

**Status of Women Canada**

**2005–2006**

**Departmental Performance Report**

**The Honourable Beverley J. Oda, P.C., M.P.**

**Minister of Canadian Heritage and Status of Women**



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## Section I – Overview

### Message from the Minister



Minister of Canadian Heritage and  
Status of Women



Ottawa, Canada K1A 0M5

Ministre du Patrimoine canadien et  
de la Condition féminine

As Minister of Canadian Heritage and Status of Women, I present the 2005–2006 *Departmental Performance Report* (DPR) from Status of Women Canada (SWC) to Parliament and to Canadians. This report presents a detailed record of SWC’s activities.

In 2005–2006, SWC continued its efforts to promote equitable public policy and to build knowledge about and organizational capacity in gender equality. The organization undertook a series of consultations and considered the recommendations of the Standing Committee on the Status of Women and a governance review.

As a member of the Canadian Heritage Portfolio, SWC contributed to the cultural, social, and economic life of Canadian society—

bringing communities together, forming partnerships with stakeholders across Canada, and fulfilling the Government of Canada’s commitment to building a society that is inclusive and respectful of all.

The 2005–2006 *Departmental Performance Report* details SWC’s accomplishments for the year. It also demonstrates the role that SWC played with other members of the Canadian Heritage Portfolio to ensure the development and promotion of Canadian culture, heritage, and inclusion.

Beverley J. Oda


## Management Representation Statement

I submit for tabling in Parliament the 2005–2006 *Departmental Performance Report* (DPR) for Status of Women Canada.

This document has been prepared based on the reporting principles contained in the *Guide for the Preparation of 2005–2006 Departmental Performance Reports* from the Secretariat of the Treasury Board of Canada.

- It adheres to the specific reporting requirements.
- It uses an approved Program Activity Architecture.

- It presents consistent, comprehensive, balanced, and accurate information.
- It provides a basis of accountability for the results pursued or achieved with the resources and authorities entrusted to SWC.
- It reports finances based on approved numbers from the Estimates and the Public Accounts of Canada.



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Florence levers, Co-ordinator

## Summary Information: SWC's *raison d'être*

Women are a vital economic and social force in Canada, and although much has improved for many women and girls, much work remains to be done. Legal foundations are in place, but many inequalities remain for women. To advance equality, work is needed across the federal government and with other levels of government, the private sector, and nongovernmental organizations.

Status of Women Canada (SWC) was established thirty years ago with a far-reaching mandate to “coordinate policy with respect to the status of women and administer related programs.” The mandate of SWC is further guided by the *Canadian Charter of Rights and Freedoms* and by Canada's adherence to the *Convention on the Elimination of All Forms of Discrimination against Women* and its renewed commitment to implement the United Nations' *Beijing Platform for Action* (1995 and 2005).

Since 2004–2005, SWC's performance has been structured by its Program Activity Architecture (PAA). Activities and results are reported against three key program activities that support one long-term strategic outcome: gender equality and the full participation of women in the economic, social, cultural, and political life of Canada.

SWC plays a key role in fulfilling the Government of Canada's commitment to building a society that is inclusive and respectful of all Canadians by promoting equitable public policy and building knowledge and organizational capacity on gender equality. SWC promotes equality and the full participation of girls and women in Canada by serving as

- a *knowledge broker on gender equality*, facilitating focused interaction and information sharing among stakeholders. SWC plays a key role in identifying opportunities for timely and effective input into the federal policy development process.
- a *centre of expertise on gender issues and equality for women*, proactively promoting best practices, creating and sharing knowledge and frameworks with stakeholders and partners, and providing assistance with gender-based analysis capacity-building. Through these activities, SWC assists others in their efforts to advance gender equality in their policies and programs.
- a *catalyst for network building*, connecting people and strengthening communities in advancing equality for women and for men.

## Financial and Human Resources

### Financial resources (\$ millions)

Planned Spending	Total Authorities	Actual Spending
23.2	24.8	24.4

### Human resources (FTEs)

Planned	Actual	Difference
131	125	6

## Overall Departmental Performance

In 2005–2006, SWC continued to work across the Government of Canada, and with other levels of government, civil society, and international partners, to develop and implement strategies to advance gender equality. Internally, SWC's priority is to continue implementing the federal government's modern management initiative, which revolves around improving SWC's governance.

2005–2006 was a demanding year:

- The Standing Committee on the Status of Women released five reports.
- The Government prepared responses to the Standing Committee reports, and SWC took the lead on three responses.
- The SWC's cross-country and online consultations\* reached close to 3 000 people to explore future directions for advancing gender equality and funding for the Women's Program (WP).
- The Expert Panel on Accountability Mechanisms for Gender Equality, named by the government, presented recommendations.
- The evaluation of the WP brought recommendations for improvements.
- An internal governance review was commenced.

Convergence has been achieved on key priorities, with goals for a new approach: increased accountability for gender equality

and gender-based analysis (GBA) in the Government of Canada, and action on key areas such as women's economic stability and the situation of Aboriginal women.

Overall, in 2005–2006, SWC successfully pursued its mandate and most of its projected activities. It did so while working diligently on its two priorities and simultaneously managing the WP and the Policy Research Fund. SWC results are directly linked to *Canada's Performance* in the economic and social areas. However, because Canada's report shows very little gender-based data, it is difficult to clearly identify the progress of women across the government's work. As GBA becomes an inherent part of policy and program development, more concrete and reasonable results on gender equality will be reported.

As noted in the *Treasury Board Secretariat Assessment of SWC Management Accountability Framework*, the organization has done extensive work on the development of its performance measurement framework. During the year, all directorates were able to define, measure, and analyze their performance indicators and targets. The current Performance Report continues to build on the presentation of detailed actual financial resources at the program activity level.

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\* The design of the SWC online consultation does not meet the statistical standards for a public opinion survey. Nonetheless, this online consultation is viewed by SWC as valid input toward shaping public policy on gender equality.



## Departmental priorities by strategic outcome (\$ millions)

### Strategic Outcome:

Gender equality and the full participation of women in the economic, social, cultural, and political life of Canada

### Alignment with Government of Canada Outcomes:

*Promote Equitable Public Policy* is aligned with *Diverse Society That Promotes Linguistic Duality and Social Inclusion*.

*Build Knowledge and Organizational Capacity on Gender Equality* is aligned with *Income Security and Employment for Canadians*

Program Priority	Program Activity	Performance Status	2005–2006	
			Planned Spending <sup>a</sup>	Actual Spending <sup>b</sup>
Implementation of gender equality approach <sup>a</sup>	1. Promote equitable public policy <b>Expected result:</b> The Government develops and implements federal initiatives that narrow inequalities between women and men, and expand opportunities for women.	Met	1.0	1.1
	2. Build knowledge and organizational capacity on gender equality <b>Expected result:</b> Knowledge and gender-equality capacity gaps are addressed by federal departments, non-governmental organizations and others.	Met	4.0	3.6
<b>Corporate priority:</b> Implementation of modern management / governance	All activities	Met	0.4	0.5

<sup>a</sup> The total planned spending of \$5.0 million, referred to as the Development of a New Federal Strategy in the 2005–2006 RPP, is presented here by program activity.

<sup>b</sup> Actual expenditures are estimates and may map to more than one program activity. All indirect costs may not be captured.

## Socio-economic Trends in Gender Equality

Over the last 30 years, the situation of women and men has changed significantly in many areas, such as dramatic increases in women's labour force participation and educational attainment and the significant reduction in the rate of poverty among senior women and men.<sup>1</sup> Women have also increased their representation in several professional fields in recent years, currently making up over half of those employed in medicine, related health professions and in business and financial positions.<sup>2</sup>

Although many women are doing well, large gaps still persist in a number of areas. In 2005, only one in every five Members of Parliament was a woman. The same holds true, in general, across the legislatures of the provinces and territories. The employment income gap between male and female university graduates who work full time has widened. Despite advances in education, female graduates do not necessarily see the same benefits as men in the labour market. Women working full time still earn only 71 cents for every dollar that men make.<sup>2</sup>

There are equally significant constants, such as the fact that women and girls still remain vulnerable to gender-based violence. Girls are the victims of more than four out of five cases of sexual assault on minors and overall, there are over six times as many female victims of sexual assault as male victims.<sup>3</sup>

Women are also more likely than their male counterparts to live in poverty. Although the incidence of low income has declined sharply among unattached senior women, they are

still more likely than senior men to have incomes below the after-tax Low Income Cut-offs. There are also particular groups of women who are especially vulnerable to poverty. For example, the percentage of Aboriginal women living in poverty (38%) is more than double the percentage of non-Aboriginal women who are poor. In addition, 35% of lone-parent mothers, 27% of immigrant women, and 26% of women with disabilities live in low-income situations. Aboriginal women and female lone parents also face the greatest barriers to being able to balance the need to earn income and care for dependants.

Balancing paid and unpaid work is a key challenge for women to attain economic equality. The current distribution of unpaid work, the growing care needs of the elderly along with childcare, and an increased need to earn an income, suggest that more work needs to be done. Although the balance between women and men in sharing paid and unpaid work shows signs of improvement, women's share of unpaid work is still more than one-and-a-half times that of men's unpaid work.

Advancing gender equality will continue to require an analysis of the situation of women and men that takes many diverse factors into account. Moreover, gender equality is not an end that can be achieved once and for all. It is a goal that exists in a dynamic world and will continue to evolve and will bring new opportunities and challenges.

1 *Assessing Gender Equality: Trends in the Situation of Women and Men in Canada*, Status of Women Canada (2005), [www.swc-cfc.gc.ca/resources/consultations/ges09-2005/assessing\\_e.pdf](http://www.swc-cfc.gc.ca/resources/consultations/ges09-2005/assessing_e.pdf).

2 *Equality for Women: Beyond the Illusion*, The Expert Panel on Accountability Mechanisms for Gender Equality, Final Report (July 2006), [www.swc-cfc.gc.ca/resources/panel/report/index\\_e.html](http://www.swc-cfc.gc.ca/resources/panel/report/index_e.html).

3 *Women in Canada: A Gender-based Statistical Report*, 5th ed., Statistics Canada (2005), [www.statcan.ca/bsolc/english/bsolc?catno=89-503-XPE](http://www.statcan.ca/bsolc/english/bsolc?catno=89-503-XPE).

## Program priority: Implementation of gender equality approach

Achieving gender equality is a complex challenge when many Canadians believe that the work is done—that equality for all has been achieved and that neither women nor men experience any disadvantage based on gender. Many women are doing well, but they have not achieved equality. A changing world and shifting demographics are exerting pressures on governments to plan ahead and focus their actions to truly address outstanding inequalities and be accountable for achieving concrete results.

Canada is no exception and in 2005–2006, the federal *Agenda for Gender Equality* (AGE) came to an end, generating dialogue and examination within the public policy environment regarding the future directions for advancing gender equality.

The Parliamentary Standing Committee on the Status of Women released five reports concerning: GBA, funding for women's and equality-seeking organizations, pay equity, and parental benefits for self-employed workers ([cmte.parl.gc.ca/cmte/committee/home.aspx?committeeid=8997&lang=1&parlsession=381&selectedelementid=e17](http://cmte.parl.gc.ca/cmte/committee/home.aspx?committeeid=8997&lang=1&parlsession=381&selectedelementid=e17)).

As part of the Government response to the Standing Committee report on GBA, an Expert Panel on Accountability Mechanisms for Gender Equality was created and mandated to study accountability mechanisms for GBA and provide advice on strengthening gender equality in Canada. Its recommendations

were tabled in the House of Commons in November 2005. The Expert Panel's final report was released in July 2006 ([www.swc-cfc.gc.ca/resources/panel/report/index\\_e.html](http://www.swc-cfc.gc.ca/resources/panel/report/index_e.html)).

SWC conducted on-line, regional and national consultations on gender equality and the WP from September to November 2005—the first consultations of this magnitude in two decades and the first online consultation with Canadians on gender equality. These consultations garnered strong support for increased accountability, including strengthened government mechanisms and greater application of GBA to policies and programs; as well as for measures to foster compliance with obligations under human rights treaties; development of gender equality indicators as benchmarks for charting progress; and improvement of support to women's and other organizations working for gender equality.

Most agreed that the focus for policy and program priorities should be on areas where gaps are the greatest, namely preventing and reducing high rates of economic instability among women and improving the overall situation of Aboriginal women. Participants also urged in all matters, to respect diversity, and the interconnectedness of various aspects of women's lives such as race and violence.<sup>4</sup> Finally, the desire for ongoing consultations was a recurrent theme throughout these consultative processes.

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4 The report from the online consultations is available to the public through the SWC Web site ([www.swc-cfc.gc.ca/resources/consultations/ges09-2005/finalreport\\_index\\_e.html](http://www.swc-cfc.gc.ca/resources/consultations/ges09-2005/finalreport_index_e.html)).

## Corporate priority: Implementation of modern management

The Modern Management Agenda (MMA) is a large commitment for any federal organization. As a cornerstone, SWC reviewed its mission, vision, and place in the federal machinery of the Government of Canada during 2005–2006. This was discussed with senior officials across the federal government. The results of the review have led the Senior Management to adopt changes that will have an impact on SWC's internal governance, strategic direction, new program activity architecture, and functions. Proposed changes to the agency's governance should bring greater integration, coherence, and synergy to SWC's roles and responsibilities.

In its first assessment of the ten elements of the Management Accountability Framework at SWC, the Treasury Board Secretariat (TBS) concluded that the values and ethics component and the governance aspect required immediate attention, and the SWC Management Committee adopted these elements as priorities for 2006–2007.

Another important element of the MMA has been the implementation of an Audit and Evaluation Committee which supervise the performance measurement, evaluation, and audit functions. The WP terms and conditions included the obligation to have a summative evaluation before seeking renewal. Both the AGE and the WP evaluation reports and action plan were approved this year by the Audit and Evaluation Committee.

Given the challenges surrounding the development and implementation of the *Agenda for Gender Equality* (2000–2005) an evaluation of the four AGE components (accelerating the implementation of gender-based analysis; engaging Canadians in the policy

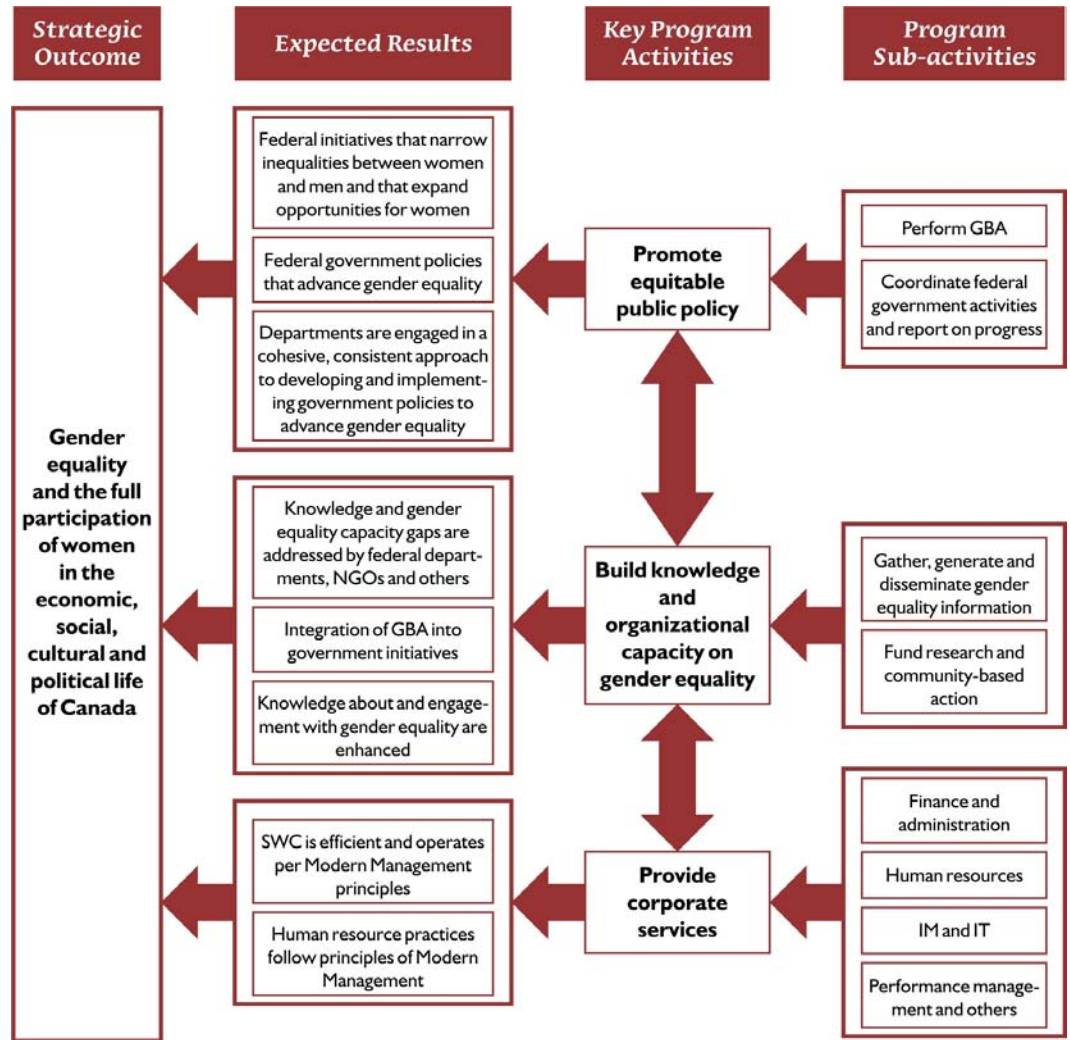
process; meeting Canada's international commitments; and enhancing voluntary sector capacity) under the control of SWC was conducted. The evaluation's recommendations indicated the following areas of need:

- an increase in financial support for human resources;
- a legislative/regulatory framework that compels reporting across the federal government on progress in advancing gender equality and which can lead to the need for remedial action;
- stronger and more clearly articulated support from the political and bureaucratic levels;
- a fully developed and completely documented conceptual framework; and
- more frequent, effective, and regular consultations and collaborations with groups seeking equality for women across Canada.

The results of the evaluation have been used in the development of the next steps to achieve gender equality.

SWC has advanced on implementing the 2002 Public Service Employee Survey's Action Plan outlining clear steps that SWC intends to address the priority issues identified in the survey. For example, SWC has progressed on creating a learning environment to support career development with more employees developing and implementing learning plans and taking advantage of in-house language training to perfect their second language ability. The new *Public Service Employee Act* requires that all departments and agencies implement the new policy and guidelines, and SWC has met the challenging deadlines.

## Section II – Analysis of Performance by Strategic Outcome



### Analysis by Program Activity

To fulfill the Government of Canada’s commitment to building a society that is inclusive of all Canadians, Status of Women Canada promotes gender equality, and the participation of the full diversity of women and girls in every aspect of life in Canada. This gender equality strategic outcome flows from SWC’s mandate to coordinate policy and administer related programs with respect to the status of women, which is strengthened by the *Canadian Charter of Rights and Freedoms*, Canada’s adherence to the *Convention on the Elimination of all Forms of Discrimination against Women* and its commitment to implement the *Beijing Platform for Action*.

Because of SWC’s small size and far-reaching mandate, strong partnerships are important in its work toward advancing gender equality. It is through working with federal, provincial, and territorial partners, women’s, and other voluntary organizations, and civil society that gender equality will be achieved in the long term. Two main program activities that help focus efforts are promoting equitable public policy, and building knowledge and organizational capacity on gender equality. These assist SWC in demonstrating its contribution to this long-term outcome.

**Program Activity: 1.0 Promote equitable public policy****Financial resources (\$ Millions)\***

Planned Spending	Total Authorities	Actual Spending
7.9	4.4	4.0

**Human Resources (FTEs)\***

Total Authorities	Actual	Difference
43	32	11

\* The resources are estimates that may map to more than one program activity and may be subject to realignment as part of the 2007–2008 Annual Reference Level Update process.

SWC promotion of equitable public policy focuses on horizontal work across government and with other levels of government. Its goal is to influence the development of policies, legislation, research, programs, and services that respond to the diversity of women's lives. The lead responsibility for this activity is with the Policy and External Relations Directorate, which spent \$1.4 million, making use of the equivalent of 14 full-time employees to fulfill the activity agenda.

**Expected result:** The Government develops and implements federal initiatives that narrow inequalities between women and men, and expand opportunities for women.

**Performance indicator:** The number of federal initiatives that significantly advance gender equality.

**Results:** Most of 2005–2006 has been used to prepare and consult to explore future directions for advancing gender equality, reaching close to 3 000 people. Online respondents\* provided the views of individual women and men from diverse backgrounds and educational and income circumstances—most identifying themselves as concerned Canadians and others indicating that they are also members of non-governmental organizations. The participants at the national and six regional in-person consultations reflected the perspectives both of individuals and of

organizations whose work is focused on equality issues and included younger women and men as well as people who have been involved for several decades.

The results of these consultations reflect a significant degree of convergence on major directions for the future. There was strong support for placing a higher priority on gender equality in public policy, especially to address concerns that women were becoming “invisible” and to correct the misperception that equality for women has been achieved. Support was also strong for improving accountability through: strengthened government mechanisms, greater application of GBA to policies and programs, measures to foster compliance with obligations under human rights treaties, development of gender equality indicators as benchmarks for charting progress, and improvement of support to women's and other organizations working for gender equality. With regard to policy and program priorities, most agreed that the focus should be on areas where gaps are greatest, namely preventing and reducing high rates of poverty among women and improving the overall situation of Aboriginal women. Participants also urged in all matters, to respect diversity, to recognize the barriers that many women face because of factors such as lone-parenthood, racism, sexual orientation, and violence against women, and to acknowledge women's own skills and efforts, through greater influence in the public policy development process. Finally, participants and respondents expressed a desire for ongoing consultation.

To promote gender equitable public policy, the implementation of this gender equality approach was the only targeted initiative for

\* The design of the SWC online consultation does not meet the statistical standards for a public opinion survey. Nonetheless, this online consultation is viewed by SWC as valid input toward shaping public policy on gender equality.

2005–2006. SWC has achieved agreement and support but will be implementing only in 2006–2007.

By focusing on areas supported in the consultations, SWC positioned itself to achieving, within the next gender equality approach, the following outcomes:

- Stronger, transparent, and cross-government obligations for more rigorous gender-based analysis.

- Improved capacity of women's and other voluntary organizations to participate in democratic processes.

In doing so, SWC is contributing to Canada's economic prosperity and well-being by assisting departments to address gender equality gaps for certain groups of women including Aboriginal women.

### **Sub-activity: 1.1 Perform gender-based analysis**

This sub-activity involves influencing the development of public policy through GBA and providing advice and recommendations in federal policy areas, particularly with respect to poverty and economic security and to the situation of Aboriginal women.

**Expected result:** Federal government policies that advance gender equality.

**Performance indicator:** Percentage of policy recommendations SWC makes that federal departments accept.

**Results:** SWC continued to influence the development of public policy through gender-based analysis and providing advice and recommendations in federal policy areas. SWC continued to review and provide gender-based analysis on existing and proposed government policies, legislation, programs, and initiatives. Most of these activities are long-term involvement and will eventually lead to concrete results.

2005–2006 led to developments in the area of Access to Benefits. Following an initiative funded by the WP with the Women's Network PEI, SWC hosted a forum with other government departments to demonstrate research undertaken of the impact of the current Employment Insurance Program as it relates to eligibility, length, and value of benefits for those seeking maternity and parental leave. The Women's Network PEI was also invited to inform the Federal, Pro-

vincial, and Territorial (FPT) Ministers Responsible for the Status of Women of their research on maternity and parental leave.

Other results were achieved on the Pay Equity area in 2005–2006. The previous government committed in its response to the Standing Committee on the Status of Women to bring officials from key departments together to develop substantive proposals for legislative reform on pay equity. SWC was a key member of the inter-departmental committee studying the issue and developing options for reform.

SWC participated in discussing the areas of focus for future horizontal development of seniors policy and programs. This included the formation of Task Teams around agreed-upon groups of issues. Agreement was achieved with leaders of the Task Teams on "applying the gender lens" to the work in order to assess the impact of a policy or program on senior women.

SWC took a key leadership role with provincial/territorial counterparts to update the 2002 publication *Assessing Violence Against Women: A Statistical Profile* with Statistics Canada. At their 2005 annual meeting, the FPT Ministers Responsible for the Status of Women agreed to update all data areas, the document is set to be released in the Fall of 2006.

## Sub-activity: 1.2 Coordinate federal government activities and report on progress

Coordinating federal government activities and reporting on progress implies that SWC continues to work with departments and agencies on the development and implementation of federal strategies for gender equality and report domestically and internationally on progress on related commitments, such as the *Convention on the Elimination of all Forms of Discrimination against Women* and the *Beijing Platform for Action*.

**Expected result:** Federal departments are engaged in a cohesive, consistent approach to developing and implementing government policies to advance gender equality.

**Performance indicator:** The number of departments engaged in federal strategies on gender equality.

**Results:** SWC commenced work for a new approach on Gender Equality and held an interdepartmental meeting in June 2005 where general agreement on the framework was achieved. Regional, national, and online consultations\* were held during the fall. Online respondents provided the views of individual women and men from diverse backgrounds and educational and income circumstances—most identifying themselves as concerned Canadians, and others indicating that they are also members of non-governmental organizations. The participants at the national and six regional in-person consultations reflected the perspectives both of individuals and of organizations whose work is focused on equality issues and included younger women and men as well as people who have been involved for several decades. As mentioned earlier, most agreed that the focus should be on areas where gaps are greatest, namely preventing and reducing high rates of poverty among women and improving the overall situation of Aboriginal women.

SWC will be undertaking the following actions, in 2006–2007, to ensure accountability

and sustainability of commitments to gender equality:

- initiate the development of indicators and benchmarks on gender equality,
- work with central agencies to increase accountability for the application of GBA and gender equality results (within existing government mechanisms),
- undertake ongoing consultation with Canadians and raise public awareness, and
- provide more effective support for women's organizations to ensure that women's realities, contributions, and concerns are better reflected in policy and programs.

SWC has collaborated with First Nations, Inuit, and Métis women, and organizations to identify strategies that can address issues influencing their economic, social, and legal circumstances. Specifically, the Policy and External Relations Directorate has met regularly with the Native Women's Association of Canada and their members from across Canada at regional and national meetings on the Sisters in Spirit (SIS) initiative. SIS is a five year project that complements ongoing government activities and will lead to results that improve the situation of Aboriginal women, including research to assess the extent and causes of the violence and to monitor trends; increased knowledge and understanding on the part of policymakers and stakeholders of the disadvantages and violence facing Aboriginal women; development of tools to address racialized and sexualized violence and its root causes; informed policy direction and development focused on racialized and sexualized violence and better service delivery to assist Aboriginal women and their communities; and sustainability to address related issues. Working more closely together has contributed to enhance government's ability to act and react more rapidly to Aboriginal women's issues.

FPT Ministers Responsible for the Status of Women have reaffirmed their commitment to continue to address the issue of violence against Aboriginal women for the third year in a row. A joint Policy Forum on Aboriginal

\* The design of the SWC online consultation does not meet the statistical standards for a public opinion survey. Nonetheless, this online consultation is viewed by SWC as valid input toward shaping public policy on gender equality.



Women and Violence took place on March 27–28, 2006.

The Policy Forum's goal was to build on governments' collective capacity to prevent violence against Aboriginal women. The objectives of the forum were fulfilled by creating dialogue on policy and program initiatives between Ministers, government officials, and Aboriginal women's organizations, and by showcasing best practices on violence prevention initiatives from across the country.

With a priority focus on advancing Aboriginal women's issues, the agency has had greater integration, coherence, and synergy among the various responsibilities of the agency, including collaboration on issues relating to Aboriginal women among the parts of the agency working on policy research, policy analysis, gender-based analysis, consultation with civil society, and other orders of government, and financial and technical support to civil society organizations.

### Program Activity: 2.0 Build knowledge and organizational capacity on gender equality

Building the knowledge and organizational capacity on gender equality of a number of stakeholders, ensuring they are better informed and better able to provide a coordinated response to gender-based issues of significance to Canadian society.

#### Financial Resources (\$ millions)\*

Planned Spending	Total Authorities	Actual Spending
15.5	20.4	20.4

#### Human Resources (FTEs)\*

Total Authorities	Actual	Difference
88	93	(5)

\* The resources are estimates that may map to more than one program activity and may be subject to realignment as part of the 2007–2008 Annual Reference Level Update process.

Through its grants and contributions programs totalling \$11.3 million, SWC provides funding to women's organizations and plays a coordinating role in capacity-building, research, and policy analysis on gender equality ([www.swc-cfc.gc.ca/contact/index\\_e.html](http://www.swc-cfc.gc.ca/contact/index_e.html)).

Through its Policy Research Fund, which spent \$1.2 million, SWC creates and transfers a strong knowledge base on gender equality. That knowledge base is important in increasing the federal government's ability to respond to complex policy and programming issues that affect women in Canada ([www.swc-cfc.gc.ca/funding/prf/index\\_e.html](http://www.swc-cfc.gc.ca/funding/prf/index_e.html)).

SWC's Gender-Based Analysis Directorate has developed an organizational capacity self-assessment tool that allows departments to evaluate their institution's ability to implement, maintain and render sustainable the practice of GBA in achieving gender equality goals. Based on this knowledge, SWC can better respond to GBA departmental needs.

**Expected result:** Knowledge and gender-equality capacity gaps are addressed by federal departments, non-governmental organizations, and others.

**Performance indicators:** The number of groups taking action on gaps and achieving their stated results. The number of policy makers who are aware of targeted research findings. The number of new research citations.

**Results:** The WP's funding aims at developing knowledge and ability of a number of groups to address gender equality gaps of significance to Canadian society. In 2005–2006, 88 funded initiatives were completed, 48 of them focused their action on social justice, 22 on improving women's economic status, and 18 on eliminating violence against women.

Publications produced through the Policy Research Fund continue to be used by policy makers, women's groups, and academics. In

fact, there was a 52% increase in new research citations in 2005–2006, an indication that these reports are considered relevant and widely used within the policy research community.

In collaboration with Statistics Canada, Status of Women Canada initiated a project on the development of the Gender Equality Indicators (GEI) in February 2006. The expected results of the initiative are to: develop a series of indicators that will measure progress towards gender equality; and promote the use of indicators in developing evidence-based policy making. The GEI will contribute greatly to our understanding of

the dynamics of achieving progress in gender equality. As well as adding significantly to SWC's knowledge base, the project will engage policy makers, non-governmental organizations, researchers, and the general public.

SWC has increased opportunities for non-governmental organizations by seeking their input through various initiatives such as co-chairing a Joint Working Group with SWC and other federal departments on the Sisters in Spirit. These interactions have also ensured that Aboriginal policy analysis is relevant, meaningful, and reflective of issues impacting on civil society generally.

### **Sub-activity: 2.1 Gather, generate and disseminate gender equality information**

Assisting federal departments and agencies in setting up processes in capacity-building, and in creating tools to ensure gender-based analysis is incorporated into their policy and program development activities.

SWC's GBA Directorate is responsible for assisting federal departments and agencies in setting up processes to increase their capacity to integrate GBA into policy and program development. Consistent with this mandate, SWC's activities focused primarily on securing partnerships with other government departments in conducting outcome-based pilot projects, responding to the *Parliamentary Standing Committee on the Status of Women*, providing support and expertise on GBA accountability mechanisms to the *Expert Panel on Accountability Mechanisms*, being a centre of expertise on GBA, and providing GBA training to other government departments and agencies ([www.swc-cfc.gc.ca/resources/gba/index\\_e.html](http://www.swc-cfc.gc.ca/resources/gba/index_e.html)). SWC's GBA Directorate, which carries out these activities, spent a total of \$0.5 million and worked with a team of four employees.

**Expected result:** The integration of gender-based analysis in government initiatives.

**Performance indicator:** Selected federal departments possess an increased capacity to conduct gender-based analysis.

**Results:** In 2005–2006, SWC committed to entering into partnerships with other federal government departments in conducting outcome-based pilot projects. Although the target was to engage in five outcome-based pilot projects, the Government's response to the Parliamentary Standing Committee's report entitled *Gender-based Analysis: Building Blocks for Success*, which called for greater accountability mechanisms, led to a shift in focus. To implement the Government's response on GBA accountability, SWC negotiated an outcome-based pilot project with the central agencies to increase their capacity to integrate GBA.

The policy focus of this project was on policy measures, particularly on tax policy, where feasible, with Finance Canada taking the lead and Treasury Board Secretariat and the Privy Council Office exercising their challenge function to provide them with a practical way of applying GBA. As part of this project, officials from Finance Canada received GBA training in December 2005. Results of this pilot project will be reported in the 2006–2007 DPR.

In addition, each agency has appointed a GBA champion whose role is to ensure that GBA is integrated into their core departmental activities and to work collaboratively with SWC on reporting and accountability

mechanisms. The work with the three central agencies has helped SWC accomplish a move toward greater accountability within the government regarding the integration of GBA into government initiatives.

Despite SWC's efforts to make strategic shifts from individual learning to organizational capacity-building, departments are still requesting training for employees. During 2005–2006, officials from Social Development Canada, the Federal Working Group of Women in Science and Technology (representing 14 departments), and the Manitoba Rural Sector project (via Agriculture and Agri-Food Canada) participated in GBA training sessions organized by SWC. The First Nations and Inuit Health Branch (Health Canada) used SWC's GBA training to launch their own training program, and SWC has partnered with the Assembly of First Nations to provide GBA training to the organization. The results of this training will be reported on in the next DPR.

SWC also provided technical assistance to a number of departments, such as Canadian Heritage, Health Canada, and the GBA unit at Social Development Canada, for the creation of an implementation plan and a revitalization of a GBA network.

Although SWC is still reacting to these departmental requests for training and assistance, departments are reluctant to engage in outcome-based pilot projects because few of them have structures to support the integration of GBA in a systematic fashion.

The tabling of the recommendations of the *Expert Panel on Accountability Mechanisms for Gender Equality* in November 2005 and the release of the full report in July 2006 heightened the expectation that departments would begin to put in place GBA mechanisms as appropriate to each organization's culture and mandate and be prepared to report on achievements through current ac-

countability mechanisms. Focus is now with Central Agencies regarding their early implementation of accountability.

As reported on in the 2005–2006 Report on Plans and Priorities, SWC partnered with the Canada School of Public Service to offer SWC's GBA training on a one-year pilot project basis to make the training more accessible to a larger number of people within the Government of Canada. Given the shift in priorities toward accountability, SWC chose to suspend the training with the School in order to incorporate accountability considerations into the training.

Discussions are ongoing between SWC, the Canada School of Public Service, and other pertinent stakeholders to determine and develop the most appropriate GBA awareness raising approaches for senior officials.

Although domestic demand for GBA is sporadic, international demand for GBA continues to grow. In 2005–2006, international delegations of gender experts from within governments, NGO communities, and academia sought SWC expertise on gender mainstreaming and creating their own GBA strategies and training programs. For example, Benin, Iraq, Korea, Nicaragua, Russia, and South Africa used the work of SWC as a model, or requested training. Since May 2005, two Russian delegations have come to Canada under the *Governance Advisory and Exchange Program*, funded by CIDA, to continue their training on GBA with SWC.

Given the shift in priorities, financial and human resources were mainly focused on providing support to the Parliamentary Committee and the Expert Panel, and on the accountability type activities described above with an ongoing objective to increasing SWC's coordinating role, leadership, and capacity in support of government-wide results on GBA and gender equality.

## **Sub-activity: 2.2 Fund research and community-based action**

Funding research and community-based action involves generating and leveraging other research or community-based action on selected issues of significance to Canadian

society in a coordinated manner, and supporting our stakeholders in their efforts to address gender equality issues.

The WP and Regional Operations Directorate, leader for this program sub-activity, spent \$14.6 million in 2005–2006, \$11 million in grants and contributions and \$3.6 million in operating costs. This includes the salaries of 50 employees who manage the grants program, provide technical services across Canada, and participate in SWC and government initiatives.

The mandate of WP is to provide financial and technical assistance to women's and other organizations to advance equality by addressing women's economic, social, and cultural situation. Details of the funding criteria are explained on the SWC website ([www.swc-cfc.gc.ca/funding/wpguidetxt\\_e.html#new](http://www.swc-cfc.gc.ca/funding/wpguidetxt_e.html#new)). Those seeking funding are invited to contact the office in their region.

Research Directorate spent a total of \$1.7 million, including the operating Policy Research Fund expenses of \$1.2 million, operating costs, and the salaries of five employees. An External Committee plays a key role in helping to identify research priorities, ensuring quality control, and selecting proposals for funding. The Directorate manages contracts that support independent, nationally relevant, forward-thinking policy research on gender equality issues. The criteria for research funding can be found on the SWC website ([www.swc-cfc.gc.ca/funding/prf/index\\_e.html](http://www.swc-cfc.gc.ca/funding/prf/index_e.html)).

**Expected result:** Knowledge and engagement toward gender equality are enhanced.

**Performance indicator:** The number of organizations and researchers that have achieved their stated funding objectives.

**Results:** Funding and technical assistance delivered through the WP supported 302 initiatives in 2005–2006 of which 144 were new projects—funded for a period varying between 6 and 18 months. Of the remaining 158 initiatives, 88 were completed in 2005–2006 and were required to achieve and report on results. Accordingly, of the 88 completed initiatives, 48 focused on social justice, 22 on improving women's economic status, and 18 on eliminating violence against women.

By using quantitative and qualitative indicators, an assessment was done on each initiative to determine the extent to which initiatives have achieved the expected results.

The assessment shows that more than 86% of the initiatives have achieved their expected results, well exceeding the 60% target set. Six initiatives that were unable to demonstrate achievement of concrete results were assessed for lessons learned. The following were the key factors identified: lack of organizational capacity and funding at the level required, human resource issues, inability to develop initiatives that are inclusive of the diversity of Canadian women, and challenges associated with developing and implementing results-based strategies.

Most of the Aboriginal women's initiatives completed in 2005–2006 were assessed to have achieved outcomes in enhanced organizational capacity. There is evidence of incremental organizational capacity-building among select groups in dealing with violence issues. Indicators included increased awareness in remote and Northern communities on the nature and extent of violence experienced by Aboriginal women, and the acknowledgement of the needs of Aboriginal women in developing programs such as emergency shelters. There is also evidence in preliminary results on building the organizational capacity of Aboriginal women in rural and isolated areas, particularly with regard to enhancing their understanding of systemic barriers and how to work in partnership with stakeholders in addressing them. For example, a women's organization was successful in having their perspective included in their community's self-governance plan.

Of the 88 initiatives completed in 2005–2006, 22 were designed to build the knowledge and organizational capacity of women's organizations to influence public policy decisions. There are specific indicators of how WP-funded initiatives achieved results in this area.

For example, in the initiative of the Justice Options Steering Committee, government decision makers were brought together for a dialogue on domestic violence, resulting in concrete actions for policy and program initiatives in Prince Edward Island.

There is evidence that effective communication and negotiation with policy makers led to amendments to policy and the related policy manual to facilitate the transition of

women from welfare to economic self-sufficiency. For example, the Community Advisory Committee, Westcoast Community Enterprise successfully negotiated amendments to B.C. Ministry of Human Resources social assistance policy to allow for recipients to participate in an asset development program without affecting their level of financial assistance. The policy manual of the Ministry was amended to outline new terms of exemption for assets saved by social assistance recipients and used in this program.

There are also examples where initiatives led to key institutions taking measures to remove barriers that negatively impact women. The initiative of the Elizabeth Fry Society of Northwestern Ontario resulted in regular open dialogue with the management of the Thunder Bay District Jail and Correctional Services; influence regarding the renovations to the women's dorm at the District Jail; and partnerships and inclusion in other community agency events.

SWC completed a summative evaluation of the WP which provided key findings on different program aspects, including relevance, impact, design and delivery, and cost-effectiveness. According to the evaluation, WP made its greatest contribution towards increased public understanding (37%) followed by increased citizenship engagement among women (25%). The evaluation showed that the WP continues to respond to the needs of women's and other voluntary organizations, which gives Canadians value for their tax dollars. Participants in the evaluation said that the need for the WP is greater today as new and more complex issues continue to emerge.

As a result of the evaluation and the findings of other file reviews, the WP has recognized the need to enhance its capacity in measuring and reporting on program outcomes. Key areas for improvement include: staff capacity to deliver outcome-based program delivery, enhanced data collection, analysis and reporting systems, enhanced group capacity to develop and implement results-focused initiatives, and enhanced internal and external communication. SWC has developed a Management Response to address issues identified by the evaluation ([www.swc-cfc.gc.ca/funding/wp/index\\_e.html](http://www.swc-cfc.gc.ca/funding/wp/index_e.html)).

Also in 2005–2006, SWC received two reports from the Parliamentary Standing Committee on the Status of Women with a series of recommendations following consultations with voluntary organizations regarding funding ([cmte.parl.gc.ca/cmte/committee/publication.aspx?com=8997&lang=1&sourceid=100443](http://cmte.parl.gc.ca/cmte/committee/publication.aspx?com=8997&lang=1&sourceid=100443), [cmte.parl.gc.ca/cmte/committeepublication.aspx?com=8997&lang=1&sourceid=117152](http://cmte.parl.gc.ca/cmte/committeepublication.aspx?com=8997&lang=1&sourceid=117152)). The work of the Standing Committee provided opportunities to hear from a wide range groups in a dialogue on the role of the WP in supporting work for equality for women.

SWC conducted a consultation process to engage stakeholders on advancing equality for women. The WP role with regards to its funding and technical assistance was discussed in regional and national consultations as well as in the online questionnaire. The consultations showed that funding and technical assistance from the WP is key to women's organizations engaged in addressing women's equality issues ([www.swc-cfc.gc.ca/funding/wp/index\\_e.html](http://www.swc-cfc.gc.ca/funding/wp/index_e.html)).

The Research Directorate published and disseminated eight policy research reports to increase awareness and understanding of the impact of existing policies and programs on women in Canada. All reports reflected topics that support knowledge development for SWC's priorities: women living in poverty and Aboriginal women. These publications dealt with issues concerning restructuring in rural Canada, addressing women's employment barriers, women in trade, and the legal and policy implications of the practice of polygamy in Canada. One report addressed the issue of unregistered paternity, and another considered the impact of Canada's new national security measures for Aboriginal women. All publications are available to the public on the SWC website ([www.swc-cfc.gc.ca](http://www.swc-cfc.gc.ca)).

SWC regularly undertakes a number of activities to transfer its knowledge base to other federal departments, provincial governments, and non-governmental organizations. One major initiative in 2005–2006 included a partnership with Indian and Northern Affairs Canada (INAC) through which was organized a highly successful pre-conference workshop on Bill C-31 (1985

amendment to the *Indian Act* regarding Registered Indian status) at the March 2006 Aboriginal Policy Forum. The Forum was attended by more than 1500 policy makers, researchers, and members of Aboriginal communities and non-governmental organizations. Status of Women Canada also held two workshops during the Policy Forum. One was on the issue of unrecognized paternity, and the other on research methodologies and it was organized in collaboration with Health Canada. Workshop attendance for all three events exceeded targets and resulted in greater exposure of gender-based policy research on areas of concern to Aboriginal women. These events created opportunities for Aboriginal women to make contacts with policy makers and researchers and to participate in the policy-making process.

SWC chairs an Interdepartmental Joint Working Group on the Sisters in Spirit Initiative to report on progress and to identify areas for future collaboration, including having public information materials distributed on the issue of violence against Aboriginal to First Nations' communities and to the Canadian public through regular distribution. SWC has collaborated with other federal departments whose policies and programs are directly relevant to Aboriginal women, including First Nations, Inuit, and Métis women and provided impact analysis on proposed policy, legislation, programs in many areas, including with respect to Family Violence and Matrimonial Real Property on Reserve. (Refer to Section III, table on Transfer Payment Program on SIS, for financial information.)

## Section III – Supplemental Information

### Financial Performance Overview

The following pages show SWC's financial performance according to the agency's Program Activity Architecture (PAA), which was introduced in 2004–2005, and which identifies one strategic outcome supported by three program activities. Costs for the Corporate Services program activity are allocated among the program activities indicated. For further information concerning

The information and financial tables that follow detail resources that Parliament voted, and SWC's actual use of those resources.

Status of Women Canada's Total Authorities of \$24.8 million\* (that is, the total budget available for use) included a Grant and Contribution budget, and an Operating budget in

the Corporate Services program activity, refer to "Section IV – Other Items of Interest".

Since developing its PAA structure, SWC has realigned its resources allocation to better reflect its program activities. Hence, in 2005–2006, the total authorities and actual figures continued to reflect this shift.

support of the work of seven directorates and 15 regional offices. The financial summary tables provide additional information. Since the development of SWC's PAA, total authorities and actual figures have continued to reflect shift to the structure.

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\* In 2005–2006 Total Authorities included Main Estimates, Governor General Special Warrants and other adjustments and transfer. On November 28, 2005, Parliament was dissolved for the purposes of a general election. As a result, first regular Supplementary Estimates could not be tabled in Parliament in time for its review and approval. Section 30 of the Financial Administration Act provides for the use of Governor General Special Warrants to cover payments that are required when Parliament is dissolved for a general election.

**Table 1: Comparison of planned versus Actual Spending (including Full Time Equivalent)**

The following table offers a comparison of SWC's Main Estimates, Planned Spending, Total Authorities, and Actual Spending for fiscal year 2005–2006, as well as historical figures for Actual Spending for fiscal years 2003–04 and 2004–2005, using the PAA structure that was introduced in 2004–2005. Resources presented at the program activity level may map to more than one program activity.

Program Activity (\$ millions)	2003–2004		2005–2006			
	2004 Actual	2005 Actual	Main estimates	Planned spending <sup>1</sup>	Total authorities <sup>2</sup>	Actual <sup>3</sup>
Promote Equitable Public Policy	7.7	3.1	7.9	7.7	4.4	4.0
Build Knowledge and Organizational Capacity on Gender Equality	16.1	19.9	15.5	15.5	20.4	20.4
<b>TOTAL</b>	<b>23.8</b>	<b>23.0</b>	<b>23.4</b>	<b>23.2</b>	<b>24.8</b>	<b>24.4</b>
<i>Less: Non-respendable Revenue</i>						
<i>Plus: Cost of services received without charge<sup>4</sup></i>						
	1.0	1.1	1.1	1.1	1.6	1.6
<b>Total Departmental Spending</b>	<b>24.8</b>	<b>24.1</b>	<b>24.5</b>	<b>24.3</b>	<b>26.4</b>	<b>26.0</b>
<b>Full Time Equivalents</b>	<b>117</b>	<b>115</b>	<b>131</b>	<b>131</b>	<b>131</b>	<b>125</b>

<sup>1</sup> In 2005–2006, SWC's Total Main Estimates were revised to a total budget available for use (i.e. Planned Spending) of \$23.2 million to reflect an increase of \$0.2 million in grant funding received under a Memorandum of Understanding between PCH and SWC regarding the implementation of the interdepartmental partnership with the official languages communities and does not include \$0.4 million for the Minister of State budget.

<sup>2</sup> In comparison with the Planned Spending, the Total Authorities include a total net increase of \$1.6 million. This net increase includes \$1.4 million received via the Governor General Special Warrants process comprised of \$0.6 million related to the 2004–2005 eligible operating budget carry forward, an increase of \$0.5 million for collective agreements, an increase of \$0.3 million in Contribution in support of the Native Women Association of Canada's Sisters in Spirit initiative, and a decrease of \$20k for government-wide procurement savings, a decrease of \$0.2 million for employee benefits plan (EBP) adjustments, and also includes \$0.4 million reserved for the Minister of State budget, which no longer exists.

<sup>3</sup> The actuals are reported at \$24.4 million. The variance of \$0.4 million, as an eligible operating budget carry-forward into 2006–2007, will cover salary items and contribute to Modern Management expenditures.

<sup>4</sup> The \$1.6 million in actual cost of services received without charge during 2005–2006 is comprised of accommodation provided by PWGSC (which was increased to \$0.9 million in 2005–2006) and contributions covering the SWC's share of employee's insurance premiums and expenditures paid by the Treasury Board Secretariat (\$0.7 million). The amount of \$1.1 million noted under the 2005–2006 Main Estimates and Planned Spending are based on the estimated 2005–2006 Planned Expenditures amount as presented in SWC's 2005–2006 RPP.





**Table 3: Voted and statutory items**

The following table explains the way Parliament votes resources to SWC.

Vote or statutory item	Truncated vote or statutory wording	2005–2006			
		Main estimates	Planned spending	Total authorities	Total actuals
110	Operating expenditures	11.3	10.9	12.3	11.9
115	Grants	10.7	10.9	11.0	10.3
116	Contributions	0.0	0.0	0.3	1.0
(S)	Contributions to employee benefit plans	1.4	1.4	1.2	1.2
	<b>TOTAL</b>	<b>23.4</b>	<b>23.2</b>	<b>24.8</b>	<b>24.4</b>

**Table 4: Services Received Without Charge**

The following table is designed to show the net cost of the department.

	2005–2006	(\$ millions)
Accommodation provided by Public Works and Government Services Canada (PWGSC)		0.9
Contributions covering SWC's share of employee's insurance premiums and expenditures paid by TBS (8%)		0.7
Salary and associated expenditures of legal services provided by the Department of Justice Canada <sup>a</sup>		0.0
<b>Total 2005–2006 Services received without charge</b>		<b>1.6</b>

a Salary and associated expenditures of legal services provided by the Department of Justice totaled \$22,000 in 2005–2006.

## Table 5: Details on transfer payments program

Table 5 summarizes the transfer payments at the program activity level.

Women's Program						
<b>Start Date:</b> 1973		<b>End Date:</b> ongoing		<b>Total 2005–2006 Funding:</b> \$11.0 million		
<b>Description of Transfer Payment Program:</b> The mandate of the Women's Program (WP) is implemented through two key components: funding and technical assistance. Both of these components contribute to the attainment of the four Program objectives.						
<b>Objective(s), expected result(s) and outcomes:</b> The objectives of the WP are to						
1. promote policies and programs within key institutions that take into account gender implications and the diversity of women's perspectives, and enable women to take part in decision-making processes;						
2. facilitate the involvement of women's organizations in the public-policy process;						
3. increase public understanding toward encouraging action on women's equality issues; and						
4. enhance the effectiveness of the work of women's organizations to improve the situation of women.						
The final outcomes identified by the WP are						
a) key institutions have integrated the diversity of women's perspectives in policies and programs; and						
b) government and publicly elected bodies have integrated the diversity of women's perspectives in public policies.						
Achieved results or progress made: WP results are explained under Section 2.2						

Program activity	2003–2004	2004–2005	2005–2006			
	Actual	Actual	Planned spending <sup>1</sup>	Total authorities	Actual	Variance between planned and actual
Build knowledge and organizational capacity on gender equality <sup>2</sup>						
Total Grants	11.1	10.8	10.9	11.0	10.3	0.7
Total for PA	11.1	10.8	10.9	11.0	10.3	0.7
Total TPP	11.1	10.8	10.9	11.0	10.3	0.7

**Comments on variances:** The variance of \$0.7 million refers to the payment of a contribution towards the Sisters in Spirit initiative (refer to the next transfer payment table). The variance of \$0.1 million in comparing the Planned Spending and Total Authorities are a result of rounding to the nearest \$0.1 million.

**Significant audit and evaluation findings and URL(s):** The summative evaluation of the WP provided key findings of different Program aspects, including relevance, impact, design and delivery, and cost-effectiveness. The evaluation showed that the WP continues to respond to the needs of women's and other voluntary organizations which give Canadians value for their tax dollars. Participants in the evaluation said that the need for the WP is greater today as new and more complex issues continue to emerge.

The evaluation also identified areas for improvement by enhancing the WP capacity to measure performance and report results achieved to Canadians and Parliament. The key areas for improvement include: staff capacity to deliver outcome-based program delivery, enhanced data collection, analysis, and reporting systems, enhanced group capacity to develop and implement results-focused initiatives and enhanced internal and external communication. SWC has developed a Management Response to address issues identified by the evaluation.

**Audit (2002):** [www.swc-cfc.gc.ca/pubs/wpaudit/index\\_e.html](http://www.swc-cfc.gc.ca/pubs/wpaudit/index_e.html)

**Evaluation (2005):** [www.swc-cfc.gc.ca/funding/wp/index\\_e.html](http://www.swc-cfc.gc.ca/funding/wp/index_e.html)

- 2005–2006 Planned Spending for transfer payments reflects figures as reported in SWC's 2005–2006 RPP includes \$0.2 million in additional funding in G&C re: Memorandum of Understanding between Canadian Heritage and SWC regarding the implementation of the interdepartmental partnership with the official languages communities.
- Since developing its PAA structure, SWC has refined its resources allocation to better align to its program activities. Hence, in 2005–2006 the total authorities and actual figures continued to reflect this shift. For the purpose of this table, the figure for Planned Spending is presented at the Program Activity "Build Knowledge and Organizational Capacity on Gender Equality"; refer to the table entitled Use of Resources by Program Activities for complete program activity allocation.

Table 5 cont'd

## Sisters in Spirit Initiative

**Start Date:** May, 2005**End Date:** March 31, 2010**Total 2005–2006 Funding:** \$1.0 million

**Description of Transfer Payment Program:** This initiative will complement ongoing government activities and lead to results that improve the situation of Aboriginal women including: research to assess the extent and causes of the violence, and to monitor trends; increased knowledge and understanding on the part of policy-makers and stakeholders of the disadvantages and violence facing Aboriginal women; the development of tools to address racialized and sexualized violence and its root causes; informing policy direction and development focused on racialized and sexualized violence and better service delivery to assist Aboriginal women and their communities; and sustainability to address related issues.

**Expected results:** The SIS initiative will make a strong contribution to federal efforts in going beyond the focus on family violence to address racialized and sexualized violence against Aboriginal women, to determine its root causes, and to inform policy direction and development

Program activity	2003–2004	2004–2005	2005–2006		
	Actual	Actual	Planned spending	Total authorities	Variance between planned and actual
Build knowledge and organizational capacity on gender equality					
<i>Total Contributions</i>	<i>n/a</i>	<i>n/a</i>		0.3	1.0 (0.7)
Total for PA	n/a	n/a		0.3	1.0 (0.7)
Total TPP	n/a	n/a		0.3	1.0 (0.7)

**Comments on variances:** The variance of \$(0.7) million refers to the payment issued by the Womens's Grants and Contributions Program (refer to the previous transfer payment table).

**Significant audit and evaluation findings and URL(s) to last audit and/or evaluation:** There was no audit or evaluation study planned for 2005–2006.

**Table 6: Financial statement (unaudited)**

The accompanying notes form an integral part of these financial statements.

**Statement of management responsibility**

Responsibility for the integrity and objectivity of the accompanying financial statements for the year ended March 31, 2006 and all information contained in these statements rests with management. These financial statements have been prepared by management in accordance with Treasury Board accounting policies which are consistent with Canadian generally accepted accounting principles for the public sector.

Management is responsible for the integrity and objectivity of the information in these financial statements. Some of the information in the financial statements is based on management's best estimates and judgment and gives due consideration to materiality. To fulfil its accounting and reporting responsibilities, management maintains a set of accounts that provides a centralized record of the department's financial transactions. Financial information submitted to the Public Accounts of Canada and included in the Agency's Departmental Performance Report is consistent with these financial statements.

Management maintains a system of financial management and internal control designed to provide reasonable assurance that financial information is reliable, that assets are safeguarded and that transactions are in accordance with the Financial Administration Act, are executed in accordance with prescribed regulations, within Parliamentary authorities, and are properly recorded to maintain accountability of Government funds. Management also seeks to ensure the objectivity and integrity of data in its financial statements by careful selection, training and development of qualified staff, by organizational arrangements that provide appropriate divisions of responsibility, and by communication programs aimed at ensuring that regulations, policies, standards and managerial authorities are understood throughout the Agency.

The financial statements of the Agency have not been audited.

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Florence levers  
Co-ordinator, Status of Women Canada  
Date

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Guyline Métayer  
Director, Corporate Services  
Date

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## Statement of operations

For the year ended March 31 2005 (in dollars)	2006		2005	
	Build knowledge and organ- izational capacity on gender equality	Promote equitable public policy	Total	Total
<b>Expenses</b>				
<b>Transfer payments</b>				
Payments to provincial non-profit organizations	6 821 153	0	<b>6 821 153</b>	3 488 212
Payments to national organizations	4 447 699	0	<b>4 447 699</b>	7 351 788
	<b>11 268 852</b>	<b>0</b>	<b>11 268 852</b>	<b>10 840 000</b>
<b>Operating expenses</b>				
Salaries and employee benefits	7 922 573	2 253 165	<b>10 175 738</b>	9 896 037
Professional and special services	1 546 152	431 042	<b>1 977 194</b>	1 572 206
Travel and relocation	298 783	375 341	<b>674 124</b>	367 546
Accommodation	388 668	111 332	<b>500 000</b>	500 000
Information	295 357	127 300	<b>422 657</b>	300 786
Communication	238 123	32 913	<b>271 036</b>	259 177
Amortization	156 520	30 528	<b>187 048</b>	197 599
Repairs	113 644	20 725	<b>134 369</b>	147 429
Equipment rentals	49 678	53 301	<b>102 979</b>	63 655
Utilities, material, and supplies	39 754	3 755	<b>43 509</b>	92 683
Equipment	18 597	2 555	<b>21 152</b>	34 846
Miscellaneous	450	55	<b>505</b>	34 436
	<b>11 068 299</b>	<b>3 442 012</b>	<b>14 510 311</b>	<b>13 466 400</b>
	<b>22 337 151</b>	<b>3 442 012</b>	<b>25 779 163</b>	<b>24 306 400</b>
<b>Revenues</b>				
Proceeds from the disposal of Crown assets	0	0	<b>0</b>	63
	<b>0</b>	<b>0</b>	<b>0</b>	<b>63</b>
<b>Net cost of operations</b>	<b>22 337 151</b>	<b>3 442 012</b>	<b>25 779 163</b>	<b>24 306 337</b>

## Statement of financial position

<i>As at March 31 (in dollars)</i>	2006	2005
<b>Assets</b>		
<b>Financial assets</b>		
Accounts receivable and advances (note 4)	210 901	193 329
<b>Non-financial assets</b>		
Tangible capital assets (note 5)	114 718	239 242
	<b>325 619</b>	<b>432 481</b>
<b>Liabilities and equity of Canada</b>		
<b>Liabilities</b>		
Accounts payable and accrued liabilities (note 7)	625 437	982 985
Employee severance benefits (note 6)	1 794 814	1 582 841
	<b>2 420 251</b>	<b>2 565 826</b>
<b>Equity of Canada</b>	<b>(2 094 632)</b>	<b>(2 133 345)</b>
	<b>325 619</b>	<b>432 481</b>

## Statement of equity

<i>As at March 31 (in dollars)</i>	2006	2005
<b>Equity of Canada, beginning of year</b>	<b>(2 133 345)</b>	(1 675 515)
Net cost of operations	<b>(25 779 163)</b>	(24 306 337)
Current year appropriations used (note 3)	<b>24 368 196</b>	23 024 314
Revenue not available for spending	<b>0</b>	(63)
Change in net position in the Consolidated Revenue Fund (note 3)	<b>349 680</b>	(285 744)
Services provided without charge by other government departments (note 7)	<b>1 100 000</b>	1 100 000
<b>Equity of Canada, end of year</b>	<b>(2 084 632)</b>	<b>(2 133 345)</b>

## Statement of cash flow

For the year ended March 31 (in dollars)	2006	2005
<b>Operating activities</b>		
Net cost of operations	25 779 163	24 306 337
<b>Non-cash items:</b>		
Amortization of tangible capital assets	(187 048)	(197 599)
Services provided without charge by other government departments (note 7)	(1 100 000)	(1 100 000)
<b>Variations in statement of financial position:</b>		
Decrease (increase) in liabilities	145 575	(304 855)
Increase (decrease) in accounts receivable and advances	17 662	(10 792)
	<b>24 655 352</b>	<b>22 693 091</b>
<b>Capital investment activities</b>		
Acquisitions of tangible capital assets (note 5)	62 524	55 416
	<b>62 524</b>	<b>55 416</b>
<b>Financing activities</b>		
Net cash provided by Government of Canada	(24 717 876)	(22 748 507)
	<b>(24 717 876)</b>	<b>(22 748 507)</b>
<b>Net cash used</b>	<b>0</b>	<b>0</b>

## Notes to the financial statements

## I. Authority and purpose

Status of Women Canada (SWC) was established by the Government of Canada in 1976 to coordinate policy with respect to the status of women and administer related program (Order in Council 1976-779). The mandate of SWC is further guided by the *Canadian Charter of Rights and Freedoms*, as well as by Canada's adherence to the *Convention on the Elimination of all Forms of Discrimination against Women* and its renewed commitment to implement the United Nations' *Beijing Platform for Action (1995 and 2005)*. SWC plays a key role in fulfilling the Government of Canada's commitment to building a society that is inclusive and respectful of all Canadians by promoting equitable public policy and building knowledge and organizational capacity on gender equality. We promote equality and the full participation of girls and women in Canada.

**Strategic Outcome:** Gender equality and the full participation of women in the economic, social, cultural and political life of Canada. To achieve real progress on gender equality, SWC is firmly committed to consulting and acting in partnership with non-government organizations, provincial and territorial governments, researchers, the private sector, foreign governments and international organizations.

**Program Activities:**

Promote equitable public policy: by focusing on horizontal work across government and with other orders of government. Its goal is to influence the development of policies, legislation, research, programs, and services that respond to the diversity of women's perspectives and realities;

- Build knowledge and organizational capacity on gender equality: by focusing on developing the knowledge and capacity of a number of stakeholders so they are better informed and able to address gender-based issues of significance to Canadian society in a coordinated manner.



## 2. Significant accounting policies

The financial statements have been prepared in accordance with Treasury Board accounting policies which are consistent with Canadian generally accepted accounting principles for the public sector.

Significant accounting policies are as follows:

### a) *Parliamentary appropriations*

The Agency is financed by the Government of Canada through Parliamentary appropriations. Appropriations provided to the Agency do not parallel financial reporting according to generally accepted accounting principles since appropriations are primarily based on cash flow requirements. Consequently, items recognized in the statement of operations and the statement of financial position are not necessarily the same as those provided through appropriations from Parliament. Note 3 provides a high-level reconciliation between the bases of reporting.

### b) *Net Cash Provided by Government*

The Agency operates within the Consolidated Revenue Fund (CRF), which is administered by the Receiver General for Canada. All cash received by the Agency is deposited to the CRF and all cash disbursements made by the Agency are paid from the CRF. The net cash provided by Government is the difference between all cash receipts and all cash disbursements including transactions between departments of the federal government.

### c) *Change in net position in the Consolidated Revenue Fund*

The change in net position in the Consolidated Revenue Fund is the difference between the net cash provided by Government and appropriations used in a year, excluding the amount of non-responsible revenue recorded by the Agency. It results from timing differences between when a transaction affects appropriations and when it is processed through the CRF.

### d) *Revenues*

Revenues are accounted for in the period in which the underlying transaction or event occurred that gave rise to the revenues.

### e) *Expenses*

Expenses are recorded on the accrual basis:

- Grants are recognized in the year in which the conditions for payment are met. In the case of grants which do not form part of an existing program, the expense is recognized when the Government announces a decision to make a non-recurring transfer, provided the enabling legislation or authorization for payment receives parliamentary approval prior to the completion of the financial statements;
- Vacation pay and compensatory leave are expensed as the benefits accrue to employees under their respective terms of employment.
- Services provided without charge by other government departments for accommodation and the employer's contribution to the health and dental insurance plans are recorded as operating expenses at their estimated cost.

### f) *Employee future benefits*

- Severance benefits: Employees are entitled to severance benefits under labour contracts or conditions of employment. These benefits are accrued as employees render the services necessary to earn them. The obligation relating to the benefits earned by employees is calculated using information derived from the results of the actuarially determined liability for employee severance benefits for the Government as a whole.
- Pension benefits: Eligible employees participate in the Public Service Pension Plan, a multiemployer plan administered by the Government of Canada. The Agency's contributions to the Plan are charged to expenses in the year incurred and represent the total obligation to the Plan. Current legislation does not require the Agency to make contributions for any actuarial deficiencies of the Plan.

### g) *Accounts receivable*

Accounts receivable are stated at amounts expected to be ultimately realized; a provision is made for receivables where recovery is considered uncertain.

### h) *Tangible capital assets*

All tangible capital assets and leasehold improvements having an initial cost of \$2,500 or more are recorded at their acquisition cost. The Agency does not capitalize intangibles, works of art and historical treasures that have cultural, aesthetic or historical value, assets located on Indian Reserves and museum collections.

Amortization of capital assets is done on a straight-line basis over the estimated useful life of the capital asset as follows:

Asset class	Amortization period
Machinery and equipment	3 to 5 years
Informatics hardware	3 to 5 years
Informatics purchased and developed software s	3 years
Other equipment, including furniture	5 years

**i) Measurement uncertainty**

The preparation of these financial statements in accordance with Treasury Board accounting policies, which are consistent with Canadian generally accepted accounting principles for the public sector, requires management to make estimates and assumptions that affect the reported amounts of assets, liabilities, revenues and expenses reported in the financial statements. At the time of preparation of these statements, management believes the estimates and assumptions to be reasonable. The most significant items where estimates are used are the liability for employee severance benefits and the useful life of tangible capital assets. Actual results could significantly differ from those estimated. Management's estimates are reviewed periodically and, as adjustments become necessary, they are recorded in the financial statements in the year they become known.

**3. Parliamentary Appropriations**

The Agency receives most of its funding through annual Parliamentary appropriations. Items recognized in the statement of operations and the statement of financial position in one year may be funded through Parliamentary appropriations in prior, current or future years. Accordingly, the Agency has different net results of operations for the year on a government funding basis than on an accrual accounting basis. The differences are reconciled in the following tables:

**a) Reconciliation of net cost of operations to current year appropriations used:**

(in dollars)	2006	2005
Net cost of operations	25 779 163	24 306 337
<b>Adjustments for items affecting net cost of operations but not affecting appropriations:</b>		
<b>Add (less):</b>		
Services provided without charge by other government departments	(1 100 000)	(1 100 000)
Employee severance benefits	(211 873)	(35 594)
Amortization of tangible capital assets	(187 048)	(197 599)
Reversal/adjustments of previous year expenditures	48 188	5 691
Justice Canada charges	(22 658)	0
Proceeds from the disposal of Crown Assets	0	63
	<b>(1 473 491)</b>	<b>(1 327 439)</b>
<b>Adjustments for items not affecting net cost of operations but affecting appropriations:</b>		
Acquisitions of tangible capital assets	62 524	55 416
	<b>62 524</b>	<b>55 416</b>
<b>Current year appropriations used</b>	<b>24 368 196</b>	<b>23 034 314</b>

**b) Appropriations provided and used:**

(in dollars)	2006	2005
<b>Operating expenditures – Vote 110</b>	<b>11 278 000</b>	11 623 000
Supplementary Vote 110a	0	15 565
Supplementary Vote 110b	0	(109 999)
<b>Grants – Vote 115</b>	<b>10 750 000</b>	10 750 000
Supplementary Vote – Vote 115b	0	110 000
Governor General's special warrants	1 314 150	0
Transfer from TB – Vote 5	227 184	0
Transfer from TB – Vote 15	0	109 000
	<b>23 569 334</b>	22 497 566
Lapsed appropriations	389 823	832 348
Contributions to employee benefits plan	1 188 685	1 369 096
<b>Current year appropriations used</b>	<b>24 368 196</b>	23 034 314

**c) Reconciliation of net cash provided by Government to current year appropriations used:**

(in dollars)	2006	2005
Net cash provided by Government	24 717 876	22 748 507
Revenue not available for spending	0	63
Change in net position in the Consolidated Revenue Fund		
Reversal of expenditures related to Justice Canada	(22 658)	0
Reversal/adjustments of previous year expenditures	48 188	5 692
Variation in accounts receivable and advances	(17 662)	10 793
Variation in accounts payable and accrued liabilities	(357 548)	269 259
<b>Current year appropriations used</b>	<b>24 368 196</b>	23 034 314

**4. Accounts receivable and advances**

The following table presents details of accounts receivable and advances:

(in dollars)	2006	2005
Receivables from other federal government departments and agencies	209 101	141 733
Receivables from external parties	0	49 706
Employee advances	1 800	1 800
Other <sup>a</sup>	708 332	0
Allowance for doubtful accounts	(708 332)	0
<b>Total</b>	<b>210 901</b>	193 239

a SWC has the approval and legal authority to make grants and contribution payments. As the spending authority applied to grants at the time the payment of \$0.7 million was made, an accounting adjustment is required. Hence, an allowance for doubtful accounts of equivalent value was created.

## 5. Tangible capital assets

Cost (in dollars)	Opening balance	Acquisitions	Disposals and write-offs	Closing balance
Machinery and equipment	24 327	0	0	24 327
Informatics hardware	746 976	57 043	0	804 019
Informatics purchased and developed software	219 823	4 852	0	224 675
Other equipment, including furniture	250 586	629	0	251 215
	1 241 712	62 524	0	1 304 236

Accumulated amortization (in dollars)	Opening balance	Amortization	Disposals and write-offs	Closing balance
Machinery and equipment	16 097	5 289	0	21 386
Informatics hardware	628 401	99 994	0	728 395
Informatics purchased and developed software	170 118	43 032	0	213 150
Other equipment, including furniture	187 854	38 733	0	226 587
	1 002 470	187 048	0	1 189 518

<b>Net book value</b>	239 242		0	114 718
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## 6. Employee benefits

### a) Pension benefits:

The Agency's employees participate in the Public Service Pension Plan, which is sponsored and administered by the Government of Canada. Pension benefits accrue up to a maximum period of 35 years at a rate of 2 percent per year of pensionable service, times the average of the best five consecutive years of earnings. The benefits are integrated with Canada/Québec Pension Plans benefits and they are indexed to inflation.

Both the employees and the Agency contribute to the cost of the Plan. The expense presented below represents approximately 2.6 times the contributions by employees.

(in dollars)	2006	2005
Expense for the year	879 626	1 003 547

The Agency's responsibility with regard to the Plan is limited to its contributions. Actuarial surpluses or deficiencies are recognized in the financial statements of the Government of Canada, as the Plan's sponsor.

### b) Severance benefits:

The Agency provides severance benefits to its employees based on eligibility, years of service and final salary. These severance benefits are not pre-funded. Benefits will be paid from future appropriations. Information about the severance benefits, measured as at March 31 is as follows:

(in dollars)	2006	2005
Accrued benefit obligation, beginning of year	1 582 841	1 547 247
Expense for the year	211 787	35 455
Benefits paid during the year	186	139
	1 794 814	1 582 841

## 7. Related party transactions

The Agency is related as a result of common ownership to all Government of Canada departments, agencies, and Crown corporations. The Agency enters into transactions with these entities in the normal course of business and on normal trade terms. Also, during the year, the Agency received services which were obtained without charge from other Government departments as presented in part a.

### a) Services provided without charge by other government departments:

During the year the Agency received without charge from other departments, accommodation, and the employer's contribution to the health and dental insurance plans. These services without charge have been recognized in the Agency's Statement of Operations as follows

(in dollars)	2006	2005
Accommodation	500 000	500 000
Employer's contribution to the health and dental insurance plans	600 000	600 000
	1 100 000	1 100 000

The Government has structured some of its administrative activities for efficiency and cost-effectiveness purposes so that one department performs these on behalf of all without charge. The costs of these services, which include payroll and cheque issuance services provided by Public Works and Government Services Canada and audit services provided by the Office of the Auditor General, are not included as an expense in the Agency's Statement of Operations.

### b) Payables and receivables outstanding at year-end with related parties:

(in dollars)	2006	2005
Accounts receivable with other government departments and agencies	209 101	141 733
Accounts payable to other government departments and agencies	11 077	13 373

**Table 7: Response to Parliamentary Committees, and Audits and Evaluations for FY 2005–2006**

#### Response to House of Commons Standing Committee on the Status of Women\*

First report – February 2005

Increasing Funding to Equality-Seeking Organizations      Government response – June 2005

Second Report – April 2005

Gender-Based Analysis: Building Blocks for Success      Government response – September 2005

Third Report – May 2005

Funding through the Women's Program: Women's Groups Speak Out      Government response – September 2005

\* In October 2004, a House of Commons Standing Committee on the Status of Women was established. The first three reports and responses can be found at: [cmte.parl.gc.ca/cmte/committeelist.aspx?Lang=1&parlises=381&jnt=0&selid=e24\\_&com=8997](http://cmte.parl.gc.ca/cmte/committeelist.aspx?Lang=1&parlises=381&jnt=0&selid=e24_&com=8997)

Internal evaluations	
The internal evaluation of the <i>Agenda for Gender Equality</i> was completed March 31, 2005	SWC Audit and Evaluation Committee approved both the evaluation report and the absence of an action plan, given that a new approach for gender equality was being developed using recommendations from the evaluation. <a href="http://www.swc-cfc.gc.ca/pubs/age/swc/swcreport_2_e.html">www.swc-cfc.gc.ca/pubs/age/swc/swcreport_2_e.html</a>
The internal evaluation of the WP was completed in December 2005	SWC Audit and Evaluation Committee approved both the evaluation report and action plan at its July 2007 meeting. Recommendations and management response are mentioned in Section 2.2. <a href="http://www.swc-cfc.gc.ca/funding/wp/index_e.html">www.swc-cfc.gc.ca/funding/wp/index_e.html</a>

**Table 8: Travel policies**

The TBS Travel Directive and the Rates and Allowances serve as a benchmark to the TBS Special Travel authorities and apply to public service employees, exempt staff, and other persons traveling on official government business.

In December 1997, an Order in Council was issued to direct organizations other than Crown corporations with authority to establish their own policies regarding travel and hospitality expenditures to be guided by the TBS Special Travel Authorities and Hospitality Policy.

A letter from the Secretary of the Treasury Board also stated that departments and agencies must indicate in their DPR if their travel policies differ from those of TBS or if the organization follows and uses TBS Travel policies parameters.

In accordance with this requirement, SWC notes here that the department follows and uses the Treasury Board of Canada Secretariat Travel Directive, Rates and Allowances.

## Section IV – Other Items of Interest

SWC's Corporate Services program activity relies on 46 employees to provide the same services and respond to the same requirements as other, much larger departments, in all areas: ministerial services, strategic planning and performance management, audit and evaluation, translation, communications, finance, administration, human resources, information technology, information management, security, web services, security, and facilities management. This program activity is distributed among the other two program activities as displayed throughout the document.

Corporate Services supported SWC's new approach on gender equality and led the MMA priority, a large commitment for any federal organization. As a first step, SWC reviewed its mission, vision, and place in the federal machinery of the Government of Canada during 2005–2006. This was discussed with senior officials across the federal government. The results of the review led the Senior Management to adopt changes that will have an impact on SWC's internal governance, strategic direction, new program activity architecture, and functions. Proposed changes to the agency's governance should bring greater integration, coherence, and synergy to its responsibilities.

Another important element of the MMA has been the implementation of the Audit and Evaluation function. The Audit and Evaluation Committee was created and received both Agenda for Gender Equality and WP evaluation reports. The SIS benefited from the expertise to prepare the RMAF–RBAF required for the Treasury Board submission.

The PAA work continued into 2005–2006. Each directorate was guided to prepare formal definition, training, and reporting tools for their performance indicators. Regular meetings were held to support the collection of meaningful data for year end analysis and decision making. Work is still underway but interesting progress are notable in each directorate.

The new *Public Service Employee Act* required that all departments rapidly implement the new policy and guidelines. After meeting the challenging deadlines, SWC has now a trained staff and especially management that will bring the HR management to a new era.

SWC has advanced on implementing the action plan in response to the SWC results of the 2002 Public Service Employee Survey. The Action Plan outlined clear steps that SWC intends to address the priority issues identified in the survey. For example, SWC has progressed on creating a learning environment to support career development with more employees developing and implementing learning plans and taking advantage of in-house language training to perfect their second language ability.

For 2005–2006, \$4.2 million were spent in Corporate Services program activity, the amount has been allocated amongst SWC program activities as follows:

Program activity	% Allocated
Promote Equitable Public Policy	33%
Build Knowledge and Organizational Capacity on Gender Equality	67%

