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SUBMISSION

Of The

ONTARIO FEDERATION OF LABOUR

To The

ROYAL COMMISSION ON THE STATUS OF WOMEN IN CANADA

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ROYAL COMMISSION ON THE STATUS OF WOMEN IN CANADA

Madam Chairman and
Members of The Commission

The Ontario Federation of Labour welcomes the opportunity to present its views on this important subject of the status of women in Canada.

The OFL is the central provincial body, and the spokesman for over one-half million organized workers in Ontario. Since Ontario is the most industrialized of the provinces our Federation is the largest and represents over one-third of the organized workers in this country. A good proportion of our membership consists of women. These workers, together with their families, constitute a substantial portion of the population of this province. The Federation reflects their aspirations as working people and has consistently taken the position that any matter which concerns its members as trade unionists, or as citizens of this country, is a matter for its legitimate concern.

In submitting this brief, therefore, the Federation, as the representative of a large segment of the public in Ontario, feels that its views are not narrowly sectional, and that the proposals it has to make here are not solely on behalf of its members, but in the interests of the people of Ontario as a whole.

For some years now the Federation has had a standing committee on women, which, besides promoting the welfare of women workers in the trade unions, has been active in pressing for legislation to create better working conditions for them and raise the status of women generally.

We hold annual women's conferences, and the proposals contained in this brief flow from the deliberations of these meetings and decisions made at our annual conventions.

Women in Trade Unions

There are no records of women having been active in the pioneering days of unions in Canada. By contrast, women shoe minders in New York are recorded as having formed a union in the 1830's and, in the same period, a militant branch of the British Grand National Consolidated Trades Union was the Lodge of Ancient Virgins from the textile industry of Lancashire.

As in other fields of endeavour, women have not received their rightful place in labour history. For example, everyone has heard of John L. Lewis, the leader of the miners, but who has heard of Mary Jones? Yet she was just as colourful as Lewis. She made a living as a schoolteacher and a dressmaker in 1867 when her husband died. Then at the age of fifty she decided that it was enough of "praying for the dead" and decided it was more important to "fight like hell for the living". She became a union organizer and remained so until she died at 93. More than one state called out the

militia to get rid of her. But she persisted in organizing the miners whose unsafe working conditions, long hours, and low wages became her problem. She campaigned against child labour in the textile mills and she succeeded in getting legislation enacted to prevent this cruel abuse of children.

No doubt there have been hundreds of such women on this continent who did not make the history books but who quietly went about their work and made a substantial contribution to the development of our society.

Traditionally, women have been harder to organize into unions than men: the nature of their employment, their usually briefer participation in the labour force and the fact that their wages or salaries are often supplementary rather than basic family income, all contributed to this. But automation and the practices of an increasingly more affluent and acquisitive society are slowly changing this situation.

In 1965 there were 292,056 women in labour organizations in Canada, according to a survey of the Department of Trade and Commerce. The figure is actually higher than that because the survey was made only of the larger unions. (Appendix I). Those reporting more than 10,000 women members were the Canadian Union of Public Employees (28,992), National Federation of Services, CNTU (18,387) and the Building Service Employees' International Union (10,415).

Unions such as the ILGWU are composed of 87% women. Hatters - 70%; BSEIU - 60%; Bookbinders - 60%; Retail Clerks - 50%; CUPE - 30%.

In the unions noted above, women serve in a wide variety of offices, ranging through membership on the union's international or national executive board, management of area boards and a whole range of offices at the local union level. Women are serving as departmental directors, staff representatives and business agents and as executive officers in local labour councils.

One of the outstanding representatives of women in the labour movement and a labour leader in her own right is Huguette Plamendon, a Regional Vice-President of the Canadian Labour Congress and a staff representative of the United Packinghouse Food and Allied Workers. Just recently Mrs. Grace Hartman was elected to the position of Secretary-Treasurer of one of the largest unions in this country, the Canadian Union of Public Employees. Evelyn McGarr is Treasurer of the I.U.E. Evelyn Armstrong is President of a large local and the Vice-President of the U.E. Stella Tufford is President of a large U.A.W. local. Stephanie Goble is Secretary of the London Labour Council. Joanne McCormick is Secretary of the Peterborough Labour Council. Mrs. Doris Archer is Chairman of the Welfare Committee of the Metro Toronto Labour Council and labour representative on the Metro Toronto Social Planning Council. Iona Samis is Secretary of the U.P.W.A. in Canada, and Vice-President of the OFL.

Other women who have made a name in the labour movement but in non-elected capacities are Margot Thompson, U.S.W.A.; Olive Smith, T.W.U.A.; Margaret Lazarus, U.S.W.A.; Ruth Marlin, C.L.C.; Mary Gardiner, C.U.P.E. (Hydro); Janet Campbell, U.S.W.A., and others.

Canada's women workers represent a smaller proportion of the national labour force than is the case in the United States and the industrial countries of Western Europe. Recent experience indicates that a growing proportion of employed workers will be women. If trade unions are to continue to represent a broad and substantial cross-section of Canada's workers, campaigns to encourage women's membership and participation in trade unions will have to be continued and expanded. Legislation will have to be enacted to make this possible.

Recently the government of Ontario organized a Women's Conference. It was significant that the largest organized group of women in the province, those in trade unions, were not represented. This Commission itself lacks a representative from the labour organizations.

Changing Patterns in Women's Employment

One of the employment phenomenon of the post-war years has been the rapid increase in the number of women working. The old traditions and practices embodied in the belief that "woman's place is in the home" are now slowly being swept aside.

The manpower - or womanpower - needed to operate the machines in the overfull employment economy of wartime speeded up a trend which had been gaining momentum. Sheer necessity on the part of industry and commerce opened up new avenues of endeavour which had traditionally been closed to women. A broad range of opportunity became available to them. Occupations beyond the narrow confines of clerical, communications and domestic service, and certain restricted industrial occupations, were opened up in the belated emancipation of women.

Family needs in an increasingly affluent society and the gradual disappearance of the "stigma" attached to wives and mothers entering gainful employment, plus the broader concept of women's role in the community, have helped swell Canada's female labour force. In the last five years it has grown from a little over one and a half million to nearly two million working women. Most significant is the fact that after 1959 married women accounted for over half the female labour force.

This increase in the number of women in the labour force is an indication of a trend resulting from the shift in the work force from the manufacturing and heavy industries to light manufacturing and the service industries.

According to the Economic Council of Canada our labour force will increase by some 50% in the next 15 years.

Women will account for 1.5 million of the total labour force increase of 3.5 million to 1980 when they will make up over 35% of the total labour force, compared with the 25% of the start of the 1960's. (Appendix II).

Canada's first census in 1891 showed that one-eighth of the paid workers were women. With the exception of school-teacher they were confined to occupations associated with the traditional household tasks such as servant, dressmaker, seamstress, tailor, saleswomen, laundress, milliner, house-keeper.

Today, one out of every three paid workers is a woman. Of these 60% are married. (Appendix III). Almost 40% of the working women are in Ontario. In 1950 only 23.1% of the labour force in Ontario was composed of women. In 1966 this increased to 31.2%. (Appendix IV). Their occupations range from saleswomen to draftsmen.

Our increased population, developed services and related industries increased opportunities for women and these industries developed partly because women were available. Also contributing to this was the fact that there has been a noticeable change in attitudes to women working.

The tendency for families to have their children in the early years of marriage has contributed considerably to more married women entering the labour force at an earlier age. It is now common for women who are 30 to have their last child enter school and be free to take part-time or full-time work.

Whereas prior to 1960 the majority of the women in the labour force were single this increased so that by 1960 the married and single were in equal numbers. In 1965 there were 52% married, 38% single and 10% widowed, divorced or separated women in the labour force.

In Ontario, in 1965, the percentage of females in the labour force was 60% married, 30% single, and 10% widowed, divorced or separated.

According to the 1961 census there were 119,000 one parent families in Ontario with 75% of these families of one parent being a woman.

About 70% of working mothers earned less than \$3000 per year. This same category of women were married to husbands who earned \$4000 or less per year. Certainly the decision to enter the labour force in all these cases was motivated largely by economic reasons.

It is significant that women have been entering the labour force more rapidly than have men. In the ten year period of 1954 to 1964 there was an increase by 58% in the number of women entering the labour force as compared to a 16% increase in the number of men.

This is mainly due to the large increase in jobs in occupations employing women in the past few years. Men are located in the goods producing industries while women are in professional services, finance, transportation, trade and the service industries, community services, wholesale and

retail trade, recreation, public administration, and other white collar occupations, health services, science and research technicians. (Appendix V).

One of the most important skilled occupations of women is in the sewing machine operations and accounts for 15% of all women in manufacturing classified as craftsmen in the production process, according to the census. Now that manufacturing is no longer the dominant industry, it is predicted that in the near future the greatest need for women workers will be in the professional, technical and service occupations.

The economic emphasis of our society is changing rapidly. It is industries where men predominate that have been the most seriously affected by a decrease in jobs brought about by automation and the new technology. Service industries and some clerical and office occupations have not been affected to any great extent by automation and are not likely to be in the foreseeable future. In these predominately women's occupation industries, job opportunities have increased very markedly.

As automation develops, those occupations requiring great physical effort, and up to now occupied almost exclusively by men, will diminish to a large extent, and jobs requiring non-muscular effort will increase. These jobs will be available for women, and men will have to compete for them on equal terms.

Why Do Women Work?

In our society, work is necessary for those who are breadwinners, and for single men and women. The reasons for the wife, whose husband is the primary breadwinner, working may not be so obvious, but are often most important. Most often the reasons are economic. The wife may work to supplement her husband's income which may be inadequate to meet the high cost of living, because of financial crisis in the family due to high medical and drug bills, to provide a better education for her children or simply because she is bored with the routine of housework.

The increase in the number of women working during the 2nd World War, the trend to urban living, changes in social attitude, introduction of processed and ready-made foods, plentiful low-cost clothing, labour saving home appliances and changes in the labour market - all these factors have contributed in releasing women from the home and have drawn them into the labour force.

Helped along by saturation of advertising our wants and expectations have increased tremendously. On the one hand this has changed our manufacturing process to light non-durable goods which depend on women workers and on the other hand many families found they could not fulfill their wants on the income of one earner.

Generally women work because of economic necessity rather than by choice. In the process many women have found

a new independence. Women also work because they want to fulfill themselves as a complete person. For many women housework has limitations in this respect.

As a Harper's magazine editor wrote in 1960. "Women like men should give their highest skills to society which badly needs them." "The delusion that every woman must be a chambermaid, cook and nurse - in addition to any other work she may do - is archaic. It makes no more sense than insisting that a research chemist take time out to wash test tubes and scrub the lab floor."

Since married working women generally provide a secondary income to the home they often work for less than do the men. In many cases women are hired to undercut men's wages. Employers are anxious to cut labour costs. The service industries are less organized and these are the industries employing a large percentage of the women.

At our last OFL Women's Conference the following were some of the reasons given by those present why more women did not enter the labour force: (1) Lack of provisions for income tax deductions for household help; (2) ambivalent attitude of society towards working outside of home; (3) need to take care of pre-school children; (4) not enough opportunities for part-time work; (5) lack of job information and vocational counselling; (6) attitude of husband to wife working; (7) unprepared educationally and lacking marketable skills.

More women will enter the labour force once the government and industry recognize the fact that women are not men. At present the employer does not take into account the problems of women outside the eight or nine to five world of his enterprise. He disregards the woman's other life of the working mother with school children coming home at 3:45, or the long summer vacations and all the other things that make life so difficult for the working mother.

An example of what can be done to accommodate women in the labour force was given by the federal government last fall when the Public Service Commission advertised for thirty women workers. These women were to have their working hours arranged to suit their own personal and family needs - half days for those with young children in kindergarten, six hour days for those with older children. All school vacations would be free so that the women involved would be able to continue their normal and necessary family life at that time. Fringe benefits such as sick benefits, medical plans and statutory holidays with pay would continue pro rated to fit the hours they would work.

The jobs advertised were for highly specialized tasks in economics, library science and statistical work. The jobs lend themselves to part-time work in that the work can be picked up and set down without any undue interruption of the whole operation.

Obviously the government was not merely interested in the welfare of the workers but they had to make inducements that would be attractive to women having these specialized skills and who would be willing to work part-time. They were needed, and the government was willing to recognize that they were not men and made allowances for this. There is no reason to believe that the trend cannot be extended not only in the public sector of our economy but also in the private sector.

Attitudes To Women

Margaret Wade Labarge, Canadian author and historian, speaking to an audience at Carleton University recently said; "It would be difficult, if not impossible, to redefine the role of women in our society, unless men also examine and update their attitudes, their expectations of marriage, and their wife's function". If we may paraphrase Lord Chesterfield; there are no hopeless situations in regard to women, there are only men and women who have grown hopeless about them.

Even today, there still exists a prejudice against women working. Strangely enough this prejudice does not extend to occupations which are badly paid and where men do not want to work. These are nursing, waiting on tables in restaurants, clerical work and primary school teaching.

The prejudices of the past have lived with us to this day. It was not so strange one hundred years ago for Queen Victoria, though a woman herself, to exhort everyone

"who could speak or write to join in checking this mad, wicked folly of Women's Rights - God created men and women different - then let them remain each in their own position". But it is strange for the late Pope John in 1960 to "remind" mankind that men and women had clearly delineated functions in society.

Woman does not want to be a man. She does want to be regarded as a person equal in worth to a man, getting the same educational opportunities, the same job opportunities, equal wages for the same job, and the same status in society.

Robert Burns wrote;

While Europe's eye is fixed on mighty things,
The fall of Empires, and the fall of Kings,
When quacks of state must each produce his plan,
And even children lisp the Rights of Man,
Amidst this mighty fuss just let me mention,
The Rights of Women merit some attention.

Too long, Western society has measured worth by a male yardstick which regards man as a perfect human being and woman as the clinging vine devoted to his comfort. Women have discovered that they have a mind and that they have a greater role to play than just to please men.

Women In The Professions

According to the Sept-Oct Journal of the ILO, ILO Panorama, the Soviet Union has adopted the ILO Convention in regard to women. There are now 400,000 women doctors in that country. About 75% of the teachers and 35% of the scientific workers are women. Every third engineer is a woman. Fifty-nine percent of Soviet citizens possessing either advance degrees or qualifications are women.

In 1960 the New York Times reported that there were 233,000 women engineers, 110,000 scientists and 300,000 physicians in the Soviet Union.

Our women are more reluctant to enter the professions. The fault with our society is that it has done little, if anything, to encourage women to enter those traditionally male fields. Much of the fault lies with the women themselves because they have not put up much of a fight to break down these barriers.

Women and Politics

The new generation of women are not flocking to the women's organizations. Unlike their sisters of the past, women of today no longer find it necessary to find self-expression for their creative abilities in such organizational work. More exciting and challenging fields are open to them in the worlds of politics, commerce, business, industry and unions.

The role of women's organizations has been a passive one dispensing charity, raising money for good causes, organizing teas, bazaars and rummage sales.

Today's woman wants a more active and purposeful life in the community. She wants a voice in the running society. She wants to be a part of the planning and the carrying out of decisions.

Part of the problem is that not enough women put up a sufficient fight for their rights. Women may have the

same attitude and point of view on most of the problems of the day in our society as men have, but will step aside and let the men try to solve them. Unless more women take a more active interest in spheres where meaningful decisions are made that concern all of us they will remain second class citizens.

Women take a very active part in some women's service organizations and display great capacity for leadership yet very few will work to achieve leading positions in our political arena. There is no legal bar to women participating in leadership positions in the various government bodies. Women in Asian Countries such as India, where they have achieved emancipation more recently than those of western countries have made greater gains in taking on responsibilities than have our women.

Perhaps Madison Avenue through its emphasis on sex in its advertising has brainwashed both men and women into believing that women's role in life is to amuse men.

Women should play a more active role in politics. Women are more group minded than men. They are more active in community organizations than are men. They are more active at the grass root level and therefore should both be able to feel the pulse of the electorate and at the same time have more influence in promoting policies of their own organizations.

In today's society with our limited day care facilities women cannot do the amount of work necessary to be elected, or leave the family and go to Ottawa or Queen's Park,

if elected. Perhaps that is why there are so few women in this country who are Members of Parliament.

In some of the Asian Countries where democracy is younger than ours, women serve in top posts in government. Women cabinet ministers in the United Kingdom, India, Israel, Ceylon and the Scandinavian countries have been exemplary.

Short of legislating special provisions to make a quota of candidates mandatory for nominations to include some women we must find ways to encourage women candidates for public office. We have regional representation, sometimes ethnic representation, why not some representation by sex, since women represent 50% of the voters.

Women's Contribution To The Economy

Considered in terms of the economic importance to the economy of women in the labour force, their contribution should not be underestimated. The greater the labour force as compared to the total population the greater the average real income of the people. Since women now comprise so great a part of the labour force it would stand to reason that the overall income of the nation would be that much greater except for one fact. Women earn less than men and often for doing the same type of work.

Another factor lessening the contribution of women to the economy is, that generally, women who gravitate to the labour force are the ones who drop out of school to get married and only seek work when their children are in high school or older. These women generally have no marketable

skills, their education is rusty, and they end up doing the most unskilled work.

If it is true that one-quarter of the increase in real per capita income in Canada in the past 50 years is due to the advance in the education of the labour force, then one can see what a great role education of women can play in increasing the total earnings of the labour force.

Responsibility of Industry

Industry can profit from the woman worker and should induce her to become a productive component of its operation. And as most economists would surely agree, her participation in industry is most vital. What has industry done to help the working mother meet the demands of her family responsibility while she is working? How many industries have provisions for maternity leave? How many industries will guarantee a woman employment if she marries? How many industries provide leave to spend time with children when they are out of school? How many industries provide day care services? How many industries provide on-the-job training or retraining for women? We are afraid that the answer is very few, if any, to most of these questions.

Importance of Education and Training

Education and retraining in this age of rapidly changing technology is of paramount importance to the place of work. A recent study commissioned by the Economic Council of Canada, based on a survey of 17 large companies showed

that increases in workers required by occupational groups in 1970 as compared to 1965 were:

Blue Collar	skilled	11.3%	increase
	semi-skilled	7.5%	"
	labourers	6.1%	"
White Collar	technical	35.3%	"
	sales	4.7%	"
	clerical	0.1%	"

Although the table refers to all workers it is quite evident that the best opportunities for employment for women will be found in precisely those classifications that require education and training.

Our experience has been that men have very few opportunities for in-plant training yet women have had no equality of treatment in this respect in even those limited opportunities available.

With respect to the management courses available in plants they are almost exclusively given for men. There are hardly any in-plant facilities either for men or women for continuing education, with few exceptions such as the Leaside experiment. With the result that workers cannot change to new occupations, often because of limited academic or technical training.

Generally women, like men, finish their educational and skill training before entering the labour force. But unlike men they work for a short period and then drop out of the labour force for a good number of years to raise a family. The skills they learned cannot survive

the 15 or 20 years of dormancy and the work methods too may have changed substantially. The skills acquired during housekeeping are limited in their application on the job. In selecting a vocation young women should have proper counselling to help them choose an occupation that will not be redundant with the passage of time. Re-entries into the labour market should be provided with extensive retraining prior to re-entry.

Available information on earnings makes it apparent that women have yet to marshall their resources to overcome economic disparities that have accompanied their mass movement into the labour force in this past half century. If numbers and knowledge mean power, the speed with which they are increasing and the determination they are showing in pursuing educational attainment suggests that women will find solutions and overcome the problems of economic as well as social discrimination.

Equal Pay For Equal Work

Perhaps the best measure of a woman's economic status is her earnings or income. Generally, women earn less than men. (Appendix VI). They find this most objectionable when it is for the same type of work that men do.

Many arguments have been advanced why women earn less than men. Types of jobs, lack of training, impermanence of employment, intermittent work patterns caused by interruptions to employment due to marriage and raising children, and home responsibilities. Because of these interruptions

they lose seniority and job promotions. Many women who do not have interrupted employment also are discriminated against in regard to pay and promotions.

The old argument that married women entering the labour force take work away from men and cause unemployment simply doesn't stand up. It is the unskilled workers generally who are unemployed. They can only qualify for the traditional women's jobs by training for them. Once jobs are listed without regard to the sex of the prospective applicant and at one job rate there will be a proper mix of sexes on all jobs.

If promotion and pay increases are dependent upon length of service in certain clerical and technical work, that is generally paid by salary, then it is possible that women may be paid less for the same work because they have not acquired the length of service. That is no excuse on production work where set time limits for achieving certain skills are laid out in the pay structure.

Since the enactment of the Equal Pay Act of 1963 and the Civil Rights Act of 1964 in the USA, there are still differences in the average earnings of men and women doing the same work in some establishments in that country. The evidence shows that in some cases this is not due to discrimination but to the fact that rates of pay are determined by the length of service in some offices. Men generally have longer service than women on such jobs.

Discrimination against women in employment is often not in direct contravention of the law but takes a more insidious and subtle means.

Present laws are totally inadequate in securing justice for women workers, and managements' rights as applied to job classifications, make it extremely difficult to win grievances on discrimination against women.

We need more education on the harmful effects of lower rates for women on the entire wage structure in the community. When women are used as cheap labour it keeps all rates low.

With the exception of Quebec and Newfoundland every province has equal pay for equal work legislation. However, these laws are so full of loopholes that they are almost useless. Employers often reclassify and downgrade them for women so they often get less pay for the same work. The scandalously low minimum wage laws in this country help to make women the victims of exploitation.

Canada has not ratified the ILO Convention on equal pay. The government in Ottawa has used the flimsy excuse that labour matters are in the hands of the provinces to evade taking a stand on this. Yet when the Labour Standards Code was written, and which is applicable to those industries under federal jurisdiction, they did not provide an equal pay provision in that Act. The present federal and provincial equal pay laws are so weak that they are

seldom enforced because the onus for making the complaint is on the woman affected. She in turn generally would not risk her job to file the complaint.

Recommendation No. 123 adopted by the 1965 International Labour Conference concerning the Employment of Women with Family Responsibilities embodies the general principle that the competent authorities in all countries should "encourage, facilitate or themselves undertake the development of services to enable women to fulfill their various work responsibilities at home and at work harmoniously."

The Convention concerning Discrimination in Respect of Employment and Occupation (No. 111), adopted by the ILO Conference in 1958 bars discrimination on the basis of race, color, sex, religion, political opinion, national extraction or social origin.

The Convention concerning Equal Remuneration for Work of Equal Value (No. 100) adopted by the ILO Conference in 1951 provides for equal pay for equal work.

We pretend that our country is one of the most enlightened in the world. Yet we have not ratified these simple conventions of the ILO.

Day Care Centres

The post-war industrial development and migration to urban centres has created an increasing need for day care centres. Formerly, with often three generations living in one dwelling there was no problem of child care while the

mother worked. The traditional role of the grandparents was to look after the grandchildren. As our living patterns changed and the one family dwelling became the rule the need for day care centres increased.

There are insufficient day care facilities (Appendix VII) which would make it possible for married women to work and at the same time not neglect their family responsibilities. They are also needed to lighten the work of the mother who plays two roles, that of homemaker and worker outside the home.

These centres should not be confined to facilities for working mothers but should be available for all families. They should be for pre-school children and should provide hot lunches and after school supervision for children already in school.

Some day care nurseries are operated in conjunction with an apartment. One of these that has proven highly successful and extremely useful is the Brimorton Day Nursery housed in the first floor of the 400 suite Brimorton apartments in Scarborough. It is mainly operated for the working mothers in that particular apartment but not exclusively so.

Besides giving the usual day care service to pre-schoolers ranging in age from 2 to 6 it provides transportation to children enrolled in public school kindergartens. These are taken to school at noon in the nursery school station wagon and brought back at the end of the school day.

This nursery provides another very necessary service for mothers who work. On the way to work the mothers drop the older children at the nursery. The nursery sends them off to school at 9, they return to the nursery for lunch and after school they again return to the nursery and their play is supervised until their mothers pick them up on their way home from their jobs.

This nursery is fully licensed and approved by township zoning regulations. It has two trained supervisors and two other assistants, a driver, cleaning lady, cook, etc., - a staff of nine in all. The weekly charge is \$15.50 for children needing day care or kindergarten delivery. It is \$8 for children who attend public school most of the day. Transportation in the area when needed may add to this price.

This is an example of the type of nursery that every large apartment, factories employing large numbers of women, large offices, hospitals, parks, should consider. However, they should be free to working mothers and financed jointly by the employer and the government.

The child care problem is made more complicated by the fact that the home backyard has disappeared with the trend to apartment dwelling. The single family dwelling in the large urban centres is becoming impossible to sustain for the average family. Very few apartment builders are concerned with providing play areas for children. Even in Europe, where tradition has been harder

to break down in permitting mothers to work, governments are accepting their responsibility of providing day care centres faster than in Canada. Nursery care for children under 2 years old is provided in England, France and the Scandanavian countries. These consist of custodial care mainly but provide educational facilities also.

Sweden and France have family day care programs. Under this program an agency hires a number of mothers to look after children in their homes. Most of these services are geared to ability to pay.

In the interest of the economy, the morale, and the health of the children and mother, industry, labour and government should have a common stake in the development of day care centres for working mothers. These could be financed out of our total production capacity as a legitimate cost factor. Standards could be set by the government and its agencies.

It would be to the best interests of employers to promote and organize day care centres. It would encourage more married women to enter the labour force. It would also cut down the man hours lost due to absenteeism of married employees if the mother knew that her children were well taken care of while she is at work.

Working mothers are an integral part of our economy and it is time society and the government and employers recognized that it is their responsibility to

provide services such as day care centres to accommodate this growing section of the labour force.

If more women worked there would be less pressure on young people to fill job vacancies and thereby leave school before they have acquired the necessary education to make their full contribution to society.

Maternity Protection

One in every six workers in Canada is a married woman. In most cases financial, social or personal reasons lie behind the mother's decisions to choose to work rather than stay at home. Despite opinions to the contrary such decisions are not made lightly, according to the discussions at the recent OFL Women's Conference held in Toronto. A woman and her family should have the right to make this decision based on their own evaluation of her situation. However, there should be minimum provisions for maternity leave so that she could be able to make that decision first of all to work and secondly to have a child without fear of losing her job.

Yet our legislation is far behind most of the countries of the world. The ILO reports that in the majority of the 135 countries surveyed, medical benefits are paid in maternity cases. In over forty of the countries there is specific legislation making it illegal to dismiss a woman during the maternity period.

Only British Columbia and New Brunswick have laws to protect female employees during pregnancy. Under the "Maternity Protection Act" of British Columbia an employer has to grant an employee a six weeks leave of absence before delivery and at least the same amount of leave after delivery.

Civil servants fare better, particularly federal civil servants. In six provinces they are covered by regulations which provide for a variety of leave privileges without pay. A civil servant in Ontario is enabled by regulation "upon application made within two years of ceasing to be employed, to be reappointed to her former position or to another position for which she is qualified, upon it next becoming vacant." Seniority is protected. In our opinion this could be strengthened by striking out the section "upon it next becoming vacant."

The Federal Civil Service gives unmarried mothers the same maternity leave entitlement as married mothers receive. Two months before expected confinement and up to six months after. In addition the regulations provide for sick leave when complications related to the pregnancy occur during the first seven months.

Perhaps our laws for maternity provisions are a reflection of society's attitude to working mothers. There is some slow progress on this but still the employer's attitude and that of society in general is that mothers should stay home. This will have to be changed.

The Family and Taxation

Our laws in regard to women are based on English jurisprudence. Along with the good features, we have inherited all the prejudices and practise of British law. Sir William Blackstone expressed it very well when he wrote in his classic "Commentaries on the Laws of England", "By marriage in the Eighteenth Century the very being or legal existence of woman is suspended, or at least it is incorporated or consolidated into that of the husband."

Such is the change in our society that economists and sociologists are beginning to talk in terms of family incomes (referring to the combined incomes of husband and wife) in place of the more traditional concept of the "family wage earner" - the man.

The (Carter) Royal Commission on Taxation makes a good attempt towards equality in tax status between men and women but does fail to recognize that a woman taking full or part-time care of a home should be appropriately remunerated for her services by a tax exemption on her earnings or on her husband's as if he actually paid her for her services. Also there is no recognition given to the fact that it is not always the woman's income in the family unit that is marginal but sometimes the man's. Even so in our society it is the woman who does the bulk of the household work and should be compensated for it.

Mothers, by working increase the amount of goods and services that the family is able to buy. These goods are taxed and provide additional revenue for the governments. In order to work the mother needs to meet additional expenses on babysitters, nursery care and children's lunch money. These expenses should be allowed as legitimate deductions from her gross earnings for income tax purposes.

In business, legitimate expenses of earning the income of the enterprise are proper deductions for income tax purposes. There is no reason why this general principle cannot be applied to the home of working mothers.

Although we cannot agree with the approach of those who are carrying on an attack upon the Carter Commission Report because of its recommendations on taxation in regard to women, we do sympathize with the problem. The woman's income should not be taxed more heavily than the man's. However, the report, on the whole, is commendable and would, if implemented, make for a more equitable levying of taxes, ease the tax load on the low wage earner, and make for a redistribution of purchasing power of the people.

Marriage and the Family

Much work has to be done to preserve the family and marriage as an institution. Divorce laws and property rights will have to be updated. Abortion laws will have to be liberalized. Family planning and birth control will have

to be taught in our schools. All these matters will have to be given a good deal more attention if women are to be truly emancipated.

Our past and present arrangements for looking after children from broken homes is inadequate and unrealistic. The subsistence pay provided by most husbands upon separation is often too low to support a family of children. This affects working people more than others. Quite often a husband is a low earner and cannot provide any more. In some cases he is already supporting another family and could not spare any more money for his divorced wife. His new family runs a risk of breaking down if there is financial difficulty.

Since there is a possibility of two families ending up on welfare it would seem to us that society should make provision to help support the children of separated and divorced parents.

Today, things are different to that of the time of Dr. Samuel Johnson when he wrote; "Nature has given women so much power that the law has very wisely given them little." Today, women can achieve power and can change the law, and that is just what they are trying to do. But they need help.

In Summary

In summing up we hold the belief that women will be able to play their full role in our society if we embark on an intensive campaign to change many of the outmoded attitudes to women. In addition, legislation is needed to

accelerate this process. Government and industry has not kept pace in accommodating women in their new role in our society. We must provide children's care centres for mothers, whether working in the home or in industry, so they could expand their activities, fulfill themselves as individuals and make a useful contribution to the economy. Maternity leave provisions must be enacted into our legislation. Abortion, birth control and divorce laws should be improved. Training and retraining and job counselling should be provided by industry and government. Equal pay laws should be improved and enforced, and minimum wage should be raised to reflect the cost of living. The tax laws should not discriminate against women, except to provide exemptions for the cost of housekeepers and babysitters. Working in the home should be regarded as work for income tax purposes.

We are hopeful that the findings of this Commission will provide the answers to many of the problems facing women today. We are confident that the discussions started and the probing for answers initiated by this Commission will be most useful in changing outdated concepts and attitudes and will be instrumental in promoting much needed legislation to raise the status of women in this country.

All of which is respectfully submitted.

ONTARIO FEDERATION OF LABOUR

D. B. Archer,
President.

D. F. Hamilton,
Secretary-Treasurer.

APPENDIX I

WOMEN MEMBERS IN LABOUR ORGANIZATIONS IN CANADA, 1965

<u>UNION</u>	<u>NUMBER</u>
Canadian Union of Public Employees	28,922
National Federation of Services, CNTU	18,387
Building Service Employees Int'l. Union	10,415
Civil Service Association of Ontario	9,130
United Auto Workers Union	7,988
Canadian Telephone Employees Association	6,911
Traffic Employees Association	6,383
Textile Workers Union of America	6,207
National Federation of Clothing Workers	5,614
Retail, Wholesale & Dept. Store Union	5,107
Civil Service Association of Canada	5,516
United Packinghouse Workers	4,859
Electrical Workers (IBEW)	4,232
United Steelworkers of America	3,569
Musicians Union	3,185
Bakery Workers Union	3,193

Source: Annual Report of the Minister of Trade and Commerce
Under the Corporations and Labour Unions Returns Act
Report of 1965, Sept. 1967.

APPENDIX II

Changes in the Civilian Labour Force (Numbers and Distribution of Increase)

By Age Group and Sex

	<u>1965-70</u>		<u>1970-75</u>		<u>1975-80</u>	
	Total In-crease (000)	Dis-tribution of Increase (Per cent)	Total In-crease (000)	Dis-tribution of Increase (Per cent)	Total In-crease (000)	Dis-tribution of Increase (Per cent)
Males, All ages	594	49.1	667	55.8	691	59.9
14-19	47	3.9	28	2.3	7	0.6
20-24	200	16.5	114	9.5	76	6.6
25-34	139	11.5	371	31.0	365	31.7
35-44	25	2.1	-13	- 1.1	134	11.6
45-54	98	8.1	91	7.6	22	1.9
55-64	86	7.1	68	5.7	76	6.6
65+	- 2	- 0.2	8	0.7	11	1.0
Females, All ages	615	50.9	528	44.2	462	40.1
14-19	54	4.5	27	2.3	10	0.9
20-24	168	13.9	97	8.1	67	5.8
25-34	111	9.2	167	14.0	164	14.2
35-44	69	5.7	48	4.0	94	8.2
45-54	113	9.3	94	7.9	32	2.8
55-64	92	7.6	82	6.9	81	7.0
65+	8	0.7	13	1.1	14	1.2

APPENDIX III

PROPORTION OF MARRIED WOMEN
IN THE LABOUR FORCE

<u>Year</u>	<u>Proportion</u>
1931	10%
1941	13%
1951	30%
1961	47%
1967	60%

Source: Married Women Working for Pay in Eight Canadian Cities. Also, Women at Work: Dept. of Labour.

APPENDIX IV

INCREASE OF WOMEN IN THE LABOUR FORCE IN ONTARIO

1950	23.1%
1951	23.4%
1952	23.9%
1953	24.0%
1954	24.7%
1955	25.9%
1956	26.6%
1957	26.7%
1958	26.4%
1959	27.0%
1960	28.7%
1961	29.0%
1962	29.0%
1963	30.0%
1964	30.1%
1965	30.5%
1966	31.2%

Source: DBS

APPENDIX V

DISTRIBUTION OF WOMEN WAGE AND SALARY EARNERS

Average of Sept., Oct., Nov. 1967

<u>Occupational Groups</u>	<u>Number</u>	<u>Percent</u>
All Occupations	2,332,000	
Managerial	84,000	3.1%
Professional & Technical	402,000	17.5%
Clerical	715,000	30.2%
Sales	194,000	8.7%
Service and Recreation	521,000	22.8%
Communication & Transport	39,000	1.2%
Farmers & Farm Workers	81,000	3.1%
Production & Related Workers	296,000	12.2%

Source: Special Surveys Division, DBS.

APPENDIX VI

Earning Differential
Men and Women in Manufacturing in Canada, 1946 - 1965

Average weekly earnings in manufacturing in Canada indicate an almost constant differential between men and women that seems to increase rather than diminish: Female workers average approximately 50% lower earnings than men do in actual fact although the tables show a lower differential per hour. Table 2 shows a similar differential in the electrical industry where the work force is composed of over 75% women. Although the weekly earnings in the electrical industry show a similar differential the hourly differential is slightly less than for general manufacturing in Canada. The fight for equal pay for equal work is not yet won.

Table I Average Hourly Earnings In Manufacturing In Canada

<u>Year</u>	<u>Male</u>	<u>Female</u>	<u>Percentage female lower</u>
1946	\$0.81	\$0.50	38%
1947	0.92	0.58	37
1948	1.02	0.65	36
1949	1.07	0.68	37
1950	1.14	0.72	37
1951	1.31	0.82	38
1952	1.40	0.86	39
1953	1.47	0.91	38
1954	1.51	0.93	39
1955	1.57	0.95	39
1956	1.66	1.00	40
1957	1.75	1.05	40
1958	1.80	1.08	40
1959	1.88	1.11	41
1960	1.93	1.14	41
1963	2.12	1.27	41
1964	2.21	1.32	40
1965	2.33	1.41	40

Source: Earnings and Hours of Work in Manufacturing,
D.B.S. Cat. 72-204 1964

APPENDIX VII

NURSERIES IN ONTARIO, JANUARY 1967

Private Nurseries

- (a) 101 all-day care
- (b) 142 half-day care
- (c) 162 some all-day and some half-day care

Publicly Supported Nurseries

- (a) 21 all-day as follows:
 - 13 in City of Toronto
 - 1 in North York
 - 1 in Township of Toronto
 - 1 in Township of York
 - 1 in Wallaceburg
 - 1 in London
 - 1 in Ottawa
 - 1 in Belleville
 - 1 in St. Catharines
- (b) 25 half-day nurseries throughout the province

Source: Ottawa, Department of Labour.