



# Status of Women Canada

## Performance Report

For the  
period ending  
March 31, 1996

Improved Reporting to Parliament –  
Pilot Document

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## Foreword

This document was prepared as phase two of the Improved Reporting to Parliament Project which has been established within the Treasury Board Secretariat to improve the Expenditure Management information provided to Parliament, and to update the processes used to prepare this information. This is part of a broader initiative known as “Getting Government Right” to increase the results orientation and increase the transparency of information provided to Parliament.

During the period from August 1995 to June 1996, extensive consultations were held with Members of Parliament and other key stakeholders to examine options to improve the information provided to Parliament. A clear requirement was identified to provide a focus on departmental performance and actual results achieved.

In June, 1996 the House of Commons gave its concurrence to tabling, on a pilot basis, separate performance reports from sixteen departments and agencies. These pilot documents will be evaluated, and if Parliament and others endorse the approach, Parliament will be asked to formally approve the introduction of separate performance reports for all departments and agencies beginning in the fall of 1997.

These documents are also available electronically from the Treasury Board Secretariat Internet site: <http://www.tbs-sct.gc.ca/tb/key.html>

Comments or questions about this document, or the Improved Reporting to Parliament Project, can be directed to the TBS Internet site, or to:

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# **Status of Women Canada**

**1995-96**

**Departmental Performance Report**

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**Status of Women Canada**  
**Departmental Performance Report**  
**(1995-96)**

**I. SECRETARY OF STATE'S (STATUS OF WOMEN) MESSAGE**

I am pleased to present Status of Women Canada's Departmental Performance Report for the period of April 1, 1995, to March 31, 1996.

I believe strongly in the importance of setting measurable goals for the agency and am delighted that Status of Women Canada was selected to take part in Treasury Board's pilot project aimed at developing effective performance reports. We are pleased to be among the first departments/agencies to go on record. This pilot project is part of an evolving process of improved accountability and reporting to Parliament. As such, we look forward to feedback on this Performance Report.

This is a challenging time for Status of Women Canada. Last year, with the consolidation of three federal programs for the status of women, Status of Women Canada was given responsibility for the Women's Program, formerly part of Human Resources Development Canada, and for the research, dissemination and public information functions of the former Canadian Advisory Council on the Status of Women. This required a re-examination of the way Status of Women Canada does business. It was crucial for me to ensure that the process of determining the future direction of the agency be an open and inclusive one, if we are to be successful in building an efficient, cost-effective and accountable service-oriented organization. Therefore, I participated in a series of consultations with key stakeholders during March and May 1996.

Participants in the consultations expressed concerns about maintaining the momentum towards women's equality in the face of major social and economic shifts in this country. I share some of these concerns. This is indeed a challenge for our government and for Status of Women Canada. Women's equality is not an isolated issue. It affects the 50.4% of the Canadian population who are women.\* It cuts across all jurisdictions of government, both vertically with other levels of government, and horizontally across federal departments. It is affected by, and influences, the outcome of policies and initiatives of such departments as Justice Canada, Health

\*Women in Canada: A Statistical Report (Third Edition) Statistics Canada 1995  
Canada, Human Resources Development Canada, Finance Canada, and Citizenship and Immigration Canada. There is no federal department which does not share responsibility for women's equality.

Gender-based analysis is an effective tool to ensure women's perspectives and concerns are integrated into the horizontal decision-making process. It was adopted as a government-wide policy in 1995. As a result of this Status of Women Canada-led initiative, all departments and agencies committed themselves to analyzing future policies, programs and legislation for their differential impact on women and men. Status of Women Canada is committed to facilitating this process to ensure that federal initiatives enhance women's equality.

We will be working in partnership with other levels of government and the private sector to facilitate a co-ordinated response to the many challenges ahead of us. Status of Women Canada's main policy priorities over the coming years will be women's economic autonomy and well-being, systemic violence against women and children, and women's rights as human rights, with a priority for doubly disadvantaged women. These are neither static nor emerging issues. They are at the core of women's equality.

Our government's vision of society is founded on a sense of responsibility for each other, on the principles of equality of opportunity, respect for diversity and fairness for all. If we are to secure the opportunities of the 21st century for the women of Canada, all must be given equal access to opportunities to develop their individual potential, regardless of their diversity. Conversely, Canada must benefit from the talents of all members of society.

I think that Status of Women Canada has an important role in making this vision a reality. We owe it to Canadians to ensure that we are accountable for every action taken as well as every dollar spent. To this end, the measurement of our performance should reflect our effectiveness in meeting our objectives, while maintaining cost-efficiency, proactivity, inclusiveness and openness in policy making, and ensuring our ability to withstand public scrutiny.

There is still a long way to go before we can fully attain our overall objective of equality for all women in Canada. I am certain that the best way Status of Women Canada can make a difference is by ensuring that we all work together, efficiently, effectively and transparently.

The Honourable Hedy Fry, P.C., M.P.  
Secretary of State (Status of Women)



## **II. DEPARTMENTAL OVERVIEW**

### **A) MANDATE**

The legal mandate for Status of Women Canada, provided by Order in Council 1976-779 and the Appropriation Act 1976-77, is to “co-ordinate policy with respect to the status of women and administer related programs.”

### **B) GOAL**

Status of Women Canada advocates and promotes equality for women in all spheres of Canadian life, thereby contributing to the overall well-being of women, their families and their communities – physically, economically and socially.

### **C) ROLE AND RESPONSIBILITIES**

Status of Women Canada believes that for women to attain full equality, they must do so in all spheres, be they social, economic, legal, political etc. Because these spheres are interrelated, the agency provides for the efficient and effective horizontal co-ordination that is vital to coherent and focused policy and decision-making, and to the best use of available resources. To achieve its mandate, Status of Women Canada assesses the differential impact of policies on women and men. As well, it develops collaborative relationships with other federal government departments and agencies, provincial and territorial governments, local governments, non-governmental organizations, and industry, educational, justice and health authorities. Its regional offices are vital links in maintaining these relationships.

At the federal level, Status of Women Canada acts as a catalyst and as a partner, working to influence the activities of departments and agencies. It:

- initiates and co-ordinates the development of policies that advance women’s equality;
- monitors the progress of the status of women throughout the country;
- funds policy research and integrates research findings into the policy development process;
- promotes the implementation and application of gender-based policy analysis throughout the federal government;
- conducts gender-based analysis of legislation, policies and programs;
- recommends changes to ensure that government decisions are of benefit to all women;
- collaborates with provincial and territorial governments to address women’s equality issues;

- consults with women's organizations and other non-governmental representatives from across the country to discuss government policy initiatives, and monitors progress on issues;
- informs women and men in Canada of federal initiatives to advance women's equality in Canada and around the world; and
- provides financial and technical assistance to women's and other voluntary organizations at community, regional and national levels.

As Canada's representative, Status of Women Canada promotes women's equality at the international level with organizations such as: the United Nations Commission on the Status of Women; the Commonwealth; the Organization for Economic Cooperation and Development (OECD); la Francophonie; and the Inter-American Commission on the Status of Women of the Organization of American States. The agency also represents Canada in bilateral initiatives to advance women's equality.

#### **D) ORGANIZATION AND PROGRAM DELIVERY**

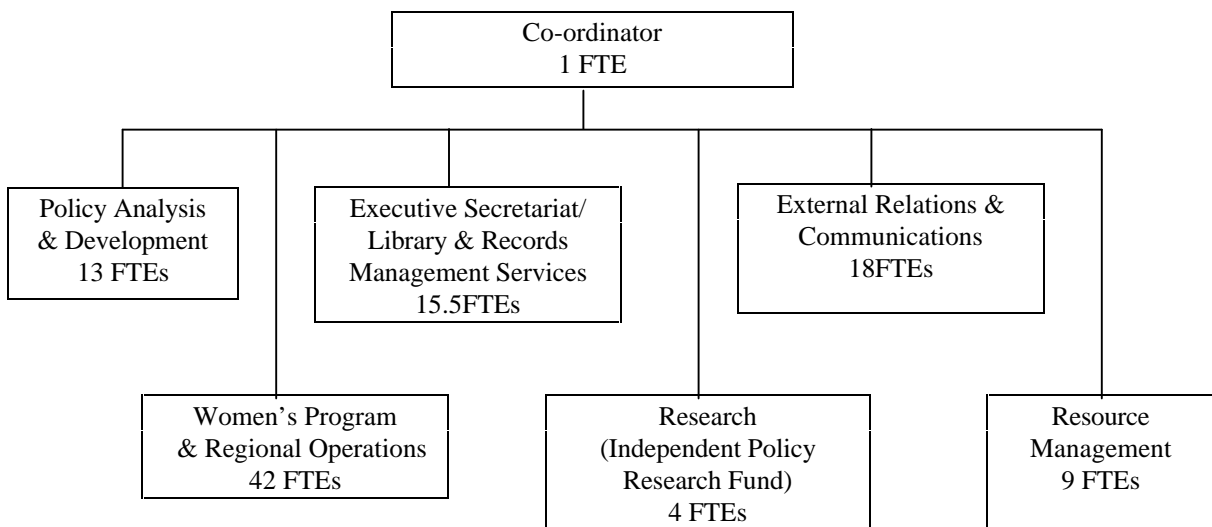
Status of Women Canada is currently undertaking an organizational review to clarify and streamline functions in light of the integration into the agency of the Women's Program (formerly with Human Resources Development Canada), and of the independent research, dissemination, and public information functions of the Canadian Advisory Council on the Status of Women. This may result in changes to the allocation of staff and responsibilities outlined below.

- The *Co-ordinator* of Status of Women Canada is the head of the agency, reports legally to the Minister Responsible for the Status of Women, and reports on an on-going basis to the Secretary of State (Status of Women).
- The *Executive Secretariat, Library and Records Management Directorate* provides support to the Co-ordinator, ministerial liaison services, as well as library and records management services to the organization. Library services will be publicly available by 1997-1998.
- The *Policy Analysis and Development Directorate* analyses and reviews existing and proposed federal government policies, legislation, programs and initiatives to evaluate their impact on women. It also initiates and develops policies in cooperation with other federal departments.
- The *External Relations and Communications Directorate* collaborates with provincial and territorial governments, international organizations and other governments, women's and other non-governmental organizations, the media, the private sector and academic institutions. It also delivers the full range of communications services, provides a focal point for consultation advice and planning, writes replies

for all Ministerial correspondence, and co-ordinates departmental translation requirements.

- The *Resource Management Directorate* is responsible for ensuring statutory accountability and for delivering services to the organization in the areas of financial and human resource management, informatics, telecommunications, security, materiel management and contract administration.
- The *Women’s Program and Regional Operations Directorate* provides financial and technical assistance to women’s and other voluntary organizations at the community, regional and national levels, to advance women’s equality. Status of Women Canada has a direct link to communities and stakeholders across Canada through 27 regionally-based program officers. They work extensively with women's and other community-based organizations, provincial and territorial governments, and other sectors, to collaborate on policies and programs, strengthen the effectiveness of other stakeholders in contributing to women's equality, and obtain input from "the front-line" to Status of Women Canada's policy analysis.
- The *Research Directorate* manages and co-ordinates the Independent Policy Research Fund, and other related activities.

**STATUS OF WOMEN CANADA ORGANIZATIONAL CHART**  
(SWC Indeterminate FTE complement = 102.5)



Note: This organigram reflects the organizational structure of Status of Women Canada at the time of writing. It may change subject to the current organizational review.

## **E) OBJECTIVES AND PRIORITIES**

### **1) Corporate objectives**

In line with the goals outlined in the Status of Women Canada Business Plan (Spring 1996), the following three corporate objectives have been developed:

- To promote and contribute to strengthened and more equitable public policy, through public policies, legislation, programs and services which take into account gender implications and the diversity of women's perspectives;
- To support a broad range of stakeholders (governmental, non-governmental, private sector and the public) who contribute to achieving women's equality;
- To ensure an efficient, cost effective and service-oriented Status of Women Canada.

### **2) Policy priorities**

Given the need to maximize the limited resources of the agency for the most effective impact, Status of Women Canada has selected the following policy priorities. These are based on the government's overall agenda, on federal commitments in the *Beijing Declaration and Platform for Action* and in *The Federal Plan for Gender Equality*, and on key concerns identified by Canadian women. They are:

- women's economic autonomy and well-being,
- systemic violence against women and children,
- human rights, with priority for doubly disadvantaged women.

## **F) RESOURCE PLANS**

(See Appendix A).

### III. CORPORATE PERFORMANCE

#### A) SUMMARY OF RESULTS COMMITMENTS

Status of Women Canada's summary of its results commitments to Canadians for 1996-97 is a part of the report tabled in Parliament, in the fall of 1996 by the President of the Treasury Board, titled *Getting Government Right: Improving Results Measurement and Accountability*. It provides an excellent framework for this 1995-96 Performance Report, as it outlines many of the actions undertaken by Status of Women Canada to achieve key goals in the 1995-96 fiscal year.

<b>Status of Women Canada has a budget of \$16,563,000</b>	
<b>To provide Canadians with:</b>	<b>to be demonstrated by:</b>
<b>Strengthened and more equitable public policy</b>	
Public policies, legislation, programs and services that take into account gender implications and the diversity of women's perspectives	<ul style="list-style-type: none"> <li>→ gender-based analysis in government policy development, at the planning and subsequent stages</li> <li>→ the use of gender-based analysis tools and training in federal departments and agencies by 2002</li> <li>→ joint federal-provincial/territorial gender-based policies and projects</li> <li>→ research studies and publications that enhance public policy</li> <li>→ collaboration with other government departments and agencies, as well as with other countries and international organizations, to promote a gender perspective internationally</li> <li>→ active participation and input of women's organizations in the public policy process; i.e. policies, programs, and services</li> </ul>
<b>Support to a broad range of stakeholders working actively to achieve equality for women</b>	
Effective stakeholders (governmental, non-governmental, private sector and the public) who contribute to achieving women's equality	<ul style="list-style-type: none"> <li>→ national and regional consultations, discussions and information exchanges with women's groups and other stakeholders</li> <li>→ a library and information service for the public</li> <li>→ well-informed stakeholders on gender equality</li> <li>→ independent gender-based research</li> <li>→ alliances/partnerships</li> <li>→ women's organizations better equipped with skills, abilities and tools</li> </ul>
<b>An efficient, cost-effective and service-oriented Status of Women Canada</b>	
A continuously evolving organization that is flexible, innovative, and focused	<ul style="list-style-type: none"> <li>→ finetuned organizational infrastructure which includes an independent research function, a library and information service for the public, and a review of the future direction of the Women's Program</li> <li>→ horizontal co-ordination and integration of government efforts for the advancement of women</li> <li>→ the development of service standards for both external and internal clients</li> </ul>

## B) CONTEXT AND FACTORS INFLUENCING RESULTS

### 1) Status of Women Canada's Context

Issues of concern to women are societal issues. As a result, Status of Women Canada's planning process and workload are affected by a wide-ranging and complex set of factors:

- **Government Initiatives and Priorities.** Status of Women Canada must react quickly to new or changing government priorities. This is challenging because the associated policy issues are numerous and complex, and the responsibility for policies that affect women is shared by a large number of federal departments. Factors that may affect the agency's work include changing economic, legal, social and political conditions.
- **Federal-Provincial/Territorial Relations.** Many issues on the federal government's agenda require federal-provincial/territorial cooperation. Decisions made by ministers in federal-provincial/territorial meetings affect Status of Women Canada's work. This is also true of decisions made in other sectoral ministers' conferences.
- **International Relations.** Canada participates in international meetings and conferences where the status of women is a primary or secondary focus. Increasingly, this includes co-ordination of, and liaison with, non-governmental organizations which are playing a much more active role in this area. Preparations for, and follow-up from, these meetings have an impact on the workload of Status of Women Canada. As a result of Canada's leadership in its government infrastructure for advancing women's equality and in its legislative and policy work, Status of Women Canada is increasingly called upon to inform, advise and assist other countries and international bodies in the development or refinement of their mechanisms and other work.
- **Liaison with Non-governmental Organizations and the Public.** Women's groups and members of the general public increasingly request information about government policies and programs that affect women and ask to be included in decision-making processes and mechanisms such as advisory boards and committees. Status of Women Canada responds to these concerns directly through its regional and national offices, via its publications, correspondence, briefings and consultations, and by involving women's groups and the public in the development of government initiatives to address women's equality issues.

## **2) Factors Influencing Results**

a) As an agency with a horizontal policy mandate, Status of Women Canada seldom possesses the direct organizational authority over the resources the government deploys either to lead policy development, or to implement policy relative to women's equality. The agency therefore maintains a tripartite program orientation:

- It accepts leadership responsibility for specific issues and initiatives related to the equality of women. The issues and initiatives for which the agency bears responsibility vary from one planning period to the next, depending on the government's domestic and international priorities and interests.
- It monitors and actively contributes to high-priority government policies, programs and legislative initiatives, conducting research to inform policy development, and dedicating resources to these initiatives to ensure that a gender-sensitive understanding of equality is brought to bear on them.
- It maintains a "watching brief" on a diverse variety of other issues to provide well-informed commentary and advice from a women's perspective on short notice.

These are resource-intensive activities that place a premium on expertise and know-how. Often the results of these activities are subtle, and reflect a synthesis of many departmental perspectives, not just those of a single department or agency. This makes it difficult to isolate, quantify and report the contribution of any single organization to a new or changed government policy, program or legislative initiative. Nevertheless, this report provides an indication of the kinds of contributions Status of Women Canada makes to policy, programs and legislation, as well as a sense of the range of government initiatives in which it is involved.

b) 1995-96 was a transition year for Status of Women Canada – a year in which it integrated a number of new responsibilities. In the upcoming year, Status of Women Canada will establish its strategic directions and develop a focused and proactive approach to all its work, including its new responsibility to provide direct service to its clients. Long-term strategies, goals and success indicators will also be provided in the next fiscal year.

c) Consultations have taken place concerning the independent policy research fund, and the future direction of the Women's Program. At the request of Treasury Board, Status of Women Canada is developing evaluation frameworks for both of these programs. The frameworks will serve as accountability documents and will provide a basis for future program evaluation work.

## IV: RESULTS ACHIEVED (1995-96)

Although this Performance Report spans the 1995-96 fiscal year, it is sometimes preferable to include key results which occurred in the early part of the 1996-97 fiscal year, thereby providing a more complete description of performance in specific areas.

### **A) CORPORATE OBJECTIVE 1: To promote and contribute to strengthened and more equitable public policy through public policies, legislation, programs and services that take into account gender implications and the diversity of women's perspectives.**

#### **1) The Federal Plan for Gender Equality: Setting the Stage for the Next Century**

*The Federal Plan for Gender Equality: Setting the Stage for the Next Century*, released in Canada on August 11, 1995, was co-ordinated and produced by Status of Women Canada, developed by 24 federal departments and agencies, and tabled at the Fourth United Nations World Conference on Women, in Beijing.

The document provides a framework that will guide future federal initiatives toward equality between women and men in Canada. It details over 300 government commitments to promote women's status in relation to economic autonomy, health, culture, employment, protection from violence, and participation in decision-making. Status of Women Canada has direct or indirect responsibility for implementing 82 of the commitments, including:

- leading the implementation of gender-based analysis of policy initiatives. This will include ensuring that necessary tools and methodologies to undertake gender-based analysis are developed;
- monitoring the implementation of the commitments made by the government, individual departments and agencies; and
- developing social and economic indicators to measure the progress of the status of women in Canada.

***Gender-Based Analysis of Policy.*** *The Federal Plan's* most strategic measure is its call for the implementation of a gender-based approach to policy-making to ensure that an appreciation of gender differences and respect for diversity are built into federal policy development and analysis. Gender-based analysis of policy is important because women and men differ in their life experiences and socio-economic characteristics. Gender-based analysis therefore helps ensure that federal policies have intended and equitable results for both women and men, boys and girls. It will also assist the federal government in respecting the equality provisions of the *Canadian Charter of Rights and Freedoms* and its international obligations.



As part of its commitment in *The Federal Plan* to the development and application of tools and methodologies for carrying out gender-based analysis, the government commits to:

- the collection and use of gender-disaggregated data;
- the use of gender-sensitive language throughout the federal government; and
- the evaluation of the effectiveness of the gender-based analysis process.

Status of Women Canada has been leading this analysis process, collaborating with other governments, as well as federal departments and agencies, in its staged implementation over a five-year period. Individual departments and agencies are assuming responsibility for undertaking their own gender-based analysis, within their spheres of activity. These departments and agencies are now at various stages of implementation, as they develop the expertise and capacity to carry out the analysis.

## **2) The Beijing Declaration and the Platform for Action**

Status of Women Canada had the lead role in planning and coordinating the federal government's participation in the Fourth United Nations World Conference on Women, held in Beijing, China, in September 1995. The agency also is playing a lead role in working with departments to co-ordinate federal implementation of the agreements reached in the Conference document, the *Beijing Declaration and the Platform for Action*.

Canada's key objective for the Conference was to seek agreement for a global *Platform for Action* that would set out practical measures to accelerate progress toward gender equality. Canada also met its goal of ensuring the consolidation of the important gains for women made at recent world conferences and summits on children, the environment, human rights, population and social development. In addition, Canada put forth, and supported, constructive amendments aimed at furthering global equality for women.

The Conference addressed 12 critical areas of concern for women: poverty, education, health, violence, armed conflict, economics, human rights, media, the environment and the girl child. Canada was actively involved in negotiations on all issues and assumed a leadership role in many instances where it was particularly difficult to reach an accord. This leadership role was recognized by the Canadian media.

The resulting *Beijing Declaration and the Platform for Action* reflects important consensus agreements related to all aspects of women's lives — social, economic, political and cultural.

Status of Women Canada's preparatory initiatives include the following:

- The federal government, through Status of Women Canada, assisted Canadian women in contributing to the Beijing process through support to the Canadian Beijing Facilitating Committee (CBFC), which was the primary mechanism for Canadian NGO co-ordination in Canada. Status of Women Canada's Women's Program both funded and co-ordinated inter-departmental funding to facilitate, encourage, enable and allow the participation of Canadian NGOs in a number of domestic and international preparatory activities. For example, support was provided for:
  - a special edition of the *Canadian Woman Studies* magazine, "Women's Rights are Human Rights";
  - the production of a video on violence against women based on women's speeches at the International Human Rights Conference, which took place in Vienna in 1994; and
  - the Global Media Monitoring Project, which documented the portrayal of women in the news in over 71 countries on January 18, 1995, and was successfully released on International Day of Women's Action in Beijing.
- Status of Women Canada joined with the private sector (*Homemaker's* and *Madame au Foyer* magazines) to sponsor a writing challenge in which young women were invited to "Write Your Way to China". The two young winners attended the Beijing conference, and the winning submissions were included in the information kits for Youth Day at the conference.

### **3) Status of Women Canada's Policy Priority 1: Women's Economic Autonomy and Well-Being**

*The Federal Plan* outlines commitments aimed at improving the economic autonomy and well-being of women. Despite the many positive changes that have occurred since the *Report of the Royal Commission on the Status of Women in Canada* in 1970, women's economic inequality persists. Employment issues are especially crucial for those who are members of designated minority groups.

- In 1993, 45% of all paid workers were women, up from 36% in 1975, which accounted for almost three-quarters of all employment growth in Canada during this period.
- Women earn, on average, less than men. In 1993, women's full-time, full-year earnings averaged 72% of men's.

- A 1992 Statistics Canada study of the value of household work in Canada estimated that 65.6% of household work is undertaken by women. The balancing of paid and unpaid work is an ever increasing challenge for women.
- Women face a higher risk of poverty than men. In 1993, 56% of all people below the Statistics Canada Low Income Cut Off were women. This increased to 72% among those over age 64.

#### ***a) Canada Health and Social Transfer***

Effective 1996-97, the major transfers to the provinces under the Canada Assistance Plan (social services and social assistance) and Established Programs Financing (health and post-secondary education) have been replaced by a block grant — the Canada Health and Social Transfer (CHST).

A major determinant of health is socio-economic status. Reforming Canada's social programs will have an important impact on the health of many women: they live longer than men and need to access the health care system more often than men. Because they are disproportionately poor and without means to afford private health care, women's access to public health care, protected by the *Canada Health Act*, is critical. The importance of the social safety net to women means that any changes to it will have a significant impact on them, as the users and providers of health and social services.

Status of Women Canada's initiatives include:

- Status of Women Canada commissioned policy papers with respect to the implications of the CHST for women, to inform its analysis and contribution to the process of developing principles and objectives for the CHST. Status of Women Canada has shared this research on gender issues and the CHST with its partner departments, as well as its provincial/territorial counterparts. It also continues to promote the importance of gender-based analysis in the reform of social and economic policies.
- At Status of Women Canada consultations with women's groups across the country, concern was expressed about the impact of CHST on women. Status of Women Canada responded, in June 1996, by issuing a call for proposals for research on the gender implications of CHST.

#### ***b) Pension Reform***

The 1995 federal budget announced actions to put Canada's retirement income system on a fairer and sustainable basis. Women's access to income security in retirement is problematic. Women continue to be over-represented in non-standardized employment, including part-time, temporary, seasonal, low-paying and low-security jobs. They

experience unique difficulties in qualifying for unemployment benefits and training, and have fewer opportunities to accumulate private pensions.

Pension reform initiatives include:

- Status of Women Canada sponsored a Round Table on Canada Pension Plan reform, organized by the Caledon Institute of Social Policy. The Round Table brought together social policy experts with representatives of other departments, other levels of government, and women's, seniors, and social policy organizations. This information was further shared through a report distributed to participants, about 100 other organizations, and Members of Parliament. It was also featured in the *Globe and Mail*.
- Federal-Provincial/Territorial Ministers Responsible for the Status of Women, at their annual meeting in May 1996, discussed the current review of the Canada Pension Plan. Acknowledging that new information is emerging about the specific impact of reforms on women, Ministers decided to approach Ministers of Finance to communicate their concern that gender implications be fully taken into account before the review is concluded.

### *c) Unpaid Work*

Women carry out the majority of work related to child-rearing, caregiving and housekeeping. As previously mentioned, a 1992 Statistics Canada study on the value of household work in Canada estimated that 65.6% of household work is undertaken by women. This work, which is usually unpaid, is essential to the functioning of the economy, but it is not widely recognized as a valuable economic activity. Defining and measuring the value of this work is an essential first step in recognizing the contribution women make to Canada's well-being. In 1994, for example, a Statistics Canada study calculated that housework performed by a woman has a monetary value of between \$11,920 and \$16,580 annually, depending on the method of estimation, and of \$26,310 if she has children under the age of five.

Status of Women Canada's initiatives include:

- For several years, Status of Women Canada has participated actively with Statistics Canada in the development of an appropriate question on unpaid work in the 1996 Census. As a result, the 1996 Census included a multiple-part question on unpaid work. Canada is the first country to include a question on unpaid work in a national census.
- Status of Women Canada and Statistics Canada hosted an international conference in 1993 to bring together representatives from key countries involved in estimating unpaid work to discuss current and future issues in this field. The conference

provided a forum for international exchange of information on the challenges associated with measuring unpaid work. Status of Women Canada also sponsored participants representing women's groups.

- In 1995, Status of Women Canada initiatives at the Fourth United Nations World Conference on Women resulted in an international agreement to use unpaid work information in social and economic policy.
- While there is considerable development in measurement methodologies and good collection of data in Canada, there is very little knowledge and understanding of the policy implications. Contributions of unpaid work to the functioning of any country's economy is not yet widely understood, nor its value accepted. Macro - and micro-economic policies continue to be developed without an assessment of their impact on the amount of unpaid work that will be necessary to implement them. To start filling the vacuum in this area, Status of Women Canada developed a framework to evaluate policy responses to unpaid work. Status of Women Canada presented a paper to the OECD Working Party on the Role of Women in the Economy proposing to carry out a comparative project with other OECD countries aimed at building an inventory of policies that take the value of unpaid work into account and developing common gender-based principles that could guide decision-makers in assessing policies.
- With other members of a federal-provincial/territorial working group on women's economic equality, Status of Women Canada is now developing, in concert with Statistics Canada, a set of indicators of women's economic well-being that better reflects their realities. It will add to measures such as the wage gap by providing information on all sources of income for women and men and will include indicators on paid and unpaid work.

#### *d) Child Support*

In the early 1990s, as part of a family law review led by Justice Canada, ways to improve child support were being examined.

- Status of Women Canada, starting from an earlier general review of dependency issues within the tax system, identified the tax treatment of child support as a major problem for women and children that could not be remedied through family law or enforcement measures. Because of a complex inter-relationship, simultaneous tax changes were necessary to ensure gender equality and children's well-being. A detailed gender analysis was undertaken which assessed problems, specified criteria to guide new policy and presented possible options.

Mounting public pressure, which included lobbying by custodial parent groups, a Supreme Court challenge and a private member's bill, led to a Task Force on the taxation issue co-chaired by the Secretary of State (Status of Women).

- Through continuous work with Finance Canada, Justice Canada and Human Resources Development Canada, Status of Women Canada's suggested directions for change were tested and found to be the best option. As a result, the child support reforms announced in the 1996 Budget were presented as a package that included changes to taxation and income support as well as family law and enforcement. Follow-up will include better monitoring and data collection.

*e) Supporting Community Responses to Economic Issues*

Status of Women Canada provided support to women's community-based initiatives to foster the economic equality of women. The Women's Program provided \$1,818,856 to women's groups and/or projects designed to improve women's economic equality. These include:

- A symposium on "Women as Family Caregivers." The symposium was organized in November 1995 by a coalition of national and provincial women's groups representing both official languages communities. It explored the issue of women's unpaid work, examining themes such as economic security, recognition of unpaid work, community supports for caregivers and balancing work and family.
- Meetings in Ontario of the Women and Rural Economic Development organization with financial institutions and community loan fund managers. The purpose of the meetings was to examine issues related to women's access to financial capital.

*f) Women's Physical and Psychological Well-being*

Women's health is affected by a diversity of factors – genetic endowment, individual behavior, the physical and social environments, socio-economic, cultural and political realities. The higher prevalence of poverty among women has negative health consequences for women and their children. Gender gaps in health policy, research and practice also affect women's health. Gender difference has an important impact on health policy and practice. Globally and in Canada, gender gaps in health policy analysis and practice frequently lead to misdiagnosis and mistreatment of women's health problems. For example, women's health problems such as cardiovascular diseases and AIDS have received insufficient attention despite the increase in incidence. Between 1981 and 1991, the incidence of cardiovascular diseases increased by 5% among women and dropped by 11% among men.

As well, insufficient attention is given to conditions and diseases exclusive to, or primarily experienced by, women. This is due in large measure to assumptions that health over a lifespan follows the same course regardless of gender, that the nature of common illnesses or diseases is similar for both genders, and that the treatment needs of women and men are the same.

*The Federal Plan* commits the government to a number of projects and initiatives to ensure that gender is widely understood and used as a fundamental variable in health policy development, research and evaluation.

Status of Women Canada's initiatives include the following:

- Status of Women Canada continues to work closely with other federal government departments to ensure that women's health concerns are taken into consideration in all policy directions, and that the commitments in *The Federal Plan* and the *Beijing Declaration and the Platform for Action* are fulfilled.
- Through the Women's Program, Status of Women Canada also helps women's communities create their own well-being.
  - In 1995-96, the Women's Program provided funding to the Aboriginal Nurses Association of Canada in support of its annual conference "Diversity in Healing." The conference served to share information and identify health promotion strategies to address more effectively the particular health needs of Aboriginal women who face cultural, geographic and other barriers to accessing appropriate services. Results of the conference were to be shared with other professional and health organizations, women's groups, and policy makers at the local, provincial and national levels.
  - Le Regroupement des centres de santé du Québec received funding for a variety of activities such as action research and outreach related to women's health.
- Status of Women Canada participated with Health Canada in the planning and implementation stages of the Canada/US Women's Health Forum in August, 1996. As well, the Secretary of State (Status of Women Canada) was a key panelist at the Forum.
- Status of Women Canada and Justice Canada are the key departments working closely with Health Canada in the development of policies on New Reproductive Technologies. As well, Status of Women Canada participates in a federal-provincial/territorial working group on New Reproductive Technologies.

#### **4) Status of Women Canada's Policy Priority 2: Systemic Violence Against Women and Children**

Violence against women remains a persistent fact in Canada. The statistics tell a sombre story:

- In 1993, Statistics Canada's Violence Against Women Survey found that 51% of women in Canada reported having experienced male violence, defined as physical or sexual assault considered an offence under the *Criminal Code*.
- Three in 10 currently or previously married women have experienced at least one incident of physical or sexual violence at the hands of a marital partner.
- According to a homicide survey conducted by Statistics Canada, married women are nine times more likely to be killed by a spouse than by a stranger.
- Statistics Canada also found that 42% of women aged 15 and over felt unsafe walking in their own neighbourhood after dark, and 23% of women had been sexually harassed in the workplace.
- Violence against women is costly. Status of Women Canada provided funding to the Centre for Research on Violence Against Women and Children in London, Ontario, to produce a background paper on the estimated annual economic cost of violence against women in Canada. The cost is estimated at \$4,227 billion.

*The Federal Plan*, in line with the results of the Fourth United Nations World Conference on Women, commits the government to strengthening existing measures to reduce violence against women.

Status of Women Canada's initiatives include the following:

- Status of Women Canada, as the ongoing lead agency with respect to the issue of violence against women, continues its collaboration and co-ordination with other government departments and agencies, and with other levels of government.
- Violence against women has been a long-standing priority of the Women's Program, which has targeted funding specifically to the prevention of violence against women, and to institutional change in the private and public sectors. Initiatives that develop innovative approaches and solutions to the information and service needs of women survivors of violence are also of major interest to the Women's Program. Activities funded include demonstration or pilot projects, community-based action research, development of resource materials, and workshops, seminars and conferences.



- Status of Women Canada participates in a federal funding consortium being led by Justice Canada, which is providing funding to the National Organization of Immigrant and Visible Minority Women of Canada to produce a comprehensive workshop module on female genital mutilation. This module will be used with members of communities where female genital mutilation is a traditional practice.
- Status of Women Canada provided funding to the Vancouver-based Women's Research Center to co-ordinate an assessment of progress in bringing about an end to spousal abuse through the shelters and transition house movement, and an examination of the strategies to follow for long-term prevention. The project will result in the publication of the perspectives of a diversity of women working at the community level regarding concerns and obstacles facing the movement against spousal assault.

### **5) Status of Women Canada's Policy Priority 3: Human Rights, with priority for doubly disadvantaged women**

Various reports (e.g., *Proceedings of the National Symposium on Women, the Law and the Administration of Justice*, *Department of Justice Response to the Recommendations from the Symposium*, and the federal-provincial/territorial report, *Gender Equality in the Justice System*) have all clearly demonstrated the numerous ways in which women face barriers to justice within our legal system. Because the gender perspective is not routinely taken into account, policies, laws, and practices in our justice system do not accommodate the different needs and experiences of women, and frequently actively discriminate against them.

Changing social realities require evolution in the response of the legal system to ensure that it fully represents and reflects women's realities and addresses the challenge of gender bias in both its substance and structure. For example, access to the justice system for many women is contingent on the availability of civil legal aid.

Status of Women Canada's initiatives include the following:

- During the recently completed review of the *Bankruptcy Act*, Status of Women Canada argued successfully that women who are the holders of arrears in child and spousal support payments should be able to share in the estate of the bankrupt and be given a higher priority than many of the bankrupt's unsecured creditors. It also maintained that bankrupts can no longer be relieved from paying personal injury judgments stemming from assaults.
- Status of Women Canada developed a framework to document and evaluate alternatives to the traditional, adversarial justice system in order to improve women's access to justice in family law cases.

- Status of Women Canada is monitoring the ongoing recodification of the General Part of the *Criminal Code*, namely the types of defenses that are allowable in law. Proposed amendments to the types of defenses permitted require analysis from a gender perspective to ensure that any changes that are made ensure the protection of women within the justice system.
- In 1995-96, the Women's Program funded a project sponsored by the Canadian Bar Association, "Equality of Women in the Legal Profession." This project developed educational materials to instruct members of the legal profession on how to implement policies and practices within law firms to better reflect the presence and needs of their women students, associates, and partners.
- Status of Women Canada has been concerned about the conditions of women who are incarcerated in federal prisons in Canada. Status of Women Canada took part in a Response Group of Senior Officials who examined the more than 100 recommendations contained in the report of Madame Justice Arbour to the Solicitor General, concerning the 1994 events at the Kingston Prison for Women. On the advice of the group, the Solicitor General announced that some of the key recommendations would be accepted, including the appointment of a Deputy Commissioner of Women's Corrections. Status of Women Canada is monitoring the government's response and implementation of other Arbour Report recommendations.
- Funding was also provided in 1994-95 and 1995-96 to the Manitoba Association of Women and the Law to look at gender bias in provincial family law courts. As a result, the group produced a report that was the subject of a two-day conference of women's groups, lawyers and other interested parties.
- Status of Women Canada also monitors the evolution of case law and provides input to the Department of Justice to assist it to become fully apprised of the gender-related implications of cases brought under Section 15 of the *Charter of Rights and Freedoms*. In addition, the agency works closely with the Department of Justice to develop laws that address problems arising from certain court decisions, such as the *Criminal Code* amendment concerning the defense of extreme intoxication.

**B) CORPORATE OBJECTIVE 2: To support a broad range of stakeholders (governmental, non-governmental, private sector and the public) who contribute to achieving women's equality.**

**1) Independent Policy Research Fund.**

Status of Women Canada's policy mandate has been strengthened by a capacity to fund independent public policy research, a function it has taken on from the Canadian Advisory Council on the Status of Women. In 1995-96, Status of Women Canada

consulted with women's organizations, academic researchers, and other interested parties for advice on models for its independent policy research capacity, and on research priorities. The results of the consultations will influence the operation of the Independent Policy Research Fund. This fund will provide stakeholders and the Canadian public with vital information to assist greater public participation in gender-sensitive policy and program development.

## **2) Federal-Provincial/Territorial Initiatives.**

Since 1982, Status of Women Canada and its provincial and territorial counterparts have collaborated on numerous policy and other initiatives to achieve gender equality.

- At the 14th Annual Meeting of Federal-Provincial/Territorial Ministers Responsible for the Status of Women in May 1995, Ministers reached agreement on the importance of having gender-based analysis undertaken as an integral component of governments' policy processes. As a result of the work done by the federal government and the province of British Columbia, and because this is such a new approach for most governments, Status of Women Canada shared its experience and methodological tools with provinces and territories.
- Status of Women Canada is participating in the newly constituted Federal-Provincial/Territorial Working Group on Women and Canada's Economic Future. This Group is focused on initiatives to foster women's economic equality. Three objectives have been established within this broad framework: recognizing the reality of women's lives; eliminating barriers to economic equality; and informing women of their choices. Joint federal-provincial/territorial work has begun in support of these objectives. The first project, in progress, involves the development of economic equality indicators to provide a measurement tool of women's economic status.
- Fiscal year 1995-96 was the second year of the implementation of the *Regina Declaration on the Rights of Women Subjected to Violence*, approved by Federal-Provincial/Territorial Ministers Responsible for the Status of Women in June 1994. It has focused on the development of a communications tool that will convey the range of initiatives being taken across Canada to prevent violence against women.

## **3) Funding and Technical Assistance.**

The funding and technical assistance provided by Status of Women Canada through the Women's Program enables the agency to translate policy issues identified by the government and other stakeholders into concrete actions aimed at improving the lives of Canadian women and the communities in which they live.

A key element of the Program's delivery is the recognition of the importance of involving those most directly affected by the problems in the identification of solutions. By helping women to help themselves, thereby increasing their self-sufficiency, the Program contributes to the government's larger social development objectives.

The Program's financial and technical assistance is focused on supporting community-based efforts to analyze the gender impact of policies, programs and issues. Emphasis is placed on the identification of systemic barriers whose removal will result in long-term changes in the lives of women, their families and their communities.

The Program takes as its starting point the need for a multi-faceted approach when addressing complex gender equality issues. Thus, in keeping with the horizontal approach taken by Status of Women Canada to its overall policy mandate, the Program works actively to develop joint initiatives with other federal departments such as Justice Canada, Health Canada, Canadian Heritage, Human Resources Development Canada and Agriculture Canada.

Recognizing that gender equality is a broad societal issue, Program staff work actively to bring women with concerns together with other stakeholders in key sectors such as provincial, territorial and municipal governments, the private sector, police, health professionals and educational institutions. Encouraging these various constituencies to work collaboratively to remove barriers to women's participation leads, in the long term, to greater social cohesion and allows for the leveraging of additional human and financial resources.

A wide range of other non-monetary, technical assistance is provided to funded and non-funded groups and individuals. This includes identification of alternate funding sources; sharing of data, resources and information on best practices; direction on organizational development and institutional change; direct involvement in the development of projects; and follow-up to ensure successful completion.

The projects funded have a wide scope. A diverse variety of activities that promote women's equality are eligible for funding, and include conferences, workshops, publications, research and public education activities. Program funding is provided to assist women's groups to carry out a clearly defined program of activities that address the Program's objectives.

In 1995-96, the Women's Program provided over 400 grants to women's and other voluntary organizations at the national, regional and community level. Assistance was directed towards three funding areas: economic equality, social justice and participation. As in the past, activities that address the needs of women facing multiple barriers — women with disabilities, immigrant and racial minority women, aboriginal women and economically disadvantaged women — will continue to receive special attention. The future direction of the Women's Program is pending the results of consultations with stakeholders.

#### **4) Public Information, Communications and Media Relations**

Status of Women Canada promotes women's equality through publications, special events and media relations activities. These activities enable Status of Women Canada to inform both women and men about issues and federal government legislation, policy and program initiatives for women.

##### ***a) International Conferences***

- The Fourth United Nations World Conference on Women in Beijing represented an important opportunity to raise awareness and understanding of women's equality issues. Status of Women Canada worked closely with other key departments to co-ordinate communications planning and implementation to achieve this goal. Communications activities in the pre-Conference period included; producing Canada's report to the United Nations in preparation for the Conference and a joint publication with Statistics Canada, in May 1995, entitled the *Women in Canada Statistical Report*.
- Status of Women Canada also played an active role in the organization of Women and the Media: Access to Expression and Decision-Making, an important international pre-world conference symposium, hosted by UNESCO in Toronto in February 1995. The agency also published a report summarizing women's progress towards equality and the media in Canada from 1980 to 1995.

##### ***b) Public and Media Information***

The requirement for the agency to respond to a high level of public and media attention that is focused on women's equality is not expected to abate in 1996-97. The consolidation of Status of Women Canada, the Women's Program and some functions of the Canadian Advisory Council on the Status of Women has resulted in a heightened public and media profile for both the Secretary of State (Status of Women) and Status of Women Canada. Even in 1995-96, before the new research, dissemination and public information functions of the Canadian Advisory Council on the Status of Women were fully operationalized, public inquiries and Ministerial correspondence increased dramatically. The media, recognizing that Status of Women Canada now bears greater responsibility for public information and communication on women's issues, quickly turned to the agency for information on a wider and more complex range of issues and events. It is expected that media reliance on the agency will continue to grow, as Status of Women Canada develops its capacity to provide information services on the Internet.

**c) Publications**

Status of Women Canada produces regular publications:

- *Perspectives*, an agency newsletter that is distributed to some 10,000 recipients in Canada and around the world four times a year; and
- *Women's Equality in Canada*, an update, published every three years, on progress in Canada in implementing the *Nairobi Forward-looking Strategies for the Advancement of Women*. Future editions will reflect progress made on commitments made at the Beijing conference.

**d) Special Events**

There are also several significant annual events co-ordinated by Status of Women Canada that serve to promote women's equality. These include:

- *The Governor General's Awards in Commemoration of the Persons Case*. Each year, Status of Women Canada co-ordinates the nomination and selection of the recipients of the awards, which honor significant individual contributions to promoting the equality of women in Canada. In concert with Government House, Status of Women Canada organizes the awards ceremony, which is presided over by the Governor General of Canada.
- *International Women's Day*. On March 8, Status of Women Canada and federal government departments and agencies mark International Women's Day with a variety of activities. Status of Women Canada selects a yearly theme for this day and prepares promotional materials for use by government departments, agencies, women's organizations and the media. In 1995-96, under the leadership of Status of Women Canada, the Interdepartmental Committee on Special Events for Women pooled its resources to sponsor a single, government-wide event commemorating International Women's Day.
- *December 6, National Day of Remembrance and Action on Violence Against Women*. This day has become an occasion when Canadians are reminded of the effects of violence against women in our society. Since 1991, Status of Women Canada has been working with non-governmental women's organizations and the media to highlight the importance of this day. Background materials are prepared and distributed to Members of Parliament, municipalities and community groups across the country, and to the media.
- *Women's History Month*. October was inaugurated in 1992 as Women's History Month in Canada. This month encourages Canadians to acknowledge and celebrate the contributions of women, past and present, who have helped shape our nation. Status of Women Canada has encouraged participation through the distribution of

information/ideas on ways to focus on women's history, and works with the private sector. Theme development, research, planning and production, special events, promotional materials, media relations, corporate sponsorship, and liaison with other departments are some of the activities conducted at Status of Women Canada. Schools are emerging as major consumers of the materials produced. In 1995-96, the theme was Women and Education. In 1996-97, it will be Women and the Arts: A Cultural Legacy.

**C) CORPORATE OBJECTIVE 3: To ensure an efficient, cost-effective and service-oriented Status of Women Canada.**

As mentioned previously, the fiscal year 1995-96 was a transition year which saw the consolidation of the operations of the Women's Program, the independent research, dissemination and public information functions of the Canadian Advisory Council on the Status of Women with those of Status of Women Canada.

Considerable effort and resources were devoted to managing change, and to re-engineering the agency to ensure efficient and effective service delivery. The agency's information technology architecture was upgraded and standardized. The collective information holdings in the documentation centres of the three consolidated organizations were reviewed, and options were identified for the future.

In 1996-97, Status of Women Canada is completing the re-engineering of the agency started in 1995-96, and will fully operationalize its new organizational and functional responsibilities.

Spending Authorities

A. Authorities for 1995-96 - Part II of the Estimates

Financial Requirements by Authority

Vote	(thousands of dollars)	1995-96 Main Estimates	1995-96 Available for use	1995-96 Actuals
<b>Status of Women Canada Office of the Co-ordinator</b>				
145	Program expenditures	6,031	7,186	7,181
150	Grants and Contributions	8,599	8,599	8,599
(S)	Contributions to employee benefit plans	586	615	615
(S)	Spending of proceeds from the disposal of Surplus Crown Assets	-	13	13
<b>Total Agency</b>		<b>15,216</b>	<b>16,413</b>	<b>16,408</b>



# Status of Women Canada

## Appendix A

Net Cost of the Program by Business Line/Activity									
	1995-96 Comparison of Main Estimates to Actuals <sup>1</sup>								
	(thousands of dollars)								
	Human Resources (Full Time Equivalent)	Operating	Capital	Grants and Contributions	Total Voted Expenditures	Statutory Payments <sup>2</sup>	Total Gross Expenditures	Less: Revenue credited to the Vote	Total Main Estimates
<b>Business Lines/Activities</b>									
Executive Secretariat <sup>3</sup> /Library & Records Management	15.5	1,030			1,030		1,030		1,030
	16.5	1,048			1,048		1,048		1,048
Policy	12.0	979			979		979		979
	13.0	864			864		864		864
External Relations and Communications <sup>3</sup>	15.0	1,101			1,101		1,101		1,101
	18.0	1,323			1,323		1,323		1,323
Women's Program Funding and Assistance	42.0	2,434		8,599	11,033		11,033		11,033
	42.0	2,237	53	8,599	10,889		10,889		10,889
Research <sup>5</sup>	2.0								
	4.0	933	100		1,033		1,033		1,033
Resource Management and Informatic Services	6.0	1,034	39		1,073	586	487		487
	9.0	1,232	19		1,251	628	623		623
	92.5	6,578	39	8,599	15,216	586	14,630		14,630 <sup>4</sup>
	102.5	7,637	172	8,599	16,408	628	15,780		15,780 <sup>4</sup>
<b>Other Revenue and Expenditures</b>									
Revenue credited to the Consolidated Fund									941
Cost of services by other Department									941
<b>Net Cost of the Program</b>									15,571
									16,721

<sup>1</sup> Shaded numbers are Actuals

<sup>2</sup> Less contributions to employee benefit plans (EBP) and spending of proceeds from the disposal of Surplus Crown Assets. EBP for the Agency is monitored in the Resource Management Business Line. The Women's Program's portion transferred from HRDC is \$235K.

<sup>3</sup> Executive Secretariat includes the Coordinator's office, the Minister's office partial salary for the exempt staff and operating expenses. External Relations and Communications includes the 1995 UN Conference Secretariat operating expenses.

<sup>4</sup> The difference between the Main Estimates 1995-96 and Actuals 1995-96 is due to:

- Supplementary Estimate 'A' - 5% carry forward of \$215K from 1994-95
- Supplementary Estimate 'B' - \$940K transfer of some functions from the former Canadian Advisory Council on the Status of Women.
- TB directed frozen allotment of \$5K.

<sup>5</sup> Includes Research Directorate's salaries and some related salaries to the research i.e Library, Communications, etc. as well as all 1995-96 research related O&M expenditures.

<b>Departmental Appropriated Planned and Actual Spending</b>			
<b>Status of Women Canada Office of the Co-ordinator</b>	<b>Actuals<sup>1</sup> 1994-95</b>	<b>Main<sup>1</sup> Estimates 1995-96</b>	<b>Actuals<sup>1</sup> 1995-96</b>
(thousands of dollars)			
<b>Business Lines/Activities</b>			
Executive Secretariat/Library & Records *	625	1,030	1,048
Policy	863	979	864
External Relations and Communications	1,717	1,101	1,323
Women's Program Funding and Assistance	-	11,033	10,889
Research	-	-	1,033
Resource Management and Informatic Services*	1,110	487	623
<b>Total<sup>2</sup></b>	<b>4,315</b>	<b>14,630</b>	<b>15,780</b>

\*In 1994-95, Library Budget (O&M of \$30K) is included under the Resources Management and Informatic Services.

<sup>1</sup>Less contributions to employee benefit plans (EBP) and spending of proceeds from the disposal of Surplus Crown Assets.

<sup>2</sup>The increase in financial requirements from 1994-95 to 1995-96 is mainly attributable to the transfer of the Women's Program from the Department of Human Resources Development. As well, in 1995-96, \$940K received via supplementary Estimates 'B' - transfer of some functions from the former Canadian Advisory Council on the Status of Women.

**2. Further Financial Information**

**2.4 Transfer Payments by Business Line/Activity (\$ thousands)**

	<b>Actuals 1994-95</b>	<b>Estimates 1995-96</b>	<b>Actuals 1995-96</b>
<b>Grants and Contributions by Business Lines/Activities</b>			
Grants - Women's Program Funding and Assistance <sup>1</sup>		8 599	8 599
Contributions - Policy: Economic Development of Canadian Aboriginal Women		50	
<b>Total Grants and Contributions</b>	50	8 599	8 599

<sup>1</sup> The Women's Program Grants for 1994-95 were forecasted at \$10,076 and are not shown above as it was part of HRDC. The Women's Program was transferred to SWC effective April 1995.