



HOUSE OF COMMONS
CANADA

**GENDER-BASED ANALYSIS:
BUILDING BLOCKS FOR SUCCESS**

**REPORT OF THE STANDING COMMITTEE
ON STATUS OF WOMEN**

**Anita Neville, M.P.
Chair**

April 2005

The Speaker of the House hereby grants permission to reproduce this document, in whole or in part for use in schools and for other purposes such as private study, research, criticism, review or newspaper summary. Any commercial or other use or reproduction of this publication requires the express prior written authorization of the Speaker of the House of Commons.

If this document contains excerpts or the full text of briefs presented to the Committee, permission to reproduce these briefs, in whole or in part, must be obtained from their authors.

Also available on the Parliamentary Internet Parlementaire: <http://www.parl.gc.ca>

Available from Communication Canada — Publishing, Ottawa, Canada K1A 0S9

**GENDER-BASED ANALYSIS:
BUILDING BLOCKS FOR SUCCESS**

**REPORT OF THE STANDING COMMITTEE
ON STATUS OF WOMEN**

**Anita Neville, M.P.
Chair**

April 2005

STANDING COMMITTEE ON THE STATUS OF WOMEN

CHAIRMAN

Anita Neville

VICE-CHAIRS

Jean Crowder

Nina Grewal

MEMBERS

France Bonsant

Paule Brunelle

Hon. Sarmite Bulte

Helena Guergis

Susan Kadis

Russ Powers

Joy Smith

Hon. Paddy Torsney

Lynne Yelich

CLERK OF THE COMMITTEE

Richard Rumas

PARLIAMENTARY INFORMATION AND RESEARCH SERVICE LIBRARY OF PARLIAMENT

Julie Cool, Analyst

Nancy Miller-Chenier, Analyst

THE STANDING COMMITTEE ON THE STATUS OF WOMEN

has the honour to present its

SECOND REPORT

Pursuant to Standing Order 108(2), your Committee reviewed Gender-Based Analysis. Your Committee heard evidence on this matter, the result of which is contained in this report.

TABLE OF CONTENTS

CHAPTER ONE — OVERVIEW OF GENDER-BASED ANALYSIS.....	1
A. What is Gender-based Analysis?	1
B. A Decade of Commitment	1
C. The Committee Approach	2
B. Why is GBA Important?.....	3
CHAPTER TWO: FEDERAL COMMITMENT TO GENDER-BASED ANALYSIS: THROUGH STATUS OF WOMEN CANADA	7
A. Background	7
B. Mandate Implementation	7
1. Training	7
2. Tool Development	8
3. Policy Case Studies	8
4. Research/Information/Education	9
5. Evaluation.....	10
6. Coordination	10
C. What Works.....	11
CHAPTER THREE: INDIVIDUAL DEPARTMENTS AND GENDER-BASED ANALYSIS	13
A. Citizenship and Immigration Canada.....	13
1. Background	13
2. GBA Structure and Mandate	14
3. Mechanisms for GBA Accountability	14
4. Ongoing Challenges.....	15
B. Human Resources and Skills Development Canada	16

1. Background	16
2. GBA Structure and Mandate	17
3. Mechanisms for GBA Accountability	17
4. Ongoing Challenges.....	18
C. Social Development Canada	18
1. Background	18
2. GBA Structure and Mandate	18
3. Mechanisms for GBA Accountability	19
4. Ongoing Challenges.....	19
D. Health Canada	20
1. Background	20
2. GBA Structure and Mandate	20
3. Mechanisms for GBA Accountability	21
4. Ongoing Challenges.....	21
E. Canadian International Development Agency	22
1. Background	22
2. GBA Structure and Mandate	22
3. Mechanisms for GBA Accountability	22
4. Ongoing Challenges.....	23
F. Justice Canada.....	24
1. Background	24
2. GBA Structure and Mandate	25
3. Mechanisms for GBA Accountability	25
4. Ongoing Challenges.....	26

G. Finance Canada	27
1. Background	27
2. GBA Structure and Mandate	27
3. Mechanisms for GBA Accountability	28
4. Ongoing Challenges.....	29
CHAPTER FOUR: THE CURRENT STATE OF GENDER-BASED ANALYSIS ACROSS GOVERNMENT DEPARTMENTS.....	31
CHAPTER FIVE: ENABLING FACTORS FOR GENDER-BASED ANALYSIS.....	35
A. Availability of Data.....	35
B. GBA Throughout Policy-Making Process	36
C. Voluntary Sector Input.....	36
D. Organizational Structure, Procedures, and Norms	37
E. Commitment of Staff and Leadership	37
F. Human and Financial Resources	38
G. Accountability Mechanisms	39
CHAPTER SIX: ACCOUNTABILITY MECHANISMS FOR GENDER-BASED ANALYSIS	41
A. Ensuring Federal Accountability	41
B. Federal Policies and Their Accountability Mechanisms.....	41
C. Assessing Accountability Mechanisms	44
CHAPTER SEVEN: CONCLUSION	47
CHAPTER EIGHT: RECOMMENDATIONS FOR GENDER-BASED ANALYSIS IN THE FEDERAL GOVERNMENT	49
Equality Legislation for Systematic Gender-Based Analysis	49
Evaluating Existing GBA Accountability	50
Engaging Equality Seeking Organizations	51

A GBA Role for Central Agencies.....	51
A. Finance Canada and Gender-Budgeting.....	52
B. The Privy Council Office and GBA Accountability	52
C. PCO Engaging Senior Officials	53
D. The Treasury Board Secretariat and GBA Resources.....	54
E. Treasury Board Secretariat and GBA Reporting	54
The Responsibility of Individual Departments for GBA	55
APPENDIX A — GLOSSARY	57
APPENDIX B — LIST OF WITNESSES.....	59
REQUEST FOR GOVERNMENT RESPONSE	61
MINUTES OF PROCEEDINGS.....	63

CHAPTER ONE: OVERVIEW OF GENDER-BASED ANALYSIS

A. What Is Gender-based Analysis?

There is a widespread belief in Canada that women have achieved equality with men. Although much progress has been made over the past decades, however, women in Canada continue to earn less than men, to experience higher levels of poverty, and to be disproportionately affected by domestic violence. The inequalities are even more marked for certain groups in Canada, such as Aboriginal women.

Addressing this equality gap requires a dual approach: developing policies, programs and legislation that are women-specific as well as ensuring that legislation, programs and policies which are not specifically targeted for women do not inadvertently maintain or exacerbate any equality gap. This process is known as gender-based analysis (GBA) and is defined by the United Nations Economic and Social Council (ECOSOC) as:

assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.¹

Gender-based analysis also recognizes that not all women are the same. As a result, it examines the impact of policies and programs on diverse groups of women and men.

We don't just analyze only on the basis of a gender distinction, men or women, we also say that not all men and not all women are the same. There are differences within and among women and differences within and among groups of men, and you need to take some of those dimensions into account as well.

Ms. Sandra Harder (Director, Gender-Based Analysis, Strategic Policy and Partnership Branch, Department of Citizenship and Immigration)

B. A Decade of Commitment

Ten years ago, at the Fourth United Nations World Conference on Women held in Beijing, nations developed an ambitious political declaration and platform for action

¹ E/1997/L.30, Para. 4; adopted by ECOSOC on 17 July 1997.

outlining objectives and actions required to achieve greater equality between women and men. In adopting the Beijing Platform for Action, governments throughout the world committed themselves to effective integration of a gender perspective throughout their operations, policies, planning and decision making. Governments also adopted the obligation to carry out gender impact assessments of the effects of government bills or political decisions on women and men before decisions could be taken.

In Canada, the federal government has put in place two five-year plans on gender equality, the Federal Plan on Gender Equality (1995-2000) and the Agenda for Gender Equality (2000-2005). Gender-based analysis has been a key component of both these action plans. In Canada's 1995 action plan for implementing the Beijing Platform for Action, known as the Federal Plan for Gender Equality, the Canadian government adopted a policy requiring federal departments and agencies to conduct gender-based analysis of policies and legislation. While each department is responsible for conducting gender-based analysis, Status of Women Canada provides training and support for GBA activities in its role as the agency responsible for gender equality.

However, the use of gender-based analysis across government departments has been uneven. While some departments have well-established gender equality or GBA units, others have none in place. Moreover, Status of Women Canada reports that the lack of binding obligations to conduct gender-based analysis, internal resistance and the lack of shared responsibility have led, over time, to a decreased interdepartmental capacity to ensure gender equality.²

C. The Committee Approach

The decision to study GBA was taken by the Standing Committee on the Status of Women after meeting with multiple equality-seeking organizations throughout the fall of 2004 to determine issues crucial to Canadian women. Several groups told the Committee that program and policy changes throughout the past decade had had significant, yet unintentional, negative impacts on women. As an example, they pointed to the changes in the fiscal arrangements between the federal and provincial/territorial governments, under the *1995 Budget Implementation Act* and the ensuing cut-backs to social assistance levels in a number of provinces. Because this testimony of representatives of equality-seeking organizations and women's groups led the Committee to explore the issue of gender-based analysis, this report incorporates some of the views expressed in earlier roundtables.

² Standing Committee on the Status of Women (FEWO), *Evidence*, Florence Levers, 10 February 2005, 1535.

Through this study on gender-based analysis, the Committee explored:

- how gender-based analysis is implemented in federal government departments
- emerging and ongoing challenges to the implementation of gender-based analysis; and
- the adequacy of current accountability mechanisms for gender-based analysis.

To accomplish this, the Standing Committee on the Status of Women invited departments who have well-established GBA programs, as well as those who have minimal GBA capacity, to speak to the challenges of incorporating GBA in programs, policies and legislation. The Committee also invited witnesses who could provide examples of mechanisms currently in place in the federal government to coordinate horizontal policy goals, such as employment equity, that could provide a parallel to GBA.

The Committee understands that GBA is a tool to work toward greater equality between men and women, and not an end in itself. In embarking on this study, Committee members noted that they wanted to see concrete translation of gender-based analysis into improvements in the lives of women — not only changes in how government operates, but a difference in the ultimate results. It is hoped that implementation of the Committee's recommendations will lead to better policy-making that ultimately will close the equality gap for good.

... The fact that a gender analysis is done does not mean it's going to be reflected in the actual policy outcome. There's an issue around what weight we give to that and, when there is an issue around competing interest, how that decision is made. Often that decision can be made at a political level or at a bureaucratic level.

Ms. Karen Green (Acting Executive Director, Corporate Services, Department of Justice)

D. Why is GBA Important?

Some of the differences between women and men are biological and others arise from the different social expectations for men and women in a given society. For example, women in Canada take on a greater share of unpaid caregiving in this country. This is not a biologically determined phenomenon, but arises from the expected social behaviour of women and men in Canada.

Gender is the culturally specific set of characteristics that identifies the social behaviour of women and men and the relationship between them. Gender, therefore, refers not simply to women or men, but to the relationship between them,

and the way it is socially constructed. Because it is a relational term, gender must include women and men.³

It is easy to understand that policies and programs which support caregivers have a direct impact on women. What is more difficult to understand is the potential impact of programs and policies of general application on women *while considering the implications of the caregiving roles which are predominantly taken on by women*. This is where gender-based analysis becomes a useful tool. Of course, the development of programs and policies which take into consideration the implication of caregiving roles also benefits men who are caregivers — thus gender-based analysis is not only about improving the status of women.

In terms of the parental leave benefits, I think there are some lessons that are quite telling. To provide just a few statistics, after the changes were made in 2000, we calculated that in 2000-2001 about 180,000 people took parental benefits. That number increased after the changes to about 211,000 parents in 2001-2002, which is an increase of about 18%. About 90% of the new parental claims were from women, but what is quite telling from the changes is that the claims from men increased by almost 80% over that same period, from 13,000 to over 23,000 a year later. Moving in that direction has allowed men to be able to take more responsibility in caregiving during the first year of the child's life, which, based on what we're hearing internationally, is a step in the right direction.

Mr. Les Linklater (Director General, Strategy and Intergovernmental Resources, Department of Human Resources and Skills Development)

When legislation, policies and programs are developed, there are certain assumptions about whether they will have different impacts on men and women. *Gender-neutral policies* are based on the assumption that everyone is affected by policies, programs and legislation in the same way regardless of gender. *Gender-specific policies* are designed specifically for one gender, usually in response to existing inequalities.

The purpose of gender-based analysis is the development of *gender-integrated policy*, where gender considerations are integrated into each step of the policy-development process, and the resulting programs and policies take into consideration the gendered realities of women and men.

³ Canada. Status of Women Canada. *Gender-based Analysis: A Guide for Policy-Making* (revised edition, 1998) available on-line at http://www.swc-cfc.gc.ca/pubs/gbaguide/gbaguide_e.html#1_1 .

Gender and Cardiovascular Disease
An Example drawn from Health Canada's publication *Exploring Concepts of Gender and Health*

Historically, considerations of sex and gender differences have not been considered in research on most diseases. This omission has had far-reaching consequences for accurate diagnosis, effective treatment and prevention of cardiovascular disease (CVD) for women.

Using male norms and standards for CVD results in numerous and potentially fatal "pitfalls" in both diagnosis and treatment (Legato, 1998). Evidence-based research is required to understand and respond to the significant sex- and gender-based factors that combine to affect cardiovascular health. For example, we are learning that sex-based factors affect the presentation of symptoms of myocardial infarctions. Gender-related factors affect when women and men seek treatment as well as the responses of health practitioners to men and women presenting with cardiac symptoms. The combined effects of sex and gender, in interaction with other health determinants, affect health status, health system responses and eventual health outcomes.

Gender-based analysis asks questions such as:

- Does this policy/program/trend improve the well-being of women/men?
- What resources does a person need to benefit from this policy/program/trend? Do women and men have equal access to the resources needed to benefit?
- What is the level and type/quality of women's and men's participation in the policy/program/trend? Has this changed over time?
- Who controls the decision-making processes related to this policy/program/trend?
- Who controls/owns the resources related to this policy/program/trend?
- Does this policy/program/trend have any unexpected negative impacts on women and/or men?
- Does this policy/program/trend benefit men more than women (or vice versa)? If so, why?⁴

⁴ This list of questions is taken from the following information kit: Canada. Status of Women Canada. *An Integrated Approach to Gender-Based Analysis: Information Kit*. "What is GBA".

As the deputy head of Status of Women Canada told the Committee:

The starting point [for gender-based analysis] is a gender-neutral policy or program, where the different socio-economic realities between men and women have gone unnoticed. This is where we see the value added of gender-based analysis.⁵

The Canadian International Development Agency (CIDA) provided examples of innovative programming decisions which arose where the gender-based analysis of apparently *gender-neutral* funding initiatives highlighted differential impacts on men and women. The following example of GBA which CIDA gave to the Committee⁶ highlights this concept in a concrete way.

**An Example of GBA from the
Canadian International Development Agency**

In Bangladesh, where CIDA had engaged in a program to build roads, widows are among the poorest of the poor. Based on the analysis of what was going on generally in Bangladesh in the context of destitute widows, the decision was made to hire only destitute widows to build the roads. Along with that, there was training on small enterprise development. So out of that project, not only were roads built by women, who then had income, but they were also trained in micro-enterprise.

The Committee heard that there is great potential for gender-based analysis to lead to improved policy-making in areas which are not usually defined as “women’s” issues — areas such as the budget, fiscal policy, trade and defence. As will be discussed in Chapter 3, however, the actual implementation of gender-based analysis in gender-neutral policy areas is generally weak in federal government departments and agencies at this time.

⁵ FEWO, *Evidence*, Florence levers, 10 February 2005, 1535.

⁶ FEWO, *Evidence*, Julie Delahanty, 22 February 2005, 1615.

CHAPTER TWO: FEDERAL COMMITMENT TO GENDER-BASED ANALYSIS: THROUGH STATUS OF WOMEN CANADA

A. Background

In 1995, Status of Women Canada took on a capacity building role as part of the federal commitment through the Federal Plan for Gender Equality. This federal plan put a renewed focus on equality issues and particularly on gender-based analysis. The federal plan emphasized shared responsibility whereby Status of Women Canada worked with the 24 individual departments in applying the knowledge to policy and program development.

I would argue that training, horizontal policy coordination and sharing of best practices are the best means of advancing crosscutting issues, such as gender equality. Careful attention by departments to such issues leads to stronger proposals for Cabinet consideration and ultimately improved results for Canadians.

Ms. Joan Atkinson (Assistant Secretary to the Cabinet, Social Development Policy, Privy Council Office)

B. Mandate Implementation

In 1999, the Gender-based Analysis Directorate was established as part of an effort to step up the pace and enhance the progress for the 2000 to 2005 period. To fulfil its role, Status of Women Canada through the Gender-based Analysis Directorate developed a six-point strategy consisting of training; tool development; policy case studies; research, information, and education promotion; evaluation and accountability; and coordination. These elements are described further in the following sections.

1. Training

Status of Women Canada, using a policy and program development framework familiar to most policy analysts, and applying this through case studies and examples, developed a curriculum. Participants learned how the socio-economic realities of women and men were different; how to question assumptions about gender roles; and how to integrate gender considerations in all the relevant steps of policy and program development from research, consultation, development of options, and communication, right through to program delivery and evaluation.

...a direct correlation exists between knowledge of gender-based issues within an organization and the successful implementation of the GBA approach.

Ms. H el ene Dwyer-Renaud (Director, Gender-Based Analysis, Status of Women Canada)

It delivered customized training to policy and program analysts at Citizenship and Immigration, National Defence, Canadian Heritage, and with the federal committee on women in science and technology that gathers representation from 15 departments. A train-the-trainer program was also developed and now has 11 anglophones and 9 francophone trainers available on a regional basis for both domestic and international training. As of December 2004, the new Canada School of Public Service agreed to the inclusion of training in its curriculum and discussions are ongoing about the development on a collaborative basis of a senior management awareness tool on gender-based analysis.

2. Tool Development

Status of Women Canada also recognized that tools and aids are needed to support officials in investigating whether a policy and program would alter the situation of women, compared to men, positively or negatively. Tools now in existence, such as departmental guides help define a policy issue with the aid of questions or checklists, improved data collection, and the use of gender indicators. Eventually, these should provide more valid data, a better understanding of trends, and a more accurate picture of the situation of women compared to men. The anticipated result is that the unintended impacts will be detected early on and not after the fact.

We should endeavour to find opportunities to get the expertise Status of Women has, because at the end of the day, it has to be ingrained in every department. That only happens through training and ensuring the policy capacity is reflective of that aspect. I can't overemphasize — those policy analysts are looking at 15 different trade-offs. Every time they look at every policy.... It's a complicated business, and anything to reinforce using the tools available, that Canada leads in, would be tremendously important.

Mrs. Ruth Dantzer (Associate Secretary, Treasury Board of Canada Secretariat)

3. Policy Case Studies

Policy case studies have proven to be a valuable method to test the process and the anticipated outcomes. Experience shows that, for best results, gender-based analysis should be introduced gradually in a select number of policy areas. Departments are

encouraged to go beyond the simple act of obtaining training and to tie learning to a concrete project with real results.

Obtaining a critical mass of successful GBA projects is at the early stages throughout the federal government. The process involves following a set of selection criteria and then assessing projects under probability of successfully achieving concrete results linked to gender equality. It then requires senior management support through a signed memorandum of understanding between Status of Women Canada and the senior departmental officials. The final step is to seek public reporting of results in the annual departmental progress reports.

Status of Women Canada provided various examples of pilot projects examining relevant departmental policy issues. These were outlined as follow:

- Citizenship and Immigration Canada — Since 2001, there is a memorandum of understanding between Status of Women Canada and the Department to pursue training and tool development activities. As a result, an impact assessment tool is applied from that department to the legislative regulations under the *Immigration and Refugee Protection Act*. In addition, there are hands-on workshops and training courses with analysts as well as the development of a gender-based analysis policy and strategic planning process.
- Canadian Heritage — In 2003, GBA training with a focus on the Canada Community Agreements and the issues faced by francophone minority women was delivered to the Official Languages Support Programs Branch. The program has since reviewed its methods of operation in order to integrate a gender lens, including the evaluation of project proposals, as well as a slight change to the criteria that highlights inclusiveness of the Canada community agreements, and thus expands the process more widely for francophone minority women.
- National Defence — GBA training focused on the need to increase the knowledge of civilian and military employees on matters pertaining to gender and diversity in a variety of policies and programs, including human resources.
- Infrastructure department — Negotiations for training in a pilot project are underway and may include areas such as governance of construction and construction methods, among others.
- Western federal councils and provincial governments — Discussions are taking place related to rural initiatives.

4. Research/Information/Education

Status of Women Canada works to ensure that information about best practices is readily available, compiling that information and ensuring regular promotion and education

activities. It sees a direct correlation between knowledge of gender-based issues within an organization and the successful implementation of the GBA approach. Thus, it works to increase awareness, promote common acceptance of GBA concepts and encourage the use of best practices among partners.

To achieve the goals, Status of Women Canada has set up a GBA resources centre, distributed 8,000 information kits since 2003, organized two fairs and one public conference, made over 75 presentations at conferences and other events, created an e-bulletin and done 40 case studies.

5. Evaluation

To assess the effectiveness and efficiency of GBA and related processes, the GBA Directorate at Status of Women Canada promotes the concept of an evaluation continuum. It starts with an individual assessment of knowledge gained from GBA training, continues with a survey of organizations and ends with a GBA performance measurement model. This model will provide a means to evaluate how gender-based issues, including racial considerations, diversity, age, disabilities and other factors, are incorporated in a proactive manner into planning and implementation at each phase of policy and program development.

6. Coordination

As the organization responsible for carrying out a horizontal and vertical mandate and for promoting GBA implementation, SWC works strategically to enlighten and inform people about the process of GBA implementation across departments and to bring about changes aimed at achieving gender equality.

The GBA Directorate chairs an inter-departmental committee (IDC) on GBA on which 13 departments are represented currently. The IDC is open to all departments that take part in GBA. Originally, the committee served as a forum for sharing information on best practices, but the format was altered in 2002-2003 to assist in the development and coordination of GBA activities across federal government departments.

The Committee did not receive evidence about why only 13 departments are represented or how many of these 13 departments are active participants. However, Status of Women Canada acknowledged that in its coordinating role, it often encounters resistance from other departments and reluctance to make a commitment to gender-based analysis.

The Department identified several factors that contribute to the lack of participation in GBA:

- Formal authority or levers are lacking to ensure compliance with the 1995 GBA policy (the exception is Citizenship and Immigration legislated requirement through the *Immigration and Refugee Protection Act* to report annually).
- Departments are willing to take up training but not necessarily willing to be held responsible for applying the new knowledge systematically across the board.
- Departments want Status of Women Canada and its GBA Directorate to do the work.
- Because GBA presumes a shift in work methods and attitudes and knowledge, the departments interpret this as meaning an increased workload.
- Confusion arises because of changing terminology since the 1995 plan.
- When individuals who champion gender equality leave or when offices to coordinate and integrate gender-based activities are lost following a restructuring or reorganization, departments have no incentive to replace the people or activities.

C. What Works

Status of Women Canada provided multiple examples of approaches to gender based analyses that are working in the federal government. In particular it emphasized that organizational structure is a key element for integrating and sustaining the practice of GBA. It stressed that it would like to see more efforts placed on “having departments move up the stairway from individual capacity to organizational capacity.”⁷

Several departments were identified as moving GBA forward within the federal sector through a variety of initiatives:

- Citizenship and Immigration through the development of a five-year strategic plan, in keeping with the *Immigration and Refugee Protection Act* and the requirement to report to Parliament, provided a framework for GBA covering the period 2005-2010 that sets out the Department’s objectives, principles, activities, and reporting steps tied to branch business plans. This is an example of a phased-in approach where sound practices, sound examples and pilot projects within a department are expected to have snowball effect.
- CIDA was cited as the pioneer in the training area with productive outcomes over 15 years and ongoing revamping of its training package to make it even better.

⁷ FEWO, *Evidence*, Helène Dwyer-Renaud, 10 February 2005, 1530.

- Citizenship and Immigration, Indian and Northern Affairs, Health Canada, and the former HRDC have all adapted Status of Women Canada's training package to meet their departmental needs. In focusing on programs and policies under their responsibility in all their training, they aim to have trained officials use their knowledge to improve the departmental work.
- Health Canada launched a five-year implementation plan in 2003 under the auspices of its women's health strategy that includes a gender-based analysis policy, projects such as the development of women's health indicators, and support for research. The aim is to provide strategic leadership and analytical support to departmental officials.
- The former HRDC had launched a department-wide policy on GBA to provide a framework for the Department's commitments and ongoing efforts. It had also created a network of gender advisers, who were individuals trained in GBA and who served as contact points for sharing GBA information with branch officials.
- Indian and Northern Affairs' Women's Issues and Gender Equality Directorate, also known as WIGE, coordinated the implementation of that department's gender equality analysis policy by ensuring that it was reflected throughout the Department's business lines across headquarters and regional offices. For example, that Department required that all memoranda to cabinet reflect the application of gender-based analysis. The WIGE Directorate is supported by a network of gender equality analysis representatives in all branches and regions of that department.
- Justice Canada adopted its policy on gender equality analysis in 1997, requiring the analysis of every issue with respect to its impact on gender equality and is currently improving the mainstreaming of the practice of GBA throughout its operations.

CHAPTER THREE: INDIVIDUAL DEPARTMENTS AND GENDER-BASED ANALYSIS

The Committee invited departmental officials from a wide spectrum of federal government departments to explore how the federal government's commitment to GBA was being implemented and to identify ongoing challenges to the implementation of gender-based analysis. The departments that appeared before the Committee offered substantial evidence about their particular efforts. They outlined the background leading to the current situation; the structure and mandate of any gender-related units; the measures put in place to provide some accountability of GBA implementation, and various past and future challenges.

The information provided by the departments constitutes a valuable record of the current state of GBA across the federal government. Much of the information is not readily available in existing departmental reports available to the public. As such, the following sections summarize the departmental accounts in considerable detail, providing a source of comparative information used by the Committee in making its decisions.

The chapter provides the information on individual departments including:

- Citizenship and Immigration Canada
- Human Resources and Skills Development Canada
- Social Development Canada
- Canadian International Development Agency
- Justice Canada
- Health Canada
- Finance Canada

A. Citizenship and Immigration Canada

1. Background

In 1999, the Minister of Citizenship and Immigration made a commitment to gender analysis of the *Immigration and Refugee Protection Act*. The following year, the Department established a GBA unit that began by doing preliminary gender-based analysis for departmental bills (C-31 and C-11). Analysis of regulations indicated where

sex-disaggregated data collection, monitoring and analysis were required in order to assess gender-based impacts over time. When the *Immigration and Refugee Protection Act* was passed, it included a legislative requirement to provide a gender-based analysis of the impact of the Act in an annual report to Parliament.

2. GBA Structure and Mandate

The GBA Unit is located within the Strategic Policy and Partnerships Branch which is part of the Strategic Directions and Communications Sector that identifies ongoing and emerging issues relevant across the Department. The unit became permanent in 2003 and included two full-time equivalents: a director and a senior analyst. In October 2004, a junior analyst position (term) was created due to an increased workload. The only direct costs identified by the Department are for the salaries of the three staff with other costs absorbed by the programs and branches. Any GBA training costs for example are considered part of general departmental training costs and not identified separately.

The GBA unit is mandated to:

- provide ongoing analyses of gender-related implications of departmental legislative initiatives and strategic directions, horizontal policy issues, and any emerging domestic and international trends.
- develop tools to build capacity to support the implementation of gender-based analysis across the Department. This is done in part by delivering training programs that are specifically tailored to departmental and branch needs.
- support the Department's branches in the development and implementation of branch GBA plans, as required.
- coordinate the gender-based analysis section of the report to Parliament and provide an annual internal stock-taking report on departmental activities on gender-based analysis.

3. Mechanisms for GBA Accountability

Citizenship and Immigration is unique in that it has a legislative requirement to report to Parliament on the gender-based impact of its primary legislation, the *Immigration and Refugee Protection Act (IRPA)*. The IRPA thus provides the primary mechanism to ensure that gender considerations are mainstreamed. The legislative review process also integrates GBA into the Department's work as it does regulatory adjustments. Parliamentary reporting means that the Department absolutely must do an annual report and this automatically becomes part of a deputy minister's way of evaluating performance.

The Department has also undertaken the development of a strategic framework for gender-based analysis. Covering the period from 2005 to 2010, the framework sets out the Department's objectives and principles for gender-based analysis as well as the concrete steps to be taken in order to meet any legislative requirement. This strategic framework aids in measuring performance and reinforcing accountability at the branch level.

Each branch, according to its area of responsibility, is expected to outline the issues for reporting and the elements necessary to undertake substantive analysis. Branch plans are to report on particular areas of responsibility under the *Immigration and Refugee Protection Act*. They are to include the gender-based analysis initiatives designed to build best practices, the identification of data challenges in relation to sex-disaggregated data and work processes, and activities to build staff knowledge and confidence, including training. All of the branch plans are signed off by the director general of the branch and they in turn report back to their assistant deputy minister who is responsible for overall program administration and human resources.

4. Ongoing Challenges

Although the training started in 2001, using Status of Women Canada material, it has now moved to documentation containing examples taken from departmental work and specific case studies based on the realization that concrete examples that work in the Department and address its business are needed. It took about two years to understand all the issues fully and to get the training strategy organized. The training methodology and documentation increased the employees' experience and abilities and allowed the Department to arrive at a common understanding of gender-based analysis and to adopt a shared terminology. The people who had undergone the training became those most apt to turn to the unit for extra help. Almost 150 employees have been trained in both official languages.

The legislative requirement has played a critical role. Essentially, the requirement itself did not mainstream the gender-based analysis, but it created a very formal basis for gender-based analysis in the Department. The strategic framework for GBA identifies an annual stock-taking process to consider progress made, challenges faced, and further opportunities. This annual report is intended as a management tool to be taken at the corporate level, and it facilitates gender-based analysis.

The strategic framework states that the Department must ensure that sufficient resources are allocated to enable the Department to make progress in implementing the framework and meet its accountability requirements under the *Immigration and Refugee Protection Act*. Because of the legislative requirement to report and the adoption of branch GBA plans, the Department is currently assessing the need for further human resources as part of the implementation strategy for the strategic framework.

The gender plans to be done for each branch in the Department are a practical application of how a branch is going to move forward on its requirement to report and efforts are made to get everyone working on policy and programs to think about GBA. Because there are a number of common elements in all of the branch plans, it gives consistency across the Department and permits stocktaking on progress. The full plan from all branches is moving branch by branch and will take another year to complete.

Work and consultation with non-governmental organizations like the Canadian Council on Refugees is carried out informally and on an ad hoc basis by the GBA unit and also by the individual branches, when they are doing their plans.

B. Human Resources and Skills Development Canada

1. Background

The departments now known as Human Resources and Skills Development Canada and Social Development Canada were formed in 2003. They have several predecessors that focused on equality issues and these are outlined in the following discussion.

In 1954, the Women's Bureau, established as part of the former Department of Labour, was the first organization in the federal government created to address the concerns of women. From 1954 to 1993, its mission was to advance the full and equal participation of women in employment. Under that mandate the bureau undertook a number of functions, including research, analysis and information dissemination on workplace issues. It contributed to policy initiatives aimed at improving the situation of women in the labour force and regularly consulted and collaborated with unions, employers, other jurisdictions, and non-governmental and international organizations.

In 1993, Human Resources Development Canada, or HRDC, was created from the amalgamation of five former departments, including Labour. At that time, the Women's Bureau began to assume a broader focus that reflected the wider range of policies and programs for which HRDC was responsible. By 1999 the Women's Bureau outlined a new model for advancing gender analysis in the Department. The model involved the development of a network of gender advisers located throughout the Department to work toward integrating gender analysis into their area of expertise.

Created in 2000, the network of gender advisers consisted of departmental officials mandated to apply gender analysis in their work areas. The Women's Bureau supported the network of gender advisers through the provision of a variety of capacity-building instruments pertaining to training on gender analysis. In September 2001 the Women's Bureau changed its name to the Gender Analysis and Policy Directorate, or GAP, to better

reflect its mandate of promoting gender analysis. This change was part of the implementation of the Department's 1999 strategic plan.

In 2003, the need for a large gender unit consisting of 12 employees was deemed to be no longer necessary and the Gender Analysis and Policy Directorate was reduced to 5 people. It was argued that gender analysis had been more fully integrated into the Department's policy and program development. At the same time, a policy on gender analysis, approved by the National Management Board, was launched. The policy was developed to provide the Department with a clear framework for meeting its commitments. It clarified key concepts, outlined roles and responsibilities of key players and featured a results-based management and accountability framework.

By December 2003, HRDC was divided into two distinct departments: Social Development Canada (SDC), and Human Resources and Skills Development Canada (HRSDC). As a result of this split in HRDC, staff from Gender Analysis and Policy Directorate were divided between the two new departments: three staff members to SDC, and two staff to HRSDC.

2. GBA Structure and Mandate

In March 2004, the two staff assigned to gender analysis moved to the Strategy and Intergovernmental Relations Directorate headed by a director general within the Strategic Policy and Planning Branch.

3. Mechanisms for GBA Accountability

At the present time, gender-based analysis is tentative and is undergoing a review. In February 2005, the Department began to examine existing policy on gender analysis to ensure that GBA is being applied within all branches of the Department. Each branch is to implement its own gender-based analysis approach while developing an accountability mechanism for the Department.

Among the options being explored to forward to senior management, the Department is seeking to ensure that gender considerations are integrated in departmental programs and policies. Tools to assess the effectiveness will be developed and could include monitoring through departmental policy committees. The integration and implementation of gender analysis could also be monitored through annual progress reports to senior management, compiled by the Strategy and Intergovernmental Relations Branch.

Within the Department, there are existing policy committees that could ensure that the questions around gender analysis are asked and that the branch responsible for policy development has thought about the gender implications of its proposed actions. Policy

committees exist at several levels: the director general level, the assistant deputy minister level, and one of senior executives is chaired by the deputy minister. Policy initiatives go through these committees on their way to the minister.

Because the Department collects extensive data through its programming, this could provide an advantage in terms of public reporting compared to other departments. It has an ability to be more specific and already reports publicly on some gender breakdowns in terms of outcomes for some active programming measures.

4. Ongoing Challenges

The Department is aware that, with the reorganization and the split of the Department, it needs to find a way to move forward in refining appropriate accountability mechanisms and improving its policy processes. In terms of accountability issues and public reporting, it sees room to improve the function within internal policy committees and in accountabilities to the deputy minister and to the minister in terms of the policy analysis.

In addition, the Department can build on strengths with the training and the capacity of the departmental gender network members to ensure that gender considerations are brought forward in policy options for the minister. Because the network of gender advisers has had personnel changes, the challenge is to ensure that, despite staff turnovers, the knowledge is maintained and shared among people in the Department. Because the network is reinvented every 12 to 18 months, there is a lack of continuity and expertise in preparing documents for policy committees.

C. Social Development Canada

1. Background

The departments now known as Human Resources and Skills Development Canada and Social Development Canada were formed in 2003. They have several predecessors that focused on equality issues and these were highlighted under the preceding department.

2. GBA Structure and Mandate

The specialized unit for gender analysis was created in April 2004 as part of the Horizontal Initiatives and International Relations Division within the Policy and Strategic Directions Branch. The division has responsibilities for other horizontal and crosscutting files such as Aboriginal issues, minority language communities, and international relations. In terms of human resources, there are three dedicated staff: a senior manager at the EX level and two policy analysts.

The overall mandate of the group is to support the integration of gender and other considerations into the policy, program, and service delivery activities of the Department. The Department also has a departmental network of gender advisers. Thus, gender advisers can be attached to various policy teams as needed.

3. Mechanisms for GBA Accountability

At present, the mechanisms for accountability are relatively ad hoc. There are a series of management committees, including a policy committee at the assistant deputy minister level that reports to the deputy ministers. The Department is looking at the various committee structures within the Department to identify the best place to ensure full consideration of gender issues, whether at the policy and program committee or at management committee.

Ongoing work includes contributions to international commitments, presentations by specialists, fact sheets for employees on gender and disability and on gender and diversity, case studies such as one examining men's and women's needs and preferences with respect to government services, and the building of gender analysis into the key files of the Department whether on child care, caregivers, or pensions.

4. Ongoing Challenges

One ongoing challenge is to find the right balance between the specialized gender unit and its role vis-à-vis integrating gender considerations more directly in the core files. The aim is to ensure that gender is consistently addressed in all policy, program, and service delivery work of the Department.

The Department also wants to find ways to address intersections of diversity, such as gender and minority language groups or gender and disability. The specialized unit for gender analysis is in a division with multiple responsibilities for other horizontal and crosscutting files. Because the division also deals with Aboriginal issues, minority language communities, and international relations, the synergy among the various units has been helpful in developing departmental material for the Beijing +10 conference in New York.

The Department recognizes the need for staffing in the gender unit. It is also trying to re-energize the network of gender-based advisers and develop a specific Social Development Canada gender analysis policy.

D. Health Canada

1. Background

In 1993, a women's health bureau was established at Health Canada and in 1996 was allocated additional resources to establish and fund centres of excellence for women's health and to fund other recipients of the Women's Health Contribution program.

Gender-based analysis was first formalized at Health Canada in 1999 with the development of the Women's Health Strategy. One of the four principal objectives of the strategy was to ensure that Health Canada's policies and programs were responsive to sex and gender differences and to women's health needs. This commitment to gender-based analysis was further strengthened in 2000 with Health Canada's release of its gender-based analysis policy, promoting the GBA approach to developing policies, programs, and legislation as necessary to securing the best possible health for women, men, boys, and girls of Canada.

2. GBA Structure and Mandate

Within the Women's Health and Gender Analysis Bureau that is headed by an executive director, there is a small GBA unit. From within the Department's Health Policy Branch, the Women's Health and Gender Analysis Bureau works with the branches and regions of the Department to build capacity for women's health. The work of the bureau and its GBA unit is supported by all program areas of the bureau, including the women's health contribution unit, the policy analysis unit, and the information dissemination unit. Since 2003, after the Gender-based Analysis Implementation Strategy was endorsed by the Department's executive committee, the bureau has shifted internal resources to reflect the government's reinvigorated approach to achieving gender equality. The GBA unit within the bureau has a budget of \$350,000 per year.

The gender-based analysis unit of the bureau is mandated to build GBA expertise through focused capacity building, including training on the theories and practical applications of GBA. It has committed resources to developing women's health indicators and guidelines for the development of gender-sensitive health indicators, pilot projects in relevant policy areas, documentation on concepts of gender and health, coaching-style training that guides staff in applying GBA to real-world case studies, and a quarterly e-bulletin on GBA. Overall, it works to improve reporting and accountability by providing analysis and advice to Health Canada staff and interventions on Treasury Board submissions.

3. Mechanisms for GBA Accountability

By 2003, Health Canada's Gender-based Analysis Implementation Strategy was endorsed by the Department's executive committee. The five-prong strategy aims by 2008 to advance a systematic approach to policy development such that Health Canada will fully integrate gender into its day-to-day planning and operations.

There is a biannual reporting requirement to the departmental executive committee. The reports are based on information from gender based focal points identified in departmental regions and branches. These GBA focal points were identified in 2004 to advise the bureau and support the development of work plans in their respective branches and regions.

4. Ongoing Challenges

The first phase of work at the Department focused on increasing awareness of the benefits of applying GBA and of commencing application. Progress, however, has been uneven, supported by the enthusiasm of some individuals and slowed by the resistance of others. However, with heightened GBA awareness, the bureau now receives increased demands and support for the need to target interventions early at key policy tables.

It is important to continue building understanding of responsibilities and skills in the application of gender-based analysis throughout the Department. There has not been a long history of research data collection and knowledge of women's health and gender and health issues. The differential impacts of sex and gender are not easily detected. There is a need for continued work to support women's health surveillance and health reporting. In health, differences can be less obvious and more complex given the determinants of health, which alone and interactively influence health. These determinants and their compounded effects must be taken into account.

The Department recognizes the need for partnerships in order to move forward on the necessary interdisciplinary multi-sectoral work. The main focus of the GBA unit has been inside the Department although it has also benefited from work with NGOs and other stakeholders. Thus, the unit also applies knowledge generated from the Women's Health Contribution program and the centres of excellence for women's health, the Canadian Women's Health Network, and working groups.

The Department is currently reviewing its women's health strategy and working toward the development of a renewed plan of action on women's health with targeted objectives to focus research policy and program work on life cycle and diversity issues.

E. Canadian International Development Agency

1. Background

In 1976, the Canadian International Development Agency (CIDA) implemented its first policy on women in development. However, it was 1984 when the Women in Development (WID) unit headed by a director was established in the policy branch. This unit spearheaded the creation of a policy calling for the integration of WID using a strategy of institutionalization; in other words, incorporating WID throughout all programming, including the use of gender-based analysis.

The 1995 foreign policy statement, "Canada in the World," reflected the importance of the rights of women in international relations, and gender equality emerged as one of six program priorities of Official Development Assistance. This emphasis provided a further mandate for gender-based analysis at CIDA. In 1999, a departmental policy on gender equality was developed with the goal of achieving equality between women and men to ensure sustainable development.

2. GBA Structure and Mandate

The Gender Equality Division is headed by a director and is situated within the Policy Branch. In addition to the gender equality division, each of the programming branches has either a gender equality specialist or has identified a gender equality focal point. Together, these staff makes up the gender equality core group, which fosters discussion and exchange of best practice within the Agency.

The specialists work internally to integrate gender equality considerations in various agency processes, provide ongoing support to staff and partners to understand and address gender equality dimensions in policy development and program delivery, and work externally in cooperation with other donors and partners.

3. Mechanisms for GBA Accountability

In each branch, partners and operating officers are responsible for implementing CIDA's policy on gender equality. Its three objectives have been translated into corporate development results. The policy document itself provides staff with basic gender analysis guidelines for use in program planning. A modular three-day training course is also available to CIDA staff, as well as an introductory training course on-line at CIDA's Web site.

The Agency has three main mechanisms for furthering gender-based analysis:

- Agency guidelines for project planning and reporting have established requirements for gender analysis and for the completion of a gender equality assessment form. Managers fill out the form with the gender equality specialist, who must sign off on it. The form is intended to lead to more consistent provision of gender equality technical advice into programming.
- Annual performance reports include identification of gender equality results and a requirement to report on how projects are promoting gender equality.
- A performance assessment framework has been developed as a tool to assess agency performance on gender equality. Its focus is on development results achieved. The framework has wider potential uses in the planning and monitoring of projects and country programs, as well as in assessing possible partner institutions. It is in the final stages of the pilot phase and is expected to have agency approval in April.

4. Ongoing Challenges

CIDA has identified several factors that contribute to success in GBA. These include:

- having a clear gender equality policy and a mandate to implement it;
- using the findings of gender-based analysis to actually shape the design of policies, programs, and projects;
- incorporating gender equality at all levels and in all types of activities, from policy formulation and dialogue through to program design and project planning, implementation, and assessment;
- benefiting from the use of local expertise in partner countries;
- having organizational structures, procedures, and norms that promote gender equality — for example, engendering and using the organization's planning cycle and accountability frameworks; being explicit with gender equality results and indicators in the programming; and finally,
- ensuring commitment of staff at all levels.

The Agency has also acknowledged that there are multiple challenges still existing as the social change required for progress on gender equality is complex and long term. Among the challenges, CIDA included the following:

- Explicit gender equality results and indicators must be set and adequate human and financial resources applied.
- Capacity development is difficult given the workloads of staff and the complexity and changing nature of CIDA's work.
- Accountability is essential but complex, requiring capacity, systems, and ongoing management attention and commitment.
- Gender equality needs to be recognized as a field of professional expertise and gender analysis as a key category of development thinking with adequate resources, both human and financial, assigned.
- Approaches to gender equality integration need to be adapted within new programming realities. For example, gender equality is not given sufficient analysis and priority in poverty reduction strategy papers and in sector-wide approaches and other program-based approaches. Entry points could include policy dialogue; capacity development; inclusion of gender equality expertise, particularly at the local level; and promoting equitable participation of women and men in decision-making processes.
- Uneven or flagging political will for gender equality has created particular challenges. Due to significant success on gender equality, some feel that it is time to move on to newer emerging issues, despite the fact that significant disparities in gender equality persist. At the international level, some of the areas where we have made inroads are under threat; for example, in the area of sexual and reproductive health.

F. Justice Canada

1. Background

In 1995, in response to the 1995 Beijing Platform for Action and the 1995 Federal Plan for Gender Equality, the Department of Justice established the Office of the Senior Adviser on Gender Equality, better known as SAGE. The original intent of the SAGE office included a five-year mandate for the completion of its work.

By 1997, the SAGE office had developed and published a Justice-specific policy on gender equality analysis entitled "Policy of the Department of Justice on Gender Equality Analysis." A binder of materials was published, and a training program was developed and delivered on how to apply the policy.

In 2000, the SAGE office merged with the Diversity Policy Group and was renamed the Diversity and Gender Equality Office, better known as DAGE. The merger recognized the importance of the intersectionality of diversity in gender issues. DAGE, with the support

of a committee comprised of experts in the field of gender and diversity analysis, judges, and academics, developed a new training package and program entitled “Social Context Training.” The training was modelled on that used by the National Judicial Institute in developing its training for judges. The training was delivered to members of the executive council as well as to some middle managers.

By 2001, the executive council, recognizing the complexity and range of issues that the Department dealt with on a daily basis, made a decision to integrate the diversity and gender function into all aspects of the work of the Department. By December 2004, the DAGE Office was closed, and the responsibility for ensuring the inclusion of a diversity and gender analysis became the responsibility of each and every employee in the Department.

2. GBA Structure and Mandate

As of 2005, all the core functions of the Diversity and Gender Equality Office, like GBA analysis, and continued work on the agenda for gender equality, were transferred to a group within Justice called the Policy Integration Group. This group apparently still has a specific unit dedicated to GBA but its staffing and reporting structure is unclear. While the initial setup costs for the five-year mandate were estimated at about \$1.5 million, there are no specifically dedicated dollars in the current decentralized model.

3. Mechanisms for GBA Accountability

The 1997 Policy of the Department of Justice on Gender Equality Analysis continues to be the guiding policy document for the Department.

Accountability was part of the intent of integration that was to:

- ensure that the ownership and responsibility for diversity and gender analysis is placed with the Department as a whole and individually with each employee;
- build organizational capacity, competency, and accountability;
- foster and support the notion of the importance of including diversity and gender consideration as an integral core component of the work of the Department.

When decentralizing (or integrating) the functions under the Diversity and Gender Equality Office, the Department apparently considered the following factors. It recognized that:

- the Department had been working conscientiously on this issue since 1995, had provided training to employees on more than one occasion, and had developed capacity.

- a number of sections in the Department were working in areas that directly impacted equality issues: the Human Rights Law Section, the charter group, the public law policy group, victims, Aboriginal Affairs, and others.
- the Department was dealing with a broadened scope and more complex nature of issues.
- an internal capacity of a centralized unit to provide timely, expert knowledge in all areas of the work of the Department was an ideal that would be difficult, if not impossible, to achieve.
- diminishing resources government-wide and greater competition for human and other financial resources would likely not provide for the increase necessary to adequately fund the unit to meet the capacity required.
- a centralized unit made the work on gender-based analysis the job of a few people and reinforced the perspective that gender and diversity analysis was something that was conducted outside of or in addition to the analytical process.
- timeliness of involvement was a key issue, and it was important to have diversity and gender consideration form an integral part of the analysis from the beginning of the process. There would be a greater likelihood of achieving this if each sector assumed responsibility for its inclusion

4. Ongoing Challenges

Overall, there is still an inability to be able to report with consistency the good work that is being done by the Department. The instruments for measuring results have not been developed, and this makes it more difficult to assign accountability. Ongoing vigilance is needed to ensure that diversity in gender analysis remains a priority in the Department.

For federal departments, there remain several broad challenges as each department recreates its own infrastructure and process for dealing with diversity and gender concerns. These broader challenges include:

- The assumption that gender equality already exists.
- A lack of shared understanding of what is meant by GBA.
- While one size does not fit all, there needs to be some common accountability mechanisms and indicators based on a common understanding of what is to be done.
- In developing this common understanding, it is important to determine what constitutes a success in terms of doing gender analysis. Is it the fact that the analysis is done? Is it the fact that the analysis was used and applied to the

policy or to the outcome? With varying levels of indicators, there is a need for more specific use of indicators of success in outcomes.

- A mechanism for compliance should be established, perhaps making reporting on GBA compulsory.

G. Finance Canada

1. Background

In 2005, the Minister of Finance announced that the Department was being asked to conduct gender-based analysis of components of the upcoming budget.⁸

Hon. Ralph Goodale (Minister of Finance): Mr. Speaker, I will do my very best to respect the principles of gender equity in the preparation of this budget and indeed every budget going forward.

(House of Commons, 7 February 2005)

2. GBA Structure and Mandate

The Department does not have a separate unit to coordinate gender-based analysis. Individual branches are responsible for conducting gender-based analysis in their respective areas.

In general, for issues such as income tax where there is direct departmental responsibility, the Department stated that it does GBA to the extent possible, given data availability and other elements. For other budgetary decisions, the Department reviews the supporting information provided in memorandum to cabinet from departments initiating proposals and gives advice in terms of funding levels and other elements. Overall, its funding decisions are related to cabinet discussions and throne speeches.

3. Mechanisms for GBA Accountability

The Department has specific program responsibilities in a number of areas: developing tax and tariff policy, managing federal borrowings on financial markets, administering major transfers of federal funds to the provinces and territories, developing regulatory policy for the financial sector, and representing Canada within the international

⁸ Canada. Parliament. House of Commons. *Debates*, 38th Parliament, 1st Session, No.051, 7 February 2005. (Online). Available: http://www.parl.gc.ca/38/1/parlbus/chambus/house/debates/051_2005-02-07/toc051-E.htm

financial institutions. It reported that it carries out gender-based analysis for those policy initiatives under its direct area of responsibility, especially as part of the budget process.

As most of the Department's legislative agenda focuses on tax policy changes, most of the analysis is conducted in the Tax Policy Branch. Policy analysis takes place in this branch when specific proposals for changes are assessed as part of the budget process. The Department claimed that gender analysis is also carried on in other parts of the Department that have specific program responsibilities — namely, the Financial Sector Policy Branch and the International Trade and Finance Branch.

In the Department's general role for the economic and fiscal framework, it has supported substantial investments in priority areas such as health care, children, research and many others in recent years, believing that reinvesting in these programs enables the goal of equality between the sexes. It acknowledges a direct link between good economic performance, the government's fiscal capacity and the ability to invest so as to attain greater gender equality.

As a central agency, along with the two other central agencies, the Privy Council Office and the Treasury Board Secretariat, the Department gives advice and makes recommendations to the government on decisions about funding for new proposals in various policy areas. In these cases, operational departments make proposals for changes in areas related to their specific lines of responsibilities. Funding decisions on these policy initiatives are typically made in the budget with a few made off the budget cycle.

What we did as part of the budget process was to extend if possible, where there was information or where we could produce it by making an analysis of our own — but mostly that would be by digging through the memoranda to cabinet to find these considerations — an explicit element of the advice we provided on initiatives that included what the gender-based perspective was on this particular issue.

Mr. Louis Lévesque (Associate Deputy Minister, Department of Finance)

4. Ongoing Challenges

In the context of proposals from other departments, the Department of Finance does not generally undertake its own gender-based analysis of the various proposals. It relies on the analysis done by the operational departments in preparing their memoranda to cabinet during the year.

Pre-budget consultations such as those carried out by the House of Commons' Finance Committee have an important input in gender-based analysis. They assist the government in assuring that the proposed policy initiatives do not have unintended consequences on various segments of the population, including women.

CHAPTER FOUR: THE CURRENT STATE OF GENDER-BASED ANALYSIS ACROSS GOVERNMENT DEPARTMENTS

As the preceding descriptions show, since the federal government adopted a policy requiring departments to do a gender analysis of policies and legislation, Status of Women Canada has implemented training modules, developed tools and organized an interdepartmental committee to promote gender-based analysis.⁹ The Committee repeatedly heard that Canada was known internationally for the quality of the tools and training modules it has prepared on gender-based analysis.

The Committee was disheartened to hear about the significant challenges still working against effective application of GBA at the federal level. Despite 10 years of effort, the implementation of GBA across federal government departments remains uneven. Despite the availability of information on gender-based analysis and the existence of the interdepartmental committee, the Committee has heard that GBA is still not being systematically incorporated into policy-making in all government departments.

The table below highlights some of the existing mechanisms and strategies in the departments and agencies which appeared before this committee.¹⁰

⁹ FEWO, *Evidence*, H  l  ne Dwyer-Renaud, 10 February 2005, 1520.

¹⁰ This table is limited to the departments and agencies which appeared before the Standing Committee on the Status of Women. The Committee is aware that several other departments have incorporated GBA mechanisms, however the limited time available for this study made it impossible to invite all departments to appear before the Committee.

Departmental GBA Table

DEPARTMENT	STRUCTURE	MECHANISMS FOR ACCOUNTABILITY
Citizenship and Immigration Canada	GBA unit in Strategic Policy and Partnership Branch; 2 FTE and 1 term employee.	IRP Act report annually to Parliament with DM follow-up; Strategic framework 2005-2010 with approval of senior executive; Branch plans signed off by DGs.
Human Resources Skills Development Canada	2 staff assigned to GBA within Strategy and Intergovernmental Relations Directorate; Gender adviser network.	Tentative plans to review ongoing GBA application in branches; Review of existing policy committees (DG, ADM, senior executive chaired by DM) as avenue for GBA; Efforts to reinvigorate gender advisors network.
Social Development Canada	3 staff in GBA unit in Policy and Strategic Direction Directorate; Gender adviser network.	Ad hoc policy analysis Examining committee structures (policy, program, management) to determine best place for GBA; Efforts to reinvigorate gender adviser network.
Health Canada	Small GBA unit within Women's Health and Gender Analysis Bureau in Health Policy Branch; budget of \$350,000 annually.	Gender-based analysis implementation framework 2003-2008; Biannual reporting to departmental executive committee; Gender based focal points identified in regions and branches.
Canadian International Development Agency	Gender Equality Division in Policy Branch; each program branch has gender equality specialist or focal point.	Policy on gender equality; Agency guidelines for program planning and reporting; Annual performance reports identify equality results; Performance assessment framework ready for April, 2005.
Justice	No separate unit; staff with GBA focus inside Policy Integration Group.	Departmental policy on gender equality analysis developed in 1997; Decentralized model with diversity and equality as the responsibility of every employee
Finance	No separate staff designation or unit.	Individual branches responsible for GBA in respective areas; Operational departments are expected to have done GBA in their proposals for funding.

The Committee found that the status of implementation of gender-based analysis throughout the federal government at this time differed significantly between departments and agencies. Overall, even when gender units do exist, they have few staff and few resources, are located in the lower ranks of the bureaucracy, and have minimal or no mechanisms for ensuring that GBA is actually achieved. Some departments and agencies, such as Citizenship and Immigration Canada and CIDA have well-established GBA policies and processes but are still working to produce consistent results across their program areas. Some government departments, such as those responsible for human resources and social development are recovering from departmental changes and seeking to reinvigorate previously strong networks. Health Canada is among those still seeking appropriate data for decision-making.

The Department of Finance, as a key central agency, has an important role to play in promoting and implementing gender-based analysis. The major role for the Department was recognized by the current Minister of Finance, when he committed to ensuring that all policy proposals for the 2005-2006 budget would require a gender analysis. However, the Department was unable to demonstrate that it had a full understanding of the components of gender-based analysis and could not credibly demonstrate that GBA was applied regularly and consistently during departmental interventions. In addition to inadequacies within its direct departmental policy files, it made no efforts to either enforce a requirement to departments to conduct a gender-based analysis on funding proposals or to evaluate the adequacy of gender analyses submitted.

The Committee is concerned that Canada does not have an effective process to do a gender analysis of the budget. It would expect that the Department of Finance could assign to a senior official the responsibility for implementing a gender-analysis process which would allow the Department to take a leadership role internationally in gender-budgeting. In turn, the department could report to Parliament annually on the steps taken to implement gender-budgeting.

CHAPTER FIVE: ENABLING FACTORS FOR GENDER-BASED ANALYSIS

Many of the departments provided examples of lessons learned over the course of their involvement with gender-based analysis. From these shared experiences, the Committee has identified a number of factors which need to be in place in order to make gender-based analysis possible. These factors are discussed in greater detail in the following sections and include:

- the availability of data which allows for a gender analysis;
- incorporating gender equality at all levels and in all types of activities, from policy formulation and dialogue through to program design and project planning, implementation, and assessment;
- making room for voluntary sector input;
- having organizational structures, procedures, and norms that promote gender equality;
- commitment of staff at all levels;
- the allocation of adequate resources, both human and financial;
- the implementation of accountability mechanisms.

A. Availability of Data

Another challenge is that there has not been a long history of research data collection and knowledge of women's health and gender and health issues. It is a fairly new domain.

Ms. Deanna St. Prix-Alexander (Executive Director, Women's Health and Gender Analysis Bureau, Department of Health)

Gender-based analysis requires the use of sex disaggregated data and qualitative information on gender differences and inequalities. The vast majority of information collected by Statistics Canada provides data which is disaggregated (i.e. broken down into data on men and data on women). Thus the Government of Canada has significant information from which to develop gender-sensitive policies and programs. In fact, witnesses have told the Committee that Statistics Canada is world-renowned for its work in the area of gender statistics, particularly in the area of unpaid work.

Additional data collection and use of existing data varies widely among departments. While HRSDC indicated that it has a wealth of data from a variety of regular surveys, others such as Health Canada indicated that there is a dearth of data on women's health compared to men. Qualitative information on gender differences and inequalities can be obtained from a number of sources, including equality-seeking organizations and consultations with groups which represent diverse groups of men and women. However, most departments have no formalized way of accessing these sources.

B. GBA Throughout Policy-Making Process

Witnesses told the Committee that gender cannot be considered only at the end of the policy-making process, but needs to be incorporated from the outset. The different steps in the implementation of gender-based analysis are outlined in a training package developed by Status of Women Canada.¹¹ These include: assessing the gender equality impacts of a given issue; incorporating outcomes, goals, objectives and indicators which reflect the diverse realities of men and women; developing and using gender-sensitive research; consulting with diverse groups of men and women to ensure that conclusions and proposals reflect diverse views; and engendering program delivery to ensure that criteria, communication plans, and service delivery all consider the potentially different impacts on men and women.

Witnesses have provided the Committee with examples of efforts to engender programs and policies throughout this process. CIC is working on identifying indicators it will use to monitor progress on the gender impacts of its work. CIC spoke to the importance of ensuring that gender was considered in the communication tools used by its department, such as reviewing the *Welcome to Canada* kits. CIDA is developing a new evaluation tool which will help it determine whether its programs are successfully reducing gender inequality.

While these examples were encouraging, the majority of departments which appeared were not able to convince the Committee that gender was being incorporated throughout the program and policy development process.

C. Voluntary Sector Input

Gender-based analysis does not replace the need for a vibrant voluntary sector advocating for the needs of women. The Committee was concerned to hear that:

While the adoption of GBA created new and important opportunities for integrating gender into policy-making, the shift to GBA eroded women's non-governmental organizations as legitimate intervenors in the policy process. This has meant in part

¹¹ Canada. Status of Women Canada. *An Integrated Approach to Gender-Based Analysis: Information Kit. "Training"*.

that GBA has not been able to realize its full potential as an effective policy tool, given the absence of adequate participation by civil society actors.¹²

Commentators told the Committee that it was important to include women's groups and equality-seeking organizations in the GBA process and to educate the voluntary sector on GBA. It is also important for departments to establish relationships with equality-seeking organizations and to incorporate consultation with these groups into the GBA process.

Few departments however have a formal or regular process for including any non-governmental organizations. When asked by the Committee, departments generally admitted that they consult on an ad hoc basis.

D. Organizational Structure, Procedures, and Norms

Some commentators, including several witnesses to this committee, indicated that gender-based analysis structures and mechanisms need to be both stable and positioned at a more central location within the bureaucracy, such as the Privy Council Office. The Committee recognizes that the Privy Council Office plays a role in the management of other horizontal policy issues, such as sustainable development and official languages. It suggests that central government agencies, such as the Treasury Board Secretariat and the Privy Council Office could play an important role in enforcing the application of gender-based analysis.

E. Commitment of Staff and Leadership

If commitment does not come from the top — I'm talking about ministers, deputy ministers, and assistant deputy ministers — it's very difficult for the rest of the apparatus to do it properly.

Ms. Florence levers (Coordinator, Status of Women Canada)

The Committee heard that it is possible for departments to voluntarily implement gender-based analysis if there is strong leadership at a very senior level in the department. Citizenship and Immigration Canada reported that they were conducting GBA even before it was legislatively mandated, because the Minister of Citizenship and Immigration had directed the department to implement gender-based analysis.

Professor Pauline Rankin from Carleton University identified the importance of having strong leadership on gender-based analysis:

¹² FEWO, *Evidence*, Pauline Rankin, 24 February 2005, 1520.

To be successful, gender-based analysis needs strong champions. It needs strong champions at the political level and it needs strong champions within the highest level of Canadian bureaucracy. I think those champions are pivotal to whether or not gender-based analysis works.

The importance of leadership is particularly evident in the case of the Department of Finance, where the commitment made by the Minister of Finance in February 2005 to ensure that budget proposals contained a gender analysis does not appear to have been translated into meaningful action by the Department. Thus, it would appear that voluntary implementation of GBA at this time requires both political leadership and the commitment of senior departmental officials.

The Committee has heard that as departmental priorities shift, departments are reorganized, and leadership changes, the pressure on departments and agencies to ensure that gender considerations are taken into consideration is likely to fluctuate. In addition, departmental descriptions of gender units indicated that most are buried in departmental hierarchies, far away from the direct gaze of senior officials such as assistant deputy ministers or deputy ministers.

Thus, although it has been possible to implement a program of gender-based analysis based on strong leadership in this area at senior levels, reliance on the commitment of staff and or political leaders does not ensure the continuity of gender-based analysis within an organization.

F. Human and Financial Resources

Departments which conduct gender-based analysis have indicated that the costs associated with GBA are minimal, consisting of a few staff positions, the development of training materials, and the implementation of training. Gender-based analysis is not a specialized additional service, but is meant to be integrated into the regular work of the department. As a result, the main cost associated with GBA is the training of staff.

CIDA, and Citizenship and Immigration Canada told the Committee that training their staff in GBA is key to successful implementation. Both of these organizations have adapted the tools and training developed by Status of Women Canada to be more relevant to the staff who are being called upon to implement GBA, and have delivered training to large numbers of staff. As the representative from CIC told the Committee:

It has taken time to have people with expertise in the Department know how to do it [gender-based analysis] and to talk to program managers who know their programs, start to make those links, and then say that they understand. It becomes part of your everyday management. Gender-based analysis is something you

should be doing automatically, but it takes a lot of training and a lot of examples of real life before people start to think about it.¹³

G. Accountability Mechanisms

Several of the witnesses before the Committee noted that departments and agencies would be more likely to do gender-based analysis if they could somehow be held accountable for the efforts they were taking to ensure that gender was being considered in the policy and program development process. Currently, most departments have no mechanisms to ensure that gender is considered, let alone implemented.

Only one department has a legislative requirement to report on gender equality. The 2002 *Immigration and Refugee Protection Act* (IRPA) contained a requirement for Citizenship and Immigration Canada (CIC) to report on GBA activities in its annual report to Parliament.

The Canadian International Development Agency (CIDA) is well-respected for its gender mainstreaming activities and it has developed its own internal accountability mechanisms to promote GBA. These include:

- Agency guidelines for project planning and reporting which call for the completion of a gender equality assessment form, which must be filled by managers with one of the departments equality specialists, who must sign off on it.
- Annual performance reports include identification of gender equality results and a requirement to report on how projects are promoting gender equality;
- A performance assessment framework, focusing on the development results achieved, is in the final stages of development. It will help assess agency performance on gender equality.

The Department of Citizenship and Immigration Canada reports that, although it had been active in GBA prior to the legislative requirement to report to Parliament annually on the gender implications of the new *Immigration and Refugee Protection Act*, the reporting requirement has had a beneficial impact on gender-based analysis in that department:

I think in the long run Citizenship and Immigration Canada has been blessed by having it (gender-based analysis) in our legislation, because it means we absolutely have to do an annual report. Once you have the annual report, then you have that formal accountability and it then becomes like any of the other things where we have a formal accountability... We have a list of things we know we will do; then

¹³ FEWO, *Evidence*, Rosaline Frith, 17 February 2005, 1550.

that list automatically becomes part of the deputy minister's way of evaluating our performance.¹⁴

The need to examine accountability for gender-based analysis was summarized by the deputy head of Status of Women Canada in her presentation to this committee:

Presently there is no formal authority or levers to ensure compliance of the 1995 GBA policy. The exception to the rule... was the introduction of the [Immigration and Refugee Protection Act] with its legislative requirement to report annually to Parliament. The need for greater accountability on gender equality in general with the Government of Canada and the slow progress of implementing GBA across the government were identified by the United Nations' CEDAW committee in 2003 as areas that needed improvement.¹⁵

¹⁴ Ibid., 1625.

¹⁵ FEWO, *Evidence*, Florence levers, 10 February 2005, 1530.

CHAPTER SIX: ACCOUNTABILITY MECHANISMS FOR GENDER-BASED ANALYSIS

A. Ensuring Federal Accountability

Calls for an accountability mechanism to ensure that gender is considered in the development of all programs, policies and laws throughout all government departments came from several sources. Commentators during the GBA hearings and witnesses appearing during the Committee's roundtable hearings said that effective GBA needs effective ways of reporting results. The federal government has an obligation to conduct GBA and to answer to Canadians for its actions.

This conclusion was also reached by the Coordinator of Status of Women Canada in her presentation before this Committee on 10 February 2005. At that time, she suggested that, while there had been an increased awareness of the need for gender-based analysis among government departments over the past five years, there was now a need for stronger accountability mechanisms to ensure that all departments implement gender-based analysis.¹⁶

Such an accountability mechanism would not be without precedent in Canada. In the areas of official languages, multiculturalism, and employment equity, Canada has legislation which requires federal departments to support identified groups and to report to Parliament on activities in support of those groups. The federal government has also developed accountability mechanisms around issues such as sustainable development, requiring departments to submit sustainable development plans every three years and establishing the position of Commissioner of the Environment and Sustainable Development within the Office of the Auditor General. In contrast, federal departments are not required by legislation to indicate what measures they are taking to work toward gender equality.

B. Federal Policies and Their Accountability Mechanisms

Over time, Canada has developed a number of instruments to ensure that policy goals which lie outside the individual mandates of government departments receive the necessary support from many or all departments. As the table below indicates, these enforcement and accountability mechanisms vary widely.

¹⁶ FEWO, *Evidence*, Florence levers, 10 February 2005, 1530.

Policy goal	Legislation	Enforcement and Accountability Mechanisms
Support to official languages	<i>Official Languages Act</i>	<p>The Privy Council Office plays a coordinating role in implementing the official languages program. All federal government departments and agencies subject to the <i>Public Service Employment Act</i> are required to prepare an annual report of their performance with respect to official languages.</p> <p>The Public Service Human Resources Management Agency of Canada conducts audits, including visits to offices and points of service that must serve the public in both official languages, telephone surveys and interviews with employees. It reports on these audits to the Commissioner of Official Languages</p> <p>Designated institutions are required to develop an action plan for the implementation of section 41 of the <i>Official Languages Act</i>, which must reflect the particular needs of the official language minority communities. The ministers responsible for these institutions then forward these action plans to the Minister of Canadian Heritage, who submits an annual report to Parliament.</p> <p>With a budget of \$5.5 million per year over five years (1999-2004), the <i>Official Language Communities Program</i> (IOLCP) acts as a financial lever to change the organizational culture of federal institutions with a view to encouraging them to take the needs of the official language communities into account in their departmental programs and initiatives.</p> <p>The Commissioner of Official Languages submits an annual report to Parliament. She may also submit a special report to Parliament on any question within her jurisdiction. She can review any regulations and directives made under the <i>Official Languages Act</i> and any other regulation or directive that affects or may affect the use of the official languages, investigate any complaint indicating that the status of an official language has not been recognized, and apply to the courts for a remedy or appear in proceedings in the Federal Court following a complaint against a federal institution.</p> <p>A Committee of Deputy Ministers on the Official Languages, supported by the Intergovernmental Affairs Secretariat of the Privy Council Office, analyzes all memoranda to Cabinet and draft policies in light of their impact on the official languages and the development of the official language minority communities.</p>

Employment Equity	<p><i>Employment Equity Act</i> ensures that federally regulated employers provide equal opportunities for employment to four designated groups: women; Aboriginal peoples; persons with disabilities; and members of visible minority groups.</p>	<p>Each employer (i.e. government department/agency or federally regulated private sector employers and Crown corporations) must analyze its workforce; prepare an employment equity plan that specifies the positive policies in terms of hiring, training, promotion and retention of persons in designated groups, and the measures to be taken to eliminate employment barriers; and prepare an annual report on the state of employment equity.</p> <p>Every year, the President of the Treasury Board must lay before each House of Parliament a report in respect of the state of employment equity in the portions of the public service covered by the Act.</p> <p>The Canadian Human Rights Commission (CHRC) is responsible for ensuring compliance with the Act. The CHRC conducts audits to determine whether employers meet the statutory requirements of the Act. If the employer is in compliance, a compliance report will be written and the audit will be closed. Conversely, the employer is required to propose specific undertakings to address any areas of non-compliance, and submit them to the compliance review officer for approval.</p> <p>The Act allows for progressive enforcement action when employers fail to cooperate, ultimately leading to a tribunal order registered with the Federal Court, thus giving it the force of a court order.</p>
Multiculturalism	<p><i>Multiculturalism Act</i></p>	<p>The <i>Multiculturalism Act</i> enshrines in law the responsibility of federal institutions to reflect the multicultural reality; gives the Multiculturalism Minister special coordinating and advocacy roles; provides a legislative basis for multiculturalism programs; and obliges the Minister to table an annual report on the implementation of the Act's provisions by the government and other federal agencies. The federal policy with regard to multiculturalism is persuasive rather than regulatory, however the Minister of State responsible for Multiculturalism must table in Parliament an annual report on the operation of the Canadian <i>Multiculturalism Act</i> based on information obtained from questionnaires sent to all federal departments and agencies.</p>
Sustainable Development	<p>Changes to the <i>Auditor General Act</i></p>	<p>Amendments to the <i>Auditor General Act</i>, which came into force in December 1995, required federal departments and certain agencies to prepare sustainable development strategies and action plans. The amendments also established the position of Commissioner of the Environment and Sustainable Development and require the Auditor General to receive petitions from the public on sustainable development matters and to forward them to the appropriate minister for response.</p>

		<p>The Commissioner, on behalf of the Auditor General, monitors these strategies, action plans, and petitions and reports annually to Parliament in a “Green” report on the extent to which departments have met the objectives of their sustainable development strategies and implemented their action plans, and on the status of petitions received.</p> <p>Departments/agency strategies are updated at least once every three years.</p>
Gender Equality		<p>Status of Women Canada has no legislative mandate. While gender-based analysis reflects the direction of legislation such as the Canadian Charter of Rights and Freedoms and the <i>Canadian Human Rights Act</i>, the mandate of SWC does not flow directly from these documents. Although there is a federal policy requiring departments to conduct gender-based analysis (GBA), departments are not required to develop GBA action plans or to report to Parliament on their GBA activities.</p>

C. Assessing Accountability Mechanisms

To assess the mechanisms outlined above and their effectiveness in advancing identified policy goals, the Committee invited key witnesses to discuss the mechanisms in the implementation of employment equity and official languages. The Canadian Human Rights Commission spoke about the role it played in ensuring that departments and agencies were complying with the targets and strategies they had identified to develop more representative work forces. The Treasury Board Secretariat, Public Service Human Resources Management Agency of Canada and the Privy Council Office were invited to discuss mechanisms they use in the implementation of the *Official Languages Act* and the *Employment Equity Act*.

When the Employment Equity Act was designed and subsequently implemented by Parliament in 1986, there was no audit process. In the 1990s, Parliament decided it would be appropriate to ensure that an organization such as ours is required to undergo an audit. In my opinion, that is absolutely critical, because as long as there was no auditing going on, very little progress was made. Since there have been regular audits, we see that there is progress as soon as we go into an organization to begin an audit.

Ms. Mary Gusella (Chief Commissioner, Canadian Human Rights Commission)

Although many witnesses spoke about the need to ensure that accountability measures were implemented to expand the use of gender-based analysis throughout the federal government, it is difficult for the Committee to recommend which model of enforcement and accountability would best promote the goal of gender equality across all government departments. While there was a large degree of consensus on the need for

accountability measures, witnesses cautioned the committee to consider carefully what they wanted departments to report — for example, would it be sufficient to report on the *government processes* involved in doing GBA, or would it be more important to report on progress toward certain equality targets?

The Committee has determined that a dual approach is required which addresses both the *process* and the *outcome* of gender-based analysis. It calls on all central agencies and federal departments to develop accountability mechanisms to ensure a higher level of implementation of gender-based analysis. Gender equality targets can be set, in a consultative manner, and communicated widely to all government departments in the next five-year plan (2005-2010) on gender equality.

CHAPTER SEVEN: CONCLUSION

Gender-based analysis is not an end in itself but a tool to ensure that programs and policies benefit women and men equally. The Committee recognizes that care must be taken not to prescribe actions which would result in meaningless reporting burden on departments without addressing the persisting inequalities between men and women.

There is a common misconception among the general public that gender equality has been achieved in Canada, but the Committee has heard compelling evidence to the contrary in the presentations from women's groups and equality-seeking organizations from across the country. As Dr. Pauline Rankin told the Committee:

Given the sex equality guarantees embedded in our Charter, I think there exists the perception that Canadian women are equal enough, and therefore gender-based analysis can be dismissed — particularly in departments not typically seen as dealing with issues of direct concern to women — as an unnecessary step in policy-making that slows, complicates, and perhaps adds additional costs to an already overburdened policy process.¹⁷

The Committee commends Status of Women Canada for its work in the development of internationally recognized tools and training to help policy-makers incorporate gender considerations throughout the policy-making process. The Committee acknowledges the great efforts made in certain departments and agencies to ensure that public policies do not inadvertently disadvantage women. But it is disappointed to note that too many departments fail to understand their role in ensuring that women and men benefit equally from policies and programs.

The Committee emphasizes the importance of identifying the outstanding equality gaps, of addressing those gaps in a proactive manner, and of ensuring that there is commitment from the highest levels to considering the differential impacts of all policies, programs and laws on men and women. The following section describes the measures the Committee proposes to the Government of Canada to further the development of gender-based analysis in Canada.

We have just celebrated the 10-year anniversary of the Beijing Platform for Action, still regarded as model to guide the nations of the world toward greater equality of opportunity for women and men. Although we have made progress in some areas over the past decade, there are many challenges remaining. The Committee trusts that the 2005-2010 action plan on gender equality and the development of meaningful gender-based analysis in Canada will provide the necessary tools to give us cause to

¹⁷ FEWO, *Evidence*, Dr. Pauline Rankin, 24 February 2005, 1520.

celebrate the 15th anniversary of the Beijing Platform for Action with a greater level of substantive equality between women and men in Canada.

CHAPTER EIGHT: RECOMMENDATIONS FOR GENDER-BASED ANALYSIS IN THE FEDERAL GOVERNMENT

The Committee feels strongly that specific accountability mechanisms need to be developed to ensure that the federal government is obligated to demonstrate, not only a high level of support and activities, but also clear successes for gender-based analysis throughout government departments and agencies.

Combined with measures to enhance the systematic implementation of GBA, there must be a strong federal machinery to coordinate progress on policy within government, as well as support for women's and equality-seeking organizations.

Ms. Florence levers (Coordinator, Status of Women Canada)

EQUALITY LEGISLATION FOR SYSTEMATIC GENDER-BASED ANALYSIS

The Committee heard that establishing a legislative mandate for gender equality in Canada would be a significant step. In her appearance before the Committee, the Minister responsible for the Status of Women talked about the experience of other countries with equality legislation that requires a systematic application of gender-based analysis. Other witnesses pointed to legislative requirements in the areas of employment equity, official languages and multiculturalism. In addition, the legislative requirement to provide an annual report of gender-based analysis for the *Immigration and Refugee Protection Act* was reported to have increased the attention to gender-based analysis in the Department of Citizenship and Immigration Canada.

The Committee is also aware that, through the work of various secretariats, the Privy Council Office maintains an overview of the entire range of government activities and ensures that particular policies are implemented effectively.

RECOMMENDATION 1

The Committee recommends:

- **That the Government of Canada immediately initiate consultations, in time for the 2006-2007 budget, aimed at the development of legislation that would ensure the systematic application of gender-based analysis to all to federal policy and program activities;**

- That the Privy Council Office establish a secretariat with responsibility for ensuring the development and eventual implementation of effective gender equality legislation; and
- That the PCO secretariat table annually in Parliament a public report outlining progress toward the legislation.

EVALUATING EXISTING GBA ACCOUNTABILITY

In order to move forward in the absence of equality legislation, there is still work to be done in evaluating the wide range of accountability mechanisms that currently exist in the federal government. Evaluation could determine which would be most effective in the implementation of gender-based analysis throughout the federal government.

Status of Women Canada, as the focal point for gender-based analysis, is well situated to work with other departments to assess which mechanisms could ensure a more systematic application of gender-based analysis. At present, Status of Women Canada does this with a small GBA budget of about \$500,000 and through an interdepartmental committee of only 13 departments that appears to be relatively inactive.

RECOMMENDATION 2

The Committee recommends:

- That Status of Women Canada immediately re-activate the Interdepartmental Committee on Gender-based Analysis to provide a full assessment of existing accountability mechanisms for gender-based analysis;
- That the Interdepartmental Committee on Gender-based Analysis be expanded to have representation from all government departments;
- That each department on the Interdepartmental Committee on Gender based Analysis provide an overview of their particular measures for ensuring accountability on GBA and provide an evaluation of the effectiveness of these measures, and that this information be communicated through each department's departmental performance report as well as through the departmental performance report of Status of Women Canada.
- That Status of Women Canada coordinate the production and distribution of information on the state of GBA accountability mechanisms on an annual basis; and

- **That Status of Women Canada be allocated increased funding specifically for the evaluation of GBA accountability measures.**

ENGAGING EQUALITY SEEKING ORGANIZATIONS

Status of Women Canada is currently assisting in the development of the 2005-2010 action plan on gender equality. Numerous women's organizations indicated a desire to voice their sense of needed directions.

RECOMMENDATION 3

The Committee recommends:

- **That Status of Women Canada ensure that equality-seeking organizations are engaged in a thorough consultation on the equality goals for priority action in the 2005-2010 action plan on gender equality;**
- **That the outcomes from such consultations be made public; and**
- **That a one-time supplementary funding amount be allocated to Status of Women Canada during this fiscal period to make such a consultation possible.**

A GBA ROLE FOR CENTRAL AGENCIES

Status of Women Canada can also work with central government agencies such as the Treasury Board Secretariat, the Privy Council Office and Finance Canada on this goal. However, each central agency has its own role in ensuring that this important policy objective of gender-based analysis is realized as a principle in action throughout the federal realm.

A. Finance Canada and Gender-Budgeting

...the Department [of Finance] plays a central agency function, along with the two other central agencies, the Privy Council Office and the Treasury Board Secretariat. We are basically giving advice and making recommendations to the government on decisions about — most of the time — funding for new proposals in various policy areas. In these cases, what we are facing is the situation of operational departments making proposals for changes in areas related to their specific lines of responsibilities, as part of the cabinet decision-making process. Funding decisions on these policy initiatives are typically made in the budget — a number of decisions are made off the budget cycle, but the budget is a moment where an important number of those decisions are made.

Mr. Louis Lévesque (Associate Deputy Minister, Department of Finance)

As a key central agency, the Department of Finance has an important role to play in promoting gender-based analysis. This role can logically extend to ensuring that all policy proposals for a federal budget undergo analysis from the perspective of gender equality. On an even broader scale, the Department could take a leadership role internationally in gender-budgeting. Canada needs a more effective process to do a gender analysis of the budget.

RECOMMENDATION 4

The Committee recommends:

- **That the Department of Finance designate one senior official with clear responsibility for implementing a gender-analysis process;**
- **That the Department of Finance provide a written report to Parliament annually on the steps taken to implement gender-budgeting; and**
- **That the Department of Finance report to Parliament include examples of areas where gender analysis produced specific results and that this report be referred to the Standing Committee on the Status of Women.**

B. The Privy Council Office and GBA Accountability

The Privy Council Office (PCO) as the Prime Minister's department and the Cabinet Secretariat is a primary point of action for consultation and coordination of policy throughout the federal public service. The Committee insists that there is need for

accountability mechanisms to be implemented as soon as possible and sees this as a major role for the Privy Council Office.

RECOMMENDATION 5

The Committee recommends:

- **That the Privy Council Office immediately designate one senior official with clear responsibility for initiating and coordinating accountability on GBA;**
- **That the Privy Council Office begin the coordinating process immediately;**
- **That the Privy Council Office provide a written report to Parliament about any consultations on accountability and about the options within 120 days; and**
- **That the options include measures to penalize departments that do not comply.**

C. PCO Engaging Senior Officials

The Privy Council Office, through the Clerk of the Privy Council and various secretariats, provides advice in setting overall policy directions and in keeping track of developments within specific policy sectors. It has the capacity and the authority to champion gender-based analysis and to engage senior public servants in embracing the necessary changes. The Committee is aware that GBA is not a process familiar to all individuals currently occupying senior departmental positions.

RECOMMENDATION 6

The Committee recommends:

- **That the Privy Council Office immediately establish a committee of deputy ministers responsible for analyzing all memorandum to cabinet and other cabinet documents for gender-based analysis; and**
- **That Privy Council Office officials and all deputy ministers, assistant deputy ministers and associate deputy ministers participate in workshops that provide training to assess GBA content.**

D. The Treasury Board Secretariat and GBA Resources

The Treasury Board Secretariat (TBS) has responsibility for the general management of the government as it affects initiatives, issues and activities that cut across all policy sectors. It provides oversight of the financial management functions and ensures that departments are provided with the resources and the administrative environment needed to translate Cabinet approved policies and programs into operational reality.

RECOMMENDATION 7

The Committee recommends:

- **That Treasury Board Secretariat designate a senior official to take responsibility for ensuring that GBA is included in policies, directives, and regulations pertinent to the 2005-2010 action plan on gender equality which is currently being developed by Status of Women Canada;**
- **That all program expenditure proposals with respect to priority areas identified for the 2005-2010 action plan on gender equality include GBA analysis and implementation goals;**
- **That the Treasury Board Secretariat provide wide and clear communication to the general public, equality-seeking organizations and other government departments in order to ensure a high level of support for the expected equality goals;**
- **That the Treasury Board Secretariat support and participate in work to identify, and, where necessary, develop indicators, to measure progress toward the identified equality goals; and**
- **That the Treasury Board Secretariat report annually to Parliament on progress toward gender-based analysis goals and the activities of departments and agencies both in active measures to attain gender equality goals and in increasing their capacity to implement gender-based analysis to ensure that unintentional negative impacts of programs and policies do not hinder progress toward gender equality goals.**

E. Treasury Board Secretariat and GBA Reporting

The Treasury Board Secretariat also sets criteria and looks for consistency between the two Estimates documents that are currently used to communicate expenditure information to Parliament, the reports on plans and priorities and the departmental performance reports. The reports on plans and priorities (RPP) are individual expenditure

plans for each department and agency and are tabled in Parliament by the President of the Treasury Board on behalf of the ministers who preside over these organizations. The departmental performance reports (DPR) provide a presentation of the actual performance achieved against planned results as set out in the reports on plans and priorities.

RECOMMENDATION 8

The Committee recommends:

- **That Treasury Board Secretariat establish clear criteria for reporting on GBA; and**
- **That the Treasury Board Secretariat ensure consistent annual reporting to Parliament on GBA in departmental reports on plans and priorities and performance reports.**

THE RESPONSIBILITY OF INDIVIDUAL DEPARTMENTS FOR GBA

The preceding recommendations for Status of Women Canada and the central agencies, the Privy Council Office, the Treasury Board Secretariat and Finance Canada, do not remove the responsibility of individual departments to initiate gender-based analysis, to designate staff with authority and resources to oversee GBA, to establish departmental structures to support GBA and to account for GBA across departmental spheres of influence. Even departments that have met some of these criteria still have more to do.

We expect the departments to do the gender-based analysis, and again, I think the objective of gender-based analysis across government is to not have it all done in one place, because if it's all done by Status of Women Canada, if all policy proposals go to Status of Women Canada, then departments will not own that process, and departments need to own that process.

**Ms. Joan Atkinson (Assistant Secretary to the Cabinet,
Social Development Policy, Privy Council Office)**

RECOMMENDATION 9

The Committee recommends:

- **That every federal department and agency immediately designate an assistant or associate deputy minister with responsibility for GBA;**
- **That all federal departments and agencies ensure regular and active participation in the Interdepartmental Committee on GBA;**

- That all federal departments and agencies develop a strategic framework for GBA and action plans for implementation;
- That all federal departments and agencies provide additional resources for data needed for GBA and for staff to ensure that it is used;
- That all legislative, program and policy initiatives undergo GBA;
- That senior level departmental policy and other committees within all federal departments and agencies require regular, at least annual, progress reports on GBA with a particular focus on specific results; and
- That federal departments and agencies make this information about GBA available to Parliament and to the public in their reports on plans and priorities and departmental performance reports.

APPENDIX A GLOSSARY

Gender is the culturally specific set of characteristics that identifies the social behaviour of women and men and the relationship between them. Gender, therefore, refers not simply to women or men, but to the relationship between them, and the way it is socially constructed. Because it is a relational term, gender must include women and men.¹

Gender-based analysis (GBA) assesses the different impacts of proposed or existing policies, programs, legislation and research on women and men and on different groups of men and women (including children and adolescents). It compares how and why men and women are affected by public policy.

Gender budgeting is the application of gender-based analysis throughout the budgetary process. The definition used by the Council of Europe specifies that “it means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.”

Gender Equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.²

Gender Equality means that women and men enjoy the same status. Gender equality means that women and men have equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results.³

¹ Canada. Status of Women Canada. *Gender-based Analysis: A Guide for Policy-Making* (revised edition, 1998) available on-line at http://www.swc-cfc.gc.ca/pubs/gbaguide/gbaguide_e.html#1_1.

² Ibid.

³ Ibid.

APPENDIX B LIST OF WITNESSES

Associations and Individuals	Date	Meeting
Department of Citizenship and Immigration	17/02/2005	19
Rosaline Frith, Acting Assistant Deputy Minister, Strategic Direction and Communications		
Sandra Harder, Director, Gender-Based Analysis, Strategic Policy and Partnerships Branch		
Canadian International Development Agency	22/02/2005	20
Julie Delahanty, Acting Director, Gender Equality Division, Policy Branch		
Department of Human Resources and Skills Development		
Louise Galarneau, Director, International Relations		
Les Linklater, Director General, Strategy and Intergovernmental Resources		
Department of Social Development		
Robert Coulter, Director, Horizontal Initiatives and International Relations, Policy and Strategic Direction		
Deborah Tunis, Director General, Strategic Policy, Policy and Strategic Direction		
Pauline Jewett Institute of Women's Studies	24/02/2005	21
Pauline Rankin, Professor		
Department of Finance	08/03/2005	22
Louis Lévesque, Associate Deputy Minister		
Department of Health		
Deanna St. Prix-Alexander, Executive Director, Women's Health and Gender Analysis Bureau		
Caroline Weber, Director General, Policy Planning and Priorities Directorate, Health Policy Branch		
Department of Justice		
Karen Green, Acting Executive Director, Corporate Services		
Canadian Human Rights Commission	10/03/2005	23
Mary Gusella, Chief Commissioner		
Kathryn Hamilton, Acting Director General, Employment Equity, Policy and Outreach Branch		

Associations and Individuals	Date	Meeting
Rhys Phillips, Director, Employment Equity, Policy and Outreach Branch	10/03/2005	23
Privy Council Office	23/03/2005	24
Joan Atkinson, Assistant Secretary to the Cabinet, Social Development Policy		
Public Service Human Resources Management Agency of Canada		
Monique Boudrias, Executive Vice-President		
Treasury Board of Canada Secretariat		
Ruth Dantzer, Associate Secretary		
Hélène Laurendeau, Assistant Secretary, Labour Relations & Compensation Operations		
Daphne Meredith, Assistant secretary, Corporate Priorities and Planning		
Status of Women Canada	07/04/2005	26
Hon. Liza Frulla, P.C. M.P., Minister responsible for Status of Women		
Hélène Dwyer-Renaud, Director, Gender-Based Analysis Directorate		
Florence levers, Coordinator		
Nanci-Jean Waugh, Director, Communications and Consultations		

REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the Committee requests that the government table a comprehensive response to this report within one hundred and fifty (120) days.

A copy of the relevant Minutes of Proceedings of the Standing Committee on the Status of Women ([Meetings Nos. 19, 20, 21, 22, 23, 24, 26, 27 and 28](#)) is tabled.

Respectfully submitted,

Anita Neville, M.P.
Chair

MINUTES OF PROCEEDINGS

Thursday, April 14, 2005
(Meeting No. 28)

The Standing Committee on the Status of Women met *in camera* at 3:18 p.m. this day, in Room 112-N Centre Block, the Chair, Anita Neville, presiding.

Members of the Committee present: France Bonsant, Paule Brunelle, Jean Crowder, Helena Guergis, Anita Neville, Russ Powers, Joy Smith, Hon. Paddy Torsney and Lynne Yelich.

Acting Members present: Françoise Boivin for Susan Kadis.

Other Members present: Massimo Pacetti.

In attendance: Library of Parliament: Julie Cool, Analyst; Nancy Miller Chenier, Analyst.

Pursuant to Standing Order 108(2), the Committee resumed consideration of a draft report on Gender-Based Analysis.

It was agreed, — That the draft report, be adopted as the Second Report of the Committee.

It was agreed, — That, pursuant to Standing Order 109, the Committee request that the Government table a comprehensive response to the report.

It was agreed, — That the Chair present the Second Report to the House.

It was agreed, — That the Chair, Clerk and Analysts be authorized to make such grammatical and editorial changes as may be necessary without changing the substance of the report.

It was agreed, — That the Clerk and Analysts in consultation with the Chair, issue a news release.

At 4:14 p.m., the Committee adjourned to the call of the Chair.

Richard Rumas
Clerk of the Committee