship and Immigration Canada Anne Argyris, International Trade Canada Lucie Bazinet, Canadian International Development Agency
11:45 a.m.–12:30 p.m.	Participant Dialogue with Panel Members
12:30 p.m.–1:30 p.m.	Lunch (catered)
<b>Afternoon:</b>	
1:30 p.m.–2:30 p.m.	Mainstreaming Gender in Multinational Trade Organizations: Challenges and Opportunities (Discussion to include Canadian experiences e.g., APEC, OAS, WTO) Panelists: Charles LaSalle, International Trade Canada, Multilateral Trade Policy Division Heather Gibb, North-South Institute Dana Peebles, Kartini International
2:30p.m.–2:45p.m.	Coffee break
2:45p.m.–3:45p.m.	Participant Dialogue with Panel Members on Gender Mainstreaming
3:45p.m.–4:00p.m.	Closing Remarks

## APPENDIX B: BIOGRAPHIES OF SPEAKERS

### **Anne Argyris**

Ms. Argyris joined the Department of Foreign Affairs and International Trade over 20 years ago. Until last summer, she was the Consul General at the Canadian Consulate in Dubai where she spent two years concentrating on creating awareness about Canadian capabilities and encouraging more Canadian firms to look at the huge market opportunities Dubai offers. Former postings took her to New Delhi, India, followed by Beijing in the People's Republic of China, and then Hong Kong where she managed Canada's trade office responsible for fostering Canada's relationship with South China and opened the Canadian Consulate in Guangzhou. She has also held various positions in Ottawa in the fields of trade policy, market intelligence training, client service enhancement and systems development as well as working in geographic branches responsible for US business development and South Asia relations. Presently, she is working to raise Canada's visibility and brand image in the global marketplace.

### **Lucie Bazinet**

Ms. Bazinet has extensive experience in international development including long-term assignments in Africa and the Americas. She has specialized in gender equality issues and undertaken numerous assignments in this regard with Canadian government departments, non-governmental and international organizations, working with such diverse organizations as MATCH International, Citizenship and Immigration Canada and Women's World Banking. Since 1986, she has worked mostly for the Canadian International Development Agency (CIDA) as a consultant and later an employee. While working for CIDA's Gender Equality Division, she co-ordinated the revision of the Agency's Gender Equality Policy. Since 1999, she has been Gender Equality Specialist for the Latin America and the Caribbean Branch at CIDA. In this position, she has worked to advance Canadian policy objectives on gender equality in hemispheric processes, such as the Summit of the Americas as well as through all CIDA programs in Central and South America and the Caribbean. Ms. Bazinet has actively participated on the interdepartmental committee, led by Status of Women Canada, which supports Canada's participation in the Organization of American States' Inter-American Commission for Women.

### **Cathy Blacklock**

Dr. Blacklock holds a Ph.D. in political science at Carleton University (1996). Her areas of expertise include globalization and international development. She is an Ottawa-based consultant specializing in policy and research consulting. In addition to Status of Women Canada, her clients include Health Canada, the International Development Research Centre and the Canadian International Development Agency.

### **Lori Curtis**

Dr. Curtis has been involved in health and health care work for over 25 years and currently holds a Canada Research Chair in Health Economics and Technology at the University of Waterloo. She has been involved in clinical work as a registered nurse (during which time she completed her undergrad, master's and doctoral degrees in economics). She has since

held an academic appointment at Dalhousie University where she was awarded a Clinical Scholar Award and was manager of an economic research unit at Health Canada. Current research interests lie in investigating the relationships between public policy and inequalities and inequities in socio-economic status, health and health care utilization, particularly as they relate to women, children and disadvantaged groups, such as First Nations and Inuit peoples.

### **Connie Dieter**

Ms. Dieter is a Plains Cree woman from Peepeekisis First Nation in Saskatchewan. She has worked for 25 years in justice, women's issues and urban aboriginal issues. She is a lecturer, journalist and published author, with an LLB from Osgoode Hall Law School and an upcoming MA from the University of Alberta.

### **Heather Gibb**

Ms. Gibb is a senior researcher at the North-South Institute, an independent research institute based in Ottawa, Canada that addresses relations between industrialized and developing countries. Her current research interests include gender mainstreaming, gender and trade, and workers rights. She is co-ordinating an examination of the findings from a major evaluation of the Canadian Seasonal Agriculture Workers Program in Ontario farm communities. Ms Gibb has extensive experience with gender in APEC, most recently as co-ordinator for a project for APEC's Committee on Trade and Investment, Supporting Potential Women Exporters. That project identified a number of steps for APEC that could support very small, marginalized women exporters. In 2002, Ms Gibb conducted a review of gender integration in APEC on behalf of the organization's Ad Hoc Group on Gender Integration. She was a member of the Canadian delegation to APEC's Human Resource Development Working Group from 1993-1999, co-ordinating several projects on gender and human resources development issues and gender mainstreaming in APEC.

### **Olena Hankivsky**

Dr. Hankivsky, Associate Professor, Department of Political Science and Acting Director of the Institute for Critical Studies in Gender and Health at Simon Fraser University, specializes in public policy and political theory. She has a particular interest in gender and social and health policy, and is the author of *Social Policy and the Ethic of Care* (2004) and co-editor of the forthcoming *Women's Health in Canada: Critical Theory, Policy and Practice*.

### **Paul Henry**

Mr. Henry is a Trade Policy Advisor in the Economic Policy and Programs Division, Selection Branch, Citizenship and Immigration Canada. His main focus is the temporary entry of business people into Canada. He provides policy analysis and advice to his own department and to the departments of Foreign Affairs Canada and International Trade Canada. He helps negotiate the temporary entry provisions in Canada's international trade agreements. Mr. Henry previously worked as a foreign service officer with the Department of Foreign Affairs and International Trade with postings in Tunisia (two years) and Japan (six years), promoting Canadian studies and culture and education services. Other experience includes the areas of foreign policy, investment and services trade policy,



intellectual property and competition policy. Mr. Henry holds a master's degree in international affairs from Carleton University.

### **Florence Ievers**

Florence Ievers is the Co-ordinator of Status of Women Canada, the federal government agency that promotes gender equality and the full participation of all women in the economic, social, cultural and political life of the country. Ms. Ievers has had a diverse career at the federal and provincial levels as well as in the private sector. Her previous experience includes practising law in Québec City; Senior Advisor to the Prime Minister of Canada; Associate Chief of Staff to the Minister of International Relations and Canadian Intergovernmental Affairs, Government of Quebec; and Assistant Secretary, Intergovernmental Affairs in the Privy Council Office of Canada. She has also served as Executive Assistant to the President of the Treasury Board. For a number of years, Ms. Ievers served as a part-time member of the Canadian Advisory Council on the Status of Women, was a member of its Executive and served briefly as Secretary and Legal Advisor to the Council. Ms. Ievers is Canada's principal delegate to the Inter-American Commission of Women of the Organization of American States. In the fall of 2002, she was elected Vice-President of the Commission for a two-year term. She holds a bachelor of law degree from Université Laval (1975) and was admitted to the Barreau du Québec in 1976.

### **Zeynep Karman**

Ms. Karman, Director of Research, joined the federal government in 1983 and has served at the regional and national levels on issues related to improving the status of women. She joined Status of Women Canada in 1990 as senior economist and has since served as an executive in the areas of policy analysis and development, international relations, and research. She conceptualized and implemented SWC's Policy Research Fund and has been the Director of Research since 1996. She has a B.Sc. in economics and statistics (METU, Ankara) and an M.A. in economics (UNB.). Ms. Karman has been actively involved in the women's movement in Canada, was a founding member of the national association of rape crisis centres, transition houses for battered women and immigrant women's groups.

### **Lucie Lamarche**

Ms. Lamarche teaches social and labour law, international human rights law and gender studies at the Université du Québec à Montréal, Canada. She is the author of *Perspectives occidentales du droit international des droits économiques de la personne* (1995) and of *A Human Rights Framework for Trade in the Americas* (with D. Bronson, 2001). She also is the director of the Centre d'études sur le droit international et la mondialisation (CEDIM). She has a Ph.D. from the Université libre de Bruxelles (1994) and was granted the Jean Monnet Fellowship (European University Institute, Florence) in 1998. She is a member of the Quebec Bar Association (1978).

### **Charles LaSalle**

Mr. La Salle is a Senior Policy Advisor with International Trade Canada where he examines trade and development issues. He became interested in gender issues as a result of the legacy of five women who pursued justice for all Canadian women and succeeded in obtaining a ruling from the Judicial Committee of the Privy Council recognizing that women were

qualified persons for appointment to the Senate of Canada. In his work on trade, Mr. LaSalle has seen efforts to promote the mainstreaming of gender in international trade organizations, gaining a first hand perspective in past work of Status of Women Canada in APEC. With two daughters, he has a vested interest in promoting gender mainstreaming.

### **Marina Morrow**

Dr. Morrow is a Research Associate with the BC Centre of Excellence for Women's Health and with the BC Centre for Policy Alternatives. She teaches in Women's Studies at the University of British Columbia. Dr. Morrow focusses her research on women and mental health, health policy, gender-based analysis, citizen engagement and globalization. Her most recent publication, "Mental Health Reform, Economic Globalization and the Practice of Citizenship" appeared in the *Canadian Journal of Community Mental Health*.

### **Dana Peebles**

Ms. Peebles is the Principal of Kartini International Consulting Inc., a firm she established in 1996. She has over 26 years of experience in international development, gender equity, adult basic education and skills training plus program and policy supports to women-owned microenterprises and small and medium-sized enterprises. Ms. Peebles' specialty is gender mainstreaming at the institutional level. Her work in this area includes projects for the General Secretariat of the Organization of American States, four years as the Canadian Technical Manager for the APEC Women Leader's Network, and work with the UN Office for Special Advisor on the Advancement of Women on diverse gender mainstreaming initiatives, and others. Ms. Peebles has served on the board of the Canadian Association for Women Executives and Entrepreneurs of the Canadian and African Business Women's Alliance. Ms. Peebles earned her master's degree in international development from the Institute of Social Studies in the Hague.

### **Darlene Rude**

Ms. Rude has worked in gender issues in Zambia, Tanzania and Rwanda, at both field level and in United Nations policy. She is currently working on traditional healing projects with a First Nations community in Saskatchewan. She holds an MA in Gender Analysis from University of East Anglia, England.

### **Deborah Stienstra**

Dr. Stienstra is Professor and Director of the University of Manitoba's Interdisciplinary Master's Program in Disability Studies. She is co-editor of two recent books: *Feminist Perspectives on Canadian Foreign Policy* and *Making Equality: History of Advocacy and Persons with Disabilities in Canada* that illustrate the two threads of her research interests.

She leads Social Sciences and Humanities Research Council (SSHRC) funded Research Alliance team on new technologies and people with disabilities, and is co-lead of the Canadian Institutes for Health Research (CIHR) funded Vulnerable Persons and End of Life Care New Emerging Team. Dr. Stienstra held the Royal Bank Research Chair in Disability Studies from 2000-2003 at the Canadian Centre on Disability Studies. There she led projects on access to primary care, the transition from post-secondary education to work for students with disabilities, the connections between race or ethnicity and disability, and literacy and

disability. Dr. Stienstra also co-led the team that reviewed and assessed the World Bank activities in terms of disability and inclusion of people with disabilities. The final report of that project is *Baseline Assessment: Inclusion and Disability in World Bank Activities* (2002). She also helped produce a major national study assessing all Canadian governments' implementation of the United Nations Standard Rules on Disability especially in the areas of education, employment and income support. Dr. Stienstra is the author of books and articles on women's movements and international organizations, gender and Canadian foreign policy, the Internet and organizing by women, and prostitution.

**APPENDIX C: PROJECTS FUNDED THROUGH STATUS OF WOMEN  
CANADA'S POLICY RESEARCH FUND CALL FOR PROPOSALS**

**TRADE AGREEMENTS AND WOMEN**

**Trade Agreements, Home Care and Women's Health**

Olena Hankivsky and Marina Morrow with Pat Armstrong, Lindsey Galvin and Holly Grinvalds

**Engendering Canadian Trade Policy: A Case-Study of Labour Mobility in Trade Agreements**

Chantal Blouin, Heather Gibb, Maire McAdams and Ann Weston  
The North-South Institute

**Trade Agreements, the Health Care Sector, and Women's Health**

Teresa Cyrus, Lori Curtis

**Women with Disabilities Accessing Trade**

Deborah Stienstra, Colleen Watters, Hugh Grant, Hui-Mei Huang and Lindsey Troschuk

**From the Fur Trade to Free Trade: Forestry and First Nations Women in Canada**

Darlene Rude and Connie Deiter

**Retaining Employment Equity Measures in Trade Agreements**

Lucie Lamarche

**Increasing Gender Inputs into Canadian International Trade Policy Positions at the WTO**

Dana Peebles  
Kartini International

## APPENDIX D: WORKSHOP EVALUATION

### WORKSHOP EVALUATION

At the end of the workshop, participants were asked to fill out an evaluation form. Copies of the evaluation forms in both official languages are enclosed in Appendix D.

The analysis of evaluation results showed the majority of participants who responded to the questionnaire rated the usefulness of the information presented at the workshop as very good (50 percent of respondents) or excellent (14 percent of respondents). Most of the respondents (81 percent) considered this kind of information useful for raising awareness and understanding gender and trade issues within their organization or department. The majority (85 percent) found the links between research and policy on gender and trade were clearly made, and that their understanding of the issue increased after this workshop (87 percent).

In other comments, many participants indicated their interest in holding similar events that bring policy and research together in the future.

We thank all the participants who took time to respond to the workshop evaluation and provide us with their comments.

<b>Self-identification optional</b>	
Name: _____	E-mail: _____
Organization/Department: _____	Sex: Male <input type="checkbox"/> Female <input type="checkbox"/>

<b>Your area of work:</b>	
1. Do you work in:	Policy Analysis/Development <input type="checkbox"/> Research <input type="checkbox"/> Legislation <input type="checkbox"/> Service Delivery <input type="checkbox"/> Program Delivery <input type="checkbox"/> Other (please specify) _____
2. Do you currently apply gender based analysis or gender mainstreaming in your work?	Yes <input type="checkbox"/> No <input type="checkbox"/> Occasionally <input type="checkbox"/>
3. Do you work in the field of trade?	Yes <input type="checkbox"/> No <input type="checkbox"/>

<b>Please help us to evaluate the quality of the information and usefulness of the event.</b>	<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Very Good</b>	<b>Excellent</b>
4. Before attending this event, how would you rank your level of understanding of the issues?	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
5. After the workshop, how would you rank your level of understanding of the issues?	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
6. Usefulness of information provided to the work you do	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
7. Timeliness of information provided	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
8. Variety of perspectives provided—researchers, policy makers, NGO’s	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
9. Links made between research recommendations and policies	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Please help us to evaluate the quality of the information and usefulness of the event.</b>	<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Very Good</b>	<b>Excellent</b>
10. Opportunity to ask questions/share experience.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
11. Usefulness of information received at workshop in raising awareness and understanding of mainstreaming gender into trade policy	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>

12. Are you familiar with Policy Research Fund’s publications? Yes  No

13. Will the information you received at this event be useful to raising awareness and understanding of mainstreaming gender into trade within your organization or department?

Not very useful    1    2    3    4    5    Very useful

14. Please describe ways in which the information and insights shared at today's event may be used by you or your organization.

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15. Other comments about this workshop?

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16. Would you like to receive or be notified of research from Status of Women Canada's Policy Research Fund in the future?    Yes             No

(If you would rather not provide your e-mail address at this time, please contact us at [research@swc-cfc.gc.ca](mailto:research@swc-cfc.gc.ca) and ask to be added to our electronic list of recipients of future reports.)

**Thank you for coming to the workshop. Please return this questionnaire to the workshop registration table, or fax it to (613) 995-4800.**