



# WOMEN'S EDUCATION DES FEMMES

Volume 4 - No.4  
SUMMER - 1986 - ÉTÉ

---

#### EDITORIAL COMMITTEE

Greta Hofmann Nemiroff  
Aisla Thomson  
Janet Patterson

#### MANAGING EDITOR HERLAND

INCORPORATED  
Susan McCrae  
Vander Voet

#### TRANSLATION

Sophie Arthaud

#### WORD PROCESSING

Shyrose Visram

#### COVER

Photo: Health and Welfare Canada

#### LAYOUT

Gilda Mekler

#### PRINTED BY

Jaguar Printing Services

#### WOMEN'S EDUCATION DES

FEMMES is published quarterly by the Canadian Congress for Learning Opportunities for Women. CCLOW is a national, non-profit, women's organization dedicated to promoting learning opportunities for women. We welcome the submission of articles and graphics. No part of this magazine may be reproduced without the written permission of the publisher. Publication dates are Dec. 1, March 1, June 1, and Sept. 1. Due dates for submissions is six weeks prior to publication.

We acknowledge with gratitude, the financial assistance of the Secretary of State Women's Program. Views and opinions expressed in WEDF are those of the authors and do not necessarily reflect the views of the Secretary of State or CCLOW. Inquiries: CCLOW, 47 Main St. Toronto,

## CONTENTS

### Editorial

by Evelyn Battell

### **SPECIAL SECTION: DAY CARE IN CANADA**

#### [Lack of Child Care a Barrier to Women Learners](#)

by Linda MacDonald and Patricia Morris

#### [Day Care Services For the Children of Women Students](#)

by Chantal St-Pierre and Paulette Thériault

#### [Kids Connection](#)

by Mary Cotton

#### [The Costs and Benefits of a National Child Care System in Canada](#)

by Monica Townson

#### [Interview: Martha Colquhoun](#)

by Susan McCrae Vander Voet

#### [An Extravagant Fraudulence: The Plight of Sole Support Mothers](#)

by Claire Hogenkamp

#### [Social Movements as a Means to Empowerment:](#)

#### [Why Women Must Take Control of Their Own Learning](#)

by Joan Brown-Hicks and Lisa Avedon

#### [The Status of Women Teachers in Ontario High Schools](#)

by Avebury Research and Consulting Ltd.

### [Across The Country](#)

Ontario, M4E 2V6; (416) 699-1909.

WEDF invites submission of articles on any subject pertaining to women and education. A wide range of articles, practical and theoretical will be considered, providing they are written clearly and concisely.

**ISSN 0714-9786**

Copyright 1986, Canadian  
Congress for Learning  
Opportunities for Women. All rights  
reserved.

[Books](#)

[Literacy Kit](#)

[Resources](#)

[Agenda](#)

# SOMMAIRE

## [Éditorial](#)

### SECTION SPECIALE: LES GARDERIES AU CANADA

[Le manque de garderies:  
Un obstacle à l'éducation des femmes](#)  
par Linda Macdonald et Patricia Morris

[Les services de garde pour les enfants  
des femmes participant à des activités de  
formation](#)  
par Chantal St-Pierre et Paulette Thériault

[Les coûts et les avantages d'un réseau  
national  
de services de garde à l'enfance au  
Canada](#)  
par Monica Townson

[Entrevue avec Martha  
Colquhoun](#)  
par Susan McCrae Van der Voet

[Une supercherie magistrale:  
Les difficultés des mères de famille  
monoparentale](#)  
par Claire Hogenkamp

[Pourquoi les femmes doivent contrôler  
leur propre apprentissage](#)  
par Joan Brown-Hicks et Lisa Avedon

[Le statut des enseignantes du secondaire en  
Ontario](#)  
par Avebury Research and Consulting Ltd.

[Nouvelles du pays](#)

[Livres](#)

## COMITE EDITORIAL

Greta Hofmann Nemiroff Aisla  
Thomson Janet Patterson

REDACTRICE EN CHEF  
HERLAND INCORPORATED  
Susan McCrae Vander Voet

TRADUCTION  
Sophie Arthaud

TRAITEMENT DE TEXTE  
Shyrose Visram

COUVERTURE  
Photo: Santé et Bien-être social Canada

MISE EN PAGES  
Gilda Mekler IMPRIME PAR Jaguar  
Printing Services

WOMEN'S EDUCATION DES  
FEMMES est publié tous les trois  
mois par le Congrès canadien pour la  
promotion des études chez la femme.  
Le CCPEF est un organisme national  
bénévole dont le mandat est d'améliorer  
les possibilités d'apprentissage pour les  
femmes. Nous vous invitons à nous  
soumettre des articles, du matériel  
graphique pour notre publication.  
Aucun extrait de ce magazine ne peut  
être reproduit sans le consentement  
écrit de la rédactrice en chef. Dates de  
parution: 1<sup>er</sup> décembre, 1<sup>er</sup> mars, 1<sup>er</sup> juin  
et 1<sup>er</sup> septembre. Les articles doivent  
nous parvenir un mois avant la date de  
parution.

Nous remercions le Programme de la  
femme, Secrétariat d'État, de son aide  
financière. Les opinions exprimées dans  
WEDF sont celles des auteures; elles ne  
reflètent pas obligatoirement celles du  
Secrétariat d'État ou du CCPEF.  
Renseignements: CCPEF, 47 Main  
Street, Toronto, Ontario M4E 2V6  
(416) 699-1909.

WEDF vous invite à soumettre des  
articles sur tout sujet concernant les

[Ressources](#)

[Agenda](#)

femmes et l'éducation. Quels que soient leurs domaines de spécialisation, les articles - théoriques ou pratiques - seront considérés pourvu qu'ils soient rédigés de façon concise et claire.

ISSN 0714-9786

Copyright c 1985 Congrès canadien pour la promotion des études chez la femme. Tous droits réservés.

---

## EDITORIAL

---

**by/par Evelyn Battell**

Once upon a time, in 1980, I had a student. She was a woman of forty, a single mother on welfare. She had dropped out of school in Grade 6 to take care of the younger kids in the family. Finally her own kids were grown up some and she talked welfare into paying her fees to come to Adult Basic Education classes. She had a pretty poor vision of herself convinced she was stupid, sure she couldn't do math, thought she was a waste of my time. Furthermore, she was tired, not in good health, worried and proud. She was determined to get off welfare, a job, and make something of herself.

In 1980 things weren't very good for literacy students in B.C. There weren't enough classes and they were held mostly in large scary colleges. Most classes had fifteen students or more and there no day care or transportation support. Most students depended on the luck of the draw in welfare workers - maybe they would pay their way to school and maybe they wouldn't. Most community organizations and government workers had never heard of the "literacy problem" so potential students didn't hear about classes. Most of the seats in B.C. were paid for by CEIC and of these there was only one class of Level 1 (Grades 1-6) in the whole province. In the outlying areas there were a few volunteers to deal with "beginning" readers. Most published materials were written for children by Americans. Often the stories insulted racial minorities and women. They usually had a moralizing tone and assumed that if you couldn't read or write, you also couldn't think in an adult manner or make decisions. Teachers never had enough time to search out better materials or write their own. About half of teachers were part-time, temporary, isolated, unprepared and therefore everchanging.

My student from 1980 succeeded. She struggled and made sporadic progress. Eventually with a lot of support from teachers and other students she gained confidence and skills, developed a love of reading and started to relate to her kids and welfare more assertively. She continued studying and when she had completed Grade 10 she applied for sponsorship to a trade course she was refused because a woman of forty-five would be unemployable anyway. When I last saw her she was running the vending machines at the college. We considered her a success because we had never had any fantasies about students all ending up with good jobs. We did have expectations about people becoming less marginal and having some more understanding of and control over their lives

Times have changed in B.C. Now there are twenty to twenty-five in a class. Welfare sponsors fewer students yet sometimes single mothers and unwilling twenty-year-olds come to classes so that welfare will not drop them. Probably half the teachers - have been laid off. Counselors are few and far between. Daycare and transportation are more

expensive and class fees have soared. Students are only sponsored for a term or two and then sponsored to enter job training. These opportunities are all wait-listed and many graduates are unemployed. Virtually all "beginning" readers - those that need the most - are dealt with by volunteers. Teachers are burning out from the desperate effort to help students.

In 1980 we knew that literacy training changed people's lives. It changed their relations to people and institutions around them. It empowered them. We also knew it didn't happen in a social vacuum - it depended on their seeing what literacy could do for them. It involved their understanding of society and their place in it. Only incidentally and occasionally did it lead to further training and a job. The availability of further training and jobs did not validate literacy work. People changing their self-concept and their control over their lives validated literacy work. I find myself longing for the good-old days.

**Evelyn Battell** has been in literacy work since 1976. She has taught in community colleges, or a reserve and in a prison. She is currently on the board of Movement for Canadian Literacy. One major source of support of her work has always been her students who know a lot about "literacy" and its relation to the structure of our society.

---

## ÉDITORIAL

---

Il y a quelques années de cela, en 1980, j'avais une étudiante, une femme de quarante ans, mère de famille ayant seule la charge de ses enfants, vivant du Bien-Etre social. Elle avait quitté l'école en 6<sup>e</sup> année pour s'occuper de ses jeunes frères et soeurs. Ses enfants à elle étaient grands maintenant et elle avait réussi à convaincre le Bien-Etre social de lui payer des cours d'Éducation de base des adultes. Elle avait une piètre image d'elle-même; elle était certaine d'être peu intelligente, nulle en math; elle croyait me faire perdre mon temps. De plus, elle était fatiguée, pas en très bonne santé, inquiète et fière. Elle voulait arriver à ne plus dépendre du Bien-Etre social, à trouver un emploi et à faire quelque chose de sa vie.

En 1980, la situation n'était pas reluisante pour les gens qui avaient besoin de cours d'alphabétisation en Colombie-Britannique. Il n'y avait pas suffisamment de classes, et la plupart de celles qui existaient étaient données dans de grands collèges imposants. Les classes comptaient généralement quinze élèves ou plus; il n'y avait pas de garderie, pas de service de transport. La plupart des étudiantes et étudiants dépendaient du bon vouloir des travailleurs sociaux peut-être allait-on leur payer leurs études, et peut-être allait-on leur refuser. La plupart des organismes communautaires et des employés gouvernementaux n'avaient jamais entendu parler du "problème d'alphabétisation", si bien que les étudiantes et étudiants potentiels n'étaient pas informés de l'existence des cours. La plupart des places, en Colombie-Britannique, étaient financées par la CEIC et il n'y avait qu'une classe de niveau 1 (1<sup>re</sup> à 6<sup>e</sup> années) pour ces places, dans toute la province. Dans les campagnes, il y avait quelques bénévoles qui aidaient les "débutantes et débutants" à la

lecture. La plus grande partie des textes publiés étaient écrits pour les enfants, par des auteurs américains. Souvent, les histoires étaient insultantes pour les minorités raciales et pour les femmes. Elles avaient souvent un ton moralisateur et présumaient que, si vous ne saviez ni lire ni écrire, vous ne pouviez pas penser en adulte, pas prendre de décisions en adulte. Le personnel enseignant n'avait jamais le temps de faire des recherches pour trouver un matériel plus approprié, ou pour rédiger ses propres textes. Environ la moitié des professeurs travaillaient à temps partiel, de manière temporaire, étaient isolés, mal préparés, et changeaient donc souvent.

Mon étudiante de 1980 se tira d'affaire. Elle lutta et fit des progrès, irréguliers. Finalement, avec beaucoup de soutien de la part des professeurs et des autres étudiantes et étudiants, elle acquit plus de confiance et plus de compétence, se prit de passion pour la lecture et commença à se montrer plus déterminée dans ses rapports avec ses enfants et avec le Bien-Être social. Elle poursuivit ses études et, après avoir terminé sa 10<sup>e</sup> année, elle fit une demande pour suivre un cours de formation professionnelle. Ceci lui fut refusé parce qu'une femme de quarante cinq ans était inemployable, n'importe comment. La dernière fois que je l'ai vue, elle s'occupait des machines distributrices au collège. Pour nous, son histoire est celle d'une réussite, parce que nous ne nous sommes jamais fait d'illusions et n'avons jamais rêvé que toutes nos étudiantes et tous nos étudiants allaient finir par avoir un bon travail. Par contre, nous avons l'espoir que les gens deviendraient moins marginaux, comprendraient mieux leur vie, parviendraient à mieux la diriger.

Les choses ont changé en Colombie-Britannique. Maintenant, il y a vingt à vingt-cinq personnes par classe. Les services de Bien-Être social financent de moins en moins d'étudiantes et étudiants; pourtant, des mères ayant seule charge de famille et des jeunes d'une vingtaine d'années, peu disposées à étudier, viennent en classe pour ne pas perdre leurs prestations. La moitié des professeurs, probablement, a été mise à pied. Il y a peu de conseillers. Les services de garderie et de transport sont plus coûteux et les droits d'inscription ont grimpé en flèche. Les étudiantes et étudiants obtiennent le financement de leurs cours pour une session ou deux; après, ils sont acheminés vers la formation pour l'emploi.

Les listes d'attente sont longues et beaucoup de diplômées et diplômés sont au chômage. Presque tous les "débutantes et débutants" à la lecture, c'est-à-dire celles et ceux qui ont le plus grand besoin d'un secours, relèvent du travail de bénévoles. Les professeurs sont vite complètement épuisés par les efforts désespérés qu'ils ont à faire pour aider leurs élèves.

En 1980, nous savions que les programmes d'alphabétisation pouvaient changer la vie des gens, en modifiant leurs relations avec les autres et avec les institutions qui les entourent; en leur donnant plus de pouvoir. Nous savions aussi que cela ne pouvait pas se faire dans un vide social: il fallait que les étudiantes et les étudiants comprennent et voient ce que l'alphabétisation pouvait faire pour eux. Il fallait qu'ils perçoivent la nature de la société, et la place qu'ils y occupaient. Ce n'est qu'occasionnellement que l'alphabétisation menait à une formation ultérieure et à un emploi. La possibilité d'une formation ultérieure et d'un emploi ne validait pas les efforts d'alphabétisation. Ce qui les validait, c'était que les gens trouvaient une nouvelle image d'eux-mêmes et une nouvelle maîtrise sur l'orientation à

donner à leur vie. Il m'arrive maintenant de regretter les bons vieux jours.

**Evelyn Battell** travaille à des programmes d'alphabétisation depuis 1976. Elle a enseigné dans des collèges communautaires, dans une réserve et dans une prison. Elle est actuellement membre du conseil d'administration du Mouvement pour l'alphabétisation au Canada. L'une des sources principales de soutien à son travail a toujours été ses étudiantes et étudiants, qui sont bien placés pour savoir mille et une choses sur les problèmes "d'alphabétisation" et sur leurs liens avec les structures de notre société.

Photo: Health and Welfare Canada



---

## *SPECIAL SECTION: DAYCARE IN CANADA*

---

### *Lack of Child Care A Barrier to Women Learners*

---

Cet exposé a été rédigé par le Comité du CCPEF à Halifax pour être présenté au Groupe de travail parlementaire sur la garde des enfants.

L'exposé montre tout d'abord que les services de garderie ne constituent pas simplement un problème pour l'accessibilité des études, mais aussi un problème d'équité pour les femmes. Afin de montrer à quel point il est essentiel d'offrir des services de garderie à un coût raisonnable, accessibles, aux structures souples, l'étude prend l'exemple de quatre femmes qui s'arrangent tant bien que mal pour faire des études tout en s'occupant convenablement de leurs enfants.

Le rapport souligne les désavantages dont souffrent les femmes par suite de la supervision inadéquat et du financement inadéquate des garderies par le secteur public. La discrimination des employeurs envers les femmes, sur le plan des programmes de formation, est un double obstacle: les femmes doivent payer leurs propres programmes de formation et payer en plus la garde de leurs enfants durant cette formation.

En conclusion, l'étude recommande une plus grande prise en charge des garderies par le secteur public, par le biais de la création d'un système universel de garderies.

The Halifax Committee of CLOW has prepared this brief for presentation to the Parliamentary Committee on Child Care. We are a group of women, many of whom are employed in positions in adult education and have families to raise, and some of whom are studying part-time as well. The time and energy to prepare and present this brief have been obtained by short - changing our families, our employers, our learning requirements, and our rest and relaxation time. The work of researching and writing briefs such as this constitutes a third shift of "employment", often late at night after the day of paid employment and the time spent in unpaid work in the home.

### **CHILD CARE AS AN EQUALITY ISSUE**

Child care which is affordable, accessible, and flexible is an issue for women's learning. It is also an equality issue. Judge Rosalie Abella noted in the Royal Commission Report, Equality in Employment,

"Without the necessary education and training, members of the designated groups cannot hope to join the economic competition on an equitable basis. It is important to remember that barriers to their access exist at this outer gate and that they are no less formidable than the ones in the main employment arena". (page 175)

Child care for women who are students and trainees is one of these barriers at the "outer gate". To illustrate the nature of this barrier, we would like to share with you some of the frustrations encountered by women we know who have tried to combine the role of learner with their other responsibilities. Consider Lita, a young mother with a severely physically disabled two-year-old son who requires constant attention so that the little mobility he has will not deteriorate. Lita's husband has abandoned her and the child and does not provide regular support payments. Lita has found a job as a data processor, which she knows has a short-term future as well as a very limited income at minimum wage.

To improve her future employability and her financial situation, she decided to make a career change to health records technician. She met all the entry requirements except one: she lacked a science course. At the recommendation of the training school, she enrolled in a night course in biology. Her day now runs eighteen to twenty hours, and she is near exhaustion as she tries to meet all the demands. One of her major worries is finding good care for her child while she is in class in the evenings; the other is finding time to study and do her course work while she juggles responsibility for her son and for her home.

From her minimum wage, Lita has to pay child care expenses for care during the day while she works. Then she has to pay for child care at night while she goes to school or does her studying or research in the library. These double costs amount to considerably more than the present allowance for tax deduction of two thousand dollars child care expenses per child.



Photo: Health and Welfare Canada

---

**" Tuition was one thing; an additional almost three thousand dollars for child care was another matter again!"**

---

Barbara is at home with two small children. Her husband is the sole income provider. She registered for a course at a local university which has a child care program. When she went from the registrar's office to the child care program to enroll her children for the time she would be in class and at the library studying, she was shocked and angered to find that there was a six-month waiting list for a space in the child care centre. The cost, if a seat had been available, would have been over three hundred dollars a month. She had to withdraw from the course because, while her husband was agreeable to paying the cost of tuition and child care, there was a limit to what he considered reasonable. Tuition was one thing, an additional almost three thousand for child care was another matter again!

---

**"The (day care) centre she is dealing with registers. names of children before they are even conceived."**

---

Ruby had to withdraw from training because the private home care provided to her baby was not as suitable as she had been led to expect and she was missing too many classes as she tried to arrange alternate care. She was told that an employer would not tolerate such . absences, so the training program would not permit these as excusable absences either.

Mary is a Native Indian attending university full time.

Indian Affairs gives her forty dollars towards child care expenses. Forty dollars for approximately thirty hours of work is equal to \$1.33 an hour!

These seem to be good examples of the way policy makers treat child care. There is recognition that support for child care is needed but it is token support. Forty dollars allows Mary to get a neighbor or private sitter to baby sit in Halifax. But what kinds of quality can you expect in this unlicensed setting? What happens when the sitter's husband has vacation time? In this below-minimum wage position, there is a good chance that her priorities will change. And there is a good chance Mary will be out of school making her next child care arrangements.

### **LICENSED CHILD CARE**

There are subsidized licensed day care spaces in Nova Scotia. For every subsidized space there are thirty two children in Nova Scotia who could use it. Policies that subsidize only children in licensed day care serve to frustrate women students.

Halifax has the majority of licensed spaces in Nova Scotia, yet one of the authors of this brief has been waiting two-and- one-half years to get a space in a centre. She is still waiting to get her son in. The centre she is dealing with registers names of children before they are even conceived. Perhaps responsible parents should not conceive until they have guaranteed adequate child care.

### **FLEXIBILITY IN HOURS**

Flexibility in delivery is a critical issue for women's learning. Whereas some learners choose a course because it leads to an occupational goal, women may end up choosing one course over another because it fits the child care schedule.

The issue of flexibility is particularly acute for women who are taking courses which have a practicum component. These women may be required to go out of town for the practicum placement. Occupational therapists are placed in a number of hospitals across the province. The community service worker program requires trainees to sign a statement that they are prepared to go to a placement in any part of the province. Such stipulations act to screen out women who have responsibilities in addition to those of being a learner because of the absence of flexible child care arrangements.

---

**" Governments are not taking  
responsibility for solving the  
child care crisis."**

---

As illustrated by the example of the working mother who is also a part-time student, flexibility in the hours of child care delivery can make the difference between succeeding in the course, or failure or withdrawal. Working mothers who are also students are penalized severely because they must pay for care during conventional hours, and then again during their evening class time. Evening care is often more expensive than day time care, especially when the care giver holds professional qualifications. Yet regardless of the costs incurred, there is a ceiling on the amount which can be claimed under the child care expenses of the Income Tax Act. This ceiling favors high income earners, who are least likely to be women, especially those who work all day and go to school at night.

### **NEED FOR SUPERVISION AND PUBLIC FUNDING**

In addition to the previously mentioned limitations, child care provided outside conventional eight-to-five hours is least likely to be eligible for public subsidy, and least likely to be supervised and regulated to ensure adequate standards of care. The lack of flexibility in the delivery of child care is thus very tightly tied to issues of accessibility, afford ability, and quality.

Governments are not taking responsibility for solving the child care crisis. They seem to be hoping that profit-making private enterprise will fill the gap. Studies clearly show that profit-making child care is always less adequate in terms of the staff/child ratio, nutritious food, and space and toys available. It doesn't seem to occur to our policy makers that their analysis and their policy prescriptions are having an adverse impact on our children. Besides regular full-time and part-time licensed child care spaces, government support is also needed to help establish emergency and respite care. Flexible care is required for illness, for emergency breakdowns of alternate child care, for exam time for students, and for women who are required by unemployment insurance to be hunting for a job.

### **INCOME TAX DEDUCTION**

One of the authors of this brief was surprised to discover that she was allowed two thousand dollars for child care expenses. Two thousand dollars after paying thirty-four hundred for a daytime sitter and another six hundred for evening sitters! In addition, only the person in a couple who makes the lowest income is allowed to make the income tax deduction. So even if the woman is paying for child care in order to be freed to work and go to school, her husband may claim the child care expenditures if he is making less money.

## CHILD CARE COSTS IN TRAINING ALLOWANCES

We commend Canada Employment and Immigration for recognizing the substantial costs of child care and for making available a realistic amount for child care as part of the training allowance for women with children. Yet even with these substantial increases, now at \$16.00 per day per child, there are women in Canadian Jobs Strategy Re-entry programs who are unable to cover their full costs of child care. These women have to make up the difference from the regular portion of their training allowance, with the result that survival and subsistence needs are not taken care of: they come to class malnourished, and the quality of their learning and performance is diminished.

## EMPLOYER SPONSORED ON THE JOB

The 1984 Statistics Canada Adult Education Survey has clearly indicated that men have greater access to and participation in employer-funded training than do women (See graph). Whereas 27% of men taking courses in Nova Scotia were paid for by their employer, only 11% of women, students were so funded.

---

**" Working mothers who are also students are penalized severely because they must pay for care during conventional hours and then again during their evening class time."**

---

Such discrimination hurts women doubly because not only do women have to pay for this training with their own money and time, but if these women have children, they have to pay, yet again, while they are on a training course. If the training were funded by the employer, especially during work hours, women, with their already lower salaries, would be spared this "double whammy".

## RECOMMENDATIONS

- That the 1,910 publicly subsidized spaces for child care in the province of Nova Scotia, nearly half of which are located within the City of Halifax, be expanded to meet the actual need for child care across the province.
- That a comprehensive and universal child care system be implemented without any further delay.
- That twenty-four hour care which is regulated and supervised by provincial authorities be implemented, and, that such care be available on weekends as well as overnight.

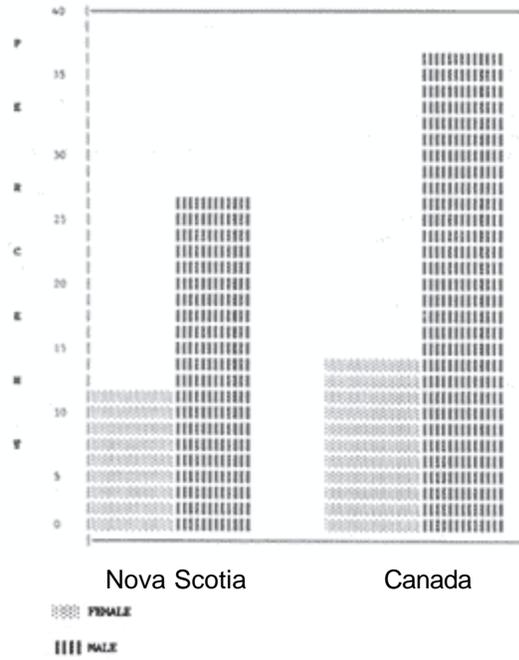
- That the total cost of child care, whether incurred for employment, educational programs, or study time be tax deductible.
- That child care allowances paid in conjunction with CEIC training programs reflect the actual costs of child care.
- That child care be an integral part of the total delivery of publicly funded training.

To conclude let us reiterate that parents both men and women do have rights to work and study. The current child care system does not offer reliable support to families. And students and employees who are parents are forced into unnecessary pressure due to the lack of adequate licensed and subsidized child care.

We see no way out of this crisis other than for the governments to assume more responsible policies which actually deliver high quality and reliable care to our children.

**Linda MacDonald** is Assistant Director of Continuing Education at St. Mary's University in Halifax. **Patricia Morris** works in the Community Development and Outreach Unit of Henson College, Dalhousie University.

EMPLOYER - PAID COURSES  
BY PERCENTAGE AND SEX: 1983 STATCAN DATA



---

## *Les Services de garde Pour les enfants des femmes participant à des activités de formation*

---

This brief was prepared by action education des femmes for presentation to the Parliamentary Committee on Child Care.

The brief is based on the premise that women who participate, or want to participate, in educational activities need child care services. By drawing on statistics and examples from the Report of the Task Force on Child Care and In Search of Opportunity, by CLOW-Alberta, the authors identify and address a number of fundamental questions: the number of available child care places, the accessibility of services, the quality of child care, funding, and the need for French-language child care services.

They conclude that the lack of child care is an obstacle to women and men, but to women in particular, who want to pursue their studies and acquire employment experience. In conjunction with the impact of technological change and ghettoization of women in part-time positions and traditionally female occupations, inadequate child care adversely affects the status of women. Three recommendations are offered: (1) the creation of child care services in educational institutions; (2) the provision of child care services in both French and English; (3) fathers taking greater responsibility for child care.

Dans la vaste problématique de l'éducation des femmes, s'inscrit le besoin en service de garderie pour les enfants des femmes qui participent ou désirent participer à des activités de formation.

Devant ce besoin, cette réalité, les femmes doivent se poser certaines questions: y a-t-il suffisamment de places disponibles pour mon ou mes enfants? Les services sont-ils de qualité optimale? Le gouvernement contribue-t-il financièrement? Mes enfants pourront-ils parler en français si j'habite à l'extérieur de Québec?

Il va sans dire qu'une réponse négative à l'une ou plusieurs de ces questions remet totalement en cause une démarche de la part des femmes pour acquérir une formation.

Essayons maintenant de répondre à ces questions à la lumière des informations contenues dans le rapport du groupe d'étude Cooke sur la garde des enfants dans "In Search of Opportunity" (a preliminary evaluation of learning opportunities for women in Alberta) ainsi que des commentaires des représentantes d'AEF à travers le Canada.

## NOMBRES DE PLACES DISPONIBLES

### Question de quantité

Comme l'a démontré clairement le groupe d'étude Cooke sur la garde des enfants, le besoin de service de garderie de qualité au Canada est urgent.

En effet, selon le rapport de ce groupe d'étude, la plupart des parents canadiens dont les enfants ont besoin de soins non parentaux doivent avoir recours à des services non agréés et non réglementés. Cette situation touche les deux tiers des enfants d'âge préscolaire de trois à cinq ans, 90% des bébés et des enfants de moins de trois ans et 97% des enfants d'âge scolaire. On estime qu'entre 40 et 55% des écoliers de moins de treize ans sont laissés sans surveillance après la classe.

Les parents de près de deux millions d'enfants âgés de douze ans et moins travaillent ou étudient pendant de nombreuses heures chaque semaine. Seulement 9% de ces enfants peuvent être accueillis par les services de garderie agréés. Les autres reçoivent des services non réglementés dont la qualité varie et qui sont dispensés par des personnes n'ayant aucune formation spéciale.

En ce qui concerne l'Alberta, il existe soixante-dix-huit places de garde pour chaque mille enfants, selon le récent rapport du Congrès canadien pour la promotion des études chez la femme. Les garderies privées contribuent à 85% des places disponibles, les garderies à but non lucratif fournissent 13% des places et les 2% restants sont des centres sous la gouverne des autorités municipales.

Ces chiffres sont éloquentes. Le système de garde d'enfants devrait viser à rendre les services accessibles à tous les enfants qui en ont besoin, quel que soit le revenu de leurs parents, et que ceux-ci travaillent hors du foyer ou non.

## ACCESSIBILITE DES SERVICES

Tous les parents ont besoin, à un moment ou à un autre, de soins complémentaires pour leurs enfants, c'est-à-dire des services en dehors du schéma classique de 8 heures à 18 heures; Dans ce groupe se situent les femmes qui étudient car leurs activités sont souvent en soirée et en fin de semaine. La plupart d'entre elles sont souvent chef de famille monoparentale.

L'accessibilité des services en terme d'horaire est essentiel, mais aussi en terme de lieu: le plus près possible de l'endroit où se déroule l'activité et idéalement dans les locaux de l'institution qui offre l'activité.

En effet, pour beaucoup de femmes adultes, les activités de formation auxquelles elles participent sont offertes après 18 heures ou les fins de semaines alors que les services agréés existants sont fermés. Si elles ont la chance d'avoir à leur disposition un service de

garde aux heures requises, elles doivent parfois parcourir une longue distance entre le lieu de garde et le lieu de formation, ce qui est très onéreux en terme de temps.

Très peu d'institutions post- secondaires à travers le Canada offrent de tels services. Parmi celles qui l'offrent, tel Moncton, Nouveau-Brunswick, Laval, Québec, Alberta... il y a une limite quant à l'âge d'admission (trois à cinq ans dans le cas de Moncton) et les services sont fermés le soir et les fins de semaine.

Ajoutons à cette question d'accessibilité, le manque de place pour enfants malades. Il est fréquent pour des jeunes enfants de contracter des maladies contagieuses qui les empêchent d'entrer en contact avec d'autres enfants pour plusieurs jours. Quelqu'un doit rester à la maison pour prendre soin de l'enfant et habituellement c'est la mère. Ce qui peut avoir de graves conséquences si elle étudie à plein temps; de plus si la maladie de l'enfant se déclare pendant les examens cela peut causer des échecs et avoir des conséquences négatives pour la mère.

Ajoutons que pour les femmes de milieu rural, la question de l'accessibilité est un problème sérieux, de même que pour les femmes qui vivent dans des milieux urbains, qui n'ont pas accès à un véhicule et où le transport public est parfois inexistant.

La restriction à l'admissibilité des enfants en fonction de l'âge est pénible pour les femmes qui ont des enfants d'âges différents. Reconduire chacun à sa place de garde et les reprendre à trois endroits différents après la classe peut devenir une tâche fastidieuse pour ces femmes.

## QUALITÉ DE SERVICE

Question de qualité

L'expression "garde d'enfants" ne désigne pas simplement un service de baby-sitting, un "vestiaire d'enfants", pour les parents qui font partie de la population active, ni un service conçu pour suppléer les parents inaptes à assumer leur rôle. Si la garde d'enfants permet aux parents de travailler à l'extérieur ou de remplir d'autres obligations, son objectif premier devrait être de répondre aux besoins fondamentaux des enfants, soit de vivre des expériences propres à favoriser leur épanouissement.

Dans ce sens nous entérinons la définition d'un service de garde de qualité élaborée par le groupe d'étude Cooke sur la garde des enfants:

"Les soins à l'enfance de qualité sont dispensés par des personnes averties, dévouées et sensibles dans un milieu qui soutient les efforts déployés pour fournir un environnement optimal, favorisant le bien-être, le développement et les aptitudes des enfants. De tels soins tiennent compte du fait que les parents ont besoin de disposer de services de soins à l'enfance qui viennent appuyer et renforcer les efforts qu'ils déploient pour élever leurs enfants, en offrant une contexte de communication efficace et constructif et de respect mutuel".

En Alberta, par exemple, les garderies sont privées à 85%. Ceci est le résultat d'une législation provinciale qui depuis 1980 offre des subventions aux parents à faible revenu sur une base individuelle plutôt que de subventionner directement les garderies. Ceci ayant pour but de laisser aux parents la liberté dans le choix de leur service de garde et également d'augmenter le nombre de places disponibles. L'effet caché de cette législation, est que l'appât du gain a fait en sorte que les propriétaires de garderie, pour s'assurer une large marge de profit, maintiennent les salaires peu élevés découragent les employés à se perfectionner. Le manque de qualification du personnel ne peut avoir qu'un effet néfaste sur la qualité des soins dispensés aux enfants.

## **FINANCEMENT**

### Question de financement

Comme le souligne de façon fort pertinente le "groupe d'étude Cooke sur la garde des enfants", le coût des services de garde devrait être financé intégralement par l'État

Les membres du groupe d'étude estiment qu'en définitive, le système de garde d'enfants devrait viser à rendre les services accessibles à tous les enfants qui en ont besoin, quel que soit le revenu de leurs parents et que ceux-ci travaillent hors du foyer ou non. Contrairement à l'éducation et aux services de santé, la garde d'enfants demeure un service public oublié au Canada; or, tout autant que les deux premiers, il est essentiel au bien-être et à l'épanouissement des futures générations de Canadiens. Le service de garde devrait être aussi accessible que l'assurance-maladie et l'instruction publique.

"Si l'éducation est un souci légitime de l'État, si les normes des soins aux enfants le sont également, l'association entre les parents et l'État doit se manifester dès la naissance de l'enfant et se poursuivre aussi longtemps que l'enfant à charge, en tant que bénéficiaire, en a besoin, quel que soit son âge, qu'il aille ou non à l'école ou qu'un parent se trouve ou non à la maison à temps plein."

Le Gouvernement actuel a l'occasion de marquer de manière indélébile les structures sociales de notre pays en instaurant un système de garde d'enfants qui soit aussi complet et aussi universel d'accès que l'assurance maladie et l'éducation.

## **SERVICES DANS LA LANGUE DES MINORITÉS**

### Question de langue

Etre francophone en milieu minoritaire, cela suppose des choix quant à l'avenir linguistique des enfants. Les parents qui se sont fixé comme objectif que leurs enfants soient des francophones bilingues doivent tout mettre en oeuvre pour que ce bilinguisme soit de type additif. Selon Landry, les situations de bilinguisme peuvent être additives si elles favorisent l'apprentissage d'une langue seconde sans effet néfaste sur l'acquisition et le maintien d'une langue première, et soustractive si l'apprentissage de la langue seconde

se fait au détriment du développement de la langue maternelle. Pour que se réalise cet objectif d'avoir des enfants bilingues de type additif, et ce en milieu minoritaire les auteurs s'entendent pour que soient considérés certains facteurs comme le milieu scolaire, le milieu social et le milieu institutionnel.

Il est donc essentiel aux francophones d'avoir accès à des services de garde en français pour leurs enfants, s'ils veulent optimiser les efforts déployés au foyer pour maintenir un bilinguisme de type additif. Il a été démontré qu'un tel type de bilinguisme a des conséquences cognitives positives (Cumins 1979). Quel que soit le nombre d'heures que l'enfant de langue maternelle française passe hors du foyer, l'environnement où il se trouve doit être francophone pour préserver l'acquisition de sa langue maternelle et appuyer son identité culturelle.

La lutte pour des services scolaires en français est un effort louable pour contrer l'assimilation mais il ne faut pas négliger les effets de l'absence d'autres services avant que l'enfant ne fréquente l'école, et en dehors des heures de fréquentation du système scolaire.

### CONCLUSION

Dans le rapport d'étude "In Search of opportunity" du Congrès canadien pour la promotion des études chez la femme (CCPEF) on fait part des obstacles auxquels font face les femmes dans la poursuite de leur formation et l'on cite: Les obstacles institutionnels, les finances, le transport, la "Loi nationale sur la formation", les services d'orientation, la garde des enfants et les stéréotypes sexistes.

Lors de recherches auprès des Albertains et des Albertaines, le groupe du projet de recherche sur l'éducation des femmes a posé la question suivante:

Parmi les éléments suivants, quels sont ceux qui vous ont créé des difficultés quand vous "avez voulu poursuivre vos études ou acquérir de l'expérience en vue d'exercer un emploi?"

1. La garde des enfants
2. Le financement
3. La distance
4. Le manque d'orientation professionnelle
5. Le manque d'information
6. L'attitude du mari
7. L'attitude de la mère
8. L'attitude du père
9. L'attitude des enfants
10. Ma propre attitude
11. Etre femme
12. Mon âge
13. Les politiques des institutions scolaires
14. Les attitudes au sein des institutions scolaires



Illustration: Network of Saskatchewan

15. Les attitudes des autres personnes (spécifier)
16. Les politiques des gouvernements (spécifier)
17. Autres (spécifier) 24% des répondantes déclarèrent que la garde des enfants avait été un obstacle dans la poursuite de leur formation.

À une autre question

1. La garde des enfants
2. Le financement
3. La distance
4. Le manque d'orientation professionnelle
5. Le manque d'information
6. L'attitude du conjoint
7. L'attitude de la mère
8. L'attitude du père
9. L'attitude des enfants
10. L'attitude à l'intérieur de l'institution
11. Les politiques de l'institution
12. Etre femme
13. L'âge
14. Les attitudes des autres personnes (spécifier)
15. Les politiques des gouvernements (spécifier)
16. Autres (spécifier)

29,9% des répondantes déclarèrent que la garde des enfants serait un obstacle à leur désir de poursuivre leur formation.

L'obstacle que constitue la garde des enfants aux personnes qui désirent participer à des activités de formation est bien réel. Les femmes sont plus pénalisées que les hommes, car les mêmes questions posées à des sujets hommes ne démontreraient pas dans un pourcentage aussi élevé que la garde des enfants avait ou aurait constitué un obstacle dans la poursuite de leur objectif de formation.

Les obstacles que doivent surmonter les femmes pour pouvoir poursuivre leurs objectifs de formation en décourageant plusieurs, ce qui ne peut avoir que des conséquences néfastes sur l'ensemble de la condition sociale des femmes. En effet, les statistiques démontrent que plus le niveau d'éducation est élevé, plus le chômage est bas et plus les salaires sont élevés.

Un exemple parmi tant d'autres mérite d'être cité pour illustrer notre propos, celui de l'explosion de la technologie. Cette explosion de la technologie nécessite une certaine formation, un certain perfectionnement à acquérir pour ceux qui sont actuellement sur le marché du travail. Cependant les femmes doivent surmonter de nombreux obstacles pour se perfectionner dans ces secteurs de pointe. D'autant plus que cette nouvelle technologie

visé principalement à remplacer des emplois exercés par des femmes en majorité. Donc cette nouvelle technologie pourrait être dévastatrice pour les femmes si elles ne se recyclent pas immédiatement. Les besoins des femmes à l'intérieur de notre système d'éducation doivent être comblés.

Les femmes qui cessent de travailler, qui ne poursuivent pas leurs études ou qui sont sous-employées dans des postes à temps partiel, parce qu'il n'y a pas assez de services de garderies valables, sont incapables d'accumuler les crédits de pensions qui leurs permettraient de subvenir à leurs besoins au stade du troisième âge; ainsi, elles doivent finalement compter sur l'aide publique pour survivre quand elles vieillissent.

En terminant, nous tenons à réitérer le fait que l'image sexiste de la femme se perpétue, et ce malgré l'évolution de la condition de la femme depuis les dix dernières années.

Les ghettos féminins continuent d'exister: à titre d'exemple, notons entre autres que le personnel des garderies canadiennes est à 95% féminin.

Si le gouvernement est sérieux lorsqu'il dit vouloir offrir une chance égale aux femmes en matière d'emploi, nous croyons qu'il doit appuyer et entreprendre des démarches qui favoriseraient la responsabilité des pères dans le partage réel de la garde et des soins des enfants.

Nous entérinons toutes les recommandations déjà contenues dans le rapport du groupe d'étude Cooke sur les services de garde déposé récemment. Nous aimerions ajouter les suivantes:

1. Que soit favorisée la création de services de garde dans les institutions d'enseignement.
2. Que l'on offre suffisamment de service dans la langue des minorités de langue officielles.
3. Que des mesures soient prises pour favoriser la responsabilité des pères dans le partage réel de la garde et des soins des enfants.

Ce mémoire a été rédigé pour Action Éducation des Femmes (AEF) pour être présenté au Groupe de travail parlementaire sur la garde des enfants.

**Paulette Thériault** est la Directrice nationale d'AEF et Chantal St-Pierre est une membre du comité national d'AEF en Alberta.

---

## *Kids Connection*

---

by **Mary Cotton**

Today more than sixty percent of all Canadian mothers work outside the home. However, because of a lack of public funding, many parents are unable to find suitable, affordable day care for their children. As a result, many school age children are left unsupervised each day after school until their parents arrive home from work. A Statistics Canada report suggests that this applies to over seventy percent of school age children with working parents.

Drs. Long and Long, a Washington D.C. research team, believe that many of these children suffer to one degree or another. The two main areas of concern are loneliness and fear. Very few children tell their parents of their fears. They feel that their parents have enough to worry about without having to worry about them as well. But children are not the only ones to suffer; their parents suffer too. They feel guilty about leaving their children alone and constantly worry about them.

Kids' Connection operates to help relieve the stress of latchkey children and their parents. There is always an adult ready to talk to the lonely, frightened, or bored child. Their "warm line" telephone services makes it easy for a child to reach out when in need. Qualified staff is available at lunch time, after school, and during the school holidays.

Kids' Connection is Canada's first telephone counseling service for latchkey children.

They hold children's discussion groups that help the child to develop self-confidence. Their parent support services offer information on such topics as child development, parenting techniques, and the special needs of the working parent. The number for Kids Connection is 698-0304. Maybe you should give it a call.

(Reprinted from Step and Company, the newsletter of the Secretarial Training Employment Program).

**Mary Cotton** is a recent graduate of the STEP program and is happily employed in a half-way house. She successfully completed her work placement at CCLOW this year.

Photo: Health and Welfare Canada



---

## *The Costs and Benefits of a National Child Care System in Canada*

---

**by Monica Townson**

The following is taken from the Executive Summary of The Costs and Benefits of a National Child Care System for Canada.

Canada faces a crisis in child care. The problem has been studied for almost 15 years now. From the Royal Commission on the Status of Women in 1970, to the Royal Commission on Equality in Employment in 1984, reports have urged the government to act. But in 1984, when almost half a million mothers of pre-school children had full-time jobs in the work force, there were only 172,000 licensed day care spaces across the country. The vast majority of children who need child care services are denied access to quality, licensed care.

Some of the recent studies have pointed out that our child care system in the 1980's is at the same stage of development as education in the 1850's or health care in the 1920's. Day care is under provincial jurisdiction and availability and quality of care varies from one province to another and even from one community to another. We have no national policy on child care.

The Canadian Day Care Advocacy Association (CDCAA) has recommended that "the federal government develop a comprehensive plan with long-term and short-term goals, for the implementation of universally accessible, publicly funded, high quality affordable day care." But some people have opposed public funding for child care because they say "it would cost too much." Yet, until recently, no one had ever really sat down to figure out what a national, publicly-funded child care system would cost. And those who say the country couldn't afford it usually overlook the benefits such a system could bring with it.

Economists have sometimes tried to use cost-benefit analysis to help policy-makers decide whether or not to implement a social program. But it's not easy to do, because you have to put a dollar value on the benefits to see if they outweigh the costs. And many of the benefits of social programs cannot be measured in dollar terms.

A universal, publicly-funded child care system would have major benefits for Canada's children and their parents: it could bring enhanced early childhood development for our children; make it possible for mothers who are in the work force while their children are young to develop stable and continuous work patterns, which would improve their lifetime earnings and help them to accumulate a decent pension for their retirement years; improve productivity of parents, who wouldn't have to worry about the child care arrangements they have made for their children while they are at work; and make child care services available to all children who need them, regardless of socio-economic status.

All these benefits are difficult to measure in dollar terms, so they often get overlooked in discussions about child care.

There are other, spin-off benefits and cost savings that can be measured or at least estimated. A national child care system would create jobs. That would lower the unemployment rate and mean savings in unemployment insurance benefits. And that's just one example.

To figure out what a publicly-funded system would cost, we have to answer a number of questions. How many children would have to be accommodated? Would the system provide for all children, or only those whose parents are in the work force? What should be the ratio of staff to children for the various age groups? And what wages would the staff get? How much should be allowed for administrative costs, and how much for the capital costs involved in expanding the existing system?

The cost of the system would vary quite a bit, depending on what combinations of assumptions are chosen. But with the help of a computer model, it is possible to cost out a range of different options, so that policy-makers can see what the possibilities are.

Two elements are fundamental to the kind of child care system Canada needs: the wages of child care workers must reflect the training and responsibility expected of these workers, and the ratio of staff to children must allow for the best possible care for Canada's children.

Teaching staff in day care centres under the current system earn less than workers who look after animals. Their extremely low wages result in high staff turnover, and that's detrimental to the children. There's not much incentive for staff to undertake training, because their educational skills are not rewarded financially.



Photo: University Settlement Day Care

That has to be addressed in a new, universal child care system.

What would a universal publicly funded child care system cost? Our estimates show that if the system accommodated just 50% of all children under 12 whose parents are either students or working more than 20 hours a week, the cost would be about \$4.5 billion (based on 1984 dollars.) But there would be cost savings and other revenues that would offset that, and the money now being spent by governments on child care could be allocated to the new system.

The estimate assumes that wages of day care workers would be in line with those earned by teachers with similar qualifications and experience. That means child care workers would have more to spend on goods and services. They would pay more to the government in taxes too.

The new system would create jobs. That would reduce the unemployment rate and save on UI benefits. Money now being spent on child care by federal and provincial governments (a total of nearly \$550 million in 1984) could be redirected to the new system. And parents might be able to contribute something to the cost of their child care.

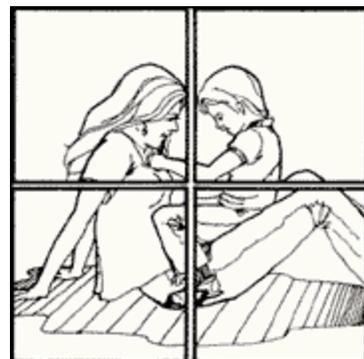


Photo: University Settlement Daycare

The CDCAA has suggested that those parents who can afford it should contribute no more than 15% of the cost of child care services they use.

Adding it all up, the additional revenues or cost savings could total as much as \$1.4 billion. That means the net cost of this particular option would be about \$3 billion a year.

It doesn't seem much when set against the amounts the government spends on other programs. Tax breaks to investors, for instance, including the tax deduction the government gives for contributions to pension plans and RRSPs (for which women and low income earners derive very little benefit), cost the federal government more than \$7 billion a year. Defense spending was \$8 billion a year in 1983-84 and will rise to \$10 billion a year by 1986-87.



There is no doubt that Canada could afford a universal, publicly-funded child care system, if policy-makers decided to make it a priority.

The Canadian Day Care Advocacy Association has made recommendations about how a national system could be phased in over a ten-year period, starting this year. They involve a national child care financing Act, through which the federal government would make grants to the provinces to help them establish the child care facilities they need, and to share the operating costs of the child care system as it is implemented.

A universal child care system must be combined with other programs, to support families, such as fully-paid parental leave; special paid leave for parents when their children (or the people who usually look after their children) are ill; special arrangements for the care of children whose parents are engaged in shift work; services to children with special needs, and services to children whose parents care for them at home.

Officially, Canadian society has made a commitment to the full and equal integration of women into our national economic life. The time is long past when we can hope to stem the tide of social change by refusing to provide the child care services families need. Almost 57% of all mothers with pre-school children are now in the work force, usually in full-time jobs.

Child care is a service that the majority of pre-school children need. Failure to meet that need could well mean serious longterm consequences for Canadian society and that is a cost Canada cannot afford.



---

## Les coûts et les avantages d'un réseau national de services de garde à l'enfance au Canada

---

par **Monica Townson**

### **RÉSUMÉ ADMINISTRATION**

Il y a crise au Canada dans le secteur des services de garde à l'enfance. Le problème est à l'étude depuis bientôt 15 ans. Depuis la Commission royale d'enquête de 1970 sur la situation de la femme jusqu'à celle de 1984 sur l'égalité en matière d'emploi, tous les rapports exhortent le gouvernement à agir. Mais en 1984, lorsque près d'un demi million de mères d'enfants d'âge préscolaire travaillaient à plein temps, il n'y avait encore que 172 000 places dans des garderies accréditées au pays. La grande majorité des enfants qui ont besoin de soins en garderie n'ont pas accès à des services accrédités de qualité.

Certaines des récentes études ont signalé que notre réseau de services de garde à l'enfance au cours des années 80 est au même stade de développement que l'enseignement dans les années 50 du siècle dernier ou les soins de santé des années 20 au xx<sup>e</sup> siècle. Les services de garde relèvent des provinces et l'accessibilité et la qualité des soins varient d'une province à une autre et même d'une localité à une autre. Il n'existe aucune politique nationale sur les services de garde à l'enfance.

L'Association canadienne pour la promotion des services de garde à l'enfance a recommandé que le gouvernement fédéral établisse un plan complet assorti d'objectifs à long et à court termes en vue de la mise en oeuvre d'un réseau de services de garde universel, accessible, public, de qualité élevée et abordable. Mais d'aucuns s'opposent au financement public des garderies parce que, disent-ils, le coût serait trop élevé. Pourtant, jusqu'à présent, personne ne s'était vraiment arrêté pour calculer ce coût et ceux qui disent que le pays n'a pas les moyens d'offrir ces services négligent habituellement de considérer les avantages qui leur seraient inhérents.

Les économistes ont parfois voulu recourir aux analyses coûts/avantages pour aider les décideurs à déterminer l'opportunité d'un programme social. Mais la tâche n'est pas facile parce qu'il faut attribuer une valeur monétaire aux avantages pour déterminer s'ils compensent les coûts. Et c'est un fait qu'il est impossible d'attribuer une valeur financière à de nombreux avantages des programmes sociaux.

Un réseau public universel de services de garde à l'enfance entraînerait des avantages considérables pour nos enfants et leurs parents: il favoriserait le développement de nos enfants, permettrait aux mères de jeunes enfants qui sont sur le marché du travail de parvenir à un revenu stable et permanent pendant leur vie active qui les aiderait à se constituer une pension convenable, améliorerait la productivité des parents qui n'auraient pas à s'inquiéter de leurs enfants pendant qu'ils sont au travail, permettrait aux parents de se partager le travail au foyer de façon à libérer les mères d'une double tâche, leur travail et le foyer, et mettrait des services de garderie à la disposition de tous les enfants qui en ont besoin, indépendamment de leur situation socio-économique.

Tous ces avantages sont difficiles à quantifier financièrement, de sorte qu'ils sont souvent laissés pour compte au cours des délibérations sur les services de garderie.

D'autres retombées et économies sont par contre mesurables, ou du moins évaluables. Un réseau national de garderies créerait des emplois, réduisant ainsi le taux de chômage et entraînant des économies au chapitre des prestations d'assurance-chômage. Et ce n'est qu'un exemple.

Pour déterminer les coûts d'un réseau public, il faut répondre à un certain nombre de questions. Combien d'enfants faudrait-il qu'il accueille? Viserait-il tous les enfants ou seulement ceux dont les parents travaillent? Quel devrait être le rapport personnel enfants pour les différents groupes d'âge? Quel serait le salaire du personnel? Combien faudrait-il

prévoir pour les frais d'administration et pour les dépenses en capital qu'il faudrait effectuer pour étendre le réseau actuel?



Illustration :Network of Saskatchewan Women

Les coûts varieraient assez considérablement, selon la combinaison des hypothèses retenues. Mais avec l'aide d'un modèle informatique, il serait possible d'établir le coût d'une variété de possibilités qui fixerait les décideurs sur les mesures à prendre.

Il y a deux éléments essentiels à considérer en ce qui concerne le type de garderies dont le Canada a besoin: la rémunération des travailleurs dans les garderies doit tenir compte de leur formation et de leurs responsabilités et le rapport personnel-enfants doit assurer les meilleurs soins possibles à nos enfants.

Le personnel enseignant dans les garderies du réseau actuel gagne moins que des préposés aux animaux. Ce salaire extrêmement bas entraîne un roulement élevé qui nuit aux enfants. Le personnel n'y est pas beaucoup encouragé à parfaire sa formation parce que ses aptitudes et ses connaissances ne sont pas récompensées financièrement. La question doit avoir sa place dans toutes délibérations sur un nouveau réseau universel de garderies pour enfants.

Combien coûterait un réseau de garderies publiques? Les prévisions indiquent que si le réseau accueillait seulement 50 pour cent de tous les enfants de moins de 12 ans dont les parents travaillent ou étudient plus de 20 heures par semaine, le coût s'établirait à environ 4.5 milliards de dollars (dollars de 1984). Mais d'autres économies et recettes viendraient contre-balancer cette situation et l'argent que les gouvernements dépensent actuellement pour la garde des enfants pourrait être affecté au nouveau réseau.

Les prévisions supposent que la rémunération des travailleurs dans les garderies correspondrait à celle des enseignants ayant des qualifications et une expérience équivalentes. Ainsi ces travailleurs auraient plus d'argent à dépenser sur des biens et services et verseraient des impôts plus élevés.

Enfin, le nouveau système créerait des emplois, d'où la réduction du taux de chômage et des économies au chapitre des prestations d'assurance-chômage. L'argent dépensé actuellement par le gouvernement fédéral et les provinces pour les garderies (près de 550 millions de dollars au total en 1984) pourrait être réaffecté au nouveau système. Sans compter que certains parents seraient peut-être en mesure de défrayer une partie de ces

services pour leurs enfants.

L'ACPSGE a proposé que les parents qui en ont les moyens contribuent au plus 15 pour cent du coût des services de garderie qu'ils utilisent.

Compte tenu de tous ces facteurs, les recettes additionnelles ou les économies réalisées pourraient s'élever à 1.4 milliard de dollars, pour un coût net, pour cette option en particulier, d'environ 3 milliards de dollars par an.

Cette somme ne semble pas élevée si l'on considère ce que le gouvernement dépense à l'égard d'autres programmes. Les allègements fiscaux consentis aux investisseurs, par exemple, y compris les déductions d'impôt autorisées à l'égard des cotisations versées aux régimes de pension et aux REER, coûtent au gouvernement fédéral plus de 7 milliards de dollars par an. Les dépenses pour la défense s'établissaient à 8 milliards de dollars en 1983-84 et s'élèveront à 10 milliards d'ici 1986-87.

Il n'y a aucun doute que le Canada aurait les moyens d'établir un réseau universel de garderies publiques si les décideurs voulaient bien en faire une priorité.

L'Association canadienne pour la promotion des services de garde a recommandé une façon d'étaler l'établissement d'un réseau national sur une période de dix ans, à compter de cette année. Le gouvernement du Manitoba a également avancé quelques propositions détaillées. Tous parlent d'une Loi nationale sur le financement des services de garde prévoyant le versement de subventions aux provinces par le gouvernement fédéral pour l'établissement des garderies dont celles-ci ont besoin et le partage des frais de fonctionnement pertinents.



Photo: Health and Welfare Canada

Un programme universel de services de garde doit prévoir l'agencement avec d'autres programmes d'aide aux familles, comme des congés parentaux entièrement payés, des congés spéciaux payés pour les parents dont les enfants (ou les personnes qui en prennent ordinairement soin) sont malades, des dispositions spéciales pour le soin des enfants dont les parents travaillent par poste, des services pour les enfants qui ont des besoins spéciaux et des services pour les enfants gardés au foyer par les parents.

Officiellement, la société canadienne s'est prononcée envers l'intégration pleine et entière des femmes à la vie économique de la nation. Il est bien fini le temps où nous pouvions espérer mettre un frein à l'évolution sociale en refusant d'offrir les services de garde dont les familles ont besoin. Près de 58 pour cent de toutes les mères d'enfants d'âge préscolaire font maintenant partie de la population active ordinairement dans des emplois à plein temps.

Les garderies sont un service dont la majorité des enfants d'âge préscolaire ont besoin. Omettre de répondre à ce besoin pourrait bien entraîner des conséquences sérieuses à long terme pour la société canadienne un prix que le Canada ne peut se permettre de payer.

---

## *INTERVIEW: Martha Colquhoun*

---

**Martha Colquhoun is the incoming President of CCLOW. She is a Senior staff person for the Manitoba Teacher's Society. Martha has been Manitoba Director of CCLOW for several years. She is interviewed here by Susan McCrae Vander Voet, an independent consultant and former Executive Director of CCLOW**

**Susan:** A couple of years ago, you wrote an article for WEDF on women's studies in Manitoba high-schools. What is the current situation?

**Martha:** In Manitoba, women's Studies courses at the high school level no longer exist. However, a number of teachers do include units, or modules, relative to women's role in history, literature, career education courses. Our Department of Education, under the direction of Grace Parasuik, has made sure that women's issues are included in new curriculum, that women teachers serve on the various curriculum committees, and that textbooks and educational software are reviewed for gender bias before they are approved for classroom use.

Each year for the past five years, the Department of Education has sponsored a Women and Technology Conference for high school girls. Perhaps more importantly, Manitoba has been in the forefront in the area of women's studies for use in the schools. Recently, for example, the Department released materials, using in one instance a comic-book approach, directly aimed at young women, with the message: Keep your options open. Don't drop math and science.

**Susan:** What current realities do young women in high school need to be educated about?

**Martha:** Young women in high school still fail to plan realistically for the future. Unlike young men, who accept without thinking the fact that they will be working for most of their adult life, young women still imagine that work is, to use Heather Menzies' phrase, an until-I matter: Until I get married, until we save enough money for the mortgage, until we have children. What they can not, will not accept is that the until-I attitude dooms large numbers of women and their children to a disproportionate share of poverty. In our Canadian society, to be old and female is synonymous with being poor; at any age, being female puts you at risk of being poor.

**Susan:** How do you convince young women of this?

**Martha:** There is no way to convince young women of this. They deny the experience of their mothers, of the mothers of their peers. "You didn't understand how to attract and secure the love of a good man. (Good is, of course, a code word for faithful, domesticated, financially successful). When I grow up, I'm going to be married to Mr. Right and nothing will ever go wrong."

Young women feel that men are like buses. If you miss one, another one will be along in fifteen minutes.

**Susan:** How do other teachers and you cope with this?

**Martha:** At one level, such attitudes infuriate their mothers, undermine their teachers' efforts to motivate them, and disappoint well-meaning school counselors who solemnly exhort them to make realistic plans for the thirty years the average woman will work in the paid labor force.

---

**"Young women feel  
that men are like buses.  
If you miss one, another  
one will be along in fifteen  
minutes."**

---

At another level, I suspect, even the mothers, teachers, and counselors are not really convinced that good-looking young women need to be pushed that seriously about career plans. "Sure, Mrs. Smith needs to push Heather to get some sort of job training. Such a plain girl with so little personality. But my Marguerite, all blond curls and big bust, why should she slave away at mathematics? Already every boy in school has his eye on my Marguerita."

As a regular presenter at the Women and Technology Conference for high school girls, I have dutifully year after year talked about such topics as "Technology: Treat or Threat? A Look at the Impact of Technology on Your Job Future." Each year my session drew a respectable 50-60 students. This year I decided on a new tack. I called my session: "Today's Dreams Tomorrow's Realities: Your Technological Future."

The operant word, of course, was dreams. My session drew an overflow audience of close to 200 girls standing in the aisles, leaning against the back wall of the theatre. eagerly listening to my "fairy tale" account of a young woman who when she was their age knew that school wasn't really all that important. Longing for love, for the man who would

make "bells ring", she drifted through high school, into university, into a teaching job.

Finally she met and fell in love with a handsome pilot in the Royal Canadian Navy... After two marriages, three children, and thirty-five years of teaching, she finally realized that through it all, teaching, working with young women in particular, had been the constant, the substantive, the rewarding part of her life--and so, even though she was now old enough to retire, she kept on working.

Once I had their attention I was able to delineate some of the facts of life. Even good men, I explained, sometimes let you down. They die, they leave for parts unknown, they lose jobs, they break legs. What happens then to the woman who has no career training? In particular, with technology eliminating or deskilling a great deal of traditional women's work, what's going to happen to those women who felt they could always fall back on their typing skills or their nurse's training to pick up a job when necessary?

**Susan:** How would you sum up your primary message?

**Martha:** Young women need to be educated about the realities of career planning, of the need for job training, of two pay-cheque families, of job sharing vs part-time work, of the need for increased involvement in unions, of the lack of adequate child care programs, of societal support for the working woman generally. But before that can happen you've got to get their attention and you've got to convince their teachers that such matters are urgent.

---

**" Even good men. .. sometimes  
let you down. "**

---

**Susan:** In your 1984 article you remarked that you still worried about the students you taught in high school because of our (older women like us) lack of success in changing the world for them. Do you still feel that way?

**Martha:** Yes, I'm still worried about young women largely because their sense of entitlement to both marriage and career has increased so much faster than men's awareness of the changes this will bring about in the personal lives of both men and women. Moreover, die-hard traditionalists are organizing their resistance to changes in women's lives. Still I feel hopeful with each passing year. An increasing number of young women are choosing demanding careers, are insisting that husbands and housemates shoulder a fair share of household responsibilities, are taking a more active role in political and community affairs.

**Susan:** What successes, if any, stand out in your mind?

**Martha:** When I think of successes, bright fragments, like bits of a patchwork quilt, come to mind:

A few weeks ago the dynamic keynote speaker at a large educational conference on program evaluation was a tiny young woman, a professor of Educational Administration generally recognized to be tops in her field.

I remember that only a few years ago she lost a competition for an insignificant job in the superintendent's office of a small urban school division to a bit of educational deadwood whose sole advantage was that he was more-or-less male.



Photo: Earl Kennedy

Another bright fragment floats to mind.

Recently, at the dentist's office, my seven-year old grand-daughter queried the dentist on every procedure.

Her dentist, one of the new breed of young men -- his piped- in sound is the Royal Canadian Air Farce rather than Muzak answered each question patiently, then asked: "Are you planning to become a dentist?" "It's one of the careers I'm considering, she responded matter-of-factly.

**Susan:** What do we need to focus on now?

**Martha:** Our focus for the next ten years needs to be (1) developing career readiness materials that convince young women of the importance of planning for the future; (2) providing adequate career counseling for young women; (3) ensuring that women have educational and training equity; (4) monitoring educational and training programs to ensure that women's needs are understood and met; (5) developing educational and training programs to meet the special needs of immigrant women, re-entry women, handicapped women; and (6) bringing about legislative and societal changes, necessary to provide adequate support for women in educational and training programs.

---

**"... why should a business man .. deduct the full costs of cleaning staff, but a women be entitled to deduct only partial costs of child care..."**

---

Income tax laws need to be changed so that the costs a woman incurs in earning a living are as legitimate deductions as those accorded business:- why should a business man be permitted to deduct the full costs of cleaning staff, but a woman is entitled to deduct only partial costs of child care and none of the costs of extra household help? Training allowances must reflect the extra costs a mother incurs when she studies. Quality, affordable day care must be available for all parents.

**Susan:** You are assuming the Presidency of CLOW this month. What do you hope the organization will accomplish this year?

**Martha:** My main concern as the incoming president of CLOW is that governmental funding cuts might cause us to lose the exciting momentum achieved to date. CLOW has a number of important projects in the planning stage. Such as a Strategies Colloquium on Women's Education and training in Canada.

The organizational review presently in the planning stage could become a model of how voluntary organizations can build in evaluation procedures to enhance effectiveness and maintain organizational integrity despite constant changes in leadership.

It will be a shame if short sighted restraints cause CLOW to limit its initiatives at a time when so much needs to be done to assure equitable educational and training opportunities for women.

**Susan:** What links would you like to see between CLOW and women teachers?

**Martha:** As a group, women teachers have been somewhat complacent about the need for advocacy and action re education and training for women. For one thing, women teachers have enjoyed a large measure of job security and pay equity. But that is changing.

In Manitoba women use to comprise 80% of the teaching force; now only 52% of teachers are women. Of these, many teach part-time. As in other occupations, in teaching part-time is almost synonymous with female: 9 out of 10 of all part-time teachers in Manitoba are women.

While many teachers have sought part-time work voluntarily, others have been forced into it by declining enrollments and layoffs. Particularly in rural communities, school boards often view women teachers as being second-income earners and therefore less in need of a job than their male counterparts. The right to work for personal satisfaction is not valued and the importance of the woman's salary to the family is often hidden behind a face-saving facade of the family farm. Thus women teachers have suffered more job losses during staff cutbacks.

---

**" I would like to see the need  
for organizations like  
CLOW  
disappear as we move into a  
future where gender-equity  
is  
entrenched..."**

---

My hope is that women teachers will become a more integral, a more vital link in the many, many initiatives that need to be taken to re-educate society generally and young women in particular.

**Susan:** What is your future vision for CLOW?

**Martha:** I would like to see the need for organizations like CLOW disappear as we move into a future where gender-equity is entrenched in all aspects of our society.

I hope that the time will come when my granddaughter will be as surprised to learn that women once were not entitled to training allowances and universal child care as my daughter was surprised to learn that when I was young it was illegal for a married women, much less an unmarried woman, to be provided with information about birth control and that when I married I was required to quit teaching because it was considered improper for a married woman to flaunt herself in front of innocent students.

I would like more bright patches -- enough to piece together from the vibrant lives of women a patchwork quilt to dazzle the imagination and herald a many- patterned, many-coloured future for all of us.

---

## *An Extravagant Fraudulence: the Plight of Sole Support Mothers*

---

by Claire Hogenkamp

**"If too often, today, women can hardly reconcile with the best interest of her children an occupation that keeps her away from home for hours and takes all her strength, it is, on the one hand, because feminine employment is still too often a kind of slavery, and on the other, because no effort has been made to provide for the care, protection, and education of children outside the home." Simone de Beauvoir, *The Second Sex*, 1949.**

---

Cet article décrit les difficultés qu'ont les mères de famille monoparentale pour améliorer le sort de leurs enfants et le leur. Claire Hogenkamp partage avec nous son expérience personnelle et explore les problèmes actuels qu'ont des milliers de femmes canadiennes vivant dans cette situation.

Des logements à des prix raisonnables, des services de garderie. voilà les besoins fondamentaux, dit l'auteur. Elle montre les liens entre les besoins de formation menant à un emploi pour ces femmes et l'insuffisance des politiques gouvernementales, d'une part, et les efforts des organismes communautaires, d'autre part.

Elle présente les programmes de formation et d'éducation non traditionnels, ainsi que les programmes relais, comme des moyens d'offrir aux femmes la possibilité de parvenir éventuellement à l'indépendance économique à laquelle elles aspirent tant.

Rereading de Beauvoir's great feminist classic, I find truths about my experience today. When it was first published in 1949, I was too young to understand my femaleness. Nearly twenty years later, in 1968, I understood as I sought employment in the field of Art Education. At that time in Montreal, it was still permissible for a college chairman or an art school director to say out loud "I'm really looking for a man to teach that course. He'll command more respect." Then, without any sense of contradiction, as I was leaving the office he would add, "I caught your last exhibition; it was really exciting."

Unable to support myself in my field in Montreal, I headed south to graduate school in New York. There I walked into a society in turmoil, struggling to adjust the balance of power. Affirmative Action was brought to the U.S. marketplace, and educational, industrial and corporate opportunities became more available to some women. I had become one of the lucky ones, tapping into the thrust for more women in business. Being

childless, it never crossed my mind that roses were not coming up in every woman's garden. In retrospect, I'm amazed at how little I understood of the constraints on working women with children. Again, I was to find out through my own experience. Thirty seven years after the publication of The Second Sex, so little has changed for the large majority of women in Canada.

### ACTEW

While attending a recent meeting of ACTEW (Association for Community-based Training for Employment for Women) in Toronto, I listened carefully to what each member-program is struggling to accomplish. They all want better access to employment, and improved working and living conditions for their clients.

The clients being served by ACTEW's twenty-five member programs include immigrants, refugees, members of visible minorities, and women who are socially, economically, and often physically disadvantaged. They need life skills, upgrading, and technical and social training, to help them get off unemployment insurance, or get back into the work force after a lengthy dependency on social assistance, or get out of dead-end, low-skill job ghettos. Clients also include women over thirty-five who are recently separated, divorced or widowed, and are seeking guidance to community resources and help in sorting out a life in transition. Most of these women are very poor. Some were formerly middle-class but are sinking fast. A high percentage are sole-support mothers. All of ACTEW's clients need community-based educational programs because, for a variety of reasons, institutional and corporate training is unworkable for them.

---

**"... sole-support mothers . . .  
need community-based  
educational  
program. because, for a  
variety of reasons,  
institutional  
and corporate training is  
unworkable for them."**

---

### BARRIERS FOR SOLE SUPPORT MOTHER

Discussion around the ACTEW conference table centered on persuading government representatives that women have some very basic needs that deserve real attention. Current government insistence on three years of unemployment before a woman can qualify for Re-entry assistance is rigid and punitive. The training allowance is insufficient

to meet women's needs, and a waiting period of up to six weeks for the allowance sometimes means women go without food, shelter and clothing. A woman could be expected to question whether training for a better future is worth the hardships of today. If she is a sole-support mother she will endure additional hardships. Each step outside her house, for any reason, means finding child care. The lucky one has some extended family to relieve her. For many there is no such support. They are fully responsible for their children, for twenty-four hours a day, 365 days a year.



susan Barcel '85

Ironically, under the new Jobs Strategies program, sole support mothers are no longer targeted for special consideration. In order to qualify for training they must also be experiencing one of an array of additional problems, such as having being unemployed twenty-four of the last thirty weeks, or having been on social assistance for the last three years. If a woman is an ex-offender or a recovering addict/alcoholic, or has suffered prolonged institutionalization, is experiencing low self-esteem and poor motivation, she will be eligible for Federal assistance toward improving her life. One has to wonder how a society deems her capable of responsible parenting while suffering all these additional handicaps.

" There is an extravagant fraudulence in the easy reconciliation made between the common attitude of contempt for women and the respect shown for mothers. It is outrageously paradoxical to deny woman all activity in public affairs, to shut her out of masculine careers, to assert her incapacity in all fields of effort, and then to entrust to her the most delicate and the most serious undertaking of all: the molding of a human being..." (Simone de Beauvoir The Second Sex.)

Representatives of ACTEW member groups described some of the daunting obstacles faced by their clients.

## HOUSING

The biggest problem facing sole-support mothers at Opportunity for Advancement is housing. Ninety-five percent of this group's clients are sole-support mothers, and ninety percent are on family and government assistance. The average age is thirty-two, and the average number of children is two. Three years ago two thirds of these women lived in public housing. Now only half do. There are now 8,000 - 12,000 families on the waiting list for subsidized housing, and the wait is as long as two years.

In a city of conspicuous affluence, these women are forced to spend as much as eighty percent of their meager incomes on sub-standard, inadequate housing. The stress and hopelessness are so great that a growing number of mothers are giving up their children to Children's Aid to ensure adequate care and nutrition.

When a woman comes to Opportunity for Advancement she knows she wants a change but is uncertain about what to do. She begins with a seven-week program which involves learning how to access various community resources, building self-esteem, examining her rights, arranging child care, and preparing for further education.

As well as examining her options for job readiness training, she may also opt to stay at home in her traditional role until her children are older. She learns to respect this role, without guilt. This is significant because there is tremendous social pressure on sole support-mothers to work at anything, no matter how menial and at what cost to the children.

## CHILD CARE

Adequate child care, or the lack of it, is the greatest problem facing the women at Focus on Change. All the clients are sole-support mothers, on social assistance, with an average age around thirty-one. They are separated or divorced. Academically, they function between grade five and eight level.

Their previous work histories have been marginal at best: they worked at low skill, menial jobs for poor wages and experienced frequent prolonged unemployment. Where does employment exist that takes into consideration a mother's responsibility to her children? Shift work is almost impossible because daycare is generally just that: daycare. Mothers often need time off to tend sick children. Time off without pay is no solution, because they are seen as unreliable. They soon lose their jobs and all opportunity for advancement.

Licensed child-care openings exist for only fifteen percent of pre-school children. Eight hundred subsidized spots in day care are now frozen, with a slow trickle of openings. Huge waiting lists for day care exist in some areas. Since they are not paid the day care allowance directly, women cannot make their own child care arrangements. Given all these anxieties, it takes remarkable fortitude for women with children to attempt any long range planning preparation.

---

**" ... it takes remarkable  
fortitude  
for with children to  
attempt any long range  
planning and preparation."**

---

Skills upgrading, vocational exploration, lifeskills and personal counselling provide the bridge to a more stable future. With these bridging programs, fifty-five percent of the mothers graduate to full or part time employment while they continue their parental responsibilities. Approximately sixty percent of all women in these programs do continue with further education, entering a variety of ACTEW and college programs for vocational training.

### **NON-TRADITIONAL TRAINING**

West End' Machining serves that minority of women seeking non-traditional, skilled, technical work. Sixty percent of working women in Canada remain occupationally segregated, receiving an average wage 60% that of the average wage for men.

The nontraditional woman is breaking into the male domain, where her wages and advancement will be on a par with her male counterpart. That entry will not be easy without very special training. In this area, a woman's greatest problem is her own low self-confidence, caused by sex role stereotyping. Many women will not succeed in employer-financed training programs where their special needs are not addressed.

WEM was established to help women become technically proficient in machining while preparing for the difficulties and challenges they will encounter in the industry. Though WEM does not always agree with employment practices, through counseling and role modeling it prepares women to face these realities. One-third of the participants are sole-support mothers, eighteen years and over, and former recipients of social assistance.

At WEM, women receive a wage rather than training allowance. This helps to change their self- perception from dependent to independent. They, too, are hampered in their attempt to provide a better future for themselves by of inadequate housing and insufficient child- care. These problems continue to haunt them after graduation.

### **EDUCATION**

The extravagant fraudulence of contempt for women and respect for mothers, described by Simone de Beauvoir, extends across every social status. Seventy-five percent of the women who present themselves for employment counseling at Times Change support themselves and dependents. Clients under forty years of age generally have less than a grade twelve education. Those over forty generally have less than a grade nine education.

There is no average difference in employment history between a woman with a grade ten and a grade twelve education. Women with BAs are in competition for the same jobs as women with only grade twelve. The great hoax perpetrated on middle-class women has been the emphasis on remaining in school to' attain a higher education, without acquiring a marketable skill.

---

**" The great hoax perpetrated on middle class Women, has been the emphasis on remaining in school to attain a higher education, without acquiring a marketable skill."**

---

We now see women with degrees who cannot enter the traditional business environment, because of today's automated offices.

Retraining is essential, but these women are fearful of taking a risk. There is no guarantee of success at the end, and the cost of training can be high. Not being eligible for government assistance means every step outside the house will cost them child care fees, plus tuition, plus transportation. These women gravitate toward local, low-cost adult education classes at night, which often lead to no improvement in their situation.

### **BRIDGING PROGRAMS**

Without bridging programs to help them discover their needs, resources, and educational options, they will not learn to translate life experience into marketable terms. The additional specter was raised at New Directions of newly separated, vulnerable women being speedily parted from their limited finances by professionals offering services they can ill afford. Without the counseling, workshop instruction and support groups available at New Direction, this over thirty-five, separated, divorced or widowed client group would never find the community resources to which they are entitled.

Seventy percent of these women still have children at home. Many are homemakers who have not worked for twenty years. Though well educated, their skills are now obsolete. These women don't receive public assistance, and were middle class until their husbands left. They also meet with an indifferent reception from those helping agencies designed for women on social assistance. Yet, the majority are struggling to support households on incomes under fifteen thousand dollars a year.

New Directions regularly refers clients to other social agencies and makes them aware of their options. Women, particularly mothers, need all the help they can get. Bridging programs facilitate an improved self image; they offer hope and an end to isolation. When life for a mother improves, it means a better life for her children.

In all the recent publicity about child poverty in Canada, little has been said about their mothers. Awesome statistics demonstrate a consistently worsening situation. These ill clad, malnourished children, with little hope, don't live in isolation. The vast majority live in households headed by a sole-support mother.

## **CONCLUSIONS**

Judge Rosalie Abella, Chair-woman of the Ontario Labor Relations Board, has said: "It's clear that expectations about the role of women are so deeply rooted, that without active and persistent intervention, the subtle barriers women experience will remain stalwartly erect." Forums like ACTEW and CCLOW help women to come out of isolation and educate each other. It is not in women's best interest to observe the class barrier erected by a patriarchal society.

This same society is very blind to the economic plight of its women with children.

The difference between 1986 and 1949, when The Second Sex was published, is the end of women's isolation. Simone de Beauvoir was an extraordinary voice speaking out of the polite, stifling silence of traditional society. Today women have found a voice and are breathing life into the notion of equality. Together we are insisting on some basic changes in the national distribution of wealth.

We do not want bigger handouts to perpetuate dependency. We want access to affordable housing; improved training allowances; an end to restrictive criteria for access to training allowances; an end to discrimination that places different cultural, racial, and economic groups in competition for slender resources. We need improved and increased subsidized day care facilities, to give sole-support mothers an equal opportunity in the marketplace.

In short, women want a fair share of the pie they helped bake. As Simone de Beauvoir has said: "In a properly organized society, where children would be largely taken in charge by the community and the mother cared for and helped, maternity would not be wholly incompatible with careers for women. . . ." (the Second Sex)

My thanks to the following women for sharing their experience and insights with me:

Christie Jefferson: Opportunity of Advancement

Mary Campbell: Focus on Change

Elizabeth Bohnen: West End Machining

Sandy Kinsman: Times Change

Sherrill Walker: New Directions

Cherril Baker: Sole-Support Mother's Program

**Claire Hogenkamp** is a graduate of Columbia University, and holds a Master of Fine Arts Degree, specializing in communications. She taught at Adelphin University in New York, while managing her own communications consulting firm. She returned to Canada with her young daughter to pursue a less stressful lifestyle. Employed as Public Relations Coordinator by West End Machining, Claire is a member of ACTEW.



---

*Social Movements as a Means to Empowerment:  
Why Women Must Take Control of Their Own learning*

---

**by Joan Brown-Hicks and Lisa Avedon**

Les auteures étudient certains des problèmes qui expliquent la situation économique difficile dans laquelle se trouvent les femmes. Le manque d'accès à des programmes adéquats de formation et d'éducation menant à un emploi est l'une des raisons principales.

Les auteures critiquent sévèrement les politiques gouvernementales relatives aux programmes de formation pour les femmes, ainsi que la tendance actuelle à la privatisation de ces programmes.

Elles décrivent les difficultés qu'ont les femmes dans les établissements ordinaires d'éducation et reprochent à ces établissements de ne pas pouvoir ou savoir s'adapter au style d'apprentissage des femmes. Les éducateurs présument que le processus d'apprentissage est le même chez les femmes et chez les hommes; l'éducation des adultes continue d'ignorer les différences dans les besoins des femmes et des hommes. Les femmes ont été défavorisées par les systèmes d'éducation et de formation, et elles continuent de l'être. La situation s'avère difficile à changer du fait que tant d'importance est attachée à l'éducation et à la formation des hommes.

---

In recent paper for the Canadian Association for Adult Education entitled "Building the Social Movement", Ron Faris states that "it is no coincidence that learning is an integral part of effective social movements, as learning is itself an important social process."<sup>1</sup> The social movements he refers to are those concerned with peace, ecology, women, local economic development, literacy and culture. The membership of most of these movements, except perhaps for local economic development, is made up mainly of women and many of us are members of a number of these groups. These issues are survival issues and survival is a women's issue.

However, most of the concerns of these social movements are economic concerns. They are inextricably linked to our economic structures, to our tax structures and to our political priorities.

The philosophy of the present government, to let business and the marketplace operate freely; will not likely improve economic conditions for women. In fact, women must be concerned when the solutions to Canada's economic problems are seen as free trade, deregulation and privatization. Many of the activities of the women's movement have focused on correcting the deficiencies brought about by this type of system. We know that markets have an unfair impact on women because women lack training and promotion, opportunities occupy in lower paying job ghettos, lack benefits, are forced into part-time employment and often lack adequate childcare.

Since the beginning of this decade, poverty in Canada has been on the rise. According to economist Monica Townson, more than 4.3 million Canadians - most of them women and children - lived below the poverty line in 1984. Poverty now affects one Canadian child in five; and almost half of all the single parent families headed by women are poor.<sup>2</sup> The gap between rich and poor is widening.

This government's economic policies reflect its political priorities. Universal publicly-funded day care cannot be afforded but the federal government can lose five billion dollars through RRSP's and commit millions more to bailing out floundering banks!

What all this has to do with women's learning is very clear. Learning is the major access route for women to paying jobs. While learning enables one to live one's life to the fullest, if one is living below the poverty line and is responsible for the care of children, access to a well-paid job is a priority. If appropriately funded and available, learning is one avenue women use to gain economic independence.

Learning is funded through federal and provincial governments, as well as through employers and individuals. It is generally administered and planned by men. The problems women face as consumers of adult education stem mainly from faulty or inaccurate assumptions held by the men who develop policies and make decisions. One of the results is systemic discrimination. Men have greater access to tuition money, transportation and child care. Lack them are denied access to the training and education that is available.

New technology has the heaviest impact on women, as women comprise the majority of workers in the clerical field. These jobs are becoming redundant or are being reduced to part-time. As the Secretary of State study One in Every Five shows, the private sector trains many fewer women than men; (inaccurate!)

With the present trend toward the privatization of learning, women must be concerned. The private sector now has more access to public funds through the Canadian Job Strategy without any insistence that women receive training funds in proportion to their participation in the work force. This public money will now allow employers to continue to train men using our tax dollars. Even though the Canadian Job Strategy has been in existence for less than a year, it has already become apparent that women are receiving a very small percentage of the training funds, and that the training they are receiving is larger for low-paying jobs traditionally held by women. Almost all of the training for women is in two of the six programs, one of which requires trainees to be out of the work-force for three years. There is no such stipulation for men in the Canadian Job Strategy!

One assumption made by men is that the dominant culture includes women without naming us. Yet we know that women's history is not represented in the history books and that our language is based on patriarchal values. Adult education programs do not legitimize or validate women's experiences. It is only in women's programs that women's experience is included, but these programs are not in the mainstream of institutions and they are always in danger of losing their funding. They are looked upon by their institutions as being insignificant. If meaningful pressure is being exerted to include women's culture in mainstream adult education programs, it is not apparent to us.

Adult education administrators may argue that many courses for women are included in their offerings on an on-going basis. Unfortunately, these tend to be traditional ones which do not encourage self-empowerment and self-reliance. They are not geared to women's development needs. Rather, they reinforce traditional values of dependence and "doing for others".

The second assumption made by educators is that the learning process is the same for men and women. Although it has been known for some years that men and women do not learn in the same way, little attention is paid in the delivery systems to the difference in learning processes. Many women have difficulty learning math, physical sciences and technical subjects because learning in those fields is usually developed and provided by men and for men. Women who are able to adapt succeed in these subjects, while those who can't

may believe that they are deficient. The male learning process is often individualistic and competitive. Sometimes it is downright combative. Evaluation is usually based on a "win lose" dichotomy. Examples seldom reflect women's experience; indeed occasionally they reflect the sexist attitudes of male textbook authors, program developers and/or institutions.

On the other hand, for women the learning process is co-operative and collaborative and decisions are reached mainly through consensus. Learning for women has always been competency based long before this learning came into vogue. For example, many women learn skills through their development within the voluntary sector, which leads some to paid employment. Others move on to administrative positions within the volunteer sector.

Unfortunately, women's learning processes will not be given the attention necessary as long as male learners are considered to be more important to government economic policy.

The field of adult education has not been concerned with the needs of women but has assumed that our needs were the same as the needs of men and therefore, that they did not need to be addressed separately. The Canadian Congress for Learning Opportunities for Women was formed because of this misconception.

CLOW recognizes that most women in Canada live in a society where systemic discrimination prevails. Women are poorer than men, and have access to significantly fewer education, training and job options than do men in our country. The material situation of many women, combined with the lack of support services geared to their needs, bars access to those opportunities available to men. CLOW is committed to addressing the root causes of these inequities and to making constructive recommendations for their redress. Being part of the women's; movement, we contribute to the struggle of Canadian women for equality in all areas.

We strive for the empowerment of women on personal, social and political levels of their lives. CLOW promotes feminist education and feminist principles in education and training. Through networking we encourage and develop women's education. CLOW was formed in 1972 and incorporated in 1981 as a response to the lack of concern accorded to the educational needs of women. Until women play an equal role in policy and decision making and achieve economic equality, organizations such as CLOW are necessary as advocates for women learners.

### **END NOTES**

1. Ron Faris, "Building , the Social Movement ", ( a background paper written for the CAAE Board Seminar), Victoria, B.C., April 3, 1986, p. 4
2. Monica Townson, "Tax Policies in the Political Context", (presentation to Dialogue '86) Ottawa, January 14, 1986, p. 1



3. One In Every Five: A Survey of Adult Education in Canada, Statistics Canada and Education Support Sector, Department of the Secretary of State, Supply and Services Canada, Ottawa, 1985, p. 40

**Joan Brown-Hicks** is 1985-86 President of CLOW and **Lisa Avedon** is 1985-86 Past President.

---

## *The Status of Women Teachers in Ontario High Schools*

---

En 1985, une société a refait pour la Fédération des enseignants et enseignantes des écoles secondaires de l'Ontario une étude qu'elle avait menée en 1976 sur le statut des enseignantes dans les établissements secondaires de la province. Il y a dix ans, l'étude avait montré que la plupart des professeurs hommes et femmes avaient des attitudes traditionnelles, qui se manifestaient dans l'histoire de leurs carrières et dans leurs aspirations.

La première étude avait présenté un certain nombre de recommandations destinées à sensibiliser davantage le milieu scolaire au potentiel des femmes sur le plan de l'avancement. Bon nombre de ces recommandations furent suivies et appliquées. En conséquence, l'étude de 1985 montre que des changements notables se sont produits quant à l'opinion qu'ont d'elles-mêmes les enseignantes et quant à la notion qu'elles se font de leurs carrières. Aujourd'hui, les enseignantes ont de plus hauts niveaux de qualification, des aspirations plus élevées, et davantage de confiance personnelle; elles présentent plus souvent leur candidature pour un avancement.

Mais les choses n'ont pas changé aussi vite en ce qui concerne l'avancement des femmes à des postes de haute responsabilité dans le système scolaire. En fait, souligne le rapport, **"les progrès réels faits par les femmes se sont surtout produits dans des domaines où des politiques et des procédures d'action positive existaient depuis un certain temps"**. L'une des principales recommandations de la nouvelle étude est que la Fédération des enseignants et enseignantes des écoles secondaires de l'Ontario inclue des mesures d'action positive, donnant des buts et des calendriers précis, à ses programmes de pression faits au nom des femmes qui sont membres.

In 1976, the newly-formed Task Force on the Status of Women was mandated by the Ontario Secondary School Teacher's Federation (OSSTF) to study the reasons for the under-representation of women in positions of added responsibility within boards and the Federation, and to recommend remedial action. To carry out its mandate, the Task Force sought to expand its data base by commissioning a comprehensive province wide survey about the position of women Federation members. The survey was designed to identify:



- the employment status of women relative to men;
- the attitudes of women and men teachers concerning the competence of women to teach;
- the attitudes of women and men teachers concerning women's promotability;
- the attitudes of women and men administrators concerning women's competence and promotability;
- the attitudes of women and men teachers and administrators toward the academic achievement and career aspirations of male and female students.

The major conclusions of the 1976 report were that women generally perceived themselves and were perceived by male peers and decision-makers to be less promotable than men and had, in fact, received fewer promotions than their representation among teachers and their qualifications warranted.

In addition, the study found that the factors outlined above were related to each other and to age, marital status, responsibility for housework and child care and, in general, to attitudes about appropriate male and female roles. In other words, most women and men teachers in 1976 held somewhat traditional attitudes about themselves and their colleagues that were reflected in their career histories and in their current behaviors, priorities and aspirations.

In the 1976 review, it was recommended that such a wide ranging and complex problem should be dealt with on as many fronts as possible, since each factor interacted with virtually all others. Specific actions recommended were:

- awareness training and counseling for both men and women;
- identification and tracking of women with potential;
- an Affirmative Action perspective in negotiations and relations with Boards of Education;
- the creation of non-stereotyped learning environments.

Ten years later, the Status of women Committee has resurveyed the Federation membership to determine what changes have occurred in women's employment status and in attitudes towards the notion of women seeking positions of added responsibility. The survey, reported here, also examined attitudes toward students and explored other issues

in more depth than in the original study, (e.g., eligibility for pension, willingness to use workplace child care arrangements).

As in the previous study, the present study used a "process of career development" framework for describing the factors that indicate who may or may not achieve positions of added responsibility. This process includes the following factors:

- Family Responsibilities - refers to the obligations other than financial, for which people are directly or psychologically responsible within the family. Breaks in years of service for maternity and child care are included in this category.
  - Career Commitment ("Paying the Price") - refers to the degree of importance attached to one's career and the willingness to undertake activities (gaining extra qualifications, taking on extra work responsibilities) which enhance promotability.
  - Formal Qualifications - refers to the years of service and the accumulation of formal, Ministry-required education necessary for performing a given job.
  - Job Performance - refers to the level of competence and the degree of innovation shown by teachers in the classroom, in the opinion both of the teachers themselves, and of their supervisors.
- 
- Promotion - refers, first, to the encouragement that committed, qualified and competent teachers receive to apply for promotion; second, to the number of applications teachers make for promotion; and third, to the number of times that qualified teachers who have applied for promotion are selected for positions of added responsibility.
  - Attitudes - refers to how women teachers feel about their ability to advance in their careers, and how promotable they are perceived to be by male peers and, especially, by those who make decisions about their career aspirations.

---

**"The 1976 survey demonstrated that the gender of a teacher had a profound effect on each phase of the career development process, with fewer women attaining positions of added responsibility. "**

---

## FINDINGS AND RECOMMENDATIONS

The 1976 survey demonstrated that the gender of a teacher had a profound effect on each phase of the career development process, with fewer women attaining positions of added

responsibility. Since the first survey, considerable effort has gone into addressing the concerns raised in that report. Some of the notable changes since the report was published include:

- Status of Women programs sponsored by OSSTF and other organizations;
- increased concern in the Ontario Ministry of Education for women's professional status.

These efforts are, in part, responsible for the positive and significant changes in how women teachers now view their careers. The following list summarizes the changes which increase the likelihood of career advancement for women.

- The aspirations of women, teachers are higher.
- Women are more prepared to "pay the price" for advancement. They are increasing their formal qualifications and their level of activities within schools, Boards and the Federation. Overall, their careers are of more importance to them than in 1976.
- Women have more confidence in their effectiveness in fulfilling key administrative functions.
- Women receive more encouragement from superiors to apply for promotions.
- Women apply for promotions more often and are more often successful than they were in 1976.

When the difference in group between OSSTF women and men is taken into account, there is little or no difference between them in level of qualification or experience. Because male teachers, as a group, are older than female teachers (43% of women but 62% of men are over 40 years old) they have, on the average, more experience.

While women's progress from 1976 to the present has been substantial across the province, further OSSTF support is needed to address some key areas of concern where men continue to have an advantage in 1985:

- Women are slightly less qualified than men to apply for Vice-Principal positions.
- Women evaluate themselves as some what less innovative than men.
  
- Women consider themselves to be somewhat less effective than men in administering schools and disciplining students.
- Although there has been improvement since 1976, women continue to receive less encouragement to apply for promotion and remain less likely to apply for promotion.

By far the greatest advantage men teachers have over women is that women continue to have major responsibility for home and child care tasks. In consequence, women have more concerns about the negative effect promotions can have on their ability to perform these essential and largely unshared responsibilities. It appears that some of the capable young women respondents will hesitate to consider advancement unless and until administrative jobs are restructured to allow for both a successful career responsible parenting.

---

**"By far the greatest advantage men teachers have over women is that women continue to have major responsibility for home and child care tasks."**

---

In addition, the necessity of taking maternity and child care leave to fulfill parenting obligations has a negative effect both on women's career advancement and on their eligibility for pensions in their later years. This brings into question the values of the education system, the Federation and, indeed, society: a system where children have value as students but not as offspring.

OSSTF may wish to take a leadership role in exploring and lobbying for measures that eliminate the penalties imposed on women for being responsible parents. These measures could include:

- workplace day care, to ensure that all teachers have access to quality day care;
- time off to care for sick children;
- paid maternity leave;
- no loss of seniority or pension for maternity leave.

Another important finding is that, although women's opinions about their promotability have improved markedly since 1976 and the assessments by male administrators of women's promotability have also improved, the perceptions of these decision-makers have not kept pace with women's present attitudes, level of qualifications and degree of career commitment. Until male administrators are able to view women and men teachers as equally capable and promotable, women's low representation in positions of added responsibility will continue.

Women in 1985 are undertaking those aspects of the promotion process which are under their control. Their demonstrated career commitment must now be met by a reciprocal willingness on the part of their superiors to encourage them to qualify for and apply for

senior positions, and to appoint them to these positions in proportion to their representation in the Federation.

It is important to note that, although attitudes of both administrators and women themselves toward women's advancement are comparable across the province, real progress for women has occurred in those areas where Affirmative Action policies and procedures have been in place for some time.

---

**" Real progress for women has occurred mainly in those areas where Affirmative Action policies and procedures have been in place for some time."**

---

Furthermore, Affirmative Action implementation in some Boards has progressed beyond documentation of women's employment status to the setting of achievable, measurable and realistic goals and timetables. OSSTF may wish, as part of its lobbying activities on behalf of women, to urge Boards to take this step.

---

## ACROSS THE COUNTRY NOUVELLES DU PAYS

---

### **NEW BRUNSWICK REPORT** **by Joan MacFarland**

We have concentrated our efforts in the last few months on a feasibility study of a re-entry program for women in non-traditional occupations under the Canadian Jobs Strategy. We hired a researcher for a six week period, during which she searched for potential training place hosts, off-site courses and participants.

We located over one hundred potential participants. The only training place hosts we managed to find were the local mall and big department stores for training as security guards/loss prevention personnel. This does seem to be an area where there is a shortage of trained people and it is a non-traditional area for women. Since the training place hosts

wish to give the actual job training on-site, the off-site courses to be given through the New Brunswick Community College would consist of life skills and career orientation. These would last six weeks while the training on the job would be for three months. After that, hopefully, our participants would be able to find employment using the training received. We submitted our profile April 15 and are awaiting a response from CEIC.

Our local branch met February 5. We heard a progress report from our re-entry researcher and reports from two of our members who had represented us at provincial conferences. One was on women and Entrepreneurship and the other on Adult Literacy. We also networked and had an enjoyable social evening.

At the February meeting, we decided to look at the literacy situation of women in New Brunswick. We have learned subsequently, from attending the NB Literacy Council workshop, that while ninety per cent of the literacy tutors are women, ninety per cent of the pupils are men. We will take on an investigation of this situation as a local group project.

We are in touch with Maurice J. Duguay, the regional Local Advisory Council (LAC) co-ordinator, and he is supplying us with lists of participants of the LAC's for the province. So far, approximately 30% of members named have been female. However, in talking to some of the women members, we have learned that the meetings are very tedious. They need encouragement to continue their involvement.

Three of our members will be attending the National Action Committee (NAC) annual general meeting in Ottawa, May 30 - June 2. Our New Brunswick CCLOW group is a new member of NAC and thus will be subsidized for this first meeting. We are excited about it. We plan a meeting/pot-luck dinner for the end of June.

---

## **NOVA SCOTIA REPORT**

**by Marjorie Johnson**

We are very pleased to report that our application to the Secretary of State has been approved. Peggy Mahon was appointed in March to assist in the development of CCLOW in four designated areas of Nova Scotia. Peggy has a strong commitment to women's issues and extensive involvement in adult education, and program development. She has been busy meeting with women in the target areas and liaising with other organizations to promote CCLOW. The possibility of a Life Skills Coach Training Workshop, during the summer, is being investigated.

We are very concerned with the decrease in institutional training sponsored by C.E.I.C. and the freeze of Canadian Job Strategy funds. We are monitoring the effects through several of our members on Local Advisory Councils.

The Metro Group continues to meet monthly. The Eastern Shore Group (E.S.L.O.W.) is very active, providing courses and workshops locally, and attending conferences and meetings provincially. They provide a great model of rural networking.

## ALBERTA REPORT

by Pat Leginsky

In the bright Alberta sunshine, the provincial CLOW bubbles with activity, as we have recently hosted two special guests. On February 14, 1986, Lisa Avedon, past president of CLOW, spoke to a group of 35 women about her involvement in Forum'85, the Non-Governmental Organizations meeting which accompanied the Nairobi conference ending the International Decade for Women. Lisa's slides helped to recapture the emotions and the activities of the time. Her presentation was well received and some new friendships were formed.



Lisa Avedon "on tour"  
in Edmonton

On April 4 and 5, 1986, Greta Nemiroff, author, feminist, educator, and five year veteran of the CLOW Board, was our guest. She kept a hectic pace: doing a session with the University of Alberta's Vice President's committee on women's studies, a public forum and a workshop all in the span of two days. The public forum was entitled: " The Women's Movement: What's In It For Young Women?" She stressed the importance of making room for the young women as well as being aware of the issues that they are facing. It was good to hear from some young women attending the conference. Their comments reinforced her message. A three hour workshop, held on the Saturday, dealt with "Taking Charge" personally, interpersonally and professionally. The session was very well received and I continue to hear good things about Greta weeks later.

During all this flurry of activity, Susan Beach has been busy distributing copies of the report "In Search of Opportunity" to most women's groups and selected institutions throughout the province of Alberta. We want to spread the results of the study completed last year by the Edmonton Chapter with hopes that Women's groups will use it in some of their work. This task is now complete, thanks to Susan.

## QUEBEC REPORT

by Greta Nemiroff

Miriam Bailey is the new CLOW Director for Quebec. Born in Ireland, Miriam has lived in Canada since 1971. She has been: a teacher on both High School and College levels, a principal of a private Business School (Hong Kong), a consultant on vocational subjects, Co-ordinator of Measurement and Evaluation of a school board. She is a past president of the Canadian Business Teachers' Association. Currently she is Dean of Business Technologies, Dawson College, and a member of Conseil des Colleges de Quebec. A staunch feminist, Miriam is also a highly organized, charming and witty

person. Currently she is the Chief Organizer for the forthcoming conference on Opportunities for Women in Montreal.

## ONTARIO REPORT

by Janice McLEAN

In Ontario, because of the large number of members, we function as local groups rather than as a single provincial network. If you would like to create an active CCLOW group in your area please contact me or the office to find out the other members near you. If you decide to be active in the name of CCLOW please be sure to let me know so your news can be shared in this report.

In Hamilton, CCLOW members are working through a Women in Education Committee which is part of W.H.A.T. - Women of Hamilton Acting Together. In 1985 the Women in Education group developed a successful research proposal Which received \$9,000.00 from Secretary of State last December. Their Hamilton - Wentworth region has the:

- highest percentage of women with less than grade nine education,
- lowest percentage of women graduating from secondary school,
- lowest percentage of women to attend university,

compared with women in Ontario and Canada. The preliminary report of the needs analysis is expected shortly.

On April 13, W.H.A.T. held a one-day conference with Keynote speaker Doris Anderson and 6 workshops to focus on specific issues and develop action plans. Over 200 women attended and most were grass-roots people not agency representatives. CCLOW member Sammara Wallace-Wylie of Mohawk College co-ordinated the education workshop. Their action plan includes working for a centralized information, counseling and support centre for women pursuing education or training, education of politicians on women's needs, and combating stereotypes in the schools.

In Cornwall, CCLOW members regret to report that their Bridging Program proposal for CEIC Innovations funding was rejected, despite 32 letters of support from the community and an initially encouraging response.

In Ottawa, the group is pursuing an understanding of current economic policy and its underlying values. In February, three members reviewed a range of recently published women's thinking and presented their findings to the group. In March Carol Armatage presented an explanation of some basic economic theories and jargon. The next step is an examination of how data, particularly concerning women, can be variously interpreted. Because we are frequently told that "we cannot afford" measures to achieve equality for women, we eventually want to assess present Canadian priorities (economic and social)



and develop our creative thoughts on what a feminist-based economic policy could look like. And, lest the group drown in heavy thoughts, Heather Menzies hosted a party to celebrate the many Aries birthdays in this group.

---

## YUKON REPORT

by Lillian Maguire

As a windup to our slide/film series and in conjunction with CRIAW, Yukon Status of Women and the Women's Centre, we will sponsor another international potluck dinner with special guest speaker Margrit Eichler.

Our network has purchased the video "Girls Can - A Blueprint for the Future", from Victoria Women in Trades. We are developing guidelines for its effective use in the new school year and making junior and senior high school counselors aware of its existence for use in guidance classes. This is a natural complement to our booklet, Yukon Women - Nontraditional Occupations. About 400 of these booklets have been distributed to students free of charge. We are hoping to reach even more young women through a proposed mentorship program next year.

---

## BOOKS

---

by **Alfred A. Hunter and Margaret A. Denton**

Walter Block and Michael Walker, respectively Senior Economist and Director of the Fraser Institute, have a problem. Despite their efforts to persuade people to the contrary through radio and television interviews, articles in news-papers and Fraser Institute publications (e.g., Block and Walker, 1982; Block and Walker, 1985), many well-informed people persist in the belief that women experience employment and wage discrimination in the private sector.

Not so, these two economists have consistently and repeatedly argued. Such a conclusion does not follow from neoclassical economic theory, from which it can be deduced that employers who would discriminate against women would not long survive in a competitive market. At the same time, in the public sector, where the requirement for profit does not exist, the same economic principles do not apply, and women would be at a disadvantage relative to men in competing for positions and pay. Consequently, equal pay legislation and other such initiatives, if they have any place at all, need be considered only in the public sector government-owned corporations.

So, how is it that so many people believe that there is economic discrimination against women in the private sector? Block and Walker's answer: a "strong egalitarian philosophy" coupled with an "unsatisfactory economic analysis" (Block and Walker, 1985:85), as exemplified in the research conducted as part of the Report of the Commission of inquiry on Equality in Employment (Abella, 1985).

And what is it that people are actually looking at when they think they see evidence of gender discrimination in the private sector labor market? Block and Walker's answer: that marriage confers advantages upon men and disadvantages upon women, such that men have better career opportunities and related economic benefits than women. Married men rarely shoulder their share of the burdens of housework and child care; and married woman almost always shoulder more than their share of the domestic labor. As a result, married men are at an advantage relative to unmarried men in their careers, whereas married women are at a disadvantage relative to their unmarried counterparts. This is shown, they conclude, when the earnings of married and unmarried men and women are compared.

What is true is that there is an unequal division of domestic labor between men and women, that (in a simple comparison) married men earn, on the average, more than unmarried men, and that (again, in a simple comparison) unmarried women earn more than married women. What is not true is that the unequal division of domestic labor between men and women explains the gender earnings gap.

What appears largely to account for the male-female differential in earnings is that private sector employers pay women less than men for the skills and other qualifications which they bring to the job. First, men and women in the private sector tend to be segregated in different occupational categories which, although they do not differ very much in their average skill requirements, pay very different wages. Second, men and women in the private sector in similar occupational categories receive different economic returns on education, job experience and other earnings-related attributes. Finally, although these processes operate in the public sector too, they are much less pronounced there. And they are less pronounced in that part of the private sector populated by a small number of large national and multinational companies than they are in that part made up of many smaller companies in highly competitive markets. These findings have been documented in detail in the literature (e.g., Denton, 1984).

Where, then, do Block and Walker go wrong? One place is in an unsatisfactory economic analysis. Briefly, they almost always illustrate their conclusions using the Census of Canada and other data from Statistics Canada which simply compare married and unmarried men and women, without taking into account that married and unmarried people differ from one another in many aspects (e.g., age, education, employment experience) other than just their marital status. When these other differences are taken into account, married women who work outside the home do not earn less on the average than unmarried women who are employed and this despite the unequal division of domestic labour.

Another place where Block and Walker go wrong is that they do not acknowledge empirical evidence which has shown their arguments to be false and which has been directed at and made available to them (e.g., Denton and Hunter, 1984). They complain that the Commission of Inquiry "... cites several relevant Fraser Institute studies in its reference material," but that "it shows no evidence of even considering one of its most important findings" (Block and Walker, 1985:85). But Block and Walker do not even cite (as the Commission does) our writing and research, much less do they consider one of the most important findings of the research.

One casualty here is neoclassical economic theory, which Block and Walker are unwilling to abandon, even in the face of compelling evidence of economic discrimination which the theory cannot accommodate. If the facts cannot be deduced from the theory, however, then the theory must either be revised or discarded, not retained by virtue of simplistic statistical analysis. Another casualty is the argument that such measures as equal pay for work of equal value legislation may be appropriate for the public sector, but not for the private sector. It is precisely in the private sector and, in particular, in the most competitive parts of the private sector, that gender discrimination is most pronounced. A hard look at the evidence should put a stop to appearances by Walter Block and Michael Walker as disinterested, expert observers on CBC's The Journal or in the news pages of the Globe and Mail, commenting on how it is that there is no serious or enduring gender discrimination in the labor market in Canada.

Finally, some years ago, Mr. Block inquired as to whether he might have access to the data which we used to refute his arguments. He was informed that he was welcome to it for the cost of a computer tape. He has yet to reply. Mr. Block and Mr. Walker, if you are interested, the offer still stands.

### References

Abella, Judge Rosalie, Commissioner. Report of the Commission on Equality in Employment. Ottawa: Supply and Services, 1985.

Block, Walter E., and Michael A. Walker (eds.). Discrimination. Affirmative Action and Equal Opportunity. Vancouver: The Fraser Institute, 1982.

Block, Walter E., and Michael A. Walker. Focus: On Employment Equity. Vancouver, The Fraser Institute, 1985.

Denton, Margaret A., and Alfred A. Hunter. Economic Sectors and Gender Discrimination in Canada: A Critique and Test of Block and Walker ... and Some --- New Evidence. Ottawa: Labor Canada, 1984.

**Alfred A. Hunter** is Professor of Sociology, McMaster University, Hamilton.



SusanBersel '85

**Margaret A. Denton** is President, Social Data Research, Ltd., Hamilton, Ontario.

by **Patricia Morris**

Do you support the federal government's initiating the development of a nation-wide child care system?

Think about it. Do you have reservations, as many callers did on a recent CBC Cross Country Check-up Program, about the role of the government in assuming responsibility for the improvement of child care services? If you do, then a careful look at the availability of child care anywhere in Canada should convince you that there are many gaps in the delivery of affordable and accessible quality child care.

Women wishing to return to education and training while raising children continue to encounter problems with inadequate provision for child care. Facilities are frequently a long distance from the training site; there is little provision for school age children; and hours of care do not often match the training program requirements.

The March 1986 Report of the TASK FORCE ON CHILD CARE recommends that universal child care be publicly supported. The Task Force found that most Canadian children needing care are being cared for in informal arrangements of varying degrees of quality. By definition, this care is unlicensed and not subject to any regulation which would ensure the maintenance of quality standards.

This report provides descriptive detail of women's experiences coping with the current situation and it provides a developmental plan of solutions. Unfortunately, after reading the report, supporters are left without the practical critical analysis to help formulate and promote programs and policies which will benefit parents and children through the assurance of good quality, affordable and flexible child care.

Yet another Parliamentary Special Committee on Child Care is now travelling across the country to listen to the concerns of Canadians on the delivery of child care. This committee is particularly interested in determining the public's willingness to pay for child care, especially the universal child care system recommended in the Report of the Task Force. If you endorse the provision of quality, flexible and affordable Child Care, please make your support known to the Parliamentary Special Committee on child care before the end of June, 1986. You can do so by writing them c/o House of Commons, Ottawa.



**Patricia Morris** is a mother and a member of the Halifax Committee of CLOW. She recently co-presented a brief on the issue of child care as it pertains to women learners on Child Care. She works in the community Development and Outreach Unit of Henson College, Dalhousie University, Halifax, N.S.

---

## *Literacy Kit*

---

The Women's Program and the Participatory Research Group are collaborating on the production of a kit of literacy materials for women learners in Canada which will focus on issues in the lives of Third World and Canadian women.

The kit will include examples of literacy and basic education materials -- such as pamphlets, textbooks, posters, and magazines -- used in non-formal education work with women in different Third World countries. These materials will be supplemented with graphics and background information about the situation of women.

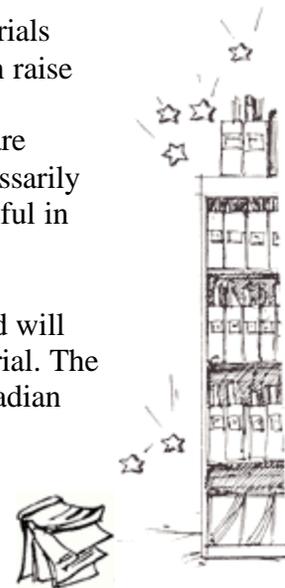
Much of the existing material on basic education on Third World countries tends to bore or frustrate women learners because it does not give information about, or raise, the issues that concern them. Texts that do sometimes deal with social issues and women's struggles are generally inaccessible to new learners.

By incorporating actual materials used by women we hope to promote better understanding of the major issues confronting women in different countries, opening up discussion and learning about the similarities and differences between women across the globe. We hope that the project will stimulate networking and exchange of materials between progressive groups working with women and non-formal education.

We are requesting that non-formal education groups send us materials designed specifically for women learners, particularly those which raise issues related to women's particular situation -- for example, as agricultural workers, as victims of domestic violence, as health-care providers and receivers. We are also asking for materials not necessarily designed for women, but which education workers have found useful in their work with women.

The project can pay the costs of materials and airmail postage, and will send a completed copy of the kit to groups which contribute material. The kit will also contain examples of education materials used by Canadian women learners which may be a useful resource for Third World groups.

If you or the group you work with has literacy or non-formal education material for women that you think might be useful for the kit, please write to the Literacy Kit Project, care of the Women's Program, as soon as possible.



---

# RESOURCES/RESSOURCES

---

## THE CANADIAN JOURNAL OF WOMEN AND THE LAW

**Contact: 323 rue Chapel Street, Ottawa, Ontario, K1N 7Z2 (613) 238-1545**

This is Canada's only legal periodical that provides an in-depth analysis of legal issues concerning women. This important new contribution to Canadian legal scholarship will provide over 300 pages of articles, book reviews and commentaries on criminal and family law, reproductive rights, the Charter of Rights, employment, taxation and much more. Published twice a year by the National Association of Women and the Law, the Journal contains contributions in English and French with translated summaries. Lawyers, women's groups, activists and researchers will find it a rich source of information on new arguments, decisions or legislative change and their impact on women.

### FÉMINISTES

**No.2 - Les taches liées au soin des enfants, par  
Michelle Duval. Nouveau prix! \$2.50 par numéro**

Une nouvelle analyse du 'travail de mère' et son impact sur les femmes et la société. L'auteur propose des pistes concrètes d'action pour transformer la situation des mères et, par conséquent, pour favoriser l'émergence de nouvelles valeurs.

**No.3 - Bilan et perspectives de recherches  
féministes par Francine Descarries -Bélanger et  
Micheline de sève.**

Deux textes de réflexion sur le rôle et l'impact des recherches féministes et des études sur les femmes au Québec, en format bilingue.

### LE TEMPS D'y VOIR

Montréal, le 30 avril 1986 - La Fondation Marie Vincent et les Editions Guérin Ltee lançaient aujourd'hui le recueil "Le temps d'y voir". Cette publication de plus de 300 pages contient, a quelques exceptions près, l'ensemble des présentations faites lors de la Conférence internationale sur la situation des filles, qui se tenait a Montréal en octobre dernier.

En tout, 34 textes publiés interlacement et signés par des auteurs de réputation nationale et internationale comme Benoîte Groult, Christiane Olivier, Flora Groult, Françoise Collin, William Appleton, Heather Menzies, Francine McKenzie, Jeannine McNeil, Laura Baldo,

Denise Bombardier, etc. Le recueil Le temps d'y voir est maintenant disponible au coût de 14.95\$ aux Editions Guérin Ltée: 4510, rue Drolet, Montréal, Québec, H2T 2G2

### FILM

**" Quel Numéro. What Number?" or The Electronic Sweat Shop. a film by Sophie Bissonnette. 1985.**

This film focuses on the women who operate the machines and reveals the reality of automation of work in a time of economic recession. Available in French and English in 16mm or videocassette from DEC FILMS 299 College Street, Toronto, M5T 1R4, (416) 599-0524, or CINEMA LIBRE 4872 rue Papineau, Montreal, H2H 1V6, (514) 526-0473

**Righting the Balance: Canada's New Equality Rights, Eds. Lynn Smith. Gisele Côte-Harper, Robin Elliot, Magda Seydegart, 1986, \$47.50 - Hard cover.**

This is one of the first books to explore the meaning and application of Canadian Constitutional Equality rights. The collected papers are from the National Symposium on Equality Rights Toronto, 1985. Available from Canadian Human Rights Reporter, Suite 802, 244-4th Avenue, S., Saskatoon, Sask., S7K 5M5.

**A Study of Calgary Immigrant Women's Employment Needs,. Arusha Center. 1985.**

This Study interviewed women about barriers to employment. Identified needs are discussed in the context of employment related services in Calgary. Recommendations are provided. Arusha Centre, 233 - 10th. N.W., Calgary, T2N 1V5 (403)270-3200.

**Women's Paid and Unpaid Work: Historical and Contemporary Perspectives, 1985, CWSE and New Hog town Press, \$6.00**

This collection of essays provides a background for examining women's work as well as women's collective activities. Contributors: Gail Brand & Margaret Eichler, Ruth Pierson, Alison Prentiss & Veronica Strong-Boag. CWSE, Rm. 8-105, 252 Bloor St. W., Toronto, M6S 1V6.

**From Sun to Sun - Daily Obligations and Community Structure in the Lives of Employed Women and Their Families, William Michelson 1985, \$28.95 (U.S.)**

This book addresses the question: How does a mother react to working and what strategies does she develop to cope with the inevitable stresses and conflicts? Rowan & Allanheld Publishers, Box 368, Totowa, N.J., 07511

**Reservation for One: Women's Guide to Safe Travel, 1984.**

An excellent and informative pamphlet for women who travel. This nationally acclaimed resource offers tips on: what to do before you leave home; transportation; accommodation; recreation; assertiveness; physical self-defense; and what to do in case of assault. \$1.00 from Victoria Women's Sexual Assault Centre, 1045 Linden Avenue, Victoria, B.C., V8V 4H3

**Bibliography on Women - A Resource for Other Disciplines, \$8.00, (Communiqué Vol V, No.1)**

Available from Canadian Studies Bureau, ACCC,  
110 Eglinton Ave. W., Toronto, M4R 1A3



---

# AGENDA

---

October 2 - 4, 1986, Halifax, Nova Scotia

## **COMMUNITY EDUCATION PARTNERSHIPS**

Sponsored by the Canadian Association for Community Education. Sub-themes: Partnerships for Education-Business, School-Community and Interagency; Models of Community Education. Contact: Janet Eaton, Dalhousie University, Halifax, N.S., Fee: \$75 (members), \$85.

November 6 - 9, 1986, Halifax, Nova Scotia

## **ATLANTIC CONFERENCE ON WOMEN AND HOUSING**

Sponsored by the Nova Scotia Association of Social Workers. The focus will be on sharing information and exploring innovative solutions in Atlantic Canada. Contact: Jane Brackley, Atlantic Conference on Women and Housing, 1094 Tower Road, Halifax, N.S., B3H 2Y5.

July 6 - 18, 1986, Ottawa, Ontario

## **SUMMER COLLEGE IN HUMAN RIGHTS**

Sponsored by Human Rights Research and Education Centre, University of Ottawa. An intensive residential training course and planning forum in human rights. Contact: Victoria Berry, Human Rights Centre, University of Ottawa, 57 Copernicus St., Ottawa, KIA 6N5, (613)564-3492.

October 30, 31 & November 1, 1986/, Toronto

## **NATIONAL CONFERENCE ON HUNGER**

Co-sponsored by five voluntary organizations, this national forum will analyze the problem of hunger in affluent Canada, examine the politics and economics of hunger, and consider the role of government and other institutions in resolving the issues. **Fee:** \$70. **Contact:** Program: Robert Doyle; Subsidy & Registration: Mary Leuw at Social Planning Council of Metropolitan Toronto, 950 Yonge St., Suite 1000, Toronto, M4W 2J4, (416)961-9831.

Sept. 5 & 6, 1986 St, Boniface, Manitoba

**CANADIAN WOMEN'S MUSIC & CULTURAL FESTIVAL**

This event will be held at the Centre Cultural Franco - Manitobien. It will feature musicians, dance, videos, an information fair and learning circles. **Contact:** 2D - 161 Stafford St., Winnipeg, Manitoba, R3M 2W9, (204) 477-5478.

13 au 16 août 1986 Halifax, Nouvelle-Écosse

**ASSEMBLEE GÉNÉRALE ANNUELLE DE L'ASSOCIATION CANADIENNE  
D'ÉDUCATION DE LANGUE FRANÇAISE**

L'Association canadienne d'éducation de langue française tiendra sa 39<sup>e</sup> Assemblée générale annuelle les 13, 14, 15 et 16 août 1986, au Château Halifax, à Halifax, Nouvelle-Écosse. Cette 39<sup>e</sup> Assemblée générale sera des plus importantes puisqu'elle aura pour objet le suivi du plan d'éducation de l'ACELF. Le congrès aura pour thème: "Ensemble, pour une formation spécifique de nos maîtres francophones." Il y aura des tables rondes, des ateliers, des échanges avec l'auditoire et des synthèses. **S'adresser à:** l'Association canadienne d'éducation de langue française, Casier postal 370, Sillery (Québec) G1T 2R5. Téléphone: 1-418-681-4661.

18 au 20 août, 1986 Sherbrooke, P.O.

**REUNION ANNUELLE**

Réunion annuelle de l'Association féminine d'éducation et action sociale (L'AFEAS). **S'adresser à** Louise Joly, L'AFEAS, 180, rue Dorchester est, Suite 200, Montréal, Québec H2W 1W6 (514)866-1813.



Canadian Congress for Learning Opportunities for Women

---



congrès canadien pour la promotion des études chez la femme

**47 Main Street, Toronto, Ontario, Canada M4E 2V6**