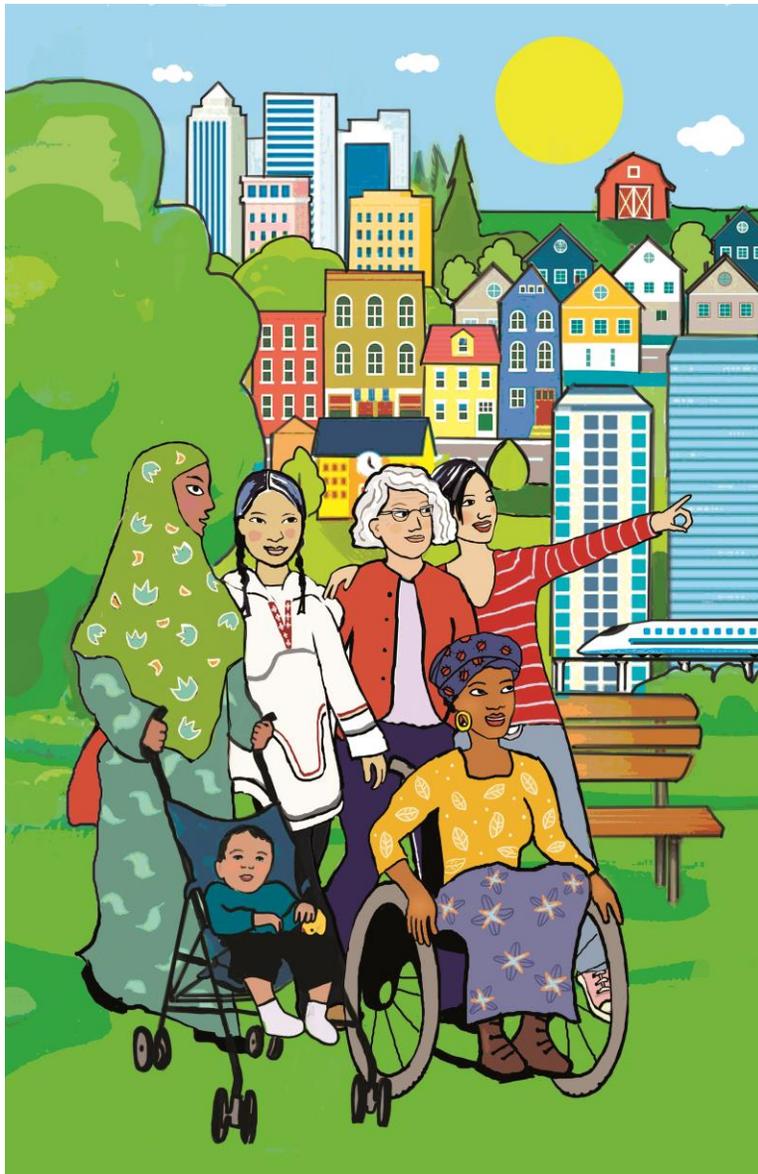


# Advancing Gender Equity in the City of Ottawa



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## Executive Summary

On December 5, 2019, Ottawa City Council passed the Governance Report for the 2018-2022 Term of Council with significant measures for advancing gender equity in Ottawa. The establishment of a City Council Liaison on Women and Gender Equity, a full time staff person to advance gender equity, along with a commitment to seek gender parity on Advisory Committees, Commissions and Boards, taking into account diversity, are significant steps forward. When this is combined with on-going community engagement and measurable results, we can hope to make real change in the lives of women and girls across diversity in our city.

This report provides background for the City of Ottawa and the community as we work together to achieve results. The original motion passed unanimously by Council in March 2018, and put forward by Councillors Deans and McKenney, was motivated by the realization that women in the political and public life of the City have been under-represented and under-valued. It also recognized that women and men experience cities differently, and that this needs to be taken into account in the development and delivery of the City's policies, procedures, and services. When a city fully considers the barriers and contributions of women across diversity, it becomes a better city for everyone. This report provides background on how to achieve this.

The FCM (Federation of Canadian Municipality) campaign "Getting to 30%" is based on the findings that women's participation in political and public life only shifts a culture and decision-making when at least 30% of the positions are held by women. Fifty percent would be the desired goal. In failing to come close to that benchmark in the last term of Council, women in Ottawa have not had the power to fully participate in setting the agenda for City Council deliberations and actions. It is hoped that with seven women elected to the 2018 – 2022 City Council, equaling 30% composition by women, and the advancement of women into management, along with gender parity on Boards and Commissions, that this shift can take place.

In order to draw on all that women have to offer, it is critical to address the barriers and recognize the contributions of women from a diversity of backgrounds and lifestyles. Women whom are Indigenous, racialized, transgendered, francophone, women who are living with disabilities, and those from a range of backgrounds and experiences have much to contribute to City decision-making processes.

By applying an intersectional Gender-Based Analysis Plus (GBA+), it is possible to see how social inequities are intertwined, and how it can impact upon a range of issues and services (i.e. income, family responsibilities, access to affordable and secure housing, use of shelters, safety, and public transit).

This report aims to provide an overview of what a gender inclusive city looks like and cites research that compares Ottawa with other municipalities across

Canada (McInturff, K. and CRIAW, 2017). To do so, this report provides data as to the inequities that women still face and how these inequities are experienced by women across diversity.

To help see the path forward, it is useful to first look back. This report provides a historical overview of the work that has taken place in the City of Ottawa to advance gender equity, working in partnership with organizations such as City for All Women Initiative and the Ottawa Coalition to End Violence Against Women. Appendix A provides a chronological history with links to key documents.

At the same time, much can be learned from initiatives underway across Canada. This report briefly reviews the gender equity initiatives in four Canadian cities—Vancouver, Edmonton, Montreal and Calgary. It also points to the work of FCM and the federal government’s “Action Plan on Gender-based Analysis (2016 – 2020)” for inspiration and strategies to pursue.

In summary, the research incorporated in this report points to nine components for successful integration of gender equity into City practices, policies and programs:

- Committed leaders, i.e. the Mayor, City Councillors and City Senior Management, who are champions.
- City staff that act as enablers.
- Community organizations and leaders with skills, knowledge and networks that are engaged on an on-going basis.
- Research that draws on subject matter experts, academics and lived experience is encouraged and applied.
- Intent and results are communicated internally and externally, so as to have a common understanding and a picture of gender equity.
- Dual focus of equitable access to the workplace and City services (internal and external) is put into practise.
- Intersectional analysis, that takes into account diversity of women, is integrated into the approach and desired outcomes.
- Gender disaggregated data, along with disaggregated data for other equity groups, is collected and utilized.
- Measurable outcomes are identified and monitored.

## Sommaire exécutif

Le 5 décembre 2019, le Conseil municipal d'Ottawa a adopté le Rapport de gouvernance pour son mandat 2018-2022, avec des mesures importantes pour faire progresser l'égalité des sexes à Ottawa. La mise en place d'une agente de liaison du Conseil pour la condition féminine et l'égalité des sexes, membre du personnel qui se consacrera à plein temps à la promotion de l'égalité des sexes, et un engagement à viser la parité entre les sexes au sein des comités consultatifs, des commissions et des conseils, en tenant compte de la diversité, sont de grands pas en avant. Lorsque ceci se combine avec un engagement communautaire soutenu et des résultats mesurables, nous pouvons espérer des changements réels dans la vie des femmes et des filles, dans leur diversité, partout dans notre ville.

Ce rapport fournit de l'information à la Ville d'Ottawa et à la communauté pour un travail en collaboration afin de parvenir à des résultats. La motion d'origine, adoptée à l'unanimité par le Conseil en mars 2018 et proposée par les conseillères Deans et McKenney, parlait de la réalisation que les femmes actives dans la vie politique et publique de la Ville ont été sous-représentées et sous-appréciées. La motion était aussi une façon de reconnaître que les femmes et les hommes vivent les villes différemment et que leurs besoins doivent être pris en compte par la Ville lorsqu'elle élabore et met en œuvre ses politiques, ses procédures et ses services. Quand une ville tient compte des contributions des femmes et des obstacles qu'elles rencontrent, cette ville devient une ville meilleure pour tout le monde. Ce rapport apporte de l'information sur les façons d'y parvenir.

La campagne « Objectif 30 % » de la FCM (Fédération canadienne des municipalités) repose sur la constatation que la participation des femmes dans la vie politique et publique n'influe sur la culture et la prise de décisions que lorsqu'au moins 30 % des postes sont occupés par des femmes. L'objectif serait idéalement 50 %. Comme elles ne sont pas parvenues à même approche de pourcentage au Conseil municipal précédent, les femmes d'Ottawa n'ont pas pu participer pleinement à l'élaboration de l'ordre du jour pour les délibérations et les actions du Conseil municipal. L'espoir est maintenant que, avec sept femmes élues au Conseil municipal pour 2018 – 2022, ce qui signifie que 30 % des membres du conseil municipal sont des femmes, et les progrès des femmes dans les postes de gestion, en plus de la parité hommes-femmes aux conseils et commissions, le changement est devenu possible.

Pour profiter de ce que les femmes ont à offrir, il est essentiel de s'attaquer aux obstacles et de reconnaître les contributions de femmes ayant des antécédents et des styles de vie diversifiés. Les femmes autochtones, racialisées, transgenres, francophones, handicapées et toutes les autres, avec leurs antécédents et leur vécu, ont beaucoup à apporter aux décisions prises par la Ville.

En appliquant une Analyse comparative entre les sexes (ACS+) intersectionnelle, il est possible de voir comment les inégalités sociales sont indissociables et comment elles peuvent influencer sur toute une gamme d'enjeux et de services (revenu, responsabilités familiales, accès à un logement abordable et sûr, utilisation des refuges, sécurité et transports publics).

Ce rapport a pour but de donner une vue d'ensemble de ce qui rend une ville soucieuse de l'égalité des sexes et cite des recherches comparant Ottawa avec d'autres villes canadiennes (McInturff, K. et ICREF, 2017). Pour ce faire, il fournit des données sur les injustices auxquelles les femmes continuent d'être confrontées et sur la façon dont elles les vivent dans leur diversité.

Pour mieux voir la route devant nous, il est bon de commencer par regarder en arrière. Le rapport contient un historique du travail réalisé à la Ville d'Ottawa pour promouvoir l'égalité des sexes, en partenariat avec des organisations comme Une ville pour toutes les femmes et la Coalition d'Ottawa contre la violence faite aux femmes. À l'Annexe A, on trouvera un historique chronologique avec des liens vers des documents importants.

Parallèlement, il y a beaucoup à apprendre d'initiatives en cours à travers le Canada. Le rapport passe rapidement en revue les initiatives d'égalité des sexes dans quatre villes canadiennes – Vancouver, Edmonton, Montréal et Calgary. Il s'inspire aussi du travail de la FCM et du Plan d'action sur l'analyse comparative entre les sexes (2016-2020) du gouvernement fédéral et de leurs stratégies.

En résumé, les recherches incorporées dans ce rapport font ressortir neuf composantes pour réussir à intégrer l'égalité des sexes dans les pratiques, politiques et programmes de la Ville :

- Des leaders engagés – le maire, les conseillères et conseillers municipaux et les cadres municipaux – qui se font les champions de l'égalité des sexes.
- Un personnel municipal qui facilite cette évolution.
- Des organisations et leaders communautaires compétents, informés et bien connectés qui travaillent tout le temps dans ce sens.
- Le soutien et l'application des recherches qui partagent les conclusions d'experts en la matière et d'universitaires ainsi que des expériences vécues.
- La communication, à l'interne et avec l'extérieur, des intentions et des résultats pour permettre une compréhension et une idée communes de l'égalité des sexes.
- La poursuite dans la pratique d'un double objectif – accès égal au milieu de travail et aux services municipaux (à l'interne et de l'extérieur).
- Intégration dans l'approche et dans les résultats souhaités d'une analyse intersectionnelle tenant compte de la diversité des femmes.
- Collecte et utilisation de données ventilées par sexe ainsi que par groupe d'intérêt.
- Identification et suivi de résultats mesurables.

## What is a Gender Inclusive City?

A city that is gender inclusive is one where women across diversity, including transgendered women, have equitable access to economic security, personal safety, public spaces, leadership opportunities and to City decision-making. Municipal governments are well placed to take steps to address inequities that women face in terms of employment, safety, family responsibilities or discrimination based on gender, race, indigeneity, ethnicity, sexual preference, gender identity, language, income, age and ability. In Ottawa, this includes women who are francophone or live in rural areas. See Women's Snapshot (City of Ottawa and CAWI, 2017).

When a city takes into account the values, the experiences and perspectives of women across diversity it becomes a city for everyone, as gender inclusion results in more knowledge coming forward, leading to a more efficient use of resources in the design and delivery of City services. This, in turn, leads to an increase in community support for municipal decisions and communities that are better served by the City.

A gender inclusive city strives to remove obstacles that limit women from fully participating in City decision-making. At times, there may be measures taken to change situations for men, so as to create greater gender equity, such as ensuring both men and women have access to childcare, or men assuming traditional female occupations. Gender inclusive cities strive to create opportunities for a diversity of women to take on leadership roles both in their communities and at the City level. Such cities enable styles of leadership by both women and men which are "more collaborative styles of working that benefit decision-making and inclusive processes" (Purdon, 2004). (See also Brooks, M, 2018)

A gender inclusive city goes hand in hand with sustainable development strategies that are socially equitable, ecologically mindful, economically efficient and meet the diverse needs of all community members. Ultimately, applying a gender lens to sustainable development helps to foster a city and urban spaces that are designed from top to bottom to be inclusive and responsive to the needs of all community members.

FCM's 2018 Diverse Voices for Change initiative engaged 250 women in identifying barriers faced by women in assuming leadership in municipalities. Applying an intersectional gender analysis, they identified how barriers were experienced by a diversity of women, especially Indigenous, immigrant and racialized women.

A city that is a gender inclusive city works to address these barriers:

- Lack of information, leadership training, resources and tools about municipal governance and women;
- Lack of disaggregated data on gender and diverse people in elected leadership and senior management levels;
- Lack of established working relationships between municipalities and women's and feminist networks and organizations;
- Lack of women's involvement in municipal consultation processes;
- Lack of practical support for women (e.g., childcare, transportation, timing and location of municipal meetings) when running or in office;
- Lack of encouragement by authorities (i.e., mentorship and sponsorship opportunities);
- Lack of inclusive policies and practices;
- Family responsibilities that women are still most likely to assume without affordable and effective supports in place;
- The fact that marginalized women face additional barriers to participation such as systematic discrimination, racism, sexism, ableism, ageism, homophobia, hatred and bigotry, economic discrimination (racialized and/or young women tend to become stuck in low-waged jobs) as well as lack of language appropriate services/tools;
- Perception of municipal politics as an "old boys club" and the prevalence of institutional gender-based violence, sexism, and intimidation conveyed by political actors and social media;
- Intimidation against women working for local governments, running for or elected into office (FCM, 2018).

**In the work of creating cities that are safe for women, researchers have noted that you need four legs to make a good table:**

1. **Champions:** elected officials and managers, both male and female, who can ensure resources and commitments are in place.
2. **Enablers:** civil servants who have expert knowledge of the inner workings of municipalities and 'how to best move things' through the system. Enablers can play a strong messenger role between elected officials and community groups.
3. **Advocates:** community groups that are already working on these issues and that have an accumulated historical and/or institutional memory. Advocates can bring their experiences/challenges to the forefront and these can serve as a foundation for action to produce social change.
4. **Researchers:** academics who are able to create and obtain information, inform evaluations and communicate it back to the general public. (Whitzman, Andrew, & Kalpana, 2014).

## Intersectional Gender-Based Analysis

In 2011, Status of Women Canada built on the previous work in Gender-Based Analysis (GBA) by adding a plus to be more inclusive of the diversity of women.

### What is GBA+?

. . . GBA+ is an analytical tool used to assess how diverse groups of women, men and gender diverse people may experience policies, programs and initiatives. The “plus” in GBA+ . . . goes beyond biological (sex) and socio-cultural (gender) differences . . . [to recognize that] we all have multiple identity factors that intersect to make us who we are; GBA+ also considers many other factors, like race, ethnicity, religion, age, and mental or physical ability (Status of Women Canada, 2017).

GBA+ is an “Intersectional Analysis” that is used to identify how interlocking systems of power impact those who are most marginalized. This is key for an effective gender analysis, because women and girls experience discrimination and multiple forms of exclusion based not only on their gender, but also on the basis of their age, physical abilities and sexual orientation. Moreover, women who identify as Indigenous, racialized, new immigrant, refugee, LGBTQ, single parent, living in poverty or with disabilities or experience family violence are subject to multiple and complex forms of exclusion and disempowerment that impact how they experience the city every day.

An intersectional lens aims to reflect and address the complexities of women’s lives. Consider Sumaya, for example. Sumaya is:

- A recent immigrant;
- A Muslim woman who wears the hijab;
- A single mother;
- Living in low-income housing;
- Professionally trained;
- Uses public transit at off peak hours

1. How might this person experience the municipality?
2. What insights might this person bring to the municipality?
3. What barriers might they experience (e.g. city services, jobs)?

It is not enough to ask: “*How does this policy impact women?*” What we should be asking is, “*How does this policy impact women across diversity?*”. By using an intersectional gender analysis we are then able to gain an understanding of the complexities of Sumaya’s daily life. Hence, an intersectional gender analysis is critical to rethinking how City policies and procedures simultaneously address

and strive to improve Sumaya's life and others like her. A review of City policies and services in such a light would help to create a city that is more responsive to the needs of all women, and indeed, one that can better serve the needs of all community members.

## Best and Worst Cities to Be a Woman

Ways in which women face inequities in Canadian cities was highlighted in an October 2017 report by the Canadian Centre for Policy Alternatives (CCPA). The CCPA's study ranked the 25 best and worst cities to be a woman in Canada: Ottawa ranked 11 out of 25 overall - a middle-of-the-road ranking - with a clear need for improvement, but a decent foundation to build upon.

Victoria, in contrast, was at the top of the CCPA's rankings. Some of the reasons why Victoria scored so well were that the city has a woman mayor and more than two-out-of-five City Councillors is a woman. Women also do well in Victoria in terms of their economic achievements. Hamilton was also near the top of the CCPA's list of "best" places for women to live because of the narrower gender-based wage gap in that city relative to other cities surveyed in the report. Poverty levels in Hamilton were also lower and women in the city have done relatively well in terms of leadership positions in City government. Indeed, in Hamilton, nearly one-in-three elected city officials were women at the time of the report (McInturff and the Canadian Research Institute for the Advancement of Women, 2017). Vancouver also has a high number of women elected officials, with 40% of City Council comprised of women Councillors (McInturff et. al., 2017).

Women's standing in Ottawa is mixed. The city ranks 7<sup>th</sup> in terms of economic security, for example. This is largely because, as research consistently finds, the gender wage gap in the public service tends to be smaller than average. In Ottawa, the public service looms large. Indeed, "nearly one in five jobs in Ottawa . . . is in public administration" (McInturff et. al., 2017). Consequently, there is a "smaller than average wage gap" and this lifts Ottawa's overall standing in terms of how responsive the City is to women's needs and interests (McInturff et. al., 2017). A shortcoming of this study is the lack of comparison among women, as some groups of women have less economic equality than others. For example, it is noted that women are slightly more likely in Ottawa to live below the low-income cut off, but it does not indicate which women.

The CCPA report noted that the City of Ottawa's standing took a blow when it came to the low level of women's representation on City Council. Indeed, just four-of-twenty-three elected City of Ottawa Councillors were women — about half the level of Victoria, Hamilton and Vancouver. This improved with the 2018 election. With seven women elected to Ottawa City Council, there is now a 30% representation, which is the goal set by FCM as the tipping point when women's presence starts to shift culture and priorities. At the same time, the goal of gender parity, i.e. 50% representation, is yet to be achieved.

Meanwhile, it is important to note, none of the elected women self-identify as being Indigenous, immigrant, racialized, francophone or living with a disability. A recent report of the Federation of Canadian Municipalities, highlights that if “cities are to be safe and vibrant, the equal participation of men and women from all backgrounds in Canada is needed at all levels of decision making processes” (FCM, 2018).

## Gender and Inequity by the Numbers

The evidence regarding women’s exclusion in city life and society is voluminous and long-standing. This can be demonstrated by highlighting some of the trends in leadership, economic inequality, poverty and gender-based violence.

### Leadership

Both women and men have a role to play as champions for gender equity. In terms of women and management, they are 60% less likely than men to move from middle management to executive ranks, and are 30% less likely to get promoted out of an entry-level position (Canadian Women’s Foundation, 2016). It would be important to take a closer look at these trends as they relate to women who are racialized, Indigenous or living with a disability, and, in the case of Ottawa, for women who are francophone.

### Economic Inequality

- ⇒ Canadian women who work full-time, on average, earn 75 cents for every dollar earned by a white male (Canadian Women’s Foundation, 2018a).
- ⇒ This already sizeable wage gap widens much further for women who are newcomers, living with a disability and/or who are racialized or Indigenous.

Indigenous women who work full-time have annual earnings that are, on average, one-third less than non-Indigenous men. In other words, they make as little as 65 cents for every dollar a man takes home. Similarly, racialized women earn an average of one-third less than non-racialized men, while women who are newcomers to Canada and work full-time earn an average of 29% less annually than non-newcomers. The greatest economic disparity is seen with women who are living with a disability. On average, they earn just over half of what an able-bodied man makes, i.e. 54 cents to the dollar (Canadian Women’s Foundation, 2018a).

### Poverty

The facts of income inequality translate into greater potential to live in poverty. Indeed, one-in-five single mothers and their children live in poverty in Canada.

Nearly a quarter of Inuit and Métis women also live in such conditions while more than a third of First Nations women who live off the reserve do. The picture is also bleak for women who are racialized, with more than one-in-four living in poverty and a third of women who live with a disability are also living in poverty.

Nationally, 28% of racialized women live in poverty, while one-in-three women with a disability are in a similar position (Canadian Women's Foundation, 2018b). As the CCPA study shows that Ottawa is a relatively well-off city, economically speaking, primarily to a large presence of a unionized public service, however, such tides have not lifted all boats. (McInturff et. al., 2017). For many women, a low-income and poverty are all-too-often pressing facts of life.

## The Wage Gap

The gender wage gap is a key factor that contributes to women's poverty. It is a strong indicator that gender economic equality has not been achieved in Canada. As the facts and figures recited above illustrate, when the gender wage gap also intersects with race, ethnicity, and disability, the inequities of Canadian society are magnified.

Due to women's lower earning power, women are at greater risk of being poor in their senior years than men. This is primarily because women are less able to save for retirement. The Canadian Women's Foundation's *Gender Wage Gap Fact Sheet* reports, "women 65 or over are more likely than their male counterparts to live on low income" (Canadian Women's Foundation, 2018a). In addition, women across diversity are also more likely to be unemployed, under-employed and also overly represented in part-time jobs where salaries are lower and opportunities for advancement are fewer.

Women's economic vulnerability also increases the risk of intimate partner violence and exploitation. The physical and emotional trauma experienced by women in violent relationships has further negative effects on women's economic vulnerability due to loss of income and missed opportunities for education and work.

Women with children who become separated, divorced or widowed are at high risk of falling into poverty. In fact, women, who leave a relationship and raise their children on their own, are five times more likely to end up in poverty than if they had stayed in the relationship. Obviously, this is a huge deterrent to leaving an abusive relationship and, consequently, the fear of poverty alone - let alone living in poverty - leads some women to stay in abusive relationships (Canadian Women's Foundation, 2018b).

Research also finds that poor health and well-being are being feminized. The cycle worsens for children who grow up in poverty, as they suffer higher rates of physical and mental health issues: diabetes, asthma and heart disease rates, for instance, are significantly higher for people who have been raised in poverty. Children from lower-income families have higher levels of speech and hearing

impairment and score lower overall in cognitive tests as well. They are also more prone to mental health issues (Canadian Women's Foundation, 2018b). In sum, poverty is a critically important social determinant of health and well-being.

These conditions permeate all aspects of women's lives. Take, for example, the additional fact that women living in poverty also struggle to access and keep affordable housing. Currently, over four-out-of-ten Ottawa households spend more than 30% of their income on rent and utilities while two-in-ten spend half of their income on rent and utilities (Holinsky, 2018). Of course, the high cost of housing has severe implications for the family budget, making it harder to meet basic household needs for food, childcare, education, transit and access to other basic necessities of modern life. This includes a mobile phone and internet access, which are essential for acquiring and maintaining a job, completing school work, accessing health information, as well as a myriad of services from all levels of government.

The pressure of these realities on women's daily life is made evident by the rise in the number of women and families who rely on shelters. Between 2014 and 2017, families using shelters rose by 33%. Newcomer families made up more than a third of all families living in shelters in 2017 - more than double the rate just three years earlier (Holinsky, 2018). It would be revealing to know how many of these families are led by single mothers. Nationally, women parenting on their own enter shelters at twice the rate of two-parent families (Canadian Women's Foundation, 2018b).

We do know that single women account for roughly one-in-five community members who use shelters. Women needing to use shelters can be single parents, fleeing intimate partner violence, and/or newcomers with unique challenges, such as language barriers, discrimination based on race, ethnicity, religion (women who wear the hijab) and who lack access to social networks and social service supports. It is crucial to note that the City of Ottawa's data on shelter use does not include the numbers of women staying at Ottawa's Violence Against Women shelters (Holinsky, 2018).

## **Gender – Based Violence**

Gender-based violence is a serious problem that affects not only women, children and families, but has a cost for Canadian cities. A total of \$7.4 billion is spent each year by Canadians to address, and prevent, intimate partner violence alone (NowWhat?!, 2018). This includes hospital visits, use of shelters, loss of income, funerals, counselling and medications. When cities are planned and services are delivered so as to reduce gender-based violence, women are able to engage more fully in city life.

It is too common that we open the newspapers in Ottawa to hear of a woman killed by her intimate partner. On average, a woman is killed every six days by their intimate partner in Canada (NowWhat?!, 2018). Many women try to leave their partners, but the partner will threaten to kill her, their children or himself.

Without the right supports in place, women who leave their partners continue to be at risk (Canadian Women's Foundation, 2016).

Women, who leave intimate partner violence, often find themselves couch surfing or staying in shelters with their children. Every night in Canada 3,491 women and 2,724 children sleep in VAW shelters. Approximately 300 women, across Canada, are turned away from shelters every night due to lack of space (Canadian Women's Foundation, 2016). Interval House, an Ottawa shelter serving women facing partner violence, reports that, in 2017, they received a total of 3,138 crisis calls, an increase of nearly 1000 calls from the previous year, while being able to provide shelter to only 83 women in the course of the year (Interval House, 2017).

Gendered-based violence affects women and girls at alarming rates, but when a woman faces multiple forms of marginalization, she is at a higher risk. Indigenous women, LGBTQ and gender non-conforming people face a disproportionate amount of gender-based violence (Hadju, 2016).

- Indigenous women are more at risk to being victims of gendered-based violence, according to grassroots organizations and the Status of Women Canada. Between 1980 and 2012, 4000 Indigenous women went missing or were murdered (Canadian Women's Foundation, 2016).
- Rates of violence experienced by women 15 to 24 years of age are 42% higher than the rates for women 25 - 34 years of age. Women 15 to 24 years of age are also at a much higher risk for spousal violence and/or homicide.
- Sixty percent of women living with a physical or cognitive disability experience some form of violence in their lifetime.
- In Ontario, 20% of trans people experience physical or sexual assault and 34% are exposed to verbal threats or harassment (S. McInnes, 2018).
- Racialized women are less likely to report a case for fear their case will not be taken seriously in the criminal justice system (Canadian Women's Foundation, 2016).

Sexual violence is another form of gender-based violence that affects millions of Canadian women each year. At the rate of 1 in 3, women experience some form of sexual violence in their life time (Ontario Progress Report, 2017). Surveys reveal that 80% of Canadians believe the next generation of women is just as, or more likely to experience sexual assault (Canadian Women's Foundation, 2016).

- Young Canadians are more likely to experience sexual assault comprising 82% of victims.
- Women with disabilities and those who are institutionalized, Indigenous women, single women, and women who are unemployed or have low-incomes are at a greater risk of sexual assault.
- Sexual assaults account for about 33% of all crimes committed against Indigenous women, they account for 10% of all crimes committed against non-Indigenous women (Canadian Women's Foundation, 2016).

It is only when municipalities take into account the fear and lived experience of gender-based violence that cities can be designed to increase safety for women and enable women to fully participate in the life of the city.

## Disaggregated Data

The City of Ottawa does not consistently collect gender-disaggregated data, which makes it more difficult to track the differences in how women and men experience city life. This, in turn, makes it even more difficult to evaluate City services, policies and procedures. A commitment to collecting gender disaggregated data could go a long way to identifying ways to tackle the realities of women's lives documented here.

## What has Ottawa done so far?

Ottawa now stands in a good position with the commitments outlined in the 2018-2022 Governance Report to appoint a Special Liaison on Women and Gender Equity, to seek gender parity on Advisory Committees, Commissions and Boards, and to dedicate a full-time staff position to the work of integrating an intersectional gender lens into the politics, practices and procedures of the City. The research conducted by the City Clerk and Solicitor, as imbedded in the Governance Report, provides important indicators and guideposts.

The original motion to study the creation of a Women's Bureau, put forward by Councillor Diane Deans, March 28, 2018 at City Council, and seconded by Councillor Catherine McKenney, passed unanimously. The motion acknowledged that the City of Ottawa is not gender inclusive and registered City Council's desire to change this. While speaking in favour of the motion, for example, Councillor Deans stated in an interview with CTV news that,

... ultimately we want someone in each department to be thinking about policy development from a women's perspective, [and that's] something that we aren't doing right now. What is clearly evident is that this will not happen organically. If we do nothing, nothing will change. That is not good enough. It's not good enough for me and it's not good enough for the community (Cameron, 2018).

Councillor Jeff Leiper supported the call. Days before the motion went to Council, he endorsed it as follows:

. . . without gender parity around the Council table, it's highly questionable that the different experience of our city that women have is being taken into account. The Deans/McKenney motion would ensure that on important issues, someone is asking and answering the question "what does this mean for women?" I don't believe that, for everyone's good intentions, that question is being asked nearly enough. When that results in policy-making that

doesn't think through the implications for everyone, the consequences hurt everyone (Leiper, 2018).

In implementing the measures outlined in the 2018 - 2022 Governance Report, it is important to realize that the City of Ottawa has a long history of women's organizations that have worked with City decision makers to create a more women and gender inclusive city. For a comprehensive overview and access to tools and documents, see *Appendix A – History: Advancing Gender Equity in the City of Ottawa*

Organizations such as the City for All Women Initiative (CAWI) and OCTEVAW (Ottawa Coalition to End Violence Against Women) have worked with City Councillors and City staff to bring the concerns of diverse groups of women to the attention of City decision makers. OCTEVAW, for example, played a significant role in working with OC Transpo to address sexual harassment on buses and create a safer “community on the bus”.

City for All Women Initiative (CAWI) grew out of two community research projects in 2002 and 2004 that brought together a diversity of women, organizations and City staff to apply an intersectional gender lens to examine women's access to municipal services (2002) and access to municipal decision making (2004). These studies inform the work of CAWI, which was established as a partnership with the City of Ottawa to strengthen the City's capacity to apply a gender lens.

To achieve these aims CAWI has had a two-pronged approach. First, to strengthen the voices of women who are the most marginalized in the city. This has included training over 500 women on how city government works, encouraging women to run for office and holding forums that address issues of gender and inclusion, such as *Supporting Women Running for Council*, *Gender Inclusive Cities*, *Addressing Islamophobia*, and the *Anti-Black Racism* forum. These Action Forums provide an opportunity for women to learn more about the issues affecting them, and to also share their expertise and experiences with others.

The second approach has been to work with the City staff to bring an intersectional gender lens to the City's internal and external operations. This intersectional approach recognizes that a given woman's achievement of equality is linked to other aspects of who she is. For example, a First Nations woman's road to equality differs from that of a non-Indigenous woman, just as the contributions they can make to the city differ. For access to tools developed, see Appendix A.

However, without specific attention paid to the gender aspect of this intersectionality, gender issues can go unaddressed. Unlike many cities in Canada, Ottawa has not had an employee at the City of Ottawa that has the specific responsibility for addressing gender inequities. Meanwhile, most equity groups in Ottawa have benefited from an employee that focuses on their specific concerns and contributions (e.g. Aboriginal Working Group, Seniors Roundtable,

Accessibility Advisory Committee, Immigrant Roundtable, Ottawa Youth Engagement Committee, French Language Services Advisory Committee and previously the Poverty Advisory Committee, and Equity and Diversity Committee, which were disbanded).

It is time for a focus on women and gender equity in the City of Ottawa. Adopting real goals and timelines could drive real change. Creating appropriate mechanisms would ensure that progress can be measured and that efforts have a reliable and solid footing from which to proceed. For a more complete history of addressing gender equity in the City of Ottawa, visit Appendix A.

## Learning from Canadian Cities

In 2015, CAWI worked with five municipalities (i.e. Vancouver, Toronto, Lethbridge, Ottawa and Stratford, PEI) to identify strategies for advancing equity and inclusion, incorporating an intersectional gender lens. See *Advancing Equity and Inclusion: A Guide for Municipalities* (CAWI and Brooks, M., 2015). The strategies outlined in this guide, including an environmental scan, are a resource for the City of Ottawa in developing its strategy.

In addition to the strategies in the national guide, we provide here an overview of the actions taken by four Canadian cities and the Federation of Canadian Municipalities (FCM) (Vancouver, Edmonton, Calgary and Montreal).

### City of Vancouver

#### ***Vancouver's Women's Advisory Committee: A Decade of Experience***

Vancouver created the first municipal Women's Advisory Committee (WAC) in Canada in February 2009. The mandate of the WAC was to advise City Council members and City staff on how to improve and increase women's access to, and inclusion in, all of the city's affairs. From this start nearly a decade ago WAC had four goals:

1. Increase leadership, representation and participation of women and girls in the City of Vancouver;
2. Improve economic equality and opportunity for women and girls in the City of Vancouver;
3. Create a safer city for women and girls;
4. Require all City of Vancouver departments, task forces and committees to examine their work with a gender lens and the City to adopt participatory gender budgets. (City of Vancouver, 2014)

Since those initial steps, Vancouver has been consistently forthright in keeping its eye on these issues. Indeed, the *Vancouver: A City for All Women/ Women's Equity Strategy 2018-2028* is clear on the point:

. . . Women's inequality is an issue that affects us all. We cannot reach our full potential as a city and as a community when certain segments of our population are marginalized and denied full inclusion and participation. We know that all women's full inclusion boosts our economy, increases our productivity, and reduces child poverty (City of Vancouver, 2018b, pp. 2-3).

Vancouver politicians and city staff have also been clear that "the City recognizes that patterns of inequality are deeply entrenched in our social and institutional structures, and historical and cultural patterns. The city will focus on systemic changes in its approach to equity for all women, with the aim of shifting systems and changing attitudes" (City of Vancouver, 2018b). This forthright attitude and strong leadership from both City Councillors *and* staff has been essential to Vancouver's success when it comes to building a more gender inclusive city.

### ***Vancouver's New 10 Year Women's Equity Strategy: Will More Data and Community Collaboration Create a Better City?***

On January 17th, 2018, City Councillors approved *Vancouver: A City For All Women/ Women's Equity Strategy 2018-2028* – a 10 Year Women's Equity Strategy. The strategy was the result of an extensive process of consultation between the Women's Advisory Committee, City staff, expert researchers and women's organizations. The strategy was also informed by other municipalities experience in the field.

Critically, the Women's Equity Strategy was passed with strong support from the City Manager Sadhu Johnston, who stated:

. . . There is no question that there is work needed to ensure equality for women, in Vancouver, as well as the rest of the country . . . We have a vision of a city where gender is not a barrier to any opportunities or resources and this strategy will help us move towards this goal (City of Vancouver, 2018a).

The new 2018 Women's Equity Strategy sets out a number of priority areas that the City will focus on as it strives to address these realities: establishing a better body of knowledge and data from which to understand the issues at hand and create City policies to address the issues of child care, housing, departmental reforms and women's safety.

The idea of better knowledge is based on collecting better data on the make-up of the city's workforce in order to see how well it reflects the city's population and to be able to meaningfully measure progress towards the goals that have been set for the City (or the lack thereof). The data will also be made available to the public to improve people's ability to participate in the governance and life of the City. The City is furthermore committed to using a gender-based analysis plus to better inform its decision-making at all levels of municipal government and, thus, an integral part of its commitment to reviewing and updating its policies in response to what it discovers. The City is committed to soliciting input from a

more diverse range of community members and, especially, women. All of these steps are part and parcel of the City's strategy to increase people's awareness and education about women's issues (City of Vancouver, 2018b, p. 16).

The City's Strategy builds on the work of the Women's Advisory Committee in taking steps to improve women's access to work opportunities at City Hall, including in leadership roles that have traditionally been male-dominated. For instance, the City had set a target to increase the representation of women on its Senior Executive team to fifty percent in 2017 from 0% in 2010 (City of Vancouver, 2018b). Half of all new hires for Senior Management positions at the City level must now be filled by women. Engineering Services has been instructed to improve women's presence and influence within its ranks, while across the board, more professional development opportunities and visible leadership roles have been earmarked for women, under the assumption that doing so will help give women more influence over how the City looks and operates. The Department of Human Resources has been offering more leadership development and one-on-one mentoring programs to help women identify suitable opportunities for advancement. Practical measures that address the realities of women's working and everyday life have been created, notably a breastfeeding policy that supports women on City staff who are breastfeeding.

In terms of accessible and affordable childcare, Vancouver has begun to invest in the creation of more childcare spaces so that women can more fully participate in the workforce and municipal affairs. A motion recently passed by City Council in support of a \$10 per day daycare is a signature feature of this effort. The City is further working on a broader childcare strategy to better reflect, and also meet, women's needs. The Vancouver Board of Education has been directed to create 466 new childcare spaces for school age children and there is ongoing cooperation between senior levels of the government to replace aging childcare centres with new childcare spaces (City of Vancouver, 2018b).

The City is committed to addressing the problems of its notoriously expensive housing market. New development applications that involve rezoning property for residential use, for instance, must ensure that at least 35% of the new units are two- to three-bedroom family units. Furthermore, the City is working with the province and non-profit housing partners to support more affordable housing for women and families in need. It is also trying to support residents who are struggling to keep their existing homes, as well as those who are homeless.

The City has placed greater emphasis on taking women's safety concerns explicitly into account. In this regard, it is taking a more concerted approach to engaging communities and consulting with women to know what concerns and needs they have regarding the design and use of public spaces. It also means increasing awareness of women's safety in the City workforce, for example, by introducing partner violence safety policies and bystander training for staff so that people know what to do if and when they encounter violence against women (City of Vancouver, 2018b). Vancouver has also joined forces with community

partners to organize an annual public campaign to raise awareness on violence against women issues.

Again, showing leadership amongst City staff, the City Manager's Office is overseeing Vancouver's response to the troubled Downtown Eastside, with a special focus on women's safety issues in the area (City of Vancouver, 2018b), as well as working with other community-based partners to increase services at the Downtown Eastside Women's Centre. Grants have been given to service providers and community groups who do outreach and provide referral services for women who are experiencing violence, including youth sexual exploitation. And, increased safety training for sex workers is also a critical part of Vancouver's efforts.

## City of Edmonton

### **The Women's Initiative Edmonton:**

Edmonton is another Canadian city that has taken active steps to foster a more gender inclusive city. After several years of preliminary groundwork, for example, the Women's Advisory Board of Edmonton was formally established in December 2013. Three months later, City Council members took another step by approving the creation of the Women's Initiative Edmonton.

The goal of the Women's Initiative Edmonton is to ensure that women's issues, rights and perspectives are fairly represented in all aspects of the City's policies and operations (City of Edmonton, 2018). It consists of two parts: the Women's Advocacy Voice of Edmonton (Wave) and Women@theCity. WAVE is the public facing part of the Women's Initiative Edmonton. It is community-based and works with women's groups and community leaders. For its part, Women@theCity consists of City staff and has a mandate to look "inside" the City to identify and seek solutions to whatever gender inequality issues that are found within the City's administration offices.

WAVE and Women@theCity work closely with one another and with policy-makers and researchers to ensure that the City of Edmonton's policies are equitable to women and take into account women's unique needs, interests and experiences. They also work together to inform City Council members.

WAVE in particular is focused on policy-driven work and advocating on women's issues in communities and at City Council. It has a three-pronged mandate:

1. Make recommendations to City Council about women and gender-based issues and opportunities in relation to City policies, priorities and services.
2. Promote leadership to empower Edmonton women to fully participate in civic life.

3. Research and provide information on resources about women's gender-based issues and opportunities for women in Edmonton (Women's Initiative Edmonton, 2016, p. 1).

WAVE works together with City departments to apply an intersectional gender lens to all aspects of the City's public-facing activities. In doing so, it strives to address the gender inequities that women experience when dealing with the City while also highlighting the importance of women's contributions to the City. Furthermore, WAVE conducts research and engages with diverse women's groups to identify gaps in City policies and to make recommendations for changes to them.

WAVE works closely with the Women@theCity committee in a highly visible and public-facing way. Both groups meet nine times a year, post their meeting minutes and documents on the City's website, and create an annual report for City Council (Women's Initiative Edmonton, 2016). Together, they jointly select and spearhead three women-focused priority projects each year for the City and their own efforts to focus on. They join forces as well to recommend changes in City Departments in support of the aim of creating a more equitable and women-responsive city. Both groups also work closely together to promote leadership opportunities for women.

The Women's Initiative Edmonton furthermore creates and disseminates a variety of resource materials for different audiences—e.g. City Council and staff, women's groups and the public—to highlight the importance of women's perspectives in municipal affairs. Of utmost importance, it is pushing hard to increase the number of women candidates running for City Council by at least 10%.

The Women's Initiative Edmonton uses a variety of communication tools, such as the Women's Initiative newsletter, its own website along with the City's website, community presentations, and social media, to engage citizens in conversations about women's issues and to raise awareness of the work that WAVE and the Women@theCity committees are doing. As one measure of its success, WAVE has more than 10,000 followers on its Facebook page. In addition, a biannual *City of Edmonton Gender Scorecard* has been created to provide insights and information that can help inform policy work and the public's understanding of women's issues in the City of Edmonton.

## City of Montreal

### The Conseil des Montréalaises

Montreal has joined Vancouver and Edmonton to tackle these issues. In fact, Montreal paved the way for gender equity by creating the Conseil des Montréalaises (CM) on May 18th, 2004. The Conseil is currently made up of 15 members drawn from a diverse range of women's groups across the city. It conducts and commissions research to further the goal of creating a more

gender-inclusive city. It is also an advisory body to the municipal administration and City Council on all issues concerning gender equality and the status of women. The CM's objective is to ensure that City policies, services, and even the design of the City, reflects the needs of all community members. To do so, it advises City Council, its executive committee and borough councils on any matters that could impact a woman's living conditions. This includes helping to draft and implement policies that address inequities faced by women.

A recent Conseil des Montréalaise report, *Current Issues for Montréal Women*, highlighted the cornerstones of its vision of what an inclusive and egalitarian city looks like (Lepetit and the Conseil des Montréalaises, 2012, p.5). It would be:

1. Accessible and reflect differences in gender, age, social status and cultural origin;
2. Safe for everyone;
3. Based on democratic public spaces that are owned and controlled by a variety of public, private and community groups, contain local community features, and have ample green space;
4. Based on an ecological view that it is attentive to the environment and enhancing quality of life for all community members;
5. Mindful of existing commitments in the Guide d'aménagement pour un environnement urbain sécuritaire and other municipal policies that strive to create a city that is universally accessible and open to the widest possible participation of women in municipal governance and aspects of Montréal life (Lepetit, et. al., 2012).

### **An Expansive view of a Women-Centred City**

Like elsewhere, the Conseil des Montréalaise emerged out of the desire to see more women, especially across diversity, in more, and higher-level, positions in municipal decision-making. It has also been about making City Council, and the City staff, more representative of the diversity of the people of Montreal, and to undo the long-standing under-representation of women in the City's life. The goal of Conseil des Montréalaise from the start has also been to demystify politics. To this end, a variety of methods have been used to meet women where they work and live, such as the 'lunch and learn' sessions that the Conseil des Montréalaise hosts at community centres across the City with local officials, women's groups and other individuals that have expertise and experience in this area.

As in Vancouver and Edmonton, City Council and City Staff in Montreal have been called on to the lead the way in efforts to create a more gender inclusive city. To this end, the City of Montreal has also been called on to serve as a model employer for the rest of Montreal (and Quebec) society. It is seen as being able to do so by adopting practices that promote work-family-school balance and female blue-collar work, while discouraging the notion of temporary work where people have little to no job security—a problem that, while it effects everyone, tends to fall hardest on women. This push for the City to be a model of economic

justice has also been extended to public contracts and the outsourcing of public work in general (Lepetit, et. al., 2012).

The City of Montreal has committed to applying a GBA+ approach to addressing employment equity and the feminization of poverty. Like other cities, the use of such an approach has highlighted the lack of affordable access to childcare as a key issue facing women. It has also highlighted a number of more distinctive issues that women in Montreal face, however, such as the difficulty of having foreign professional qualifications recognized in the City, how the lack of French fluency and access to French courses holds people back, and how systemic racism and discrimination are a routine part of life for single mothers, immigrants and racialized women, women with disabilities, and Aboriginal women (Lepetit, et. al., 2012). While affordable housing is more widely available in Montreal than in Vancouver or Edmonton, poverty still pushes many women and their families to live in substandard housing, with all of the negative consequences for health and safety that this entails. Moreover, women's homelessness is still a significant and complex problem in Montreal.

The Conseil des Montréalaise has also promoted women's "grassroots" participation in the City's affairs. To do so, it has worked to create neighbourhood advisory committees on housing, urban development and other issues of concern for women at the community level. It has also encouraged experiments with participatory gendered budgets—an idea that Vancouver has embraced, as we saw earlier—as a way of helping people to better understand how the impact of budget decisions affect men and women differently. All-in-all, the Conseil des Montréalaise strives to engage women more deeply in the planning and policy process so that they have greater opportunities to influence the design of their own neighbourhoods and the city spaces in which they live (Lepetit, et. al., 2012).

The Conseil des Montréalaises strives to foster the widest possible access to City facilities and services as possible. For years, it has focused on getting the City to make sure that all of its buildings are accessible to everyone, including people with disabilities (Lepetit, et. al., 2012, p. 18). It has also searched for new ways to improve the affordability of recreational programs. Access to recreation is very important for new immigrants, in particular, as a way of socializing with others and giving their children a chance to play with other children in a safe environment (Lepetit, et. al., 2012). The CM's aims in this regard can, perhaps, best be summed up as promoting universal and affordable access to a diverse range of common cultural, sports and recreational services in order to promote the development of a gender inclusive city.

The Conseil des Montréalaise also argues that a more gender inclusive city is one that works hard to reduce traffic, while improving public transportation as well as walking and bicycle paths. This is especially important when seen through a gender-based analytical lens because women tend to rely more on public transit services than men do. They are also likely to do so while taking children to daycare and school, to doctor's visits, to buy groceries and on their way to and from work. Building and operating public transit to meet the

complexities of women's lives is not easy, of course, but the Conseil des Montréalaise has consistently pushed City Council to ensure that such needs are considered in the planning process of public transportation works in Montreal.

The Conseil des Montréalaise emphasis on public transportation is not new. It has been a strong advocate of more affordable and easily accessible transportation since its early days. Reflecting its broad view of public transit, it identifies the following barriers that women face when it comes to what should be the simple task of 'riding the bus': proximity to where they are and want to go, affordability, personal safety, access for strollers and other carry-on items, adaptive systems for those who have visual and hearing impairments and better paratransit services. To the extent that such concerns have been addressed by the City of Montreal, the Conseil des Montréalaise has generally been underwhelmed with the results and what it sees as the City taking a narrow view of its remit and for doing too little to make what it is doing known and available to the City's residents (Lepetit, et. al., 2012).

## City of Calgary

The three cases just reviewed—Vancouver, Edmonton and Montreal—have led the way in developing measures and institutions to build more gender inclusive cities in Canada. They are instructive for the City of Ottawa as well and should inform its own efforts to transform the resolution passed in March into effective actions as early as possible. While Vancouver, Edmonton and Montreal have the most experience to share, the City of Calgary is currently considering the adoption of a Women's Advisory Committee or Bureau as well. Some of the work being done in Calgary is briefly reviewed below.

The City of Calgary is currently exploring how to improve the City's approach to equity and diversity. The need is urgent in light of the fact that the City ranked 22-out-of-25 in the CCPA's report, "The Best and Worst Places to be a Woman in Canada in 2017" (McInturff et. al., 2017). As the CCPA report found, Calgary had one of the largest gender wage gaps in the country, with women's average annual earnings being two-thirds of what men earn (at the national level, as mentioned earlier, women make three-quarters of what men earn). One reason for this larger-than-usual wage gap is the fact that many occupations in the City's significant STEM fields are made up predominantly of male workers. It may also be the case that the oil and natural resources industries, which looms large in the City, also skews heavily male.

Taking its cues from these and other observations, the City of Calgary now recognizes that it must address gender inequities and inequalities. Like the cities surveyed above, Calgary has also turned to gender-based analysis to help guide its work. The *Gender Equity and Diversity Scoping Report* published earlier this year, for example, observes that Calgary's newfound resolve to create a more inclusive city is an excellent "opportunity . . . to embed a holistic, intersectional approach to social wellbeing that addresses diverse needs across diverse populations" (Kent and Cote, 2018).

Calgary has also adopted a *Diversity and Inclusion Strategy* that aims to make the City's workforce more representative of the people of Calgary. The strategy calls for increased efforts by the City to better meet the needs of people with disabilities, seniors, and First Nations people. The strategy includes a handful of other key commitments as well:

1. Establish an *Advisory Committee focused on Social Wellbeing* with the remit of applying an intersectional approach that includes the voices and knowledge of the wide diversity of people who make up the city and use that knowledge to improve the development and delivery of City services.
2. The use of the City's *Social Wellbeing Principles* as a guide for Council on how to stay abreast of emerging community needs *and* as a "foundation for decision-making on how to deliver effective and efficient City services that respond to the needs of diverse Calgarians" (Kent and Cote, 2018).
3. Review of current practices from other Canadian municipalities and orders of government;
4. Research the benefits of gender equity and diversity;
5. Consult with community experts and academia (Kent and Cote, 2018)

## Federation of Canadian Municipalities (FCM)

The FCM's report, *Increasing Women's Participation in Municipal Decision-Making*, for example, lays out a handful of barriers that tend to exclude women from fuller participation and effective decision-making in City politics and public life. While we outlined these barriers earlier in this report, it is worthwhile to briefly review them here again:

1. A lack of practical access to transportation and childcare;
2. Limited access to municipal information;
3. Limited access to City Council;
4. Limited time due to paid and unpaid work and family commitment;
5. A lack of representation, discrimination and racism as well as language barriers experienced by women who are marginalized (Purdon, 2004).

The FCM's *Getting to 30%: Lessons Learned* outlines five factors that pose unique challenges to women running for municipal office.

1. **Assertiveness:** Women often have difficulty speaking with authority because they tend to be more comfortable working in collaboration with others. Women may fear that asserting themselves during a campaign will be met with hostility and accusations of, to put it bluntly, behaving like an "angry bitch". For women to become comfortable as the focus of attention in a competitive arena often requires special mentoring and support.

2. **Fundraising:** Women find it more challenging than men to ask directly for contributions to their campaign, although direct financial contributions has been proven to be the most effective way to fundraise. Social relationships within professional networks are also key to fundraising, but such networks may also be skewed toward greater participation by men.
3. **Support networks:** Women need to make full use of all available support networks to help them achieve their campaign goals. Although they may not have strong ties to the business community, they may be able to count on stronger support from friends, family and community groups as well as neighbours. All of these networks can significantly strengthen a woman's campaign.
4. **Media relations:** Women often need coaching in developing a clear and coherent message that they can be confident delivering. This is especially important so that the substance of their campaign message does not get derailed by the fact that they are a woman. *Getting to 30%* workshops and webinars spent considerable time instructing women on developing a message they are comfortable with as well as techniques to ensure they stay on message and receive positive media coverage, which is essential to running a successful campaign.
5. **Public speaking:** Many women find public speaking more challenging than men. Public speaking can be a skill learned through practice. *Getting to 30%* worked to help women overcome this barrier through supporting women to devote the sufficient amount of time needed to become more confident with public speaking (Federation of Canadian Municipalities).

## Learning from the Federal Context

The Government of Canada committed to applying GBA+ as tool of analysis to advance gender equality in Canada nearly a quarter-of-a-century ago as part of its commitments to the United Nations' Beijing Platform for Action in 1995. The Government of Canada renewed its commitment to applying Gender-based analysis in 2015. This reaffirmation to GBA+ also included the creation of an Action Plan on Gender-Based Analysis Plus for 2016-2020. The Minister of the Status of Women is mandated to oversee and ensure that federal laws, regulations and policies fully take into account the impacts they can have on diverse groups of men and women.

The cornerstone of the Federal Government's initiatives over the past quarter-of-century is the Charter of Rights and Freedoms. Indeed, "[g]ender equality is enshrined in the Charter of Rights and Freedoms, which is part of the Constitution of Canada. Gender equality means that diverse groups of women, men and gender-diverse people are able to participate fully in all spheres of

Canadian life, contributing to an inclusive and democratic society” (Status of Women Canada, 2017).

The Status of Women Canada, the Privy Council Office and the Treasury Board of Canada Secretariat are all committed to working with all federal agencies and departments to identify barriers to fully implementing GBA+. They are committed as well to working together to report on progress. This ‘whole-of-government’ approach helps to ensure a common understanding and approach to women’s issues across all government departments and agencies. Furthermore, the Status of Women Canada is responsible for determining what resources are needed to effectively deliver on the GBA+ mandate (Status of Women Canada, 2015). It also takes steps to publicize its activities. For instance, the Action Plan on Gender-based Analysis (2016-2020) is publicly available on the Status of Women Canada website.

Two other steps have also been taken to ensure that the objectives of the Action Plan on Gender-based Analysis (2016-2020) are being reached. For one, the Government of Canada has committed to taking concrete actions to identify and “address barriers that prevent departments and agencies from taking gender-based analysis into consideration during the development, renewal, and assessment of policy, legislative, and program initiatives, so that they can inform decision makers about existing or potential gender considerations” (Status of Women Canada, 2015). Second, when adopting measures that are designed to meet the goals set out by the Action Plan on Gender-based Analysis (2016-2020) specific target dates are to be included to insure that progress can be measured and assessed.

As this report has shown, there are a number of women’s initiatives and strategies that have been adopted and institutionalized by cities across Canada, such as Vancouver, Edmonton, and Montreal, and by the Federation of Canadian Municipalities and the Government of Canada. Other cities are also currently working towards the same ends.

## Conclusion

The initiatives underway across Canada to advance gender equity share a common commitment to identify the barriers that must be addressed in order for women to fully participate in all aspects of city life. Elected officials, management and staff of municipalities all have a role to play to ensure that policies, procedures and practices enhance equitable access to services and employment for the full diversity of women. By applying an intersectional gender-based analysis, municipalities are better able to address these barriers and arrive at solutions to address these realities.

The research incorporated in this report can be summarized in nine components for successfully integrating gender equity into City practices, policies and programs:

- Committed leaders - Mayor, City Councillors and Senior Management – who are champions.
- City staff that act as enablers.
- Community organizations and leaders with skills, knowledge and networks that are engaged on an on-going basis.
- Research that draws on subject matter experts, academics and lived experience is encouraged and applied.
- Intent and results are communicated internally and externally, so as to have a common understanding and picture of gender equity.
- Dual focus of equitable access to the workplace and city services (internal and external) is put into practise.
- Intersectional analysis, that takes into account diversity of women, is integrated into the approach and desired outcomes.
- Gender disaggregated data, along with disaggregated data for other equity groups, is collected and utilized.
- Measurable outcomes are identified and monitored.

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## Appendix A

### History: A Timeline of Gender Equity Advancements in the City of Ottawa

***International Union of Local Authorities (IULA) Declaration  
Adopted by City Council, 1999  
Championed by Councillor Holmes***

The former Regional Council of Ottawa-Carleton adopted the International Union of Local Authorities (IULA) Worldwide Declaration on Women in Local Government. By adopting the IULA Declaration, a municipality supports:

- Strengthening efforts to make equal the number of women and men in decision-making bodies in all policy areas.
- Integrating a gender perspective into all policies, programs and service-delivery activities.
- Looking at new ways to ensure women are represented and actively participate by formal as well as informal means in local governance.

***Council adopts recommendation on Women's Access to Municipal Services, 2002  
Championed by Councillor Holmes and Arnold***

A study conducted with Status of Women Canada funding, in partnership with the City, University of Ottawa and Carleton University revealed that the City of Ottawa did not have the kind of information needed to take gender and diversity among women into account in planning of city services. Council adopted the recommendations.

<http://www.cawi-ivtf.org/sites/default/files/pdf/WomenAccessFinalReport.pdf>

***Council adopts Equity and Diversity Policy, 2002***

Equity and Diversity Policy recognizes four designated groups: women, visible minorities, people with disabilities, GLBT and Aboriginal people. Its main objectives are apply to all City employees, persons acting on behalf of the City (e.g., consultants, contractors).

- To eliminate barriers in the workplace, commonly known as systemic discrimination, and to develop a work environment that promotes equity and diversity
- To foster an environment that respects people's dignity, ideas and beliefs, thereby ensuring equity and diversity in employment and ensuring customers and others have access to City facilities, products, services, and grants as defined by human rights legislation

- To contribute to the achievement of the City of Ottawa’s business goals and client service delivery
- To establish a framework that requires all departments within the City to embrace the spirit of equity and diversity in the development of their policies and programs that impact the delivery of City services, the use of City facilities, grants to external agencies and other outwardly focused activities.

***Council passes motion to recognize CAWI as a partner providing city staff time, 2004***

***Championed by Councillor Holmes***

A follow-up survey of women’s organizations, [Taking Women Into Account](#), funded by Status of Women Canada, and supported by University of Ottawa and Carleton University, revealed that most women interviewed did not understand how city government works, felt that they had little influence and doubted municipal decision makers would understand their concerns as they saw few women, and for many, did not see women from their communities represented among them. With findings from the research the City for All Women Initiative (CAWI) was formed, providing training to a diversity of women from women’s organizations on how city government works. This culminated in a [report](#), *Taking Women into Account: What is needed to create an inclusive, women-friendly Ottawa that respects diversity?*, which was presented to Health Recreation and Social Services in June 2004. The result was City Council passed a [motion](#) that the City of Ottawa participate in the City for All Women Initiative and identify appropriate staff to be on CAWI’s Steering Committee and working group.

Since that time, CAWI has had two, and in the last two years, one City manager on CAWI Steering Committee, who abstains when there is deemed a potential conflict of interest.

***Safety Audits***

Women’s Initiatives for Safe Environments (WISE) offers safety audits in communities across Ottawa with the approach that when urban spaces are safe for women they are safe for everyone.

***Stir a Gender Analysis into City Budget, 2004***

***Maryam Abdirahman, community member***

On CAWI’s behalf, Maryam Abdirahman gave all members of Council a wooden spoon during budget deliberations. She held up her wooden spoon, stirred it and invited them to join her as she “*stirred a Gender Analysis into the City Budget*”. She was the first of well over a hundred women in the coming years, who, wearing CAWI peach scarves, would speak to Council from their lived experience to ask that they apply a gender analysis to their decision making. For most of those years, CAWI produced **Women’s Eyes on City the Budget** to emphasize what to consider when applying a gender lens to the city budget.

***Council passes motion to create Gender Equality Lens, 2005  
Championed by Councillor Holmes***

Upon receipt of a report to Council, the [motion](#) was passed “That the City of Ottawa and Community and Protective Services, as the lead department, work with the City for All Women Initiative/ Initiative une ville pour toutes les femmes to ensure that the goal, of implementing practices and strategic plans that increase gender sensitivity and enhance gender equality, is realized.”

***Gender Equality in Corporate Plan 2006-2009  
Championed by Councillor Feltmate and Stavinga, 2005***

In September 2005, City Council adopted amendments to the Corporate Plan to include the implementation of the Gender Equality Guide city-wide (2007), based on the learning from the pilot in Community and Protective Services (2006).

***Planning an Effective Consultation: A Guide for Including the Full-Diversity of Women, 2006***

CAWI and city staff produced a City of Ottawa guide for integrating a gender analysis into City consultations.

English - <http://www.cawi-ivtf.org/sites/default/files/publications/econsultation.pdf>

French - <http://www.cawi-ivtf.org/sites/default/files/publications/fconsultation.pdf>

***City of Ottawa Gender Equality Lens Developed, 2005 - 2007***

With funding from Status of Women Canada, and support from University of Ottawa, and Carleton University as well as women from a range of organizations and city staff, the Gender Equality Lens was developed, piloted, evaluated and edited to incorporate learning from the pilot.

English:

<http://www.cawi-ivtf.org/sites/default/files/publications/genderequalitylensguide-08-en.pdf>

French:

<http://www.cawi-ivtf.org/sites/default/files/publications/genderequalitylensguide-08-fr.pdf>

***CAWI Peach Paper, 2007  
Women’s Perspective on Inclusive Governance***

Presented to City Clerk, City Manager and Council to provide insights into how to integrate a gender lens into city decision making

English:

<http://www.cawi-ivtf.org/sites/default/files/publications/peachpaper-2007-en.pdf>

French:

<http://www.cawi-ivtf.org/sites/default/files/publications/peachpaper-2007-fr.pdf>

### ***City of Ottawa Gender Equality Lens Implemented, 2008-2009***

In Fall of 2008, intact training and/or coaching was provided to 9 projects where the Gender Equality Lens was to be implemented, among them. Follow up continued into 2009.

- City Manager's Office - Finance, Tax Deferral Program
- Rural Affairs, Women - Entrepreneurs
- City Clerk's Office - Advisory Committee recruitment and selection
- Transit - Market Place Transit Station
- Community Planning - Rideau Street Urban Design Study
- Public Works – Lead Pipe Replacement Program
- Communications - City Web-site
- Fire Services - Internal Processes in the Communications Unit
- Housing – Residential and Support Services

### ***Women Sing to City Council***

Women jointly write and sing a song to Council at the Committee of the Whole asking them to stir a gender analysis into city budget.

Video: <https://youtu.be/21-BLm5cyfg>

### ***Development of Equity and Inclusion Lens, 2008 - 2010***

Evaluation of the Gender Equality Lens pilot and implementation in seven projects, revealed that staff wanted a tool that would enable them to consider a range of equity seeking groups. At the same time, community leaders of equity groups were saying that the City should develop and pilot a lens specific to their concerns.

Given that the intent of the Gender Equality Guide was to have an intersectional analysis meaning that it would consider women across diversity, and that intersecting equity concerns must be considered to reflect the reality of women's lives, it was decided to develop the Equity and Inclusion Lens.

At the same time, Status of Women Canada was moving from a Gender-Based Analysis approach to a Gender-Based Analysis Plus approach, which was embracing the concept of intersectionality. For this reason, Status of Women Canada offered a partnership grant in which they would cost share with the City of Ottawa 50-50 to develop the Equity and Inclusion Lens.

The Equity and Inclusion Lens as developed with over 100 city staff and community members engaged in the process. Community snapshots on each of the 11 equity groups were developed to accompany it.

### ***Steps Toward Women's Equity in the Workforce, on-going***

Diversity plans are developed and implemented in the City of Ottawa to increase the hiring, retention and promotion of women along with the other four equity groups.

### ***OC Transpo commits to applying Equity and Inclusion Championed by Councillor Wilkinson***

As many community groups came forward with concerns that their communities would be negatively impacted by what was called the Optimization of Bus Route, OC Transpo was requested to do a study applying the Equity and Inclusion Lens. The study revealed that equity group, women across diversity among them, were disproportionately negatively affected by the bus route reductions and changes.

As a result, some bus routes were changed or reinstated, and OC Transpo integrated the application of the Equity and Inclusion Lens into their policies.

### ***National Guide Developed, 2015 Advancing Equity and Inclusion: A Guide for Municipalities***

Status of Women Canada gave recognition to the Equity and Inclusion Lens at the national level, as an example of a GBA+ tool and approached CAWI proposing that a guide be developed for municipalities across the country. With funding from Status of Women Canada and the Social Sciences and Humanities Research Council in partnership with University of Ottawa and Carleton University, the two year project engaged City managers and women's organizations in Ottawa, Toronto, Vancouver, Stratford PEI, and Lethbridge, Alberta, as well as the Federation of Canadian Municipalities (FCM), to develop and provide orientation on the guide across the country. FCM promoted the guide on its web-site, Standing Committees and AGM.

English: <http://www.cawi-ivtf.org/publications/advancing-equity-and-inclusion>

French: <http://www.cawi-ivtf.org/fr/publications/lavancement-de-lequite-et-linclusion>

### ***Equity and Inclusion Lens, revised edition 2015, 2018***

As part of the above mentioned project, the Equity and Inclusion Lens was evaluated and revised in 2015, along with the 10 of the 11 Snapshots ([English](#) – [French](#)). Evaluators determined that it was too early to measure the impact of the Lens, so focus was put on the extent to which it was used and was found to be

usable. In 2018, an updated version was provided with the current City Manager's endorsement.

### ***Equity and Inclusion Lens in City Strategic Priorities***

Upon initial implementation, the Corporate Plan indicator for the Equity and Inclusion Lens implementation was to increase the number of staff trained. In a second Corporate Plan, the number of staff who report using the Lens was to increase. The City is yet to measure actual impact of using the Lens, and on what aspect of equity they focused.

### ***Women's Safety on Buses***

Hollaback and OCTEVAW lead a campaign of awareness as to women's experience of sexual harassment and fear of safety on buses. A working group with OC Transpo and women's organizations is formed and safety measures among them.

One such measure was making public the right a passenger has to request to get off the bus between stops to increase safety. This is accompanied by years of work of organizations like Women's Initiatives for Safer Environments conducting safety audits throughout the city.

### ***An Intersectional Gender Analysis on Poverty Reduction, 2017-2020***

CAWI receives Status of Women Canada funding to work with local institutions and women's organizations to bring an intersectional gender analysis to poverty reduction. A new initiative, *Women Reducing Poverty Together – Maamawe - Des femmes combatant ensemble la pauvreté* begins.

As affordable housing and transit are one of the key issues women's organizations identified, CAWI joins with Healthy Transportation Coalition to conduct community conversations and meets with city planners to explore ways of increasing access to affordable housing near transit. As part of addressing systemic causes of women's poverty, CAWI co-sponsors forums on Islamophobia, anti-Black racism, Gender-Based Violence and supporting women running for office. CAWI continues to work with the Coalition of Community Health and Resource Centres, as Making Voices Count, to help bring forth the voices of women living in poverty.

***Motion to examine creation of Women’s Bureau and Women’s Liaison on Council, March 2018***

A moment of celebration as members of City Council and women from the community pose together wearing CAWI Peach Scarves.



***New Diversity Initiatives developed, 2018***

The Service Innovation and Performance Department develops new initiatives to strengthen hiring and advancement of a diversity of women, along with other equity groups, at all levels and across the corporation. Champions Table is formed to address barriers to employment for all equity groups.

## Appendix B

### Highlight: Excerpts of 2018-2022 Governance Review Report Motions Approved, December 5, 2018

That Council approve the establishment of a:

- Council Sponsors Group to work with staff on the development of a City of Ottawa Gender Equity Strategy....
- that an additional Full-time Equivalent (FTE) be incorporated into the Draft 2019 Operating Budget in the Partner & Stakeholder Initiatives branch of the Community and Social Services Department,
- along with any additional funds required to support the first phase of this work...

...BE IT FURTHER RESOLVED THAT that new position title of Council Liaison for Women and Gender Equity be reflected throughout the 2018-2022 Governance Review Report wherever the previous title appeared.

WHEREAS the 2018-2022 Governance Review Report recommends appointing 50 percent representation of women for Advisory Committees....

...BE IT RESOLVED that prior to the next recruitment process, the City Clerk and Solicitor, in consultation with the new Council Liaison on Women and Gender Equity, review the City's recruitment, selection and appointment practices for Commissions and Boards with the goal of appointing 50 percent representation of women, and take into consideration diversity, where possible.

THEREFORE, BE IT RESOLVED THAT the Nominating Committee also be composed of 50 percent representation of women.

THEREFORE BE IT RESOLVED THAT That Council approve the establishment of a Council Sponsors Group to work with staff on the development of a City of Ottawa Gender Equity Strategy and/or a Women's Bureau, including developing a consultation process for setting priorities and a measureable, outcome-based framework which takes a holistic, intersectional approach to policy, program and practice review, coupled with robust data collection and reporting, as described in this report, and that an additional Full-time Equivalent (FTE) be incorporated into the Draft 2019 Operating Budget in the Partner & Stakeholder Initiatives branch of the Community and Social Services Department, along with any additional funds required to support the first phase of this work, as described in this report.