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Gender Based Analysis (GBA) in Canada:

What Can Sectoral Ministries do in India?

Lekha S Chakraborty*

Abstract

Prima facie evidence may suggest that Canadian experience of GBA contribute little to the process of gender budgeting in India as Finance Canada is outside the purview of GBA. But the point to be noted is that Canadian experience of GBA across Federal Departments throws light to a significant institutional networking system to establish gender budgeting across identified Departments in India from the limited purview of macro-scan of Union Budgets. At the same time, as Indian experience revolves around gender analysis of budgets and Canadian experience is more comprehensive across various Federal Departments but excluding the engendering of budgeting process in Finance Canada, the learning process is definitely symbiotic. This symbiotic process can ensure a two-way learning process between India and Canada in the realm of gender mainstreaming. Canada can draw lessons from India on integrating gender perspective in budgetary policies and India can draw lessons from Canada on the strategies and tools of mainstreaming gender across various Ministries/Departments.

Key words: Gender Based Analysis, Public Policy, Gender Budgeting, Mainstreaming Gender

JEL Codes: E62, H6, J16

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Gender Based Analysis (GBA) in Canada:

What Can Sectoral Ministries do in India?

In the backdrop of its international commitment to the *Platform for Action* adopted at the Fourth United Nations World Conference on Women in Beijing in 1995, the Government of Canada adopted the *Federal Plan for Gender Equality*¹. The first of the *Federal Plan's* eight objectives made a commitment to government-wide implementation of Gender Based Analysis (hereafter GBA) in the development of policies, programs and legislations. It is also a key vehicle for ensuring that the government meets its commitments to substantive gender equality as guaranteed in *The Charter of Rights and Freedoms*.

GBA is a process whereby policies and programs are assessed to determine their actual or potential differential impact on women and men. It is an evidence-based approach that will lead to programmes and policies, which are not biased on the basis of either sex or gender. It helps to ensure that the differentials in economic, political, social and biological circumstances of both girls and boys, and women and men are taken into account. It is an analytical tool in collating

¹ The Federal Plan is a collaborative initiative reflecting the Government of Canada's resolve to progress towards gender equality. It is both a state of commitments and a framework for future, representing

reliable gender disaggregated data across federal departments and agencies in Canada, and understanding the gender trends in the economy that might have an impact on the proposed macropolicy. The Federal Departments of Canada are increasingly called upon to table gender impact analyses of policies and programs. Each department is accountable to its Minister who must report to the officials on an annual basis his or her department's progress on implementing gender-based analysis.

GBA identifies the gender differential impacts of macropolicies. This study examines how effectively Canadian experience of GBA can contribute to the process of integrating gender into macropolicies including the gender budgeting exercise ongoing in India, viz., in deepening the diagnosis of existing degree of gender bias in India through the gender segregation of relevant macrodata, valuation of existing non-SNA unpaid work of women in care economy and prescribe policy suggestions to build-in a gender sensitive budgetary process across selected federal departments and its allocations.

The paper is divided into seven sections. Section one looks into the theoretical rationale for gender based analysis, while section two deals with the global perspective and cross-country experiences on gender based analysis. Section

horizontal collaboration among 24 federal departments and agencies, spearheaded by Status of Women Canada.

three deals with the objective and scope of the study, while section four deals with data and methodology. Section five deals with the GBA experiences of selected federal Departments of Canada, while section six draws a critical evaluation of GBA process in Canada and section seven draw the lessons for India.

I. Theoretical Rationale for Gender Based Analysis

Prima facie macropolicies appear to be gender neutral. It is significant, therefore, to look at the data and research, both qualitative and quantitative, disaggregated by gender, to understand the position of women and men in the socio-economic scale. Existing gender-neutrality of macroindicators ignores the feedback mechanism between gender-relations and macroeconomic policy. The assumption of labour force exogeneity in the treatment of the care economy in the prevalent macroeconomic policy making is dubious. Integrating gender perspective into macroeconomic policy has dual dimensions: an equality dimension and an efficiency dimension. In the context of growing recognition that problems of inequality could not be resolved by the trickle down effects of macroeconomic policies, the concerns of gender-inequality needs to be built in to the macroeconomic policy framework. Apart from the basic principle of promoting equality among citizens, gender equality can benefit the economy through efficiency gains. From the *efficiency* consideration, what is important is

the social rate of return of investment in women, and in cases, this can be greater than the corresponding rate for men².

Men and women frequently have different priorities for macroeconomic policies and are affected differently by most of these policies due to the gender differentials in the constraints, options, incentives and needs. Men and women face different constraints, assume different socially determined responsibilities and consequently make different social preferences. Legacies of adverse intra-household gender relations inhibit women from playing their rightful role, contributing to the economy, and getting their due share of the economic benefits in many countries, particularly developing ones. Women therefore are affected by and respond to the macropolicies differently from men. Disaggregation by gender thus is vital because there are systemic differences between men and women in relation to the economy³.

Gender analysis has been introduced into the policy process as an antidote to the gender-neutral approach that has been, until recently, the norm. Gender-neutral policy analysis assumes that as long as men and women are being treated in the

² There is a growing awareness that *gender inequality is inefficient* and costly to development. For example, the striking *good mother thesis* noted that women tend to have a higher marginal propensity to spend than men on goods that enhance the capabilities of children. The empirical evidences suggested that the likelihood of children being enrolled in school goes up with their mother's educational level, and mother's extra income has more positive impact on household investments in nutrition, health and education of children than extra income accruing to fathers. Also, literature on gender inequality in labour market shows that eliminating gender discrimination in occupation and wages could increase not only women's income, but also national income.

same way by government policy, programs and legislation, there is no need to further consider gender issues. Gender analysis, in contrast, is concerned with outcomes, and as such, must also consider how government interventions interact with social and economic gender patterns. It is to be noted that the application of GBA does not require replacement of the normal analysis process, or an additional process; it ensures that gender is integrated into mainstream analysis. As gender is such an important factor in social and economic relations, it makes sense to integrate it into the policy process, and not to treat it as an add-on⁴.

II. Global Perspective on Gender Based Analysis

Worldwide there is a growing recognition regarding the need for a fundamental rethinking of macropolicy framework from a gender perspective. The United Nations Fourth World Conference on Women, generally referred to as the Beijing Conference (1995) and the subsequent Beijing Platform for Action contributed to the emergence of an international consensus in integrating a gender perspective in all policies and their budgetary dimensions. United Nations Conferences of 1990s also have affirmed a global consensus with regard to a transformatory approach to macropolicy in *Sustainable Human Development (SHD)* paradigm, which takes gender equality along with poverty eradication, environmental

³ For detailed discussion, see Himmelweit (1998)

regeneration, sustainable livelihoods and employment creation and democratic governance as its corner stones⁵. People-mattered macroeconomic policy framework emerged in response to SHD paradigm, where 'gender-aware, pro-poor and environment-sensitive' budgets became one of the tools.

International experience suggests those Governments of New Zealand and Norway, the United Nations, World Bank and International Labour Organisation have issued gender analysis guidelines or statements⁶. Gender budgeting and/or Gender Based Analysis (GBA) has been undertaken in selected developed and developing countries. Australia was the first country to develop a gender-sensitive budget in 1984. The form in which gender budgeting took place in Australia established a model whereby each government agency was required to provide a *gender audit*⁷. The Commonwealth initiative to integrate gender into national budgetary processes has been initiated on a test basis in five countries such as South Africa, Fiji, St Kitts and Nevis, Barbados and Sri Lanka. Sri Lanka and South Africa have successfully completed stage one of this pilot process. UK, Mozambique, Namibia, Tanzania and Uganda are the other nations in the process of gendering the national budget. In Canada, members of *Centre for*

⁴ refer GBA sites of HRDC and SWC for details.

⁵Çağatay, Keklik, Lal and Lang (2000).

⁶ Human Resources Development Canada (1997).

⁷ Bundlender and Sharp (1998)

Policy Alternatives, a social justice research group, have developed a gender-sensitive budget as part of the Centre's annual Alternative Federal Budget⁸.

In Canada, in the backdrop of Federal Plan in 1995, government implemented Gender Based analysis (GBA) in the development of policies, programmes and legislation⁹. GBA is about collecting reliable gender-disaggregated information about the policy area of concern, and understanding the gender trends in the economy that might have an impact on a proposed policy, programme or piece of legislation¹⁰. On the provincial front, the Government of British Columbia requires Cabinet submissions to contain gender analyses, and has released gender analysis guidelines. Taking into account the differential impacts social programming can have on women and men is one of the 15 Principles to Guide Social Policy and Renewal listed in the March 1996 Ministerial Council report issued by the Premiers. The Provincial Advisory Councils on the Status of Women of New Brunswick and Newfoundland/Labrador have each published gender analysis guidelines¹¹.

Though gender budgeting is one of the significant macrotools to ensure gender development, Canadian experience of undertaking a comprehensive Gender Based Analysis (GBA) stands one step ahead of gender budgeting in

⁸ Bundlender and Sharp (1998)

⁹ For details, see "Gender-based Analysis Directorate" in www.swc-cfc.gc.ca/gba-ac

¹⁰ Human Resource Development Canada (1997)

understanding the specific nature of gender situation in the country to design appropriate remedial interventions through budgets and other macroeconomic policies, which marks the added significance of this approach¹². Thus GBA approach can be a helpful tool to deepen the ongoing process of integrating gender into macropolicies including gender budgeting exercises across developed and developing countries including India.

¹¹ www.swc-cfc.gc.ca/gba-ac

¹² A good quality gender-based analysis will: Clearly present what the gender implications are for each policy option, whether the recommended option supports gender equity, and how affected women and men participated in its development. Substantiate options with relevant, reliable gender-disaggregated data, and/or reliable information from informants with experience and knowledge in the area. Place this information in the policy environment, with historical information, the policy context, comparative information from other jurisdictions and community-based information and studies, where appropriate. Help present recommendations in a credible and practical way, and demonstrate how gender considerations

III. Objectives and Scope of the study in India

In India, the logical entry point of a macroeconomic rethinking from gender perspective has been through the national budgets and economic planning process. National Development Council, one of the highest policy making bodies in India, adopted the Women Component Plan (WCP) as a specific strategy of the Ninth Five Year Plan (1997-2002) to ensure that not less than 30 per cent of funds and benefits flow to women from developmental sectors. Apart from WCP, which covers only the plan expenditure of the Government, and relates to women, the concept of *Gender Budgeting* has gathered momentum in India for analyzing the whole budgetary process through a gender lens. An assessment of Union Budgets through a gender lens found that despite the plethora of women specific programmes in Expenditure Budgets, the amount allotted to these specifically targeted programmes for women worked out to be less than one per cent of the total public expenditure in India (Lahiri, Chakraborty and Bhattacharyya, 2002). Moreover, it was found that there has been no attempt to collate gender disaggregated data from relevant organisations and government departments to obtain the relevant statistical database, targets and indicators which is essential for building in the gender initiative in the economic policy framework.

are balanced with other government priorities and considerations. Communicate the policy in a respectful,

The real challenge of gender sensitive budgeting in India lies in the analysis of mainstream public expenditure across departments/ministries in terms of gender-differential impacts across all levels of government. Thus the logical step now awaits in India is to deepen the gender sensitive budgeting process to various departments/ministries in generating a gender disaggregated data collation mechanism and methodologies for its further integration with the macroeconomic policy making. In this context, Canadian experience in the development and application of tools and methodologies for carrying out GBA across federal departments can suggest certain suitable guidelines and learning these tools in Canada can built-in capacity in India to deepen the gender sensitive budgeting exercise, across identified Departments in India and also percolate down to the subnational governments.

The objective of the study is to examine the tools and methodologies of the GBA in Canada across key federal agencies and examine how effectively these tools/methodologies can contribute to deepen the process of gender sensitive budgeting in India across selected departments/ministries. In the process, the study intends to analyze the mechanism of collating the gender-disaggregated data -both qualitative and quantitative- for incorporating gender-based analysis into policy programs, with a thrust to ensure greater visibility to care economy

and prescribe certain policy suggestions to build-in a gender-sensitive national budgeting process in India.

IV. Data and Methodology

As the focus of the study is learning GBA tools in Canada, it was pertinent to undertake *key-informant interviews in Canada* with the experts in nodal agencies involved in GBA such as Status of Women Canada, Women's Bureau of Human Resource Development Canada, Statistics Canada and other relevant Federal Departments involved in the process of GBA. The key-informant interview with academicians in this area was also important to understand how these GBA methods can be applied to specific issues in India. In the process, relevant gender disaggregated information generated specific to the key federal departments has been collated, analyzed and assimilated to understand to what extent these tools and methodologies itself can be successful in Canada and also how these tools can be judiciously applied to India in integrating gender concerns into policy making. The study was confined to key federal departments in Canada involved in GBA exercise, viz., Human Resources Development Canada, Status of Women Canada, Justice, Immigration, Defence, Indian and Northern affairs, Health Canada, Solicitor General and Statistics Canada.

The study was confined to a period of five weeks in Canada in concomitant with the DFAIT-SICI fellowship tenure. A comprehensive data collation and consultation with GBA experts at nine key federal agencies mentioned above had been undertaken in the five weeks of the Project. As GBA is a nascent area of research in Canada and the existing research materials on GBA is relatively scanty, the key informant interviews has been adopted as the appropriate methodology to conduct the study on GBA in Canada. The study extensively depended on the government documents across various Federal Departments to cull out the information on GBA. Various information booklets of various departments, selected journals, reports of identified federal departments, on-line information on GBA posted in websites of various federal departments, statistical data provided by Statistics Canada etc have been extensively used in the study to analyse the process of GBA. Thus a substantial part of the study is based on the interview with key-GBA personals across selected Federal Departments and the government documents¹³.

Out of 24 Federal Departments, GBA is made mandatory in 12 federal departments. However, the departments are Finance, Industry, Environment, Privy Council are still outside the process of GBA in Canada. Status of Women Canada (SWC) is the central agency that co-ordinate the GBA process. SWC formed an Interdepartmental Committee (IDC) with members from selected 12

¹³ The notes taken during the structured and semi-structured interviews (no interviews were recorded) with

Federal Departments involved in the process of GBA. The study is based on the key informant interview method conducted with the IDC members of GBA and other key informants on GBA at academic institutions in Canada. The next part of the Report deals with the existing GBA strategy in Canada across various federal departments in Canada, how appropriate these tools in applying to India, the policy gaps that exist, as well as areas where more research is needed for better understanding of issues.

V. Overview of GBA in Selected Federal Departments in Canada

As noted above, GBA has been introduced in 12 Federal Departments of Canada, viz., Human Resources Development Canada, Status of Women Canada, Justice, Immigration, Defence, Indian and Northern Affairs, Health Canada, Solicitor General, Statistics Canada, Agriculture and DFAIT. An overview of GBA experience at selected federal departments is as follows.

(i). Status of Women Canada

Against the backdrop of Federal Plan for Gender Equity, SWC has taken the leadership role in the process of commitment of GBA. The major concerns of SWC include development of concept, tools and methodologies required for

key informants across federal departments formed a major source of material for this Report.

GBA. This includes tackling difficult conceptual issues like recognition of unpaid work in policy development and interdepartmental collaboration to develop sector-specific tools required for GBA (SWC, 2001).

To deepen the process of GBA across government, SWC created a Gender Based Directorate in 1999. This Directorate encourages and assists other Federal Departments and agencies to set up their own processes to ensure that GBA incorporated into all of their policy and program development activities. GBA Directorate works with federal departments to create action plans to integrate GBA in their work, develop training modules and establish appropriate interdepartmental mechanisms to advance implementation. The Director of GBA Directorate chairs an Interdepartmental Committee (IDC) on GBA, a focal point for co-ordination, facilitation and support of GBA activities across Federal Departments and agencies. IDC identifies and shares GBA information and resources, including best practices on implementing gender-based analysis and gender-based analysis training tools.

SWC's GBA implementation strategy consists of the following elements: (i). *Training*: SWC has developed a training package and training-related materials and is actively working, with Public Service Commission and Canadian Center for Management Development on the delivery of GBA training. (ii) *Tool development*: SWC provides ongoing technical advice to federal departments in

developing appropriate GBA tools which includes gender indicators (quantitative and qualitative data), policy statements and guides (questioning the basic assumptions and developing an understanding of how policies can affect men and women differently). (iii) *Policy case studies*: A pilot project on GBA was negotiated with Citizenship and Immigration Canada (CIC) to measure both the capacity building and the impact GBA has on the end result. SWC collaborates with other federal departments to identify policies where GBA can be introduced in systematic fashion in its design, development and implementation phases. (iv) *Evaluation/Accountability*: SWC is developing an evaluation framework to undertake an assessment of both the practices of GBA within the Federal Departments and of its commitment to gender equality. This would include a gender sensitive performance framework and performance indicators to be tested out with the departmental case studies. and (v) *research/information/education/promotion*: proposed activities are sponsorship of research, information dissemination through traditional and electronic forms of outreach and educational activities which helps to develop more profound knowledge of the mechanisms, concepts and tools of GBA and further to improve the quality of GBA (SWC, 2001).

The standard process of GBA formulated by SWC involves eight crucial steps¹⁴:

- (i). Identifying, defining and refining the issue.
- (ii). Defining desired/anticipated outcomes.
- (iii) Defining the information and consultation inputs.
- (iv) Conducting research
- (v). Developing and analyzing options.
- (vi). Making recommendations/decision-seeking.
- (vii)Communicating Policy
- (viii) Assess the quality of analysis

Ms Michele Bougie of SWC rightly pointed out the rationale behind the institutional network through the formation of IDC as certain gender issues such as homelessness, violence etc *cut across* the Federal Departments. She further pointed out the need for developing a template for performance benchmarks to track back the trends in the process of GBA across federal departments and also she highlighted the significance of 'training the trainers' of the GBA, which SWC is actively involved. Ms Bougie raised the concern that some significant Ministries in Canada like Finance, Industry, Environment and Privy Council being outside the purview of GBA.

¹⁴ Status of Women Canada (1996).

(ii). GBA in Health Canada

In the backdrop of *Women's Health Strategy*, Health Canada incorporated a systematic application of Gender Based Analysis in March 1999. The Women's Health Bureau is mandated to promote, coordinate, monitor and evaluate the implementation of a systematic GBA process throughout the Department and to report twice annually to the Department Executive Committee (DEC) on progress in implementing the Women's Health Strategy, including the GBA initiative.

The Women's Health Strategy states: "in keeping with the commitment in the Federal Plan for Gender Equity, Health Canada will, as a matter of standard practice, apply gender-based analysis to programmes and policies in the areas of health system modernization, population health, risk management, direct services and research" (Health Canada, 2003).

In 'determinants approach', Health Canada includes gender among other determinants of health that it recognizes. The 'population approach' adopted by Health Canada also incorporated gender as integral to the programmes, where women and men have been focused as two main population sub groups.

Health Canada recognizes the imbalances in the health system have been detrimental to women's health. It has taken specific initiatives to make the health system more responsive to the health needs of women. These measures include: the establishment of the Women's Health Bureau in 1993, the funding of five Centres of Excellence for Women's Health in 1996 and the adoption of the *Clinical Trials Policy* in 1996. The application of GBA to *Clinical Trial Policy* revealed the gender bias and challenged the scientific validity of findings. As a result, Health Canada's policy now requires the inclusion of both sexes in clinical trials, unless the drug is intended only for one or the other sex. GBA thus provides for better science and ultimately for better and safer treatment for women (Health Canada, 2003).

Health Canada's Women's Health Strategy requires that GBA be applied to policies and programmes in the areas of health system modernization, population health, risk management, direct services and research. The interdepartmental collaboration is also visualized in identifying objectives and initiatives that will address socio-economic issues related to health and tools, methodology and training materials would be developed to assess gender impact across the Department. For instance, Health Canada (2003) noted that gender analysis of Canada's legal work, including legal service, litigation, legal policy and legislation be carried out by Legal Services Unit, supported by the unit's gender equality specialist in Justice Canada.

In key-informant interview with the IDC member of Health Canada, it is identified that gender equality issues and proposing remedies to inequality in the areas of policy and programme development or implementation related to the health promotion and disease prevention services to First Nations and Inuit is a significant area to apply GBA.

IDC member of GBA in Health Canada also pointed out that reduction in hospitalization period due to the new health policy in Canada and its impact on care economy is yet another significant area of research from GBA perspective. In Canada, there is increasing realization that providing care to people in their own homes is a rational and cost-efficient alternative to institutional care. As noted by National Forum on Health (1997), “home care services can assist in preventing, delaying or substituting for long term care or acute care alternatives”. But it is important to note here that unpaid care giving is work that requires time, skills and resources and may not always be voluntary. Who provides care in home, and under what conditions, is affected by decisions made to manage costs in the health care system.

A study showed that unpaid caregivers performed approximately \$ 6000 worth of caregiving labour in the final month of the patient's life¹⁵ (Greaves, Hanvisky, Livadiotakis and Cornier, 2002). Palliative care, aimed at the relief of suffering and improving the quality of life of people who are dying, is a significant part of home and continuing care programmes in Canada. Existing research and macropolicies have surpassed the social, psychological and economic costs of such caregiving. The gender analysis of these costs to paid and unpaid caregivers has also been overlooked. It is hightime to realize that women often incur substantial costs and experience a physical and emotional toll related to caregiving role. The revealing data of such studies on care economy called for remunerate unpaid caregivers through compensation or tax schemes that would recognize and facilitate their involvement in palliative care giving.

Domestic violence and its impact on health, tobacco use across gender and the health problems of aboriginal women in on-reserve and off-reserve are also adequately highlighted during the interview. The major health concerns of Aboriginal women are as follows. The new born babies of Aboriginal women face a heightened risk of infant mortality and poor health status in terms of nutritional disadvantage, high poverty, high stress, obstetric problems, smoking, alcohol and drug abuse among their mothers. The aboriginal rate of diabetics is

¹⁵ The economic costs of palliative care is calculated on the basis of two inputs: one, caregivers were asked to estimate how many hours they spent per caregiving task, and the total number of caregiving hours per week; two, they were asked to estimate the lost income and any compensation that they received.

ten times higher than the Canadian rate, and among Indians, the rate is higher for females. The life expectancy at birth for aboriginal women was 71 years (in 1986) as compared to 80.2 years for non-aboriginal women in Canada. It is noted that 80 per cent of Indian women have been victimized by family violence¹⁶. Aboriginal women experience high rates of circulatory problems, respiratory problems, diabetes, hypertension and cancer of the cervix than the rest of general female population in Canada. Health Canada assists Aboriginal women in addressing health inequalities and disease threats through ensuring access to health services for First Nations on-reserve and Inuit communities. Aboriginal Diabetes Initiative, Canadian Prenatal Nutrition Programme (CPNP), Aboriginal Head Start (AHS) are few initiatives among the initiatives of Health Canada on Aboriginal women.

(iii). GBA in Indian and Northern Affairs Canada

In response to *Federal Plan*, Department of Indian Affairs and Northern Development (DIAND) created the Office of the Senior Advisor on Women's issues and Gender Equality. This office is the focal point for women's issues in the Department. It has the mandate to develop and implement a gender-equality analysis policy to address gender-equality within DIAND and as they relate to

¹⁶ Stout : 'Aboriginal Canada: Women and Health'.

First Nation and northern partners. To assist the office in carrying out its mandate, a department-wide Advisory Committee on Gender Equality (ACGE) has been established, comprising representatives from the regions and headquarters (DIAND, 1999).

DIAND worked in closely with the Departments of Justice, Human Resource Canada, Status of Women and Canadian International Development Agency (CIDA). GBA is integrated in all of DIAND's work, including the development and implementation of departmental policies, programmes, communication plans, regulations and legislations; consultations and negotiations (including but not limited to self-governments and land claims, treaty land entitlement and devolution); and instructions and strategies on research, dispute-resolution and litigation (DIAND, 1999). It is to be noted that wherever gender equality issues cannot addressed or fully addressed, the Office of the Senior Advisor on Women's issues and Gender equality be informed in a timely fashion and the issue be raised by the programme officer with the Deputy Minister and wherever appropriate, with the Minister.

DIAND plays a key role in identifying gender equality issues within Federal government and affecting First Nation and northern partners. It is noted that the concerns of First Nations and Inuit women are increasingly being brought forward through court challenges, lobbying of members of Parliament or formal

complaints to human rights organizations at the national and international level. These processes can be costly and time-consuming for both the individual and government. For these reasons, IDC member pointed out that it is important for the Federal government and specifically for DIAND to ensure that gender equality issues are analysed and resolved at the genesis stage of development of a policy, program or legislation, to the extent possible, in order to mitigate such formal processes being initiated.

IDC member of DIAND highlighted the matrimonial issues in reserve and education of aboriginal children in on-reserves and also the reproductive health concerns of Aboriginal women in on-reserves from the perspective of GBA. IDC also pointed out that the lack of structured feedback on GBA from the high level bureaucrats led the GBA of policies to disappear and in turn decelerates the process.

(iv). GBA in Defence Canada

In the backdrop of increasing concern of military and other organizations in Western nations in developing strategic human resource framework to ensure that they can effectively identify and address the human resource demands that they will face in the future, various tools and capability based planning methodologies are implemented to identify human resource trends and plausible

futures (Davis, 2003). This plethora of tools include external environment scanning, internal assessments, scenario development and planning. Davis (2003) pointed out that GBA has been introduced within federal departments like Defence Canada as a tool for addressing the diversity among and between women and men by integrating such considerations into policy, planning and decision-making process. It helps to identify current deficiencies and establish new directions and ensure that the challenges therein are resourced on a strategically prioritized basis. The integration of GBA with scenario planning in human resources domain of Canadian Forces is presented as a case study example of the potential contribution and impact of GBA in strategic policy and programme development.

In the realm of defence, gender based analysis has its genesis in the United Nations initiative of gender mainstreaming in peacekeeping environment. Davis (2003) noted that in the past, peacekeeping was primarily a military function and included interaction with other military personnel and senior political officials, for the most part, an all-male environment. However, multidimensional peacekeeping operations have evolved to involve many civilians and women. In the changed circumstances, UN has suggested that gender mainstreaming means integrating a gender perspective in the development of mandates, planning and budgeting, leadership, recruitment, training procedures and monitoring and accountability (UN, 2000).

It is important to mention at this point the UN Resolution adopted by UN Security Council on 'Women and Peace and Security'. This resolution expresses, among other things "its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary General to ensure that, where appropriate, field operations include a gender component" (UN Resolution 1325, 2000). In the backdrop of these developments, Canadian government has had a long standing commitment to the policy impacts in the policy making and decision making process in Defence through GBA. It is vividly noted in the GBA process of Canadian Forces that GBA is not to advocate 'women's issues' in the realm of defence, but rather an attempt to integrate the perspectives of a variety of women and men in the development and conduct of all processes and activities that will impact a diversity of both women and men.

Davis (2003) explained the process of GBA as an effective tool in a framework of scenario development process. It is noted that scenario development process provides a full range of plausible future that could impact organizations and people in a variety of ways. It is suggested that GBA is an essential component of the strategic process as it provides a systematic tool to close the gap between today's policies and programmes and the challenges in the future. GBA compliments scenarios by providing policy and programme practitioners with a practical tool that provides a picture of potential impact and outcome of policies

and programmes on people within the context of the future. Finally, Davis (2003) pointed out that GBA is considered an ideal tool to fill this gap, as it is inclusive and strategic.

The process of GBA in Canadian Forces is initiated by Defence Women's Advisory Organisation of Canada in 2002. It is subsequently endorsed by the Employment Equity Co-chair Council representing four designated groups of women, Aboriginal people, visible minorities and persons with disabilities. The interview with the IDC member revealed that a Memorandum of Understanding was signed with SWC in January 2003 and an idea of 'pilot training' was endorsed by the co-chairs of the Defence Diversity Council. IDC member noted that in the pilot training conducted in March 2003, need to further develop own capacity as individuals in the application of GBA as well as ideas for establishing GBA as an endorsed application within Canadian Forces was highlighted. In the subsequent networking meeting in April 2003, identification of immediate post training needs and actions were highlighted as key points for presentation to the Defence Diversity Council. These post training needs discussed were gaining endorsement of GBA within Canadian Forces and need to build awareness of what GBA is and what it can do across Canadian Forces and develop specific case studies within the Department/Canadian Forces which can be used to demonstrate application and value of GBA. Yet another important point highlighted by IDC member is that the post training meeting with SWC in April

2003 recognized the need to increase the awareness of the application of GBA outside the Human Resources as the participants external to Human Resources do not think that GBA is not applicable to their work. The interview with IDC member also revealed that the issues identified for GBA in defence are the attrition and retention rate of women in comparison to men and its reasons, recruitment policy, leadership skills, health issues and physical infrastructure.

A study by Davis (1998) highlighted the potential problems faced by the women who were employed in combat arms occupations in the Regular component of the Canadian Forces. Physical strength and stamina required to meet the physical standards within combat arms presents a considerable challenge for women. The study noted that the very fact that woman in a male defined and male-dominated environment has resulted in ambiguous perceptions and beliefs, on the part of peers, supervisors and instructors. Consequently the women being treated differently than male peers, in a way put considerable disadvantage within the training and the employment environment.

In the backdrop of Defense Strategy 2020, Davis (2001) analyzed the potential future of women in the Canadian Forces. Canadian Forces, like other allied military organisations, faces significant challenges to recruitment and retention. The representation rate of women in Canadian Forces (Regular Force) has

steadily increased from 9.9 per cent in 1989 to 11.1 per cent in 2000. The study noted that demographic forecasts have consistently projected a diminishing availability of Caucasian male recruits as proportion of visible minority and Aboriginal populations increase in Canada; and it also noted that the availability of Caucasian female recruits will also decrease as the Canadian population becomes increasingly diverse. It is also noted in the study that visible minorities and Aboriginal people may constitute only less than four per cent of those currently serving in the CF Regular Force. Given this scenario, the study concludes that it is essential to address the diverse spectrum of Canadian women and also focus on the recruitment and retention of visible minority and Aboriginal women.

(v). GBA in Justice Canada

Federal Plan for Gender Equality, 1995 of Canada includes a commitment that future legislation and policies will include an analysis of their potential for unequal impacts on women and men and a commitment to adopt strategies that advance gender equality. This gave new impetus to Department of Justice to improve the justice system's response to the needs and concerns of women. In 1996, Department of Justice established a Gender Equality Initiative to formalize and strengthen these efforts. In 1997, the Department adopted a Policy on

Gender Equality Analysis, which requires that every justice issue be analyzed for its impact on gender equality.

Justice Canada identifies eight key reasons for doing GBA: (i) *Inequality in justice*, (ii) *better decision making* based on a comprehensive and accurate assessment of the needs of all members of the Canadian public; (iii) GBA supports *departmental mission* and professional ethical commitments to ensure a fair system of justice and promote respect for rights and freedoms.; (iv) Canada's commitment for *Federal Plan for Gender Equality*; (v) Justice Canada's commitment to the Policy of GBA, which requires gender equality analysis to be integrated in all of the Department's work; (vi) Canada's commitment to domestic and international human rights commitments; (vii) *evolution of case law* that court are paying increased attention to the social context of law and consequently expertise in understanding and analyzing gender issues is an increasingly important skill in the legal field and (viii) *wide social benefit*¹⁷.

Karen Green, Senior Advisor on Gender Equality at Department of Justice, pointed out that Justice Canada operates in a comprehensive framework of *diversity analysis* that assess the impact of laws, policies or programmes on the full range of diverse groups in Canadian society. Within the realm of *diversity analysis*, gender equality analysis is incorporated in Justice Canada. The gender

equality analysis has three stages: (i) learning about gender dimensions of the larger social, economic, political and familial context in which a specific law, policy or programme operates; (ii) using that information to analyse the actual or potential effects of a law, policy or programme on women, and to uncover implicit stereotypes or invalid assumptions about gender roles; and (iii) looking for law, policy or programme design options that respect and support women's safety, autonomy, well being and full participation in Canadian society¹⁸.

The interview with Karen Green revealed that the issues of Aboriginal family laws and family violence are two identified areas of concern to have a GBA. She also pointed out that *racial profiling* with respect to the justice issues of concern to Aboriginal women is a significant area of GBA in Justice Canada. She further pointed out that Aboriginal women are not a homogeneous group and they need unique justice needs. Under GBA, identifying a policy agenda that enhances the relationship between Aboriginal women and federal government stands relevant. It is noted that GBA is important to give profile and prominence to the issues of concern to Aboriginal women. Also, she pointed out the need for development and implementation of *restorative justice* practices particularly as they relate to family violence and sexual abuse against women and children. It is

¹⁷ <http://canada.justice.gc.ca/en/dept/pub/guide/>

¹⁸ <http://canada.justice.gc.ca/en/dept/pub/guide/>

also noted that aboriginal people are not treated well by the justice system particularly the criminal justice system.

It is noted that an "Integrated Diversity and Equality Analysis" (IDEAS) has been designed to assess the impact of gender based initiatives on diverse groups. IDEAS were designed by the Federal-Provincial-Territorial Working Group on Diversity, Equality and Justice. Yet another factor highlighted by Karen Green was the relationship between Charter analysis and gender equality analysis. She pointed out that gender equality analysis has a broader scope than Charter analysis. Charter analysis assesses whether the effects of a law or proposed law on women might violate the equality guarantees of the Charter, as they are currently defined and applied by courts. In contrast, gender equality analysis seeks to identify and address adverse impacts that laws, policies and programmes may have on diverse groups of women; whether or not they amount to discrimination by law.

(vi). Citizen and Immigration Canada

Citizen and Immigration Canada (CIC) identified that GBA is one of many factors that must be introduced in bringing forward policy or legislative proposals. One of the many challenges of CIC in conducting GBA is the systemic discrimination, socio-economic barriers or other conditions in *source countries*.

The interview with IDC member of CIC revealed that the new *Immigration and Refugee Protection Act* of Canada (C-11) tried to ensure a balance between the objectives of the Act and the Government of Canada's commitment to gender equality. A Chart is prepared by CIC on the key elements of the *Immigration and Refugee Protection Act* (IRPA) and their potential differential impacts on men and women, and it also outlines the follow-up activities required to monitor developments over time¹⁹.

¹⁹ CIC noted that since IRPA is framework legislation, the companion regulations would also undergo a gender-based analysis.

Chart 1: Gender Based Analysis of Bill C-11 of Canada

| Policy or Legislative Issue | Potential Gender Impacts | Further Research, Data Collation and Monitoring |
|---|---|--|
| 1. FAMILY CLASS DEFINITIONS | | |
| Inclusion of Parents | Inclusion of parents specifically in the family class of C-11 has positive gender impacts. But concerns are raised in relation to issues of sponsorship breakdown, lack of access to pensions, and other issues of poverty and vulnerability to abuse among elderly immigrants. | Presence of family members may increase women's access to labor markets. Research on assessing the impact on the family unit and on the issues of poverty and vulnerability to abuse to be determined. |
| Dependent Children : all children under 22 (from current 19) | Raising the age from 19 to 22 of dependent children who are not in conjugal relationship will allow inclusion for the older daughters. Also, the full-time students or children dependent on parents, as a result of medical reasons are also included | This allows inclusion of the divorced, widowed or separated daughters with no other support but their parents. Research is required in these lines. |
| Common-law and same-sex relationships | Historical discrimination against same-sex relationships or common-law partners ²⁰ is over with inclusion of them in C-11. People unable to cohabit under exceptional circumstances such as persecution, is also included. | People in these relationships (across sex, age, country) may be affected differently by definitions, model, policies and procedures adopted. |
| In-Canada Immigration | New inland landing class, which allows spouses, common-law partners and dependent children to apply from within Canada, will ease the hardships of separation. | Expected to have positive gender impacts. Research in these lines is required. |
| Adoption or Guardianship | Adoption policy addresses the protection of children and 'best interests of the child'. Discrimination may result from the requirements of the country of adoption or guardianship. | Data collation of sex and age of children and the 'source' country may reveal unanticipated different treatments or impacts. Monitoring is |

²⁰ Common-law partners are defined a people who have cohabited for one year in a conjugal relationship.

| | | |
|---|--|---|
| | | required. |
| 2. SPONSORSHIP | | |
| Sponsorship Period (reduced from 10 to 3 years for spouses and increased from 10 years to 22 years or a total of 10 years for children) | Reducing the sponsorship period for spouses allow more rapid autonomy and economic integration. Sponsorship-induced subordination of dependents has adverse gender implications. | Monitoring the impact of sponsorship on women and children will be considered. These issues include impact on elderly sponsored immigrants, sponsorship induced domestic violence, female autonomy etc. |
| Sponsorship bar: Crimes related to domestic assault | Crimes related to domestic assault are perpetrated for most part by men against women and children. The proposal to address this issue within immigration context shows gender sensitivity. | Gender should be the part of monitoring of this provision, as crimes related to domestic assault will have to be monitored for any unexpected impacts on women and children. |
| Sponsorship bar: Default of court-ordered or spousal or child support system | The proposal will ensure that those who are unable or unwilling to live up to current family-related legal financial family-related legal requirements donot incur future financial family related obligations through immigration process. This addresses the concerns about the economic vulnerability of women and children upon sponsorship breakdown and should have positive gender impacts. | Need to monitor the sponsorship induced domestic assaults, especially men are more likely to in default of spousal or child support payments |

Chart 1: Gender Based Analysis of Bill C-11 of Canada (contd..)

| | | |
|--|--|---|
| <p>Selection of skilled Workers- Proposals to broaden notion of 'human capital' attributes; including education, language abilities and labour market experience will have gender differential impacts.</p> | <p>Awarding points on the basis of formal education, training and patterns of paid labour force participation does not always take into account barriers that women face in accessing those opportunities in source countries. Prevalent patterns of female work and experience such as responsibility for unpaid domestic labour and interruptions in paid work for child bearing and rearing, differ from male patterns and can place female at a disadvantage. There is strong evidence for gender stratification in many of Canada's top source countries.</p> | <p>Research and monitoring are required to develop simulations of selection criteria for skilled workers that would value female experiences in labour market, family, household and community that facilitate women's access to selection as independent skilled worker immigrant.</p> |
| <p>Investors and Entrepreneurs</p> | <p>Original proposals identified a requirement for 'significant' business experience. Additional emphasis is placed on language skills for entrepreneur and investor immigrant, and there is a move away from selection based solely on the amount of the capital. The current proposal includes a minimum net worth of \$800,000 and 'business experience'.</p> | <p>Collation of gender disaggregated data and monitoring the participation across gender in these categories is important.</p> |
| <p>Temporary Foreign Workers</p> | <p>Currently majority of TFW is men. This reflects the selection process carried out by employers, in source countries and in Canada., and therefore more men benefit from these programmes. To some extent, these different impacts may be offset by the <i>Spousal Employment Authorizations</i> for spouses (mostly women) of temporary highly skilled workers.</p> | <p>Collation of gender disaggregated data, particularly by source country and age is important. Also, it is important to analyse the gains of this program differ across gender.</p> |

| 3. REFUGEES OVERSEAS | | |
|--|---|---|
| Family reunification | Unlike the refugee determination process in Canada, the definitions and processes related to refugee resettlement will appear only in the regulations. GBA has been done on some regulations related to refugee resettlement process. | Data collation that goes beyond principal applicant and dependents is essential to capture the data on women and be able to assess the gender impact of any new programmes. |
| Women at Risk Program: Ability to establish successfully | Current policy of assessment of ability to establish successfully has a negative impact on women at risk. Women claimants may be hampered by their responsibilities as primary caregivers, poor ability in either official language, lack of education or poor job skills, or a combination of these factors. | Data disaggregated by gender, age and source country, and other variables like presence of dependents, would assist in GBA of the effectiveness of <i>Women at Risk</i> Programme. |
| Urgent Protection Programme | Delays and inconsistency in the treatment of urgent protection cases have a negative impact especially on women who fear gender-based persecution in the overseas determination system. | Data disaggregated by sex, age, source country etc helps in a fuller GBA of the effectiveness of UPP for women. The nature and frequency of gender-based persecution as factor determining urgency would be useful for an assessment of the impacts of programme. |
| Priority Processing | It is proposed that priority processing system be implemented through administrative guidelines to ensure that refugees in urgent protection be processed first, then refugees at risk and third would be all other refugees. Both priorities one and two include women at risk. | Gender impacts can be further identified by the extent that gender-based persecution is a weighted factor in the determination of vulnerability and urgency. |
| Strengthening relationships with NGO partners overseas processing | Unless there is a capacity within NGO for gender-sensitive programming in support of gender equality, NGO partnerships could have negative impact on women. | Capacity building in NGO with gender perspective, accountability framework and ongoing education. NGO with gender concerns |

Chart 1: Gender Based Analysis of Bill C-11 of Canada (contd..)

| 4. REFUGEE INLAND | | |
|--|---|---|
| Credibility: Undocumented Refugee Claimants | Women and children often have less access to documents because of prevailing traditions and cultural norms, administrative inefficiency of source countries, remote geographical locations, overt discriminatory practices and persecution, or the destruction of documents through wars or armed conflicts. | Proposals that place a priority on documentation, and that base credibility assessments on documentation, without weighing this kind of evidence against other forms of validation could have disproportionate and negative impacts on women. |
| Repeat Claims | Currently refused claimants can make a new refugee claim after they have been absent from Canada for 90 days. C-11 proposes to eliminate this procedure to enhance the integrity of the refugee process. This policy requires a GBA. The recent proposal to allow the claimants an opportunity to provide information that they could not have reasonably provided during the refugee protection claim or at previous PRRA will have positive gender impact. | Research on the country of origin should be included to assess the conditions of women, and scope of the new procedure in giving opportunity for women to bring forward evidence of gender-based persecution, including spousal abuse, rape, fear of female genital mutilation, forced sterilization etc. |
| 5. ENFORCEMENT | | |
| Human Smuggling and Trafficking | Victims of human smuggling may be men, women and children, whereas victims of human trafficking are disproportionately women and children. Smuggling and trafficking are addressed with a focus on the apprehension of smugglers and traffickers, the definition and circumstances of the crimes, and the parameters of the penalties. These are positive steps from a gender perspective, as it addresses human exploitation, including sexual exploitation of women and children. | Research, including sex and age disaggregated data on trafficked and smuggled people will be required to examine policy issues related to the status of trafficked and smuggled people both as illegal migrants and as victims. |

| | | |
|--|---|--|
| Detention of minor children | C-11 affirms as a principle that a minor child shall be detained only as measure of last resort. This is in consistent with recognition of the Convention on the Rights of the Child and has positive gender impacts. | Conditions and circumstances related to the arrival of minor children (unaccompanied and accompanied) may be different for male and female minors and should be considered in the regulations. Post-arrival processing and support will need to be consistent with this understanding. |
| Physical presence for permanent residents | Women may have different reasons than men to be absent from Canada for extended periods of time. This may relate to their role in providing family and child care, particularly where elderly parents and other relatives are concerned. The requirement would thus have different and negative impacts on women. The inclusion of parents in family class may offset this situation. | Need to monitor the impact of these changes on the retention of permanent resident status by gender, age and source country in order to fully assess the impact over time. Collation of gender disaggregated data is important. |

IDC member of CIC noted that as GBA is a new public policy tool, collation of data and its intertemporal analysis is required to determine the impacts of the Immigration and Refugee Protection Regulations (IRPA). IDC member also pointed out that the Act requires that the Minister report on GBA in the Annual Report to Parliament on the operation of IRPA. This requirement provides an opportunity for periodic reporting on areas identified in the course of conducting GBA.

The following sections analyze the GBA of different categories of immigrants to Canada, with special reference to C-11, based on the interview with the IDC member of CIC.

(i). Family Class

IDC member noted that the recognition in C-11 (within the definition of Family Class) that a spouse or partner is not necessarily a dependant is considered as a positive step from a gender perspective, as the sponsorship duration is reduced from 10 years to 3 years for spouses and partners. The gender implications of the sponsorship programme are varied. For example, there is particular vulnerability to domestic violence (especially for women) in sponsored relationships where economic autonomy is curtailed by institutionalized dependency on the sponsor, and on the continuation of the relationship. IDC member also noted that CIC

intends to collate the data by sex, age and source country to assist in monitoring the impact of changes to the length of the sponsorship, the relationship between sponsorship and domestic violence, as well as issues related to independence and autonomy for spouses and partners. It is also noted that the elimination of fiancé category in C-11 may redress instances where the category has been used to facilitate trafficking in "mail order" brides. Also, the inclusion of Common-law partners in the family class has positive impacts by gender and with respect to diversity because it extends the rights and responsibilities of all family class members to this group.

(ii) Sponsorship

Empirical studies showed that there exist a significant gender gap in wages in Canada, which has an implication that minimum income requirements may have a disproportionate effect on the ability of women to sponsor as compared to men. It is noted that C-11 has a provision for pooling the resources of co-signer partner or common-law partner and it is likely that more women than men will be the co-sponsors and also their income will be lower. IDC member noted that the adverse gender implications of this provision in C-11 are during the event of the breakdown of relationship between two sponsors. The assumption of equal and joint liability may have differential impacts by gender. Yet another point to be noted here is about 'sponsorship bar' in C-11 that the applicant is barred from sponsoring if she/he is in receipt of social assistance for a reason other than

disability. Empirical studies showed that lone parent, mostly women, with children are more likely to require social assistance.

(iv) Live-in Caregivers

Live-in care givers are less-skilled stream of Temporary Foreign Workers, it is designed as an immigration stream, primarily from developing countries. This programme has evident gender implications as this program is almost exclusively used by women. IDC member noted that it is a positive change in terms of gender that the Regulation allows the live-in caregiver to change employers and have an uninterrupted work history within the programme. Stiell, Bernadette and Kim England (1997) revealed that live-in paid domestic workers represents a peculiar form of employment and employer-employee relations. They analysed the case studies of these workers in Toronto and revealed that almost all the domestic workers from the third World countries had, at some stage, experienced difficulties related to living-in, especially in dealing with employers who frequently demanded additional duties not stated in their contracts.

Toronto has traditionally the highest demand for foreign domestic workers in Canada. In a study by Stiell, Bernadette and Kim England (1996), they analysed Canada's foreign domestic worker programmes, noting that how gendered, racialised and classed constructions of national identities infuse these

programmes. Empirical evidence of Toronto showed how the practices of domestic worker's constructions of their occupation are interwoven with their national identities. In yet another work by Stiell, Bernadette and Kim England (1999) titled *Jamaciaan domestics, Filipina housekeepers and English nannies*, they showed how the domestic worker placement agencies perpetuated the images of which national identities are best suited to what types of jobs.

(v). Refugees

IDC member of CIC pointed out that the inclusion of persons who are subjected to violence, torture, sexual assault or arbitrary imprisonment in 'Urgent Need of Protection' of refugees category will have positive impacts by gender and assist women who have experienced gender violence and assault. It is also noted that refugee women, who are identified as vulnerable, or in urgent need of protection, are exempt from the requirement to demonstrate *an ability to establish successfully*. This allows refugee women, who may otherwise not be eligible, to be selected and resettled in Canada. It is noted that the 'One-Year Window of Opportunity' in C-11 facilitates the reunion of families who have been separated and who cannot be located and processed prior to the principal applicants' arrival in Canada. IDC member noted that this Regulation would allow the following family members to be processed overseas under the same category as the principal applicant and to join the principal applicant in Canada without the need for a family-class sponsorship. This has positive impacts by gender as it

would address the financial hardship sponsorship may have on refugee women who seek reunification with their families, as well as the hardship of those in refugee or refugee-like situations who have left behind, who are most often women and children.

From gender based analysis perspective, yet another significant step to be made, as rightly pointed out by IDC member, is in terms of data collation by sex and source country on PRRA (Pre-Removal Risk Assessment) submissions made at POEs (Port of Entry) as it has clear gender implications. The admissibility of new evidence will provide an opportunity for women to bring forward evidences of gender-based persecution, including spousal abuse, rape, concerns of Female Genital Mutilation (FGM), forced sterilization etc that for whatsoever reasons, was not introduced during refugee protection claim or at a previous PRRA. IDC member pointed out that the assessment of circumstances in the country of origin close to the time of removal is equally important.

(vi) Temporary Foreign Workers (TFW)

Empirical evidence showed that global labour market is highly gendered. Prima facie evidence showed that the work patterns of TFW differ across gender and therefore C-11 will likely to have gender differential impacts. It is noted that impacts by skill level are also likely to be different. CIC identified that

monitoring at both the high (including workers entering Canada through NAFTA) and low skill level will be necessary to determine whether impacts are differential by type of work and type of entry. Yet another point noted by IDC member is that the provision of a temporary work permit to the spouses and common-law partners of highly skilled TFW will have positive impacts by gender. At the same time, on-going monitoring is required into the use of temporary work permits to avoid the entry of traffickers.

(vii) GBA in Human Resource Development Canada (HRDC)

HRDC is one of the Federal Departments in Canada, which is effectively involved in the process of GBA. Against the backdrop of the Federal Plan in 1995, Human Resource Development Canada developed a GBA capacity within the Department through assigning this task to Women's Bureau of Strategic Policy. As noted earlier, the Federal Cabinet formally adopted GBA through Canada's 1995 federal plan on gender equality, which made federal government departments committed to the process of implementing GBA. Accordingly, in July 1995, the Women's Bureau assumed a new mandate to develop and promote the use of gender-based analysis throughout HRDC. In 1999, the Women's Bureau outlined a new model for advancing GBA in HRDC. The model involved the development of a network of gender advisors, located throughout HRDC, who would work towards integrating GBA into their area of expertise.

Accordingly, the Women's Bureau has developed and supports a network of gender advisors, through the provision of a variety of instruments such as GBA training, research products, quarterly newsletters, seminar series presentations, GBA focus groups and learning circles, in addition to GBA resources and policy advice. In September 2001, the Women's Bureau has been renamed to Gender Analysis and Policy (GAP) Directorate to reflect its mandate of promoting GBA better (HRDC, 2000).

The GBA of selected HRDC programmes, which includes pension, maternity and paternity benefits and compassionate care leave, is as follows.

(i). Senior's Income: The three possible sources for retirement income are (I) Old Age Security (OAS)²¹, (ii) The Canada/Quebec Pension Plan²²(iii) Private sources of retirement income (include pensions and savings, such as employer-sponsored Registered Pension Plans (RPPS), Registered Retirement Savings Plans (RRSPs) and other investments and savings). Looking at these sources of retirement income through gender lens, the prima facie evidence is that a spectrum of demographic and socio-economic factors that affects the income of the senior

²¹ OAS is a federal government benefit. OAS pension is paid to almost everyone over age 65, who has lived in Canada for a minimum of ten years. OAS includes the Guaranteed Income Supplement (GIS) which provides extra benefits to OAS recipients who have little or no other income. The average monthly OAS benefit was \$426 and GIS was \$371.

²² It is a contributory pension plan based on earnings. Canada Pension Plan (CPP) is operational throughout Canada, although Quebec has its own similar programme, Quebec Pension Plan (QPP). CPP and QPP are calculated on the basis of the level and duration of contribution and the age of retirement. The CPP also provides a variety of other benefits, including disability benefits and pensions to surviving spouses.

women. As per the figures of Statistics Canada (2000), women expect to live longer than men; that a 65-year old woman could expect to live, on average, another 20.2 years and men only 16.3 years²³. Also, 38 per cent of all senior women aged 65 and above lived alone when compared to 16 per cent of men.

It is noted that women's primary role in unpaid care economy can restrict them spending more hours in paid work, which limit their earnings and future retirement income. Empirical evidence showed that women in Canada aged 35-44 spend on average of 38 hours per week on unpaid work, as compared to 22 hours among their male counterparts; while women in this age group spend an average of 27 hours per week in paid work, as compared to 43 hours among their male counterparts. In this context, Ms Cassandra Iwankow of HRDC also noted that women are likely to save less through private pension plans; public sources of retirement income are important for women. Empirical data also showed that OAS and GIS benefits constitute 38 per cent of women's retirement income, as compared to 21 per cent of men's. It is also shown that in total, 64 per cent of women's retirement income came from public sources (OAS, GIS, CPP and other government transfers) as compared to 46 per cent of men's. This HRDC study also noted that many of women who receive CPP retirement pensions are based on their own contributions (53 %), while 21 per cent received a surviving spouse

²³ Data relates to 1996.

pension and 15 per cent received combined retirement and surviving spouse pensions.

HRDC's gender based analysis of CPP revealed that it has definite features that recognize and respond to the gender differences in labour force participation patterns and unpaid work. The CPP covers workers in all sectors of the economy, an important feature for women who tend to work in sectors with low rates of employer-sponsored pension coverage; it covers part-time and self-employed workers earning over \$3500 per year (majority are women); HRDC further noted that it is portable, meaning it does not penalise workers who change jobs or leave the workforce temporarily to care for children or elderly parents; it provides a child-rearing drop-out provision, allowing parents to exclude from the calculation of their retirement pensions the no- or low-earnings associated with caring for a child aged 7 and under; and it has features that allow women with no paid work history to receive a pension in their own names. Credit splitting upon divorce or dissolution of common-law union enables partners to share equally in credits obtained during the period of co-habitation. Pension sharing allows spouses or common-law partners who are together and who are already in receipt of CPP retirement pensions to receive a portion of the other's pensions, if they choose.

(ii). Employment Insurance Maternity and Parental Benefits:

Maternity and parental benefits allow eligible parents, whose earnings have been interrupted because of the birth or adoption of a child, to claim a basic benefit of 55 per cent of average insured earnings up to a maximum of \$413 per week. HRDC further noted that through the Family Supplement, claimants in low-income families can receive a higher percentage of their insured earnings, up to 80 per cent, provided the weekly benefits does not exceed \$413. Maternity benefits are payable to biological mothers for a period of 15 weeks. Parental benefits are payable to biological or adoptive parents, either mother or father, or shared between them as they see fit. In December 2000, the duration of parental benefits was increased from 10 to 35 weeks. Now it is further increased to more than 35 weeks. Maternity benefits were first introduced in 1970; while paternal benefits came into effect in 1990 and adoption benefits in 1984.

The GBA conducted by HRDC noted that by extending the duration of benefits and the introduction of parental benefits in 1990 has resulted in an increase by 73 per cent in financial support for parents of new borns or newly adopted children. In 1999-2000, the average amount of combined maternity and paternal benefits for both biological and adoptive parents was \$7737. The GBA of HRDC further noted that most parents take advantage of the full duration of leave covered by EI Maternity and Parental Benefits. HRDC estimated from the data collated by Statistics Canada that between 1976 and 1990, prior to the introduction of

parental benefits; the average number of weeks of maternity benefits was approximately 14 weeks out of possible 15. It is also estimated that in 1991, following the introduction of parental benefits, the average number of weeks of combined maternity and parental benefits paid per beneficiary was 21.9 weeks out of a possible 25. By 1998, the average number of weeks of maternity/parental benefits paid had increased to 24.5 weeks out of a possible 25.

In the monitoring and assessment Report of Employment Insurance 2000, GBA of HRDC noted that although fathers have had access to parental benefits since 1990, very few men have taken parental leave to date. In 1999-2000, only 5 per cent of the 169,000 biological parents who filed a parental benefit claim were fathers, and this proportion has remained relatively constant over the past ten years. In case of adoptive fathers, somewhat greater proportion of adoptive fathers (12 percent of 1600 parents) claimed adoption benefits.

It is important to note at this point that the pattern of access to maternity benefits has been entirely different, when it comes to self-employed women. GBA of HRDC noted that as most of the women who are self-employed do not make Employment Insurance (EI) contributions, they typically do not have access to EI benefits during the time surrounding the birth of a child. It also noted that self-employed women might be unable to leave their work for an extended period of time without incurring business losses. A study by Statistics Canada showed

that between 1993 and 1994, 85 per cent of self-employed women received no EI benefits, as compared to 13 per cent of paid workers. 80 per cent of self-employed were back on the job one month after childbirth, as compared to only 16 per cent of paid workers.

(iii) Compassionate Care Benefits

In 2003 Federal Budget, Government of Canada introduced 'Compassionate Care Benefits', which is a new type of Employment Insurance (EI) benefits. Compassionate care benefits will be paid for a period of six weeks to all the employees who are entitled to EI benefits, including self-employed fishers, who have to be away from work to provide care or support to a member of their family who is gravely ill with a significant risk of death within 26 weeks (6 months). In the process, Canadian Labour Code (Part III) will be amended so that an employee will be entitled to up to 8 weeks of compassionate care leave (6 weeks EI compassionate care benefits plus 2 weeks waiting period) to provide care and support to a family member if a medical certificate is issued. As women tend to take leave on compassionate care grounds to look after a dying relative, it has positive implications on women. The compassionate care benefits will come into existence since January 4th, 2004.

(viii) Statistics Canada

Though GBA is not mandatory in Statistics Canada, the work of Statistics Canada has been designed to incorporate various aspects of gender equality. Statistics on attributes and activities of men and women are very important and statistics-based support to the policy making is important to ensure a successful implementation of GBA across Departments. The initial step in the production of gender statistics has been focused on the generation of status of women in socio-economic scale in comparison to men. Stone and Pelletier (2002) pointed out that broadening the focus of gender statistics so as to include the statistics and indicators that support the analysis of the gendering phenomenon is crucial to the quality of support statisticians provide to those who are interested in gender equity. It is also mentioned that statisticians engaged in gender statistics need to bring into focus 'cultural values' and the 'behaviour of institutions', so that gendering can be analyzed adequately. The statistics related to the division of labour within the household is an important area of statisticians, once they think from perspective that gender is a social construct.

The unpaid care economy has drawn increasing attention in recent years in macro policy circles. The care economy work includes childcare, care of aged, disproportionate share of unpaid work done by women in meals preparation, cleaning, clothing care, management and shopping (paying bills, shopping for

groceries etc), volunteer work (fund raising, helping friends in housework etc), travel related to shopping, taking family members to day care, school, hospital etc. In Canada, attention has also focused on the adjustment of taxation, pension and income support policies and programmes to recognize the contribution of unpaid care economy work to the economic and social well-being of Canadians.

Time Use Surveys (TUS) are essential for estimating the value of unpaid work. TUS provide information on the amount and types of unpaid work done, and who does this form of work. Statistics Canada has a long standing tradition way back to seventies to measure and value unpaid work of Canadian households. The initial effort in this regard by Statistics Canada was in 1970s to estimate the value of household work relied upon data obtained from the TUS of Halifax and Toronto in 1971-72. Subsequent studies used the 1981 Canadian TUS (pilot) and the 1986 and 1992 General Social Surveys (GSS) on time use. Each survey respondent was asked to maintain a 24-hours diary in terms of their daily activities, including paid work, unpaid work, education, personal care and leisure. Unpaid work is further disaggregated into meals preparation and cleaning up, transportation and travel related to unpaid work, help and care, management and shopping, other domestic work etc. The time-use data of the General Social Survey (GSS) provided data on unpaid care economy activities across gender in Canada. The study showed that 24 per cent of girls spent 5-24 hours a week on unpaid housework, while the corresponding boys is about 18

per cent. If the focus is on 5 hours-or-more category, the proportions of girls and boys are 32 and 22 per cent respectively.

The value of unpaid work is estimated on the basis of hourly wage rates, which is commonly known as the 'input method'. Two important methods of 'input approach' in valuing care economy are 'opportunity cost' and 'replacement cost'. The former is based on the notion that value of the work is equivalent to its opportunity cost, that is the forgone wage.; while the latter puts value on unpaid work based on the wage rate paid to people who do similar types of work. In other words, the value of work is equivalent to the cost of paying someone else to do it (its replacement cost). In Canada, the generalist replacement method is the most favoured method. Using this method, it is estimated that the value of unpaid work was \$ 136 billion in 1961 (in 1992 dollars) and \$ 235 dollars in 1992. For both years, it represented about one-third of GDP.

(ix) Solicitor General

The Solicitor General Portfolio is responsible for protecting Canadians and helping to maintain a peaceful and safe society. Collaboration with other federal departments is essential in the work of this Department. The interview with IDC member revealed that various public safety measures taken by Solicitor General is in co-ordination with other Federal Departments on the multi spheres of life,

which includes workplace safety, financial safety, internet safety, national safety and security, family and home safety, transportation and travel safety, consumer protection etc along with the concerns for health and environment. IDC member gave the information on a comprehensive *portal on public safety*, which is a rich source of information on safety measures in various spheres of life in Canada.

When we look at the public safety through a gender lens, one of the major issue comes up is the family safety and domestic violence. It is noted that based on a survey of approximately 26,000 Canadians, an estimated 7% of people who were married or living in a common-law relationship experienced some form of violence in the five years prior to the survey. The safety at work place deals with the issues of occupational hazards, sexual harassment at work place; while the transportation and travel safety deals with the border safety, rail safety, air safety, marine safety, highway safety etc, which has intrinsic gender implications.

Under health and security of senior citizens, the issue of abuse of older adults have been examined. In the fact sheet provided by Justice Canada, “abuse of older adults” refers to violence, mistreatment or neglect that older adults living in either private residences or institutions may experience at the hands of their spouses, children, other family members, caregivers, service providers or other individuals in situations of power or trust. As per the latest figures of Statistics

Canada, approximately 7% of the sample of more than 4,000 adults 65 years of age and older who responded to the 1999 General Social Survey on Victimization (GSS) reported that they had experienced some form of emotional or financial abuse by an adult child, spouse or caregiver in the five years prior to the survey, with the vast majority committed by spouses. Emotional abuse was more frequently reported (7%) than financial abuse (1%).

Dating safety is yet another area of concern under the realm of public safety. Dating violence refers to abuse or mistreatment that occurs between “dating partners”, individuals who are having – or may be moving towards – an intimate relationship. The Canadian Panel on Violence Against Women reports that 31% of sexual assaults occur in dating and acquaintance relationships. The majority of date and acquaintance rape victims are young women aged 16 to 24. In a 1996 Canadian National Survey on "date rape" in Canadian high schools, 14.5% female participants stated that their partners physically forced them to engage in sex acts. Some 8.3% of women stated that their partners threatened to physically force them into sexual activities.

IDC member rightly pointed out with facts and figures encompassing the various dimensions of public safety measures in Canada and also highlighted the importance of her Department to work in close collaboration with other Federal departments of Canada.

(x) CIDA

In addition to the above Federal Departments, it is important to mention that CIDA is involved in GBA from a different angle. Gender is adequately linked to the overarching policy and programming priorities of CIDA (Canadian International Development Agency), which includes poverty reduction, ensuring basic human needs, human rights, democratization and good governance, private sector development, environment etc.

(xi) Department of Foreign Affairs and International Trade (DFAIT)

GBA is included in the policies and programmes of DFAIT from the perspective that the equality of women is a fundamental element of Canada's foreign and domestic policies which flows from the belief that women and men have equally important contributions to make to society. The priority areas of research from gender perspective in DFAIT includes engendering labour provisions in the most important trade agreements affecting Canada such as North American Free Trade Agreement (NAFTA) and the World Trade Organization's (WTO) General Agreement on Trade in Services (GATS). It is noted by one of the important research institutes of Canada (the North-South Institute) that the NAFTA Chapter 16 provisions allow for the temporary entry of service providers in professions ranging from accountant to registered nurse and university teachers

and also services are also being addressed in the negotiations for a Free Trade Area of the Americas (FTAA). It is assumed that there is 'a strong case, on both efficiency and equity grounds, to promote greater doses of labour mobility under the GATS in the coming round'. The Department of Foreign Affairs and International Trade (DFAIT) is therefore seeking further liberalization of the movement of service providers under the ongoing GATS negotiations²⁴. The North-South Institute further highlighted that the question to be considered is whether these trade policies are compatible with the Government's gender equality commitments under Canada's Plan for Gender Equality. Despite gender-based analytical guides of SWC, trade agreements do not reflect a gender analysis of needs and objectives. It is also noted that research from other countries suggests that lack of such gender analysis could result in lost opportunities to advance economic sectors in which women are strongly represented, or produce outcomes that exacerbate existing gender inequalities²⁵.

(xii) Infometrica

Gendered structures and gender differentials in capability deprivation are integral to the subject matter of macroeconomics. In the backdrop of increasing awareness of engendering macroeconomic policy framework, *Infometrica* of Canada is developing a macromodelling of Canadian economy incorporating

²⁴ <http://www.nsi-ins.ca/ensi/research/engendering.html>

gender, which is an exercise of first of its kind²⁶. Infometrica's macromodeling incorporating gender is not in a Computable General Equilibrium (CGE) framework. CGE models are widely criticized for its significant limitations as an entry point of engendering macroeconomics²⁷.

VI. Critical Evaluation of GBA in Canada

It is a commendable achievement that GBA has been successful in making an entry to prima facie gender neutral departments like defence, citizen and immigration, solicitor general etc and could initiate a process of looking policies through gender lens in Canada. Equally a significant step is that the process of GBA has been successful in demystifying the concept of gender neutrality in macropolicies, which can unknowingly turned out to be even gender-blind. However, certain deficiencies are identified which thwart the process of GBA from the expected realm of success.

The prime reason identified for the lack of expected success of GBA is the ineffectiveness of Status of Canada to enter the macropolicy circle, especially the matters relating to budgeting process and certain other key macroeconomic

²⁵ The GBA issues of DFAIT needs to be further explored, as a follow up of this study.

²⁶ Infometrica is internationally recognized for its consulting and information technology. This information was provided by Professor *Mike McCracken*, Chief Executive Officer, Infometrica Ltd.

²⁷ For details, refer Gutierrez, Martha (2003).

policy concerns. Although SWC has been committed to process of GBA, it failed to effectively mainstream the hard ministries like Finance Canada into the process of GBA. The Finance Canada is still outside the purview of GBA in Canada. Finance Canada does not have the process of gender analysis of budgets due to lack of capacity within the department to undertake such analysis and also to a limited extent of the perception of Finance Canada that budgets are gender neutral. As gender analysis of budgets has not been top in the priority list of many other initiatives of Finance Canada, GBA of budgets is yet to enter the realm of Finance Canada. An important point to be noted here is that budgetary policies has differential impacts across gender due to their systemic differences between men and women in relation to the economy. Therefore it is important to analyse the gendered incidence of budgetary policies for the effective targeting of public spending and offsetting any undesirable gender-specific consequences of previous budgetary measures.

Yet another reason identified for the lack of expected success for GBA process in Canada is insufficient support from the bureaucrats at the higher realms in the Federal Departments, coupled with lack of adequate funding to sustain the process of GBA. It is argued by the government that identified federal departments would pay any expense, which was cited in the seminal document of *Federal Plan for Gender Equality*. It was only in the backdrop of the subsequent waning of GBA, in 1999, a Gender Based Directorate has been formed within

Status of Women Canada to strengthen the process of implementation of GBA across federal departments and also certain amount of funds has been provided for a period of five years since 2000. However, financial resources across departments to implement and monitor the process of GBA has not been adequate and lack of sufficient funds accelerate the process of delays in implementing the GBA or monitoring the process of GBA after its implementation.

Lack of appropriate monitoring framework is yet another reason behind the inadequate results of GBA process. Lack of accountability coupled with no adequate financial support has weakened the process of GBA in Canada. As noted in the *Federal Plan for Gender Equality*, Federal government has included GBA as a customary operational cost, which is included in Department's running business expenses. Federal Departments has not been given additional financial inputs for GBA, which has decelerated the process of GBA. However, in the overall macrobudgetary policy regime, containing the budget deficit and expenditure management have been the focus, which further explained the decision of government in not providing additional financial process for GBA across Departments.

GBA process has been a 'within government initiative' in Canada with weak linkages to civil society including women's groups; which may also contribute to

the lack of sustainability to the whole process. An attempt to increase the intradepartmental capacity on gender (by providing training to internal experts on the issues of GBA) has shifted the focus of GBA from feminist activists to femocrats. However, at microlevel, women's organisations are still asked to give their inputs in the policy formulation of some of the Departments in Canada.

One of the good elements of GBA strategy in Canada is its operational flexibility across Departments. It is not a homogeneous design of implementing policies across departments, rather each department is flexible in implementing GBA in its own appropriate policy initiatives. However, care should be taken this flexibility should not land up in ambiguity and in turn ineffectiveness of policy. Supportive implementing agencies for GBA need to be strengthened for the sustainability of the programme. There is lack of effective co-ordination in implementing GBA between the nodal department of SWC with other federal departments, as identified federal departments themselves are responsible for implementation of GBA within the departments and not accountable to SWC, which has weakened the effective nodal network.

VII: Lessons for India

Prima facie evidence may suggest that Canadian experience of GBA contribute little to the process of gender budgeting in India as Finance Canada is outside the

purview of GBA. But the point to be noted here is that Canadian experience of GBA across Federal Departments throws light to a significant institutional networking system to establish gender budgeting across identified Departments in India from the limited purview of macroscan of Union Budgets. At the same time, as Indian experience revolves around gender analysis of budgets and Canadian experience is more comprehensive across various Federal Departments but excluding the engendering of budgeting process in Finance Canada, the learning process is definitely symbiotic. This symbiotic process can ensure a two-way learning process between India and Canada in the realm of gender mainstreaming. Canada can draw lessons from India on integrating gender perspective in budgetary policies and India can draw lessons from Canada on the strategies and tools of mainstreaming gender across various Ministries/Departments.

In India, the significance of developing an institutional network to implement gender perspective in policies across various Ministries and Departments has been realized and steps can be taken in lines with Canadian experience of GBA. However, care should be taken not to repeat the intrinsic drawbacks of Canadian experiment. The first and foremost step in forming an institutional network for gender units in India is to identify important Departments including the prima facie gender neutral ones like Law and Justice, Defence, Finance etc. Subsequent steps can be to form gender units within the identified Departments and also

form an Interdepartmental Steering Committee with top level bureaucrats, who are effective in implementing policies. Lack of involvement of high level bureaucrats in the process of GBA in various Departments thwarted the effective implementation of GBA in Canada. A system can be thus be set up in identified Ministries/Departments in India to undertake gender analysis of policies including budgetary allocation and to collate gender-disaggregated data to obtain the gender-wise relevant statistical database, targets and indicators. A gender audit of plans, policies and programmes of various identified Ministries should be conducted for evaluation of the progress. Department of Women and Child Development (DWCD) in India, the equivalent of Status of Women Canada (SWC), could be tasked to be the nodal Department and organize periodical gender audit assessments.

Establishing Gender Analysis Units in identified Departments to supervise the formulation of the process of gender analysis including gender budgeting is important to integrate the framework into policies, programmes and workplans of the Ministry and also to identify and initiate research on specific gender aspects related to the work of the Ministry. Moreover, Gender Analysis Units (GAU) can be given training by DWCD in the process of engendering macropolicies. In the process of mainstreaming gender in budgetary policies across Ministries, GAUs can form an Interdepartmental Steering Committee (ISC). In order to do so effectively, the personnel to man the GAUs in the

identified Departments may be drawn from professional bodies associated with 'gender development' issues, so as to give programmes better direction and thrust.

In addition to GAUs in individual Departments/Ministries, the formation of ISC on gender analysis of policies stands relevant to identify and share the issues of gender which cut across departments, for instance, the issues related to domestic violence, microfinance, homelessness etc. ISC can also identify and share the best practices on implementing gender analysis. ISC may also include external experts as technical advisors who support the process of gender analysis of policies. ISC's task is to develop an overall time-bound programme for gender analysis including gender analysis and budgeting in identified Ministries and also to monitor and review the progress²⁸.

'Gender Analysis Directorate' within DWCD can work with other departments to integrate gender perspective in their work, develop training modules and establish appropriate interdepartmental mechanisms to advance implementation. The GA Directorate will be the focal point for co-ordination, facilitation and support of gender policy analysis across Departments. This Directorate can encourage and assist other identified Departments to ensure that gender budgeting is incorporated into the Ministries.

²⁸ The Secretary of Department of Women and Child Development (DWCD) can be the Chairperson of the ISC.

Yet another experience drawn from Canadian process of GBA is its effective implementation at subnational levels of governance, especially in Quebec and British Columbia²⁹. The institutional framework suggested in this study is equally applicable to State/Provincial Governments of India. In this connection, it may be mentioned that a major portion of expenditures incurred in the social services sector (viz., education, health etc) is through the State Governments. Also, State governments have many a policies which has more gender implications. It is therefore equally important that State Governments also introduce Gender Budgeting and gender assessment studies. In the backdrop of 73rd and 74th Constitutional Amendments, with the devolution of powers, functions and finance to the third tier of government, viz., urban and rural local bodies, it is equally important for the State government to initiate studies on gender analysis and budgeting at decentralized levels of administration. At the first juncture, paucity of data is recognized to be the major impediment to conduct such studies. Be that as it may, State Governments should endeavor to encourage such studies at the earliest, including the collation of data on public finance statistics, gender indicators etc.

An important assumption behind GBA process in Canada is that woman is not a homogeneous group. In other words, GBA does not assume that all women are equal. GBA across federal departments has given adequate attention to the issues related to on-reserve and off-reserve aboriginal women. The point to be noted here is that the domain of Aboriginal in Canada is equivalent to a situation of 'Third World' within a developed country. The issues related to capability deprivation is acute among Aboriginal and the gender gaps in access to resources like education, health, work etc within this category is even worse. While conducting gender-mainstreaming exercises in India including the gender budgeting, it is therefore important to assume that women do not constitute a homogeneous group and adequate attention has to be provided to socially and economically backward women.

In India, care economy is not given adequate attention in the policy making. In Canada, since mid seventies, care economy has been given adequate attention in statistics and the valuation of work done in care economy have been carried out at sufficient intervals. Subsequently various macropolicies have incorporated the significance of care economy in its formulation in Canada. The recent compassionate care benefits is one example among varied policies in Canada. The significance of lifting the veil of statistical invisibility of care economy in

²⁹ The in-depth studies on subnational level of experience on GBA in Canada has not been able to conduct due to time constraints of fellowship tenure of five weeks; but as a follow up of this study, it is very important to undertake studies on the experience of GBA at subnational level of governance in Canada.

India and incorporating it into the macropolicy making stands one of the relevant step ahead.

Despite the lessons India has drawn from the GBA experience of Canada as mentioned above, it is important to note that Canada can also draw certain useful points from Indian experience of integrating gender into macropolicies, especially budgetary policies. This is all the more relevant because the major drawback of Canadian experience of GBA is the exclusion of significant Federal Departments like Finance, Environment, Privy Council etc in the process of GBA. Mainstreaming Finance Canada in the process of GBA stands the next relevant step to ensure the integration of gender perspectives in macropolicies of Canada a complete success. The recent initiative of integrating gender in budgetary policies in India has been the formulation of 'Committee on Budget Classification' in the Ministry of Finance under the Chief Economic Advisor (CEA) of India, with gender budgeting as one of the terms of reference of the Committee.

In Canada, it is important to demystify the perception that 'budget is gender neutral'. A quick significant initiative ahead in this regard can be an assessment of the recent Federal Budget from gender perspective. Status of Women Canada may initiate a study on "Federal Budget through Gender lens" *to read the budget numbers beyond* for gender implications and analyse the Canadian Federal budget

documents, both revenue and expenditure allocations, and analyse the intrinsic gender dimensions of Federal Budgets. It may not be necessary that the study to be carried out by officials of Finance Canada, though the study has to be conducted by economists or academicians who have expertise in reading budget documents of Federal Departments and understand its budgetary allocations through a gender lens and cull out the relevant information from the budget numbers. The experience of Ministry of Finance in India on gender budgeting and its technical expertise can provide a symbiotic collaboration in developing an appropriate analytical matrix to conduct gender budgeting in Canada at national and subnational levels of governance.

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