



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

# **IMPLEMENTING GENDER-BASED ANALYSIS PLUS IN THE GOVERNMENT OF CANADA**

## **Report of the Standing Committee on the Status of Women**

**Marilyn Gladu  
Chair**

**JUNE 2016**

**42<sup>nd</sup> PARLIAMENT, 1<sup>st</sup> SESSION**

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# **THE STANDING COMMITTEE ON THE STATUS OF WOMEN**

has the honour to present its

## **FOURTH REPORT**

Pursuant to its mandate under Standing Order 108(2), the Committee has studied gender-based analysis plus and has agreed to report the following:





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# **IMPLEMENTING GENDER-BASED ANALYSIS PLUS IN THE GOVERNMENT OF CANADA**

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## **EXECUTIVE SUMMARY**

The House of Commons Standing Committee on the Status of Women (“the Committee”) undertook a study on the implementation in the federal government of Gender-Based Analysis Plus (GBA+), an analytical process which examines the possible effects of legislation, policies, and programs on diverse groups of women and men, girls and boys. Testimony was provided by 28 witnesses in 6 meetings held on 25 February 2016 and from 3 to 17 May 2016. These meetings confirmed the positive difference that the implementation of GBA+ makes to the quality, responsiveness, and effectiveness of government policies, programs and legislation. The meetings also underscored that despite the long history of work on the topic of GBA+, the federal government’s commitment to the implementation of GBA+ is far from being fulfilled.

Throughout the testimony, the Committee learned of many opportunities to promote and improve the implementation of GBA+ among federal departments and agencies. In particular, the Committee was convinced that many aspects of the GBA+ process should be made mandatory through legislation, as outlined in two of the 21 recommendations:

### **Recommendation 14**

**That the Government of Canada, following consultation with federal departments and agencies, as well as civil society, introduce legislation by June 2017 that sets out obligations of federal departments and agencies with regard to the implementation of Gender-Based Analysis (GBA+).**

### **Recommendation 17**

**That the Government of Canada introduce legislation, by or before June 2017, which legislates that:**

- **Gender-Based Analysis Plus (GBA+) is applied to all proposals before they arrive at Cabinet for decision making;**
- **GBA+ is a mandatory portion of Privy Council Office, Treasury Board of Canada Secretariat and Department of Finance submissions for all departments and agencies;**
- **The Privy Council Office and Treasury Board of Canada Secretariat are mandated to return policies and programs that do not demonstrate the application of GBA+.**

Furthermore, the Committee was interested in options for new forms of leadership to support and enforce the implementation of GBA+ in Canada. In particular, the Committee supported the idea of establishing a Commissioner for Gender Equality, who would be an Agent of Parliament and would have the mandate to promote the implementation of GBA+ in federal departments and agencies. The Committee outlined this in a recommendation:

### **Recommendation 3**

**That the Government of Canada introduce legislation by June 2017 that will create the Office of the Commissioner for Gender Equality, based on the model of the Office of the Commissioner of Official Language; that this legislation establish the Commissioner for Gender Equality as an Agent of Parliament and set out clearly the powers and responsibilities of the Office of the Commissioner for Gender Equality; and that the Commissioner for Gender Equality be provided with all necessary resources to fulfil his or her mandate.**

The recommendations presented in this study provide a path towards improved implementation of GBA+ in federal departments and agencies. The Committee hopes that this report will remind federal organizations of the value of applying GBA+. By fully implementing GBA+, the federal government can improve the quality of its policies, programs and legislation, to ensure they serve Canadians in all their diversity.

## INTRODUCTION<sup>1</sup>

Over 20 years ago, the Government of Canada signed the *Beijing Declaration and Platform for Action*, whereby the federal government committed to applying gender-based analysis (GBA) on all future policies, programs and legislation. GBA is an analytical tool that can be used to evaluate the gender-specific impact of government initiatives. In Canada, GBA remains relevant today as women and girls still face gender inequality, whether it takes the form of the gender wage gap, a disproportionate responsibility for child and elder care, or an underrepresentation of women in politics.

However, the federal government is increasingly aware of the growing diversity of Canada's population and the need for an evolution in the concept of gender-based analysis; as a result, in recent history, Status of Women Canada developed the concept of GBA+ with the goal of recognizing and addressing these intersecting identities. GBA+ examines the possible effects of legislation, policies, and programs on diverse groups of women and men, girls and boys, by taking into consideration gender and other identity factors.

The House of Commons Standing Committee on the Status of Women ("the Committee") agreed on 8 March 2016 to conduct a study on GBA+ and its implementation at the national level in Canada. The Committee adopted the following motion:

That the Committee study ways in which the government could more fully implement Gender-Based Analysis (GBA) to advance gender equality, including:

- Examine the work being done by a number of federal departments and agencies to implement systems to monitor the use of GBA in government processes;
- Identify best practices in measuring the impacts of government policies and programs in creating more equitable results;
- Examine the gaps outlined by the Auditor General in the application of GBA and how to address these.

That the Committee report its findings to the House; and that the Committee request a government response to its report.<sup>2</sup>

The Committee was inspired to study GBA+ following the results of the Office of the Auditor General of Canada's 2015 fall reports, *Implementing Gender-Based Analysis* (hereafter OAG's 2015 Fall Report 1), which concluded that selected departments did not always perform GBA to inform government decisions, and that "the departments that had implemented a GBA framework did not always conduct complete analyses, and the quality of their analyses was not consistent."<sup>3</sup> As well, the report stated that since 2009,

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1 The evidence cited in this document is from the [House of Commons Standing Committee on the Status of Women \[FEWO\] 42<sup>nd</sup> Parliament, 1<sup>st</sup> Session](#), unless otherwise noted.

2 Parliament of Canada: Standing Committee on the Status of Women [FEWO], [Minutes of Proceedings](#), 8 March 2016.

3 Office of the Auditor General of Canada, "[Report 1 – Implementing Gender-Based Analysis](#)," *2015 Fall Reports of the Auditor General of Canada*, Fall 2015.

SWC and relevant central agencies had made progress “supporting the implementation of gender-based analysis throughout the federal government by providing assistance, guidance, and training.”<sup>4</sup>

The Committee heard from 28 witnesses in 6 meetings held on 25 February 2016 and from 3 to 17 May 2016. The Committee was briefed by officials from the following federal departments, agencies and central agencies: Employment and Social Development Canada; Indigenous and Northern Affairs Canada; Innovation, Science and Economic Development; Natural Resources Canada; Status of Women Canada (SWC); Immigration, Refugees and Citizenship Canada; Department of Finance Canada; Public Works and Government Services Canada; Statistics Canada; Privy Council Office (PCO); and Treasury Board of Canada Secretariat (TBS).

The Committee also heard from officials from the Office of the Auditor General, who discussed the OAG’s 2015 Fall Report 1.<sup>5</sup> In addition, the Committee heard from a number of expert and academic witnesses on the subject of GBA+ and its implementation domestically and internationally. Lastly, the Committee received briefs from a number of organizations and follow-up responses to questions from Committee members.

The Committee’s report summarizes the evidence gathered during the study, starting with a definition of GBA+, a history of GBA+ at the federal level in Canada, and an overview of current GBA+ initiatives at the federal level. The report also examines the key themes highlighted during the study: understanding a GBA+ framework; training and education on GBA+; leadership to promote GBA+; implementation of GBA+; accountability mechanisms and the role of mandatory enforcement; evaluation mechanisms; and collaboration with the goal of promoting the implementation of GBA+. The report concludes with GBA+ success stories, which demonstrate the untold value of applying GBA+ to government policies, programs and legislation.

The Committee is concerned that only 29 of approximately 110 federal organizations have committed to GBA+ through the *2009 Departmental Action Plan on Gender-Based Analysis*.<sup>6</sup> The Committee hopes that this report will require federal organizations to re-examine the concept of GBA+ and how its effective implementation could benefit the policies, programs and legislation they develop.

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4 Ibid.

5 Ibid.

6 The 29 federal organizations are: Department of National Defence Ombudsman’s Office; Canadian Institutes of Health Research; Natural Sciences and Engineering Research Council; Canadian Space Agency; Social Sciences and Humanity Research Council; Agricultural and Agri-Food Canada; Canada Border Services Agency; Canada Revenue Agency; Canadian Human Rights Commission; Global Affairs Canada; Correctional Service Canada; Environment and Climate Change Canada; Natural Resources Canada; Public Safety Canada; Canadian Heritage; Immigration, Refugees and Citizenship Canada; Department of Fisheries and Oceans; Innovation, Science and Economic Development; Public Health Agency of Canada; Public Services and Procurement Canada; Department of Finance; Health Canada; Department of Employment and Social Development; Indigenous and Northern Affairs Canada; Justice Canada; Privy Council Office; Transport Canada; Treasury Board Secretariat; Veterans Affairs Canada.

## A. Defining Gender-Based Analysis

The Committee was informed that gender-based analysis (GBA) is a tool used by different levels of government, international organizations and non-governmental organizations in order to assess the gender-specific impact of legislation, policies, and programs on women and men.

According to witnesses, gender-based analysis can be employed at a national level in several ways:

- the implementation of GBA can be voluntary, promoted or mandatory;
- GBA can be employed by governments, by the bureaucracy (departments and agencies), and/or by parliamentarians;
- GBA can be applied to legislation, policies, programs, and budgetary and financial processes;
- GBA can be applied at different stages of policy, program and legislation development – during development and design, throughout consultation, and during the evaluation of outcomes and application.

At the international level, gender-based analysis may also be referred to as “gender mainstreaming” or “gender analysis.”<sup>7</sup>

The Committee learned that in Canada, gender-based analysis plus (GBA+) is an analytical tool employed by the federal government to improve and advance gender equality in Canada. According to SWC – the agency that takes the leadership role in promoting GBA+ throughout the federal government – GBA+ analyzes the possible impacts of legislation, policies, programs or initiatives on diverse groups of women and men, girls and boys, by taking into consideration gender and other identity factors. The “plus” in GBA+ incorporates a range of intersecting identity factors, such as age, education, language, geography, culture and income.<sup>8</sup>

The Committee was informed that a department or agency has completed GBA according to SWC if, before decision making, it has:

- “reviewed data sources such as research papers, quantitative data such as statistics, and other gender-related information relevant to the initiative;
- considered the perspectives of stakeholders, including affected groups of women and men;

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7 Inter-Parliamentary Union, [Presentation of Conference Reports: \(d\) Mainstreaming gender equality into the work of parliaments](#), Fourth World Conference of Speakers of Parliament, CONF-2015/2(d)-R.1, 21 May 2015, p. 5.

8 Status of Women Canada, [GBA+: Gender-Based Analysis Plus – What is GBA+?](#).

- examined the gender considerations raised in data sources and by stakeholders, to determine whether any are relevant to the initiative and could have different impacts on specific groups of women and men; and
- in cases where there are relevant gender considerations, proposed options or risk-mitigation measures to address any inequalities in the outcomes of the initiative on those gender groups, or justified why the gender considerations do not apply to the initiative.”<sup>9</sup>

### (i) Why Do We Need GBA+?

Witnesses reminded the Committee that historically, federal government initiatives were informed by a “gender-blind” approach, whereby the impact of gender and other identity factors were not understood or acknowledged in the development of policies, programs and legislation.<sup>10</sup> In some cases, government initiatives even served to maintain and shape inequality, either inadvertently or purposefully.<sup>11</sup> There was widespread agreement among witnesses that the implementation of GBA, followed by a move to GBA+, has the potential for significant and positive impact on public policy in Canada.<sup>12</sup> In its brief, the Women’s Xchange Team stated that GBA+ is essential for “developing effective and equitable policies, programs and legislation for diverse populations.”<sup>13</sup>

The Committee heard that the application of GBA+ by governments can contribute to the overall goal of achieving gender equality. Implementing GBA+ assists the federal government in identifying the impacts of its initiatives on different identities, especially gender. This enables the government to address any negative impacts, and in turn, to fulfil international commitments regarding gender equality, such as those contained in the *Beijing Declaration and Platform for Action*.<sup>14</sup>

The Committee heard that when GBA+ is not applied, the federal government may not understand, identify, and address the adverse consequences of an initiative on certain

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9 Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada*, 2015.

10 [Evidence](#), 17 May 2016, 1655 (Dr. Cara Tannenbaum, Scientific Director, Institute of Gender and Health, Canadian Institutes of Health Research); [Evidence](#), 12 May 2016, 1530 and 1535 (Rosalind Cavaghan, Post-Doctoral Fellow, Department of Political Science, Radboud University, as an Individual).

11 Feminist Northern Network, “Requiring Gender Based Analysis Plus (GBA+) in Environmental Assessments,” *Submitted Brief*, 12 May 2016; [Evidence](#), 12 May 2016, 1530 (Rosalind Cavaghan).

12 DisAbleD Women’s Network of Canada, “Parliamentary Brief,” *Submitted Brief*, 12 May 2016.

13 Women’s Xchange Team, “Recommendations for Status of Women Committee Study: Gender Based Analysis Plus in the Federal Government,” *Submitted Brief*, 12 May 2016.

14 [Evidence](#), 25 February 2016, 1535 (Nancy Cheng, Assistant Auditor General, Office of the Auditor General of Canada); Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada*, 2015.



segments of the population.<sup>15</sup> Witnesses indicated that if GBA+ is not applied before a policy, program or legislation is developed, it can result in additional costs if the initiative requires changes during its implementation or at a later date.<sup>16</sup> In a brief to the Committee, YWCA Canada provided examples of opportunities where upcoming federal initiatives would benefit from the application of GBA+: democratic reform, the National Inquiry into Missing and Murdered Indigenous Women and Girls, housing and homelessness policies, and employment insurance.<sup>17</sup>

Witnesses underscored the false belief that certain government initiatives in some sectors – for example, fisheries, national security, or infrastructure – do not require the application of GBA+ as there is no obvious connection to identity factors such as gender.<sup>18</sup> The Committee heard that it is important, even in these cases, to conduct GBA+ because civil servants may uncover an unexpected result once they “scratch the surface.”<sup>19</sup>

The Committee was provided with examples of federal government initiatives whose positive outcomes were due, in part, to the implementation of GBA+. However, witnesses said that there needs to be improved efforts to share these success stories with the goal of teaching the general public, civil servants, departments, and political leaders the importance of this analysis.<sup>20</sup>

## **B. History of Gender-Based Analysis at the National Level in Canada**

The Committee learned of a number of significant events, reports and publications on the subject of GBA and GBA+, as outlined below:

- 1995: After Canada signed the 1995 *Beijing Declaration and Platform for Action*, the Government of Canada made a commitment to conduct GBA on all future legislation, policies and programs.<sup>21</sup>

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15 Feminist Northern Network, “Requiring Gender Based Analysis Plus (GBA+) in Environmental Assessments,” *Submitted Brief*, 12 May 2016; DisAbleD Women’s Network of Canada, “Parliamentary Brief,” *Submitted Brief*, 12 May 2016; YWCA Canada, “Making Broad Investments: Taking Gender-Based Analysis Seriously in 2016,” *Submitted Brief*, 12 May 2016.

16 Women’s Xchange Team, “Recommendations for Status of Women Committee Study: Gender Based Analysis Plus in the Federal Government,” *Submitted Brief*, 12 May 2016; [Evidence](#), 3 May 2016, 1725 (Maia Welbourne, Director General, Immigration Branch, Department of Citizenship and Immigration).

17 YWCA Canada, “Making Broad Investments: Taking Gender-Based Analysis Seriously in 2016,” *Submitted Brief*, 12 May 2016.

18 [Evidence](#), 10 May 2016, 1540 and 1545 (Renée LaFontaine, Assistant Secretary, Corporate Services and Chief Financial Officer, Treasury Board Secretariat); [Evidence](#), 5 May 2016, 1550 (Nancy Cheng).

19 [Evidence](#), 5 May 2016, 1550 (Nancy Cheng); [Evidence](#), 10 May 2016, 1710 (Alfred MacLeod, Assistant Deputy Minister, Policy, Planning and Communications Branch, Department of Public Works and Government Services).

20 [Evidence](#), 3 May 2016, 1605 (Justine Akman, Director General, Policy and External Relations, Policy and External Relations Directorate, Status of Women Canada).

21 [Evidence](#), 3 May 2016, 1530 (Justine Akman); [Evidence](#), 25 February 2016, 1530 (Nancy Cheng).

- 2002: The *Immigration and Refugee Protection Act* came into force in 2002 and includes a legislative requirement for Immigration, Refugees and Citizenship Canada to provide GBA of the impact of the Act in an annual report to Parliament.<sup>22</sup>
- 2005: FEWO published a report entitled *Gender-Based Analysis: Building Blocks for Success* which contained nine recommendations and specifically called on the government to launch consultations aimed at “the development of legislation that would ensure the systematic application of gender-based analysis to all ... federal policy and program activities.”<sup>23</sup>
- 2005: The Expert Panel on Accountability Mechanisms for Gender Equality was appointed by the federal government to advise the government on how to implement GBA and improve gender equality.<sup>24</sup> The Panel issued a report *Equality for Women: Beyond the Illusion* recommending that legislation be created to “ensure enhanced gender equality outcomes across Government, including the use of gender-based analysis, monitoring and reporting.”<sup>25</sup>
- 2006 and 2011: FEWO issued two short follow-up reports on gender-based analysis (which were not preceded by a study): a report in May 2006 which re-stated the findings of the 2005 report,<sup>26</sup> and a report in March 2011, which recommended that all legislation introduced by the Minister of Justice and the Minister of Public Safety undergo GBA before being introduced to Parliament.<sup>27</sup>
- 2009: FEWO tabled a report on gender-responsive budgeting, whereby GBA is applied to a country’s budget. The report, *Towards Gender Responsive Budgeting: Rising to the Challenge of Achieving Gender Equality*, included 10 (of a total of 27) recommendations related to implementing GBA.<sup>28</sup>
- 2009: In the *2009 Spring Report of the Auditor General of Canada*, a chapter on GBA examined 68 recent programs, policies, and acts of legislation developed in 7 departments to see whether the initiatives had undergone

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22 [Immigration and Refugee Protection Act](#), S.C. 2001, c. 27; [Evidence](#), 3 May 2016, 1635 (Fraser Valentine, Director General, Strategic Policy and Planning, Department of Citizenship and Immigration).

23 FEWO, [Gender-Based Analysis: Building Blocks for Success](#), April 2005, pp. 49–50.

24 FEWO, [Government Response to the First Report of the Standing Committee on the Status of Women: Increasing Funding to Equality Seeking Organizations](#), 18 September 2006; FEWO, [Evidence](#), 1<sup>st</sup> Session, 38<sup>th</sup> Parliament, 2 November 2005, 1530 (Georgina Steinsky-Schwartz, Chair, Expert Panel on Accountability Mechanisms for Gender Equality, Status of Women Canada).

25 Expert Panel on Accountability Mechanisms for Gender Equality, [Equality for Women: Beyond the Illusion](#), 2005, p. 10.

26 FEWO, [Second Report](#), 1<sup>st</sup> Session, 39<sup>th</sup> Parliament.

27 FEWO, [Thirteenth Report](#), 3<sup>rd</sup> Session, 40<sup>th</sup> Parliament.

28 FEWO, [Towards Gender Responsive Budgeting: Rising to the Challenge of Achieving Gender Equality](#), February 2009.

GBA.<sup>29</sup> The report indicated that the existence and completeness of GBA varied significantly among departments, and this limited the effective application of GBA to legislation.<sup>30</sup>

- 2009: The PCO, TBS, and SWC created the *2009 Departmental Action Plan on Gender-Based Analysis*, as a response to the findings of the 2009 Spring Report of the Auditor General of Canada.<sup>31</sup>
- 2012: The House of Commons Standing Committee on Public Accounts tabled a report, *Chapter 1: “Gender-Based Analysis,” of the Spring 2009 Report of the Auditor General of Canada*, that contained five recommendations aimed at strengthening the implementation of GBA.<sup>32</sup>
- 2015: The Minister for the Status of Women’s mandate letter (November 2015) listed, as a top priority: “Work with the Privy Council Office to ensure that a gender-based analysis is applied to proposals before they arrive at Cabinet for decision-making.”<sup>33</sup>
- 2016: Among the *2015 Fall Reports of the Auditor General of Canada*, tabled in 2016, *Report 1: Implementing Gender-Based Analysis* provided the results of an audit on the implementation of GBA at the federal level. The report concluded that selected departments were not always performing GBA to inform government decision making and those departments that had implemented the GBA framework were not always conducting complete or high-quality analyses.<sup>34</sup>

The Committee would like to note that despite the long history of work on the topic of GBA and GBA+ as outlined above, a great number of recommendations from the aforementioned reports have not been implemented, and as a result the federal government’s 1995 commitment has still not been fully realized.

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29 Office of the Auditor General of Canada, “[Chapter 1 – Gender-Based Analysis](#),” *2009 Spring Report of the Auditor General of Canada to the House of Commons*, 2009, p. 1.

30 Ibid., pp. 2 and 31–32.

31 Privy Council Office, Treasury Board Secretariat and Status of Women Canada, [Departmental Action Plan on Gender-Based Analysis in Response to Audit Findings and Recommendations Contained in Chapter 1, “Gender-Based Analysis” of the Spring 2009 Report of the Auditor General of Canada](#), October 2009.

32 House of Commons Standing Committee on Public Accounts, [Chapter 1, “Gender-Based Analysis,” of the Spring 2009 Report of the Auditor General of Canada](#), 3<sup>rd</sup> Session, 40<sup>th</sup> Parliament, April 2010.

33 Prime Minister of Canada, [Minister of Status of Women Mandate Letter](#), November 2015.

34 Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada to the House of Commons*, 2015.

## C. Overview of Current Gender-Based Analysis Plus Initiatives at the National Level in Canada

The Committee heard of a “renewed commitment”<sup>35</sup> by the federal government to the implementation of GBA+, making it an emerging priority in departments, agencies, and at the PCO and TBS.<sup>36</sup> SWC told the Committee that this commitment was underscored by Budget 2016, which provided increased investments to the agency over the next five years – \$23.1 million over five years, with \$3 million in the first year and \$5 million ongoing – and some of these resources will be invested in improving the agency’s capacity to support departments and agencies in the implementation of GBA+.<sup>37</sup>

Furthermore, the Minister for the Status of Women’s mandate letter (November 2015) listed, as a top priority: “Work with the Privy Council Office to ensure that a gender-based analysis is applied to proposals before they arrive at Cabinet for decision-making.”<sup>38</sup>

Testimony suggested some departments have increased their commitment to GBA+ since the tabling of the OAG’s 2015 Fall Report 1.

### (i) Status of Women Canada

SWC is an agency of the federal government that was established in 1976 in order to promote “equality between women and men in all aspects of Canadian life.”<sup>39</sup> SWC takes the leadership role in promoting GBA+.

Justine Akman, Director General at SWC, explained:

As an agency, Status of Women has a central role in supporting the use of GBA across federal organizations. As a centre of excellence on GBA, this includes providing departments and agencies with the tools, training, and guidance they need to effectively incorporate GBA in the development of policies, programs, and legislation.<sup>40</sup>

According to SWC’s *2016–17 Report on Plans and Priorities*, the agency’s organizational priorities include “strengthening implementation” of GBA+. The report explains that “SWC, in collaboration with central agencies, will support federal organizations to build capacity to integrate GBA+ into their decision-making processes, with the goal of ensuring that legislation, policies and programs meet the needs of diverse women and girls.”<sup>41</sup>

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35 [Evidence](#), 10 May 2016, 1530 (François Daigle, Assistant Secretary to the Cabinet, Social Development Policy, Privy Council Office).

36 [Evidence](#), 3 May 2016, 1530 (Justine Akman).

37 *Ibid.*, 1530 and 1620.

38 Prime Minister of Canada, [Minister of Status of Women Mandate Letter](#), November 2015; [Evidence](#), 10 May 2016, 1530 (François Daigle); [Evidence](#), 3 May 2016, 1530 (Justine Akman).

39 Status of Women Canada, [Who we are](#).

40 [Evidence](#), 3 May 2016, 1530 (Justine Akman).

41 Status of Women Canada, [2016–17 Report on Plans and Priorities](#), 2016.

Under this priority, the report lists three planned initiatives, with a start date of April 2016 and end date of March 2017. These initiatives are:<sup>42</sup>

- “Working in collaboration with PCO and TBS, develop an updated GBA Strategic Plan and undertake priority activities to respond to the recommendations of the Auditor General’s report tabled in Parliament in February, 2016.
- Enhance monitoring and reporting mechanisms on the implementation of GBA in the federal Government and develop systems to ensure that GBA is applied to policy proposals destined for Cabinet.
- Support departments and targeted sectors (science, economic and security) in the implementation of GBA through the development and provision of training, tools and networking opportunities to broaden the scope and enhance knowledge of GBA across Government.”

In response to the first initiative outlined above, the Committee was provided with the SWC, PCO and TBS *Action Plan on Gender-based Analysis for 2016–2020*, which establishes a new direction for the implementation of GBA+ following the *2009 Departmental Action Plan on Gender-Based Analysis*. This new Action Plan was developed as a response to the OAG’s 2015 Fall Report 1.<sup>43</sup>

The Committee heard that SWC is “fundamentally a facilitator”<sup>44</sup> in the implementation of GBA+ across the federal government. Ms. Akman explained that the agency needs all departments and agencies “to take ownership of ensuring that diversity and gender are considered in initiatives”<sup>45</sup> because “we couldn’t possibly do gender-based analysis for all of government.”<sup>46</sup> Vaughn Charlton, Manager of Gender-Based Analysis at SWC, told the Committee that efforts to promote GBA+ must take into account SWC’s “small size and ... limited capacity.”<sup>47</sup>

## (ii) Departments and Agencies

All federal departments and agencies are encouraged by SWC to conduct GBA+ and to monitor the implementation of such analysis. According to SWC, as of May 2016, 29 federal departments and agencies of approximately 110 have formally signed on to the *2009 Departmental Action Plan on Gender-Based Analysis*, a commitment to conduct

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42 Ibid., pp. 6–7.

43 Status of Women Canada, [Action Plan on Gender-based Analysis for 2016–2020](#); [Evidence](#), 3 May 2016, 1530 (Justine Akman).

44 [Evidence](#), 3 May 2016, 1620 (Justine Akman).

45 Ibid.

46 Ibid.

47 [Evidence](#), 3 May 2016, 1600 (Vaughn Charlton, Manager, Gender-Based Analysis, Status of Women Canada).

GBA+. SWC officials reminded the Committee that those departments who have not signed on could still be conducting GBA+.<sup>48</sup>

The Committee learned that there has been small growth in the number of departments and agencies committed to GBA+. Between 2009 and 2013, 25 federal departments and agencies formally signed on to the *2009 Departmental Action Plan on Gender-based Analysis*. These departments and agencies account for approximately 60% of all government spending.<sup>49</sup>

The Committee also heard that departments and agencies are putting greater effort into applying GBA+ to documents prepared for TBS and PCO before submitting them, as explained in greater detail below.<sup>50</sup>

### (iii) Central Agencies

The central agencies of the PCO, the TBS and the Department of Finance have been tasked with a “challenge” function, whereby the central agencies encourage federal organizations to apply GBA+ and provide guidance to these departments and agencies on how to incorporate GBA+ in their submissions.

The Treasury Board of Canada is a Cabinet committee of the Privy Council and is responsible for reviewing “accountability and ethics, financial, personnel and administrative management, comptrollership, approving regulations and most Orders-in-Council.”<sup>51</sup> The Treasury Board’s administrative arm is the TBS, which offers advice and makes recommendations to the Treasury Board committee.<sup>52</sup>

The Committee learned that in seeking authorities or approvals from the Treasury Board in order to implement a new Government of Canada program or a project, departments must prepare a Treasury Board Submission.<sup>53</sup> In a guidance document for preparing these submissions, the Secretariat says that a department or agency “should tailor TB submissions to sufficiently address all gender considerations revealed through the GBA” and “is expected to provide evidence that it has taken GBA considerations into account and to report relevant findings in [the] TB submission.”<sup>54</sup>

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48 Status of Women Canada, “FEWO Supplementary Information – Departments and Agencies Participating in GBA Action Plan Implementation (2010–2016),” *Submitted Brief*, May 2016; [Evidence](#), 3 May 2016, 1555 (Justine Akman).

49 Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada*, 2015; [Evidence](#), 3 May 2016, 1555 (Vaughn Charlton).

50 [Evidence](#), 5 May 2016, 1700 (Mitch Davies, Assistant Deputy Minister, Strategic Policy Sector, Department of Industry).

51 Government of Canada, [About the Treasury Board of Canada](#).

52 Government of Canada, [Treasury Board of Canada Secretariat](#).

53 Government of Canada, [Treasury Board Submissions](#).

54 Government of Canada, [Gender-Based Analysis](#).

The PCO provides “non-partisan public service support to the Prime Minister and Cabinet and its decision-making structures.”<sup>55</sup> The PCO is led by the Clerk of the Privy Council, who is the head of the federal public service, deputy minister to the Prime Minister, and secretary to the Cabinet.<sup>56</sup>

The Committee heard that the PCO, in its challenge function, requests that departments and agencies provide the necessary analysis, including GBA+, before they submit proposals to cabinet.<sup>57</sup> The Committee learned that PCO has a memorandum to cabinet template that requires departments to incorporate a number of elements in the submissions, such as an environmental sustainability analysis, an official languages analysis, a *Canadian Charter of Rights and Freedoms* analysis, and a GBA+.<sup>58</sup>

The Department of Finance is the government’s central source of analysis and advice on Canada’s economic and financial affairs, and has lead responsibility for “policy development on tax and tariff legislation, major federal transfers to provinces and territories, the legislative and regulatory framework for the financial sector, and representing Canada within international financial institutions.”<sup>59</sup> The Committee learned that Finance Canada has “made a commitment to perform GBA+ on all new policy proposals it develops and presents to the Minister of Finance, including tax and spending measures, where appropriate and where data exists.”<sup>60</sup>

As part of the Department of Finance’s challenge function, the department “reviews budget proposals put forth by other federal departments and agencies, and provides advice to the Minister of Finance on funding decisions.”<sup>61</sup> It requires all department and agencies to submit GBA+ as part of the package in budget proposals, and a summary of the GBA+ results are included in budget advice for the Minister of Finance.<sup>62</sup>

#### **(iv) Immigration, Refugees and Citizenship Canada**

Immigration, Refugees and Citizenship Canada is the only federal department that is required to conduct and report to Parliament on GBA. The *Immigration and Refugee Protection Act*, which came into force in 2002, includes a legislative requirement to provide gender-based analysis of the impact of the Act in an annual report to Parliament.<sup>63</sup> As such, the Act specifically provides that: “The Minister must ... table in each House of

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55 Privy Council Office, [About the Privy Council Office](#).

56 Clerk of the Privy Council, [The Role of the Clerk](#).

57 [Evidence](#), 10 May 2016, 1530 (François Daigle).

58 *Ibid.*, 1615.

59 [Evidence](#), 10 May 2016, 1630 and 1635 (Richard Botham, Assistant Deputy Minister, Economic Development and Corporate Finance Branch, Department of Finance).

60 Status of Women Canada, [GBA+](#); [Evidence](#), 10 May 2016, 1630 and 1635 (Richard Botham).

61 *Ibid.*, 1635.

62 *Ibid.*

63 [Immigration and Refugee Protection Act](#), S.C. 2001, c. 27.

Parliament a report on the operation of this Act in the preceding calendar year” and “the report shall include a description of ... a gender-based analysis of the impact of this Act.”

The Committee heard that Immigration, Refugees and Citizenship Canada has a GBA unit in the Strategic Policy and Planning Branch, which acts as the functional authority responsible for the department’s GBA+ policy and organizational capacity, and a GBA+ Champion who highlights the effectiveness of applying this analysis.<sup>64</sup>

#### **(v) The Parliament of Canada**

At the parliamentary level, the House of Commons Standing Committee on the Status of Women has the mandate to examine questions related to women.<sup>65</sup> The small number of bills referred to the Committee for consideration are on issues solely related to women. Other committees, when they conduct studies of legislation, do not regularly include GBA+ as a component of their studies, which means there is no systematic application of GBA+ to the study of legislation.

#### **D. Understanding a GBA+ Framework**

The Committee heard that an understanding of the concept of GBA+ has an impact on relevant training, implementation, enforcement and oversight, monitoring and evaluation, and the ability to collaborate on this topic.

At the federal level in Canada, there is a no consistent application of the concept of GBA+: SWC promotes the use of GBA+, and federal departments and agencies refer to GBA+, GBA or sex- and gender-based analysis (SGBA). Furthermore, witnesses noted an inconsistent understanding of “sex” and “gender” among departments and agencies, which leads to general confusion and challenges in collaboration and evaluations.<sup>66</sup>

Witnesses told the Committee that while there can be differences in training and implementation, the basic analytical process at the federal level should have the same name, include the same identity factors, and incorporate clear definitions of key terminology.<sup>67</sup>

With regards to the terminology of “sex” and “gender”, the Committee heard that it is important for departments and agencies to understand the difference in order to

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64 [Evidence](#), 3 May 2016, 1635 and 1705 (Fraser Valentine).

65 FEWO, [About this Committee: Mandate](#).

66 Women’s Xchange Team, “Recommendations for Status of Women Committee Study: Gender Based Analysis Plus in the Federal Government,” *Submitted Brief*, 12 May 2016; [Evidence](#), 12 May 2016, 1605 (Olena Hankivsky, Professor, School of Public Policy, Simon Fraser University, as an Individual); [Evidence](#), 17 May 2016, 1700 (Cindy Moriarty, Executive Director, Health Programs and Strategic Initiatives, Strategic Policy Branch, Department of Health).

67 [Evidence](#), 12 May 2016, 1620 (Cindy Hanson, Associate Professor, Adult Education, University of Regina and President Elect, Canadian Research Institute for the Advancement of Women, as an Individual); [Evidence](#), 12 May 2016, 1605 (Olena Hankivsky).



acknowledge the experience of people who do not fit into binary categories, such as transgender or intersex people, and who are a particularly vulnerable population group.<sup>68</sup>

The Committee received a document that defined sex and gender from the Canadian Institutes of Health Research (CIHR), which could provide a definition of these terms to other departments and agencies:<sup>69</sup>

- **Sex** “refers to a set of biological attributes in humans and animals. It is primarily associated with physical and physiological features including chromosomes, gene expression, hormone levels and function, and reproductive/sexual anatomy. Sex is usually categorized as female or male but there is variation in the biological attributes that comprise sex and how those attributes are expressed.”
- **Gender** “refers to the socially constructed roles, behaviours, expressions and identities of girls, women, boys, men, and gender diverse people. It influences how people perceive themselves and each other, how they act and interact, and the distribution of power and resources in society. Gender is usually conceptualized as a binary (girl/woman and boy/man) yet there is considerable diversity in how individuals and groups understand, experience, and express it.”

Many witnesses indicated that the concept of intersectionality must also be reinforced in a GBA+ framework. The concept of intersectionality recognizes the complex interactions of identities and social categorizations such as – but not limited to – sexual orientation, disability, age, class, education, religion, gender. These intersecting identities form and uphold overlapping and interdependent systems of privilege, discrimination and inequality.<sup>70</sup> As was explained to the Committee by Olena Hankivsky, Professor of the School of Public Policy at Simon Fraser University:

We also have increasingly diverse populations.... By 2031, 29% to 32% of Canadians will belong to a visible minority. One-third mother tongue will be neither English nor French. Canada is already home to more than 200 different ethnic origins. Increasing numbers are identifying with multiple ethnicities. What we need is the development of new frameworks. We've been doing GBA for over 20 years now. We need new ways of

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68 Women's Xchange Team, “Recommendations for Status of Women Committee Study: Gender-Based Analysis Plus in the Federal Government,” *Submitted Brief*, 12 May 2016; [Evidence](#), 17 May 2016, 1655 (Cindy Moriarty).

69 Canadian Institutes of Health Research, [Definitions of Sex and Gender](#).

70 Ontario Coalition of Rape Crisis Centres, “Brief to the Status of Women Committee – Study: Gender-Based Analysis Plus,” *Submitted Brief*, 12 May 2016; YWCA Canada, “Making Broad Investments: Taking Gender-Based Analysis Seriously in 2016,” *Submitted Brief*, 12 May 2016; Feminist Northern Network, “Requiring Gender Based Analysis Plus (GBA+) in Environmental Assessments,” *Submitted Brief*, 12 May 2016; [Evidence](#), 12 May 2016, 1605 (Olena Hankivsky); [Evidence](#), 12 May 2016, 1555 (Cindy Hanson); [Evidence](#), 10 May 2016, 1540 (Renée LaFontaine); [Evidence](#), 17 May 2016, 1615 (Carine Joly, Advisor, Institute for the Equality of Women and Men, Belgium); [Evidence](#), 12 May 2016, 1545 (Dorienne Rowan-Campbell, as an Individual); [Evidence](#), 3 May 2016, 1545 (Vaughn Charlton).

mainstreaming equality that are better suited to understanding and responding to the multi-dimensional and context-driven nature of oppression and discrimination.<sup>71</sup>

In response to the evolving diversity in Canada, Ms. Hankivsky suggested that it's time for "a post GBA+ conversation."<sup>72</sup> Cindy Hanson, Associate Professor of Adult Education at the University of Regina and President Elect of the Canadian Research Institute for the Advancement of Women, recommended to the Committee that GBA "become a practice more closely linked to intersectionality to ensure that women who are poor, Indigenous, newcomers, disabled or otherwise excluded, not be further excluded by policies that discriminate by treating all women as the same."<sup>73</sup> Witnesses reminded the Committee that there is often greater diversity within women than there is between women and men, and that some women exercise power over men and some men are subordinate to some women.<sup>74</sup>

Witnesses indicated that focusing on the intersectional nature of GBA+ can be "good marketing" because it counteracts the view that GBA+ is centred on only "women." This understanding of the concept of "GBA+" stems from its roots in an analysis based on gender; its incorrect implementation whereby "women" are still the focus; and its name in which "gender" is central and the "plus" is added. When other identities are excluded in GBA+, there can be a negative reaction and resistance among the general public and civil servants.<sup>75</sup>

As explained by Ms. Hankivsky: "If we continue to prioritize gender, and in particular lumping society into two homogeneous groups – men and women – it won't matter how well or systematically we are implementing our mainstream and strategies because we're not going to be using the right approach to advance equality."<sup>76</sup>

### **Recommendation 1**

**That the Government of Canada, through Status of Women Canada, develop and present a clear and consistent definition of "gender" and "sex" for use by federal departments and agencies in the application of Gender-Based Analysis Plus (GBA+).**

### **Recommendation 2**

**That the Government of Canada, through Status of Women Canada and in consultation with federal departments, the central agencies and civil society, promote the implementation of a Gender-Based Analysis Plus (GBA+) framework focused on "intersectionality" whereby**

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71 [Evidence](#), 12 May 2016, 1605 (Olena Hankivsky).

72 Ibid.

73 Cindy Hanson, "Recommendations," *Submitted Brief*, 12 May 2016.

74 [Evidence](#), 17 May 2016, 1620 (Jo Cribb, Chief Executive Officer, Ministry for Women of New Zealand); [Evidence](#), 12 May 2016, 1605 (Olena Hankivsky).

75 [Evidence](#), 12 May 2016, 1720 (Olena Hankivsky); [Evidence](#), 17 May 2016, 1655 (Cindy Moriarty).

76 [Evidence](#), 12 May 2016, 1605 (Olena Hankivsky).

individuals are understood as being shaped by an interaction of different identity factors, including but not limited to gender, sex, national or ethnic origin, colour, religion, indigeneity, class, sexuality, geography, age, mental or physical disability and migration status.

### Recommendation 3

That the Government of Canada introduce legislation by June 2017 that will create the Office of the Commissioner for Gender Equality, based on the model of the Office of the Commissioner of Official Languages; that this legislation establish the Commissioner for Gender Equality as an Agent of Parliament and set out clearly the powers and responsibilities of the Office of the Commissioner for Gender Equality; and that the Commissioner for Gender Equality be provided with all necessary resources to fulfil his or her mandate.

### E. Training and Education

The Committee was informed that training courses and resources, awareness raising initiatives, and educational programs are required to teach public servants how to implement GBA+ and evaluate its success.<sup>77</sup> Evidence shows that with a lack of knowledge, skills and confidence, many civil servants are reticent to incorporate GBA+.<sup>78</sup>

The Committee learned that at the federal level, GBA+ training and education is provided inconsistently – or not at all – across federal departments and agencies. SWC takes the lead in providing GBA+ training to all civil servants and promoting it as a basic competency for all federal officials, while many federal departments and agencies provide their own training, materials and resources.

SWC provides an online GBA+ training course entitled *Introduction to GBA+* (hereafter SWC's online GBA+ training course).<sup>79</sup> According to SWC, since 2012, over 6,000 federal employees from over 50 departments and agencies have completed SWC's online GBA+ training course.<sup>80</sup> All Committee members made a commitment to completing the online GBA+ training course by the end of April 2016. The Committee subsequently presented a report to the House of Commons on 6 May 2016 stating:

The Committee challenges all Members of Parliament to complete the online course "Introduction to Gender-based Analysis Plus" (GBA+) from Status of Women Canada as soon as possible, preferably before the House rises for the summer break this coming June.<sup>81</sup>

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77 [Evidence](#), 3 May 2016, 1635 (Fraser Valentine); [Evidence](#), 25 February 2016, 1555 (Nancy Cheng).

78 [Evidence](#), 17 May 2016, 1650 (Cara Tannenbaum); [Evidence](#), 12 May 2016, 1530 (Rosalind Cavaghan).

79 Status of Women Canada, [Introduction to GBA+](#).

80 [Evidence](#), 3 May 2016, 1530 (Justine Akman).

81 FEWO, [Third Report](#), 6 May 2016.

The Committee heard that GBA+ training should be provided in some consistent manner across all federal organizations and that SWC should have oversight over that training.<sup>82</sup> Ms. Hankivsky, of Simon Fraser University, explained:

There's a plethora of guides, handbooks, tools. No coordination. No consistency. We need examples, of course, for each of those different contexts, but there needs to be some consistency across the board.<sup>83</sup>

While most witnesses agreed on the need for consistency, a number of witnesses stated that each department and agency should have some level of specialized training, geared to their unique mandate.<sup>84</sup> SWC told the Committee that it had learned that GBA+ training is “most effective when tailored to specific audiences and when developed and delivered in partnership with experts from the sector.”<sup>85</sup>

According to Carine Joly, Advisor at the Institute for the Equality of Women and Men in Belgium, general training on gender mainstreaming was not sufficient, and as such, the Institute developed specific training modules adapted to the different departments with concrete examples.<sup>86</sup>

There were a number of examples provided by witnesses of specialized training courses and resources at the federal level in Canada. The Committee learned that the Canadian Institutes of Health Research (CIHR) has developed interactive online training modules “to promote competency among the researchers as well as the peer reviewers – or the people who evaluate and decide if people get funded – on whether sex and gender is appropriately integrated into the research study.”<sup>87</sup> The Department of Industry commissioned a GBA+ case study on clean technology and hosted a GBA+ training course for economic, science and research-based departments; over 70 officials from nine departments and agencies participated in February 2016.<sup>88</sup> At the Department of Public Works and Government Services, officials developed a one-day, specially adapted GBA course.<sup>89</sup> Lastly, the Department of Finance designed finance-specific tools to perform GBA on all budget proposals.<sup>90</sup>

The Committee recognized the awareness-raising education value of the fifth annual GBA+ Awareness Week, led by SWC and held from 16 to 20 May in 2016.

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82 [Evidence](#), 12 May 2016, 1550 (Cindy Hanson).

83 [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

84 [Evidence](#), 12 May 2016, 1705 (Dorienne Rowan-Campbell); [Evidence](#), 3 May 2016, 1530 (Justine Akman); [Evidence](#), 5 May 2016, 1535 (Nicole Kennedy, Director General, Strategic Policy, Cabinet and Parliamentary Affairs, Department of Indian Affairs and Northern Development).

85 [Evidence](#), 3 May 2016, 1530 (Justine Akman).

86 [Evidence](#), 17 May 2016, 1555 and 1620 (Carine Joly).

87 [Evidence](#), 17 May 2016, 1650 (Cara Tannenbaum).

88 [Evidence](#), 5 May 2016, 1640 (Mitch Davies).

89 [Evidence](#), 10 May 2016, 1645 (Alfred MacLeod).

90 [Evidence](#), 10 May 2016, 1635 (Richard Botham).

The annual week-long event is one method used by SWC to make departments and agencies mindful of the federal government's commitment to GBA+ and of the value in applying GBA+ to policies, programs and legislation.<sup>91</sup>

The Committee learned of SWC's evolving efforts to improve GBA+ training, as outlined in the new *Action Plan on Gender-based Analysis for 2016–2020*. Ms. Charlton, of SWC, said that because the agency is small, it partners with other government organizations that have adult leaning specialists, in particular the Centre for Intercultural Learning (CIL) at Global Affairs Canada. In delivering advanced GBA+ training, SWC told the Committee that they are hoping for a "cluster approach" whereby departments or agencies that "have similar business lines can come together and hire CIL, using our resources under the memorandum of understanding, to do more in-depth training. We've had some good uptake on that."<sup>92</sup>

In addition, SWC will be enhancing and expanding GBA+ training, as a component of its new *Action Plan on Gender-based Analysis for 2016–2020*, which includes "developing new in-depth training for different sectors – for example, in science and technology or in the security sector" and "updating and modernizing our online tools and resources, including our GBA training course."<sup>93</sup> Furthermore, SWC will increase the accessibility of GBA+ tools and resources by revising and re-launching the GBA+ GCpedia web page, which is an online collaboration forum.<sup>94</sup>

Witnesses reminded the Committee that GBA+ is a complex analytical process, and that departments and agencies will have to invest continued time and effort – beyond a two-day course or three-hour module – for civil servants to understand and apply the concept.<sup>95</sup> There was acknowledgement that civil servants will not all reach an ideal level of expertise, and for this reason, it is necessary to regularize collaboration with GBA+ experts situated within that organizational context.<sup>96</sup>

The Committee heard that the quality and effectiveness of training courses and tools should be monitored and evaluated.<sup>97</sup> Dr. Cara Tannenbaum, Scientific Director of the Institute of Gender and Health at CIHR, said that CIHR conducts a test pre-training and a test post-training to assess whether knowledge levels have improved.<sup>98</sup> The TBS refreshes

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91 [Evidence](#), 10 May 2016, 1635 (Richard Botham); [Evidence](#), 10 May 2016, 1550 (Stan Lipinski, Director General, Policy Integration and Coordination Section, Policy Sector, Department of Justice).

92 [Evidence](#), 3 May 2016, 1605 (Vaughn Charlton).

93 Status of Women Canada, [Action Plan on Gender-based Analysis for 2016–2020](#); [Evidence](#), 3 May 2016, 1530 (Justine Akman).

94 Office of the Auditor General of Canada, "[Report 1 – Implementing Gender-Based Analysis](#)," *2015 Fall Reports of the Auditor General of Canada*, 2015.

95 [Evidence](#), 17 May 2016, 1725 (Cindy Moriarty); [Evidence](#), 17 May 2016, 1600 (Jo Cribb).

96 [Evidence](#), 12 May 2016, 1535 (Rosalind Cavaghan).

97 [Evidence](#), 12 May 2016, 1555 (Cindy Hanson).

98 [Evidence](#), 17 May 2016, 1720 (Cara Tannenbaum).

training with TBS program analysts annually, adding new case studies, highlighting good practices, and providing improved ideas of how to assess gender issues.<sup>99</sup>

There was debate on the merits of making GBA+ training mandatory among civil servants. A Health Canada representative said that training is not mandatory, but strongly encouraged “through blitzes with prize incentives.”<sup>100</sup> The Department of Natural Resources encourages staff to take the SWC’s online GBA+ training course.<sup>101</sup> At Immigration, Refugees and Citizenship Canada, senior management decided against making SWC’s online GBA+ training course mandatory for all staff because of resource and time constraints.<sup>102</sup>

The Committee heard that some federal organizations had already taken steps to make GBA+ training mandatory. For example, following the OAG’s 2015 Fall Report 1, the PCO stated that it will make SWC’s online GBA+ training course mandatory for PCO analysts who are responsible for performing a challenge function and providing advice on policies, programs and legislation.<sup>103</sup> At the Department of Industry, as of March 2016, it is mandatory for all employees to complete SWC’s online GBA+ training course, and as of May 2016, 90% of all employees and executives, a total of 3,800 employees, had taken the online course. Furthermore, all new employees are required to complete GBA+ training within six months of their arrival at the Department.<sup>104</sup> As part of the Foreign Service Development Program at Global Affairs Canada, there is a mandatory GBA course.<sup>105</sup>

Witnesses spoke of efforts to develop GBA+ education outside the public service – for example, in university and college settings or public policy schools.<sup>106</sup> The Committee heard that SWC is working with the Canada School of Public Service to make SWC’s online GBA+ training course a part of the core curriculum for policy analysts.<sup>107</sup> The Feminist Northern Network, in its brief to the Committee, recommended that SWC develop community-oriented GBA+ tools geared for use by community leaders, enabling them to monitor the impact of government initiatives on their communities.<sup>108</sup>

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99 [Evidence](#), 10 May 2016, 1540 (Renée LaFontaine).

100 [Evidence](#), 17 May 2016, 1645 (Cindy Moriarty).

101 [Evidence](#), 5 May 2016, 1635 (Neil Bouwer, Assistant Deputy Minister, Science and Policy Integration, Natural Resources Canada).

102 [Evidence](#), 3 May 2016, 1710 (Fraser Valentine).

103 [Evidence](#), 10 May 2016, 1535 (François Daigle).

104 [Evidence](#), 5 May 2016, 1640 (Mitch Davies).

105 [Evidence](#), 3 May 2016, 1540 (Vaughn Charlton).

106 [Evidence](#), 3 May 2016, 1545 (Justine Akman).

107 [Evidence](#), 3 May 2016, 1540 (Vaughn Charlton).

108 Feminist Northern Network, “Requiring Gender Based Analysis Plus (GBA+) in Environmental Assessments,” *Submitted Brief*, 12 May 2016.

#### **Recommendation 4**

**That the Government of Canada, through Status of Women Canada, develop awareness-raising initiatives targeted to the general public and to all levels of government, including provinces, territories and municipalities, with the goal of sharing the positive outcomes of the implementation of Gender-Based Analysis Plus (GBA+) at the federal level.**

#### **Recommendation 5**

**That the Government of Canada, through Status of Women Canada, collaborate with the Canada School of Public Service and public policy programs of post-secondary institutions to incorporate Gender-Based Analysis Plus (GBA+) training in their regular curricula.**

#### **Recommendation 6**

**That Status of Women Canada evaluate its Gender-Based Analysis Plus (GBA+) online training course on an annual basis, with the goal of updating examples, incorporating greater diversity and improving effectiveness of policy outcomes.**

#### **Recommendation 7**

**That the Government of Canada make it mandatory for all employees of federal departments and agencies, the House of Commons, Senate and Library of Parliament who have research, policy, program, or customer service responsibilities, as determined by the respective senior management, to complete Status of Women Canada's Gender-Based Analysis Plus (GBA+) online training course, entitled *Introduction to GBA+*; and that upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive annual reporting by each organization on compliance with this requirement.**

#### **Recommendation 8**

**That the Parliament of Canada strongly recommend that all parliamentarians and parliamentary staff take Status of Women Canada's Gender-Based Analysis Plus (GBA+) online training course, entitled *Introduction to GBA+* within six months of commencing their duties.**

#### **Recommendation 9**

**That Status of Women Canada continue to play a leadership and coordinator role in developing and providing consistent Gender-Based Analysis Plus (GBA+) training programs and resources to all federal departments and agencies; and that Status of Women Canada continue to collaborate with groups of departments and agencies with**

**similar mandates to develop specific training programs and resources that respond to the responsibilities of those groups of departments and agencies.**

#### **Recommendation 10**

**That the Government of Canada provide Status of Women Canada with the necessary additional financial and human resources required to develop and provide consistent Gender-Based Analysis Plus (GBA+) training programs and resources, as well as training programs and resources that respond to the mandate and responsibilities of individual federal departments and agencies.**

#### **F. Leadership to Promote GBA+**

The Committee recognizes that leadership from all levels – the federal government, PCO, TBS, SWC, public service senior management and employees, and parliamentarians – is crucial to promoting the implementation of GBA+ at the federal level.

Firstly, for GBA+ to be successful, it must exist within a “supportive political environment” whereby political leaders become champions who promote the implementation of GBA+.<sup>109</sup> Rosalind Cavaghan, Post-Doctoral Fellow at Radboud University, reminded the Committee of “how incredibly important political will is” to the implementation of GBA+, and suggested that because of the current political climate, “Canada could become a leader [in GBA+] again.”<sup>110</sup> The Committee learned that the federal government has taken positive steps to promote GBA+ by establishing a gender balanced cabinet and including the implementation of GBA+ in the Minister for the Status of Women’s mandate letter in November 2015.<sup>111</sup>

Furthermore, parliamentarians can play a role in supporting the implementation of GBA+. In recognition of this role, the Committee members have issued a challenge to their parliamentary colleagues to complete the SWC’s online GBA+ training course. SWC also encouraged all parliamentarians to take the course and to “raise gender issues in the work that they are doing.”<sup>112</sup>

In the federal public service, as described previously, SWC is the agency that takes the leadership role in promoting GBA+ throughout government. The Committee learned that as a component of the new *Action Plan on Gender-based Analysis for 2016–2020*, SWC will be expanding its leadership role by providing “gender advice on some key government

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109 [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

110 [Evidence](#), 12 May 2016, 1640 (Rosalind Cavaghan).

111 Prime Minister of Canada, [Minister of Status of Women Mandate Letter](#), November 2015; [Evidence](#), 12 May 2016, 1540 (Dorienne Rowan-Campbell); [Evidence](#), 10 May 2016, 1605 (François Daigle).

112 [Evidence](#), 3 May 2016, 1610 (Justine Akman).



initiatives through what we're calling strategic interventions.”<sup>113</sup> The central agencies play a challenge function to ensure that federal departments and agencies consider all relevant GBA+ factors of their proposed policy, legislative, and program initiatives.

The Committee heard that leadership from SWC and the central agencies in the promotion of GBA+ is just as important as leadership within departments and agencies. The Committee heard that senior management should actively encourage the application of GBA+ by presenting staff with “a clear statement” on the requirement of GBA+, including a strategic vision, operational processes, and impact assessment and evaluation procedures.<sup>114</sup> Sustained and committed leadership by senior management<sup>115</sup> can uphold the concept that conducting “GBA+ is an integral part of a good policy-making process,” as stated by Neil Bouwer, Assistant Deputy Minister at the Department of Natural Resources.<sup>116</sup> Senior management should review and challenge the quality of GBA+ with the goal of strengthening this portion of employees’ analysis.<sup>117</sup>

Ms. Charlton, of SWC, elaborated on the importance of leadership:

We know that leadership is that critical piece. When we look at the departments that have been successful in implementing GBA, it’s because it came from the top and was taken seriously from the top. It was seen not as something that they were doing because they were told, but because they understood the intrinsic value of doing this type of analysis and were able to translate that to the people who work for them.<sup>118</sup>

Witnesses shared several examples of the leadership provided by senior management in the public service. The Committee learned that at the Department of Finance, GBA+ commitments are integrated into the performance management agreements for all senior management executives.<sup>119</sup> At the Department of Justice, a senior-level policy committee – composed of assistant deputy ministers – developed and adopted a checklist of common policy considerations, including GBA+.<sup>120</sup> Within Indigenous and Northern Affairs Canada, the GBA assessment is approved at the assistant deputy minister level and then must meet the approval of the deputy minister before proceeding to the departmental policy committee.<sup>121</sup>

At the Department of National Defence, the Chief of Defence Staff issued a directive to staff of the Canadian Armed Forces (CAF) to fully integrate both GBA+ and the requirements of Canada’s National Action Plan on the Implementation of United Nations

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113 Status of Women Canada, [Action Plan on Gender-based Analysis for 2016–2020; Evidence](#), 3 May 2016, 1530 (Justine Akman).

114 [Evidence](#), 12 May 2016, 1530 (Rosalind Cavaghan); [Evidence](#), 25 February 2016, 1615 (Nancy Cheng).

115 [Evidence](#), 3 May 2016, 1645 (Fraser Valentine).

116 [Evidence](#), 5 May 2016, 1645 (Neil Bouwer).

117 [Evidence](#), 25 February 2016, 1545 (Nancy Cheng).

118 [Evidence](#), 3 May 2016, 1620 (Vaughn Charlton).

119 [Evidence](#), 10 May 2016, 1635 (Richard Botham).

120 [Evidence](#), 10 May 2016, 1550 (Stan Lipinski).

121 [Evidence](#), 5 May 2016, 1535 (Nicole Kennedy).

Security Council Resolution (UNSCR) 1325 on women in armed conflict and related resolutions into CAF planning and operations by August 2017 and into the wider CAF institution by March 2019. Furthermore, the directive established a team of Gender Advisors for the Chief of Defence Staff, a Gender Advisor for Commander Canadian Joint Operations Command and a Gender Advisor for Commander Canadian Special Operations Forces Command.<sup>122</sup>

The Committee also heard that leadership among employees – often referred to as GBA+ Champions – is also critical to the promotion of GBA+. While the role may vary depending on the federal organization, the GBA+ Champions are civil servants who are responsible for promoting awareness of GBA+, supporting training and GBA+ activities, and communicating the importance of GBA+ within the organization.<sup>123</sup> The GBA+ Champion is an expert in GBA+ in a department or agency and provides other employees with guidance and assistance in implementing GBA+.<sup>124</sup> The Committee learned that GBA+ Champions have begun meeting regularly, as convened by SWC, as part of a departmental working group of GBA+ Champions, composed of approximately 35 members.<sup>125</sup>

A number of officials from departments and agencies told the Committee that they have GBA+ Champions. For example, Indigenous and Northern Affairs Canada noted that it has a team of 37 GBA representatives, also known as GBARs, across the department.<sup>126</sup> At the international level, the Committee learned that the Ministry for Women of New Zealand has a formal program that establishes gender mainstreaming champions throughout departments.<sup>127</sup>

The Committee was interested in options for new forms of leadership to promote GBA+ in Canada. Witnesses discussed the potential establishment of an Ombudsperson or an Agent of Parliament who would have the mandate to support and enforce the implementation of GBA+ in federal departments and agencies.<sup>128</sup> In addition, the Committee examined the Belgium model, where the Institute for the Equality of Women and Men is responsible for GBA+, as established by law.<sup>129</sup>

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122 Department of National Defence, “Brief for the House of Commons Standing Committee on the Status of Women,” *Submitted Brief*, 19 May 2016.

123 [Evidence](#), 10 May 2016, 1640 (Alfred MacLeod); [Evidence](#), 10 May 2016, 1605 (François Daigle); [Evidence](#), 10 May 2016, 1600 (Stan Lipinski); [Evidence](#), 3 May 2016, 1640 (Maia Welbourne); [Evidence](#), 5 May 2016, 1640 (Mitch Davies); [Evidence](#), 3 May 2016, 1635 (Fraser Valentine).

124 [Evidence](#), 5 May 2016, 1645 (Neil Bouwer).

125 [Evidence](#), 10 May 2016, 1605 (Renée LaFontaine); [Evidence](#), 3 May 2016, 1645 (Maia Welbourne); [Evidence](#), 3 May 2016, 1635 (Fraser Valentine).

126 [Evidence](#), 5 May 2016, 1535 (Nicole Kennedy).

127 [Evidence](#), 17 May 2016, 1610 (Jo Cribb).

128 [Evidence](#), 12 May 2016, 1700 (Olena Hankivsky); [Evidence](#), 12 May 2016, 1710 (Dorienne Rowan-Campbell); [Evidence](#), 12 May 2016, 1715 (Cindy Hanson).

129 [Evidence](#), 17 May 2016, 1550 (Carine Joly).

### **Recommendation 11**

**That the Government of Canada require all federal departments and agencies to immediately designate an assistant or associate deputy minister with the responsibility for promoting Gender-Based Analysis Plus (GBA+) within their organization, and appoint a separate employee as the GBA+ Champion for the organization.**

### **Recommendation 12**

**That the Government of Canada hold senior federal government officials, namely Deputy Ministers, Assistant Deputy Ministers and Directors General, accountable for the implementation of Gender-Based Analysis Plus (GBA+) in their departments and agencies by including the implementation of GBA+ as a measure in the officials' annual performance assessments.**

### **Recommendation 13**

**That the Treasury Board Secretariat, the Privy Council Office, and the Department of Finance review their challenge function in order to strengthen the application, both early on and throughout the policy development process, of Gender-Based Analysis Plus (GBA+) by federal departments and agencies; that the Treasury Board of Canada Secretariat, the Privy Council Office, and the Department of Finance each produce annual reports on the challenge function they play in promoting the application of GBA+; and that upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive these reports.**

### **Recommendation 14**

**That the Government of Canada, following consultation with federal departments and agencies, as well as civil society, introduce legislation by June 2017 that sets out obligations of federal departments and agencies with regard to the implementation of Gender-Based Analysis (GBA+).**

## **G. Implementation**

As noted earlier in the report, according to SWC, there are six elements necessary for implementing and sustaining a GBA+ Framework; these include “a statement of intent or policy; a responsibility centre to monitor the implementation of the GBA+ Framework and the practice of [GBA+]; training for senior officials, analysts, and other appropriate staff; guides, manuals, and other appropriate tools; annual self-assessment on implementation of the GBA+ Framework; and reporting on progress in external

departmental reports, such as departmental performance reports.”<sup>130</sup> Witnesses indicated that most federal organizations had not implemented these six elements, including some of those departments and agencies who had signed on to the *2009 Departmental Action Plan on Gender-Based Analysis*.

The Committee also heard that a significant challenge to the implementation of GBA+ is that, notwithstanding SWC’s leadership, each department and agency is responsible for applying GBA+. As a result, GBA+ is implemented unevenly and without a consistent framework, which damages the quality and dependability of the analysis. For example, the OAG’s 2015 Fall Report 1 audited the implementation of gender-based analysis in four federal departments: Employment and Social Development Canada, Indigenous and Northern Affairs Canada, Innovation, Science and Economic Development, and Natural Resources Canada.<sup>131</sup> Sixteen initiatives – which included government strategies, new legislation, new or renewed programs, purchase of equipment, and funding – from each department were examined with respect to the implementation of GBA. Results indicated that eight of 16 programs had undergone a complete gender-based analysis, while three had some analysis performed.

The Committee also heard from the central agencies that they receive GBA+ information in “different formats, styles, and depths” from each federal organization, which in turn makes it challenging to incorporate that information into the central agencies own work and advice in a meaningful manner.<sup>132</sup>

The Office of the Auditor General, in the OAG’s 2015 Fall Report 1, recommended to SWC, PCO and TBS that they identify the barriers to the implementation of GBA+ in departments and agencies and develop measures to address them. The Committee learned that SWC has not systematically reached out to departments to discuss internal barriers they may encounter, but that this is a component of the SWC, PCO and TBS’ new *Action Plan on Gender-based Analysis for 2016–2020*.<sup>133</sup>

Witness testimony highlighted four key elements to implementation: practical considerations, resources and incentives, a workplace culture that supports GBA+, and data and research – all explained in greater detail below.

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130 Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada*, 2015.

131 The Fall 2015 report was published before the government announced changes to names of some departments. As a result, Aboriginal Affairs and Northern Development Canada was changed to Indigenous and Northern Affairs Canada, and Industry Canada was changed to Innovation, Science and Economic Development Canada. The Office of the Auditor General reports that this did not impact the results of the audit.

132 [Evidence](#), 10 May 2016, 1640 (Richard Botham).

133 Status of Women Canada, [Action Plan on Gender-based Analysis for 2016–2020](#); [Evidence](#), 5 May 2016 1615 (Nancy Cheng).

## (i) Practical Considerations for Implementation

Witnesses reminded the Committee that GBA+ should be implemented at the earliest stages of the development of policies, programs and legislation, accompanied by robust data and information. When GBA+ is incorporated early, this analysis is more likely to be applied throughout the development of the initiative, whereas when GBA+ is conducted at the very end of the development process, it is likely to be hurried and superficial.<sup>134</sup>

A number of departments and agencies spoke of tools that assist them in the implementation of GBA+, such as questionnaires and checklists.<sup>135</sup> François Daigle, Assistant Secretary to the Cabinet at the PCO, told the Committee that the PCO is encouraging departments to incorporate GBA+ in proposals to the PCO through the development of a policy considerations' checklist, which includes a mandatory GBA section.<sup>136</sup> Mr. Bouwer, at the Department of Natural Resources, provided the Committee with a copy of their detailed assessment template "which asks policy authors questions such as: who are the target clients for the proposal; are all target clients able to participate equally in the proposed initiative, or are there barriers; would the proposal result in differential impacts based on gender or diversity; and if differential access or impacts have been identified, how can these be mitigated?"<sup>137</sup> The Committee heard that Indigenous and Northern Affairs Canada has a detailed GBA questionnaire with a wide range of questions, including one on whether relevant meetings are set at times that accommodate individuals' work hours and child care arrangements.<sup>138</sup>

The Committee also heard that while leadership is critical for the implementation of GBA+, it is important that the responsibility for GBA+ is not restricted to those leaders, such as GBA+ Champions; rather, the responsibility for GBA+ should be mainstreamed with GBA+ Champions serving a complementary role.<sup>139</sup> An effective way to build capacity for GBA+ among all employees is through the establishment of a GBA+ unit – also called a centre of expertise. These units, located in departments and agencies, have a central role in providing GBA+ tools and resources, promoting understanding among civil servants of how to effectively integrate GBA+ into policies, programs and legislation, and highlighting the obligations for GBA+ reporting when submitting to TBS and PCO.<sup>140</sup>

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134 [Evidence](#), 17 May 2016, 1645 (Cindy Moriarty); [Evidence](#), 17 May 2016, 1625 (Jo Cribb); [Evidence](#), 17 May 2016, 1600 (Nicolas Bailly, Attaché, Institute for the Equality of Women and Men, Belgium); [Evidence](#), 5 May 2016, 1635 (Neil Bouwer).

135 [Evidence](#), 5 May 2016, 1650 (Mitch Davies); [Evidence](#), 5 May 2016, 1620 (Nicole Kennedy).

136 [Evidence](#), 10 May 2016, 1535 (François Daigle).

137 [Evidence](#), 5 May 2016, 1635 (Neil Bouwer).

138 [Evidence](#), 5 May 2016, 1620 (Nicole Kennedy).

139 [Evidence](#), 10 May 2016, 1605 (Renée LaFontaine); [Evidence](#), 3 May 2016, 1635 (Fraser Valentine).

140 [Evidence](#), 10 May 2016, 1550 (Stan Lipinski); [Evidence](#), 5 May 2016, 1530 (Gail Mitchell, Director General, Strategy and Intergovernmental Relations, Strategic and Service Policy Branch, Department of Employment and Social Development).

Witnesses said that a key part of the GBA+ unit is an online collaborative centre, for staff to access training, tools, studies, data and information.<sup>141</sup>

Witnesses also identified practical barriers to implementation, such as the short development or implementation schedules for initiatives, which do not provide sufficient time for public servants to conduct complete or high-quality GBA+.<sup>142</sup> Renée LaFontaine, Assistant Secretary at the TBS, told the Committee that:

Many new policies, programs, and initiatives considered by the Treasury Board are very time sensitive, and we often need to address them immediately to meet specific government commitments and timelines. If the sponsoring department in that case discovers a gender issue, there may not be time to do a full analysis, especially if they don't maintain that ongoing gender-disaggregated data about the performance of their programs.<sup>143</sup>

The Office of the Auditor General remarked that in some cases, GBA+ was conducted after the policy decision was made because timeframes did not allow it to be completed in advance.<sup>144</sup>

## **(ii) Resources and Incentives**

Some witnesses noted that SWC is under-resourced and lacks the authority to effectively promote the implementation of GBA+ and address the barriers across the federal government. Certain witnesses suggested that SWC requires additional financial and human resources to fulfil its responsibility with regards to GBA+.<sup>145</sup> According to a brief submitted by Hien Pham Thu at the Centre for Women in Politics and Public Administration, Ho Chi Minh National Academy of Politics, there is specific legislation at the national level in Vietnam which requires that the financial amounts allocated to gender equality programs in each ministry and agency of the government are reported in relation to the annual budget each year.<sup>146</sup>

The Committee heard of the importance of incentivizing implementation of GBA+ in departments and agencies by offering very clear rewards and penalties.<sup>147</sup> Ms. Cavaghan, of Radboud University in the Netherlands, explained that in the European Commission's Directorate General for Research, the sub-departments collect statistics on the implementation of gender mainstreaming and gender action plans in a database, and

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141 [Evidence](#), 5 May 2016, 1635 (Neil Bouwer); [Evidence](#), 10 May 2016, 1550 (Stan Lipinski).

142 [Evidence](#), 10 May 2016, 1705 (Richard Botham); [Evidence](#), 10 May 2016, 1610 (Renée LaFontaine); [Evidence](#), 5 May 2016, 1705 (Nancy Cheng); [Evidence](#), 5 May 2016, 1535 (Nicole Kennedy); [Evidence](#), 5 May 2016, 1530 (Gail Mitchell).

143 [Evidence](#), 10 May 2016, 1545 (Renée LaFontaine).

144 [Evidence](#), 25 February 2016, 1545 (Nancy Cheng).

145 [Evidence](#), 12 May 2016, 1650 (Cindy Hanson); [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

146 Hien Pham Thu (Centre for Women in Politics and Public Administration, Ho Chi Minh National Academy of Politics), "State Laws and Budget Priorities on Gender Equality," *Submitted Brief*, 12 May 2016.

147 [Evidence](#), 12 May 2016, 1535 (Rosalind Cavaghan).

compare the implementation rates of sub-departments; this practice incentivized staff to implement GBA+ through friendly competition.<sup>148</sup>

### (iii) A Workplace Culture that Supports GBA+

Witnesses explained that in many departments and agencies, there are efforts to instill a culture that encourages the use of GBA+; this culture is not widespread despite the federal government's commitment to the policy over 20 years ago.<sup>149</sup> As mentioned in the previous section on leadership, workplace culture with respect to GBA+ depends significantly on leadership from the political and senior management levels – these leaders can actively promote GBA+ within federal organizations.<sup>150</sup>

The Committee heard that civil servants need to see the implementation of GBA+ as part of their regular job, an element of a thorough analysis and a good habit – rather than a time-consuming and useless obligation.<sup>151</sup> Gail Mitchell, Director General at the Department of Employment and Social Development, explained:

In the same way we expect people to have basic math skills and writing skills, this is one more analytical tool we should be expecting and we should be training people to be able to do. Once you have that embedded throughout your organization, it becomes second nature. People are asking the questions, and it's part of how they approach an issue.<sup>152</sup>

At Immigration, Refugees and Citizenship Canada, the Committee learned that the legislative requirement to perform GBA+ had influenced the culture of the organization so that the incorporation of GBA+ is a regular habit.<sup>153</sup>

Dorienne Rowan-Campbell, former member of the federal government's Expert Panel on Accountability Mechanisms for Gender Equality, suggested putting the practicing of GBA+ in job descriptions for policy analysts, as it should be an essential aspect of the job.<sup>154</sup> Ms. Cavaghan, of Radboud University in the Netherlands, said: "if you're involved in gender mainstreaming, you have to make sure that it's high-status, that it's actually going to get you somewhere, and that it's going to be recognized as a positive...."<sup>155</sup>

In many cases, this culture may not have developed because civil servants believe that gender and other identity factors are not relevant in certain public policy situations. A lack of comprehension of the relevance of GBA+, often due to ineffective training or a

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148 Ibid.

149 [Evidence](#), 5 May 2016, 1705 (Nancy Cheng); [Evidence](#), 3 May 2016, 1635 (Fraser Valentine); [Evidence](#), 25 February 2016, 1530 (Nancy Cheng).

150 [Evidence](#), 25 February 2016, 1530 (Nancy Cheng); [Evidence](#), 3 May 2016, 1545 (Justine Akman).

151 [Evidence](#), 17 May 2016, 1550 (Carine Joly); [Evidence](#), 5 May 2016, 1645 (Mitch Davies).

152 [Evidence](#), 5 May 2016, 1545 (Gail Mitchell).

153 [Evidence](#), 3 May 2016, 1645 (Fraser Valentine).

154 [Evidence](#), 12 May 2016, 1715 (Dorienne Rowan-Campbell).

155 [Evidence](#), 12 May 2016, 1710 (Rosalind Cavaghan).

lack of training altogether means that GBA+ can become an “empty policy.”<sup>156</sup> Alfred MacLeod, Assistant Deputy Minister at the Department of Public Works and Government Services, provided an example:

When I go out to do GBA training, the intuitive element is obvious. The second or third question I get is, “I’m not saying I don’t get what you’re trying to do, I just don’t get what it means for me. I design office space. What does that have to do with gender-based analysis?”<sup>157</sup>

#### **(iv) Data and Research to Support GBA+**

Witnesses shared that the availability of relevant, reliable and complete data disaggregated by gender and other identity factors, as well as complementary analytical research, are crucial to performing GBA+.

With regard to the provision of data, the Committee heard that Statistics Canada plays a critical supporting role in the federal implementation of GBA+. Statistics Canada is the federal agency responsible for producing statistics on “Canada’s economic and social structure,” which includes conducting the federal Census and administering around 350 active surveys on different aspects of Canadian life. It is “legislated to serve this function for the whole of Canada and each of the provinces and territories.”<sup>158</sup>

Departments and agencies spoke of their collaborative relationship with Statistics Canada in receiving data necessary for GBA+. For example, Immigration, Refugees and Citizenship Canada has memorandums of understanding with Statistics Canada with respect to the collection and use of data.<sup>159</sup>

François Nault, Director at Statistics Canada, explained that “for many years our agency has systematically considered gender and diversity when developing data and analytical products.”<sup>160</sup> The agency provides sex-disaggregated data tables – whereby data is broken down by sex – online free-of-charge, on themes such as labour, families, income, and Indigenous peoples; this includes its socio-economic database, CANSIM.<sup>161</sup> In addition, the agency produces analytical products. Statistics Canada regularly produces a publication entitled *Women in Canada: A Gender-based Statistical Report*, which “provides an unparalleled compilation of data related to women’s family status, education, employment, economic well-being, unpaid work, health, and more.”<sup>162</sup>

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156 Rosalind Cavaghan, “Rosalind Cavaghan, Radboud University Nijmegen, Expert Witness Notes,” *Submitted Brief*, 12 May 2016; [Evidence](#), 25 February 2016, 1545 (Nancy Cheng); [Evidence](#), 12 May 2016, 1530 (Rosalind Cavaghan).

157 [Evidence](#), 10 May 2016, 1715 (Alfred MacLeod).

158 Statistics Canada, [About us](#); [Evidence](#), 10 May 2016, 1655 (François Nault).

159 [Evidence](#), 5 May 2016, 1650 (Neil Bouwer); [Evidence](#), 3 May 2016, 1655 (Fraser Valentine).

160 [Evidence](#), 10 May 2016, 1650 (François Nault).

161 *Ibid.*, 1650 and 1655.

162 Statistics Canada, [Women in Canada: A Gender-based Statistical Report](#).



Officials from several departments spoke of the usefulness of this publication.<sup>163</sup> Statistics Canada also stated that if a federal organization has a specific data need, they can respond to the request by conducting cost-recovery research or producing custom tables.<sup>164</sup>

The Committee also heard that some departments collect their own data and conduct their own research that serves to inform GBA+.<sup>165</sup> Stan Lipinski, Director General at the Department of Justice, told the Committee that the department has:

A fairly active research and statistics division, which plays a key role in supporting the department's GBA information and analysis needs through the development of various reports that contain gender-based analysis and as a centre of expertise in providing and designing gender-disaggregated data to help inform the development and design of Justice's programs and policies.<sup>166</sup>

Departments also indicated they use data for GBA+ from other federal organizations.<sup>167</sup> Some federal departments use data and research provided by not-for-profit or think-tank organizations, and sometimes commission reports on key topics from these organizations.<sup>168</sup>

However, despite these resources, a number of federal organizations told the Committee that a barrier to performing GBA+ was a shortage or inability to find relevant, reliable and complete data disaggregated by gender and other identity factors.<sup>169</sup> Richard Botham, Assistant Deputy Minister at the Department of Finance, said: "Many departments and agencies also share our concern regarding data, and we understand that we are going to be exploring collectively how data collection can be improved and better accessed."<sup>170</sup> The Committee heard that gender-disaggregated data was still unavailable in key sectors, for example, in "clean technology, automotive, aerospace, information and communication technologies, pharmaceuticals, and tourism."<sup>171</sup>

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163 [Evidence](#), 5 May 2016, 1635 (Neil Bouwer); [Evidence](#), 10 May 2016, 1555 (Stan Lipinski); [Evidence](#), 5 May 2016, 1640 (Mitch Davies).

164 [Evidence](#), 10 May 2016, 1650 and 1655 (François Nault).

165 [Evidence](#), 10 May 2016, 1550 (Stan Lipinski); [Evidence](#), 3 May 2016, 1635 (Fraser Valentine).

166 [Evidence](#), 10 May 2016, 1550 (Stan Lipinski).

167 [Evidence](#), 5 May 2016, 1635 (Neil Bouwer).

168 [Evidence](#), 5 May 2016, 1650 (Mitch Davies).

169 Women's Xchange Team, "Recommendations for Status of Women Committee Study: Gender-Based Analysis Plus in the Federal Government," *Submitted Brief*, 12 May 2016; [Evidence](#), 10 May 2016, 1635 (Richard Botham); [Evidence](#), 17 May 2016, 1645 (Cindy Moriarty); [Evidence](#), 5 May 2016 1645 (Mitch Davies).

170 [Evidence](#), 10 May 2016, 1635 (Richard Botham).

171 [Evidence](#), 5 May 2016, 1640 (Mitch Davies).

At the international level, the Committee heard that the Institute for the Equality of Women and Men in Belgium conducted an inventory in 2013 of all statistics disaggregated by gender and available to the Belgian federal government.<sup>172</sup>

### **Recommendation 15**

**That the Government of Canada, in consultation with Status of Women Canada, set a deadline of June 2017 by which it will be mandatory for federal departments and agencies to implement the following:**

- **a responsibility centre to monitor the implementation of the Gender-Based Analysis Plus (GBA+) Framework and the practice of gender-based analysis;**
- **training for senior officials, analysts, and other appropriate staff;**
- **guides, manuals and other appropriate tools;**
- **annual self-assessment on implementation of the GBA+ Framework;**
- **reporting on progress in external departmental reports, such as Departmental Performance Reports;**

**That upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive annual reporting by each organization on compliance.**

### **Recommendation 16**

**That Status of Women Canada invite Statistics Canada to the regular meetings of the network of Gender-Based Analysis Plus (GBA+) Champions with the goal of sharing available data; and that Status of Women Canada collaborate with Statistics Canada to design GBA+ training sessions, for groups of departments and agencies with similar mandates, on locating gender-disaggregated data in their specific subject areas.**

### **Recommendation 17**

**That the Government of Canada introduce legislation, by or before June 2017, which legislates that:**

- **Gender-Based Analysis Plus (GBA+) is applied to all proposals before they arrive at Cabinet for decision-making;**

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172 Institute for the Equality of Women and Men, Belgium, "La mise en oeuvre du gender mainstreaming au niveau fédéral belge," *Speaking Notes*, 17 May 2016.

- **GBA+ is a mandatory portion of Privy Council Office, Treasury Board of Canada Secretariat and Department of Finance submissions for all departments and agencies;**
- **The Privy Council Office and Treasury Board of Canada Secretariat are mandated to return policies and programs that do not demonstrate the application of GBA+.**

## **H. Accountability Mechanisms and the Role of Mandatory Enforcement**

Witnesses spoke of the need to establish accountability and evaluation mechanisms to provide some level of enforcement and oversight on the implementation of GBA+ in federal organizations.<sup>173</sup> The Committee learned that while SWC holds a leadership role in promoting GBA+, the federal government has not made it mandatory for federal departments and agencies to conduct GBA+ and has not given authority to SWC to enforce its application.<sup>174</sup> The Committee heard that SWC needs more authority and resources to develop accountability mechanisms to oversee the implementation of GBA+ at some basic level.<sup>175</sup>

With regards to the role of the central agencies, the Committee learned that PCO, TBS and the Department of Finance can return Memorandums to Cabinet, Treasury Board Submissions and budget proposals to the department or agency if there is no evidence of the application of GBA+, but that it is unclear how often this is enforced.<sup>176</sup> The importance of accountability mechanisms was highlighted by Ms. Hankivsky, of Simon Fraser University, who asked the Committee: “if there are no consequences for not doing it, why do it?”<sup>177</sup>

The Committee was informed of the different options for making GBA+ mandatory: through legislative or policy means, across the federal government or in only some departments and agencies, and applying to GBA+ training or implementation or both.<sup>178</sup>

On the subject of making GBA+ implementation mandatory at the federal level in Canada, a number of witnesses suggested that it should be mandatory for federal organizations.<sup>179</sup> Mitch Davies, Assistant Deputy Minister at the Department of Industry, said:

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173 [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky); [Evidence](#), 12 May 2016, 1540 (Dorienne Rowan-Campbell); [Evidence](#), 12 May 2016, 1620 (Cindy Hanson).

174 [Evidence](#), 3 May 2016, 1555 (Justine Akman).

175 [Evidence](#), 12 May 2016, 1620 (Cindy Hanson).

176 [Evidence](#), 25 February 2016, 1605 (Richard Domingue, Principal, Office of the Auditor General of Canada).

177 [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

178 [Evidence](#), 5 May 2016, 1725 (Nancy Cheng).

179 [Evidence](#), 12 May 2016, 1615 (Rosalind Cavaghan); [Evidence](#), 12 May 2016, 1615 (Dorienne Rowan-Campbell).

We do a lot of other things that are mandatory. We make sure we do a security check. We make sure they have the language profile. We do a lot of other musts, and this has now also become a must.<sup>180</sup>

The Feminist Northern Network, in its brief, provided a specific example where GBA+ should be mandatory; they recommend that GBA+ be a mandatory component of the analysis performed by the Canadian Environmental Assessment Agency.<sup>181</sup>

Fraser Valentine, Director General at Immigration, Refugees and Citizenship Canada, the only federal department where GBA+ is mandatory by law, highlighted the two central impacts of the department's legislative framework: firstly, it requires that GBA+ of government initiatives be included in an annual report to Parliament and secondly, it has influenced the application of GBA+ throughout the Department, creating a culture that widely understands and implements GBA+.<sup>182</sup>

The Committee was informed that if GBA+ were to become mandatory, it would first require the investment of additional resources and support systems.<sup>183</sup> In its brief, the Institute for the Equality of Women and Men in Belgium reminded the Committee that legislation is not enough on its own to enforce the implementation of GBA+; it must be accompanied by leadership at the political and civil service level, training and a supporting framework.<sup>184</sup> Mr. Valentine explained that: "Legislation in itself is probably not the panacea or sufficient. It's one important tool."<sup>185</sup>

Ms. Akman of SWC explained:

Even if it becomes mandatory, that would not be enough. You definitely still need the leadership, the monitoring and reporting, the analysis of barriers, the checking back in, the improving of the situation, and really the dedication to doing that kind of analysis.<sup>186</sup>

Witnesses stated that the implementation of GBA+ should be a mandatory portion of TBS, PCO, and Department of Finance submissions for all departments and agencies. Ms. Hanson, of the University of Regina, recommended that TBS and PCO should be mandated to reject policies or programs that do not demonstrate the application of GBA+.<sup>187</sup>

The Committee was interested by international examples of mandatory requirements for gender mainstreaming at the national level. In a brief submitted by

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180 [Evidence](#), 5 May 2016, 1645 (Mitch Davies).

181 Feminist Northern Network, "Requiring Gender Based Analysis Plus (GBA+) in Environmental Assessments," *Submitted Brief*, 12 May 2016.

182 [Evidence](#), 3 May 2016, 1630 and 1635 (Fraser Valentine).

183 [Evidence](#), 12 May 2016, 1620 (Cindy Hanson); [Evidence](#), 12 May 2016, 1705 (Olena Hankivsky).

184 Institute for the Equality of Women and Men, Belgium, "La mise en oeuvre du gender mainstreaming au niveau federal belge," *Speaking Notes*, 17 May 2016.

185 [Evidence](#), 3 May 2016, 1645 (Fraser Valentine).

186 [Evidence](#), 3 May 2016, 1555 (Justine Akman).

187 [Evidence](#), 12 May 2016, 1650 (Cindy Hanson).

Ms. Thu, of the Ho Chi Minh National Academy of Politics, the Committee learned that Vietnam has several pieces of legislation that require gender mainstreaming in the formulation of “legal documents and policies.” In addition, the Vietnamese National Assembly Committee on Social Affairs is responsible for monitoring that gender mainstreaming is complete before draft laws, ordinances and resolutions can be submitted to the National Assembly.<sup>188</sup>

In Belgium, Ms. Joly, of the Institute for the Equality of Women and Men, told the Committee that gender mainstreaming is legislated as mandatory at the federal level, and that this gives the Institute additional authority in the implementation of gender mainstreaming.<sup>189</sup> However, the Committee was told that the Institute for the Equality of Women and Men had not gathered enough feedback as of yet to measure the impact of mandatory gender mainstreaming on public policy.<sup>190</sup>

### **Recommendation 18**

**That the Treasury Board Secretariat develop a policy requiring departments and agencies to report on the current progress and anticipated efforts in implementing Gender-Based Analysis Plus (GBA+) in a designated section of the Departmental Performance Reports and the Reports on Plans and Priorities; that the section on GBA+ contain evidence-based outcomes generated by the application of GBA+; and that upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive these sections and produce a summary report available to the public and outlining progress in the implementation of GBA+ across the federal government.**

### **I. Evaluation Mechanisms**

The Committee learned that establishing evaluation mechanisms to measure the outcomes of GBA+ in departments and agencies can be a part of an oversight framework and can provide evidence on the benefits of the implementation of GBA+ within the federal government.

At the federal level, the Committee heard that there is inadequate monitoring and evaluation of the implementation and outcomes of GBA+. Ms. Hankivsky of Simon Fraser University reminded the Committee that departments and agencies have to start asking key questions: “What is actually the desired goal and outcome[?] How will we know if GBA has been successfully and fully integrated? What would that actually look like?”<sup>191</sup> Ms. Rowan-Campbell, former member of the federal government’s Expert Panel on Accountability Mechanisms for Gender Equality, recommended that an annual update on

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188 Hien Pham Thu, “State Laws and Budget Priorities on Gender Equality,” *Submitted Brief*, 12 May 2016.

189 [Evidence](#), 17 May 2016, 1620 (Carine Joly).

190 [Evidence](#), 17 May 2016, 1625 (Nicolas Bailly).

191 [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

the progress of the implementation of GBA+ should be included in the Speech from the Throne by the Government of Canada.<sup>192</sup>

The Committee was told that, as part of the new *Action Plan on Gender-based Analysis for 2016–2020*, SWC, PCO and TBS would develop an evaluation strategy to systematically measure and report on the outcomes of GBA+.<sup>193</sup> Ms. Akman of SWC told the Committee:

Actions to support this will include the surveying of deputies on an annual basis, as I mentioned earlier, to collect information on GBA implementation. We'll be working with other government departments and agencies to explore the development of gender equality indicators in key areas, so we can better track progress. We'll be establishing a more formal evaluation structure for the GBA function across government, and we'll also identify ways to periodically report out on the implementation across government, including lessons learned, sharing of best practices, and strategic directions moving forward.

Improving our ability to report progress on the application of GBA will allow us to demonstrate to Canadians how it has enhanced the policies, programs, and services they've received.<sup>194</sup>

Furthermore, Ms. Akman told the Committee that empowering GBA+ experts and Champions within departments and agencies to monitor the implementation of GBA+ could be an effective strategy.<sup>195</sup>

However, departments and agencies do not regularly monitor how their employees are conducting GBA+, and SWC does not keep track of this information either. As a result, the Committee received only snapshots of data on the outcomes of GBA+ at the federal level. For example, the Department of Finance shared with the Committee that in the past 12 months, the department had completed more than 250 GBA+.<sup>196</sup> The Department of Natural Resources had conducted GBA+ assessments on 42 proposals over the past year, with 10 proposals being identified as having “differential gender-based or diversity-based access or impacts that required additional analysis and consideration of changes to the proposal’s parameters and mitigation measures.”<sup>197</sup>

The Committee learned that improved monitoring and reporting on the progress of GBA+ and its outcomes will provide examples that will demonstrate to Canadians the value of applying GBA+.<sup>198</sup> For this reason, Ms. Hanson of the University of Regina recommended that additional resources be invested in evaluations of the effectiveness of GBA+.<sup>199</sup>

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192 [Evidence](#), 12 May 2016, 1545 (Dorienne Rowan-Campbell).

193 [Evidence](#), 3 May 2016, 1535 and 1605 (Justine Akman).

194 *Ibid.*, 1535.

195 *Ibid.*, 1555.

196 [Evidence](#), 10 May 2016, 1635 (Richard Botham).

197 [Evidence](#), 5 May 2016, 1635 (Neil Bouwer).

198 [Evidence](#), 3 May 2016, 1535 (Justine Akman).

199 Cindy Hanson, “Recommendations,” *Submitted Brief*, 12 May 2016.

## J. Collaboration

Witnesses said that collaboration among SWC, the central agencies, other federal departments and agencies, as well as provincial and territorial counterparts, civil society, and the academic and research community, is critical to sharing best practices and to building the sustainable implementation of GBA+.<sup>200</sup> Ms. Hankivsky of Simon Fraser University told the Committee that successful GBA+ is a “three-legged stool”, that requires support from the government, from civil society, and from the research community.<sup>201</sup>

The Committee learned about the role of SWC in promoting collaboration on the GBA+ file. While SWC does not actively promote the GBA+ online training across the country, the course has been accessed by many civil service organizations, universities, and provinces.<sup>202</sup> In response to the OAG’s 2015 Fall Report 1, SWC said it will continue to build and strengthen the Interdepartmental Committee on GBA+ as a main forum of information sharing.<sup>203</sup>

The Committee heard that in Belgium, legislation mandates the establishment of an Interdepartmental coordination group, composed of: “members of strategic units, who are advisors to ministers and officials from the various administrations,” and led by a member of the Institute for the Equality of Women and Men.<sup>204</sup>

Between departments and agencies, the Committee heard that interdepartmental working groups on GBA+ – at both the senior management and the working level – ensure the sharing of best practices, challenges, and strategies for GBA+ implementation.<sup>205</sup> In particular, the interdepartmental working group of GBA+ Champions, composed of approximately 35 members, meets regularly as convened by SWC.<sup>206</sup> Online sharing tools, such as SWC’s GCpedia site, can promote collaboration. Collaboration among employees of a federal organization is also essential to the implementation of GBA+; this includes intradepartmental working groups on GBA+ or communities of practice.<sup>207</sup>

Witnesses reminded the Committee that departments and agencies should actively seek assistance from academics that are experts in certain policy areas and have valuable information and data at their fingertips.<sup>208</sup> For example, Dr. Tannenbaum, of the Canadian

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200 [Evidence](#), 17 May 2016, 1620 (Carine Joly).

201 [Evidence](#), 12 May 2016, 1630 (Olena Hankivsky).

202 [Evidence](#), 3 May 2016, 1610 (Vaughn Charlton).

203 Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada*, 2015.

204 [Evidence](#), 17 May 2016, 1615 (Carine Joly).

205 [Evidence](#), 10 May 2016, 1635 (Richard Botham); [Evidence](#), 5 May 2016, 1605 (Gail Mitchell); Office of the Auditor General of Canada, “[Report 1 – Implementing Gender-Based Analysis](#),” *2015 Fall Reports of the Auditor General of Canada*, 2015.

206 [Evidence](#), 3 May 2016, 1645 (Maia Welbourne); [Evidence](#), 3 May 2016, 1635 (Fraser Valentine).

207 [Evidence](#), 3 May 2016, 1635 (Fraser Valentine); [Evidence](#), 5 May 2016, 1605 (Nicole Kennedy).

208 [Evidence](#), 12 May 2016, 1600 and 1630 (Olena Hankivsky).

Institutes of Health Research, told the Committee that CIHR researchers would be eager to collaborate with federal organizations and share their relevant research findings.<sup>209</sup> The Committee also heard that putting forward policy challenges to students in public policy schools could be both an efficient and cost-effective way to collaborate with the academic community.<sup>210</sup>

Witnesses spoke of the importance of collaboration between civil society (in particular women's organizations) and federal departments and agencies. The Committee heard that organizations that represent marginalized or disenfranchised populations can provide valuable expertise to advance GBA+.<sup>211</sup> In addition, the Committee learned that it is important for federal organizations to consult with civil society before, during and after the development and implementation of policies, programs and legislation with the goal of gaining knowledge and receiving feedback.<sup>212</sup> For example, Indigenous and Northern Affairs Canada regularly liaises with the Assembly of First Nations Women's Secretariat and the Native Women's Association of Canada.<sup>213</sup> The Committee learned that the Department of Finance, during pre-budget consultations, composes a full and representative list of stakeholders to consult and provides an open consultation for Canadians to provide input.<sup>214</sup> Ms. Hanson of the University of Regina encouraged the Committee and SWC to engage with women's organizations in meaningful, new ways.<sup>215</sup>

A number of witnesses suggested that the federal government should increase the capacity of civil society and academics to collaborate by reinstating SWC's funding for research.<sup>216</sup> The Committee learned that the not-for-profit sector has benefited from applying GBA+ frameworks to its own work; an example is sexual assault centres that have developed programs for both men and women, refugees and immigrants, Indigenous peoples, lesbian, gay and transgender individuals, individuals with disabilities, and youth.<sup>217</sup>

The Committee heard that the federal government should establish federal/provincial/territorial coordination committees on GBA+.<sup>218</sup> Ms. Hanson recommended that the federal government provide support and resources to provinces and communities to

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209 [Evidence](#), 17 May 2016, 1725 (Cara Tannenbaum).

210 [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

211 DisAbleD Women's Network of Canada, "Parliamentary Brief," *Submitted Brief*, 12 May 2016; [Evidence](#), 12 May 2016, 1530 (Rosalind Cavaghan); [Evidence](#), 12 May 2016, 1550 (Cindy Hanson); [Evidence](#), 12 May 2016, 1545 (Dorienne Rowan-Campbell).

212 [Evidence](#), 25 February 2016, 1605 (Nancy Cheng).

213 [Evidence](#), 5 May 2016, 1535 (Nicole Kennedy).

214 [Evidence](#), 10 May 2016, 1700 (Richard Botham).

215 Cindy Hanson, "Recommendations," *Submitted Brief*, 12 May 2016.

216 YWCA Canada, "Making Broad Investments: Taking Gender-Based Analysis Seriously in 2016," *Submitted Brief*, 12 May 2016; [Evidence](#), 12 May 2016, 1550 and 1620 (Cindy Hanson).

217 Ontario Coalition of Rape Crisis Centres, "Brief to the Status of Women Committee – Study: Gender-Based Analysis Plus," *Submitted Brief*, 12 May 2016.

218 [Evidence](#), 12 May 2016, 1650 (Olena Hankivsky).



implement GBA+ as part of community development.<sup>219</sup> Finally, the Committee heard that an effective strategy to promote collaboration among sectors would be to establish a national GBA+ conference.<sup>220</sup>

### **Recommendation 19**

**That the Government of Canada, through Status of Women Canada, promote collaboration among federal departments and agencies through the following: by continuing to convene quarterly meetings of the Interdepartmental Committee on Gender-Based Analysis Plus (GBA+); and by continuing to convene semi-annual meetings of the network of GBA+ Champions; and that these meetings be accompanied by informal information-sharing channels employed throughout the year.**

### **Recommendation 20**

**That the Government of Canada, through Status of Women Canada, contribute to existing national and international communities of practice – groups that engage in a process of collective learning in a shared domain – to develop a compendium of best practices in the implementation and enforcement of Gender-Based Analysis Plus (GBA+).**

### **Recommendation 21**

**That the Government of Canada restore financial resources to Status of Women Canada to enable the agency to reinstate funding for grants provided by the Women’s Program for research and advocacy, and that the first call for proposals under this funding stream focus on work that can inform the ongoing development of a Gender-Based Analysis Plus (GBA+) framework.**

## **K. GBA+ Success Stories**

The Committee heard about the positive difference that the implementation of GBA+ makes to the quality, responsiveness, and effectiveness of government policies, programs and legislation. According to a brief by the Women’s Xchange Team, applying GBA+ “leads to innovative programs and effective policy-making.”<sup>221</sup> Witnesses suggested that by sharing these success stories, the Committee can strengthen the case for GBA+ implementation in all federal departments and agencies.<sup>222</sup>

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219 Cindy Hanson, “Recommendations,” *Submitted Brief*, 12 May 2016.

220 [Evidence](#), 12 May 2016, 1650 (Olena Hankivsky).

221 Women’s Xchange Team, “Recommendations for Status of Women Committee Study: Gender-Based Analysis Plus in the Federal Government,” *Submitted Brief*, 12 May 2016.

222 [Evidence](#), 12 May 2016, 1720 (Cindy Hanson); [Evidence](#), 12 May 2016, 1600 (Olena Hankivsky).

- Since December 2010, the Canadian Institutes of Health Research has applied its Sex and Gender-Based Analysis (SGBA) policy to all applications for CIHR funding, no matter the discipline, requiring them to consider how sex and gender are incorporated in their study. Before this policy was introduced, approximately 10% of CIHR applicants reported that they had accounted for sex and gender in their research design, and by 2015, this number had increased to 50%.<sup>223</sup>
- In 2013, the Canadian Centre on Substance Abuse, funded by the Department of Health Canada, revised Canada's low-risk alcohol drinking guidelines. By applying GBA+, the guidelines were changed based on clinical trials to measure consumption amounts for men, women, teens, and pregnant women.<sup>224</sup>
- Immigration, Refugees and Citizenship Canada applied a GBA+ analysis to the federal skilled trades program, and uncovered that many women have breaks in employment and are more likely to work part-time, which acts as a barrier to their participating in the program because of the program's requirement that participants have two years' uninterrupted work experience.<sup>225</sup>
- The Indigenous and Northern Affairs Canada Family Violence Prevention Program, after conducting GBA+, uncovered a shortage of programming for men and boys, who are both victims and perpetrators of family violence. As a response to this analysis, the Family Violence Prevention Program now funds programs specific to men and boys.<sup>226</sup>
- The Department of Public Works and Government Services conducted GBA+ on the long-term vision and plan for the Parliamentary Precinct to ensure that the renovations are "informed by an understanding of how different people, different genders, have different requirements to modify facilities and open up accessibility to the Hill."<sup>227</sup>
- In 2010, the Department of Employment and Social Development worked collaboratively with Indigenous and Northern Affairs Canada and the Native Women's Association of Canada on developing an Indigenous skills and employment training strategy. After applying GBA+, the program addressed the participation rates of Indigenous women in key fields such as oil and gas, shipbuilding and mining, and managed to establish

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223 [Evidence](#), 17 May 2016, 1650 (Cara Tannenbaum).

224 [Evidence](#), 17 May 2016, 1645 (Cindy Moriarty).

225 [Evidence](#), 3 May 2016, 1700 (Fraser Valentine).

226 Office of the Auditor General of Canada, "[Report 1 – Implementing Gender-Based Analysis](#)," *2015 Fall Reports of the Auditor General of Canada*, 2015; [Evidence](#), 5 May 2016, 1545 (Nicole Kennedy).

227 [Evidence](#), 10 May 2016, 1650 (Alfred MacLeod).

participation rates of 27%, much higher than the rates in comparable non-Indigenous female populations.<sup>228</sup>

- Immigration, Refugees and Citizenship Canada applied GBA+ to a call for third-party contracts for biometric collection at visa application centres. Through this approach, it was determined that third-party operators would have to respect a woman's request for religious reasons to have her biometrics collected in a private space and by a same-sex operator.<sup>229</sup>
- At the Department of National Defence, the Chief of Defence Staff issued a directive to staff of the CAF to fully integrate the requirements of Canada's National Action Plan on the Implementation of United Nations Security Council Resolution (UNSCR) 1325 on women in armed conflict and related resolutions; the incorporation of UNSCR Resolution 1325 and related resolutions will serve to highlight how armed conflicts have differential impact on men, women, girls and boys, and that efforts must be made to address these impacts in order to enhance conflict prevention and resolution efforts.<sup>230</sup>

In conclusion, the Committee would like to underscore that the implementation of GBA+ is an evidence-based approach that serves to make federal government policies, programs and legislation more inclusive, responsive, effective and successful. The Committee calls on the federal government to take action to improve the implementation of GBA+ across all departments and agencies.

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228 [Evidence](#), 5 May 2016, 1530 (Gail Mitchell).

229 [Evidence](#), 3 May 2016, 1655 (Fraser Valentine).

230 Department of National Defence, "Brief for the House of Commons Standing Committee on the Status of Women," *Submitted Brief*, 19 May 2016.



# LIST OF RECOMMENDATIONS

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## Recommendation 1

That the Government of Canada, through Status of Women Canada, develop and present a clear and consistent definition of “gender” and “sex” for use by federal departments and agencies in the application of Gender-Based Analysis Plus (GBA+). ..... 16

## Recommendation 2

That the Government of Canada, through Status of Women Canada and in consultation with federal departments, the central agencies and civil society, promote the implementation of a Gender-Based Analysis Plus (GBA+) framework focused on “intersectionality” whereby individuals are understood as being shaped by an interaction of different identity factors, including but not limited to gender, sex, national or ethnic origin, colour, religion, indigeneity, class, sexuality, geography, age, mental or physical disability and migration status. .... 16

## Recommendation 3

That the Government of Canada introduce legislation by June 2017 that will create the Office of the Commissioner for Gender Equality, based on the model of the Office of the Commissioner of Official Languages; that this legislation establish the Commissioner for Gender Equality as an Agent of Parliament and set out clearly the powers and responsibilities of the Office of the Commissioner for Gender Equality; and that the Commissioner for Gender Equality be provided with all necessary resources to fulfil his or her mandate..... 17

## Recommendation 4

That the Government of Canada, through Status of Women Canada, develop awareness-raising initiatives targeted to the general public and to all levels of government, including provinces, territories and municipalities, with the goal of sharing the positive outcomes of the implementation of Gender-Based Analysis Plus (GBA+) at the federal level. .... 21

## Recommendation 5

That the Government of Canada, through Status of Women Canada, collaborate with the Canada School of Public Service and public policy programs of post-secondary institutions to incorporate Gender-Based Analysis Plus (GBA+) training in their regular curricula..... 21

**Recommendation 6**

**That Status of Women Canada evaluate its Gender-Based Analysis Plus (GBA+) online training course on an annual basis, with the goal of updating examples, incorporating greater diversity and improving effectiveness of policy outcomes. ....21**

**Recommendation 7**

**That the Government of Canada make it mandatory for all employees of federal departments and agencies, the House of Commons, Senate and Library of Parliament who have research, policy, program, or customer service responsibilities, as determined by the respective senior management, to complete Status of Women Canada’s Gender-Based Analysis Plus (GBA+) online training course, entitled *Introduction to GBA+*; and that upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive annual reporting by each organization on compliance with this requirement.....21**

**Recommendation 8**

**That the Parliament of Canada strongly recommend that all parliamentarians and parliamentary staff take Status of Women Canada’s Gender-Based Analysis Plus (GBA+) online training course, entitled *Introduction to GBA+* within six months of commencing their duties.....21**

**Recommendation 9**

**That Status of Women Canada continue to play a leadership and coordinator role in developing and providing consistent Gender-Based Analysis Plus (GBA+) training programs and resources to all federal departments and agencies; and that Status of Women Canada continue to collaborate with groups of departments and agencies with similar mandates to develop specific training programs and resources that respond to the responsibilities of those groups of departments and agencies. ....21**

**Recommendation 10**

**That the Government of Canada provide Status of Women Canada with the necessary additional financial and human resources required to develop and provide consistent Gender-Based Analysis Plus (GBA+) training programs and resources, as well as training programs and resources that respond to the mandate and responsibilities of individual federal departments and agencies.....22**

**Recommendation 11**

**That the Government of Canada require all federal departments and agencies to immediately designate an assistant or associate deputy minister with the responsibility for promoting Gender-Based Analysis Plus (GBA+) within their organization, and appoint a separate employee as the GBA+ Champion for the organization..... 25**

**Recommendation 12**

**That the Government of Canada hold senior federal government officials, namely Deputy Ministers, Assistant Deputy Ministers and Directors General, accountable for the implementation of Gender-Based Analysis Plus (GBA+) in their departments and agencies by including the implementation of GBA+ as a measure in the officials' annual performance assessments..... 25**

**Recommendation 13**

**That the Treasury Board Secretariat, the Privy Council Office, and the Department of Finance review their challenge function in order to strengthen the application, both early on and throughout the policy development process, of Gender-Based Analysis Plus (GBA+) by federal departments and agencies; that the Treasury Board of Canada Secretariat, the Privy Council Office, and the Department of Finance each produce annual reports on the challenge function they play in promoting the application of GBA+; and that upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive these reports. .... 25**

**Recommendation 14**

**That the Government of Canada, following consultation with federal departments and agencies, as well as civil society, introduce legislation by June 2017 that sets out obligations of federal departments and agencies with regard to the implementation of Gender-Based Analysis (GBA+). .... 25**

**Recommendation 15**

**That the Government of Canada, in consultation with Status of Women Canada, set a deadline of June 2017 by which it will be mandatory for federal departments and agencies to implement the following:**

- **a responsibility centre to monitor the implementation of the Gender-Based Analysis Plus (GBA+) Framework and the practice of gender-based analysis;**
- **training for senior officials, analysts, and other appropriate staff;**
- **guides, manuals and other appropriate tools;**
- **annual self-assessment on implementation of the GBA+ Framework;**
- **reporting on progress in external departmental reports, such as Departmental Performance Reports;**

**That upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive annual reporting by each organization on compliance. .... 32**

**Recommendation 16**

**That Status of Women Canada invite Statistics Canada to the regular meetings of the network of Gender-Based Analysis Plus (GBA+) Champions with the goal of sharing available data; and that Status of Women Canada collaborate with Statistics Canada to design GBA+ training sessions, for groups of departments and agencies with similar mandates, on locating gender-disaggregated data in their specific subject areas. .... 32**

**Recommendation 17**

**That the Government of Canada introduce legislation, by or before June 2017, which legislates that:**

- **Gender-Based Analysis Plus (GBA+) is applied to all proposals before they arrive at Cabinet for decision-making;**
- **GBA+ is a mandatory portion of Privy Council Office, Treasury Board of Canada Secretariat and Department of Finance submissions for all departments and agencies;**
- **The Privy Council Office and Treasury Board of Canada Secretariat are mandated to return policies and programs that do not demonstrate the application of GBA+. .... 32**



**Recommendation 18**

**That the Treasury Board Secretariat develop a policy requiring departments and agencies to report on the current progress and anticipated efforts in implementing Gender-Based Analysis Plus (GBA+) in a designated section of the Departmental Performance Reports and the Reports on Plans and Priorities; that the section on GBA+ contain evidence-based outcomes generated by the application of GBA+; and that upon the creation of the proposed Office of the Commissioner for Gender Equality, the Commissioner for Gender Equality receive these sections and produce a summary report available to the public and outlining progress in the implementation of GBA+ across the federal government. .... 35**

**Recommendation 19**

**That the Government of Canada, through Status of Women Canada, promote collaboration among federal departments and agencies through the following: by continuing to convene quarterly meetings of the Interdepartmental Committee on Gender-Based Analysis Plus (GBA+); and by continuing to convene semi-annual meetings of the network of GBA+ Champions; and that these meetings be accompanied by informal information-sharing channels employed throughout the year. .... 39**

**Recommendation 20**

**That the Government of Canada, through Status of Women Canada, contribute to existing national and international communities of practice – groups that engage in a process of collective learning in a shared domain – to develop a compendium of best practices in the implementation and enforcement of Gender-Based Analysis Plus (GBA+)..... 39**

**Recommendation 21**

**That the Government of Canada restore financial resources to Status of Women Canada to enable the agency to reinstate funding for grants provided by the Women’s Program for research and advocacy, and that the first call for proposals under this funding stream focus on work that can inform the ongoing development of a Gender-Based Analysis Plus (GBA+) framework..... 39**



# APPENDIX A LIST OF WITNESSES

Organizations and Individuals	Date	Meeting
<p><b>Office of the Auditor General of Canada</b></p> <p>Nancy Cheng, Assistant Auditor General Richard Domingue, Principal</p>	2016/02/25	4
<p><b>Department of Citizenship and Immigration</b></p> <p>Fraser Valentine, Director General Strategic Policy and Planning Maia Welbourne, Director General Immigration Branch</p>	2016/05/03	11
<p><b>Status of Women Canada</b></p> <p>Justine Akman, Director General Policy and External Relations, Policy and External Relations Directorate Vaughn Charlton, Manager Gender-Based Analysis</p>		
<p><b>Department of Employment and Social Development</b></p> <p>Gail Mitchell, Director General Strategy and Intergovernmental Relations, Strategic and Service Policy Branch</p>	2016/05/05	12
<p><b>Department of Indian Affairs and Northern Development</b></p> <p>Nicole Kennedy, Director General Strategic Policy, Cabinet and Parliamentary Affairs</p>		
<p><b>Department of Industry</b></p> <p>Mitch Davies, Assistant Deputy Minister Strategic Policy Sector</p>		
<p><b>Department of Natural Resources</b></p> <p>Neil Bouwer, Assistant Deputy Minister Science and Policy Integration</p>		
<p><b>Office of the Auditor General of Canada</b></p> <p>Nancy Cheng, Assistant Auditor General Richard Domingue, Principal</p>		
<p><b>Department of Finance</b></p> <p>Richard Botham, Assistant Deputy Minister Economic Development and Corporate Finance Branch</p>	2016/05/10	13
<p><b>Department of Justice</b></p> <p>Stan Lipinski, Director General Policy Integration and Coordination Section, Policy Sector</p>		

<b>Organizations and Individuals</b>	<b>Date</b>	<b>Meeting</b>
<p><b>Department of Public Works and Government Services</b></p> <p>Alfred MacLeod, Assistant Deputy Minister Policy, Planning and Communications Branch</p> <p><b>Privy Council Office</b></p> <p>François Daigle, Assistant Secretary to the Cabinet Social Development Policy</p> <p><b>Statistics Canada</b></p> <p>Tamara Hudon, Research Analyst Social and Aboriginal Statistics Division</p> <p>François Nault, Director Social and Aboriginal Statistics Division</p> <p><b>Treasury Board Secretariat</b></p> <p>Renée LaFontaine, Assistant Secretary and Chief Financial Officer, Corporate Services</p>	2016/05/10	13
<p><b>As individuals</b></p> <p>Rosalind Cavaghan, Post Doctoral Fellow Department of Political Science, Radboud University</p> <p>Olena Hankivsky, Professor School of Public Policy, Simon Fraser University</p> <p>Cindy Hanson, Associate Professor Adult Education, University of Regina and President Elect, Canadian Research Institute for the Advancement of Women</p> <p>Dorienne Rowan-Campbell</p>	2016/05/12	14
<p><b>Canadian Institutes of Health Research</b></p> <p>Dr. Cara Tannenbaum, Scientific Director Institute of Gender and Health</p> <p><b>Department of Health</b></p> <p>Cindy Moriarty, Executive Director Health Programs and Strategic Initiatives, Strategic Policy Branch</p> <p><b>Institute for the Equality of Women and Men, Belgium</b></p> <p>Nicolas Bailly, Attaché</p> <p>Carine Joly, Advisor</p> <p><b>Ministry for Women of New Zealand</b></p> <p>Jo Cribb, Chief Executive Officer</p> <p>Helen Potiki, Principal Policy Analyst</p>	2016/05/17	15

## **APPENDIX B LIST OF BRIEFS**

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### **Organizations and Individuals**

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**Canadian Forces**

**Cavaghan, Rosalind**

**Department of National Defence**

**DisAbled Women's Network of Canada**

**Feminist Northern Network**

**Hanson, Cindy**

**Ontario Coalition of Rape Crisis Centres**

**Pham Thu, Hien**

**Women's Xchange**

**YWCA Canada**



## REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the Committee requests that the government table a comprehensive response to this Report.

A copy of the relevant Minutes of Proceedings ([Meetings Nos. 4 and 11 to 18](#)) is tabled.

Respectfully submitted,

Marilyn Gladu  
Chair





*Gender Based Analysis: Moving from Talk to Action*  
*A Supplementary Report submitted by the*  
*New Democratic Party of Canada*  
*June 13, 2016*

## **BACKGROUND**

The equality of men and women is a fundamental Canadian principle. As the Progressive Opposition, the NDP has always fought against discrimination against women in all its forms. New Democrats have played a leadership role in promoting women's rights, including: equal opportunity, income security, equal pay for work of equal value, full political participation, reproductive and sexual health rights, supports for caregivers, and many more.

However, despite Canada's ratification of the *Convention on the Elimination of All Forms of Discrimination against Women*, discrimination against women continues to exist in Canada.

In 1995, Canada signed the *Beijing Declaration and Platform for Action* which committed the Canadian government to conducting gender-based analysis (GBA)<sup>1</sup> of policies, programs and legislation in order to understand the impact of all government decisions on women. If the government had followed through on this commitment, for the past two decades policy makers would have used a gender lens every time they created a new policy, program or law.

Instead, as the Auditor General has pointed out in two separate audits, GBA is still only being deployed on a piecemeal and sporadic basis. Out of 110 government departments and agencies, only 27% actually have a process in place to conduct GBA. In departments that are doing GBA, in too many cases the analysis remains incomplete or lacking in quality.

This is a lost opportunity to promote women's equality and to prevent policies and programs from harming Canadian women.

Therefore, the NDP agrees with the witnesses who appeared before committee, as well as the Status of Women committee's conclusions that:

- **Women's equality is harmed when the government does not take into account the impact on women when creating laws, policies or programs.**
- **One of the principal barriers to implementing GBA across the federal government is the absence of mandatory requirements.**

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<sup>1</sup> GBA goes beyond gender, and includes the examination of a range of other intersecting identity factors (such as age, education, language, geography, culture, income, ethnicity, indigeneity, sexuality, disability and migration status).

- **There is an urgent need to provide the necessary resources to support Status of Women Canada in fully implementing GBA in all departments.**

We agree with the committee's recommendations regarding the need for comprehensive legislation to mandate GBA across the federal government and the need to give adequate resources to Status of Women Canada. However, we believe the report understates the depth of the government's failure to implement GBA over the past twenty years. We also feel that the report does not adequately convey the urgency of the need to implement GBA now, so that women are not made to wait any longer. In that vein, we offer this supplementary opinion.

## **THE GOVERNMENT'S FAILURE ON GBA**

In 2009, the Auditor General of Canada criticized the government's implementation of GBA and called for clear expectations and guidelines for departments to conduct GBA. In 2015, the Auditor again reviewed GBA and found the same government lack of leadership and the same inadequate implementation of GBA.

Despite multiple reports from the Standing Committee on the Status of Women, the Standing Committee on Public Accounts, an Expert Panel on Accountability Mechanisms for Gender Equality, two audits by the Auditor General, and a Departmental Action Plan, the majority of government departments are still not conducting GBA, and where it is being done, GBA remains inadequate.

Gender-based analysis has now been required for the past 20 years but the government has completely failed to ensure that it is done. As Nancy Cheng, from the Office of the Auditor General, told the Committee:

*In our 2015 audit, we observed that gender-based analysis **was still not fully deployed across the federal government**, although 20 years had passed since the government had committed to applying this type of analysis to its policy decisions. In other words, gender considerations, including obstacles to the full participation of diverse groups of women and men, are not always considered in government decisions. **This finding is similar to what we found in our 2009 audit.**<sup>2</sup>*

After 20 years of international and domestic commitments, only 30 departments are formally engaged in GBA, out of a total of 110 government departments and agencies. The Auditor General's 2015 audit also found that within 4 departments that are a part of the GBA Framework, analyses are not always complete or of an acceptably high level of quality. This observation was made in almost half of all cases of GBA, which is further proof of the government's failure to properly implement GBA.

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<sup>2</sup> FEWO, Evidence, 25 February 2016, Nancy Cheng (Assistant Auditor General, Office of the Auditor General of Canada).

Many of the witnesses who appeared before the committee identified multiple failures, as did the Auditor General:

- A lack of government directive, policy and leadership.
- A tight deadline to develop policies and programs.
- A lack of comprehension of the relevance of GBA.
- Ineffective training or a lack of training altogether.
- A shortage of data or an inability to find relevant, reliable and complete. data disaggregated by gender and other identity factors.
- A lack of capacity to undertake the analysis.
- No external reporting by any of the departments.

This consistent pattern of failing to take women's equality seriously is simply unacceptable.

## **THE HUMAN COST OF FAILURE**

Witnesses described significant consequences for women when GBA is not implemented. As the YWCA stated, “[W]ithout a comprehensive gender-based analysis, allocation of funds remain open to gender bias and unlikely to respond equitably to the needs of women and girls and to fully support the realization of their economic and social potential.”<sup>3</sup>

Many policy, legislative, and funding decisions over the past two decades could have been different if GBA had been done well, and the missed opportunities are multiplying. Would we still be lacking a national childcare strategy, specific economic stimulus investment targeted to women, and a national action plan to end violence against women if GBA had been properly implemented?<sup>4</sup>

## **LACK OF ENFORCEMENT**

Policy and program proposals should simply not be accepted by government if GBA analysis has not been conducted, or if the analysis shows that a policy will discriminate against women in some way. Yet over time government departments and agencies such as Finance Canada, the Treasury Board Secretariat, and Cabinet, have failed to turn down proposals that do not meet GBA requirements.

This process of challenging proposals to ensure that GBA has been properly done lacks transparency has not monitored by anyone. According to Cheng:

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<sup>3</sup> YWCA Canada, “Making Broad Investments: Taking Gender-Based Analysis Seriously in 2016,” *Submitted Brief*, 12 May 2016.

<sup>4</sup> YWCA Canada, “Making Broad Investments: Taking Gender-Based Analysis Seriously in 2016,” *Submitted Brief*, 12 May 2016.

*There's very little information, external reporting, on how we're doing in this whole area of looking at the gender aspect of it before policy decisions are taken. Status of Women doesn't always have all the information. Whatever information they have, they haven't quite made it public.*<sup>5</sup>

The Auditor General's 2015 report showed that, although both the Department of Employment and Social Development and the Department of Indigenous and Northern Affairs either failed completely to conduct GBA or left the analysis incomplete, no policy proposals were sent back to the respective departments by Cabinet.<sup>6</sup> Neil Bouwer, from the Department of Natural Resources also told the committee: "I'm not aware of any cases where a central agency has asked us to redo or reconsider our GBA."<sup>7</sup> The most likely explanation for this is that the central agencies over the past twenty years have not enforced GBA at the level of Cabinet submissions.

In fact, Renée Lafontaine, Assistant Secretary of the Corporate Services and Chief Financial Officer at the Treasury Board Secretariat told the committee: "I want to take responsibility for our challenge function. We needed to adapt it and we needed to set better expectations with departments."<sup>8</sup>

We understand that since the new government took office, Cabinet has directed the central agencies to require GBA in all Cabinet submissions. We applaud this decision, and urge the government to make it binding on all future Cabinets by implementing mandatory legislation and fully strengthening the challenge function.

## **URGENT NEED FOR ACTION**

We applaud the symbolic gestures this new government has made on gender equality, such as the appointment of a gender-equal cabinet. However, we also strongly urge the government to implement urgent legislative changes that will turn words into action by ensuring that each and every government policy, program and law promotes the equality of Canadian women.

We are pleased that the committee report recommends that the government introduce comprehensive legislation to make GBA mandatory for all government departments and agencies, but we believe the recommendation does not adequately reflect the urgency of the situation, as expressed by many of the witnesses who appeared before the committee.

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<sup>5</sup> *Evidence*, 5 May 2016, Nancy Cheng (Assistant Auditor General, Office of the Auditor General of Canada).

<sup>6</sup> In the 2015 Audit, the *Department of Employment and Social Development* incomplete GBA for half of the four sampled initiatives. The *Department of Aboriginal Affairs and Northern Development* performed incomplete GBA for one of the four sampled initiatives.

<sup>7</sup> *Evidence*, 5 May 2016, 1635 (Neil Bouwer, Assistant Deputy Minister, Science and Policy Integration, Department of Natural Resources).

<sup>8</sup> *Evidence*, 10 May 2016, 1540 and 1545 (Renée LaFontaine, Assistant Secretary, Corporate Services and Chief Financial Officer, Treasury Board Secretariat)

As Cindy Hanson, Associate Professor on Adult Education at the University of Regina and President Elect of the Canadian Research Institute for the Advancement of Women (CRIAOW), testified: “Going back to 2005, Canada's Standing Committee on the Status of Women indicated that legislation and accountability mechanisms were urgently required. Twelve years since then, we're saying the same thing.”<sup>9</sup>

Dr. Olena Hankivsky, Professor at the School of Public Policy in Simon Fraser University added that:

*Research has clearly shown what is necessary for the systemic institutional implementation [of GBA]. We don't need to look at this any more. We don't need more investigations. We don't need to be looking at additional barriers. What we need are concrete actions.*<sup>10</sup>

After 20 years, Canadian women should not be forced to wait any longer. The New Democratic Party therefore recommends **that the government uphold its commitment to gender equality by introducing legislation before the end of 2016.**

This is especially crucial given the significant new spending announced by the government in Budget 2016. New programs and new spending should not be designed without ensuring that none of them discriminate against women or have negative consequences for women, however inadvertent.

## COMPREHENSIVE LEGISLATION

We are encouraged by the experience of the only department that has been successful in the implementation of GBA, and we believe that it provides a model to learn from for other government departments. Citizenship and Immigration Canada has been required by legislation to conduct GBA and report to Parliament on GBA every year. The legislation has had immediate and long lasting effects as Fraser Valentine, *Director General of the Strategic Policy and Planning at the Department of Citizenship and Immigration* told the committee:

*A legislative change is blunt because it's legislation, so the immediate impact was that it required the Minister of Immigration to report annually to Parliament on the application of GBA and the outcomes that were achieved through it. Over the medium term, and in particular working with colleagues from Status of Women Canada, is that the legislative requirement has also influenced the culture of the department because of the annual requirement. We did have to immediately build capacity in the department to ensure we*

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<sup>9</sup> *Evidence*, 12 May 2016, 1620 (Cindy Hanson, Associate Professor, Adult Education, University of Regina and President Elect, Canadian Research Institute for the Advancement of Women, as an Individual);

<sup>10</sup> *Evidence*, 12 May 2016, 1605 (Olena Hankivsky, Professor, School of Public Policy, Simon Fraser University, as an Individual).

*could meet that legislative requirement, which has had a cascading impact throughout the department as a result.<sup>11</sup>*

This should be a model for all departments.

Witnesses shared with the committee their view on what good GBA legislation should look like:

- A robust accountability and compliance mechanism with an annual mandatory reporting system.
- Better tracking of and accountability for the “challenge function” played by central agencies and departments.
- A system of accountability that would hold senior federal government officials accountable for the implementation of GBA within their department or agency.
- High-level political commitment and a clear leadership structure with identified roles and responsibilities.
- A strict requirement for all employees of federal departments and agencies to complete GBA training.
- The development of specific training programs and resources that respond to the responsibilities of all departments and agencies.

We urge the government to listen to these witnesses and to **take these factors into account when designing comprehensive legislation on GBA.**

## **FUNDING STATUS OF WOMEN**

To turn the government’s ambition on women’s equality into a reality, additional funding for Status of Women Canada is required. Multiple witnesses underlined the small size and the limited resources of the Agency. Dr. Olena Hankivsky testified:

*We need financial and human resources to do the work, especially in Canada where, historically, Status [of Women Canada] has been so incredibly marginalized and under-resourced. It's no wonder we're at this point, really.<sup>12</sup>*

We agree with the committee’s recommendation that the government provide additional resources to Status of Women Canada, beyond what was announced in Budget 2016, to ensure that the Agency has the capacity required to oversee the full implementation of GBA across all departments and agencies. We urge **the government to act quickly to ensure these resources are given** to Status of Women for full implementation of GBA.

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<sup>11</sup> *Evidence*, 3 May 2016, 1635 (Fraser Valentine, Director General, Strategic Policy and Planning, Department of Citizenship and Immigration).

<sup>12</sup> *Evidence*, 12 May 2016, 1605 (Olena Hankivsky, Professor, School of Public Policy, Simon Fraser University, as an Individual).

## **CONCLUSION**

The New Democratic Party Caucus looks forward to reviewing the government's legislation for complete implementation of GBA in all Departments and Agencies, and to working with Members of Parliament from all parties to respond more equitably to the needs of all Canadians.

*Respectfully submitted on behalf of the New Democratic Party, June 13, 2016*

