WOMEN

Equity & Inclusion Lens

Snapshot

CAWI-IVTF
City for All Women Initiative
Initiative: une ville pour toutes les femmes

Ottawa
EQUITY AND INCLUSION LENS SNAPSHOT

W O M E N

We are women from many different backgrounds and lifestyles. We make contributions every day and face specific barriers while we do so. Although gains have been made toward achieving gender equality, a lot of work still needs to be done. Many of us still struggle to live free of violence, have our work valued, and our voices heard.

As a result, many of us experience the city differently from men.

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This booklet is one of 11 Snapshots that serve as background information to aid in implementing the Equity and Inclusion Lens. To access them in an electronic version, visit the City of Ottawa Internal Site (Ozone) or the Equity and Inclusion Lens webpage. Or the City for All Women Initiative (CAWI) Equity and Inclusion webpage.
1. Who We Are

We are community leaders, professionals, scholars, students, activists, workers, service providers, artists, mothers, care givers, and managers of family life. **We are 50.8 percent of Canada’s population.**

We are diverse. We are of all ages. Some of us are Aboriginal. Some of us are Canadian-born and foreign-born women from all over the world. We are Francophones, Anglophones, and some of us speak many languages. We are of different colours, abilities, and sexualities. We are urban dwellers, rural residents, and farmers. We challenge the notion that there is anything pre-determined about women’s roles in society.

Our experience of the city often differs from that of men because we may have traditionally been encouraged to take on roles and responsibilities based on what is “expected” of women. Moreover, many of the institutions that have shaped our city have been created from a masculine point of view. This gender bias has meant that the design of services and urban spaces does not always take into account women’s specific needs and perspectives.

When we apply a Gender Lens to city planning and decision-making we ask about differences and inequities among genders (women, men, intersex and trans-people). We also explore the diversity and inequities among women. We recognize that no service or plan is gender neutral and believe that women’s leadership is essential to identify gender biases and to ensure services address the needs all Ottawans.

Gender relations are ever-changing and vary across cultures. We have each experienced changes in the roles for, and expectations of, women and men (girls and boys) in our own lifetime. While considerable gains have been made towards gender equity and inclusivity, we still struggle to have our work valued, live safely, and have our voices heard.

**INTERSECTIONALITY: COMPLEX, OVERLAPPING IDENTITIES**

Each of us could identify with more than one group. It is this intersection, or crossover of identities of who we are that affects how we experience the city. This is called intersectionality. People’s lives are multi-dimensional and complex. Lived realities are shaped by different factors and social dynamics operating together.

For more info access the [Equity and Inclusion Lens Handbook](#) and [Advancing Equity and Inclusion: A Guide For Municipalities](#).
2. Overview of Women in Ottawa

As of 2011, there were 454,935 women and 428,455 men living in the City (Statistics Canada 2011b). Of these women,

- 18,180 (4.0 percent) were Aboriginal
- 64,395 (14.2 percent) had French as mother tongue
- 106,795 (23.5 percent) were racialized
- 107,895 (23.7 percent) were born outside Canada (immigrants)
- 67,713 (14.9 percent) had activity limitations (disabilities)

*These numbers are not mutually exclusive as a woman may identify in more than one of these groups.

3. Contributions we make

We contribute to our city’s economic, social, civic, cultural, and spiritual life through the multiple roles we assume.

We represent an important and growing segment of Ottawa’s workforce, since more of us (including women with small children), desire fulfilling careers outside the home, find it necessary to earn income and wish to contribute to the workforce. We contribute specialized knowledge and expertise in our professions. More of us are accessing higher education and working in fields that have traditionally been male-dominated like engineering, fire departments, and police.

Many of us are managers of family finances. We are an important segment of our economy’s consumer base. We enable economic growth through increasing entrepreneurship and our investments.

Even though gender roles are changing, women still carry most of the responsibility in caring for home and family. We are the bearers of our families’ children and/or caregivers to our ageing parents. We often do the bulk of the housework and cooking, as well as counseling and support of the young, elderly, and sick. Many of us volunteer in the community, sometimes through our cultural or faith communities. This is largely unpaid and it often goes unrecognized despite the fact that it is a vital contribution to Ottawa’s and Canada’s economies. Indeed, according to a 2011 Organisation for Economic Cooperation and Development (OECD) study, in most developed countries women spend an average of 4.7 hours on unpaid work per day, compared to the 2.2 hours of men (Miranda 2011).

Many of us are committed to the wellbeing of our communities and assume leadership roles in civic life. We have instigated and spearheaded important social movements in Canada, which have resulted in improved quality of life for both women and men (Canadian Research Institute for the Advancement of Women (CRIAW) 2000).
4. Barriers and Inequities

Gender roles have changed progressively over the last few decades. Men are incrementally assuming more responsibilities in the home while women have been entering the labour market in droves since the 50s. Yet, gender inequities still persist. A key factor behind the barriers and inequities faced by women is the under-valuing of women’s reproductive and caring roles; a reality which renders women more vulnerable to poverty, violence, and precarious work conditions.

A recent study ranks Ottawa as the 11th best place in Canada in which to be a woman (McInturff 2015, 22). The city ranked 4th in Economic Security, 11th in Personal Security, 15th in Health and Leadership, and 17th in Education.

DISCRIMINATION

Women (and girls) may experience discrimination such as prejudicial attitudes, sexual harassment, and unfair hiring practices in male dominated fields. This discrimination can be further compounded when combined with discrimination related to a woman’s Aboriginal ancestry, race, ethnicity, physical or mental ability, immigration status, sexual orientation, age, language, socio-economic status or place of residence.

For example, Aboriginal, racialized, recently immigrated women, and women with disabilities face additional barriers in accessing employment, public services and decision-makers. They face racism and prejudice that white, able bodied, non-Aboriginal women do not experience. As women, they face barriers that men in their same social group do not endure.

A clear example of a barrier is that 27.7 percent of immigrant women have at least a bachelor’s degree, compared with 19.2 percent of same-aged Canadian-born women. However, immigrant women are more likely to be unemployed and/or underemployed than their Canadian-born counterparts (Statistics Canada 2015). It is therefore important that decision-makers consider not only the differences and inequities between women and men, but also among women. In practical terms, this could mean recognizing that women immigrants are more likely to have family responsibilities that impede their opportunity to acquire language training. They may have difficulty accessing employment when childcare and public transit does not enable their mobility. By centering social analysis on the lives and experiences of the most marginalized women we can be inclusive of all women (Canadian Research Institute for the Advancement of Women 2006).

EROSION OF GAINS

Over the past few decades, changes to Canada’s social welfare system and labour market have eroded and/or delayed progress toward greater gender inclusivity (Cohen, Pulkingham, and Pulkingham 2009). While gains were primarily manifest in terms of equality legislation in the late 1990s (for example the Equality Act of 1982), cuts to social services not only reduced the level of federal investments in social, health, and educational services, but also lowered the standards and consistency of social policy and programs in Canada. This affected women’s lives in three important ways.
First, the reduction and restriction of funding for health, education, and social services directly affected women’s employment as they constitute the majority of the workforce in these sectors. These changes led to decreased job security and increased workload for women.

Second, women’s unpaid work increased as they replaced declining services by providing more unpaid care for their families and communities. (CRIAW 2016).

Third, while some gains were being made in the workforce, changing regulations in the labour market have resulted in declining wages, reduced eligibility for employment insurance, and decreased job security. As a result, most families, today, require two incomes to make ends meet. This trend combined with the cuts in social programs, has resulted in increased workload and stress for women, particularly for those in childbearing ages (CRIAW 2016). Statistics Canada reported that married women aged 25-44 were among the most highly stressed groups in Canada (Stinson 2004).

The United Nations has stated that cuts to Canada’s social programs are inconsistent with the international Convention on the Elimination of all forms of Discrimination against Women (CEDAW), to which Canada is a signatory (Canadian Research Institute for the Advancement of Women 2007).

**POLITICAL VOICE**

Strengthening women’s voices is critical to re-establish past gains and sustain progress towards greater gender equality. However, low representation of women among decision-makers and funding cuts for research on women’s welfare threaten to exacerbate the current exclusion of the full diversity of women. In 2014, only 4 of Ottawa’s 23 elected City Councillors were women (2014-2018). Among them are no racialized women, Aboriginal women, women with visible disabilities, or francophone women. This may make it more difficult for women in these populations to believe that their experience will be taken into account.

Womens’ political representation is further hampered by the limited capacity of women’s organizations to mobilize participation in public consultations. This is due in part to limited funds, limited information for women to formulate opinions, limited time, as well as physical, cultural, and linguistic barriers. There is a need to challenge the **low level of representation** of women and aim to achieve greater gender inclusivity. A theory that emerged in 1970s and 80s posits that once a “critical mass” of around 33 percent female representation has been achieved in legislative roles, then the issue of female tokenism can be overcome. This claim remains subject to debate but presents a potential goal for efforts (Federation of Canadian Municipalities 2004).

In 2015, three of Canada’s provinces were led by women (Ontario, Alberta and British Columbia) while five other provincial parties are led by women. In November 2015, Prime Minister Justin Trudeau announced the first gender-equal cabinet for a Canadian Federal government. According to the United Nations, Canada was ranked 20th for women in Ministerial positions and 49th for women in Parliament in 2015 (United Nations 2015). Countries including Rwanda, Bolivia, Andorra, Finland, Sweden, and France out-performed Canada to earn top ranks.
EDUCATION AND EMPLOYMENT

Since the 1990’s, women’s educational attainment has grown twice as rapidly as that of men, with the two reaching parity in 2000. In Ottawa, 75 percent of women aged 25-64 hold a postsecondary certificate, diploma, or degree. Almost half of the educated women hold university certificates, diplomas, or degrees at the bachelor level or above. These proportions are slightly higher than the numbers posted for men (Statistics Canada 2011a).

However, when it comes to the wage gap between the sexes, the wage gap is still significant. On average, a woman working full-time in Canada makes 73.5 cents for every dollar a man makes (CCPA 2016). In 2012, the median income for women (with income) in Ottawa was $33,728 compared to $46,513 earned by men (Statistics Canada 2011a). This persistent gap is true across all sectors and education levels (i.e. women with university degrees earn 10-30% less than their male peers), and that disparity is even greater for Aboriginal, racialized and immigrant women. Overall, Canadian men earn 20 percent more than their female colleagues (Statistics Canada 2011c). Canada has the 8th highest gender wage gap of 34 industrialized nations, according to the OECD (CCPA 2016).

The persistent wage gap is attributed to such factors as occupations women choose, a “motherhood” penalty and discrimination. One factor explaining the wage gap is that women and men tend to hold different types of jobs, and the occupations in which women work often pay lower wages. For example, truck drivers (97% of whom are men) make a median annual wage of $45,000, while early childcare educators (97% of whom are female) earn a median annual wage of $25,000 (CCPA 2016). Women are over-represented in professional, sales and service, administration and clerical occupations. They are most under-represented at all levels of management, in crafts and trades, as well as manual occupations (Employment and Social Development Canada 2014). In 2015, only 8.5 percent of Canada’s top business leaders were women, though this has increased from 4.6 percent since 2006 (CBC 2015).

Women are more likely than men to hold more than one job, to work part-time or be underemployed. In 2009, 56 percent of multiple jobholders in Canada were women, especially young women ages 15 to 24 years. Women also made up almost 70 percent of the total part-time labour force (Statistics Canada 2011c).

Another issue that particularly affects women is the impact of having children (including adoption) on career prospects. Despite the fact that Ontario and Federal laws have much more generous parental leave rights than are available in other countries, the impact of taking maternity leave on women’s careers can be detrimental (Globe and Mail 2011).

CHILDREN AND CHILD CARE

Affordable, accessible, and culturally appropriate childcare is crucial for women’s equality and wellbeing and is essential for the health and wellbeing of society in general. It is also an important lever for economic growth. It is an effective poverty reduction strategy and promotes the healthy development of children. Without adequate childcare, women are forced to for-go economic opportunities to care for their offspring and risk living in higher levels of poverty.
Canada’s investments in childcare are 17 percent less than the average of comparable economies (Statistics Canada 2015b). Childcare policies and funding also vary across the country, with the lowest costs found in Quebec. Affordable, quality childcare can help women (re)enter and remain in the workforce. Following Quebec’s introduction of an affordable, universal childcare program, women’s workforce participation reached an historic high and child poverty has decreased by 50 percent (Ontario Coalition for Better Child Care 2009).

Women pay 26 percent of their income for childcare in Ottawa. The average cost of child care space for an infant is $1,139 per month, for a toddler it is $990 per month, and for a preschooler it is $949 per month (McDonald and Friendly 2014). While 31 percent of the City’s childcare spaces are subsidized, there are not enough for everyone: thousands of families are registered on the centralized waiting list for subsidized spaces.

In Ottawa, 15 percent of families are led by female lone parents. Of these women, 57 percent have one child, 30 percent have two children, and 13 percent have three or more children (Statistics Canada 2011a). When confronted with lack of childcare, many women, especially single mothers, resort to social assistance. Moreover, maternity leave is not universal. Because maternity leave requires that an individual work 600 insurable hours, women who work limited hours or are self-employed are particularly at risk of missing out. Additionally, the application process for maternity leave can be complex and prevent some women from accessing it.

Women reported spending double the hours caring for children than men. Women also reported spending almost 14 hours a week on household domestic work—one and a half times more than men (Statistics Canada 2011c).

POVERTY

Some gains have been made in reducing poverty among women through policies such as paid maternity leave and by making workplaces more family-friendly. This has helped reduce the incidence of poverty among women relative to that of men. However, women in Canada, are still more likely than men to live below the poverty line, work part time and hold minimum wage jobs (CCPA, 2016).

Some women are at a greater risk of living in poverty. In 2007, the incidence of female lone-parent families living in poverty in Canada was almost five times as high as two-parent families. Single mothers, senior women, Aboriginal women, racialized women, recently immigrated women, and women with disabilities have a higher than average incidence of poverty and are also more likely to live in poverty than men in the same social group (Townson 2009). For example, women aged 65 and older are twice as high as men of the same age to have low income.

Women’s poverty impacts everybody. Moreover, middle classes are not immune to poverty and greater divergence of society along socio-economic lines can lead to various social problems. Poverty not only affects women as individuals, but hinders the growth and academic performance of their children and the quality of life of their families.
VIOLENCE

The 1993 UN Declaration on the Elimination of Violence against Women has defined violence against women as:

“any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.” (United Nation 1993)

Even though all genders experience violence, the phenomenon of violence against women is particularly widespread. According to the Canadian Women’s Foundation “half of all women in Canada have experienced at least one incident of physical or sexual violence since the age of 16” (Statistics Canada 1993).

It may be committed by their partners, by other family members, by co-workers or by strangers. This violence can by physical, sexual, financial, psychological, or use other forms of abuse and control. And women may be susceptible to violence at home, communities, on campus, at work, in public and online.

Much of the violence perpetrated against women goes unreported for reasons including fear of retaliation by the perpetrator, fear of loss of children and belongings, not having anywhere to go, and societal shame and stigma (Canadian Research Institute of the Advancement of Women 2002).

Violence against women is an issue of power, domination and control, the impact of which can be far reaching and affect the lives of women survivors in many ways if effective supports are not in place. Some women have not experienced violence directly, but consciously or unconsciously learn a fear of violence that limits their life choices. For example, in Canada, women are far more likely than men to feel unsafe in the streets and in neighbourhoods (Canadian Research Institute of the Advancement of Women 2002, Ottawa Coalition To End Violence Against Women 2009).

Most women learn at a young age, consciously or unconsciously, that they need to be protected and only go to places they feel safe. If women do not feel safe taking public transit or being in a location, they will not attend a public event or seek a service or employment opportunity.

In Canada, women represent 87 percent of all victims of sexual assaults (OCTEVAW 2009). Women are also more likely to be victims of forcible confinement, kidnapping or abduction, and criminal harassment (76 percent in 2009). In 2010, 70 percent of dating violence victims and 81 percent or marital violence victims was women (Sinha 2012).

Police statistics show that women are most likely to be victimized by someone they know. Almost half of reported violent crimes are perpetrated by spouses or intimate partners (Statistics Canada 2011c, 171). Aboriginal women are more than twice as likely to report spousal violence or emotional and financial abuse (OCTEVAW 2009).

From 2009-2010, Ottawa Police Service responded to 2,445 cases of domestic violence where charges were laid or warrants sought. (OCTEVAW 2011). In 2014, 546 sexual violations were reported.
VIOLENCE AGAINST ABORIGINAL WOMEN

Violence and fear of violence affects women of all ages and social and economic backgrounds. However, Aboriginal women, girls, young women, pregnant women, women with disabilities, women in high risk occupations such as the sex trade, and women in the military and other male-dominated professions are at a higher risk of violence (CRIAW 2002). The growth of human trafficking of women, including locally known cases, raises concerns of women being forced into the sex trade. In other cases, they are found murdered or go missing without a clue.

The Native Women’s Association of Canada (NWAC) founded the Sisters in Spirit Initiative to raise awareness about violence against Aboriginal women in Canada. Aboriginal women aged 25-44 years are five times more likely to die from violence than non-Aboriginal women. The initiative aims to better understand racialized, sexualized violence against Aboriginal women and girls (Native Women’s Association of Canada 2007). Missing Aboriginal and non-Aboriginal women is a growing concern. In 2014, the RCMP released a report stating that between 1980 and 2012, 1,122 Aboriginal women were murdered or missing. The number is likely higher and includes cases of suspicious death (RCMP 2014).

WOMEN WHO ARE PARTICULARLY AT RISK

Refugee women and girls escaping war zones live with the trauma of sexual and physical violence from war and it may affect their lives and integration process. Women with disabilities and recent immigrant women often have nowhere to turn when confronted with violence if services are not physically and culturally accessible. Aboriginal women, who experience partner abuse at a rate that is three times higher than non-Aboriginal women, require culturally-based services to make healing possible. By providing shelter and support services that are accessible and culturally-sensitive, women are more likely to be able to remain free of violent relationships.

There are numerous myths surrounding violence against women that make it a complex issue to address. Examples include the notion that the way a woman dresses encourages or legitimizes abuse or harassment, that women in abusive relationships can be blamed for not leaving their partners, or that it is a woman’s responsibility to fight harder to prevent abuse. One local newspaper article revealed that, “A main theme running throughout the responses of sexual assault victims was that officers’ reactions were often based on societal myths and biases against women who report sexual violence.” (Ottawa Citizen 2015).

LACK OF AFFORDABLE HOUSING

Safe, accessible, affordable, adequate (without over-crowding), and stable housing (without fear of eviction) is critical for good outcomes in health, employment, social relations. Women are more likely than men to suffer from a lack of affordable housing and risk homelessness since they are more likely than men to live on low income, suffer violence, and be lone parents. Moreover, recent funding cuts have negatively impacted housing for women.
Women’s risk and experience of homelessness are less visible and harder to document than men’s homelessness because women tend to rely on social networks for a place to stay (for example, couch surfing) rather than staying in a shelter or on the streets. However, refugee women are less likely to have such support systems. Women are more likely to have children with them, so they are more likely to remain in unsafe and overcrowded conditions. Women feel safer at a women’s shelter or a culturally specific shelter (i.e. Aboriginal), but as women’s shelters are overcrowded, they are often unable to access these options.

**TRANSPORTATION**

Many women rely on public transportation to travel within the city. They are more likely than men to make multiple stops and to be travelling with children, elderly and/or sick people. They use public transportation to perform multiple daily tasks: going to work, volunteering, travelling with kids to child care and recreation centers, accompanying family members to medical appointments and services, and shopping. According to a recent study: 97 percent of respondents had experienced harassment on the street in the past year; 44 percent had experienced harassment on a bus; 29 percent had experienced it at a shopping mall; and 12 percent had experienced it at school (Hollaback! Ottawa 2013).

Safe, affordable, and accessible public transit is critical for women to engage in the life of the city. For example, women are less likely to engage in public consultation if they feel that they cannot travel safely to the location. They may risk losing employment opportunities if bus connections are not available. Women in rural areas are particularly affected by insufficient connectivity to jobs, recreation, medical services, and other important public and private services and this increases their social isolation.

**HEALTH**

Health is more than the absence of illness. Rising workloads, stress, poverty, unsafe neighbourhoods, homelessness and risk of homelessness, violence and fear of violence, racism, and not being heard, all create health risks (both mental and physical) for women. Particularly at risk are Aboriginal women, racialized women, recent immigrant women, women with disabilities, young, and older adult women.

Women’s health can be improved by policies, initiatives and programs that aim to increase gender equality in the design of public spaces and neighbourhoods, recreation, public health, childcare, housing, transportation, social services, economic development and poverty reduction. When care is taken to ensure health and social services are affordable, accessible, culturally-based and available in French and other languages, there are stronger health outcomes.
5. We Envision: A Women-friendly City

» Half of the City Council and City management are women of all diversity;

» Research and data gathering makes visible women’s experiences and the differences between women and men (gender disaggregated data);

» Women’s organizations have sufficient funding for advocacy and social services;

» Unpaid work is valued and related skills are recognized;

» Accessible, affordable, culturally appropriate child care is available to all who need it;

» All women have equitable access to social services including health care, child care, mental health, substance abuse treatment, and recreation;

» Workplaces and service providers accommodate family responsibilities;

» Safe, affordable, and accessible housing and transportation are available for women of all means, including women living in rural areas; Women feel safe and live without fear of violence in the city, neighbourhoods, and homes;

» All public consultations have specific mechanisms in place to encourage participation of the full diversity of women; and,

» There is widespread public awareness of existing gender inequities and no backlash against the promotion of gender equity.

WHAT CAN ALLIES DO?

✓ Check my assumptions and biases regarding the roles that women and men can assume.

✓ Create an environment that is respectful and welcoming to the full diversity of women.

✓ Avoid jokes that may be demeaning to women and are considered offensive.

✓ Ensure women and men are able to participate equally in meetings and in decision making.

✓ Consider gender differences within specific populations.

✓ Ensure that conditions in workplaces and service delivery enable women and men to take care of family responsibilities.

✓ Promote women’s career advancement by removing barriers in workplace culture, access to training, recognition of contributions, and removing unnecessarily gender-biased requirements.

✓ Check for prejudice in how I supervise women.

✓ Allow for different styles of leadership from women of different backgrounds.

✓ And, if I am a woman, I know that my knowledge and experience can enrich the city.
6. Council Mandates and Legislation

» City of Ottawa, Corporate Diversity Plan (2015-2018) includes strategies to enhance equity for members of designated groups, including women.


» Women’s Access to Municipal Services Report – In 2002, City Council accepted recommendations developed by the Working Group on Women’s Access to Municipal Services and committed to identifying strategies for addressing them.

» City Council Resolution Regarding the Integration of Gender Equality into Strategic Plans, May 2005. Visit: CAWI’s website to see the Gender Equality Guide (2008) implemented in the City of Ottawa prior to the development of the Equity and Inclusion Lens.

» Equity and Diversity Policy – In 2002, City Council adopted the Equity and Diversity policy, which recognizes women, visible minority citizens, people with disabilities, GLBT and Aboriginal People as groups designated for measures intended to promote equity.

» Ontario Human Rights Code (Provincial)

» International Convention on the Elimination of all forms of Discrimination against Women.

7. What’s Happening in Ottawa

» City For All Women Initiative (CAWI) – A partnership between women from diverse communities, community organizations, academics and the City of Ottawa that seeks to create a more inclusive city and advance gender equality.

» The Ottawa Coalition To End Violence Against Women (OCTEVAW) – A coalition of organizations and individuals dedicated to ending violence against women and, through leadership, education, advocacy and political action, to promoting a coordinated response to women (and their children) who have experienced abuse.

» Women’s Initiatives for Safer Environment (WISE) – Working with the community to create safer physical and social environment.

» The Native Women’s Association of Canada (NWAC) - works to advance the well-being of Aboriginal women and girls, as well as their families and communities through activism, policy analysis and advocacy.
8. Relevant Practices in Other Cities

Advancing Equity and Inclusion: A Guide for Municipalities presents a flexible approach to equity and inclusion and is adaptable to the diverse structures, contexts, and experiences of municipalities from across Canada. Flip through the different sections of this guide or visit City for All Women Initiative (CAWI) to find examples from municipalities across Canada.

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10. Acknowledgments

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The original Equity and Inclusion Lens Guide and Snapshots were developed from 2008-2010 by an Equity and Inclusion Reference Group and working groups focusing on each of the 11 equity seeking groups profiled in the Snapshots.

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