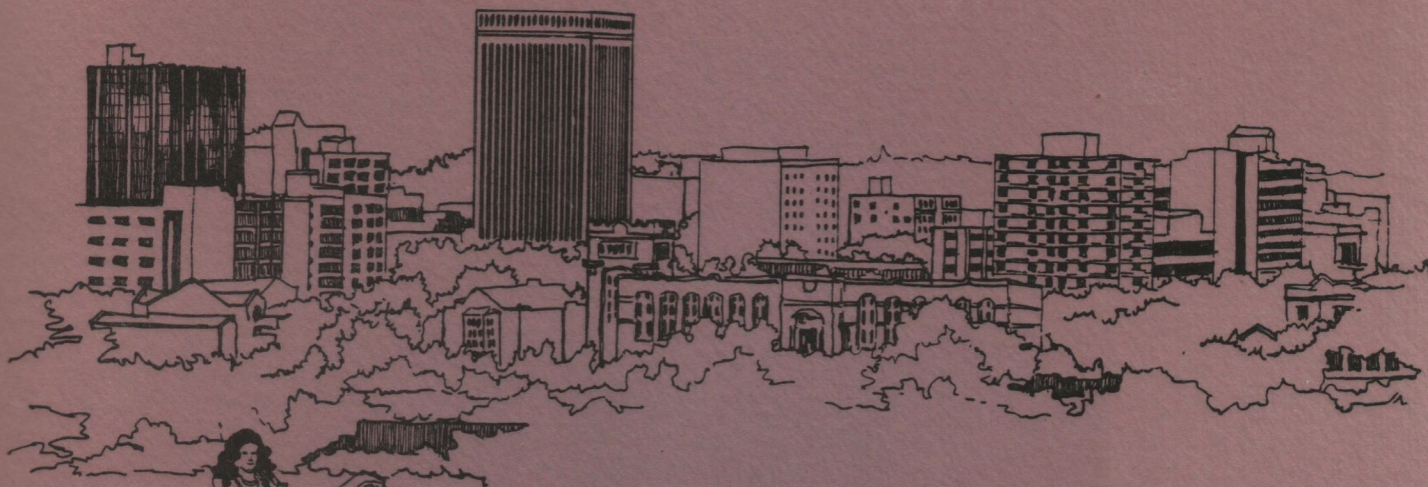




THE MAYOR'S TASK FORCE ON WOMEN'S ISSUES



MAYOR'S TASK FORCE ON WOMEN'S ISSUES

FINAL REPORT

February 29, 1988

**"The
position of Women in
a society
provides an exact measure
of the development of
that society."**

Gustav Geiger

The Task Force



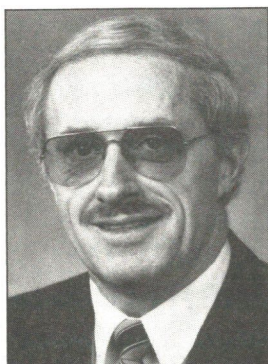
Councillor
Doreen Hamilton
Chairperson



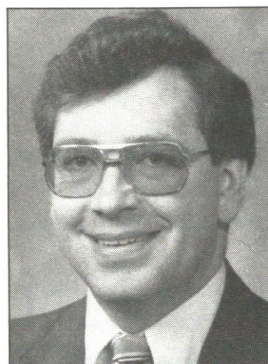
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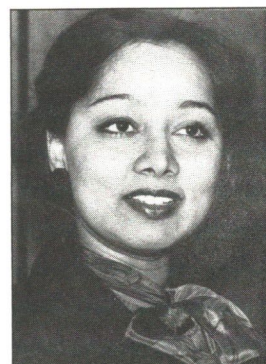
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Councillor
Joe McKeown



Councillor
Doug Archer



Rasheda Nawaz
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Administrative Support

Provided by the Social Development Department, City of Regina.

Writing and additional research was done by Ruth Goudar.

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Senior Power

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Y.W.C.A.

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Gloria Geller

Alison Hayford

Estelle Matthews

Margo McMahon

Monica Schubert

Additional Working Committee Members

The Task Force extends special thanks to the following women who contributed to the report through their involvement on working committees:

Ruth Anne Rudack worked with Marilyn Rice to head the Urban Design working committee upon Rasheda Nawaz' departure.

Noela Bamford

Joanne Crofford

Kate Daley

Erin Genoway

Norah Jarbeau

Pennie Olson

Lily Pepneck

Robin Reenstra-Bryant

Eugenia Valenzuela

A MESSAGE FROM THE CHAIRPERSON

I take a great deal of pride in introducing this report - the culmination of more than a year of intensive work by many individuals who are committed to the betterment of the lives of Regina women.

Regina is taking the lead as one of few Canadian cities which has formed a Task Force to identify ways in which a municipal government can improve the status of women. Action on these areas will benefit not only women, but children and indirectly, all of our citizens.

Presentation of this report to Council marks the end of an important stage of the work of the Task Force. We have identified the issues which we believe need priority attention from the City and other levels of government. The Task Force has developed an extensive and carefully researched list of issues and recommendations within the time frame allotted to it. However, it is by no means a comprehensive account of the concerns affecting women in Regina. These issues will grow and change and will continue to require a sensitive, creative response from representatives of all levels of government in the years to come.

Much work remains on the part of City Councillors and the City administration so that the Task Force recommendations can be implemented. In recognition of the importance of future actions, the Task Force has recommended a specific implementation procedure, in the concluding section of the report.

Many of the issues which have been identified require follow-up by the City administration, but the Task Force has also identified community needs in areas such as health, social services, housing and child care which fall largely within the jurisdiction of senior governments.

We believe that identifying these issues in the report will help to raise their profile within the community and we hope this will lead community groups who support our recommendations to address these needs, with financial support from the appropriate levels of government.

As Chairperson of the Task Force, it has been my pleasure to work with an exceptionally dedicated group of people. Citizen members of the Task Force, the Advisory Group and Working Committee members represent a variety of organizations and include women from all walks of life.

In addition to thanking all of those who worked to plan and develop this report, I would like to take this opportunity to thank the many people from numerous organizations, agencies, and provincial, federal and City government departments who so kindly assisted the Task Force working committees and researcher in gathering data. You have provided invaluable assistance to the Task Force by ensuring that our recommendations are grounded in up-to-date information. I am confident this information, as compiled in the report, will prove a valuable resource for community agencies and advocates.

Special mention must be made of our researcher, Ruth Goudar, who conscientiously investigated the issues identified by the working committees, and incorporated changes as the report underwent an extensive feedback and revision process.

I would also like to thank the staff of the Social Development Department who provided capable administrative assistance, including consultation on the Task Force process, information on City programs and procedures, and word processing for the report. Your willing and professional support to the Task Force is much appreciated.

In closing, I would like to underline that this report does not signify the end to work on women's issues in Regina. Rather it represents an increasing awareness and understanding of women's concerns, as expressed in the issues and recommendations which follow. The work of responding to these concerns is only beginning.

Sincerely,

A handwritten signature in cursive script that reads "Doreen Hamilton".

Councillor Doreen Hamilton
Chairperson
Mayor's Task Force on Women's
Issues



OFFICE OF THE MAYOR
CITY OF REGINA

February 22, 1988

RE: REPORT OF THE MAYOR'S TASK FORCE ON WOMEN'S ISSUES

Many hours of hard work have gone into the preparation of this report. Countless numbers of those hours have been contributed by concerned volunteers, anxious to have their thoughts, their hopes, their dreams, dealt with by the decision makers in our community. I hope that many positive initiatives will develop from the efforts contained in this report.

The actual importance of this document is difficult to assess at this time. It will receive its place in history only upon reflection in the years ahead. What will happen to its recommendations? How will they impact Regina? It may sound trite, but time will tell. Let us hope the response will be positive.

A hearty "thank you" is extended to everyone who has had a part in the work of the Task Force to date. Your community values your input and awaits the culmination of your efforts.

Sincerely,

Larry Schneider
Mayor

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INTRODUCTION

INTRODUCTION

Background and Rationale

Since the 1970 Royal Commission Report on the Status of Women, and the 1975 Declaration of the International Year of Women, there has been increasing emphasis on women's issues throughout the country. Following on the creation of the Federal Advisory Council on the Status of Women each province in Canada has addressed women's issues primarily through similar Advisory Councils.

Saskatchewan has such an Advisory Council on the Status of Women, advising the Minister responsible on a wide range of issues. As well, there are many active non-governmental women's groups in the province and in Regina, which focus on women's issues and promote the advancement of the equality of women.

It is logical that the Municipality move to provide an opportunity to address these issues at the local level as well. Women have historically grouped together at this level for charitable and religious purposes in an effort to effect positive social change. They have also traditionally been seen as the raisers of issues affecting community and family welfare and social justice. These issues affect all citizens and must affect the delivery of services and development of policy at the municipal level as well. The Mayor's Task Force on Women's Issues was created in part to provide an opportunity to review women's issues in the municipal context and to assess a response to these issues within the municipal jurisdiction.

Regina is one of the first Canadian municipalities to address women's issues through the creation of a Task Force. The impetus for City Council's creation of a Task Force on Women's Issues comes within the context of a commitment by the City to involve interested publics within the decision-making processes at City Hall. This commitment is part of a broad initiative being taken by the City to establish greater liaison with the community it serves, to become more responsive to social and economic needs and issues within our city, and to refine the development and delivery of its services through increased understanding of the daily lives of its citizenry.

The first step towards creation of the Mayor's Task Force on Women's Issues was taken on November 20, 1984 at which time a motion was put forward that the City consider interim initiatives for women and disabled persons similar to those initiatives being taken by the City with respect to Native people. The motion was lost. It was defeated primarily due to timing considerations -- Council was awaiting a comprehensive Affirmative Action Program which precluded the need for interim initiatives.

On December 10, 1984, however, a letter from Dr. Gloria Geller of the University of Regina was submitted to City Council dealing with Affirmative Action and a proposal regarding Council consideration of a Task Force on the Status of Women. The matter was referred to the March 5, 1985 Personnel and Finance Committee of Council at which time Dr. Geller attended and made representation.

The background material submitted by Dr. Geller in support of her presentation to the Personnel and Finance Committee on March 5, 1985, dealt with Affirmative Action programs in the City of Ottawa and the City of Toronto, and related monitoring processes to ensure the ongoing assessment of the program and initiatives. The covering letter, however, went beyond these Affirmative Action processes and suggested the establishment of a Task Force on the Status of Women.

Dr. Geller noted in her correspondence:

"Women working in the same jobs as men still earn less than men. The economic reality influences many aspects of women's lives."

For that reason she suggested that a Task Force on the Status of Women would:

"review not only job opportunities, but services and opportunities available to girls and women of all ages, representative of all cultural and ethnic groups in the City."

A Task Force on the Status of Women would go beyond the single issue focus of Affirmative Action/Employment Equity and have a community wide orientation on women's issues. Some of the issues outlined by Dr. Geller included: Affirmative Action/Employment Equity measures, housing, transportation, community planning and design related to street lighting and safety, and recreation.

At its meeting of May 27, 1985, City Council considered the report from the Personnel and Finance Committee regarding a Task Force on the Status of Women. Council subsequently directed the Administration to survey interested parties in the community for their views on the creation of a Task Force. Community response indicated support for a Task Force (39 supported, 13 did not support). A direct mailing to 52 organizations had been undertaken plus 3 separate advertisements on the issue had been placed in the Leader Post to collect opinions.

In a motion passed by Alderman Wilma Staff and seconded by Alderman J. Kleisinger on September 9, 1985, the creation of a Task Force was approved in principle and referred to the Administration for a report regarding the formulation process. A subsequent report with suggestions for creation of a Task Force was given unanimous support by Council.

Following the creation of a seven member Task Force, 3 members of Council, 3 members from the community, and the Mayor as an ex-officio member, the Task Force submitted its Terms of Reference to City Council on December 22, 1986. The Task Force was given a one year mandate to conduct its work and bring forward a report. The Task Force was to be assisted by an Advisory Committee of no less than 16 members, also formally approved by Council.

Municipal Context/Study Framework - What can the Municipality do?

a) Municipal jurisdiction

The "women's movement" has been effective in organizing action on particular issues through coalitions involving groups and individuals. As such, the objectives of women are more far-reaching than the powers and purview of the municipality. Actions taken by these collectives have usually been formalized by the establishment of a committee on women's issues, the documenting of existing inequalities/gaps/inadequacies, formulation of proposals for improvements and finally lobbying for implementation. The Mayor's Task Force on Women's Issues follows these processes. A key point is to what extent the municipality can address issues under its jurisdiction and to what extent it can lobby senior levels of government and other agencies to implement recommendations outside of municipal responsibility.

The municipality can only exercise powers delegated to it by the Provincial government. The relationship between the municipality and the Provincial government is not always an easy one. Municipal autonomy is severely restricted. Its greatest power thus lies in the ability of the municipality to persuade and pressure the Ministers of senior government departments, who often regard the municipality as just another pressure group seeking to press the Province into particular policy decisions.

This relationship is further complicated by the accessibility of the municipality to local interests and groups within the community. As funding cutbacks and policy changes occur at the Provincial level of government, the City is often pushed into the arena as a potential source of funds and/or service delivery. The City is not, however, in a position to directly assist the many groups and agencies that may appear at its door, yet is in the difficult position of recognizing with uncomfortable closeness, the social, economic and physical problems its citizenry may face. Many of the issues, concerns and recommendations raised by this Task Force will thus require much lobbying effort by the municipality. Those issues under direct jurisdiction will also require a mechanism whereby the municipality is made accountable to itself for implementation.

The City of Regina has direct ability to implement change in the following areas of jurisdiction:

- information and education (public awareness) of municipal services and programs
- preventative health care
- regulatory controls and standards - zoning, housing conditions, property maintenance, environmental standards
- police and fire services
- recreational programming and park space
- direct service provision - streets and roads, garbage collection, water and sewer
- grants and other incentives
- representation on civic boards and committees
- co-ordination and networking roles
- property taxation
- City employees

b) Terms of Reference and Task Force Structure

The following Terms of Reference were adopted by the Task Force and approved by Council on December 22, 1986.

Purpose/Role

The purpose of the Task Force is to provide a forum to review the impact on women of policies, programs and services under the jurisdiction of City Council and to make recommendations to Council regarding pertinent changes to policy that will improve the status of women.

Mandate

The Task Force, in initiating the review, may identify and/or recommend initiatives or changes in policies in the following general areas:

- I. Urban Environment: Physical
 - urban design/community planning
 - transportation
 - housing
- II. Community Development
 - social housing
 - daycare/childcare
 - policing
 - recreation
 - transition houses/sexual assault centres
 - health services
 - transportation
- III. Economic Development
 - pay equity
 - employment equity
 - pensions
 - employment opportunities/training
- IV. Social and Attitudinal Barriers
 - racism
 - pornography/prostitution
 - stereotyping
 - violence against women
 - under-representation of women on boards, commissions and committees

Structure

The Task Force will be composed of six members:

- three representing City Council
- three representing the public at large
(one representing the Native community)
- Mayor as ex-officio

If a Task Force member is absent for three (3) consecutive meetings, they will have deemed to forfeit their position unless the cause is illness. The Task Force Chairperson should be a member of City Council in order to represent the Task Force at Council meetings.

The Advisory Group

Through the Working Committee:

1. The Task Force will appoint and add members to the Advisory Group as required.
2. The Advisory Group should consist of at least 16 individuals representing a wide cross-section of the community as determined by the Task Force.
3. The Advisory Group will be sub-divided into working committees to work with the Task Force on an issue basis, as identified by the Task Force, to provide input into and assist in developing recommendations.
4. The Advisory Group can identify initiatives and place them before the Task Force for consideration and decision on the direction or action to be taken.
5. The tenure for appointment to the Advisory Group will coincide with the Task Force.

Time

The Task Force will sit for a minimum of one (1) year from the date of Council approval of its specific Terms of Reference. The activities of the Task Force will terminate on that anniversary date unless City Council determines otherwise.

Administrative Support

Support to the Task Force and the Advisory Group will be provided by the City Administration. An Executive Assistant from the City Manager's Office, under the general guidance of the Senior Director of Community and Social Services, will act as Secretary and coordinator to the Task Force.

The Executive Assistant will solicit additional administrative support within civic departments as required.

Budget

An amount of \$10,000 will be allocated in the 1987 budget to provide for research, public forums, advertising, travel and professional speakers. Monies will not be utilized for grants.

Reporting Mechanisms

The Task Force will provide recommendations for the consideration of the Legislative Committee of Council and ultimate consideration by City Council.

c) Working Committee Process

The following process was developed and adopted by the Task Force and Advisory Group.

1. Three working committees, chaired by two Task Force members, were created to deal with one issue area each. (Issue of The City as Employer for Women was dealt with under the Social and Attitudinal Section. Advisory group members identified working committees/issue areas within which they would work.
2. Brainstorming sessions - Each Working Committee brainstormed their area - questions, concerns, issues and solutions were identified in this area based upon the past and current experience of individuals. Meetings were open to public and advertised in the Leader Post. Several sessions were held concurrently in each issue area with special interest groups (one person held recording responsibility).

3. Each Working Committee gathered results of brainstorming sessions (recorders put together). Working Committee discusses and chairperson forwards information requests to Administrative Assistant for forwarding to specific departments for responses.
4. Concurrent with #3. Department Heads also prepared information on current programs, services and policies for presentation to and discussion by Working Committee. Many City programs were seen as being worthy of support. The working committees decided they must focus their efforts on gaps in services, where needs were not being met.
5. Working Committee prioritized and categorized identified issues, gaps in services and programs, and concerns for action and response:
 - a) mandated areas
 - b) lobbying areas
 - c) areas outside of municipal influenceEach issue presented:
 - a) general issue identified
 - b) specific concerns
 - c) who it affects (constituency)
 - d) possible solutions
6. Each chairperson forwarded issue papers and recommendations to researcher/writer for consolidation into one draft report. Additional recommendations and emerging issues may be incorporated.
7. Issues developed and researched by researcher/writer (mid-July - mid-October, 1987). Draft report written.
8. Task Force and Advisory Group meet to discuss draft response. Revisions made.
9. Task Force receives recommendations from Advisory Group. Revisions made. Task Force requested extension on time frame from Council. Granted to end of February, 1988.
10. Public meeting to discuss draft report (February, 1988). Task Force and Advisory Group members attend.
11. Revisions made based on comments at open house.

12. Final report with recommendations prepared and forwarded to Council for adoption.

NOTE - Meetings were also held with City of Regina employees and questionnaires were sent out. Fuller discussion in "The City as Employer" section.

SUMMARY OF ISSUES
AND
RECOMMENDATIONS

ISSUE: **LACK OF PUBLIC INFORMATION AND EDUCATION ABOUT
WIFE BATTERING**

RECOMMENDATION:

1. **That the City of Regina fund educational programs informing the public that battering of a partner is a crime, and there are laws and services available to assist both the victims and the batterers.**

Informational programs to be conducted through established community groups and agencies working in the area of battered women.

Information explaining the myths of family violence and listing resources available, to be printed in the Regina Advisor which is distributed with water bills. Community associations to be approached re publishing information about family violence in their newsletters.

The City should fund and assist in the production of a multi-lingual brochure which gives easily understood information on family violence in the major languages spoken by women in Regina. The inter-agency committee on family violence among immigrant groups could be approached to assist in developing such a brochure.

2. **That the City of Regina approach the provincial Department of Education to proceed immediately with developing Grade 7, 8 and 9 health curriculum on Family Violence. This curriculum is now "on hold" due to staff shortage within the Education Department.**
3. **That the City of Regina recommend to the Regina Police Commission, that City Police code statistics on family violence calls separately, so they can be pulled out from total statistics on assaults in the city, for purposes of keeping statistics on family violence in Regina.**

4. That the City of Regina ask all agencies with primary responsibility for family violence (Police, Mobile Crisis, crisis shelters) to coordinate their statistics on family violence so that a clear picture of the total extent of the problem and service needs can be formulated.

ISSUE: NEED FOR ADDITIONAL ADVOCACY SERVICES FOR
WOMEN WHO HAVE BEEN PHYSICALLY AND/OR
PSYCHOLOGICALLY ABUSED BY THEIR PARTNERS.

RECOMMENDATION:

5. That the City of Regina refer this issue to the proposed Social Planning Council to liaise with agencies and government departments that deal with battered women, to develop a joint proposal for an Advocacy Service for battered women.

The City should assist with start-up funds and the planning group could seek ongoing funding from the provincial government. A non-government agency could provide the services, once adequate funding was available.

ISSUE: TRAINING FOR POLICE IN THE AREA OF FAMILY
VIOLENCE

RECOMMENDATION:

6. That the City of Regina communicate to the City Police Service and the Saskatchewan Police College the need to place priority on training all police officers regarding the problems women face when they are victims of family violence, and how to respond to family violence among people from all cultures, including people not fluent in English.

That the Regina Police Service should recognize and support officers who seek additional specialized training in areas such as dealing with family violence and/or sexual abuse.

ISSUE: **LANGUAGE BARRIER FOR NON-ENGLISH SPEAKING
WOMEN WHO ARE BATTERED**

RECOMMENDATION:

7. That City Council approach the Regina Police Commission to recommend that all police officers who answer calls related to family violence, where anyone involved has trouble speaking/understanding English, should contact and use an interpreter and arrange for payment of same.
8. That the City Police Cultural Relations Unit should maintain its liaison with organizations representing non-English speaking women, and consult with these organizations re interpreters selected for family violence cases. The Police should use women interpreters in family violence cases, whenever possible.
9. That the City ask the Regina Police Commission to ensure that education about family violence is provided to interpreters from each major cultural group in Regina.

Seminars for these interpreters could be developed by the Police Cultural Relations Unit in consultation with agencies working with battered women. These interpreters would then be prepared to assist non-English speaking victims of family violence. They would be paid on a fee-for-service basis by agencies which would require their services, such as Police, Mobile Crisis Service, and crisis shelters for battered women.

ISSUE: **THE IMPORTANCE OF A COMMUNITY-ORIENTED APPROACH
TO POLICING IN REGINA**

RECOMMENDATION:

10. Community-oriented police programs such as school liaison, walk beat in the downtown, zone policing, Community Services Unit and Cultural Relations should be prioritized and expanded.

ISSUE: SERVICES TO THE ELDERLY WHO ARE VICTIMS OF
EMOTIONAL, PHYSICAL AND/OR SEXUAL ABUSE

RECOMMENDATION:

11. That the City of Regina ask the provincial government to make it a priority to develop adult protection legislation which would make it possible to prosecute elder abuse.

The legislation should mandate a provincial government department to investigate suspected cases of elder abuse and provide follow-up services, as required.

The proposed Social Planning Council should monitor development of this legislation and services.

That elder abuse be included in public education on social issues (Recommendation #61).

ISSUE: ELDERLY PEOPLE LIVING INDEPENDENTLY, UNWILLING
TO ACCEPT NEEDED SERVICES

RECOMMENDATION:

12. That the City of Regina support the efforts of agencies which are taking the initiative in developing and coordinating services for the elderly who are unable to care for themselves independently, and are unwilling to accept assistance.

ISSUE: IDENTIFICATION OF AND RESPONSE TO CHILD SEXUAL
ABUSE

RECOMMENDATION:

13. That the City of Regina endorse and encourage the initiatives which the provincial departments of Social Services, Health, Justice and the City Police and both Regina School Boards have taken recently to detect, treat and prosecute child sexual abuse.
14. Recognizing the limitations resulting from provincial funding cutbacks, and considering the severe impact which sexual abuse has, particularly on the girls who most often are its victims, that the City of Regina ask the provincial government to give high priority to detecting, treating and prosecuting child sexual abuse.

That the provincial government be requested to provide sufficient staff and other resources to enable the various departments and non-governmental organizations to carry out their respective mandates in this area effectively.

This includes funding proposals from the Department of Health's Mental Health Clinic for group treatment of batterers, and from Child and Youth Services, for development of a multi-disciplinary approach model to be used in treating child sexual abuse. These proposals have both been turned down for provincial government funding.

15. That the City recognize and support the efforts of the Child Abuse Prevention Committee in working to improve services for abused children.
16. That the City of Regina request that the proposed Social Planning Council closely monitor developments, particularly in the prevention, treatment and prosecution of sexual abuse of children, and make recommendations to the appropriate level of government.

ISSUE: ADULT-ONLY APARTMENT BUILDINGS

RECOMMENDATION:

17. That the City of Regina research the extent of the trend to adult-only apartments and, if the trend is affecting significant numbers of people seeking rental accommodation, that the City recommend changes in the Saskatchewan Human Rights Code, which would prohibit discrimination against families with children in housing.

ISSUE: MAINTENANCE OF RENTAL HOUSING

RECOMMENDATION:

18. That the City of Regina give high priority to enforcement of Maintenance Bylaw (8211). This would mean increasing staff in this area so that inspections of buildings in poor and very poor condition can be completed within a reasonable time. Staff increases to be effective in 1988.

19. That the City of Regina advertise the Maintenance Bylaw using a variety of means, in addition to newspaper advertising, so that those tenants likely to encounter problems with substandard housing will be aware of the law, and know who to contact to have their residence inspected.

ISSUE: INADEQUATE RENT AND UTILITY ALLOWANCES FOR PEOPLE ON SOCIAL ASSISTANCE (S.A.P.)

RECOMMENDATION:

20. That the City of Regina ask the proposed Social Planning Council to closely monitor proposed increases in shelter allowances and capped utility rates for S.A.P. clients which are to be phased in between January 1 and March 1 of 1988, to ensure these rates are in keeping with adequate rental housing rates and utility rates in Regina.

That the City protest the provincial government (Social Services) move to cap utility rates for S.A.P. clients effective January 1988, at a level based on average costs, which will create additional hardships for clients living in older, poorly insulated housing.

(Also see recommendation # 72 re annual review of adequacy of S.A.P. rates by proposed Social Planning Council.)

ISSUE: ACCESSIBILITY OF PUBLIC HOUSING TO LOW-INCOME FAMILIES, PARTICULARLY WOMEN ESCAPING BATTERING RELATIONSHIPS AND SINGLE PARENTS.

RECOMMENDATION:

21. In view of the importance of including a mixture of housing for various income levels in all new subdivisions, that the social housing goal adopted by the City of Regina in its Social Housing Strategy (1986):

"To encourage and promote an adequate supply and mix of affordable housing in all areas of the city, particularly for low income people."

and the objectives supporting that goal, be included in the guidelines for new and developing subdivisions now being drafted, and in development plans for new subdivisions, as they have been adopted as City policy.

22. The City should request that deliverers of public and non-profit housing ensure that families receiving financial assistance (S.A.P.) are not discriminated against when they seek public housing.
23. The City should ask deliverers of non-profit and public housing to ensure these units meet basic security standards as recommended by City Police, e.g. adequate deadbolts.
24. The City should request that administrators of public and non-profit housing should meet with heads of crisis shelters for women to determine the need for public/low-cost housing for women leaving crisis shelters.

Women who must quickly find adequate housing for themselves and their children when they leave crisis shelters, should be given top priority when seeking public and/or non-profit housing.
25. When the City is approached by developers of new public and non-profit housing developments for families, the City should strongly recommend that these developments be designed with the needs of low income single parents in mind - e.g. near schools, transit service, shopping, child care, with adequate provision for security.
26. The City should ask organizations administering public and non-profit housing to review with residents whether their needs are being adequately met in current housing projects, and to ask for their recommendations on future projects.
27. That the City of Regina bring together agencies with clients who have chronic housing problems, and the Board of the Regina Housing Authority, to discuss how use of Housing Authority units should be prioritized, recognizing that one of the largest groups having a chronic shortage of housing is mother-led families, particularly those headed by Native women.

ISSUE: LACK OF HOUSING WITH SUPPORT SERVICES FOR WOMEN
AGED 14 TO 18, WITH CHILDREN, FOR WHOM THE FAMILY
HOME IS NO LONGER A RESOURCE

RECOMMENDATION:

28. That the City of Regina encourage and assist non-governmental organizations to research, organize, and seek funding for appropriate accommodation for young women and adolescents with children, who require a secure living arrangement with some support services.

That the City should urge the provincial government to fund an organization willing to provide appropriate housing with support services for young women and their children.

ISSUE: LACK OF AFFORDABLE, SECURE MARKET HOUSING NEAR
THE DOWNTOWN

RECOMMENDATION:

29. That the City of Regina make it a priority to encourage residential development designed for low income families such as single parents, in inner city neighbourhoods, as it develops a comprehensive strategy for downtown and inner city residential development.

ISSUE: LACK OF SHELTER FOR ADOLESCENTS AGED
APPROXIMATELY 13 TO 18 YEARS WHO NEED:

1. temporary care away from the parental home;

AND FOR THOSE

NEEDING:

2. shelter until they are able to live independently (parental home is not an appropriate resource), including young prostitutes

RECOMMENDATION:

30. That the City of Regina urge the provincial Department of Social Services to establish a crisis shelter for adolescents needing emergency and temporary care.

31. That the City of Regina make it a high priority to support the initiative of interested organizations in establishing a shelter for homeless and transient adolescents who require a relatively independent living situation with appropriate support services.

ISSUE: **SERIOUS LACK OF LICENSED CHILD CARE SPACES FOR
CHILDREN OF WORKING PARENTS IN REGINA**

RECOMMENDATION:

32. That the City of Regina endorse the standards set out by the Regina Day Care Association promoting availability of licensed, non-profit, child care centres run by parent-controlled boards and operated by qualified staff.

This Task Force believes that all child care policies pursued by the City and the provincial government should have, as their goal, the creation of sufficient quality, non-profit, parent-controlled child care. The emphasis on non-profit care is not to affect licensed family day care providers who offer care in their own homes. Child care initiatives should include provision of quality, licensed

child care for infants under 18 months, school aged care and care for children with special needs.

33. That the City of Regina lobby the provincial government to fully cost-share the provisions of the new National Child Care strategy, so that Regina, as well as the rest of the province, will benefit from this \$5.4 billion, seven-year program.
34. That the City of Regina strongly and actively oppose any move towards child care centres for profit. (Again, licensed family day care providers would be exempt.)
35. That the City lobby the provincial government to increase the amount of money allowed annually for child care subsidies so that all low-income working parents or students would be able to afford adequate, licensed care for their children.
36. That the City should lobby the provincial government to base licensing of child care on the quality of care, rather than the availability of subsidy dollars.

37. That the City of Regina lobby the provincial government to enforce existing Day Care legislation and, if necessary, change the legislation so that anyone caring for 10 or more children (including their own), would be required to obtain a license from the provincial Day Care Division.

The legislation must provide a mechanism so that anyone who provides child care as described above and who refuses to become licensed within a reasonable time, will be closed down and fined.

38. That City Council urge both Regina School Boards to adopt a policy of requiring child care centres located in schools to be fully licensed.
39. The City should develop policies appropriate to its jurisdiction to ensure that quality, licensed child care is provided in Regina, using provincial Day Care regulations as a minimal standard.

ISSUE: PROVISION OF LICENSED CHILD CARE CENTRES IN NEW
RESIDENTIAL DEVELOPMENTS AND CITY RECREATION
CENTRES

RECOMMENDATION:

40. That the City of Regina negotiate with developers in new areas to require that new residential developments provide for a child care centre in areas where sufficient licensed child care space is not available.
41. That the City of Regina Community Services and Parks Department actively promote the development of child care centres in recreation/community centres, and that child care facilities be planned at the time new community centres are being designed.
42. That the City of Regina ask both Regina School Boards to encourage the establishment of child care centres in schools where extra classrooms are available.
43. That the City of Regina urge the University of Regina to ensure there is quality, licensed child care available on campus for students.

ISSUE: IMPORTANCE OF ADJACENT OUTDOOR PLAY SPACE FOR CHILDREN IN CHILD CARE

RECOMMENDATION:

44. That the City zoning bylaw which regulates outdoor play space for child care centres not be waived.

ISSUE: DROP-IN CHILD CARE

RECOMMENDATION:

45. That the City of Regina review, with the Regina Day Care Association and other interested groups, how best to address the need for drop-in and part-time quality child care.

ISSUE: PUBLIC EDUCATION ABOUT CHILD CARE AND PARENT INVOLVEMENT IN IT

RECOMMENDATION:

46. That the City of Regina support provision of information to parents on the topic of child care, e.g. What is good child care? Why is it important for parents to be involved in child care? This would include a list of licensed centres in the city.
47. The City should also explore, with the provincial Day Care Division, the most effective ways of informing parents about the benefits of using licensed child care and the dangers of unlicensed care. The City could co-sponsor production and printing of a brochure containing this information with the provincial Day Care Division. The brochure could be distributed by public health nurses when they visit mothers with new babies. Brochures on school-age care should be distributed through the schools.

ISSUE: LACK OF CITY-WIDE COORDINATION OF SERVICES FOR SENIORS AND LACK OF AN INFORMATION AND REFERRAL SERVICE FOR SENIORS IN REGINA

RECOMMENDATION:

48. That the City of Regina support and participate in the formation of a coordinating body with members representing seniors organizations and agencies in Regina. This committee would also have representation from seniors who receive services.

One of the tasks of this coordinating body would be to coordinate volunteer services in the city to avoid duplication of services and ensure there are no gaps in services.

The coordinating body should also provide a central information and referral service for seniors through a telephone line providing information on all services available to seniors in Regina.

ISSUE: **NEED FOR ENRICHED HOUSING FOR SENIORS IN THEIR OWN NEIGHBOURHOODS**

RECOMMENDATION:

49. That the City of Regina housing policy for seniors should support small, decentralized community-based housing developments.

These small projects would be well-suited to the many seniors who prefer to remain in their neighbourhoods when they must leave their own homes.

ISSUE: **NEED FOR A FAMILY PLANNING CENTRE IN REGINA**

RECOMMENDATIONS:

50. That a centrally-located Family Planning service as exists in other major Canadian cities, designed to meet the need for family planning information and services and related health services, should be established by the City of Regina Public Health Department.
51. That City Council request funds from the provincial government as are provided by other provincial governments to help support these services.

ISSUE: **PROVISION OF COMPREHENSIVE HEALTH CARE FOR ADOLESCENTS**

RECOMMENDATION:

52. That the City of Regina should expand existing Public Health services offered to adolescents in high schools, to meet each school's needs for information on basic health care and health promotion services. Information on nutrition, adolescent physical development, fitness, reproductive health should be available as required.

ISSUE: PUBLIC HEALTH SERVICES IN ELEMENTARY SCHOOLS

RECOMMENDATION:

53. That the City of Regina should expand Public Health services offered to students in elementary schools to meet students' needs for preventive health care.

ISSUE: NEED FOR PUBLIC INFORMATION TO PREVENT THE SPREAD OF AIDS IN REGINA

RECOMMENDATION:

54. That the City of Regina provide the City Health Department with funds for a full-scale public information campaign about AIDS and other sexually transmitted diseases (STD's) and their prevention.

This would include information on how to protect against AIDS and other STD's; what they are and how they are spread. It should include an advertising campaign on TV, radio and in the newspapers aimed at both homosexual and heterosexual people.

55. The City of Regina should urge both Regina School Boards to ensure that AIDS education is mandatory in all schools.

Advertising and information on AIDS should take a non-judgemental approach to homosexuality and should avoid fear tactics.

ISSUE: SEX EDUCATION IN THE SCHOOLS

RECOMMENDATION

56. That the City of Regina urge both Regina School Boards to support a healthy awareness of sexuality and reproduction by ensuring that sex education, including human reproduction, is taught in all Regina schools.

The Task Force supports efforts by the School Boards to ensure that teachers are provided with adequate in-service training to teach sex education, and have a choice of whether they wish to teach it. If they choose not to, another teacher, Public Health Nurse, or other public educator should teach it.

57. That the City of Regina urge the provincial Department of Education to provide instructional plans for Family Life Education, Division III level, so that Regina teachers can offer this curriculum, which includes sex education, to their students.

ISSUE: NEED FOR A PREVENTIVE APPROACH TO HEALTH CARE FOR WOMEN

RECOMMENDATION:

58. That the City of Regina consider the development of comprehensive health clinics along the lines of the model developed by the Task Force on Women's Health in Saskatchewan (1980). These clinics would offer a variety of services including health education and counselling related to crises such as family violence and incest.

ISSUE: NEED FOR HEIGHTENED PUBLIC AWARENESS OF A VARIETY OF SERVICES PROVIDED BY THE CITY

RECOMMENDATION:

59. That the City of Regina work with community groups and agencies, to determine the most effective ways of reaching various Regina publics with the message about City policies and services which affect them, such as the Maintenance Bylaw, community programs offered by Community Services and Parks.
60. That all City departments should emphasize good communication with the public to ensure Regina citizens are aware of the programs and services they provide.

ISSUE: NEED FOR PUBLIC EDUCATION IN A VARIETY OF AREAS SUCH AS FAMILY VIOLENCE AND AIDS PREVENTION

RECOMMENDATION:

61. That the City ask the provincial government to ensure the public are well informed in areas of important public education such as laws against family violence and services available for victims and batterers; AIDS awareness and prevention; family planning services available; elder abuse.

That City staff such as Public Health Nurses distribute provincial information about issues and services to their clients.

Where the City is providing services related to such an issue, it should take responsibility for public education.

ISSUE: INCLUSIVE LANGUAGE TO BE USED IN ALL CITY BYLAWS

RECOMMENDATION:

62. That the City Solicitor's Department use inclusive language in all new bylaws and review existing bylaws and change them to inclusive language to bring them in line with the Charter of Rights and Freedoms.

Inclusive language in this recommendation means specific mention that females are intended, e.g. use of the feminine pronoun, in all bylaws which pertain to women. Use of a rider to the effect that words importing male persons would include female persons, or use of a neutral pronoun to replace the masculine, would not fulfill this recommendation.

ISSUE: MAKING INFORMATION ABOUT CITY SERVICES AVAILABLE TO NON-ENGLISH SPEAKING PEOPLE

RECOMMENDATION:

63. That a list of interpreters who speak the major languages spoken by residents of Regina be developed and used in conjunction with the new City Central service which is now offered by the City. Brochures on City services should be available in the major languages used in Regina.

ISSUE: AVAILABILITY OF SPORTS AND RECREATIONAL ACTIVITIES AND FACILITIES OFFERED THROUGH THE COMMUNITY SERVICES AND PARKS DEPARTMENT, TO WOMEN AND GIRLS

RECOMMENDATION:

64. That the Community Services and Parks Department make equal access to sports activities and facilities for girls and women a priority. This would include sports not traditionally seen as "women's sports", such as football, hockey and soccer. Volunteers should be informed of these policies and why they are important.

Sports and teams which are oriented towards fitness and recreation must be given the same opportunity to access City facilities as highly competitive team sports which generally involve relatively small numbers of boys and men.

ISSUE: COMMUNITY PROGRAMMING FOR MOTHERS WITH YOUNG CHILDREN AVAILABLE AT HOURS WHICH ARE CONVENIENT FOR WORKING MOTHERS

RECOMMENDATION:

65. That the Community Services and Parks Department, in conjunction with community associations, determine the interest of working mothers in 1) evening recreational programming for women which offers child care, and 2) programming for preschool and school-age children in the early evening and on weekends, for the benefit of working mothers. Programming to be developed to meet the needs identified.

ISSUE: RECREATIONAL PROGRAMS AND EQUIPMENT FOR YOUNGER PRESCHOOLERS

RECOMMENDATION:

66. That the Community Services and Parks Department determine community interest in recreational programs for children aged two to three years, both during the daytime and in the evening and offer programs to meet identified needs.
67. That the Community Services and Parks Department, consistent with the Open Space Management Study, design and equip several city playgrounds for younger preschoolers aged one to three years, to meet the need for play areas suitable for this age group.

ISSUE: CHILD HUNGER IN REGINA

RECOMMENDATION:

68. Short-term:

That the City demonstrate its support for the Coalition on Child Hunger by continuing to provide administrative support as the Coalition works to resolve this serious problem by lobbying for daily school snack or lunch programs at Regina schools.

69. That the City of Regina actively support the efforts of the Regina Coalition on Child Hunger to establish daily school snack or lunch programs at Regina schools.

70. That the City urge both Regina School Boards to offer full administrative assistance to school feeding programs and urge the provincial departments of Education, Health and Social Services to fund them.

Longterm:

71. That the City of Regina support efforts to assist in preventing hunger in Regina by lobbying for social policy changes that would raise the income level of people who now rely on the Food Bank and school feeding programs for assistance.

These changes could include increasing incomes of people on S.A.P. by allowing them to keep income such as Family Allowance, which is now deducted from S.A.P. payments.

72. The City should also request that the proposed Social Planning Council independently review the adequacy of S.A.P. benefit levels yearly, then recommend rate changes to the provincial government.

ISSUE: PUBLIC USE OF THE DOWNTOWN CORE AFTER DARK

RECOMMENDATIONS:

73. That the City of Regina re-evaluate the form and standard of lighting being used in the downtown area to eliminate the perception of darkness.

74. That the City of Regina work closely with Regina Market Square to develop a plan to draw more people downtown after dark.

ISSUE: INADEQUATE LIGHTING IN PARKADES, PARKING LOTS
AND BACK LANES

RECOMMENDATION:

75. That the Public Works Department review and upgrade the level of allowable lighting standards in parkades and parking lots, malls and back lanes/alleys.
76. That a solution be found to brighten street lighting along tree-lined streets and alleys. Lighting standards should be set/checked during the summertime when leaves are on the trees, to ensure adequate lighting along treed, older streets.
77. That the Public Works Department arrange with SaskPower to replace burned out street light bulbs promptly. A special phone number could be set up and advertised so that citizens could report burned out bulbs.

ISSUE: INADEQUATE LIGHTING AT THE UNIVERSITY OF REGINA

RECOMMENDATION:

78. That the City urge the Wascana Centre Authority to improve lighting of parking lots and public walkways on the university grounds.

ISSUE: PUBLIC SAFETY AT TRANSIT STOPS, PARTICULARLY AT
NIGHT

RECOMMENDATIONS:

79. That the City of Regina re-evaluate the form of lighting and landscaping at transit stops to eliminate the perception of darkness.
80. That the City of Regina ask SaskTel to install pay phones alongside bus shelters at major transfer points around the city.

ISSUE: ACCESSIBILITY TO A PUBLIC WASHROOM IN THE
DOWNTOWN CORE

RECOMMENDATIONS:

81. That the City of Regina improve public awareness of the location of public washrooms and their hours.
82. That the washroom facilities in the Transit Office be expanded to include public washrooms.
83. That the City of Regina develop a planning policy that would make provision of accessible public washrooms a priority, possibly by making the provision of washrooms in any new commercial development a condition of development approval, or through some incentive program for a development.

ISSUE: QUALITY OF PUBLIC TRANSPORTATION AS IT AFFECTS
THOSE DEPENDENT UPON IT; AND URBAN ENVIRONMENT AS
A PLACE FOR PEOPLE, PARTICULARLY DOWNTOWN

RECOMMENDATIONS:

84. That the City respond to the needs of groups who tend to be high users of bus service, and who are now represented on the Transit Advisory Board. And that the City actively solicit the views of groups using the transit system, in order to design a system which would better meet the needs of all citizens.
85. That the City maintain and improve bus service, recognizing that further cuts to service could lead to a decline in use of the system and cause unnecessary hardships for those who depend on buses for transportation.
86. The Transit Department should encourage bus use by implementing programs used in other cities such as discounted fares and/or free bus service in off-peak hours and by initiating a full-scale public education campaign encouraging use of public transit. Improved design of bus shelters and the feasibility of heating more bus shelters should be explored.
87. That the Transit Department review scheduling of night routes so they all converge on the downtown area, at the university, and at other major transfer points, simultaneously, thus eliminating waiting time, particularly at night.

88. That the Transit Department should advertise services such as that bus drivers will call ahead to ensure passengers make their transfers, especially in off-peak hours, and the waiting area in the Transit Office.

ISSUE: URBAN DESIGN AS IT AFFECTS THE USE OF PUBLIC TRANSIT AND THE SUBSEQUENT USAGE/VIABILITY OF PUBLIC TRANSPORTATION

RECOMMENDATION:

89. That City Council direct the Planning Department to put priority emphasis on encouraging use of the transit system when planning roads and transit routes to new subdivisions and the downtown. This planning approach would need to be accompanied by a public education/communication campaign encouraging the use of public transit.

ISSUE: PLANNING AND DESIGN OF NEW SUBDIVISIONS

RECOMMENDATION:

90. That the City of Regina Urban Planning Department require that new subdivisions contain provisions for child care centres. (Also see provision for housing designed for various income levels, Recommendation 21).
91. That the City of Regina should develop guidelines for new subdivisions which include provision for:
- safety of parks and other open spaces through high standards of lighting and other provisions;
 - dedication of land for multi-family housing and housing for a variety of income levels;
 - appropriate location of transit, to encourage its use, and be convenient to lower income housing;
 - child care centres.

The City's subdivision design guidelines, now being developed by the Urban Planning Department should include guidelines to complement these policy priorities as identified by the Task Force.

ISSUE: WHEELCHAIR-ACCESSIBLE, WELL-LIT WALKWAY NEAR
WASCANA LAKE

RECOMMENDATION:

92. That the City representatives on the Wascana Centre Authority urge the Authority to create a well-lit, wheelchair-accessible walkway around Wascana Lake.

Particular attention should be paid to a walkway by the lake that is accessible to the Wascana Rehabilitation Centre.

ISSUE: IMPROVED PEDESTRIAN ACCESS TO SOME INTERSECTIONS

RECOMMENDATION:

93. That the City ensure that the intersections as noted below are accessible to pedestrians by use of pedestrian crosswalks and lights for pedestrians, with extended lights for seniors where suitable.

The intersections needing attention are:

- College Avenue and Albert Street - pedestrians should be able to cross Albert Street at the south end of this intersection. It leads to public buildings such as the Museum of Natural History, Mackenzie Art Gallery, and University of Regina's College Avenue campus and Conservatory of Music. The museum and conservatory in particular are often destinations for school children.
- Broad Street and 11th Avenue - advanced lights for vehicle turning make it difficult for pedestrians.
- Albert Street south near the South Albert branch of the Regina Public Library - lack of a pedestrian crossing near the library, (eg. for children going to the library).
- Rose Street and Victoria Avenue, Broad Street and 13th Avenue intersection and other intersections near senior's housing - need for extended pedestrian lights allowing adequate time for seniors from nearby housing developments to cross.

ISSUE: PROSTITUTION, AS IT AFFECTS THE PROSTITUTES AND
RESIDENTS OF INNER CITY NEIGHBOURHOODS

RECOMMENDATIONS:

94. That the City fund organizations such as the Women's Community Centre and Crisis Management Service to provide services for prostitutes wishing to leave the streets.

The federal Department of Justice has been asked to provide initial funding for a project proposed by Crisis Management Service (operating under the same board as Mobile Crisis Service) which would provide and coordinate services for these women.

95. That the City of Regina mandate a task force to ensure that the problems of prostitution are addressed on a city-wide and interdepartmental basis, and do not continue to be left to Core residents. Women who are prostitutes/have been prostitutes should be consulted re problems/solutions by this task force.

96. That the City sponsor a comprehensive seminar on the issue of prostitution.

ISSUE: AVAILABILITY TO MINORS OF MAGAZINES CONTAINING
"ADULT MATERIAL" SUCH AS NUDITY AND/OR SEXUAL
CONDUCT AND/OR GRAPHIC VIOLENCE

RECOMMENDATION:

97. That the City of Regina lobby the provincial government for changes to the Urban Municipalities Act which would allow it to regulate display of "adult" publications and publications containing graphic violence considered unsuitable for children.

98. That the City then enact a bylaw similar to the one in force in Vancouver since 1985, which limits display of "adult" publications so they are inaccessible to children. Vancouver Bylaw No. 5843 requires such publications to be displayed on shelves at least 47 inches from the floor, behind an opaque covering at least 8 inches wide, in all outlets except those specifically licensed as adult entertainment stores.

The Regina bylaw should also limit publications containing graphic violence, considered unsuitable for children.

ISSUE: AVAILABILITY OF UNCLASSIFIED VIDEOTAPES
CONTAINING MATERIAL WHICH WOULD FALL UNDER THE
"RESTRICTED" CATEGORY OF PROVINCIAL FILM
CLASSIFICATION

RECOMMENDATION:

99. That the City of Regina make it a priority to ensure that videos, particularly those indicating through their advertising/titles that they contain explicit sexual and/or violent material, are viewed for classification or disapproval before being made available for sale or rent in Regina.

Approaches to be explored include possible use of City licensing powers to limit location of and impose age restrictions for customers of video stores specializing in videos with sex/violence content.

100. The City should also approach the provincial Film and Video Classification Board (Dept. of Consumer and Commercial Affairs) to make it a priority to review the large backlog of unclassified videos now available in Regina, within a reasonable time frame.

ISSUE: NEED FOR IMPROVED CROSS-CULTURAL UNDERSTANDING
IN THE CITY OF REGINA.

RECOMMENDATION:

101. That the City of Regina sponsor cross-cultural training programs for the general public in Regina.

ISSUE: NEED FOR AWARENESS OF THE ISSUES OF RACISM AND
SEXISM AMONG CITY EMPLOYEES

RECOMMENDATION:

102. The City of Regina should conduct cross-cultural, awareness seminars and seminars promoting non-sexist attitudes for all City employees.

The seminars would aim to increase the employees' ability to understand and deal appropriately with Native people, and people from other cultures, especially visible minorities. They would also aim to promote a more positive attitude towards women, both as fellow employees and as citizens.

103. That the City of Regina should develop a policy which would ensure a non-sexist approach in all City publications.

ISSUE: REPRESENTATION OF WOMEN ON CITY BOARDS AND COMMISSIONS.

RECOMMENDATION:

104. That City Council take initiatives to increase the number of women who are citizen representatives on City boards and commissions, until women are equally represented on these bodies.

ISSUE: AFFIRMATIVE ACTION: INCREASING THE PROPORTION OF FEMALE CITY EMPLOYEES, PARTICULARLY IN NON-TRADITIONAL JOBS AND ALL LEVELS OF MANAGEMENT, THROUGH AFFIRMATIVE ACTION INITIATIVES.

RECOMMENDATIONS:

105. That the City of Regina give priority to carrying out its Affirmative Action Plan.
106. That the City of Regina give priority to developing Affirmative Action plans for Transit Drivers and Fire Fighters, occupations not covered by the City's existing plan, which comprise a significant proportion of City workers.
107. That City Council urge the Board of Police Commissioners to develop an Affirmative Action plan for the Regina Police Service.
108. That the City of Regina make incorporation of Affirmative Action principles a priority in all hiring and promotion practices throughout the corporation, so Affirmative Action is not limited to specific actions required by the City's Affirmative Action plan.
109. The City Administration must actively recruit women to non-traditional job categories such as Labourer and Public Service Operator, which together make up 60 percent of the City workforce. Women are now severely under-represented in these positions (2.4% of them were filled by women in 1986).

110. A comprehensive system of work placements in non-traditional jobs for women should be implemented, with successful work placements leading to jobs. This would include developmental positions in non-traditional jobs, to enable women to gain experience which would improve their chances of bidding successfully on these positions.
111. That the City must also make it a priority to hire and promote women into supervisory and executive management positions. In order to do so, current women employees must be encouraged to seek and be educated for such positions.
112. That women currently in lower-paying positions, such as clerical jobs, should be supported and provided with opportunities for education/training which would qualify them for higher-paid positions either within or outside their current job category.
113. That both the City Administration and unions representing civic employees make it a priority to negotiate ways to prevent seniority provisions from impeding the goals of Affirmative Action.
114. The Task Force would encourage women City employees to continue and expand their involvement with their unions, at both active member and executive levels, with the goal of ensuring that unions are fully representative of the goals and aspirations of women.

ISSUE:

EQUAL PAY: NEED FOR A UNIFORM JOB EVALUATION SCHEME TO ADDRESS INEQUITIES IN SALARIES FOR JOBS WITH COMPARABLE DEMANDS, PARTICULARLY THE TRADITIONAL DIFFERENCES BETWEEN SALARIES FOR JOBS PREDOMINANTLY HELD BY MEN AND THOSE HELD BY WOMEN

RECOMMENDATION:

115. That the City of Regina in conjunction with the unions representing City employees eliminate inequities in salaries by introducing a job evaluation scheme to be applied to all City jobs.

The method used to compare job requirements must be free of gender discrimination, and should include measures of skill, effort, responsibility and working conditions.

116. Where inequities in wages are found, that the City negotiate salaries with unions representing City employees, with the goal of eliminating the inequities. Where adjustments are needed, the lowest paid jobs should be given priority in having salaries raised.
117. That the City of Regina urge the provincial government to introduce pay equity legislation. The legislation should cover both the private sector and the broad public sector.

ISSUE: JOB-SHARING/FLEXTIME: THE NEED FOR JOB-SHARING AND
 FLEXIBLE HOURS TO ACCOMMODATE FAMILY RESPONSIBILITIES

RECOMMENDATIONS:

118. That the City research the area of job-sharing and establish a formal policy which would encourage job-sharing upon the request of employees and with agreement of the Department Head.
119. That the City establish a policy allowing employees to work flexible hours, where employees require such flexibility due to factors such as family responsibilities, and where these employees are occupying positions where flextime is feasible.

ISSUE: EXTENDED MATERNITY LEAVE

RECOMMENDATION:

120. That the City and unions representing City employees negotiate maternity leave for employees which would allow a year of maternity leave if requested by the employee and, if requested, an additional year, with approval of the Department Head.

ISSUE: NEED FOR AN EDUCATIONAL/MUTUAL SUPPORT NETWORK FOR
 WOMEN CITY EMPLOYEES

RECOMMENDATION:

121. That the City's Human Resources Department be asked to continue and expand its efforts to create a network for women employees of the City.

This network should include women working at locations other than City Hall and women in non-traditional jobs.

CONCLUSION:

RECOMMENDATION:

122. That the Mayor's Task Force on Women's Issues continue until at least 1991, so that it can monitor follow-up to its recommendations.

The Task Force recommends the following implementation procedure following receipt of the report by City Council:

- 1) That the report be referred to the City Manager for review and report back to the appropriate Committees of Council outlining the feasibility, budget implications and proposed implementation strategy. For clarification and to facilitate follow-up, all reports to committees should be clearly identified as being follow-up to the Mayor's Task Force on Women's Issues.
- 2) The Manager's Office should submit a comprehensive status report to the Task Force every six months.

FAMILY VIOLENCE

"The victim of family violence is unlike most other crime victims in the sense that in order to remove herself from her assailant, she must also leave her home, her belongings, and, sometimes, her children."

-- Peter Jaffe/Carole Anne Burris



"In terms of women who haven't taken that first step . . . it's important they realize it's a supportive, understanding, caring service network that waits for them."

-- TONI

FAMILY VIOLENCE

INTRODUCTION

"It has long been recognized that wife battering is a problem involving emotional bonds and hopes for the future as well as physical and psychological pain, a problem with costs not only for the battered women, but for their children, their partners, their extended families, their friends, their communities and for society as a whole."

(Battered But Not Beaten, Linda MacLeod).

In Regina, as in other Canadian centres, awareness of the serious problem of wife battering has been growing for at least ten years. A 1982 report by the House of Commons committee on Health, Welfare and Social Affairs yielded the now-familiar but still alarming statistic of one in ten Canadian women being victims of assault by their partners. Other statistics show that in about half these situations, children are also being abused.

Regina is no exception, as illustrated by statistics from Regina Mobile Crisis Services. Mobile responded to 1,686 calls about domestic disputes in 1986.

Emergency shelters have already proven themselves as critical front line resources in assisting women who have been battered and their children.

A worker from an emergency shelter puts it this way: "The reason I think transition houses are so important is that they can be many things for different women. For one woman they can be a way to physically survive, for another they provide shoulders to cry on, for another they introduce her to things she can do to make it on her own. You can't lump battered women and their needs together. You need just about as many different solutions as there are battered women. No one answer is right for everyone." (Battered But Not Beaten, by Linda MacLeod for the Canadian Advisory Council on the Status of Women, 1987).

In Regina, crisis services are not yet adequate. Cutbacks and limits in provincial funding to the Isobel Johnson shelter and to Transition House have meant reductions in services or staff and board members spending significant quantities of time trying to raise funds. At Isobel Johnson, limited funding means counsellors are not available between 4:30 p.m. and 7, or after 10:30 p.m. Also, this shelter no longer admits women over the weekend, due to limits in staff hours.

At Transition House, where provincial funding was cut by 14.5 per cent for 1987-88, the staff and board members are working to raise money to avoid cutting back on two staff positions which are threatened by a reduced budget. Transition House plans to offer treatment to children traumatized by battering in the family have had to be postponed. The Native Women's Resource Centre is unable to pay appropriate wages to its counsellors because of inadequate funding.

Current research on wife battering points to the importance of recognizing the complexity of the problem. In her recent Canada-wide study, Linda MacLeod emphasizes the need to avoid simplistic solutions when fashioning preventive programs. "We cannot look for a single panacea for wife battering. No single diagnosis or prescription is likely to be successful. Instead we must respond to the needs of battered women, their children, their partners, their extended families and their communities at different points in the changing process of battering, if we are to move decisively toward more effective crisis and follow-up programs and ultimately toward the prevention of wife battering in our society." (MacLeod).

In recent years there has been some progress in provision of a wider range of services for battered women and their families in Regina. Follow-up groups for women who have been battered are now offered by the Family Service Bureau, and group treatment for men who batter is available at the Regina Mental Health Clinic.

While no one can deny the devastating consequences for society, if family violence were to go unattended, there is hope for resolution of the problem, with a variety of community resources working to support, facilitate, and enrich the resourcefulness of those who are most directly affected.

FAMILY VIOLENCE

It is the areas of prevention and follow-up that are seen to be most in need of services at this time. Therefore, the Task Force has focussed many of its recommendations on Family Violence in these areas.

ISSUE: LACK OF PUBLIC INFORMATION AND EDUCATION ABOUT
WIFE BATTERING

RECOMMENDATIONS:

1. That the City of Regina fund educational programs informing the public that battering of a partner is a crime, and there are laws and services available to assist both the victims and the batterers.

Informational programs to be conducted through established community groups and agencies working in the area of battered women.

Information explaining the myths of family violence and listing resources available, to be printed in the Regina Advisor which is distributed with water bills. Community associations to be approached re publishing information about family violence in their newsletters.

The City should fund and assist in the production of a multi-lingual brochure which gives easily understood information on family violence in the major languages spoken by women in Regina. The inter-agency committee on family violence among immigrant groups could be approached to assist in developing such a brochure.

2. That the City of Regina approach the provincial Department of Education to proceed immediately with developing Grade 7, 8 and 9 health curriculum on Family Violence. This curriculum is now "on hold" due to staff shortage within the Education Department.
3. That the City of Regina recommend to the Regina Police Commission, that City Police code statistics on family violence calls separately, so they can be pulled out from total statistics on assaults in the city, for purposes of keeping statistics on family violence in Regina.
4. That the City of Regina ask all agencies with primary responsibility for family violence (Police, Mobile Crisis, crisis shelters) to coordinate their statistics on family violence so that a clear picture of the total extent of the problem and service needs can be formulated.

FAMILY VIOLENCE

GOVERNMENT RESPONSIBILITY:

- a) Existing services - No such services now offered.
- b) Level of government responsible

City - Responsible for identifying and providing public education about social needs in the community.

Recommendations 1 to 4 suggest that the City provide services such as public education on wife battering.

RATIONALE:

Lack of awareness of problem and services

Violence in the family is one of the most hidden crimes, yet statistics show it is one of the most frequent types of assaults. People in the community often are not aware of this problem within their own neighbourhoods. Neither do they know how to help someone who is a victim of this violence.

There is evidence that many women are unaware, not only that they don't have to live in a battering situation, but that there are services available to help better their situation. This includes the possibility of batterers seeking help so the family can eventually be re-united.

A 1984 follow-up study on women who had stayed at Transition House showed that 46 percent of the 105 women surveyed did not know Transition House existed before they were referred there. Many of the women surveyed in this study believe that men's violence is caused by their attitudes about women in general, and about appropriate husband's behavior, and by the pressure and stress associated with the "bread winner" role. They recommended increased education and publicity about family violence, to change these attitudes.

Spousal abuse is a particular problem for non-English speaking women, who are less likely to be aware of services available or how to access them.

Women unaware of options

The Contemporary Women's Program does not work specifically with battered women, but with single parents on social assistance, who require assistance in a variety of areas. Workers in this program find a remarkably high proportion of these single parents have been victims of some type of family violence. A survey conducted in 1986 showed 31 percent of the 80 women surveyed had been victims of assault, usually in the family, 23 percent had been victims of incest; and 31 percent had been raped. Staff of the program find that many of these women were not aware that there are options to living in a battering situation.

"I didn't know there were choices - that you didn't have to live like this." (Christine French, Director, Contemporary Women's Program, quoting a client).

Resources

The Public Legal Education Association of Saskatchewan (PLEA) has recently published a booklet: "A Guide to the Law for Battered Women". This brochure is very thorough and covers areas including how to get help, information on the legal system, and family law.

Public Health Nurses from the Public Health Dept. visit all mothers in Regina after they have had a baby. If it seems appropriate, they provide the mother with information about family violence. Nurses have indicated that a brochure on the topic, which could be left with these women would be most helpful.

Manitoba Community Services Dept. has prepared an excellent 16 page brochure which debunks 21 myths about family violence and includes a list of resources. It is very readable.

FAMILY VIOLENCE

ISSUE: NEED FOR ADDITIONAL ADVOCACY SERVICES FOR WOMEN WHO HAVE BEEN PHYSICALLY AND/OR PSYCHOLOGICALLY ABUSED BY THEIR PARTNERS.

RECOMMENDATIONS:

5. That the City of Regina refer this issue to the proposed Social Planning Council to liaise with agencies and government departments that deal with battered women, to develop a joint proposal for an Advocacy Service for battered women.

The City should assist with start-up funds and the planning group could seek ongoing funding from the provincial government. A non-government agency could provide the services, once adequate funding was available.

GOVERNMENT RESPONSIBILITY:

a) Existing Services

Provincial: The provincial Department of Social Services now funds crisis shelters for battered women. Support groups for battered women offered by the Family Service Bureau are provincially funded through the NGO branch of Social Services.

Advocacy services for battered women in Winnipeg and London are provincially funded, and work closely with the provincial Crown Prosecutor and other provincial services. The London clinic received initial funding from Health and Welfare Canada, as a demonstration project.

An Advocacy Service for battered women, as proposed in Recommendation 5, does not yet exist in Saskatchewan.

b) Level of government responsible

City - Identifying the need to the Social Planning Council and agencies and government departments that work with battered women.

Provincial - Providing ongoing funding and service delivery for the Advocacy Service.

NOTE: City Council is currently investigating the establishment of a Social Planning Council and has approved it in principle. A steering committee is being struck to develop the terms of reference, which will be submitted to Council for approval.

RATIONALE:

Victims of family violence in unusual plight

Why are special services required for women who are victims of family violence, as opposed to those who are victims of any crime?

"The victim of family violence is unlike most other crime victims in the sense that in order to remove herself from her assailant, she must also leave her home, her belongings, and, sometimes, her children. Consequently, the abused female often has to look to the community to provide the basic needs of shelter and food." (Researchers Peter Jaffe and Carole Anne Burris in "An Integrated Response to Wife Assault: A Community Model, 1981")

This special situation in which victims of family violence find themselves leads to the need for special services.

Unless a battered woman goes to an emergency shelter, such as Transition House, the Regina Native Women's Resource Centre, or the Isobel Johnson Shelter, there is no agency which specifically offers the services she needs to help her resolve her situation.

Agencies such as the Family Service Bureau, Child and Youth Services and the Mental Health Clinic are already so overloaded with cases that it would be unrealistic to expect them to provide these services unless one of them received special funding to do so.

Free general legal advice is still available to low-income people at Regina's Legal Aid Clinic. However, people not on S.A.P. or the Family Income Plan (F.I.P.) must pay a minimum charge of \$60 for legal services such as a separation agreement or custody action.

FAMILY VIOLENCE

Type of service needed

The program would provide assistance such as counselling/support to assist women in building self-esteem and making plans for their future and that of their children. Women could be offered direct assistance in areas like finding housing and legal processes such as obtaining a restraining order or pressing charges, and referrals to other agencies, as appropriate.

The Women's Advocacy Program in Winnipeg has found the role of crown liaison to be key to the success of their program which served 1,400 women during the past 1 1/2 years. The crown liaison is a woman lawyer who provides legal advice to women who are considering legal action against a battering partner. This program stresses close liaison between crown prosecutors and police, and has access to police records (See Appendix A - The Women's Advocacy Program).

It would be important that this service and its phone number be well publicized. In order to meet the needs of non-English speaking immigrant women, at least one staff person with the Advocacy Service should be an immigrant woman from a major ethnic group in Regina, who has training in cross-cultural issues.

Services in other cities

Cities such as Winnipeg, Manitoba and London, Ontario provide special advocacy services for battered women. As the director of the London Battered Women's Advocacy Clinic points out, these services do not attempt to interfere in any way with the client's right to self-determination, but rather assist women in exercising the options they choose: "Our philosophy is based on self-determination; we strive to make it possible, through providing information, exploring options, and encouraging decision-making skills, for each client to choose actively and to carry out the course of action which she has determined is best for her in her circumstances." (Marion Boyd, Executive Director, London Battered Women's Advocacy Clinic).

Services offered by the London Clinic include goal-oriented counselling, advocacy/information in the areas of: housing, financial assistance, services for children, services for batterers, the legal process of laying charges and/or obtaining a restraining order, and civil law such as custody and child support.

The Winnipeg Women's Advocacy Program provides a social worker, counsellor/trainer, crown liaison worker/legal advocate. It offers services similar to those offered by the London program, and its mandate includes raising professional awareness of the issues surrounding wife abuse, and the response to and management of wife abuse cases.

Counselling for the children

Services for the children of battered women is an area that has hardly been addressed. Linda MacLeod's federal study of transition houses showed that 70 percent of the women in transition houses came with children; 26 percent of these women reported that their partners abused their children physically; 48 percent reported their partners abused the children emotionally; and seven percent reported sexual abuse of their children by their partners.

"Breaking Silence", a report on women who had stayed at Transition House in Regina showed 21 percent of the women surveyed mentioned physical abuse of their children by their partner, although the survey contained no question on this topic. Two percent of the women volunteered that they had also abused their children. This compares with estimates by transition house workers in MacLeod's study, that eight percent of the women abused their children physically; three percent emotionally and one percent sexually.

Research done in the United States shows that as battering continues over time the children are increasingly likely to be assaulted. The study "Wife Battering: A Systems Theory Approach" by Jean Giles-Simés (New York, 1983) showed that children were involved in at least one of the beatings suffered by 54 percent of the women surveyed.

FAMILY VIOLENCE

The Regina study, "Breaking Silence", showed that of the children who stayed at Transition House, 63 percent were experiencing one or more general problems, and 49 percent of the school-aged children were having difficulties at school.

Research done on children residing in transition houses in the London, Ontario area (Children of Battered Women: The Relation Between Child Behavior, Family Violence, and Maternal Stress, 1984) showed the severe effects of violence on these children's behavior and social adjustment. Few transition houses have been able to obtain sufficient financial support to plan and provide effective intervention for these children.

The situation is often much worse for children whose mothers try to remain in a violent situation, a decision which, ironically, is often taken "for the sake of the children". The experience of the London Battered Women's Advocacy Clinic bears out the view that lengthy exposure to violence as a powerful way of controlling others has its effect on children. Those who identify with the violent abuser learn to accept violence as an effective way to obtain desires or enforce their will on others. Those who relate to the victim of repeated violence learn to feel helpless and powerless in aversive situations; the will and ability to escape become less and less active. (Handbook for Advocates and Counsellors of Battered Women, The London Battered Women's Advocacy Clinic).

Saskatchewan Study not yet released

Statistics on family violence from the Regina Police Service are included in a provincial report on family violence completed by the Saskatchewan Department of Justice in 1987. Results of this research have not been made public. Agencies involved in planning an advocacy service for battered women should direct enquiries about this study to Brian Barrington-Foote, Deputy Minister of Justice, or researcher for the study, Sally Chaster.

ISSUE:

TRAINING FOR POLICE IN THE AREA OF FAMILY
VIOLENCE

RECOMMENDATIONS:

6. That the City of Regina communicate to the City Police Service and the Saskatchewan Police College the need to place priority on training all police officers regarding the problems women face when they are victims of family violence, and how to respond to family violence among people from all cultures, including people not fluent in English.

That the Regina Police Service should recognize and support officers who seek additional specialized training in areas such as dealing with family violence and/or sexual abuse.

GOVERNMENT RESPONSIBILITY:

a) Existing Services

Saskatchewan Police College offers three days of classroom training on the topic and recruits receive on-the-job training in answering family violence calls as part of their three months of practical training.

Regina Police have a written procedure to follow regarding laying of assault charges or obtaining a restraining order in family violence cases.

b) Level of government responsible

City - Recommendations to the Regina Police Commission re priority on training police officers to handle family violence calls appropriately.

Provincial - Recommendation to Saskatchewan Police College, as above.

RATIONALE:

Police receive some training re family violence

The Saskatchewan Police College and the Regina Police Service should be recognized for their efforts to train police officers so they respond appropriately to calls related to family violence.

FAMILY VIOLENCE

The Saskatchewan Police College now spends three days out of 16 weeks of classes for new recruits, dealing with family violence. This includes information about police safety in answering such calls, and about related criminal and civil laws, and staff from Transition House speaking to recruits about the cycle of violence. Recruits are also given half a day of practical training in which they role play handling domestic dispute calls, with actors playing the roles of family members. They then receive three months of practical experience in which they work on a police force teamed with a senior officer. In Regina, these trainees receive considerable practical experience in the area of domestic disputes, because many such calls are routinely received.

Staff at Transition House have noticed more understanding, less judgemental attitudes on the part of Regina Police over the past few years, and have received positive feedback from the women who stay at Transition House regarding how police deal with family dispute calls and related duties, such as providing escorts to women who must return to a dangerous situation in order to pick up personal belongings.

Why police training must continue to be emphasized

As the first person to be called to the scene of domestic violence, the police officer's role is critical. The officer must try to defuse the situation, decide whether charges should be laid, and whether Mobile Crisis should be called for follow-up.

There is a contradiction involved in that, while police officers are aware that family violence calls are among the most dangerous for them to answer, in centres the size of Regina these calls are so common they may easily become routine.

Concerns were raised by Task Force Advisory Group members and others related to the sensitivity and responsiveness of the Police in dealing with violence against women. Of particular concern were cases where Native women and immigrant women were involved. There is clearly a need to continue and expand training in this area.

ISSUE:

LANGUAGE BARRIER FOR NON-ENGLISH SPEAKING WOMEN
WHO ARE BATTERED

RECOMMENDATIONS:

7. That City Council approach the Regina Police Commission to recommend that all police officers who answer calls related to family violence, where anyone involved has trouble speaking/understanding English, should contact and use an interpreter and arrange for payment of same.
8. That the City Police Cultural Relations Unit should maintain its liaison with organizations representing non-English speaking women, and consult with these organizations re interpreters selected for family violence cases. The Police should use women interpreters in family violence cases, whenever possible.
9. That the City ask the Regina Police Commission to ensure that education about family violence is provided to interpreters from each major cultural group in Regina.

Seminars for these interpreters could be developed by the Police Cultural Relations Unit in consultation with agencies working with battered women. They would be paid on a fee-for-service basis by agencies which would require their services, such as Police, Mobile Crisis Service, and crisis shelters for battered women.

GOVERNMENT RESPONSIBILITY:

a) Existing Services

The City Police Cultural Relations unit are informing immigrant women, through speaking engagements at ESL classes, about Canadian law related to family violence. This unit also provides police officers with a list of interpreters. Cultural Relations officers are also available to act as liaison between the Police Service and the Native community and are working to improve relations between Native people and the Police. A Native civilian is being hired in 1988 to serve as Cultural Relations Worker, under a project which will initially receive federal funding.

FAMILY VIOLENCE

b) Level of government responsible

City - Through Regina Police Commission for recommendations 8 and 9, re use and payment of interpreters by police officers, and selection of interpreters. City also to provide funds for cross-cultural training for interpreters.

RATIONALE:

Language, cultural barriers

Whether they are Native, French or have come to Canada from another country, non-English speaking women who are battered face special problems in accessing services and information. In some cases cultural biases combine with lack of fluency in English, to make their situation more difficult.

Immigrant Women, Regina Chapter, has observed that in some cases, when men are used as interpreters for cases of family violence, they pass their biases (eg. wife should accept being beaten by her husband) on to the women involved. Issues such as confidentiality and how to overcome cultural biases are taught in training programs being offered in three pilot projects in Ontario (Thunder Bay, Toronto, Niagara/St. Catharines/Welland) and in London, Ontario. These courses include information on legal, social service and health systems, understanding wife battering issues, interpersonal skill development and cross-cultural awareness.

(The Advocacy Service for battered women, recommendation # 5, would provide special assistance for non-English speaking women.)

**ISSUE: THE IMPORTANCE OF A COMMUNITY-ORIENTED APPROACH
TO POLICING IN REGINA**

RECOMMENDATIONS:

10. Community-oriented police programs such as school liaison, walk beat in the downtown, zone policing, Community Services Unit and Cultural Relations should be prioritized and expanded.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - In addition to those noted in the recommendation, services provided by the Cultural Relations Unit include providing information on interpreters available for major cultural groups in Regina. This is a particular concern of the Task Force because of the special difficulties faced by non-English speaking women, especially immigrant women who are victims of family violence. These women may not speak English and/or may be from a culture where wife beating is considered acceptable as part of the husband's authority over his wife. Cultural Relations officers also speak to students at English as a Second Language courses, giving them information about Canadian laws on family violence. Community Services offers programs such as Women Alone, teaching women how to protect themselves against assault.
- b) Level of government responsible - Regina Board of Police Commissioners funded by the City.

RATIONALE:

Benefits of Community Services and Cultural Relations' programs

The Task Force recognizes the crime prevention benefits of a community policing approach and wishes to recognize and support the Regina Police Service's achievements in this area, and to support expanded funding of these units.

FAMILY VIOLENCE

These programs promote the development of trust and confidence in the police by the community. These are important elements when police are called to intervene in family disputes.

ISSUE:

SERVICES TO THE ELDERLY WHO ARE VICTIMS OF
EMOTIONAL, PHYSICAL AND/OR SEXUAL ABUSE

RECOMMENDATIONS:

11. That the City of Regina ask the provincial government to make it a priority to develop adult protection legislation which would make it possible to prosecute elder abuse.

The legislation should mandate a provincial government department to investigate suspected cases of elder abuse and provide follow-up services, as required.

The proposed Social Planning Council should monitor development of this legislation and services.

That elder abuse be included in public education on social issues. (Recommendation #61).

GOVERNMENT RESPONSIBILITY:

- a) Existing services - None of the social service or mental health agencies in Regina are currently mandated to investigate abuse of seniors. When calls on this topic were received by the Senior's Bureau, it was discovered that no agency had a mandate in this area. In some cases the police were called, for lack of any other option. Looking for evidence in order to press charges seemed to worsen the family situation in these cases, and often there was insufficient evidence to proceed to court. The Social Work Department at the General Hospital has reviewed major studies on elder abuse in Canada and the U.S. A major problem is that many elderly people who appear to be abused refuse to talk about it, much less report on the abusers. An inter-hospital spousal abuse committee has developed guidelines for treating elder abuse in rural and urban hospitals. Public information on the issue has been identified as one of the needs. A sub-committee of the provincial Interdepartmental Coordinating Committee on Aging is considering legislation which would make it possible to prosecute elder abuse. Legislation is in effect in several provinces re abuse of dependent adults.

FAMILY VIOLENCE

b) Level of government responsible

City - Public information on the problem and where help is available.

Provincial - Creating legislation to control elder abuse. Funding agencies and government departments to provide services re elder abuse. (Most of Mobile Crisis' Funding is provincial; City provides some funding).

RESOURCES:

The Advocacy Service for Battered Women (see recommendation # 5), could assist in providing service for seniors.

ISSUE: ELDERLY PEOPLE LIVING INDEPENDENTLY UNWILLING TO
ACCEPT NEEDED SERVICES.

RECOMMENDATION:

12. That the City of Regina support the efforts of agencies which are taking the initiative in developing and coordinating services for the elderly who are unable to care for themselves independently and are unwilling to accept assistance.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - Crisis Management Service has brought together several agencies working with seniors to discuss a coordinated approach to providing needed services for these seniors. Crisis Management Service provides initial services and refers to other agencies such as V.O.N. and Wascana Home Care as appropriate.

The City was represented at this meeting and should continue to support agencies working to provide services for these seniors.

- b) Level of government responsible

City - Identification of need in the community and working with local agencies to ensure services are available. Health Department provides public health inspections. City assists in funding Crisis Management Service.

Provincial - Most services required for these seniors are provincially funded.

RATIONALE:

There is no easy solution to meeting the needs of elderly people who wish to live independently but have difficulty taking adequate care of themselves and their homes. It requires an "outreach" approach as these people are often suspicious of professional help and are unlikely to ask for it themselves.

No health or social service agency is specifically mandated to provide these services. Crisis Management Service is currently providing initial intervention and referrals as needed.

FAMILY VIOLENCE

ISSUE:

IDENTIFICATION OF AND RESPONSE TO CHILD SEXUAL ABUSE

RECOMMENDATIONS:

13. That the City of Regina endorse and encourage the initiatives which the provincial departments of Social Services, Health, Justice and the City Police and both Regina School Boards have taken recently to detect, treat and prosecute child sexual abuse.
14. Recognizing the limitations resulting from provincial funding cutbacks, and considering the severe impact which sexual abuse has, particularly on the girls who most often are its victims, that the City of Regina ask the provincial government to give high priority to detecting, treating and prosecuting child sexual abuse.

That the provincial government be requested to provide sufficient staff and other resources to enable the various departments and non-governmental organizations to carry out their respective mandates in this area effectively.

This includes funding proposals from the Department of Health's Mental Health Clinic for group treatment of batterers, and from Child and Youth Services, for development of a multi-disciplinary approach model to be used in treating child sexual abuse. These proposals have both been turned down for provincial government funding.

15. That the City recognize and support the efforts of the Child Abuse Prevention Committee in working to improve services for abused children.
16. That the City of Regina request that the proposed Social Planning Council closely monitor developments, particularly in the prevention, treatment and prosecution of sexual abuse of children and make recommendations to the appropriate level of government.

GOVERNMENT RESPONSIBILITY:

a) Existing services - Currently the provincial Department of Social Services is responsible for investigating suspected cases of child abuse, including child sexual abuse. Department of Health, Mental Health division (Child and Youth Services) is to provide treatment for the family. The Women's Community Centre and Sexual Assault Line counsels adult victims of sexual assault and incest, and sometimes see adolescent girls who are victims of sexual assault, as self-referrals. The City Police, Vice Division investigates reported cases for prosecution. Provincial prosecutor takes cases to court. School boards train teachers to identify and report suspected cases of child abuse. School boards may also provide information to students on protecting themselves against abuse.

b) Level of government responsible

City - The City provides some funding to the Women's Community Centre. The City is also responsible for police services, through the Regina Board of Police Commissioners. As the level of government closest to the community, the City should communicate to senior levels of government to ensure they are meeting community needs in this area.

Provincial - As described in a), the provincial government is responsible for providing most services re child abuse. School boards and the Police also have specific responsibilities.

Federal - The federal government is responsible for Criminal Code sections to prosecute abusers.

RATIONALE:

Statistics from Mobile Crisis Services and the City Police reports of child sexual abuse in Regina are as follows:

Cases reported to Mobile:	1986 - 86
	1985 - 108
	1984 - 87

Cases reported to City Police (Including children & youth)	1986 - 88
	1985 - 98
	1984 - 66

FAMILY VIOLENCE

In 1986 the Regina Women's Community Centre and Sexual Assault Line saw 301 women who had been victims of sexual assault as children.

Research on treatment of children, families and offenders shows that a multi-disciplinary approach to treatment of families is most effective, and that using groups to treat offenders is most effective in the majority of cases. Recent proposals related to both of these approaches have not received funding by the provincial government.

Legal and Social Service interventions critical

Dr. Richard Wollert, a clinical psychologist in Saskatoon who specializes in the treatment of child sexual abuse, emphasizes that legal and social service interventions together play the most important role in deterring the approximately 80 per cent of child sexual offenders who have not yet established a strong sexual abuse behaviour pattern.

For the minority of offenders who are pedophiles, Dr. Wollert emphasizes it is even more essential that a systematic approach to their treatment and follow-up be developed. These offenders require a great deal of support, treatment and close monitoring if they are to be prevented from repeated offences. "What is done now (with this group) is very hit and miss," Dr. Wollert says. Information from Wollert is that pedophiles often repeat their offence, with a 25 per cent recidivism rate being a conservative estimate.

Staff shortages

Shortages of staff in health and social services agencies and recent cuts to their budgets mean it is more and more difficult for these agencies to respond with the immediacy and intensity of treatment required by affected families, particularly at the time the offence is reported.

There is a danger that the progress made so far in developing trained Social Services investigators, training teachers to identify and report suspected abuse, (as required by law), and implementing protocols which set out the responsibilities of each agency, will be dissipated if difficulties in providing follow-up treatment for families and obtaining successful prosecutions are not overcome.

At the same time, budget tightening at City Health makes it more difficult for Public Health Nurses to be available to teachers as consultants in the area of child abuse.

Bill C-15

The area of obtaining successful prosecutions is a particularly difficult one, because of problems with children testifying in court, eg. standing up to cross-examination by the defence lawyer, and the fact that there is often no corroborating evidence in these cases. Under current legislation, it is extremely difficult to obtain convictions in most sexual abuse cases. Bill C-15, the new law on child sexual offences, provides for convictions without requiring evidence to support that of the child. It also allows a videotaped statement by the child victim to be allowed as evidence in court, if it is supported by the child's court testimony. This bill is scheduled to become law early in 1988. It remains to be seen whether this bill will be effective, and will withstand possible challenges under the Charter of Rights.

FAMILY VIOLENCE

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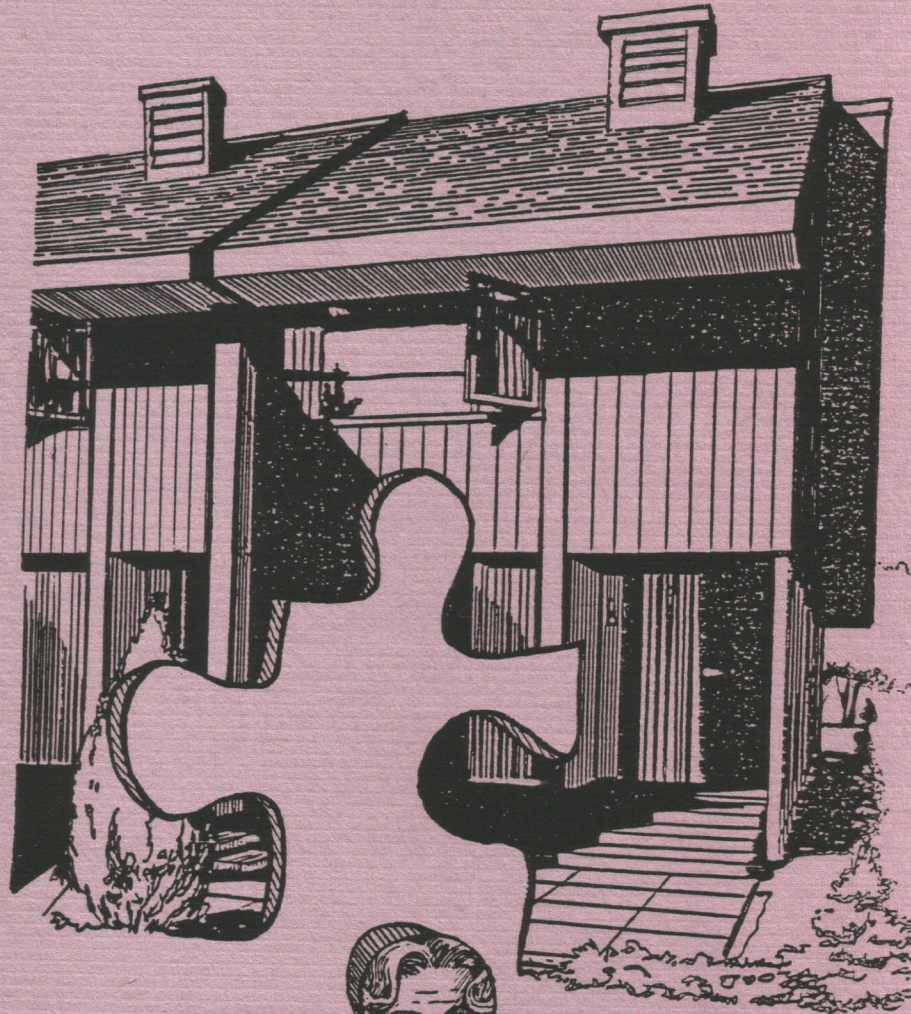
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HOUSING

Those of us
concerned about
the status of
women in our
society
cannot help but
focus on their
need for adequate
housing

-- safe, clean,
affordable, with
enough space and
support to
grow, and to raise
their children,
especially
those who, in
increasing
numbers, are doing
so alone.

- Gay Alexander



"Women come back and say, 'I went to 20 places in the last couple of days, and half wouldn't take children, or were in a neighbourhood I wouldn't feel comfortable in at night' ... subsidized housing has extremely long waiting lists. Gladmer Park is in a good area but it's almost impossible to get into."

(Maria Hendrika, Assistant Director, Transition House, talking about battered women's experiences in looking for housing.)

"Almost 61 percent of all children experiencing a housing problem are in female-headed single parent families; their problems are mainly related to affordability in the rental sector. While single parent families usually pay significantly less for shelter than two parent families, there is a far greater likelihood that the former are paying out an excessive proportion of their income on shelter." (Housing Canada's Children, CMHC, 1979).

INTRODUCTION

Shelter, one of the three basic human needs, is surely one of the most problematic for low income people, particularly single parents, most of whom are women. Yet housing has a major impact on a person or family's entire quality of life. For families, the place they call home determines where their children will play, whether quality child care is accessible, where the children will go to school, and adult access to work, school and shopping. Good housing can provide a boost to one's dignity, a sense of security, comfort and privacy.

Between 1971 and 1981, the proportion of female-led households in Canada increased by 59 percent. ("Women in Canada: A Statistical Report", Ottawa: Supply and Services Canada, 1985, p. 6). Indications are that the trend to increasing numbers of female-led households is a continuing one. Yet research into housing for women in Canada shows that the particular needs of female-led households have yet to be addressed in government housing projects or municipal regulation of market housing.

Problems faced by low-income women household heads include ghettoization in large public housing complexes (eg. 80 and more units in one complex limited to low income families), public housing located in unsafe areas not convenient to schools, shopping centre, child care and/or transit routes. Market housing in attractive residential areas tends to be uniformly overbuilt and thus over-priced, for the needs and incomes of most single parent women.

Numerous studies document the shortage of income and resulting housing problems faced by many women and their children:

- * In 1983 CMHC identified two categories of tenant households with a core housing need: unattached females and single-parent households headed by females. CMHC found the average income of unattached women renters was \$13,012. The average income of single-parent women renters was \$13,175. This compares with an average income for all tenant households of \$20,266.
- * In 1986 Statistics Canada figures showed that 56.1 per cent of mother-led families in Canada were poor.
- * "In a 1982 survey, single mothers with children under 18 paid a higher percentage of their income for housing and housing maintenance than other families in the same income quintile and than all families included in the survey". - (Fran Klodawsky and Aron Spector, "Mother-Led Families and the Built Environment in Canada", Women and Environments, Vol. 7, No. 2, Spring 1985, p. 12).
- * "As many as 30.7 percent of female-led households spend more than 50 percent of their gross monthly income on housing". (Research quoted by Diane Morissette in "Housing for Canadian Women: An Everyday Concern".)
- * In Regina the 1981 census shows that 4,350 of Regina's 5,310 single parent household heads were women. Approximately 60% of the people on the waiting list for public housing at the Regina Housing Authority are single parent women.

HOUSING

For many women, particularly those who head households, a shortage of income severely limits where they will live. The importance women place on safe, decent housing is shown by the fact that many pay unreasonable proportions of their income on rent, in order to live in a place which is comfortable and reasonably secure.

Many single parent women depend on the Saskatchewan Assistance Plan (S.A.P.) to support themselves and their children. Nearly 600 families depending upon S.A.P. for their income were surveyed in 1986 by the Regina Welfare Rights Centre. The research was analyzed and documented by Gordon Ternowetsky and Martha Wiebe of the University of Regina Faculty of Social Work, Social Administration Research Unit. ("A Six Month Profile of Clients of the Regina Welfare Rights Advocacy Program: Another Look at the Adequacy of SAP Income Levels").

The survey noted that Saskatchewan Assistance Plan rates for families were between 60 to 67 percent of the income level set by Statistics Canada as the poverty line. Given this less than adequate income, these families and individuals (more than half were women) could hardly afford to pay more for rent than they are allotted. Yet the survey found that between 42 and 50 percent were paying rents greater than the rates set by S.A.P.

For example, 41 clients with three persons in the family, paid an average of \$435 for rent. They were allowed \$375 per month by S.A.P. Forty-five clients with two-person families paid an average of \$413 in rent. They were allowed \$355 by S.A.P. These statistics show that reliance on market housing is not an adequate alternative for people on S.A.P. many of whom are female-led households. Staff in crisis shelters and the Contemporary Women's Program can testify to the difficulties faced by battered women, most of whom must initially depend on S.A.P. for their income, when they try to find adequate, affordable housing.

S.A.P. shelter allowances have recently been increased by three to seven per cent for families. These increases hardly seem adequate, as prior to the increase shelter allowances had been frozen for five years.

ISSUE: ADULT-ONLY APARTMENT BUILDINGS

RECOMMENDATIONS:

17. That the City of Regina research the extent of the trend to adult-only apartments and, if the trend is affecting significant numbers of people seeking rental accommodation, that the City recommend changes in the Saskatchewan Human Rights Code, which would prohibit discrimination against families with children in housing.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - Existing Saskatchewan Human Rights Code's provisions on age discrimination do not prohibit adult-only housing as they apply only to ages 18 to 64. However, it is possible this code could be found to violate the Canadian Charter of Rights and Freedoms because its provisions only apply to people of certain ages. A similar case now before the B.C. Court of Appeal is being watched by the Saskatchewan Human Rights Commission.

- b) Level of government responsible

City - Research extent of adult-only rental housing in Regina.

Provincial - Changes to the Saskatchewan Human Rights Code to prohibit adult-only housing, if it is found to be limiting housing options for a significant amount of rental accommodation.

RATIONALE:

Low income families already restricted in housing choice

Lower income families, many of whom are headed by women, are already restricted in their choice of rental housing by financial considerations. Adult-only restrictions further narrow their choices.

HOUSING

While ground-oriented housing such as a townhouse is often preferable for families, such housing is often not affordable for low-income single parents and those on assistance. Apartments are suitable housing for many families, including young women who have an infant.

Ontario has prohibited Adult-Only Housing

In 1986 the Ontario Human Rights Code was amended to prohibit apartment owners from restricting units to adults, after the Committee for Equal Access to Apartments claimed that 70 per cent of apartments in the Toronto-Kitchener-London area were restricted to adults. Bill 7, passed in the Ontario Legislature December 16, 1986, provided an amendment to this effect. (Diane Morissette, "Housing for Canadian Women: An Everyday Concern", March 1987, Canadian Advisory Council on the Status of Women, p. 9).

ISSUE: MAINTENANCE OF RENTAL HOUSING

RECOMMENDATIONS:

18. That the City of Regina give high priority to enforcement of Maintenance Bylaw (8211). This would mean increasing staff in this area so that inspections of buildings in poor and very poor condition can be completed within a reasonable time. Staff increases to be effective in 1988.
19. That the City of Regina advertise the Maintenance Bylaw using a variety of means, in addition to newspaper advertising, so that those tenants likely to encounter problems with substandard housing will be aware of the law, and know who to contact to have their residence inspected.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - The City's Maintenance Bylaw (8211) requires owners to maintain accommodation at an adequate standard. Current staff levels are not adequate to allow inspections and follow-up on buildings now in poor condition, within a reasonable time (see Rationale section for details). The bylaw has not been extensively advertised.
- b) Level of government responsible
City - For bylaw enforcement and advertising.

RATIONALE:

Staff shortage slowing maintenance enforcement

Enforcement of the City's new Maintenance Bylaw is being hampered by a serious shortage of staff to do inspections and the accompanying paperwork. The bylaw, which became effective in April, 1986, provides a valuable tool for the City to ensure that rental accommodation is safe and adequately maintained. This could mean significant improvements for those low income individuals and families who must live in older areas and in some cases, slum housing.

HOUSING

A "windshield" survey of older areas of the city completed in the summer of 1986 showed 152 dwellings were defined as "very poor". This was generally described as "does not provide safe and adequate shelter, has three or more major deficiencies, cannot be renovated at reasonable cost, and should therefore be cleared".

At current staff levels of three building inspectors, one supervisor and one secretarial staff, it is estimated it will take a year to do follow-up inspections and Maintenance Bylaw enforcement on these houses.

Housing in "poor" condition may be ready to be torn down by the time inspectors arrive

The survey identified a much larger group of dwellings, totalling 2,732, as being in "poor" condition. This category would have one or more major deficiencies, indicating inadequate construction and continued neglect. Housing inspection standards in the Maintenance Bylaw include this information about dwellings classed as "poor": (if the deficiencies are not corrected) ... It is estimated that these houses could deteriorate rapidly within the next five to ten years to a point where they could be condemned.

At current staff levels, it is estimated that it will take 10 years to do Maintenance Bylaw enforcement on the housing classed as "poor" in the survey.

It is estimated that there is a need for six more Building Inspectors and one Secretarial staff. This would bring the staff complement in the Maintenance Bylaw area to a total of nine Building Inspectors, one Supervisor and two secretarial staff.

Many unaware of Maintenance Bylaw

Maintenance Bylaw Inspectors give priority to complaints about a specific dwelling. These calls are answered immediately. Inspectors find some of the calls are coming from better neighbourhoods, where residents are simply more aware of their rights under the law.

Many low income people are more likely to get their information by listening to radio and television, than by reading the newspaper. Therefore radio and television advertising would be most effective in reaching them. (This publicity campaign would have to be preceded by the hiring of additional staff to enforce the bylaw.)

ISSUE: INADEQUATE RENT AND UTILITY ALLOWANCES FOR
PEOPLE ON SOCIAL ASSISTANCE (S.A.P.)

RECOMMENDATION:

20. That the City of Regina ask the proposed Social Planning Council to closely monitor proposed increases in shelter allowances and capped utility rates for S.A.P. clients which are to be phased in between January 1 and March 1 of 1988, to ensure these rates are in keeping with adequate rental housing rates and utility rates in Regina.

That the City protest the provincial government (Social Services) move to cap utility rates for S.A.P. clients effective January 1988, at a level based on average costs, which will create additional hardships for clients living in older, poorly insulated housing.

(Also see recommendation # 72 re annual review of adequacy of S.A.P. rates by proposed Social Planning Council.)

GOVERNMENT RESPONSIBILITY:

a) Existing services

S.A.P. regulations set maximum amounts for rent, according to size of family.

Proposed maximum rates to be effective January 1, 1988 for new clients, effective March 1, 1988 for existing clients are as follows:

<u>Size of household</u>	<u>New rate</u>	<u>Old rate</u> <u>(since '83)</u>
Single employable	\$200	\$200
Single person considered employable	310	300
Childless couple	355	N/A
Family of two	375	355
Family of three	400	375
Family of four	430	415
Family of five	460	450
Family of six or more	490	475

Per cent increases vary from zero for single employable persons to seven per cent for a family of three.

HOUSING

Ceiling set for utility rates

Prior to January 1, 1988 S.A.P. utility rates for S.A.P. clients were paid according to actual costs. Effective January 1, 1988 (new clients) and March 1, 1988 (existing clients) there will be a limit on amounts paid for utilities. The rates allowed for heat, power, phone, water, laundry are as follows:

<u>Size of household</u>	<u>Minimum rate</u>	<u>Maximum rate</u>
Single employable	\$35/mo.	\$ 65/mo.
Single unemployable	35	100
Childless couple	45	105
Family of two	45	115
Family of three	50	120
Family of four	55	130
Family of five	60	140
Family of six plus	60	150

NOTE: If clients' costs are less than the maximum, actual cost will be covered. If costs are over the maximum, only the maximum will be covered.

b) Level of government responsible

City

To determine whether provincial rates are adequate for housing costs in Regina, and lobby the provincial government for changes, where necessary.

Provincial

The provincial government sets S.A.P. rates. Funding is cost-shared federally under the Canada Assistance Plan.

RATIONALE:

A single mother with three children describes the times when she experiences the most stress:

"Actually from the beginning of the month until the end. Middle to the end of the month. Then on welfare cheque day, because I have to sit down and look at the budget. There is never enough".

"Personally I don't find it embarrassing that I get food from the Food Bank. I feel that if I need the food then I'll go and get it. What I do find disgusting is that the government supplies people on welfare with so little money that they have to use the Food Bank. The government should be giving us enough money to live on". (Single mother of three).

(Quotes from the study "Living Without Power" by Bonnie Jeffery and Andy Shadrack, 1986, pp. 27 and 11).

People on S.A.P. must take extra rent money from food budget

People living on social assistance (S.A.P.) are paying more for housing, in many cases, than they are allowed by Social Services. They are having to use money intended for food to pay their rent.

The introduction to this section quotes from a 1986 study of 572 S.A.P. clients in Regina, which found that approximately 45 percent of those surveyed paid rents greater than the rental allowance provided by S.A.P.

(An increase in the basic S.A.P. allowance of \$17/mo. for adults and \$13/mo. for children was announced in late 1987. Also, shelter rates for most clients have increased between three and seven per cent, as described below.)

Provincial S.A.P. rates allow an amount lower than the income level that Statistics Canada considers adequate for the bare necessities of food, clothing, and shelter. When people must pay extra for rent they are forced to use the money intended for another essential, such as food.

Annual review re adequacy of S.A.P. housing rates requested in 1984

In looking at the options available for native families dependent on S.A.P., the Mayor's Task Force on Indian and Metis Initiatives Housing Discussion Paper (1984) found that the rents allowed then by both Department of Indian Affairs and provincial Social Services were inadequate:

HOUSING

"The options open to many native families include paying more than the allowable rent by scrimping on their food and clothing budgets, doubling up, crowding into a smaller lower-rent home or taking out advance loans from Social Services or Indian Affairs. The last option is one where repayment may keep the household in debt for years."

The Indian and Metis Initiatives Task Force dealt with the issue in Recommendation 4 of the Housing Discussion Paper:

"The Task Force recommends that the City of Regina request that the Saskatchewan Department of Social Services carry out annual rent reviews in the City of Regina to ensure that their monthly rent allowances reflect the current market value of well maintained units available on the private market."

In late 1987 the provincial government announced that S.A.P. shelter allowances would rise by three to seven per cent in most areas of the province effective January 1. That increase appears small, considering that shelter rates had been frozen since 1983. The rate increases must be closely monitored to ensure they are in keeping with what clients are being charged for housing in Regina.

ISSUE: ACCESSIBILITY OF PUBLIC HOUSING TO LOW-INCOME FAMILIES, PARTICULARLY WOMEN ESCAPING BATTERING RELATIONSHIPS AND SINGLE PARENTS.

"We see improvements when people get into low income housing - they have more money available. They're not spending \$500 out of \$800 on rent. They start to eat better . . . they don't feel so trapped." (Pat Peters, Healthiest Babies Possible Program, Regina Native Women).

RECOMMENDATIONS:

21. In view of the importance of including a mixture of housing for various income levels in all new subdivisions, that the social housing goal adopted by the City of Regina in its Social Housing Strategy (1986):

"To encourage and promote an adequate supply and mix of affordable housing in all areas of the city, particularly for low income people"

and the objectives supporting that goal, be included in the guidelines for new and developing subdivisions now being developed, and in development plans for new subdivisions, as they have been adopted as City policy.

22. The City should request that deliverers of public and non-profit housing ensure that families receiving financial assistance (S.A.P.) are not discriminated against when they seek public housing.
23. The City should ask deliverers of non-profit and public housing to ensure these units meet basic security standards as recommended by City Police, e.g. adequate deadbolts.
24. The City should request that administrators of public and non-profit housing should meet with heads of crisis shelters for women to determine the need for public/low-cost housing for women leaving crisis shelters.

Women who must quickly find adequate housing for themselves and their children when they leave crisis shelters, should be given top priority when seeking public and/or non-profit housing.

HOUSING

25. When the City is approached by developers of new public and non-profit housing developments for families, the City should strongly recommend that these developments be designed with the needs of low income single parents in mind - e.g. near schools, transit service, shopping, child care, with adequate provision for security.
26. The City should ask organizations administering public and non-profit housing to review with residents whether their needs are being adequately met in current housing projects, and to ask for their recommendations on future projects.
27. That the City of Regina bring together agencies with clients who have chronic housing problems, and the Board of the Regina Housing Authority, to discuss how use of Housing Authority units should be prioritized, recognizing that one of the largest groups having a chronic shortage of housing is mother-led families, particularly those headed by Native women.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - There are a total of 3,331 subsidized and non-profit housing units in Regina. These are comprised of the following types:

Public Housing: (rent is 25% of Income)

- 1,149 senior's units (mainly highrises)
- 849 family units
 - 572 family units administered by Regina Housing Authority
 - 277 family units (in total) administered by other groups such as Silver Sage, Regina Native Women's Group, Namerind and Gabriel Housing Corporation.

Non-Profit and Coop Housing: (rent is low end of market)

- Seniors: 980 units
211 of these are Regina Housing Authority units. Others are built through non-profit or cooperative housing programs.

An additional 256 Special Care Home administered units and suites are designed for independent living, with or without support services. But many of these are older housing stock, which are no longer suitable. (Source: Report of the Joint Planning Committee on the Continuum of Care).

Families: 1,237 units including 670 Regina Housing Authority units (rents are low end of market but not necessarily affordable for low income families, eg. \$480 + for 3 bedroom unit in 70% of Regina Housing Authority units. In 30% remaining, rent is subsidized to 30% of income, with minimum and maximum rents set. Other non profit units are in Gladmer Park and Edmund Park (392 units, rent is low end of market) and Highland Park (48 units, rent according to income). Co-ops- rent low end of market - 127 units for families. (Sources: Regina Housing Authority, C.M.H.C., non-profit project owners).

Housing made available through programs for urban Native people and people of Indian ancestry, owned by Native housing corporations (Urban Native Housing):

- 405 units
 - 16 units - Silver Sage Housing (for status Indians only)
 - 175 units - Gabriel Housing Corporation (Metis and non-Status Indians)
 - 214 units - Namerind Housing

The 1985 Public Housing Survey done by the Saskatchewan Housing Corporation shows that 55 to 66 percent of the households in family units were single parent women.

As mentioned in the introduction, about 60 percent of those on the Regina Housing Authority waiting list for subsidized family units are single parent women.

b) Level of government responsible

City - The City is responsible for planning residential development (density, location) throughout Regina and approving proposed new developments. The City has little direct control over the delivery of public housing. It does lobby the provincial and federal governments to fine tune their programs in accordance with municipal social housing priorities.

HOUSING

Provincial - Saskatchewan Housing Corporation is the delivery agent for public housing in Saskatchewan, through agreement with the federal government (CMHC). The exception is the Urban Native Program which is delivered directly by CMHC. The Regina Housing Authority is an independent body which manages public housing in Regina. It is operated by a Board appointed jointly by federal, provincial and municipal governments.

RATIONALE:

"Though single parent households are the largest clientele of public housing in Canada . . . program administrators have not been very sensitive to their special needs: access to public transit, shopping centres, child care services, and a safe environment". (Fran Klodawsky and Aron Spector, "Housing Policy as Implicit Family Policy: The Case of Mother-Led-Families", Transition, vol. 16, no.2 June 1986, pp. 6-8. From "Housing for Canadian Women: An Everyday Concern", Diane Morissette, p. 7).

Agencies working with women identify housing as major need

Staff of a number of agencies, including Contemporary Women's Program, Transition House, Isobel Johnson Shelter, Regina Native Women's shelter and Healthiest Babies Possible, identified the need for secure, affordable, adequate housing appropriately located, for the women they work with. Staff frequently mentioned the particular problems women receiving financial assistance experience with long waits to be admitted to public housing. This included battered women who are in the process of establishing themselves independently.

City of Regina has prioritized social housing issue

In July, 1986, Regina City Council indicated that social housing is a primary concern as it adopted the Regina Social Housing Strategy. However, no specific mention of the needs of women is made in this study.

In view of the findings quoted in the introduction to this section this Task Force would urge City Council to make meeting the housing needs of low income women a priority in its social housing policy.

ISSUE: LACK OF HOUSING WITH SUPPORT SERVICES FOR WOMEN
AGED 14 TO 18, WITH CHILDREN, FOR WHOM THE FAMILY
HOME IS NO LONGER A RESOURCE

RECOMMENDATION:

28. That the City of Regina encourage and assist non-governmental organizations to research, organize, and seek funding for appropriate accommodation for young women and adolescents with children, who require a secure living arrangement with some support services.

That the City should urge the provincial government to fund an organization willing to provide appropriate housing with support services for young women and their children.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - There is practically no special housing for adolescent mothers with children in Regina, although the Salvation Army's Grace Haven is making available some rooms for this purpose. See Rationale section for examples of services in other cities.
- b) Level of government responsible
- City - Identifying this housing/support service need to the provincial government and offering administrative assistance to a non-profit organization/agency to initiate a project to meet this need.
- Provincial - Funding a housing project with support services to meet the needs of these young women and their children.

HOUSING

RATIONALE:

Agencies see urgent housing need for young women with children

A number of agency representatives have identified an urgent need for housing designed for young women with babies and/or young children who must live independently:

- Pat Peters, Healthiest Babies Possible (Regina Native Women)
- Gerri Wood, Residence Co-ordinator, Y.W.C.A.
- Christine French, Director, Contemporary Women's Program

These young women often try to live independently before they are ready for the responsibility required, because it is the only real option available to them.

Obtaining financial assistance is difficult if the woman is under 18 because of requirements of the Department of Social Services and Indian Affairs, which prefer not to assist young people under 18 to live on their own.

Lack of a secure living arrangement puts additional strain on these women who are already in the challenging situation of raising a child independently.

Residences and support centres in other cities

In cities such as Ottawa and Winnipeg, special facilities have been developed for teenaged mothers and their children. These facilities combine housing with opportunities for education and child care. Non-resident support centres for these young women also exist in Toronto (Jessie's), Ottawa (Zonta Centre) and Winnipeg (Mount Carmel Clinic). ("Gender-Sensitive Theory and the Housing Needs of Mother-led Families: Some Concepts and Some Buildings", Fran Klodawsky and Suzanne Mackenzie, 1987, p. 19.)

The Salvation Army's Grace Haven, established as a home for pregnant young women, has recognized the current need for housing and educational/support services for adolescent mothers. A proposal for an intensive program to support these young women and their children has not yet received funding from the provincial government.

ISSUE: LACK OF AFFORDABLE, SECURE MARKET HOUSING NEAR
THE DOWNTOWN

RECOMMENDATION:

29. That the City of Regina make it a priority to encourage residential development designed for low income families such as single parents, in inner city neighbourhoods, as it develops a comprehensive strategy for downtown and inner city residential development.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - Public housing developments for families have tended to be located in the suburbs, while seniors' highrises are in the downtown. Private rental apartments are still available near the downtown at reasonable rental rates, although some of these are restricted to adults. The experience of other cities has shown that as gentrification occurs in inner city neighbourhoods, rents rise beyond the reach of low income people, and rental stock becomes scarce. The City should ensure that an adequate supply of rental units for low income families is developed and maintained before the process of gentrification and redevelopment (such as has already occurred in the Transitional neighbourhood) makes this strategy more difficult and expensive to implement.

- b) Level of government responsible

City - Responsibility to encourage province to locate family public housing in centrally located neighbourhoods with amenities. Planning residential developments and some control (e.g. zoning) over location of new public and private housing developments. Responsibility to support and encourage the appropriate location of new private and public housing for low income families.

RATIONALE:

Downtown Residential Development strategy says social housing must be addressed

A comprehensive residential development strategy for the downtown has been recommended in the report "Downtown Residential Development Strategy", adopted by the Regina Planning Commission, October 7, 1987. The report recommends that a number of issues be addressed in the development of such a residential development strategy for the downtown and inner city neighbourhoods. The social housing needs and goals of the City are among these issues.

Advantages of low income housing near downtown

Inner city neighbourhoods such as the Transition Area and the Cathedral Area are ideally suited for the needs of low income single parent families in many ways. They are accessible to all major services including public transportation.

As these neighbourhoods are upgraded, their desirability as residential neighbourhoods increases, and the rents go up. Public housing and/or municipal regulation of market housing should encourage a variety of housing, including units for low income families in these neighbourhoods.

ISSUE: LACK OF SHELTER FOR ADOLESCENTS AGED
APPROXIMATELY 13 TO 18 YEARS WHO NEED:

1. temporary care away from the parental home;

AND FOR THOSE NEEDING:

2. shelter until they are able to live
independently (parental home is not an
appropriate resource), including young
prostitutes

RECOMMENDATIONS:

30. That the City of Regina urge the provincial Department of Social Services to establish a crisis shelter for adolescents needing emergency and temporary care.
31. That the City of Regina make it a high priority to support the initiative of interested organizations in establishing a shelter for homeless and transient adolescents who require a relatively independent living situation with appropriate support services.

GOVERNMENT RESPONSIBILITY:

a) Existing services - There are two group homes for native adolescents in Regina but no group home facilities for non-native youth who do not require intensive treatment such as that provided by Bosco Homes and Ranch Ehrlo, but rather require a supervised living situation. In comparison, Saskatoon offers a group home for adolescent boys, one for adolescent girls, an emergency shelter for boys and girls, and a group home for adolescent girls and young women. All of these facilities were initiated by private organizations and all but one receive ongoing funding through the Department of Social Services as the department places youth in them.

b) Level of government responsible

City - Identify need for shelter for youth who are not government wards, to the provincial government. Administrative support to non-profit agency in efforts to meet identified need re homeless adolescents.

HOUSING

Provincial - Establishment and funding of a home to provide emergency shelter for youth. Funding of shelter for youth unable to live at home who are not yet ready to live on their own, including young prostitutes. Ongoing funding of Crisis Management project.

Federal - Initial funding of Crisis Management Project providing services for prostitutes.

RATIONALE:

Crisis shelter needed

A representative of the Department of Social Services in Regina sees an immediate need for a crisis shelter for teenagers aged 13 and up, to allow for short-term intensive work with parents. Allowing these parents "time out" from their teenager could help resolve the family situation and prevent the teenager from being ejected from the home.

This shelter might be operated in conjunction with an agency which is currently offering services to youth.

Pilot project for prostitutes

Workers with the Crisis Management Service have identified young people on the street, many of whom are young adolescent girls now working as prostitutes, for whom there is a lack of resources. A pilot project from Crisis Management to provide a street worker position is expected to be approved by the federal Department of Justice shortly.

Agencies identify housing needs

Crisis Management Service foresees the need for short-term safe housing for some of these young women as they make the transition away from street life. (Proposal to Coordinate Services for Women in Conflict with the Law, Crisis Management Service)

A representative of Rainbow Youth says the lack of stable housing is a major problem for the youth who attend the center and participate in its services. Rainbow Youth would be willing to discuss making its services available to residents of a youth shelter.

YWCA Residence Co-ordinator, Gerri Wood, knows of several young women, wards of Social Services, who were placed at the Y residence. In most cases this placement turned out to be inappropriate because of the needs of these young women. They had experienced various types of abuse and usually had been in a number of foster homes. They needed support, assistance in developing self-esteem, etc. while not requiring intensive treatment.

Staff of the Department of Social Services, working in the financial assistance area has identified a need for a resource such as a shelter for youth aged 16 to 18, specifically in cases where parents are not a resource.

Youth between the ages of 16 and 18 may receive independent assistance from the Department of Social Services (provincial) or Indian Affairs (federal) if their parents or other relatives are not a resource. However, they are often not mature enough for independent living, and they find the housing available to them with a S.A.P. rental allowance is often in very poor condition.

The Family Services Act, which has been under review by the Department of Social Services for several years, currently uses the age of 16 as cutoff for children to become wards of the department and thus access Family Services.

HOUSING

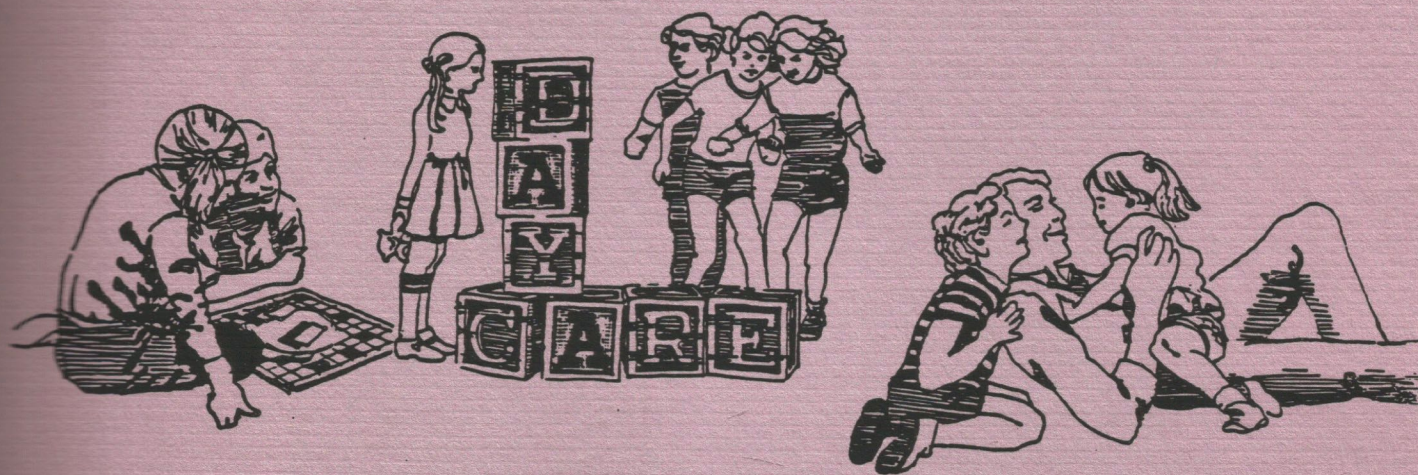
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CHILD CARE

" . . . as veteran Day Care workers and operators, we know to a penny how much it costs to deliver good care . . . In order to squeeze out a profit, it would be necessary to raise the fees or cut services, with a corresponding loss of quality of care for the children."

-- Regina Day Care Association brief



INTRODUCTION

This Task Force supports the goal of quality, affordable, accessible child care as promoted by the Regina Day Care Association, a group composed primarily of people employed in the field of child care and early childhood.

Task Force supports Day Care Association's goals for child care

The following statement is from a brief prepared by the Association in March, 1987:

"We feel that providing adequately for young children is a public duty, and we understand that public duties have a public price tag. The taxpayers and voters of the province should feel that they have a real stake in Day Care. We want the legislators to consider the components of a proper Day Care system, and act to provide it."

The Day Care Association brief goes on to say:

"These are the major points we feel must be incorporated into a Day Care program:

1. Group child care must be licensed. Just as in any other service or business, licensing means that certain standards are adhered to, and can be checked up on. Licensing also means that some responsibility can be enforced for the taxpayers' dollars that are required to fund the system.
2. Parents must control the Day Care system. Centres should continue to be run by boards of parent directors, who exercise their parental duty by establishing policies in their own children's best interests. (Current regulations provide for licensing individuals in their homes to provide care for small numbers of children - generally fewer than 10. We approve of this. We feel that centres employing several staff to care for more than 10 children need the parent boards.)
3. The delivery models must be not-for-profit. We reject any option making it possible for operators to make a capital gain, a dividend, or any other kind of personal gain at the expense of children's services.

(Excerpt from Regina Day Care Association brief, continued)

Our vehemence stems from two sources. First, we feel there is an ethical point to be made in forbidding profiteering at the expense of children.

Second, and more immediately, as veteran Day Care workers and operators, we know to a penny how much it costs to deliver good care, and how much parents are already paying in fees. In order to squeeze out a profit, it would be necessary to raise the fees (already very high) or cut services, with a corresponding loss of quality of care for the children.

It would be more than irresponsible to tolerate a system that received public funding and yet provided for entrepreneurial gain.

4. Quality care by qualified staff. Two factors are known to affect quality care: The time spent by the caregiver interacting with the child, and the competence of the caregiver. On an operating basis, this translates into child/staff ratio, and staff training. These are not "frills", or luxury considerations. They are the very foundation of proper child care. And they are expensive. 85% of the budget of a well-run centre goes to staffing costs. (Here is where you must make cuts if you want to make a profit! Hire fewer, less qualified workers and pay them less. What does this do for children?)

We want a Day Care system that provides for a high staff/child ratio. We feel that care should be given by qualified, trained individuals - not by people who were unable to get a better job. We feel that people who work at a high level of excellence should be properly paid. An average wage of \$900 per month will not attract and keep the people our children need."

NOTE: Re Item 4: updated figures from the Day Care Division show that the average salary for staff, excluding administrative staff, is now \$1,100 per month.

New National Child Care Strategy

The Task Force recognizes that the recent federal government commitment of \$5.4 billion over seven years has the potential to expand the child care system in Saskatchewan.

The Task Force questions the amount of the program which will go into tax breaks instead of directly to centres (\$2.3 billion to tax breaks; up to \$3 billion to centres) and disagrees with the federal decision to have the provinces decide whether or not centres operated for profit should benefit from the program. However, the Task Force believes the program has positive aspects, particularly an increased federal share of capital funding for non-profit centres (up to 75 per cent).

Federal assistance already existed under the Canada Assistance Plan, which provided cost-sharing (50 per cent) of most money provinces spent on child care (subsidies to low income families). It should be noted that the provincial government's response to the program will be key to its effective implementation. Federal money for capital spending and operating costs is only available if it is cost-shared provincially. Also, provincial governments will decide whether or not centres operated for profit will share in the program.

Highlights of the seven year federal program, as announced in December 1987 are:

1) Cost-Sharing - up to \$3 billion

A federal-provincial cost-sharing arrangement with terms to be established through a new Canada Child Care Act. The overall objective is to double the number of child care spaces nationally.

The federal government will cost-share up to 75 per cent of capital costs of building new non-profit centres (land, buildings, equipment, renovations). This must be supplemented by provincial cost-sharing.

2. Child-care initiatives fund - \$100 million

Innovative initiatives related to meeting special child care needs (eg. rural child care, care for disabled children, native or children from minority cultures).

3. Tax incentives - 2.3 billion

Beginning in the 1988 tax year the tax deduction for child care expenses doubles to \$4,000 per child for children under seven years, and the ceiling of \$8,000 per family for this deduction is lifted.

In addition, the child tax credit (geared to income) is raised by \$200, to \$650 maximum for children six years and under. This will be phased in over two years. The additional \$200 per year is to assist families with informal child care arrangements (no receipts) and families who do not require child care.

The increased cost-sharing for start-up of new non-profit centres, if cost-shared by the province, could benefit Regina parents needing quality care for their children. Innovative initiatives grants could assist native families and families from minority cultures.

Canadian Day Care Advocacy Association questions policy

However, the national child care lobby group, the Canadian Day Care Advocacy Association has serious questions about the design and funding of the proposed federal strategy. The association questions the use of tax incentives directed at individual parents as a policy which fails to provide families with real choices for quality, affordable child care. As well, tax deductions benefit higher income families more than middle or low income earners, association president Lynette Billard notes, in a response to the federal program.

New plan will limit federal subsidies to low income families

The association points out that the new plan replaces current open-ended federal cost-sharing of low income subsidies with spending ceilings. "For the first time, the availability of subsidies for low income families will be limited by the federal government", Billard says.

Fewer spaces to be created under new plan

The Canadian Day Care Advocacy Association has calculated that, based on the increases in spaces over the past few years, an expected 307,374 spaces would have been created for the same seven year period. The new federal program allocates funds for only 200,000 new child care spaces during this period.

CHILD CARE

Federal funds to be available to profit child care

The Association notes that the new policy will set the precedent of making federal funds available for operating commercial child care. Billard calls this move "particularly worrisome when one considers the role the commercial child care sector has had in lobbying against maintaining and improving childcare quality".

Other cities supporting quality child care

The following are examples of initiatives some Canadian cities have taken to improve the quality and availability of child care.

Prince Albert provides an example of a Saskatchewan city which provided land for licensed child care. In 1982, the City of Prince Albert entered into an agreement with the Prince Albert Child Care Co-operative for two lots to be used for construction of a day care centre. The land, then valued at approximately \$12,000 was sold to the day care for \$1.

The City of Toronto, through its Department of Planning and Development, has developed the following child care related services and programs, with the support of Toronto City Council.

1. Provision of assistance to employers and employee groups interested in establishing child care programs. This service includes conducting needs assessments, feasibility studies, budget preparation, program development and space design. Over 100 organizations have requested some form of assistance over the last five years.
2. The establishment of child care centres in new commercial developments. When appropriate, the City negotiates space for child care as one of a number of public amenities that developers of major projects are encouraged to provide. Developers pay the capital and start-up costs as well as all occupancy costs for a given period, usually 25 years. The child care centre is responsible for all program costs and the management of the centre. The centre must be non-profit, and usually services approximately 50 children ranging in age from three months to five years.

The first of these projects, Waterpark Place, built by Campeau Corporation, opened in September, 1986 and is operated by George Brown College. Child care will be provided in at least seven new developments scheduled for construction within the next three years.

3. The establishment of a child care grant program. The three year program which began in 1984 is aimed at increasing staff salaries in non-profit centres. The allocation of funds has grown from one million dollars in 1984 to \$2.1 million in 1986. As a result, child care salaries have risen by an average of 22 percent while fees have risen by only nine percent. This has had both a stabilizing effect on enrolment and a reduction in staff turnover.

ISSUE: SERIOUS LACK OF LICENSED CHILD CARE SPACES FOR CHILDREN OF WORKING PARENTS IN REGINA

RECOMMENDATIONS:

32. That the City of Regina endorse the standards set out by the Regina Day Care Association promoting availability of licensed, non-profit, child care centres run by parent-controlled boards and operated by qualified staff.

This Task Force believes that all child care policies pursued by the City and the provincial government should have, as their goal, the creation of sufficient quality, non-profit, parent-controlled child care. The emphasis on non-profit care is not to affect licensed family day care providers who offer care in their own homes. Child care initiatives should include provision of quality, licensed child care for infants under 18 months, school aged care and care for children with special needs.

33. That the City of Regina lobby the provincial government to fully cost-share the provisions of the new National Child Care strategy, so that Regina, as well as the rest of the province, will benefit from this \$5.4 billion, seven-year program.
34. That the City of Regina strongly and actively oppose any move towards child care centres for profit. (Again, licensed family day care providers would be exempt.)
35. That the City lobby the provincial government to increase the amount of money allowed annually for child care subsidies so that all low-income working parents or students would be able to afford adequate, licensed care for their children.
36. That the City should lobby the provincial government to base licensing of child care on the quality of care, rather than the availability of subsidy dollars.
37. That the City of Regina lobby the provincial government to enforce existing Day Care legislation and, if necessary, change the legislation so that anyone caring for 10 or more children, including their own, would be required to obtain a license from the provincial Day Care Division.

The legislation must provide a mechanism so that anyone who provides child care as just described above and who refuses to become licensed within a reasonable time, will be closed down and fined.

38. That City Council urge both Regina School Boards to adopt a policy of requiring child care centres located in schools to be fully licensed.
39. That the City should develop policies appropriate to its jurisdiction to ensure that quality, licensed child care is provided in Regina, using provincial Day Care regulations as a minimal standard.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - In 1987 a total of 1,950 licensed spaces (including preschool and school-aged spaces in both child care centres and licensed family day care homes) were available in the city of Regina (September 1987). These spaces are eligible for subsidized fees, depending on the family's income level. Between 1982 and 1987 the number of licensed spaces in the province increased from 3,914 to 5,748. Yearly percentage increases were:

1982-1983	-	22% increase
1983-1984	-	6% increase
1984-1985	-	7.6% increase
1985-1986	-	1.3% increase
1986-1987	-	4% increase

NOTE: Some of the unevenness in increases can be accounted for by day care centres closing.

- b) Level of government responsible

City - Ensure that needs for quality child care are identified and communicated to the province. The City may be required to develop day care policy and/or assist with funding, as the City of Toronto has done, to ensure appropriate child care standards are consistently enforced in Regina.

CHILD CARE

Provincial - The provincial government is responsible for regulating child care to ensure adequate standards are met and assisting in provision of quality care through funding assistance to new and existing centres. Provincial government actions in many ways determine the quality of child care, through design and enforcement of regulations, and the level of funding assistance provided.

Federal - Cost-sharing with the provincial government programs to assist child care centres to provide quality care at reasonable cost to parents. Tax rebates for parents to assist in payment of child care fees.

RATIONALE:

Current situation encourages poor quality, unregulated care

Parents desperate for child care are now using child care centres which are unregulated and often inadequately supervised and programmed. These centres and at-home arrangements, where one care giver is taking care of more than a dozen children, are being encouraged by an environment in which the provincial government does not enforce licensing for child care. The government, through its Day Care Division, also limits the growth of regulated centres by refusing to license new centres once the Day Care Division's annual budget for parent subsidies has been used. Care for school aged children and children with special needs (physically or mentally disabled, behavior problems) is in particularly short supply in Regina.

Why quality child care for profit is a contradiction

Those with experience in child care know that it is not possible to provide quality child care at a profit, without a substantial increase in fees charged to parents. Most day care revenues go to pay staff salaries, (average of 70%) which are already low. Other revenues cover essentials such as rent and supplies. Advocates of quality child care ask, where will the profit come from? It seems obvious that centres operated for profit would have to look at one or more of: lower salaries, higher child staff ratios, poorer quality programming. Clearly, these changes would have a negative impact on the quality of child care.

Not enough spaces

Approximately 1,360 licensed preschool spaces are available in Regina. That compares to an estimated more than 3,345 mothers in Regina who need at least one fulltime preschool child care space and an additional 1,612 mothers who work part time and have at least one preschool child in need of care, for a total of nearly 5,000 families.

(The figure 1,360 is from the Day Care Division. The numbers 3,345 and 1,612 are arrived at by using 1985 Statistics Canada Labour Force survey figures on the number of women with one or more preschool children, who are working fulltime and part time either as single parents or with husbands who also work, as a percentage of the total population of women in Canada age 15 and over. Taking this percentage by the number of women in Regina age 15 and over in 1985, the numbers 3,345 and 1,612 resulted. Regina figures are from Vital Statistics, Department of Health.)

It should be noted that this figure does not indicate number of child care spaces needed, but the number of women with preschool child(ren) who need fulltime and part time child care.

Licensing should not be linked to subsidies

Unlike Saskatchewan, provinces such as Ontario and Manitoba license new child care spaces regardless of whether subsidy money is available for them. In these provinces, when subsidy money runs out, parents who qualify for subsidy are put on a waiting list for a subsidized space.

In Saskatchewan, when the number of licensed spaces being used by parents requiring subsidy is high enough to use the subsidy money available for that year, no further spaces are licensed. This means that even a group of parents wishing to start a non-profit centre cannot obtain a license before the new fiscal year. This situation forces parents to use unlicensed, unregulated child care. The Task Force is even aware of a situation where an unlicensed, privately-operated child care centre is operating in a public school.

CHILD CARE

Require licensing for all child care providers

Once the subsidy policies are changed so that people wishing to start up or expand licensed child care centres can do so as required, and sufficient subsidy funds are available to meet the need, the provincial government would be in a position to develop enforceable legislation requiring all group child care to be licensed.

Current day care legislation in Saskatchewan appears to require licensing for anyone providing day care services. However, the Day Care Division has been advised by the Department of Justice that these sections of the legislation would not stand up if challenged in court, because of unclear wording and the way day care is defined.

The province of Manitoba is taking a leading role in developing day care legislation enforcing licensing for all providers that will stand up in court.

Role of the City

Although regulation of child care is a provincial responsibility, because of apparent reluctance to assume this responsibility at a provincial level, the City of Regina must explore means available to it to improve the quality and regulation of child care in this city.

This would include consideration of the effectiveness of policies initiated by the City of Toronto.

ISSUE: PROVISION OF LICENSED CHILD CARE CENTRES IN NEW RESIDENTIAL DEVELOPMENTS AND CITY RECREATION CENTRES

RECOMMENDATIONS:

40. That the City of Regina negotiate with developers in new areas to require that new residential developments provide for a child care centre in areas where sufficient licensed child care space is not available.
41. That the City of Regina Community Services and Parks Department actively promote the development of child care centres in recreation/community centres, and that child care facilities be planned at the time new community centres are being designed.
42. That the City of Regina ask both Regina School Boards to encourage the establishment of child care centres in schools where extra classrooms are available.
43. That the City of Regina urge the University of Regina to ensure there is quality, licensed child care available on campus for students.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - Most of Regina's 30 child care centres are in residential areas. Some of these are in schools. Child care has not been available on the University of Regina campus for about four years, due to a shortage of space.

- b) Level of government responsible

City - Recommendations re child care in new residential developments and in community centres are within City jurisdiction.

Provincially-funded bodies - Recommendations re location of child care centres in schools and at the University come within jurisdiction of school boards and the University.

RATIONALE:

Residential areas ideal locations for child care

The recommended actions would serve to alleviate the shortage of licensed child care in many residential areas.

Most parents prefer child care located in their neighbourhood because it means that children are in their own communities, there is easier access to adjacent outdoor play space, and parking and pick-up space is easily available. Rents tend to be lower than in the downtown, and the environment as a whole tends to be safer for children.

Originally the Task Force's Urban Design working committee had believed that the need for child care in the downtown was an issue for the women of Regina. However, in the survey of 354 women in several areas of Regina conducted by the Urban Design committee, it was found that twice as many women with children would prefer their child-care facilities located in their neighbourhood (87) as near their workplace (45). One hundred thirty-seven women who worked outside the home and 198 women not employed outside the home were interviewed for this survey.

According to a report done for the federal government's Task Force on Child Care, released in March, 1986, surveys show that parents prefer neighbourhood care because they do not want to separate their children from friends and older siblings who attend neighbourhood schools. Also the location of facilities may not be suitable for children, and loss of a job may mean loss of child care if the centre accepts only employees' children. Land-use zoning restrictions, property taxes and the complex legislation governing child-care facilities can be barriers to setting up a cost-effective service, (Rothman/Beach Associates, Toronto).

Community centres and schools are good locations

For many reasons, such as central location in a community, recreational facilities which are already available, a building designed for public use, these buildings are well-suited to child care centres.

The University of Regina no longer provides child care on campus.

The University is an institution which is expected to provide leadership in the community. As such, it should be providing important services such as child care for its students. The University's two child care centres have been moved off campus. A plan to provide space for them in a new student union building was changed when the provincial government withdrew funding for the building.

CHILD CARE

ISSUE: IMPORTANCE OF ADJACENT OUTDOOR PLAY SPACE FOR CHILDREN IN CHILD CARE

RECOMMENDATION:

44. That the City zoning bylaw which regulates outdoor play space for child care centres not be waived.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - City bylaw, as described. The bylaw is being enforced by the City, but decisions can be overturned by a provincial appeal board.

- b) Level of government responsible

City - Continued enforcement of existing bylaw.

Provincial - Outdoor playspace is included in provincial regulations, but the City of Regina bylaw requires higher standards.

RATIONALE:

The importance of easy access to a well-designed outdoor play area which allows children who spend their day in a child care setting fresh air, room to run around, a change of pace and setting, is well established. Downtown child cares should not be established in locations where adjacent outdoor play space is not available.

The Task Force supports current City zoning policy, which requires adjacent play space for all licensed child care centres with 10 or more children, including those in the downtown.

ISSUE: DROP-IN CHILD CARE

RECOMMENDATION:

45. That the City of Regina review, with the Regina Day Care Association and other interested groups, how best to address the need for drop-in and part-time quality child care.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - The YWCA operates a centre designed to offer part-time, temporary care for children when parents require it due to part-time employment or for other reasons. Existing child care regulations do not apply to this centre. The extent to which child care centres are able to offer part-time care has yet to be researched. However, indications are that centres must allocate most or all of their spaces to children whose parents pay for a fulltime space, whether or not their children attend fulltime, in order to be financially viable.

- b) Level of government responsible

City - Identification of need to senior levels of government and assistance in identifying solutions.

Provincial - Regulation of all regular child care arrangements.

Federal and provincial - Cost-sharing programs to subsidize child care arrangements designed to meet the need for part-time and drop-in care.

RATIONALE:

Lack of licensed child care for increasing numbers of part time workers

Due to pressure to provide full time spaces and financial pressures, licensed child care centres are not able to fill the need for casual and part-time child care.

CHILD CARE

The need comes from increasing number of parents working part-time and job-sharing, and from parents of small children who do not work outside the home but need occasional child care. These parents require a quality, regulated child care setting which can meet these needs.

ISSUE: PUBLIC EDUCATION ABOUT CHILD CARE AND PARENT INVOLVEMENT IN IT

RECOMMENDATIONS:

46. That the City of Regina support provision of information to parents on the topic of child care, e.g. What is good child care? Why is it important for parents to be involved in child care? This would include a list of licensed centres in the city.
47. That the City should also explore, with the provincial Day Care Division, the most effective ways of informing parents about the benefits of using licensed child care and the dangers of unlicensed care. The City could co-sponsor production and printing of a brochure containing this information with the provincial Day Care Division. The brochure could be distributed by public health nurses when they visit mothers with new babies. Brochures on school-age care should be distributed through the schools.

GOVERNMENT RESPONSIBILITY:

- a) Existing Services - The provincial Day Care Division can provide basic information re child care upon request from parents. No agency currently takes responsibility to promote and/or advertise the definition/importance of quality child care and differences between licensed and unlicensed centres.
- b) Level of government responsible
 - City - Responsible for informing citizens about services available in the city. Could co-operate with Day Care Division in providing information/education about child care.
 - Provincial - Day Care Division has responsibility for regulating and providing information about child care throughout the province.

RATIONALE:

Many parents are unaware of the difference between quality child care and basic supervision of children, and of the differences between licensed and unlicensed care. Many are also unaware of the importance of well-designed programs and trained staff in child care centres.

Because quality child care is so crucial to the healthy development of children, this Task Force believes that every effort should be made to ensure that parents are well-informed about their children's care.

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SENIORS



Photo by Pamela Harris

ISSUE: LACK OF CITY-WIDE COORDINATION OF SERVICES FOR SENIORS AND LACK OF AN INFORMATION AND REFERRAL SERVICE FOR SENIORS IN REGINA

RECOMMENDATION:

48. That the City of Regina support and participate in the formation of a coordinating body with members representing seniors organizations and agencies in Regina. This committee would also have representation from seniors who receive services.

One of the tasks of this coordinating body would be to coordinate volunteer services in the city to avoid duplication of services and ensure there are no gaps in services.

The coordinating body should also provide a central information and referral service for seniors through a telephone line providing information on all services available to seniors in Regina.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - There are a wide range of services for seniors in Regina, both mandated services (such as health) provided by government, and recreational and social services, some of which are provided by voluntary groups.

There is no central coordinating body with organizational memberships in Regina. The Regina Council on Aging has individual members who are also members of seniors' organizations.

The Seniors Bureau has a toll-free phone line providing information on services to seniors throughout the province. The line receives as many as 350 calls per month from around the province.

- b) Level of government responsible

City Seniors' services such as recreation and public health nursing are delivered by the City. The departments which deliver these services would contribute to formation and operation of the coordinating body.

Information on services available would be provided through the joint efforts of coordinating body members.

Provincial Coordination of services for seniors could be accomplished through joint efforts of existing agencies. Basic services to seniors such as medical, hospital and nursing home care, home care, and housing are delivered by the provincial government. Resources and staff from these departments and provincially-funded agencies would be needed to create the proposed coordinating body.

RATIONALE:

Several members or staff of organizations working with seniors, such as the Regina Council on Aging, the City's Community Services and Parks Department, and the Joint Planning Committee for the Continuum of Care, have indicated support for this recommendation.

Major needs identified for seniors in Regina include coordination of services, especially non-mandated services, such as recreation and volunteer services which are provided by a variety of organizations. The coordinating body would need to have representation from all agencies and organizations working with seniors. Also it should have members representing seniors who receive services from these agencies.

The need for a central information/referral service for seniors also arises because of the proliferation of agencies and organizations serving seniors, each with its own mandate and/or services. The coordinating body would have the necessary information to provide this service.

Coordination of services is particularly critical to frail elderly seniors. The majority of these are women, e.g. in Regina 64 percent of seniors 75 and over are women - 69 percent of those 85 and over are women. The average age of seniors in Regina continues to rise. A large percentage of the frail elderly are women who are more likely to be isolated living in their own homes, alone. Exact numbers for Regina are not known, but Community Services and Parks research shows that of 18,000 seniors in the city, about 6,000 now participate in organized activities for seniors.

ISSUE: NEED FOR ENRICHED HOUSING FOR SENIORS IN THEIR OWN NEIGHBOURHOODS

RECOMMENDATION:

49. That the City of Regina housing policy for seniors should support small, decentralized community-based housing developments.

These small projects would be well-suited to the many seniors who prefer to remain in their neighbourhoods when they must leave their own homes.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Almost all of the subsidized seniors' housing managed by the Regina Housing Authority is located in large highrises in the downtown area. Seniors associated with a particular Church may also have access to seniors' projects that have some subsidy, again primarily in the larger downtown area. (See Housing section following recommendations 21 - 27 for quantity of public and non-profit housing units for seniors.)

b) Level of government responsible

City - as a minor financial partner in public housing, traditionally 5%, the City has had little direct influence in delivery. It can however lobby the Federal and Provincial governments for the delivery of smaller scale, neighbourhood-based projects.

Provincial - the Province is charged with the responsibility for delivering social housing programs in Saskatchewan, therefore it is through policy guidelines enacted by the Province that most subsidized seniors' housing is built.

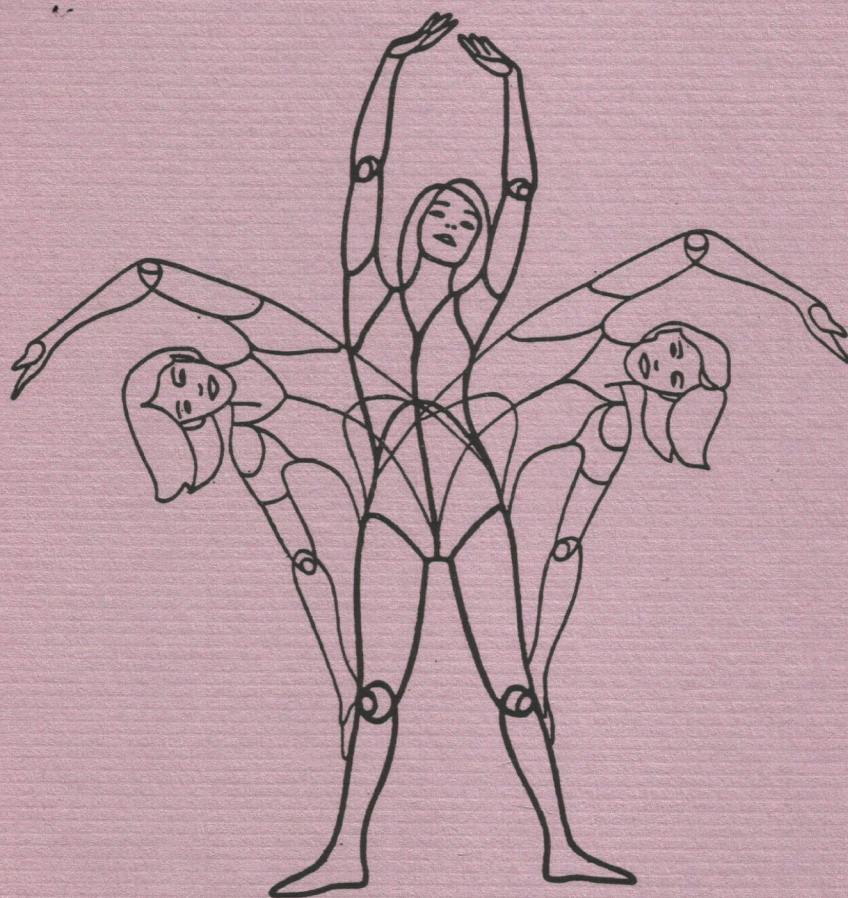
RATIONALE:

Seniors often postpone moving into seniors' housing because it almost always means leaving, not only their homes, but their neighbourhoods where many have lived for a large part



of their lives. Small housing developments would alleviate the disruption and disorientation experienced by seniors when they are no longer able to live on their own. The smaller scale of these developments would encourage these seniors to continue leading normal lifestyles, integrated into a community with a variety of ages, family structures, etc.

HEALTH



INTRODUCTION

Women have unique health needs

This Task Force recognizes that women's health needs differ from men's. Women's roles as child bearers and caregivers, as the guardians of good nutrition and fitness for themselves and their families, the stress resulting from dual roles of family and employment, and the dominance of males in the medical profession, both at the practitioner and decision-making level, contribute to the differing needs of women, and the difficulty the health care system has in identifying and meeting those needs.

A 1980 Task Force on Women's Health in Saskatchewan developed a model for women's health clinics (see Appendix B) which takes a holistic approach and emphasizes health education and prevention of disease. Findings of the recently-released 1984 Regina Health Survey offer additional evidence of the need for these services. One finding from the survey is that the breast cancer rate in Saskatchewan was the highest recorded in Canada in 1981. Yet, in Regina the survey found that almost half of women between the ages of 35 and 64 have less than annual breast examinations by physicians, and a third examine their own breasts less often than every few months.

Urban-rural difference in provincial health funding

The City of Regina Health Department had to cut back its budget for 1987 due to reductions in provincial funding to the City. Provincial health funding to the major cities has recently been increased but there continues to be a large discrepancy between provincial health funding in Regina and Saskatoon compared to rural health regions. In 1986 the province provided 22 per cent of City of Regina per capita health funding, compared to an average of 97 per cent provincial funding in the rural health regions. The province's share of funding for Regina and Saskatoon has been increased to \$5.58 per capita from \$3.35, or to about 35 per cent of total funding for 1987-88. It is to continue increasing until 1991, when it will be approximately 50 per cent of the total.

Saskatchewan has higher teen birthrate

The need for family planning services which are specially designed to meet the needs of adolescents is well-documented. Saskatchewan's 1985 adolescent birthrate was more than double

that of Ontario in 1983. The provincial government of Ontario has conducted a concerted effort over a number of years to reduce adolescent pregnancy. Their experience showed that a combination of education (including family life and sex education) and provision of responsible contraceptive services in public health family planning centres was effective.

In Regina, 10 per cent of all live births in 1986 (325 of 3,179) were to mothers aged 19 or less, 88 per cent of whom were not married. It can be assumed that the great majority of these pregnancies were unplanned. In the 20 to 24 age group, there were a further 896 live births, of whom 302, or one-third, were to single mothers. There are no family planning centres in Regina. Providing information about sexuality and reproduction is one of the roles of Public Health nurses. The service is provided through home visits, counselling in schools and health offices, and assistance with programs for people with special needs.

Saskatchewan research

In Saskatchewan recent research by Catherine Ferguson (Adolescent Pregnancy in Saskatchewan: A Background Paper Prepared for the Prevention of Adolescent Pregnancy Symposium, 1983) found that:

The Saskatchewan adolescent pregnancy rate has not shown the same decline as that in Ontario. In the 10 to 19-year-old age group it has remained fairly constant over the last 20 years in Saskatchewan, according to Ferguson, although it may have reached a peak in the mid-seventies.

Solutions suggested by Saskatchewan adolescents:

At a 1981 provincial Youth Conference sponsored by the Health Promotion Division of Saskatchewan Health, the participants defined the problem of teenage pregnancy:

"Teenage pregnancy is a problem because there is not enough communication from those who influence us, ie., teachers, parents, doctors, and too much from those who know just about the same amount as we do, ie. other adolescents." (Ferguson, 1983)

These adolescents suggested solutions to teenage pregnancy, which they defined in terms of communications:

- * Advertise - inform people of the statistics on teenage pregnancy - could use the Aware/Feelin' Good approach.

HEALTH

- * Set up and advertise parent-teen programs through T.V., radio, print. Help people realize the importance of their participation in this problem.
- * Set up sex education programs for families through Health Department.
- * Educate teachers on how to approach students with information about teen pregnancy, because at school teens make fun of sex education.
- * Teens who are pregnant or involved should be able to freely choose a place for schooling, but separate institutions should still be available.
- * More hotlines and centres for boys and girls to be able to discuss problems.

The 1987 Youth Parliament, meeting in Regina, passed the following resolutions related to sex education and availability of contraceptives:

WHEREAS in 1981 the rate of pregnancy amongst teenagers was 11.3%; and,

WHEREAS with the exception of abstinence the most effective way to prevent the spread of transmitted diseases is through the proper use of a condom; and,

WHEREAS birth control is not currently distributed in schools in Saskatchewan,

THEREFORE BE IT RESOLVED:

1. The distribution of condoms be made available in all schools with Division 3 and 4 students;
2. Condoms will be made available through vending machines in Division 3 and 4 school washrooms. Condoms will be vended at cost;
3. Division 3 and 4 schools allot one hour per week for a sex education class to be taught by a public health nurse.

The issue papers which follow propose a variety of services to address the issues of preventive health care and education for women, the need for family planning services, AIDS education, and improved health care for adolescents.

ISSUE: NEED FOR A FAMILY PLANNING CENTRE IN REGINA

RECOMMENDATIONS:

50. That a centrally-located Family Planning service as exists in other major Canadian cities, designed to meet the need for family planning information and services and related health services, should be established by the City of Regina Public Health Department.
51. That City Council request funds from the provincial government as are provided by other provincial governments to help support these services.

GOVERNMENT RESPONSIBILITY:

a) Existing services

There is no family planning centre in Regina. City Public Health nurses are available to provide information about sexuality and reproduction, upon request, and they routinely provide reproductive education to special educational programs, Family Life Education teachers in schools, prenatal classes, and on postnatal home visits.

The Facts of Life Line offers confidential answers to questions on human sexuality and contraception over the telephone. A variety of agencies including the Women's Community Centre and Sexual Assault Line, Family Service Bureau and Catholic Family Service Bureau offering counselling about sexualtiy and reproduction in addition to their other services. In the case of Hittline, taped information on these subjects is available by telephone.

Physicians in private practice also provide information and contraception to their patients upon request.

b) Level of government responsible

The degree to which provincial and City governments should fund a family planning centre in Regina is not clear. Existing public health services are mainly funded by the City (78 per cent), while rural public health services are almost entirely supported by the provincial government (97 per cent on average). Ontario's comprehensive family planning education/clinics program is entirely funded by the provincial government.

RATIONALE:

Other major cities have family planning centres

Family planning centres are seen as part of the mandate of health departments across the country, in cities such as Winnipeg, Edmonton, Calgary, Vancouver, Hamilton, Ottawa, and London, Ontario, as well as in Saskatoon.

The centres appear to be well-utilized, with numbers of clients ranging from over 1,000 in London (1984) to nearly 7,000 in Edmonton (1985). The exception to high attendance appears to be Saskatoon, where a family planning clinic is open for two hours, one night per week. This clinic has been recently taken over by the Saskatoon Community Health Unit. Plans are being made to increase utilization of this clinic by advertising. It is funded as part of the Health Unit's budget, which is primarily City funded.

Examples of yearly expenditures reported for Family Planning clinics are \$440,000 for two family planning clinics, Hamilton-Wentworth Regional Health Unit, 1987. (These clinics serve an area with a population of 420,000 and one more clinic is being developed for this region. They are 100% provincially funded.) In Saskatoon the family planning clinic budget was \$10,000 for 1986.

Saskatchewan's adolescent birthrate more than double Ontario's

In Ontario the peak adolescent birthrate (60.4) occurred in 1959. The 1983 adolescent birthrate was 22.2. (Ontario Government statistics).

That compares to a 1985 Saskatchewan birthrate of 46 for adolescents aged 15 to 19, and 50 for adolescents in Regina. In 1980 the birthrate was 50 for that age group. (From annual reports, Saskatchewan Health, Vital Statistics.) The teen pregnancy rate for Saskatchewan was 62.7 in 1981, compared to 45.6 in Ontario.

A 1986 provincial study on adolescent pregnancy in Ontario researched the effect of the Ontario government's adolescent pregnancy prevention programs up to 1983, particularly the period of 1976-81. It found a steady decline in adolescent pregnancy rates between 1976 to 81, in 47 out of 54 areas in the province.

Declining adolescent pregnancy rates with sex education, family planning services

The pattern of declining rates, by locality, was associated with availability of public programs of prevention: sexuality education in schools, and public health family planning services. Provision of both these programs was associated consistently with greater decrease (compared to the provincial decrease) in pregnancy rates for all adolescents.

The combination of education (including family life and sex education) and provision of responsible contraceptive information is clearly required if adolescent pregnancies are to be prevented.

Cost of prevention small compared to welfare, health care for teen mothers

The Ontario government provides full funding for family planning services. There are 60 family planning clinics in that province, and its health budget for family planning services alone was \$9 million for 1987.

Yet the 1986 Ontario report showed that family planning clinic costs were small, in comparison to the costs of pregnancy-related health care, and welfare payments for one year only, which would have been required by sole-support adolescent mothers if pregnancy rates had not decreased. The report estimates a savings of \$25 million in short-term costs alone, in Ontario between 1975-1983.

HEALTH

ISSUE: PROVISION OF COMPREHENSIVE HEALTH CARE FOR ADOLESCENTS

RECOMMENDATION:

52. That the City of Regina should expand existing Public Health services offered to adolescents in high schools, to meet each school's needs for information on basic health care and health promotion services. Information on nutrition, adolescent physical development, fitness, reproductive health should be available as required.

GOVERNMENT RESPONSIBILITY:

a) Existing services

The City Health department currently provides a Public Health nurse in the high schools an average of one day per week. Depending on the requests from the school, the nurses may assist with Family Life Education, and provide information about sexually-transmitted diseases, including AIDS. They are also available for individual counselling and provide services such as vision/hearing screening. Adolescent health needs are also met through the services of private physicians and medical clinics.

Health education is taught in high schools. Adolescents are one of the groups which the Facts of Life Line information services on sexuality and reproduction are attempting to reach. Other services such as the Pregnancy Advisory Line and Hittline Regina offer health information and counselling which is available to adolescents.

b) Level of government responsible

City - Preventive health services through the Public Health Department. This includes information on reproductive health and other health education.

Province - The Province co-funds Public Health services, and the City is currently asking for a greater provincial commitment to these services, to bring funding in line with that received by rural municipalities.

RATIONALE:

Rapid development

Adolescence is a period of rapid physical development, including sexual development. Information on illnesses of particular concern to adolescents, such as anorexia, bulimia, and sexually transmitted diseases such as AIDS should be available. A recent Canadian study has shown that adolescent girls are the group who are, on average, least aware of the danger of AIDS to themselves. Family life education is also extremely important to adolescents. Public Health nurses are well equipped to teach these topics and to help teachers with these classes.

High School an ideal location

Since adolescents are less likely than adults to take the initiative in seeking health care and education, high schools are an ideal location for these services. As the adolescents are not coming to the services - bring the services to the adolescents. Providing this service in school is in line with other school services such as Public Health immunization clinics in elementary schools, and programs on drunk driving and alcohol and drug abuse now offered in high schools. An outreach approach through the schools has proven effective in other places.

Nursing services in demand

Public Health Nurses would be able to provide more health education such as Family Planning (education and resource materials) if more resources were available for school health services. Also, the nurses could develop a higher profile with the students and would have more time available for individual counselling.

Currently, nursing demands vary, depending on the school and how staff view the role of the nurses. Some high schools already require nurses for more than one day per week because of demands for services such as individual counselling.

Need shows nurses should double time spent in schools

Thirty-eight per cent of nursing time is now spent in school programs. The remainder is devoted to community nursing services. In order to increase services to schools, more staff would be required. Doubling the amount of staff time available for school nursing services would be a reasonable initial goal.

ISSUE: PUBLIC HEALTH SERVICES IN ELEMENTARY SCHOOLS

RECOMMENDATION:

53. That the City of Regina should expand Public Health services offered to students in elementary schools to meet students' needs for preventive health care.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Public health nurses now provide health education services, vision/hearing screening and immunizations at elementary schools. A nurse is available an average of half a day per week at each elementary school.

b) Level of government responsible

City - Administers public health services and co-funds them with the provincial government.

Province - Co-funds public health services with the City.

RATIONALE:

Nurses now have time to provide only basic services in elementary schools. In view of the importance of educating students about health care and providing information about topics such as nutrition at an early age, staffing must be increased. This would allow public health nurses to meet these needs.

Current issues such as child hunger underline the importance of health education. AIDS education and family life education are other important areas, as discussed under other Health issues in this report. Public health nurses can make a valuable contribution in educating students in these areas.

**ISSUE: NEED FOR PUBLIC INFORMATION TO PREVENT THE
SPREAD OF AIDS IN REGINA**

RECOMMENDATIONS:

54. That the City of Regina provide the City Health Department with funds for a full-scale public information campaign about AIDS and other sexually transmitted diseases (STD's) and their prevention.

This would include information on how to protect against AIDS and other STD's; what they are and how they are spread. It should include an advertising campaign on TV, radio and in the newspapers aimed at both homosexual and heterosexual people.

55. The City of Regina should urge both Regina School Boards to ensure that AIDS education is mandatory in all schools.

Advertising and information on AIDS should take a non-judgemental approach to homosexuality and should avoid fear tactics.

GOVERNMENT RESPONSIBILITY:

a) Existing services

AIDS Regina - This organization, supported by federal and provincial funds, has set up a storefront office and a phone line which provides information about AIDS. The Fact of Life Line provides confidential answers to questions on human sexuality, including information on AIDS and other sexually-transmitted diseases.

City - the City's public health nurses provide information on AIDS and other STD's.

During 1987 the department made many presentations on sexually-transmitted diseases, including AIDS, to Regina schools and community groups. The department has educational materials -- brochures, pamphlets and an AIDS education video.

The Department of Health will request \$8,000 in the 1988 budget for health education related to prevention and control of AIDS. This will include advertising and design of health education materials.

HEALTH

In November the Saskatchewan Public Health Association in cooperation with the Regina Health Department and the Saskatoon Community Health Unit, sponsored symposiums on AIDS in Regina and Saskatoon. They were designed for health care workers and included sessions for the public.

The importance of education about AIDS as a preventative measure was stressed by public health officials who addressed the conference.

School Boards

The Regina Public School Board is offering a program on AIDS education and prevention to schools from grade eight through high school and has a policy that this information should be taught in all schools. The Board does not yet know how many schools are teaching about AIDS. It plans to survey schools in Spring 1988 to see how many are using this program.

The Regina Separate School Board is also developing an educational program on AIDS education and prevention. It will be part of the health curriculum for students in grades 7, 8 and 9.

Provincial

The Department of Education has prepared instructional material on AIDS for grades 7, 8 and 9 health curriculum. It is now being tested in two school divisions and is being expanded into additional school divisions early in 1988. AIDS education designed for Grades 10, 11 and 12 is to be introduced in the Spring of 1988.

Local school boards will decide how the AIDS unit will be taught. Regina school boards plan to use provincial material to supplement the units they have developed.

The provincial health department has set up a special committee to advise on AIDS and will be providing public education.

b) Level of government responsible:

All levels of government are responsible for funding public education on AIDS, due to the severity of this fatal disease and its history of spreading quickly. The City is responsible along with senior levels of government and school boards to ensure that adequate programs are available in Regina.

RATIONALE:

AIDS in Regina

As of the end of August 1987, there had been eight cases of AIDS reported in Regina. Ratios as low as 25 and as high as 100 to one have been found where positive tests are reportable. This would mean an estimated 200 to 800 AIDS carriers in Regina.

Although actual numbers of people with AIDS in Regina are low, that doesn't mean they will stay at that level. About eight years ago there were only a small number of cases in New York City.

Strategies for prevention

In January, 1988, the provincial government announced that positive testing for AIDS (meaning the person has antibodies to AIDS virus) is reportable. This approach will not necessarily prevent the spread of AIDS. There is considerable support for the belief that making positive testing reportable may discourage people from being tested. Even if many people come for testing, and their sexual contacts are followed up with education about preventing the spread of the disease, many more will remain at risk, either because carriers do not follow precautions, or from carriers who have not been tested and don't know they are infected.

Encouraging people who are not yet infected to take precautions against the disease appears to be the most effective way to prevent its spread. This can only be done by public education. Mass anonymous testing programs could also be offered to allow people to voluntarily discover if they test positive.

Heterosexuals also at risk

Information on AIDS should not be restricted to the homosexual community. Recent information shows AIDS is spreading to the heterosexual community in North America, yet there remains a dangerous complacency among this group, many of whom believe the disease only affects homosexuals. In North America 30 percent of people with AIDS are neither homosexual nor bisexual men (AIDS Regina newsletter).

"It is a human disease. We are all potentially at risk. As any epidemiologist will tell you, no epidemic in history remains confined to one group alone." (Geneticist David Suzuki).

AIDS Regina's phone line has been receiving increasing numbers of calls, as high as 50 per month (late 1987). The questions callers ask indicate that, despite the many news stories on AIDS, many people are uninformed about the disease and believe the myths about how it is spread, etc.

From the U.S. Surgeon General's "Report on AIDS":

"There is now no doubt that we need sex education in schools and that it include information on heterosexual and homosexual relationships. The threat of AIDS should be sufficient to permit a sex education curriculum with a heavy emphasis on prevention of AIDS and other sexually transmitted diseases."

"Unless it is possible to know with ABSOLUTE CERTAINTY that neither you nor your sexual partner is carrying the virus of AIDS, you must use protective behavior. ABSOLUTE CERTAINTY means not only that you and your partner have (had) a mutually faithful monogamous sexual relationship (for at least five years) but . . . that neither you nor your partner has used illegal intravenous drugs."

ISSUE: SEX EDUCATION IN THE SCHOOLS

RECOMMENDATIONS:

56. That the City of Regina urge both Regina School Boards to support a healthy awareness of sexuality and reproduction by ensuring that sex education, including human reproduction, is taught in all Regina schools.

The Task Force supports efforts by the School Boards to ensure that teachers are provided with adequate in-service training to teach sex education, and have a choice of whether they wish to teach it. If they choose not to, another teacher, Public Health Nurse, or other public educator should teach it.

57. That the City of Regina urge the provincial Department of Education to provide instructional plans for Family Life Education, Division III level, so that Regina teachers can offer this curriculum, which includes sex education, to their students.

GOVERNMENT RESPONSIBILITY:

a) Existing Services:

Health curriculum which includes Family Life Education is provided by the provincial Department of Education. Sex education is integrated into the health curriculum which uses a Health Action Model stressing responsibility and decision-making.

Sections such as sex education, considered to be "controversial", are optional according to the wishes of local boards and each school. Instructional plans have not yet been provided for the recent Family Life Education curriculum at the Division III level, so teachers must develop their own lesson plans if they teach this area.

Public School Board:

The Regina Public School Board has instructed their schools to teach Family Life Education including sex education, but the Board does not yet know if it is being taught in all schools and grades.

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Separate School Board:

Family Life Education including anatomy and human reproduction is taught in separate schools.

The topic of contraception which is included in the marriage section of the curriculum is optional, and is left to the decision of each school. The value of sexual abstinence is stressed - advantages and disadvantages of birth control are discussed.

b) Level of Government:

City: Local School Boards set policy on whether sex education should be taught in schools in that division.

Province: The provincial government Department of Education sets the curriculum for the province and decides which courses will be mandatory and which are optional.

RATIONALE:

Knowledge of sexuality important

Many studies show the importance of a healthy, knowledgeable view of sexuality both for maintenance of good health and prevention of adolescent pregnancy.

Role of the school

While the parents' role in providing sex education to their children is primary, it is widely recognized that many parents find this area difficult to talk about with their children and often avoid doing so, or communicate ineffectively.

The school system must ensure that teachers are trained and provided with sufficient up-to-date resources to provide sex education to all students at all grade levels as appropriate, and that this education is provided to students in all schools.

Adolescent pregnancy

The role of sex education in preventing adolescent pregnancy and rates of births and pregnancies have been discussed in previous issues in this section.

ISSUE: **NEED FOR A PREVENTIVE APPROACH TO HEALTH CARE
FOR WOMEN**

RECOMMENDATION:

58. That the City of Regina consider the development of comprehensive health clinics along the lines of the model developed by the Task Force on Women's Health in Saskatchewan (1980). These clinics would offer a variety of services including health education and counselling related to crises such as family violence and incest.

GOVERNMENT RESPONSIBILITY:

a) Existing services:

A comprehensive service of the type recommended here, including education on prevention of illness, counselling on sexuality, substance abuse, battering, along with the basic medical services provided by physicians, does not now exist in Regina. Many of the proposed services are now available through a variety of existing agencies, eg. private physicians, medical clinics, counselling agencies, Saskatchewan Alcohol and Drug Abuse Commission (SADAC), Saskatchewan Women's Resources. Education on healthy lifestyles has mainly been left to programs such as Participaction, physicians in private practice, specialized Public Health programs (eg. quitting smoking) and practitioners offering alternative approaches to health care (eg. nutritional counselling and other alternate therapies which emphasize healthy lifestyles to prevent illness).

b) Level of government responsible:

City: Responsible for funding assistance as clinic would to some extent fall under public health (preventive) mandate. Also responsible for advocacy to senior levels of government on need for these health services.

Province: major initiatives for such a clinic should be undertaken by the provincial government, as most services to be offered are normally funded provincially with federal assistance

RATIONALE:

Appendix B contains excerpts from the Report of the Task Force on Women's Health in Saskatchewan", September 1980, submitted by the Policy Research and Management Services of the Saskatchewan Department of Health to Treasury Board. These excerpts from the Task Force report give the rationale for such a clinic (Clinic Model, Appendix B) and describe the services which would be offered and phases of implementation.

The recently-released results of the 1984 Regina Health Survey support the need for additional preventive health care and health education for women in Regina.

The survey found:

Breast cancer rate highest in Saskatchewan

- Breast cancer is the leading cause of death among women aged 35 to 54 and its incidence continues to increase for women aged over 54. The breast cancer rate in Saskatchewan was the highest recorded among the provinces in 1981.
- 48 percent of women between the ages of 35 and 64 had less than annual breast examinations by physicians and 33 percent examine their own breasts less often than every few months.
- among women over 65, 54 percent had less than an annual breast examination by a physician and 74 percent examined their own breasts less frequently than every few months.

Cervical cancer rate

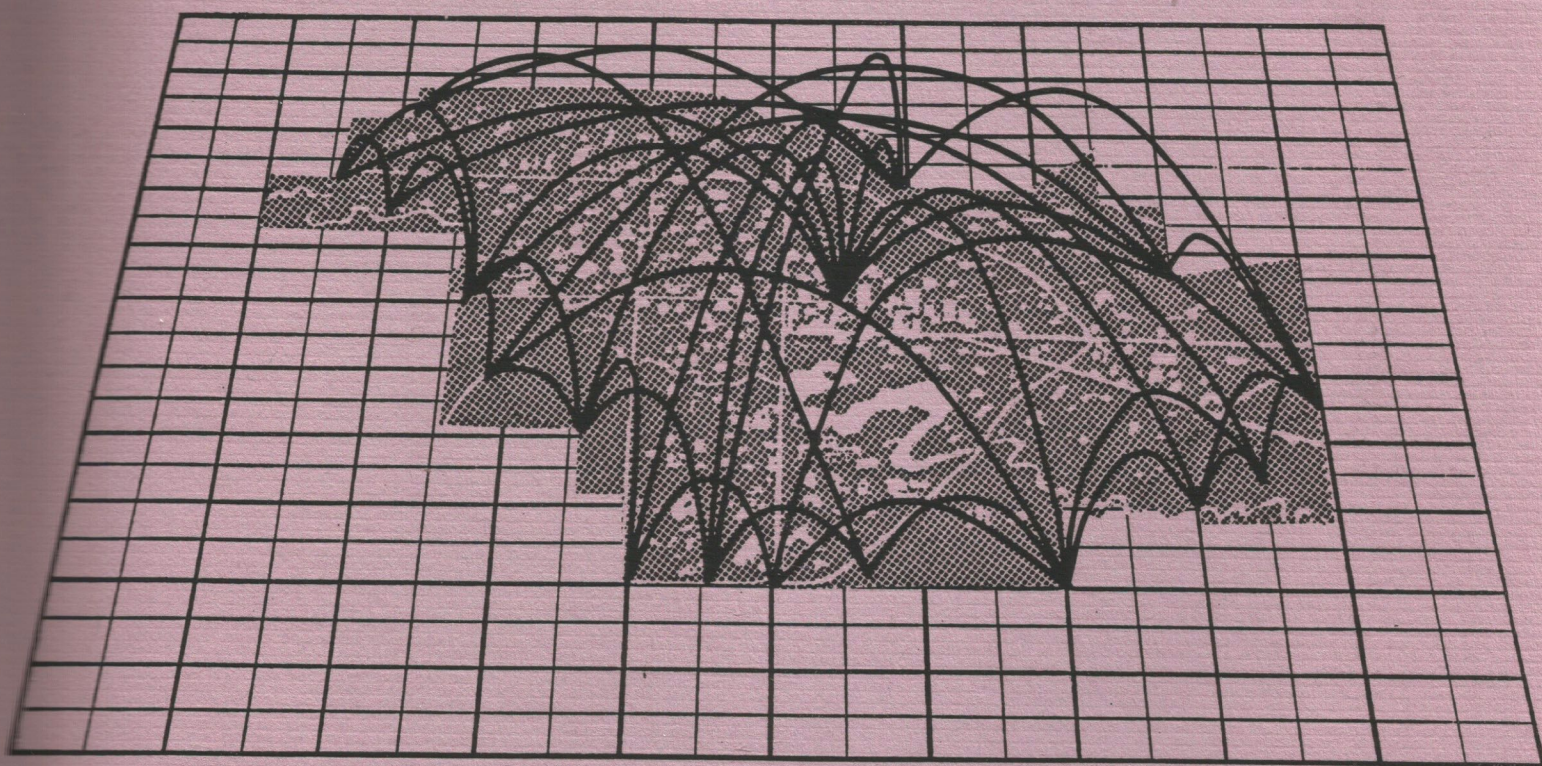
- The cervical cancer rate in Saskatchewan compared favorably with the rest of Canada in 1981.
- The Regina study showed that 32 percent of women in the high risk group for cervical cancer (age 18-34) had a Pap smear done with less than recommended frequency. (Cancer of the cervix is preceded by changes in the cervix which can be detected by a Pap smear, allowing for measures which can generally prevent further progression of the disease).

- 
- Compared to women in other parts of Canada, or in Canada as a whole, Regina women were less likely to have regular breast examinations. They were as likely as all Canadian women to have regular Pap smear tests. However, Regina women were less likely to have Pap tests than women in Toronto or Edmonton. (p. 15 "How Are We", a summary of the 1984 Regina Health Survey, Health Department, City of Regina, September, 1987).

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COMMUNICATION



COMMUNICATION

ISSUE: NEED FOR HEIGHTENED PUBLIC AWARENESS OF A VARIETY OF SERVICES PROVIDED BY THE CITY

RECOMMENDATIONS:

59. That the City of Regina work with community groups and agencies, to determine the most effective ways of reaching various Regina publics with the message about City policies and services which affect them, such as the Maintenance Bylaw, community programs offered by Community Services and Parks.
60. That all City departments should emphasize good communication with the public to ensure Regina citizens are aware of the programs and services they provide.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Community information programs exist and are the responsibility of each department in the City. The recommendation suggests improving communications about City programs and services.

b) Level of government responsible

City

RATIONALE:

The Task Force has identified the need for improved communication about City services. In some cases those who could make best use of a service or bylaw (eg. low income families re: the Maintenance bylaw, adolescents re: family planning information from City Health) seem unaware of them.

ISSUE: NEED FOR PUBLIC EDUCATION IN A VARIETY OF AREAS
SUCH AS FAMILY VIOLENCE AND AIDS PREVENTION

RECOMMENDATIONS:

61. That the City ask the provincial government to ensure the public are well informed in areas of important public education such as laws against family violence and services available for victims and batterers; AIDS awareness and prevention; family planning services available; elder abuse.

That City staff such as Public Health Nurses distribute provincial information about issues and services to their clients.

Where the City is providing services related to such an issue, it should take responsibility for public education.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Many of the social and health services provided by agencies and government departments are not well-advertised, although some produce and distribute brochures describing their services

b) Level of government responsible

City - The City should be up-to-date on provincial services available so it can provide this information to citizens, in response to enquiries.

Provincial - Most social and health services are provincially funded and the provincial government should ensure their services are well advertised.

RATIONALE:

Need for more public information common to many issues

A common thread running through a number of issues identified by this Task Force has been a lack of information, both about available community programs, and about important

COMMUNICATION

issues. This includes issues in the areas of family violence, health and housing.

This lack of awareness appears to be a particular problem for low income people, many of whom are women.

The Task Force believes that publicizing City services and bylaws and developing public education programs about issues which the Task Force has identified should be a priority for the City. Agencies such as the Native Women's Resource Centre (crisis shelter) have noted the lack of such basic information as an up-to-date list of the programs offered through the Department of Social Services, and the fact that programs for battered women are not advertised.

ISSUE: INCLUSIVE LANGUAGE TO BE USED IN ALL CITY BYLAWS

RECOMMENDATIONS:

62. That the City Solicitor's Department use inclusive language in all new bylaws and review existing bylaws and change them to inclusive language to bring them in line with the Charter of Rights and Freedoms.

Inclusive language in this recommendation means specific mention that females are intended, e.g. use of the feminine pronoun, in all bylaws which pertain to women. Use of a rider to the effect that words importing male persons would include female persons, or use of a neutral pronoun to replace the masculine, would not fulfill this recommendation.

GOVERNMENT RESPONSIBILITY:

- a) Existing services: N/A
- b) Level of government responsible
- City

RATIONALE:

Inclusive language is an important, symbolic way of recognizing the equal status of women. There is precedent for legal interpretation of the generic "he" to mean male only.

In the article "Alice through the Statutes", (McGill Law Journal, Vol. 21, 1975, pp. 685 - 707) Marguerite E. Ritchie describes numerous examples of women not being judged as included in laws worded with the masculine pronoun. Ritchie concludes:

"For over a hundred years it has been clear that legislation drafted in terms of the male exposes women to denial of rights granted to men. Even legislation drafted in neutral terms has often been used to exclude women from rights and privileges . . . Women who seek even the smallest hope of equality must demand express legislation, written in the clearest possible terms." (pp.705, 706).

COMMUNICATION

ISSUE: MAKING INFORMATION ABOUT CITY SERVICES AVAILABLE
TO NON-ENGLISH SPEAKING PEOPLE

RECOMMENDATION:

63. That a list of interpreters who speak the major languages spoken by residents of Regina be developed and used in conjunction with the new City Central service which is now offered by the City. Brochures on City services should be available in the major languages used in Regina.

GOVERNMENT RESPONSIBILITY:

- a) Existing services N/A
- b) Level of government responsible
- City

RATIONALE:

City services should be accessible to all residents of Regina, including immigrant women. For a variety of reasons these women often have difficulty taking the training required to become fluent in English.

City Central has been in operation since January 1988. It is a centralized telephone service providing information to the public about all City programs and services.

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CHILDREN'S SERVICES & RECREATION



CHILDREN'S SERVICES

ISSUE: AVAILABILITY OF SPORTS AND RECREATIONAL ACTIVITIES AND FACILITIES OFFERED THROUGH THE COMMUNITY SERVICES AND PARKS DEPARTMENT, TO WOMEN AND GIRLS

RECOMMENDATIONS:

64. That the Community Services and Parks Department make equal access to sports activities and facilities for girls and women a priority. This would include sports not traditionally seen as "women's sports", such as football, hockey and soccer. Volunteers should be informed of these policies and why they are important.

Sports and teams which are oriented towards fitness and recreation must be given the same opportunity to access City facilities as highly competitive team sports which generally involve relatively small numbers of boys and men.

GOVERNMENT RESPONSIBILITY:

a) Existing services

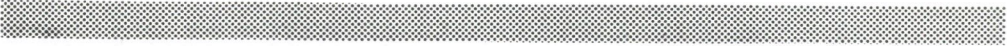
Organized sports most often involving boys traditionally dominate time available in community facilities, in part because these organizations pay rent which goes towards maintenance of the facilities. More research is required to determine the most effective ways of encouraging women and girls to participate more fully in sports and recreational activities and how availability of City facilities can support this interest.

b) Level of government responsible

City

RATIONALE:

Girls and women are traditionally given less encouragement and opportunity to pursue interests in sports. Given the health and recreational benefits of these pursuits, they should be given as much encouragement and opportunity as possible to become involved in sports, both those viewed as sports for women, and non-traditional sports such as soccer, football and hockey.



There is a perception in the community that competitive sports, such as organized hockey, which most often involves boys and men, are given more priority than non-competitive, recreational sports which are of most interest to girls and women.

Maintenance of neighbourhood rinks should be considered equally important to maintenance of indoor rinks used primarily for hockey. Provision should be made for recreational sports for adolescents, eg. age 13 and over, who now find themselves outgrowing recreational leagues. The Task Force supports the City's emphasis on maintenance of neighbourhood rinks and other community based recreational facilities.

CHILDREN'S SERVICES

ISSUE: COMMUNITY PROGRAMMING FOR MOTHERS WITH YOUNG CHILDREN AVAILABLE AT HOURS WHICH ARE CONVENIENT FOR WORKING MOTHERS

RECOMMENDATIONS:

65. That the Community Services and Parks Department, in conjunction with community associations, determine the interest of working mothers in 1) evening recreational programming for women which offers child care, and 2) programming for preschool and school-age children in the early evening and on weekends, for the benefit of working mothers. Programming to be developed to meet the needs identified.

GOVERNMENT RESPONSIBILITY:

a) Existing services

- 1) Child care is not normally offered with evening recreational programs.
- 2) Much children's recreational programming uses school facilities and is scheduled during the evening and on weekends. However, often programs tend to be at times which are not convenient for mothers who work outside the home.

b) Level of government responsible

City

RATIONALE:

Women with sole responsibility for children, such as single parents with young children, find it extremely difficult to find the time and money necessary to participate in recreation. Making child care available at community recreation programs for women could make it possible for them to participate.

Women who work outside the home during the day find it difficult or impossible to participate in most programs scheduled for children, both preschoolers and school-aged. If some of these programs were available in the early evening or on weekends, they would be accessible to these women and their children.

ISSUE: RECREATIONAL PROGRAMS AND EQUIPMENT FOR YOUNGER PRESCHOOLERS

RECOMMENDATIONS:

66. That the Community Services and Parks Department determine community interest in recreational programs for children aged two to three years, both during the daytime and in the evening and offer programs to meet identified needs.
67. That the Community Services and Parks Department, consistent with the Open Space Management Study, design and equip several city playgrounds for younger preschoolers aged one to three years, to meet the need for play areas suitable for this age group.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Almost all recreational programs are designed for children aged four and up. Playground equipment is generally designed for use by children at least four years of age.

b) Level of government responsible

City

RATIONALE:

The Advisory Group to the Task Force has identified a shortage of recreational programs for children under three in Regina. There is also a lack of playground equipment for younger preschool children.

ISSUE: CHILD HUNGER IN REGINA

RECOMMENDATIONS:

68. Short-term:

That the City demonstrate its support for the Coalition on Child Hunger by continuing to provide administrative support as the Coalition works to resolve this serious problem by lobbying for daily school snack or lunch programs at Regina schools.

69. That the City of Regina actively support the efforts of the Regina Coalition on Child Hunger to establish daily school snack or lunch programs at all Regina schools.
70. That the City urge both Regina School Boards to offer full administrative assistance to school feeding programs and urge the provincial departments of Education, Health and Social Services to fund them.
71. That the City of Regina support efforts to assist in preventing hunger in Regina by lobbying for social policy changes that would raise the income level of people who now rely on the Food Bank and school feeding programs for assistance.

These changes could include increasing incomes of people on S.A.P. by allowing them to keep income such as Family Allowance, which is now deducted from S.A.P. payments.

72. The City should also request that the proposed Social Planning Council independently review the adequacy of S.A.P. benefit levels yearly, then recommend rate changes to the provincial government.

GOVERNMENT RESPONSIBILITY:

a) Existing services

A hot lunch program sponsored by Regina Native Community Awareness and offered at Albert-Scott Community Centre in 1987 and 1988, three days a week, had a total attendance of 1,861 children in 1987, an average of 62 children per lunch. Attendance continues to be high at this program.

Snack programs and one twice-weekly breakfast program in four Regina elementary schools (most are under the provincial community school programs) feed 1,097 kindergarten to grade six children. Many other schools would like a nutrition program but funding does not exist.

b) Level of government responsible

City: Responsibility to identify the problem and play an advocacy role along with the school boards, in lobbying the provincial government for programs to address it. The City could also provide other assistance within its means, such as provision of facilities for feeding programs.

Provincial: A major cause of child hunger is seen to be inadequate provincial social assistance (S.A.P.) rates, including rental rates that have gone up only slightly since 1983.

The provincial government also has responsibility to address child hunger through both health and education departments.

RATIONALE:

"The relationship between malnourishment and learning is well established. Inadequately nourished school children demonstrate limited potential to learn, (have) frequent colds and infections, high absenteeism, classroom behaviour problems and a lack of attentiveness." (from Saskatchewan Community Schools Program Discussion Paper, Saskatchewan Department of Education, March 1980, as quoted in "On the Breadline: Hunger in Regina").

Research finds hungry children in Regina

The problem of hunger is widespread in Regina. In January 1986, 3,005 men, women and children used the Food Bank, according to figures from the study "On the Breadline: Hunger in Regina" by Mitchell Griffin and Graham Riches of the Social Administration Research Unit, University of Regina.

CHILDREN'S SERVICES

The study "On the Breadline: Hunger in Regina" found:

- * Of the children using the Regina Food Bank, 35 per cent are in families headed by single women, while 59 per cent have two parents.

- * Community workers and nutritionists say children in school meal programs are obviously hungry before they are fed. There are reports of children with short attention spans, apparently because they are hungry. They are described as "restless", seeming to "turn in on themselves" and "exhausted".

- * Children are described as noticeably more active and in a better mood after school breakfasts, in the school where this meal is offered.

- * On days when the breakfast program is offered, school attendance has been found to increase from 60 to 90 per cent.

- * Nutritionists at the community schools (these include Albert, Kitchener, St. Paul's and Sacred Heart schools) say that if any "eating for the sake of it" goes on, it represents a very small per cent of the children participating in these programs.

It would seem that many of the children participating in these programs are underfed, undernourished and hungry. Many, it would appear, rely heavily on the food they receive through these programs. ("On the Breadline: Hunger in Regina").

S.A.P. rates inadequate

As mentioned in the Housing section, proposed increases in basic S.A.P. rates and shelter rates were made in late 1987, to be effective early in 1988. However, in view of the fact that previous rates were only approximately two-thirds of the most conservative official estimate of the poverty level, from Statistics Canada, these rates must be monitored closely to ensure they are adequate.

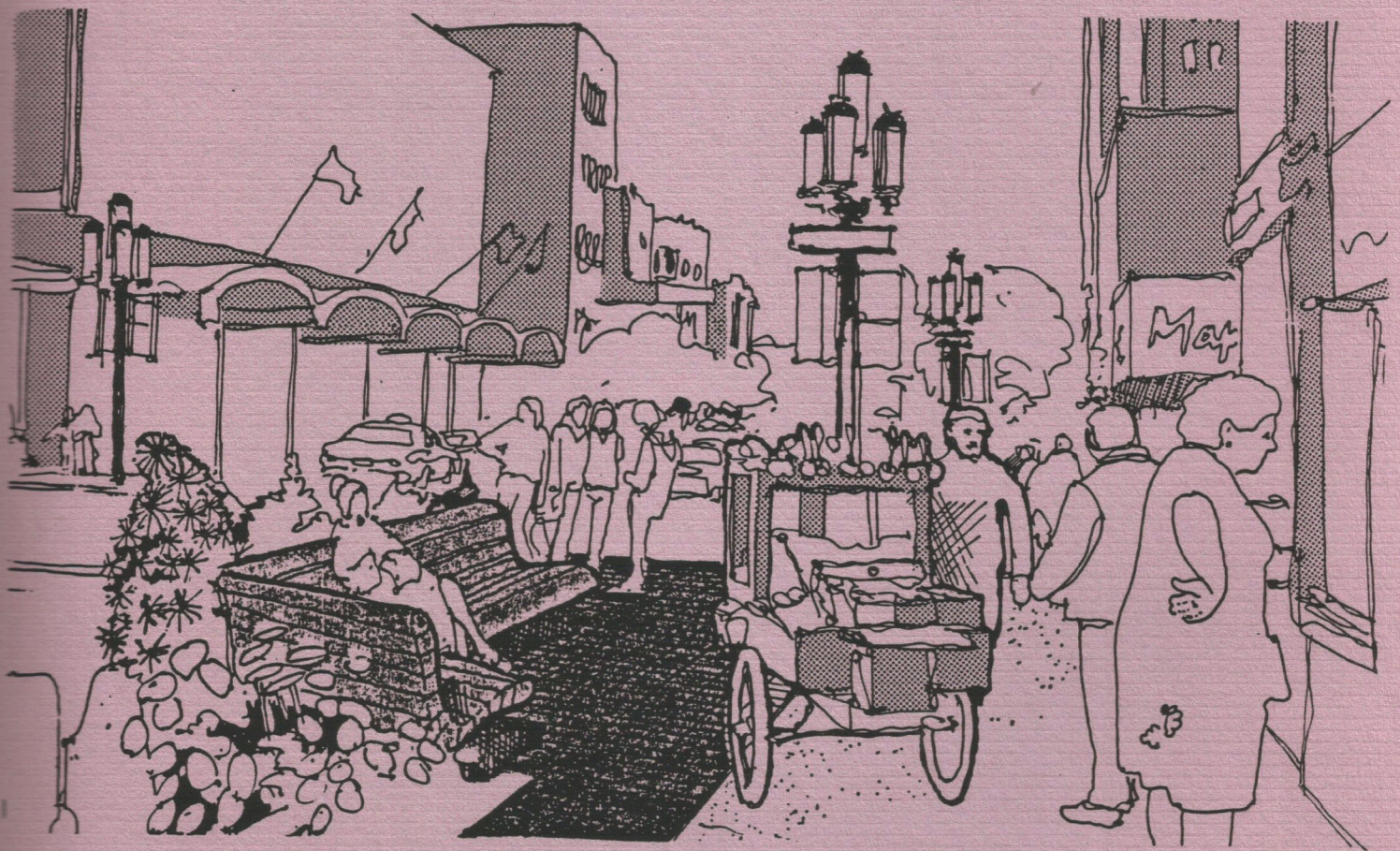
City response to date

The City of Regina is currently offering administrative support to the Coalition on Child Hunger, and has agreed to provide neighbourhood centres for school feeding programs, rent-free.

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URBAN DESIGN



INTRODUCTION

The Urban Environment working committee focussed on concerns related to the downtown -- its accessibility to women, who often are with young children, its safety, and the availability of public transportation.

The working committee obtained the views of women in Regina on these issues, by conducting a general response survey. The survey was conducted in five areas which were selected to represent a variety of residential areas in the city, and the downtown core. (This committee defined the downtown core as the area bounded by Saskatchewan Drive, Albert Street, College Avenue, and Broad Street.) Areas covered were: Albert-Scott, Glencairn, Albert Park, Cathedral, and the downtown. A total of 354 women responded to the survey. A sample of the survey with a summary of results is in Appendix C.

The issues on safety of the downtown, parking areas and transit stops are from the survey. A concern about lack of drop-in child care in the downtown indicated by the survey results was added to the Child Care section. Issues on public transportation, wheelchair accessibility of Wascana Park, pedestrian crosswalks needed at certain intersections and lighting at the University came from the Advisory Group and from concerns raised at a public meeting February 4, 1988.

ISSUE: PUBLIC USE OF THE DOWNTOWN CORE AFTER DARK

RECOMMENDATIONS:

73. That the City of Regina re-evaluate the form and standard of lighting being used in the downtown area to eliminate the perception of darkness.
74. That the City of Regina work closely with Regina Market Square to develop a plan to draw more people downtown after dark.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - N/A
- b) Level of government responsible - City

RATIONALE:

Almost two-thirds surveyed avoided downtown at night

Whether passing through the downtown core on public transit or passing time walking through the downtown area, public safety is a recurring problem at night. In our July general response survey, of 306 women who avoided some area of the city at night, 225 responded that they avoided the downtown area. Reasons given were: not enough people/activity (264), absence of safe shelter/help readily available (208), possibility of hiding places (199), poor lighting (184). Of our overall total of respondents (354), 281 felt the night lighting was not adequate in residential lanes/alleys, 245 not adequate in downtown parkades, 186 not adequate in City-operated parking lots, and 145 not adequate at public transit stops. An earlier survey found that women generally do not use the public transit at night unless travelling in a group, or absolutely necessary.

Downtown crime more visible, affects public perception

The downtown area is perceived as a dangerous place at night that is inadequately policed. Although the city's only foot patrol is located in the downtown core, local police have advised us that crime is evenly distributed around the city. Crime in the downtown is more visible because it often spills

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out into the street. A 1983 Regina Police Service study found that crimes most frequently committed in the downtown were: robbery with a weapon (of businesses, institutions), shoplifting, fraud, and intoxication in a public place. The study found the crimes of assault and sexual assault were not unusually high in the downtown area.

Benefits to housing in downtown

Adding a residential component to the downtown core can have many positive effects: increasing demand for existing downtown retail/commercial and recreational services; increasing demand for existing utility services during evenings and weekends, when they are not being used by offices and retail establishments; increasing the supply of housing within walking distance of employment, thus putting less strain on traffic and parking congestion during the day; and perhaps most importantly increasing the level of activity in the downtown core after working hours. The ultimate effect would be a pleasant pedestrian environment and a better downtown image. (page 11, The Residential Component of the Downtown, City of Regina Planning Department, 1983).

Follow-up required

There were many recommendations made as a result of the 1983 City of Regina Planning Department Report recommending a planning policy that would stimulate residential development in the downtown. What has been done since adoption of this report?

Priority

The Central Business District is the most complex, intriguing and interesting area of any city. It has the drawing power for visitors because of its buildings, its setting and its historical significance. The vitality of the downtown core reflects back on the prosperity and condition of the city as a whole. Therefore, we feel that a high priority should be placed on the afore-mentioned recommendations.

**ISSUE: INADEQUATE LIGHTING IN PARKADES, PARKING LOTS
AND BACK LANES**

RECOMMENDATIONS:

75. That the Public Works Department review and upgrade the level of allowable lighting standards in parkades and parking lots, malls and back lanes/alleys.
76. That a solution be found to brighten street lighting along tree-lined streets and alleys. Lighting standards should be set/checked during the summertime when leaves are on the trees, to ensure adequate lighting along treed, older streets.
77. That the Department of Public Works arrange with Sask Power to replace burned out street light bulbs promptly. A special phone number could be set up and advertised so that citizens could report burned out bulbs.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - N/A
- b) Level of government responsible - City

RATIONALE:

There is a perceived lack of safety and comfort level by users of parking facilities after 5 p.m. because of either low level or inadequate lighting.

In our July general response survey, of 354 female respondents, 281 felt the night lighting was not adequate in residential lanes/alleys, 245 not adequate in downtown parkades, 186 not adequate in City-operated parking lots and 145 not adequate at public transit stops. Of 306 responses to another question, 184 cited poor lighting as one of the reasons why they avoid going out at night. Many of the women singled out the poor response time for replacing burned out bulbs along city streets.

URBAN DESIGN

Follow-up required

In the 1983 study by the City of Regina Planning Department, many recommendations were made to reduce crime in the downtown area. Appendix D (attached) from this report deals specifically with lighting, although all of the recommendations are pertinent to the objectives of this working committee. What action has been taken on those recommendations?

The improvement of lighting in the indicated areas combined with some incentives to encourage more people activity in the downtown core after dark would lessen the fear that women in Regina now have.

Current actions re lane lighting

The Local Improvements Act would need to be changed to allow lane lighting as a local improvement. If lane lighting becomes a local improvement, then 50 percent of the owners on a block could petition for lane lighting and the City would install it, with cost charged to owners.

At the City of Regina's urging, SUMA resolved at its 1987 convention, that the province should amend the Local Improvements Act to include installation of lane lighting. Urban Affairs Minister Jack Klein said the department is reviewing the Local Improvements Act. Inclusion of lane lighting as a local improvement is being considered.

Also, in Regina, a pilot project is now providing lane lighting in part of the Victoria East Neighbourhood Improvement Area, with no direct charge to residents. Council supported the project in this area because of factors such as police reports of "a high number of intoxicated people walking down streets and lanes" there. The area is close to several downtown hotels. Crimes against persons and against property were also reported to be high in the Victoria East area.

Lighting of enclosed parkades

There are requirements for lighting in newly built public places, e.g. 5 foot candles at floor level in the National Building Code. However, these only apply to new structures, not to existing ones and they do not apply in parkades that are not enclosed, or in parking lots.



Lighting of parking lots

The City could make lighting to a certain standard a requirement, the way paving is now. This would apply regardless of zoning, e.g. whether the proposed development is a discretionary or permitted use. This would also only apply to new lots.

Regina Market Square may be able to make available information from a survey on lighting in the downtown. Market Square is taking action re lighting in back lanes of downtown businesses.

Further research is required re possible incentives to owners of existing parkades and parking lots.

ISSUE: INADEQUATE LIGHTING AT THE UNIVERSITY OF REGINA

RECOMMENDATION:

78. That the City urge the Wascana Centre Authority to improve lighting of parking lots and public walkways on the university grounds.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - There are complaints that existing lighting is dim in some areas, other areas are unlit, and burned-out bulbs are not being replaced promptly.
- b) Level of government responsible:

Wascana Centre Authority, with representatives from the City, provincial government and the university.

RATIONALE:

The Task Force heard concerns from women working at the university, that night lighting on the university grounds is so inadequate that they feel unsafe walking to a parking lot or bus stop at night.

ISSUE: PUBLIC SAFETY AT TRANSIT STOPS, PARTICULARLY AT NIGHT

RECOMMENDATIONS:

79. That the City of Regina re-evaluate the form of lighting and landscaping at transit stops to eliminate the perception of darkness.
80. That the City of Regina ask SaskTel to install pay phones alongside bus shelters at major transfer points around the city.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - Recommendation # 79 - N/A
Recommendation # 80 - Pay phones are not now installed at all major transfer points.
- b) Level of government responsible - #79 - City; #80 - SaskTel (provincial crown corporation)

RATIONALE:

Women fear taking bus at night

Women in Regina are not using the public transit system at night unless in groups: of 354 women surveyed in July, 145 felt the night lighting was not adequate at public transit stops, 124 felt it was adequate.

Feel unsafe waiting at transfer points

However, while the majority of respondents felt safe anytime while waiting for the bus at their point of origin (169), they felt less safe at their transfer points (122). The highest scoring reason for not feeling safe was absence of safe shelter/help readily available (60), possibility of hiding places (52), and poor access to public telephone (47). Women tend to use the Cornwall Centre transfer point because there are generally more people there, although the transit office closes at 9 p.m. After 9 p.m. the nearest public telephone is inside the Elephant and Castle Restaurant or midway up Scarth Street Mall.

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Few women are willing to use the 12th Avenue transfer point because of the shadowy nature of the area around Victoria Park. Although the lighting standards are adequate there is a perception of low lighting in that area, combined with the overcast of large trees and shrubs from the park. In the survey, 236 women felt that the designs of buildings or certain types of landscaping may contribute to an unsafe environment for women, with Victoria Park consistently being singled out as an example.

Follow-up required

What strength of foot candles is being used as the standard for lighting at transit stops? Is it the same as for other areas? Are the decorative lampposts in the Market Square area providing adequate light?

Priority

This is a major problem for female users of public transit. We feel that these recommendations should receive high priority from the City of Regina, particularly in light of the fact that they do not involve large expenditures.

ISSUE:

ACCESSIBILITY TO A PUBLIC WASHROOM IN THE
DOWNTOWN CORE

RECOMMENDATIONS:

81. That the City of Regina improve public awareness of the location of public washrooms and their hours.
82. That the washroom facilities in the Transit Office be expanded to include public washrooms.
83. That the City of Regina develop a planning policy that would make provision of accessible public washrooms a priority, possibly by making the provision of washrooms in any new commercial development a condition of development approval, or through some incentive program for a development.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - There are public washrooms at City Hall and the Central Regina Public Library, although the public is not necessarily aware of them. The transit office does have a staff washroom that they will allow people to use, particularly children, in an emergency. The public washroom by the Food Fair, Cornwall Centre is very inconvenient and isolated and there has been a problem with teenage gangs loitering there.
- b) Level of government responsible - City

RATIONALE:

The Urban Design Survey found 200 women saw a need for a public washroom in the downtown core, 146 did not. The most frequently suggested location for one was in a public building (120), followed by commercial buildings (92). This survey indicated that many women do not realize that there are public washrooms in the downtown area and are relying on washrooms in the commercial buildings.

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Follow-up required

In a letter dated October 18, 1984 from W.K. Mann, then City Manager, to Ted Yarnton, Chairman of Regina's Market Square Association, it was suggested that either group embark on a program to enhance public awareness of existing washroom facilities, and that the City should look into the possibility of making provision of publicly accessible washrooms part of a development agreement in any future downtown project. Was this ever carried out and does the City have the mechanism that could force a developer to provide such? (Appendix E - City of Regina letter #4479, attached).

ISSUE:

QUALITY OF PUBLIC TRANSPORTATION AS IT AFFECTS
THOSE DEPENDENT UPON IT; AND URBAN ENVIRONMENT AS
A PLACE FOR PEOPLE, PARTICULARLY DOWNTOWN

RECOMMENDATIONS:

84. That the City respond to the needs of groups who tend to be high users of bus service, and who are now represented on the Transit Advisory Board. And that the City actively solicit the views of groups using the transit system, in order to design a system which would better meet the needs of all citizens.
85. That the City maintain and improve bus service, recognizing that further cuts to service could lead to a decline in use of the system and cause unnecessary hardships for those who depend on buses for transportation.
86. The Transit Department should encourage bus use by implementing programs used in other cities such as discounted fares and/or free bus service in off-peak hours and by initiating a full-scale public education campaign encouraging use of public transit. Improved design of bus shelters and the feasibility of heating more bus shelters should be explored.
87. That the Transit Department review scheduling of night routes so they all converge on the downtown area, at the university, and at other major transfer points, simultaneously, thus eliminating waiting time, particularly at night.
88. That the Transit Department should advertise services such as that bus drivers will call ahead to ensure passengers make their transfers, especially in off-peak hours, and the waiting area in the Transit Office.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - The transit service current minimum standards of operation are:
 - 1) Average walking distance to a bus stop does not exceed 1,200 feet for 90 per cent of the population.
 - 2) All routes operate at these hours:

Monday to Saturday	0600 hours to 2400 hours
Sundays	1330 hours to 2030 hours
Holidays	1330 hours to 2030 hours

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3) Minimum frequency of service on all routes is once every 30 minutes, with the exception of peak hours Monday to Friday, when the minimum time between buses is 20 minutes.

Buses run more frequently according to demand, eg. every 10 minutes on major routes during rush hours.

b) Level of government responsible - City

RATIONALE:

Quality transit service a necessity

A thriving public transit system provides quality service to those who must depend on buses because of income, age or disability. It also has a significant impact on the face of the downtown - the amount of space devoted to parkades, parking lots and major thoroughfares which could be used for park area and other uses conducive to the enjoyment of the downtown by all citizens.

While short-term goals may be served by developing a downtown oriented to the automobile, in the longterm, the experience of other cities shows that as the city continues to develop, it reaches a point where a good urban transit system becomes a necessity. It then can be a very expensive proposition, especially in the downtown.

Feedback from survey

The Urban Environment Committee's survey found that of 354 women surveyed, 150 use public transit regularly. Of those, 136 found it convenient to get downtown. The major reason for not finding it convenient was route and/or timing problems.

The survey also found that of the women who travel downtown by car, 206 found it convenient to get downtown, 91 did not. 124 found it difficult to find parking; 80 found the cost of parking a problem.

Informal research on transit service was conducted by the Urban Environment Working Committee by speaking to women at transfer points downtown at the Cornwall Centre, on 12th Avenue, and at the Victoria Square Mall. It has found that:

- women were generally positive about the service, particularly service to and from the downtown.

- 
- they did say there are some connections that involve a 20 minute transfer time, including the route to the University.

Groups with special needs

Between 1,500 and 1,800 seniors in Regina are isolated in their own homes. Most of these are women who depend on bus service to get out for necessities such as grocery shopping, as well as for social needs. This group sometimes has difficulty with the transit system, e.g. when all buses pull into a transfer point such as the front of the Cornwall Centre, and they must make their way quickly through a crowd of people to catch their next bus, or when the nearest bus stop is a considerable distance from their home.

It is important that the transit system be responsive to the needs of such groups, who have no other option for transportation.

Many transit system users are unaware of available services, such as the waiting area in the Transit office and call-ahead to ensure that passengers make their transfers.

URBAN DESIGN

ISSUE:

URBAN DESIGN AS IT AFFECTS THE USE OF PUBLIC TRANSIT AND THE SUBSEQUENT USAGE/VIABILITY OF PUBLIC TRANSPORTATION

RECOMMENDATIONS:

89. That City Council direct the Planning Department to put priority emphasis on encouraging use of the transit system when planning roads and transit routes to new subdivisions and the downtown. This planning approach would need to be accompanied by a public education/communication campaign encouraging the use of public transit.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - N/A
- b) Level of government responsible - City

RATIONALE:

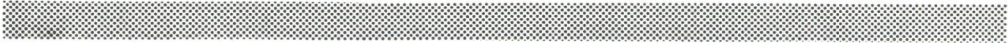
Downtown designed for transit more attractive

Emphasis on use of public transit, particularly for trips to and from the downtown, can play a major role in ensuring the downtown becomes a place that is attractive for people to spend time, instead of one filled with parking lots, parkades, and major thoroughfares. Planners need not assume that current levels of use of cars to the downtown (over 90 percent) will continue, but rather can plan with a view to changing this pattern.

While the City has felt pressured to keep down the rising transit deficit in recent years, looking only at the current system and how it can be adjusted (cut back) to lower the rate of City subsidization is an overly narrow focus.

Use of automobile requires subsidies

Questions need to be raised about other "subsidies" such as the cost of transportation routes for cars, the level of taxation on downtown parking lots compared to businesses. These expenditures accompany the heavy use of automobiles and often go unquestioned, while the transit deficit becomes an issue for public debate.



Encouraging the use of public transit would serve to cut the transit deficit and enable improved service for both those who choose to ride buses and those who have no choice.

Major transportation study

How the use/viability of the transit system can be improved is to be addressed by the major transportation study now being planned by the Traffic Engineering section of the Municipal Engineering Department.

ISSUE: PLANNING AND DESIGN OF NEW SUBDIVISIONS

RECOMMENDATIONS:

90. That the City of Regina Urban Planning Department require that new subdivisions contain provisions for child care centres. (Also see provision for housing designed for various income levels, Recommendation 21).
91. That the City of Regina should develop guidelines for new subdivisions which include provision for:
 - safety of parks and other open spaces through high standards of lighting and other provisions;
 - dedication of land for multi-family housing and housing for a variety of income levels;
 - appropriate location of transit, to encourage its use, and be convenient to lower income housing;
 - child care centres.

The City's subdivision design guidelines, now being developed by the Urban Planning Department should include guidelines to complement these policy priorities as identified by the Task Force.

GOVERNMENT RESPONSIBILITY:

- a) Existing Services: These considerations as named above are not routinely required of developers under existing City policies. The Urban Planning Department is currently developing subdivision design guidelines which could complement policy guidelines as identified in Recommendation 91. The design guidelines deal with design and land use, e.g. where child care centres should be located, if they are included in a subdivision.
- b) Level of government responsible:

City: Approves subdivisions. Authority to approve is specified in the provincial Planning and Development Act.

RATIONALE:

There is a shortage of housing choice in new areas of the city, especially for lower income people. Also there is a shortage of child care centres in neighbourhoods. Inadequate lighting of parks and the difficulty of locating public housing in established neighbourhoods have already been identified as concerns in previous sections of this report.

ISSUE: WHEELCHAIR ACCESSIBLE, WELL-LIT WALKWAY NEAR
WASCANA LAKE

RECOMMENDATION:

92. That the City representatives on the Wascana Centre Authority urge the Authority to create a well-lit, wheelchair-accessible walkway around Wascana Lake.

Particular attention should be paid to a walkway by the lake that is accessible to the Wascana Rehabilitation Centre.

GOVERNMENT RESPONSIBILITY:

- a) Existing services: There are wheelchair accessible walkways around parts of the lake. In places a break in the sidewalk (eg. south of the Broad Street bridge) or the location of steps create obstacles for people who use wheelchairs.

- b) Level of government responsible:

City - sidewalks bordering Wascana Park

Wascana Centre Authority- walkways within the park

RATIONALE:

The Task Force was told of people in wheelchairs and their families who are frustrated when obstacles such as a break in a sidewalk prevent them from participating in a family walk by the lake. This is particularly frustrating for people staying at the Wascana Rehabilitation Centre, as they are so close to the lake.

The Task Force urges the City and the Wascana Centre Authority to take steps as recommended, to ensure that the beauty of Wascana Lake is accessible to all Regina residents.

ISSUE:

IMPROVED PEDESTRIAN ACCESS TO SOME REGINA
INTERSECTIONS

RECOMMENDATION:

93. That the City ensure that the intersections as noted below are accessible to pedestrians by use of pedestrian crosswalks and lights for pedestrians, with extended lights for seniors where suitable.

The intersections needing attention are:

- College Avenue and Albert Street - pedestrians should be able to cross Albert Street at the south end of this intersection. It leads to public buildings such as the Museum of Natural History, Mackenzie Art Gallery, and University of Regina's College Avenue campus and Conservatory of Music. The museum and conservatory in particular are often destinations for school children.
- Broad Street and 11th Avenue - advanced lights for vehicle turning make it difficult for pedestrians.
- Albert Street south near the South Albert branch of the Regina Public Library - lack of a pedestrian crossing near the library, (eg. for children going to the library).
- Rose Street and Victoria Avenue, Broad Street and 13th Avenue intersection and other intersections near senior's housing - need for extended pedestrian lights allowing adequate time for seniors from nearby housing developments to cross.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - as noted in recommendation section.
- b) Level of government responsible:

City

RATIONALE:

Task Force members have heard concerns from the public on the intersections specified. The concerns raised are explained briefly in the Recommendation section.

The Task Force supports the concerns of pedestrians, many of whom are women, elderly people, and school children.

There is a need for research on the best alternatives to address the needs of pedestrians at intersections as specified in this recommendation.

REFERENCES

City of Regina

Transit Improvement Study, Technical Report, May 1981.

City of Regina, Planning Department

Day Care Services in the Downtown; The Residential
Component of the Downtown; Designing Crime Out of the
Downtown, 1983.

SOCIAL, ATTITUDINAL DEVELOPMENT



INTRODUCTION

In this section the Task Force has addressed the controversial issues of pornography, prostitution, racism and sexism. A sub-section deals with employment issues which are of particular concern to women working for the City. These include pay equity and affirmative action.

There is no simple solution to the dilemma of how to regulate pornography and prostitution in such a way that individual rights and freedoms are protected.

New federal legislation has been proposed to define and control pornography. At the same time recent changes to the law controlling street prostitution are already coming under fire.

Street prostitution has been a particularly controversial issue in Regina because of the problems the trade has caused for residents of inner city neighbourhoods such as the Core area. The problems faced by the prostitutes, some of whom are adolescents, have been given less attention. The Task Force recommendations attempt to address both neighbourhood concerns and the problems of prostitutes.

While changes to legislation fall within the federal arena, social programs to assist juvenile prostitutes, for example, are a provincial mandate. Municipalities are taking responsibility in areas such as controlling display of pornographic or "adult" materials. The importance of this municipal role was noted by both the Fraser committee (Report of the Special Committee on Pornography and Prostitution, 1985) and the Badgley committee (Report of the Committee on Sexual Offences Against Children and Youths, 1984). Other municipal roles include policing of pornography and prostitution and public education on racism and sexism.

ISSUE:

PROSTITUTION, AS IT AFFECTS THE PROSTITUTES AND
RESIDENTS OF INNER CITY NEIGHBOURHOODS

RECOMMENDATIONS:

94. That the City fund organizations such as the Women's Community Centre and Crisis Management Service to provide services for prostitutes wishing to leave the streets.

The federal Department of Justice has been asked to provide initial funding for a project proposed by Crisis Management Service (operating under the same board as Mobile Crisis Service) which would provide and coordinate services for these women.

95. That the City of Regina mandate a task force to ensure that the problems of prostitution are addressed on a city-wide and interdepartmental basis, and do not continue to be left to Core residents. Women who are prostitutes/have been prostitutes should be consulted re problems/solutions by this task force.
96. That the City sponsor a comprehensive seminar on the issue of prostitution.

GOVERNMENT RESPONSIBILITY:

- a) Existing services - Services designed to assist prostitutes or to provide comprehensive solutions to the problems related to prostitution do not now exist.

- b) Level of government responsible

City - assist in funding services to prostitutes through its support of agencies such as Women's Community Centre and Sexual Assault Line and Crisis Management Service.

Creation of Task Force to look at solutions for problems of prostitution in Regina, and seminars to increase public awareness, understanding of the issues.

Federal, provincial - Changes to Criminal Code sections re prostitution - federal. Funding services to prostitutes as pilot projects (federal or provincial); ongoing services (provincial).

SOCIAL, ATTITUDINAL

RATIONALE:

An urban problem

Because prostitution tends to be an urban problem, the City must take initiatives to resolve it. Information from City Police, and provincial health and social services obtained by Crisis Management Service yields estimates of over 100 women involved in prostitution in Regina, with the number fluctuating with the season. Many of these are young women and adolescents.

The proposal

The project proposed by Crisis Management Service would provide a street worker approach to work with prostitutes who may want help in escaping prostitution as a way of life, but lack knowledge, skills and in some cases the freedom to access social services currently available. The project would work in co-operation with other agencies and would assist these women to make use of existing community services. A proposal for a 15 month pilot project to offer this program is currently before the federal Department of Justice.

In support of a social approach the Crisis Management funding proposal states:

"An almost overwhelming number of studies, royal commissions and research . . . have consistently identified and recommended social, health and legal services to assist rather than condemn women who earn a living on the street. Social intervention strategies rather than legal ones have been consistently recommended, yet, legal alternatives have been the only ones adopted to date."

The problems

Problems of prostitutes which need to be addressed, as summarized in the proposal are:

- 1) lack of income options or economic opportunity;
- 2) little access to positive social networks of family and friends;
- 3) no social, health or legal services whose jurisdiction and mandates identify prostitutes as a population at risk and in need of services;

- 4) no hope: the social stigma of being a prostitute condemns a woman to "the life". "The traditional view is that a man may use a prostitute but a decent woman would never become one."
(Hochstein, 1985).

Core Community group agrees

The Core Community group, representing the neighbourhood most affected by street soliciting in a residential area, has indicated support for the type of approach proposed by Crisis Management Service. Referring to programs such as self-help groups, transition houses, and alternative training and education for prostitutes, representatives of the Core Group write, "such programs are far less expensive and far more effective in dealing with problems than law enforcement and the jails. They also help reduce risks to local residents." (Letter printed in the Leader Post August 27, 1987, from E. F. Brown, S. Hohne, and J. D. Harding on behalf of the executive of the Core Community Group).

FCM Task Force

A social approach to prostitution is also supported by the Federation of Canadian Municipalities' (FCM) Task Force on Pornography and Prostitution (1986): "The Task Force supports continuing municipal involvement with community groups working in the care and welfare of both practicing and reformed prostitutes so that adequate counselling, health, and social programs are available to them."

Recommendations of the FCM Task Force that were approved at the 1986 FCM Annual Conference include, in the area of prostitution: "request the federal government, in co-operation with provincial and territorial governments, to ensure that there are adequate social programs to assist women and young people in need;"

Other recommendations approved by FCM include one urging federal amendments to the Criminal Code imposing stricter penalties for those living off the avails of prostitution, and a comprehensive review and assessment of the effectiveness of Bill C-49 (outlawing street soliciting) before the end of its second year of implementation.

SOCIAL, ATTITUDINAL

Prostitutes avoid traditional social agencies

In a critique of the Badgley committee report (Committee on Sexual Offences Against Children and Youth), J. Lowman of Simon Fraser University concludes that prostitutes, both adult and juvenile, generally try to minimize their involvement with state "helping" agencies.

"The problems of youth are compounded by their defamilied status - outside the family they are not even eligible to collect welfare. For them in particular, social work often becomes a form of token-economy or bargain-control."

Safe houses supported

"Several prostitutes advocated the establishment of "safe houses" where runaways could eat and sleep without having to resort to prostitution, but without the element of control that they perceive social workers as exercising." ("Taking Young Prostitutes Seriously", John Lowman, Canadian Review of Sociology and Anthropology 24 (1) 1987, p. 105).

Criminal Code changes not effective

Changes to the Criminal Code in 1985 which made it possible to successfully prosecute street solicitors and those who purchase their services, have not had an appreciable impact on street prostitution in Regina. Representatives of the Core Community Group and the City Police, Vice Division, both say the change has not resulted in a decrease in numbers of prostitutes on the street.

In 1986 City Police charged 303 women and 49 men (Johns), and higher numbers are expected in 1987. A representative of the City Police, Vice Division, says the major change he has seen since the law changed is that the women have a lower profile. He says they know if there are too many complaints from residents, the police will respond with more undercover officers in that area, which will mean more arrests, resulting in fines and eventually jail terms for repeat offenders. Research done in preparation for the Crisis Management Service proposal supports the contention that the change in law has, if anything, made the situation worse rather than better. Problems cited include more prostitutes in the residential areas rather than the downtown, to attract less attention from the police, increased "territorial wars" for preferred street corners, increased police and court time spent in enforcing the law, with community impact being "no visible signs that the problem has decreased".

Need for Task Force/Public Seminar on prostitution

The idea of creating a task force to specifically study the issue of prostitution, problems created and possible solutions, is not new. It was being considered by the City before the legislation to control street soliciting was passed. At that time the idea of forming a task force was put off, in order to allow time to assess the new law's impact. It is now clear the change in law did not solve the problems for Regina, so a task force should be formed to look at solutions that would apply on a city-wide basis, e.g. that would do more than simply move street soliciting from the Core area to another inner city neighbourhood.

Because of the degree of public concern and strongly held views about prostitution, an opportunity for public input and public education on the issue is needed. The task force would allow for public input as well as for other research into solutions. The recommendations for a comprehensive seminar on prostitution would provide public education on the issue.

Some of the options which have been discussed at the federal level include: 1) criminalization, the use of criminal sanctions, e.g. the law against street soliciting; 2) legalization, the use of state regulatory schemes; and 3) decriminalization, the repeal of existing legislation, which would leave prostitution and its related activities to be governed by other existing laws.

Task Force should review available studies

A number of comprehensive studies focussing on various angles of the prostitution issue are available for study by a Task Force on prostitution. These include the Fraser Committee report, the Badgley report, and studies done by the Criminology Department at Simon Fraser University.

The Badgley Committee recommended criminalization of prostitution by youth. The Fraser Committee recommended against that approach but says juvenile prostitutes should be specially protected from pimps. Persons under 18 would not be allowed into the licensed prostitution houses it recommends. These would be operated by one or two prostitutes, out of their homes, and would be subject to zoning control by municipalities. And the Fraser Committee proposes that the provinces should consider permitting establishment of larger houses of prostitution, subject to provincial licensing. The municipalities would have a role in zoning the areas in which these larger prostitution houses would be located.

SOCIAL, ATTITUDINAL

ISSUE: AVAILABILITY TO MINORS OF MAGAZINES CONTAINING "ADULT MATERIAL" SUCH AS NUDITY AND/OR SEXUAL CONDUCT AND/OR GRAPHIC VIOLENCE

RECOMMENDATIONS:

97. That the City of Regina lobby the provincial government for changes to the Urban Municipalities Act which would allow it to regulate display of "adult" publications and publications containing graphic violence considered unsuitable for children.
98. That the City then enact a bylaw similar to the one in force in Vancouver since 1985, which limits display of "adult" publications so they are inaccessible to children. Vancouver Bylaw No. 5843 requires such publications to be displayed on shelves at least 47 inches from the floor, behind an opaque covering at least 8 inches wide, in all outlets except those specifically licensed as adult entertainment stores. The Regina bylaw should also limit publications containing graphic violence, unsuitable for children.

GOVERNMENT RESPONSIBILITY:

a) Existing services - No such bylaw in existence in Saskatchewan. The community organization Reginans Against Pornography (R.A.P.) has made some progress in having members ask drug stores, convenience stores, etc. not to sell pornographic publications. R.A.P. has also publicized the names of stores which have agreed not to sell these magazines.

b) Level of government responsible

City - lobbying the provincial government for changes to the Urban Municipalities Act.

Passing a new bylaw and enforcing it, when the provincial act is changed to allow such a bylaw.

Police enforcement of federal Bill C-54 to control pornography, when it becomes part of the Criminal Code.

Provincial - Changes to Urban Municipality Act to allow municipal regulation of offensive materials.

Federal - New Criminal Code sections to effectively control pornography.

RATIONALE:

Vancouver bylaw effective

The Vancouver bylaw (see Appendix F) is effective according to information received from the Vancouver City Solicitor's Office.

The Task Force believes that Regina parents do not want their children exposed to magazines showing nudity and/or sexual conduct and/or graphic violence, in stores where they often go by themselves, such as convenience stores and drugstores.

Amendment to Urban Municipalities Act needed

Regina City Council passed a motion by Councillor Joe McKeown on November 18, 1986, asking the Mayor to write the provincial cabinet requesting an amendment to the Urban Municipalities Act that would enable municipalities to pass bylaws regulating and controlling the production, distribution and display of pornographic materials.

Minister for Urban Affairs, Hon. Jack Klein replied February 11, 1987 including the following: "In response to your council's resolution, however, I have instructed my officials to review your request with other departments of government and to report back to me."

Copies of this letter were sent to the Premier, Minister of Justice Bob Andrew, Minister of Social Services and responsible for the Status of Women, Grant Schmidt, and Min. of Consumer Affairs, Joan Duncan. This is the only response to the motion according to City records.

Badgley and Fraser reports support municipal role

Both the Badgley Committee on Sexual Offences Against Children and Youths and the Fraser Committee on Pornography and Prostitution noted the importance of the role the municipalities play in controlling the display of pornographic material with appropriate bylaws.

SOCIAL, ATTITUDINAL

FCM Task Force supports municipal regulation

The report of the FCM Task Force on Pornography and Prostitution also supports the regulation of the display of pornographic materials by municipalities: "Well defined and specific municipal bylaws can regulate the display of pornographic materials in the community".

Provincial Role

The FCM Task Force report also recognizes the provincial role in assisting municipalities by clearly defining municipal regulatory powers in this area. It encourages municipalities to request provincial enabling legislation in this area, if it does not yet exist.

Federal Bill C-54

This bill is intended to make federal regulation of pornography possible. It has received second reading in the House of Commons, and is still under discussion.

The legislation which is finally approved by the federal government will have an important effect on areas of great interest to women about the material which can be contained in magazines, films, videos, and television programs available in Canada.

One of the most difficult and controversial questions to be dealt with in the bill is how to define pornography in a way that is specific enough to be useful in the courts, without being overly restrictive so that it inappropriately limits material available as erotica and/or works of art. The current bill has been criticized for putting the burden of proof that erotica is not pornographic on the artists. The question of whether the bill should limit gross violence of a non-sexual kind has also been raised.

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SOCIAL, ATTITUDINAL

ISSUE:

AVAILABILITY OF UNCLASSIFIED VIDEOTAPES
CONTAINING MATERIAL WHICH WOULD FALL UNDER THE
"RESTRICTED" CATEGORY OF PROVINCIAL FILM
CLASSIFICATION

RECOMMENDATIONS:

99. That the City of Regina make it a priority to ensure that videos, particularly those indicating through their advertising/titles that they contain explicit sexual and/or violent material, are viewed for classification or disapproval before being made available for sale or rent in Regina.

Approaches to be explored include possible use of City licensing powers to limit location of and impose age restrictions for customers of video stores specializing in videos with sex/violence content.
100. The City should also approach the provincial Film and Video Classification Board (Dept. of Consumer and Commercial Affairs) to make it a priority to review the large backlog of unclassified videos now available in Regina, within a reasonable time frame.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Information from the provincial Film and Video Classification Office is that by the time this office began to classify videos (early 1986) there were thousands already in the stores.

This means the job of assessing the backlog of videos, as well as keeping up with new releases, so they can be classified or disapproved, is huge. Stores specializing in "erotic" videos are being given special attention by the Film and Video Classification Board.

In contrast to the policy on videos, films go to the Classification Board office and are rated before they are available commercially in theatres. Information from the Department of Consumer and Commercial Affairs, October 1987, is that Saskatchewan will sign an inter-provincial agreement with Ontario and Manitoba within a few months. This agreement will provide for classification of new videos before they become available in these provinces.

b) Level of government responsible

City - Lobbying the provincial government to enforce its legislation so that unclassified videos are not available in the province.

Provincial - Classification of videos before they are distributed in the province and censorship if applicable under provincial legislation.

Federal - New Criminal Code sections to regulate pornography.

RATIONALE:

Videos which, because of explicit sexual and/or degrading and/or violent content, would be classified as "Restricted" or disallowed under Saskatchewan legislation are available in video stores. Some Regina video stores specialize in these types of videos and advertise themselves as such.

Classifications for films and videos in Saskatchewan are: General - suitable for viewing by all ages; Parental Guidance - parental guidance is advised; Parental Accompaniment - considered unsuitable for persons under age 14; Restricted - not suitable for persons under age 18.

Examples of content of films or videos classed "Restricted":

- a) graphic portrayal of violent scenes with blood-letting;
- b) graphic depiction of accident, horror, full nudity, possible rape or sexual activity, or;
- c) repeated use of offensive language.

Material which may be disapproved by the Classification Board could contain scenes:

- (a) depicting graphic or prolonged violence, torture, crime, cruelty, horror or human degradation
- b) depicting graphic or prolonged abuse or humiliation of human beings as a means of sexual gratification or as pleasing to the victim
- (c) in which persons under the age of 16 years or persons apparently under the age of 16 years appear:
 - nude or partially nude in a sexually suggestive context or
 - in scenes of explicit sexual activity
- d) that are an explicit and gratuitous depiction of urination, defecation or vomiting

SOCIAL, ATTITUDINAL

- e) of explicit sexual activity
- f) explicitly depicting indignities to the human body
- g) involving undue emphasis on human genital organs; or
- h) the making of which has involved cruelty to or sexual abuse of animals.

The Board considers the presence of a scene mentioned in clause (a) to (h) in the whole context of the film in which it appears and may conclude that it is not in the public interest to approve the exhibition or distribution, as the case may be, of the film in Saskatchewan. (From information sheet on Film and Video Classification from the Department of Consumer and Commercial Affairs).

ISSUE: NEED FOR IMPROVED CROSS-CULTURAL UNDERSTANDING
IN THE CITY OF REGINA.

RECOMMENDATION:

101. That the City of Regina sponsor cross-cultural training programs for the general public in Regina.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Organizations such as the Regina Multicultural Council, Open Door Society, and Regina Friendship Centre work to promote good relations among cultural groups in Regina.

b) Level of government responsible

City

Promoting cross-cultural understanding and combatting racism in Regina.

Province:

Same as above, on a provincial basis. Multi-cultural programs are supported and funded by Department of Culture and Recreation. Saskatchewan Human Rights Commission investigates complaints of racism.

RATIONALE:

Racism in Canada

There are many examples of institutionalized racism in Canada, against Native people, blacks, and people of Chinese, Japanese and other Asian nationalities. One of the most well known is the internment of Japanese Canadians in British Columbia in 1942, and confiscation of their property, in the name of wartime security. Canadian immigration policies have historically favored Caucasian immigrants.

Regina study

It is well known that racist attitudes, particularly towards Native people are common in Regina.

SOCIAL, ATTITUDINAL

In 1982, the study "Survey on Race Relations in Regina" was conducted by Ken Collier for the University of Regina (School of Social Work, Social Administration Research Unit). Formal and informal interviews with 113 people in Regina were conducted. Some of the major findings of this research were:

- 1) Racism, race consciousness and racially-colored issues, conditions and incidents are pervasive features of Regina.
- 2) Agency and organizational positions about seriousness, nature and possible solutions re racism and racial conditions vary widely, apparently depending on personal opinions stemming from family, class and peer influences.

Official (i.e. government) agencies appear to have no systematic philosophy or policy to guide agency practice.

- 3) Women of ethnic minorities suffer double discrimination in Regina, based on race and sex. This is true for the handicapped as well.

Considering these attitudes and their affects on the city as a whole, particularly visible minorities, the City of Regina should be taking a leading role in combatting racism in Regina.

**ISSUE: NEED FOR AWARENESS OF THE ISSUES OF RACISM AND
SEXISM AMONG CITY EMPLOYEES**

RECOMMENDATIONS:

102. The City of Regina should conduct cross-cultural, awareness seminars and seminars promoting non-sexist attitudes for all City employees.

The seminars would aim to increase the employees' ability to understand and deal appropriately with Native people, and people from other cultures, especially visible minorities. They would also aim to promote a more positive attitude towards women, both as fellow employees and as citizens.

103. That the City of Regina should develop a policy which would ensure a non-sexist approach in all City publications.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Affirmative Action workshops for all City Employees were held in 1987. The workshops included information on Native culture with the goal of improving understanding of Native people. The workshops also dealt with common barriers which hinder Native people who are seeking employment and barriers affecting women wishing to enter management or non-traditional jobs.

The City of Regina has taken initiatives to improve services to Native people and increase representation of Native people on the City workforce through the Mayor's Task Force on Indian and Metis Initiatives, established in 1982.

The Regina Police Service has a Cultural Relations Unit which handles liaison with people from minority cultures. A Cultural Relations Officer is being hired to do liaison with Native organizations on behalf of the Police Service.

b) Level of government responsible - City

RATIONALE:

Information on racism in Regina is provided in the previous issue paper. The attitudes towards women which result in sexual harassment and stereotyping, and thus tend to keep women in lower paid, traditional jobs, are changing. However, these stereotypes still exist among both men and women.

The Task Force questionnaire to women employees showed some concern about attitudes towards women as City employees.

It is particularly important that City employees, many of whom deal with the public constantly as representatives of the City, should demonstrate positive attitudes towards all citizens, including women and members of visible minorities.

ISSUE:

REPRESENTATION OF WOMEN ON CITY BOARDS AND COMMISSIONS.

RECOMMENDATION:

104. That City Council take initiatives to increase the number of women who are citizen representatives on City boards and commissions, until women are equally represented on these bodies.

GOVERNMENT RESPONSIBILITY:

a) Existing services

There are nine City boards and commissions with citizen members. Effective late December 1987, of the 42 names proposed for 1988, 13 were women. That is approximately one-third of the total citizen appointees.

b) Level of government responsible

City

RATIONALE:

Civic bodies with citizen representation, such as the Regina Planning Commission, Board of Police Commissioners and Community Grants Review Board make significant decisions affecting all members of the community.

Therefore it is important that there be balanced representation of men and women, as well as all segments of the community on these bodies.

Some boards and committees have strong representation by women. The Board of Police Commissioners has two men and two women members, including Council representatives. The Municipal Heritage Advisory Committee has three men and three women as citizen representatives. Citizen members on the Regina Pioneer Village board are predominantly women.

Bodies in which most or all citizen representatives are men include: Planning Commission, Boxing and Wrestling Commission, Community Grants Review Board, Development Appeals Board, and the Public Library Board. (Membership on the Board of Revision was not decided as of December 23, 1987).

CITY AS EMPLOYER FOR WOMEN



CITY AS EMPLOYER

INTRODUCTION

As the working committee on Social, Attitudinal and Economic Development reviewed the economic area, they recognized that issues such as affirmative action, pay equity and benefits for part-time workers fall within the jurisdictions of senior levels of government.

This working committee also recognized that researching these issues on behalf of the women of Regina, in order to make recommendations to senior governments would be an extensive project, beyond the scope of this Task Force.

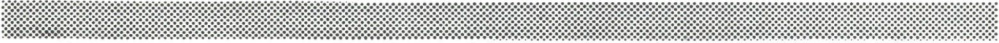
Yet, clearly economic issues are fundamental to women, now and in the future. Many of the issues the Task Force has addressed in other sections of this report - public housing, services for victims of family violence, child care - particularly the need for additional subsidized spaces - relate closely to women's incomes.

More often than not women live in poverty if they are supporting themselves alone or with children. In 1983, one-third of Saskatchewan working women were single, either as heads of households or on their own. In 1986, 56.1 per cent of mother-led families in Canada were poor, according to the Statistics Canada definition of poverty - an increase over 1985. Also in 1986, 12.7 per cent of all poor households in Canada were mother-led families. When the incomes of poor people are compared, it turns out that families led by females, and young singles are the poorest.

The employment situation of women contributes significantly to this poverty. In 1983, Statistics Canada found that 52.5 per cent of Saskatchewan women aged 15 and over were in the paid labour force. At that time women comprised 40.6 per cent of the Saskatchewan labour force.

In 1986, women's average salary in Saskatchewan, at \$17,756, was 72.7 per cent of men's average salary of \$24,420.00.

Realizing that it must achieve a compromise between the need to address economics as fundamental to the status of women in Regina, as elsewhere, and the Task Force's limitations in terms of mandate and research, this working committee decided to focus on the employment issues most directly under the control of the City -- those affecting the City's own employees.



This section begins with the results of a questionnaire which was distributed to women in all City departments in September and October 1987. Major employment issues for women such as affirmative action, pay equity, job sharing and maternity leave are also included in the form of issue papers.

CITY AS EMPLOYER

QUESTIONNAIRES TO WOMEN CITY EMPLOYEES

In order to obtain the views of women civic employees on issues being addressed by the Task Force, employees were invited to working meetings on September 9 and 10, 1987. There was a small turnout at these meetings, with less than 20 women attending altogether. Approximately 245 women employees work for the City.

Questionnaires were given to women at these meetings and they were also distributed at a Public Health staff meeting held the following week. Twenty-five of these questionnaires were returned.

Because of the small number of women employees who were reached through employee meetings, the questionnaire, with two questions added was sent to all women employees, through their department heads. Eighty-three were returned.

A copy of this questionnaire is included in Appendix G.

Major issues in the questionnaire returned by women employees include: job-sharing, child care (at City Hall or other quality care accessible to City workers), flextime, extended maternity leave.

Several other issues raised related to Affirmative Action (women under-represented in upper management, lack of educational incentives and pay equity (low income for secretaries)).

Child care came across as a strong concern in the questionnaire. This issue has been covered in some detail in an earlier section of this report. For women at City Hall, where the great majority of women employees of the City are located, licensed child care close to their work place may be difficult to find. While there are child care centres nearby with a total of 140 spaces (YWCA and Regina's Market Square child care on the 18 block Cornwall Street) these centres are in demand and are often full to capacity.

In interpreting the results of these questionnaires, it is suggested that the focus be on the issues which were raised, rather on the numbers who supported various suggestions. The numbers do not necessarily indicate degree of support, because

specific issues were not mentioned in the questionnaire. The questions were deliberately designed to be general to avoid leading responses, and to avoid interfering in issues normally negotiated by the City administration and unions. It is interesting to note that, despite this, some issues such as Job Sharing and childcare were raised by significant numbers of respondents.

CITY AS EMPLOYER

RESULT OF THE QUESTIONNAIRE:

The following results are from the 108 questionnaires received from the two sets distributed.

Question 1

Are there particular problems faced by women who work for the City?

Response - 69 yes 24 no

If you answered yes, please list your concerns.

Response - Concerns most commonly raised were:

A. Work Conditions

- | | | | |
|----|--|----|--|
| 1. | Job Sharing | 43 | |
| | Part time positions | 5 | (four of these specified permanent part-time) |
| 2. | Day Care at City Hall | 14 | |
| 3. | More (quality) accessible child care. | 27 | (One specified need for child care for infants under 2 years. One mentioned needs of shift workers.) |
| 4. | Flextime | 10 | (to accommodate children, family responsibilities) |
| 5. | Extended Maternity leave | 7 | |
| 6. | Pay equity - equal pay for work of equal value | 1 | |
| 7. | Family emergency leave | 4 | (to stay with sick children) |

- | | | | |
|----|---------------------------------------|---|---|
| 8. | Improved employee benefits | 4 | (better benefits for employees with fewer years of service, interrupted service, casuals) |
| 9. | Leave of absence both male and female | 3 | |

B. Career development/opportunities for promotion

- | | | | |
|----|--|----|--|
| 1. | Women underrepresented in upper management - lack of role models | 7 | |
| 2. | Women in dead end jobs - lack opportunities for advancement | 10 | |
| 3. | Discrimination against women | 4 | (attitude of male workers and managers to women) |
| 4. | Lack of career planning/succession planning by Department Heads | 3 | |
| 5. | Women underrepresented on committees and advisory boards | 1 | |
| 6. | Lack of support for women managers | 1 | / |

C. Problems of Secretarial Staff

- | | | | |
|----|---|---|---|
| 1. | Lack of recognition for skills required, education required, demands of this type of work | 2 | |
| 2. | Need higher incomes | 5 | (especially single parents trying to support family on clerical income - too large a gap between clerical and next higher income) |

CITY AS EMPLOYER

3. Improved management attitude to secretaries 4

4. Need to improve training educational opportunities 3

D. Non-traditional Careers

1. Women need support to enter/continue in non-traditional careers 2 woman from Transit or Police says it's a male-oriented environment, including washrooms, type of uniform worn.

Men's denial of under representation of women in non-traditional jobs is one of the most difficult barriers for women 1

E. Physical Environment/Safety

1. Lack of parking/too far away 5

2. Need more open parking areas 1

3. Improved lighting in parkades, parking lots 4

4. Security to help women leaving work at night 4

5. Security to help women whose position requires making visits to public alone 2

6. Security for women who must unlock/lock unlit building at night 2

7. Health building: poor facilities not suitable for baby clinics; not enough washroom space for women 1 1

F. Problems of Shift Workers

1. Affect on family life of working split shifts, 7-day shifts, lack of day-care and recreational programs for shift workers 1

Question 2

If you have suggestions on initiatives the City could take, to better meet the needs of its women employees, please list them below:

These responses are from the 83 questionnaires returned from City departments only. This question was not included in the questionnaire first distributed (see note *).

Responses:

A. Educational/Training Opportunities

1. Education incentives, educational leave, classes held at City Hall 10
2. Seminars for women in workplace, including career planning 5
3. Training to upgrade skills 5
4. Select women employees for training for advancement 2
5. Training sessions/conferences, geared to male employees, while women seem more interested 1

CITY AS EMPLOYER

6. Develop human resource development program to encourage both male and female employees to excel. Avoid double standard 1

B. Recreational programs/Fitness

1. Fitness programs 6 (noon exercise program)
2. Programs for working parents - evening and weekends 5
3. Child care for recreational programs 3

*NOTE: The questionnaire sent to employees in October had two new questions (numbers 2 and 5) which were not included in the original questionnaire distributed at the employee meetings.

C. Health

1. Immunization should be available to City employees on City DDO's 1
2. Stress management 4
3. Workshops on healthy lifestyles 1

D. Promotions/permanent positions

1. Advertise all management positions to all departments regularly 1
2. Casual positions (often occupied by women) should be made permanent within reasonable time, not remain casual year after year

E. Pay Equity needed in Police Department

1. Women civilians in Police Dept. sometimes better qualified, have more responsibility than male officers and are paid less 2
2. Suggest Police Dept. should create job classifications to adequately describe work performed. 1

Question 3

Please list here any issues you believe the Task Force should be looking into. (These should be in addition to those already being covered. See list of issues on the information sheet - What is the Mayor's Task Force on Women's Issues?)

Responses:

A. Advertising/publicity

1. City programs should be better advertised 1 (eg. health services)
2. City publications should show women positively 2 (e.g. in non-traditional roles)
3. City publications should not contain sexist language 1

B. Other issues

1. Crisis Shelters 4

CITY AS EMPLOYER

- | | | |
|---|---|---|
| 2. Problems of single parents | 3 | (includes: support for working women, especially single parents - 1; improved qualifications so single parent families need not live in poverty - 1; workshops on budget and nutrition for single parent women, especially those on single incomes - 1) |
| 3. Concern that many issues to be addressed by the Task Force apply to men as well as women | 3 | (eg. career advancement, daycare, safe downtown, maternity/paternity leave) |
| 4. Child and adult hunger in Regina | 2 | |
| 5. Need for improved attitude towards women | 2 | |
| 6. Pornographic literature should be banned | 2 | |
| 7. Concern re sexism in poster used to advertise Union Christmas party | 1 | |
| 8. Need City policy on sexual harassment in the work place | 1 | |

Question 4

Please give us your suggestions on how City programs and services could be more responsive to the needs of women living in Regina:

Responses: There were no particular suggestions that were named by several employees in response to this question.

Suggestions from individuals included:

Information: Better information to all citizens and better advertising of programs, phone hot line - 1

City Directory listing common household problems and direct City number to call, instead of department name - 1

Councillors should know ramifications of decisions as they relate to women - 1

Compensate for provincial funding lost to City - 1

Transit travel too slow - 1

Health: Immunization should be offered in the evening - 1

Question 5

Would you join an information sharing/social network for women employees, if one were available at City Hall. Such a network could hold luncheon events with speakers and organize seminars on topics of interest to women, to assist in career development and allow sharing of common concerns.

Note: These responses are from the 83 questionnaires returned from the second distribution only. This question was not included in the first questionnaire. (See explanatory note below Question 2).

Response

Yes 52

No 26

CITY AS EMPLOYER

ISSUE: AFFIRMATIVE ACTION: INCREASING THE PROPORTION OF FEMALE CITY EMPLOYEES, PARTICULARLY IN NON-TRADITIONAL JOBS AND ALL LEVELS OF MANAGEMENT, THROUGH AFFIRMATIVE ACTION INITIATIVES.

RECOMMENDATIONS:

105. That the City of Regina give priority to carrying out its Affirmative Action Plan.
106. That the City of Regina give priority to developing Affirmative Action plans for Transit Drivers and Fire Fighters, occupations not covered by the City's existing plan, which comprise a significant proportion of City workers.
107. That City Council urge the Board of Police Commissioners to develop an Affirmative Action plan for the Regina Police Service.
108. That the City of Regina make incorporation of Affirmative Action principles a priority in all hiring and promotion practices throughout the corporation, so Affirmative Action is not limited to specific actions required by the City's Affirmative Action plan.
109. The City Administration must actively recruit women to non-traditional job categories such as Labourer and Public Service Operator, which together make up 60 percent of the City workforce. Women are now severely under-represented in these positions (2.4% of them were filled by women in 1986).
110. A comprehensive system of work placements in non-traditional jobs for women should be implemented, with successful work placements leading to jobs. This would include developmental positions in non-traditional jobs, to enable women to gain experience which would improve their chances of bidding successfully on these positions.
111. That the City must also make it a priority to hire and promote women into supervisory and executive management positions. In order to do so, current women employees must be encouraged to seek and be educated for such positions.

112. That women currently in lower-paying positions, such as clerical jobs, should be supported and provided with opportunities for education/training which would qualify them for higher-paid positions either within or outside their current job category.
113. That both the City Administration and unions representing civic employees make it a priority to negotiate ways to prevent seniority provisions from impeding the goals of Affirmative Action.
114. The Task Force would encourage women City employees to continue and expand their involvement with their unions, at both active member and executive levels, with the goal of ensuring that unions are fully representative of the goals and aspirations of women.

GOVERNMENT RESPONSIBILITY:

- a) Existing programs - Affirmative Action for City employees is the responsibility of the City, under provincial Human Rights legislation. An Affirmative Action program for City employees was approved by the Saskatchewan Human Rights Commission in February, 1987. The program covers the usual three target groups: women, people of Aboriginal ancestry, and disabled people.
- b) Steps under Affirmative Action plan re women
The following are some of the actions being taken under the plan which are most relevant to women:
1. Tracking job applicants - A system is being set up to track the success of members of all target groups who apply for City jobs. This system would identify, for example, if women are applying but not being hired for certain types of jobs.
 2. Hiring of casual employees - An increasing number of women are being hired as casual City employees. Almost one third of the City's casual workforce (32.3 per cent) are women. This proportion is increasing, with 52.3 per cent of casual technical employees being women, and 18.2 per cent of labourers being women (Human Resources Dept., July 1987).

CITY AS EMPLOYER

3. Bridging program work placement - The City has offered work placements for women re-entering the workforce through the Regina Plains Community College's Bridging Program, and will continue to do so in future.
4. Raising awareness of women's issues - Early in 1988 "Lunch-n-Learn" sessions will be held at noon hour, with a film series and discussion on women's issues. These sessions are designed to promote an informal women's network.
5. Workshops on career development - A survey of women employees re interest in workshops received a 58% response. As a result of feedback from the survey, two workshops are being planned: 1) for women in management (topics include job interviewing, time management); 2) for women in clerical positions (topics include assertiveness training, stress management and career development). These workshops are being piloted for women employees. Eventually they will become part of the training calendar and will be open to all employees.
6. Career counselling service for employees - This is being developed.
7. Course for job interviewers - For all involved in hiring (Human Resources staff and Managers). To ensure consistency in hiring practices and to eliminate interview questions which are discriminatory towards women.
8. Affirmative Action awareness - A workshop on Affirmative Action has been offered to management and the union executive, with a briefer workshop offered to all other employees.
9. Impact of seniority - Seniority provisions, including those which apply to casual workers can make it more difficult to hire target group members, who are well qualified for positions. A committee with union and administration representatives is being established to study and report on the impact of seniority on Affirmative Action.

10. Personal harassment policy - To apply to sexual, racial and religious harassment. This is expected to be implemented in early 1988.

b) Level of government responsible - City

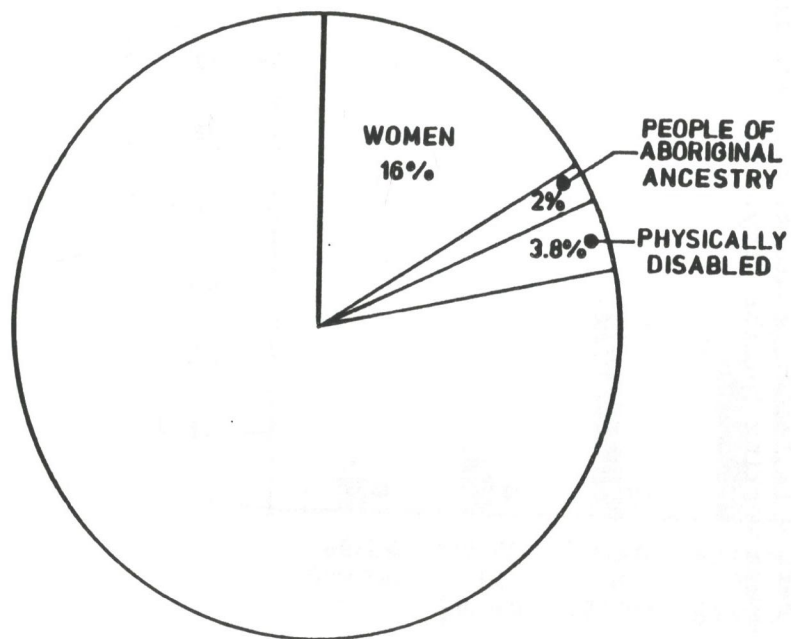
RATIONALE:

Women 16 per cent of City workforce

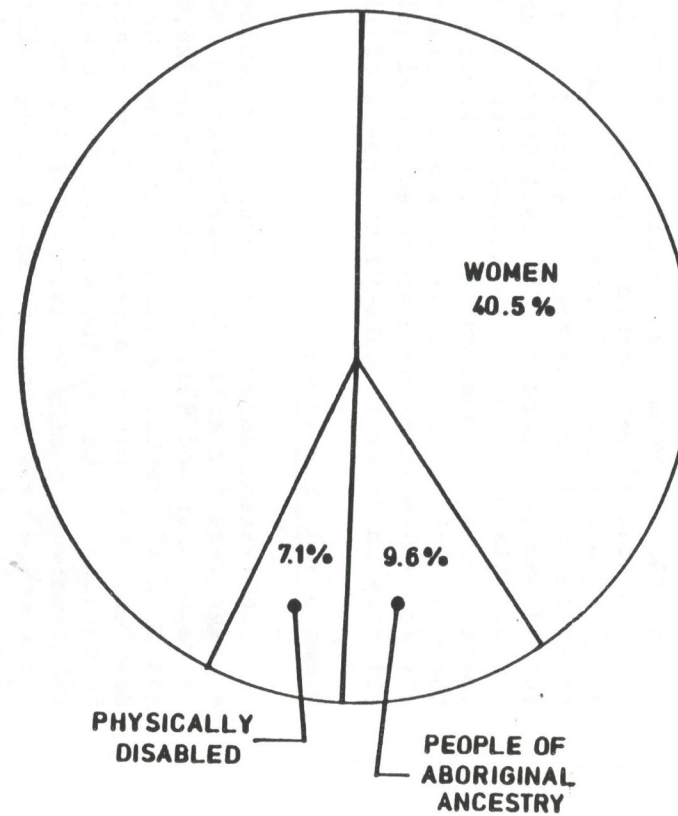
In May, 1986 the City workforce was composed of 1,351 men and 255 women (84 per cent men to 16 per cent women). This compares to a provincial labour force composed of 40.5 per cent women (see Chart 2 attached). In December 1987 the workforce remained at 16 per cent women, although there had been an overall reduction of five per cent in the permanent workforce.

CITY OF REGINA DISTRIBUTION BY TARGET GROUPS

**CITY OF REGINA
WORKFORCE DISTRIBUTION**



**PROVINCIAL
LABOUR FORCE DISTRIBUTION**



SOURCE: HUMAN RESOURCES SYSTEM, MAY, 1986
GOVERNMENT AGENCIES

Traditional, non-traditional jobs

Of the 255 women in the City workforce in 1986, 160 (62.8%) were in traditional female occupations. Almost one-third of all City positions (31%) are classed Labour. In 1986 only three per cent (15) of these positions were held by women. Public service operators (Transit Drivers and Fire Fighters), another class of positions almost completely filled by men, compose an additional 29% of the workforce. In 1986 2% (8) of these positions were filled by women. Clearly, finding ways to attract women into these non-traditional job areas must be priority in order to achieve the goals of Affirmative Action.

Women's salaries lower

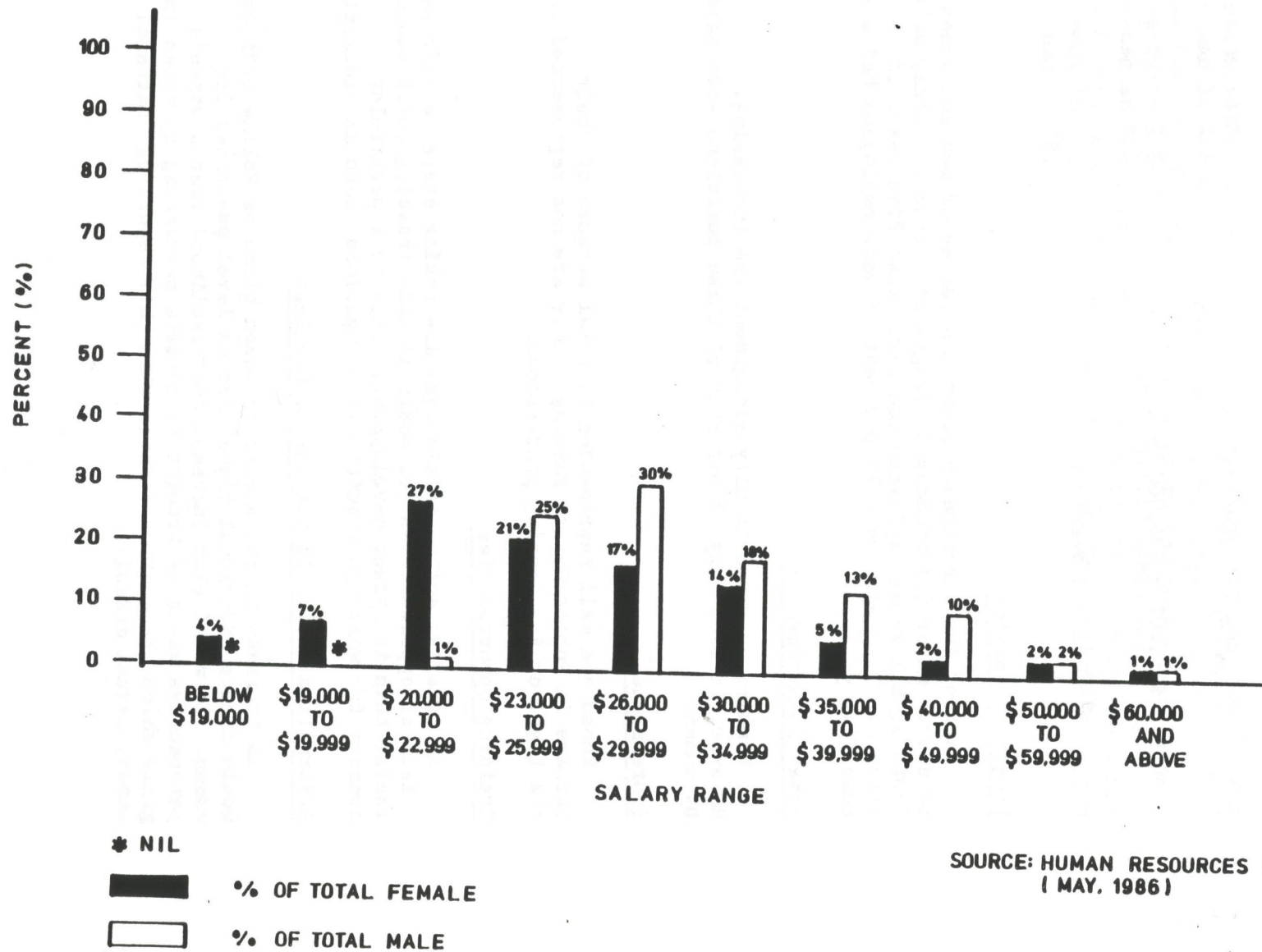
The average salary for women City employees was 84% of the average wage for male civic employees in 1986. Men had an average salary of \$31,735, women's was \$26,695. One of the goals of Affirmative Action is to eliminate this discrepancy. However, it should be noted that City salaries compare favourably to the provincial average, in which women working fulltime were making an average of \$17,756, 72.7 per cent of the average salary made by men working fulltime (\$24,420) in 1986. (City data from the Affirmative Action Program. Provincial data from Statistics Canada, Household Survey Division, Surveys of Consumer Finances, 1986, unpublished data for August 1986.)

Chart 4 (attached) compares the 1986 salary ranges of men and women working for the City.

CITY OF REGINA

SALARY DISTRIBUTION BY RANGE

CHART 4



SOURCE: HUMAN RESOURCES SYSTEM
(MAY, 1986)

Highlights

LOW: Less than \$26,000/year	-	59% of women
	-	26% of men
MIDDLE: \$26,001 - \$35,000/year	-	31% of women
	-	48% of men
HIGH: \$35,001 and over/year	-	10% of women
	-	26% of men

Length of service

Part of the discrepancy between salaries of men and women is due to major differences in length of service. Nearly half (48%) of all women employees had fewer than five years of service. In comparison, 75 per cent of male employees had more than five years.

Women in management

Numbers of women in City management are increasing. However, in 1986 only 12 per cent of these positions were held by women.

Professions

Women are well represented in total because of their numbers in Public Health Nursing. They are not represented in the Legal or Engineering professions.

Training opportunities

Affirmative Action initiatives are taking steps to address a lack of opportunities for women to take training which could assist them in career development. This is a particular concern for women in traditional occupations, such as clerical.

Affirmative Action in the Police Service:

An increase in the number of women hired as Police Officers would create additional higher income level positions for women. It would also increase the likelihood that a woman's perspective would be brought to matters pertaining to women and girls which are mentioned earlier in this report eg. battered women, sexual assault.

CITY AS EMPLOYER

The 1983 report to the Regina Board of Police Commissioners on the Regina Police Service Canine Unit (Faris/Currie report) recommended Affirmative Action programs for both the Police Service and the City. The report particularly noted the benefits of higher proportions of Native officers in improving relations between Native citizens and the police force.

ISSUE:

EQUAL PAY: NEED FOR A UNIFORM JOB EVALUATION SCHEME TO ADDRESS INEQUITIES IN SALARIES FOR JOBS WITH COMPARABLE DEMANDS, PARTICULARLY THE TRADITIONAL DIFFERENCES BETWEEN SALARIES FOR JOBS PREDOMINANTLY HELD BY MEN AND THOSE HELD BY WOMEN

RECOMMENDATIONS:

115. That the City of Regina in conjunction with unions representing City employees, eliminate inequities in salaries by introducing a job evaluation scheme to be applied to all City jobs.

The method used to compare job requirements must be free of gender discrimination, and should include measures of skill, effort, responsibility and working conditions.

116. Where inequities in wages are found, that the City negotiate salaries with unions representing City employees, with the goal of eliminating the inequities. Where adjustments are needed, the lowest paid jobs should be given priority in having salaries raised.
117. That the City of Regina urge the provincial government to introduce pay equity legislation. The legislation should cover both the private sector and the broad public sector.

GOVERNMENT RESPONSIBILITY:

- a) Existing programs: The City of Regina does not currently have a Pay Equity Program. Within the City's Administrative Staff Union (CUPE #7) positions are evaluated according to one system. This is not yet being done for positions covered by other unions, such as the Civic Employee's Union (CUPE #21), Fire Fighters or Transit Drivers. Comparisons between positions covered by different unions are also not being done.

The City Administration is currently considering options to address pay inequities, such as a uniform system of evaluating all City positions to determine

CITY AS EMPLOYER

appropriate salary levels. Unlike a pay equity scheme, which addresses only those jobs which are mainly held by women or by men, this scheme would include all positions. Because of the size of such a program, additional resources would be required to design and implement it.

All employees in Canada are covered by Section 11 of the Canadian Human Rights Act. This legislation makes it illegal for employers to pay different wages to men and women performing work of equal value. Employees who wish to file a complaint must go through the Canadian Human Rights Commission.

b) Level of government responsible

City: To initiate its own uniform job evaluation system and adjust salaries accordingly. Legislation which would make such programs mandatory would be a provincial responsibility.

RATIONALE:

How can inequities between wages for "men's work" and wages for "women's work" be addressed?

Pay equity schemes address the problem by using one system to rate both jobs predominantly held by men and those mainly held by women. Such schemes attempt to eliminate wage-setting practices that discriminate against women.

Other schemes also use a single job evaluation system but they are comprehensive, covering all jobs, including those in which a balance of both men and women are found.

Why are such systems needed?

One of the outstanding reasons is the difference between wages for men and women. In 1985 the average earnings for a woman in Canada working fulltime was 64 per cent of that earned by a man working fulltime. The wage gap is due to a number of factors, including education, experience, hours of work, and fewer women in management. Research done in the U.S. by Barbara R. Bergmann ("Pay Equity - Suprising Answers to Hard Questions", Challenge, May-June 1987) concludes that about

one-third of the gap between men's and women's wages in the U.S. could be closed by pay equity programs. Much of the remaining gap could be effectively attacked by affirmative action programs, Bergmann says.

Other factors, such as differences in the bargaining powers of different unions account for discrepancies in wages between jobs that are not necessarily male or female-dominated.

What have other governments done?

Some cities, such as Toronto have initiated uniform job evaluation schemes without being required to by Pay Equity legislation. In the U.S., Colorado Springs has initiated a Pay Equity program without being required to do so by state legislation.

Before Ontario passed Pay Equity legislation in 1987, the City of Toronto had already taken steps to bring salaries for women employees in line with those for men performing comparable jobs.

In the 13 year period between 1972 and 1985, Toronto reduced the wage gap between women and men City employees from 21.5% to 6.3%. Toronto credits two programs for this achievement: 1) developing and implementing a joint job evaluation program with the City's CUPE Locals and its professional/supervisory staff association, based on a point/factor system rating skill, effort, responsibility and working conditions for all positions within the same bargaining unit; and ; 2) the City's employment equity program which targets all disadvantaged groups - women, minorities and disabled people.

Saskatchewan does not yet have legislation requiring that inequities between men's and women's wages be addressed. Pay Equity legislation exists in Ontario and Manitoba. It is close to becoming law in New Brunswick and Prince Edward Island, and is included in the Yukon's Human Rights Legislation. The Canadian Human Rights Act provides all Canadian employees with protection against wage discrimination based on gender, which is complaint-based, as described in the previous section, "Existing Programs". Federal employees will be covered by a joint union-management evaluation of their positions which is now in process. Labour Canada has been encouraging employees in federally-regulated industries to develop proactive Pay

CITY AS EMPLOYER

Equity Programs, so employees do not have to rely on the complaint-based Human Rights Act. Comparable worth studies or policies have been initiated in 29 U.S. states. There have been several court decisions on equal pay since 1983 when a District Court in Washington state found gender-based discrimination in salaries to be illegal under the Civil Rights Act.

What are the results when men's and women's jobs are compared?

Table 1, from the Bergmann article quoted earlier, is an example of the way men's and women's jobs are compared for purposes of pay equity adjustment. Professional personnel consultants did these evaluations for the State of Washington. They rated the jobs of state employees on four "compensable factors": knowledge and skills, mental demands, accountability, and work conditions. The pay equity job evaluations focus on the duties of the job, and by implication on the qualities the worker must bring to the job to perform those duties successfully.

Evaluations of Six Job Titles from the Comparable Worth Study
Done for the Employees of the State of Washington

	Knowledge and skills	Mental demands	Accountability	Work Conditions	Total Points	Salary of 1/80
Delivery Truck Driver	No previous experience required. Brief on- the-job learning period required. (61)	Standardized work routines. Recall rather than analysis required. (10)	Duties routine, work closely controlled (13)	Moderate lifting, some danger. Conditions occasionally undesirable. (13)	97	\$382
Auto Mechanic	Mechanical skill required. (106)	Similar procedures and methods. Analysis of recurring nature. (26)	Methods clearly defined. Work fre- quently reviewed. (30)	Moderate lifting, some danger. Conditions occasionally undesirable. (13)	175	465
Secretary (Grade III)	Activities require voca- tional competence and/or adeptness. Ca- pability in dealing with others required. (122)	Similar procedures and methods. Analysis of recurring nature. (35)	Methods clearly defined work fre- quently reviewed. Actions influence results. (40)	Job at a desk. Little lifting, danger minimal. (0)	197	306
Civil Engineer	Comprehension of complex principles and practices. Ca- pability in dealing with others required. (160)	Varying or complex procedures. Routine analysis. (53)	Activities generally de- fined. Review, after the fact. Actions influence results. (61)	Moderate lifting, some danger. Conditions occasionally undesirable. (13)	287	513
Registered Nurse	Comprehension of complex principles and practices. Re- quires capability to persuade and motivate. (184)	Varying or complex procedures. Non- routine analysis. (70)	Activities generally de- fined. Review after the fact. Actions influence results. (70)	Moderate lifting, some danger. Disagreeable conditions much of the time. (17)	341	411
Senior Computer Systems Analyst	Comprehension of complex principles and practices. Ca- pability in dealing with others required. (212)	Varying or complex procedures. Non- routine analysis. (80)	Activities generally de- fined. Review after the fact. Actions influence results. Moderate fis- cal impact. (80)	Job at a desk. Little lifting. Danger minimal. (0)	372	553

SOURCE: Characterization of job requirements is taken from "State of Washington, Comparable Worth Study, September 1974" prepared by Norman D. Willis in consultation with Ann O. Worcester (Norman D. Willis & Associates, Management Consultants). Salaries and point scores are from an unpublished tabulation made for the author by Helen Remick, Director, Office of Affirmative Action, University of Washington.

The table shows that the job evaluation scales of the male jobs in Table 1 are well correlated with their market-based salaries. The salaries the state has set for the two female jobs in Table 1 are obviously way out of line with their scores. Secretaries are paid less than delivery truck drivers. Nurses are paid less than auto mechanics. (Bergmann)

City of Regina

Comparisons between "men's" and "women's" jobs have not yet been done for the City. The following jobs have been selected as examples of salaries and educational requirements for some traditionally male and female jobs. They have not been evaluated for levels of skill, responsibility or working conditions.

CITY AS EMPLOYER

	Starting Salary December, 1986	2nd Step
1. Labourer Qualifications: Grade 8	\$20,342	\$24,585
2. Clerk Typist II Qualifications: Grade 12 and typing speed 50 w.p.m.	\$17,017	\$18,009
3. Immunization Nurse Qualifications: R.N. (2 or 3 Years) Experience preferred Can be gained through R.N. training	\$26,753	\$28,005
4. By-law Enforcement Officer Qualifications: Grade 12 plus training in bylaw enforcement plus 3 years experience related to enforcing bylaws.	\$28,084	\$29,180

NOTE

There are differences in hours/week worked between these jobs, e.g. Labourers work 40 hours/week; Clerk Typists work 36.4 hours/week. Also, there is more opportunity to earn overtime in some positions, eg. Labourer. The much greater difference in salaries for Labourers and Clerk Typists after the first nine months to a year should be noted. Labourers go to top salary after approximately nine months, with satisfactory performance. Clerk Typists must work three years to reach top salary (\$20,254).

**ISSUE: JOB-SHARING/FLEXTIME: THE NEED FOR JOB-SHARING AND
FLEXIBLE HOURS TO ACCOMMODATE FAMILY RESPONSIBILITIES**

RECOMMENDATIONS:

118. That the City research the area of job-sharing and establish a formal policy which would encourage job-sharing upon the request of employees and with agreement of the Department Head.
119. That the City establish a policy allowing employees to work flexible hours, where employees require such flexibility due to factors such as family responsibilities, and where these employees are occupying positions where flextime is feasible.

GOVERNMENT RESPONSIBILITY:

a) Existing services

Policies which would allow for job-sharing and flextime do not now exist at the City. A job-sharing proposal was submitted to the City Manager from the City Health department in 1987.

The provincial government allows job-sharing, and in some departments such as Social Services, a number of employees have taken advantage of this option.

b) Level of government responsible

City

RATIONALE:

Definition of Job-sharing

Job-sharing is a voluntary arrangement between two individuals and their employer to enable the employees to share what are normally the duties of one fulltime person.

The arrangement is usually for an unspecified period of time and is usually initiated by individual employees. Job-sharing usually pays wages and benefits that are prorated with those paid to fulltime counterparts.

CITY AS EMPLOYER

Survey finds job-sharing successful

Job-sharing can be an ideal arrangement for a parent wishing to spend time at home with children, yet not able or willing to totally sacrifice the benefits of salary, job satisfaction, and career advancement gained through continued employment.

A survey of 104 job-sharers and 37 employers by the federal Commission of Inquiry into Part-time Work (1983) found that most were from two-income families and had young children at home.

With only one exception, job-sharers and their employers said their job-sharing situation was a success. A majority of both employees and employers felt that job-sharers were more productive than their fulltime colleagues on a per hour basis.

Advantages, disadvantages

The following are summaries of the advantages and disadvantages of job-sharing from both the employers' and the workers' points of view, from the results of the survey quoted above. (Taken from the report of the federal Commission of Inquiry into Part-time Work)

Summary of Advantages and Disadvantages of Job-Sharing to Individual Workers

Advantages to Workers:

- o opportunity for a more balanced lifestyle
- o more time for family
- o more time for other interests
- o higher level of job satisfaction
- o makes subsequent transition to fulltime easier
- o less stress and burn out
- o provides a "mental break" from the children
- o more flexibility for arranging days off
- o keeps skills current
- o develops team skills
- o keeps a "foot in the door"
- o more time for continuing education
- o provides part-time work for those seeking it
- o shifts and pay are more regular than other types of part-time work
- o provides an opportunity to phase into retirement

Disadvantages to Workers:

- o less pay than full-time work
- o lack of some fringe benefits
- o pressure to achieve results by the end of each day
- o limited opportunity for career advancement
- o less identification with work place
- o less opportunity for in-service training
- o less status from the job
- o work time can extend into time off
- o less feeling of personal achievement
- o harder to change jobs

Summary of Advantages and Disadvantages of Job-Sharing to Employers:

Advantages to Employers:

- o employees have more energy
- o productivity is higher
- o employees are more innovative
- o one employee can act as "relief" for the other
- o reduces need for overtime
- o less time off for medical appointments
- o workers tend to be more organized and up-to-date in their assignments
- o higher morale
- o brings a wider spectrum of skills to a position
- o fewer sick days
- o provides an opportunity to keep valuable employees
- o better quality of work
- o less lateness
- o less time spent finding relief staff
- o less employee turnover

Disadvantages to Employers:

- o good communications become more essential
- o possible personality conflicts between partners
- o staff discussions must be reported
- o possible lack of continuity in the job
- o administrative procedures may have to be changed
- o possible work space problem if schedules overlap

CITY AS EMPLOYER

ISSUE: EXTENDED MATERNITY LEAVE

RECOMMENDATION:

120. That the City and unions representing City employees negotiate maternity leave for employees which would allow a year of maternity leave if requested by the employee and, if requested, an additional year, with approval of the Department Head.

GOVERNMENT RESPONSIBILITY:

a) Existing services

The City now provides employees with maternity leave benefits of 18 weeks without pay. This is the minimum allowed under the provincial Labour Standards Act. If additional time off is needed, it is discretionary, under the Leave of Absence provisions in employee contracts.

b) Level of government responsible

City

RATIONALE:

Extended maternity leave was raised in a number of employee questionnaires. One reason why extended maternity leave often becomes necessary is lack of suitable child care. Under provincial legislation, child care centres licensed since 1975 cannot care for children younger than 18 months. One reason for this restriction is the high cost of providing quality infant care in a centre, because of higher ratios of staff to children required. While licensed family day care providers can care for infants, many choose not to. Many families find it extremely difficult to find quality, affordable child care for infants.

Examples of Extended Maternity Leave provided by other employers

- 1) Saskatchewan Government Insurance (S.G.I.), provincial crown corporation: offers employees up to six months maternity leave without pay.

- 2) Saskatchewan government: offers maternity leave of up to a year (without pay). In addition, the employee may apply for additional definite leave of up to a year. If the second year is granted, it is a total of two years leave for maternity reasons, during which time the employee's job is held.
- 3) Federal government: offers 17 weeks maternity leave with UIC benefits supplemented up to 93 per cent of employee's salary. Employees also receive the supplement during the two week waiting period for UIC. (The federal government is not bound by provincial legislation requiring 18 weeks Maternity Leave.)

In addition, extended maternity leave of up to six months can be granted. During this time the employee's job would be held. Also, extended leave for the care and nurturing of a child can be granted, a year at a time, for up to five years.

The federal government also provides family-related leave of up to five days per year, which can be used on an hourly basis for reasons such as caring for a sick child.

CITY AS EMPLOYER

ISSUE: NEED FOR AN EDUCATIONAL/MUTUAL SUPPORT NETWORK FOR
WOMEN CITY EMPLOYEES

RECOMMENDATION:

121. That the City's Human Resources Department be asked to continue and expand its efforts to create a network for women employees of the City.

This network should include women working at locations other than City Hall and women in non-traditional occupations.

GOVERNMENT RESPONSIBILITY:

a) Existing services

The Human Resources Department is initiating an informal network for women at City Hall, by organizing a series of noon film and speaker sessions, to begin in early 1988.

b) Level of government responsible

City

RATIONALE:

Employee questionnaires showed strong interest

A large number of the women who returned employee questionnaires indicated an interest in joining a network for women employees.

Fifty-two women said "Yes" to the question:

"Would you join an information sharing/social network for women employees, if one were available at City Hall? Such a network could hold luncheon events with speakers and organize seminars on topics of interest to women, to assist in career development and allow sharing of common concerns."

Twenty-six respondents answered "No" to this question.

Such a network could serve to further the goals of Affirmative Action by informing women of employment and training opportunities, supporting them in their career goals, and helping them to deal with problems encountered on the job, in an atmosphere of mutual support.

CITY AS EMPLOYER

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CONCLUSION

CONCLUSION

This report contains clear directives for civic policy and in many cases provincial policy, in areas affecting women.

The issues it raises were identified by Task Force Advisory Group members in Working Committees, with members representing a wide cross section of organizations and agencies working with women in Regina. While the report contains an extensive list of issues and recommendations, it is not intended to be a comprehensive account of all issues of concern to Regina women.

The following are some of the priorities identified by the Working Committees and by follow-up research:

1. Family Violence:

The need for advocacy services for victims as well as publicity about the issue, and existing services for victims and abusers.

2. Housing:

Low income families with priority need for housing are most often headed by women. Adolescent women with children have special housing needs which are not now being met, as do homeless adolescents.

3. Seniors:

Elder abuse and coordination of the many service providers for seniors.

4. Child Care:

More quality, licensed child care is seriously needed, and parents are being forced to rely on unlicensed child care because of the shortage of licensed care.

5. Health:

Preventative health care services, including sex education and information about sexually-transmitted diseases, especially AIDS, must be increased.

6. Communication:

Effective public information programs on municipal and provincial services and social issues are recommended.

7. Children's Services and Recreation:

Programs to combat child hunger are needed. Gaps in some recreational services and facilities were noted.

8. Urban Design:

A survey of 355 Regina women found most avoid the downtown core at night, citing reasons such as poor lighting and lack of people in the area. Other concerns from the survey include inadequate lighting at bus stops, parking areas and residential back lanes, and lack of temporary child care in the downtown.

9. Social, Attitudinal:

Prostitution, as it affects both prostitutes and residents of inner city neighbourhoods, is a major unresolved issue.

The need for improved regulation of pornography and education to prevent racism and sexism were also identified.

10. City as Employer for Women:

The City's Affirmative Action Program covers most women civic employees. However, the proportion of women employees remains at 16 percent of the total. This must be increased, particularly in non-traditional jobs and management.

In areas such as Pay Equity, Saskatchewan lags behind many other provinces, which have enacted legislation. Extended maternity leave and job-sharing are provided by some employers but are not yet available at the City.

CONCLUSION

Response to a questionnaire to women employees identified major concerns as: job-sharing, child care, flextime, extended maternity leave. The issues of affirmative action, pay equity and lack of educational incentives for women were also noted.

The Task Force and its Advisory Group have identified the issues and recommended solutions. The important work of making the necessary changes is just beginning.

The Task Force recognizes that due to the current atmosphere of fiscal restraint, there is a danger that implementation of major recommendations will be delayed. However, the Task Force believes that the support these recommendations have received from the Advisory Group representing many Regina women, indicates that they must be given priority attention for implementation by both municipal and provincial governments.

The Task Force was often told of the impact recent provincial cutbacks and hold-the-line budgets have had on services for women. The results of these policies are being felt by municipal politicians because of the accessibility of Council to its constituents. Unfortunately, the limited municipal taxbase does not allow the municipal government to fill in the gaps where services are not being provided at the provincial level.

As a result, although this report is directed to Regina City Council, many of its recommendations apply to the provincial government. The following final recommendation has been drafted because the Task Force believes that the actions which will be taken in response to its recommendations will be crucial to the success of the work of the Task Force.

RECOMMENDATION

122. That the Mayor's Task Force on Women's Issues continue until at least 1991, so that it can monitor follow-up to its recommendations.

The Task Force recommends the following implementation procedure following receipt of the report by City Council:

- 1) That the report be referred to the City Manager for review and report back to the appropriate Committees of Council outlining the feasibility, budget implications and proposed implementation strategy. For clarification and to facilitate follow-up, all reports to committees should be clearly identified as being follow-up to the Mayor's Task Force on Women's Issues.
- 2) The Manager's Office should submit a comprehensive status report to the Task Force every six months.

APPENDICES

APPENDIX "A"

**The Women's Advocacy Program
City of Winnipeg**

APPENDIX A

The City of Winnipeg Women's Advocacy Program

(Legal and Resource Information for Women whose Partners
have been charged regarding Wife Assault)

As a result of the Attorney General's directive in 1983, the number of cases of domestic violence resulting in arrests has increased dramatically. The Women's Advocacy Program has been established to facilitate the legal process after the initial arrest and to provide crisis intervention follow-up for the victims of wife abuse.

Among the types of possible referrals to the program, cases will be channelled through the Victim Services Program of the City of Winnipeg Police Department, individual police officers when making an arrest, and Crown attorneys prosecuting specific charges.

The Women's Advocacy Program consists of a social worker, counsellor/trainer, and crown liaison worker/legal advocate, to complement the services rendered to women who are the victims of domestic violence.

Women will be provided with information about any charges, the status of those charges, and possible court responses. In addition, the legal rights and options of each victim, both in the criminal justice system and the area of family law, will be addressed.

Another program goal is to provide short-term individual counselling and referrals to services available in the community. This is designed to assist women and children in obtaining continuing support and assistance.

In addition, the program will assist in facilitating professional awareness of the issues surrounding wife abuse, and the response to and management of wife abuse cases.

The office of the Women's Advocacy Program is located on the 3rd floor of the Public Safety building, 151 Princess Street, just outside Courtroom B. We will be open on a full-time basis May 15th, 1986 and due to the limited number of staff, office hours are 8:30 a.m. to 4:30 p.m. Monday to Friday.

Joy Cote, Social
Worker 945-1787

Dorothy Pedlar,
Crown Liaison
Worker/Legal
Advocate 945-1788

Linda Wilcox,
Counsellor/Trainer
945-0847

APPENDIX "B"

Model for a Women's Health Centre

APPENDIX B

Clinic Model

"The demands made on the medical profession for remedial care generally leave little opportunity for the practice of health promotion campaigns. Fee-for-service is based mainly on the provision of clinical services, not on prevention. There is little financial incentive for the doctor to practice health promotion when the system of rewards is based largely on restorative health measures." 11

"With their new awareness of themselves as independent people who must take responsibility for their own choices, women are looking at the health care available to them in a new light.

No longer content to be passive recipients, willing to undergo whatever treatment or surgery may be recommended, they are now looking for solid information on which to share these decisions, and to take positive steps toward their own health care...

Women are also looking at the type of medical care offered them, exploring the possibilities of special women's clinics, and more humane childbirth procedures. At a time when medical costs are skyrocketing, women, the chief consumers of medical care, are emphasizing the importance of preventive medicine, of self-help, of putting the main responsibility for their own health in their own hands. To do this, they are placing fresh emphasis on fitness and good nutrition. They're recognizing the dangers of obesity, of smoking, of the over-use of alcohol.

They're recognizing too, that many of their problems may have social rather than medical origins. They feel it's important to recognize this, to discuss such factors with their doctors, and to seek help from other community resources.

As their role in society changes, and women begin to seek equality in most fields, so in matters of health, they want to discuss their problems in a direct and realistic way." 12

The proposed model for a Saskatchewan Women's Health Centre is designed to assist women in becoming informed and active participants in their overall health maintenance as well as extending to the provision of routine health care, stressing the need for information and counselling. The centre would accommodate women seeking information, support and services in all areas of health, with a particular emphasis on female anatomy, and physiology, nutrition, exercise, sexuality, venereal disease, reproduction, birth control, parenting, menopause, self image and stress reduction.

As seen by the Model, a multidisciplinary approach to the management of health care needs is recommended. At the same time emphasis is on enlightened, responsible behaviour concerning health.

11 Ibid.

12 Ontario. Secretariat for Social Development. About Face: Towards A Positive Image of Women and Health. pp. 1-2.

Proposed Services

A. Community Development

Goal: To respond to the needs of the community in all areas of women's health. The program would be geared to reflect the ethnic and cultural backgrounds of the people served.

Program Scope:

Self Help Groups
Birth Control Counselling Groups
Parent Taught Sexuality Groups
Consumer Advocates
School Education Supplement on Birth Control and Sexuality
Peer Counselling Groups
Physical Fitness Programs
Self Awareness Groups
Post Abortion Groups
Childbirth Education Groups
Postnatal (depression) Counselling Groups
Health Information Programs (courses)
Environmental Concern Groups
Parent Support Groups
Patient Rights Groups
Menopause Counselling Groups

B. Direct Client Services

Goal: To provide direct, prevention oriented, professional community based health services with women in a comprehensive manner.

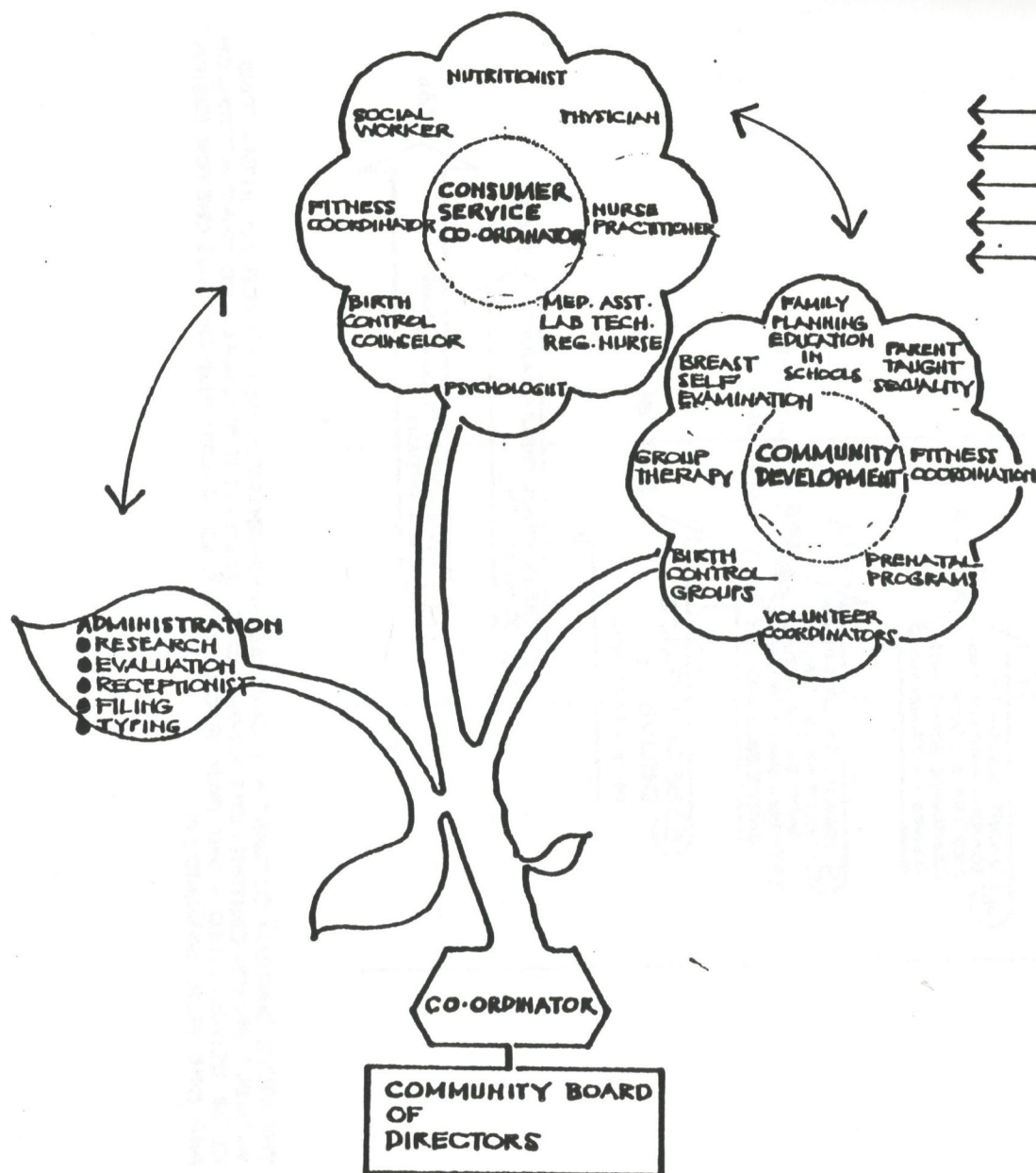
Program Scope:

Physical Assessment (emphasis on teaching)
Prescriptions
Medical Treatment
Individual Counselling - crisis intervention re: pregnancy, rape, battering, incest, self image, divorce, etc.
Nutritional Counselling
Family Counselling Services
Pregnancy Testing
Simple Operating Procedures
Child Care Services

C. Support Services

Program Scope:

Administration
Research via an information system which would allow for an evaluation at the end of five years as well as ongoing status monitoring.

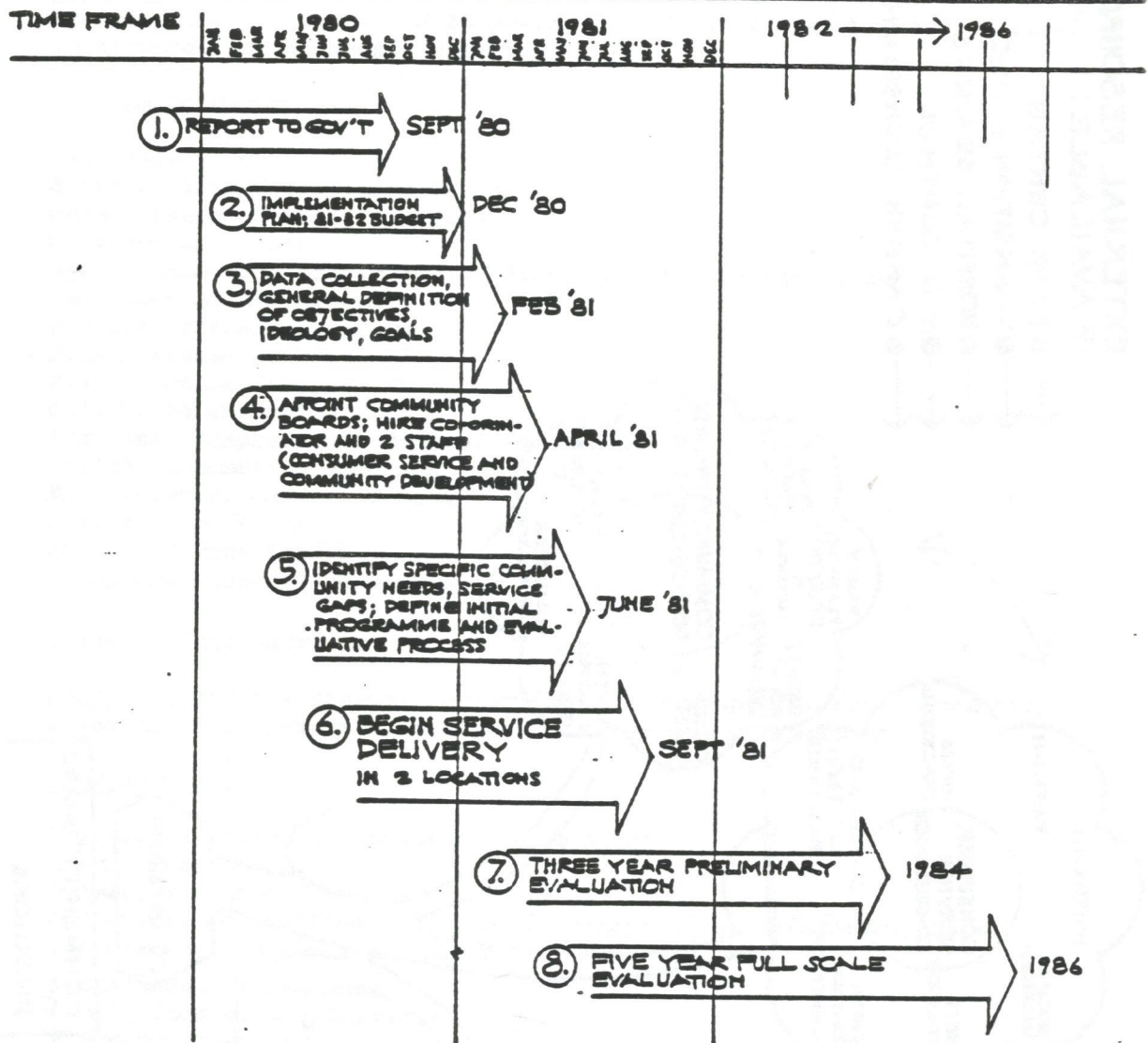


EXTERNAL RESOURCES FOR REFERRAL IF AVAILABLE:

- ← ● RAPE CENTRE
- ← ● TRANSITION HOUSE
- ← ● HOSPITAL SERVICES
- ← ● V. D. CONTROL
- ← ● CAREER COUNSELLING

MODEL FOR SASKATCHEWAN WOMEN'S HEALTH CENTRE

WOMEN'S HEALTH CENTRE IMPLEMENTATION DIAGRAM FOR THE IMPLEMENTATION OF TWO PILOT WOMEN'S HEALTH CENTRES; ONE URBAN, ONE RURAL...



THE ABOVE DIAGRAM OUTLINES A SUGGESTED IMPLEMENTATION PROCESS FOR AN INITIAL TWO WOMEN'S HEALTH CENTRES; ONE RURAL, ONE URBAN. IT IS RECOMMENDED THAT A TOTAL OF 12 BE ESTABLISHED - ONE FOR EACH OF THE 10 HEALTH REGIONS PLUS ONE FOR REGINA AND ONE FOR SASKATOON.

APPENDIX "C"

Background to General Response Survey
and Summary of Survey Results

URBAN DESIGN

APPENDIX C

Background to General Response Survey, Urban Environment

After initial discussion and the authorization to conduct a general response survey, the Task Force Advisory Board decided that the following areas would be surveyed:

1. Albert-Scott
2. Glencairn
3. Albert Park
4. Cathedral
5. Downtown streets

Each working committee member was responsible for finding two young women that would be willing to work for 12 hours at \$5.00/hour. We met with eight women to explain the Task Force, the purpose of the study, and the survey procedure. Each pair was expected to complete 80-90 questionnaires in the allotted time. Each group was given a city map with their area defined and they chose the streets to survey. However, the women were told not to survey in apartment buildings and not to remain in an area where they felt personally threatened.

The two women who surveyed in the downtown core stopped women on the street or approached them at the transit points. They surveyed on one Saturday and one weekday so as to get a cross section of working and non-working females.

Total Number of Respondents	355
by area:	
Glencairn	60
Albert Park	59
Albert Scott	57
Cathedral	82
Core Commercial	97

Interesting points by area:

<u>Glencairn</u> total	60
41	age 20-60
13	employed outside home
45	not employed

51 travel downtown by car and the majority find it convenient.
12 travel by transit, all feeling safe while waiting for the bus.
Definite yes to accessibility to public washroom 39/17.
Because such a high number did not work outside the home, they did not respond to question about child-care location.

Albert Park total 59
35 age 20-60
14 under 20
40 employed
18 not employed

56 travel downtown by car.
13 travel by transit and feel safe waiting for the bus at their stop and at major transfer points.
22 stroller users.
14 answered wheelchair accessibility question.
34 were pro accessibility to public washrooms.
19 were against accessibility.
Child care location equally split - 16 workplace; 20 neighbourhood.
26 yes to drop-in child care facility; 12 no.

Albert Scott total 57
33 age 20-60

49 travel downtown by car.
18 travel by transit, majority feel safe while waiting for the bus.
Equally split on washroom question - 30/26.
Majority do not work or do not have school-age children to worry about child care.

Cathedral total 82
45 age 20-60
46 work outside the home
30 not employed

64 travel downtown by car.
44 travel by transit, majority feel safe while waiting at point of origin but less safe at transfer points.
Majority did not find it convenient/accessible with a stroller or wheelchair. This area had the largest number of users of strollers and wheelchairs.

APPENDIX C

33 prefer neighbourhood child care location.
28 perceive need for drop-in child care facility.
Definite yes to washroom question.

Downtown Core total 97

53 age 20-60
32 over 60 yrs.
12 under 20

54 travel downtown by car.

63 travel by transit, finding it convenient and safe
at their point of origin and at the major transfer
points.

23 used a stroller

Majority do not feel a need for a public washroom in
the downtown core - 37/60

Majority do not work outside the home and do not have
young children so are not worried about child care.

URBAN ENVIRONMENT
GENERAL RESPONSE SURVEY

APPENDIX C

If yes, why:

-	Parking facilities	60
-	Poor lighting	184
-	possibility of hiding places	199
-	absence of safe shelter/help readily available	208
-	not enough people/activity	264
-	other	

AREAS AVOIDED:

Downtown	225
Downtown Residential	24
Everywhere	19
Own Neighbourhood	5
Alleys/lanes	20
Parks	28

WHY AVOIDED:

Perceived dangerous	65
Loitering	41
Inadequate policing	17
Natives	27
Prostitutes	7
Generally don't go out at night	34

ACCESSIBILITY

1. How do you travel to downtown?

-	by car	274
-	by public transit	150
-	by other means	13

2. If you use public transit, do you find it convenient to get to downtown?
Yes 136 No 44

If no, why not?

-	route and/or timing	30
-	long walk to stop	25
-	long transfer periods	23
-	concern for personal safety	24
-	bus shelters	20
-	Other:	

3. Do you feel safe while waiting for the bus at:	<u>Yes</u>	<u>No</u>
- your point of origin	<u>169</u>	<u>27</u>
- the transfer points	<u>122</u>	<u>61</u>

If no, why not?

- poor lighting	<u>33</u>
- possibility of hiding places	<u>52</u>
- absence of safe shelter/help readily available	<u>60</u>
- poor access to public telephone	<u>47</u>
- other	

4. Do you find it convenient to get downtown by car?	<u>Yes</u>	<u>No</u>
	<u>206</u>	<u>91</u>

If no, why not?

- traffic congestion	<u>67</u>
- cost of parking	<u>80</u>
- finding a parking spot	<u>124</u>
- parking lot safety	<u>57</u>
- other	

URBAN DESIGN

1. If you bring young children or a person in a wheelchair downtown, do you find the area is accessible to you when using:

<u>a stroller</u>			<u>a wheelchair</u>		
<u>63</u>	yes	<u>22</u>	no	sidewalks	<u>19</u> yes <u>11</u> no
<u>54</u>	yes	<u>26</u>	no	restaurants	<u>11</u> yes <u>16</u> no
<u>40</u>	yes	<u>25</u>	no	movie theatres	<u>8</u> yes <u>12</u> no
<u>45</u>	yes	<u>40</u>	no	Cornwall Centre	<u>11</u> yes <u>20</u> no
<u>22</u>	yes	<u>16</u>	no	Other Commercial Areas	<u>7</u> yes <u>6</u> no
				Please name:	

2. Do you feel there is a need for a public washroom in the downtown core?
200 yes 146 no

If yes, where?

- commercial buildings	<u>92</u>
- public buildings	<u>120</u>
- financial institutions	<u>56</u>
- transit office	<u>69</u>
- Other	

Where? _____

APPENDIX C

3. Do you think the design of a building or certain kinds of landscaping (bushes, trees, walls, etc.) may contribute to an unsafe environment for women? 236 yes 94 no

If yes can you give an example: _____

CHILDCARE LOCATIONS

1. Do you work outside the home? 137 yes 198 no
2. Would you prefer child-care facilities located:
- near the workplace 45
 - in your neighbourhood 87
3. Do you perceive a need for hourly child-care facilities in the downtown core during retail business hours? 79 yes 53 no.

APPENDIX "D"

Excerpts From "Designing Crime out of the Downtown"
City of Regina Planning Department, 1983

APPENDIX D

Excerpts from "Designing Crime Out of the Downtown" City of Regina Planning Department, 1983

People and Property Must be VISIBLE

- (i) That future downtown lanes be designed so that all parts have a sight-line to the street. (This would avoid hidden sections which harbour criminals such as found in the lane immediately south of The Bay).
- (ii) That a parkade study be conducted to set minimum security guidelines to ensure the safety of citizens using such a facility. Areas where design guidelines would be particularly useful include the positioning of entranceways, stairwell and elevator visibility and connecting pedestrian corridors.
- (iii) That no buildings in the Downtown be allowed to construct entranceways with stairs below street level.
- (iv) That no structure be allowed to hide or separate from view a public walkway from the street. (The Bay Parkade Entrance Ramp separates the sidewalk from the street).
- (v) That a search be conducted to assess unsafe blind spots such as laneways, loading zones, walkways and if hazardous, measures be employed to upgrade visibility.
- (vi) That downtown trees and shrubbery not be so thick or so poorly placed as to promote hiding places for predatory crimes.
- (vii) That new designs avoid depressions or sculptured surfaces which might serve as a hiding place.
- (viii) That new designs for the Downtown Area be attentive to sight-lines into and out from everywhere. People must be visible wherever they are downtown and so must loiterers, purse-snatchers and other such criminals.
- (ix) That beverage rooms, arcades and other such land uses with high potential for criminal activities only be encouraged to use exits into back laneways for emergency purpose.

All areas and spaces must have sufficient LIGHTING

- (i) That a minimum standard of lighting be required in all Downtown government and privately owned parking lots and parkades.
- (ii) That the City upgrade lighting in designated Downtown laneways and loading dock areas.
- (iii) That lighting be upgraded around the perimeter of Victoria Park.
- (iv) That lighting be upgraded in the vicinity of Downtown Bus Stops.
- (v) That the lighting of the alcoves created by many of the older architectural styles used in the Downtown Area be assessed and upgraded if necessary.

Areas should be under continuous SURVEILLANCE

- (i) Design into the Downtown methods of continuous surveillance of the street-scene. Some methods used by other cities especially during the summer months include the use of "mini-vendors" such as hot dog or popcorn stands, newsstands, ticket or information wickets.
- (ii) Place bus and taxi gathering areas as surveillance sites along a street.
- (iii) Upgrade police visibility in potential crime spots such as liquor establishments, pool halls, arcades and the like.
- (iv) Employ signage in Downtown Areas particularly susceptible to criminal acts.

APPENDIX "E"

City of Regina Letter Re:
Building Public Washrooms in Regina's Market Square
October 18, 1984

CITY OF REGINA



P O BOX 1790

REGINA, SASK

S4P 3C8

October 18, 1984.

Mr. E. A. Yarnton, Chairman,
Regina's Market Square,
2323 Eleventh Avenue,
Regina, Saskatchewan.

Dear Mr. Yarnton:

Re: Building Public Washrooms in Regina's Market Square

On August 31, 1984 you wrote to request that public washrooms be built in the Market Square area. This request has now been reviewed and I would like to offer the following comments for your consideration.

1. For the most part, downtown users have convenient access to washroom facilities as indicated below:
 - a) Employees - Normally provided at place of employment.
 - b) Shoppers - May utilize facilities at the Cornwall Centre, Eatons, Sears, the Bay, Army and Navy stores, Midtown Centre, 1928 Warehouse and others provided by retailers for customer use.
 - c) Other Business - Various facilities are available, depending on the nature of the trip being made - doctor's offices, court house, City Hall, library, YWCA, churches, other offices, hotels, cinemas, and restaurants.
 - d) Visitors to the city - bus station, train station, downtown hotels (for guests), museums, and other points of interest.

In general, downtown patrons can be included in one or another of the above categories and they may avail themselves of the existing washroom facilities associated with the purpose of their downtown visit. The attached map shows the location of washroom facilities available to the public.

2. There is a small proportion of downtown users which do not have easy access to washroom facilities:
 - a) Casual visitors who do not have a specific destination and will not be using restaurants, theatres, etcetera, especially at off-business hours.
 - b) Patrons of special events such as parades, outdoor assemblies etcetera, especially during off-business hours.

Visits made for these purposes constitute a small portion of the approximately 250,000 person/trips made downtown each week. Less convenient facilities are available at several locations including the bus and train stations.

3. The objective of providing public washrooms is primarily to make access more convenient for this second group of downtown users and, to some extent, for shoppers and other visitors who choose not to use the existing washroom facilities which are made available to them.
4. Drawbacks to the provision of washrooms as proposed include the following:
 - a) The current cost of construction (\$50-75 thousand) and operation (\$50-75 thousand/year) is high. Whether these funds come from Market Square or the City, questions of alternate allocation of these resources in relation to the benefits derived can be raised.
 - b) Security and maintenance must be adequately addressed. If the washrooms are perceived as being hangouts it is likely that they will be avoided by a large proportion of the very downtown patrons for whom the facilities are intended. The burden of maintaining a clean, safe image adds greatly to the operating cost of the facilities.
 - c) A location in Victoria Park would subject the vegetation to considerable stress, beyond that which is currently experienced by park use. Physically, there are very few opportunities other than in Victoria Park for a centrally located free standing washroom structure with access at grade.
5. Options to a free standing public washroom in Victoria Park include the following:
 - a) embarking on a programme to enhance public awareness of where existing washrooms are located, their hours and restrictions (if any) on their use. This may be achieved through advertising, better directional signage and other such methods. This option provides an incremental improvement of the existing situation at minimal cost by making more effective use of existing facilities.

APPENDIX E

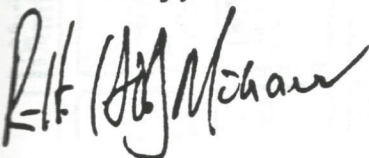
CITY OF REGINA

- b) providing publicly accessible washrooms as part of a larger development. This option is especially applicable to be integrated into any climate controlled pedestrian system. It may be possible to negotiate for the provision and operation of public washrooms by the developer(s) of large, downtown project(s). In this way, the cost to the public of accommodating a higher density development could be compensated by the benefit derived from the provision of public washrooms.

Based on our findings we suggest that further review of the alternatives be considered before a decision is made to proceed with development of publicly funded free standing washrooms in Victoria Park. Included in this review could be a trial public information campaign and establishment of the zoning mechanisms necessary to negotiate for washrooms to be included as part of new developments which are being proposed. The development of free standing washrooms in Victoria Park should only be pursued if it is found that the alternatives do not result in a satisfactory level of service being provided.

It should be noted that, as part of our review, Saskatoon, Winnipeg, Calgary, Edmonton and Moose Jaw were contacted. Only Winnipeg has washrooms of the type being proposed, located near their Provincial Legislative Building. They had initially experienced significant problems of vandalism, but these have decreased somewhat due to increased supervision. Other cities have public washrooms as part of larger developments. Moose Jaw plans washrooms as part of their City Hall expansion (to replace those which they had earlier) and Edmonton has negotiated for public washrooms as part of a food fair complex which is adjoining their subway system. Calgary and Saskatoon, like Regina, do not have specifically identified public washrooms in the downtown.

Yours truly,



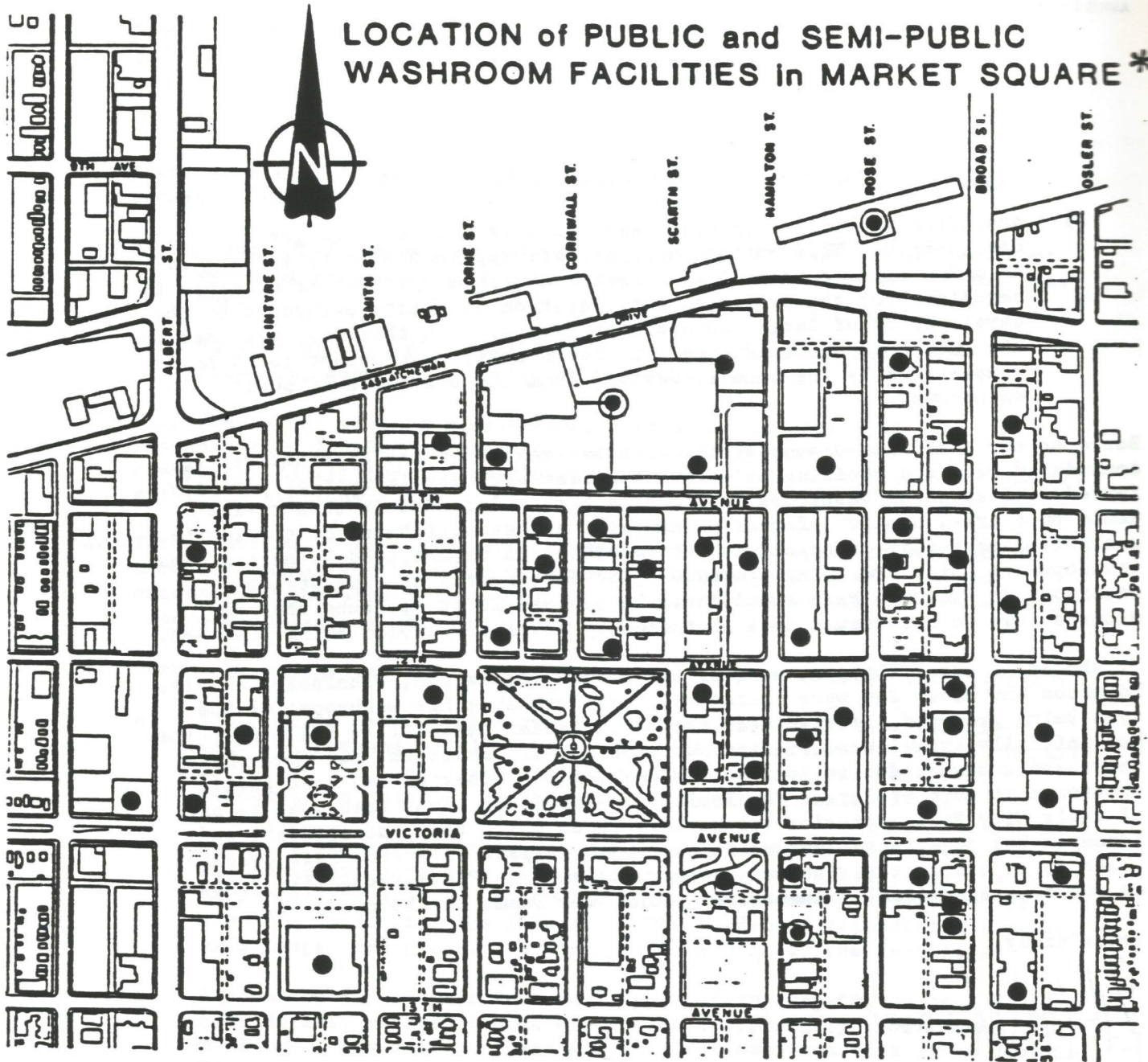
W. K. Mann,
City Manager.

Attachment

2491D

c.c. Director of Planning

LOCATION of PUBLIC and SEMI-PUBLIC WASHROOM FACILITIES in MARKET SQUARE *



LEGEND:

● Semi-Public Washrooms

⊙ Public Washrooms

* Note: This inventory may be incomplete as not all locations have been identified.

APPENDIX "F"

City of Vancouver Bylaw Regulating
the Display of Adult Publications

APPENDIX F

By-Law No. 5843

A By-law to amend the License By-law being By-law No. 4450

THE COUNCIL OF THE CITY OF VANCOUVER, in open meeting assembled, enacts as follows:

1. By-law No. 4450 is amended in section 2 by:
 - a) inserting immediately after the definition for "Adult Entertainment Store" the following:

"Adult publication" means any book, pamphlet, magazine or printed matter however produced which contains a visual image or representation of a person or portion of the human body depicting nudity, sexual conduct, or sadomasochistic behavior.
 - b) inserting immediately after the definition for "Neighbourhood Theatre" the following:

"Nudity" means the showing of the human male or female genitals or pubic area with less than a full opaque covering.
 - c) inserting immediately after the definition for "Self-Service Station" the following:

"Sexual conduct" means sexual intercourse or physical contact with a person's clothed or unclothed genitals or pubic area.
2. By-law 4450 is further amended by inserting immediately after section 7A the following:

ADULT PUBLICATIONS

7b. Except where the business is an adult entertainment store licensed under this By-law, no person carrying on any trade, business or occupation shall display or permit to be displayed an adult publication except as herein provided:

- a) no adult publication shall be located on any shelf the bottom edge of which is less than 47 inches from the floor;

- b) all adult publications shall be placed behind a sheet of opaque plastic or other opaque substance which extends for the full length of the shelf on which such publications are placed and which extends vertically for at least 8" from the bottom of the shelf.

3. This By-law shall come into force and take effect on January 1, 1985.

APPENDIX "G"

Questionnaire for City Employees

APPENDIX G

WHAT IS THE MAYOR'S TASK FORCE ON WOMEN'S ISSUES?

This Task Force will be making recommendations to City Council on issues of importance to women living in Regina. We are putting particular emphasis on issues directly governed by City Council.

A draft report from the Task Force is scheduled to be ready for public discussion by the end of October. The final report is scheduled for the end of 1987.

The following issues are being addressed by the Task Force:

1. Urban Environment: child care for downtown shoppers, lighting of parkades and parking lots, safety at transit stops, public washrooms in the downtown.
2. Social, Attitudinal and Economic Development: prostitution, pornography, employment issues.
3. Community Development: includes a variety of issues related to the topics of Family Violence, Housing, Child Care, and Health.

In addition to addressing issues which are of concern to all women living in Regina, the Task Force has a special interest in hearing from employees of the City.

City employees were invited to meetings on September 9 and 10 so they could voice their concerns to the Task Force and fill out questionnaires. Since attendance at these meetings was small, we have decided to distribute questionnaires to all women employees at their workplace.

We would like to know about your concerns as women employees of the City and your suggestions as to how the City could be more responsive to the needs of women. We would also like to take this opportunity to ask you about other issues you believe the Task Force should be dealing with, in addition to those we are already researching.

PLEASE FILL OUT THE ATTACHED QUESTIONNAIRE SO THAT WE MAY RESPOND TO YOUR CONCERNS.

QUESTIONNAIRE FOR WOMEN EMPLOYEES OF THE CITY OF REGINA

1. Are there particular problems faced by women who work for the City?

Yes _____

No _____

If you answered Yes, please list your concerns:

2. If you have suggestions on initiatives the City could take, to better meet the needs of its women employees, please list them below.

3. Please list here any issues you believe the Task Force should be looking into. (These should be in addition to those already being covered. See list of issues on the information sheet - What is the Mayor's Task Force on Women's Issues?)

APPENDIX G

4. Please give us your suggestions on how City programs and services could be more responsive to the needs of women living in Regina:

5. Would you join an information sharing/social network for women employees, if one were available at City Hall. Such a network could hold luncheon events with speakers and organize seminars on topics of interest to women, to assist in career development and allow sharing of common concerns.

Yes _____

No _____

We would appreciate it if you could complete this questionnaire and put it in the envelope in your department's reception area marked Task Force Questionnaires, or return it to the Social Development Department - 9th Floor, City Hall. Please turn in all questionnaires by Friday, October 23. Thank you for your cooperation.

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