



**THE HARRIS
CENTRE**
Memorial University

CANADIAN PROVINCIAL POLICIES AND PROGRAMS
for Women in Leadership

Lynn Guppy, Department of Geography
April 30, 2012



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Executive Summary

According to Equal Voice (2011), women represent 52% of Canada's population but only make up an average of 21% of Canada's municipal councils, provincial legislatures and the House of Commons. The Federation of Canadian Municipalities is committed to ensuring the number of women in municipal government increases by using the minimal percentage of 30 percent of women in municipal government as recommended by The United Nations. This report examines International, Canadian, and provincial/territorial policies for women in municipal leadership. A jurisdictional scan component of this research compares Newfoundland and Labrador to Prince Edward Island, British Columbia, the Northwest Territories and the Yukon to the 30 percent mark to note successful and unsuccessful attempts to encourage women into municipal leadership. Recommendations are made at the end of the report to showcase successful programs and policies and give ideas for mobilization of knowledge purposes for all of the provinces. The goal of the research is to showcase the work of the provinces/territories and create a dialogue of what provinces/territories can do for future campaigns to encourage women to run for municipal government.

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1. Introduction

1.1 Project Background

The Canadian population is aging, and the “baby boom” generation is reaching retirement age. Foot (2002, p.2) indicated that the past forty years have shown a trend of similar family sizes which is a reflection of factors such as the birth control pill, increasing education and re-entry of women into the workforce beginning in the 1960s. Demographic changes in Newfoundland and Labrador also include outmigration patterns especially in rural areas. Outmigration patterns often of men to other communities and province to find employment are creating new community leadership dynamics that are not well understood. While women entering the workforce have contributed to lower fertility rate and population decline in Newfoundland and Labrador, their increasing role in the workforce has also helped fill a gap left by outmigration and an ageing workforce.

In a presentation done by Dr. Rob Greenwood of the Harris Centre in May 2009, Dr. Greenwood outlines organization structures essential for strong rural and regional development. A key part of the organizational structures for rural/regional development is human resources, including leadership, skilled staff and community participation (Greenwood, 2009). Encouraging women in municipal roles will enhance leadership and an equal voice, which will therefore strengthen rural and regional development. Are there public policies throughout Canadian provinces to encourage women into municipal leadership?

In February 2011, The Leslie Harris Centre of Regional Policy and Development granted the work on Canadian Provincial Policies for Women in Leadership under the Strategic Partnership-Harris Centre Student Research Fund to commence. The purpose of the work is to examine what provinces/territories have in place to encourage women into municipal government and this report has the following objectives:

- Examining provinces that have similar and higher proportions of women in municipal government in comparison to Newfoundland and Labrador
- Detailing how successful provinces/territories are encouraging women into municipal governments and examining the types of campaigns and programs that they use.
- Recommendations to both the provinces/territories included in the project and outside provinces of how to have a successful campaign by looking at the case studies as a whole.
- Using the report for knowledge mobilization about programs and policies within Newfoundland and Labrador, and between Canadian provinces/territories allowing provinces to build on new ideas and enhance the participation of women in the municipal sector.

1.2 Research Component/Methodology

The research methodology began with an initial literature review of both government websites and academic literature on international policies and programs as a background of what has been done worldwide to encourage women into municipal leadership. In addition to an international background review, a review was done on some Canadian provinces/territories. This preliminary research allowed for information gathering on programs that are currently used in the provinces and gave insight to national programs that existed to encourage women into municipal leadership.

One of the sources found in the preliminary research was the Federation of Canadian Municipalities which gave quantitative data on the number of women in municipal government for each province. It was with this data that the four provinces were chosen to compare with Newfoundland and Labrador's policies and programs to encourage women into municipal leadership; Yukon, Northwest Territories, British Columbia, and Prince Edward Island. Newfoundland and Labrador in 2011 had 29% of its mayors and councillors being female. Two provinces were chosen with higher numbers of women in municipal leadership being the Yukon with 44% of female mayors and councillors and the Northwest Territories with 39% of female mayors and councillors. The two provinces chosen with similar numbers were British Columbia with 32% of its mayors and councillors being female and Prince Edward Island which had the same percentage of mayors and councillors being female as Newfoundland and Labrador (29%).

In February 2012, an ethics application was approved with the intent to interview a government agency, a municipality group and an advocacy group for the five provinces/territories. Informed consent forms were sent to each group detailing that every reasonable effort would be made to assure participant's anonymity and that participants would not be identified in any report and publications without explicit permission. Each group was contacted through email correspondence asking questions on themes of interest for the report. Themes of interest were if the proportion of women in municipal government had changed throughout the years, programs and policies of the agency, and looking at the target percentage of women in municipal government by province. In addition, groups were asked if they considered their campaigns to be effective, and what parts of the campaign had or had not and what could be changed. Lastly, considering the effectiveness of the campaign, the participant was asked if there will be new policies or programs put into effect.

The qualitative data gathered from email correspondence and interviews allowed for further research into programs and policies mentioned and gave direction for other organizations to look into. But, the email correspondence also presented some limitations for the research. Throughout the preliminary stages of the research from the literature review, no information came forward regarding requiring a research license to interview groups in the Northwest Territories. It was through email correspondence that this information was made known. A research license from

Aurora Institute was needed to interview groups in the Northwest Territories and the wait time to acquire the license was three months. As the information was made known late in the research process, the research presented for the Northwest Territories in this report was dependent on a literature review regarding policies and programs. However, information on the Northwest Territories still allows for an insight into the programs and policies encouraging women into municipal leadership and can still allow for this report to enact mobilization of knowledge.

Before preparing a policy, program or campaign, it is important to look at the reason for doing so. Why would we need to encourage women into political leadership? There are many barriers for participation that need to be considered before examining policies and programs to help women into municipal leadership roles.

2. Barriers of Participation

2.1 Structural Factors

Women's representation in politics is shaped by many factors, one of which can be structural. For women in many countries, education and employment are major factors affecting participation. Farida Jalalzai (2009) suggests that employment is a factor in the empowerment of women, and can lead them to choosing to participate in politics. The type of employment that a woman holds can often influence whether or not she chooses to participate in politics. "Many traditionally female occupations such as teaching or nursing are less compatible with politics than are more male-dominated professions" (McGlen et al., 2004, p.95). Even though women can hold male-dominated positions which are more comparable to political positions, they may still feel as though they cannot participate in politics due to family demands or feel that they are unqualified. Another structural factor preventing women into political leadership is connections.

Unique political opportunities may aid in promoting women into political leadership. Knowing political members in some countries can have great advantages. "Nearly all female executives from Latin America and Asia possess familial ties to male politicians, and nearly all entered office during periods of political transition" (Jalalzai, 2009, p.38). If a woman has political aspirations and doesn't have any connections, she may feel intimidated to run in an election. Another barrier connected to feeling intimidated is the attitude of women in political leadership.

2.2 Attitudes of Women in Political Leadership

Attitudes of women in political leadership may be a factor in if a woman will participate in politics or not. Fundamental inequality encompasses the ideologies of women being closely linked to their reproductive activities. "In many countries women are constrained by obstacles such as culture and tradition (the view that men are superior to women), religion, political turmoil, violence, money, workloads and lack of opportunities" (Drage, 2001, p.4). It is also difficult for a woman to show her political ability as there is a double standard for women to act

like men and be seen as arrogant and controlling. Shaw and Lee (2007) proposed the notion that adjectives associated with being women have restricted women in spaces of subordination. Due to the expectation of being tied to adjectives such as “soft, passive, domestic and nurturing,” women might feel that if they do not live up to the expectations of their domestic role, they will be deviated away from municipal leadership. Therefore, there are many obstacles that a woman has to face when applying for municipal leadership.

Jalalzai (2009) also noted using literature that there is a strong and significant relationship between attitudes towards women in political leadership and the levels of representation in parliament. “Nordic countries have both high levels of egalitarian attitudes toward women’s political leadership and high percentages of women parliamentarians. In contrast, Middle Eastern and some Asian countries have both low levels of egalitarian attitudes and low proportions of women in parliament” (Jalalzai, 2009, p.34). Though, this strong relationship was not seen for all countries, outliers such as China had relatively more women parliamentarians but held less egalitarian attitudes. Knowing the barriers of participation is important as a background before examining the policies enacted to encourage women into political and municipal leadership.

3. Women in Municipal Government International Overview

Politics is a male dominated field throughout the world. 2008 data from the Inter-Parliamentary Union (IPU) showed that only 18.3 percent of the world’s legislators were women (IPU 2008). The IPU ranks 188 countries according to gender parity in legislatures with rankings based on the lower house. “Currently, the countries with the greatest parity include Rwanda (48.8 percent), Sweden (47 percent), and Cuba (43.2 percent). Rounding out the top 10 are Finland (41.5 percent), Argentina (40 percent), the Netherlands (39.3 percent), Denmark (38 percent), Costa Rica (36.8 percent), Spain (36 percent), and Norway (36 percent)” (Jalalzai, 2009, p.29). The top twenty countries are diverse and all have at least 30 percent female representation. IPU rankings are quite surprising in the results of women in parliament. For example, in 2008, women represented 23 percent of parliament in Pakistan, but only represented 16 percent in the United States (Jalalzai, 2009, p.29). This number has seen an increase from 1997 when women only represented 2.3 percent of parliament in Pakistan.

The numbers presented from the IPU raise many questions such as how women are high in representation in countries where women lack basic rights and what are the factors leading to the high representation of women in political leadership. Also, there is a question of how Pakistan has remained more successful than other countries such as the United States in representation of women in parliament. One of the factors influencing the number of women in parliament is the use of gender quotas. “Currently, 14 countries have constitutional quotas, 38 have national quota laws, 30 have quotas operating at the subnational level, and in 73 countries political parties use quotas (Jalalzai, 2009, p. 32). There are three types of candidate gender quotas; reserved seats, party quotas and legislative quotas.

3.1 Gender Quotas to Promote Political Leadership

Gender quotas have been an influential policy in promoting women's political representation. "Today more than 100 countries now have some sort of quota policy" (Krook, 2009, p.88). The use of quotas was used in the Nordic countries beginning in the 1970s when they adopted voluntary party quotas which lead to high degrees of gender parity. Rwanda's surprisingly high number of women in political leadership can be attributed to the constitutional amendment passed in 2003 which reserved 30 percent of seats for women. Pakistan's national quota went into effect in 2002 which reserves 60 of the 342 seats in the National Assembly for women (Jalalzai, 2009, p. 33). Reserved seats, party quotas and legislative quotas differ in basic characteristics, the countries where they are adopted and the timing of the adoption.

Reserved seats are policies usually enacted through constitutional reforms which establish separate electoral rolls for women, designate separate districts for female candidates or ensure seats for women to political parties. The policy first appeared in the 1930s but has been adopted as recently as 2005, acting as an influential solution to promoting women into political leadership. "In some states, there are no quotas at the national level, but quotas are used very effectively at the local level, as in India and Namibia" (Krook, 2009, p.88). Along with gender quotas, another type of gender quota is party quotas.

Party quotas can be adopted voluntarily by political parties which allow parties to require a certain number of women among their parties' candidates. "Given their origins with political parties, these quotas differ from reserved seats in that they concern slates of candidates rather than the final proportion of women elected. Further, they generally mandate a much higher proportion of women, usually between 25 and 50 percent of all candidates" (Krook, 2009, p.88). Party quotas are now the most popular type of gender quota and are a prevalent measure in Western Europe. Although a common type of gender quota, party quotas are often partnered with the other types of gender quotas in countries to promote women in political leadership.

Lastly, the third type of gender quota is legislative quotas which are passed by national parliaments requiring all parties to nominate a certain number of female candidates. "They involve reforming the constitution or the electoral law to alter the meanings of equality and representation that inform candidate selection process by legitimatizing affirmative action and recognizing "gender" as a political identity" (Krook, 2009, p.89). The difference between legislative quotas and party quotas is that they are mandatory provisions that apply to all political groupings instead of just political parties voluntarily adopting the provision. Legislative quotas first appeared in the early 1990s and typically call for women to constitute between 25 and 50 percent of all candidates. "With some notable exceptions, these measures tend to be found in developing countries, particularly in Latin America, and/or in post-conflict societies, primarily in Africa, the Middle East, and southeastern Europe" (Krook, 2009, p. 89). Legislative quotas tend to coexist with provisions for party quotas.

Gender quotas and policy adaptations have spread rapidly internationally, but have been debated especially among the feminist society. One of the reasons that they are being debated is the aspect of “free choice,” and democracy. Some argue that gender quotas are undemocratic as they go against the notion of “free choice” of who is nominated or elected. Others argue that gender quotas are demeaning to women as they imply the notion that women are incapable of being elected without gender quotas. “In addition to this normative hostility, the diffusion of quotas is puzzling because it contradicts expectations about the role of self-interest in politics. More specifically, quotas for women appear to challenge the status of the same male politicians and party leaders who pass these policies, as they require that men cede seats to women as a group” (Krook, 2009, p.90). Regardless of the debates that surround the issue of gender quotas, they have been seen as effective around the world. Knowing the policies enacted in an international view allows for a background to the programs enacted by different countries.

3.2 United States of America

The Centre for Women in Politics and Public Policy (CWPPP) at UMass Boston’s McCormack Graduate School of Policy Studies is committed to advancing women’s participation in public life. CWPPP’s mission “is to promote women’s leadership by providing quality education, conducting research that makes a difference in women’s lives, and serving as a resource for the empowerment of women from diverse communities across the Commonwealth of Massachusetts, New England and the nation” (UMass Boston, 2012). Part of CWPPP’s research has been examining the number of women at the municipal level in Massachusetts since 1996 for the “New England Tracking Project.” Massachusetts is interesting to research considering women comprise the majority of the state’s population, yet women have not achieved political parity at either the local, state or federal level.

CWPPP’s 2008 statistics show that “women make up more than half (52%) of the population of Massachusetts yet still comprise only one-fifth of those serving on elected governing bodies (i.e. city/town councils or boards of selectmen/aldermen)” (Rainsford & Lazewatsky, 2008). Other surprising facts include there only being 4 women from Massachusetts who have ever served in the U.S. Congress, and that it was only until the 2007 election of Niki Tsongas that the first women from Massachusetts ended the 25 year period of which no women from Massachusetts served in the U.S. Congress. The “New England Tracking Project” expanded from Massachusetts to include all New England states in 2003. CWPPP is the only research center in the United States which regularly tracks women’s political representation at the local level, which is thoroughly important to allow for encouraging women into local government in the region.

3.3 England

Statistics in England for women in leadership show interesting results. Not only are there hierarchies of local government with differing female representation, but also distinctions of

geography. The Centre for Women and Democracy published statistics on women in municipal government including 13% of local authority leaders in England were women in 2009, 16% in 2008, 14% in 2007, 15% in 2006 and 10% in 2001. “Women are most likely to lead unitary authorities (18%) or shire districts (15%), and least likely to lead metropolitan authorities (3%)” (Centre for Women and Democracy, 2009, p.4). Women are more likely to lead authorities in the East of England (23%), while least likely in the North East (no women leaders at all) and Yorkshire or the North West with 5% each.

3.4 Australia

Statistics in Australia show that “women make up just over 50 per cent of the Australian population, yet the representation of women in elected positions in local government is around 27 per cent and only around 5 per cent of chief executive officer positions are occupied by women” (ALGA, 2010). The Australian Local Government Association (ALGA), the Local Government Managers Association (LGMA), the Australian Local Government Women’s Association (ALGWA) and the Local Government and Planning Ministers Council (LGPMC) hopes that the Year of Women in Local Government will encourage and inspire women beyond 2010. The primary focus of the year was to raise awareness of opportunities and the need for increasing the participation of women in leadership and management roles within local government for both elected and paid personnel. In June 2012, ALGA supported the Year of Women in Local Government through a panel session at the National General Assembly. ALGA hopes to raise awareness of the significant role that women play in local government and show the need to encourage women into councils.

The support of women in Australia is also seen through the 50:50 Vision-Councils for Gender Equity Program established by the Australian Local Government’s Women’s Association (ALGWA). “This important program is the first national accreditation and awards program which encourages councils across Australia to address gender equity issues within the organisation and among their elected representatives” (Australian Government, n.d.). In the case of the silver award, silver accreditation involves self-assessment on progress in one or more of the four categories of achievement being leadership, nomination and recruitment, remuneration, recognition and training, work and family balance. Achieving accreditation in three of the four categories of achievement qualifies municipal councils for the Silver Award.

By having an award system which is accessible to all councils, municipal councils will be more willing to address gender equity issues due to the incentive. By having an award, the municipal council might be able to work towards other goals, and awards, so this program can be seen both good for women who want to work in municipal councils and for the municipal councils to gain some positive attention. Thus this program can be a worthwhile opportunity to build the strength of not only the municipal council but also allow for leadership within the region.

The New South Wales Government (NSW) actively committed to achieving justice and equality for women in New South Wales. In the New South Wales Women's Plan (2010) there are leadership opportunities listed for women. In 2008, the NSW government implemented family-friendlier sitting hours in the Parliament along with being a breastfeeding friendly workplace. While offering leadership programs for public areas of life targeted to women, the NSW government also encourages women's representation in local government. As part of the Year of Women in Local Government initiative of the Australian government, NSW implemented the "Promoting Diversity in Local Government" project which included both the establishment of a Joint Ministerial Advisory Council on Women in Local Government and a webpage to help councils encourage women to municipal councils.

To allow for diversity and the encouragement of Aboriginal women, the Aboriginal Mentoring Program was established to increase the participation of Aboriginal and Torres Strait Islander people in local government elections. Along with the programs, there are awards to celebrate women's achievements within local government. Understanding the importance of women in leadership as role models for girls and young women, there are annual awards programs such as the NSW Woman of the Year Award, Ministers' Awards for Women in Local Government and Rural Industries Research and Development Corporation Rural Women's Awards. Resources were also established to enable the support of women in leadership. One example of a publication is the Rural Women's Network's "Daring to Dream which recognizes achievements and innovations of rural women. There is also a joint project of the Rural Women's Network, NSW Centre for Volunteering and Office for Women's Policy entitled "Hidden Treasures" which recognizes the essential volunteer roles that women play within NSW rural, regional and remote communities (NSW Government, 2010). By having programs and initiatives like these, NSW is showing the importance of having women in leadership and recognizing their work in a regional sense.

3.5 East Asia and Pacific

Drage (2001) stated that "women are underrepresented in local government in Asia and Pacific region. Statistics show the percentage of women in local government seats range from a high [of] 33 percent to a low of 2 percent. There are even fewer women in management positions in local government" (Drage, 2001, p.3). Though women are underrepresented, there are many factors which dictate a woman's involvement in local government. Drage (2001) notes that there is more electoral success overall in South Asia and East Asia and Pacific sub regions for women than those in South-East Asia. The success is connected to the quota of seats allocated for women which changed the level of women's involvement. "Note that even though statistics were not available in the Pakistan report, as elections for local authorities have not been held until recently, there is a provision for a quota of reserved seats for women in this country" (Drage, 2001).

Drage (2001) examined thirteen countries in her comparative analysis of women in local governments. The thirteen countries included Sri-Lanka, India, Pakistan, Nepal, Bangladesh, Thailand, Malaysia, the Philippines, China, Vietnam, Japan, Australia and New Zealand. All of the thirteen countries analyzed have statutory provisions that guarantee women the right to participate. In Sri Lanka women are involved by forums for dialogue between elected councillors and youth and women's groups, and there is a requirement that women and youth are involved on various committees and able to contest elections. While policies are important in encouraging women, training programs are also essential to supporting women in leadership.

The region supports training for women through NGOs, governments, political parties and training institutes. Along with training, campaigns both support women candidates and encourage people to vote for them. Examples include the Vietnam Women's Union and the National Committee for the Advancement of Women who work with local government to organize training for women candidates (i.e. political, economic, cultural, gender awareness and leadership skills information). Another example is in India where NGOs and the women's movement have "emphasised the need to strengthen women's participation and leadership, have provided training and support for women and they work on consciousness raising, their aim being to change women's perceptions about the need to be involved and to transform politics" (Drage, 2001, p.25). Local governments themselves have also set up orientation and training programs for women on subjects such as municipal legislation, budgeting and taxation, service delivery systems, poverty alleviation schemes, community and environmental management and so forth to enable them to have the skills for successful leadership.

4. Women in Municipal Government Canadian Overview

Equal Voice, founded in 2001, is "a national, bilingual, non-profit, multi-partisan organization dedicated to electing more women to all levels of political office in Canada," (Equal Voice, n.d.). Through the financial support of Status of Women Canada, Equal Voice was able to create an online campaign school entitled "Getting to the Gate." The online campaign school allows anyone to use the course free of charge, and is intended for women interested in getting into politics. Users can also refer a friend to the campaign school (Equal Voice, 2005). Equal Voice (2011) indicated that women represent 52% of Canada's population but only make up an average of 21% of Canada's municipal councils, provincial legislatures and the House of Commons representative. Out of 189 countries, Canada ranks 39th for the number of women in politics (FCM, 2012, February).

The Federation of Canadian Municipalities (FCM) has recognized the need for women in municipal leadership. In a 2011 paper by Jennifer Mowbray, Program Manager at the Federation of Canadian Municipalities, it is noted that many of the issues of local government are relevant to women "recreational services and facilities for children, housing, community safety, public transportation-and yet women are not stepping up to have their voices heard" (Mowbray, 2011,

p.1). By using the minimal percentage of 30 per cent of women in municipal councils suggested by The United Nations, FCM is set on ensuring the number of women serving on municipal council's increases. "Based on current statistics, Canada would need 1,412 more women in elected office today to reach the 30 per cent target. That means increasing the number of women in municipal government by roughly 100 every year for the next 15 years" (FCM, 2011).

Recognizing the gap of women in municipal government, FCM created the Standing Committee on Increasing Women's Participation in Municipal Government in 2005, which includes twenty-four elected municipal officials across Canada with the intent to ensure that women make up 30 per cent of municipal councils by 2026 (FCM, 2012, February 17). The Standing Committee began to build a national network of regional champions, women who have volunteered to recruit, and mentor women interest in municipal government, in 2007. The Regional Champions Campaign, launched in June 2008, grew to include a manual, research of its own, a Facebook page and an online toolkit entitled "Getting to 30% by 2026" (FCM, 2012, February 17). The Getting to 30% program was approved in March 2010 with the financial support of Status of Women Canada, a federal government organization that promotes the equality for women. "The program emphasizes women in rural and remote areas by offering a series of municipal campaign school workshops, webinars and mentoring opportunities across Canada" (FCM, 2012, February 17).

Funding was granted for FCM in February 2012 for the Protégé program, a program that targets young women between the ages of 18 to 28 who are interested in becoming leaders, to gain experience that they need to run for municipal government. The program is adapted from a model implemented by the City of Toronto in 2008, and now has pilot programs in Alberta, Quebec, Manitoba, and Ontario (FCM, 2012, February 23*). Before examining the programs and policies used in each of the provinces/territories for the jurisdictional scan, quantitative data allows for a look at each of the provinces/territories in comparison to each other.

4.1 Provinces/Territories for the Jurisdictional Scan

Four provinces were chosen to compare with Newfoundland and Labrador's policies and programs to encourage women into municipal leadership; Yukon, Northwest Territories, British Columbia, and Prince Edward Island. Newfoundland and Labrador in 2011 had 29% of its mayors and councillors being female. Two provinces were chosen with higher numbers of women in municipal leadership being the Yukon with 44% of female mayors and councillors and the Northwest Territories with 39% of female mayors and councillors. The two provinces chosen with similar numbers were British Columbia with 32% of its mayors and councillors being female and Prince Edward Island which had the same percentage of mayors and councillors being female as Newfoundland and Labrador (29%). Table 1 below shows the percentage of Female Mayors & Councillors in 2011 for each Canadian province in descending order.

Provinces/Territories	% Female Mayors & Councillors in 2011
Yukon	44%
Northwest Territories	39%
Nunavut	35%
British Columbia	32%
Prince Edward Island	29%
Newfoundland and Labrador	29%
Quebec	27%
New Brunswick	26%
Ontario	24%
Nova Scotia	22%
Alberta	22%
Manitoba	15%
Saskatchewan	15%

Table 1: Percentage of Female Mayors & Councillors in the Canadian Provinces and Territories in 2011

Table 1 shows that the numbers for female Mayors and Councillors is highest in the Yukon, Northwest Territories and Nunavut while being lowest in Alberta, Manitoba and Saskatchewan. Newfoundland and Labrador is close to the middle and while lower than the 30% mark, it is close.

To see the progress of the five provinces chosen for female elected officials (mayors and councillors), Table 2 below shows the differences from 2009 to 2011.

Provinces/Territories	% Female Elected Officials (Mayor and Councillors) 2009	% Female Elected Officials (Mayor and Councillors) 2010	% Female Elected Officials (Mayor and Councillors) 2011
Yukon	38%	43%	44%
Northwest Territories	38%	39%	39%

British Columbia	31%	32%	32%
Prince Edward Island	29%	28%	29%
Newfoundland and Labrador	26%	28%	29%

Table 2: Federation of Canadian Municipalities: Male-Female Gender Statistics for % Female Elected Officials (Mayor and Councillors) across Canada from 2009-2011

As seen in Table 2 above, from 2009 to 2011, the Yukon rose five percentage points from 2009 to 2010 at 43% of female elected officials, and then rose one percent in 2011 to 44% of female elected officials with the most drastic difference in comparison to the rest of the provinces. The Northwest Territories rose one percentage point in 2010 from 38% to 39% and remained the same in 2011. British Columbia rose one percentage point from 2009 to 2010 and remained the same in 2011 at 32%. Prince Edward Island decreased one percentage point in 2010, and then rose one percentage point to 29% in 2011. Newfoundland and Labrador rose two percentage points in 2010 and then one percentage point in 2011 to 29%, the same as Prince Edward Island for 2011.

Considering how the percentages have both mayors and councillors together, it is necessary to examine the percentages per province of mayors and councillors separately to see if there is a difference between the two through quantitative analysis.

Provinces/Territories	% Female Mayors in 2002	% Female Mayors in 2011
Yukon	4.3%	43%
Northwest Territories	15.6%	24%
British Columbia	20.4%	23%
Prince Edward Island	21.2%	23%
Newfoundland and Labrador	18.5%	23%

Table 3: Federation of Municipalities 2002, and 2011 data: Percentage of Female Mayors.

The percentage points from 2002 to 2011 seen in Table 3 for the Yukon increased an astounding 38.7 percentage points. The Northwest Territories also had a significant increase in comparison to the other provinces in which it rose 8.4 percentage points. British Columbia rose 2.6 percentage points, Prince Edward Island rose 1.8 percentage points and Newfoundland and Labrador rose 4.5 percentage points.

Provinces/Territories	% of Female Councillors in 2002	% of Female Councillors in 2011
Yukon	35.9%	44%
Northwest Territories	28.5%	42%
British Columbia	27.7%	33%
Prince Edward Island	24%	30%
Newfoundland and Labrador	27.7%	30%

Table 4: Federation of Canadian Municipalities 2002 and 2011 data: Percentage of Female Councillors.

The percentages of female councillors as seen in Table 4 also increased in the provinces and territories as seen in Table 4. The Yukon increased 8.1 percentage points, the Northwest Territories increased 13.5 percentage points, British Columbia increased 5.3 percentage points, Prince Edward Island rose 6 percentage points and Newfoundland and Labrador rose 2.3 percentage points.

The 2011 data shows that Newfoundland and Labrador and Prince Edward Island, although close, are under the 30% target of the Federation of Canadian Municipalities, while British Columbia is two percent over the target. The Northwest Territories and the Yukon are well over the 30% target. Considering the high percentages of women in municipal government in the Northwest Territories and the Yukon, are there ideas that can be shared from these provinces for Newfoundland and Labrador, Prince Edward Island and British Columbia to help encourage women into municipal government?

4.2 Yukon

4.2.1 Annual Women's Forum

In 2008, the annual Women's Forum hosted by the Yukon Advisory Council on Women's Issues (YACWI) focused on women in leadership. The forum entitled "Making Our Way: Yukon Women in Leadership" ran from October 3-4 and allowed for women to share their leadership skills and network with women active in community development, politics, arts and business (Government of Yukon, 2008, October 2). Mentors shared their perspectives on leadership and group sessions allowed for participants to look at the characteristics, roles and issues connected with being in leadership. Deputy Premier Elaine Taylor spoke at the forum and seventy-five women were anticipated to attend.

4.2.2 FCM Workshops

Workshops were held January 28-29, 2012 for municipal campaign training to help women overcome barriers they face when running for municipal office. The workshops were offered by FCM to Whitehorse and across Canada with the financial support from Status of Women Canada. The workshops included provided instruction, networking, and mentorship opportunities to women interested in running for municipal office. “Women who already serve on municipal councils are involved in the workshops wherever possible, and provide a mentorship role” (FCM, 2012, February 22). The president of the Association of Yukon Communities, Bev Buckway, had the hope for the workshop that it would draw large number of registrants from Yukon.

4.2.3 Leadership Conference

An upcoming conference series will take place in Whitehorse on June 13, 2012 with the topic “Women in Leadership: Leading with confidence.” The Keynote speaker will be the Honourable Elaine Taylor, Deputy Premier and Executives, department heads, directors, senior managers, lawyers, accountants, and other professionals looking for strategies to become more effective leaders are encouraged to attend (CWI, 2012). Themes include examining the impact of a leader, mentoring, and strategic thinking, reinvention as a leader, community leadership, and ethics in leadership. Speakers include Her Worship Bev Buckway, Mayor of Whitehorse; Ruth Massie, Grand Chief, Council of Yukon First Nations; Pamela Hine, Deputy Minister of Education, Government of Yukon; and Karen Barnes, President, Yukon College.

Information on encouraging women into municipal government is limited as Yukon has had great success with women in municipal government and it has been said that there hasn’t been a need to run any campaigns to encourage women to participate in municipal elections (Anonymous, personal communication, February 24, 2012). However, it was noted through personal communication that women will be encouraging to run for the October 18, 2012 municipal election. Along with the Yukon, the Northwest Territories municipal election is coming up on October 15, 2012.

4.3 Northwest Territories

4.3.1 Women’s Voices in Leadership

Women’s Voices in Leadership began in 1997 after the Status of Women Council of the NWT surveyed women on local hamlet, band, and municipal councils. Findings showed that women were under-represented in leadership roles and that there were barriers to achieving leadership roles. Goals of the project included increasing “how much and how many women participate in leadership at all levels in the NWT,” initiating activities to encourage and support women, recognizing the skills, and expertise of women, and to develop resources, training, and facilitation tools that complement women’s leadership abilities (Status of Women Council, 2004,

April). Women's Voices in Leadership program includes a Facilitator's Manual which is a hands-on resource for grassroots level or elected office to educate on skills and knowledge women need for leadership. The facilitator's guide acts as a resource to encouraging women into leadership. The Status of Women Council of the NWT also offers different programs and services to encourage women into municipal government.

4.3.2 Campaign School Workshop

On October 16, 2010, the Status of Women Council of the NWT hosted a one-day Campaign School Workshop in Yellowknife for women intended for women in the Northwest Territories interested in running in the 2011 territorial election. Presenters included Wendy Bisaro, Sandy Lee, Mary Lou Cherwaty, Amanda Mallon and Elections NWT on subjects including why women should run, campaign communications, election rules, and campaign and platform development which enabled firsthand knowledge from women had run and won in campaigns (Status of Women, 2010). Activities included a binder of resource documents related to running for election at the territorial level for those interested, public promotion of women in leadership through distribution of "Women Rock the Vote" materials such as newsletters, and posters. Travel costs for the workshop were provided so that women from outside of Yellowknife were not discouraged from attending. Promotional materials were also distributed across the north to 750 agencies.

4.3.3 Information Packages

In 2011, during the Northwest Territories election, the Status of Women Council in the Northwest Territories mailed out information packages explaining how and why women should get involved. Perceptions of the costs to run are among the reasons why women were not running for election. CBC (2011, September 7) also noted that "many cite family responsibilities as an obstacle, particularly those with young women." Other than the information packages encouraging women into politics, the Status of Women Council of the NWT offers examples on its website of press releases, fundraising letters, Thank you letters and a budget plan for women interested in becoming involved in politics, as well as different important resources.

4.3.4 Ann MacLean Award

Wendy Bisaro of Yellowknife, Northwest Territories was the 2011 recipient of the Ann MacLean Award for Outstanding Service by a Woman in Municipal Politics. The award, named after FCM's Past President Ann MacLean who led FCM's campaign to increase the number of women in municipal government, "recognizes women municipal politicians who have shown exemplary service to their community and constituents and to mentoring women who want to run for elected office" (FCM, 2011, November 16). Wendy Bisaro was the only woman to run for Council in 2000, and after retiring as deputy mayor in 2006, encouraged and mentored women for municipal government. Her success in mentorship is notable from each of the three women

elected to council in the most recent Yellowknife municipal election being mentored by Wendy. Wendy Bisaro is currently a member of the Legislative Assembly of the Northwest Territories.

4.4 British Columbia

4.4.1 Municipal Government Gender Gap

There was a British Columbia municipal government gender gap up to the 2005 municipal elections. All but two municipalities had 125 male mayors and 30 female mayors, roughly four males for every female mayor. Seven municipalities had no female representation on either council or as mayor, and there were no councils with solely female representation (Gavan-Koop & Smith, 2008, p.155). Gavan-Koop & Smith (2008) examine how small and medium size municipalities differ from large municipalities in the percentage of women in the municipal councils. “In small and medium size municipalities in metropolitan Vancouver regional municipalities women make up 50% or more of the municipal councils. In contrast, large municipalities such as Vancouver have fewer female councillors” (Gavan-Koop & Smith, 2008, p.159). Preliminary analysis in British Columbia has also connected few women elected in municipalities where parties are major on the political landscape. Local political parties were noted to “have acted as a deterrent of success for female candidates” (Gavan-Koop & Smith, 2008, p.159). Recognizing the need to help women overcome obstacles, the regional district of Kootenay had a workshop in 2011.

4.4.2 FCM Workshops

August 27 to 28, 2011, there was a workshop in the Regional District of Kootenay aimed at helping women overcome obstacles they face when running for municipal office. The workshop was part of a series of workshops presented by the Federation of Canadian Municipalities across Canada (FCM, 2011, December 7). Workshops included providing instruction, networking and mentorship opportunities to women interested in running in municipal elections. Mentorship opportunities allow for women who are already on municipal councils to mentor women who are interested in becoming involved. The Federation of Canadian Municipalities thoroughly believes that workshops such as the one in Kootenay will encourage women into municipal government roles.

4.4.3 Leadership Conference

The third annual Women in Leadership Conference happened in Victoria, British Columbia, on Wednesday April 4, 2012 entitled “Women in Leadership: Leading in challenging times.” The Keynote Speaker was Lori Wanamaker, Deputy Solicitor General, BC Ministry of Public Safety and Solicitor General with special guest Bob Felton, Chair, Board of Governors, Simon Fraser University (CWI, 2012, April 4). Themes included facing challenges in modern organizations, leadership and innovation, advancing diversity in the workplace, leading high performing teams, retaining key talent, and perceptions of women in leadership to name a few.

4.5 Prince Edward Island

4.5.1 Barriers Preventing Municipal Leadership

The main problem in Prince Edward Island regarding women in municipal government is not electing women; it involves encouraging women to run in municipal government.

“Women are not being nominated by parties in high numbers, nor are they entering their own names for municipal elections” (PEI Coalition, n.d.*). The PEI Coalition for Women in Government, a multi-partisan group, whose intent is to increase the number of women in government, noted many barriers preventing women from running for municipal government in Prince Edward Island. Barriers include the perception of low pay and long hours, keeping women away from family life. Also, barriers include the perceived competitive nature of politics and decision making, and the perception that individuals in power in politics parties prefer to support men. Another barrier is that women do the majority of the unpaid work in the home, as well as working outside of the home, allowing for no time to enter politics. The PEI Coalition for Women in Government has contributed to many of the programs to encourage women into municipal government roles.

4.5.2 Campaign Schools

The PEI Coalition for Women in Government has hosted women’s campaign schools, offered skill building workshops, and compiled gender based research on politics among other different initiatives. In February 2004, the PEI Coalition for Women in Government met to discuss strategies to increase women’s opportunities to be elected in all levels of government in Prince Edward Island and to research PEI election data. Some conclusions from the research findings included the fact that the main problem was getting women’s names on the electoral ballot.

“Women are not being nominated by parties in high numbers, nor are they entering their own names for municipal elections” (PEI Coalition, 2004).

In 2006, there was an increase of women in municipal government in Charlottetown, Stratford, Summerside and Cornwall since 2000. In 2000, women made up only 10.2% candidates, but in 2006 women made up 24.6% of candidates in these areas (PEI Coalition, 2006). Cornwall had the biggest increase of women candidates in the 2006 election with 45.5%, a quite higher percentage than in 2003 with 30%. In 2011, 29.3% of municipal councillors in Prince Edward Island are women, followed by 25% of MPs being women, 25% of Lennox Island First Nation Band Council (there are no women members of the Abegweit First Nations Band Council), and 22.2% of MLAs are women (PEI Coalition, n.d.).

4.5.3 Women in Leadership Conference

An upcoming conference in Charlottetown, Prince Edward Island on June 6, 2012, will showcase women in leadership. The keynote speaker for “Women in Leadership: Facing the Challenges” will be the Honourable Valerie E. Docherty, Minister of Community Services and Seniors and

Minister Responsible for the Status of Women of the Government of Prince Edward Island (CWI, 2012, June 6). Some themes of the conference include leading in challenging times, making effective decisions, making an impact as a leader and demonstrating leadership.

4.6 Newfoundland and Labrador

4.6.1 MakeYourMarkNL Campaign

Results of the Municipal Councillor Survey encouraged the Department of Municipal Affairs under the direction of the Minister responsible, Minister Dianne Whalen, to engage municipal partners such as Municipalities Newfoundland and Labrador to create a campaign encouraging people to run for the municipal election in 2009. The first phase of the campaign was the makeyourmarknl.ca campaign with the role to inspire and encourage people to run for the election. The second phase of the campaign was to promote the importance of voting for the municipal election on September 29, 2009.

The campaign used alternative media sources such as a website, posters, online advertising, and social media to increase awareness of the contribution municipal leaders make to their communities. The website featured videos, photos, discussion boards, and a contest. The MakeYourMarkNL campaign was an initiative of the provincial government and was supported by many organizations such as Municipalities Newfoundland and Labrador, the Professional Municipal Administrators, the Newfoundland and Labrador Women's Policy Office, the Voluntary and Non-Profit Secretariat and Futures in Newfoundland and Labrador for Youth (MNL, 2009, p.3).

A key component of the campaign was to reach out to people and encourage them to run for municipal government. Minister Dianne Whalen and senior Department officials traveled across the province promoting and encouraging people into municipal government by formal speeches and talking to individuals. Sessions also hosted in cooperation with the local status of women councils by Minister Whalen and the Honourable Charlene Johnson, Minister of Environment and Conservation.

On Tuesday August 11, 2009, the St. John's Status of Women hosted a complimentary lunch and learn session to promote the active involvement of women in municipal government and was designed to encourage women to run in the September 29th election. The lunch and learn session included the Honourable Dianne Whalen, Minister of Municipal Affairs; Shannie Duff, Councillor-at-Large; and the Honourable Flora MacDonald, a former federal cabinet minister (Government, 2009, August 10). In addition to the lunch and learn session by the St. John's Status of Women, the Provincial Government in partnership with the regional status of women councils sponsored a series of lunch and learn sessions across the province with the intent of encouraging women into municipal government.

The MakeYourMarkNL campaign was noted as successful in the Department of Municipal Affairs 2009-10 Annual Report. “The focused efforts to encourage and support female candidates met with noted success: in comparison to the 2005 elections, there was a 9 percent increase in female candidates, and a 20 percent increase in elected female candidates” (Dept. of Municipal Affairs, 2009-2010). Being noted in the Annual Report shows that the MakeYourMarkNL campaign was seen as a success for the Department of Municipal Affairs.

Currently, the MakeYourMarkNL.ca website does not exist; it directs the individual to the Department of Municipal Affairs website. When the campaign is searched through the Department of Municipal Affairs website, the only search result relating to the campaign is the 2009-2010 Annual Report. Other than the MakeYourMarkNL campaign, there have been other successes for Newfoundland and Labrador such as Corner Brook being noted as a model for women in municipal government.

4.6.2 Corner Brook-Model for Canada

In 2011 the Federation of Canadian Municipalities’ Standing Committee on Increasing Women’s Participation in Municipal Government met in Corner Brook to discuss different ways to encourage women into municipal. During the time of the Standing Committee’s meetings in Corner Brook, four of the six members of the city council and two of the five candidates in the municipal by-election were women. Karen Leibovici, second vice-president of FCM and a member of the standing committee noted that Corner Brook is a model for women in municipal government (Kean, 2011 March 4). Corner Brook being a model for the country is substantial for Newfoundland and Labrador, but there were also campaigns presented in 2011 to encourage women into municipal government.

4.6.3 Campaign Shadowing for Young Women

Until September 20, 2011, applications were being accepted for the Campaign Shadowing for Young Women provincial program launched by Equal Voice Newfoundland and Labrador. The new initiative aimed to increase the number of young women that are politically engaged while at the same time increase the number of women to apply for political office in the future. Young women from the ages of 16-24 were able to apply in participating ridings with candidates including Premier Kathy Dunderdale (Lead of the Progressive Conservative Party), Lorraine Michael (Leader of the New Democratic Party) and Yvonne Jones (former leader of the Liberal Party). Equal Voice noted the shadowing campaign as important due to the lower number of women as men running in the October 2011 provincial election. Shadowing involved accompanying the candidate on the doorstep, helping out in the campaign office, where appropriate participating in strategy meetings, among other opportunities presented (Equal Voice, 2011, September 13).

5. Conclusion and Recommendations

Encouraging women in municipal roles will enhance leadership and promote an equal voice “86% of Canadians agree that it is important to have equal representation of men and women in leadership roles” (Girls Action Foundation, 2003-10). In order to increase representation and encourage women in municipal leadership, steps have to be taken by both the province and the municipality.

5.1 Knowing the Barriers

Knowing the barriers for women preventing the participation of women in municipal government is the first step. Provinces and municipalities can ensure that the work environment is free of any structural biases towards women. One of the barriers of women in leadership or non-traditional roles is a “unwelcoming workplace.” Even with education on discrimination and harassment against women, unknown stigmas and biases could be embedded within the workplace. Knowing that not every workplace is free of these biases is the first step in confronting the biases. One recommendation is to have sessions regarding how to have a healthy municipal council. This will allow for the workplace to be more inviting which will in turn allow for the encouragement of women into the municipal council.

One of the barriers to political involvement is the family demands placed on women. Henderson and Jeydel (2007) suggest that “if structures alleviating some of these burdens-such as government-sponsored day care-are in place, the costs of women’s political participation may be lower” (Henderson& Jeydel, 2007, p.150-151).

Financial costs are also a barrier preventing participation of women in municipal leadership. To promote women in leadership and municipal government, a recommendation would be to address perceptions such as costs associated with running in an election, such as the method of the Status of Women Council in the Northwest Territories during the territorial election; mailing out information explain how and why women should get involved. The same concept can be applied to municipal governments, but in a cost-efficient manner such as using social networking tools such as Facebook and Twitter can be used to target populations. Partnering with main organizations in municipalities will also allow for communication of women in municipal government towards a larger target population and can allow discussion on financial matters related with running for municipal government.

5. 2 Knowing the materials and resources

Knowing the obstacles is important to creating a successful campaign, but knowing the materials and resources that already exist is important too. The majority of the provinces and territories in the jurisdictional scan know of or are partnered with the Federation of Canadian Municipalities (FCM) who works towards encouraging women into municipal government. The Federation of Canadian Municipalities offered workshops in 2012 for municipal campaign training to help

women overcome barriers they face when running for municipal office. FCM offered the workshops to Whitehorse and across Canada and provided instruction, networking, and mentorship opportunities to women interested in running for municipal government. Partnering with the Federation of Canadian Municipalities can allow for access to workshops and different programs offered. Equal Voice is another major organization that some provinces and territories are connecting with. Each organization offers much support to encouraging women and both have many resources available. For instance, Equal Voice's "Getting to the Gate" campaign school allows user to register free of charge to become better informed of politics.

The school also allows the user to refer to a friend. This option gives the user someone to work with and get interested in politics as well. The "Train the Trainer" section allows people who are interested in setting up training for women to run as candidates the experience and the knowledge to do so. Promoting the campaign school to municipality boards, diverse organizations and women leaders, increases the knowledge of women running for politics throughout the municipality and therefore increases localized knowledge and leadership. By promoting the campaign school to different organizations, more people know of the options for women exploring the option of running in municipal government.

Knowing your resources also incorporates knowing your localized resources. Such as MakeYourMarkNL, a campaign can easily be made in a cost-effective manner to showcase leaders in municipalities. Municipalities can showcase women in leadership roles from either their municipality or from across the province through social media tools such as Facebook, Twitter and so forth. This cost-effective way allows for individuals to learn about women who have engaged in municipal leadership, and understand the skills and knowledge required to be elected. Messages encouraging women into municipal leadership roles can be used through these modes of communication as well.

Provinces and municipalities need to acknowledge that potential entrants into municipal government leadership may not have the knowledge regarding how to successfully run in a municipal election. Mentorship can be used as a tool to encourage women into municipal government. Mentorship, or on the job training, is one of the most cost-effective ways to both train and attract new entrants to municipal leadership roles. Mentorship allows past or current municipal elected staff to educate individuals on how an election works, and the different applications needed to successfully run in an election. Mentorship allows for a comfortable way to both introduce and encourage women into running for a municipal election. Forums such as the annual Women's Forum hosted by the Yukon Advisory Council on Women's Issues (YACWI) can allow for mentors to share perspectives on leadership and allow individuals to network with mentors. Also, mentorship opportunities can be showcased at workshops such as the workshops held in Whitehorse by FCM for municipal campaign training.

If these options do not help increase the number of women in municipal government, there is a last recommendation that could help encourage women into municipal government. Though debatable, Krook (2009) noted that gender quotas have been used in the local level effectively in India and Namibia (Krook, 2009, p.88). As a last-resort method, gender quotas can be implemented in areas where the representation of women in municipal government is low and can be used as a method to increase representation. An effective way for municipal governments to use the gender quota would be to reserve a number of the seats of municipal governments strictly for women as a test basis for an election or two. If there is progress and the gender quota has been successful in encouraging women in the municipality to become involved in politics, the gender quota can be removed. The gender quota can be used as a push start to encouraging women into municipal politics and then other programs and campaigns can be used once the numbers increase.

These recommendations are general as a way of promoting new ideas to encourage women into municipal government and can be applied to the different provinces/territories. Although these recommendations act as a good guide, it has to be taken into consideration that there may also be other obstacles preventing women to run for municipal government with the municipal elections themselves. Provinces/territories may be focusing their efforts on municipalities actually holding elections, voter turnout, or training election officers. Due to the many factors at play in the different provinces/territories, there is no one blanket fix to encourage women into municipal government, and this report is not meant to act in that way. The report allows for the highlighting of International and Canadian policies and programs as a review, to show the different campaigns and strategies being used to encourage women into municipal government. This report is meant to act as a mobilization of knowledge tool for provinces/territories to see new ideas of encouraging women, and work towards the common goal of encouraging women into municipal government.

6. Next Steps

Several research ideas can be compiled from this report. Themes such as relationships between the population of women and the number of female elected officials in a province, and a closer look at gender quotas both internationally and nationally could be explored. As this report acts as a jurisdictional scan for the Yukon, Northwest Territories, British Columbia, Prince Edward Island and Newfoundland and Labrador, there are countless next steps that can be researched regarding women in municipal government.

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