

female participation
in the
canada newstart
program

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DEPARTMENT OF REGIONAL ECONOMIC EXPANSION



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FEMALE PARTICIPATION
IN THE
CANADA
NEWSTART PROGRAM

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Regional Economic
Expansion

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Great inequalities in the standard of living exist in Canada, and research shows that these are largely the result of unequal opportunities rather than the inherited potential of human beings. Unequal opportunities have persisted in an era of prosperity, partly because it has been easier and more profitable to develop industries in some regions than in others. However, the federal and provincial governments are now deliberately speeding up the economic and social development of regions that have fallen behind. Natural resources, economic and technological inputs, and new knowledge about social behaviour are making this possible.

With the injection of new industries and new technologies into disadvantaged areas, many social questions have arisen.

**THE CANADA
NEWSTART
PROGRAM**

How are people best helped to move from a pre-industrialized culture to a technological and more urban way of life? What occupational

and social skills will they need? What are the best methods to assist in this educational, occupational and social adjustment? What are the best ways to remove social and psychological barriers? To what degree should the process concentrate on individual adults, groups, or families?

Canada NewStart was established as an action-research program to try to find answers to these and many other related questions. This program is securing new knowledge, and is experimenting with new solutions to the problem of how disadvantaged people can be effectively helped to gain access to new opportunities in Canada. NewStart programs receive financial support and guidance from the parent Department (Regional Economic Expansion) along with the co-operation of provincial governments.

The findings resulting from this research will be made available to federal and provincial governments and other groups, thereby helping Canada develop its human along with its natural resources.

A PROGRAM OF ACTION-RESEARCH

Canada NewStart and its six federal-provincial, semi-autonomous, NewStart Corporations carry out five-year programs of action-research.¹ In effect, six selected areas of Canada are used as laboratories

1

<u>Corporation</u>	<u>Address</u>	<u>Date of Inception</u>
Alberta	Lac la Biche	August 9, 1967
Saskatchewan	Prince Albert	August 10, 1967
Prince Edward Island	Montague	August 23, 1967
Nova Scotia	Yarmouth	June 29, 1967
New Brunswick	Richibucto	May 27, 1969
Manitoba	The Pas	July 15, 1969

for NewStart investigations. The main thrust of the research is the testing of methods of motivating and upgrading the capabilities of disadvantaged people. In spite of the complexity of disadvantage, headway has been made in understanding its visible and non-visible interacting economic, psychological, political and social dimensions.

Studies of disadvantage and human resource development vary with each Corporation, which is encouraged to be innovative, but basically fall into three main research areas:

1. Studies to determine the social and economic characteristics of disadvantaged people.
2. Studies of the local and regional environmental context.
3. Studies to evaluate the effectiveness of interventions, chiefly educational, occupational and social. These studies (in contrast to the types above) are active experiments which deliberately alter existing systems, introduce new elements and modify behaviour.

The selection of interventions used in a research area requires preliminary investigation. For example, through an economic opportunity survey, a NewStart Corporation determines what jobs are, or likely will be, available in its specific region; what technical and social qualifications are needed for this work; and describes the types of people in the labour force. As NewStart gets underway, local residents are absorbed into the programs of recruiting, counselling, course work and social adjustment, at the student and staff levels.

Some upgrading programs are designed for use with adults, as individuals or groups. Other designs are based on upgrading whole families, in the belief that the satisfactory development of human resources is dependent on the total family acquiring the values, attitudes and style of life of an industrial culture.

INTERVENTIONS

Three main types of courses are presented in the intervention programs: basic education, occupational training, and social adjustment courses. However, each Corporation is expected to introduce innovations and adaptations on these themes to suit the unique conditions of its region.

Investigations in methods of aiding social adjustment are carried out both as separate programs and as elements of other intervention studies.

In part, intervention studies are determined by factors specific to that area: natural resources, economic opportunities, social and economic characteristics of the disadvantaged people, and environmental elements.

Evaluation of programs ensures that the findings will be available to guide policy makers and future research. These findings will be disseminated to: government bodies, economic development planners, educational and social welfare administrators, manpower training and re-training organizations, manpower and human resource development planners, libraries, and to the scientific-academic community.

INTRODUCTORY REMARKS

In NewStart's program of testing new ways of upgrading disadvantaged people, the question arises: to what degree are women involved? This paper explores this question in the following order:

- A An Examination of the Trainee Program for Females
 - 1. Basic Education Courses
 - 2. Occupational Training
 - 3. Social Adjustment Courses
- B An Examination of Female Staff
 - 1. Basic Education Courses
 - 2. Occupational Training
 - 3. Social Adjustment Courses
- C Alberta NewStart's Action-Research Program for Families in Northern Isolated Communities
- D New Corporations

In investigating the degree and kind of female participation in NewStart many questions come to mind. Is it NewStart's policy to test programs designed to include females? If so, what are these programs? Will they help a woman enter the labour force? How much will these programs affect the life style of women and their families? How much will this social change affect opportunities for their husbands and children? Are women trainees and staff present only in occupations traditionally reserved for females? To what degree are occupational opportunities available in semi-rural settings? This paper will explore some of these and other related questions. Answers to some of these questions are a matter of widespread interest for economic, social and cultural reasons.

The primary objective of this study is simply to describe the degree and kind of female participation in the Canada NewStart Program.

More specifically, in part, it examines the social characteristics of female trainees and staff participating in a variety of action-research programs in basic education, occupational training and social adjustment. The presentation of this data is chiefly in tabular form, and makes up the bulk of this report. No attempt was made to analyze the factors responsible for the distributions. However, from these tables meaningful patterns of female participation in NewStart emerge and point to areas of further investigation.

A few notes of caution are in order. Since none of the NewStart Corporations have yet completed their five year period of research, the findings presented in this report should be considered as partial results. Then too, the data presented below are not of all projects at NewStart. Data for this study were collected only from those projects which had female participation. Many NewStart trades courses and on-the-job training programs, specifically designed for men, exist but were not included.

In addition, this study does not explore female participation in administrative, research or planning capacities at NewStart, although these exist. Nor does it investigate the degree of female participation in demographic surveys of target areas.

One further note of caution: because Alberta NewStart has an integrated residential program for families, Alberta data were not always included under the headings identified in sections A and B. This comprehensive research program is treated separately, in a qualitative manner, in section C.

While reading this report the reader should keep clearly in mind the fact that the Canada NewStart Program is an action-research program, not a training program.

Finally, the author would like to thank the following NewStart personnel for assisting with the collection of data: Research Directors - Dr. L.R. Denton (N.S.), Tom Connor (P.E.I.) and Dr. B.K. Simpson (Man.);

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A AN EXAMINATION OF THE TRAINEE PROGRAM FOR FEMALES

Since the target populations of NewStart Corporations are representative of disadvantaged regions comprising chiefly rural and semi-rural areas, most of the women trainees in NewStart are rural and semi-rural residents, range in age from 16-58 years, and range in educational level from semi-literacy to secondary school. Other social characteristics of female trainees appear in the tables below, and give a picture of the kind of females participating in the various programs.

NewStart's policy for recruitment in its courses has been by self selection. With the exception of the strictly male trades courses this permits females equal opportunities with men, in regard to recruitment.¹

The trainee programs for females exist at the four NewStart Corporations which have already mounted their research: Prince Edward Island, Nova Scotia, Saskatchewan and Alberta. These trainee programs for females can be classified into three broad types:

1. Basic Education Courses
2. Occupational Training
3. Social Adjustment Courses

1. Basic Education Courses

In general, intervention research programs in basic education are designed to test methods of upgrading disadvantaged adults. More specifically they are designed to determine effectiveness of various educational training materials when used with a group of disadvantaged trainees. These experimental programs are yielding results which indicate levels at which greatest effectiveness can be expected.

¹ Of course this statement should be modified by the fact that limitations are placed on married women with children. The Alberta NewStart program for families overcomes this limitation as does the Prince Edward Island NewStart's Day Care Centre program.

TABLE 1A DISTRIBUTION OF TRAINEES IN NEWSTART BASIC EDUCATION COURSES BY CORPORATION AND BY SEX, FEMALE MARITAL STATUS, AND FEMALE ETHNICITY - 1968/69

NewStart Corporation	Sex		Female Marital Status		Female Ethnicity		
	M	F	M	S	Indian	Métis	Caucasian
Saskatchewan	31	20	10	10	10		10
P.E.I.	24	24	18	6	0		24
Alberta	85	65	45	20	63		2
Nova Scotia	14	3	2	1	0		3

TABLE 1B PERCENTAGE OF FEMALE TRAINEES IN NEWSTART BASIC EDUCATION COURSES BY CORPORATION AND BY MARITAL STATUS, AND ETHNICITY - 1968/69

NewStart Corporation	% Female	% Marital Status		% Ethnicity		
		M	S	Indian	Métis	Caucasian
Saskatchewan	39.2	50.0	50.0	50.0		50.0
P.E.I.	50.0	75.0	25.0	0.0		100.0
Alberta	43.3	69.2	30.8	96.9		3.1
Nova Scotia	17.7	66.6	33.3	0.0		100.0

Table 1B is derived from Table 1A. Table 1B supplies the following evidence:

- i) The percentage of female trainees in basic education ranges from 17.7% in Nova Scotia; 39.2% in Saskatchewan; 43.3% in Alberta to 50% in P.E.I.
- ii) In the two Western provinces where many Indians and Métis are disadvantaged, the percentage of female Indian/Métis trainees in basic education ranges from 50% in Saskatchewan to 96% in Alberta.

- iii) The percentage of married females participating in basic education ranges from 50% in Saskatchewan to 66% in Nova Scotia; 69.2% in Alberta to 75% in Prince Edward Island.

2. Occupational Training

It has been pointed out earlier that data for this study were collected only from those projects which had female participation, and not from trades courses specifically designed for men.

Tables 2A and 2B below identify the types of occupational training offered females and give a distribution picture of females enrolled in these courses.

TABLE 2A DISTRIBUTION OF TRAINEES BY TYPE OF OCCUPATIONAL TRAINING, AND BY SEX, FEMALE MARITAL STATUS, FEMALE ETHNICITY AND RESIDENCE - 1968/69

Occupational Training Course	Sex		Female Marital Status		Female Ethnicity		Residence
	M	F	M	S	Indian Métis	Caucasian	
Social Work Aides	15	8	3	5	1	7	Sask.
School Aides	2	17	14	3	not recorded		Sask.
Teacher Aides	0	11	8	3	1	10	Sask.
Sales Clerk 1	6	1	0	1	1	0	Sask.
Sales Clerk 2	0	6	3	3	3	3	Sask.
Sales Clerk 3	0	6	4	2	3	3	Sask.
Office and Sales Clerk	0	24	4	20	0	24	P.E.I.
Day Care Attendants	0	9	5	4	not recorded		P.E.I.
Homemaker Assistants	0	2	2	0	0	2	P.E.I.
Crafts Training	11	17	17	0	0	17	N.S.
Counsellor Aides	10	8	7	1	1 Negro	7	N.S.

TABLE 2B PERCENTAGE OF FEMALE TRAINEES BY TYPE OF OCCUPATIONAL TRAINING, AND BY MARITAL STATUS, ETHNICITY AND RESIDENCE - 1968/69

Occupational Training Course	% Female	% Marital Status		% Ethnicity		Residence
		M	S	Indian Métis	Cauca- sian	
Social Work Aides	34.8	37.5	62.5	12.5	87.5	Sask.
Teacher Aides	93.3	78.5	21.5	9.9	91.1	Sask.
Sales Clerks	68.4	53.9	46.1	53.9	46.1	Sask.
Office and Sales Clerks	100.0	16.6	83.4	0.0	100.0	P.E.I.
Day Care Attendants	100.0	55.5	44.5	not recorded		P.E.I.
Homemaker Assistants	100.0	100.0	0.0	0.0	100.0	P.E.I.
Crafts Training	60.8	100.0	0.0	0.0	100.0	N.S.
Counsellor Aides	44.4	87.5	12.5	12.5 (Negro)	87.5	N.S.

Table 2B is derived from Table 2A. Table 2B supplies the following information:

- i) A high percentage of female trainees are represented in traditional 'woman's work' areas: Teacher Aides (93.3%); Clerical (68.4% and 100%); Day Care Attendants (100%); and Homemaker Assistants (100%).
- ii) Fewer females than might be expected are enrolled in the Social Work Aides course.
- iii) Males and females are almost equally represented in both Crafts Training (60.7%) and Counsellor Aides (44.4%).
- iv) All female trainees in Prince Edward Island are Caucasian. In Saskatchewan, Indian and Métis trainees are represented to a considerable degree (53.9%; 12.5%; 9.9%). In Nova Scotia, the one Negro female trainee comprises 12% of the total.

Table 2B verifies that, in addition to basic education courses, females are offered occupational training in the NewStart research program. As is general in Canada (Porter, 1967:22; Ostry, 1967:45), occupations reserved for female trainees in NewStart are in 'woman's work' fields. This pattern may be due to: the tendency to continue traditional attitudes in relation to women in the work world; disadvantaged women lack the necessary education to enter higher occupational levels, traditionally reserved for advantaged men; higher level occupations were not offered to either male or female trainees, who are disadvantaged.

Fewer females than might be expected are enrolled in the Social Work Aides course.

3. Social Adjustment Courses

Social adjustment elements are present in most of the courses offered trainees at NewStart. In addition certain NewStart programs include specific social adjustment courses. Tables 3A and 3B below identify these courses and give a distribution picture by sex, female marital status, female ethnicity and by residence.

TABLE 3A DISTRIBUTION OF TRAINEES BY TYPE OF SOCIAL ADJUSTMENT COURSE, AND BY SEX, FEMALE MARITAL STATUS, FEMALE ETHNICITY AND RESIDENCE - 1968/69

Social Adjustment Course	Sex		Female Marital Status		Female Ethnicity		Residence
	M	F	M	S	Indian Métis	Caucasian	
Life Skills 1	40	16	8	8	4	12	Sask.
Life Skills 2	15	17	17	0	9	8	Sask.
Women's Program	0	20	0	20	20	0	Alberta
Development of Home Management Skills	0	12	12	0	0	12	P.E.I.
Courses to effect Changes of Social Practices as pre-Vocational Training	9	7	0	7	0	7	Nova Scotia
Experimental Counselling Training and Developmental Project in Housekeeping and Homemaking Services	0	18	5	13	2 Negroes	16	Nova Scotia
Resocialization Program for Families	45	45	45	0	45	0	Alberta

TABLE 3B PERCENTAGE OF FEMALE TRAINEES BY TYPE OF SOCIAL ADJUSTMENT COURSE, AND BY MARITAL STATUS, ETHNICITY, AND RESIDENCE - 1968/69

Social Adjustment Course	% Female	Marital Status,		Ethnicity,		Residence
		M	S	Indian Métis	Caucasian	
Life Skills	37.5	75.7	24.3	39.4	60.6	Sask.
Development of Home Management Skills	100.0	100.0	0.0	0.0	100.0	P.E.I.
Courses to effect Changes of Social Practices as Pre-Vocational Training	43.7	0.0	100.0	0.0	100.0	Nova Scotia
Experimental Counselling, Training and Developmental Project in House-keeping and Homemaking Services	100.0	27.7	72.3	(Negro) 11.1	88.9	Nova Scotia
Women's Prog.	100.0	0.0	100.0	100.0	0.0	Alberta
Resocialization Program for Families	50.0	100.0	0.0	100.0	0.0	Alberta

From Table 3A we can conclude that females participate in Social Adjustment Courses at NewStart Corporations, and that in Homemaking Courses women make up 100% of the trainees, as would be expected.

B AN EXAMINATION OF FEMALE STAFF

The examination of female staff is a cursory one and is limited only to those females involved with courses for trainees. This examination gives a picture of the distribution of female staff by marital status, educational level, occupational status and ethnicity. Tables 4, 5 and 6 below, give a profile of female staff, by the various social characteristics just mentioned.

TABLE 4 DISTRIBUTION OF FEMALE STAFF OF BASIC EDUCATION COURSES AT FOUR NEWSTART CORPORATIONS - 1968/69

	F Staff	Marital Status		Educational Level		Occupational Status			Ethnicity, Indian Cauca- Métis sian		
		M	S	Sec. Coll./ Sch. Univ.		Sup.	Teach.	Coun.	Suppt.		
N	40	28	12	23	17	3	27	3	7	9	31
%	100	70.0	30.0	57.5	42.5	7.5	67.5	7.5	17.5	22.5	77.5

Table 4 shows that 40 female staff participate in the basic education courses given to disadvantaged males and females at four Corporations (P.E.I., Nova Scotia, Saskatchewan, and Alberta). Of these 40, 70% are married, 42.5% are at the college or university level, 7.5% are in a supervisory role and 22.5% are of Indian or Métis ethnic background.

TABLE 5 DISTRIBUTION OF FEMALE STAFF OF OCCUPATIONAL COURSES AT FOUR NEWSTART CORPORATIONS - 1968/69

F Staff	Marital Status		Educational Level		Occupational Status				Ethnicity,	
	M	S	Sec. Sch.	Coll./Univ.	Sup.	Teach.	Coun.	Suppt.	Indian	Caucasian
N 31	18	13	16	15	5	17	8	1	6	25
% 100	58.1	41.9	51.7	48.3	16.1	54.8	25.7	3.2	19.3	80.7

Table 5 shows that 31 female staff participate in the occupational training courses chiefly designed for women at the four Corporations. Of these 31, 58.1% are married, 48.3% are at the college or university level, 16.1% are in a supervisory role and 19.3% are of Indian or Métis ethnic background.

TABLE 6 DISTRIBUTION OF FEMALE STAFF OF SOCIAL ADJUSTMENT COURSES AT FOUR NEWSTART CORPORATIONS - 1968/69

F Staff	Marital Status		Educational Level		Occupational Status				Ethnicity,	
	M	S	Sec. Sch.	Coll./Univ.	Sup.	Teach.	Coun.	Suppt.	Indian	Caucasian
N 31	23	8	16	15	8	15	5	3	10	21
% 100	74.2	25.8	51.7	48.3	25.8	48.3	16.1	9.6	32.2	67.8

Table 6 shows that 31 female staff participated in the social adjustment courses at four Corporations. Of these 31, 74.2% are married, 48.3% are at the college or university level and 25.8% are in a supervisory role. Thirty-two point two per cent of female staff are of Indian or Métis ethnic background; these of course are concentrated in Alberta (25.8%) and Saskatchewan (6.4%).

SUMMARY

From Tables 4, 5 and 6 we can conclude that there are 102 female staff participating in the basic education, occupational and social adjustment courses of the action-research program at four NewStart Corporations. Of these the majority are married (74.2%, 70.0% and 58.1%), and almost half have either a college or university degree or several years at university (48.3%, 48.3% and 42.5%). The occupational status of some of these women is a supervisory one (25.8%, 16.1% and 7.5%) while the majority are at the status of teachers (67.5%, 54.8% and 48.3%).

C ALBERTA NEWSTART'S ACTION-RESEARCH PROGRAM FOR FAMILIES IN NORTHERN ISOLATED COMMUNITIES

The report thus far has presented profiles of female participation of trainees and staff in a type of research program designed to test the upgrading of individuals. Another type of action-research program designed for female participation is the one operated for semi-literate families by Alberta NewStart. Three mobile centres, each with fifteen Indian or Métis families, offers programs to modify behaviour and change the life style of husband, wife and children.

The intervention program includes: courses in basic education for both husband and wife; pre-vocational courses for men; social adjustment courses for men, women and children. Pre-vocational courses offer men the opportunity to become familiar with a number of occupational fields. The purpose of this training is to help a man make an occupational choice should he choose to continue his education and enroll for occupational training.

The social adjustment program for families has both a formal and informal structure. Men and women are taught: how to handle money; the norms of the world of work; household management; personal cleanliness; and basic nutrition. Pre-school children attend day care centres where they learn new patterns of play, new social and pre-reading skills. This program serves two main purposes: it allows NewStart to have an impact on the pre-school child and to evaluate the effect of this impact; it frees the mother to upgrade herself. In an informal way, families learn new organizational patterns, new ways of interacting, and new values and attitudes through the use of the NewStart facilities as a recreational hall, during leisure hours. They also are encouraged to value and develop the strengths inherent in their Indian and Métis cultures.

The conceptual framework of this action-research program contains dimensions of resocialization and acculturation processes. In effect this tests methods of helping disadvantaged, native families to improve their standard of life. In addition, this research program is designed to test the hypothesis that the most effective way to change behaviour patterns is by upgrading the family as a unit, rather than the breadwinner as an individual.

D NEW CORPORATIONS

The two NewStart Corporations which were recently formed in Manitoba and New Brunswick are just developing their research plans. On the planning board of both are designs to test methods in basic education, occupational training and social adjustment for females. In addition, Manitoba NewStart is attempting to design programs: to test resocialization methods of total families; to investigate methods of educating women who are heads of households for stable and rewarding employment; and to study the life patterns of thirteen 'successful' Indian and Métis women. New Brunswick NewStart will also do studies to examine to what degree culture and language 'lag' are determinants of disadvantage in males and females.

E CONCLUSIONS

The primary objective of this study was simply to describe the degree and kind of female participation in the Canada NewStart Program. More specifically it examined the social characteristics of female trainees and staff participating in a variety of action-research programs in basic education, occupational training and social adjustment. In addition a qualitative description of Alberta NewStart's research program for families in northern isolated communities was presented. This was followed by a presentation of research plans for the two recently established NewStart Corporations which will involve female participation.

From the evidence presented earlier in this paper on NewStart female trainees and staff we can conclude:

1. That female trainees are enrolled in a variety of programs in basic education, occupational training and social adjustment.
2. At Prince Edward Island and Alberta NewStarts, male and female trainees are almost equally represented in basic education courses. In Saskatchewan and Nova Scotia NewStarts, fewer female trainees than male trainees are enrolled.
3. Of the total female trainees at Saskatchewan and Alberta NewStart Corporations a very high percentage are Indians and Métis.
4. Of the female trainees enrolled in basic education a relatively high proportion are married.
5. Occupational training for females in NewStart is in fields traditionally reserved for women, called "woman's work". NewStart has not broken new ground in this area, but has repeated the traditional patterns prevalent in society generally.
6. There is participation by disadvantaged female trainees in the rapidly developing paraprofessional fields.

7. There are 102 female staff associated with the courses in basic education, occupational training and social adjustment.
8. Of the 102 female staff the majority are married and almost half have college or university education. Some are in supervisory roles, with the majority being teachers.

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APPENDIX - METHODOLOGY

The raw data for this study on Female Participation in the Canada NewStart Program were segmentally collected by each research director and his colleagues in the various NewStart Corporations. Official NewStart records were the chief source for the data. These were supplemented by information informally collected by interview.

The raw data that were collected by the Corporations were compiled from a questionnaire which is attached.

QUESTIONNAIRE FOR THE COLLECTION OF DATA ON THE INVOLVEMENT OF WOMEN IN NEWSTART

NEWSTART CORPORATION:

RESPONDENT:

Name of Project	Objectives (in brief)	Number of Male Trainees Involved	Female Trainees Involved: Number, Age, Marital Status, Ethnic Background	Number of Male Staff	Female Staff: Number, Age, Marital Status, Ethnic Background, Educational Level, Supervisory Status, Teaching Status	Other Kinds of Involvement of Women (Planning, etc.)
<p><u>Comments and Suggestions</u></p>						

