

# WOMEN'S EDUCATION DES FEMMES

The Economics of Equality

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**WOMEN'S EDUCATION DES FEMME**, is a feminist connection to the world of learning and education, is published quarterly by the Canadian Congress for Learning Opportunities for Women, a national non-profit organization that promotes feminist education and the powerment of women.

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## Women's EDUCATION des femmes

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First on the list, Marcia Braundy deserves a very big thank you for her hard work, patience, enthusiasm and humour in serving as this issue's guest editor.

Marcia rounded up some first rate contributors who all together have made this a valuable and informative issue of the magazine. Thanks to: Louise Boivin, Wendy Burton, Joan Conway, Ravida Din, Sue Findlay, Cynthia Creelman Hill, Simmy Hyman, Lesley Lee, Linda McDonald, Judy Rebick, Cecilia Reynolds, Chandra Russell, Patti Schorn-Moffat and Kathryn Woodcock Webb. Appreciation for the poetry goes to Eunice Brooks and Chris Wind; for the cartoon to Noreen Stevens.

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### SUBMISSIONS

WEdf invites all readers to submit articles, ideas, poetry, humour in all forms, commentary, reviews and resources. Please send submissions care of the Editor, WEdf, 47 Main Street, Toronto, Ontario, M4E 2V6. Material should be non-sexist, non-racist and about women written with a feminist perspective. Submitters who wish their material returned should include a stamped, self-addressed envelope. Writer's Guidelines are available.

### ARTICLE COPIES

If you would like to have a copy of any article in WEdf, CCLOW will be pleased to provide it for you, at \$.10/page plus postage costs. Please phone or mail your request to CCLOW.

### THE GUEST EDITOR

Marcia Braundy is a university educated journey woman carpenter and in 1980 was the first woman in the construction sector of the B.C. Carpenters' Union. She has instructed Women

*Education des femmes* are those of the authors and do not necessarily reflect the views of the Secretary of State or CCLOW.

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In Trades and Technology courses at colleges in B.C., and her curriculum guide and resource book, *Orientation to Trades and Technology with a Special Emphasis on the Needs of Women*, was published in that province in 1988. Marcia sits on the Federal Advisory Committee to the President of the Treasury Board on Employment Equity for Women in the Public Service.



She organized "A Canadian Conference on Women in Trades and Technology" last year, and was managing editor on the publication of the proceedings, *Surviving and Thriving- Women in Trades & Technology and Employment Equity*, currently available from Kooney WITT, Winlaw, B.C.

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*by Chris Wind*

*and Eunice Brooks*

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## Educational, Employment, and Pay Equity: Inseparable Facets of One Issue

BY MARCIA BRAUNDY

It has been an honour to be guest editor of this special issue of *Women's Education des femmes*.

In 1986, after recommendations from the Abella Royal Commission and significant public lobbying efforts, the Employment Equity Act was proclaimed and the Federal Contractors Program was put into effect. The Act gave federally regulated employers and crown corporations with more than 100 employees two and a half years to begin reporting publicly and annually on the make-up of their workforce. The Canadian Human Rights Commission was given the role of reviewing the data submitted under the Act and the potential to initiate complaints.

The Federal Contractors Program made the privilege of bidding on federal contracts, for any contractor with more than 100 employees bidding on a contract worth \$200,000 and over, contingent upon implementing an employment equity plan. There is no reporting requirement but Employment and Immigration Canada review officers can audit these contractors at any time. The program is currently under review, with the inclusion of the construction sector (now exempt) and grants and contributions among the items being considered.

Women's organizations and representatives of other designated groups have come together over the past several months to review the contents of the Employment Equity reports and to be the "public scrutineers," in essence, the enforcers of the Act. Judy Rebick discusses this network and its concerns in her article under "The Federal Contractors' Program: Two Views of the Problems."

When examined from the perspective of education, employment equity is clearly dependent on a social and educational base. If we have not been educating and training appropriately from primary and secondary levels, we will not have qualified and qualifiedly candidates at the post-secondary, university and job training levels. Authors Marcia Braundy and Patricia Schom-Moffat, Linda McDonald and Wendy Burton all look at the availability of education and its effect on employment equity.

Cecilia Reynolds looks at how female instructors and principals provide not only role models but also an experience and analysis base which has been sorely lacking. That lack has contributed to a culture where we now must legislate the inclusion of a majority of our

workforce. Simmy Hyman, Cynthia Creelman Hill and Ravida Din look at the legislation and the progress that has so far been made.

Together with legislation, certain policies, programs and initiatives have been set in motion that we hope will support the designated group members in their bid for equality in employment. We have tried to describe some of those activities here, specifically in the article by Chandra Russell and in the workshop report on "reasonable accommodation." Along with the occupational integration employment equity demands, the economic revaluing of jobs traditionally held by women is also required. Louise Boivin and Lesley Lee discuss the situation in Quebec, and point out that pay equity and employment equity are not replacements for each other but necessary complements.

The subject area addressed by this special issue is extremely complex and has emerged out of issues identified over at least the past 20 years. Clearly, this is only a first pass at covering some of them. With the advent of the legislation and the contract compliance program, we have another focus for our discussions. It is important to note that the Employment Act comes up for review in 1991 and public and private consultations will be taking place over the next year and a half. Those consultations will be our opportunity to address the deficiencies from the perspective of educators, designated group members, and responsible employers. It is our hope this issue will facilitate the preparation.

*Marcia Braundy is Guest Editor of this issue of Women's Education des femmes*

## Éducation, emploi et équité salariale: facettes inséparables d'une même question

PAR MARCIA BRAUNDY

Ce fut un honneur pour moi de me voir confier le rôle de rédactrice invitée pour ce numéro spécial de Women's Education des femmes.

En 1986, suite aux recommandations de la Commission royale d'enquête Abella et aux pressions considérables du public, la Loi sur l'équité en matière d'emploi a été proclamée et le Programme de contrats fédéraux instauré. En vertu de cette loi, les sociétés de la couronne et les employeurs réglementés par le gouvernement fédéral, comptant plus de 100 employés, avaient deux ans et demi pour faire connaître publiquement et annuellement la composition de leur personnel. La Commission des droits de la personne du Canada devait examiner les données soumises en vertu de la loi, et avait la possibilité de déposer plainte.

Conformément au Programme de contrats fédéraux, le privilège de répondre à un appel d'offres est conditionnel à la mise en place d'un programme d'équité d'emploi pour tout contractant qui a plus de 100 employés et sollicite un contrat de 200 000 \$ et plus. Les contractants ne sont pas tenus de rendre compte de ce programme, mais des agents d'Emploi et Immigration Canada peuvent en tout temps effectuer des vérifications. Le programme fédéral fait actuellement l'objet d'un examen. On envisage d'y inclure le secteur de la construction (jusqu'alors exempt), les subventions et les contributions.

Les organisations féministes et d'autres groupes désignés ont fait front commun durant les derniers mois pour étudier les rapports d'équité en matière d'emploi et pour "scruter" ces renseignements au nom du public, c'est-à-dire pour faire valoir la loi. Dans l'article "Programme des contrats fédéraux: deux, perspectives des problèmes", Judy Rebeck décrit le réseau qui s'est ainsi formé et ses préoccupations.

Considérée sous l'angle de l'éducation, l'équité en matière d'emploi relève bien évidemment de facteurs sociaux et éducationnels. Si les femmes ne reçoivent pas une éducation et une formation adéquates dès le primaire et le secondaire, elles ne compteront pas de candidates qualifiées pour les études universitaires et supérieures, ni pour les programmes professionnels. Les auteurs Marcia Braundy et Patricia Schom-Moffat, Linda Macdonald et Wendy Burton, étudient les possibilités d'études offertes et leurs conséquences sur l'équité en matière d'emploi.

Cecilia Reynolds explique comment les instructrices et les femmes qui occupent un poste de principal jouent non seulement le rôle de modèles, mais ont une expérience et sont capables d'une analyse qui faisaient jusqu'alors gravement défaut. Cette carence a mené à



la mise en place d'une société où il faut légiférer pour inclure une majorité de la population à la main-d'oeuvre. Simmy Hyman, Cynthia Creelam Hill et Ravida Din font le point sur les lois et les progrès réalisés en ce domaine.

Parallèlement aux lois, certains programmes, projets et politiques ont été mis en oeuvre qui, nous l'espérons, aideront les groupes désignés à obtenir l'équité en matière d'emploi. Nous avons tenté d'en décrire quelques-uns ici, surtout dans l'article de Chandra Russell et le rapport de l'atelier sur "une entente raisonnable". Il faut non seulement intégrer les femmes au monde du travail, mais aussi faire une ré-évaluation économique des emplois traditionnellement occupés par elles. Louise Boivin et Lesley Lee nous parlent de la situation au Québec et soulignent que l'équité en matière de salaire ne se substitue pas à l'équité en matière d'emploi, mais que toutes deux sont complémentaires.

Le thème central abordé dans ce numéro spécial est fort complexe et découle de divers problèmes identifiés tout au long des quelque vingt dernières années. De toute évidence, ce numéro n'est qu'une première tentative d'étude. Les nouveaux textes de loi et, le Programme des contractants fédéraux donnent une perspective nouvelle à nos débats. Il faut souligner que la Loi sur l'équité en matière d'emploi fera l'objet d'un examen en 1991, et que les secteurs public et privé seront consultés durant les quelque seize mois à venir. Ce processus de consultation nous permettra de faire connaître les failles du système, telles que les voient les éducateurs et éducatrices, les groupes désignés et les employeurs. Nous espérons que ce numéro contribuera à la préparation aux consultations.

*Marcia Braundy est rédactrice invitée pour ce numéro de Women's Education des femmes.*

## LETTER

### Dear Women's Education:

In the winter of 1988 [vol. 6, no. 1] you published Freda Bradley's review of my book, *Case Critical: The Dilemma of Social Work in Canada*. She stated that the book's "analysis of women in the welfare system, both as receivers and givers of service is excellent."

Then she made a number of criticisms, some of which will be useful as I'm now writing a second edition because the book has been well received across the country. But then Freda Bradley ended her review by musing "white middle class men still write books; social action, social change is done by women."

Is this an example of reserve sexism? Whatever it is, surely we'll need to go beyond such statements if we wish to build supportive networks among different social movements to dismantle patriarchal capitalism.

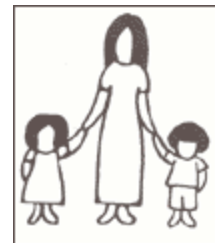
Sincerely, Ben  
Carniol Toronto

### Dear Women's Education:

Congratulations on the wonderful edition of the magazine! [vol.7, no.2]. So full of happy memories, optimism and joy! Just for the record, the very first CCLOW national Conference was even earlier than you suggest (page 17). It was here in Halifax in October 1980: "The Education Connection", cosponsored by CCLOW and the Centre for Continuing Education at Mount St. Vincent University. It was a great success - 450 participants, wonderful sessions and great women, most of whom wore white summer sandals for a beautiful fall weekend and had to cope with an early snow fall! Imagine the hilarity we had!

Keep up the good work. WEdf is a vital link for all of us in CCLOW and for many others too. You are making a very important contribution to women's learning, women's progress and adult education in Canada and beyond.

Sincerely,  
Mairi St. John Macdonald  
Halifax



**Dear Women's Education:**

The YMCA of Halifax, through funding under the Canadian Job Strategies, is currently developing a program to encourage, promote and support women's entry into non-traditional occupations. We are anxious to network with other individuals and organizations who have been involved with similar programs in other parts of the country.

I am looking forward to your special issue on "Educational, Employment and Pay Equity" and I would appreciate receiving information on organizations or individuals in the area of women and non-traditional work.

Sincerely,  
Madeline Comeau  
Curriculum Development Officer  
YMCA Halifax  
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Halifax, Nova Scotia  
B3J 1Y3

# Employment Equity: The Inequality behind the law

BY RAVIDA DIN

In 1985, the government introduced two new federal programs: the Employment Equity Act (Bill C-62) and the Federal Contractors Program. Under these two programs, employers are required to "plan, implement and achieve employment equity." Judge Rosalie Abella in her Royal Commission report, Equality in Employment (1984) first defined the term "employment equity" as "a strategy designed to obliterate the present and residual effects of discrimination and to open equitably the competition for employment opportunities to those arbitrarily excluded. It requires a special blend of what is necessary, what is fair, and what is workable."



Ravida Din

Proclaimed in August 1986, the Employment Equity Act monitors the hiring and promotion of four target groups in crown corporations, federally regulated companies employing more than 100 people and companies doing or wanting to do business with the federal government. The purpose of the legislation is to "achieve equity in the workplace, so that no person is denied employment opportunities or benefits for reasons unrelated to ability, and to correct the conditions of disadvantage in employment opportunities experienced by women, aboriginal peoples, persons with disabilities, and people who are members of visible minorities."

*"Employment equity requires a special blend of what is necessary, what is fair, and what is workable." - Judge Rosalie Abella*

## L'équité en matière d'emploi : l'inégalité derrière la loi PAR RAVIDA DIN

En 1985, le gouvernement fédéral présenta deux programmes visant à l'équité en matière d'emploi: la Loi sur l'Équité en matière d'emploi et le Programme de Contrats fédéraux. La Loi, proclamée en 1986, surveille l'embauche et la promotion des femmes, des peuples autochtones, des handicapés et des minorités visibles dans les sociétés de la couronne, les compagnies réglementées par le gouvernement fédéral comptant plus de 100 employé(e)s, et celles faisant affaire avec le gouvernement fédéral.

Le Programme de contrats fédéraux exige que toute société qui fournit des biens et des services au gouvernement fédéral, compte plus de 100 employé(e)s et fait une soumission pour un travail de 200 000\$ ou plus, mettent en oeuvre un programme d'équité en matière d'emploi. Ni la loi, ni le programme ne sont assez efficaces.

La Loi ne comporte qu'un seul mécanisme d'application à savoir les comptes rendus que doivent obligatoirement faire les employeurs ou les employeuses. Le gouvernement s'attend à ce que la diffusion dans le public des comptes rendus mette mal à l'aise les sociétés et pousse celles-ci à modifier leur politique d'embauche. Les comptes rendus sont disponibles dans les bibliothèques publiques, mais en acheter un seul exemplaire coûte 2 000\$. La publication des premiers rapports en 1988 révéla entre autres que, dans cinq grandes banques, 71% des femmes gagnent moins de 27 499\$ alors que 53% des hommes ont un salaire d'au moins 35 000\$. La loi n'oblige pas les employeurs à rectifier cette inégalité; en revanche, ils peuvent faire l'objet d'une enquête par la Commission des droits de la personne.

Dans le cadre du Programme de contrats gouvernementaux, 1100 Compagnies ont accepté de mettre en oeuvre l'équité en matière d'emploi. Parmi les 108 qui ont été passés en revue, on a jugé que deux seulement ne se conformaient pas au programme.

Les quatre groupes cibles qu'englobe l'équité en matière d'emploi demandent que des changements soient apportés à la Loi et au Programme depuis que ceux-ci ont été présentés. Jusqu'à présent, ces dispositions n'ont qu'un effet : permettre au gouvernement d'affirmer qu'il a agi alors qu'en réalité la situation de la main-d'oeuvre désavantagée a très peu changé.

The Act provides for one enforcement mechanism: mandatory employers' reports. If employers fail to report, they are liable to a fine "not exceeding fifty thousand dollars." The reports are also provided to the Canadian Human Rights Commission who may "choose to use" the information provided to initiate an investigation. In addition to the annual report, the employers are also required to prepare an annual employment equity plan with goals and timetables and to retain such a plan for a period of at least three years. Unlike the annual report, however, employers are not required to submit this equity plan to the government and no penalty is provided for failure to prepare and implement a plan.

*Employers are not required to submit their employment equity plan to the government and no penalty is provided for failure to implement a plan.*

Every three years, starting in 1991, the Parliamentary Committee will review the effectiveness of the legislation. The Employment Equity branch is in the preliminary phases of developing a plan for the review. The objective of the Federal Contractors Program, which came into effect on October 1, 1986, is to "ensure that federal contractors who do business with the Government of Canada achieve and maintain a fair and representative workforce." The program, which is not legislated but rather a federal government policy, applies to federal government suppliers of goods and services with 100 or more employees bidding on government contracts worth \$200,000 or more. Contractors are required to "implement employment equity as a condition of the bid." A signed certificate of commitment is a pre-condition to the validation of a bid and once signed, immediate implementation is expected. Eleven program criteria for employment equity implementation accompanies the certificate.

According to Neil Gavigan, Acting Director of the Federal Contractors Program, the policy is not legislated since companies are provincially regulated and therefore it is "inappropriate to legislate them federally." Secondly, said Gavigan, "legislation gives government power; in this case the government had the power to put the policy in place."

"Flexibility" is identified as a key element of the Federal Contractors Program according to the Federal Contractors' Bulletin (October 1988) issued by Employment and Immigration Canada. In other words, employment equity planning and management are left in the hands of the contractor. The Federal Contractors Program makes recommendations, then it is up to the employer to establish a plan consistent with good management practices which meets the organizations' particular operational needs and is readily integrated with existing management systems and procedures." The enforcement of the program is "founded on the concept of contract compliance and particular consideration is given to an organization's good faith efforts to reach its objectives." Failure to meet the requirements of the Contractors Program does not result in the loss of a contract but only means that such a firm will be removed from the bidding process in the future.

On June 20, 1987, routine compliance reviews were launched to determine the extent contractors had implemented employment equity. The Federal Contractors' Bulletin (September 1988) outlined "lessons from the first year." According to the Bulletin, a majority of companies demonstrated a serious commitment to employment equity, but "the state of preparedness among contractors was found to be less than expected." The Bulletin does not provide statistics but simply states that "in a number of cases, the compliance review officer, expecting to examine an established program, found that little progress had been made."

Approximately 1100 companies have signed Certificates of Commitment out of which 569 have received government contracts, making them subject to compliance reviews. One hundred and eight companies have come under review through random selection. A

news release issued by Employment and Immigration on March 21, 1989, stated that out of the 108 reviews, "only two companies have been found to be in non-compliance." Monique Vezina, Minister of State for Employment and Immigration, announced the imposition of sanctions against Freed and Freed International Ltd. (Winnipeg) for failure to implement employment equity.

The second case, Northern Alberta Dairy Pool (Edmonton), is under appeal (1). Sanctions can lead to eventual debarment from the suppliers source list and the loss of opportunities to compete for future government business. It is important to note that under the Contractors Program, the government's policy does not require a contractor to file an employment equity plan but only to commit to having such a plan.

When first introduced in 1985, the Employment Equity Act was called by the government a "landmark piece of legislation and a catalyst to change." Women's groups across the country called it "weak, ineffective and a betrayal of commitments and promises." The first employers' reports required under the legislation were available October, 1988, and they confirm many of the women's fears (2). Three hundred and seventy-one companies, or 97% or the employers covered by the Act, filed reports.

*Hiring and promotion practices in some of the country's largest employers continue to favour white able-bodied men.*

According to Monique Vezina, prosecution dossiers are being prepared for those employers who have not complied. A survey of the reports shows that the legislation has had little impact on the hiring and promotion of the four target groups who make up more than half a million Canadian workers: women, aboriginal peoples, persons with disabilities, and members of visible minority groups.

Hiring and promotion practices in some of the country's largest employers continue to favour white able-bodied men. Women, who comprise the largest category of the four target groups, lag behind. Reports from the five major banks, for example, show that 71 % of women employees make less than \$27,499 while an average of 53% of men make more than \$35,000. At Bell Canada, women are still favoured for clerical work: in 1987, 165 men and only three women were hired for skilled and semi-skilled jobs. The CN, which was ordered by the Human Rights Commission in 1984 to hire more women, hired 136 women in 1987 compared to 1,023 men. The CBC also shows a poor record. A majority of the women make less than \$35,000 while most of the men make more and are more likely to be promoted. Only 2.1 % of employees are members of visible minorities, 0.6% are aboriginal and 1.9% are disabled.

This pattern holds true for most of the companies who reported. Members of visible minorities, aboriginal people and the disabled continue to be under-represented as employees. In upper and middle management positions they are virtually absent.. Cultural institutions such as the Canada Council and the Canadian Film Development Corporation have no native people as employees. Compilation and analysis of the data itself is laden with problems. Immigrant and visible minority women's groups, for example, point out

that visible minorities cannot be viewed as a homogeneous group and that visible minority women must be treated separately.

The category or target group "women" can also be misleading. For example, on March 9, 1988, the Treasury Board announced that women promoted to the management category in the Federal Public Service had exceeded their desired goal of 475; the number of women in senior management positions had increased from 217 in 1983 to 509 in 1988. However, it is highly likely that the majority of these women are white and able-bodied. Immigrant women's groups are lobbying also for the recognition of educational and professional experience gained in non-Canadian backgrounds. Employment Equity must therefore take into account Education Equity and specifically examine the problems of accreditation and of foreign-acquired degrees and professions.

*The legislation does nothing more than let government claim it has done something for disadvantaged workers.*

Public disclosure has been touted as a "unique aspect" of the Employment Equity Act. In January 1986, then Minister of Employment and Immigration, Flora MacDonald, said "these companies will have to answer to the people of Canada if they fail to achieve employment equity." According to the government, then, public disclosure allows the general public to monitor and evaluate the effectiveness of the Act, but, although available in public libraries, the reports are not as accessible as they are claimed to be. For those wishing to obtain a set the cost is \$2,000.

According to John Aferton at the Employment Equity Branch, "public scrutiny is the cornerstone of this Act." Commenting on essays that are critical of the legislation, Aferton states, "we don't have a lot of experience with this. As a starting point, the kind of information we collect (i.e. employers' reports) is vital, is crucial, and sometimes this point is missed." By making information about employment practices of federally regulated businesses available to the public, the government thinks humiliation and shame are sufficient enforcement tools. On the contrary, some companies might find it cheaper to pay the penalty for failure to report rather than make a report or implement a program. Public outrage cannot confront and tackle the widespread discrimination that exists and leaving it up to the Human Rights Commission to initiate an investigation is simply not enough.

There is no mechanism to guard against poorly devised plans with no meaningful goals or timetables. The process of consultation between employers and employees of designated groups is vague; meaningful consultation between the union or employee representatives is not possible if the employee representatives do not have a right to see the plan. Ultimately, the burden of trying to do something falls, once again, on the backs of the disadvantaged.

A Globe and Mail article (Wednesday, April 12, 1989), entitled "HIRE MORE WOMEN AND MINORITIES NOW, FIRMS WARNED," opens with the following: "Companies should begin increasing the number of women and minorities they employ to avoid having 'cumbersome' employment equity laws thrust upon them, an authority on the issue says."



If companies are going to be encouraged to hire "women and minorities" on the basis of avoiding "cumbersome laws," then the intent of the legislation has failed. In fact, such actions will be more damaging because those hired for this reason will likely find themselves working where no affirmative action or anti-racist policies exist.

The four target groups have been calling for drastic alteration since the Bill was first introduced. The demands include: mandatory affirmative action programs, a central enforcement agency, goals and timetables, community and target group input into the planning, data collection, analysis and implementation of the Act. As it stands now, the legislation does nothing more than let government claim it has done something for disadvantaged workers when, in fact, little has changed as a result of its passage.

Changes are imperative for the Federal Contractors Program as well. The program should, at minimum, specify numerical goals and timetables to be achieved by the contractors; require public reporting of data; levy penalties for non-compliance and broaden coverage from 100 employees and a \$200,00 contract to 20 employees and a contract of \$50,000 or more.

An increasing number of companies are producing glossy, finely worded pamphlets which articulate a commitment to employment equity. However, as long as the federal employment equity policy lacks specific goals and timetables, systematic monitoring mechanisms and effective sanctions for non-compliance, Canadians would be ill-advised to expect that policies will be translated into good practices.

*Ravida Din is currently living in Ottawa and has been involved with the feminist community for over six years. She is committed to building a movement with and for women of colour as well as consistently challenging feminism to develop and incorporate a race and class analysis into all aspects of itself.*

1. Since this article was written, the sanctions on Freed & Freed have been removed. EIC announced in July that the company had developed an acceptable employment equity work plan and was once more eligible to bid on federal contracts.
2. Copies of employers' reports are available in libraries across Canada, listed at all Employment Centres.

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Din, Ravida. "Is Employment Equity Working?" *The Womanist*, Dec. 1988.

(for my brother)

I

with a grunt of irritation  
you condescend to be interrupted  
and move your chair back a bit  
so can i crawl  
under your desk  
(the one that dad built special for you  
now that you're at university)  
so i can dust the baseboards  
as is my job  
(i've already done the rest of your  
room)

i'm quiet  
careful not to disturb  
because it's hard stuff, important stuff  
you're doing  
(i'm still only in high school but you're at  
university now  
it must be harder  
you're only getting 60s)  
i turn around in the cramped space  
on my hands and knees  
and see your feet

i think about washing them

i think about binding them

II

the guidance counsellor pauses  
and then discourages  
"philosophy's a very difficult field"  
and thought  
(no, not then, later)  
i thought, she's telling the kid  
who has the top marks in the school  
it's too difficult?

III

it's true  
i just find it easier  
besides compared to business  
philosophy is such a bird course  
  
no, that's a lie:  
i'm smarter  
and i work harder-  
while you're out with your friends  
Friday nights  
i'm at work  
because my summer job didn't pay enough  
to cover the whole year and while you're  
watching tv  
i'm at work  
(at ten o'clock  
after six hours of lectures  
and just as many of typing and filing)  
i move the set  
so i can crawl  
into the corner  
to dust the baseboards  
you lean and yell in irritation  
because i'm in your way

because *i'm in your way*

**chris wind**  
Sundridge, Ontario

# What happened to the WITT Grads?

BY MARCIA BRAUNDY AND  
PATTI SCHOM-MOFFAT

Employment Equity target setting for trades and technology areas is based on workforce requirements and the numbers of available qualified or qualifiable women (or other designated groups) in operational, professional, and technical jobs. Courses like Women in Trades and Technology (WITT) provide those candidates. WITT courses have been cut back right across the country without ever having been evaluated by Employment and Immigration Canada (EIC), the major funding source.



Marcia Braundy

In 1988, sponsored by EIC and Labour Canada, Kootenay WITT undertook a national study of the graduates of orientation courses in trades and technology. We divided our study into two parts: national random sample questionnaire survey, administered by Patti Schom Moffat, to obtain data; and nine focus group interviews in eight provinces, conducted by Marcia Braundy, to find out about the qualitative experience of being in the WITT program. There were 212 responses to the questionnaire and 72 women in the focus groups. Without going into the details of methodology (which are contained in the research document,) we share some of the results with you.

## THE QUESTIONNAIRE SURVEY

Recruitment to WITT courses was found to be either through a Canada Employment Counsellor or through advertising, one or the other in different provinces. Women's reasons for participating varied: 75% were looking for a career change, had an interest in a trade, or wanted to know what other options were out there. To our surprise, because the figure is high for a training course, 46% of the respondents were employed before they took the course and only 25% were taking it to find employment. Women who were not in the labour force or who were unemployed were more likely to state "finding employment" as their reason for taking the course. Women who ended up in traditional jobs said they had taken the course also to look for employment whereas the women who had taken the course to research a career change or to find out about non-traditional jobs ended up in operational, professional and technical work.

Although only 46% of the women were employed before they took the course, 63% were employed at the time of the survey. Twenty-five percent had not been in the labour force before the course and only 10% were not in the labour force after; 17% had been unemployed and only 10% were unemployed after. There was a much higher number of women involved in training after the course and of those women who had been on social assistance, only a quarter still received such aid.

## Les femmes dans les métiers spécialisés et techniques PAR MARCIA BRAUNDY ET PATTI SCHOM-MOFFAT

Le Programme «L'expérience des femmes dans les métiers spécialisés et de pointe» offre un cours d'orientation destiné aux femmes qui s'intéressent à exercer un métier spécialisé ou technique. En 1988, le Programme de Kootenay entreprit une étude à l'échelle nationale des diplômées du programme.

Toutes les personnes interrogées indiquèrent que le cours les avait hautement satisfaites en raison de l'expérience sur le tas et des composantes professionnelles qu'il offrait. La majorité des femmes estimaient qu'elles y avaient acquis, comme nulle part ailleurs, confiance en elles et assurance. Toutes les femmes tirèrent parti de ce qu'on leur enseigna sur l'art d'avoir, confiance en soi, de rédiger un curriculum vitae, de passer une entrevue et sur l'apprentissage à la vie.

On ne devrait pas évaluer le succès du programme en fonction du nombre de diplômées qui ont choisi de travailler dans un secteur spécialisé ou technique. Le facteur le plus important réside dans le fait que le salaire moyen dans tous les emplois a augmenté. Le salaire moyen des étudiantes à l'échelle nationale avant qu'elles suivent le programme était de 4,70\$ de l'heure ; il passait à 7,27\$ après. Toutefois, cela ne représente annuellement que 17 000\$, ce qui pour une mère célibataire se situe seuil de pauvreté. Nous devons rester sur nos gardes et nous assurer que les femmes exerçant un métier spécialisé ne soient pas encore sous-payées par rapport aux hommes.

Les femmes qui désirent faire un métier de nature non traditionnelle se butent souvent à de grandes difficultés quand elles cherchent un emploi. Dans certaines compagnies où elles ont été embauchées, elles se heurtent à des problèmes, harcèlement sexuel, collègues qui les découragent ou attitude négative de la direction entre autres.

Il est évident que si le gouvernement n'exerce pas des pressions, des employeurs n'embaucheront pas de femmes, ou d'autres représentants de groupes cibles, à des postes qu'ils considèrent comme étant réservés à une certaine race ou aux hommes. Nous avons besoin au Canada d'un programme en matière d'équité d'emploi qui marche pour celles qui ont les capacités, les compétences et l'envie d'exercer un métier de nature non traditionnelle.

Of the 63% of respondents who were employed, 55% were working in traditional jobs and 45% were working in trades and technology areas. Almost all of the employed respondents, especially those who went on to further training, credited the WITT course for their motivation and continued progress. The course rated very high for facilitating career exploration and for instilling confidence, even though it may not have led directly to employment. This seemed to be true whether the women had found work in traditional or non-

*Almost all of the employed respondents credited the WITT course for their motivation and continued progress.*

traditional areas.

The course was also rated high for giving the women confidence and assertiveness, and it is interesting to note what respondents felt was the source of these new qualities. They didn't come from the "assertiveness training" part of the course but instead from touching tools and from the hands-on, feeling-comfortable-and-confident-with-tools section of the course. The trades related part rated higher than anything else.

As an overall employment program, the course excelled in its mandate which was to expose women to a variety of options and leave the choice up to them. If women are exposed to a career exploration at the end of which some choose to go back to what they were doing before or to a job in a traditional area, the exploration has still been worthwhile. The women are making informed career choices.

The validity of the program should not be judged by how many graduates find work in trades or technology, but, in part, by the actual increase in average wage. In B.C., for example, the women were earning an average \$4.77/hour before they took the course which improved to \$8.42 after. The average wage across Canada for WITT grads is \$7.27/hour where it had been \$4.70 when they started the course. Although often twice what had been earned previously, such an increase still only means \$17,000 annually which, for a single woman with two kids, is a poverty level income. This issue emerged in both the focus group interviews and the questionnaire data. The importance of the course is to let people know what the economic potential of jobs in trades or technology is and we must be careful that employers are not hiring women at lower wages to take the place of men. The aspiration of these women should not be just to land the job but also to earn the going rate.



Patti Schom-Moffat

*A woman in Winnipeg now supervises seventeen people and is in charge of maintenance for a brand new factory.*

An area for improvement identified by a number of women was the need for continued financial support from EIC for two and three year technical courses. One woman expressed her frustration this way: "I was so excited in choosing what I wanted. Then I was told that I couldn't do it." In B.C. 75% of respondents said the course met their expectation to a great degree. In Saskatchewan and Manitoba 64% felt this way and 50% in Alberta. Only *eight* of the 212 women surveyed said they had been disappointed.

A last interesting item from the questionnaire data is the different percentages of women who found they currently experience problems in the workplace. While 40% of the women employed in traditional jobs experienced no difficulties, only 13% in trades and technical fields had the same response. The problems identified most frequently were co-worker attitude, gender harassment, and lack of physical strength. Sexual harassment and a negative management attitude were identified often by both groups.

## THE FOCUS GROUPS SURVEY

In New Brunswick there are no pre-trades or pre-technology programs, so those undertaking the survey gathered together two groups of women who had taken technical training without an orientation course. The biggest difference in the responses of these women was that they had felt unprepared for their foray into the labour market and had no expectations of the problems or situations they would encounter. It was as if they had missed exactly the kind of preparatory information and orientation offered in WITT-type courses.

In places where a women's employment counselling centre existed great praise was expressed for EIC's role in encouraging women to take the course and for providing them with resources, assistance, counseling, etc. Some strong criticism of EIC's role was heard from geographical areas that did not have women's employment centres. Women there reported that EIC counsellors suggested they find something that would be "more appropriate."

Of the women who were unemployed in the group, only three wanted to be and those had chosen to stay at home with their children. The others described job searches that would wrench your heart. They were so respectable, so clear, so strong and persevering, had been at the top of their class and still were unemployed. How disheartening, for them and us. But the courage with which they continued to bang on doors was inspiring.



Women with survey instrument

One woman from Winnipeg described her job search. She is a Black single parent with five children; she was the top of her class as a machinist and she had received a CN scholarship. Her instructors sent her out to every job that came into the college and every time she came back without it. She was clear thinking and well spoken, and she had been searching for a year.

But there were some who had success stories to tell. A woman I met in Winnipeg works in maintenance for the Western Glove Company. She now supervises seventeen people and is in charge of maintenance for a brand new factory.

Sixty-six percent of the women who were not employed in trades or technology were working in other non-traditional fields, for example, as a ground keeper or corrections officer. Many had moved from trades or technology to a related job, such as an apprenticeship counsellor or WITT instructor.

The other 34% were women who had entered the course in a depressed state, financially or psychologically. Through confidence building and exploring their own potential, they decided they were more suited to a traditional career

*It is clear that most employers will not, without legislative pressure, hire target groups for work they see as gender or racially stereotyped.*

option, as in computer office work or computer banking. One woman, who is moving her way up in a bank, started her WITT course as a single mother just re-entering the labour force who felt she had no confidence or abilities. The hands-on component, assertiveness training, resumé writing, job interviewing skills, etc., had helped her to determine that trades were not her area but technology might be. She began to see herself as competent and capable, one who could go out into the work world and get a job. Now she is on her way to becoming a bank manager.

When asked what they liked most about the personal development components of the course, people mentioned the resumé writing, job search skills and interviewing techniques. Whether they entered trades or traditional work the ability to put themselves down on paper, to speak to employers, and to go through the interview process were all put to extensive use in trying to find a job.

Many encountered antiquated employer attitudes. Statements such as, "We don't employ women here, they distract the men" and "Sorry, no washrooms for girls in the shop" were common. If women were hired, they found themselves putting up with levels of harassment that shocked other women in the focus groups. Often those being harassed did not recognize or acknowledge the problem, desperate enough to work in their chosen field to put up with almost anything.

A number of women had found, after a long and determined search, a supportive employer. An electronics technician in Sudbury, hired by a small firm, was the first woman who had ever been hired to do technical work at the company. She was one of eight employees and she increased the business by a large enough percentage for the company owner (a man) to stand up on video and say so.

As was also reflected in the questionnaire data, most women felt that the courses should be longer and should focus more on hands-on practice. Many said they did not have enough time in the shops. In some B.C. courses, women go through entry level trades training, along with the life skills and career development components. The entry level training explores all the areas anyone going into a particular trade or technology might need: blueprint reading carpentry, electrical, plumbing, learning to read technical writing and technical documents, learning to write out order forms, etc.

Of the 72 focus group participants, 73% had gone on to further training in a trade or technical area, and most of them want to work in an operational, professional, or technical field. Many had encountered disheartening discouragement and had given up while others were bound and determined to continue their search.

It is clear that most employers will not, without legislative pressure, hire women and other target groups for work they see as gender or racially stereotyped. Those who have recognized the potential of the vast majority of new entrants to the labour force are satisfied and often pleasantly surprised to find their capabilities match and often exceed the potential of traditional workers in the field.

Currently, the policy of EIC has been to eliminate the under- employed women from eligibility for CJS programs; this has led to a significantly diminished offering of WITT courses across the country due to lack of demand. We must insist that EIC allow CJS funding for those who are under- employed, as they clearly offer motivation and are the most successful at this type of employment. For information on the methodology involved in this study, or a copy of the full report, contact Helen Gosine or Shelagh Jane Woods at EIC, 5th Floor, Phase IV, Place du Portage, Ottawa/Hull, K1A 0J9.

*Patti Schom-Moffat is President of Karyo Communications, a Vancouver based social policy, research and communications firm. Her 12 years of experience include research into employment and job training issues, services for people with disabilities, and literacy. Marcia Braundy is the guest editor of this issue of Women's Education des femmes.*

For Y / our in / form / ation

I'm in /fat /uated with myself. Can still  
see my toes, and stiff-legged, touch them.  
But, I fondle me /n with bent legs. I  
dance naked, thinking I'm invisible, but  
one sees, and smiles. He knows where  
the dimple-damp /holes are, and the  
warmth de /live /red tactilely. He can  
render this fat helpless. Nibbles on a  
p /ear, s /warms over me, leaves no  
leftovers. So-sigh-ity hates fat. It's th /heir cult /ure. But I don't object to my  
object. Monet - would have known what  
to do with it: oil /cavass. Blanket  
approval. My bawdy body has mirth- marks, and I'm a poet w / omen listen to -  
my ad /vice. Feel your /self, be /loved.

**Eunice Brooks**  
Surrey, B.C.



# Breaking with Tradition: Women in Blue Collar Work

BY CHANDRA RUSSELL.

Virtually every cliché or stereotype we have heard for many years about women in the workplace seems to become magnified ten fold for women in trades and other non-traditional occupations. As an employment equity practitioner, I have used investigative skills to uncover negative attitudes with the intent of providing positive experiences that will change those attitudes.

Women in the workplace are often measured by two yardsticks; how as "women" they carry out the functions of the job, and how they live up to the images of "womanhood." In the non-traditional or blue collar areas, mechanical abilities and physical strength are seen as critical characteristics which women are lacking; characteristics which have historically been perceived as masculine. If women possess these characteristics and are able to perform the job, they are perceived as selling out on their womanhood. Sex role stereotypes work against women in non-traditional occupations to the extent that they face a situation of double oppression, on and off the job.

*Women who  
enter non-  
traditional  
occupations face  
fear and  
hostility in their  
male co-workers*

To be more specific, one of the most visible barriers women who enter into non-traditional occupations face is fear and hostility in their male co-workers. The resentment may manifest itself in unwillingness to assist or train the new woman on the job, harassment, or complaints to superiors about the woman's lack of potential. At this point, the chronic complaint that "the guys' wives don't want a woman here" may surface. Fortunately, as the saying goes, the best defence is a good offence, and once a woman ignores the hostility and simply concentrates on the job at hand, the resentment seems to dissipate.

Another major barrier which women in non-traditional occupations may face is the unusually high performance expectations. If she does not meet those expectations she will have fulfilled the prophecy that she did not have potential for the job in the first place. For example, in my experience as an employment equity practitioner, I encountered a situation where a very competent woman had been hired as a field worker with a major oil company. Six weeks after she had been hired her supervisor and co-workers were complaining that she did not have the ability to become an operator. In discussions with the supervisor, information inadvertently slipped out regarding a similar situation with a male employee who had been given six months to allow for a learning curve. I pointed out the discrepancies in treatment between the male and female employees and successfully influenced the supervisor to allow the woman a fair period of time to become skilled at the job.

## Rompre la tradition : les femmes «cols bleus» PAR CHANDRA RUSSELL

Dans n'importe quel milieu de travail les problèmes peuvent se multiplier par dix pour celles qui exercent un métier spécialisé ou occupent un poste de nature non traditionnelle. Au travail, la majorité des femmes vivent une situation de deux poids et deux mesures: comment en tant que femmes effectuer son travail et, si on accomplit bien celui-ci, que perdons nous de notre «féminité».

Parmi les obstacles les plus fréquents que les femmes exerçant un métier de nature non traditionnelle ont à surmonter, il y a le ressentiment et l'hostilité de leurs collègues masculins, lesquels peuvent se manifester par une mauvaise volonté au niveau de la formation ou par des plaintes à propos du manque de qualifications des femmes. En raison donc de la façon dont on la traite, une femme risque d'être empêchée de former facilement des liens avec ses collègues ou son employeur, liens qui sont aussi importants à sa réussite que ses compétences.

Mais, comme les métiers de nature non traditionnelle sont mieux payés que ceux traditionnelle et comme la technique exige moins physiquement de la main-d'œuvre, les femmes ont le droit de s'essayer à tout emploi. On peut prendre certaines dispositions pour rendre les choses plus faciles : des séminaires de sensibilisation peuvent être organisés en milieu de travail avant qu'une femme prenne son poste; on peut faire débiter les femmes à un emploi deux par deux, ce qui semble donner de meilleurs résultats que si une femme est seule; les femmes qui peuvent exercer un métier de nature non traditionnelle doivent se sentir encouragées, soutenues et être mises au courant de ce qui les attend.

Les femmes continueront à choisir des métiers de nature non traditionnelle et à être des cols bleus puisque les employeurs cherchent à renouveler leur main-d'oeuvre.

Women in the workplace have all experienced different consequences of behaviour that is normally associated with success; in other words, behaviour that is associated with white males. If a woman displays anger, she is labeled "emotional"; if a man displays anger it is perceived as "authority". The same goes for aggression and volubility. If a woman is aggressive, she is labeled "domineering" as opposed to a male who "has potential"; if she is voluble, she is "an idle talker" while a male has "good communication skills". Women in the non-traditional areas may experience these different consequences of behaviour to the extreme.

*The company felt  
that because  
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would be*

*encouraging  
deviant behaviour  
by allowing male  
female pilots to  
travel together.*

Certain stereotypical behaviour is also often assumed simply as a result of the presence of a woman. In another situation, I was involved in persuading the aviation department of a company to hire their first female pilot. Resistance was encountered in the attitude that since pilots are away from home much of the time, the company would be encouraging deviant behaviour by allowing male and female pilots to travel together. Once again, it was my role to point out the assumptions being made and to emphasize that men and women have to work and travel together all the time.

Isolation may be difficult for women who work in non-traditional occupations. Relationships are paramount to achievement and are often as important as competence. It is difficult for women to become "one of the club" when the men are reluctant to admit them to due their fear and their desire to protect their territory. Generally, women must prove they belong; men are perceived as belonging unless it is proven otherwise.

Although women may face discrimination in non-traditional situations, and job placement officers attempting to place women face frustration, there are good reasons to integrate women into these occupational categories. For instance, blue collar jobs pay significantly higher than low level white collar jobs, and women, many of whom otherwise would live below the poverty line, should not be barred from financially rewarding work. As well, with the current encouragement to women to choose mathematics and sciences and with advancing technology that diminishes the need for physical strength, there is no reason why women should not be given the opportunity to try non-traditional occupations.

So what is required to help ensure success for the woman who ventures into non-traditional work? General awareness sessions should take place to prepare the workforce prior to placing a woman in a department or unit. Men still believe women cannot do non-traditional work, and they fear they will be burdened with an unqualified employee who cannot pull her own weight. It is important for the men to realize it would be a disservice to everyone involved to place an unqualified worker in the job.



Introduce women to the workplace in pairs, which is not a new concept but seems to work. For some reason, men tend to view several women as co-workers first, women second rather than vice versa. Finally, support, encouragement and information should be provided to a woman about her co-workers' expectations before she begins the job, particularly if she is the only woman on site. Many times frustrations can be overcome by being prepared and by having someone to talk to who understands the situation.

It is likely that the representation of women in non-traditional occupations will continue to grow between now and the end of the century, as companies hire women to renew their workforce. Let us continue to build on the ever increasing successes of women who wish to do this work.

*Chandra Russell has over 10 years experience in the oil and gas industry, in areas of recruiting, employee relations and career counselling. She recently designed, developed and implemented an employment equity program and now works as an employment equity consultant in Calgary.*

# Employment Equity in the Ontario College System

BY SIMMY HYMAN

Since 1975 the Ontario Community College system has pursued the goal of employment equity for women. Fourteen years have seen real change in some areas and minimal development in others. Special government initiatives have boosted and pushed forward equity, but there is a lack of consistency which has made the job difficult. I have been the Education and Employment Coordinator with Centennial College of Applied Arts and Technology in Scarborough, Ontario, since 1980.



Simmy Hyman

It all began in 1972 when the Ontario government appointed an inter-ministerial committee to assess the status of women in the province of Ontario and make recommendations for future action. The essence of the committee's report was that special action must occur if any significant improvement was to be seen.

In 1974 the Ontario Minister of Colleges and Universities conducted a study of the status of women in postsecondary educational institutions. Affirmative action guidelines were produced in 1976 and revised in 1979. The guidelines have three objectives: to raise and diversify the occupational distribution of women employed in the colleges of Applied Arts and Technology; to diversify female student enrollment; and to ensure that programs reflect female experience and meet the changing roles of women.

## ***1. To raise and diversify the occupational distribution of women.***

While there has been some improvement in the numbers of women who are employed full-time at the colleges, there is still a discrepancy in salaries between men and women in some areas and women are primarily clustered in traditional women's programs.

*With the introduction of the Canadian Jobs Strategy much ground was lost*

The most notable increase in percentage of women is in the administrative category, where women now hold 41 % of administrative positions. In academic posts women are approximately 35%, but the largest representation is still in support staff positions, 65%. There are now two female presidents and five vice-presidents in the system.

## ***2. To diversify female student enrollment.***

This is the area in which institutions have registered their greatest energies. Programs have been developed, redeveloped, and nurtured. Introduction to Non-Traditional Occupations (INTO), Women in Trades and Technology (WITT), FOCUS-on-Change, etc. are generally successful for the women who are reached, but the problem is primarily

the number of women who are missed due to the paucity of resources - human, technical and financial - allocated for these programs. An even greater failure has been the inability to integrate these programs into the regular college curricula.

With the introduction of the Canadian Jobs Strategy much ground was lost; CJS integrated all special needs under one umbrella and imposed very stringent eligibility criteria. INTO programs disappeared out of most colleges and there are few WITT and FOCUS programs left. But other areas have opened up. There is new concern to encourage and assist women in apprenticeship and engineering technology programs, and to develop special introductory programs for immigrant women who are becoming a greater part of our communities.

### ***3. To ensure that programs reflect the female experience and meet the changing roles of women.***

A number of colleges have had women's studies programs in place for the past ten years and efforts have been made to voice the necessity of making entrance requirements less rigid. Classroom material that better reflects the female experience and which will enhance the chances of success for women students is also appearing.

Since the revision of the Affirmative Action guidelines were made in 1979, Women's Advisors became Coordinators of Affirmative Action and, last year, Education and Employment Equity Coordinators. While the titles have changed the goals remain the same. But a new emphasis that has come with the new title is the need to identify statistical measures as an integral part of the Employment Equity job. The Incentive Funding provided by the Ministry of Colleges and Universities and the Ontario Women's Directorate provides the basis for data collection and analysis and the development of goals and timetables for implementation of employment equity in the system. The requirement of the funding bodies is that policy, goals and timetables be approved by the Board of Governors at each institution as a demonstration of support.

### **WHERE ARE WE NOW?**

By 1986 we could account for a 2% increase in the number of full-time women employees, but the clustering of women in the support services categories and economic erosion since 1976 indicate a slight decline in salaries, with a slight increase at the support staff level. Of even greater concern is the number of women in part-time positions at lower rates, with little or no benefits. Women comprise 35% of academic posts but are generally employed in traditional areas.

New programs developed and implemented by colleges are helping women update themselves, develop new skills and look toward promotion and change in their careers. Some colleges have introduced job shadowing and internship programs to further help the development of women employees. The introduction of pay equity in the province will offer help in some areas of the college system, but significant changes are not expected. The increased pressure on the provincial government should result in mandatory

employment equity which will, when it comes through, strengthen our position.

There is certainly a heightened awareness and sensitivity to the special needs of women students, particularly mature women. Colleges are developing childcare centres, more flexible class scheduling and more part-time courses to accommodate the needs of these students.



University of Toronto

*Classroom material that better reflects the female experience and which will enhance the chances of success for women students is also appearing.*

But the loss of bridging programs, FOCUS and WITT has increased the problem of encouraging women to enter non-traditional fields. A major problem we, as Coordinators, face is fatigue - generally we represent the single voice dedicated to employment equity. We are the policy developers, the harassment officers, the program developers, the classroom specialists, the selection committee experts, etc; each of us has developed the job according to our understanding of our college and its needs. The fall out is heavy. Burn-out is rampant and the turnover high. Three years in this job is a good record and though some perceive the position as developmental, the high turnover makes regular networking, consistent support systems, and maintenance of standards across the

province difficult.

## THE FUTURE

Recently the executive committee of Education and Employment Equity Coordinators prepared a ten year report for the Committee of Presidents. This report reaffirms the pressing need for the Ontario government to legislate mandatory employment equity. There is a growing concern among coordinators that failure to implement this kind of legislation would mean continuation of a slow and uneven process.

Mandatory legislation would provide the basis for education and employment equity for all groups who have been historically disadvantaged. Such legislation, however, must include, on the one hand, provision of resources to accomplish the specific goals and, on the other, sanctions for failure to do so.

The current government is looking at mandatory employment equity legislation and now is the time for a strong lobby to push the action forward. Only through this kind of government support will the system be able to demonstrate commitment to and provide real equity in the college system. Until then, the current courageous coordinators will need patience and strength to continue in their battle.

*Simmy Hyman has been the Education and Employment Equity Coordinator at Centennial College for nine years. She has been in the community college system for fifteen years, previously as faculty in community services.*

## L'équité en matière d'emploi dans le système collégial de l'Ontario

PAR SIMMY HYMAN

Depuis 1975, le système collégial de l'Ontario a essayé d'imposer l'équité en matière d'emploi pour les femmes. Des directives à triple objectif ont été rédigées dans le domaine de l'action affirmative, soit mieux répartir professionnellement les femmes qui travaillent dans des collèges d'arts appliqués et de technologie, diversifier les inscriptions chez les femmes et s'assurer que les programmes reflètent le vécu des femmes et soient adaptés à leur rôle en mutation.

Si quelques progrès ont été effectués dans ces trois secteurs, il n'en reste pas moins qu'ils sont entravés faute de subventions et d'engagement suffisants. Les programmes élaborés pour aider les femmes dans le secteur des emplois non traditionnelle ont disparu ou se meurent. Quant aux femmes qui travaillent dans des collèges, elles sont encore largement victimes d'une ségrégation professionnelle. On note toutefois quelques résultats positifs. Il existe à n'en pas douter une prise de conscience et une sensibilité plus vives à l'égard des besoins spéciaux qu'ont les femmes. Les collèges commencent à créer des garderies, à proposer des horaires de cours plus souples et des cours à mi-temps.

Récemment, les personnes responsables de la coordination de l'éducation et de l'équité en matière d'emploi ont préparé un rapport décennal dans lequel elles confirment que le gouvernement de l'Ontario doit passer une loi à propos de l'équité en matière d'emploi si l'on veut continuer à aller de l'avant dans ce domaine.

Ce n'est qu'à cette condition que l'équité en matière d'emploi sera réellement appliquée dans le système collégial.



# L'équité en emploi pour les femmes: Une revendication à la fois importante et complexe

PAR LOUISE BOIVIN

Au Québec, comme dans le reste du Canada et aux États-Unis, on convient de plus en plus que les programmes d'accès à l'égalité (PAE) et l'équité salariale sont deux démarches complémentaires visant à mettre fin à la discrimination systémique toujours bien présente sur le marché du travail, notamment à l'endroit des femmes. Toutefois, les questions sur le rôle respectif de ces démarches restent nombreuses comme d'ailleurs leur portée réelle en vue de réaliser l'égalité économique entre les hommes et les femmes. C'est en ce sens que nous faisons ici, brièvement, le point sur les enjeux syndicaux majeurs que constituent actuellement les programmes d'accès à l'égalité et l'équité salariale dans le contexte québécois.



Louise Boivin

## L'ÉQUITÉ SALARIALE

Dans le cadre de la Charte québécoise des droits et libertés adoptée en 1975, le principe d'équité salariale entre les hommes et les femmes, ou le fait de fixer la rémunération selon la valeur du travail sans égard au sexe, est affirmé dans l'article 19: " Tout employeur doit, sans discrimination, accorder un traitement ou un salaire égal aux membres de son personnel qui accomplissent un travail équivalent au même endroit."

Cependant, les progrès réels qui ont été effectués en matière d'équité salariale entre les sexes restent encore bien minces. Plus de 10 ans après l'entrée en vigueur de la Charte et la mise sur pied de la Commission des droits de la personne comme organisme de promotion et de gestion de la Charte, le salaire moyen des Québécoises ayant un emploi n'atteint pas encore deux-tiers du salaire moyen des hommes. Deux raisons principales expliquent, à notre avis, cette situation: la première est que la ségrégation professionnelle, selon le sexe, se perpétue en dépit d'une participation de plus en plus importante de la main d'oeuvre féminine; la deuxième concerne les limites des outils juridiques actuellement disponibles.

## Employment Equity For Women: An Important And Complex Demand

BY LOUISE BOIVIN

There are two principal reason for the failure of equal pay for work of equal value in Québec: the persistent sexual segregation of occupations, and the limits of judicial enforcement.

Continued segregation (or gettoisation) of women in low paying employment facilitates discriminatory practices by employers who evoke the lesser value of occupations in which women are concentrated. As for legal enforcement in Québec the burden of the proof rests with the workers themselves or with their union. In other words, the subtle and pervasive sexism that influenced the establishment of wages in the first place is unassumed and must be proven.

In 1986 the Québec government authorized employment equity programs. But most of them, save those in government ministries or organizations, are based on voluntary compliance and, again, the burden of proof lies with the worker. Also, employers are extremely reluctant to openly negotiate the terms of their equal access programs. But these programs do not address the devaluation of work performed by women, which is tied to an idea of female work as free and voluntary. Employers underestimate or deny the professional qualifications of women, or treat them as "natural" aptitudes that need not be remunerated. It is necessary therefore, to also enforce pay equity and to recognize the real value of work traditionally performed by women.

Equal access programs, then, are necessary to ensure equitable hiring, promotion and training practices while enforced pay equity has broader implications and attacks directly the under-valuation of women's work. But the traditional sexism of the job market will not be eliminated until women themselves become vigilant in ensuring all objectives are met.

## LA LONGUE VIE DE LA SÉGRÉGATION

Par ségrégation, on entend la répartition des hommes et des femmes dans des emplois différents ou, plus spécifiquement, la concentration (ghettoisation) des femmes dans un nombre limité d'emplois (notamment le travail de bureau, les soins de santé). Les ghettos d'emplois féminins regroupent de larges effectifs et sont habituellement mal rémunérés. La ségrégation facilite les pratiques discriminatoires de la part des employeurs. Les femmes et les hommes n'occupant pas les mêmes emplois (ou groupes d'emplois), il est plus facile de justifier des conditions de travail et de salaire différentes pour chacun des groupes. Les employeurs évoquent, par exemple, la valeur moindre des emplois dans lesquels se concentrent les femmes.

*La ségrégation facilite les pratiques discriminatoires de la part des employeurs qui évoquent la valeur moindre des emplois dans lesquels se concentrent les femmes.*

En fait, le principe de salaire égal à travail égal (même emploi) étant aujourd'hui davantage acquis, on peut affirmer que la ségrégation (ou division sexuelle du travail) est le principal mécanisme qui permet de maintenir la discrimination systémique à l'endroit des femmes.

## LES LIMITES DU SYSTÈME PAR PLAINTES

Depuis quelques années, plusieurs provinces canadiennes ont adopté des lois dites "proactives." Celles-ci portent spécifiquement sur l'équité salariale entre les hommes et les femmes et reconnaissent d'entrée de jeu le caractère systémique (i.e. à la fois subtil et omniprésent) de la discrimination sexuelle. De telles lois obligent les employeurs visés à prouver que leur structure salariale respecte le

principe d'équité entre les hommes et les femmes. En Ontario, par exemple, la loi sur l'équité salariale adoptée en 1987 vise tous les employeurs du secteur public ainsi que les employeurs du secteur privé ayant dix employé(e)s ou plus à leur service. Ces employeurs sont tenus de mettre sur pied et de négocier des "programmes d'équité" en s'appuyant sur un système de comparaison exempt de partialité sexiste et se fondant sur les quatre grands facteurs généralement reconnus, soit qualifications, efforts, responsabilités et conditions de travail.

La situation est bien différente au Québec où, dans le cadre du système par plainte, le fardeau de la preuve incombe principalement aux travailleuses elles-mêmes et aux organisations syndicales qui les représentent. En effet, pour que la discrimination salariale dont sont victimes les femmes éclate au grand jour, il faut prouver qu'on ne tient pas vraiment compte de la valeur réelle du travail féminin au moment où le taux de salaire est établi. Il s'agit en fait de rendre explicite la persistance du sexisme dans les valeurs qui sous-tendent la structure de salaire et de prouver que les écarts salariaux observés entre les emplois à prépondérance féminine et masculine n'ont pas leur raison d'être si on tient compte de l'ensemble des qualifications, efforts, responsabilités et conditions de travail, sans discrimination. Bref, il faut démontrer qu'il y a équivalence entre les emplois "féminins" et "masculins", et que les écarts salariaux sont le résultat direct de la discrimination sexuelle.

## LES PROGRAMMES D'ACCÈS À L'ÉGALITÉ

À la suite des rapports rédigés par des groupes de femmes et des syndicats, le gouvernement du Québec autorisait en 1985 l'implantation de PAE: "Un programme d'accès à l'égalité a pour objet de corriger la situation de personnes faisant partie de groupes victimes de discrimination dans l'emploi..." (Art. 86.1).

Le règlement sur les programmes d'accès à l'égalité est entré en vigueur en septembre 1986. Celui-ci s'applique aux programmes élaborés, mis en œuvre ou appliqués sur recommandation de la Commission des droits de la personne ou en vertu d'une ordonnance d'un tribunal. Il fixe les modalités de mise en œuvre d'un programme.

De façon générale, la mise en oeuvre de PAE demeure volontaire, à l'exception du gouvernement qui est obligé de mettre sur pied des PAE dans ses ministères et organismes. Soulignons, de plus, que le programme d'obligation contractuelle annoncé en 1987 a été mis en vigueur en avril dernier. Ce programme a pour objet d'obliger les entreprises qui veulent soumissionner pour des contrats gouvernementaux ou obtenir des subventions à s'engager à mettre sur pied un programme d'accès à l'égalité si elles obtiennent ces contrats ou subventions.

Ajoutons qu'on est en train de mettre en oeuvre différents programmes d'accès à l'égalité dans le secteur parapublic (centres hospitaliers, commissions scolaires, municipalités) et dans le secteur privé (notamment dans des grandes entreprises du milieu industriel).

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## UNE PORTÉE LIMITÉE

Les programmes d'accès à l'égalité visent à déterminer et à supprimer la discrimination présente dans le système d'emploi et à assurer une meilleure représentation des femmes. Les quatre étapes nécessaires à l'implantation d'un programme d'accès à l'égalité sont les suivantes: le diagnostic (c'est-à-dire l'analyse de disponibilité et l'analyse du système d'emploi), l'élaboration, l'implantation et finalement le contrôle et l'évaluation.

Cependant, la portée du règlement semble très limitée. Les programmes mis en oeuvre sur une base volontaire sont autorisés, mais aucune exigence de contenu ne leur est attachée. En fait, au-delà d'une excellente définition, on retrouve encore peu de réels mécanismes d'incitation à l'intention des employeurs. Comme dans le cas de l'équité salariale, l'initiative et les efforts reviennent surtout aux travailleuses et aux organisations syndicales. L'expérience nous apprend d'ailleurs que les employeurs sont extrêmement réticents à négocier les contenus d'un programme d'accès à l'égalité.

En effet, on a pu observer que dans des entreprises privées ayant obtenu un contrat avec le gouvernement fédéral ou dans d'autres ayant accepté une subvention du Secrétariat à la condition féminine du Québec pour mettre sur pied des programmes volontaires, certains syndicats déploient une énergie considérable pour forcer l'employeur à les consulter pendant les étapes préparatoires et à négocier les différentes mesures du programme. Les employeurs ont un double discours: ils se disent en faveur de l'égalité des femmes dans le secteur de l'emploi, mais refusent que les principales intéressées participent aux choix des mesures dans le cadre d'un programme d'accès à l'égalité.

## LE RÔLE DE LA CSN

La Confédération des syndicats nationaux (CSN), comme organisation syndicale, joue un rôle direct et actif tant au niveau des programmes d'accès à l'égalité que de l'équité salariale. En ce qui a trait aux programmes d'accès à l'égalité, de nombreux efforts ont été faits depuis l'adoption du règlement en 1985 en vue de fournir aux syndicats et aux

organismes de la CSN un appui technique dans l'analyse des milieux de travail, (l'égalité) d'un programme d'accès à l'élaboration et la négociation de ce dernier: organisation de séances de formation, production d'un guide, préparation et négociation de clauses spécifiques, etc.

Il en est de même en ce qui concerne l'équité salariale. De nombreux syndicats affiliés à la CSN participent actuellement à une première négociation avec le gouvernement du Québec à propos d'une restructuration salariale axée sur l'équité entre les emplois féminins et masculins du secteur public et parapublic québécois. Tout en affirmant officiellement l'importance d'accorder un salaire égal pour un travail équivalent, le gouvernement québécois refuse dans les faits de reconnaître la présence de la discrimination systémique à l'endroit des femmes et, surtout, d'effectuer les correctifs salariaux qui s'imposent. En réponse aux problèmes exprimés, le gouvernement propose plutôt l'établissement de programmes d'accès à l'égalité.

Or, les PAE ne règlent pas nécessairement le problème de la dévalorisation des emplois occupés traditionnellement par les femmes et ce, particulièrement dans le secteur public et parapublic où la main-d'oeuvre féminine est fortement majoritaire. Cette dévalorisation est liée, rappelons-le, à la moindre valeur attribuée au travail féminin (considéré comme gratuit et allant de soi).

*Pour réaliser pleinement et entièrement l'équité en matière d'emplois, les femmes elles-mêmes devront déployer des efforts considérables.*

Lorsqu'il s'agit de personnel féminin, les employeurs ont tendance à sous-estimer (ou nier) les exigences professionnelles requises ou à les considérer comme des aptitudes "naturelles" qui n'ont pas à être rémunérées. Beaucoup d'emplois occupés par les femmes reproduisent d'ailleurs le rôle de service dévolu traditionnellement aux femmes au sein de la famille.

L'implantation des programmes d'accès à l'égalité ne suffit donc pas. Il faut aussi proposer des démarches et des programmes d'équité salariale et faire reconnaître la valeur professionnelle du travail effectué traditionnellement par les femmes.

En effet, les programmes d'accès à l'égalité peuvent susciter la mise en place de nouvelles règles d'embauche, de promotion, de formation et d'organisation du travail plus équitables pour les femmes. Toutefois, ces nouvelles règles touchent davantage les nouvelles venues sur le marché du travail et reposent en premier lieu sur la volonté et la capacité d'adaptation des femmes au sein des entreprises. L'équité salariale, par contre, possède une portée nettement plus collective (relèvement salarial de tous les postes couverts par un titre d'emploi) et s'attaque directement au problème de dévalorisation salariale que connaît depuis de nombreuses années la grande majorité des femmes qui ont un emploi rémunéré.



Soulignons, enfin que, pour réaliser pleinement et entièrement l'équité en matière d'emploi, les femmes elles-mêmes devront déployer des efforts considérables. La tradition sexiste du marché du travail n'est pas nécessairement modifiée par l'adoption d'un programme d'accès à l'égalité ou d'équité salariale. Les femmes devront donc être très vigilantes à toutes les étapes d'implantation de ces programmes d'équité et s'assurer que les objectifs sont atteints.

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## First Nations Women and Education

BY LINDA MCDONALD

**T**he recent changes made by the Department of Indian and Northern Affairs (DIAND) to post-secondary education funding guidelines have embittered First Nations people and resulted in protests across the country. The controversy has left the Canadian public confused and unsure what to think about the issue. With media reports of large sums of money given "gratis" for a seemingly indeterminate number of years for native post-secondary education, many Canadians have reacted angrily and denounced the policy as unfair.

But what is fair? What is equality when it comes to education? These questions cannot be answered by comparing the lives of First Nations people to the rest of Canada because the differences are immeasurable. To begin to understand the issue we must look beyond the media reports and carefully worded government responses, to the historical facts and the reality of what it means to be an aboriginal person in today's Canada.

*Education is an inherent right of First Nations people and cannot be denied or used as a basis for negotiations*

Education is an inherent right of First Nations people based on treaty and aboriginal rights and cannot be denied or used as a basis for negotiations. The treaties are an agreement to exchange services and programs for access to land and resources. Education is part of the exchange and cannot be separated from other treaty rights. To do so allows the government to diminish its treaty responsibilities in a piece-meal fashion and perhaps eventually eliminate them altogether.

It was wrong for the government to unilaterally make changes to Post-Secondary Education Assistance and to cap funding to the program. In spite of condemnations and strong opposition, the government states it carried out a "fair" consultation when in fact dialogue occurred only after the fifth draft of its policy, which took three years to produce. The 300 documents received by DIAND and claimed by them to exemplify consultation

included many denouncements of the process. Aboriginal people have become wary of so-called "consultation" because to participate seems to indicate acceptance, and no response is read as complacency.

## Refus à l'égalité : les femmes des Premières Nations et l'éducation

PAR LINDA MCDONALD

Récemment, le gouvernement fédéral a pris des mesures visant à limiter les subventions qu'il accordait précédemment aux autochtones poursuivant des études postsecondaires. Les autochtones de tous le pays étaient furieux; un traité sanctionne le droit à l'éducation des Premières Nations celui ne pouvant ni leur être nier ni faire l'objet de négociations.

Pour les femmes, cette décision prend des allures de double insulte. Ce sont elles qui se sont battues pour que soient éliminées des dispositions de la Loi sur les Indiens qui étaient sexistes, racistes et fondamentalement discriminatoires. Voilà que maintenant qu'elles ont retrouvé le rang qui leur était refusé, elles risquent de ne pouvoir accéder à des programmes auxquels elles ont droit. De surcroît, alors que ce sont surtout les femmes qui poursuivent des études postsecondaires, les nouvelles mesures ne comprennent aucune disposition à propos des coûts de garderie et l'aide financière aux parents seul soutien de famille ayant trois personnes à charge ou plus a été considérablement tronquée.

Dans les nouvelles mesures, des bourses sont prévues dans des secteurs comme les études commerciales, l'administration publique et les sciences pour «encourager l'autonomie et indépendance financière». On devrait permettre aux autochtones de décider par eux-mêmes de leurs priorités en matière d'éducation, le gouvernement fédéral devant s'abstenir de faire ces choix à leur place.

Au Canada, les peuples autochtones souffrent souvent de conditions de vie précaires, de services d'hygiène et de santé insuffisants et de chômage. Il leur est aussi plus facile d'être éligibles au bien-être social que d'avoir accès à l'éducation. Trois fois plus d'argent est alloué à l'assistance sociale, les sommes accordées risquent encore d'augmenter. On dirait que le gouvernement s'intéresse plus à maintenir les peuples autochtones en état de dépendance et en prison qu'à leur permettre de faire des études postsecondaires.

The government's position is that post-secondary education is neither a statutory right nor an aboriginal or treaty right and therefore costs for native education should come out of the transfer payments each province receives from the federal government for education. The provinces, meanwhile, insist that since native issues are under federal jurisdiction, 100% funding is the responsibility of the federal government.

*Many women who recently have been recognized as aboriginal are now being discriminated against by a government policy that denies full and equal access to post-secondary education.*

The spending of huge sums of money for post-secondary education reported in the media leads Canadians to believe that all those dollars go directly to the student. This is not so. A significant portion of the money is allocated to Indian Institutions such as Saskatchewan Indian Federated College, and to programs such as the University College Entrance Program. Additionally, counsellors and administrators are funded from these dollars.

By capping funding, the government will effectively decrease universal access to education. The move is a double insult to aboriginal women. It was largely women who fought for changes to the Indian Act which resulted in Bill C-31 (1985). This Bill, which is well known to First Nations people, eliminated sections of the Indian Act which were sexist, racist and fundamentally discriminatory.

The victims of this discrimination were, for the most part, women and children. But while the amendments have allowed some aboriginal people to gain access to programs previously denied them, their access is again in jeopardy as a result of the recent education funding policy changes. Equality in Education for First Nations women is a misnomer when so many women who recently have been recognized as aboriginal are now being discriminated against by a government policy that denies full and equal access to post-secondary education opportunities. Those in danger of losing an opportunity recently afforded them see the government giving with one hand and taking away with the other.

Following introduction of Bill C-31, questions were raised about how the government intends to accommodate the increased demands on the funds by the newly reinstated members. These questions remain unanswered. In some communities, the new members are viewed as an additional drain on decreasing resources and with the recent decision to cap funding, First Nations people find themselves once again in conflict with themselves as a result of government policy.

The new guidelines for the Post-Secondary Education Assistance Program call for decreases in some areas and increases in others. All students will notice the cut, some more than others. The greatest decrease has been for single parents with three or more dependents. Since the majority of single parents are women they are thus doubly disadvantaged. Childcare costs are not included in the new policy which effectively sets up another hurdle to prevent women with children from getting a post-secondary education.





Students at Yukon College.

The new policy does not encourage the self-sufficiency it claims to. For example, a student attending college or university on his or her own funds is penalized because that time is subtracted from the maximum allowance of 48 months for an undergraduate degree. Studies at a master level or a doctoral level are funded for one year only, which is often an unrealistic time frame especially for those students with family responsibilities. Study is limited to the nearest institution to one's home community which eliminates, in some cases, a choice of quality education.

For comparison, the Canadian Foreign Student Affairs Program, which assists foreign students studying in Canada, has higher living allowances than those that existed under the former native post-secondary education funding program. As well, the guidelines allow foreign students to study at any institution they choose in Canada.

Included in the new policy for native post-secondary education funding are incentives in the form of scholarships awarded in specified areas such as commerce, public administration, sciences, forestry, agriculture, mathematics and computer sciences. This is another insidious strategy to exert control over the destiny of aboriginal people. The proponents of these directives claim they encourage self-government and self-sufficiency, but for the government to dictate which areas of study are a priority perpetuates paternalism. Who but First Nations people can determine what courses are a priority? Besides, the scholarships will come from 5% of the capped funds, decreasing available dollars for other students. The whole policy is, by design, obstructive and impedes access to education. Aboriginal participation at the post-secondary level was limited before these changes, but numbers of students will likely decrease still further.

*At least three times as much money is available for social assistance as for education, and these funds have not been capped.*

The government is not unaware of Native peoples' concerns. In 1984, DIAND contracted a consulting group to do a study on post-secondary education.

The study indicated that participation of aboriginal students was at 12% compared to 20% nationally and recommended a three-fold funding increase to bring enrollment to the national level. This report was noted by the Nielsen Task Force which undertook a comprehensive review of federal government programs in 1985-86. Also mentioned was the fact that 90% of students (whether they completed their studies or not) were successfully employed after leaving school.

But to fully understand the importance First Nations place on education, the legacy of what it means to be an aboriginal person today must be examined. Aboriginal people have a short life expectancy and die often as a result of violence. The suicide rate is on average 2.6 times that of the rest of Canadians and in some age groups, for example male adolescents, the rate is up to 8 times that of the same age group in the general population. Poor living conditions, limited health services and lack of employment opportunities are common to many people living on and off the reserve. For those who do venture away from the security of their home community, discrimination often drives them back.



On average, 20% of aboriginal people complete high school compared to 75% of other Canadians. As one well-known Canadian politician stated, there is a far greater chance that an aboriginal person will be imprisoned than attend university (70% of native people are imprisoned before the age of 25 compared to 8% of the general population). It is much easier to go on welfare than it is to get an education; at least three times as much money has been allocated for social assistance as for education (the estimate for 1989-90 is \$422,000,000). These funds have not been capped and in all likelihood will increase. Would the government rather have aboriginal people go to jail and be forever dependent than to get a post-secondary education?

*Education gives hope and an eventual release from the dismal dowry of most First Nations women.*

Education is power and the power lies with those who control the system, the fortunate few who manage to gain access to it. In many native communities, women are considered the foundation of the community. It is also often the women who bring about change. A large number of aboriginal people pursuing post-secondary studies are women and an ever-increasing number are mothers-women who are trying to provide a good life for themselves and their children.

Education gives hope and an eventual release from the dismal dowry of most First Nations women. The cost benefit of continued quality support for post-secondary education for First Nations people is far greater than any other program the government offers. Everyone benefits: the Canadian public, the government, and, most of all, aboriginal people themselves. When all the facts point towards education as an area of success, the motives of the government in reducing access have to be questioned.

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# Man's World/Woman's World: Women's Roles in Schools

BY CECILIA REYNOLDS

In Canada, as in many other countries, there has long been a difference in the roles undertaken by women and men in schools. Women have been teachers, particularly of younger children, while men have been school principals. As a result, the classroom has become a "woman's world" and school administration that of a man.



Cecilia Reynolds

In a recent interview study (1), I systematically compared the self-reported life histories of twenty-four women and men who worked as teachers and then principals in elementary and/or secondary schools in Toronto, Ontario, between 1930 and 1980. My findings provide insight into the social construction of a division of labour in schools based on gender. By identifying some of the factors which have contributed to that construction, a first step toward altering the old patterns can be made and the need for a revised view of women's work in schools is made clear.

Five common elements are evident in the life histories of twelve women who belong to two experience cohorts. The first group contains those who began teaching prior to the Second World War, sometime in the 1920s, 30s or early 40s; the second group contains those who began teaching after World War II, in the late 1940s, the 50s or 60s. Each of these women eventually became a school principal. Despite differences in their ages and the differing historical contexts in which they moved into school administrative roles, there were a number of striking similarities in their accounts which contrasted sharply with the experiences reported by the twelve men in the study who were from similar cohorts and who became teachers and principals in the same time period and within the same school board.

The first common element is that, as dutiful daughters, each of these women accepted family responsibilities quite different from those described by men. While sons indicated they were encouraged to leave their parents' household and seek economic independence at a relatively early age, daughters were expected to "stay close to home." The women did so not only for physical and economic protection, but to maintain family connections and make sure the needs of all the family were cared for. Women therefore remained within their parents' household for more extended periods than men, and indeed, all of the women in the first cohort, who did not marry, remained in those households throughout their teaching careers. Even for the women in the second cohort who did marry, care of aging parents fell to them more than to the sons since the son's own wife and children were deemed his primary responsibility.

## L'univers masculin/l'univers féminin : le rôle des femmes dans les écoles de l'Ontario

PAR CECILIA REYNOLDS

Dans le cadre de ma thèse de doctorat, j'ai comparé l'histoire de 24 hommes et femmes qui enseignèrent, puis furent à la tête d'une école à Toronto, entre 1930 et 1980. Je remarquais cinq éléments communs dans le récit des femmes, lequel contrastait de façon frappante avec celui des hommes.

Tout d'abord, on attendait plus souvent des femmes qu'elles maintiennent les liens familiaux et assument des responsabilités dans ce domaine. Elles étaient donc entravées dans leurs mouvements et dans leur désir d'aller de l'avant économiquement puisqu'elles vivaient avec leur famille et qu'on estimait donc qu'elles étaient soutenues financièrement. Ensuite les femmes pensaient qu'elles avaient été de bonnes étudiantes parce qu'elles travaillaient fort.

La plupart des hommes, en revanche, attribuaient leur réussite à leurs dons plutôt qu'à leurs efforts. On retrouvait le même discours pour expliquer leur nomination au poste de principal ou de directrice. Les femmes disaient qu'on avait remarqué qu'elles travaillaient d'arrache pied, tandis que les hommes imputaient leur avancement à leur talent.

Troisièmement, les femmes trouvaient qu'il était socialement acceptable d'être enseignantes, mais pas directrice. Pour les hommes, c'était tout à fait le contraire. Quatrièmement, les femmes se sentaient naïves en matière de promotion alors que les hommes affirmaient qu'ils comprenaient le système et savaient qu'ils avaient toutes les chances d'être promus. Enfin, les femmes mentionnèrent toutes le côté marginal de leur nomination à un poste de directrice. En fait, on attendait souvent d'elles qu'elles règlent une situation ou qu'elles l'améliorent. Quant à leur poste, il était souvent à mi-temps ou provisoire.

Aussi, les femmes avaient l'impression que si elles échouaient, d'autres du même sexe en pâtiraient. Ces résultats indiquent qu'il existe une division du travail se fondant sur le sexe dans les écoles. Mais les données que livrent ces histoires peuvent nous aider à procéder à une transformation des rôles assignés.

*Once women dared move into administration they crossed a social boundary and met resistance, rejection, exclusion, and isolation in the men's world of the principalship.*

These distinctions contributed to differences in the mobility of women and men within their early and later teaching careers, women being far less able to seek diverse or distant teaching opportunities. It also affected the economic needs of men and women. Because women often fell under the economic protection of their parents or even their husband, they were less likely to seek further credentials or advancement that would improve their salaries. Later in their careers, men's economic needs as heads of households were more visible than those of women, even though each of the women also had economic responsibilities for others in their households.

A second common element in the life histories of the women is evident in the manner in which they described themselves as students. They consistently described having to work hard to succeed at school, while each of the men talked about succeeding through ability rather than effort. This is evident in the comments made by Brenda and Jerry (2). Brenda recalled: "I had to work very hard. I was not academically super-successful. I worked hours and hours. I had some very good friends and that was what saved me." Jerry stated: "I had it all figured out before it was said. Before it was taught I knew what it was. I was precocious and all the rest. I had trouble because I fooled around a lot but I managed to get by."

Comments of this nature were echoed as men and women talked about why they had been promoted to the principalship and how they acted as principals. Each of the women said they were noticed by their superiors because they had worked hard and they stressed the long hours they put in as principals. In contrast, each of the men stated that their ability had caught the attention of their superiors and, once promoted, they felt they became a better principal as they learned to improve their skills and lessen the hours spent on their role.



A Principal and her assistant sharing an office in 1988

A third element common to the stories of the women in both groups was in their descriptions of how socially acceptable it had been for them to become teachers and how difficult it was for them to be principals. For men in both groups the situation was reversed. Many of them described parents and peers as less than supportive about their decision to become a teacher, but each of them felt that as principals they were readily accepted.

Women experienced support and acceptance in the classrooms, the women's world within schools; once they dared move into administration they crossed a social boundary and met resistance, rejection, exclusion, and isolation in the men's world of the principalship. It is little wonder many of these women described fears and anxieties about becoming principals. They repeatedly spoke about leaving warm and comfortable situations for nebulous ones, or those which were openly hostile. For men, however, the incentive to

move into administration was fostered by an uneasiness in the classroom and a perception that becoming a principal was a mark of success not only for them as teachers but also as men.

A fourth and closely related element is the support the women received from their female colleagues (both teachers and principals) but also their naiveté about becoming school administrators. Lillian recalled: "The senior lady on staff seemed to like me. I worked hard but members of the staff were good to me." When she realized she would be working in education for another twenty-five years, Linda decided she did not want to remain in the classroom. But, "I had no idea of how I should go about becoming a vice-principal or what such a change would entail."

*There was one woman who felt that by being associated with the other women on staff she was hurting her chances for promotion."*

In contrast, men in both groups recalled that, despite the help of some female teachers, they received little support in the classroom. It was not until they became administrators that they tapped into a strong support system made up mainly of male principals or superintendents. Unlike the women, men in both cohorts stated they knew how to become principals. Matthew said: "I knew the people and I knew the system. As we would say in the army, I knew the whole drill. I had the feeling that I was slated for further promotion."

The fifth and final common element in the life histories of the women is the marginal nature of the appointments they received as principals. Women in the first group all received principalship of either single-sex girls' schools or vocational schools whose students had difficulties with "regular" schooling and where principals received lower salaries than those given in secondary schools or even to some experienced teachers. The marginality for women in elementary principalships or those more recently appointed to mixed-sex collegiate was less obvious but still present. Women in these roles reported that their principalships were frequently part-time or provisional, and the schools were often experimental or had specific problem situations.

Joan recalled: "A number of people were saying, 'Isn't it wonderful that a woman was finally made principal.' Others like myself were saying, 'Yes, but look who they gave the only temporary position to, a woman.' If I was temporary, I always behaved as if I was real anyway." Maureen said: "Women have been given the majority of the clean-up jobs. Men could do those jobs but more often than not they have been allotted to females. Each time I went to a new situation it was under orders to change or fix something."

Men also reported being sent to difficult schools but the pressure for them to succeed was not as great because they did not say, as did their female counterparts, that if they failed others of their gender group would be penalized. As Madeline put it: "If a man failed that was one thing but if a woman failed or had trouble she knew that others would probably judge it not only as a mark against her but as against all women."



*We need to recognize that access does not necessarily mean equity.*

Also, while men in both groups admitted that being a man was an advantage both as classroom teachers and in their quest for a principalship, women reported consistently that being a woman was a drawback in both roles. Stephen recalled: "I was the only man in the school and as such I was the delight of the kids. It was really to my advantage."

Linda said: "There was one woman who felt that by being associated with the other women on staff she was really hurting her chances for promotion so she spent most of her time associating with the men. She did not want to be grouped in with the other women." Brenda remarked: "I thought that I was God's gift to them but they didn't view it that way and they certainly didn't view a woman principal that way. The male parents and the female teachers in that school did not approve of me, so I had a hard time there." Madeline remembered: "There were only three women on that principal's course and that was the first time that I began to understand how a Black person must feel. You would catch them looking at you in a funny way. It was a strong feeling that I was trespassing where I had no right to be."

## IMPLICATIONS

The clarification of these five common elements in women's experiences suggests at least three ways in which we need to revise our views of women's roles in schools if we are to foster equity rather than perpetuate a division of labour based on gender.

First, we must clearly recognize how women's early experiences as daughters and as students differ from those of men. We must acknowledge how these differences affect their perceptions of things like mobility, economic need, family responsibility, work commitment and promotion in order to overcome practices of promotion that favour one gender over the other. We must also be careful not to equate differences with deficiencies.

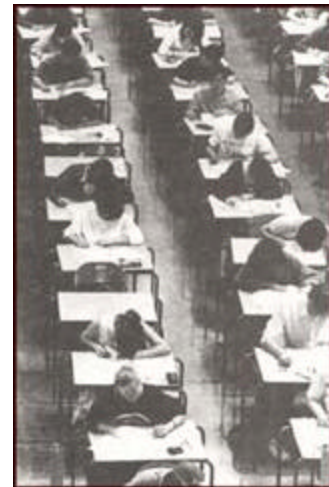
Gender equity cannot be achieved by making women into male images of the successful employee. If our efforts to alter socialization patterns are guided by the principle of equality as sameness, we may easily accept the general experience of males as the norm

and encourage women to assimilate. The entry of a relatively few women into school administration under such conditions will only serve to perpetuate the existing order by affirming certain qualities and behaviour as most appropriate for those positions.

Secondly, we need to recognize how gender relates to the social construction of roles in schools. Even though they adopt the same roles, women and men may have different supports and experiences in those roles since they are not judged by the same standards. As long as women continue to experience the "female world" of the classroom as comfortable and secure and the "male world" of administration as cold and exclusionary, only a few women will run the risk of trespassing on claimed territory. And as long as men feel unsupported as teachers but acceptable as administrators, there is little hope that the pattern of "women's world/men's world" will be interrupted.

Thirdly, we need to recognize that access does not necessarily mean equity. If being a man in schools is an advantage and being a woman remains a detriment, we must look critically at the qualities and behaviours deemed suitable for future administrators. Unless these include qualities traditionally claimed by women, then the cycle of male advantage will be unbroken. We also must question the types of appointments to which men and women are assigned if we are truly interested in assuring equity.

In designing strategies for career advancement for women and men in education, we need to carefully consider how women and men view the roles they undertake in schools. When we study both women and men "on their own terms," information can be gathered for a reconstruction of those roles in a manner to transform rather than repeat them. Understanding the common elements in women's experiences as teachers and principals is an important step toward understanding how these women manage to give meaning to their lives and make sense of their social world in schools. They have much to teach us, though their voices are often muffled and difficult to hear.



**Cecilia Reynolds** has taught elementary and secondary school for 17 years, and is now an associate professor in the Faculty of Education, Brock University. She lives in St. Catherines, Ontario, with her husband and two children.

1. This is my doctoral dissertation research at the University of Toronto entitled: "Naming the Experience: Women, Men and Their Changing Work Lives as Teachers and Principals", 1987.
2. Pseudonyms have been employed to protect the privacy of those who participated in the study.



# Silence on the Western Front: Women in Post-Secondary Education in British Columbia

BY WENDY BURTON

Access to post-secondary education for women in British Columbia entered a new phase with the advent of the regional (or community) college system, begun in the late 60s. By 1978, 21 community colleges had been established with the express aim to improve access for those students who had been traditionally barred from pursuing university education: women visible minorities and those whose incomes or economic status did not allow for fees and the expenses of living four or five years without a pay cheque.

*Ten years ago, grim statistics showed that college students were still white, male, Christian, and of English or European family origin.*

At the same time, the Canada Student Loan program was extended to the college system and a safety net of in-house bursaries and emergency loans was implemented in the hopes that more than a narrow percentage of middle and upper middle class students (mostly men) would achieve some level of post-secondary education. As of today, the system has endured several years of what is locally referred to as restraint, not to mention that B.C. has one of the lowest per capita expenditures on education in Canada. What has been the situation of women and their access to community colleges in the last ten years?

Ten years ago, women were identified as a target group for affirmative action in the college system. Grim statistics, gathered in the first decade of the community college system, indicated that the same demographic profile was found in colleges as was well established in universities, except that the students were older. They were still white, male, Christian, and of English or European family origin. Many career programs, admittedly the track for students wishing to get in on the economic boom in B.C., had few women present; the enrollment in what were called non-traditional occupations was almost exactly what it had been for several generations.

Women were not found in welding or carpentry programs (with the exception of a parts counterman) but were instead clustered in the traditional pink collar ghettos of secretary, daycare worker, nurse's aide and key punch operators. The government was forced, by several embarrassingly high profile reports to parliament and numerous presentations to the Ministry of Labour, to announce a plan for improvement of women's access to post-secondary education in the college system.

## Silence sur le front occidental : les femmes et l'enseignement postsecondaire en Colombie-Britannique

PAR WENDY BURTON

Il y a dix ans, le gouvernement de la Colombie-Britannique fut obligé d'élaborer un plan pour que les femmes puissent accéder plus facilement à des études postsecondaires. Il accorda aux collèges des subventions pour que ceux-ci puissent créer un comité sur le Statut de la femme et un programme d'accès pour les femmes, tous deux devant être intégrés dans le budget normal en trois ans. Nombre de collèges se contentèrent d'utiliser l'argent à d'autres fins.

En outre, au bout des trois ans, les collèges connaissaient des restrictions budgétaires. En 1984, seuls trois programmes d'accès pour les femmes existaient encore dans le système et certaines dispositions qui avaient permis aux femmes de pouvoir prendre des cours, soit décentralisation des locaux, frais d'inscription moins élevés, horaires souples, disparaissaient.

Les programmes subventionnés par la Planification de l'emploi relancèrent certains autres programmes affaiblis, mais de façon générale ils ne permirent d'acquérir que des compétences de courte durée, impossibles à appliquer à d'autres domaines. De plus, ils privaient d'argent des secteurs d'enseignement beaucoup plus valables. En Colombie-Britannique on n'a pas non plus tenu compte dans le système collégial de l'équité en matière d'emploi.

On ne fait pas état de l'équité des sexes dans ce qui porte sur l'embauche et le congédiement, et il n'existe aucune protection contre la discrimination catégorique. Les femmes travaillent surtout à mi-temps dans des secteurs traditionnels (anglais et sciences sociales, par exemple) et n'ont guère de possibilités d'avancement. Il leur est aussi difficile de prendre un congé pédagogique. Si on veut que la situation s'améliore, il faut absolument que le gouvernement passe des lois. L'action affirmative n'est pas seulement un idéal philosophique, mais aussi une nécessité pratique.

In 1980, the Minister of Education announced a three year plan to phase in fully funded women's access programs in the regional college system. Each college was to establish a Status of Women committee and each was also given the responsibility of fitting a women's access program into its program mix. In many cases, the groups responsible for securing the funding for the colleges were not allowed to have input into how it was allocated. The money full funding for year one, 2/3 for year two and 1/3 for year three when each college was expected to carry the program as part of its base budget was diverted by many colleges. Most used it to bolster sagging revenues, and often the women's access program became a small and low priority in the work of one or two employees, usually counsellors. At the three year point when the programs were to be integrated into base budgets, the infamous restraint period fell. By 1984, there were only three women's access programs left in the college system.

Women's access became buried in the issue of access for anyone at all. Provisions that allowed men and women (mostly women) on welfare to become educated were chopped. The multi-campus concept, which made attending college a physical possibility for women who did not have reliable transportation, was gradually phased out. Centralizing each college became an economic imperative; fees gradually rose and course offerings were narrowed to those that would have good completion rates and sufficient full-time equivalents to achieve "success" according to the funding formula implemented in Victoria.

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Continuing Education courses, which were originally offered as a service to communities whose tax base supported the college, were made cost-recovery and then revenue-producing arms of the colleges; the \$5.00 workshop, a standard re-entry tool for women returning to learning, became a thing of the past. Women's access became a wistful dream of a handful of hard-working, often soon to be laid off, women who would meet in ever-decreasing numbers to discuss the issues of access for women - any women. Like affirmative action and pay equity, women's access is now a luxury the system cannot afford. The situation for women in B.C. colleges has slid back to a place pre-1967.

Canadian Jobs Strategy (CJS), one among many projects to put federal educational money to work where unemployment was highest, took the edge off the demand for more access for women. From the outset, projects designed to get CJS money were aimed at women who were marginally or under-employed. They allowed for short term training that was generally non-transferable and students qualified by being unemployed or on social assistance for a certain period of time, usually at least six months. The training offered was intended only to meet the minimum competencies for an entry level job, and it was usually not enough to address the personal and educational needs of students.

Many women who completed the training found themselves competing in a tight job market with others from one or two year career or technical programs and their education was at best second to "real" post-secondary education. The effect of "make-work" education programs, such as those under CJS, is to sap money away from more successful education, which has long term benefits. Such programs also provide a too-easy rebuttal to those who demand access for what are seen as "under-privileged" students---52% of the population of Canada.

Employment equity, too, has been a non-issue in the B.C. college system. The implicit assumption is that women are employed and paid equitably, but a review of the data indicates that such assumptions are unfounded. The lack of women in senior management persists and many departments, including those traditional for women such as English and Social Sciences, often show a distressing imbalance. In computing sciences and mathematics women are notable only by their absence. Hiring and laying off do not occur in the context of gender parity: women are still the last hired and first fired. In fact, gender equity is not mentioned at all in issues of hiring and firing and protection against outright discrimination is not available to women working in the college system. The official

position is that employment equity has been legislated and therefore employment equity has been achieved. A closer scrutiny is warranted.

*The official position is that employment equity has been legislated and therefore employment equity has been achieved.*

Women frequently find themselves permanently on the part-time or sessional teaching lists; they are often placed several steps lower on salary scales than comparably educated and experienced men; are given time schedules and course loads that are crippling; and qualify for few educational leave opportunities. The inequities of the early seventies seem to have rolled, with little resistance, into the late eighties.

A summary of full-time teaching faculty in B.C. colleges and universities shows that over the last ten years the number of men had remained constant at about 1250 and the number of women



University of Toronto

at 500. A screen of thirteen colleges conducted in 1987 (1) confirms that the situation for gender parity is not as rosy as one would hope. Women in nursing sciences, for example, occupy 98% of the positions, while women in business administration occupy only 23%. English and Social Sciences have 38% and 36% respectively, despite the fact that 43.3% of M.A. candidates in 1986 were women.

Where are these qualified women going? As the demand for "Ph.D. preferred" increases, women may find themselves without the necessary credentials for initial employment or advancement; in 1986, only 27.5% of Ph.D. graduates were women. However, now that more positions are about to open up, the drive for affirmative action is imperative. Without legislative intervention, the status of women employed in the post-secondary system could further erode, since the move is toward not gender parity but "hiring the best," as if the two were mutually exclusive.

The college system sees itself as above any discussion of employment equity. There is a smug confidence that we do well enough. Yet it continues to be very difficult to prove that we do well enough at all. Collecting information on pay scales, education levels, work loads and employment history and mobility is difficult if not impossible. The idea seems pervasive that gender parity used to be a problem; the issue of systemic discrimination against women and minorities is not even raised on college boards, in senior managements, by union executives or hiring committees. Silence encloses it.

A call for affirmative action has gone out - again. Colleges, which express clearly a commitment to educational leadership in their communities, must look hard at the situation of women and implement steps to achieve equality. The first could be taken in each college, or at the system level, by stating that affirmative action is not only a philosophical ideal but a practical necessity. Affirmative action is not just convenient or in the interests of public relations, but is also a social imperative. Data collection, affirmative action plans, and provisions for monitoring the move to system-wide employment equity

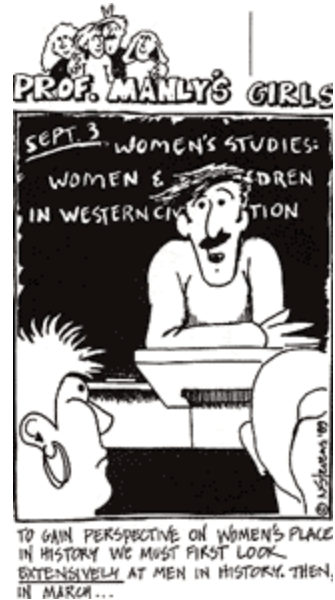
are three actions the women of B.C. must demand.

Many women in the college system in B.C. work very hard to protect access for women. The College-Institutes Educators' Association (C-IEA), representing thirteen regional colleges, has a Status of Women committee that considers issues of women's access to education and to employment in the college system.

Their information is used to lobby the government to improve access for women. In other ways, individual women work to provide a bridge for others, and there are still one or two colleges that have programs designed to encourage women to find education suited to their personal and financial needs.

Women's access and employment equity is not a priority for the government of B.C. and it is therefore not a priority for the college system. International education is one of the new priorities for post-secondary education and it is wonderfully ironic that we are re-tooling our educational system to accommodate Pacific Rim needs when those of the women of B.C. are steadily ignored. On the subject of women's issues, this government and this system is silent. The women of B.C. wait.

*Wendy Burton teaches writing, public speaking and interpersonal communication skills at Fraser Valley College in B.C.*



# Witness to a Workshop on Reasonable Accommodation

BY MARCIA BRAUNDY

**There are no "disabled people." Every person will find some situations inaccessible and therefore disabling. Due to certain design conventions, people with certain characteristics experience this more frequently than others.**

**E**mployment Equity legislation states that employers shall implement employment equity by, among other things, "making such reasonable accommodation as will ensure that persons in designated groups achieve a degree of representation." One area where this concept surfaces frequently and where there seems to be significant perception of difficulty is in the accommodation of persons with disabilities. I recently attended an employment equity seminar for employers where Kathryn Woodcock Webb, Vice President of Hospital Services at Centenary Hospital in Ontario, gave a presentation on the issues in reasonable accommodation. She has graciously allowed me to use some of her ideas and materials to

describe what was a very enlightening approach.

Kathryn began by asking everyone to stand and then read to us a long list of descriptive phrases such as non-white race, divorced, under 162 cm (5'4") tall, over 184 cm (6') tall, wheelchair, hard of hearing, allergies, respiratory disorder, speech impediment, born outside of Canada, pregnant, blind, orthopedic footwear, female, over age 55. We were to sit down when we heard something that related to us and, in a very short time, the whole room was sitting. The exercise was a very effective way of demonstrating that we all have "disabilities" at one time or another in our lives, and that employers continually make choices about reasonable accommodation of the abilities and disabilities of people already in their workforce.

Kathryn then went on to describe how to think about modifying current practices to accommodate a wider range of people. First we looked at some excuses used to eliminate candidates for employment and examined them to determine their validity. The following chart indicates an evaluation of some common employer objections.

- a distraction in the workplace **UNACCEPTABLE!!**
- other employees won't like them **UNACCEPTABLE!!**
- chat and gossip among themselves **UNACCEPTABLE!!**
- don't project the right company image **UNACCEPTABLE!!**
- not interested in learning the job **UNACCEPTABLE!!**

- characteristically lazy
- won't be able to do work
- not facilities in existence
- won't be able to get to work

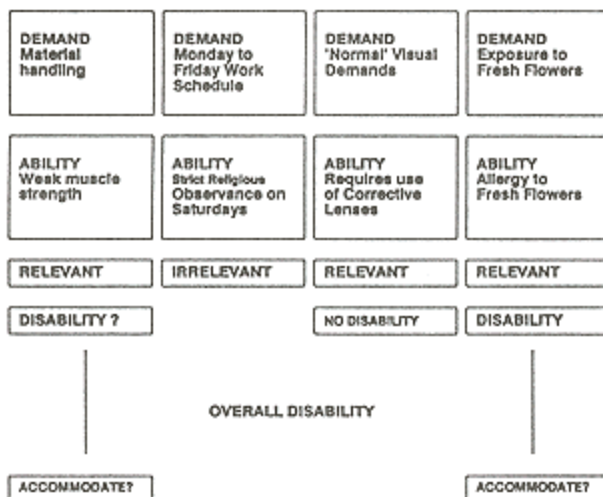
UNACCEPTABLE!!

POSSIBLE VALIDITY:  
Reasonable  
Accommodation may be  
needed to resolve these  
concerns

Clearly, before any employment choices are made, a systematic analysis must be undertaken to establish *bona fide* occupational requirements for selecting among the applicants and to identify accommodations necessary for certain applicants or groups prior to determining which accommodations are "reasonable"(1).

Subsequently, a comparison must be made to identify potential or actual mismatches between individual tasks and either entire groups or individual candidates. Next, engineering or administrative solutions must be identified that would be necessary to either reduce the situation demands so they do not exceed the person's abilities or increase the person's ability through training.

In the following example, the job vacancy was for a materials handler in a fresh flower warehouse. The demands of the employer are matched to the abilities of the candidate to determine if any relevant disabilities exist and whether they can be reasonably accommodated.



Though the process seems overly complex for determining that someone with an allergy to fresh flowers should not be employed in a fresh flower warehouse, the example demonstrates aptly the difference between disabilities that may or may not be reasonably accommodated. It may have been possible to accommodate the lack of strength by utilizing a mechanical device and building up strength over time, but the allergy is a disability the employer is likely unable to reasonably accommodate.

We next looked at some example of accommodations that might be considered in other situations.

### **Accommodations: Types and Examples**

TECHNICAL AIDS	Amplification, reaching aid, voice synthesizer, computer
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FACILITIES	Ramps, Illumination, special seating, work surface height
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POLICY, PROCEDURE, SENSITIVITY	communication skills , rest breaks, workplace child care, job sharing
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AIDES	Interpreters, personal care attendants , guide dogs, training and development programmers
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Initial questions to ask might be: Where does the system have flexibility? Would machines be of assistance? Is the redesign of objects and furniture necessary? Can work organization and task allocation be changed? Can the job description itself be amended to reduce the demands? It is important to know that there are grants available to assist in these modification projects.

The fact is, considering and implementing reasonable accommodation will broaden the scope of potential candidates at a time when the available labour pool is getting smaller. Businesses, to be successful, must attract and be able to adapt to a much more diverse population than has traditionally been utilized. Kathryn made that consideration seem appropriate, reasonable, and in everyone's best interest.

*Marcia Braundy is the guest editor of this issue of Women's Education des femmes.*

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1. Kathryn Woodcock Webb uses an "ergonomic person-task-environment" model to do this systematic analysis. For more information, contact her at Centenary Hospital, Hospital Services, 2867 Ellesmere Road, Scarborough, Ontario, M1E 4B9.



# The Federal Contractors Program: Two Views of the Problems

## **Contracting Change: Women in Academe BY CYNTHIA CREELMAN HILL**

For years now reports have been written on the status of women working in Canadian universities and colleges. All of them indicate low numbers of women employed in upper academic ranks and in senior administration. Yet, for all the discussion, little has changed. In 1985 only 17% of all full-time professors were women; in 1986 only 8% of full-time faculty appointments made in Ontario universities were to women.



CYNTHIA CREELMAN  
HILL

For many, the introduction of the Federal Contractors Program in 1986 meant a means of bringing equity to women working or wishing to work as faculty and staff in a number of Canadian universities and colleges.

The Federal Contractors Program requires that suppliers of good and services to the federal government who employ 100 persons or more and want to bid on contracts of \$200,000 or more must sign a certificate stating they will implement an employment equity plan. The certificate is submitted as a condition of the contract bid. Companies or organizations that subsequently receive contracts are subject to review by Employment and Immigration Canada (EIC) anytime after the start of the contract. If a company fails to meet its commitments it could ultimately lose its contract and not be eligible for further contracts until the deficiencies are addressed. The Federal Contractors Program does not apply to federal grants or contributions but it does apply to contracts between universities or colleges and the federal government which are generally of a research nature.

Employers who wish to contract with the federal government must identify and eliminate any unfair barriers in employment practices and policies, be prepared to reasonably accommodate differences so that no one is treated unfairly in the course of applying and competing for employment, and make a special effort to ensure members of the designated groups have access to developmental and employment opportunities. The terms and conditions of the commitment through certification include criteria such as the establishment of goals for hiring and promotion of designated group members and the adoption of special measures to ensure these goals are achieved. In creating a work force where all groups are equitably represented several factors have to be taken into consideration, such as work force availability and the organization's operational objectives.

## Les femmes dans le milieu universitaire : des changements s'imposent

PAR CYNTHIA CREELMAN HILL

En 1986, au moment de sa présentation, le Programme de contrats fédéraux laissait entrevoir la possibilité que les enseignantes des universités et des collèges canadiens et les femmes travaillant dans ces établissements, ou celles souhaitant en faire partie, seraient traitées de façon équitable. Le Programme s'applique aux contrats de recherche passés entre les établissements postsecondaires et le gouvernement fédéral. Quand ils essaient d'obtenir un contrat, les établissements signent un certificat par lequel ils s'engagent à mettre en oeuvre un programme d'équité en matière d'emploi. En juin 1989, 30 universités avaient signé ledit certificat, 19 avaient accepté des contrats et cinq faisaient l'objet d'une inspection pour voir si elles se conformaient au programme.

Quand on pense qu'il y a 400 universités, collèges et instituts de recherches au Canada, on en conclut que le Programme des contrats fédéraux a un impact minime. Il faudrait procéder à deux changements pour que le Programme soit plus efficace, soit y inclure tous les collèges et universités qui touchent une quelconque subvention fédérale, et inspecter automatiquement tous les établissements pour mieux vérifier qu'ils se conforment aux dispositions du Programme.

Le Programme des contrats fédéraux a entraîné quelques changements, mais on doit encore élargir son mandat si on veut que les femmes arrivent à surmonter la discrimination en vigueur dans le système universitaire et collégial au Canada.

While federal contractors are not required to report, they are required to supply EIC, during an on-site compliance review, detailed statistics on their work force. They are also required to supply work plans which address areas of under-representation and under-utilization for each of the designated groups. Although an organization may sign a certificate of compliance, only when it enters into a contract to supply services to the federal government can it be subject to an on-site review. Federal contractors are selected at random by EIC for these reviews to determine the organization's compliance with the requirements of the Program.

*It is obvious that when only 30 universities have been certified and only 19 have contracts, the Program is having minimal impact.*

When the Federal Contractors Program was passed in 1986, contractors had two years to prepare their employment equity plans. As of June 1989 thirty Canadian universities had been certified, nineteen had received contracts and five were selected randomly for review. Those currently under review are Carleton, Concordia, University of Calgary, University of Manitoba, and University of Ottawa. It will be interesting to monitor these reviews to see what effect the Program has had, if any, on the hiring practices of the institutions concerned.

The Federal Contractors Program is one of the few programs that attempts to redress the inequality of women in the universities and colleges. As it is not legislation it can be changed with a decision of Cabinet, and there are a number of changes that could make it more effective:

- The program criteria could be drafted to include all universities and colleges receiving any federal funding.
- The present criteria could change to 50 employees or a contract of over \$100,000 rather than the present 100 employees and a contract over \$200,000. In Canada today there are well over two hundred universities and colleges and over two hundred research institutes. Most of these organizations receive some form of federal funding or government contracts. It is obvious that when only thirty have been certified under the program and only nineteen have federal contracts, the Program is having minimal impact.
- An automatic review of all universities and colleges in the program would monitor compliance more thoroughly than the current random selection process for all contractors doing business with the federal government.

There is no question that systemic discrimination against women is well entrenched in our universities and colleges and it is not changing in any significant way. Centuries of tradition have made the halls of academe a male enclave. Our federal government must take strong initiatives. The 1986 Federal Contractors Program precipitated some change but now it is time to expand its mandate to include more, if not all, universities and colleges. Such action will help bring greater equality and advancement to women in Canada and draw us closer to a just society.

***Cynthia Creelman Hill** is president of the Canadian Research Institute for the Advance advancement of Women. She is a former Mayor of Inuvik, N.W.T., where she currently lives.*

# A National Employment Equity Network

**BY JUDY REBICK**

The publication of the employers' reports under the Employment Equity Act a year ago stimulated new interest in efforts to improve federal employment equity. Many groups feel that the reports illustrate the weakness of the Act. To develop a coordinated federal response, organizations representing all four target groups (women, aboriginal people, the disabled, and visible minorities) met in Ottawa last February and decided to form a national employment equity network.



Judy Rebick

At a meeting hosted by the National Action Committee on the Status of Women, the organizations decided the network would focus on three areas: developing alternative legislative strategies, lobbying for changes to the federal employment equity program, and monitoring the current program. Groups eligible for membership in the network are any national organizations representing one of the four target groups, any Quebec organizations representing one of the four target groups, the Canadian Labour Council, and the Quebec union centrals.

In recognition of the absence of a national race relations group, the Urban Alliance on Race Relations was invited to be part of the network. Disabled People for Employment Equity were also invited because of the pioneering work they have done in monitoring the federal legislation through complaints.

The idea for a national network originally arose from a consultation with national women's groups sponsored by Status of Women Canada in October of 1988. The first day of meetings was restricted to women's groups only and during that day, lengthy discussion on the Federal Contractors Program were held with EIC officials.

The Federal Contractors Program covers more employers than the Employment Equity Act but has received little attention from advocacy groups. It requires employers with a federal contract of \$200,000 or more and having 100 employees or more to implement an employment equity plan. These employers are not required to submit the plan nor any data on their progress. They are required only to permit officers onto their premises to review their plans. The Program includes no clear guidelines for targets or timetables and the only criterion for issuing a penalty under non-compliance is a complete unwillingness on the part of the employer to develop any sort of plan at all.

## Réseau national d'équité en matière d'emploi

PAR JUDY REBICK

Récemment, au cours d'une rencontre organisée par le Comité national d'action sur le statut de la femme, des représentantes des quatre groupes-cibles (femmes, autochtones, handicapées et minorités visibles) décidèrent de former un réseau national d'équité en matière d'emploi. On a relevé dans le Programme de contrats fédéraux plusieurs questions dignes d'une attention particulière.

Il faut entre autres qu'un questionnaire soit mis à la disposition des employeurs pour que ceux-ci puissent repérer les membres des groupes-cibles dans leur main-d'oeuvre, mettre à jour les données sur les personnes disponibles à travailler car celles existant à l'heure actuelle se contentent de refléter le taux présent de discrimination, organiser des stages de formation dans le cadre de l'équité en matière d'emploi et, dans certains cas, pour les personnes handicapées par exemple, mettre en oeuvre des mesures spéciales. Pour obtenir de plus amples renseignements sur ce réseau, contacter Judy Rebick, c/o 271, route Spadina, Toronto, Ontario M5R 2V3. Tél: (416) 964-9595.

### ISSUES

The group identified a series of issues arising out of the experience thus far with the employment equity program. These are the following:

Self-Identification: There are no guidelines for developing a self-identification questionnaire; that is, a questionnaire administered to employees by which they identify themselves as belonging to one of the four target groups. The lack of such a measure means the validity of statistics pertaining to target groups other than women is questionable. The women's organizations felt that EIC should develop such a questionnaire for the use of all employers and that it should make use of questions similar to those on the census so that data can be compared.

Availability: EIC is sending out "availability data", information gathered from the census which indicates the availability of persons for certain employment. Unfortunately, the data reflects occupations in which people already find themselves and since it is used by employers to set goals, the average level of discrimination that currently exists in society will only be repeated. Employment equity, then, would mean bringing your company up to the average level of discrimination rather breaking through it.

Training: The groups felt it is important to talk about qualifiable rather than qualified people in terms of hiring and promotion. Systemic discrimination impacts upon education and training as well as employment, and therefore the employer must bear a certain responsibility for training as part of the employment equity program.

Special Measures: The group agreed that without special measures employment equity

was impossible. Employment equity does, in many cases, mean preferential treatment and special measures such as reasonable accommodation and English or French second language training are essential components.

The groups who participated in this meeting included:

Assembly of First Nations  
Canadian Ethnocultural Council  
Canadian Congress for Learning Opportunities for Women  
Coalition of Visible Minority Women/Coalition of Provincial Organizations of the Handicapped  
Disabled People for Employment Equity  
Disabled Women's Network  
Fédération des femmes du Québec  
National Organization of Immigrant and Visible Minority Women  
National Action Committee on the Status of Women  
Native Women's Association of Canada  
Urban Alliance on Race Relations  
Women in Trades and Technology

*Judy Rebick has been the chairperson of the NAC Equality in the Workplace committee and a member of the executive of the Alliance for Employment Equity. She also helped to found the newly formed National Network for Employment.*

# pay Equity in Quebec

BY LESLEY LEE

Although the Quebec Charter of Human Rights has provided for equal pay for work of equal value since 1976 (long before its inclusion in the federal charter or in other provincial charters), very little progress has been made in correcting the wage disparities resulting from the underevaluation of women's work. No provincial law concerning pay equity has been adopted nor can one be predicted for the near future. Indeed, the Bourassa government maintains that no wage discrimination exists in the Quebec public sector.

*The Bourassa government maintains that no wage discrimination exists in the Quebec public sector.*

That position has been seriously challenged by the CSN, the Confédération des Syndicats Nationaux (Confederation of National Trade Unions), whose 120,000 public sector employees have been involved in pay equity negotiations since August 1988. After two attempts (1983 and 1986) to negotiate pay equity for a limited number of job classifications whose pay scales were in flagrant contradiction to the Charter of Human Rights, the CSN won an important agreement.

The government initially offered (in 1986) to work with unions on joint committees mandated to "study salary scales" in general and to submit their conclusions to the negotiating parties. The CSN viewed these proposed committees as another government tactic to stall pay equity discussion for a few more years and refused to collaborate. They won instead the right to begin negotiations solely on the issue of pay equity six months prior to the expiration in 1989 of the public sector collective agreement.

A second factor which led to the CSN's decline of the government's committees was the government's refusal to acknowledge the specific problems of women in the committee mandates. The proposed committees were to review pay scales in general, whereas the CSN was interested specifically in those pay scales for female job titles (those with 70% or more women). Convinced already of pay discrimination, they were not interested in dispersing their energies and were impatient for some immediate corrections to women's salaries.

As soon as the 1986 collective agreement was signed the CSN poured energies and resources into a vast study of female job titles using questionnaires, interviews and on-the-job observations in preparation for the pay equity negotiations. Eighty-two jobs titles out of a total of some 330 in the public sector were studied in depth. Preliminary results were submitted to union members, discussed, corrected and eventually adopted at the local and federal levels.

## L'équité en matière d'emploi au Québec

PAR LESLEY LEE

Depuis 1976, la Charte Québécoise des droits et libertés stipule qu'à travail de valeur égale le salaire doit être égal. Mais les dispositions de la Charte ont été peu appliquées dans la main-d'oeuvre québécoise. Pourtant, le gouvernement de M. Bourassa maintient qu'il n'existe aucune discrimination salariale dans le secteur public.

Récemment, la Confédération des syndicats nationaux (CSN) a obtenu le droit d'entamer des négociations seulement sur l'équité en matière d'emploi six mois avant que la convention collective du secteur public n'arrive à échéance. Une étude de grande envergure a été effectuée en préparation à ces négociations et 82 titres d'emploi sur quelque 330 ont été analysés en profondeur, des modifications ayant été proposées pour 80 d'entre eux.

Ainsi, en comparant le personnel de bureau (90% de femmes) au personnel du secteur des services et aux travailleurs spécialisés (surtout des hommes), l'équipe de recherches s'est rendu compte que les femmes gagnent un salaire horaire brut de 9,73\$ de l'heure, alors que celui des hommes est de 10,72\$, soit une différence d'environ 2000\$ par an. Au niveau professionnel, les thérapeutes et les physiothérapeutes n'atteignaient que 87% du salaire maximal des analystes en informatique et des conseillers pédagogiques.

Si le gouvernement a accepté de discuter de l'équité en matière d'emploi, il ne l'a pas mise en oeuvre. Le ministre des Finances, au cours d'une entrevue télévisée, a dit de l'étude de la CSN sur l'équité en matière d'emploi qu'elle était sans fondement scientifique et a accusé la Commission de «politiser l'équité en matière d'emploi.» L'équité en matière d'emploi est réellement une affaire politique, voire une question morale, sur laquelle le gouvernement Bourassa doit se pencher dès maintenant ou aux élections de l'automne prochain.



Pay equity demonstration in Montreal, May 27, 1989

From the beginning the union central had one aim: that of correcting salary discrimination towards women. This objective directed the analysis and approach to the project at every stage. In order to establish a common analysis grid for men's and women's jobs, the four factors generally recognized in other equity legislation were retained. These are:



qualifications (education, previous experience, hiring prerequisites); aptitudes and requirements (qualities, abilities, specific cognitive, psychological, motor and sensory demands); responsibilities (impact and level of autonomy); and working conditions (physical or psychological constraints or consequences). Using these four categories the team identified equivalent male jobs and proposed pay scales for women's job titles which would bring them up to the male level. Adjustments were proposed for 80 female job titles out of the 82 studied.

For example, the research team compared clerical staff (90% women) earning a base salary of \$9.73/hour with service and craft workers (predominantly men) who had a starting salary of \$10.72/hour. Over 24,000 women in female job categories earn less than \$10.72/hour. Secretaries, family aides (auxiliaires familiales), assistant technicians and beneficiary attendants (préposées aux bénéficiaires) must work five years before they earn more than the basic male service worker salary.

The basic salary for trades personnel is \$12.94/hour. Administrative secretaries never reach this wage since their maximum level is \$12.90. Nursing assistants wait ten years to reach the level of the starting salary of painters, and directors of child care services, with a top wage of \$11.98, never get there. At the professional level, occupational therapists and physiotherapists attain only 87% of the maximum of their male colleagues who are computer analysts and guidance counsellors. The research team concluded that, in effect, there are two salary structures in Quebec's public sector: a female structure with a base salary of \$9.73/ hour and a male structure with a base salary of \$10.72/hour. In other words, a starting difference of \$1.00/hour or about \$2,000/ year. These conclusions were submitted to the government negotiators in August 1988.

## NEGOTIATING PAY EQUITY

*Nursing assistants wait ten years to reach the starting salary of painters, and directors of childcare services never get there*

The government position has been consistent and simple. From its original refusal to recognize salary discrimination in female job categories, it has hinted that perhaps all public sector job classifications might be in need of review. But the thrust of this review would be to weed out those job categories which are overpaid. "Restructuring from within" is the phrase the Minister of Social Affairs likes to use to describe her plans for solving the horrendous problems in her sector without injecting any money in the form of personnel, equipment, or salary corrections. At this stage in the negotiations, the government is still holding to its 4% across the board offer with no money foreseen for pay equity. Daniel Johnson, the Minister of Finance, in a recent televised interview, labeled the CSN's pay equity study as "unscientific" and condemned the tactic of "politicizing pay equity."

Indeed, pay equity has become a political issue for Quebec women. The government's own Conseil du Statut de la Femme has produced an excellent 30 minute video called "Le salaire a-t-il un sexe?" promoting pay equity with examples of injustice drawn from the

public sector. The YWCA held a well-attended and enthusiastic weekend seminar on pay equity at the beginning of March with speakers from Vancouver, Winnipeg, Toronto and Minnesota. At that "colloque," a Quebec pay equity coalition was formed. In fact, pay equity was a major theme in many International Women's Day activities this year. The March issue of the Gazette des Femmes was devoted to it.

If the government hoped the fuss might all die down after the 8th of March it must be disappointed. The coalition is gathering steam; the CSN public sector members are convinced it is a question of social justice and private sector members are beginning to see its implications for them as well. Much public support has been shown for the plight of Quebec nurses, the most dramatic and visible victims of pay discrimination; even the Conseil du Patronat has advised the government to increase its 4% offer in their case.

A massive demonstration on pay equity, held on May 27 and organized by the CSN, involved not only members from across the province but also representatives from women's and popular groups as well as media personalities. The message of this event was that the government can no longer afford to ignore pay equity demands. Nor can it continue postponing the issue by more studies. The Finance Minister is correct in his accusation that the CSN has "politicized" pay equity. It has become a political and, one might even say, a moral issue. The Bourassa government is going to have to deal with it as such, either now or during its fall election campaign.

*Lesley Lee has been working in the women's movement and specifically with pay equity for a number of years. She began work with the National Women's Committee of CSN in 1978 and served as president from 1980-84. In 1989-90 she served as the vice-president of NAC.*

## REVIEWS

# The Equality Game

REVIEW BY JOAN CONWAY

by Nicole Morgan, Canadian  
Advisory Council on the Status  
of Women, 1988. 70 Pages, free.

The Equality Game by Nicole Morgan is a brief review of the history of women in the Canadian federal public service, prepared for the Canadian Advisory Council on the Status of Women. It represents for Morgan the third stage of a research project on labour trends and their potential impact on women and men within the federal bureaucracy. In a previous book, *Nowhere to Go*, Morgan accurately predicted that job plateauing would become a major problem within the public service. The current study combines extensive statistical evidence of the changing presence of women with the public service from 1908 to the 1980s with descriptive material drawn from open-ended interviews conducted with a small number of employees (31 women, 21 men).

Morgan notes the striking "emotional intensity" of these interviews, admitting in her introduction that it was part of her purpose to record that intensity: It is my intention to go beyond a structural description of the public service as a workplace for women and try to gain a better understanding of the reality portrayed by these interviews. I am convinced that organizations in both the public and private sector are governed not simply by systems but by human nature. The chronic under representation of women in the upper echelons is due less to systematic considerations like inadequate education and motivation, than to blind instinctive opposition from men and some women. (p.iii)

This intention is problematic more for what it masks about gender and change within the workplace than what it says about women and men within the public service.

The statistical information provides excellent snapshots of the gender and status patterns over the period under consideration. In particular, the documentation on the first legislated affirmative action program for veterans, following World Wars I and II, is useful in recognizing the origins of a paramilitary subculture within the public service and the increasing dependency of the federal bureaucracy on women, albeit as stenotypists. As well, Morgan demonstrates the deceptiveness of measuring "progress" in the public service by comparing the proportion of female representation to that of men occupying the same senior levels. Such a comparison assumes that equality exists when there are equal numbers of women and men.

Jouer à l'égalité  
par Nicole Morgan  
Conseil consultatif  
canadien sur la situation de la femme,  
1988. 70 pages, gratuit.  
CRITIQUE PAR JOAN CONWAY

Ce livre, préparé pour le Conseil consultatif canadien sur la situation de la femme, est une brève histoire des femmes fonctionnaires au gouvernement fédéral de 1908 à 1980. Il contient d'excellentes statistiques sur les tendances (rang et répartition des hommes et des femmes) l'intérieur de la fonction publique. Morgan met en évidence deux tendances récentes. Premièrement, le nombre des femmes occupant des postes de direction a certes augmenté, mais celui des hommes s'est accru à part égale. Deuxièmement, le pourcentage des hommes occupant des postes subalternes a baissé, les femmes remplissant aujourd'hui les emplois qu'ils ont laissés vacants. Faute de volonté et d'action de la part des milieux politiques, on peut s'attendre à ce que ces tendances se poursuivent.

Mme Morgan, malheureusement, se sert trop souvent du mot «femmes», mot qui dans son vocable ne comprend pas les minorités visibles, les autochtones et les handicapées. Elle impute aussi beaucoup trop la discrimination systémique et institutionnelle qui existe à la «nature humaine» et à l'«opposition instinctive», alors qu'il s'agit ni plus ni moins de violence, celle-ci étant aussi dangereuse que la violence au foyer.

Ce livre tire sa force de son analyse statistique de l'histoire, mais on y note des lacunes importantes qu'il faudrait combler. *Jouer à l'égalité* est disponible auprès du CCCSF, C.P. 1531, Succursale B, Ottawa, Ontario, K1P 5R5. Veuillez préciser le numéro de commande suivant : 88-S-147.

In comparing data from 1976 to 1985 on the percentage of women and men by level within the hierarchy, Morgan reveals two disturbing trends. The first is that the increase in the percentage of women has been matched by an equal increase in the percentage of men within the executive, senior and middle management ranks. Secondly, over the same time the percentage of men within the non-managerial pool has dropped to be replaced by women. Morgan asks, " Are we heading towards a public service in which the non-management levels will 'belong' to women while the management levels will be divided between men and women, with men always managing to stay one step ahead?" (page 55).

Without strong political will and action, the answer is probably yes, given the results of studies by Cynthia Cockburn in Great Britain on gender and changing technology (1). "Human nature" and "blind instinctive opposition" are not adequate explanations of the long-standing historical processes which have sustained the sexual division of labour in all aspects of society and work. As Cockburn notes: "Men have repeatedly proved able to make sideways and upwards moves, re-establishing both horizontal and vertical occupational segregation" (2). ,

The techniques described by Morgan as used in the 1970s - stonewalling, manipulation of staffing processes, neutralization and intimidation-begin to outline how delaying the progress of women provided scope for regrouping within the male career pyramid. However, the actual practices at work within "creep up" - the term used by Morgan to describe the increasing concentration of men at middle and senior management levels - are not made clear.

The "human nature" argument also makes me uncomfortable when it appears to legitimize the sentiments of some men quoted by Morgan. The statements of being "fed up with women" and "making her pay for the others" are not simply the frustrations of demoralized men. They are part of accepted institutionalized behaviour which needs to be named as violence every bit as dangerous as violence in the home.

It is also difficult to accept an analysis in which "women" seems to explicitly mean white women only. Morgan calls for changes in the designated group status in which women are a "minority" with other groups: disabled persons, aboriginal people and visible minorities. However "women" can no longer stand in for all women as we learn more about racism within organizations and the double disadvantage suffered by many.

The strength of this book lies in its historical statistical documentation. There are few organizations within Canada that have the quantity of data, as the public service has, which enables us to build our understandings of past and present challenges. Further work needs to be undertaken to more fully draw out the voices and frameworks of analyses.

*The Equality Game is available in both French and English free of charge from CACSW P.O. Box 1541, Station B, Ottawa, Ontario, K1P 5R5. Quote report No. 88-S-147. Joan Conway is currently a Ph.D. candidate at the Ontario Institute for Studies in Education. Her thesis is on employment equity.*

1. Cockburn, Cynthia. *Machinery of Dominance: Women, Men and Technical Know-How*. London: Pluto Press Ltd., 1985.
2. *Ibid*, p.243.

## REVIEWS

# Just Give Us the Money: A Discussion of Discrimination and Pay Equity

REVIEW BY SUE FINDLAY

by Debra Lewis  
Women's Research Centre,  
Vancouver, 1988. 136 pages  
\$9.00 + \$1.50 postage for first copy;  
\$.75 each additional copy

The development of proposals for change and the strategies to promote them should not be static. Women's issues such as wage discrimination are so pervasive and well-entrenched that they require consistent review of our experience and changes to our strategy based on what we have learned.

**I** bet there are few feminists who would disagree with the sentiment expressed by the title of this book. We have fought long and hard at the federal and provincial levels of government since the early 1970s for legislation to ensure equal pay for work of equal value. In the 1980s we witnessed and participated in the development of a very specific kind of response to our demands by these governments, namely, pay equity legislation. This legislation is pro-active and is based on comparing the value of female and male jobs within an employer's establishment, a comparison that requires some form of job evaluation.

As we enter the 1990s, we find the impact of this legislation is more limited than we had imagined or intended. Pay equity legislation may be defined as the solution to wage discrimination by governments and the public today, but are we getting the kind of results we want?

*Just Give Us the Money* is well-timed call for debate about pay equity in the feminist community, about the current legislation, and strategies that might produce more effective policies in the future. Using interviews with 23 women working in unions, governments and feminist advocacy groups in Ontario, Manitoba, Quebec, Ottawa and Minnesota, Debra Lewis illustrates that in spite of a consensus to get more money to more women, there is no consensus on the best way to do it. Pay equity legislation is generating more questions than answers.

A small book in size, *Just Give Us the Money* ranges wide and deep in its orientation. Lewis begins with a brief overview of the origin and maintenance of wage discrimination through the convergence of capitalist and patriarchal interests up to the introduction of equal pay legislation in the 1950s. From there she moves on to our experience in the 1970s and 1980s to show how these interests shape and limit the impact of pay equity

legislation.

In spite of political commitment to end wage discrimination and feminist involvement in the development and implementation of policies to meet these commitments, there has been little substantial change in women's wages. We may be successful in forcing politicians to respond to the needs we have documented, but how they respond is also an issue. Lewis argues we need to move beyond documentation of the problem and "develop an analysis of the issue and a framework through which we can organize for change" ([page 28](#)).

The first challenge is to be clear about what we want and how to get it. General definitions ("motherhood" statements) leave the field open to reinterpretation by those who may not share our goals. Lewis suggests that a specific statement of intent might be more relevant than the actual words used to describe the issues. She argues that because pay equity was loosely defined by feminists to cover a wide range of initiatives, it has been easily captured by governments which tend "to translate it into a very specific legislative solution, and say that the solution will address the broader problem that feminists have raised" ([page 36](#)).

Addressing our strategies, Lewis looks at the human rights model developed by the federal and Quebec governments in the 1970s, and the pro-active pay equity model (that relies on job evaluation) developed in Minnesota, Manitoba and Ontario in the 1980s. The human rights approach relies on individual complaints and has a dismal record (as of 1987, only 3.3% of women in the federal jurisdiction have benefited from the legislation enshrined in the Canadian Human Rights Act in 1978) but the pay equity models may be only marginally better. In all cases, the legislation has been applied to very narrow population groups-mostly in the public service.

Lewis's display of the legislative implementation process in the chapters entitled "The Pay Equity Programs" and "Job Evaluation" gives us firsthand understanding of state institutionalization of feminist demands. These sections are critical reading for feminists attempting to use state policy to promote women's equality. While the legislation undoubtedly has given some women more money, close questioning of the respondents exposes how our demands have been compromised in the process.

The legislation aimed at women in the public service in Minnesota and Manitoba was judged to be a success, but resistance to its application was encountered in other jurisdictions (eg. local municipalities in Minnesota, the public health sector in Manitoba). In Ontario the results of the legislation are still to be seen; pay equity plans for the public sector and private sector establishments over 500 are not due until January 1990. But of the 1.7 million women who are theoretically covered by The Pay Equity Act, it is expected that only 867,000 will be able to find male comparator groups as required by the legislation (1).

Lewis's major concern, however, with the current pay equity legislation is that the valuing of work rests on the use of job evaluation plans to measure skill, effort, responsibility, and

working conditions. "Job evaluation plans claim to be an objective method for determining the value of work. But... presenting a methodology as objective often serves to hide just whose interests are being promoted" (page 86).

Respondents' assessment seem to confirm her suspicions. "Virtually all our respondents agreed that there are serious problems with job evaluation," she writes, including the possibility that it leads to the 'entrenchment of inequality' (page 88). And in spite of attempts to make the historically management - biased and - controlled job evaluation systems consistent with pay equity, experience in Oregon demonstrated the unwillingness of employers and consultants to make any changes that threaten existing wage hierarchies, which of course are used to justify lower wages for women.

Clearly we cannot leave pay equity legislation unattended in the hands of the state. Leading us through an assessment of why and how government has taken up our demands for pay equity and what we can expect from feminist advocates within the bureaucracy, Lewis urges feminists to make the unions work for them in implementing pay equity legislation and to concentrate on developing our own criteria to monitor it. Neither can we assume the current pay equity legislation will end wage discrimination. Lewis urges us to consider alternatives that do not rely on job comparison, such as increases in the minimum wages, or strategies that are negotiated with employers rather than legislated, such as changes in the wage structure.

*Just Give Us the Money* comes down hard on current pay equity legislation in Canada and the United States. It is a critique that may not be popular on first reading among those of us who have for years been directly involved in the struggle for and implementation of this legislation. But if we can measure the "value" of our own experience with this issue in terms of what we have learned as well as what we have or have not accomplished, maybe we can act on Lewis's final plea to "expand the forums for debate of our strategies to build on our experience and to move our interests forward".

*Sue Findlay is a feminist activist living in Toronto. She is currently working on contract as a policy consultant with the Ontario Pay Equity Commission.*

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1. See *The Report to the Minister of Labour from the Ontario Pay Equity Commission on Sectors of the economy which are Predominantly Female, as Required by the Pay Equity Act, Section 33 (2) (e)*. January, 1989, pp.1-6



## THE NETWORK

### ALBERTA

by **Cathy Bray**

CLOW Alberta participated in a consultation with the Alberta Government (Department of Advanced Education) on literacy and submitted a brief on women and literacy. We also participated in a province-wide consultation on literacy between the provincial government, the federal Secretary of State and the voluntary sector. **Kay Anderson**, of Erskine, Alberta, represented CLOW. A survey of the membership has been completed by network organizer, Patricia Fernandes and a 10th anniversary brunch is being planned for mid November.

### BRITISH COLUMBIA

by **Shauna Butterwick**



*10th Anniversary T-Shirt  
design by Carol Weaver*

We have been working with the Women's Education and Training Coalition (WETC) and plan to work with a committee that has been established to communicate issues regarding women's learning opportunities to the Provincial Ministry of Advanced Education and Training. As part of several 10th anniversary celebration events we organized a public lecture, with support from Women's Studies at Simon Fraser University, where Heather Menzies spoke about social change and technology. In early June we had our third annual retreat where we refueled ourselves through beach walks, sunshine, tarot reading, massage, and singing.

We had a graphic artist create a wonderful symbol for our 10th anniversary T-shirts and sales have been hot! T-shirts can be ordered from Shauna Butterwick, at 2586 W. 12th Ave., Vancouver, B.C. V6K 2P3. Make cheques payable to CLOW-B.C. (\$20.00 or \$16.00 for low income, + \$2.00 postage).

### MANITOBA

by **Donna Marion**

In April 1989, CLOW Manitoba sponsored Susan Wismer for a one-day workshop based on the WET study. Attended by twenty people, the workshop was a success and will provide the impetus for further activities in our region. A detailed report of the workshop appears in the 10th Anniversary edition of WEdf, vol.7, no.2. We will continue to work with the Manitoba Association for Continuing Education in planning professional activities for adult educators.

## **NEW BRUNSWICK**

**by Wynne Farr**

We have been able to send a participant to each of the following conferences: NAC's AGM, held May 12-15; a weekend conference in Fredericton on "Work and Family Responsibilities" sponsored by The Women's Directorate; and a full day of information sharing in Fredericton on Employment Equity in New Brunswick.

We have received funding from Secretary of State, Canada, and completed much of the work for a project entitled, "Access to Education." The project includes establishing information on the barriers faced by women returning to school and presenting the findings in a readily accessible handbook form and in information and workshop sessions for women. Focus groups of women specifically interested in continuing their education participated in the first part of the study and their input provided information for the handbook.

The handbook/manual targets specific barriers for women continuing their education and focuses on assisting them to overcome such impediments. The workshop sessions will also provide information to women on how to overcome barriers in returning to school. The women interested in such a project will include those who are immigrant, rural, native, visible minority, disabled, and on social assistance. The researcher/writer for the CCLOW Project is Judith Grant of Fredericton, and she has been working with an Advisory Committee of the local CCLOW chapter in Fredericton.

## **NEWFOUNDLAND**

**by Sheila Curran**

We recently organized a public lecture in co-operation with Women in Science and Engineering. Dr. Shirley Holloway, Dean of Technology at George Brown College, spoke on the importance of encouraging young women to enroll in science and technology.

CCLOW-Nfld. and CCLOW-P.E.I. will be working together to bring Susan Wismer to the Maritimes in October. We hope to have her discuss the Women's Education and Training study and share with us her process of gathering information.

## **NOVA SCOTIA**

**by Peggy Mahon**

Our major focus since last November has been implementation of the conference, held June 23-24 in Halifax, and the publication of an anthology and her story of women's groups in Nova Scotia. We acknowledge the Secretary of State Funding for both projects. The anthology is underway and will likely be published sometime in the fall.

We are concerned about federal government cuts to women's programs because the ability to access Secretary of State funding for projects has enabled the continued growth of local CCLOW groups and the networking between them in Nova Scotia. Projects currently underway include development of a women's resource centre by Women Aware Port Hawksbury, and continued development and operation of Lea Place by E.S.L.O.W. (Eastern Shore Learning Opportunities for Women). G.L.O.W. (Guysborough Learning Opportunities for Women) has a grant to modify the Focusing Forward Kit (which outlines how to implement a workshop for women on education, employment and training) for high school students. Halifax-Dartmouth CCLOW has just published an evaluation of the Social Assistance Recipients Agreement.

## ONTARIO

by Sharon Goldberg

CCLOW Ontario was involved in setting up the 1989 Conference of the Ontario Committee on Non-Traditional Occupations for Women, held on Wednesday, May 3rd at Queen's Park, Toronto. **Riva Love**, representing CCLOW Ontario, served on the planning committee. Both Riva and **Jan Clarke**, Ontario Network Coordinator, attended the conference and set up a CCLOW display.

CCLOW Ontario will be applying for funds to assist in the development of the Ontario network. In addition, there are plans to organize seminars on the WET study.

## PRINCE EDWARD ISLAND

by Carol Connick

On June 12 in Charlottetown a Coalition for a Better Confederation was established to give Islanders a forum to direct their opinions and views about the budget and its ramifications for the Island economy. Their areas of concern are: closure of CFB Summerside, changes in UI Benefit Program, proposed changes in social programs, transfer payments, and cancellation of child care program. CCLOW has been invited to participate in the coalition but while we support the goals in general, it is not an area we want to be actively involved in at this time.

In October or November we plan, in conjunction with CCLOW- Nfld., to have Susan Wismer come to P.E.I. to do an employment related workshop using her Women in Employment and Training Study as a basis. The CRIAW Conference will be held in Charlottetown in November of 1990. CRIAW, like CCLOW on P.E.I., has a very small membership so they are depending on support from groups such as CCLOW, Women's Network, the Advisory Council and DAWN. Through our concerted effort, the conference should prove a great opportunity for networking and learning.

## QUÉBEC

par **Anne-Marie Pharand**

Le Secrétariat d'État nous a confirmé un montant d'argent pour assurer la réimpression du livret *Cesser d'être une victime et survivre: des choix nouveaux pour les femmes agressées sexuellement dans l'enfance*, qui est actuellement épuisé. Nous espérons pouvoir répondre à la demande dès septembre.

J'ai eu l'occasion de me rendre à l'assemblée générale annuelle de la Fédération des femmes du Québec à Ste.-Anne de Beaupré les 5 et 6 mai dernier. J'en ai profité pour participer à deux ateliers: "Qui sont nos futurologues féministes?" et "L'image des femmes dans les vidéos-clips." Ce groupe a mis beaucoup d'emphasis cette année sur le membership ce qui a eu pour effet d'amener de nouveaux membres à cette rencontre fort intéressante et dynamique.

Une rencontre avec les membres actuels du CCPEF, section Québec, est prévue début septembre afin de renforcer le contact avec nos membres, transmettre de l'information, préciser nos objectifs et élaborer notre plan d'action pour l'an prochain.

## SASKATCHEWAN

by **Judith Hindle**

CLOW-Sask. held a one-day workshop in conjunction with the Association of Canadian Community Colleges' annual conference in Regina, May 27, called "Celebrating Women's Ways of Learning". Fifty three women and one man participated in workshops on art, writing, music, dance and an exercise in creating boxes which express one's learning and life experience.

On June 12, we held a farewell dinner and gathering to say goodbye to four of our founding members: **Lenore Rodgers**, **Carol Powell-Ariano**, **Florence Flynn** and **Florence Bishop**. On June 24, CLOW member Donna Woloshyn participated in a panel discussion on "Building Bridges: Overcoming Sexism and Racism", in a Building Bridges conference sponsored by immigrant women of Saskatchewan.

CLOW-Sask. is involved in planning a "Women and Aging" Conference to be sponsored by University of Regina Extension Division and Saskatchewan Department Health. (The conference date is not yet set.) **Janice Stone** and **Barbara Kiemes Young** are representing CLOW.

## YUKON

by Janeane McGillivray

CLOW Yukon's recent activities have focused on dealing with the 15% cuts to the Women's Program, Secretary of State, announced in the federal budget. To begin our protest locally, we invited the Yukon representative from the Canadian Advisory Council on the Status of Women to our last meeting to hear our concerns. We have written to Yukon M.P. Audrey McLaughlin and are currently discussing further protest efforts with other women's groups. As a public education exercise, we reprinted "Preamble to a Consultation of Women's Groups", a WEDf article (Fall 1986), in the local daily newspaper. The authors provide an historical background of the fight for women's equality in Canada and make a convincing argument for the ongoing funding of this work by government.

All this comes on the heels of a recent 'visioning' exercise CLOW Yukon did regarding our organization. One of the shared visions involved having enough funds for all our members to take paid sabbatical leave from our jobs for a year and work as full-time, paid staff for the local group. We would implement various programs designed to further equality for women through expanded learning opportunities (as in the Mentoring Project for high school girls), but with the degree of time, energy and commitment that comes from having those activities as a primary rather than as a secondary focus.

We are just completing a membership drive and will have quadrupled the number of Yukon members by the time this is published. We telephoned women from a prospect list and asked them to join CLOW to protest the budget cuts and raise funds for the organization. All but one agreed to join; we sent out membership information packages and collected (in person) any forms not returned by mail. A more detailed outline of the drive and samples of the information package will be sent out to networks by the national office.

We are continuing to fundraise for the Julie Cruikshank Bursary with an excellent marketing plan developed by Liz McKee, a member with a background in media and public relations. We have also: nominated another member, Betty Irwin, for the Person's Award; sponsored three delegates to the annual Yukon Women's Conference; participated in "New Angle on Careers", a job fair put on by the Women's Directorate; and networked with other women's groups at the last meeting of the Yukon Advisory Council on Women's Issues. Finally, we've been accepted as workshop presenters for the northern CRIAW "Creating Connections" Conference in Yellowknife in November, to talk about our mentoring project for high school girls completed in 1987.

## CCLOW Board Meeting and 10th Annual General Meeting June 23-25 .



Women at the CCLOW conference in Halifax

CCLOW's last Board meeting and 10th Annual General Meeting were held in Halifax, Nova Scotia, in conjunction with a conference, "Celebrating our Herstory," sponsored by the Nova Scotia network. The conference was a great success. Women came from across the Maritimes to attend workshops on global feminism, women and aging, literacy, stress and Black women in Nova Scotia, among others. A celebrator gala included the best of Nova Scotian music, humour, theatre and good times.

Like many women's group across Canada, CCLOW has been affected by the \$2 million budget cut to the Women's Program of Secretary of State. Our operational funding has been decreased 15% from the amount it was last year. Some significant changes have been made to deal with the cut, specifically: that the Board of Directors will meet only twice in a year instead of three firms, that Women's Education des femmes will be published three times a year unless funding can be located for the fourth issue, and that only half the funds normally allotted to the networks will be available. These changes were discussed and agreed upon through consultation of the President's Advisory Committee, and approved by the Board. All indications are that a concerted fundraising effort is needed now more than ever.

CCLOW's 1988-89 president Susan Witter reported that CCLOW has been invited to participate in a consultation on EIC's Labour Force Strategy which proposes to shift a portion of UI funds to training. Representatives from 15 national groups including labour, business and four special interest groups will be involved in the consultation. Six different Task Groups were formed in July and CCLOW has been asked to recommend names for each of the groups. Invitational consultations will be held in six major Canadian cities later this year.

A summary of results so far obtained in the "How Women Learn" study was presented by Dorothy Mackeracher. The project received seed money to do exploratory research and a larger grant proposal has been submitted to carry the research beyond New Brunswick. Some interesting points reported by Dorothy were that women rarely receive formal training after they are hired and most felt they would need to move to another job in order to be remunerated for skills they had learned.

Gladys Watson (staff) reported that the "Literacy Materials for Women" project is well underway. Materials have been



Joan Brown-Hicks

assessed and a review process is being set up. Due to the immense amount of work, a supplemental grant has been requested.

The Mairi Macdonald Scholarship was announced during the weekend and Mairi herself was available to express her sincere thanks and best wishes for the women who will receive the scholarship. The award of \$500.00 will be given annually to a woman (over 19) returning to high school any where in Canada. Fundraising efforts for the scholarship are ongoing.

For most of the weekend the Board concentrated on strategic planning for CCLOW. Four projects were listed as most important for 1989-90: research on women and literacy; the Mairi Macdonald Scholarship; the Women's Learning Resource Centre, and participation in the 1990 meetings in Bangkok of the International Council for Adult Education. The Board committees were restructured to better handle CCLOW'S three years planning process and a Planning and Priorities Committee was struck to evaluate work on CCLOW'S priority issues. In the fall, the Board will work on a three year plan, setting directions, prioritizing projects, and determining fundraising strategies.

CCLOW's Annual General Meeting went smoothly. Joan McFarland assumed duties as President for 1990-91 and Susan Witter became Past-President. Details of this meeting will be included in CCLOW's Annual Report, to be mailed out in the Fall.

Finally, Joan Brown-Hicks, a resident of Nova Scotia and former Board member and president of CCLOW, was presented with a silver CCLOW pin in recognition of her services to the organization. - C.S.

## RESOURCES

### ORGANIZATIONS & PROGRAMS



#### **MATCH International**

1102,200 Elgin  
Ottawa, Ontario K2P 1L5  
(613) 238-1312

As part of a new program, "Linking Women's Struggles to End Violence Against Women," MATCH will be coordinating from Oct.10-Nov.4 a series of popular theatre workshops on violence against women from a global perspective in conjunction with community groups in the Northwest Territories, southern Manitoba and eastern Ontario. For more information, contact one of the following women: Tracy Heffernan at MATCH in Ottawa; Wendy Milne, Avoca House, Box 338, Eganville, Ontario K0J 1T0 (613) 628-2154; Randi Ahoff, 801 Fleet Street, Winnipeg, Manitoba R3M 1K2 (204) 284-4582; Gabrielle Scott, Box 653, Fort Simpson, N. W. T., X0E 0N0 (403) 695-2616.



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#### **BRIDGES Program**

Management Services Department  
City Hall  
City of Toronto, Ontario  
M5H 2N2

BRIDGES is an in-house training program based on a model developed by the City of Toronto. It helps women learn, experience and qualify for non-traditional jobs in their work places, and helps employers achieve a more integrated workforce. A manual has been prepared (124 pages, \$12.00) and additional materials such as consulting services and a video tape presentation are available. Contact Eleanor Ross, Training & Development Consultant, Management Services, 2nd Floor, West Tower, City Hall, Toronto, Ontario M5H 2N2, (416) 392-7162.



## CALLS FOR SUBMISSION

### **Canadian Woman's Studies Women &**



CWS is planning a special issue for the summer of 1990 on women and housing. Proposed topics include: discrimination; causes of homelessness; policies and programs; native women; housing locations; planning, design, development, construction and women. Papers can be submitted in English or French, should be typed, double-spaced, 7-12 pages with any notes at the end. Send two copies with a brief biographical note and an abstract and any photographs or graphics material to CWS, 212 Founders College, York University, 4700 Keele Street, Downsview, Ontario, M3J 1P3, (416) 736-5356. Deadline December 10, 1989

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### **Canadian Council for Multicultural & Intercultural Education 4th National Conference**

The CCMIE is requesting papers for its 4th national conference to be held in Ottawa, November 24-26, 1990. The theme will be "Multicultural, Intercultural and Race Relations Education: Taking Ownership." One-page abstracts, summarizing title, content, nature of the presentation (speech, seminar, workshop or poster session) and time required, should be submitted by November 30, 1989 to Andrew Krawczyk, Program Chair, Race Relations Consultant, Vancouver School Board, 1595 West 10th, Vancouver, B.C. V6T 1Z8.

## GRANTS & SCHOLARSHIPS

### **Dr. Mairi St. John Macdonald Bursary Mount Saint Vincent University**

In recognition of Dr. St John Macdonald's dedication to mature students, Mount Saint Vincent University has created a bursary to be awarded annually to a female student over 30 years of age with established financial need and who has completed at least one full unit of academic credit at the Mount.

## FILM/VIDEO



### **For Richer, For Poorer**

National Film Board of Canada  
1 Lombard Street  
Toronto, Ontario M5C 1J6

The second film in the NFB's "Feminization of Poverty Series," For Richer, For Poorer looks at the economic, social and legal problems women face in the breakup of their marriage. Available from local NFB offices or public libraries.

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### **The Family Violence Film & Video Collection**

National Film Board of Canada  
(as above)

This catalogue of films on child abuse, wife abuse and elder abuse is distributed by the NFB on behalf of the Family Violence Prevention Division of Health and Welfare Canada.

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### **Here Today... Where Tomorrow?**

Georgian College  
One Georgian Drive  
Barrie, Ontario L4M 3X9  
(705) 728-1951  
\$10.00

This is a video of an alternative Careers Workshop for Girls developed by the School of Career Development, Georgian College of Applied Arts & Technology. Also included in the video are profiles of several women working in non-traditional jobs. A report is also

available.

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**I am one of them:  
Mothers speak out about  
incest  
YWCA of Metro Toronto Publications  
& Tapes  
80 Woodlawn Avenue East  
Toronto, Ontario M4T 1C1  
(416) 961-8100**

This documentary, for rent or purchase, is one of the first ever to deal with incest from the mother's perspective. Four mothers talk about their attempts to protect their children and to bring the offenders to justice.

## **BOOKS & PUBLICATION**

**Employment Equity:  
How We Can Use It to  
Fight Workplace  
Racism**  
Cross Cultural Communication  
Centre  
965 Bloor Street West  
Toronto, Ontario M6H 1L7  
(416) 760-7855  
\$5.00 each + 15% postage

This report, written for the Cross Cultural Communication Centre by Jane Allan, addresses the issues of Employment Equity and racism.

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**The Native Learner and  
Distance Education: An  
Annotated Bibliography**

Native Programs Department  
Confederation College  
Box 398 Thunder Bay, Ontario  
P7C 4W1

This bibliography was prepared as part of a project entitled "Native Priorities for Distance Education." It is intended as an information resource for those working in program development.

**Classroom Activities in  
Sex Equity for Developmental  
Guidance**

Wisconsin Department of Public  
Instruction  
Publication Sales  
Post Office Box 7841  
Madison, WI 53707-7841  
U.S.A. \$30.00 (U.S.)

This book outlines exercises for school-age children (elementary to high school) that demonstrate how sexual stereotypes function as barriers to both sexes and how these barriers can be overcome.

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**The Selective Protection  
of Canadian Working  
Women**

Women's Bureau  
Labour Canada  
Publications Distribution Centre  
Ottawa, Ontario K1A 0J2  
(613) 994-0543

This report is based on two studies completed in 1986 by Nancy Miller Chenier: "Special Protective Measures for Women in the Field of Working Conditions," requested by the International Labour Organization; and a project commissioned by the Women's Bureau on protective legislation for women in mining, atomic radiation and night work. The work has been updated.

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**Some Advice for Overcoming  
Barriers to Women's  
Achievement in Non-Traditional  
Occupations**

by Barbara Carroll & Frances

Cherry

CRIAW

151 Slater Street, Suite 408

Ottawa, Ontario K1P 5H3

\$3.00/member, \$4.00/non-member

This paper is No.13 in the CRIAW Feminist Perspective series.

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**Directory of Women's  
Groups Dealing with  
Employment Equity and  
Pensions  
for Homemakers**

Union Culturelle des Franco-Ontariennes

50 Vaughan Street

Ottawa, Ontario K1M 1X1

(613) 741-1334

In both French and English, this national directory is a work tool and a reference guide for issues of employment equity and pensions for homemakers.

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## **Women and Non- Traditional Jobs Project: Final Report**

Toronto Board of Education  
Equal Opportunity Office  
155 College Street  
Toronto, Ontario  
M5T 1P6  
Free

This report covers the results of the 'Non-Traditional Work Interest Survey' conducted by the Board in 1988.

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### **Surviving and Thriving: Women in Trades & Technology & Employment Equity**

Kootney Women in Trades  
& Technology Assoc.  
R.R.#1  
Winlaw, B.C. V0G 2J0  
(604) 226-7624 \$15.00

This book presents edited transcripts of workshops held at the national Conference on Women in Trades and Technology in October 1988. The material provides insights into the experiences of women working in trades and technology, and can be used in program development for implementing Employment Equity initiatives.

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### **The Chaos of Subjectivity in the Ordered Halls of Academe**

by Kathleen Rockhill  
Centre for Women's Studies in  
Education  
252 Bloor Street West  
Toronto, Ontario M5S 1V6  
\$4.00 + \$1.00 (postage) prepaid

With minor revisions, this is the text of a talk given in the "Popular Feminism Lecture Series" at OISE in 1986. Rockhill speaks of her struggle to speak, within academe, from her experience of sexual abuse and the paralyzing constraints that exist in the university.

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### Breast Cancer Series

YM- YWCA of Winnipeg

100,290 Vaughan Street Winnipeg, Manitoba R3B 2N8

(204) 943-0381

\$5.00 /book or \$20.00/ set of 5 books

This series on breast cancer deals with such topics as risk factors, the right physician, reconstruction, and sexual relationships in easy to understand language. Titles in the series are: "Understanding Breast Cancer," "Diagnosis and Treatment," " After Breast Cancer," "A Time for Sharing, " and "Glossary and Resources."



### **Feminist Organizing for Change: The Contemporary Women's Movement in Canada**

by Nancy Adamson, Linda Briskin & Margaret McPhail Oxford University Press  
Trade Publicity Department 70 Wynford Drive Don Mills, Ontario M3C 1J9 (416)  
441-2941 \$19.95 (paper) + \$2.00 shipping

This book documents and analyzes the struggle of the contemporary Canadian women's movement to make change. It concludes with an extensive bibliography and a selection of previously unpublished documents from the Canadian women's movement.

### **Whence They Came: Deportation from Canada, 1900-1935**

by Barbara Roberts The University of Ottawa Press 603 Cumberland Ottawa,  
Ontario K1N 6N5 \$24.95 (paper) + 5% shipping, 10% outside Canada

This volume is a significant contribution to the history of labour and immigration in Canada. In it, the author examines deportation decisions, finding them often arbitrary and frequently illegal.

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## **Women and Peace: A Resource Book**

Voice of Women  
P.O. Box 3231, South  
Halifax, N.S. B3J 3H5  
\$6.00

The book includes photos of work from an exhibition entitled "Women and Peace: Visual Art of Resistance by Women from Across Canada," as well as essays, poems and a directory of peace and activism groups.

## **ORGANISATION/SERVICES**

### **VIA (Viol inceste anonymes)**

Comptoir postal de la Pointe  
12 675 est, rue Sherbrooke  
C.P. 24001, Pointe-aux-Trembles  
Montréal, Québec H1A 4ZE

Un groupe d'entraide bilingue qui s'adresse aux personnes qui survivent au viol et à l'inceste.

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### **Forma-Distance**

Ministère des Collèges et  
Universités de l'Ontario  
(416) 965-2257

Ce programme a pour but d'encourager les établissements postsecondaires à offrir des cours et des programmes à distance en français. Il est administré par l'Université d'Ottawa et financé en collaboration avec le Secrétariat d'État.

## **SOUSSION DE TEXTES**

### **Les cahiers de la femme**

#### **Les femmes et le logement**

Les CF font un appel d'offre pour recevoir des contributions à son numéro spécial sur Les femmes et le logement, devant être publié pendant l'été 1990. Les domaines considérés peuvent être: les droits du logement, la discrimination, pourquoi il y a des sans-abri, les communautés d'habitation de femmes, le logement comme outil de développement communautaire, le rôle des femmes dans la planification, la conception, le développement et la construction, etc.

Les articles devront être tapés à un interligne double, et compter de 7 à 12 pages (1500 à 2500 mots). Veuillez envoyer deux exemplaires de votre manuscrit, ainsi qu'une courte



note biographique et un résumé. Veuillez nous écrire pour nous faire savoir si vous avez l'intention de nous proposer un article: CF, 212 Founders College, York University, 4700 Keele Street, Downsview, Ontario, M3J 1P3, (416) 736-5356. Date limite pour les articles: 10 décembre 1989.

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### **Le Conseil canadien pour l'éducation Multiculturelle et interculturelle**

Le Conseil tiendra son quatrième congrès national à Ottawa, Ontario, en novembre 1990. Une invitation à soumettre des textes sur le thème "L'éducation multiculturelle, interculturelle et raciale: l'Appropriation" est lancée aux éducateurs, travailleurs communautaires, chercheurs et toute autre personne intéressée. Veuillez envoyer un résumé de la séance proposée avant le 30 novembre 1989. Ce résumé d'une longueur maximum d'une page doit comprendre le titre, le contenu et le genre de présentation (conférence, séminaire ou atelier) ainsi que la durée prévue de la séance. Envoyer les soumissions à Andrew J. Krawczyk, Program Chair, Race Relations Consultant, Vancouver School Board, 1595 West 10, B.C. V6T 1Z8.

## **FILM/VIDEO**

### **Sélection de films et vidéos sur la violence dans la famille**

Office national du film du Canada. C'est la deuxième édition d'un répertoire de films sur les mauvais traitements à l'égard des enfants (l'agression sexuelle incluse) et sur la violence à l'égard des femmes et des personnes âgées. Ce répertoire est distribué par l'ONF pour la Division de la prévention de la violence familiale, Santé et Bien-être Social Canada.



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### **Libre pour qui? Échange de quoi?**

La Fédération nationale des  
femmes canadiennes françaises  
325, rue Dalhousie, pièce 525  
Ottawa, Ontario K1N 7G2  
(613) 232-5791

Ce film traite du libre-échange et des interrogations des femmes face à cette entente.

## LIVRES ET PUBLICATIONS

### **Où en sommes-nous?**

Fédération nationale des femmes  
canadiennes-françaises  
325, rue Dalhousie, pièce 525  
Ottawa, Ontario K1N 7G2  
(613) 232-5791

Ce rapport présente un portrait préliminaire de la situation en matière de  
garderies et de maternités dans les milieux francophones hors Québec.

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### **Pour aller de l' avant**

Association des études canadiennes  
209 Ste-Catherine E.  
Salle 5130 Montréal,  
Québec H3C 3P8  
(514) 282-7784 10,00\$

Ce rapport traite des études canadiennes, des études sur les femmes et de l'éducation  
permanente.

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### **L'égalité pour l' égalité FNFCF**

(susmentionnée)

Est-ce qu'une égalité juridique et réelle existe entre un mari et sa femme lorsque celle-ci  
travaille en collaboration avec lui? Cette publication traite de la vie familiale, de la vie  
économique et des conditions de travail.

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## **Annuaire canadien des droits de la personne, 1988**

Les presses de l'Université  
d'Ottawa 603 Cumberland  
Ottawa, Ontario K1N 6N5  
45,00\$ relie; 25,00\$ broche +  
5% frais de poste

Ce cinquième annuaire comporte des articles d'experts, des commentaires, des comptes rendus de livres et une bibliographie sur la Charte des droits et libertés. Sujets traités: l'égalité, la liberté d'expression et la pornographie, l'entente du lac Meech, etc.

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## **Droits de la femme**

Centre de la Tribune internationale de la femme  
777 United Nations Plaza  
New York, N.Y.  
10017 Etats-Unis  
144 pages, 8,00\$ (E-U)

Ce livre contient les résumés de 48 conventions internationales relatives aux droits de la femme, regroupés d'après les thèmes: droits civils et politiques, éducation, esclavage et prostitution, obscénité, racisme, conditions de travail, etc.

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## **Les dimensions de l'égalité**

Condition féminine Canada  
151 rue Sparks, 10e étage  
Ottawa, Ontario K1A 1C3

Une revue des progrès accomplis par le gouvernement pour donner suite à ses engagements envers la réalisation de l'égalité des femmes dans les domaines suivants: égalité économique, justice sociale, participation et accès, et internationalisme constructif.

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**Répertoire des groupes  
de femmes traitant  
d'équité en matière  
d'emploi et des pensions  
pour les femmes au foyer**

L'Union culturelle des Franco-Ontariennes  
50, rue Vaughan  
Ottawa, Ontario K1M 1X1  
(613) 741-1334

Ce répertoire national se veut un outil de travail et un ouvrage de référence sur les thèmes d'équité en matière d'emploi et des pensions pour les femmes au foyer.

## COMMENTARY

# Equality of Autonomy: Innu People and Military Games

BY CHRISTINA STARR

Though the issues of educational, employment and pay equity are of urgent importance for many women in Canada, there are others fighting simply for the recognition of themselves as people and for their rights as human beings.



The Innu, who live in the Quebec/Labrador peninsula, have been struggling to preserve their land and their way of life from encroaching militarization. These people (not to be confused with the Inuit) have lived on their land, "Nitassinan," for at least 9,000 years. For nearly all this time they have followed a traditional lifestyle, living in tent settlements in the winter and traveling into the bush every spring and summer to hunt and fish.

During World War II, a military base was established in Goose Bay, Labrador. Since 1980 it has been developing into a low-level flight training centre for pilots from Germany, Britain, Canada and the Netherlands. Currently the number of flights that pass over Nitassinan in one flying season (April-October) is approximately 7,500, but the Canadian government is negotiating an expansion of the base which would increase the number of flights to 40 000 and add to them activities such as dog fighting, bombing practice and simulated nuclear strikes.

*"This land wasn't meant to be used as a war land. This is an Innu's hunting land. Not a war land."*

The Innu have never signed any treaties nor agreed to exchange their land for the protection of any government. Since about 1960, they have been forced onto the welfare rolls and into permanent settlements where there is no running water nor any sewage treatment. The Innu cannot live in health or hope, let alone continue their traditional way of life, in these conditions. They have begun a protest, led mostly by the women, of camping on the military base, particularly on the runways. They have been charged by the RCMP with trespassing and have spent time in jail. Following is the statement given in court by Elizabeth Penashue, an Innu woman arrested for trespassing, last April 6.

"We, the Innu, have never signed any document to give away our land. We have never been consulted about how our land was going to be used. The government has simply stolen our land from us. Where is the paper that says we have given away our land? There is no such paper.

"They have stolen Nitassinan from us. They (the government) are lying when they say it's theirs. And they have come to our land to destroy the land, our culture, and the life the Innu know best, living off the land. And today, I can't understand why we are brought

into this court. What crime did we commit? This is our land. There is no reason at all for us to be tried in court: no reason to be spending time in jail. This is our land. We have a deep respect for our land and it means a whole lot to us, and especially to our animals.

"They (the government) are the ones who should be brought into the court to be tried on the crimes they have done against the Innu. They are the ones who should be spending time in jail for the outright stealing they have done from our land. We, the Innu, have never given them permission to take away our land. They just grabbed at whatever resources our land had. They have polluted our land and weakened our animals, who once were healthy. And we, the Innu, still use our land to hunt. This land wasn't meant to be used as a war land. This is an Innu's hunting land. Not a war land.

"The land that belongs to us means a whole lot to me and my people, especially the animals we have depended on through our survival on our land. Our forefathers also had a deep respect for our land. They killed with great respect. And it is very hard for us just to look while the governments are treating our land the opposite of our ancestors. Of course the governments don't see the side effects of what they have caused upon our animals and land. They don't seem to be sorry. They are heartless. They don't have any feelings towards the Innu who are trying to protect their culture and land from further destruction. And they are hurting the future of our children. The children cry for their parents, while the authorities part them and jail them for doing no crime. The women especially who are jailed are broken-hearted to see their children crying for them not to go away.

*Now the dreams  
and living the  
peaceful life  
have been  
shattered. There  
used to be no  
disturbances.  
We were free."*

"We have always been a peaceful people living the life we know best. We weren't dictated to by foreign governments. We have always cared for our land and animals we have killed were treated in the utmost respect. I always remember my parents when we were in the country. We were always happy even though at times it was hard. We will always practice and cherish the life we have had. And now I tell you it's very scary to imagine what the future holds for my children and grandchildren once the land and the animals are further destructed and weakened.

"We have survived and been raised until we were old enough to be on our own. I and the rest of my brothers and sisters then lived off the land. And if I had the time, I could tell of all the places that our parents took us. We were a very happy people, living a peaceful life. The children enjoyed the life. Now the dreams and living the peaceful life have been shattered. There used to be no disturbances. We were free.

"My parents have walked and traveled thousands of miles on our land. We, the children of our parents, have seen the vast area that my parents have hunted and traveled on. And when we still traveled together with my parents we used our feet and hands to travel and canoe to the places we wanted to go. And through all the hard walks on long portage canoeing the big lakes, we eventually made it to my parents' hunting area, where they would start their hunt and bring up their children, killing the animals so that we could eat meat and the fish.

"My parent brought us from Seven Islands to Shesnatshiu. And if our parents were alive today, and wanted to go back to Seven Islands by foot, that would be another story. They wouldn't find their way back because of the flooding at Michikamau, and the roads and mines that have changed the landscape so much. There has been too much destruction on our land. All of the lakes they have fished and hunted, the hills, brooks, my parents belongings, are all under water.

"Even though we accept the government's money, we feel it's only breadcrumbs compared to how much they have taken of our land. Look at how much damage they have done on our land. And the military who are practicing war games on our land have brought dangerous weapons, like bombs, that they will be dropping on the bombing ranges which are located on our lands. There will be many soldiers.

"What does the future hold for my children, especially the girls? There will be all kinds of diseases like AIDS in our land. We will lose our children. They will treat our children with disrespect. They will make fun of our children. That is what I call a crime.

"So today the court should be the other way around. Your government, the military, the RCMP as enforcers of these foreign laws, should be facing an Innu judge.

If you wish to support the Innu in their fight to be recognized as people who have an inherent right to live on their land and by their traditional lifestyle, write a letter of protest to the Prime Minister, and to the Ministers of External Affairs, of National Defense, and of Indian Affairs. Also contact your own M.P.

*Christina Starr is the Managing Editor of Women's Education des femmes.*

## AGENDA

### **Edmonton Women's Film & Video Festival**

October 12-15 Edmonton, Alberta

The second annual festival will showcase the best in Canadian film and video produced, directed or written by women. For more information, contact In-Sight '89, 2nd Floor, 9722-102 Street, Edmonton, Alberta, T5K OX4, (403) 424-0724.

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### **Self Employment Development Initiatives Canada "Building the New Economy"**

October 18-20

Toronto, Ontario

The conference will present several work-shops on self-employment strategies and programs for the economically vulnerable in North America.

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### **Girl Guides of Canada**

#### **"Unfolding the Future: A Conference for Women"**

October 20-21 Toronto, Ontario

The conference will offer a range of workshops/sessions such as women and politics, women and the media, sexual abuse/assault, environmental issues, women and poverty, racism, illiteracy, women and science, etc. Registration is \$250.00 and can be made through Lorin MacDonald, Girl Guides of Canada, 50 Merton Street, Toronto, Ontario, M4S 1A3, (416) 487-5281.

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### **Canadian Research Institute for the Advancement of Women "Creating Connections"**

November 1-12 Yellowknife, N. W. T.

For more information on the conference, which will focus on northern women and daycare, militarization, violence, AIDS, education, etc., contact CRIA W, 151 Slater Street, Suite 408, Ottawa, Ontario, K1P 5H3, (613) 563-0681



**L'Institut canadien de recherches  
sur les femmes  
"Création de liens"**

10-12 novembre Yellowknife, T.N.-o.

Le 13e colloque annuel de l'ICREF portera sur les problèmes des femmes du Nord et les services de garde, la militarisation, la violence, l'éducation, le SIDA, le travail, etc. Veuillez contacter: Coordinatrice du colloque, Comité d'organisation du colloque de 1989 de l'ICREF, C.P. 995, Yellowknife, T.N.- 0., X1A 2N7 (403) 873-5461.

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**Alberta Association for Adult Literacy  
"Sharing the Vision"**

November 16-18 Grande Prairie, Alberta

Co-hosted by AAAL and Grande Prairie Regional College, this conference for tutors, practitioners and learners will cover topics such as International Literacy Year, computers as instructional tools, English as a second language, fundraising, etc. For a registration package contact Angie Dixon, Registration Chair, 10237-112 Avenue, Grande Prairie, Alta., T8V 1V9.

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**Disabled People International  
III World Congress**

November 21-December 4 Bogota, Colombia

For more information, contact ACOPIIM, Carlos Alberta Botero, Carrera 6 No. 49, 85 Piso 4, Bogota, Colombia.

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**National Consultation on  
Vocational Counselling**

January 24-26, 1990, Ottawa, Ontario

This conference is sponsored by the Counseling Foundation of Canada, EIC, and the Career Centre, University of Toronto. Preliminary programs and information will be mailed in October. For more information, contact Tamara Dixon, Career Centre, U of T, 214 College Street, Toronto, Ontario M5T 2Z9 (416) 978-8011

## MEMBERSHIP

Membership in CCWW is open to individuals, organizations and agencies.

### MEMBERSHIP FEES

- Associate Member (receives Women's Education des femmes only)
- Individual \$17
  - Organization \$30
- Students/Unemployed/Retired \$10
- Organization
- with annual budget up to \$100,000 \$35
  - with annual budget between \$100,000 & \$500,000 \$60
  - with annual budget over \$500,000 \$100
- Sustaining Member \$250

All CCLOW members are for one year and automatically receive the quarterly publication, "Women's Education des femmes"

Enclosed payable to CCLOW is my cheque for:

Membership \$ \_\_\_\_\_  
or Donation \$ \_\_\_\_\_  
Total \$ \_\_\_\_\_

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Occupation

## INSCRIPTION

L'inscription au CCPEF est ouverte aux particuliers et aux organismes ou associations.

### DROITS D'ADHÉSION

- Membre associé (pour recevoir Women's Education des femmes seulement)
- Particulier 17\$
  - Organisation 30\$
- Étudiante/Sans emploi/Retraitée 10\$
- Organisation
- Budget annuel inférieur ou égal à 100 000\$ 35\$
  - Budget annuel entre 100 000\$ et 500,000\$ 60\$
  - Budget annuel supérieur à 500 000\$ 100\$
- Membre commanditaire 250\$

Tous les membres du CCPEF reçoivent automatiquement notre revue trimestrielle "Women's Education des femmes".

Veuillez trouver ci-joint un chèque payable au CCPEF d'un montant de:

Adhésion \_\_\_\_\_ \$  
ou Don \_\_\_\_\_ \$  
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Adresse

Code postal

Téléphone: Res

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Intérêts

Area of Interest

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**Please return form and payment to:  
Canadian Congress for Learning  
Opportunities for Women, 47 Main Street,  
Toronto,  
Ontario M4E 2V6**

**Veillez renvoyer le formulaire avec votre  
paiement au bureau national du: Congrès  
canadien pour la promotion des études chez  
la femme, 47 Main Street, Toronto  
Ontario M4E 2V6**

• • •

The Canadian Congress for Learning Opportunities for Women (CCLOW) was founded in 1979 and is a national, voluntary, feminist organization with networks in every province and territory. CCLOW advocates equality between women and men by promoting equal participation in our educational, political, economic, legal, social and cultural systems. To overcome discrimination based on gender, age, race, class, ethnicity, and sexual orientation, CCLOW focuses on improving educational and learning systems. Our work and research includes maintaining a Women's Learning Resource Centre, publishing a quarterly magazine (Women's Education des femmes), advocacy, program development in local areas and involvement in educational related activities and events.

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Le Congrès canadien pour la promotion des études chez la femme (CCPEF) a été fondé en 1979. C'est un organisme national, bénévole et féministe qui a des réseaux dans chaque province et territoire. Le CCPEF prône l'égalité entre les femmes et les hommes en promouvant une participation égale de tous et de toutes à notre système éducatif, politique, économique, judiciaire, social et culturel. Pour surmonter la discrimination qui se fonde sur le sexe, l'âge, la race, la classe sociale, les caractères ethniques et l'orientation sexuelle, le CCPEF s'attache à perfectionner le système éducatif et celui de l'apprentissage des femmes, publie une revue trimestrielle Women's Education des femmes, se fait le défenseur des femmes, s'occupe d'élaborer des programmes dans différentes régions du pays et participe à des activités et à des manifestations dans le domaine de l'éducation.



**CCLOW**  
Canadian Congress for  
Learning Opportunities  
for Women

**CCPEF**  
Congrès canadien pour  
la promotion des études  
chez la femme

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