



ONTARIO
EQUAL PAY COALITION

IT'S TIME FOR A FAIR ONTARIO FOR WOMEN

**MAKING ONTARIO'S BUDGET WORK FOR ONTARIO'S
WOMEN**

**SETTING THE FINANCIAL PRIORITIES WHICH WILL LEAD
TO AN ONTARIO WITH A 0% GENDER PAY GAP IN 2025**

**PRE-BUDGET CONSULTATION SUBMISSION
FEBRUARY 2, 2016**

CONTENTS

Introduction 2

The Equal Pay Coalition..... 3

Ontario's Gender Pay Gap 3

Coalition's January 18, 2016 Brief to the Gender Wage Gap Review 5

Closing the Gender Pay Gap is a Mandatory Human Rights Obligation 7

Ontario's Commitments to Close the Gender Pay Gap and Apply Gender Lens..... 8

Gender Based Budgeting and Lens 8

Ontario's April, 2015 Budget for 2015-2016 10

Shrinking Governments: The Austerity Agenda and Government’s Declining Role as an Equality Defender..... 11

Gender Lens and Equity Analysis – Questions and Issues to Consider..... 14

Recommendations for Closing the Gender Pay Gap by 2025..... 16

Immediate Recommendations for Closing the Gender Pay Gap by 3% in 2016 16

Concluding comments..... 18

Introduction

1. Since the Ontario budget affects everyone, it is time to start making it work for Ontario women. This submission calls for Ontario's 2016-2017 Budget to start developing the financial roadmap to economic equality for Ontario women. Ontario needs a Budget which is fully responsive to the province's needs with respect to gender and equity and consistent with the Government's commitment to close Ontario's Gender Pay Gap.
2. Ontario women on average annually earn only 68.5% of what Ontario men earn – a 31.5% gender pay gap. Steps need to be taken to close that gap to 0% by 2025.
3. It is time to have a frank discussion about the ways in which the Ontario government relies upon and leverages that gender pay gap in order to meet its other priorities and objectives. Each year Ontario's Budget relies upon Ontario women to continue performing underpaid but valuable work so that government can deliver public services at the lowest possible cost. Each year the Budget fails to set aside the necessary monies to close identified pay equity gaps found

under the *Pay Equity Act* and experienced by those doing women's work for the public sector. This needs to stop.

4. Instead, the Ontario Budget needs to start playing a positive role as part of the transformation process which will be needed in government and business decision-making in order to close the gender pay gap. The Budget needs to be a source of equity not inequity. It is time for gender and equity based budgeting which is aimed at promoting women's economic equality and closing the gender pay gap by 2025. The Coalition has called for a 3% reduction in the gender pay gap in 2016 to bring the gap down to 28.5%. The Ontario Budget for 2016-2017 must play a central role in doing that. As a result, the Coalition has some immediate recommendations which are outlined later in this submission.

The Equal Pay Coalition

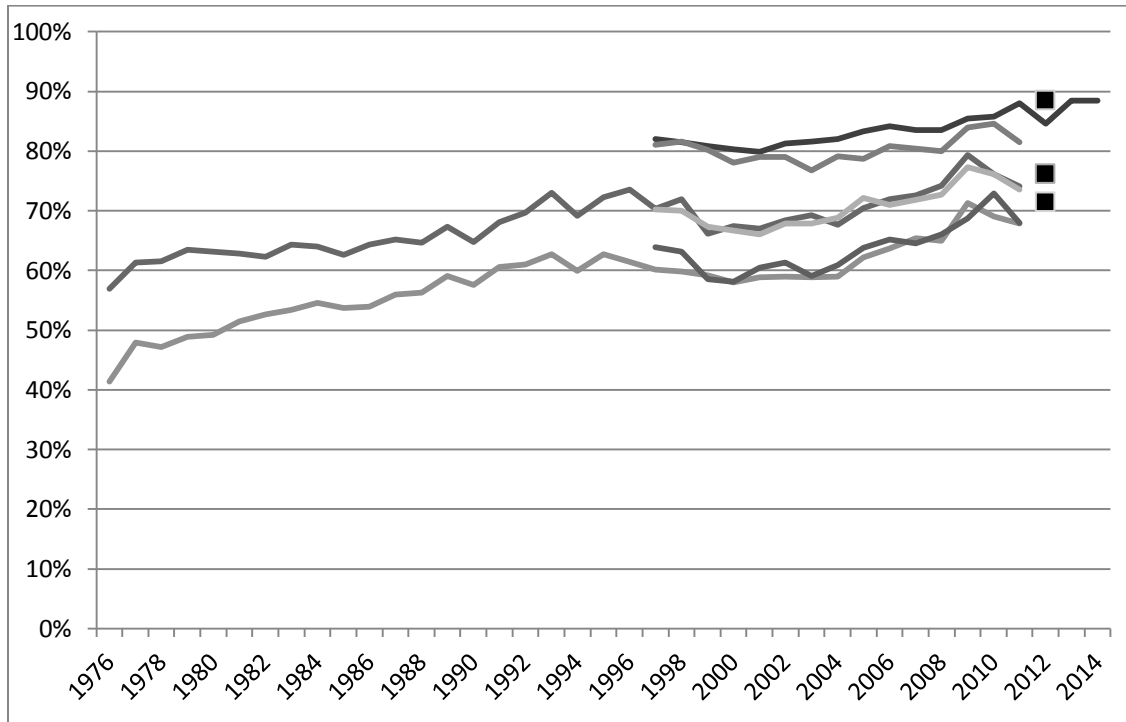
5. The Equal Pay Coalition is an organization of over 30 women's groups, trade unions, community groups and business organizations that was formed in 1976 to secure action through laws, collective bargaining and other policies and practices to eradicate Ontario's gender pay gap. A background history of the Coalition's campaigning and a list of its member organizations is found at **Appendix A** to this submission and further information is available at www.equalpaycoalition.org.
6. Forty years later the Coalition continues to pursue its vision that Ontario will have a labour market with a 0% gender pay gap and is calling for planning and action on many levels to accomplish that goal within 10 years by 2025.

Ontario's Gender Pay Gap

7. Some progress has been made in narrowing the gender pay gap since the 1970's as shown in the chart below. Yet a substantial gender pay gap persists which shows no signs of closing without active intervention to transform existing practices. This gender pay gap exists regardless of whether the gap is measured by average annual earnings (2011), (31.5%) full time full year earnings (26%) or hourly wages(12%).¹ The 31.5% gap means that women earn on average

1 Chart prepared by expert statistician Richard Shillington based on Statistics Canada data using the three measures for the gender pay gap, average annual earnings, full time full year earnings and hourly wages. This data does not include the value of the differences in benefit entitlements between men and women which would increase the pay gap. See discussion of this data and sources in Mary Cornish, *A Growing Concern: Ontario's Gender Pay Gap* (Toronto: Canadian Centre for Policy Alternatives, 2014) at pp.8-11. See CANSIM Table 202-0102 Statistics Canada, Average Male and Female Earnings and female to male earnings ratio by work activity, 2011, Ontario, all earners and full time full year. See Table 282-0072 Labour Force Survey Estimates wages of employees, NAICS Ontario, hourly wage rate.

\$33,600 annually while men earn \$49,000 – a difference of \$15,400 less!²



Top Line: Hourly Wage 1984 - 2014

Centre Line: Full Time/Full Year

Bottom Line: All Earnings

8. While all three statistical measures contribute in different ways to understanding the gender pay gap, the Coalition relies primarily on the "average annual earnings" gap of 31.5%, as it is the best measure of how the pay gap translates at the end of the day into the unequal earnings women have to support their families.
9. By appointing the current Gender Wage Gap Review process, the government recognizes that current actions have not worked to make the necessary progress to close the gap. A new Strategy is needed.
10. Ontario's 31.5% gender gap in annual earnings relative to men covers women across the range of work arrangements from employees, to those who are

2 See CANSIM Table 202-0102 Statistics Canada, Average Male and Female Earnings and female to male earnings ratio by work activity, 2011, Ontario, all earners.

dependent contractors, and to those who are truly self-employed.³ As noted by the Review's consultation documents, while there are variations in the size of the gap, women across this entire spectrum suffer a real and enduring gender pay penalty and do so throughout the entirety of their working lives.

11. See the below-noted EPC January 18, 2016 Submission for a more extensive review of the gender pay gap in Ontario.

Coalition's January 18, 2016 Brief to the Gender Wage Gap Review

12. The Coalition has recently made the attached detailed submission to the Government's Gender Wage Gap Review Steering Committee dated January 18, 2016 - "Securing Human Rights Justice for Women's Work – The Path to a 0% Gender Pay Gap by 2025."
13. The Coalition in its campaigns has called for action on twelve steps to get to a 0% gender pay gap. These steps - outlined in Appendix C to the above Brief – are: (1) Treat as Human Rights Priority; (2) Equal Pay Days and Education/Awareness; (3) Develop Closing the Gender Pay Gap Plans; (4) Expand and Enforce Pay Equity Promoting Laws; (5) Implement Employment Equity Laws and Policies; (6) Promote Access to Collective Bargaining Protection; (7) Increase the Minimum Wage; (8) Provide Affordable and Accessible Child Care; (9) Mainstream Equity Compliance into Government Laws and Policies; (10)Mainstream Equity Compliance into Business Practices; (11) End Violence Against Women: and (12) Secure Decent Work for Women.⁴
14. With the work now to design a specific and comprehensive strategy to close the gender pay gap, the Coalition through its January 18, 2016 Brief, has deepened its analysis to develop a comprehensive strategy focussed on the specific dynamics that drive and sustain the pay gap. To take effective action, each dimension of discrimination needs to be addressed through consciously targeted reforms that understand how and why they connect to eradicating the gender pay gap. The January 18, 2016 Brief sets out a conceptual framework for the Gender Pay Gap Strategy that addresses the following themes:
 - (a) Part II examines the critical importance of anchoring the gender pay gap strategy in a human rights frame. As such, any Strategy must directly confront the reality that closing the gap is a mandatory legal obligation, not merely a question of optional best practices or a good business case.

³ Statistics Canada, Table 202-0102 – Average Female and Male Earnings. Ontario, 2013.

⁴ For a discussion of these steps, see Mary Cornish, "10 Ways to Close the Gender Pay Gap", (Toronto: Canadian Centre for Policy Alternatives, 2013); and Mary Cornish, *A Growing Concern: Ontario's Gender Pay Gap* (Toronto: Canadian Centre for Policy Alternatives, 2014). 2 additional steps were added to the original 10 steps, namely ending violence and harassment and securing decent work.

- (b) Part III introduces the systemic discrimination analysis that must inform the identification of root causes of and remedies for the gender pay gap.
- (c) Part IV identifies the gender based analysis and equity lens that is the human rights tool needed to map the discriminatory dynamics which create and sustain the gender pay gap and to develop and monitor the targeted actions needed to close the gap.
- (d) Part V addresses the issue of political economy, mapping the systemically discriminatory dynamics of Ontario's gendered and globalizing labour market, and outlining seven political economy trends that support the persistence of the gender pay gap and that constrain action to eradicate the pay gap ranging. These range from growing and gendered income inequality; persistence of the gender pay gap; flexibility and fragmentation of the workplace; the austerity agenda and declining equality role of governments; the decline of unionization; to the impact of unequal households and unpaid care obligations.
- (e) Part VI maps specific workplace and social dynamics which constrain and forge Ontario women's unequal earnings ranging from discrimination in pay setting through the many barriers women face in accessing decent work with secure hours and pay and equitable employment status and conditions. This section provides the necessary analysis that grounds the above-noted 12 steps.
- (f) Part VII highlights the need for a systemic legal and policy response to systemic labour market discrimination.
- (g) Part VIII reviews Ontario's current inadequate and disconnected legal and policy response to the gender pay gap and recommends the reworking, enforcing and expanding of Ontario's gender pay gap laws and policies to provide for mandatory obligations to address the discrimination dynamics noted above. This includes considering the three key current laws, the *Employment Standards Act, 2000*, the *Pay Equity Act*, the *Human Rights Code* and calling for the reinstatement of a strengthened *Employment Equity Act, 1993* and a new *Closing the Gender Pay Gap Act*.
- (h) Part IX outlines system-wide recommendations to address closing the gender pay gap, including mandatory multi-level action plans and processes at the provincial, ministry, municipal and business levels; the use of annual Equal Pay Days as a tool to educate, monitor and revise the above noted planning to ensure progress is sufficient to meet the 2025 0% gender pay gap goal; and the appointment of a Provincial Labour Market Equality Commissioner and provincial and local Closing the Gender Pay Gap Roundtables of stakeholders including women's representatives to coordinate and lead this large scale transformation process.

- (i) Part X, using a gender and equity lens and tracking the discriminatory practices mapped in Part VI, outlines some specific recommendations for legal and policy interventions that are necessary elements of a gender pay gap strategy that can effectively target and transform practices in order to establish secure protection for equitable pay.
 - (j) Part XI outlines the next steps forward to respond to and end this human rights crisis. It calls for Ontario governments and businesses, working with women and their representatives and other equality seeking groups to give the issue a high priority and to plan and track progress over the years towards the goal of fully closing the gender pay gap - hitting the target of a 0% gap – by the year 2025 as well as immediate steps which need to be taken in 2016 to get the gap closed by 3% to 28.5%.
15. The Coalition requests that this submission and its recommendations be carefully reviewed by the Ministry of Finance as it prepares the 2016-2017 Budget.

Closing the Gender Pay Gap is a Mandatory Human Rights Obligation

16. As set out in detail in Part II of the Coalition's attached January 18, 2016 Brief including Appendix B to that Brief, "Pay and Employment Equity for Women: International Human Rights obligations", women in Ontario have the fundamental human right under domestic and international law to be free from systemic sex discrimination.
17. A "right" is just that – it is a legal entitlement that must be enforced. It is not a privilege. It is not optional or merely a "best practice" recommendation. It must be secured. The current 31.5% gender pay gap is a human rights crisis which must be addressed as such.
18. Ensuring that this human rights goal is met requires mandatory human rights analysis and planning using a gender and equity lens at all levels of government and in workplaces and communities across the province. This includes short- and long-term plans, goals, targets and monitoring of results. These measures are the way in which the Government can carry out its human rights obligations to Ontario women to ensure they can work in a labour market freed of systemic gender discrimination.
19. Reorienting the Ontario budget dialogue to focus on the priority human rights mandate, with a set compliance date and a gender based planning/action/monitoring focus, is essential if there is serious commitment to closing Ontario's gender pay gap.

Ontario's Commitments to Close the Gender Pay Gap and Apply Gender Lens

20. The Premier has mandated the Minister of Labour to: Develop a Wage Gap Strategy

“Women make up an integral part of our economy and society, but on average still do not earn as much as men. You will work with the Minister Responsible for Women’s Issues and other ministers to develop a wage gap strategy that will close the gap between men and women in the context of the 21st century economy.”⁵

21. The Premier has mandated the Minister Responsible for Women’s Issues to:

“to collaborat(e) with colleagues across government to ensure that a gender lens is brought to government strategies, policies and programs.”⁶

to “play a key role in ensuring that every person who identifies as a woman or a girl is able to participate as a full member of our society, exercise their rights – and enjoy their fundamental freedoms in the social, economic and civil life of our province. Your priority will be to promote gender equality in Ontario, reflecting the diversity of our communities by taking a comprehensive approach to addressing the social and economic conditions that create inequalities.”

Gender Based Budgeting and Lens

22. Many years ago, in 2009 the Equal Pay Coalition met with senior representatives of the Ministry of Finance to review the EPC 2008 Framework for Action⁷ and to call for the application of by the Ministry of Finance of a gender and equity sensitive budgeting process which would work to close Ontario's gender pay gap.
23. A gender and equity lens examines existing differences between women's and men's socio-economic realities as well as the differential impacts on women and men of proposed and existing policies, programs, budgets, legislative options, and agreements. Such a lens also examines the differential impacts suffered by women who suffer from higher pay gaps because they are racialized, Indigenous, have disabilities, are immigrants or other disadvantages. The lens then helps government actors to work to eliminate inequitable differential impacts and

⁵ Letter from Premier Kathleen Wynne to Minister of Labour Kevin Flynn dated September 25, 2014, <http://www.ontario.ca/government/2014-mandate-letter-labour>.

Letter from Premier Kathleen Wynne to Minister Responsible for Women’s Issues, Tracy MacCharles dated September 25, 2014, <http://www.ontario.ca/government/2014-mandate-letter-womens-directorate>.

⁷ Equal Pay Coalition 2008 Framework for Action, www.equalpaycoalition.org

promote economic and social equality for women across the economic spectrum and across the diversity of inequalities suffered by women. As demonstrated in what follows, other jurisdictions recognize that budget-development practices are a crucial part of this urgent and necessary process.

24. Since that meeting in 2009, no steps have been taken by the Ministry of Finance or other government departments to incorporate such a lens in the budgetary process.
25. On March 27, 2015, the Equal Pay Coalition conducted a training session for Ontario government staff at the Macdonald Block – "Applying A Gender Lens to Closing Ontario's Gender Pay Gap". This attached training document contains an extensive review of the use of gender based analysis and budgeting both domestically and internationally which we ask the Ministry to review and incorporate into its 2016-2017 budgetary analysis and determinations. This document includes the following sections which reveal the wide use of such analysis which is so sorely missing in Ontario's budgeting process:
 - (a) Clarifying Concepts - Gender, Sex, Diversity, Equity
 - (b) Federal Commitments and Statutory Obligations to Perform Gender Based Analysis
 - (c) Canadian Human Rights Commission Gender Integration Framework
 - (i) Purpose and Importance of Framework and Intersectionality
 - (ii) Annex A – Eight Steps in Gender Analysis (GA)
 - (d) Status of Women Canada, GBA+ Gender-Based Analysis Plus
 - (e) Aboriginal Affairs and Northern Development (2014) Working Guide on Gender Based Analysis
 - (i) GBA - Principles, Advantages and Conditions That Promote It
 - (ii) Integration of GBA in Your Work
 - (iii) The Seven Components of GBA
 - (f) Gender Impact Assessment (GIA) International Labour Organization
 - (i) Background and Methodology
 - (ii) Spectrum of Gender Dimensions

- (iii) Importance of Consultation, Monitoring, Sex Disaggregated Data and Sufficient Resources
- (g) Gender Impact Assessment (GIA) - EU Resources/Toolkits
- (h) Gender Impact Assessment (GIA) –International Development Context
WEED - Gender Impact Assessment Toolkit – Steps

Ontario's April, 2015 Budget for 2015-2016

26. Ontario announced on April 20, 2015 that "Closing the Wage Gap between men and women in part of the government's economic plan for Ontario". That was a great statement by the Minister of Labour but it is meaningless if nothing is done to embed that goal actually in the Government's economic plan.
27. Despite the Premier's commitment to close Ontario's gender pay gap and incorporate a gender lens in government programs, policies and practices, no such lens was evident in the 2015 Budget released shortly thereafter.
28. "Building Ontario Up – Ontario's 2015 Budget" is about 426 pages long but makes only two references to the term "women" and none to "gender", "sex", "female" or "male". With the exception of references to eliminating sexual violence and harassment—which is one of the steps to pay equality—for all intents and purposes, women and their unequal pay compared to men is invisible in this economic plan.
29. The Premier has mandated Ontario's Treasury Board Minister and Finance Minister to constrain public sector pay, to implement program review savings targets and otherwise find savings by transforming public services, reducing costs and acting on the 2012 *Report of the Commission on the Reform of Ontario's Public Services* ("the Drummond Report) which prescribed austerity measures that identified no less than 362 places to cut spending. The 2015 Ontario budget claims the province is "moving forward with about half of the 362 recommendations" and promises to implement a total of 60% of the recommendations.
30. The Drummond report calls on the government to consider putting out to tender more public services to save costs. Tendering to the lowest bidder who meets the requirements will widen the pay gap. For example, Ontario's initial tendering process in the home care sector made it almost impossible for service providers who had adjusted pay to reflect equity requirements to win a competitive bid and keep their contract.

31. These austerity measures are being taken without any gender lens or concern for the impact which this will have on women, their earnings and livelihoods and the closing of the gender pay gap. It appears that this same process is being used right now to prepare the 2016-2017 Budget. This submission requests that this process be immediately infused with a gender and equity lens which will result in a Budget which starts to close Ontario's gender pay gap. The Coalition's immediate recommendations in that regard are set out below.
32. Why is the government playing such a negative role? The answer lies in the shrinking of governments, the austerity agenda and declining role of the Ontario government as an equality defender.

Shrinking Governments: The Austerity Agenda and Government's Declining Role as an Equality Defender

33. Since the Abella Report and the 1988 *Pay Equity Act*, Ontario governments and public sector organizations have been under siege and have repeatedly been targeted for cuts. The public sector was Ontario women's best chance for equitable pay but privatization and fiscal restraints have eroded the role of the Ontario government as a human rights defender.
34. In the face of a policy choice to refuse to increase revenues to provide for necessary health and social services and equitable pay for the delivery of public services, the Ontario government instead has repeatedly imposed program cuts, compensation restraints, privatization and deregulation. All these actions have directly impacted and sustained Ontario's gender pay gap.
35. With the impact of globalization and the move to deregulate and eliminate "red tape", labour market protections are eliminated or unresponsive to actual rights violations and government resources and services are often being reduced at a time when women workers require greater protections and services.⁸
36. Governments at both the provincial and municipal levels have resisted paying and funding women's work at what it is worth and have used the uncertain economic times to either freeze women's pay at discriminatory levels or to make matters worse for women by creating more precarious and low paid work. These are the dynamics we need to name and reject.
37. Particularly since the 1990s, the Ontario Government has pursued an austerity agenda which has substantially contributed to creating, sustaining and often

8 M. Cornish, "Closing the Global Gender Pay Gap: Securing Justice for Women's Work," *Comparative Labor Law & Policy Journal* 28:2 (Winter 2007): 219.

widening the gender pay gap for women workers. This is done in multiple ways, including: (a) pursuing zero growth policies that preclude rectifying existing pay gaps and private public sector jobs which did deliver more secure and equitable jobs; (b) by privatizing critical elements of public healthcare and social services in a way that depends upon women to bridge the care gap through their unpaid or low paid precarious labour; (c) by eliminating social programs that support the training and education of women, such as TARP; (d) by refusing to adopt and fund affordable, accessible childcare, elder care and care for persons with disabilities that would enable women to engage in the labour market and that would provide the women doing that care labour with decent jobs under decent working conditions; and (e) eliminating provincial pay equity funding for pay equity adjustments identified to close the gender gap which were owed to women providing public services in public sector agencies.

38. Austerity is premised on the unfounded notion that cutting government spending, cutting public services, reducing benefits and cutting tax revenues will benefit the economy. The market, it is argued, will fix the gender wage gap. This approach clearly has not worked as evidenced by the persistent gender pay gap. And this ideology has been rejected by many. The new federal government is currently pursuing an agenda of infrastructure spending—not restraint—to stimulate the economy.
39. The Panel's own statistics and the chart at the beginning of this submission demonstrate that the decline in the gender pay gap was largely halted in and around 1996. This is the same year that the intense austerity measures of the Harris government years were introduced. Government spending in social programs was cut, welfare rates were cut by 21%, the size of the provincial public service was drastically reduced, and changes to labour market regulations made it harder for women to join unions.
40. Cuts were also made to institutions with responsibility for oversight of women's pay. For example, the number of investigative officers at that Pay Equity Commission was cut by more than half by 1998 despite the fact that there is widespread non-compliance with the legislation; and these investigative officers have not been replaced in the intervening years.
41. As the Canadian Centre for Policy Alternatives' analysis of Ontario's recent provincial budgets demonstrates, Ontario remains in austerity mode, despite the mounting evidence and warnings by economists that austerity is doing more

harm than good.⁹ In the April 2015 edition of the World Economic Output (WEO) report, which featured data from 16 G20 countries, the International Monetary Fund found no evidence that neo-liberal deregulatory labour market reforms have had any positive impact on economic growth.¹⁰

42. In 2015, the provincial government promised to continue the annual one per cent increases in ODSP and OW rates and provided another top-up to single people without children who are receiving OW. However, these rates remain woefully inadequate. The real value of basic ODSP and OW benefits since 1993 continues to decline and any increases have not caught up to the real value of these benefits prior to the 21% cuts by the Harris government in 1996.
43. In 2015, the government program expenditures were increasing by only 1.4%. This is below what is required to keep up with inflation and population growth. Over the last 5 years, it works out to a decrease in real, per-capita expenditures of 6 per cent, or more than \$7 billion in total.
44. While the provincial government has stated that it's not interested in more austerity, public sector workers and public services are still being squeezed: 400,000 people have been subject to a wage freeze of one to four years since 2012. This year's budget promises more wage freezes or cuts to those who work directly for the government or in publicly funded agencies; once again reducing the deficit on the backs of those who are predominantly women workers.
45. While governments have in an era of neo-liberalism been in retreat, international and domestic human rights obligations as highlighted in Part III of the Coalition's January 18, 2016 Brief, require them to play a vital role in establishing the legal frameworks, policies, social programs, regulation of business conduct, and enforcement of rights that fundamentally create the possibility for gender equality in the labour market.

⁹ Trish Hennessy and Jim Stanford, *More Harm Than Good: Austerity's Impact in Ontario*, Report for the Canadian Centre for Policy Alternatives, March 19, 2013 (available at: <https://www.policyalternatives.ca/more-harm-good>).

¹⁰ International Monetary Fund, *World Economic Outlook: Uneven Growth: Short- and Long-Term Factors*, April 2015, pp. 104-105 (available at: <http://www.imf.org/external/pubs/ft/weo/2015/01/>), (Box 3.5: "The Effects of Structural Reforms on Total Factor Productivity"):

"[...] lower product market regulation and more intense use of high-skilled labor and ICT capital inputs, as well as higher spending on R&D activities, contribute positively and with statistical significance to total factor productivity. [...] In contrast, labor market regulation is not found to have statistically significant effects on total factor productivity [...]."

46. It must be emphasized that an austerity agenda is a deliberate, conscious, policy choice and that it affects women differently than men. Austerity's mantra of deregulation and cuts makes any expenditure on social good and social programs suspect and provides ideological reinforcement to the objective of private sector profit maximization and denigration of social programs. An austerity agenda fundamentally stands in the way of securing equality because it closes off options for reform from the outset by defining them as fundamentally incompatible with the primary agenda of restraint and deregulation.
47. Given the embedded nature of Ontario's persistent gender pay gap, government and business actors need to transform Ontario's economy and workplaces so that they can begin to deliver fair pay to all women and their families. The goal is to do this by bringing the pay gap from its current rate of 31.5% to 0% by 2025.

Gender Lens and Equity Analysis – Questions and Issues to Consider

48. As set out above, gender based analysis, budgeting and impact assessments have been utilized for many years both in Canada and internationally.
49. As the International Labour Organization has stated: "countries should strive to implement gender responsive budgeting (government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfilment of women's rights) with the aim to raise awareness within the government of the gender impact of the budget [...]."¹¹
50. Although a gender lens is used federally and internationally, with many helpful guides for its implementation, no action has yet been taken by the Minister Responsible for Women's Issues to implement processes and requirements for a gender lens throughout government decision-making despite repeated requests by the Coalition for immediate action on this mandate. The current Ontario budget consultations and decision-making are taking place without any gender lens in place.
51. Given the embedded nature of Ontario's persistent gender pay gap in labour market institutions, structures and practices as detailed in Parts V and VI of the Coalition's January 18, 2016 Brief, government and business actors need to use a gender lens in all decision-making so that they can undertake the necessary targeting measures to transform Ontario's economy so that it will deliver fair pay to all women and their families.

11 K. Goulding, *Gender dimensions of national employment policies: A 24-country study*, International Labour Office, Gender Equality and Diversity Branch, Geneva, 2013.

52. Here are some preliminary questions and issues to consider in striving to meet this goal:

- (a) How can the Ontario government's new budget, strategies, policies, programs and laws be developed or existing ones modified so that government and business actions serve to close and not widen Ontario's gender pay gap?
- (b) Assess whether current government budgets, strategies, policies, programs or laws:
 - (i) have a differential impact on the earnings or ability to earn of Ontario men and women and the future earnings of girls and boys;
 - (ii) help to close, widen or have no impact on the gender pay gap;
 - (iii) whether women facing discrimination on multiple or intersecting grounds experience a greater impact on their earnings or ability to earn;
 - (iv) reflect and address the lived unequal compensation experiences of men and women in Ontario;
- (c) Have the assumptions been challenged on which current budgets, policies, strategies, programs or laws are based?
- (d) Have government and business actors taken a pro-active approach to including mechanisms in budgets, strategies, policies, programs and laws to ensure that women's work is not undervalued and is compensated properly and free of discrimination?
- (e) Are there sufficient resources in the budget being made available to support the closing the gender pay gap in Ministry budgets, strategies, policies, programs or laws?
- (f) Is there adequate representation and empowerment of women and their diverse circumstances among those consulted with respect to the above issues?
- (g) Are both women's and men's compensation realities reflected in the way budgetary and other government research is conducted and issues are identified?
- (h) What types of gender-specific and intersectional data on pay and work and employment impacts are available and needed to consider how

budgetary and other government options will have a different impact on men and women and their diverse circumstances and disadvantages?

- (i) How can government actions to close the gender pay gap be linked with and further Ontario's Poverty Reduction Strategy and overall economic planning?
- (j) How will the communications strategies of government ensure that information about the strategy, policy, program or law is communicated to the diversity of women?
- (k) How will closing the gender pay gap concerns be incorporated into the evaluation criteria for budgets, strategies, policies and programs? What indicators will be used to measure the effects on closing the gender pay gap including any effects on specific subsets of women (e.g. with respect to factors such as race, disabilities, Indigenous status)?
- (l) How will strategies to close the gender pay gap be promoted and incorporated into the budgetary and funding decisions and planning of Government Ministries including Treasury Board and Cabinet and in relation to the Broader Public Sector and Contractors and funding of public services?

Recommendations for Closing the Gender Pay Gap by 2025

- 53. The Equal Pay Coalition has set out in Appendix E to its attached January 18, 2016 Brief to the Government's Gender Wage Gap Review its detailed recommendation with respect to closing the gender gap by 2025. The Coalition requests that those recommendations be carefully reviewed by the Ministry of Finance and incorporated as appropriate into Ministry decision-making.

Immediate Recommendations for Closing the Gender Pay Gap by 3% in 2016

- 54. In order to meet the goal of a 0% gender pay gap in 2025, it is necessary to reduce the gender pay gap by 3% in 2016. We are already in February. Much needs to be done immediately to achieve that 2016 goal.
- 55. Accordingly the Coalition makes the following recommendations for action to the Ministry of Finance in preparation for the 2016-2017 Budget.
 - (a) The Government must immediately implement a gender and equity lens into the current 2016-2017 provincial budget process and thereafter, as well as all Cabinet and Ministry decision-making. This process should lead

to a budget in which women's economic needs and interests are prioritized across all areas of the budget.

- (b) Ensure the Ontario Budget 2016-2017 contains the following equality promoting measures which will work to close Ontario's gender pay gap in 2016-2017.
 - (i) any budgetary increases required to facilitate the increase of the minimum wage effective April 1, 2016 to \$15 per hour;
 - (ii) all necessary funding to provide for pay equity adjustments owing at this time under the *Pay Equity Act* or *Human Rights Code* to women who are providing important public services either directly for the Ontario Government or through government agencies or transfer payment agencies;
 - (iii) end the government's fiscal and compensation restraint policies to the extent that they adversely impact the human rights of women to be free from a discriminatory labour market and work against rather than in favour of closing Ontario's gender pay gap;
 - (iv) all necessary funds to ensure that Ministries are provided with all necessary funding to resolve all pay and human rights equity claims made against them;
 - (v) provide for separate streams of funding to close the gender pay gap in Ministry budgeting so that such funds are appropriately recognized as human rights remedies, given the necessary priority and separate status, free from budgetary restraint policies;
 - (vi) ensure all infrastructure and other funding is analyzed and coordinated so that it provides equitable impacts for Ontario women and men;
 - (vii) include positive measures such a funding for accessible and affordable child care and other matters set out in the Coalition's recommendations in Appendix E to its January 18, 2016 Brief.
 - (viii) ensure the Government's gender and equity sensitive budget planning is co-ordinated with other government planning, such as the Poverty Reduction Strategy, economic planning, and other actions to address women's inequality.

Concluding comments

56. Time is ticking away until the target date of 2025. Urgent action is needed starting immediately and continuing over the 10 year period. We need to unlock the promise of Ontario by unlocking the promise in all of Ontario's women.
57. The Coalition requests a meeting with Minister Sousa and his senior staff so that the process and recommendations set out in this submission can be discussed further.
58. It is time to make sure there are concrete plans to ensure those women who are most disadvantaged and suffer greater economic inequalities are given priority attention.
59. The Coalition's January 18, 2016 Brief has detailed the systemic discrimination Ontario women experience throughout their lives which creates and sustains the economic inequalities they face in Ontario's labour market. Getting from 31.5% gender pay gap to 0% will take a tremendous effort. But it is time to put women in all their diversity at the head of line in terms of economic and social priorities. Ontario needs to stop leaving women languishing in lower paid inferior jobs or without jobs at all because of their care responsibilities or the barriers they face in gaining decent work.