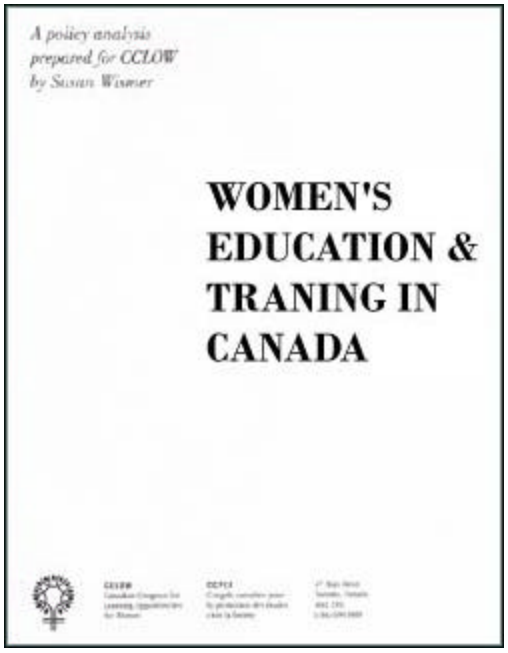


WOMEN'S EDUCATION & TRAINING IN CANADA

A policy analysis
prepared for CCLOW
by Susan Wismer

We acknowledge and thank the Women's Bureau, Labour Canada, and Employment and Immigration Canada for their financial contribution towards the research for this study.

The views expressed in this report do not necessarily reflect the views of the funders.

Cover Illustration:

E-Side Studio

Cover Photo:

Mary Jane Howitt is a civilian driver with the Canadian Armed Forces. This photo, by Jaren McLeod, first appeared in the 1985 Women in Trades - Toronto calendar.

Printing:

JAGUAR Printing Ltd.

ISBN 0-921283-06-7

WOMEN'S EDUCATION AND TRAINING IN CANADA:

A POLICY ANALYSIS

Prepared for:

The Canadian Congress for Learning Opportunities for Women

Prepared by:

Susan Wismer
Development Initiatives Inc.
P.O. Box 1204
Guelph, Ontario
N1H 6N6

TABLE OF CONTENTS

ACKNOWLEDGMENTS

The report which follows could not have been prepared without the assistance of the eight members of CCLOW's Advisory Committee Terry Dance, Joan Brown-Hicks, Dawn Elliot, Nancy Jackson, Dorothy MacKeracher, Carol Powell-Ariano, Aisla Thomson, and Susan Witter and at least 50 other women and men from across the country. The broadly-based nature of the research, together with the limited time and resources available to it have made it impossible to give adequate attention to all the concerns raised and ideas offered during the course of the study. For this, and any other errors, I apologize. That said, it is my hope that the report of the study will prove to be useful in some way to all those women who contributed to it -- and to many others as well.

Susan Wismer,
October 31, 1987

EXECUTIVE SUMMARY

This is the report of a study carried out on behalf of the Canadian Congress on Learning Opportunities for Women (CCLOW). The study analyses the implementation and impact on women of Canadian federal and provincial education and training policies. The particular focus of the study is on the impact of and need for policy regarding issues related to access, privatization, and outcomes.

The analytical framework for this study assumes that CCLOW and its members are committed not only to achieving greater equality for women under current social and economic conditions, but also to creating structural changes in society which will result in the development of a new and more equitable socio-economic reality for Canada. Education and training then, are viewed not only as critical to the improvement of women's situation in the short-term, but also as a bridge from current realities to a new and structurally different future.

Behind the framework also lie some assumptions about the kind of information which is necessary for policy development, from the particular perspective of voluntary women's organizations. It seems that the kind of changes that CCLOW and similar organizations would like to see are unlikely to emerge as a 'natural' result of the continuation of current trends. It is important then, to examine not only what is with respect to policy, but also what ought to be, and where the impetus for needed policies and programs can come from.

Voluntary Organization and Policy-Making

Results of our research identified a number of critical factors in successful development and influencing of public policy. Among these were: maintaining a strong public profile, having a well-developed ability to build coalitions around identified issues, and having publicly credible leadership. In addition, and of particular importance to this project were

the following:

The successful influencing of public policy is directly related to the ability of an organization to take a clear and focused position on a particular issue, and then to support that position with high quality independent research. In the area of education and training for women, both governments and other voluntary organizations look to CCLOW for leadership.

One implication of privatization is that groups like CCLOW will have to find ways to apply policy development and lobbying skills developed with primary reference to the federal public sector, to influencing policy at the regional level and within private sector groups.

In order to ensure the most effective use of limited resources, and to allow for priority-setting, it is necessary to develop a clear vision of the desirable future of the end-point when advocacy work would no longer be necessary.

This visioning process makes it possible to develop an integrated and comprehensive framework into which specific issues can be placed. Such a framework is essential to prevent fragmentation of effort and being co-opted by external interests.

Women in the Canadian Economy

Our research on women's current status for this study found that, despite the advocacy efforts of feminists during the last two decades, women's work is still neither visible nor fully valued. By 1985, women made up 43% of the labour force in Canada. By the year 2000, it is expected that women will make up a full 50% of the labour force. Unfortunately equal numbers does not mean equality. Women's work generally is characterized by segregation into occupations characterized by poor pay, poor working conditions, vulnerability to technological change, insecurity of tenure and high rates of involuntary part-time work. Seven out of every ten part-time positions are held by women. The wage gap between the average male and average female wage has narrowed slightly during the last decade but still, in 1980, the average woman earned only 64% of the average man's wage. Women with low education levels feel the effects of this situation most keenly. A recent Economic Council of Canada (1987) report found that, for example, the effect of technological change has been to reduce employment opportunities for all those with less than Grade 9 by 15.4%. In contrast, those with more than Grade 9 but no university were affected negatively by 7.7%, while those with university actually increased their share of employment by 3.4% as a direct result of technological changes.

With respect to education and training, we found that women get less 'value' out of their education than men. For example, women with the highest levels of education university graduates still are much more likely than men to be unemployed after graduation; and the wage gap, while it is less, is still significant. In spite of this, women's education levels are the single most significant factor in predicting whether any individual women will gain

access to high quality, continuing employment.

The Policy Analysis

Our analysis of the impact of federal and provincial education and training policies on economic equality for women yielded the following results.

On Education and Equality:

We found a general and apparently increasing recognition on the part of politicians and bureaucrats of the legitimacy and importance of equality issues for women. Unfortunately, this recognition has not been translated into specific supporting policies designed to increase the effectiveness of education and training in creating greater economic equality for women in Canada. There is, however, considerable consensus about the three most critical areas for policy development at this moment in the history of the Canadian women's movement: equal pay for work of equal value; equal employment opportunity; and the restructuring of work and family life in order to weave together the areas of separation between life in the formal and informal areas of the economy.

On Public Education:

One prerequisite for structural change is a change in predominating values and attitudes. In spite of this, policy statements tend to focus on the development of the skills of individual women, rather than on the prior need to educate the community at large for changes in public attitude. Our interviews revealed a strongly identified need for high profile, well-funded public education campaigns.

On the Next Economy:

Existing policies and programs are based on a reality which is fast disappearing. As an example, one very disturbing element of the discussion around women's entry into non-traditional occupations is that, generally, there is no distinction made between those jobs which are non- traditional and also enjoy good prospects for future employment. On the other hand, the service sector, where many women's jobs are already concentrated, is in fact where most new jobs are expected to emerge. The problem there is that most women are segregated into areas of the service sector where jobs are of low quality. In our view, training of women for high quality jobs in non-traditional areas must go hand-in-hand with the revaluing and restructuring of jobs in traditional sectors so that women have access to high quality jobs across all sectors of the economy. The central issue then, is not access to non-traditional jobs, but access to high quality jobs.

On the Doubly-Disadvantaged:

Women are already disadvantaged within the formal labour market. Those who are poor, have low education levels, are disabled, are immigrants, are native people, or live in

geographically isolated areas carry a double disadvantage. With respect to special means for the improvement of the situation of these women, we found very few significant initiatives. For example, although literacy, the need for basic education, and the need for improved access to language and occupational training for immigrant women are becoming more visible problems, total resources allocated to education in these areas remain minute. Although increased federal resources through the Canadian Jobs Strategy are being allocated to the disadvantaged, there is considerable evidence that at the provincial and local level, resources are disappearing. Although we were unable to gather conclusive evidence, it appears that the result may be a net loss.

On Access:

It is clear that the messages which CCLOW and other groups have been sending regarding access are increasingly being heard. Unfortunately, there is no cause for complacency. Although there is some movement forward with respect to child care and financial support for training within federal programs, other access issues have not been directly addressed. For example, we were unable to find evidence anywhere of policies addressing the implications of the relationship between women's work in the informal and formal economies. Another area of concern is women's access to apprenticeship programs. Except in hairdressing, cosmetology and cookery, women are severely under represented in apprenticeship programs all across the country.

On Privatization:

The central concern here is that what is in the best interests of employers may not be in the best interests of trainees.

The shift to increased emphasis on privatized training by governments is a new one. There is very little data available on which to base an analysis. As a result, we were able to identify but not to confirm several potential trends of interest. We found, for instance, that a relatively small number of employers have sponsored programs in such critical areas as literacy, English as a second language and training in emerging technologies. If the new emphasis in public policy results in a more productive public-private training partnership and in more and better training for workers, then the new situation may well be an improvement over the old one. However, the "if" in the above proposition is a big one and will need to monitored carefully.

Unfortunately, employer-sponsored training does nothing to assist those who have no workplace, or who work in jobs which are unlikely to receive training. For those women, the major source of assistance is the Canadian Jobs Strategy's Re-Entry and Job Development programs. Unfortunately, current funding criteria for program sponsors provide no clear way to distinguish between those who are able to offer a high quality program and those who are not. Federal resources for women's training are too scarce to be squandered on poor quality programs, or on programs training for jobs which offer to women only marginal improvements in their position within the labour market. Changes to

the proposal process and to the structure and content of programs are necessary in order to address this problem.

It is inappropriate to blur the distinction between the private sector of business and industry and the non-profit sector of voluntary organizations, as is currently happening. Our research suggests that there is an important role for non-profit organizations in providing basic education and generic 'learning to learn' skills, while private sector groups appear to be best suited to job-specific technical training. The two are clearly complementary. However, unless this distinction can be made, we risk having here in Canada the situation which occurs in Britain and the United States; where voluntary and public sector educational organizations compete directly with private sector groups for funds. Frequently, in that situation, the long-term educational needs of the trainees are lost in the race to show competency in meeting the immediate needs of the marketplace.

On Outcomes:

CCLOW's primary concern must be whether or not any particular women's job-related training program does result in an increased range of high-quality occupational choices for the individuals involved. Although policies support in principle the idea that the outcomes of training ought to be the ending of occupational segregation for women and the narrowing of the wage gap between men and women, practices do not appear to be explicitly oriented in that direction.

Of central importance here is the idea that training and education is necessary but not sufficient to create the economic changes which are needed for women. In order for women's training programs to have the desired impact, they must represent one element in a whole constellation of related initiatives in each of the three critical areas of equal pay for work of equal value; desegregating the occupational structure of women's work; and restructuring work and family life so that fulfillment in one area of the economy formal or informal does not mean sacrificing personal and societal expectations in the other.

Looking to the Future

During our research, we conducted 25 indepth interviews. Among the questions asked were some that dealt with visions of an ideal future. Our respondents described a world characterized by choice for women across all activities within both formal and informal economic worlds; by empowerment of women in all areas of life; by visibility for women in the full spectrum of social, economic and political activities; and by a different set of values nurturance, mutuality, and peaceful co- existence as opposed to competition, 'otherness' and dominance.

When we asked our interviews what role education and training could play in moving toward the world they envisioned, they gave us two answers. The first, based on an assessment of the present state of education and training was essentially negative. The second answer, however, made it clear that, just as our respondents shared a vision of a transformed world, so they also shared an idea of what kind of transformative education could assist us in moving toward that world. What they described was a lifelong learning process involving: recurring cycles of inquiry; analysis of self and community; identification of barriers and prospects; and, decision-making regarding appropriate action together with others who share some of the same goals and ideas.

We found that although the two ideas of education are different, they are not totally separate. There are activities which not only improve our current situation, but also move us some small distance along the way to a better future. As examples we identified the following: bridging programs; restructuring access to apprenticeships; training in high quality non-traditional jobs; an emerging new role for voluntary organizations and community colleges; training targeted to critical points in the learning lifecycle; programs which integrate education for work in both formal and informal economies; literacy; and new approaches to public education.

Conclusions

Among the more important implications of the research done for this study are the following:

There is an 'ideal' approach to policy development based on: a long- term vision of the ideal future and the educational approach appropriate to it; and a series of short-term priorities designed not only to improve current conditions, but also to move us closer to our vision. Not only the short-term priorities, but also the vision, should be matters of public discussion.

Education is necessary but not sufficient for change. Progress in education and training must be directly linked to progress in the three critical areas for policy development discussed above.

The short-term effects of privatization have three implications:

a. There is a new and important advocacy role to play by working directly with private sector groups;

b. There is a trend to decentralization which is creating a need for increased activity at regional levels by organizations like CCLOW;

c. If unhealthy competition between non-profit and for-profit sectors for limited training funds is to be avoided, special roles for each sector will need to be clearly defined.

Changes in the structure of Canada's economy make it possible that a steadily increasing number of people will become economically and socially marginalized. As a result, work done with and on behalf of the least advantage members of Canadian society should be among the highest continuing priorities for organizations like CCLOW.

GLOSSARY OF TERMS USED

Education and Training:

According to the Oxford Dictionary (1), education and training are interchangeable terms each meaning to provide teaching - that is, instruction and practice meant to impart knowledge or skill, with the goal of improving individual efficiency.

Learning:

If education and training mean the provision of instruction and practice, then learning is the hoped-for result. Learning is the internalized acquisition of skills and knowledge. Learning takes place in a variety of ways and across the total life span of any individual. It is also very important to recognize that, while training may make learning easier, it cannot create or ensure learning. Only the individual learner can do that.

Work:

Work is purposeful effort. From a research point of view, such a broad definition poses some difficulties. However, any study addressing issues related to women and work must recognize the inadequacies of purely economic definitions which equate work with the generation of marketable products or services. Definitions of work which limit themselves to paid employment leave out most work done by women on a world-wide basis and also imply that it is possible to attach a financial value to all work. In Canada today, the average workday for many women includes not only some combination of unpaid domestic labour and paid employment, but also time spent in child care, volunteer work, and training and education.

Economic Equality:

"Equality is both a goal and a means whereby individuals are accorded equal treatment under the law and equal opportunities to enjoy their rights and to develop their potential talents and skills so that they can participate in national political, economic, social and cultural development and can benefit from its results. For women in particular, equality means the realization of rights that have been denied as a result of cultural, institutional, behavioral and attitudinal discrimination" (2).

Economic equality then, refers to equal treatment equal pay for work of equal value, for example and equal opportunity.

Quality of Employment:

Throughout this research we refer to high-quality jobs and low- quality jobs within the paid workforce. In general, the more well-paid, secure and interesting a job is, and the better its benefits, workplace conditions, opportunities for upward or lateral mobility, and future prospects, the higher is its quality. Correspondingly, jobs which are poorly-paid, insecure, with few benefits, vulnerable to disappearance as a result of technological change and/or with few opportunities for further training, education or general improvement in working conditions are of low quality.

Policy:

Policy is procedure guidelines for action. Policy is derived from the concepts and values encompassed in principles. It informs the development of program or strategy.

Access:

Access is simply, the way in. With respect to this study, access issues are typically related to the removal of barriers to equality with respect to educational and economic opportunities.

Privatization:

Privatization refers to the movement of activities or programs into the realm of the private sector that is, primarily business and industry. Some definitions of the private sector, for instance that used by the government of Canada, include voluntary and non-profit organizations in the private sector. Voluntary organizations themselves, however, usually see themselves as part of a third sector of not-for- profit economic activity.

Privatization is a process. Activities may be completely or partially privatized. Privatization may be a cost-saving measure, involving the exchange of decision-making power for a reduction in financial support; and/or it may reflect a value position which holds that the private sector ought to be responsible for certain types of activities.

Outcomes:

Outcomes are results. They may be anticipated or unanticipated, visible or invisible, and they may occur at any point in a program or process. The problems of identifying possible outcomes, being aware of when they may occur, and measuring their impact are the essence of evaluation.

PREFACE

The Canadian Congress for Learning Opportunities for Women (CCLOW) is a national voluntary organization which has been working since 1979 to promote equality of access and equal opportunities in education and learning. CCLOW's research, together with that of other feminist organizations, has shown that women in Canada suffer from systemic discrimination and that education and training can play a major role in overcoming barriers to women's full participation and true equality in Canadian society. In particular, CCLOW has identified learning including formal and non-formal education, training and the influence of life experiences as a primary means through which women can gain economic equality (3).

Early in 1987, the Board of Directors of CCLOW decided to sponsor a new piece of research examining how adult education and training policies in Canada are being implemented and evaluating, from a socio-economic perspective, their effects on women. The study was undertaken in part out of an awareness on the part of the Board that the climate for influencing public policy in Canada has changed significantly during the past two years. Equally important, however, was a recognition by the Board that if CCLOW is to be proactive, rather than reactive, it needs to adopt a carefully researched independent stance with respect to the formulation and implementation of education and training policies for women in Canada.

Terms of reference for the study directed it to focus on policy issues related to access, the role of privatization, and outcomes. The study was to examine all aspects of adult education and training, including adult basic education, post-secondary education (excluding universities) and training in both profit and not-for-profit sectors. The study has examined policy and programs at both provincial and federal levels.

Although the emphasis has been on evaluating the role of adult education and training policy in achieving equality for women within the formal, wage-based economy, the research recognizes that much of the work which women do lies outside the labour market, in the informal economic world of unpaid labour.

The study was carried out during a 6 month period from May-October, 1987. Given the broad terms of reference and the limited time and resources available to it, it has been necessary to take a broad-brush approach. It has not been possible for example, to gather detailed information on the wide variety of locally-funded and operated Continuing Education programs operating across the country. What has been possible is to gain an informed understanding of the general policy context for adult education and training for women in Canada today. Hopefully, this document lays the groundwork for a series of decisions on current and future priorities for more focused research and action by CCLOW.

Objectives

Objectives were determined by a series of questions posed within the Terms of Reference, as follows (4).

1. To provide an analytical structure for strategic planning and policy development by CCLOW regarding the role of education and training in achieving full economic equality for women, with specific reference to the impact of policy on:

i. Access

The study will examine the impact of policy with respect to the following:

- Who is receiving education and training in Canada, by ethnicity, socio-economic background, age, geographical location, etc.?
- What are the dispositional (e.g. learning styles, attitudes), situational (e.g. lack of access to child care for single parent mothers), and institutional (e.g. inappropriate schedules, high fees, inappropriate offerings) barriers to women? What recognition is there in policy and program for the particular needs and attributes of women, for example, women's learning styles?
- What are the entrance criteria of education and training programs? - What are the financial requirements, and what sources of funding are available?

ii. Privatization

The study will examine the impact of policy with respect to the following:

- What are the implications of privatization for women's education and training?
- What is happening to the quality and content of courses?
- What is the impact of restrictions on the length of programs with respect to quality?
- Who and what groups are receiving funds to train women and for what?

iii. Outcomes

The study will examine the impact of policy with respect to the following:

- What are the outcomes for women participating in education and training courses?
- What measures are being used to evaluate the outcomes of women's education and training?

- How are the benefits distributed between the women receiving the education and training and trainers and employers in the profit and not-for-profit sectors?

2. To identify areas requiring further research, exploration or monitoring and/or action, both in general terms and with specific reference to CCLOW.

3. To produce a final report which will provide information and critical comment concerning the identified subject area and relevant issues which can be used as a resource tool for CCLOW's advocacy work. The report will be designed to be readable and interesting; for CCLOW members, for representatives of other organizations concerned with feminist and social justice issues, and for policy and decision-makers in institutions and governments.

Method

Method for the study was developed out of a set of principles regarding feminist research (5). Terms of reference divided the study into two parts. Phase I, carried out from May 26 - June 26, 1987, included the following steps:

1. Delineation of the analytical framework for the study;

2. Review of relevant literature from Canada and other countries;

3. Search for Canadian documents written during the past three years which identify policy positions taken by CCLOW, other organizations, and government departments;

4. Production of a report which: defines terms to be used in the study; describes method; outlines the analytical framework for the study; and provides a summary of existing recommendations regarding policy with respect to women's education and training in Canada and focusing on issues related to access, privatization, and outcomes.

Findings from the report of Phase I of the study have been incorporated into this final report.

Phase II followed directly from Phase I and was carried out from June 29 - October 31, 1987. The work plan for Phase II of the study included the following steps:

1. Completion of literature review and document search;

2. Interviews with 25 selected 'experts' in order to gain contextual information and to identify unpublished reports and papers relevant to the study;

3. Gathering supporting statistical information;

4. Analysis of information in order to identify gaps in policy;

5. Identification of 10 case studies which demonstrate how policy gaps could be filled;

6. Collection of case study data;

7. Production of a draft report summarizing results of the research and providing recommendations for future action by CCLOW.

8. Submission of a final report following review and discussion of the draft report, by mid-October, 1987.

Research for the study was carried out under contract with Development Initiatives Inc. The study team included, in addition to the contracted researchers, a nine-member Advisory Committee, including five current directors of the CCLOW Board; one former director; a CCLOW member and CCLOW's Executive Director.

1.0 THE POLICY-MAKING PROCESS AND VOLUNTARY ORGANIZATIONS

"What I sometimes wonder is, without groups like CCLOW,
would we have any progress at all?"

(interviewee)

Policy planning for organizations like CCLOW needs to take place within a framework that allows for both short-term and long range planning. Short-term planning requires an accurate knowledge of present circumstances. Long range planning requires a vision -- a way of seeing beyond present conditions into a desired future. The framework itself must provide a bridge between knowledge of the present and a vision of the future in order to allow for integrated planning and for a general approach to policy development which is both proactive and reactive.

The analytical position of this study assumes that CCLOW and its members are committed not only to achieving greater equality for women under current social and economic conditions, but also to creating structural changes in society which will result in the development of a new and more equitable socio-economic reality for Canada. Education and training then, are viewed not only as critical to the improvement of women's situation in the short-term, but also as a bridge from current realities to a new and structurally different future.

Behind the approach to the research also lie some assumptions about the kind of information which is necessary for policy development, from the particular perspective of voluntary women's organizations. It seems that the kind of changes that CCLOW and

similar organizations would like to see are unlikely to emerge as a 'natural' result of the continuation of current trends. It is important then, to examine not only what is with respect to policy, but also what ought to be, and where the impetus for needed policies and programs can come from.

It is also important to recognize that the policy development process for organizations like CCLOW, while it may take place internally, is frequently designed for external ears. That is, CCLOW and similar organizations develop policy not only as an internal tool as a basis for unified decision-making and action among members but also as part of an effort to influence the policy of other organizations and in particular, governments. For the purposes of this study then, it was important not only to generate the information necessary to develop policy positions in each of the identified focus areas of access, privatization and outcomes; but also to develop an understanding of how best to influence public policy in each of those areas.

CCLOW's own experience, that of other women's organizations, and available research regarding how voluntary women's organizations can most effectively influence public policy (6), was further corroborated by this own internal efforts to create better conditions for women. While they are of critical importance, identified factors such as maintaining a strong public profile; having a well-developed ability to build coalitions around identified issues; and having publicly credible leadership cannot be directly addressed by this study. However, other factors identified prior to and during the course of this research are directly relevant to its structure and use.

1.1 On Voice

> "Formulate policies that you think will achieve some of the changes, and continue working with civil servants and politicians to try to get those implemented, accepted, introduced whatever the first and next steps are. I know you're doing this; I think it's an important function."
>
> (interviewee)

It is clear for instance, that CCLOW has been most influential in those situations in which it has taken a clear and focused position on a particular issue and then has supported that position with high quality independent research. It is not only feminists within government but also other national women's organizations which rely on CCLOW to provide just this kind of leadership. Although some regionally-based groups, such as WETC (Women's Education & Training Coalition) in British Columbia and ACTEW (Association for Community-based Training & Employment for Women) in Ontario are doing some excellent advocacy work in the policy area, our survey of policy positions taken by other organizations regarding women's education and training revealed that they had surprisingly little to say (7). Our interviews confirmed that other organizations look to CCLOW to take the initiative and to provide guidance with respect to identifying which issues are most in need of current attention; what position ought to be taken on those

issues; and to whom lobbying efforts ought to be addressed.

This latter element - - "to whom" - - requires additional comment. Although the federal government role with respect to education and training for women is still a strong one, it is changing. Privatization and federal-provincial agreements mean that the federal role is becoming increasingly 'hands-off'. If organizations like CCLOW wish to continue to speak with a clear and well-heard voice they will need to develop some new strategies for influencing policy at the regional level and within the private sector.

1.2 On Vision

> "You're asking me for my vision? ... My vision... What exactly did you say you were going to use this for?
>
> (interviewee)

Another factor of relevance to this study has to do with the importance of clear vision. The visioning process conceiving a desirable future is never an easy one. Within institutions there are strong additional disincentives to such long-term and conceptual efforts, not the least of which is the potential of being 'written off' by one's co-workers. Within governments, political time lines and a strong preference for incremental decision-making leave little time for thinking about a future which may never come. Yet vision is a highly practical tool and an essential element of the policy-making process. It provides an organizational framework for priority-setting and for action, an antidote for ad-hoc and crisis-response decision-making and the fragmentation of effort that follows, and a source of ongoing motivation and inspiration. A sense of shared vision engenders a feeling of solidarity and mutual commitment that is an invaluable aid to networking across long spaces of time and distance.

To look beyond immediate tasks to a desired future requires a certain amount of courage. To go on to attempt to define clearly the essential elements of that future on anything more than an individual basis requires not only courage but also audacity. However, if CCLOW wishes to make maximum use of its limited resources in the interests of the women it represents, the organization must see clearly. It cannot be expected that this clear vision will come from anywhere but within CCLOW itself, from the women who are its members.

1.3 On Integrity

> "We need to be able to stop not noticing what it doesn't add up to ..."
>
> (interviewee)

CCLOW and organizations like it are most successful at influencing policy when they adopt positions which are already familiar to the public, close to conventional values and therefore relatively uncontroversial and narrow in scope (8). What this frequently means

in practice is a long period of public education, some preliminary advocacy work which may range over a number of related issues, and then a focused and specific effort -- what one interviewee called "the laser beam approach". Yet the single most frequently mentioned problem during our interviews was the need for comprehensive and integrated action on issues related to equality. It is very important to create an approach which allows for focused effort on specific issues within a much broader and integrated context, in order to prevent fragmentation of effort and/or co-optation by external interests. What is necessary is a comprehensive and integrated analytical framework in which individual issues can be seen in relationship with one another and reverberating impacts and requirements for change can be assessed and identified.

In this study we have endeavored to make a contribution to each of the areas discussed above. Our emphasis in gathering written information has been on providing the background for a strong voice accurate, current information gathered from regional and private sector sources as well as the federal government. In the interviews, it has been on the development of vision on identifying what the path to an ideal future might look like and what the role of education and training can be in assisting us to find that path. In analysis of the data we have tried to focus on integrity on placing identified concerns and issues within a broader framework. In each area however, we are able to make only a small contribution to a process which has been and will be ongoing throughout CCLOW's history.

2.0 EDUCATION AND EQUALITY: THE PRESENT STATE AND ITS PROBABLE CONSEQUENCES

2.1 Women in the Canadian Economy

In the seventeen years since the publication of the Report of the Royal Commission on the Status of Women, there have been marginal changes in women's social and economic position in Canada. However, the major issues identified in the report remain (9). Although some barriers have been lowered through, for example, the inclusion of women in Canada's Charter of Rights and Freedoms, others appear to be rising higher. Despite the advocacy efforts of feminists during the last two decades, the totality of women's work is neither visible nor fully valued. After an extensive analysis of women's position in the Canadian labour market, Pat Armstrong concluded:

> (We live in) "a system dominated by the search for profit and reinvestment and characterized by a sexual division of labour that subordinates women to men and household to formal economy. This sexual division of labour reverberates throughout the entire political economy, with the result that changes in the formal economy, in government programs, in technology, in households, affect women and men differently. All economic and social policies, then are women's policies." (10)

Seven out of every ten people entering the Canadian labour market between 1976 and 1985 were women. By 1985,43% of the Canadian labour force was women. Sometime before th

year 2000, it is expected that a full 50% of the labour force will be women. But equal numbers does not indicate equality. Women are concentrated in clerical, sales and service occupations (Tables 1). Jobs in those areas tend to be characterized by low pay, high turnover, vulnerability to technological change, low union penetration and relatively high incidences of involuntary* part-time work (see Chart 1). With respect to part-time work generally, women hold at least 7 out of every 10 part-time positions. Some seek part-time work in order to better accommodate domestic responsibilities, but an increasing number accept part-time work because they cannot find full-time jobs. Part-time work usually does not pay as well as full-time work, offers fewer benefits, and frequently confers low status. Part-time workers, for example, are frequently excluded from collective agreements. During periods of layoff or organizational restructuring, considerable effort may be made to assist or retrain full-time workers. Part-time workers receive no such consideration (11).

---

* 'Involuntary' part-time jobs are those held by people who would prefer to work full-time.

TABLE 1

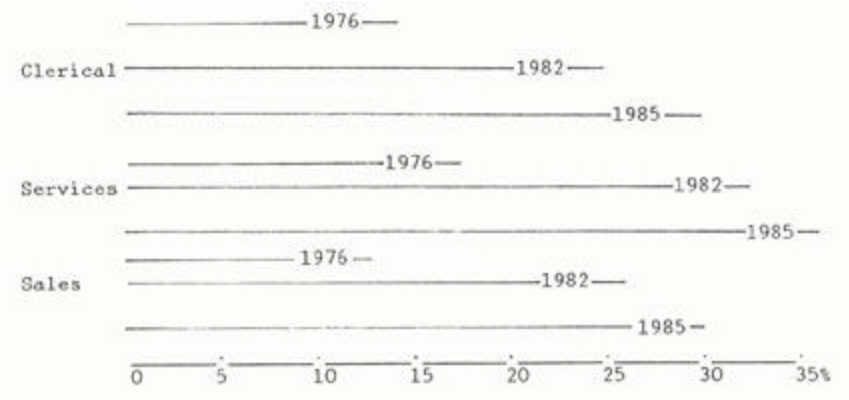
Women Employees as a Percentage of Major Occupational Groups, Canada - 1984

Occupational Group	Women as a % of Total Employees
Clerical	79.1%
Service	55.8%
Managerial, Professional	44.4%
Sales	43.4%
Material Handling and Other Crafts	20.9%
Processing	20.8%
Primary Occupations	19.2%
Transportation	7.0%
Construction	1.8%

Source: Ontario Women's Directorate, Fact Sheet #2, no date.

CHART 1

Female Part-Time Employment:
"Involuntary" as a Proportion of Total,
Canada, 1976, 1982, and 1985



Source: Economic Council of Canada, Innovation and Jobs in Canada (1987), p. 138.

Women also receive less pay than men on an average basis. In 1980 in Canada, women earned only 64% of the average male wage (Table 2). Although the wage gap has narrowed slightly over the years, a recent Economic Council of Canada report on the employment effects of technological change, notes a disturbing research finding. Although the high technology sector of the economy is accounting for an increasing percentage of jobs created in Canada, women's earnings within that sector were even less than the national average in 1980 (12) (see Table 3).

For women with low education levels, all these problems are exacerbated. Research for the Economic Council report found, for instance, that the effect of technological change was to reduce employment for all those (male and female) with less than Grade 9 by 15.4%. In contrast, those with more than Grade 9 but no university were affected negatively by 7.7% and for those with university, technological change acted to increase employment by 3.4% (13).

2.2 Education and Training for Women

With respect to training and education, women's position is defined by extension from economic circumstances. For example, although educational levels are the single most significant predictive factor in determining whether any individual woman will find a 'good' job, women with the highest levels of education university graduates are still more

likely to be unemployed than male graduates (see, for example, an analysis of Ontario data in Chart 2) and the earnings gap persists. Women generally make considerably less money than men with the same qualifications (Table 4). Although women have made significant progress in entering formerly male-dominated fields at both the undergraduate and graduate levels of universities, there have so far been few corresponding changes in women's share of related occupations. This may well be because although the percentage increase of women enrolled in fields such as engineering or math and physics is significant, the actual numbers are not. Similar patterns exist with respect to training and education for women outside the universities. Previous CCLOW research has found that from 1982-1984, the number of women who were enrolled in federally-sponsored training programs actually declined (14). This is due partly to an absolute decline in the number of dollars available for sponsorship of training, a trend which is continuing with the. current government's Canadian Jobs Strategy (15).

There have, however, been cases where seats in training courses reserved for women went unfilled. There are a variety of reasons why women never get to training, even when it is available. Of these the most important are: lack of child care, lack of money, lack of information regarding the availability of programs, geographical isolation, and a lack of good fit between the program structure and the needs of women who might enroll. Analysis of policy related to these access issues form one area of focus for our report.

TABLE 2: THE WAGE GAP

Female Incomes, Expressed as a Percentage of Male Incomes, by Age

	under 20	20-24	24-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	over 70	Total
Females	76%	71%	56%	46%	42%	42%	44%	44%	48%	53%	68%	83%	
Males	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Income Gap	24%	29%	44%	54%	58%	58%	56%	56%	56%	52%	47%	32%	17%

Derived from: Revenue Canada Taxation, Taxation Statistics (1985 and 1975 editions) table 4 (summary) (analyzing individual returns for the 1983 and 1973 tax years).

Source: Ontario Women Directorate, Fact Sheet #2, no date.

TABLE 3

Average Female Employment Income,* by Clerical Occupation and Technological Sector,** Canada, 1980

	Low-tech		Mid-tech		High-tech	
	Number	Average Income	Number	Average Income	Number	Average Income
Clerical Occupations:		(Dollars)		(Dollars)		(Dollars)
Secretaries and stenographers	14,980	13,422	23,215	13,061	95,365	12,440
Typists & clerk typists	3,755	12,420	3,905	11,998	21,750	11,353
Bookkeepers	20,170	12,915	24,805	12,550	103,085	12,319
Tellers & cashiers	830	12,027	4,915	8,543	51,150	10,394
Other bookkeeping & accounting	595	13,315	700	12,899	26,120	12,498
Electronic data-processing operators	4,035	13,182	3,670	13,190	20,075	12,367
Receptionists and information clerks	2,430	11,548	4,460	10,495	12,365	11,020

* That is, average income of women who worked full-time/full-year in 1980.

** Industries were ranked according to the extent to which high-tech inputs were used for the production of goods and services. The top-ranking one- third were considered to be high-tech; the middle one-third, mid-tech; and the lowest one third, low-tech. The ranking includes only the business sector and so excludes governments. For more details, see Chapter 2 of report Innovation and Jobs in Canada, 1987.

Source: Economic Council of Canada, Innovation & Jobs in Canada (1987). Based on data from Statistics Canada, 1981.

CHART 2

Unemployment Rate by Highest Level of Schooling
(Ontario)

Males 71/76/81

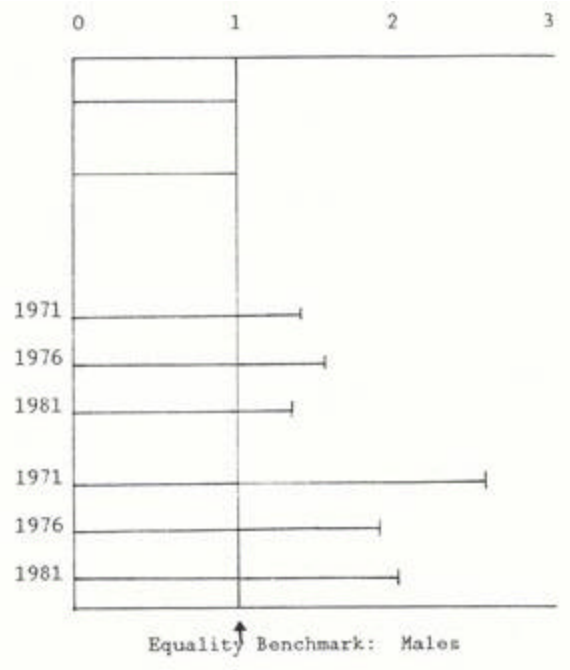
High School grad or less

University grad or more

Females

High School grad or less

University grad or more



Source: Province of Ontario, Gender Equality Indicator, 1987.

Note: For the purposes of compiling the GEI, men were chosen as the equality benchmark. In each indicator, the male and female populations of Ontario during a specific time are compared in terms of percentages. The female score was divided by the male score, providing the ratio of women relative to men. With respect to Chart 2 above, the GEI shows that the unemployment rate for females with high school education or less has remained relatively stable, at a consistently higher rate than their male equivalents. The unemployment rate for female university graduates is nearly double that of their male counterparts.

TABLE 4

Education & Earnings
(1982)

	Less than Grade 9	High School	Some Post-Secondary	Post-secondary Certificate or Diploma	Univer. Degree	Total
Labour Force Participation						
Women %	25.6	54.1	63.2	67.5	74.5	51.7
Men %	58.5	79.3	79.8	89.2	90.9	77.0
Unemployment Rate						
Women %	13.1	12.2	10.4	7.5	6.6	10.9
Men %	13.5	13.0	9.7	7.5	4.0	11.1
Average Annual Earnings						
Women $	11,804	14,087	16,577	17,604	24,380	16,056
Men $	20,073	22,778	24,662	26,123	36,226	25,096
Women's Earnings as % of Men's	58.8	61.8	67.2	67.4	67.2	64.0

Source: Statistics Canada, Women in Canada (1985), Tables 11, 12, 13. table 4

Beyond issues related to the amount of available training and access to it, lie questions related to quality -- the process and content of programs. Relatively little research exists regarding women's preferences for how to learn (16). That which does exist, however, shows that women prefer a participative and collaborative approach to learning which emphasizes self-determination and the blending of intuitive with received knowledge (17). Most educational institutions and training programs take an approach which is competitive and insensitive to individual differences. Those who seek to use more women-centered methods find that inappropriate resources and institutional structures make it very difficult.

> "It's built-in this idea that they the trainees are broke and we (the trainers) are going to fix them. But of course there's nothing wrong with those women really and it's impossible to expect a 9 or 12 month program to catapult them into $30,000/year jobs... Unfortunately, they tend to blame each other..."
>
> (interviewee)

3.0 THE POLICY ANALYSIS

3.1 Education and Economic Equality

The three focus areas for the study have been access, privatization and outcomes. There are, however, a number of 'themes' that have emerged during the course of the research which move across all three areas.

3.1.1 On Economic Equality

> "Education and training must take place but access to jobs, fair remuneration, and restructuring of jobs must come first ... It should be possible for women to do any job they aspire to do and have the ability to do end have a full family life."
>
> (interviewee)

There is a general and apparently increasing recognition on the part of politicians and bureaucrats of the legitimacy and importance of equality issues for women (18). Unfortunately, this recognition has not been fully translated in specific supporting policies. There is considerable consensus currently about the three most critical areas for policy development with regard to equality: equal pay for work of equal value, as a means of addressing the wage gap; equal employment opportunity, as a means of desegregating occupations; and the restructuring of work and family life in order to allow for a more equitable sharing of the responsibilities for domestic labour and the care of dependents among women, men and the state. In each case there is some progress. Equal pay for work of equal value legislation now exists in Ontario, Manitoba, Quebec and at the federal level, and is being considered in Prince Edward Island. Employment equity legislation exists at the federal level and is providing the basis for some encouraging initiatives, most notably compliance provisions within contracts for major federal contractors and some emerging recognition within the Skills Shortages Program of Canadian Jobs Strategy that it is necessary to train not only for existing but also for emerging job vacancies. In Ontario as well, the Women's Directorate is placing a high priority on working with employers on employment equity. With respect to the creation of new supports for the family, the federal government is expected to announce a new national child care policy this fall (1987). In Ontario and Prince Edward Island extended programs of support for day care have already been announced.

Important as these initiatives are however, they are barely a beginning. In each case provisions of the legislation and/or programs leave out at least as much as they include.

For the vast majority of women in Canada, the conditions of their lives remain unchanged.

Progress is painfully slow. Because of the structural nature of the changes which are required, people working both inside and outside governments on initiatives in these areas find themselves facing the same barriers again and again. Positive movement in one area often seems to generate increased resistance in another. It is important to recognize however, that in a systemic sense, there is increasing acceptance of women's right to equality. The problem lies partly in a genuine confusion concerning how to make it all happen and partly in a reluctance on the part of government to take steps toward implementation which involve significant political risk. One result is that there is a reluctance to make specific statements with respect to policy. Beyond broad statements, we found very few policy statements which specifically address issues related to using education and training as a means of increasing the level of economic equality for women.

3.1.2 On Public Education

> "During the 1982/83 fiscal year SEK 10 million (approximately $2 million Cdn.) were earmarked for a campaign called "More Women for Industry". The campaign had two objectives; to make girls and women realize that ; they were needed in industry and other technical occupations and to make it easier for them to train and opt for technical jobs. Nation-wide activities were directed at schools and workplaces ..."
>
> (19)

One prerequisite for structural change is a change in values and attitudes. And yet policy statements which do exist tend to focus on the development of the skills of individual women, rather than on the prior 'community' need to educate for changes in public attitude and, in particular, on the need to rethink the whole world of work for both women and men, both paid and unpaid, in view of current realities. Our interviews revealed a strongly identified need for high profile, well- funded public education campaigns, and for continued efforts to improve the quality of information that girls receive during the primary and secondary school years. Although we have had no national public education campaign of this type in Canada, there is precedent for this sort of effort in other countries The quote above describes briefly the Swedish campaign.

3.1.3 The Next Economy

> "As the 'information' or 'next' economy absorbs us, women are still struggling to achieve equality on the terms of the last economy. We haven't managed to do that, but the tools and strategies available to us are even more inappropriate to the next economy than they were for the industrial economy." (20)

Existing policies and programs are based on an economic and social reality which is fast disappearing. Despite some efforts, in programs such as Community Futures, and recently Skills Shortages, the Canadian Jobs Strategy constellation of programs (see Appendix 4)

has a distinct bias toward training for existing job vacancies rather than future ones. Despite the good intentions behind the Re-Entry Program for women, the structural combination of a short length of training (typically 6-9 months) and evaluation criteria based on how many people immediately find work after the program, means that the majority of positions trained for are not only 'entry' level but also 'exit' level jobs -- those most vulnerable to disappearance or declining quality in the coming years.

Of particular concern is the whole debate around women's entry into non-traditional occupations. Many jobs which are non-traditional for women are also disappearing, particularly those in the primary (resource-based) or secondary (manufacturing) sectors of the economy. The service sector where women are already concentrated is in fact where the most new jobs are expected to emerge. The problem is that, within the service sector, women are concentrated in low quality jobs that is, jobs characterized by low pay, few benefits, insecurity of tenure, vulnerability to technological change, and poor or stressful working conditions. The basic issue then, is one of quality of jobs. A low quality job in a non-traditional sector is no better than a low quality job in a traditional sector, and may in fact be worse because of the isolation and absence of support systems which many women experience in non-traditional occupations. Training of women for high quality jobs in non-traditional areas such as in computers, communications and advanced office automation must go hand-in-hand with a revaluing and restructuring of jobs in traditional sectors so that women have access to high quality jobs across all sectors of the economy. The two must go hand-in-hand because training itself does not create jobs, except for the trainers. Under current conditions, there are not enough high-quality jobs for all those who seek to fill them. This trend is expected to continue (21).

The emerging picture is one of a small, high-wage core of people with secure and interesting jobs, surrounded by a much larger periphery of poorly-paid people with little security and virtually no control over their economic lives. Although some research is beginning to be done in this area, policies have not yet begun to grapple seriously with ways to alter this emerging picture of employment patterns. There is no clear acknowledgment of the critical role of education and training in reducing or eliminating the distance between the core and the periphery, nor is there any explicit sign of emerging commitment to a new 'social contract' one which holds that restructuring of jobs will be necessary if the few are not to prosper at the expense of the many.

It is important to reiterate that these vacuums in the discussion around public policy with respect to job-related training are not created by an absolute lack of will on the part of governments, although they may well be exacerbated by a certain lack of courage. Politicians and bureaucrats are aware that the world is changing and do want to do something about it. However, there is a real lack of vision concerning alternatives. As we noted earlier, structural rigidities provide some strong disincentives to the whole visioning process. The result, as one interviewee said, is that "We're moving the deck chairs around on the Titanic.

3.1.4 The Doubly Disadvantaged

> "There's a whole section of the population being written off, and it's poor people.. . "
>
> (interviewee)

> "Any kind of policy would help (immigrant women) ..."
>
> (interviewee)

Women are already disadvantaged within the formal economy. Those who are poor, have low education levels, are disabled, are immigrants, are native people, or live in geographically isolated areas carry a double disadvantage.

One area where political will may be lacking is with respect to those who experience particular disadvantages in entering the labour market. Although literacy, the need for basic education, and the need for improved access to language and occupational training for immigrant women are becoming more visible problems, total resources allocated to educational programs addressing these areas remain minute. Although the federal government, through Canadian Jobs Strategy has demonstrated a commendable commitment in principle to the disadvantaged, entrance criteria and program structures make it difficult for even the most dedicated program sponsors to be of significant assistance. Further, there is some evidence that, as the federal government increasingly acknowledges the needs of the doubly disadvantaged in its programs, provincial governments are pulling back. The result is likely, at best, to be the same with respect to total resources in this area. Historically local school boards' Continuing Education programs and the occasional community college have done the most work in these areas, despite a lack of financial incentive. Now, cutbacks and changes in the structure of funding mean that there are significant disincentives to continued sponsorship of literacy and ESL programs in many locations. Because of the locally-based nature of most programs, the problem tends not to be identified as a general one. Educators working in these areas often feel isolated and frustrated in their efforts to convince colleagues that the severely disadvantaged ought to be a priority (22). There is a critical role for organizations like CCLOW to play not only with respect to advocacy at the public policy level, but also with consciousness-raising and networking among those working in educational institutions and organizations across the country. CCLOW's recent participation (January 1987) in the signing of the Cedar Glen Declaration on literacy is one important initiative in this area.

3.2 Access

Access issues have historically been an area of vital concern for CCLOW. Access issues are best described by all those factors which work as barriers to women's efforts to realize personal benefit or occupational improvement from an educational experience.

Access issues can best be identified and analyzed within the context of the typical life cycle of work for girls and women. Although learning is a continuous process throughout one's working life, there are certain 'critical' moments when access to learning is of particular importance. For example, given the increasing importance of secondary and post-secondary schooling in the current and emerging job market, it is important to analyze the role of access issues in the decision-making processes of those who leave school before completing secondary education and/or who decide not to seek post-secondary education. A second period of critical importance comes, typically, 10-20 years after the first when women who have not been full-time in the labour market for some years seek to reenter it. There are, as well an increasing number of moments of career change either through in-service training within one organization or through movement to another type of work entirely during the four decades of involvement that most women have with the paid labour market. Finally, there is retirement the time at which women move permanently out of the world of paid labour.

Typically entry to the labour force takes place between the ages of 15 and 24. Access issue of particular importance during the period of education for entry include: financial support, geographical proximity, information about what opportunities for learning are available and what impact this learning can be expected to have on the range of occupational choices which women will have throughout their 40-50 years of involvement with work within the formal economy, peer support, and the availability of high quality child care for infants and young children. High quality training programs in generic skills, designed to assist young women to move into occupations which offer good potential for high quality employment are critical, as are remedial programs in literacy, numeracy, and English/French as a second language for those who have not been well- served by primary schooling, or who have moved to Canada from other countries. With respect to these programs, an important but frequently overlooked access issue concerns the content and structure of education which should, but seldom does, reflect young women's preferred learning styles.

Women contemplating re-entry or career change typically have a different set of learning needs, and often their informal economic responsibilities have changed somewhat since the time of entry. Access to child care for instance often not only includes requirements for care for infants and pre-schoolers, but also after-school and summer programs for school-age children. Frequently, care for elderly or disabled relatives is also a concern. Financial support, peer support, geographical proximity and adequate and appropriate information continue to be of concern for most women. It is important to recognize however, that the type of learning program most appropriate for these women is frequently somewhat different. Credit for life experience and mechanisms for translating

management skills developed in the home to a paid work context, for example, become increasingly important. Bridging programs, to assist women to move through career choices based on prior experience in declining or poorly paid areas such as clerical work, and/or lack of training in currently emerging fields; and then on to decisions based on a positive matching of aptitude with available or emerging high quality jobs are also of greatest importance for women at this stage. Although access to part-time and/or flexibly scheduled learning is important for all women because of their informal work responsibilities, for women at this stage, it is often absolutely essential.

For women nearing retirement, some access issues continue financial support, geographical proximity, adequate information continue to be essential, as do programs which respect in their content and structure women's learning styles. Although child care is seldom a concern, care for sick or disabled family members particularly spouses often is. A major access issue for all women is the absolute availability of high quality programming. In general, resources available for training programs for women are few, and are not always effectively used. For women moving out of the paid labour force this problem is most acute. The educational needs of these women are seldom recognized or assessed and educational programs for them are virtually unavailable. What learning assistance that does exist comes, for the most part, in the form of individual counselling. While this can be a very effective approach to learning, it is not easily available. As one interviewee put it, "You have to be really rich, or a complete wreck ..."

In general then, access issues can be addressed through: the provision of supporting services such as financial assistance, child care, and available information; organizing the context of programs in recognition of women's life experiences, preferred learning styles and actual rather than assumed learning needs; paying attention to the structure and location of programs through part-time and distance educational opportunities; and through equitable allocation of monies to programs of benefit to women.

Our assessment of policy positions related to access yielded some encouraging results. It is clear that messages which CCLOW and other groups have been sending regarding access are increasingly being heard. The framework for training endorsed at the 1986 First Ministers' Conference, for example, emphasizes access issues (Appendix 5) (23). Employment and Immigration Canada, in its evaluation of the Canadian Jobs Strategy acknowledges that eligibility requirements for its programs may unfairly bar some women such as immigrants and refugees from access (24). In general, governments do appear to be recognizing the problem of access and do feel some responsibility to try to respond to it. In particular, explicit or implicit comments which were quite common even five years ago concerning women as a 'secondary' labour force which is therefore, less in need of access to training, are no longer evident.

Unfortunately, there is no cause for complacency. In the area of support services, the only significant positive movement has been in the areas of child care, and, to a lesser degree financial support. The federal, Ontario and Prince Edward Island governments all have developed new approaches to child care policies. The Canadian Jobs Strategy provides

training allowances in connection with Job Development and Entry/Re-Entry programming which are, in some circumstances barely adequate. This is an improvement. At the provincial level, provinces such as Saskatchewan and Nova Scotia provide some assistance to single parents who wish to undertake training, although that assistance is clearly inadequate to cover even those limited costs, primarily of transportation and child care which are allowable. We found no consideration in policy for access to information, although there is some recognition that counselors at local Canada Employment Centers are often ill-equipped to serve the needs of women seeking information about job- related learning (25).

With respect to program content, there is no recognition in policy of the implications for training of women's distinct preferred learning styles. Clearly there is a need here for pioneering work by CCLOW and other sister organizations. Curriculum which recognizes the 'crossover' potential of skills developed within the informal economic sector has been developed at the local program level by groups such as Women skills in British Columbia and Women's Community Enterprises in Ontario (26). However, we could find no evidence anywhere of policies which attempted to address the training implications of the relationship between women's work in the informal and formal economic sectors.

With respect to the actual learning needs of women, there are some distressing gaps. For example, despite years of clearly articulated and well-researched recommendations coming from the voluntary sector and some pioneering work in the program area by groups in locations across the country, there has still been no clear response to the nation-wide problem of illiteracy. Of all the provinces, only Quebec has taken significant initiatives. At the federal level after years of sustained lobbying by the Movement for Canadian Literacy and its member groups, new national policies and some supportive resources have begun to emerge in 1987. Within the Canadian Jobs Strategy, there is clearly an intent to serve women who are 'employment disadvantaged' because of low education levels or immigrant status. This intent is welcome, and to some extent it has been realized through programs like the Severely Employment Disadvantaged (SED) component of Job Development. However, entrance criteria, and frequently delayed mechanisms for minimal financial support, short program duration, lack of connection to further training on program completion and evaluation measures based on how many people are immediately hired in full-time jobs actually mitigate against serving the educational needs of those most in need of assistance. At the same time, at the provincial and regional level the amount of programming for those in need of basic education and bridging programs is declining as a consequence of shifts in federal funding, changes in priority and cutbacks in provincial support. The recent Canadian Jobs Strategy decision to fund a limited number of bridging programs through Innovations is a welcome, but stop-gap measure.

With respect to appropriate program structure, increasing numbers of programs appear to be making provision for part-time programming. However, funding formulae for most community colleges and school boards are still biased against evening and part-time programming. As their general levels of funding are becoming more restrictive in most regions of the country, this problem is likely to persist. Since locally-based Continuing

Education programs have historically been and continue to be a source of education which is close to and responsive to local needs, it is a major concern that these programs are among the most vulnerable to damage caused by friction among the various fragments in the complicated jurisdictional structure of Canadian education.

Apprenticeship programs are another important training mechanism in which access for women appears to be a casualty of jurisdictional problems. Except in hairdressing, cooking, and cosmetology, women are severely under represented in apprenticeship programs all across the country (see Table 5). Their access is curtailed by lack of information, biased selection processes, program structures, gender-based prejudice, and biased employment patterns in apprenticeship occupations. Yet, apprenticeships as a method of training have proven themselves over literally hundreds of years. A federal-provincial study of apprenticeships is currently underway. Hopefully, its recommendations will provide some enlightened guidance regarding how the barriers which so severely limit women's access to apprenticeships can be lowered.

In the area of distance education, as in literacy, the excellent work at the program level of organizations such as Athabasca University has not been recognized or generalized through policy. The idea that people no matter where they live have a right to learn and the knowledge that the tools of distance education provides the tools for exercising that right, although it is well-established among adult educators (27), seems not to have found a secure home in policy.

TABLE 5

Apprenticeship Trainees by Sex and Province;
April 1986 - March 1987

Percentages

	Male/Female Proportions by Province			Male/Female Proportion of all Canadian Apprenticeships by Province		
Province	Female	Male	Total	Female	Male	Total
Newfoundland	9.56	90.44	100.00	4.84	1.92	2.03
Prince Edward Island	8.53	91.47	100.00	1.09	0.49	0.51
Nova Scotia	4.70	95.30	100.00	5.93	5.03	5.06
New Brunswick	1.89	98.11	100.00	2.24	4.87	4.76
Quebec	0.00	100.00	100.00	0.00	0.44	0.42
Ontario	5.15	94.85	100.00	42.95	33.06	33.46
Manitoba	1.38	98.62	100.0	1.94	5.78	5.62
Saskatchewan	0.81	99.19	100.0	0.97	4.95	4.79
Alberta	3.66	96.34	100.0	25.77	28.41	28.30

Northwest Territories	2.98	97.02	100.0	0.54	0.74	0.73
British Columbia	3.86	96.14	100.0	13.73	14.29	14.27
Yukon	0.00	100.00	100.0	0.00	0.03	0.03
TOTAL	4.02	95.98	100.0	--	--	100.00

Source: Employment & Immigration Canada, August 1987, by request.

3.3 Privatization

> "In the computer age, the economic performance of firms depends, more than ever, on a well-trained work force. Canadian companies must recognize that training is not a cost but an investment. While many establishments in this country do carry out some retraining when introducing technological change, much of this activity is unstructured and of short duration. It is quite possible that Canadian employers, as a whole, are underestimating the skills required by the new technologies and are under-investing in training as a result."
>
> (28)

> "I'm in the private sector and I run a **good** program. I hope you're going to talk about that . . . "
>
> (interviewee)

CCLOW's perspective on issues related to privatization is considerably less well-developed than it is with respect to access issues. This is not surprising, given the relatively recent emergence of privatization of training and education as a public policy issue and the lack of distinction in government documents among phrases like 'on-the-job training, 'market- driven training' and 'privatized training'. CCLOW's current position on privatization is based on the idea that 'on-the-job' training is good, when it can be shown that trainees are indeed learning new skills on the job. On the other hand, CCLOW is concerned that 'privatized training' is highly likely to be bad, especially for disadvantaged women. CCLOW's central concern has been most clearly expressed by ACTEW:

"What is profitable for a company may not be in the best interests of training. To minimize costs, employers may be tempted to exclude those most in need of training in favor of more educated, experienced women ..." (29)

A related concern was raised by one of our interviews, who works with employers on training:

"They're not training women in non-traditional areas. They say this is what the women want -- clerical jobs, entry-level service jobs -- and this is where the jobs are. It's true, but you know, there's no future in those jobs ... I think that there's a bigger and bigger gap

between women who might go into non-traditional areas and the ways of getting there "

(interviewee)

An analysis of Re-Entry programs sponsored under Canadian Jobs Strategy funding, done by Terry Dance and Susan Witter (30) seems to support our interviewee's opinion. It showed that 87% of trainee positions were in traditional 'non-high-quality' areas, while 58% of Job Development projects were classified as traditional (Table 6).

Privatized training seems to encompass at least two distinct approaches to training: in-service or apprenticeship-type programs sponsored by employers for employees or potential employees; and privately-sponsored educational programs which operate on a contract or individual fee-paying basis. Public policy at the regional level is shifting to place an emphasis on training already-employed workers (31). At the federal level, more training money is moving into the hands of private sponsors and less to community colleges and other traditional sources of technical and continuing education. The result is that increased emphasis is being placed on privatized training generally.

In addition to the concerns which these shifts raise about whether the best interests of employers and women trainees can always be expected to coincide, CCLOW, along with other voluntary organizations, has noted that, in the process of privatization. the total amount of federal money available for training for women under any sponsorship public or private is steadily decreasing. This in turn, has a negative impact on federal-provincial cost-shared programs. In British Columbia, for example, the last Women's Access Coordinator position in the province has recently disappeared (summer 1987), a casualty of federal-provincial cutbacks. Our estimate, based on the results of our research is that the amount of funding available to community colleges across Canada has decreased by approximately 40% in the last five years.

Canada's international record regarding the development of its human resource potential generally is not good (32). But will privatization improve that record? And what specifically are the implications of increased privatization for women?

The shift to increased privatized training is a recent one. As a result, information on who receives how much money to do what kinds of training under what conditions with what results, is sparse. An Ontario study of employers found that firms do not tend to keep good records of the nature and results of in-house training (33). The federal initiatives under Canadian Jobs Strategy have been operational for at most two years, depending on the program. It is too early to come to firm conclusions. However, our study of the impact of privatization has raised a number of issues for consideration and further study.

TABLE 6

Estimated Proportion of CJS Programming
Directed to Traditional Occupations
for Women (1986-1987)

Program Title	Occupational Area	Percentage of Total
Job Re-Entry	clerical, sales, service, health & medicine	87%
Job Entry	clerical, sales, service, product fabrication & assembly	84.9%
Job Development	clerical, service, administration, product fabrication and assembly	58.4%
Skills Investment	clerical, product fabrication & assembly, administration, service	74.3%
Skills Shortages	product fabrication & assembly, natural sciences & mathematics, clerical, service	69.8%

Source: Terry Dance & Susan Witter, "The Privatization of Training: Women Pay the Cost", Women's Education des femmes, Vol. 6, No.1, 1988, p.8

First, privatized training is not necessarily bad for women. The Canadian Association for Adult Education's analysis of Statistics Canada's Adult Education Survey has confirmed that most work-related training has historically been employment-related (Chart 4) (34). Yet programs and grants available to business and industry have traditionally been underused. A 1984 study by the Ontario Manpower Commission found that a provincial program of support, Training in Business and Industry (TIBI) was unknown to 88% of the businesses surveyed, while a federal program, Critical Trade Skills Training, was unknown to 93% (35).

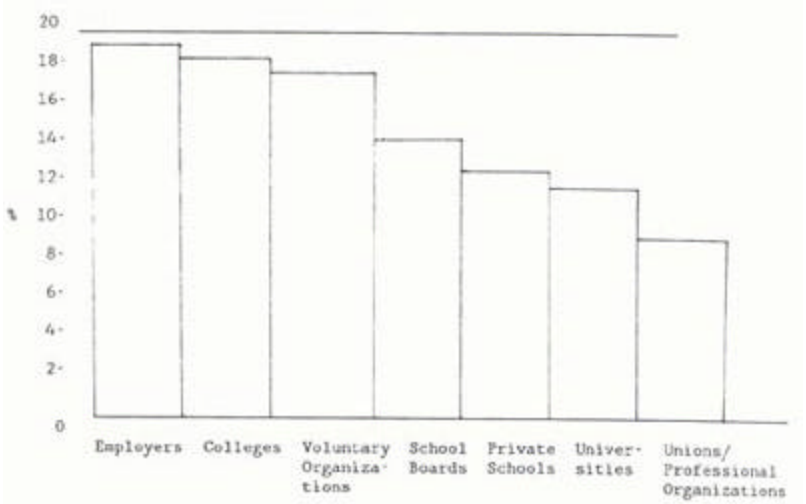
The study found also that 73% of Ontario's businesses have no formal training programs whatsoever. Eighty-three percent offer no formal training in general skills, such as writing or management. Eighty percent offer no formal qualifying or upgrading training needed for a specific job. Research conducted for the recent Economic Council of Canada report indicated that this general situation applies across Canada. Where employer-based training does exist, it is disturbingly short in length and serves only a small proportion of

employees (36) (Table 7). Of particular concern with respect to this study, are the relatively low numbers of women whose training and education is employer- sponsored. The Canadian Association of Adult Education's analysis found, for example, that less than 14% of women's adult education is employer- sponsored (Chart 5). Overall, the Canadian work force is not as well- trained as it should be. If a new public policy focus on training for the already-employed results in a more productive public-private training partnership and in more and better training for workers, then the new situation may well be an improvement over the old one. Generally speaking employer-sponsored training tends to be focussed, job-relevant and results-oriented, in that it is specifically designed to improve the individual's performance on-the-job. The results can be relatively efficient use of resources and useful learning for the trainee. In this connection, some employers have sponsored programs in critically important areas such as literacy, English as a second language and working with high technologies (37). The 'If' in the above proposition is a big one and will need to be monitored carefully. For example, the so-called 'invisible ceiling' which keeps most women at or below middle management positions is very much a reality in Canadian business and industry (38). Whether new opportunities for on-the-job training can assist women to break through this 'ceiling' in any significant way remains to be seen.

There is a new and important role for organizations like CCLOW to play in working directly with employer groups and industrial organizations to help facilitate improved workplace-training for women. In particular, these groups should be able to use skills developed in lobbying within the public sector to advocate on behalf of women's rights to 'generic' skills training and to upward and lateral mobility within organizations and among firms.

CHART 4

Providers of Adult Education
(as % of courses taken in 1983)



Source: Statistics Canada 1984, in CAAE, Analysis of the Statistics Canada Adult Education Survey, January, 1984.

TABLE 7

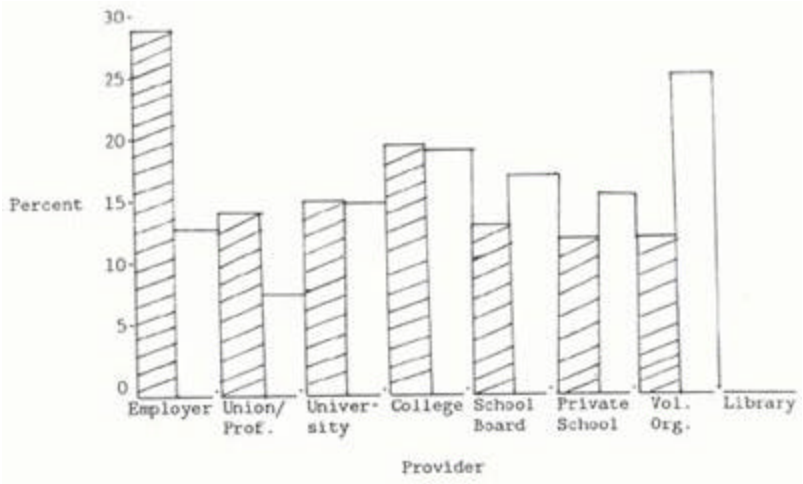
Duration of Retraining Programs Resulting From Technological Change, by Method of Training, Canada, 1980-85

	Proportion of Total Programs in Each Category:		
	On-the-Job	Classroom	Total
Number of Weeks:		(Per cent)	
One	18.6	56.0	20.3
2 - 4	32.3	27.2	30.4
5 - 12	16.3	9.5	17.6
13 - 26	24.6	5.7	18.6
More than 26	8.2	1.6	13.1
TOTAL	100.0	100.0	100.0

Source: Based on the Working with Technology Survey, Economic Council of Canada, 1985.

CHART 5

Adult Education in Canada / Providers by Sex



Male _ _ _

Female _____

Source: Statistics Canada 1984, in CAAE, Analysis of Statistics Canada Adult Education Survey, January 1984.

For those women who are unemployed, or are employed in low-quality jobs, the situation is disturbing. Few employers can afford to train part-time or minimum wage employees. Statistics Canada's Adult Education survey found that less than 14% of women's training is employer-supported, while 35% of men's training is paid for by employers (39). This result is probably only in small part due to direct discrimination. For the most part, it is reflective of the kinds of jobs women tend to hold. And of course workplace- based training is not helpful to those who have no workplace -- the unemployed. There are large numbers of unemployed and underemployed or dead- ended women in every region of Canada. The problem is not a small one. For these women, outside of locally-based Continuing Education courses and a decreasing number of community college courses, the major source of job- related training is federally-sponsored programs run under Canadian Jobs Strategy. Job Re-Entry is designed specifically for women returning to work after at least 3 years out of the labour market. Unfortunately, this excludes those who cannot afford to stay out of the labour market or who as recent immigrants are legally required to work. Job Development also offers learning opportunities for women and men who have been unemployed for at least 30 weeks out of the past 52.

Our interviews confirmed that, across the country there are privately. sponsored Re-Entry and Job Development programs which are respected and which appear to be doing a good job. However, there are also some which have been exploitative or simply abysmal in quality. Current funding criteria do not appear to provide the basis for discrimination between those sponsors who are able to offer a high quality program and those who are not despite or maybe because of a tortuous proposal development process. Several interviews expressed a concern that patronage is further blurring an already confused situation. One in-depth study has pointed out several ways in which standard program structures actually militate against the provision of high quality programs (40). Interviews everywhere identified a need for effective screening and monitoring of all private training organizations and especially those to whom the awarding of a federal grant has given an apparent legitimacy.

A point we shall return to in our discussion of outcomes is that any training program for women must be judged on its impact on the quality of employment for women. In order to be judged successful, federal training initiatives must demonstrably diminish the occupational stratification of women and contribute to a narrowing of the gender-based wage gap. In this regard, the fact that under Canadian Jobs Strategy to date, 87% of Re-Entry and 58% of Job Development programs have been in traditional areas; Skills Shortages has very little provision for training in skills relevant to emerging areas; and there is no ongoing provision for support for bridging programs provides some cause for alarm. While it is important to recognize the good intent of Canadian Jobs Strategy programs and to acknowledge ongoing improvements in administration, it is essential that efforts continue to advocate on behalf of women for improvements in structure, design, and quality control.

The concerns which CCLOW and other groups have about privatization of training appear to be falling on systematically deaf ears. Governments appear to be fully committed to privatization, under a number of labels and are unwilling to engage in anything more than cursory discussion about its possible shortcomings. Recommendations regarding the desirability of preserving a prominent role for training sponsored by the voluntary sector are being generally ignored. It seems that, if voluntary organizations wish to have an effective impact in this area, they will need to develop a very clear and focussed position which in some way moves past the private-public argument into a concern with the content, process and outcomes of training.

It may be of some assistance in the debate regarding the appropriate role for voluntary organizations in training, to consider adopting a position which holds that privately-sponsored training should emphasize job- specific technical training while voluntary and public sector groups provide basic education and generic 'learning to learn' skills. For community colleges and some voluntary organizations this would mean major changes in orientation and the development of a whole new set of working relationships based on contracted arrangements with employers and governments. Failing this division of responsibilities, we may well see in Canada the kind of unfortunate situation which has developed in Britain and much of the United States (41). There, private, voluntary and public organizations compete directly for scarce training funds. One result is a lack of

cooperation among training organizations across the public, private and voluntary sectors. More important however is the result that those public and voluntary organizations which survive best are those which learn to compete with private sector groups on their own terms. Unfortunately, the long-term needs of the trainee -- which should be the priority of voluntary and public sector groups -- are frequently submerged in the rush to serve the immediate needs of the labour market.

3.4 Outcomes

Training and education is always for some purpose. CCLOW's concerns regarding outcomes have historically been focussed on the need to decrease the occupational segregation of women by using training and education as a means of moving women into non-traditional jobs and 'jobs with a future.'

It is important to recognize that outcomes can be both positive and negative, intended and unintended. For any individual woman involved in training, outcomes are likely to involve some combination of both positive and negative effects. Although a particular training program may have as one of its positive outcomes a widening of job opportunities for a trainee, it may result in negative outcomes -- increased friction at home, or changes in outside friendships.

At the policy level, analysis of outcomes usually has to do with evaluating the degree of 'match' between intended and actual outcomes.

CCLOW's primary concern is whether any particular women's job-related training program does result in an increased range of high-quality occupational choices for the individuals involved. Previous CCLOW research has found that past federal training programs have trained primarily in the primary and secondary sectors where jobs are disappearing (42). As we have noted in the previous section, early results from Canadian Jobs Strategy programs are not encouraging.

Although federal and provincial policies support in principle the idea that the outcomes of training ought to be the ending of occupational segregation for women and the narrowing of the wage gap, practices do not appear to be explicitly oriented in that direction. Earlier in this report, we discussed concerns with the outcomes of Canadian Jobs Strategy programs and apprenticeship programs. More generally, statistics regarding the wage gap and occupational segregation do not reveal any significant improvement during the past 20 years (see Chart 6, Table 8). The recent Economic Council report reveals that although women at the university level have made good progress at entering formerly non-traditional areas, the structure of the labour market has not begun to show any corresponding shifts (43).

These results raise questions about the role of education and training in generating these outcomes. Training does not, in itself, create jobs. A number of commentators have agreed that education is necessary, but not sufficient to create the changes which are

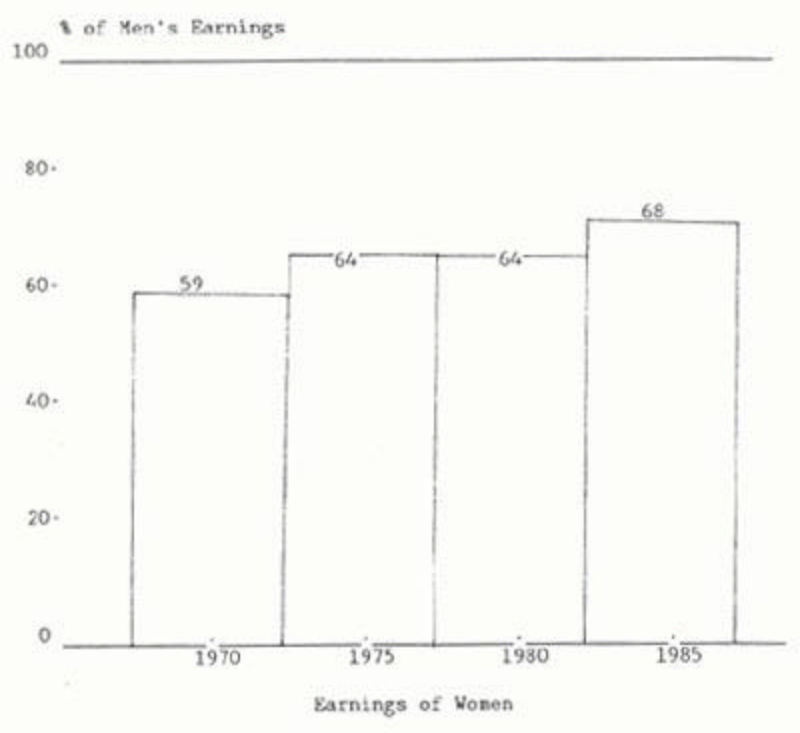
needed for women (44).

Of critical importance here is the emerging employment picture described earlier in this report -- of a small high-wage core of people with secure and interesting jobs, surrounded by a much larger periphery of poorly-paid people with little security and virtually no control over their economic lives. Currently, at the policy level, outcomes are not explicitly evaluated in the light of whether they expand or contract the range of high quality future choices for women, both within and outside of the paid labour market.

Although there are certainly good programs with good outcomes for the individuals involved, it is difficult to find anything to be very optimistic about with respect to policy (45). What is needed is a cradle-to-grave education system for women in which skills training is only one small component of a comprehensive effort to assist each woman to achieve her full potential on her own terms no matter where she lives, what her racial or ethnic background is, or how poor her parents are or were. The skills training component of a woman's learning needs to be oriented to good quality jobs. The fact that we are very far from such an ideal is reflected in the results of education and training for women. For the most part, women are inadequately prepared for the world that existed 10 years ago, let alone the one coming in 10 years' time.

CHART 6

Changes in Average Annual Earnings of Women Full-Time Workers Age 15+ Compared to Men Full-Time Workers, 1970-1985



Source: Statistics Canada, Census of Canada, 1971 and 1981 and Income Distribution by Size in Canada, Cat. # 13-207 (in Avebury Research and Consulting, Decade of Promise, 1984, p. 98).

TABLE 8

Women in the Labour Force
Changes in Occupational Segregation:
Employment by Occupational Group, 1973 and 1983

	Women		Men		Women as a % of Employment	
	1975 %	1983 %	1975 %	1983 %	1975	1983
Clerical	36.1	32.6	6.9	6.4	75.0	78.7
Service	16.6	18.6	9.7	11.3	49.6	54.3
Sales	10.4	10.4	11.5	10.8	34.0	41.1
Medicine and Health	9.5	9.2	1.7	2.0	75.7	77.1
Teaching	7.2	6.2	2.9	3.2	58.3	58.3
Managerial, Administrative	3.4	6.1	8.4	10.3	18.7	30.1
Product Fabricating, Assembling and Repairing	5.9	4.7	11.2	10.9	23.1	23.6
Agriculture	3.0	2.7	6.8	6.0	20.4	24.6
Social Sciences	1.4	2.0	1.1	1.5	43.6	48.9
Processing and Machining	2.2	1.8	9.0	7.8	12.2	14.2
Artistic and Recreational	1.1	1.4	1.3	1.7	33.3	37.8
Natural Sciences	0.8	1.3	4.7	5.1	9.1	15.3
Materials Handling	1.3	1.2	3.3	3.3	18.4	21.5
Other Crafts and Equipment	0.5	0.6	1.8	1.8	12.8	17.9
Transport Equipment Operation	0.4	0.5	6.3	6.0	3.1	6.1
Construction Trades	0.1	0.2	10.9	9.1	0.6	1.9
Religion	- -	0.1	0.4	0.4	- -	15.6
Forestry and Logging, Fishing Hunting and Trapping	--	--	1.1	1.5	--	--
Mining and Quarrying	--	--	0.9	0.9	--	--
TOTAL	100.0	100.0	100.0	100.0	36.4	41.9

Source: "Labour Force Annual Averages 1975-1983", Statistics Canada Catalogue 71-529; "The Labour Force", Statistics Canada Catalogue 71-001.

In order then, for women's training programs to have the desired impact, they must represent one element of a whole constellation of related initiatives in each of the critical areas: closing the wage gap through implementation of equal pay for work of equal value initiatives; breaking down the occupational stratification of women's work; and restructuring work and family life so that women -- and men -- are not forced to sacrifice fulfillment in one area of economic activity -- formal or informal -- in order to fulfill personal and societal expectations in the other.

For example, changes in the Skills Shortages program of Canadian Jobs Strategy to allow for training in emerging as well as existing areas of job vacancy are welcome. However without concurrent changes in the structure of the labour market -- expansion of the job market in those areas, and the ending of hiring and workplace practices which discriminate against women, the program cannot be effective. Similarly training programs -- such as many of those supported under Canadian Jobs Strategy Re-Entry program -- which continue to train women in traditionally underpaid areas offer at best a short-term solution until the principle of equal pay for equal value permeates all of society. At the point when currently undervalued jobs, such as child care worker or visiting homemaker, are paid relative to their actual social value, then it will make sense to train single parents with children to support in those occupations.

A major problem in launching these concurrent initiatives has to do with the fragmentation of jurisdictions, and of policies and programs, both horizontally and vertically, regarding education and training for women. The federal and each of the provincial governments continue to operate in isolation, despite federal-provincial training agreements and some efforts to standardize accreditation in the trades. Within provinces, the links among private and public institutions, and among school boards, colleges and universities are usually underdeveloped and often totally lacking. Privatization is only serving to exacerbate this problem. The result is that some groups, such as low income women or rural residents are virtually excluded from all parts of the system(s) in certain locations. For others, there is duplication of service. A number of interviews have identified an urgent need for a public education program for women and girls of all ages, to assist them to see and understand the realities of working life in the late 20th century, and to help them to identify for themselves what will be necessary if they wish to avoid poverty and/or marginal social and economic status in the years to come. The structure of the present situation virtually precludes any such coordinated, broadly-based effort.

It appears however, that there is some room within the current situation to begin building coordinated initiatives. As an increasing number of provinces follow the lead of the federal government and Quebec in enacting equal pay for work of equal value legislation, for example, the principle of equal pay will become more deeply embedded in Canadian society and the still far-off day when the wage gap between men and women disappears entirely edges closer.

One coordinated initiative which our interviews considered to be important -- not so much for what it is, but for what it indicates about what might be in the future -- is recent work at the federal level regarding employment equity. Legislation is being supported by compliance regulations for major federal contractors. In turn, the restructured Skills Shortages program allows, in theory at least, for training to meet the vacancies created by the contract compliance requirements. This is a small effort and is fraught with shortcomings. Nevertheless, it is important because it demonstrates recognition that: a) principles of equality must be enshrined in legislation; b) mechanisms which are not voluntary must be put in place to support the legislation and the principle on which it is based; c) implementation of those mechanisms will result in social changes -- in this case, an increased demand for women to fill positions which traditionally would have been filled by men; d) government has a responsibility to assist Canadians to prepare for these changes -- for example, through training programs.

Evaluation of the outcomes of women's education and training for the purposes of this research has not been easy. Generally, it seems that education and training for women have done little to improve women's economic situation, although for any individual woman the single most significant correlative factor with high quality jobs is high levels of education and training. Clearly the situation is complex. Unfortunately, we were able to find very little systematic analysis of the relative importance of education and training in the equality equation. It is difficult to understand how policy-makers can proceed very far without that knowledge.

Information which does exist, however, shows that most government and private-sector sponsored training continues to direct women into relatively low-quality areas of work. At the program level and for the individual women involved this is, perhaps, acceptable. For most women, marginal improvements in their employment position are better than no improvements at all. A job for a few years, part-time work, or moving from minimum wage to a slightly better-paid job are not ideal outcomes of training but, may be acceptable.

At the level of public policy, however, such outcomes are clearly unacceptable. Given the enormity of the changes necessary to achieve the equality for women to which Canada is in principle committed and the acknowledged role of training in reaching those goals, the number of government dollars available across the country for women's training is horrifyingly inadequate (47). To use those few resources to train women for jobs which are of low quality is to create outcomes which certainly do nothing to improve women's situation and which may actually contribute to deterioration in the long-term. By creating more workers for whom the only suitable jobs are in the low-wage periphery, public policy only serves to ensure that the high-wage core will be small and inaccessible to most of Canada's job-seekers. There are pathways which lead from poverty, illiteracy and low education levels to secure well-paying jobs. It is the clear responsibility of public policy to ensure that scarce government training dollars are used to assist women to find and follow those pathways. It is also the clear responsibility of economic policy to ensure that there are more, rather than fewer of those pathways to choose from. It is neither desirable nor

necessary to assume that the disappearing middle class is an inevitable outcome in the movement into the 'next' economy.

4.0 A POLICY PERSPECTIVE FOR CCLOW

4.1 A Vision of the Future

> "First, our consciousness and ethics now need to be crystallized into a clear vision of what we want society to be like, and what we want for women. This does not mean an attempt to impose a uniform ideology from the top. Rather, we feel that the debate around the real, hard issues of development, peace, and equality has only just begun, and we need to reflect together on what we have learned from the diverse richness of our experiences." (48)

What does equality mean? How will we know when we get there? One important component of our interviews involved asking questions designed to find out. Our sample was not random. Women who were interviewed all had some involvement in adult education and training for women and most had had some previous contact with CCLOW. They did however, come from all areas of the country and work in a wide variety of positions in the public, private and voluntary sectors. Among the 25 women we interviewed however, a striking degree of agreement emerged regarding vision. The conclusion of our interviews is that there is a clear feminist vision to draw on in developing its positions and recommendations and that that vision is widely shared by women across the country for whom issues of education and equality are important. Our interviews and the accompanying research for this study have convinced us that there is a need for vision and that that vision must come from within CCLOW and other women's organizations. It may take some courage, as it did for many of our interviews, to make that vision, where we stand now in relation to it, and how we can bridge the gaps between here and there, public. However, without public discussion, it is difficult to see how women's organizations can make an effective contribution to facilitating and monitoring movement toward that desirable future. The summary of interviewee responses that follows is meant to provide a starting point for that discussion.

> "My hopes and dreams had always centered on the movement to a society whereby my daughters' struggles for self would not be as great or as painful as mine or my mother's before me ... (although if I was to be truly honest about my vision at this point in time it , would include children who were toilet-trained at birth, high chairs with a self-cleaning mode and floors that peeled off to be disposed of after feeding) ..." (49)

"It would be a peaceful world..."

(interviewee)

The starting point for this discussion of vision is the premise that the world in which we want to achieve equality in, is not the world we live in now. Simply to have 'half of

everything' in the world as it is, is not enough.

For women we interviewed, one central feature of that redefined world was choice:

> "Gender should be no more important than the color of the shoes people wear in determining whether they're fit to do a certain job.. ."
>
> (interviewee)

Interviewees were in agreement that this choice needed to extend through all areas of economic life -- both formal and informal. Not only should women have access to the whole range of occupations in the paid economy, but also they should be able to move in and out of the formal economy without penalty. Women who stay at home with small children, or who take time away from paid work to care for elderly or disabled family members would not find themselves accused of 'minimal attachment to the labour force' despite 16 hour working days. In order to make it possible to develop and maintain a satisfactory division between labour in wage economy and labour outside it, changes would have to take place in both spheres. Within the informal economy, work would be recognized and valued. Men would feel free to take a larger role in the care of children and other dependents. Social recognition of the value of this type of work would be given concrete form by governments through changes in taxation and pension systems. Within the formal economy, the goal would be to have good jobs available to all willing workers. Not only would there be equal compensation for part-time work and extensive use of provisions like flexible working hours and job-sharing, but also there would be changes in the structure of occupations. For example, today it is the exception rather than the rule for construction firms to encourage employees to take weekends off and work regular hours during the short Canadian summer. Within many firms, 'corporate culture' demands that aspiring middle managers work 60 hour weeks. In each case, these working conditions preclude a decent family life for anyone, male or female. When the role and importance of family life in Canadian society are adequately recognized, working conditions such as those in the examples above will no longer be acceptable to anyone.

Equally important to the idea of choice among our interviewee was the context within which choices would be made. Interviewee actively struggled to find the words to describe a world in which the prevailing values were placed on nurturance, mutuality and peaceful co-existence, rather than competition, 'otherness', and dominance. For women, this would mean increased opportunities to work within non-hierarchical structures, the reshaping of technology in order to make it responsive to needs in both formal and informal economic life, and a virtual ending to violence at all levels, so that women could live free from the fear of sexual harassment at work, wife abuse and child abuse at home, and nuclear annihilation everywhere.

The central theme in talking about how these changes would be visible was empowerment. Women would be visible in decision-making positions at all levels of society. Income would be more evenly distributed across society so that those women who were old, or single parents, or immigrants, or natives would no longer risk living in

poverty simply because of who they are. Women involved in reproduction would have their choices widened, rather than narrowed, because all members of society would feel responsibility for the nurturance of those entrusted to the care of the community.

The central themes of this vision -- choice, a qualitatively different world based on values emphasizing non-violence, nurturance, and mutual respect, and the empowerment of women are not new to the feminist movement. The visible signs of true equality that our interviewee's mentioned: women visible and represented in positions throughout society; the equal valuing of work done in the formal and informal sectors; greater control over the amount and type of paid and unpaid work that women do; greater control generally over the conditions that - determine the quality of women's lives; and freedom from the threat of violence in all its forms, are not new either. In our view, this is cause for celebration. There is a vision, it appears, which is commonly held. This vision is neither controversial nor unfamiliar. There appears to be more than sufficient consensus concerning the basic themes and characteristics of that vision for an organization like CCLOW to be able to be explicit and public in identifying that vision as the organizing tool for its goal-setting and priority-planning processes.

4.2 The Role of Education and Training

> "Employment equity and equal pay are logical steps, but they don't necessarily lead to my vision.. ."
>
> (interviewee)

What role can education and training play in reaching toward the vision that our interviewees defined for us? As our research has pointed out, there is little about the current state of education and training for women to give us hope. One interviewee mourned, "It's all remedial ..." Another said, "Eight week training programs are not going to lead to my vision."

But just as our interviewee's shared a common vision of a better world, so they shared an understanding of the kind of education and training appropriate to reaching that world. Variously described as "transformative education", "a culture of the mind", "providing the tools for change", our interviewee's described an approach to education that starts with questioning why things are as they are; and moves on to encourage the learners to look at themselves and their community -- to identify the barriers they face in reaching their potential or realizing their aspirations; and together with others, to reach agreement on how to act to reduce or eliminate those barriers. They described a 'whole' approach to education, extending from cradle to grave, and designed to enhance imagination, intuition, social and physical life, and an appreciation of beauty. In such an educational system, skills training is just one small -- and important -- element.

As with their visions, the interviewees shared their ideas of education. These ideas are neither new nor unique to the women we interviewed. Within the field of adult education, for example, Paulo Freire and those who have worked with him have developed an

approach to education which meets the criteria set above, and has been used successfully in countries all around the world, including Canada (50). In the field of children's education, there have been a variety of alternative approaches to education, such as those used by the Waldorf schools, which emphasize the educational values described above, and which have also been in use for at least 30 years.

Nevertheless, as one correspondent said.

> "It's somewhat of a paradox that adult education and training is crucial, but that within the institutions we have, the real change -- and it is empowerment -- that education could achieve isn't possible, at least not without some major changes in attitudes and policies, and those don't seem likely." (51)

4.3 Bridging the Gap: Moving from Here to There

Despite their frustration with the inadequacies of the current situation, and their agreement that the world they envision is not going to be realized within their own lifetimes, none of our interviewees were prepared to say that the vision is unattainable. In today's world, the three primary goals associated with economic equality: equal pay for work of equal value, employment equity, and the restructuring of work and family life, are ambitious but still worth working for. Although these three alone are not sufficient to create the vision held by our interviewees, they are certainly essential elements of it. Progress in any of these areas not only improves the current situation, but also brings us closer to a world which is present among us now far more as a vision than as a reality. Similarly, within education and training, there appear to be steps which are ambitious but possible -- at least in the long-term -- within the current context, but which also can contribute to the transformation of education and training into a new kind of force in society.

In the course of our research, we identified a number of these steps, which appear to be both initiatives designed to improve the present situation and links to a more desirable future. With respect to each 'step', we have tried to identify case examples of the kinds of efforts being made. The steps, and the examples are described below:

4.3.1 Bridging Programs:

Earlier in this report, we discussed the need to define pathways that lead from low quality work to high quality jobs, and to assist women to find a place on those pathways. Bridging programs, with their emphasis on self-determination, flexible programming, and assisting women to overcome the educational, attitudinal and structural barriers to defining and realizing job aspirations are essential mechanisms for many women in finding and moving along those pathways. Unfortunately, for most women, bridging programs are unavailable.

One place where bridging programs are available to women is in Regina, Saskatchewan. Jointly sponsored by the CCLOW Regina Network and the Regina Plains Community College, the program began operating in 1985. The program is for women who are

entering or re-entering the workforce or seeking career changes. Although CCLOW is no longer directly involved, the program continues to operate under the sponsorship of the community college.

Goals are to:

1. Provide the necessary support services to enable women to overcome the barriers to successful participation in education, training and employment.

2. Provide the appropriate program components to enable women to gain access to education, training and employment.

3. Provide on-going evaluation of the program to ensure that it is flexible and innovative in meeting the needs of participants and the community.

The program provides support services for women including: counselling, group experience with other women, development of support, flexible scheduling, financial support, appropriate referral, follow-up and advocacy. It also provides the following program components: assessment, vocational planning courses, up-grading, pre-trades, pre-technology, job readiness training, job finding club, work placement, entrepreneurial business skills course and special interest courses. The career planning component, which is the first program that most women take, runs both full-time during the day and part-time during the evening. There is space for 20 women in each session. The day session takes approximately 10 weeks to complete while the evening session takes close to 6 months. Many women are involved in one or more bridging programs full-time for up to 6 months. Women of all education levels, incomes, ethnic backgrounds, and interests have participated in the project. By May, 1986, 40% had made the transition to work or school, and a third were still participating in up-grading or in pre-trades training. Almost 75% planned further education.

The Regina Bridging Program is important not only because of the services it provides to women in Regina, but also because of its influence across the country as a program model. Through its association with CCLOW, the program has received nation-wide publicity, and has become a reference point for both bureaucrats and community groups in discussing the kinds of programs which women need to assist them to achieve greater equality in the economy. One result of the work done in Regina is occurring over 3,000 miles away, in St. John's, Newfoundland.

There, CCLOW-Newfoundland, in cooperation with the Newfoundland Association for Lifelong Learning, has been awarded an Innovations grant, under Canadian Jobs Strategy, to develop and implement a bridging program for women. Based on the Regina model, the Newfoundland program has as its primary goal, assisting women to access appropriate training, and in particular technical training. The proposal for the Newfoundland program is designed around 9 proposed modules including: grading, advocacy, personal development and a session in orientation to technology. Women will have access to the services of a vocational counselor to aid in individual assessments. Their classes will be held in the Adult Learning Centre (space is provided free). For women who need

childcare and don't have transportation, a van will provide transportation to their childcare sites. There is no provision for a training allowance through Innovations. The women will be paid minimum wage. The plan is to have 20 participants for each program. The program was expected to begin November 1, 1987. Innovations funding will continue for 22 more months after which it is hoped that the province will continue funding this program and others like it across the province.

One impact of the privatization of funding for training has been that the federal government has made major cutbacks in the support it has historically provided for college-based bridging programs designed to assist women to move into training programs in non-traditional areas. Clearly, new approaches will be necessary if bridging programs are to be made available to women. Our research has shown that the voluntary sector has an important role to play, in partnership with public sector groups, in providing the kind of flexible training in 'learning to learn' which the Regina program seeks to provide. Hopefully, continued nation- wide publicity and support by CCLOW for programs like the ones ongoing in Regina and planned for St. John's will assist in creating suitable mechanisms for consistent support from governments.

4.3.2 Restructuring Access to Apprenticeships:

Another essential piece of the 'pathway' is the technical training which takes women beyond the limits of bridging programs and provides them with the opportunities to access high quality jobs in non-traditional areas. As our research has shown, relatively little training appears to accomplish this end. One area of particular concern, because of its historic importance, is apprenticeships. Despite the generally gloomy picture, we found a number of initiatives which were assisting women to gain access to apprenticeship positions in formerly non-traditional areas.

At General Motors (GM), in Oshawa, Ontario, for example, a new apprenticeship program for women is about to begin. The program was developed by the Chairperson of Youth and Women's Programs at Durham College, in consultation with General Motors' Apprenticeship Committee. It is funded through the Ontario Training Strategies, Special Projects Fund. Because the Apprenticeship Committee believed that women were not interested in entering apprenticeships, two program orientation sessions were organized. The Committee was very surprised when 100 women turned out. From this group 30 women were selected for two program sessions. Program goals are to assist women to enter pre-apprenticeship programs and to see more women doing well on the apprenticeship application test and going on into apprenticeships.

Women participating in the program must be employed at GM and they must have grade 12 education. On September 7, 1987, 2 groups of 15 started. Each group is on a different shift. The students take classes two evenings a week during the two weeks that they are on day shift. They also have classes every third Saturday. The program will finish in April, 1988. GM is also arranging to have the women do job shadowing while they are at work to get a closer look at specific jobs. The women are getting training (classroom and hands-on) in the skills that GM felt they were weak in -- technical math, blueprint reading,

electrical mechanics, and generic tool skills. They will be taking a communications course that will deal with the interpersonal realities of apprenticeships. The Durham College staff person who originated the program proposal is optimistic that the results of the program will be positive because of the high level of interest of the women at GM and because of the support the program has received from GM management, the Canadian Auto Workers union and the Apprenticeship Committee in particular.

In British Columbia, in Powell River, Malaspina College has been involved in sponsoring a General Mechanics course for women. The program ran in two sessions, starting in February 1984 and February 1985. Each session was 9 months in length and provided women with credit for their first apprenticeship year. Each class included 16 people. The program did not run in 1986 or 1987 because federal government funding was no longer available. Staff at Malaspina also believe that the program may have reached all the women in their area (population 20,000) who were interested in the program. With continued funding, however, the program would probably have attracted new students. It was unique in the province of British Columbia and had the potential to serve women not only in the Powell River area, but also throughout the province.

Staff at the College believe that programs like this one have an increasing chance of providing assistance to women. They have found that, as more women enter non-traditional areas, and as acceptance of women's presence in the labour force generally grows, the number of individual women who enter and finish programs in areas like general mechanics is increasing.

Clearly, these two programs, one of which has barely started and the other which is no longer running, do not by themselves mean that women's situation with respect to apprenticeships is undergoing major changes. What they do demonstrate is that movement is possible in what has proved historically to be a particularly difficult area for women.

4.3.3 Training in High Quality Non-traditional Jobs:

The pathway to all high quality non-traditional work is not necessarily through apprenticeships. We found a number of programs which are assisting women to gain access to work in non-traditional areas without necessarily involving them in apprenticeships. Although Toronto's buoyant economy seems to provide particularly fertile ground for such efforts, one of the most interesting programs operates in British Columbia, through Kwantlen College, in Surrey.

The Employable Alternatives for Women Program has been in operation since January 1981. The program was designed as a bridging program, focusing in particular on assisting women to identify what occupations are available and best suited for them. The program is designed: to develop self esteem among the women involved; to provide them with the opportunity to succeed; and to assist them to gather and make active use of information that they would not normally have access to. The program's specific goals are to assist women to make realistic career decisions for themselves and develop an action

plan for pursuing their chosen careers.

Over the 16 weeks of the program, the 20 women explore a wide variety of non-traditional occupations, involving themselves in at least 3 different field experiences. The program has two components in the classroom -- one involving classes in subjects like computer orientation, survival, first aid, and self-defence. The second involves less technical areas like assertiveness training and developing self-esteem. Academic and skills assessments are done early in the program. The women range in age from 18 to 55 with half falling in the 25 to 35 age group. Several of the women are native people, and many are immigrants.

There are many colleges across Canada that have been -- or are -- offering similar courses to women, although the number is declining rapidly as a result of changes in federal funding. What is remarkable about this program is its longevity. Staff at the program feel that its relatively high success rate is attributable to: its flexibility, in offering students the opportunity to develop individual programs within a comprehensive framework; its duration -- which was formerly 20 weeks; and its consistency. The program and its staff person have been and are available for referral and follow-up discussion for those who have gone through the program, but who may need some degree of occasional support in accessing further training, or deciding whether to apply for a particular job.

Another program which has been in operation for some time is in Toronto. In contrast to the program at Kwantlen College, West End Machining provides focused training in one particular skill area. The program has been in operation since July of 1982.

At West End Machining, there are 5 staff people and one apprentice who is a graduate of the program. Women who are interested in the training are invited in for an information session and then they are required to complete a one page mathematics test. If they are still interested and seem appropriate, they are then interviewed to make a final assessment. The program builds on the individual strengths and interests of each woman and lasts 10 months. Half of the student's time is spent in the on-site classroom. The other half is spent in the shop. Much staff time is used in helping each student to assess herself and where she is going. The program functions on a continuous intake basis. The staff members assist graduating women to find jobs, further training or apprenticeships. A total of 15 students are trained in one year. The funding is federally-based. Formerly, it came through the Job Corps program. Now the program is funded through the Job Development program of Canadian Jobs Strategy on one year contracts.

West End does follow-up at 3, 6, 12, 18 and 24 months after graduation. The staff have found that those graduates who have a very set long-term plan in mind -- often sole support mothers or older women who need stability of income -- usually are at the same company one year later. Those who are younger single women tend to move around more, trying out differing places of work.

Meanwhile, also in Toronto, a program training immigrant woman in an emerging field -- computer-assisted design -- began in November 1986. The program was developed by the

Immigrant Women's Job Placement Centre (IWJPC), working in cooperation with George Brown College.

The Immigrant Women's Job Placement Centre found that a number of women coming to the Centre had education or training in a technical area from their home country but could not find suitable work in Canada. The Centre approached George Brown College with a proposal for programs in 4 occupations. Computer-Assisted Design (CAD) was chosen. A proposal was submitted to Canadian Jobs Strategy and approved. The first group began training in November 1986 and finished in July 1987.

The program is designed to provide immigrant women with training in an emerging technical field (CAD) that they have ability and interest in, so that they will be able to find a fulfilling. well-paying job.

The Community Outreach Department of George Brown College acts as a liaison between the chairperson of the Technology Department at George Brown and the Immigrant Women's Job Placement Centre. For the first intake, the College provided technical training courses, 1 to 1 tutorials and a course in English for a Specific Purpose. The Centre provided courses in life skills and will be providing English courses in the future. Women who went through the first program felt they needed more basic skills and more English so this is being changed for the second intake in October 1987. Women who are accepted into the program must have the equivalent to grade 12 math and sciences or a strong technical background and also have the equivalent to grade 10 English. The program has 15 places and lasts 36 weeks. The program works on an individual basis, but the trainees also get the advantages of working through the curriculum with a supportive group. When the women have graduated they are still able to return to the Immigrant Women's Job Placement Centre for any further support or services that they need.

It is still too early to assess the success of the program. However, in a country where we have immigrants with doctorates who are delivering pizza because their qualifications are not recognized in Canada, the program appears to offer a hopeful alternative for immigrant women who have had previous training and experience in their home countries. The involvement of the Immigrant Women's Job Placement Centre is a particularly critical element because of the Center's ability to provide ongoing follow-up assistance to women after they have completed the program.

4.3.4 A New Role for Community Colleges:

Community colleges across the country are bearing the brunt of changes in funding levels which are occurring as a result of privatization policies. Those colleges that survive will be those which carve out a new role for themselves, in partnership with the voluntary and private sectors. For most colleges, this more proactive approach to the development and support of educational programs is difficult to envision. The Community Outreach Department of George Brown College has developed one approach to finding this 'new role'.

The Community Outreach Department was initiated in October 1985 as a response to shrinking funding sources and out of a renewed commitment to serving the needs of disadvantaged adults and youths in Metro Toronto. Its goals are to promote the development of community-based training programs affiliated with the college, and to expand and diversify college services to the community at large.

The department operates by working with designated 'community affiliates'. The department is responsible for negotiating all contracts with non-profit agencies under the Canadian Jobs Strategy and other similar funding sources. In one year the number of affiliated programs grew from 5 to 30 with another 8 programs awaiting funding. More than 450 full-time and 1,050 part-time students are now enrolled in the community affiliates, of which two-thirds are targeted at women. The three staff members function as a liaison between interested non-profit agencies and the appropriate college departments and provide a number of services to the community affiliates, including initial consultation and needs assessment vis-a-vis joint training programs, fund-raising and proposal-writing assistance, testing of student applicants and provision of instructors on or off-campus. The Department also conducts research into new areas of need which the college should be meeting, provides training for trainers, publishes a newsletter, and participates in community development and lobbying and advocacy. College services are billed to affiliates on a fee-for-service basis.

The Department still faces many challenges. In particular, in the interface between community and college programs lie differing standards, salary levels, teaching methods, staff qualifications and a host of potential conflicts over accreditation, control, and program evaluation. Our research has shown however, that these problems will have to be overcome, not only by George Brown, but by any college wishing to remain active and relevant. Governments have not been responding to concerns about the privatization of funding for training. We found no indication that this trend is likely to reverse itself in the near future, although it may slow, if a strong case can be made for a 'special role' for public and voluntary sector organizations.

4.3.5 A Special Role for Voluntary Organizations

Our recommendation, based on the results of our research, has been that the voluntary sector and colleges should lobby actively for a public/voluntary - private sector division of responsibility with respect to training. While the private sector can and does provide job-specific technical training over relatively short periods of time, the public- voluntary sector should focus on more 'generic' approaches that have the long-term needs of the trainee as their focus.

Unfortunately, the reality is that voluntary sponsors of training are chronically under-resourced and are usually hard-put to run their own programs. The time and energy required for lobbying is simply not available. There is an important role for CCLOW to play in advocating on behalf of those groups which do not have sufficient resources to do their own lobbying. Another approach, and one which is complementary to the more broadly-based efforts of CCLOW is being taken by regionally-based groups. Despite the

difficulties which these kinds of groups have in gathering together the resources necessary to support 'second-level' activities, at least three are currently active in Canada -- one each in British Columbia, Ontario and Nova Scotia. In Halifax, the regional CCLOW network is active in a new coalition which has been formed to try to develop new alternatives in accreditation for basic education and upgrading. In British Columbia, the Women's Education and Training Coalition (WETC) is a coalition with 15 member groups. The coalition has been active since 1985 in presenting briefs, attending consultations and promoting in a variety of ways women's full participation in education, training and employment. In Toronto, Ontario, the Association for Community-based Training and Education for Women (ACTEW) has also been active since 1985, representing 35 member organizations. Most members are located in Toronto and area, but recently ACTEW has begun to include more members from around the province. A principal concern of ACTEW has been, and is, the erosion in federal funds available to support community-sponsored training.

Clearly, there is a significant need for this kind of regionally' based joint action. Both WETC and ACTEW have found an increasing demand for their advice and assistance coming from governments and other non- profit organizations. Unfortunately, most community-based sponsors of programs do not have the resources to engage in second-level work on an ongoing basis. This makes it very difficult for groups such as WETC and ACTEW to maintain themselves on an ongoing basis. Currently, ACTEW has funding to support a staff person and an office from the Women's Program of Secretary of State until early in 1988. WETC, without that kind of support, is struggling to maintain contact among members and momentum for the coalition as a whole.

4.3.6 Training Targeted to Critical Points in the Learning Life-cycle:

If adult education and training for women is to be more than a belated remedy for inadequacies in the education of girls, then it is essential that those whose work is focused on one point in the learning life-cycle should have a good understanding and some direct connections with those offering education and training at other critical points. A particular concern raised during our research was that young girls are still emerging from secondary schooling inadequately prepared for the 45 years which most of them will spend in the labour force. Not only does this cause problems for the girls themselves, but it also means that educators working at the points of entry, re-entry, career change and retirement have as much work to do in the areas of attitude change and development of realistic expectations as they do in ordinary skill development. One conclusion of our research has been that a major factor in the success of adult education and training programs lies completely outside the programs themselves As young girls begin to emerge from secondary school believing that they will need the skills to find work which is lucrative enough to provide adequate support for themselves and their children during a period which will stretch through five decades, the potential for success in later training and education efforts will be greatly increased. As a result, we investigated work which is presently ongoing to provide young women with just that kind of preparation.
The Council of Ministers of Education has recently completed a survey of initiatives within public and secondary schools designed to enhance the status of women (52). The

Council found that in every province and territory in Canada, there are steps being taken to improve curriculum. However, as we have noted elsewhere in this report, the piecemeal implementation of policy initiatives directed at structural change has little impact. The effect tends to be similar to punching a pillow -- pressing on one area simply creates bulges in another, and ultimately, the pillow tends to regain something very close to its former shape. In order for structural change to take place, there needs to be a coordinated and multi-faceted plan of action, so that pressure comes from several directions at once. One place where this kind of effort seems to be taking place is within the Toronto Board of Education.

A Status of Women Committee was formed in the Toronto Board of Education 10 years ago. The Committee is still in place and is involved in personnel, policy and classroom issues that concern women. The Committee put pressure on the Board to develop the position of Women's Studies and Labour Studies Coordinator. The position has been in place for 10 years now. Toronto is the only Board of Education that has such a position and only seven Boards in the province have a Women's Studies Coordinator position.

The Mathematics Department for the Toronto Board published a report based on a study of females and mathematics in the Toronto elementary and secondary school system. The report, called "Mathematics: The Invisible Filter" (January, 1983), called for changes in the mathematics curriculum.

Another study was commissioned by the Toronto Board of Education in the early 1980's. The report from the study, entitled "Encouraging Girls and Women to Consider Non-traditional Jobs" was published in July 1985. This report called for the development of a comprehensive communications strategy directed to female students of all ages.

A discussion paper titled "The Economic Order and the Impact of Technology on the World of Work" was published in August 1984 by the Thinking and Deciding in a Nuclear Age Advisory Committee of the Toronto Board of Education. A student activity booklet was published to go along with the paper in December 1985.

From recommendations of the above three reports and from the Women's Studies Coordinator and the Guidance Department, a wide range of activities and programs have been developed including the following:

1. Expanding Your Horizons Conference: The conference has been running for the last 4 years to encourage girls to consider mathematics and science as careers. At the Conference, 60-70 role models are available to talk about their careers and to give the students some hands-on experience. For the first three years, the Conference was aimed at senior secondary female students and was given on a Saturday. Last year it was decided to target a younger group. The Conference was held on a school day and grade 7 and 8 female students were invited to come. Pre-Conference and post- Conference activities for teachers were provided, in order to ensure that these issues would be addressed in on-going discussion. This year, a parents' workshop is planned to better equip parents to provide support and

information to their daughters throughout their decision-making process. The Conference is one way of implementing the recommendations in the math report.

2. The Math Department has incorporated into its curriculum a wide variety of activities specifically designed to keep the interest of the female students and to help the teachers deal with the students' math anxiety.

3. A booklet for boys is currently being prepared, discussing gender role stereotyping and why and how it puts barriers up for men as well as for women.

4. Job Sites is a program for secondary students (about 75% of participants are girls) designed to give the individual students time at different job sites of their choice. This program also gives teachers an opportunity to get out into the job world to see how things have changed and how the students can apply their math or science background.

5. An American publication called "Choices and Challenges" is used throughout Guidance Departments in the schools. It is a work book designed so that individual students can proceed at their own pace and with or without help if they need it. Guidance Counselors have found that many students are still very "dated" in their plans for the future, even if their own mothers have worked outside the home.

6. For the last 5 years the Board has been screening any material that is produced by the Board for gender or sex biases.

7. Two years ago, every school in the Board was given a grant to buy only books that dealt with the history of women.

8. There is a well-stocked resource room on women's and labour studies in one of the high schools that both students and teachers from across the Board may use for information.

9. The Board has published a Speakers Directory on Women's Issues and encouraged the teachers to use it.

10. Focus on Equality -- a newsletter describing positive programs and new initiatives as well as good resources that can be used in the classroom.

Training and education after the secondary school years has traditionally been focused on entry, and, to a lesser extent career change. The points of re-entry and retirement have not until recently been recognized as needing special attention. Although retirement is still mostly ignored, the Canadian Jobs Strategy Re-entry Program has provided an important and much-needed focus for education for women who have been out of the work force for some time. There are some serious problems with the structure of the program -- principally its proposal development and acceptance process, its trainee admission criteria, the short length of the training component of the program, and the bias within the program toward training for jobs which, while they may offer the opportunity for speedy

entry, also have drawbacks related to low pay, vulnerability to technological change and the whole constellation of factors associated with low quality work. In spite of the problems these shortcomings create, sponsors in locations across the country have found ways to make excellent use of the program. In Newfoundland and Labrador, for instance, one Re-entry program is training women as painters and plasterers in St. John's; while in Labrador, another is focusing on entrepreneurial skills. In Vancouver, a program is providing women with training in setting up co-operatives; while in Ottawa, The Canadian Council on Social Development has sponsored a program training in social research, with special emphasis on the use of computer and telecommunication technologies.

4.3.7 Education for Women's Work Across the Boundaries Between Formal and Informal Economies:

Although some Re-entry programs recognize and attempt to build on the skills that are developed in the informal economy -- at home, and that are also useful in the formal economy -- on the job, there are few programs which reflect in their structure the truly integrated nature of work in women's lives. Training which explicitly seeks to identify and develop skills which span the artificial divisions between paid and unpaid work is an essential element of the kind of transformative education our interviewee's described. And while it will emerge in response to increased visibility and more accurate valuing of work done in the informal economy, it will also support and extend the process of change that creates new values and new visibility. It is not surprising then, that at this time, we were able to find relatively little evidence of this approach to education. Nor is it surprising that when we did find it, it was in northern and native communities where, as in farming, going to work and going home often means arriving at the same place. One example that we found was in Labrador, where the Goose Bay Women's Centre is cooperating with the local Social Services Department in sponsoring a training program for women in traditional Labrador crafts.

The program accepted its first trainees in June of 1987 and will continue to November 1987. The goals are to supplement the income of women on social assistance, and to provide the women with skills that will enable them eventually to become self-supporting.

The program is aimed at training women in traditional Labrador crafts which are very popular with the large number of tourists coming into the area. The two coordinators at the Women's Centre provide guidance and classes on assertiveness training, self-esteem, business management and other related topics. The six women who are in the program come to the Centre 2-3 days a week for these classes and to work together to learn a variety of the crafts. The other days they work in their own homes. The women draw from each others' experiences, and as a result, much of the learning and the teaching is from themselves. The products they make use mostly recycled materials. The group includes a broad range of women -- from a very young single mother to a middle-aged grandmother. The women are finding that they can combine income- generating work and family at the same time. They are also learning to work and co-operate with other women to reach similar goals.

4.3.8 Literacy:

Statistics tell us that one in five Canadians is functionally illiterate, and therefore, is increasingly excluded from many of the social and economic benefits of society, including sources of stable, adequately paid employment. If the emerging employment picture of a small highly-paid core and a large periphery of marginally-employed poor is to be altered, then one part of the alteration must be a commitment to ensuring that all Canadians are able, through literacy, to exercise their basic right to have access to the paid work which will enable them to be self-supporting.

CCLOW has a well-established history of work in the area of women and literacy, including most recently, participation in signing the Cedar Glen Declaration (53). Lobbying for a national literacy policy is critically important. In the field of literacy, the need is not for programs which demonstrate the potential of literacy training. There are already in existence a number of proven educational models. The need here is for the community-at-large, as represented by the state, to acknowledge through policy that literacy is a matter of public interest and individual right.

In our research, we attempted to find governments that were demonstrating that literacy is a priority. We found that although some provinces do have policies in support of literacy, there has been little indication of a willingness to allocate resources to a degree commensurate with the size of the problem.

One exception is the Province of Quebec. There, the Province has made an explicit commitment to literacy. The Ministry of Education is responsible for publishing a report every two years evaluating progress in the area of literacy. At the program level, the provincial commitment appears to have created fertile ground. For example, in Montreal, there are literacy programs available through Dawson College, through the high schools, and through non-profit organizations.

4.3.9 New Approaches to Public Education:

Our research revealed a strongly-voiced need for comprehensive public education programs with respect to women. One place where such a program has taken place is in Sweden. Earlier in this report, we referred to a campaign entitled "More Women for Industry" carried out during 1982-83. As a result of that campaign, in 1984, the central Government in Sweden asked each of the Swedish counties to prepare an analysis of the position of women within their regional labour markets and educational systems. The work was done jointly by county labour boards and boards of education. Analysis of the reports showed that, despite regional differences, the same pattern of employment existed all over Sweden, with most women predominantly employed in services, and men employed mostly in the production of goods.

In March 1985, the Swedish Government allocated SEK 15 million (about $3 million Cdn.) for a wide-ranging action program designed to strengthen the position of women on

the labour market. The proposals in the action program were based principally on experience accruing from the campaign described above. Policy measures in four fields were recommended:

1. Throughout the education sector, efforts must be made to reduce bias on grounds of sex in educational and occupational choices.

2. In the employment sector, special supportive measures will have to be introduced for women entering traditionally male jobs and for women whose jobs can potentially change or disappear as a result of technical progress.

3. In family life, men must be encouraged to play a more active part in caring for the home and children.

4. In the community as a whole, women must be more strongly represented in all decision-making and advisory bodies.

Projects are being launched at pre-school level in order to bring children into contact with everyday technology at an early age. New models are also being developed for further training of teachers and vocational counselors in equality issues. Women -- above all new employees -- who have opted for non-traditional occupations are supported by means of back-up groups or study circles and companies are being encouraged to induce women, through special recruitment measures or changes in working hours, to enter occupational spheres where men predominate. Unemployed women are also offered, in some projects, introductory vocational technical training.

These and other nation-wide activities are still in progress. Another SEK 15 million was allocated for the 1986/87 fiscal year and the Government has proposed the allocation of a further SEK 17 million for 1987/88.

4.3.10 Woman-Supportive Uses of High Technologies in Education:

During the course of our research, many people expressed concern about the degree to which people are being asked to adjust to changes in technology. Training and education which could be a way to put technological advances to the service of human needs, far too frequently is having exactly the opposite effect.

Clearly, high technologies are here to stay. Clearly, also, they have the potential to make a major contribution to the kind of transformative education our interviewee's described. In our research, we attempted to identify situations where the uses of advanced technologies are being explicitly shaped to needs of women. One area where this is happening in exciting and important ways is in the field of distance education.

Athabasca University, for example, provides both credit and non- credit courses to students across Canada, although most are in Alberta, where the University itself is based. Sixty-two percent of all students are women and 68% of native students are women. Many different distance methods of teaching are used in the various courses. One particular

program is aimed at women with their R.N. who want to take an undergraduate degree in nursing. Most of the women live in rural areas of Alberta. The University Women's Outreach Program is funded through Secretary of State. Its focus is also rural women. The program provides a Speakers Bureau to the different areas served, audio-tapes for workshops and printed material.

Generally, women's course completion rates tend to be higher than those of men. Students say that the Women's Studies courses fill in the gaps they've found in other courses. Many women report that they do not feel isolated, that they have made many personal changes and developed personally because of the courses they've taken through Athabasca.

5.0 SUMMARY AND CONCLUSIONS: BREAKING THE CIRCLE

"We've got to break the circle. . . make it into a spiral. . ."

(interviewee)

In the seventeen years since the publication of the Royal Commission Report on the Status of Women, there have been marginal changes in women's social and economic position in Canada. However, the major issues remain (54). Although some barriers have become lower - through, for example, the inclusion of women in Canada's Charter of Rights and Freedoms, others appear to be, at best, unchanged. One place where there has been little discernible progress is that of policy and programs related to adult education and training. Although training and education levels have been identified as the most significant correlative factor with respect to high quality, continuing employment, and even though women's labour force participation rates continue to increase, resources specifically allocated to training and education for women appear to be decreasing. Most training programs for women continue to direct them to segregated areas of relatively low-paying, insecure jobs within a narrow range of occupations. For women who experience special problems in finding sources of high quality work such as the disabled, those lacking basic education, or those whose first language is not English or French, the problem is particularly serious. Our research has indicated that the number of people finding themselves to be specially disadvantaged within the labour market is actually increasing, while the number of jobs available to them is diminishing.

Previous CCLOW research has shown that adult education and training programs for women during the last two decades have had little impact on improving the general level of equality for women in Canadian society (55). Our research has reconfirmed this finding. During the course of our investigation, we identified many good programs for women, which have had excellent outcomes for the women involved. However, these programs by themselves are not sufficient to create the kind of structural changes which are necessary. What women in Canada -- and around the world -- are faced with is not simply an imbalance in the allocation of rights and goods within society, but a built-in bias toward inequality. In order to ensure that progress in one small area is not discounted by increased difficulties in another, good programs must be supported from below by an educated public demanding the positive changes which greater equality for women would

bring to all members of society, and from above by government policies and budgets which directly acknowledge the size, nature and importance of the problems to be addressed.

Terms of reference for this piece of research directed it to focus in particular on the role of adult education and training policy in creating the necessary changes. In order to do this, we examined the role of adult education and training generally in creating structural changes leading to greater equality for women. What we found was that, just as programs by themselves cannot create the necessary changes, similarly education and training are necessary, but not sufficient. Education and training policies cannot be analyzed on their own, but must instead be seen within a comprehensive framework that identifies not only all those areas which are essential for change, but also the patterns of relationship among them.

5.1 Policy-Making: Priorities & Processes

The Canadian women's movement, sitting as it is now at the precipice of the twenty-first century, can look back at almost one hundred years of painfully slow, but cumulatively significant progress. All Canadian women over the age of 18 -- except those in prison -- have the right to vote. We can no longer be formally barred from access to jobs or educational institutions on the basis of gender. Most recently, the international commitments which Canada has made affirming the rights of women to economic, social, and political equality have been confirmed domestically within the Canadian Charter of Rights and Freedoms. Although we no longer worry that the vote, or our rights of access to a university education may be taken away from us, we still need to be vigilant with respect to the security of our constitutional rights, as recent concerns raised about the implications of the Meech Lake Accord have shown (56). At this particular moment in history. there is considerable consensus that movement further forward in increasing women's economic and social equality rests on three legs: closing the wage gap through the enactment and implementation of equal pay for work of equal value legislation; desegregating women's paid work, through the development and enforcement of employment equity measures; and restructuring work and family life so that fulfillment in one area does not require sacrifice in the other. There is also increasing recognition that the ground underneath these three legs is shifting. As we move from an industrial economy based on the extraction and processing of raw materials, into one based on energy and information, the shape of the economy is changing. Some jobs -- principally those within primary and secondary industries are slowly disappearing. Others are emerging, and as they do, they are changing the type and structure of jobs within the service area, where women have traditionally been concentrated. At this time, as much as or more than ever, some shared and clearly expressed vision of an ideal future is essential. With that vision, we have some influence over where that shifting ground moves us to. Without it, we are effectively left without any means for controlling or influencing the direction of change.

Within this context, what is the role of education and training? In our report we identified an 'ideal' direction for policy: one which moves adult education and training out of its predominantly remedial role and into an increasingly transformative one. Currently, most

adult education and training programs for women are concerned with attempting to compensate for an educational system which does not prepare women adequately, either in terms of basic skills or in terms of knowledge and attitudes for the realities of working life in the late twentieth century, and for an economic system which offers to women an unacceptable amount of low quality employment. If women emerged from secondary school education literate, with respect not only to language and mathematics, but also to their own culture, history, and place in today's society, truly transformative education at critical points further along the learning lifecycle would become much more of a possibility. If the implementation of the principle of equal pay for work of equal value was pervasive throughout society, and if employment equity measures meant that women were being actively recruited for work in areas where they are currently under represented, the difficult task of designing training programs which match the preferences and developed skills and abilities of adult women with high quality jobs would become much less a matter of searching for needles in hay stacks. This ideal policy direction then requires that support for a different approach to adult education and training go hand in hand with policies designed to change public values and attitudes, close the gender-based wage gap, and provide equal employment opportunities for women across the whole spectrum of paid working life.

5.2 Public-Policy: Results of the Analysis

A concise summary of our analysis of existing policy would say that although we are very far from seeing this ideal direction become an everyday reality, there is nothing to be gained by simply giving up. Progress may be painfully slow, but progress is possible. We found a number of positive signs.

There is an increasing recognition in policy of women's right to equality. Within the federal government and within every province and territory, we found some explicit recognition in policy that the status of women is important and that there are inequities that need to be removed. Within the field of employment training, implicitly disparaging comments about women as a 'secondary labour force' or about women's 'minimal attachment' to the paid labour market which were still quite common even five years ago, have all but disappeared.

Within government bureaucracies across the country there are women, and some men, who are dedicated to the same vision of the future and to the same idea of the kind of education and training necessary to realize that vision that our report describes. These women were virtually absent from the halls of government 15, or even 10 years ago. They are prepared to work with outside organizations to push ceaselessly for whatever small changes are possible within their own situation.

There is support for the kind of mediating role which second-level organizations such as CCLOW play in advocating on behalf of programs with the goals of influencing policy. Increasingly, governments are engaging in consultation with groups like CCLOW at both national and regional levels. Despite a variety of problems with the consultation process generally, it does indicate a recognition that women have a right to participate in decision-

making with respect to policies that are of concern to them.

Supporting policies designed to make the broad commitment to women's equality concrete are being created. At the federal level, the development of a new national child care policy is notable, as is the explicit commitment within the Canadian Jobs Strategy to training for women, and to training for the employment disadvantaged. In a number of regions, new federal-provincial agreements are creating new opportunities for training, education and employment creation for social assistance recipients. There appears to be some potential for positive movement in the area of literacy, both federally and in regions across the country. Equal pay for work of equal value legislation has been passed federally and in Quebec, Manitoba, and Ontario. It is being proposed in Prince Edward Island. Ontario's Training Strategy explicitly recognizes the special needs of women. The federal government has taken the lead with respect to employment equity, providing one model for legislation and contract compliance.

5.3 Access

At the program level, we found a strong commitment to making the most positive use possible of whatever room for movement there might be in current policy. Work being done by people within governments who are committed to greater equality for women is being complemented not only by the continuing advocacy work of organizations like CCLOW, but also by the innovative work of people at the community level who, through their efforts are demonstrating not only the need but also the potential for continued progress in this area.

There are, unfortunately some major barriers to movement in the ideal policy direction. Primary among these is the conception of the kind of effort required. Although government documents everywhere refer to the need for structural change with respect to equality for women, policy continues to treat the problem as one of a series of imbalances, rather than as an in-built bias that creates a skewed societal structure. Historically, piecemeal initiatives -- of the kind suitable for correcting a series of imbalances -- have had little impact on skewed structures, which is one of the reasons why revolutions happen. If we want change which addresses structural problems, without the necessity for the process of societal upheaval we call revolution, then what is necessary is a coordinated series of policy initiatives supported by a major allocation of resources simultaneously targeted to critical areas. There is precedent for this kind of effort in Canada. The most recent example is in bilingualism.

Terms of reference for this study directed us to look in particular at issues related to access, privatization, and outcomes in women's education and training. Although policy responses to each of the areas of focus differ, we found the same general pattern throughout. The inaccurate conception of the basis of the problems which society experiences in creating greater equality for women results in all areas in acceptance of piecemeal efforts, major under allocations of resources, and a general absence of vision. Perhaps the most disturbing of our findings was that there is simply not very much policy at all that concerns itself with the role of adult education and training for women in

improving women's levels of economic equality. The whole area appears to be seriously underdeveloped. The goal of policy which does exist seems to be to bring women 'up' to the level of men within a society which is otherwise the same as the one we have now. This view, which does not seem to acknowledge that the structure of society is changing in major ways, let alone that there is an identifiable direction for structural change which is consistent with greater equality for women, generates reactive rather than proactive policy responses and what appears to be genuine confusion about how to effectively implement policy directives which support greater equality for women.

In the area of access, for example, we found that years of well- articulated and well-researched advocacy by groups including CCLOW seems to have had some positive effect. There is a general acknowledgment in policy that women do experience gender-related access problems and that governments have some responsibility to assist in minimizing those problems. At the federal level, within the Canadian Jobs Strategy, and within several provinces such as Ontario, Nova Scotia and Quebec, we found provisions for allowances for transportation and child care within various training and upgrading programs for women. But these provisions frequently are not sufficient to cover the actual costs of child care and transportation for women who wish to involve themselves in training. Similarly, with respect to other access issues we found that acknowledgment of the issue was not matched with a response sufficient to adequately address the particular problem at hand. Most importantly, there is simply not enough training available for women. A good example is provided by the Canadian Jobs Strategy programs. The basic conception of an array of programs, allowing -- in theory at least -- an integrated approach to employment issues is a good one. Program emphases on women at the point of re-entry, on entry and on the employment disadvantaged are also welcome. As we have pointed out earlier in our report, Canadian Jobs Strategy programs suffer from a variety of serious administrative and structural problems which make it very difficult for them to operate effectively. However, there does appear to be a willingness to improve, and with continued pressure from CCLOW and other organizations, there is the potential to effect improvements in the potential of these programs. As a result, CCLOW and other organizations are directing significant amounts of energy to working with EIC officials to try to ensure that these improvements do take place.

The central problem, however, appears to be that these programs are seriously under resourced. The total size of the training budget is inadequate to meet the needs. Project officers are overworked and under skilled, with the result that programs are forced to deal with a revolving door of changing personnel who frequently arrive on the job with little conception of the importance and history of the programs they work with, and with less understanding of the nature of the employment issues their programs are meant to address. Available funds are not equitably distributed across program areas. Within programs, allowable budget and time limits are frequently insufficient to maintain staff and activities for more than a few months at a time. It may be that CCLOW's energy should be directed at least as much to Treasury Board as it is to EIC.

In our view, what is required in the area of access is policy which endorses the right of every woman who seeks employment or who is confined to low quality employment to

further training and education, and which recognizes that such a 'right to learn' must go hand-in-hand with measures -- in areas such as employment equity and equal pay for equal work of equal value -- designed to ensure that women with training can find jobs to compete for. Ultimately, this kind of policy position would require the adoption of a new approach to full employment for all willing workers -- either male or female -- in Canada. This is not an impossible position to take. Other countries, including both Sweden and Japan which have very different approaches to the management of the national economy, have much lower official unemployment rates than Canada does. Within Canada, economists have identified approaches to full employment policy which are consistent with our own history and culture (57).

5.4 Privatization

In the area of privatization, we found that the recent adoption of policies in support of privatization has created a certain degree of confusion at all levels. Basically, there are two approaches to the privatization of training. The first, which is explicitly endorsed, for example, by the province of Ontario, concerns increased support for employer-sponsored, workplace-based training. The second, which has been taken by programs such as the federal Canadian Jobs Strategy Re-Entry, involves shifting funding from public and voluntary sponsors of training to private sector training organizations. There is as yet no established body of data on which to base evaluative conclusions. However, employer-sponsored training has traditionally not included women in anything like the proportion in which they are represented within the labour force. It will be important to monitor this situation in order to ensure that women receive their share of employer-sponsored training. Of critical importance, however, in assessing the strengths and weaknesses of policies supporting employer-sponsored training is an examination of who gets left out. Not only does employer-sponsored training leave out that section of the labour force which is unemployed -- about 1 in every 10 people on a nation-wide basis and as many as 9 out of 10 in some native and remote communities, it also does not address the needs of those whose jobs provide no incentive for employer-sponsored training. These people -- the unemployed and the working poor, risk being forgotten altogether, or having their training needs even more seriously under- resourced than is already the case.

With the second approach to privatized training -- increased support for private sector sponsors, the costs are already making themselves felt, while the benefits remain unclear. Community colleges have seen a decrease of 40% in federal purchases of training within the last two years, while voluntary sponsored-training has experienced a 20% erosion. This trend is expected to continue for at least the next three years. Application processes and selection criteria within Canadian Jobs Strategy for sponsors do not seem to provide the funding agency, EIC, with a strong basis for differentiating between those who can and those who cannot run a high quality program. The result has been duplication of efforts and some extremely poor programs. These problems may sort themselves out as time goes on. However, there are two major sources of difficulty which are likely to remain. First, there is nowhere in policy anything which shows any necessary positive link between privatization and increased equality for women. During the course of our research on increasing equality for women, we were able to find no rationale for

privatization. Secondly, our research indicates that there is in place an infrastructure of public and voluntary sponsors for training. This infrastructure, because of its non-profit status, is well-designed to provide longer term training in 'learning to learn' which is centered on the needs of the trainee, in contrast to employer-sponsored training which has an understandable bias toward short-term, skill-specific training oriented to the needs of the marketplace. Policy currently does not appear to discriminate between the two types of training, generic and skill-specific. The voluntary sector, despite its affinity through its non-profit status with the public sector in terms of goals of training, is included in the private sector for purposes of funding. Equality for women is a long-term goal. It would be naive to expect that the short- term demands of the marketplace would, on their own, generate the necessary changes. Policy -- and training programs -- which are explicitly not market-driven are an essential component of a long-term program of change directed to equality of women.

5.5 Outcomes

In the area of outcomes, we found a disturbing lack of connection between indicators of increasing equality for women and evaluative criteria used in assessing the outcomes of projects. Most projects continue to be judged by how quickly they move women into jobs or further training without regard for the quality of those jobs or the direction of the training. Generally, there is an unsettling lack of information on the long-term effectiveness of training. For example, except for CCLOW's Decade of Promise (58), we found no longitudinal studies assessing the impact and importance of publicly-sponsored training on women over a period of years. Based on the information that is available, however, we found that although individual programs have been excellent and many individual women have profited from them, it does not appear that adult education and training has had any significant impact on the improvement of the status of women as a group in Canada. In addition to an absolute lack in the amount of available training, and some problems with the quality of training, this lack of impact can be ascribed to a preoccupation in policy with 'fixing up' the skill levels and attitudes of individual women, rather than focusing on the societal conditions which create those inappropriate skills and attitudes initially.

5.6 Implications for Policy-Making in Voluntary Organizations

Throughout our report, we have made a number of recommendations regarding the implications of our analysis. In this final section of the report, we return to those which we believe are of particular importance.

First, the ideal approach to policy development must be based on a long-term view -- a vision of the future and of the kind of education and training appropriate to that future; and a series of short-term priorities designed not only to improve current conditions, but also to move us closer to that long-term vision. A first step in that process is to reach some organizational consensus concerning the basic elements of the vision and educational approach. A second step is to make both vision and appropriate education matters of

public discussion.

Secondly, the 'ideal' public policy direction may not be with us currently, but it is not impossible to achieve either, in the fullness of time. There is a recognition of women's right to equality which is increasing politically, and there is a desire on the part of politicians and bureaucrats to find ways to engage in coordinated action. Women's organizations must strive to take advantage of whatever room for positive movement has been created by this conjunction of events. It is important to emphasize, not only in lobbying, but also in their own internal strategies for action, the idea that education is necessary but not sufficient for change. Progress in education and training must go hand-in-hand with progress in areas such as equal pay for work of equal value, employment equity, and the restructuring of work and family life, if the outcomes are to be effective improvements in the level of equality of women in Canadian society.

The short-term effects of privatization have three immediate implications for the work of organizations like CCLOW. First, there is a new and important role to play in working directly with private sector organizations and employer groups on advocacy. There is not only the potential, but also the necessity to influence private sector policy in much the same way as it is important to influence policy within the public sector. Secondly, there is an increased role for national organizations to play within their regional networks and in working with regionally-based organizations. Provinces are becoming increasingly involved in employment training. The federal government, through federal-provincial agreements and through general cutbacks in funding appears to be moving away from playing a direct role in employment training. Although the federal government will undoubtedly continue to play a significant role in the field of adult education and training for the foreseeable future, it is important for organizations to respond earlier rather than later to increased activity at the regional level and within the private sector. The third short-term implication of privatization is that, if we wish to avoid an unhealthy direct competition between non-profit and for-profit sponsors of training, it is important to define special roles for each sector. There is a need to move beyond discussion about whether privatization is good or bad to a position which emphasizes that there is a certain approach to training which can be effectively carried out within the private sector -- primarily short-term and skill-specific, and that there is a different approach -- more long-term and generic in its orientation -- which is best handled by non-profit organizations. Both approaches are essential. Privatization has a final implication, not because of its short- term consequences, but because of its potential long-term effects.

Privatization does nothing to mediate or minimize what we have described as an emerging crisis in the structure of employment in Canada. There is the potential that it will exacerbate the situation, because of its emphasis on meeting the immediate needs of the marketplace. Although conditions may continue to improve for a relatively small group of securely employed highly paid people, current trends create the possibility that increasing numbers of people could be consigned to the margins of Canada's social and economic life. CCLOW and other voluntary organizations have a responsibility to resist this apparent trend. Work done with and on behalf of the least advantage members of Canadian society should be among the highest of continuing approaches.

6.0 LIST OF TABLES & CHARTS

7.0 FOOTNOTES

1. Fowler, F.G. and Fowler, H.W., The Pocket Oxford Dictionary of Current English, Fourth Edition, revised. (Oxford: Oxford University Press, 1960)

2. United Nations, Nairobi Forward-Looking Strategies for the Advancement of Women, (Ottawa: United Nations Association in Canada, 1985), p. 7.

3. See Appendix 1: CCLOW Mission Statement.

4. See Appendix 2, Terms of Reference.

5. Feminist research generally:

- attempts to acknowledge, respect and give voice to the totality of women's experience;
- looks for ways to integrate analysis of women's experience within the private world of the home with experience in the public sphere of the wage economy;
- attempts to synthesize, rather than fragment women's experience through the research process by, for example breaking down traditional divisions between theory and practice;
- recognizes that all research reflects certain interests and values and therefore makes it a public part of the research effort to state as clearly as possible what those interests and values are;
- is action-oriented and is directed toward providing support for efforts to move society toward greater equality and less violence;
- attempts to make its products accessible to a non-expert audience.

For further information, see Canadian Research Institute for the Advancement of Women, Knowledge Reconsidered: A Feminist Overview (Ottawa: CRIAW / ICREF, 1984).

6. See Ellen Boneparth, ed. Women. Power and Policy, (New York: Pergamon Press, 1982); MacKeracher, Dorothy, Roadblocks to Women's Learning (Toronto: CCLOW, 1978) for a fuller discussion.

7. See our unpublished report of Phase I of this study. Available through CCLOW.

8. Ellen Boneparth, ed., op. cit.

9. Florence Bird, chair, Report of the Royal Commission on the Status of Women in Canada (Ottawa: Supply and Services Canada, 1970).

10. Pat Armstrong, Labour Pains: Women's Work in Crisis (Toronto: Women's

Educational Press, 1984). p. 214.

11. See, for example, two case studies of organizational change in Economic Council of Canada, Innovation and Jobs in Canada (Ottawa: Supply and Services Canada, 1987), pp. 137-141.

12. Economic Council of Canada, ibid., p. 143.

13. Ibid.

14. See Avebury Research and Consulting, Decade of Promise: An Assessment of Canadian Women's Status in Education. Training and Employment, 1976- 1985 (Toronto: CCLOW, 1986); and Heather Henderson, The National Training Act: Its Impact on Women (Toronto: CCLOW-Regina, 1984).

15. See Hon. David Peterson, Premier, Discussion Paper: Training as a Strategic Investment for Economic Growth (St. John's: Province of Ontario, August, 1985).

16. CCLOW research in this area is now in progress (initiated summer 1987).

17. Mary Field Belenky, Blythe McVicker Clinchy, Nancy Rule Goldberger, Jill Mattuck Tarule, Women's Ways of Knowing (New York: Basic Books, 1986).

18. Organization for Economic Cooperation and Development, The Integration of Women into the Economy (Paris: OECD, 1985); Lise Julien, Women's Issues in Education in Canada: a survey of policies and practices at the elementary and secondary levels (Toronto: Council of Ministers of Education Canada, 1987).

19. Swedish Institute, Fact Sheets on Sweden: Equality between Men and Women in Sweden (Stockholm: Swedish Institute, 1987).

20. Patricia Keayes, Nanaimo, British Columbia, personal communication, August 1987.

21. Economic Council of Canada. op. cit.

22. Based on results of interviews done during the course of this study.

23. Hon. David Peterson, Notes for a Statement on the Economic Equality of Women (Halifax: Annual First Ministers' Conference, November, 1985.

24. Employment and Immigration Canada, The Canadian Jobs Strategy: a Review of the First Eighteen Months (Ottawa: EIC, May 1987).

25. Forget, Claude (Ch.), Report of the Commission of Inquiry on Unemployment

Insurance (Ottawa: Supply & Services, 1986).

26. For further information, contact Womenskills, c/o Women's Resource Centre, Douglas College, P.O. Box 2503, New Westminster, B.C. V3L 5B2; Women's Community Enterprises, 310-424 Wellington Street, London, Ontario.

27. See Desmond Berghofer, "The Right to Learn" in Learning IV:2, 1985, a discussion of the draft declaration presented to UNESCO.

28. Recent policy initiatives (1986-1987) by the Ontario and Saskatchewan Government regarding distance education indicate that this situation may be about to improve. So far however, the emphasis appears to be on hardware, rather than programming.

29. Economic Council, op. cit., p. 160.

30. Association of Community-based Training and Education for Women (ACTEW), Effect of the New Canadian Job Strategy on Women: A Brief to the Federal Minister of Employment and Immigration, Hon. Flora MacDonald (Toronto: ACTEW, February, 1986).

31. Terry Dance, Susan Witter, "The Privatization Training -- Good for Whom?" in Women's Education des Femmes, 6:1, Winter 1988.

32. See, for example Hon. Gregory Sorbara, Minister, Breaking New Ground: Ontario's Training Strategy (Toronto: Ontario Ministry of Skills Development, September 1986).

33. Ibid.

34. Hon. Gregory Sorbara, Minister, Training Women for the Work place (Toronto: Ontario Ministry of Skills Development, June 1987.

35. Canadian Association of Adult Education, Analysis of the Statistics Canada Adult Education Survey, Toronto, CAAE, 1984.

36. Hon. Gregory Sorbara, Minister, Breaking New Ground, op. cit.

37. Economic Council of Council of Canada, Innovation and Jobs in Canada (Ottawa: Supply & Services Canada, 1987.

38. See for example, Kathleen Hamilton, "Business Joins the Literacy Battle: Positive Signs amid Hesitancy" (Lifelong Learning 1:1, June 1987).

39. See Hon. Greg Sorbara, Minister, Training Women for the Work place, op. cit., p.

27.

40. Devereaux, M.S. One in Every Five: A Survey of Adult Education in Canada (Ottawa: Statistics Canada/Secretary of State, 1985).

41. Alison Read Tom, "High Hopes and Small Changes: Explaining Conflict in a Women's Job Training Program" in Jane Gaskell and Arlene McLaren, eds., Women in Education: A Canadian Perspective (Calgary: Detselig, forthcoming).

42. Colin Ball, Centre for Employment Initiatives, London, England, personal communication, July 1987.

43. See Avebury Consulting and Research, op. cit.

44. Economic Council of Canada, op. cit.

45. See for example, Lin Buckland, "Education and Training: Equal Opportunities or Barriers to Employment" in Judge Rosalie Silberman Abella, Commissioner, Research Studies of the Commission on Equality in Employment, Ottawa: Supply and Services Canada, 1985).

46. Manitoba's position with respect to the November 1986 Consensus paper may be a small step forward in this regard. See Appendix 5.

47. In a 1985 report, the European Management Forum described Canada's performance in skills development generally as mediocre and ranked Canada 10 th among the 21 OECD countries.

48. Gita Sen and Caren Grown, Development, Crises and Alternative Visions: Third World Women's Perspectives (New York: Monthly Review Press, 1987).

49. Dawn Elliot, Toronto, Ontario, personal communication, August 1987.

50. See for example, Paulo Freire, Pedagogy of the Oppressed (New York: Seabury Press, 1974) and the publications of Institut D'Action Culture (IDAC), Geneva, Switzerland.

51. Patricia Keayes, Nanaimo, B.C., personal communication, August 1987.

52. Lise Julien, op. cit.

53. See "The Cedar Glen Declaration" in Women's Education des Femmes, Spring 1987, pp. 13-20.

54. See for example Canadian Advisory Council on the Status of Women, Ten Years Later (Ottawa: CACSW, 1979); CACSW, Fine Balances: Equal Status for Women in Canada in the 1990's (Ottawa: CACSW, 1987).

55. See for example, Avebury Consulting and Research, op. cit: Heather Henderson,

op. cit.

56. CCLOW is currently participating in a coalition of women's groups mounting a public campaign to express concern about the implications of the Meech Lake Accord for women (September 1987).

57. See, for example, Diane Bellemare, "A Full Employment Policy for Canada," Conference Paper prepared for the New Democratic Party of Canada, no date available.

58. Avebury Consulting, op. cit.

8.0 SOURCES CONSULTED

8.1 Sources Consulted: CCLOW

Ariano, Carol Powell. "The Bridging Program for Women: A CCLOW Model that Works." Women's Education des femmes. 5:1, Autumn, 1986.

Ariano, Carol Powell. Brief for the Commission of Inquiry into Unemployment Insurance. Regina: CCLOW-Saskatchewan, 1986.

Avebury Research and Consulting. Decade of Promise: An Assessment of Canadian Women's Status in Education. Training and Employment. 1976-1985. Toronto: CCLOW, 1986.

Avedon, Lisa. Brief for the Commission of Inquiry on Unemployment Insurance, Revised Version. Toronto: CCLOW, 1986.

Breault, Linda. "Turning a Male Training Model into a Feminist One: Canadian Jobs Strategy Re-Entry." Women's Education des femmes. 5:2,1986.

"Brief by Immigrant and Visible Minority Women." Women's Education des femmes. 4:1, Fall, 1985.

Brown Hicks, Joan and Lisa Avedon. "Social Movements as a Means to Empowerment: Why Women Must Take Control of Their Own Learning." Women's Education des femmes. 4:4, Summer, 1986.

Canadian Congress for Learning Opportunities for Women - Newfoundland. Innovations Proposal: Women Interested in Successful Employment. St. John's, 1987.

Canadian Congress for Learning Opportunities for Women - Newfoundland. Response to the Policy Discussion Paper Circulated by the Department of Career Development and

Advanced Studies. October, 1986.

Canadian Congress on Learning Opportunities for Women - Regina Chapter. Women and Employment in the 1980's, submitted to the Parliamentary Task Force on Employment Opportunities for the 1980's. Regina; CCLOW, no date.

Canadian Congress for Learning Opportunities for Women. Fact Sheet: Women's Education and Labour Force Participation. Canada and OECD Countries. Toronto: CCLOW, 1986.

Canadian Congress for Learning Opportunities for Women. Fact Sheet: Women's Education and Labour Force Participation. Canada and Third World Countries. Toronto: CCLOW, 1986.

Cebotarev, Nora. "Women's Invisible Work." Women's Education des femmes. 4:3, Spring, 1986.

Cohen, Marjorie. "The MacDonald Report and its Implications for Women." Women's Education des femmes. 4:3, Spring, 1986.

"The Cedar Glen Declaration." Women's Education des femmes. 5: 3, Spring, 1987.

Colquhoun, Martha and Aisla Thomson. Presentation of the Canadian Congress for Learning Opportunities for Women to the Senate Committee on Training and Employment. Toronto: CCLOW, April, 1987.

Colquhoun, Martha and Aisla Thomson. Presentation of the Canadian Congress for Learning Opportunities for Women to the Liaison Committee of Ministers of Education. Toronto: CCLOW, April, 1987.

Dance, Terry and Susan Witter. "The Privatization of Training: Women Pay the Cost" Women's Education des femmes. 6:1 1988.

Dance, Terry. "Skills Training for Women." Women's Education des femmes. 3:4, Summer, 1985.

DeCoito, Paula (Dorothy MacKeracher, ed.). Women and Adult Basic Education in Canada: An Exploratory Study. Toronto: CCLOW, 1984.

Henderson, Heather. The National Training Act: Its Impact on Women. Toronto: CCLOW-Regina, 1984.

Jackson, Nancy. "Who Gains from the New Skills Training?" Women's Education des femmes. 5:2, Winter, 1986.

Kelly, Dr. Gail P. "Education and Women: Equality is Still Elusive." Women's Education

des femmes. 4:2, Winter, 1985.

MacDonald, Linda. A Brief to the Joint Federal-Provincial Institutional Training Committee on Women and Pre-Technology Courses. Halifax: CCLOW- Nova Scotia, April, 1984.

MacDonald, Linda. "Promoting Equality through Learning." Women's Education des femmes. 3:4, Summer, 1985.

MacDonald, Linda. "Training: for Self-Sufficiency or Dependency." Women's Education des femmes. 4:1, Fall, 1985.

MacDonald, Linda and Patricia Morris. "Lack of Child Care a Barrier to Women Learners." Women's Education des femmes. 4:4, Summer, 1986.

MacKeracher, Dorothy, et al. Adult Basic Education for Women: A Model for Policy Development. Toronto: CCLOW, 1979.

MacKeracher, Dorothy. Roadblock to Women's Learning: Issues for Advocacy. Toronto: CCLOW, 1978.

Mifflin, Rita. "Strippers Life Skills Group." Women's Education des femmes. 4:1, Fall, 1985.

Nemiroff, Greta Hofmann. "Women's Training Programs: A Feminist's View." Women's Education des femmes. 5:3, Spring, 1987.

Parent, Madeleine and Marie Letellier. "Preamble to a Consultation of Women's Groups." Women's Education des femmes. 5:1, Fall, 1986.

Thomson, Aisla. "Interview: Heather Menzies: Technology in Women's Lives." Women's Education des femmes. 5:3, Spring, 1987.

Thomson, Aisla, ed. Educating for Change: Women in the Next Decade. Toronto: CCLOW, 1986.

Thomson, Aisla, ed. The Decade for Women: Special Report. Toronto: CCLOW, 1986.

Thomson, Aisla. Memo to Board of Directors re 1985-86 Federal Training Figures. Toronto, December, 1986.

Townson, Monica. "The Costs and Benefits of a National Child Care System in Canada." Women's Education des femmes. 4:4, Summer, 1986.

Vander Voet, Susan McCrae. "Equality: Some Unresolved Issues." Women's Education

des femmes. 3:3, March, 1985.

Vander Voet, Susan McCrae. Presentation to the Advisory Council on the Status of Women. Toronto: CCLOW, June 1985.

Whyte, Margaret. Women and the Labour Force: What Does the Future Hold? Presentation to the Royal Commission on the Economic Union and Development Prospects for Canada. Toronto: CCLOW, October, 1983.

Witter, Susan. "Adult Basic Education: Whose responsibility?" Women's Education des femmes. 5:1, Fall, 1986.

Women's Educational Research Project. In Search of Opportunity. Edmonton: CCLOW-Edmonton, 1984.

Wood, Elizabeth. Submission to the Commission of Inquiry on Equality in Employment. Toronto: CCLOW, October 1983.

8.2 Sources Consulted: Other Organizations

Abella, Judge Rosalie. Equality in Employment: Report of the Royal Commission on Equality in Employment. Ottawa: Supply and Services Canada, October, 1984.

Abella, Judge Rosalie Silberman, Commissioner. Research Studies of the Commission on Equality in Employment. Ottawa: Supply and Services Canada, 1985.

Alberta Association for Continuing Education and Canadian Association for Adult Education. Adult Education in Alberta: An Analysis of Statistics Canada's 1984 Survey. Edmonton: AACE, September, 1986.

Alberta Women's Secretariat, Directions: A Women's Guide for Returning to Work. Edmonton: Alberta Women's Secretariat/Alberta Career Development and Employment. (forthcoming Fall, 1987).

Alberta Women's Secretariat. Framework for Action: Equality in the Education and Training of Women. Edmonton: Alberta Women's Secretariat, October, 1986.

Alberta Women's Secretariat. Summary of the Economic Equality for Women Session of the 1986 First Ministers' Conference. Edmonton: Alberta Women's Secretariat, January, 1987.

Alberta Women's Secretariat. Women in Alberta. Edmonton: Alberta Women's Secretariat, no date.

Alberta's Statement on Equality for Women. Vancouver: First Ministers' Conference,

November, 1986.

Annual Conference of First Ministers. Towards A Labour Force Strategy: A Framework for Training for Women. Federal-Provincial-Territorial. Vancouver, November, 1986.

Association of Community-based Training and Education for Women (ACTEW). Effect of the New Canadian Job Strategy on Women: A Brief to the Federal Minister of Employment and Immigration, Hon. Flora MacDonald. February, 1986.

Berghofer, Desmond. "The Right to Learn." Learning. IV: 2, 1985.

Boulet, Jac-Andre and Laval Lavallee. The Changing Economic Status of Women. Ottawa: Economic Council of Canada, 1984.

Brown, J.A., Chair. Strategy for the Development of Rural Saskatchewan: Report of the Task Force on Rural Development. Regina: Province of Saskatchewan, 1985.

Canada Employment and Immigration Commission Advisory Council. Workers with Family Responsibilities in a Changing Society: Who Cares. Ottawa: Supply and Services Canada, 1987.

Canadian Advisory Council on the Status of Women. Fine Balances: Equal Status for Women in the 1990's. Ottawa, 1987.

Canadian Advisory Council on the Status of Women. National Symposium on Women and the Economy. Ottawa, March, 1986.

Canadian Advisory Council on the Status of Women. 10 Years Later. Ottawa, October, 1979.

Canadian Association for Adult Education. An Analysis of the Statistics Canada Adult Education Survey, January 1984. Toronto: CAAE, 1985.

Canadian Commission for UNESCO. Strategies for Power: Methods and Means by which Women can become Participants in Making Public Policies. Occasional Paper 45, Ottawa: UNESCO, 1983.

Canadian Council on Social Development, Coopers and Lybrand Consulting Group, Policy Concepts. Colloquium on Employment Enhancement for Social Assistance Recipients, Proceedings. Ottawa: CCSD, 1987.

Canadian Research Institute for the Advancement of Women. Knowledge Reconsidered: A Feminist Overview. Ottawa: CRIAW / ICRAF, 1984.

Canadian Society for Training and Development. Conference Report: Training and Employment Opportunities for Women. Montreal, June, 1986.

Cheverie, Hon. Wayne D., Minister. Pay Equity Act. Charlottetown: Province of Prince Edward Island, 1987.

Community Coalition on the Canadian Jobs Strategy. A Community Critique of the Canadian Jobs Strategy: Proceedings of the Community Conference. Toronto: October, 1986.

Crockett, Robert and Don Maccormac, co-chairs. Report of the Equal Pay for Work of Equal Value Committee. Charlottetown: Department of Labour, Province of Prince Edward Island, 1987.

Dale, Patricia. Women and Jobs: The Impact of Federal Government Employment Strategies on Women. Ottawa: Canadian Advisory Council on the Status of Women, 1980.

Dance, Terry. College/ Community Partnership: An Approach to Life-Long Learning. Toronto: George Brown College, 1987.

Dance, Terry. The Effect of the Canadian Jobs Strategy on Women: Notes for a Presentation to the Canadian Advisory Council on the Status of Women. Toronto: Community Outreach Department of George Brown College and ACTEW, December, 1986.

Denton, Margaret and Alfred Hunter. Equality in the Workplace, Economic Sectors and Gender Discrimination in Canada: A Critique and Test of Block and Walter and... Some New Evidence, Women's Bureau Series A: No.6. Ottawa: Labour Canada, 1984.

Descarries-Belanger, Francine and Micheline de Seve. Feminist Research: Overview and Outlook. Ottawa: CRIAW / ICRAF, 1985.

Devereaux, M.S. One in Every Five: A Survey of Adult Education in Canada. Ottawa: Statistics Canada/Education Support Sector, Secretary of State, 1985.

Donahue, Hon. Terence, Minister. Women in Nova Scotia: A Plan of Action. Halifax: Minister Responsible for the Status of Women, Nova Scotia, 1984.

Economic Council of Canada. Innovation and Jobs. Ottawa: Supply and Services Canada, 1987.

Ellis, J.R. Pat, Chair. Meeting the Challenge of Change: Conference Report of the Provincial Conference on the Economy. Halifax: Province of Nova Scotia, 1985.

Employment and Immigration Canada. The Canadian Jobs Strategy: A Review of the First Eighteen Months, Ottawa: Employment and Immigration Canada. May, 1987.

Employment and Immigration Canada. Consultation Paper: Training. Ottawa: EIC, 1984.

Forget, Claude, Chair. Report of the Commission of Inquiry on Unemployment Insurance. Ottawa: Supply and Services Canada, 1986.

Harris, Roma and Jean Tague. London Women's Employment Profile. London (Ont.): Womanpower Inc., 1987.

House, Douglas, Chair. Building on Our Strengths. St. John's, Newfoundland: Royal Commission on Employment and Unemployment, 1986.

House, Douglas, Chair. Education for Self-Reliance. St. John's, Newfoundland: Royal Commission on Employment and Unemployment, 1986.

Ironside, Anne. "Paid Educational Leave: The Future Agenda." Learning. IV:1, 1984.

Julien, Lise. Women's Issues in Education in Canada. Toronto: Secretariat of the Council of Ministers of Education, Canada, 1987.

Kuzmochka, Karen, ed. "CEIC Update" and "Social Assistance Recipients." Update: Job Development Association of Ontario. 2:1, Summer, 1987.

Levesque, Jean-Marc. "The Growth of Part-time Work in a Changing Industrial Environment." Labour Force Review. No date available.

Lindblom, Paul. The Swedish Family: Problems, Programs and Prospects, Current Sweden #347. Stockholm: Swedish Institute, August, 1986.

Loppacher, S.M. Women in Transition - Job Re-Entry Program Final Report. Thunder Bay: Confederation College, May, 1987.

Louis, Marie-Victoire. International Seminar on the Role of Women in the Development of Local Employment Initiatives, Background Paper. Paris: Co- operative Action Program on Local Initiatives for Employment Creation, Organization for Economic Co-operation and Development, May, 1985.

Livingstone, Cathy and Karen Richardson. The Needs of Community-based Training Programs for Women in Metro Toronto: Some Recommendations. Toronto: ACTEW, 1985.

McKeen, Wendy. Background Paper: The Canadian Jobs Strategy: Current Issues for Women. Ottawa: Canadian Advisory Council on the Status of Women, February, 1987.

McNeil, Teresa. "Challenges and Opportunities in Canadian Adult Education." Learning. IV:3, 1986.

McNeil, Teresa. "Putting the Adult Education Survey to Work. " Learning:. IV:4, 1987.

New Brunswick Advisory Council on the Status of Women. Plan of Action on the Status of Women in Education. Moncton: NBACSW, January, 1984.

New Brunswick Advisory Council on the Status of Women. Setting the Stage for Equality in Employment. Moncton: NBACSW, November, 1983.

Nova Scotia Task Force on the Status of Women. Herself. Elle-Meme. Report of the Nova Scotia Task Force on the Status of Women. Halifax: NSTFSW, 1976.

Ontario Basic Skills Program Guidelines. Toronto: Ontario Ministry of Skills Development, May, 1987.

Ontario Manpower Commission. The Employment of Women in Ontario: Background Paper. Toronto: Province of Ontario, 1983.

Ontario Ministry of Skills Development. Discussion Paper on the Canadian Jobs Strategy: Policy and Implementation. Ottawa: Meeting of Federal- Provincial/Territorial Ministers with Labour Market Responsibilities, January, 1987.

Ontario Ministry of Skills Development. Special Support Allowances for Ontario Basic Skills, 1987-88 Operating Guidelines. Toronto: Ontario Ministry of Skills Development, April, 1987.

Ontario Ministry of Skills Development. Basic Skills For A Better Future. Toronto: Ontario Ministry of Skills Development, 1987.

Ontario Ministry of Skills Development. News Release: "Expanded Apprenticeship System Will Attract More Young People." August, 1987.

Ontario Women's Directorate. Gender Equality Indicator. Toronto: Ontario Women's Directorate, 1987.

Ontario Women's Directorate. Fact Sheet #4: Women in the Labour Force "Child Care." Toronto: Ontario Women's Directorate, 1986.

Ontario Women's Directorate. Toward Economic Equality for the Women of Canada: From Principles to Action. Halifax: Annual First Ministers' Conference, November, 1985.

Organization for Economic Cooperation and Development. The Integration of Women into the Economy. Paris: OECD, 1985.

Organization for Economic Cooperation and Development, Cooperative Action Program on Local Initiatives for Employment Creation. Women-Local Initiatives-Job Creation. Seminar Record of the Second International Seminar. Paris: OECD, 1987.

Pawley, Hon. Howard. Manitoba's Position on Economic Equality for Women. Winnipeg: Province of Manitoba, 1986.

Peterson, Hon. David, Premier. Training as a Strategic Investment for Economic Growth: Discussion Paper. St. John's, Newfoundland: Annual Premier's Conference, August, 1985.

Peterson, Hon. David, Premier. Notes for Statement on Economic Equality for Women. Halifax: Annual First Ministers' Conference, November, 1985.

"Privatization has Direct Impact on Women, NAC Study Shows." Feminist Action. 2:5, July, 1987.

Rajsic, Roy. Training and Education in the B.C. Workplace: Opportunities for Economic Development. Vancouver: Training and Development Society of British Columbia, no date.

Research and Analytical Services Section. Human Resource Development Division. Women in the Prince Edward Island Labour Force - An Update. Charlottetown: Prince Edward Island Department of Industry, 1986.

Saskatchewan Education. Progress Report: Towards a Labour Force Strategy: A Framework for Training for Women. Regina: Saskatchewan Education, August, 1987.

Saskatchewan Education. Preparing for the Year 2000: Adult Education in Saskatchewan. Regina: Saskatchewan Education, 1987.

Schorn-Moffatt, Patti. Not Working: Strategy for Improving Women's Status in Federal Government Employment Programs. Ottawa: Status of Women Canada, March, 1984.

Skill Development Leave Task Force. Learning a Living in Canada. Vol. 1. 2. Ottawa: Supply and Services Canada, 1983.

Sorbara, Hon. Gregory, Minister, Ontario Ministry of Skills Development. Training Women in the Workplace: Discussion Paper. Halifax: Federal/Provincial/Territorial Ministers' Meeting, June, 1987.

Sorbara, Gregory, Minister. Breaking New Ground: Ontario's Training Strategy. Toronto: Ontario Ministry of Skills Development, 1986.

Standing Committee on Labour, Employment and Immigration. First Report: Unemployment Insurance. Ottawa: House of Commons, 1987.

Statistics Canada. Women in Canada. Ottawa: Supply & Services Canada, 1985.

Swedish Equal Opportunities Ombudsman. Jam 0: Report on Activities. 1980: 83.

Stockholm: Jam 0, 1983.

Swedish Institute. Fact Sheets on Sweden: Equality between Men and Women in Sweden. Stockholm: Swedish Institute. 1987.

Swedish Labour Market Administration. Our Pursuit of Equal Opportunities. Stockholm: AMS JAM, 1984.

Swedish Ministry of Labour. The Changing Role of the Male. Stockholm: Ministry of Labour, 1986.

Swedish Trade Union Confederation. LO and Family Policy. Stockholm: LO, 1987.

Swindell, Irene, Chair. Annual Report of the Advisory Council on the Status of Women (Nova Scotia). Halifax: Province of Nova Scotia, 1987.

Thinking and Deciding in a Nuclear Age Advisory Committee. The Economic Order and the Impact of Technology on The World of Work. Toronto: Toronto Board of Education, 1984, 1985.

Thornhill, Hon. Roland, Minister. Building Competitiveness: A White Paper on Economic Development. Halifax: Nova Scotia Department of Development, 1985.

Turner, Dan. "Provinces say Federal Retraining Strategy Flawed." Ottawa: The Ottawa Citizen, March 16, 1987.

United Nations. The Nairobi Forward - Looking Strategies for the Advancement of Women. Ottawa: United Nations Association in Canada, 1985.

Vezina, Hon. Monique, Minister. Speaking Notes on Women in the Eighties. Ottawa: Statistics Canada, March, 1987.

Women's Employment, Employment and Immigration Canada, Ontario Region. Women and Apprenticeship. Toronto: EIC-Ontario, 1984.

Women's Employment and Training Coalition. Brief to the Joint British Columbia/Canada Study on Apprenticeship. New Westminster, British Columbia, April, 1987.

Women's Employment and Training Coalition. Presentation to the Standing Committee on the Secretary of State. New Westminster, British Columbia, April, 1987.

Women's Program. Sharing our Learning. Toronto: International Council for Adult Education, no date.

Wright, Gerry, Chair. Project Report: For Adults Only. Toronto: Continuing Education

Review Project, Ontario Ministry of Colleges and Universities, June, 1986.

8.3 Sources Consulted: General References

Abella, Hon. Judge Rosalie. Notes for an Address to Jobs and the Future Conference: Women, Training and Technology, Toronto, November, 1984.

Armstrong, Pat. Labour Pains. Toronto: Women's Educational Press, 1984.

Armstrong, Pat and Hugh Armstrong. A Working Majority: What Women Must Do for Pay. Ottawa: Canadian Advisory Council on the Status of Women, 1984.

Avebury Research and Consulting. Encouraging Girls and Women to ConsiderNon-Traditional Jobs. Toronto: Status of Women Committee, Board of Education for the City of Toronto, July, 1985.

Behrens, Michael. "Affirming the Fight for Equal Rights." NOW. August 4, 1987.

Belensky, Mary Field, Blythe McVicker Clinchy, Nancy Rule Goldberger, and Jill Mattuck Tarule. Women's Ways of Knowing. New York: Basic Books, 1986.

Boneparth, Ellen, ed. Women Power, and Policy. New York: Pergamon Press, 1982.

Bourne, Paula, ed. Women's Paid and Unpaid Work: Historical and Contemporary Perspectives. Toronto: New Hogtown Press, 1985.

Cook, Gail, ed. Opportunity for Choice. Toronto: Unipub, 1976.

Dennison, John. A Critical Comment Upon... Canadian Jobs Strategy, Vancouver, October, 1985.

Development Initiatives Inc. Rough Landings: Women in Canada and the UI Safety Net, Guelph, 1987.

Drache, Daniel and Duncan Cameron, eds. The Other MacDonald Report. Toronto: James Lorimer and Company, 1985.

Fowler, F.G. and H.W. Fowler. The Pocket Dictionary of Current English. Fourth Edition. revised. Oxford: Oxford University Press, 1960.

Freire, Paulo. Pedagogy of the Oppressed. New York: Seabury, 1970.

Freire, Paulo. Education for Critical Consciousness. New York: Seabury, 1974.

Gaskell, Jane. Education and Career Choice: Enrollment Data and Beyond. Winnipeg,

December, 1982.

Hamilton, Kathleen. "Business Joins the Literacy Battle: Positive Signs Amid Hesitancy." Lifelong Learning. 1:1, June, 1987.

Hess, Henry. "Teaching of Social Skills in Classroom becomes Major Challenge for Schools." Globe and Mail, August 13, 1987.

James, Susan, ed. Women and Development: Beyond the Decade, Proceedings. Guelph: Centre for International Programs, University of Guelph, 1986.

Maroney, Heather Jon and Meg Luxton, eds. Feminism and Political Economy. Toronto: Methuen, 1987.

Menzies, Heather. A Case Study in Policy making Alternatives. Ottawa, no date.

McNeil, Maureen, ed. Gender and Expertise. London: Free Association Books, 1987.

Schatten, Jerome. The MacDonald Commission Report and the Canadian Jobs Strategy Initiative. A Position Paper, Vancouver, December, 1986.

Sen, Gita and Caren Grown. Development, Crises, and Alternative Visions: Third World Women's Perspectives. New York: Monthly Review Press, 1987.

Spronk, Barbara. Problems and Possibilities: University Education for Canadian Native Women. Athabasca, no date.

Thompson, Jane. Learning Liberation: Women's Response to Men's Education. London: Croom Helm, 1983.

Tom, Alison Read. "High Hopes and Small Chances: Explaining Conflict in a Women's Job Training Program" in Jane Gaskell and Arlene McLaren, eds., Women and Education: A Canadian Perspective. Calgary: Detselig, 1987.

Turner, Dan, "Provinces say Federal Retraining Strategy Flawed." Ottawa Citizen. March 16, 1987.

Wismer, Susan. Women's Community Enterprises Re - Entry Program for Women: Program Evaluation. Guelph: Development Initiatives Inc., 1987.

Wismer, Susan and David Pell. Strategic Planning in the Voluntary Sector: St. Christopher House. Guelph: Development Initiatives Inc., 1985.

Women's Research Centre. Women and the Economy Kit. Vancouver: Women's Research Centre, 1986.

9.0 APPENDICES

APPENDIX ONE

CCLOW Mission Statement

Mission Statement of the
Canadian Congress for Learning Opportunities for Women

The Canadian Congress for Learning Opportunities for Women (CCLOW) recognizes that most women in Canada live in a society where systemic discrimination, especially against women, prevails. Women are poorer than men, and have access to significantly fewer educational, training and job options than do men. As well as being economically disadvantaged, women lack adequate support services necessary for them to have access to the full range of learning opportunities available to men. CCLOW addresses the causes of these inequities and makes recommendations for their redress.

We strive for the empowerment of women on the personal, social and political levels of our lives. CCLOW contributes to the struggle of Canadian women for equality by:

- advocating for the redress of inequities blocking women's access to and experience of learning
- promoting feminist principles in education and training by supporting all kinds of learning opportunities
- networking and co-operating with individuals and groups on issues related to learning opportunities for women
- conducting research and developing models and resource materials on women's learning issues
- publicizing issues related to women's learning
- encouraging and developing women's education through local, provincial/territorial and national activities

APPENDIX TWO

Terms of Reference

TERMS OF REFERENCE

Purpose of the study

At the recent Conference of First Ministers, an acknowledgment was made that women's economic equality is an integral part of an overall economic agenda for Canada. Improvement in women's education and training were identified as being key to a Canadian economic strategy for growth and renewal.

For the past ten years, CCLOW has advocated for improved access of women to education and training in Canada, and has provided recommendations on how education and training systems could be more accommodating to women's learning needs. CCLOW has undertaken several research studies to assist us in understanding and assessing the issues concerning adult basic education, post-secondary education, and federal training programs.

With the introduction of the National Training Act in 1979 and the Canadian Jobs Strategy program in 1985, there has been a severe decrease in the number of women receiving training in Canada and an apparent erosion in the quality and types of training being offered to women.

The privatization of adult education and training has appeared to have an adverse affect on women's involvement in programs. Studies show that existing entrance criteria excludes undereducated women, underemployed women and women in part-time jobs. Women requiring ESL training, bridging programs, immigrant women and native women are not being accommodated. Overwhelming numbers of women are still be trained and educated for traditional occupations, many of which are low-paying and short-term.

CCLOW is concerned that women still do not have equal access to adult education and training programs in Canada, that privatization has, and will continue to have, adverse effects on the quality of courses, and that women are not benefiting from their participation in adult education and training programs in Canada.

With these concerns in mind, the proposed study will examine how adult education and training policies in Canada is implemented and evaluate its effects on women.

Scope of the study

The study should cover all aspects of adult education and training. Specifically the study should examine adult basic education, post-secondary education (excluding universities) and training in both the profit and not-for-profit, sectors.

Focus of the research

The basic overall research question to be examined is: How are adult education and training policies implemented in Canada and what are their effects on women?

When exploring this question, three areas must be addressed: women's access to education and training, the impact of privatization, and the outcomes of education and training. A number of sub-questions relating to these areas have been identified. These are:

Access

Who is receiving education and training in Canada, particularly from an ethnicity and socio-economic background perspective?

What are the barriers to women? What is the influence of women's learning styles?

What are the entrance criteria of education and training programs?

What is the funding situation? e.g. training allowances and student loans.

Privatization

What are the implications of privatization on women's education and training?

What is happening to the quality and content of courses?

What is the impact of restrictions on the length of programs on the quality of programs?

Who and what groups are receiving funds to train women and for what?

Outcomes

What are the outcomes for women participating in education and training courses?

What measures are being used to evaluate the outcomes of women's education and training?

How are the benefits distributed between the women receiving the education and training, and trainers and employers in the profit and not-for-profit sectors?

We also expect the researcher to identify, in the final report, areas requiring further research, exploration or monitoring.

Method and approach

The preferred approach to this study is the development of a socio-economic framework of analysis, placing the research questions within a broad economic context and applying this analysis to women's education and training in Canada.

In the proposal, the researcher is required to state the current policy directions which provide the basis for education and training in Canada. As education and training in Canada fall under federal and provincial/territorial jurisdictions and funding arrangements, the researcher must outline how the data gathering will be done. She should also outline whether a case-study approach is appropriate, and if so, how it will be undertaken and what criteria would be employed to select these case-studies.

The audience

The research study is being prepared for CCLOW's members, the majority of whom are practitioners, trainers or service providers. We also recognize that this study will be of interest to other organizations concerned with feminist issues and social justice issues, and to policy- or decision- makers in institutions and government at the local, provincial/territorial and federal levels.

The results of the study will be used to provide information and critical comment, and as a resource tool for CCLOW's advocacy work. The entire study, or parts thereof, will be published as part of CCLOW's publication series.

APPENDIX THREE

Canadian Jobs Strategy Programs

THE CANADIAN JOBS STRATEGY

The Six Program Streams

SKILL INVESTMENT is geared to workers whose jobs are threatened by changing technology and economic conditions. It allows for full-or-part- time training leave for workers and federally subsidized training costs and wages.

SKILL SHORTAGES is designed to alleviate existing and potential critical skill shortages by equipping workers with specialized training. Employers are partially reimbursed for employees' wages and training costs during the training period.

JOB DEVELOPMENT is meant to increase the employability of the long- term unemployed. Employers can receive a combination of wage subsidies and capital and training cost contributions.

JOB ENTRY will help young people and women make the transition from school and home into the labour force. The program will operate through project designed and administered by coordinators.

COMMUNITY FUTURES will offer assistance to workers in communities facing chronic high unemployment, plant closures and layoffs or severe economic decline with emphasis being placed on long-term employment opportunities. Details of the program will be announced in the fall.

INNOVATIONS will provide funds on a cost-shared basis to promote new initiatives and innovative solutions to labour market problems. It will provide flexibility in the strategy to respond to changing needs.

Table 9

Canadian Jobs Strategy
Funding and Participants - 1986-1987
Date: Apr. 1, 1987

		Estimated Participants (Thousands)		Actual Target Group Participation Rates			
Program	Total Funding (Millions)	Total	New Starts	Women	Natives	Disabled	Visible Minorities
Job Development	880.5	190.9	107.1	46.1	13.9	6.0	4.7
Job Entry							
- Challenge '86	124.0	76.9	76.9	51.5	7.2	0.6	3.9
- Other Job Entry	238.9	53.7	44.7	68.2	7.6	1.3	6.6
Skill Shortages	179.5	62.0	57.6	9.0	2.1	0.1	0.5
Skill Investment	69.8	58.7	55.2	38.9	5.4	0.5	2.2
Community Futures (1)	79.8	3.6	0.6	36.0	22.0	4.0	not available
Innovations	15.9	N/A	N/A	N/A	N/A	N/A	N/A
SUB-TOTAL	1,588.4	445.8	342.1	43.2	9.3	3.0	3.8
RELATED PROGRAMS							
Residual Programs (2)	23.4	N/A	N/A	N/A	N/A	N/A	N/A
U.I.-Section 38	34.1	17.6	15.7	26.0	16.0	0.9	not available
RELATED SUB-TOTAL	57.5	17.6	15.7	26.0	16.0	0.9	N/A
EIC TOTAL	1,645.9	463.4	357.8	42.6	9.6	2.9	3.8

Other Funds (3)	100.6
Operating Costs	155.5
Other Government Departments	111.5

(1) It should be noted that not all options of program have direct impact on participants.

(2) Represents Skills Growth Fund and Employment

Creation.

GRAND TOTAL 2,013.5

(3) Includes Social Assistance Recipients ($77.1 million), Language Training ($5.4 million) and other committed funds ($18.1 million).

U.I. Funds totaling $420 million (calendar year) are not included in the above.

N/A = Not Applicable

Source: Employment & Immigration Canada, by request, 1987.

APPENDIX FOUR

List of Contacts for Case Examples

Jane Callen, Coordinator 613-728-1865
Social Information Exchange Training Project (SIETP)
Canadian Council on Social Development
55 Parkdale Ottawa, Ontario

Rita Chudnovski
Womenskills
c/o Douglas College
P.O. Box 2503
New Westminster, B.C. V2L 5B2

Melanie Conn

Womenskills
c/o Douglas College
P.O. Box 2503
New Westminster, B.C. V2L 5B2

Rebecca Coulter, Chair of Women's Studies 403-436-9511
Distance Education - Women's Studies Outreach Program
Athabasca University
P.O. Box 10,000
Athabasca, Alberta TOG 2RO

Linda Coyle 604-591-1111
Employable Alternatives for Women
Kwantlen College
Surrey, British Columbia

Terry Dance, Chairperson 416-967-1212
Community Outreach Department Ext. 2375
George Brown College of Applied Arts & Technology
37 Dartnell Ave.
Toronto, Ontario M5R 3A3

Randy Duke 604-520-5486
Community Resource Development Office
Douglas College
P.O. Box 2503
New Westminster, B.C. V3L 5B2

Marian Exmann 604-520-5486
Women's Resource Centre
Douglas College
P.O. Box 2503
New Westminster, B.C. V2L 5B2

Suzanne Hogg, Training and Placement Coordinator 416-233-1238
West End Machining
34 Chauncey
Etobicoke, Ontario

Laila Ineish 416-656-8933
Immigrant Women Job Placement Centre
St. Clair Avenue West
Toronto, Ontario

Barbara Keines-Young
The Bridging Program for Women
Regina Plains Community College
2314 - 11th Avenue
Regina, Saskatchewan S4J 1J2
306-569-3811

Genevieve Lecamp
Programme ILE
OECD
2 rue Andre-Pascal
75775 Paris
Codex 16

Jo Lee
Community Outreach Department
George Brown College
37 Dartnell Avenue
Toronto, Ontario M5R 3A3
416-967-1212

Jane Lloyd, Coordinator
Women's Centre
Training Program for Women in Goose Bay
P.O. Box 329, Station B, Happy Valley
Goose Bay, Labrador AOP 1EO

Harry McKie, Senior Researcher
Social Information Exchange Training Project (SIETP)
Canadian Council on Social Development
55 Parkdale
Ottawa, Ontario
613-728-1865

Myra Novagrodski
Coordinator of Women's Studies and Labour Studies
Curriculum and Programming Division
Toronto Board of Education
155 College Street
Toronto, Ontario
416-598-4931
Ext. 2355

Dorothy Robbins
Director of Women's Policy Office
Newfoundland Status of Women
St. John's, Newfoundland
709-576-5009

Lenore Rogers, Director
The Bridging Program for Women
Regina Plains Community College
306-569-3811

2314 - 11th Avenue
Regina, Saskatchewan S4J 1J2

Carol Rowntree, Coordinator 416-783-3590
The Association of Community-Based Training & Education for Women
c/o Toronto Office Skill Training Project
511 King Street West, Suite 400
Toronto, Ontario M5V 1K4

Bev Turner, Chairperson 416-576-0210
Youth and Womens' Programs
Apprenticeship Awareness Program
Durham College
P.O. Box 385
Oshawa, Ontario L1H 7L7

Linda Shohet 514-931-8731
Literacy Programmes
Dawson College, Selby Campus
350 Selby Street
Westmount, Quebec H3T 1W2
Montreal, Quebec

Dan White 604-485-5818
General Mechanics for Women
Malaspina College
Powell River, British Columbia

APPENDIX FIVE

Annual Conference of First Ministers 1986:

a. The Position of Manitoba
b. Consensus Paper

Towards a Labour Force Strategy:
A Framework for Training for Women

I INTRODUCTION

Women's economic issues have been considered at First Ministers' Conferences for over two years. During the last federal election campaign, and subsequently since assuming office, Prime Minister Mulroney has indicated his intention to include women's issues in FMC discussions. During the same period, Status of Women Ministers have forwarded various recommendations to Canada's First Ministers in an effort to focus the discussions on means of achieving economic equality for women.

At the February 1985 Regina FMC the intention was to integrate a discussion of women's issues throughout the agenda rather than having the issue discussed as a separate agenda item. General statements about women's concerns were made by Premiers. Manitoba's Premier Pawley tabled seven "Policy Principles for Ensuring Economic Equality for Women" (see Appendix-A).

No specific considerations of policy impacts on women were discussed in Regina. Subsequent meetings and discussions of status of Women Ministers and officials resulted in the recommendation that the agenda of the November 1985 Halifax FMC contain a specific item on women, as well as an integration of women's issues into other agenda items.

The Halifax conference resulted in First Ministers endorsing a paper recommended by Status of Women Ministers: A Framework for Economic Equality for Women (see Appendix B). This document contained a revised version of Manitoba's seven principles for women's economic equality and recommended a strategy for labour force equality as an area for future intergovernmental cooperation. Manitoba had serious reservations with both the content and the process of the paper, but after some revisions and in the interests of consensus, agreed to endorse the document.

In preparation for the November 1986 Vancouver FMC, Status of Women Ministers have been attempting to produce a consensus document entitled Towards a Labour Force Strategy: A Framework for Training for Women. Manitoba has chosen not to endorse this paper - not because of its contents, but because of what has been omitted.

Manitoba is concerned that the focus of the document is too narrow -- training being the primary consideration almost to the exclusion of any other policy considerations. This focus on training is particularly lacking in credibility given the federal reductions in direct purchase of training, which well mean a cumulative loss to Manitoba alone of almost 18 million dollars over the next 3 years.

The document also makes only minor mention of the need for access to child day care services. Since women can only assume their rightful role as full contributors to the Canadian economy when day care is completely accessible to all, such services

must be seen as an essential component of a labour force strategy for -women.

A significant action plan is needed to build upon the commitments and strategies outlined in the previously mentioned 1985 Halifax FMC paper. This progress has not, in Manitoba's view, been achieved. To retain credibility with the women of Canada, First Ministers must endorse and commit themselves to action, not to repeated assessments of the status quo followed by infinitesimal policy changes in a limited context.

Towards this end, Manitoba maintains that if the economic equality of women is to be realized, an integrated labour force strategy must include, at a minimum, four preconditions.

They are:

1. **Accessible, affordable, quality childcare**
2. **The creation of jobs**
3. **Enforceable and accountable pay equity and affirmative action policies**
4. **An effective education and training policy that meets the needs of women.**

TOWARDS A LABOUR FORCE STRATEGY: A FRAMEWORK FOR TRAINING FOR WOMEN

Introduction

In November 1985, in Halifax, First Ministers laid the groundwork for a coordinated, intergovernmental approach to women's equality in the work force by adopting a working paper entitled A Framework for Economic Equality for Women. The paper represented a concrete commitment to the goal of economic equality for women. As a first step, it was agreed that federal, provincial and territorial Ministers Responsible for the Status of Women would develop a detailed strategy to address the special difficulties women face in acquiring new job skills.

From the beginning, it was understood that each jurisdiction would set its own course in the effort to achieve labour force equality for women. Beyond increasing the availability of training programs, it was also decided that governments would be able to choose from a range of policy and program options, including access to affordable child care, extension of existing maternity benefits, introduction of employment equity and pay equity legislation, and improvement of existing pension plans.

Training and skills development are often the only options open to women who want to improve their employment prospects. But training cannot be separated from the

formal education system that establishes the basic foundation for women who will one day enter the work force. For this reason, governments agreed to address training and skill development in the broadest sense.

Intergovernmental Cooperation

To ensure the framework for action for equality in education and training becomes a reality, First Ministers direct that:

1. **a joint federal-provincial-territorial meeting of Ministers Responsible for the Status of Women and Ministers with labour market responsibilities be held to implement the measures in the framework for action:**

2. **the Council of Ministers of Education review the progress made in implementing the relevant equality in education and training measures:**

3. **Ministers responsible for the Status of Women report to First Ministers at the next First Ministers' Conference on progress made in 1987.**

Commitment to Action

At the 1985 Annual Conference of First Ministers, held in Halifax, First Ministers endorsed the principle of economic equality for women and set out the framework for an intergovernmental strategy for equality in the labour force. It was agreed that all governments would develop a detailed strategy to address the training needs of women. Improved access to relevant training will enable women to take full advantage of changing economic conditions. It is also understood that any investment for women will translate into increased economic benefits for all of society.

In endorsing the variety of measures outlined in the framework for action, First Ministers have reaffirmed their commitment to economic equality for women and have recognized that equality in education and training is a necessary first step to reaching. this goal.

First Ministers recognize that outdated attitudes towards women's employment are responsible for many of the problems women face in the labour market. For this reason, they are committed to joining private and voluntary agencies in advancing women's economic equality. To ensure cooperation among all participants, governments will undertake a series of public education initiatives.

The framework for action is a crucial component of an overall labour force strategy. When implemented, the measures outlined here by First Ministers will help women gain access to , all aspects of learning and training. As a consequence of these actions, the women of Canada will advance towards economic equality.

Common Barriers

In 1985 women earned on average only 66 per cent of what men earned. Since their average earnings are consistently lower than men's, many women do not have the financial resources to overcome the barriers to labour force equality. Female family heads form one of the most disadvantaged groups in Canadian society. Eighty-nine per cent of single-parent families are headed by women, and half of them live below the poverty line. Three out of every five poor adults in Canada are women.

Women in Canada face a great number of barriers that make it difficult to obtain appropriate job-related training.

<u>Economic and social barriers</u>

- **Many women lack the resources to give up their existing jobs to enter full-time training programs.**
- **Women on social assistance may lose their benefits if they enroll in training programs.**
- **Training allowances for women who do enter full-time programs often fail to reflect the cost of living.**
- **The lack of affordable child care - particularly infant and after school care - is a major barrier to training for many women.**
- **Employers often fail to support women's career advancement through ongoing training and skill development.**
- **Employers are often uneasy about hiring or promoting women, especially in non-traditional jobs.**

<u>Structural Barriers</u>

- **Eligibility requirements for certain training programs often restrict women's participation.**
- **In rural and northern regions, the cost of travel and a lack of child care or suitable accommodation cake it difficult for many women to enter training programs.**
- **Employment counselling is often inadequate, or oriented toward traditional jobs.**
- **The lack of English or French language training can prevent native and immigrant women from learning new skills.**
- **It is difficult to transfer credits and training credentials between provinces**

and countries.

- **Inflexible course schedules often fail to reflect women's family-related responsibilities.**

Equality in Education and Training

Education and training are essential ingredients in facilitating equality in the labour force. In recognition of this, First Ministers have made a commitment to expand learning opportunities for women to ensure their full and equal participation in the economic life of the nation.

Equality in education and training is the term used to highlight the measures necessary to achieve the goal of equality within educational and training programs across the country. These measures will ensure that the learning environment in primary, secondary and post-secondary educational institutions supports and encourages equality between women and men. Since the learning environment can extend well beyond the walls of the classroom, the principles of equality in education and training also applies to training in the work place and in other non-institutional settings. Equality in education and training involves changes in curricula, educational materials and policies to promote positive attitudes towards the abilities, accomplishments and aspirations of women. It also includes measures to ensure that women have fair access to education and training, and that the necessary support systems such as child care are available.

A special effort will be made to provide training opportunities for:

1. **young women entering the job market for the first time:**
2. **women re-entering the job market:**
3. **women who need re-training or skill upgrading: and**
4. **women attempting to enter non-traditional fields.**

In addition, training programs will be designed to meet the special needs and requirements of:

1. **native women:**
2. **immigrant women;**
3. **disabled women; and**
4. **women in rural and northern communities.**

First Ministers are committed to the principle that the participation of women in training programs should, as a minimum goal, reflect their overall representation in the work force, allowing for regional differences. As well, training should, wherever possible, be linked with income support, child care, pre-employment, and other

supplementary programs to help women enter the work force.

Equality in Education and Training: A Framework for Action

First Ministers are committed to equality in education and training as a necessary prerequisite to achieving economic equality for women. It is with this goal in mind that First Ministers endorse the following measures, which together form a framework for action.

In implementing this framework, it is understood that the individual governments will determine which measures can be adopted immediately and which will be developed over the longer term, depending on their priorities and resources. It is also understood that implementation of the Framework for Action will involve continuing cooperation among the public, private and voluntary sectors.

1. Changing Attitudes

1.1 Given the significant impact of sex stereotypes on women's self-esteem and confidence, it is essential that information on career opportunities, new and emerging occupations, and the permanence of women's participation in the work force be provided to society as a whole. Governments will therefore foster partnerships with the private and voluntary sectors to advance women's economic equality.

1.2 To ensure cooperation among all participants in this process, governments will undertake a coordinated series of public education initiatives designed to change stereotypical attitudes about women's role in the work force.

2. Educational and Training Programs

2.1 Counselling

- **All counselling will be nonsexist, free from prejudice and racial discrimination and reflective of the changing nature of the modern labour market.**
- **Counselors will make a special effort to educate female students on the importance of mathematics and science training in determining future career options.**
- **Counselling servives will be available as part of any training program.**

Initiatives in Non-Traditional Areas

- **Initiatives will be undertaken to increase the number of women in apprenticeship programs. Business and organized labour will be encouraged t**

establish new positions and to support the involvement of women in apprenticeships.

- **The number of women in training programs for non-traditional jobs, including managerial, professional and decision-making positions, will be increased through an aggressive marketing and information campaign aimed at new candidates.**

2.3 The Learning Environment

- **Female instructors will be appointed in non-traditional areas wherever possible.**

- **Instructors, counselors, administrators and other academic staff will be made more aware of the barriers that women face in the workplace and will be encouraged to assist women to consider a full range of occupations in planning a career.**

- **Governments will encourage educational institutions to increase the representation of women in senior management and decision-making positions.**

2.4 Training Programs and Aids

- **Training program materials and resources will reflect the cultural background as well as the economic circumstances of women.**

- **Educational institutions will provide some combination of catch-up courses, foundation courses, pre-trade courses and distance education to improve women's access to training.**

3. Access to Training

3.1 Governments will ensure that funding for child care expenses, training allowances, accommodation allowances and transportation costs for trainees is

3.2 Governments will take initiatives to overcome the difficulties immigrant women face in getting recognition of foreign credentials.

3.3 The scheduling of training programs will be made more flexible. Governments and institutions will consider developing modular training packages, and institutions will be encouraged to accommodate part-time workers who are attempting to upgrade their skills.

3.4 **Language courses will be a standard component of training programs for immigrant and native women.**

3.5 **Information on training programs will be marketed to women, with a special emphasis on reaching women in rural and isolated areas and in a manner that is sensitive to different cultures and languages.**

3.6 **Courses will be offered in remote and northern communities where appropriate.**

3.7 **Governments will make provision where necessary for pre-training or bridging programs, particularly in the areas of literacy, numeracy and pre-employment skills, so that women can have access to regular training programs.**

Data Collection and Evaluation

In order to be able to determine the success of these measures, the following steps will be taken:

1. **Statistics on training activities will be kept in such a way as to allow all governments to monitor women's participation and their success rate.**

2. **There will be an evaluation of all bridging or preparatory programs to assess their role in the overall training strategy.**

3. **Admission criteria for training courses with low female participation will be reviewed.**

4. **The collected data will be reviewed to ensure that equality in education and training measures are bringing about lasting change in the economic situation of women.**