



474 Bathurst Street, Suite 300, Toronto, Ontario M5T 2S6

Tel: 416-964-1115 Fax: 416-964-5895 Email: info@equalpaycoalition.org

www.equalpaycoalition.org

Canada's Growing 33% Gender Pay Gap: What Needs to be Done? ¹

Brief of the Ontario Equal Pay Coalition

presented by Mary Cornish to the

Federal Parliamentary Committee on the Status of Women

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The Ontario Equal Pay Coalition was founded in 1976 as a broad-based coalition with the goal of working to close the gender pay gap. The Coalition has over 30 member organizations including business and professional women's organizations, community organizations and trade unions. The Coalition has worked for nearly 40 years to promote women's pay equality. (see equalpaycoalition.org for list of groups and activities)

Part 1 New Commitment and Plan Required to Close Canada's Gender Pay Gap

Canada's pay gap between men and women based on average annual earnings got worse, not better, between 2010 and 2011 – the most recent data available - going up from 32% to 33%.² In 1984, the gender pay gap stood at 43%. 30 years later we have only closed the gap by 10 percentage points. Women still earn only about 67 cents for each dollar men earn – leaving them far behind the male starting line in the labour market. Based on this rate of progress as set out in Appendix A, it will take another 62 years before Canadian men and women take home on average the same earnings each year.

Canada clearly needs its legislators and policy makers to make a new commitment and launch a comprehensive plan with reasonable time frames to end this persistent economic inequality.³ Women's pay is critical to individual, family, community and national prosperity. Women are almost half of Canada's workforce and 62% of Canada's university graduates. Such a large gender pay gap represents a failure to harness the economic potential of Canadian women and impedes Canada's economy recovery and future equitable development. In fact, the Conference Board of Canada awarded Canada a "C" for its gender income gap, behind 10 other western economies. While the EU and many other OECD countries have lower gender pay gaps, Canada and the US lag behind with about the same gender pay gap (Using US measure, both are at 23% based on full time full year median earnings). It's time for speedier progress so Canada retains its competitive position and human rights leadership. Too much harm will be done otherwise.

Gender pay gaps are one of the most enduring features of world labour markets. with many different and intersecting causes.⁴ Clearly current Canadian measures to address pay inequality are not effective enough to counter the many different and intersecting social and economic barriers and prejudice women face in gaining an equal earning position. Given this complexity, closing the gender pay gap requires commitment, planning and many co-ordinated actions by diverse labour market institutions at the national, provincial and municipal levels.

This brief recommends the following 10 key ways to tackle closing the gender pay gap. It highlights a range of municipal, provincial, national and international best practices to guide legislators and policy makers as they work civil society institutions to achieve the goal of building a labour market which delivers equal earnings on average to men and women.

10 Ways: 1) Treat closing the gap as a human rights priority; 2) Raise awareness with annual Equal Pay Days and education; 3) Develop closing the gender pay gap plans; 4) Enforce and expand pay equity laws; 5) Effective employment equity law and policies; 6) Promote access to collective bargaining; 7) Increase the minimum wage; 8) Provide affordable and accessible child care; 9) Mainstream equity compliance into government laws and policies; and 10) Mainstream equity compliance into workplaces and businesses.

But first, this Brief provides a summary answer to the following questions to lay the groundwork: • What is the Gender Pay Gap? • Why Do We Still Have One? • Why Does Closing the Gender Pay Gap Matter to Everyone? Attached as Appendices A-D are various charts which provide the Statistics Canada data relied on in this Brief.

Part 2 What is the Gender Pay Gap?

The gender pay gap represents the difference between the earnings of men and women in a jurisdiction. It can be measured in a number of ways, including total average or median annual earnings, full-time full-year or hourly. While some argue that an hourly measure should be used,⁵ this brief uses average annual earnings as the main gap measure, since it includes all types of work and women represent 7 out of 10 part time workers. It gives the best picture of what earnings Canadian women have available to support themselves and their families each year. It also includes women's self-employment earnings. As well, this measure broadens the dialogue and helps legislators, policy makers, employers and unions focus on the entire gamut of measures that can be deployed to put women in an equal earnings position with men in the labour market. (Note: A decrease in the gender pay gap may not represent actual progress for women but, rather, deteriorating conditions for men – the “composition effect.” As well, focusing only on the hourly gap measure fails to account for predominance in occupations and industries where employers structure their work as part time and temporary. Women's part-time work is often not voluntary.)⁶

The latest 2011 figures (Appendix A) show that Canadian men on average annually take home \$16,000 more than women. Men's average annual earnings increased by \$400 from \$47,800 in 2010 to \$48,100 in 2011 while women's average earnings decreased by \$500.00 from \$32,600 in 2010 to \$32,100 in 2011. Women's earnings in 2011 are only \$400 more than they were in 2008. Canadian men's average annual earnings took a dip with the 2008 recession and started to rebound in 2011. Unfortunately this does not lead to a narrowing of the gender pay gap between 2010 and 2011.

It is also useful to break out the different pay gaps by occupational categories (Appendix B). For example, women in management occupations also saw a decrease of \$1800 in their average annual earnings from \$62,600 in 2010 to \$60,800 in 2011. In 2011, they still earned \$23,600 less on average than men in management occupations. In fact, Appendix B shows that women earn less than men on average in all occupational categories. Even in the occupational category of “social science, education, government service and religion” where many women predominate, women at \$44,500 earn on average \$20,200 less annually than men. In the Health occupational category which is most highly female predominant category, women earn \$50,700 less annually on average than men. As well, a review of the Statistics Canada data on Canadian industrial sectors, also shows that women earn less than men in all industry sectors. (Appendix C).

Despite women's substantial investments in their education, the data shows that women earn less than men in all occupational categories, all industrial sectors and at all education levels.⁷ As highlighted by the 2004 Federal Pay Equity Task Force report, the gender pay gap is also experienced more acutely by those who experience multiple forms of discrimination. Racialized women, immigrant women, Aboriginal women and women with disabilities suffer from substantially higher pay gaps.⁸⁹ As well, there is a gender pay gap experienced by self-employed women. Based on 2005 census data, men with self-employment income earned an average \$20,080 from self-employment earnings, compared with \$12,000 for women with self-employment income – a difference of \$8,800.¹⁰

Even when you compare women's and men's earnings based on the full-time, full-year measure, it also reveals an increase in the gender pay gap from 26.4% in 2010 to 28% in

2011. (Appendix D) The only measure where women saw a minor improvement is the gap based on women's hourly wage measure which decreased between 2010 and 2011 by 1.2 %.(Appendix D). Not much progress given that it fails to account for the circumstances of Canadian women who work part-time, face employment barriers in getting higher paid work or who can't get paid work at all. Regardless of how you measure the gap, what is clear is that the Canada's gap remains shockingly high, given that more than 60 years has passed since world governments including Canada passed ILO Conventions 100 and 111 requiring equal treatment in employment and occupations and equal pay for work of equal value.

Part 3 Why is There Still a Gender Pay Gap?

Throughout their lives, women face systemic barriers in accessing the same pay as men. According to a report by international pay equity scholar Dr. Pat Armstrong,¹¹ the gender pay gap is caused by the following three features of Canada's labour market, which interact to yield substantially lower pay for women than men:

- 1) The majority of women are segregated from men into different work and different workplaces. In Canada, 67% of women work in traditional occupations such as teaching, nursing, clerical, admin or sales and service jobs.(2009);¹²
- 2) In general, women's segregated work is paid less than men's work. The higher the concentration of women, the lower the pay. Women's skills and competencies are undervalued because of their association with women, as are sectors and industries such as health care and services in which women predominate; and
- 3) Women's lower pay reflects the systemic undervaluation of women's work relative to that of men.

The above three factors, Dr. Armstrong writes: "combine to create pervasive and often invisible discrimination...The size and persistence of the wage gap clearly indicates that the problem does not stem simply from individual women and their capacities or from the practices of a few employers. Although there are certainly differences in the way individual women are treated by individual employers, women as a group face a common set of practices that disadvantage them in the labour force."¹³ These include: gender-biased compensation and employment practices; ineffective or no employment equity laws; insufficient employment and training supports; and lack of affordable child care.

Part 4 Why Does Closing the Gender Pay Gap Matter to Everyone?

A violation of human rights: Discriminatory pay gaps are a violation of human rights. International gender equality obligations ratified by Canada and detailed in the federal 2004 Pay Equity Task Force report require governments to have in place mechanisms which use the maximum available resources to ensure women workers receive pay and employment opportunities without discrimination.¹⁴ As well, the *Canadian Human Rights Act* and the *Canadian Charter of Rights and Freedoms* represent Canada's guarantee to its women workers that they will not be denied equal treatment in the economy.

Women, families and communities suffer from pay inequality: At the current slow rate of progress, Canadian women will have to work 15 years longer to earn the same pay which

men earn by age 65. Pay inequality produces low pay, economic insecurity and poverty for Canadian women and their families. In Canada, women account for 60% of all minimum-wage workers. This over-representation of women at low wages and part-time hours cuts across all age groups. As labour market expert Monica Townson found in her 2010 CCPA report, "Women's Poverty and the Recession": "Women who head lone-parent families are still one of the poorest groups in Canada. On average, their incomes are \$7,500 below the poverty line."¹⁵ Poverty follows women into their retirement: 41.5% of single, widowed or divorced women over 65 live in poverty. The gender pay gap widens when women have children, and particularly when they work part-time. Women with children earn an additional 12% less than women without children. Women's opportunities for higher pay are limited by the family responsibilities which they still disproportionately bear. While the vast majority of mothers now work in the paid labour force – almost 70% of women with children under five are working – women with children have a significantly lower employment rate than men with children.¹⁶ The bottom line for women is that bringing home substantially less pay than men affects them throughout their lives, putting women and their children at a higher risk for poverty and reducing their lifetime earnings and retirement income.

Pay equality is a key economic driver: Pay equity is good for business and pay inequity is bad for it. The estimated annual lost income potential of Canadian women as a result of unequal income and labour force participation rates, according to a 2005 Royal Bank of Canada report, was \$125 billion.¹⁷ Closing the gender pay gap benefits employers, employees and the country more generally by creating quality jobs with fair pay. Canada needs to heed organizations like the World Bank, the UN and the ILO who have all warned governments and businesses that economies will not recover and grow equitably without integrating measures to bring pay equality to men and women. In the words of the World Economic Forum's 2013 Global Gender Gap Report: "The most important determinant of a country's competitiveness is its human talent—the skills, education and productivity of its workforce—and women account for one-half of the potential talent base throughout the world."¹⁸ The World Bank president states: "When countries value girls and women as much as boys and men; when they invest in their health, education, and skills training; when they give women greater opportunities to participate in the economy, manage incomes, own and run businesses – the benefits extend far beyond individual girls and women to their children and families, to their communities, to societies and economies at large."¹⁹

Part 5 10 Ways to Close Canada's Gender Pay Gap

Step #1 Treat closing the gap as a human rights priority

Ensuring an equal society is a hallmark of democratic governance. Given that pay and employment discrimination is against the law, measures to close the pay gap should be treated with special importance as a human rights remedy. Women's right to equal pay and employment opportunities is not a frill or a perk to be ignored when inconvenient or costly. Human rights are supposed to be guaranteed. A human rights-based focus keeps this in the forefront, particularly when it comes to discussions of austerity measures.²⁰ Making workers who are owed pay equity adjustments or require equality-promoting measures bear the brunt of austerity measures increases rather than closes the pay gap. Women first need effective laws and policies to get an equal place in the labour market before they are asked to bear any share of austerity measures.

At the federal level, there is no apparent focus on closing the gender pay gap as a human rights priority. To the contrary, the 2009 *Public Sector Equitable Compensation Act* eliminated the right of women working for the federal government and other key government employers to have their pay equity rights adjudicated under the *Canadian Human Rights Act*. At the same, the Government has still not proclaimed *PSECA* leaving those workers in limbo. The pay equity rights of these workers should be restored.

Step #2 Raise awareness through annual Equal Pay Days and education

Despite the overwhelming evidence of the gender pay gap, there are many who believe it is a matter for the history books. There is a need to raise awareness about the gender pay gap in order to ignite action to close it. Annual Equal Pay Days are a key way to do this. Canada needs to join many countries around the world such as the US, EU states and Australia who have declared such days to recognize the value of women's work, the hardships created by the pay inequalities women face and the need to plan to close the gender pay gap. The Ontario government recognized the injustice of Ontario's 31.5% pay gap by committing on April 8, 2014 to eliminating it and recognizing April 16, 2014 as Equal Pay Day. The Coalition has called for an Ontario without a gender pay gap by 2025.

The Federal government needs to declare an annual Equal Pay Day and can look for inspiration to major government campaigns conducted worldwide. For example, the U.S. White House convened a U.S. National Equal Pay Task Force in 2010 which reported in 2013. The White House website includes eye-catching outreach and educational materials on closing the pay gap. Prime Minister Stephen Harper could similarly focus on closing the gender pay gap on his webpages. U.S. enforcement agencies host multiple Equal Pay Day events every year. In 2012, the U.S. Department of Labour held an open contest to create Equal Pay Apps which provide users with, for example: wage data, interview and negotiation skills, and connects users to equal-pay related social networks, empowering women to demand equal pay.²¹ Human Resources Development Canada could learn much from such actions and should mount a major enforcement campaign.

With its gender pay gap stagnating, the EU marks Equal Pay Day by promoting initiatives to tackle the pay gap on many fronts and sharing good practices.²² The Australian Workplace Gender Equality Agency conducts a public Equal Pay Day campaign each year often convening academics, business representatives and industry groups to discuss a range of gender pay gap issues.²³ Ontario's Pay Equity Commission on April 16, 2014 also convened an Equal Pay Day stakeholder dialogue.

Step #3 Develop closing the gender pay gap plans

Solving a persistent problem like the gender pay gap requires leadership and planning – analyzing what works, what doesn't and what further steps or revisions are needed. Closing the gender pay gap is a long term endeavour which needs to be supported by strong, multifaceted policy solutions and ongoing stakeholder and community engagement. Creating change of this magnitude requires consultation and a clear action plan with realistic and timely goals, targets and resources.

The federal government has enshrined planning and consultation mechanisms into its governance structure for key public policy issues like the environment and the economy

which involve all levels of government in Canada. It needs to do the same for closing the gender pay gap. For example, the Federal Sustainable Development Strategy (FSDS), "Planning for a Sustainable Future" establishes a framework for sustainable development planning and reporting with three key elements. These elements should be adapted for a "Federal Closing the Gender Pay Gap Strategy: 1) "an integrated, whole-of-government picture of actions and results to achieve environmental sustainability" (or "a country without a gender pay gap); 2) "A link between sustainable development ("closing the pay gap") planning and reporting" (closing the pay gap planning and reporting) and "the Government's core expenditure planning and reporting system"; and 3) "effective measurement, monitoring and reporting in order to track and report on progress to Canadians."²⁴ Like the FSDS, a "Federal Closing the Gender Pay Gap Strategy" should be updated every three years with a report on measures taken and priorities remaining to be addressed.²⁵

There are many examples of governments at multiple jurisdictional levels who are working to close the gender gap. The EU has embedded closing the gender pay gap as one its five core policy areas for its Strategy for equality between women and men (2010-2015). It is also embedded in the Europe 2020 Strategy, the EU's economic growth strategy and in the European Pact for Gender Equality adopted by EU leaders. There are numerous examples of EU country action plans to close the pay gap, which include actions covered by the 10 key steps, such as working with employers to improve family, work and private life reconciliation, promoting gender mainstreaming, analyzing public sector pay practices, and measures to increase the salaries in female-dominated sectors.²⁶ The City of Boston is also an excellent example of local government planning to close the gender pay gap in order to use 100% of its talent. That includes asking Boston employers to sign the Women's Compact and pledge to pay women equal wages. Its report, *Boston – Closing the Wage Gap, Becoming the Best City In America for Working Women*" profiles Boston's gender pay gap and provides detailed advice on measures to close it.²⁷

Step #4 Enforce and expand pay equity laws

Pay equity laws and policies are directed at ensuring men and women are paid equally where they do work of equal value. Employment equity laws and policies are directed at ensuring steps are taken to remove barriers and take positive measures to give women equal access to higher paying, often male-dominated work. Both laws and policies are necessary to close the gender pay gap.²⁸ Pay equity laws such as sections 7, 10 and 11 of the *CHRA* implement Convention 100 and 111 by requiring employers, working with unions, to develop measures to compare the criteria of skill, effort, responsibility, and working conditions in female-dominated work (e.g. a registered practical nurse) with that of male-dominated work, such as a paramedic or IT professional. Where the work is comparable in value but the male job is paid more, the female job must be comparably paid.²⁹ They also require employers to remove barriers to women's equality in workplaces.

The 2004 Federal Pay Equity Task Force Report called for a strengthened pro-active pay equity human rights law to address the failure to pay women equal pay for work of equal value. The federal government rejected the recommendations from this report and, instead, passed the *Public Sector Equitable Compensation Act*.³⁰ The *PSECA* is being challenged as a violation of the s.15 *Charter* equality provisions on the basis that it has diminished the pay entitlements and remedies of affected workers and has incorporated market-based considerations which are tainted by systemic gender discrimination.

Since 2010, when the U.S. White House took on a stronger leadership role in pay equity enforcement, U.S. agencies have substantially increased the enforcement of pay discrimination laws. The U.S. Equal Employment Opportunity Commission publicizes the total number of charges filed and resolved and promotes lawsuits they bring against discriminatory employers. Such actions put employers on notice that the government is serious about enforcing its laws and serves to encourage employers to comply. The Federal government needs to take such action.

The federal government also needs to look at enacting additional innovative measures such as “pay transparency” laws. Shining a light on an organization’s pay systems can reveal gender bias and empower employees, employers and unions to take appropriate action. As the European Commission states, “If companies really respect the principle of pay equity for women they should have nothing to hide. Women should not be paid less simply because they are kept in the dark about what their male colleagues earn.”

President Obama issued an order on US Equal Pay Day on April 8, 2014 requiring federal contractors to provide pay data by sex and race to reveal any discrimination with taxpayer dollars. The EU Commission, to mark its 2014 Equal Pay Day adopted a broad range of pay transparency measures including requiring member states to implement at least one of the following with reporting by December 31, 2015: 1) employee right to request information on pay levels broken down by gender, including variable pay such as bonuses; 2) employers' regular reporting of average remuneration by category of employees, broken down by gender; and 3) conducting pay audits in large companies and making them available to workers' representatives and social partners on request.³¹

Recognizing the power of transparency and accountability, the federal government has committed to “Open Government” which it states is being pursued along three streams: open data, open information and open dialogue.³² This commitment to “openness” should also be harnessed to require federally regulated employers and contractors to make their pay policies transparent to their employees.

Step #5 Effective employment equity law and policies

Making real sustained progress in closing the gender pay gap requires employers to have specific proactive legal obligations to remove barriers and implement targets and timetables. This will help to get more women and vulnerable groups working at all jobs levels in a business from entry level to management positions. The federal *Employment Equity Act* is the only specialized law of its kind in Canada. However, it has been criticized as weak legislation and along with its Federal Contractor program is not being effectively enforced.³³ Steps need to be taken to strengthen these mechanisms.

Another approach was taken in May 2013 when U.S. President Obama directed the U.S. Office of Personnel Management to submit a government-wide strategy to address the gender pay gap in the federal workforce, with each agency required to review pay and promotion policies to support the strategy.³⁴

One form of employment equity policy that the federal government has started to investigate is the issue of gender diversity on corporate boards. On April 5, 2013, the Minister of Public Works and Government Services and Minister for Status of Women, Rona Ambrose,

introduced an advisory council comprised of leaders from the private and public sectors to advance the participation of women on corporate boards. A study of 353 companies found those with the highest representation of women in top management experienced a 35% higher return on equity and a 34% higher total return to shareholders.³⁵ The Ontario Securities Commission in January, 2014 issued proposed amendments to its corporate governance disclosure requirements, which require companies to provide annual disclosure on amongst other gender diversity matters, numbers and targets for representation of women on the board and in executive officer positions.³⁶

Step #6 Promote access to collective bargaining

While union protection makes life better for everyone, it is especially helpful as an equality promoting tool for closing the gender pay gap. One reason that the pay gap has decreased over the years is the increasing unionization of women, particularly in the public sector. The unionized wage premium in Canada is \$5.12 per hour.³⁷ Apart from increasing women's wages, union protection often leads to greater access to full time positions and/or more secure and greater part-time hours. As well, it means women have someone to negotiate with their employer to secure their pay equity rights. The public sector's higher unionization rate (70%, compared to 15% in the private sector)³⁸, its greater pay equity enforcement, and transparent pay have contributed to a smaller gender pay gap in the public sector.³⁹ Yet the increasing privatization of public sector work has the effect of widening the pay gap as those workers often lose their union protections and higher pay. It is important that the federal government take measures to promote the collective bargaining of women working in federally regulated industries and make sure their pay equity entitlements are protected if their work is privatized.

Step #7 Increase the minimum wage

With women more likely to be in minimum wage jobs than men – and minimum wage jobs increasing, a fair minimum wage acts as a “pay equity down payment” and also helps to eradicate poverty. The minimum wage for federally regulated industries is tied to the minimum wage in the particular province where the work is performed. However, provincial minimum wages are below the poverty line and do not provide a “living wage”. The 2012 CCPA report, *A Living Wage as a Human Right*, documents how discrimination affects the ability of many workers to earn a living wage.⁴⁰ Living wage is defined as the wage level for a family with two children, and two parents employed full-time and year-round, to meet a basic standard of living and in Toronto in 2008 was estimated to be \$16.60.⁴¹ While Ontario has recently increased its minimum wage to \$11.00 per hour and agreed to index it to the cost of living, it is still below the poverty line. The federal government should legislate a federal minimum wage tied to the cost of living and which has base rate of \$14.00 per hour. This would help to close the gender pay gap of Canada's most vulnerable workers.

Step #8 Provide affordable and accessible child care

According to Justice Rosalie Abella in her 1984 Royal Commission on Equality in Employment “Child care is the ramp that provides equal access to the workforce for mothers.”⁴² Many women work part-time or not at all because they lack affordable child care options. The 2011 YWCA report *Educated, Employed and Equal* calls for a national plan to ensure comprehensive access to quality, affordable early learning and child care services.⁴³

A recent study showed an increase of as much as 9% in the number of mothers who found employment following the creation of Quebec's publicly funded \$7.00 per day child care program. Investing in child care also creates good jobs for women.⁴⁴ Studies have concluded that every dollar invested in child care increases the economy's output (GDP) by \$2.30, which has a larger impact on the Canadian economy than a dollar used to support most other major economic sectors.⁴⁵ The federal government rejected a national child care plan in favour of its current Universal Child Care Benefit which pays \$100 per month to a family for each child under 6. With child care fees ranging for example in Ontario at \$40 to \$60 per day, this benefit does not ensure parents can afford child care nor does it address the need to ensure there is accessible, licensed care.⁴⁶

Child care funding is provided by municipal, provincial, and federal governments as well as parent fees.⁴⁷ Accordingly, it is essential that the federal government establish a national child care plan and provide sufficient transfer payments to ensure adequate access.

Step #9 Mainstream equity compliance into government laws and policies

Implementing mainstreaming requires government policy makers to assess, as stated in the Equal Pay Coalition's *2008 Framework for Action*, whether government policies including funding have no impact or contribute to closing or widening the gap.⁴⁸ There are numerous models for gender mainstreaming. Foremost amongst them is Canada's *1995 Federal Plan for Gender Equality* which is not been implemented as it was drafted.⁴⁹ The European Commission's *A Guide to Gender Impact Assessment* also gives practical advice.⁵⁰ All of these guides flow from the UN *Convention on the Elimination of Discrimination Against Women (CEDAW)* and the *1995 Beijing Declaration and Platform for Action* and *Beijing +15 Outcome* documents, which make governments responsible for creating and sustaining the legal, policy and economic framework to end unlawful systemic pay discrimination. This includes gender-based budgeting.⁵¹

While Canada has ratified all of these conventions, current pay gaps show it is failing to take all required measures – using maximum available resources – to ensure women's economic equality.⁵² Federal public policies often do not account for the different and unequal circumstances facing women, particularly those who are racialized, Aboriginal, have disabilities or are poor. While the federal government states that it engages in a gender-based budgeting analysis, it is not apparent from the budgetary policies.

All federal social and economic policies should be vetted by government departments in consultation with stakeholders for their impact, answering this question: do they help close or widen gender pay gaps? Cabinet policy submissions should include a sign off to ensure proposed laws and policies have been reviewed for their contribution to closing these pay gaps. As well, the federal government must address its role as an employer, not just as a law and policy maker. The rising participation of women in public sector employment over the past 40 years has contributed to closing the gender pay gap. With 60% of public sector jobs held by women, such employment is a major equalizing force.⁵³

Government contracts are another good way to help close the pay gap. With thousands of such contracts, procurement policies should include an enforceable requirement that the goods and services provided by organizations and businesses comply with pay equity and

human rights laws. There should also be process to ensure female entrepreneurs are receiving their fair share of such contracts.

Improving the Canada Pension Plan is another example. The Ontario government is calling for an Ontario Pension Plan to supplement the federal CPP,⁵⁴ which is credited with substantially reducing poverty among seniors, especially women.⁵⁵ So far, the federal government has declined to expand the CPP. This should be reconsidered. Increasing pension entitlements should be considered part of Canada's plan to close the gender pay gap for Canadian women who need additional pension income after years of unequal pay.

Step #10 Mainstream equity compliance into workplaces and businesses

Employers also need to mainstream equity compliances into their workplace practices, including analyzing the impact of recruitment and retention practices, pay and promotion structures, and conditions of work on vulnerable groups. There are many models for requiring such accountability, particularly in the EU and Australia. The European Commission has developed a number of initiatives to mainstream pay equity compliance into workplaces and businesses, including a comprehensive *Manual for Gender Mainstreaming Employment*,⁵⁶ exchanges of best practices; financing of member states' pay equity initiatives and projects to raise awareness among employers about the business case for gender equality and equal pay.⁵⁷ The Swedish 2009 *Discrimination Act* requires employers (of 25 or more employees) to proactively survey their business every three years in order to detect and remedy gender-based gaps in pay, terms of employment, and to create an equal pay action plan.⁵⁸ Under Australia's *Workplace Gender Equality Act 2012*, employers with 100 or more employees must annually report to the Workplace Gender Equality Agency on remuneration data broken down by gender, as well as answer a questionnaire that includes: "the existence of a formal policy or formal strategy on remuneration; the inclusion and nature of gender pay equity objectives in formal remuneration policies or strategies; an analysis of a gender pay gap at the organizational level; any action plan to address an organizational gender pay gap."⁵⁹ Gender equality targets must be embedded in an organization's key performance indicators.⁶⁰ Australia's WGEA helps employers by providing a payroll analysis tool and a gender target-setting tool to uncover pay gaps and set targets for improvement.⁶¹

Another important pay equality tool for an organization is agreeing to adopt and implement the UN Women and UN Global Compact's Women's Empowerment Principles.⁶² Principle 2 includes the payment of equal remuneration for work of equal value, workplace policies free of gender discrimination, and flexible work options for those with family responsibilities.⁶³ In 2012, London, Ontario was the first Canadian municipality to adopt these principles at the urging of the Business and Professional Women's Clubs of Ontario.⁶⁴ As well, some jurisdictions use an award system to encourage employer compliance.⁶⁵

Conclusion

Sustained action along the line outlined under the above 10 steps must be taken if Canada is to start to make real progress on making Canada's growing gender gap truly history. A dramatic change in thinking and actions is required with government, business and civil society leaders working together to reach the goal of a Canadian labour market where men and women are equal.

¹ This Brief draws substantially from two reports authored by Mary Cornish, the April 2013 Canadian Centre for Policy Alternatives Report, "10 Ways to Close Ontario's Gender Pay Gap" and April 2014, Canadian Centre for Policy Alternatives Report, "Growing Concern: Ontario's Gender Pay Gap". See policyalternatives.ca.

² Source: Statistics Canada. Table 202-0102 - Average female and male earnings, and female-to-male earnings ratio, by work activity, 2011 constant dollars, annual, CANSIM (database). (accessed: 2014-03-27) Sorted by Canada all earners, average earnings, sex, female-to-male average earnings ratio, and 2002-2011.

³ See <http://www.equalpaycoalition.org/take-action/>.

⁴ See: "Wages and Equitable Growth", Global Wage Report, 2012-13, International Labour Organization, http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_194843.pdf

⁵ For a discussion of the use of the hourly wage comparison, see Marie Drolet, "Why has the gender wage gap narrowed?", <http://www.statcan.gc.ca/pub/75-001-x/2011001/pdf/11394-eng.pdf>.

⁶ See also "Economic Well Being" by Cara Williams, a December, 2010 component of Statistics Canada's "Women in Canada: A Gender-Based Statistical Report. This report analyzes the various elements of Canadian women's income in relation to Canadian men's. See also, "Paid Work" by Vincent Ferrao, 2010 report for Statistics Canada.

⁷ See "Economic Well Being", supra at p.15-16.

⁸ "Pay Equity: A Fundamental Human Right", the federal 2004 Pay Equity Review Report.

⁹ See National Household Survey 2011, Ottawa: Statistics Canada.; Statistics Canada, Canadian Community Health Survey, 2009, Statistics Canada: Women: Gender-Based Statistical Report, 2010. Racialized women earn 19% less than non-visible minority women and 24% less than racialized men. First-generation immigrant women earn 18% less than non-immigrant women and 27% less than immigrant men. Aboriginal women's median income is 17% less than those of non-Aboriginal women, lags 25% behind the earnings of Aboriginal men and 40% behind the earnings of non-Aboriginal men. Women with disabilities earn 75% of women without disabilities. See also Sheila Block and Grace Edward Galabuzi, Canada's Colour Coded Labour Market - the gap for racialized workers, 2011, CCPA report, policyalternatives.ca.

¹⁰ <http://www.statcan.gc.ca/pub/71-222-x/2008001/sectionj/j-earnings-gains-eng.htm>.

¹¹ See Pat Armstrong, "Equal Pay For Work of Equal Value, Expert Report dated June 2008, Expert report prepared for the Public Service Alliance of Canada in the Federal Court of Canada proceeding, Public Service Alliance of Canada and Nycole Turmel v. Her Majesty the Queen in Right of Canada, Court File T-1949-00

¹² See <http://www.statcan.gc.ca/pub/89-503-x/2010001/article/11387-eng.htm>.

¹³ Pat Armstrong, "Equal Pay For Work of Equal Value", supra at p.1.

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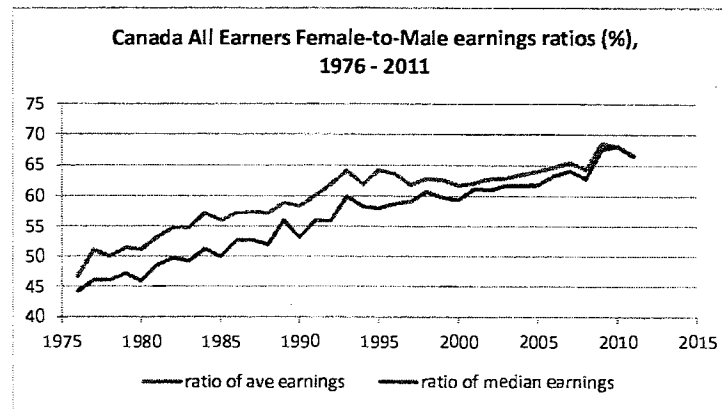
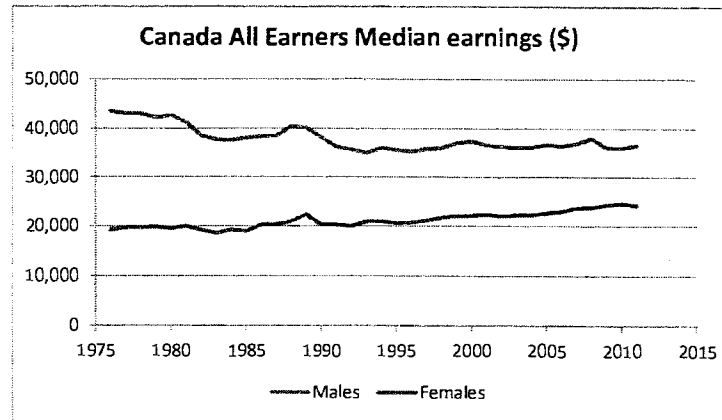
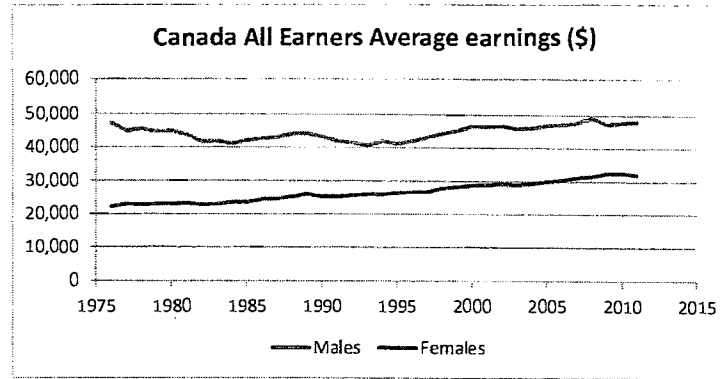
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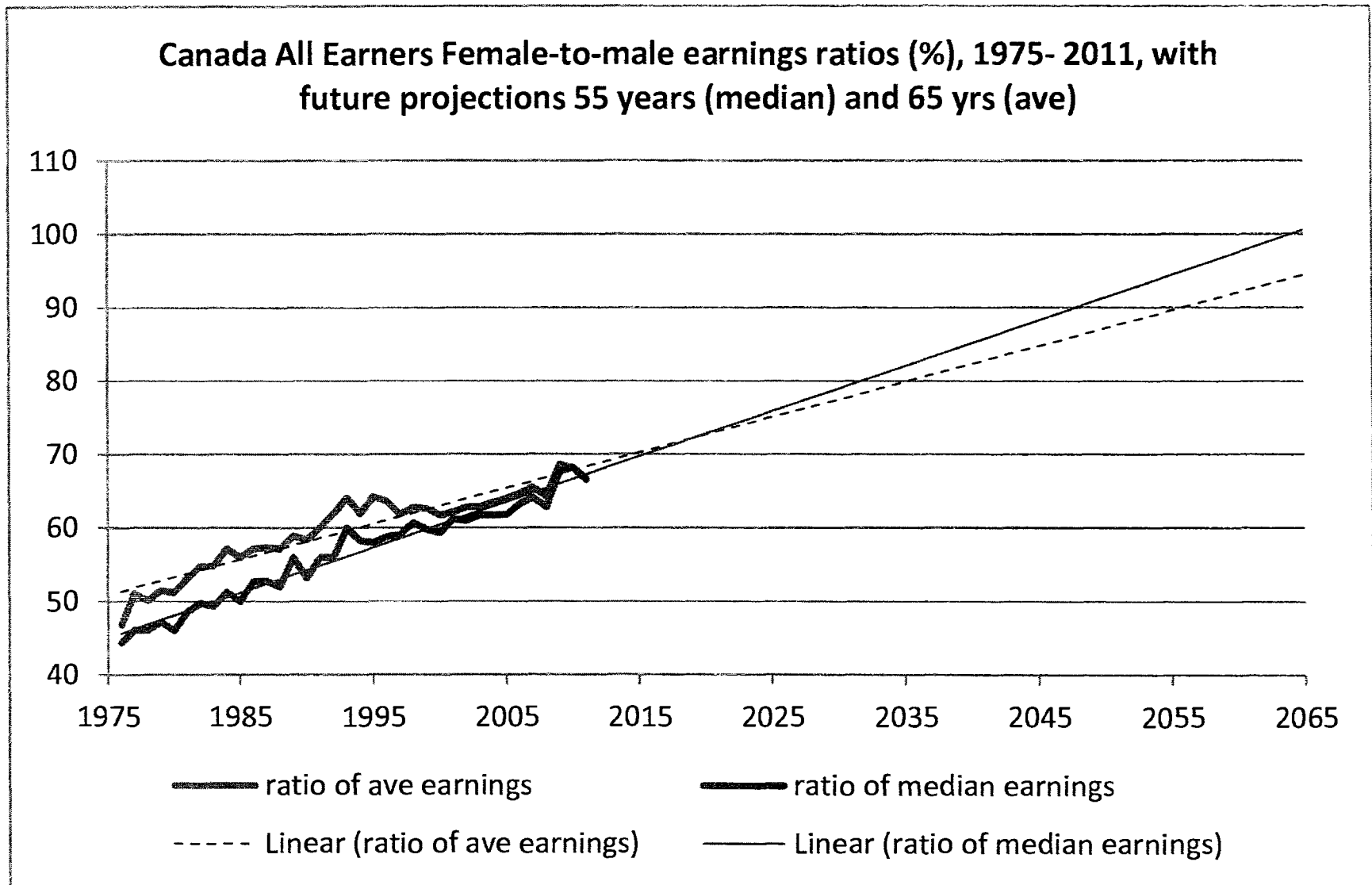
Appendix A

Year	Average earnings (\$)		Ref. Date	Female-to-male earnings ratios (%)		Ref. Date	Median earnings (\$)	
	Females	Males		ratio of	ratio of median		Females	Males
1976	22,200	47,400	1976	47	44	1976	19,300	43,500
1977	23,000	45,000	1977	51	46	1977	19,800	43,000
1978	22,800	45,600	1978	50	46	1978	19,800	43,000
1979	23,000	44,700	1979	52	47	1979	19,900	42,200
1980	23,000	45,000	1980	51	46	1980	19,600	42,700
1981	23,300	43,800	1981	53	49	1981	20,000	41,200
1982	22,800	41,700	1982	55	50	1982	19,200	38,500
1983	23,000	41,900	1983	55	49	1983	18,600	37,700
1984	23,600	41,200	1984	57	51	1984	19,300	37,600
1985	23,600	42,200	1985	56	50	1985	19,000	38,100
1986	24,500	42,700	1986	57	53	1986	20,300	38,400
1987	24,700	43,100	1987	57	53	1987	20,300	38,500
1988	25,300	44,200	1988	57	52	1988	21,000	40,400
1989	26,100	44,300	1989	59	56	1989	22,400	40,100
1990	25,300	43,300	1990	58	53	1990	20,300	38,200
1991	25,300	42,000	1991	60	56	1991	20,300	36,200
1992	25,800	41,600	1992	62	56	1992	20,000	35,700
1993	26,000	40,600	1993	64	60	1993	21,000	35,000
1994	26,000	42,000	1994	62	58	1994	21,000	36,000
1995	26,500	41,300	1995	64	58	1995	20,700	35,600
1996	26,700	42,100	1996	64	59	1996	20,800	35,300
1997	26,700	43,200	1997	62	59	1997	21,200	35,800
1998	27,900	44,400	1998	63	61	1998	21,800	36,000
1999	28,300	45,200	1999	63	60	1999	22,100	37,000
2000	28,900	46,700	2000	62	59	2000	22,200	37,400
2001	29,000	46,600	2001	62	61	2001	22,400	36,600
2002	29,300	46,700	2002	63	61	2002	22,100	36,300
2003	29,000	46,000	2003	63	62	2003	22,300	36,100
2004	29,400	46,200	2004	64	62	2004	22,300	36,100
2005	30,000	46,900	2005	64	62	2005	22,700	36,700
2006	30,500	47,100	2006	65	63	2006	23,000	36,400
2007	31,300	47,800	2007	66	64	2007	23,700	36,900
2008	31,700	49,300	2008	64	63	2008	23,900	38,000
2009	32,600	47,400	2009	69	68	2009	24,400	36,100
2010	32,600	47,800	2010	68	68	2010	24,600	36,000
2011	32,100	48,100	2011	67	67	2011	24,300	36,600

Table 202-01021, 4
Average female and male earnings, and female-to-male earnings ratio, by work activity, 2011 constant dollars annual

Appendix A - Canada All Earners





Appendix B

Median Income by Occupational Category

		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Management	Males	63,900	63,100	63,500	67,200	66,000	67,200	71,500	73,400	71,600	65,500
	Females	43,600	41,800	41,500	43,700	49,100	49,900	48,600	49,400	53,500	50,000
Business, finance, and administrative	Males	44,600	43,700	44,500	43,100	45,600	46,200	47,300	46,900	48,300	44,000
	Females	32,400	32,400	32,500	32,800	33,500	34,100	35,400	35,600	34,800	35,700
Natural and applied sciences and related	Males	60,000	60,400	63,400	62,800	62,000	59,700	59,800	60,300	61,800	62,700
	Females	45,000	46,700	45,700	48,700	46,700	50,400	53,900	53,600	52,500	52,300
Health	Males	59,600	59,800	58,100	62,100	58,200	58,600	62,200	64,500	67,300	58,900
	Females	40,700	40,800	40,200	41,300	41,500	41,000	41,200	41,800	42,700	39,300
Social science, education, government service and religion	Males	57,500	57,900	54,200	57,400	61,100	60,500	55,800	50,300	56,900	55,900
	Females	36,600	35,000	34,700	37,500	39,200	36,500	38,200	38,900	41,000	39,500
Art, culture, recreation and sport	Males	25,900	23,400	23,100	27,300	28,700	25,300	23,400	18,700	21,400	21,800
	Females	18,000	18,700	17,200	12,700	14,300	18,200	23,600	17,400	18,300	18,900
Sales and service	Males	24,000	23,300	23,700	22,900	21,100	23,500	23,600	23,100	23,100	23,400
	Females	12,900	12,700	12,600	13,400	13,000	13,100	13,200	13,900	14,500	15,000
Trades, transport and equipment operators and related	Males	39,800	39,000	38,400	39,200	39,000	40,500	40,300	39,100	40,800	40,700
	Females	18,000	17,400	16,500	19,000	21,000	20,500	21,800	21,000	19,400	22,200
Occupations unique to primary industry	Males	20,500	19,900	20,600	20,600	20,900	21,400	24,700	21,200	22,600	24,200
	Females	12,300	10,600	10,300	9,900	10,400	12,500	12,100	14,800	11,900	11,700
Occupations unique to processing, manufacturing and utilities	Males	42,000	41,300	40,000	40,200	39,700	42,100	41,000	39,500	36,800	40,800
	Females	21,200	21,200	21,400	23,600	22,000	22,200	22,200	18,700	24,100	24,000
Occupation Unknown	Males	18,000	17,400	15,800	17,300	21,400	21,200	21,500	22,000	21,700	18,500
	Females	12,200	11,200	11,100	11,200	13,400	13,700	12,400	14,400	14,700	12,100

Source: Statistics Canada. Table 202-0106 - Earnings of individuals, by selected characteristics and National Occupational Classification (NOC-S), 2011 constant dollars, annual, CANSIM (database). (accessed: 2014-05-03)

Appendix C

		Median Hourly Wage Rate by Industry									
		2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Goods-producing sector	Males	19.53	19.8	20.38	21.29	22	22.75	23.26	23.59	24.39	24.71
	Females	14.38	14.84	15.04	15.89	16.65	17.4	17.83	18.02	18.63	19.11
Agriculture	Males	11.48	11.34	11.52	12.18	13.25	13.58	13.76	14.09	15.08	14.76
	Females	9.68	10.15	10.23	10.49	11.71	11.39	12.48	12.33	12.86	13.16
Forestry, fishing, mining, quarrying, oil and gas	Males	22.6	23.48	24.55	25.64	27.04	28.36	29.2	29.34	30.75	31.92
	Females	17.78	19.82	20.27	21.48	23.05	24.62	24.5	26.4	27.22	28.47
Utilities	Males	28.35	28.71	28.98	30.42	30.51	31.54	33.66	33.23	33.84	34.3
	Females	22.66	22.9	23.92	24.43	24.2	25.46	28.61	27.14	29.41	28.59
Construction	Males	19.1	19.43	19.99	20.86	21.8	22.86	23.24	24.26	25.15	25.38
	Females	15.05	14.75	15.61	16.6	17.45	18.61	18.56	19.17	19.77	20.16
Manufacturing	Males	19.15	19.69	20.02	20.57	21.25	21.83	22.03	21.96	22.56	22.84
	Females	14.12	14.72	14.9	15.35	16.08	16.62	17.22	17.36	17.47	18.23
Services-producing sector	Males	17.28	17.8	18.29	18.88	19.62	20.12	20.57	20.71	21.41	21.85
	Females	14.94	15.3	15.87	16.41	17.17	17.84	18.2	18.6	19.08	19.45
Trade	Males	13.81	14.04	14.5	14.86	15.28	16.16	16.16	16.16	16.59	17.2
	Females	9.88	10.04	10.27	10.77	11.25	11.7	12	12.1	12.58	12.89
Transportation and warehousing	Males	18.46	18.94	19.94	20.09	20.36	21.38	22.07	21.8	22.61	22.74
	Females	16.22	16.3	16.84	17.03	18.08	18.56	19.54	18.82	20.18	20.08
Finance, insurance, real estate and leasing	Males	20.41	21.9	22.11	22.38	24.57	23.91	24.39	24.51	25.98	25.81
	Females	16.72	16.86	17.77	18.53	19.22	19.68	20.06	20.56	21.45	21.73
Professional, scientific and technical services	Males	24.45	25.23	26.16	26.82	28.1	29.37	29.6	29.18	31.05	31.5
	Females	17.78	18.51	18.94	19.53	20.57	20.93	21.47	22.04	22.28	23.09
Business, building and other support services	Males	12.02	12.13	12.98	13.49	14.05	14.4	14.85	15.08	15.44	15.82
	Females	11.68	11.64	11.97	12.74	12.84	13.73	14.04	14.3	14.8	14.66
Educational services	Males	24.53	24.81	26.06	25.99	26.82	27.75	28.67	29.7	30.68	31.05
	Females	21.1	22.02	22.46	22.69	24.11	24.79	25.95	25.9	26.9	27.21
Health care and social assistance	Males	19.24	18.74	19.22	19.75	20.19	21.75	21.71	22.07	22.53	23.63
	Females	17.47	18	18.27	19.02	19.73	20.2	20.5	21.16	21.3	21.89
Information, culture and recreation	Males	17.81	18.62	19.14	20.22	19.56	20.42	21.51	21.43	21.02	21.81
	Females	14.74	15.52	15.74	16.43	16.49	17.21	17.26	17.98	18.04	18.66
Accommodation and food services	Males	9.56	9.73	9.83	10.02	10.29	10.82	11.15	11.64	12	12
	Females	8.43	8.88	9.09	9.55	9.98	10.16	10.56	10.92	11.15	11.3
Other services	Males	15.85	16.04	16.63	17.82	18.14	19.09	18.85	19.93	19.83	20.97
	Females	11.85	12.13	12.56	13.04	13.37	14.27	14.53	14.63	15.02	15.02
Public administration	Males	25.33	26.42	27.28	28.16	29.38	30.41	31.38	31.38	32.55	33.37
	Females	21.36	22.18	22.62	23.75	24.65	25.41	26.01	26.65	27.34	28.28
Source: Statistics Canada. Table 282-0071 - Labour force survey estimates (LFS), wages of employees by type of work, North American Industry Classification System (NAICS), sex and age group, unadjusted for seasonality, annual (current dollars unless otherwise noted), CANSIM (database). (accessed: 2014-05-04)											

Appendix D

Women's Earnings as a Percentage of Men's												
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	
Annual	Average	62.8	62.9	63.5	64	64.7	65.5	64.3	68.6	68.1	66.7	
	Median	61	61.7	61.7	61.8	63.3	64.1	62.8	67.6	68.2	66.5	
Full-year full-time	Average	70.2	70.2	70.1	70.5	71.9	71.2	71.1	74.2	73.6	72	
	Median	73.6	72.7	73.7	73.6	75.5	74.2	76	78.2	77.6	76.7	
Hourly	Average	81.7	82.3	83.2	83.7	83.7	83.8	83.7	84.8	85.2	86.4	
	Median	80.2	81.2	82.2	81.2	82	82.4	84.5	84.2	84	85.2	
Source: Statistics Canada. Table 202-0102 - Average female and male earnings, and female to-male earnings ratio, by work activity, 2011 constant dollars, annual, CANSIM (database). (accessed: 2014-05-03)												
Source: Statistics Canada. Table 282-0073 - Labour force survey estimates (LFS), wages of employees by job permanence, union coverage, sex and age group, unadjusted for seasonality, annual (current dollars unless otherwise noted), CANSIM (database). (accessed: 2014-05-03)												