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Item No. 12.1.1
Executive Standing Committee
October 28, 2019

TO: Chair and Members of Executive Standing Committee

SUBMITTED BY: -Original Signed-

Caroline Blair-Smith, Director, Human Resources

-Original Signed-

Jacques Dubé, Chief Administrative Officer

DATE: January 15, 2019

SUBJECT: Women's Advisory (Advocacy) Committee

ORIGIN

Motion of the Regional Council passed on November 27, 2018:

THAT Halifax Regional Council request a staff report on creating a Women's Advocacy Committee to provide Council with advice on affairs relevant to municipal jurisdiction. The Committee would advocate for women's gender-based issue resolutions and opportunities related to municipal policies, priorities and decisions; promote leadership development to empower women to fully participate in civic life and to research and provide information and resources about women's gender-based issues.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, S.N.S. 2008, c. 39

7A The purposes of the Municipality are to
(a) provide good government;...

21 (1) The Council may establish standing, special and advisory committees.

(2) Each committee shall perform the duties conferred on it by this Act, any other Act of the Legislature or the by-laws or policies of the Municipality.

(3) The Council may appoint persons who are not members of the Council to a committee and may establish a procedure for doing so.

Recommendation on page 2

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Adopt Administrative Order No. 2019-004-GOV as set out in Attachment 4 to establish a Women's Advisory Committee to support the creation of a gender inclusive municipality and provide advice to Council on matters relevant to the municipal mandate; and
2. Adopt the amendments to Administrative Order One as set out in Attachment 5 to allow the newly created Women's Advisory Committee to report to the Executive Standing Committee of Council.

BACKGROUND

Halifax Regional Council has the authority to create Advisory Committees to provide advice to staff and Halifax Regional Council, community councils or standing committees. Advisory Committees work within the governance structure to support, recommend and influence changes in municipal legislation and programming. Council does not have the authority to create advocacy committees (as referenced in the motion of Council); advocates or advocacy groups work outside, albeit closely in many cases, the government structure to promote, influence and champion their cause. As such, staff have responded to Council's motion by recommending developing a Women's Advisory Committee.

HRM's participation in *Diverse Voices for Change* has given us good insight on barriers shared by 250 women who participated in the program. Some of the barriers mentioned are:

- Lack of information, leadership, resources and tools on municipal governance and women;
- Lack of strategies for engaging women in municipal government decision-making processes;
- Lack of women's involvement in municipal consultations;
- Lack of inclusive policies and practices.

HRM's engagement with *Diverse Voices for Change* has taught the municipality that gender equity programming should be intentional and strategic. The following two strategies have been tested and yielded great results in other municipalities (see Attachment 3):

- Develop citizen advisory committees that monitor the municipality and advise Halifax Regional Council on matters of diversity and gender equity.
- Empower women as leaders and decision makers.

The minimum benchmark for women to be adequately represented in any legislature is 30%¹ but HRM strives for more, given that the number of women living in Halifax is over 50%. Currently, with 30% women's representation, the municipality strives to reflect the society and take issues relevant to women into account. Gender parity at all levels allows for vibrant communities and economies. Women from different backgrounds or different levels of marginalization experience this city differently. For example, Indigenous women and women of colour encounter barriers related to racism that white women do not face. Women with disabilities encounter other kinds of barriers and discriminations that able-bodied women do not face. Thus, it is important to prioritize Gender-Based Analysis Plus (GBA+) in leadership that promotes equal participation at all levels of decision-making processes. GBA+ is an analytical process used to assess how diverse groups of women, men and non-binary people may experience policies, programs and initiatives. The "plus" in GBA+ acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences. We all have multiple identity factors that intersect to make us who we are; GBA+ also considers many other identity factors, like race, ethnicity, religion, age, and

¹ Census Profile, 2016 Census Halifax [Census metropolitan area], Nova Scotia and Nova Scotia.

<https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CMA&Code1=205&Geo2=PR&Code2=12&Data=Count&SearchText=Halifax&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=205&TABID=1>

mental or physical disability. <https://cfc-swc.gc.ca/gba-acis/index-en.html>.

The Regional Council's interest to create this advisory committee came as a result of HRM's participation on FCM's *Diverse Voices for Change* Initiative (2015-2018). The projects aimed to strengthen the capacity of municipalities to increase the number of women across diverse communities who are actively informed by and engaged in municipal decision-making processes. The initiative addressed the issue of women's lack of participation in local government and leadership positions at the Regional Council and Corporate levels; including advisory committees, local agencies, boards and commissions.

Halifax was one of the 5 participating cities across Canada along with Montréal, Edmonton, Ottawa, and Sioux Lookout. The project helped build valuable capacity in HRM's Council and Administration through its engagement with Indigenous, African Nova Scotian, and racialized women. Project activities were delivered within HRM with key roles played by elected officials, individuals and women's community-based organizations in collaboration with the Nova Scotia Advisory Council on the Status of Women. Women from Indigenous, immigrant, African Nova Scotian and other racialized communities were engaged in data gathering and capacity building activities that included environmental scans, focus groups, civic engagement and strategy-building with GBA+ focus.

HRM's participation in *Diverse Voices for Change* has helped HRM gain knowledge of the barriers hindering women's participation in municipal decision-making processes and to develop strategies addressing those barriers. Important data was made available for use in the "*Diverse Voices for Change: An FCM project*" report. HRM is one of the least gender inclusive municipalities compared with the above-mentioned participating municipalities as per the environmental scan done in 2016. For details, please refer to the attached document "Environmental Scan Executive Summary" (Attachment 2).

The following extract provides a snapshot of the situation in HRM in 2016:

	Women	Men
Council	2	15
Senior Management	2 ²	7
Middle Management	72	235
Resident Advisory Committee	54	86

Compared with the other participating municipalities, Halifax falls behind in many respects. Montréal and Edmonton have been active in the creation and utilization of gender equity tools. Both municipalities have made gender equity a priority (see page 2 of Attachment 2 and pages 14 to 30 of Attachment 3).

HRM has accomplished a lot through our participation in *Diverse Voices for Change*, resulting in numerous achievements.

- Greater understanding of the barriers to public participation and leadership for Indigenous, racialized and immigrant women;
- The Office of Diversity and Inclusion (OD&I) strengthened its partnerships with community organizations that played a pivotal role in connecting the office to diverse populations of women;
- OD&I hosted several events that centered on experiences of Indigenous and racialized women in HRM. These events empowered women at the community level, raised awareness and championed these issues at the council level;
- OD&I provided several training programs in diversity and inclusion, and Anti-black racism for HRM staff;
- Women councillors are now mentoring women from various backgrounds who are interested in local politics;

² Table taken from *Diverse Voices for Change* Environmental Scan. Number of women in senior management has increased by two since then. Now, there are four women and six men in senior management roles at HRM.

- In partnership with Nova Scotia Advisory Council on the Status of Women, OD&I developed a culturally proficient campaign school, adapted for women from diverse cultures and ethnicities;
- OD&I held a collaborative, action planning workshop, bringing together Halifax women, community partners and HRM employees, managers and councillors to inform its strategic priorities using an outcome mapping approach; and
- Finally, this motion championed by Councillors Lorelei Nicoll and Lisa Blackburn aims to sustain what has been done so far and further advance the status of women in HRM.

DISCUSSION

Despite the great contribution of women in Halifax Regional Municipality, they remain under-represented at the political and corporate leadership level and other decision-making positions. Research, as cited in FCM's report on *Diverse Voices for Change*, indicates that gender inequality is due to systemic discrimination, unfair distribution of household responsibilities as well as policies and attitudes rooted in colonialism and patriarchy.³

When municipal officials learn from people with different experiences, perspectives and beliefs, they are better able to respond to the needs and priorities of the communities they represent. Thus, GBA+ can help HRM meet the needs of its residents and reflect the diversity of its population. GBA+ encourages municipal leaders to ask questions such as: Which women are sitting at the table? Which voices are missing?

Based on research done on municipalities in Whitehorse, Edmonton, London, Ottawa, Sioux Lookout and Montréal, women's advisory committees have provided advice to municipal Councils on women's leadership and gender-based matters. Work in gender equity has to be intentional and with senior political and administrative leadership. Therefore, staff recommends the creation of the Women's Advisory Committee in HRM. This committee will:

- Advise on women's and gender-based resolutions and opportunities related to municipal policies, priorities and decisions;
- Promote leadership development to empower women to fully participate in civic life to help HRM claim its leadership in championing gender equity and close the representation gap of women's participation at all levels;
- Support HRM in learning about GBA+ and how to use it to advance gender equity and inclusion;
- Highlight the benefits of getting women across all diversity in leadership positions in municipal Council and administration; and
- Utilize GBA+ as an analytical tool used to assess how diverse groups of women, men, non-binary, gender-diverse people may experience municipal policies, programs and services.

This recommendation is modelled after the advisory committees of [WAVE](#) - Edmonton, Alberta and [ville.montreal.qc.ca/portal/p](#) - Le Conseil des Montréalaises, Montréal, Quebec. Other options that could be considered are outlined below in the Alternatives section of this report.

Diverse Voices for Change participants in HRM and other municipalities have advised us on how those barriers can be eliminated through GBA+ and tools.

Municipalities of all sizes have been implementing policies and programs to advance gender equality and equity. It has been acknowledged that for the gender gap to be closed, bold, decisive actions are to be taken. HRM is positioned to lead the way towards a stronger, more vibrant and inclusive city. There is a need to deliberately create policies and adopt practices that will make our municipality a place where women can thrive and succeed at all organizational levels. Values and attitudes about women in general

³ <https://fcm.ca/sites/default/files/documents/resources/tool/diverse-voices-tools-and-practices-wilg.pdf>

and women in leadership levels have to be addressed. Tracking gender and diversity at municipal level may be a way to measure change. Establishing a Women's Advisory Committee would be a step forward.

FINANCIAL IMPLICATIONS

In accordance with AO1 and the HRM Charter, the Committee will require Legislative Support. These services are provided by the Legislative Support team and would be approximately \$2,500 annually based on the cost of supporting 10 meetings per year.

If this meeting will require catering or be held in non-HRM meeting rooms, there will be an additional cost not covered in the Clerk's budget. The most recent estimate on this is approximately \$5,000.

RISK CONSIDERATION

N/A

COMMUNITY ENGAGEMENT

Between 2015-2018 and through *Diverse Voices for Change*, OD&I intensively engaged over 200 women of diverse background through focus groups, events, workshops and Women's Campaign School. Those included current and former HRM's women Councilors and women at management levels within HRM. OD&I partnered with organizations working with women, including the Mi'kmaw Native Friendship Centre, members from ISANS, YMCA Centre for Immigrant Programs and Nova Scotia Status of Women. In addition to that, our *Diverse Voices for Change* local advisory committee encompassed Association of Black Social Workers, Black and Immigrant Women's Network, Immigrant/Migrant Women's Association of Halifax, Mi'kmaw Native Friendship Centre, Teamwork Cooperative-Women's Employment Services and the African Canadian United Women's Association. The advisory group has remained engaged in the project from the beginning to the end and looks forward to continuing their role in advancing women's status at the municipal level in any capacity. The FCM funding was key in helping staff to set meetings with participants at various locations. The OD&I was able to provide refreshments, childcare and transportation support to alleviate some barriers that typically decrease women's participation. All participants engaged support intentional programming to make our city a city for all women.

ENVIRONMENTAL IMPLICATIONS

N/A

ALTERNATIVES

Regional Council could decline to adopt Administrative Order 2019-004-GOV to create a Women's Advisory Committee or could request amendments to the Administrative Order to address specific issues.

Regional Council could direct staff to explore one of the of the options listed below and return to Council with a report:

OPTION 1 - Citizen Advisory Committee – This is staff's recommended option.

[WAVE](#) - Edmonton, Alberta, ville.montreal.qc.ca/portal/p - Le Conseil des Montréalaises, Montréal, Quebec

- Advisory/Advocacy Committees provides Council with advice on affairs relevant to women in municipal

jurisdiction.

- WAVE enabled the creation of a safe, welcoming environment for everyone that is demonstrated through mindful design of public spaces, facilities and services that are safe, accessible and equitable to everyone.
- Montreal works on providing access to housing, public transportation and safe public spaces for women.
- These committees promote gender-based and intersectional analysis in all research to reflect women in all their diversity.
- They provide guidance on gender-responsive practices with women's groups and municipalities.
- They advocate for women's gender-based issue resolutions and opportunities related to City policies, priorities and decisions.
- They solicit opinions and receive requests and suggestions from any person or group on matters related to gender equality and the status of women.

OPTION 2 - Partnership with an external women's organization (Taskforce)⁴

London, Ontario partnership with [Women & Politics](#) - Ottawa, Ontario partnership with [CAWI](#)

- Collaboration between women's organizations and municipal decision-makers to create inclusive cities and advance gender equality.
- Stronger partnerships between women's organizations and municipalities.
- Promotion of democratic practices that engage in the electoral process and moves beyond it to a political approach that promotes a deep sense of belonging and ability to make a difference for the women of our community.
- Advocates on behalf of all women, including trans and cis women, regardless of sexual orientation.
- Provides education in civic engagement.
- Works with municipalities to create resources and tools for equity and inclusion.
- Financial impact would be on staffing support and funding for partnering organizations.

OPTION 3 - Shift Perspective - City Council on matters of gender equity

Women's Bureau - Ottawa, Ontario

- Internal women's bureau and a special liaison to advocate for women's issues in Council.
- Women's Bureau is expected to focus on achieving change in gender equity and creating strategies and tools for equitable representation of women at all municipal levels.
- Beside working closely with CAWI, Ottawa Municipality passed a motion to create Women's Bureau.
- Staffing and resources for strategy development and community engagement.

OPTION 4 - Partner with Federal and provincial agencies such as FCM, Status of Women

- Halifax Regional Municipality, through Diverse Voices for Change and with partnership with NS Status of Women, developed tools to empower women to see themselves as leaders and decision makers.
- Women councillors mentor women from various backgrounds who are interested in local politics.
- In partnership with Nova Scotia Status of Women, the D&I Office developed a culturally proficient campaign school, adapted for women from diverse cultures and ethnicities.
- Campaign schools designed to train women who are interested in running for office.
- City councillors and senior leadership (both male and female) provide mentorship/sponsorship opportunities to women from diverse backgrounds.
- This option has limited impact on women as it benefits women interested in running for office only.
- Financial support would be needed.

⁴ These are independent women's organizations that work closely with municipal decision makers to create inclusive cities and advance gender equity.

Considering our realities, resources, and needs within HRM, we believe that the creation of Women's Advisory Committee is the best option to respond to Regional Council Motion of November 27, 2018. This committee will be able to provide advice to Council on municipal jurisdiction and advocate for gender-based issues related to municipal policies, women leadership, and decision making impacting the full participation of women in all aspects of municipal life.

REFERENCES:

[http://www.halifaxpartnership.com/site/media/Parent/GHP_HalifaxIndex_June-06-2018_WEB\(2\).pdf](http://www.halifaxpartnership.com/site/media/Parent/GHP_HalifaxIndex_June-06-2018_WEB(2).pdf)

<https://fcm.ca/sites/default/files/documents/resources/tool/diverse-voices-tools-and-practices-wilg.pdf>

[Sarah Jane Ferguson, "Women and Education: Qualifications, Skills and Technology," Statistics Canada, July 6, 2016, https://www.statcan.gc.ca/pub/89-503-x/2015001/article/14640-eng.htm.10](http://www.statcan.gc.ca/pub/89-503-x/2015001/article/14640-eng.htm) [Statistics Canada, "The Surge of Women in the Workforce," December 17, 2015, https://www.statcan.gc.ca/pub/11-630-x/11-630-x2015009-eng.htm.](http://www.statcan.gc.ca/pub/11-630-x/11-630-x2015009-eng.htm)

[Statistics Canada, "The Surge of Women in the Workforce," December 17, 2015, https://www.statcan.gc.ca/pub/11-630-x/11-630-x2015009-eng.htm.](https://www.statcan.gc.ca/pub/11-630-x/11-630-x2015009-eng.htm)

ATTACHMENTS

Attachment 1: Diverse Voices for Change: An FCM Project

Attachment 2: Environmental Scan Executive Summary

Attachment 3: Diverse Voices: Tools and Practices to Support Women

Attachment 4: Proposed Administrative Order No. 2019-004-GOV, the Women's Advisory Committee Administrative Order

Attachment 5: Proposed amendments to Administrative Order One

Attachment 6: Showing proposed amendments to Administrative Order One

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Tracey Jones-Grant, Managing Director, Office of Diversity & Inclusion, 902.490.3677

Huwaida Medani, Diversity & Inclusion Advisor, 902.490.6049

Attachment 1

Diverse Voices for Change

An FCM Project

Office of Diversity and Inclusion

Prepared by:

Huwaida Medani

Office of Diversity and Inclusion

Updated Nov 2018



Overview

Diverse Voices for Change is a three-year initiative that aims to strengthen the capacity of municipalities to increase the number of women across diverse communities who are actively informed by and engaged in, municipal decision-making processes. The initiative addresses the pressing issue of women's lack of participation in local government and leadership positions; including advisory committees, local agencies, boards and commissions. This initiative builds the capacity of municipalities through an innovative and collaborative approach leveraging the efforts of elected officials and community-based organizations.

The Diverse Voices for Change initiative works with five municipalities; Halifax, Montreal, Edmonton, Ottawa, and Sioux Lookout and aims to support elected officials to engage with urban Indigenous, racialized, African Nova Scotian and underrepresented immigrant women in creating an inclusive municipal decision-making system. Project activities are delivered within municipalities with key roles played by elected officials and community-based organizations. Women from urban Indigenous, immigrant, African Nova Scotian and racialized communities are engaged in capacity building activities that include environmental scans, focus groups, civic engagement and strategy-building workshops with a crosscutting intersectional gender based focus.

Advisory Group

Halifax Regional Municipality is working with an advisory group consisting of members from the Association of Black Social Workers, Black and Immigrant Women's Network, Immigrant/Migrant Women's Association of Halifax, Mi'kmaq Native Friendship Centre, and Teamwork Cooperative-Women's Employment Services, African Canadian United Women's Association. The advisory committee also includes Councillor Lisa Blackburn- District 14 as the representative of regional council.

Focus Groups

The Halifax Regional Municipality, Office of Diversity and Inclusion, has been involved with FCM's project Diverse Voice since June 2016. In January and February 2017, the office conducted six focus group discussions with women from the following backgrounds:

- African Nova Scotian/ African Canadians
- Community Organizations working with women from diverse backgrounds
- Aboriginal Women
- Current and past Councillors/Mayor in Halifax Regional Municipality
- Immigrant Woman
- Women in senior management positions in Halifax Regional Municipality

The Focus groups objectives are:

- To collect qualitative information.
- To raise awareness among municipal staff, elected officials, community organizations and grassroots women about the barriers and opportunities for diverse women in municipal decision making and bringing their views to the Council.
- To assess the level of knowledge that the community has of municipal practices, and that the municipality has of community practices.

Focus Groups Questions:

The questions focused on the following areas:

- Barriers to municipal participation
- Addressing Barriers
- Identifying Champions
- Generating new ideas

Focus Groups Finding:

Barriers discussed are summarized as follows:

- Systemic Barriers
- Lack of Knowledge of Municipal Politics
- Lack of Faith in the Municipal Politics
- Lack of Welcoming Communities/Municipal Spaces
- Lack of Community Support
- Poverty
- Erosion of Self Confidence
- Lack of Mentorship
- Absence of Gender and Cultural Perspective Analysis

For details, see attached report.

Addressing Barriers

Participants identified the following strategies to address the barriers:

- Mentorship and Connection
- Diversity and Inclusion Policies
- Fixed Terms and Designated Seats
- Leadership Training and Civic Engagement
- Self-Confidence and Capacity Building
- Culturally Competent Campaign School
- Support from the Federation of Canadian Municipalities
- Build Support System within Aboriginal and Racialized Communities

Promising Practices and Champions

The groups mentioned some ideas and practices they considered good practices. The groups also pointed out that those practices are not enough by any means but they can be used as bases for generating stronger practices.

- The campaign school, run by the Status of Women – Need to build on this to make it more inclusive.
- Some HRM programs such as Step Up to Leadership have been helpful for those interested in joining boards and advisory committees.
- Some community organizations are working to leverage women’s leadership such as: the Congress of Black Women, the Native Women of Nova Scotia, The Indigenous Council of Elders, Alexa McDonough Institute, Black Business Initiative, and the United African Canadian Women’s Association.
- Some current and former female and male mayors and counsellors are ready to support and mentor women of diverse backgrounds.
- Retired federal and provincial MPs and MLAs may be available for mentorship.
- Some women in leadership positions in HRM are willing to support and mentor women who are interested in leadership opportunities within the city.

FCM Workshops

Following the focus groups, two workshops were designed to discuss some of the barriers and to provide knowledge and exposure on local governments and municipal policy. The Halifax workshops took place on April 20 and 21. 38 women from indigenous, African Nova Scotians, and immigrant communities participated on the workshops where a lot of sharing and learning took place. A few municipal women leaders facilitated several informative sessions around how the municipal government work and how it is funded.



Participants at the Council Chambers, Apr 2017



Participants at the Council Chambers, Apr 2017



Participants with Mayor Savage, Apr 2017

Other Activities:

During the Women's History Month, October 2017, Diverse Voices for Change participated in the 40th anniversary of the Status of Women. 10 indigenous and racialized women were invited to participate in the event. It was a great opportunity for women to network and enhance their leadership abilities.

In November 2017, Diverse Voices for Change hosted Senator Wanda Thomas Bernard and the Association of Black Social Workers in a presentation on Black Women in Leadership. Participants from Diverse Voices for Change were present beside HRM council, staff and female municipal leaders. The event was attended by approximately 100 people.



Audience at Sn. Wanda Thomas Bernard's session, Nov 2017

International Women's Day:

On March 8th, 2018 DV4C along with the African Nova Scotian's and Visible Minority Women's groups joined forces and put together an event celebrating IWD. The event centred the experiences of Indigenous and racialized women in leadership. The event was attended by over 100 audience and gained a lot of public and media interest.



Some key players at the IWD celebration, Mar 2018

Women’s Campaign School Curriculum Development:

In November 2017, a sub-committee was formed to work with the NS Status of Women on creating a culturally grounded curriculum for the Women’s Campaign School. The committee consisted of HRM, DV4C advisory group as well as Iona Stoddard, Shelley Fashan, Lorraine Whitman who represented NS Native Women’s Association, Maria Jose Yax-Fraser, Donna Standingready, and Felicia Eghan. From Jan- May 2018, the committee met intensively and developed a curriculum. The committee also developed a communication plan which was used to disseminate information about the schools widely. That resulted in huge interest in the campaign school registration. The developed curriculum was piloted in May 2018. The curriculum would be evaluated and might be adopted for the upcoming municipal election 2020.



Members of Diverse Voices for Change recognized at the Province House for their work on gender equity March 2018

Outcome Mapping

FCM organized a whole day workshop with indigenous and racialized women as well as municipal staff, and partners to complete the Outcome Mapping for the project. The main objective of the outcome mapping is to leave HRM with a road map on gender+ analysis designed to address HRM' specific needs and context.



Outcome Mapping Session, Mar 2018

Campaign School- May 2018

The Campaign School witnessed unrepresented interest from women in general with increased interest from Indigenous and racialized women. Approx. 200 women showed interest in the school, 187 women registered and 119 attended the school. It should be noted that approx. 40% were Indigenous or racialized women. Indigenous and racialized women participated at all levels of the school not only as participants but as facilitators, panelists, and mentors as well.



DV4C Panel at the Campaign School, May 2018



Members of DV4C at the Campaign School, May 2018

Highlights:

- 51 women indigenous and racialized women participated in the focus groups
- 38 attended the FCM sessions
- 10 attended the Status of Women's 40 anniversary celebration
- 60 approx. indigenous and racialized women plus over 40 HRM employees and external partners attended Sen. Bernard's session
- 10+ external partners worked with HRM on this project
- IWD focused on Indigenous and racialized women's leadership, attended by over 100 audience
- 25 women attended outcome mapping session
- Over 200 women showed interest in the Campaign School
- Registration for the Campaign School was closed with 187 participants
- Approx. 119 attended the school, approx. 40% of whom are of diverse backgrounds

Conclusion

To conclude, HRM's participation and enthusiasm on this project has been great. Evaluation from participants showed huge satisfaction. Engagement of HRM Council and staff collaboration have been extraordinary. HRM Council, leadership, and staff participated at all levels of the project. New grounds and solid partnerships were developed with community organizations, Status of Women and many other agencies. The project has been well planned and well executed.

Environmental Scan Report



August 31, 2016

Executive Summary

This report is an overview of Gender Equality, Equity and Diversity in FCM's Women in Local Government initiative *Diverse Voices for Change*. It draws on data from the initiative's 5 participating municipalities. The communities represent all regions of Canada, urban and rural settings as well as communities speaking both English and French. These communities are Edmonton, AB; London, ON; Sioux Lookout, ON; Montreal, QC; and Halifax, NS. The report is divided in two main sections.

- First, it draws on data provided by 5 municipal councils to present a statistical snapshot of the current status of Gender Equality, Equity and Diversity in those sample municipalities.
- Second, it draws on additional documents provided by the sample group of municipalities in order to examine the various policies adopted by the municipal councils in the area of Gender Equality, Equity and Diversity.

There are **14 key conclusions**:

1. Municipalities have provided limited and sometimes inconsistent data.

- a. Particular areas where data is missing are detailed in the appendix
- b. In the absence of such data it is impossible to present a comprehensive overview of the issues at hand. It is therefore essential that any further research project be based on a more comprehensive dataset.

2. The sample selection itself provides some obstacles in terms of analysis.

- a. Primary among these is the dramatic dissimilarity between municipalities in the sample. For example when considering that Montreal is twice the size second largest, Edmonton, it is 320 times the size of Sioux Lookout.
- b. A second major factor is that while 4 of the municipalities are urban the fifth – Sioux Lookout – is remarkably different defining itself as Rural, Northern and Remote.
- c. Such a disparity in terms of scale and geographic context would make it difficult to draw any serious conclusions in terms of factors influencing Gender Equality, Equity and Diversity across the country.
- d. Therefore, with a view to future research projects, it is suggested that samples should reflect a selection of more similar municipalities (see *Recommendations* below).

3. There is considerable diversity in terms of the ethno-cultural composition of municipalities. However in each case the category 'neither racialized nor Indigenous' was above 50%

- a. Edmonton and Montreal had the highest proportions of the population from equity groups.
4. **There is a challenge of maintaining 30% women in elected office:**
 - a. Only Montreal has there been a consistent increase in the election of women.
 - b. Data suggests that in all other municipalities, in spite of achieving the threshold of 30% female representation in at least one election, this percentage has declined subsequently in other elections. This would seem to challenge the argument that 30% represents an automatically sustainable level for female representation.
 5. **There are currently no female mayors for any council in the sample group or any mayors from any equity groups.** However, there have been female mayors in London and Sioux Lookout.
 6. **There has clearly been a general trend towards higher numbers of women running for office over the last three elections.**
 - a. While women tend to make up a smaller proportion of the pool of total candidates they do well in terms of total numbers of seats on the municipal council.
 - b. There is insufficient data provided by municipalities on candidates from equity groups in terms of being elected.
 - c. Montreal did not provide the number of women candidates running in the last 3 elections.
 7. **The number of advisory groups for each municipality range between 8 (Edmonton) and 14 (Halifax).**
 - a. Only Edmonton and London women comprise more than 50% of the membership of advisory groups. Montreal has the lowest percentage of women members at 35%.
 - b. Appointments to advisory groups are made through a range of different processes in each municipality.
 8. **The percentage of women in management positions varies significantly among the sample group.**
 - a. In each case there are a higher percentage of women in middle management positions, and in both Sioux Lookout and London this equates to more than 50% of middle managers.
 - b. However, in only Sioux Lookout there are 50% of senior managers who are women.
 9. **Four of the five municipalities have specific written policy statements on public participation.**
 - a. Sioux Lookout is the exception.
 - b. In no case does this include specific recommendations for the inclusion of women, or people from equity groups, in the consultation process.

10. Municipalities utilize a variety of gender or equity specific tools:

- a. Montreal and Edmonton are the most active municipalities in this respect.
- b. Halifax did not provide any data on the tools that it uses as the policy area is currently under review.
- c. Only Montreal has evaluated the effectiveness of these tools
- d. Only Edmonton keeps gender specific statistics on attendance to public consultations, and these are only kept sometimes.
- e. No municipality keeps statistics on Diversity in terms of attendance.

11. There is training available for residents to know how city government works and how to make their views known in Edmonton, Montreal and London.

12. Only Montreal collected statistics on participation in these training.

- a. More than 50% of participants were women.
- b. More than 50% were racialized.

13. Montreal and Edmonton make considerations of barriers that women from diverse backgrounds face.

14. The various municipalities each listed community organizations promoting gender equality, equity and diversity.



DIVERSE VOICES

Tools and Practices to Support all Women

FOREWORD

Canadian women are making lasting contributions in every domain of public and private life, in each case reflecting their distinct and diverse talents and experiences. And as a rule, as more women attain public leadership roles, we come closer to our aspirations for more representative and responsive — and therefore effective — governance at every level.

But despite the gains women have made in the workforce, they remain under-represented at all levels of political leadership in this country. As of 2015, women represented 26 per cent of Members of Parliament; 26 per cent of Members of Provincial Parliament and 26 per cent of municipal leaders. For Indigenous, racialized and immigrant women, leadership opportunities remain even scarcer. Systemic barriers, stereotypes and biases are among the barriers to women's participation in municipal government.

To achieve gender parity and open doors for women across all diversities, we need women in leadership roles. We need women and men willing to champion women running for office and to support them while they remain in office. We need to support women in their efforts to create space in their lives to consider serving as elected officials. We need employers to make our workplaces flexible enough to empower both women and men to balance careers with family. We need to be intentional in making gender equity, diversity and inclusion guiding principles of our collective work.

As the national voice of local government, the Federation of Canadian Municipalities (FCM) is committed to making municipal councils more representative of the communities they serve. We hope you will join FCM in supporting the tools, practices and initiatives outlined in this toolkit and find your own ways to contribute to gender equity in local leadership.

Vicki-May Hamm

FCM President

Sheryl Spence

FCM Chair

Standing Committee on Increasing

Women's Participation in Local Government

Brock Carlton

CEO, FCM

GLOSSARY

Gender-based Analysis Plus (GBA+) – an analytical tool used to assess how diverse groups of women, men and gender-diverse people may experience policies, programs and initiatives. The “plus” acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences.¹

Immigrant – a person residing in Canada who was born outside of Canada.² This person has been granted the right to live in Canada permanently by immigration authorities.³ The term excludes temporary foreign workers, Canadian citizens born outside of Canada and those with student or working visas.⁴

Indigenous – The word Indigenous has become more commonly used in light of the *United Nations Declaration on the Rights of Indigenous Peoples*.⁵ It describes the original inhabitants of what is now known as “North America”.

Intersectionality – a research and policy model that recognizes the complex composition of factors that shape and influence human lives.⁶

Racialized – refers to persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.⁷

ABBREVIATIONS

AGE	Agenda for Gender Equality
ANSAIO	African Nova Scotian Affairs Integration Office
CAWI	City for All Women Initiative
D&I	Office of Diversity and Inclusion
FEWO	The Standing Committee on the Status of Women
GBA+	Gender-based Analysis Plus
GBV	Gender- based violence
HRM	Halifax Regional Municipality
INAC	Indigenous and Northern Affairs Canada
LGBTQ2	Lesbian, Gay, Bisexual, Transgender, Queer, and two-spirited
LRT	Light Rail Transit
MLA	Member of the Legislative Assembly
MP	Member of Parliaments
PCO	Privy Council Office
SWC	Status of Women Canada
TBS	Treasury Board of Canada Secretariat
VAWG	Violence against Women and Girls

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INTRODUCTION

Women make up just over half of Canada's population but are consistently underrepresented in leadership positions in the political and professional spheres. According to the Canadian Women's Foundation:

- Although Canada's federal cabinet achieved gender parity in 2015, only 26 per cent of the seats in the House of Commons, Provincial and Municipal governments are filled by women;
- Women comprise 19.5 per cent of the board members for Canada's top 500 companies; and
- Only 8.5 per cent of the highest-paid positions in Canada's top 100 listed companies are held by women.⁸

The gender leadership gap is not caused by a shortage of women in the workforce or women with post-secondary education. Indeed, according to Statistics Canada 35 per cent of Canadian women, aged 25 to 64, hold a university certificate or degree, compared to 30 per cent of men⁹ and 82 per cent of women participate in the workforce.¹⁰ Rather, deeper systemic issues in our society are to blame. These include: stereotypes; biases; systematic discrimination; unfair distribution of household responsibilities; as well as policies, processes and attitudes rooted in colonialism and patriarchy.

Yet despite these barriers, there are women leaders from across all diversities at all levels of Canadian politics and society. This proves that the existing leadership gap is neither permanent nor is it inevitable. This document outlines a blueprint for the ways in which the leadership gap can be reduced and, eventually, eliminated.

WHAT WE HOPE TO ACHIEVE

Diverse Voices, Tools and Practices to Support all Women has two main aims:

1. To support local governments in learning about intersectional gender tools that Canadian municipalities are using to advance gender equality and equity; and
2. To highlight benefits of getting women across all diversities elected in equal numbers, such as becoming more effective, strong and vibrant communities.

This toolkit offers insight into the systemic barriers faced by women candidates and elected officials, and gives examples of how municipalities are supporting women as leaders and agents of change.

FCM'S AIM TOWARD GENDER EQUALITY AND INCLUSION

FCM's work to increase and support women in local government spans two decades. The FCM Canadian Women in Municipal Government Committee formed in 1999 in response to the concerns of men and women holding elected office across the country.

In 2005, FCM established the **Standing Committee on Increasing Women's Participation in Municipal Government**. The committee, composed of elected municipal officials across Canada, supports initiatives to increase women's political participation in municipal government and ensure women make up 50 per cent of municipal councils by 2026.

The Regional Champions network launched in 2008, connecting elected officials and gender champions committed to increasing the participation of women in their own local governments. Regional Champions across the country have implemented FCM resources such as *Municipal Elections in Canada: A Guide for Women Candidates*, as well as webinars and campaign schools to encourage women who want to run for elected office.

For the past 15 years, FCM and Status of Women Canada (SWC) have partnered to address the gender gap of women in local government. In 2003, FCM launched its first SWC funded project. The 2004 report, **Increasing Women's Participation in Municipal Decision Making: Strategies for More Inclusive Communities**, recommends a national strategy to strengthen women's involvement in public participation and bridge the current gender gap in Canadian municipal processes. Other FCM projects have included: **Getting to 30 per cent** (2012), the **Protégé Program** (2013), **Head Start for Young Women** (2015) and **Diverse Voices for Change** (2018).

A smiling woman with brown hair tied back, wearing a yellow top, is engaged in a conversation with a man in a striped shirt. They are in a modern office setting with blurred background lights and a plant on the left. A dark grey text box is overlaid on the top left of the image.

Why Gender Parity and Intersectionality Matter

In 2017, Canada was ranked 63rd in global rankings of gender equality in national legislators, behind Afghanistan, Mexico, Norway, Rwanda, Sweden, and South Sudan.¹¹ At the municipal level, only 26 per cent of women are elected officials and 18 per cent are mayors.¹² A lack of diversity in legislative bodies means that fewer women and people from marginalised backgrounds are represented at the highest levels of decision making. Pursuing both gender parity and greater diversity in political leadership is a matter of balance, fairness and justice.

The minimum benchmark for making sure that women are adequately represented in legislatures is a minimum of 30 per cent.¹³ At this level, governments can more accurately reflect society and take issues relevant to women into account. Gender parity in leadership allows for even stronger and more vibrant communities and economies.

Women are not a monolithic category. Women and girls from different backgrounds or different levels of marginalization experience their cities very differently; for example, Indigenous women and women of colour encounter barriers due to racism that white women do not confront.¹⁴ Thus, it is important to prioritize a broad view of diversity in leadership, beyond gender parity. If cities are to be safe and vibrant, the equal participation of men and women from all backgrounds in Canada is needed at all levels of decision making processes.

THE REPRESENTATION GAP

In 2015, FCM launched *Diverse Voices for Change*, a three-year initiative funded by Status of Women Canada to address the gap in representation of women across diverse communities in local leadership. Since then, some municipalities have made historic gains in closing the gender gap in local leadership across the country. In 2017, for the first time in history, St. John's (NL), Sutton (QC) and Montreal (QC) achieved gender parity in their city councils, while Très-Saint-Redempteur (QC) elected Canada's first openly trans-mayor, Julie Lemieux.

However, there is still a wide disparity in terms of women across diverse communities in elected office. Indigenous, racialized and immigrant women are underrepresented at all levels of government. In 2006, Indigenous women and girls made up 4 per cent of the total Canadian female population,¹⁵ while in 2011 immigrant women comprised 21.2 per cent of the country's total female population¹⁶ and racialized women comprised 19.3 per cent of Canada's total female population.¹⁷ However, after the 2015 federal election only 0.9 per cent of MPs elected were Indigenous women, 3.8 per cent of MPs were immigrant women and 4.4 per cent of MPs were racialized women.¹⁸

There is a significant data gap on the composition of municipal councillors, however, anecdotal evidence would suggest that marginalized groups are underrepresented in Canadian municipal governments.

FCM's *Diverse Voices for Change Initiative* surveyed its five partner municipalities using an environmental scan that collected disaggregated data, focus groups that re-examined the barriers with an intersectional approach, and community led strategies to address the barriers. The results of this research found:

1. There is considerable diversity in terms of the ethno-cultural composition of municipal populations; however, municipalities need make data on this diversity more consistently available;
2. There is a clear general trend towards increasing numbers of women running for office over the last three elections, but the numbers are still low - electing and maintaining 30 per cent women remains a challenge;
3. There are very few mayors from marginalized groups;
4. Municipalities have written policy statements on public participation, but this does not include specific recommendations for the inclusion of women, or women and men from marginalized groups, in the consultation process;
5. Municipalities utilize a variety of gender equality or equity specific tools and trainings; and
6. Community organizations were often listed as key players for promoting gender equality, equity and diversity.

TIME TO CLAIM OUR PLACE

Local governments can change communities. It is now more urgent than ever before for municipalities to join in the movement towards gender equality and equity. The Women's Marches, #MeToo, #TimesUp, Black Lives Matter, Idle No More and other social justice movements demonstrate that women and girls across all communities no longer want to accept the status quo. As leaders who are closest to the people, municipal leaders have the most impact and influence on closing the representation gap. It is time to claim our place, as community leaders, change makers and advocates for our communities.

INTRODUCTION TO GBA+

According to the Status of Women Canada, Gender-based Analysis Plus (GBA+) “is an analytical tool used to assess how diverse groups of women, men and gender-diverse people may experience policies, programs and initiatives. The “plus” in GBA+ acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences. We have multiple identity factors that intersect to make us who we are. GBA+ also considers many other identify factors, like race, ethnicity, religion, age, and mental or physical disability. “GBA+ means taking a gender and diversity sensitive approach.”¹⁹

GBA+ gives municipalities an approach to further understand the unequal distribution of power and privilege within society and its implications for people across all diversities. It can inform how we understand the complex and multi-leveled nature of barriers that prevent or discourage individuals from marginalized groups from participating in municipal life. To learn more, see Status of Women Canada’s [GBA+ course](#).



WHY AN INTERSECTIONAL GENDER ANALYSIS (GBA+)?

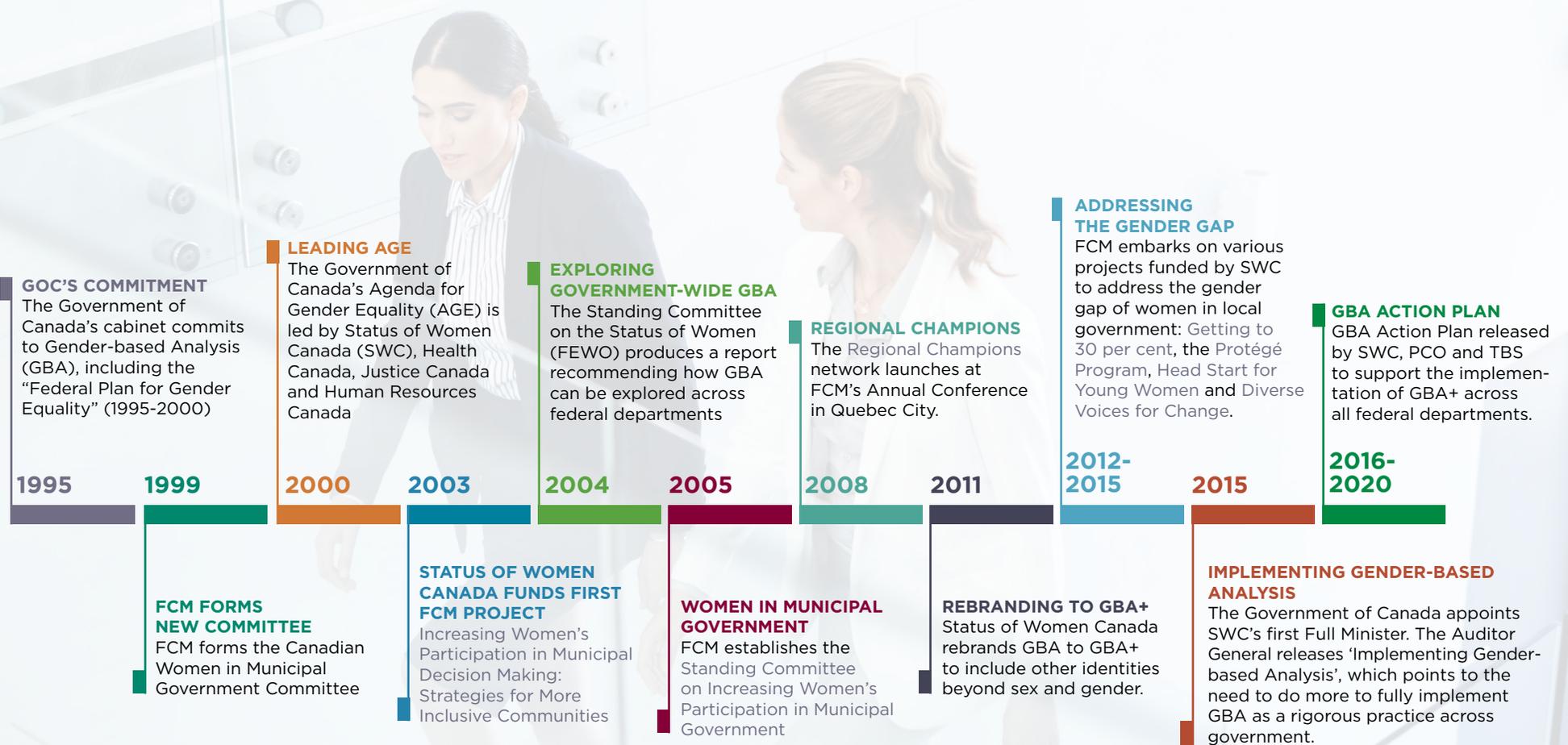
Despite recent increases in attention to diversity issues in the political sphere, the underrepresentation of women across all backgrounds – including but not limited to, Indigenous, immigrant, LGBTQ2, disabled and low-income communities – at all levels of elected office remains a significant challenge.

Communities benefit when there is diverse political representation at the local, provincial and federal levels. When elected officials learn from people with different experiences, perspectives and beliefs, they are better able to respond to the needs and priorities of the communities they represent. A few examples of how diverse political representation has made a difference in communities include:

- In 2010, the election of the City of Calgary’s first Muslim Mayor Naheed Nenshi. His commitment led to an increase in diversity among senior staff at City Hall.
- In 2018, two Kings County Councillors, Megan Hodges and Emily Lutz, advocated for maternity leave. This led to Nova Scotia’s provincial government introducing a bill for municipal councillors to take parental leave without asking permission from their councils first.

Intersectional gender analysis can help local government better meet the needs of its residents and reflect the diversity of its population. GBA+ encourages local leaders ask important questions, such as: **Which women are sitting at the table? Whose voices are missing?**

GENDER EQUALITY INITIATIVES AND GBA+ AT A GLANCE





Understanding the Barriers to Change

Acknowledging and understanding the barriers towards women's participation in politics is an important first step along the path to gender parity.

FCM's 2018 *Diverse Voices for Change initiative* engaged 250 women across all diversities and applied an intersectional gender analysis to the barriers faced by women. The intersectional gender analysis provided a more detailed understanding of how barriers were experienced by women from different races, genders, sexualities, classes, abilities, ages, religions, etc. The barriers include:

- Lack of information, leadership training, resources and tools about municipal governance and women;
- Lack of ability to share strategies for engaging women in local government decision making and best practices (i.e., a central clearinghouse for information on women and municipal government);
- Lack of disaggregated data on gender and diverse people in elected leadership and senior management levels;
- Lack of established working relationships between municipalities and women's and feminist networks and organizations;
- Lack of women's involvement in municipal consultation processes;
- Lack of practical support for women (e.g., childcare, transportation, timing of and location of municipal meetings) when running or in office;
- Lack of encouragement by authorities (i.e., mentorship and sponsorship opportunities);
- Lack of inclusive policies and practices;
- The burden of family responsibilities that women face;
- The fact that marginalized women face more barriers to participation such as systematic discrimination, racism, sexism, ableism, ageism, homophobia, hatred and bigotry, economic discrimination (racialized and/or young women tend to become stuck in low-waged jobs) as well as lack of language appropriate services/tools;
- Perception of municipal politics as an "old boys club" and the prevalence of institutional gender-based violence, sexism and intimidation conveyed by political actors, social media;
- Intimidation against women working for local governments, running for or elected into office.

A woman with voluminous curly hair is smiling as she works on a laptop. She is wearing a light blue button-down shirt. On the desk in front of her is a brown paper coffee cup and a tablet. The background is a bright, out-of-focus window.

Addressing Barriers to Participation

A SNAPSHOT OF INTERSECTIONAL GENDER PRACTICES AND TOOLS IN CANADA

Practices, strategies and tools are being implemented in municipalities across Canada with the aim of creating more gender and diversity-responsive local governments.

GENDER-RESPONSIVE PRACTICES, STRATEGIES AND/OR TOOLS	EXAMPLE STRATEGIES
<p>SHIFT PERSPECTIVES</p> <p>Practices, strategies and/or tools that shift or change social values and norms, check assumptions and challenge discriminatory values embedded in our culture.</p>	<ul style="list-style-type: none"> • Mandatory diversity and inclusion training with staff and leadership; • Citizen advisory committees that monitor the municipality and advise the City Council on matters of diversity and inclusion; • Champions/allies for gender, diversity, and inclusion within the municipality; and • Educational programs for children and youth.
<p>EMPOWER WOMEN AS LEADERS AND DECISION MAKERS</p> <p>Practices, strategies and/or tools that build confidence and empower women to see themselves as leaders and decision makers.</p>	<ul style="list-style-type: none"> • Campaign schools designed to train women who are interested in entering politics and running for city council; • Educational workshops and greater transparency for citizens on how their local government functions and how to contribute to decision making processes; • City councillors and senior leadership (both male and female) provide mentorship/ sponsorship opportunities to women from diverse backgrounds.
<p>IMPLEMENT GENDER INCLUSIVE POLICIES/ SUPPORT</p> <p>Policies and structural/systemic support that promote gender inclusivity such as work/life family balance.</p>	<ul style="list-style-type: none"> • Paid maternity/paternity leave for city councillors; • Childcare policy for municipal staff and leadership; • Employment equity and affirmative action policies, applied from entry-level to senior level positions; • Inclusive application/selection process for advisory boards and committees; and • Accountability mechanisms to ensure the adoption of gender-responsive policies.
<p>CREATE SAFE AND PARTICIPATORY SPACES</p> <p>Environments and spaces that allow gender-diverse women and people candidates and elected officials to feel supported, safe and included; spaces that are free from gender-based violence and other forms of discrimination (e.g. cyber-violence or sexual harassment).</p>	<ul style="list-style-type: none"> • Women’s symposiums to foster dialogue between municipal staff and Council representatives, and community leaders and residents.
<p>BUILD PARTNERSHIPS</p> <p>Women’s organizations, non-profits, and other external organizations can collaborate with municipalities to help women across all diversities build networks and fundraise to become leaders.</p>	<ul style="list-style-type: none"> • Partner with organizations that focus on empowerment, leadership and/or civic engagement, in addition to ethno-cultural associations, newcomer and immigrant serving agencies, and Indigenous-led groups.

GENDER RESPONSIVE MUNICIPALITIES

The list of municipalities that are taking initiatives to advance gender equity and equality is growing. The following municipalities are among those leading the way.

REGION: NORTH

City of Whitehorse, Yukon

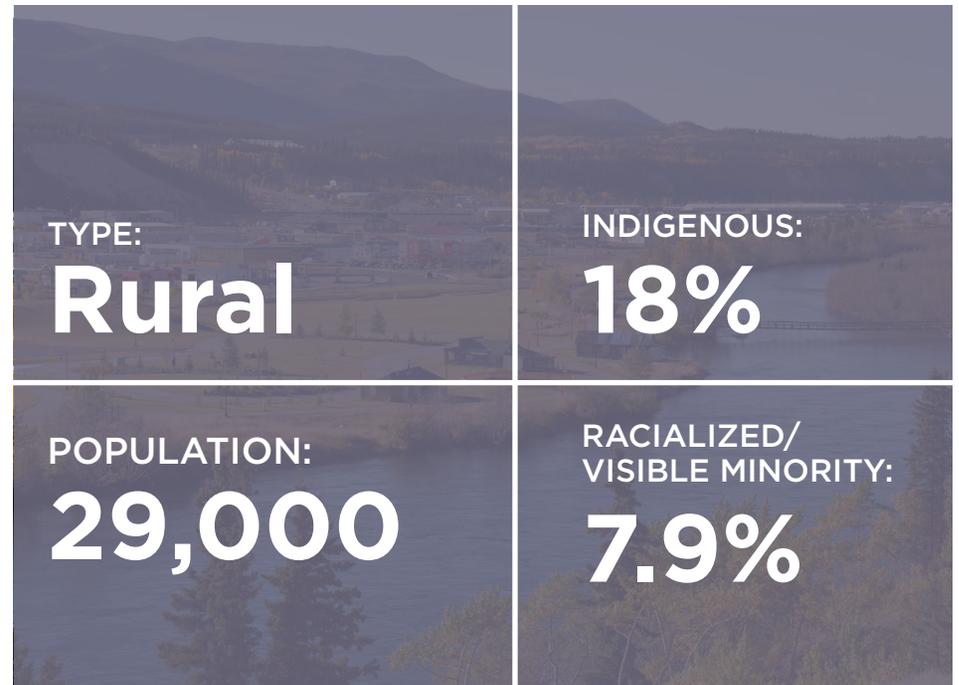
ABOUT

Whitehorse serves as the capital city of Yukon and is the largest city in northern Canada. Gender equality has been a priority for the Government of Yukon for over 30 years.

“I hope a lot of things that happened are never forgotten... the women’s directorate got to be what it is today... was because of the dedicated women in the Yukon many years ago who were learning from each other.”

— Margaret Commodore, former member, Yukon Legislative Assembly

MUNICIPAL PROFILE



The Government of Yukon's Women's Directorate's mandate is, "to advance women's legal, social and economic equality." The Women's Directorate was established in 1985 as a free-standing department, as a product of the dedication and advocacy of numerous women's groups, organizations and individuals. The Directorate reported to Margaret Commodore, who was the first, First Nations woman named to cabinet. Today, one of the Directorate's primary functions is to help the Yukon government integrate equality and diversity considerations into legislation, policy, programs, services, and initiatives. In this role, it serves as an advisor to other departments and decision making bodies through the provision of gender-inclusive, diversity-informed, culturally-relevant data, research, policy analysis and advice.

OBJECTIVE

The Women's Directorate was initially established to formalize the promotion and increase of women and gender issues in government.

RESULT

More than 30 years later, the department has provided research, policy advice, funding, public education and data to government, women's groups and Yukoners. Their work supports policies and programs that take into account gender differences and the impact of gender discrimination on the public. The Women's Directorate has tracked changes in gender equality and women in leadership in the Yukon territory through statistical indicators, qualitative stories, and timelines. Some of the gender equality indicators include:

- In 2006, Yukon elected 57 per cent of women to its City Council;
- In 2010, mothers made up 73 per cent of caregivers who worked reduced hours to take care of their children, while fathers made up 12 per cent. Of the remainder, 10 per cent were both parents, and 5 per cent were someone other than a parent.
- In 2014, women made up 50 per cent of the members of Yukon government boards and committees;
- Funding available to women's organizations through the Women's Directorate increased from \$20,000 in 1995 to \$805,000 in 2015; and
- The highest proportion of female candidates running in the general election was 40 per cent in 2016.

CITY COUNCIL

FEMALE CITY COUNCILLORS:

3 out of 6

INDIGENOUS AND RACIALIZED CITY COUNCILLORS:

1 out of 6

GENDER RESPONSIVE PRACTICE, STRATEGY OR TOOL:

YUKON WOMEN'S DIRECTORATE



REGION: WEST COAST

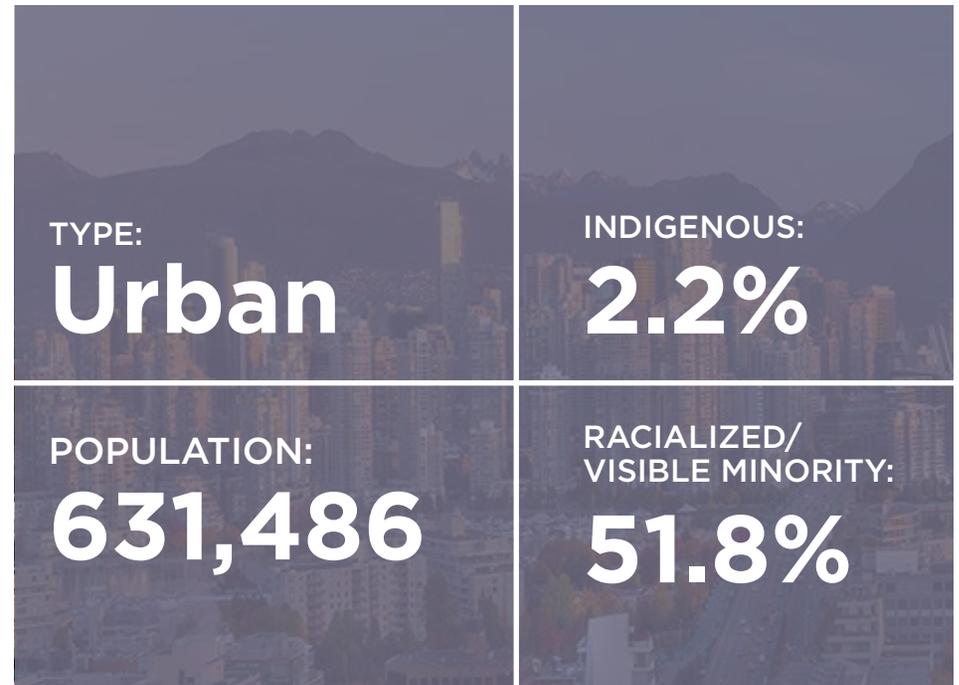
City of Vancouver, British Columbia

ABOUT

The City of Vancouver is Canada's eighth largest city. The City's commitment to women's equity was formalized in 2005 with its first Gender Equality Strategy. In 2009, the city council created the Women's Advisory Committee. In 2016, the Committee's work led to a Council motion to review the strategy's accomplishments.

“At the heart of this strategy is the belief that women’s inequality is an issue that affects us all. We cannot reach our full potential as a city when some community members are marginalized and denied full inclusion and participation. We know that women’s inclusion boosts our economy, increases our productivity, and reduces child poverty.” — Gregor Robertson, Mayor of Vancouver

MUNICIPAL PROFILE



In early 2018, City Council approved Vancouver: A City for All Women, Women's Equity Strategy 2018-2028. The ten year strategy outlines a vision to make Vancouver a fair, safe and inclusive city for all women. The priority areas include:

- Applying an intersectional lens to strengthen City processes and inform decision making;
- Addressing safety, including violence against women;
- Accessible, quality childcare;
- Safe and affordable housing; and
- Women's leadership and representation within the City's workforce.

OBJECTIVE

The Strategy's main goal is to make Vancouver a place where all women have full access to the City's resources and opportunities to fully participate in the political, economic, cultural and social life of Vancouver. Its five priority areas above have their own objectives, short-term actions and identify actions for future consideration.

RESULT

Work on Phase I of the Strategy began in 2018 and included developing measures and gathering baseline data. As the City implements the Phase I actions, it is also monitoring their impacts. A report on achievements and next steps will be provided to City Council in late 2019.

CITY COUNCIL

FEMALE CITY
COUNCILLORS:

5 out of 10



GENDER RESPONSIVE
PRACTICE, STRATEGY
OR TOOL:

WOMEN'S EQUITY
STRATEGY 2018-2028

REGION: PRAIRIE PROVINCES

City of Edmonton, Alberta

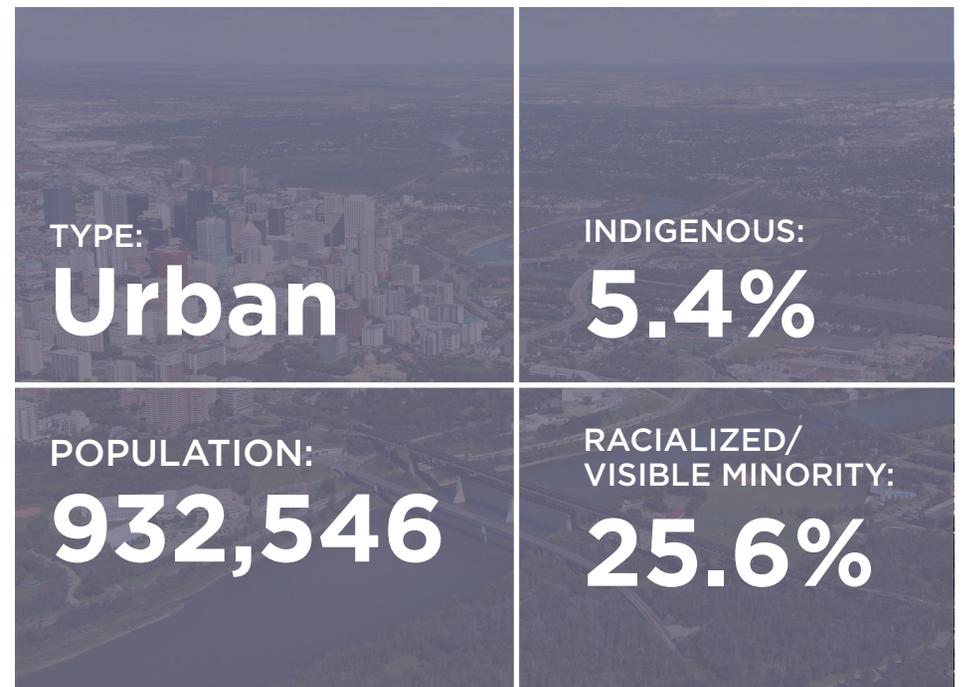
ABOUT

With a population of 932, 546, the City of Edmonton is Canada's fifth largest municipality. The City's council and its administration have made it a priority to increase women's participation in municipal decision making through the Women's Initiative, the Multicultural Relations Initiative and the Indigenous Relations Office.

“In 2014, women made up half of Edmonton’s population. But that’s not the case when it comes to the city’s community leaders. There simply aren’t enough women, especially from Indigenous and racialized backgrounds, sitting at Edmonton’s decision making tables... ensuring the participation of women from diverse backgrounds will also make Edmonton a more socially inclusive city.”

— Councillor Bev Esslinger

MUNICIPAL PROFILE



In early 2017, the City of Edmonton adopted GBA+ through:

- Training and awareness; and
- Incorporating GBA+ into the administration's Diversity and Inclusion Framework and budget process.

The City utilized e-learning training, made available through the Federal Government, for 200 staff that included senior and middle managers in public engagement, policy and program development positions. Each councillor is also required to complete GBA+ training as part of the new Council orientation process.

OBJECTIVE

GBA+ aims to ensure the policies, practices and decision making processes are inclusive for women from all communities. GBA+ is also used to assess the potential impacts of policies and programs or initiatives on diverse groups of citizens considering gender and other factors. GBA+ helps recognize and respond to the different situations and needs of citizens through the implementation of an intersectional lens. In practice, this works in the following way:

- When an intersectional lens is applied to all municipal programs, policies and initiatives it serves to create a safe, accessible and inclusive city for everyone; and
- GBA+ intersectional lens informs the City's annual budget process to ensure that spending priorities are aligned appropriately.

RESULT

The program enables the creation of a safe, welcoming environment where everyone can find themselves represented and reflected and where they understand that all people are treated with respect and dignity. This is demonstrated through:

- Mindful design of public spaces, facilities and services that are safe, accessible and equitable to everyone.
- Edmonton Transit adopted strategies designed to improve the safety of transit services for women. Examples include training for bus drivers to manage problematic situations; empowered passengers to request a stop closer to home; closer to home; panic buttons were installed on buses and LRT; and an extensive poster campaign was launched regarding sexual harassment and assault.

CITY COUNCIL

FEMALE CITY
COUNCILLORS:

2 out of 12

INDIGENOUS AND
RACIALIZED CITY
COUNCILLORS:

2 out of 12



GENDER RESPONSIVE
PRACTICE, STRATEGY
OR TOOL:

**GENDER-BASED
ANALYSIS PLUS
(GBA+)**

REGION: CENTRAL CANADA

City of London, Ontario

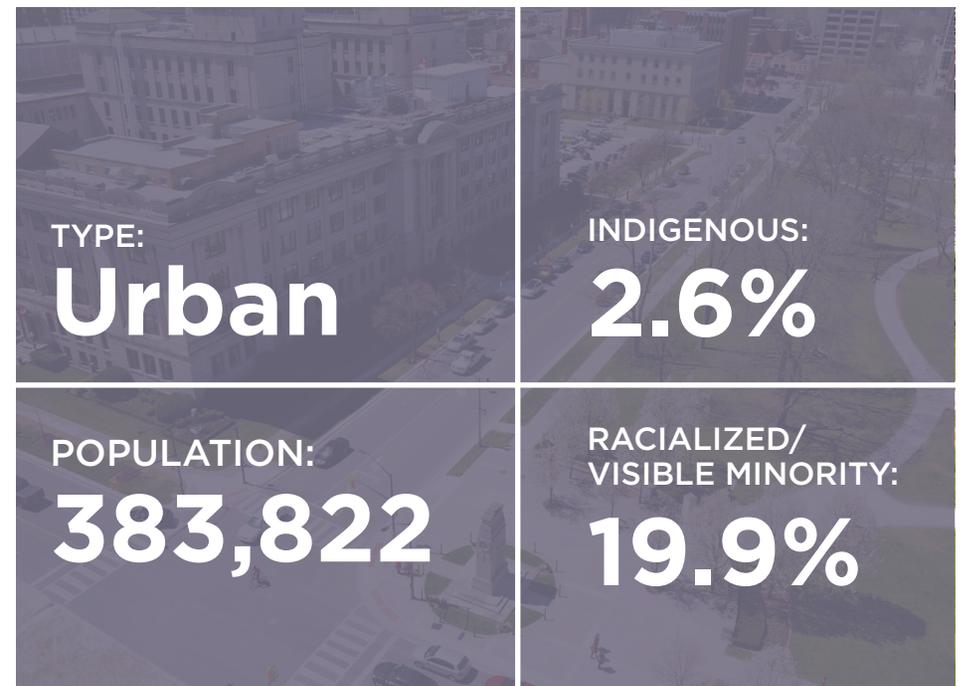
ABOUT

London is the sixth largest city in Ontario. The city council is strongly committed to furthering the principles of diversity, equality and inclusivity. In 2013, the city participated in FCM's Head Start for Young Women program and produced a documentary, called 25 per cent to reflect the percentage of elected officials in Canada who are women.

“We know that women face barriers when participating in decision making processes and when seeking leadership positions. (...)These challenges are magnified for racialized, indigenous and immigrant women. It is absolutely essential that we, as a community, continue to build upon and improve the collaboration and cooperation necessary to address the barriers faced by women.”

— Maureen Cassidy, Councillor, City of London

MUNICIPAL PROFILE



The way municipalities and women's organizations work together can be informal or formal. For example, information sharing and participation at municipal events versus committees and legal agreements for service delivery. The City of London partnered with *Women & Politics*. Its working group has representatives from the following organizations: Southwest Aboriginal Health Access Centre, London-Middlesex Immigration Partnership, Pillar Nonprofit Network and Chippewa of the Thames First Nations as part of the *Diverse Voices for Change Initiative*.

OBJECTIVE

Through stronger partnerships, the municipality aimed to increase the representation of diverse women on City of London advisory committees and the governance bodies of City of London agencies, boards and commissions.

RESULT

After learning about how governance systems create barriers for marginalized women, the municipality is now planning changes to advisory committees, board and commissions structures and procedures (e.g. outreach and application processes). These include:

- Co-designing and implementing inclusive workshops, a culturally-inclusive campaign school and a civic engagement forum to reach 90 women. Women from diverse backgrounds will learn about how government works, how to run for office and how to volunteer with advisory committees, boards, and commissions;
- Some community partners adopted a diversity lens to extend their programming to women across ethno-cultural communities;
- An increase in women across diversities running for office, applying to be on their advisory committees, boards, and commissions and taking on leadership roles in community organizations such as *Women & Politics*; and
- Stronger relationships with community partners and forming new relationships with Indigenous, newcomers and young women.

CITY COUNCIL

FEMALE CITY
COUNCILLORS:

4 out of 14

INDIGENOUS AND
RACIALIZED CITY
COUNCILLORS:

2 out of 14

GENDER RESPONSIVE
PRACTICE, STRATEGY
OR TOOL:

MUNICIPAL
AND COMMUNITY
PARTNERSHIPS



REGION: CENTRAL CANADA

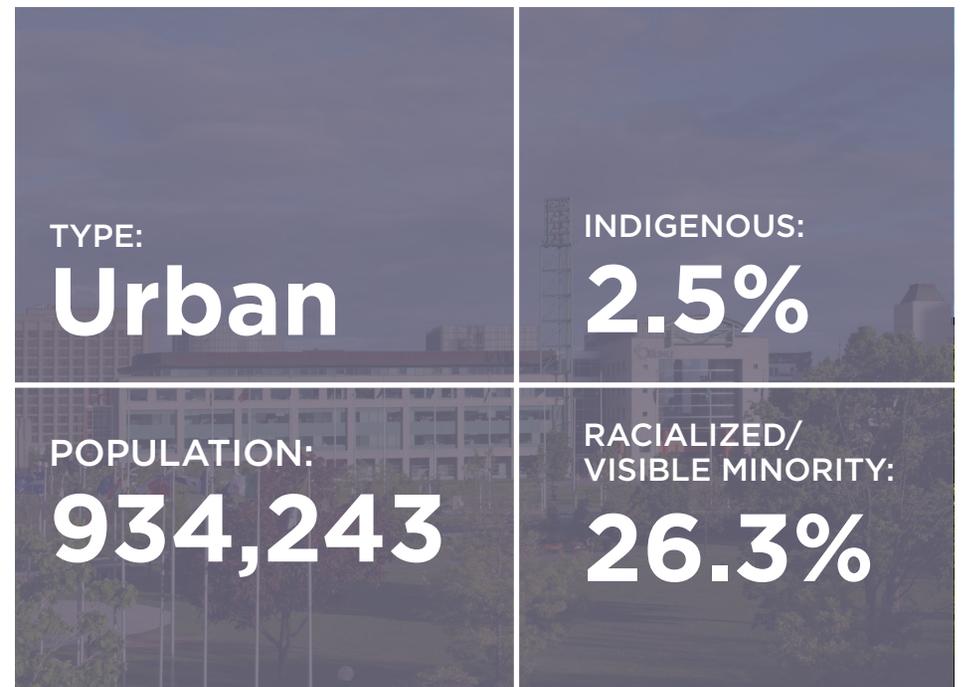
City of Ottawa, Ontario

ABOUT

Ottawa is the capital city of Canada and the country's fourth largest city. In 2018, Ottawa City Councillors Diane Deans and Catherine McKenney, along with the City for All Women Initiative (CAWI), successfully championed a unanimous motion to look into a women's bureau.

“As a veteran councillor and one of only four women on city council, I know we need a stronger and more sustained focus on women’s issues in our city... To do this successfully, we need to embed gender-forward thinking into our bureaucracy. We need to look at our budgeting practices, our HR and hiring practices, our training and recruitment practices, our communications strategies and our day-to-day functions. We also need to put a sharper focus on gender-related issues when it comes to appointments to boards and commissions. A gender-focused approach would ensure that we are creating policy that is inclusive and responsive to the varying needs of all people in our communities.” — Diane Deans, Councillor, City of Ottawa

MUNICIPAL PROFILE



In February 2018, Councillor Diane Deans and Councillor Catherine McKenney proposed a motion to implement a Women's Bureau in the City of Ottawa. The motion asked staff to examine options to integrate a Special Liaison for Women's Issues and a Women's Bureau into the City of Ottawa. The intent of the Women's Bureau is to embed a gender focused approach in both the political and bureaucratic sides of the municipality. The role of the Women's Bureau would be to apply a gender lens to all the City of Ottawa's new and existing policies and programs and challenge the systemic barriers for women in the city.

OBJECTIVE

The goal is to create a city for all. By making gender a fundamental consideration in the development and implementation of policy, the City of Ottawa aims to enhance their current practices and instill a commitment to continue work towards gender equality at the leadership and service delivery level.

RESULT

Council voted unanimously on a motion that will explore having a Council Representative Special Liaison for Women's Issues, and a Women's Bureau, to provide a gender lens on the City's policies and practices. The motion directed city staff to bring recommendations forward for Council approval in the 2018-2022 Governance Report.

CITY COUNCIL

FEMALE CITY
COUNCILLORS:

4 out of 24

INDIGENOUS AND
RACIALIZED CITY
COUNCILLORS:

3 out of 24



GENDER RESPONSIVE
PRACTICE, STRATEGY
OR TOOL:

**MOTION TO CREATE
WOMEN'S BUREAU**

REGION: CENTRAL CANADA

Municipality of Sioux Lookout, Ontario

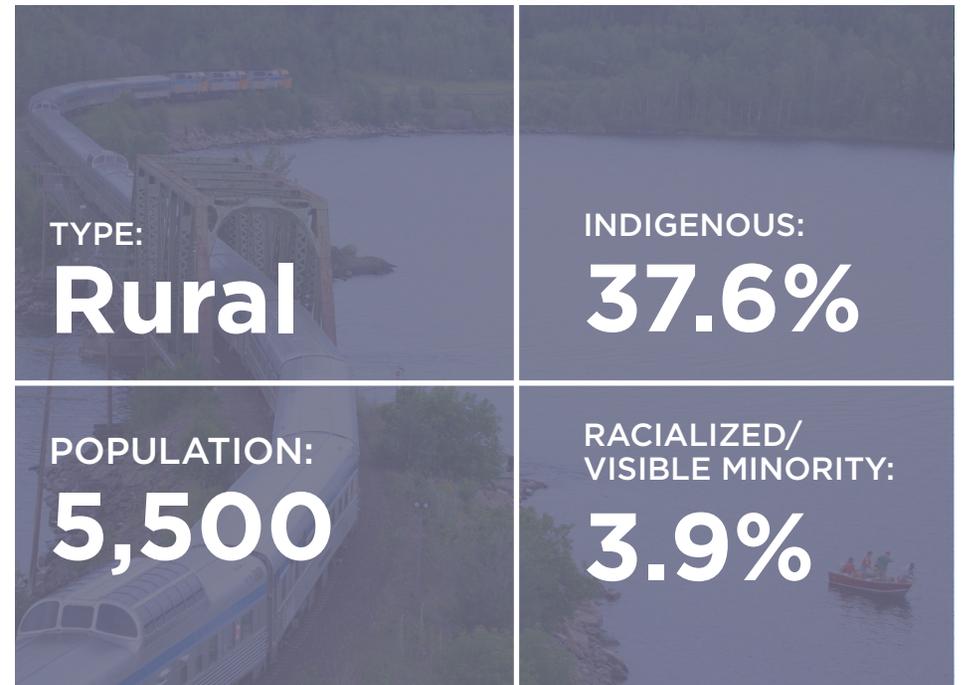
ABOUT

The Municipality of Sioux Lookout is a close-knit community in Northwestern Ontario that also serves as a health hub for 29 First Nations communities. Its council and administration are committed to having First Nations representation in their staff, committees and/or council; yet, there is currently no such representation.

“Unless we are intentional about how to view, appreciate, accept and break down barriers and create steps to a level playing field and integrate where necessary, we [the people] will always be siloed.”

— Yolaine Kirlew, Deputy Mayor, Municipality of Sioux Lookout

MUNICIPAL PROFILE



Sioux Lookout's Councillor and Deputy Mayor Yolaine Kirlew, Councillor Joyce Timpson and Economic Development Manager Vicki Blanchard participated in *Diverse Voices for Change*. Their aim was to shift their municipality's culture and address the lack of Indigenous, racialized and immigrant women on their council, decision making boards and staff.

OBJECTIVE

Prior to 2015, there was no advocacy on women's involvement in the municipality. The municipal champions aimed to start the conversation within their municipality on gender and diversity.

RESULT

There were five main achievements:

- For the first time a working group was formed comprising councillors, senior management, the Sioux Lookout Anti-Racism Committee, Lac Seul First Nation and First Nations Women's organizations: Equay Wuk Women's Group and First Step Women's Shelter;
- The municipality conducted its first intersectional gender-based analysis with an environmental scan that collected disaggregated data from the previous three elections;
- The municipality organized focus groups to engage in dialogue with women about the barriers to political participation. Through these focus groups, the municipality identified concrete priorities to move towards greater gender equity and diversity on their Council, boards, and staff;
- In March and April 2018, the municipality offered workshops for women on "*Getting to Know Your Local Government*" and coordinated a *Women's Symposium* to discuss the social, economic, cultural and political achievements of women in Sioux Lookout; and
- The municipality developed a welcome package for newcomers, in multiple languages, to foster a greater sense of belonging for new residents.

CITY COUNCIL

FEMALE CITY
COUNCILLORS:

2 out of 6

INDIGENOUS AND
RACIALIZED CITY
COUNCILLORS:

1 out of 6

GENDER RESPONSIVE
PRACTICE, STRATEGY
OR TOOL:

MUNICIPAL
CHAMPIONS



REGION: CENTRAL CANADA

City of Montréal, Québec

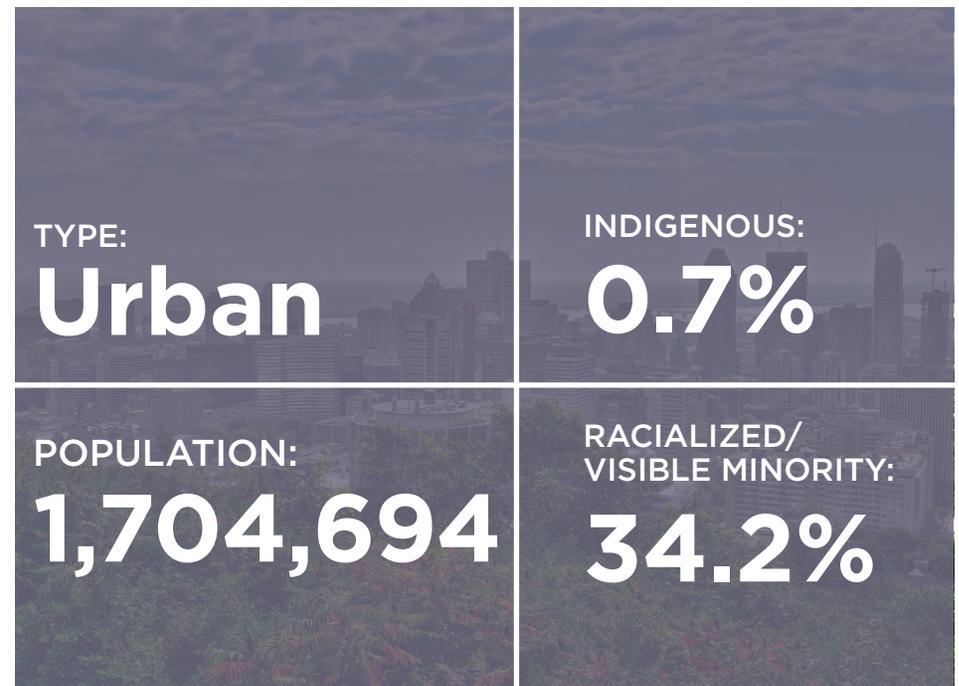
ABOUT

Montréal is the second largest municipality in Canada and boasts diversity that is found nowhere else in Québec: 34 per cent of the city's women are immigrants. In 2008, Montréal adopted a gender-equality policy in 2008, then an action plan entitled, *Pour une participation égalitaire des femmes et des hommes à la vie de Montréal*, as well as a renewable action plan (2008-2012) and a second action plan in 2015-2018. In 2017 the city achieved gender parity in its council and elected its first female Mayor, Valérie Plante, its first Indigenous Councillor, Marie Josée Parent, and appointed its first female and racialized speaker of the Council, Cathy Wong. It also created a new administrative position by hiring its first Commissioner of Indigenous Relations, Governmental and municipal Office.

“Our role is to ensure that the voice of all women is present in the decision making at the municipal governmental level ... through 15 years’ of work the Council has become a reference in gender equality for all women in Montréal.”

— Dorothy Alexandre, President of the Conseil des Montréalaises

MUNICIPAL PROFILE



Although Montréal has one of the highest representations in Canada of women in municipal politics, the presence of women across diversities in leadership is still a major issue for the city.

The City of Montréal has implemented a certain number of initiatives and action plans to encourage female participation in municipal politics. Apart from the action plan *Pour une participation égalitaire des femmes et des hommes à la vie de Montréal*, the City has also implemented several documents designed to meet both the needs and the reality of the Montréal population of all diversities, for instance, the *Plan d'action pour la diversité en emploi* (2016-2019) and the *Politique de développement social, Montréal de tous les possibles* ! All City plans and policies facilitate achievement of gender equality in Montréal.

This case study looks specifically at one of these actions that has sparked the interest of other municipalities: the establishment of a women-led advisory committee, le Conseil des Montréalaises.

At the Montréal Summit in 2002, gender equality was highlighted as a key priority by delegates. The women's delegation proposed that the City Council form an advisory board to meaningfully increase women's voice and participation within the municipality. Le Conseil des Montréalaises, formed in 2004, is an independent and non-partisan consultative body whose mandate is to provide recommendations on matters of gender equity pertaining to the municipality's governance structure and administration, and city-wide issues that affect the living conditions of female residents of Montréal. The committee is volunteer-driven with two employees, a Coordinator and a Secretary. It includes 15 women from across Montréal's 19 boroughs, who are diverse in their ethnicity, age group and areas of expertise.

CITY COUNCIL

FEMALE CITY COUNCILLORS:

53
out of 103

INDIGENOUS AND RACIALIZED CITY COUNCILLORS:

10
out of 103



GENDER RESPONSIVE PRACTICE, STRATEGY OR TOOL:

LE CONSEIL DES MONTRÉALAISES AND "TABLE SUR LA DIVERSITÉ, L'INCLUSION ET LA LUTTE CONTRE LES DISCRIMINATIONS"

OBJECTIVE

Le Conseil des Montréalaises acts as an advisory board to elected officials. It uses an intersectional feminist approach to analyze the issues facing women in Montréal.

- Over the years, it has submitted recommendations on a range of subjects, including, but not limited to women's access to housing and public transit in Montréal, urban development and security in public spaces, poverty and women working in traditionally male-dominated jobs at the City of Montréal.
- Le Conseil des Montréalaises works in partnership with numerous internal and external stakeholders. Its main stakeholder partner is the City of Montréal. Every month, the president and coordinator of the Conseil des Montréalaises, along with the woman councillor responsible for the Status of Women and assigned to this issue, and the municipal employee responsible for Equality at the City of Montréal hold a statutory meeting to discuss the cases and issues related to women in Montréal. Among other priorities, they are involved in co-organizing the annual Cité Elles MTL event, a 2.5-day training on municipal governance that brings together local women from across diverse communities. Two of the City administrative teams (the President's Office and Social and Sports Development Services) partner together to co-organize this activity.
- The Conseil des Montréalaises contributes to the City of Montréal reflection on introducing GDA+ as a formal practice across the municipal organization.

RESULT

- Since 2004, published more than 20 research papers, studies and memoirs and provided policy recommendations related to:
- The underrepresentation of women in blue-collar jobs and the advancement of female managers working for the City of Montréal;
- Access to housing, public transportation and safe public spaces for women;
- Work and family life balance for elected officials of the City of Montréal;
- Actively promotes gender-based and intersectional analysis in all research and within the City of Montréal to reflect women in all their diversity;
- Encourage staff trainings on gender-based and intersectional analysis;
- Continually provides guidance on gender-responsive practices with women's groups and municipalities;
- Acts as a communication channel between the women's organizations and the City of Montréal and consult these groups on priority issues;
- Submits progress report and recommendations on the advancement of the implementation of the City of Montréal's gender equality plan;
- Consulted by many departments within the City of Montréal on women issues and inclusion for the ongoing development of projects and policies;
- Advocated for the development of « La Place des Montréalaises », a new public space to be inaugurated in 2022 that will pay tribute to seven women who have contributed to Montréal's social, cultural and economic growth as well as honour the 14 victims of the December 6, 1989 École Polytechnique shooting;
- Co-organized three editions of Cité Elles MTL with the City of Montréal, a multi-day workshop bringing together local women from across diverse communities for training on municipal governance. Several elected officials act as mentors during this event.

REGION: ATLANTIC

Halifax Regional Municipality (HRM), Nova Scotia

ABOUT

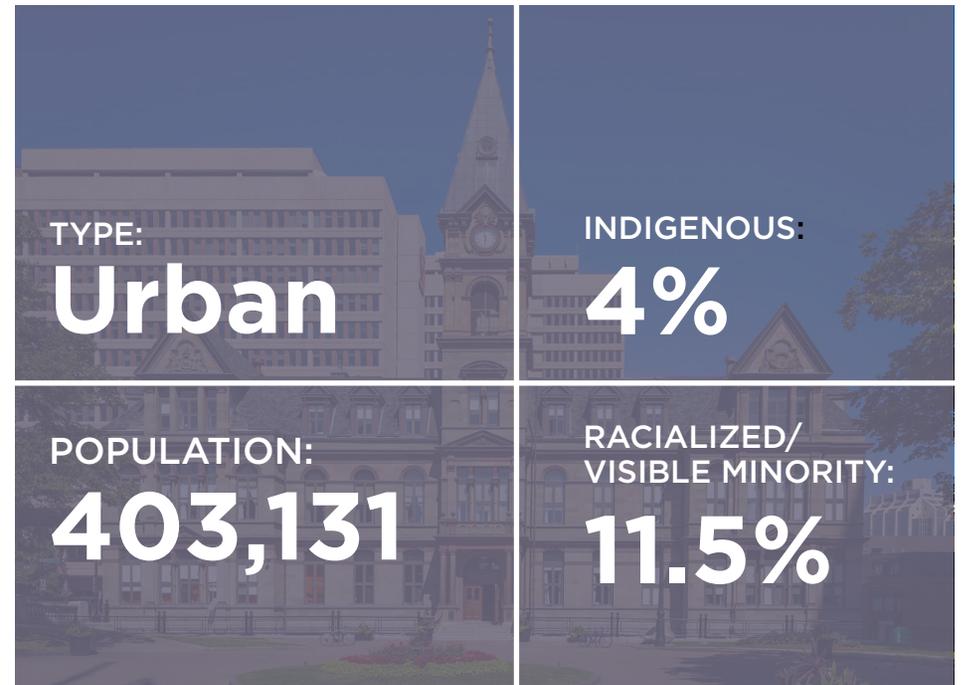
Halifax is home to 403,131 people, making it Canada's 14th largest city. It has a unique and often unknown history in Canada, with its African Nova Scotian and Aboriginal populations. Some of the pressing issues for the municipality are employment equity, under-representation of women in leadership positions and gender-based pay discrimination.

The history of Halifax Regional Municipality's (HRM) Office of Diversity and Inclusion is rooted in the African Nova Scotian Affairs Integration Office (ANSAIO) and was established as a result of the negotiated settlement of Africville in 2010. In 2015, HRM established the Office of Diversity and Inclusion (D&I) as an ongoing commitment to realize HRM's vision of being an inclusive organization that values and reflects the diverse people it serves. D&I promotes the allocation of staff and resources to implement gender equity work. It also safeguards the city's commitment to integrate Indigenous, African Nova Scotian, other racialized communities and persons with disabilities into decision making processes and employment. HRM is a partner of FCM's *Diverse Voices for*

“This program has brought together groups of women who would not ordinarily come together. This is one of most important accomplishments that has been achieved.”

— Community Member, Diverse Voices for Change Initiative

MUNICIPAL PROFILE



Change and has focused on intersectional gender parity through establishing a network of over 100 women across all diversities. In 2014, Tracey Jones-Grant became the first person of African descent to sit as a managing director within the municipality.

OBJECTIVE

D&I aims to:

- Make public service more inclusive;
- Promote safe work environments;
- Ensure equitable employment;
- Ensure accessible information and communication; and
- Develop meaningful partnerships between the community and HRM

RESULT

D&I has several achievements, including:

- Through deliberate dialogue, there is a greater understanding of the barriers to public participation and leadership for Indigenous, racialized and immigrant women;
- An African Nova Scotian and visible minority women's internal group was created to focus on advancement of community members. Participants met quarterly to share stories and focus on their own personal and professional development goals;
- D&I strengthened its partnerships with community organizations that played a pivotal role in connecting the office to diverse populations of women;
- D&I hosted several events that centered on experiences of Indigenous and racialized women in HRM. These empowered women at the community level raised awareness and championed these issues at the council level;
- D&I provided several trainings in diversity and inclusion, and Anti-black racism for HRM staff, council members and community partners;
- Women councillors are now mentoring women from various backgrounds who are interested in local politics;
- In partnership with Nova Scotia Status of Women, the D&I Office developed a culturally proficient campaign school, adapted for women from diverse cultures and ethnicities; and
- Held a collaborative, action planning workshop, bringing together Halifax women, community partners, and HRM employees, managers, and councillors to inform its strategic priorities using an outcome mapping approach.

CITY COUNCIL

FEMALE CITY
COUNCILLORS:

2 out of 16

INDIGENOUS AND
RACIALIZED CITY
COUNCILLORS:

1 out of 16

GENDER RESPONSIVE
PRACTICE, STRATEGY
OR TOOL:

OFFICE OF DIVERSITY
AND INCLUSION





Moving Forward

MEASURING IMPACT AND CHANGE

Change occurs when policies and practices adapt to become more inclusive for women. However, change also occurs when values and attitudes about women in leadership are transformed. The capacity to measure change is an important process for improving and tracking gender and diversity at the municipal level.

OUTCOME MAPPING

Practices, such as outcome mapping, that are designed, implemented and evaluated using participatory and collaborative approaches, and foster the active participation of women and allies across diverse stakeholder groups, are effective and empowering methods of evaluation. The outcome mapping methodology helped develop a gender equity and diversity action plan for two of Diverse Voices' participating municipalities, Halifax Regional Municipality and the City of Montréal. A workshop was conducted in each respective municipality, involving community and municipal actors to develop a "road map" towards greater leadership from women from diverse community in municipal governance. The road map addressed many of the barriers to women's civic engagement that were identified throughout the project."

STRATEGIES	EXAMPLES	EXAMPLES OF YES/NO INDICATORS	EXAMPLES OF SCALE/RANGE INDICATORS
Getting Started	<ul style="list-style-type: none"> Conduct a gender-based analysis; Establish a women's directorate/ bureau/Council; Develop a gender equity strategy 	<ul style="list-style-type: none"> Gender and diversity audit is budgeted Gender and diversity audit is undertaken Women's Directorate is created Women's Directorate is budgeted Gender equity strategy development is budgeted Gender equity strategy is undertaken 	<ul style="list-style-type: none"> Number/per cent of recommendations from Gender and Diversity Audit addressed Number/per cent of recommendations from Women's Directorate addressed Number/per cent of priorities in Gender Equity Strategy undertaken
Shift Perspectives	Practices, strategies and/or tools that shift or change social values and norms, check assumptions and change discriminatory values embedded in our culture	<ul style="list-style-type: none"> Gender and diversity awareness training undertaken 	<ul style="list-style-type: none"> Number/per cent of municipal councillors and staff attending gender and diversity awareness training Level of awareness and understanding by councillors and staff of key gender and diversity issues
Empower Women as Leaders and Decision Makers	Practices, strategies and/or tools that build confidence and empower women to see themselves as leaders and decision makers (e.g., training on how municipal government works or mentorship/sponsorship opportunities for women).	Existence of: <ul style="list-style-type: none"> Gender parity staffing policy/strategy Women's leadership promotion strategy 	<ul style="list-style-type: none"> Number/per cent of women councillors and staff in leadership roles/decision making positions Number/ per cent of women councillors and staff receiving leadership training Level of satisfaction by women councillors and staff about women's leadership promotion

STRATEGIES	EXAMPLES	EXAMPLES OF YES/NO INDICATORS	EXAMPLES OF SCALE/RANGE INDICATORS
Gender Inclusive Policies/Support	Policies and structural/systemic support that promote gender inclusivity such as work/life family balance (e.g. paid parental leave or childcare available for elected officials).	Existence of: <ul style="list-style-type: none"> • Work/life balance policy • Accessible childcare policy • Parental leave policy 	<ul style="list-style-type: none"> • Number/per cent of elected officials and municipal employees disaggregated by gender taking advantage of work-life balance policy; childcare policy; parental leave policy • Level of satisfaction of councillors and staff (disaggregated by sex) regarding gender inclusive policies (would include several sub-indicators)
Create Safe and Participatory Spaces	Environments and spaces that allow gender-diverse women and people candidates and elected officials to feel supported, safe and included — i.e., spaces that are free from gender-based violence and other forms of discrimination (e.g., cyber-violence or sexual harassment).	Existence of: <ul style="list-style-type: none"> • Changing stations in bathrooms • Breastfeeding space • Anti Violence Against Women and Girls/ Gender-Based Violence (VAWG/GBV) policy • Sexual harassment policy • Cyberbullying policy • Safeguarding capacity 	<ul style="list-style-type: none"> • Number/per cent of elected officials and municipal employees, disaggregated by sex using gender inclusive spaces and facilities, and level of satisfaction with these (would include a number of indicators) • Number of VAWG/GBV incidents reported (and other indicators related to monitoring the reduction and addressing of VAWG/GBV incidents in the workplace)
Build Partnerships	The opportunities/tools for women to build the right networks and fund-raise to become successful candidates (e.g., sponsorship opportunities or male/female council members who are champions/allies for women's issues).	Existence of: <ul style="list-style-type: none"> • Champions amongst elected officials who promote gender parity • Networks and events focused on fundraising for women candidates • Networks of mentors for prospective women candidates and currently elected councillors 	<ul style="list-style-type: none"> • Level of satisfaction by prospective women candidates and current councillors regarding the enabling environment for women's leadership



A Vision for All

Municipalities represent the closest form of government to the public, leading the way in promoting gender equality. Yet, because every municipality is unique, there is no “one-size-fits-all” strategy to fix the gender gap. However, as this report has shown, there are a variety of approaches that can be considered in order to improve our communities for all individuals.

These include, but are not limited to:

- examining stereotypes and biases;
- mentoring and sponsoring women to build up confidence and knowledge;
- offering flexible schedules;
- building inclusion for women across all diverse backgrounds that includes but is not limited to Indigenous, racialized, immigrant, low-income, young women, older women, LGBTQ2 women and women with disabilities;
- ensuring laws and policies protect pregnant women and new mothers against discrimination;
- strengthening leave policies;
- offering gender and diversity training;
- closing pay equity wage gaps;
- exploring practices on gender mainstreaming and gender-based budgeting; and
- ensuring work environments are free from gender-based violence, harassment, sexism, racism and discrimination.

This toolkit emphasizes the importance of gender parity, intersectionality and gender-based analysis within local government. It presents the barriers towards change, strategies for overcoming them and case studies of gender-responsive municipalities across Canada. As highlighted in these case studies, municipalities of all sizes have already implemented policies and programs to advance gender equality and equity.

We can no longer wait for the gender gap to close itself. We must take bold, decisive action to make it happen. Together, community actors and municipal governments can continue to lead the way towards a stronger, more vibrant and inclusive Canada.

RESOURCES/TOOLS

Want to increase elected female officials across all diversities in Canada?
Here are a few resources/tools to get started.

FCM's Guide for Women Candidates

FCM's Increasing Women's Participation in Municipal Government

FCM Environmental Scan: How to Collect Disaggregated Data (See appendix 1)

FCM Outcome Mapping: Roadmap to Gender Equity (See appendix 2)

Women in Local Government Training - CAWI

Getting to the Gate (Equal Voice) - available in English only

ACKNOWLEDGEMENTS

Between 2015 and 2018, FCM and City for All Women Initiative (CAWI) worked in partnership to advance gender equality and inclusion in the FCM *Diverse Voices for Change Initiative*. FCM would like to thank CAWI, its project advisory group, five partner municipalities, the City of Edmonton (Alberta); Halifax Regional Municipality (Nova Scotia), the City of London (Ontario); the City of Montréal (Québec); the Municipality of Sioux Lookout (Ontario) and their community partners for their leadership, dedication and expertise in developing intersectional gender-based tools and approaches for municipalities. FCM would also like to acknowledge the 250 women across all diversities who participated in focus groups, workshops and community-based activities to inform and inspire the content of this work.

FCM gratefully acknowledges Status of Women Canada for their financial support.



**Status of Women
Canada**

**Condition féminine
Canada**

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MUNICIPAL SOURCES

City of Whitehorse, Yukon

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=1&LANG=Eng&GK=CS-D&GC=6001009>

City council statistics: <http://www.whitehorse.vic.gov.au/Councillors.html>

City of Vancouver, British Columbia

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=1&LANG=Eng&GK=CSD&GC=5915022>

City council statistics:

<https://vancouver.ca/your-government/city-councillors.aspx>

City of Edmonton, Alberta

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=1&LANG=Eng&GK=CSD&GC=4811061>

City council statistics:

https://www.edmonton.ca/city_government/mayor-city-councillors.aspx

City of London, Ontario

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=7&LANG=Eng&GK=CS-D&GC=3539036>

City council statistics:

<https://www.london.ca/city-hall/city-council/Pages/default.aspx>

City of Ottawa, Ontario

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-csd-eng.cfm?LANG=Eng&GK=CSD&GC=3506008&TOPIC=1>

City council statistics:

<https://ottawa.ca/en/city-hall/mayor-and-city-councillors>

Municipality of Sioux Lookout, Ontario

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=1&LANG=Eng&GK=CS-D&GC=3560034>

City council statistics:

<http://www.siouxlookout.ca/en/your-local-government/council.asp>

City of Montréal, Québec

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=7&LANG=Eng&GK=CS-D&GC=2466023>

City council statistics: http://ville.montreal.qc.ca/portal/page?_page-id=5977,88597571&_dad=portal&_schema=PORTAL

Halifax Regional Municipality (HRM), Nova Scotia

Municipal statistics: <http://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-CSD-Eng.cfm?TOPIC=1&LANG=Eng&GK=CSD&GC=1209034>

City council statistics: <https://www.halifax.ca/city-hall/districts-councillors>

APPENDIX 1

DIVERSE VOICES FOR CHANGE - ENVIRONMENTAL SCAN PARTICIPATING MUNICIPALITY SURVEY

Please provide the following information about your municipality

Contact Name:

Title:

Municipality:

Telephone:

Email:

Note: in asking about equity groups we are referring to the populations of women that are the focus of this project: racialized/visible minority, indigenous or a recent immigrant. We recognize that women in other equity groups face additional challenges in having their voices heard, but we concentrate on these three as it is the focus of this project.

- Visible minority refers to “persons, other than Indigenous peoples, who are non-Caucasian in race or non-white in colour”. Here, we use the preferred term racialized, interchangeably, referring to the classifications of people into racial groups by reference to signs of origin – such as skin colour, hair texture and place of birth.
- Recent Immigrant refers to persons who have arrived in Canada in the last 10 years.
- Indigenous Peoples refer to First Nations, Métis and Inuit.

SECTION A: MUNICIPAL PROFILE

1. How would you describe your municipality? Check one or more.

- Urban
- Suburban
- Rural
- Northern
- Remote
- Other

2. What is the population of your city (2011 Census)?

3. What is the ethno-cultural composition of your municipality?

(2011 Census data, in case of a significant shift in population since that time, note that as well)

Ethnocultural group Indigenous Peoples (First Nations, Métis, Inuit)	Percentage municipality's population (%)	If significant shift in populations since 2011 census, current estimated % of municipalities population
Racialized/ visible minority (non-Indigenous) (e.g., South Asian, Chinese, Black, Hispanic, Japanese)		
Neither indigenous nor racialized/ visible minority (origins may include British, French, Italian, etc.)		

4. What is the first language make-up in your municipality as calculated by Question 16: in 2011 National Household Survey – “What is the language that this person first learned at home in childhood and still understands?”

- English
- French
- Other: Specify

5. What percentage of your population is a recent immigrant (last 10 years)? Please refer to your Local Immigration Partnership for most up to date statistics:

SECTION B: PARTICIPATION OF WOMEN IN MUNICIPAL GOVERNANCE

City Council

1. In the table below, note the number of City Councillors and the number of female Councillors, currently and in the previous two terms.

	Number of City Councillors	Number of female City Councillors
Currently		
Last term		
Term before that		

2. A) In the table below, note the number of members of City Councillors and the number of female Councillors who are from one of the equity groups. (SNA – Statistics Not Available)

	Number of City Councillors who are:			Number of female City Councillors who are:		
	Racialized	Indigenous	Recent Immigrant	Racialized	Indigenous	Recent Immigrant
Currently						
Last term						
Term before that						

B) Name the committees which there are women from equity-seeking groups:

3. In the table below note whether your mayor is/has been female or not, and whether he/she is a member of an equity group:

	Female Mayor		Is your Mayor from one of the equity groups:		
	Yes	No	Racialized	Indigenous	Recent Immigrant
Currently					
Last term					
Term before that					

4. How many women ran to be a City Councillor in the last 3 elections?
(SNA - Statistics Not Available)

Last election
Election proceeding
Election before that

5. In the last 3 elections, how many total City Councillor candidates were there overall and how many female candidates were from one of the equity groups? (SNA - Statistics Not Available)

	Total number of candidates in the election	Number of candidates who are:			Number of female candidates who are:		
		Racialized	Indigenous	Recent Immigrant	Racialized	Indigenous	Recent Immigrant
Last election							
Election proceeding							
Election before that							

6. How many women ran for Mayor in the last 3 elections?

Last election:
Election proceeding:
Election before that:

7. In the last 3 elections, how many Mayor Candidates were there overall and how many female Mayor Candidates are from one of the equity groups?

	Total number of candidates in the election	Number of mayoral candidates who are:			Number of female mayoral candidates who are:		
		Racialized	Indigenous	Recent Immigrant	Racialized	Indigenous	Recent Immigrant
Last election							
Election proceeding							
Election before that							

8. Has the municipality taken these steps to encourage women to run for City Council or to support women running? These may have been sponsored or co-sponsored by the municipality.

- Campaign Schools
- If yes, please provide details (dates, etc.):
- Head Start for Young women
- Mentorship
- Other

9. Do you have an evaluation of the impact this had?

ADVISORY COMMITTEES

1. Do you have Advisory Committees (resident committees that report directly to council)?

- Yes
- No

How many?

If so, please list all of them:

2. In the table below, note the number of members of Advisory Committees, and the number of female members, currently and in previous terms. (SNA - Statistics Not Available)

	Number of Advisory Committee members	Number of women on Advisory Committees
Currently		
Last term		
Term before that		

3. In the table below, note the number of Advisory Committee members who are from one of the equity groups, and number of female Councillors in those equity groups. (SNA - Statistics Not Available)

	Number of Advisory Committee members who are:			Number of female Advisory Committee members who are:		
	Racialized	Indigenous	Recent Immigrant	Racialized	Indigenous	Recent Immigrant
Currently						
Last term						
Term before that						

4. How many Advisory Committees are currently chaired by women?

5. How many of these female chairs would identify as being from one of the equity groups (i.e. racialized, Indigenous, recent immigrant)?

6. How are appointments for Advisory Committees made in your municipality?

- In camera process
- Public process
- Other

7. Is a gender and diversity lens applied in the recruitment and selection process of Advisory Committees?

- Yes
- No
- Don't know

SECTION C: WOMEN IN MANAGEMENT

1. In the table below, note the number of managers and the number that are female managers.

Number of	Total	Female
Senior Managers		
Middle Manager		

2. In the table below, note the number of managers overall (senior and middle) and female managers who are from one of the equity groups.

Number of Managers who are:			Number of female Managers who are:		
Racialized	Indigenous	Recent Immigrant	Racialized	Indigenous	Recent Immigrant

SECTION D: POLICIES AND PRACTICES ON MUNICIPAL CONSULTATION

1. Does your municipality have a written policy statement or strategy on public participation?

- Yes, policy
- Yes, strategy
- Yes, other (specify)
- No

(a) If yes, does it include specific recommendations for the inclusion of women in consultation processes? Yes No

(b) Does this policy include specific recommendations for the inclusion of women from equity groups? Yes No

2. Does your municipality use a gender assessment or equity and inclusion tools to take into account the different needs of women and men when developing policies, programs and services?

- Always
- Most of the Time
- Some of the Time
- Never
- (SNA - Statistics Not Available)

3. Is there training available:

For elected officials

- (a) On gender analysis Yes No
- (b) Equity and inclusion Yes No

For municipal staff

- (a) On gender analysis Yes No
- (b) Equity and inclusion Yes No

4. Does your municipality have policies whose aim is to enhance women's equality?

- Gender Policy
- Equity/Diversity Policy
- Other, Please specify

5. Please check the gender or equity specific tools used in your municipality:

- Equal Opportunity Program for Hiring
- Gender Equity Action Plans
- Gender Impact Assessments
- Collection of Sex Disaggregated Data
- Targeted Consultation with Women's Groups
- Women's Safety Audits
- Gender Lens
- Equity and Inclusion Lens
- Other tools for enhancing engagement of people in equity groups
- Please specify

6. Do you have specific initiatives that seek to involve women from diverse communities? If so, what are they?

7. Has there been an evaluation on the effectiveness of these tools or initiatives in engaging women from a diversity of backgrounds?

8. Does your municipality keep statistics on who attends public consultations:

- By gender
- Yes
- No
- Sometimes

By diversity (Indigenous, Recent Immigrant, Racialized)

- Yes
- No
- Sometimes

9. At the last two public consultations, what was the percentage of women in attendance?

Topic	Percentage				We didn't collect this information
	Over 50%	35-50%	15-35%	Less than 15%	
	Over 50%	35-50%	15-35%	Less than 15%	

CIVIC PARTICIPATION

1. Is there training for residents to know how city government works and how to make their views known?

- Yes (Specify)
- No

(a) Who sponsors it?

(b) What is the gender profile (percentage) of the participants?

	Percentage				We didn't collect this information
Male	Over 50%	35-50%	15-35%	Less than 15%	
Female	Over 50%	35-50%	15-35%	Less than 15%	
LGBTQ2	Over 50%	35-50%	15-35%	Less than 15%	

(c) What is the equity profile (percentage) of the participants?

	Percentage				We didn't collect this information
Racialized	Over 50%	35-50%	15-35%	Less than 15%	
Indigenous	Over 50%	35-50%	15-35%	Less than 15%	
Recent immigrant	Over 50%	35-50%	15-35%	Less than 15%	

(d) Are considerations of barriers that women from diverse backgrounds face taken into consideration? If yes, how?

2. Is there an organization in the community who promotes the civic participation of women in your city government? Or an organization that engages immigrants, Indigenous or racialized communities, women among them?

Please name them.

APPENDIX 2

OUTCOME MAPPING

A participatory approach to plan, monitor, and evaluate actions towards gender equality in municipal governance. Outcome Mapping is a methodology for planning and assessing projects and programs. It is commonly used by development programs that are working towards systemic change in complex environments. In the outcome mapping approach, outcomes are defined as behavioural changes that play an influential role in the change process.

At the planning stages, outcome mapping helps a program to:

- be specific about the actors (e.g. individuals, groups, or organizations) that it intends to target and influence to achieve their ultimate goals;
- identify the changes in behavior, relationships, activities and actions it hopes to see in these actors; and
- design appropriate strategies to achieve these changes.

Outcome mapping recognizes that change is a gradual process. It equips programs to identify this progression of change for each actor that they can directly influence, and to plan their strategies accordingly. For ongoing monitoring, outcome mapping provides a set of tools to gather information and measure the observable changes in the key actors, both anticipated and unanticipated.

STRENGTHS

- Participatory in nature, outcome mapping involves a full range of stakeholders to encourage ownership, raise consciousness, build consensus, and empower communities.
- Outcome mapping is designed for complex environments involving multiple actors and interconnected systems; it helps programs focus on their sphere of influence.
- Outcome mapping can be used in tandem with other planning and assessment methodologies.

POSSIBLE LIMITATIONS

- Requires skilled facilitation.
- Resource-intensive: a dedicated budget and sufficient time should be allocated.
- In some contexts, there could be resistance to the participatory approach if trusting relationships or buy-in to the process aren't established beforehand.

CASE STUDY: GENDER EQUALITY IN MUNICIPAL GOVERNANCE

In March 2018, FCM conducted outcome mapping workshops at the Halifax Regional Municipality and the City of Montréal to support the municipalities' action planning on gender equity and diversity. The municipalities articulated the incremental changes they would like to see in the City Council, advisory boards, committees, business units. They identified concrete strategies to contribute to these results. The workshops brought together diverse stakeholders (primarily women), including community partners and residents, municipal staff and managers, city councilors, and provincial government representatives.

For additional resources on outcome mapping, visit <https://www.outcomemapping.ca/>

Attachment 4

ADMINISTRATIVE ORDER NUMBER 2019-004-GOV RESPECTING THE WOMEN'S ADVISORY COMMITTEE IN THE HALIFAX REGIONAL MUNICIPALITY

BE IT RESOLVED AS AN ADMINISTRATIVE ORDER of the Council of the Halifax Regional Municipality under the authority of the *Halifax Regional Municipality Charter*, as follows:

Short Title

1. This Administrative Order may be known as the *Women's Advisory Committee Administrative Order*.

Interpretation

2. In this Administrative Order,

(a) "business unit" means an administrative unit of the Municipality responsible for the delivery of those services assigned to the unit from time to time by the Chief Administrative Officer;

(b) "Committee" means the Women's Advisory Committee;

(c) "Council" means the Council of the Halifax Regional Municipality;

(d) "Municipality" means the Halifax Regional Municipality;

Purpose

3. The purpose of this Administrative Order is to establish a Committee, to be called the Women's Advisory Committee, which will advise the Municipality on the impact of municipal policies, programs and services on women.

The Women's Advisory Committee

4. There is hereby established a Women's Advisory Committee.

Objectives

5. The advice provided by the Committee will be guided by the following objectives:

(a) the full participation of all women in civic and community affairs by ensuring that policies, programs and services do not impose barriers to such participation;

(b) increased civic and community awareness regarding women within the Municipality by promoting effective communication;

(c) the elimination of barriers facing women; and

(d) the provision of an equitable opportunity for the Municipality's women to voice their views by monitoring the effectiveness of the Municipality's policies, programs and services.

Duties of the Committee

6. The Committee shall advise Council, through the Executive Standing Committee, on matters related to women as follows:

(a) receive and review municipal policies, priorities and decisions using a gender lens, for items directed to the Committee by Council or a Standing Committee of Council, or on its own initiative with direction from the Executive Standing Committee, and to make recommendations;

(b) advise on mechanisms to engage and empower women to fully participate in the political process at the municipal level;

(c) advise on mechanisms to promote community leadership development for women in the municipality;

(d) provide information and resources about women's gender-based issues to Council, including the use of Gender-Based Analysis Plus; and

(e) advise and make recommendations about strategies designed to achieve the objectives of the Committee.

7. The Committee shall advise business units, through the Chief Administrative Officer, in responding to gender-based issues and concerns of women when requested to do so by the Chief Administrative Officer.

8. The Committee may advise the municipality on matters relating to its participation in the UN Safe Cities and Safe Public Spaces Programme.

9. The Committee may develop an annual work plan for approval by Executive Standing Committee.

Administrative Order One

10. Except as herein provided, the provisions of Administrative Order One, Respecting the Procedures of Council, shall apply to the Committee.

Public Appointment Policy

11. Except as herein provided, the provisions of the Public Appointment Policy shall apply to the Committee.

Membership

12. The nominating body for membership on the Committee shall be the Executive Standing Committee, which shall make recommendations to Regional Council.

13. The Committee shall be comprised of ten (10) members:

(a) two (2) members of Council; and

(b) eight (8) women, appointed in accordance with section 11, and with at least one woman from each of the rural, suburban, and urban areas of the municipality.

14. The Committee shall include women from the following communities:

- (a) African Nova Scotian and Black communities;
- (b) Indigenous/aboriginal communities;
- (c) LGBTQ2S+ communities;
- (d) Immigrant communities;
- (e) Women with disabilities, and
- (f) Francophone/Acadian community.

15. The Committee shall elect annually a Chair and Vice-Chair from among the members of the Committee.

Term of Membership

16. Subject to section 17, each member shall be appointed for a term of two years.

17. Appointments for the first committee will have five members appointed for a term of two years, and five members appointed for a term of three years.

Reporting

18. The Committee shall submit a written report of activities annually to the Executive Committee.

19. The Chair, or designate, may present the annual report to a meeting of the Executive Standing Committee.

20. The Committee may make reports to the Executive Standing Committee on the activities of the Committee as necessary, or as requested, together with such other presentations that the Committee may deem advisable.

Sub-Committees

21. (1) Subject to (2), the Committee may appoint sub-committees, consisting of members of the Committee, to report to the Committee on matters that the Committee determines require further investigation.

(2) A work plan, identifying issues, goals, time frame, scope of work and resources required, shall be submitted by the Committee to the Executive Standing Committee for approval by Council prior to the Committee establishing a sub-committee.

22. The Committee shall appoint one of its members to chair the sub-committee at the time it constitutes the sub-committee.

23. Sub-committees shall report directly to the Committee.

Meetings

- 24. The Committee shall meet no less than six times per year.
- 25. The Chair, in consultation with staff of the Office of the Municipal Clerk, shall be responsible for calling all meetings of the Committee and for setting the agenda.
- 26. In the absence of the Chair or Vice-Chair, the members of the Committee may select a member to chair the meeting.

General

- 27. Each member of the Committee shall serve without remuneration, but may be reimbursed by Council for any necessary expenses incurred while engaged in official duties, provided that such expenses are approved by Council in advance.
- 28. The Chief Administrative Officer may assign Municipal staff with the required expertise to advise the Committee as required.

Done and passed in Council this day of , 2019.

Mayor

Municipal Clerk

I, Kevin Arjoon, Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above-noted Administrative Order was passed at a meeting of Halifax Regional Council held on XXXXXXX, 2019.

Kevin Arjoon, Municipal Clerk

Notice of Motion: -----, 2019

**ATTACHMENT 5
(Amending Administrative Order)**

**HALIFAX REGIONAL MUNICIPALITY
ADMINISTRATIVE ORDER NUMBER 1
THE PROCEDURE OF THE COUNCIL ADMINISTRATIVE ORDER**

BE IT RESOLVED as an Administrative Order of the Council of the Halifax Regional Municipality that Administrative Order 1, the Procedure of the Council Administrative Order is further amended as follows:

1. Section 15 of Schedule 6 is amended by adding a row in the table following the row that begins with "Accessibility Advisory Committee (formerly Person with Disabilities)" and before the row that begins with "Youth Advisory Committee":

Women's Advisory Committee	Advisory	Recommend Members to the Council.
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Done and passed in Council this day of A.D. 2019

Mayor

Municipal Clerk

**ATTACHMENT 6
(Showing Proposed Changes)**

**HALIFAX REGIONAL MUNICIPALITY
ADMINISTRATIVE ORDER NUMBER 1
THE PROCEDURE OF THE COUNCIL ADMINISTRATIVE ORDER**

SCHEDULE 6: EXECUTIVE STANDING COMMITTEE TERMS OF REFERENCE

Standing and Advisory Committee

15. The following Committees shall be advisory committee or liaison with the Executive Standing Committee:

COMMITTEE	TYPE	APPOINTMENT
Accessibility Advisory Committee (formerly Person with Disabilities)	Advisory	Recommend Members to the Council.
Women's Advisory Committee	Advisory	Recommend Members to the Council.
Youth Advisory Committee	Advisory	Recommend Members to the Council.