

EMERGING FROM THE PURGE:

Reviewing the State
of LGBTQI2S Inclusion
in Canada's Federal
Workplaces

May 2021

LGBT
Purge
Fund



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Foreword

The LGBT Purge Fund is pleased to provide this extensive report and recommendations regarding LGBTQI2S diversity and inclusion, and training in the federal public service, the RCMP and the Canadian Armed Forces (CAF).

The LGBT Purge Fund wishes to acknowledge the excellence of the subject matter experts retained to conduct a thorough review into the current state of these matters and then to make informed recommendations to the government to improve and enhance their practices regarding LGBTQI2S people.

The subject matter expert team of Egale Canada, Fondation Émergence and Optimus SBR, brought their expert subject-matter knowledge, experience, innovative assessment tools and analysis to prepare this important report. The LGBT Purge Fund extends our appreciation and thanks to them for their invaluable work.

Above all, the LGBT Purge Fund urges the Prime Minister of Canada to hold accountable the ministers responsible for the federal public service, the Royal Canadian Mounted Police and the Canadian Armed Forces to review the findings in this report and to act on its recommendations.

If diversity and inclusion is Canada's strength, this is the time to act upon the recommendations contained in this report in order to make the government of Canada a better employer and improve the way it serves all Canadians.

This important report identifies challenges, as well as best-practices, innovative ideas and recommendations for promoting LGBTQI2S diversity and inclusion in the federal workplace. It also addresses key areas for improvement.

The LGBT Purge Fund also wishes to thank to the government of Canada (with special thanks to the Canada School of Public Service and the LGBTQ2 Secretariat), the federal public service, the RCMP and the CAF for supporting the work of the subject matter experts in conducting their work.

Those who experienced the LGBT Purge – a shameful event in Canadian history that happened within living-memory – will be monitoring the outcomes from this report closely. Indeed, it is thanks to the generosity and commitment of the courageous Purge survivors that this work was made possible. They deserve the greatest thanks for continuing the journey to make things better. As with many challenges to injustices, it is the victims that have to show the most strength and determination to see things change for the better.

In this report, the government now has an informed analysis of its practices and short-comings, and a clear set of recommendations on how to improve the federal workplace. The work has been done on behalf of LGBT Purge survivors; but it is now up to the government to take the next steps and implement the recommendations. Over to you ...



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List of Acronyms

Acronym	Term
ARAO	Anti-racism and Anti-oppression
BPOC	Black and People of Colour
CAF	Canadian Armed Forces
CHRA	Canadian Human Rights Act
CMHR	Canadian Museum for Human Rights
CPATH	Canadian Professional Association for Transgender Health
CPKN	Canadian Police Knowledge Network
CRA	Canada Revenue Agency
CSC	Correctional Service Canada
CSPS	Canada School of Public Service
DND	Department of National Defence
ECCC	Environment and Climate Change Canada
EDI	Equity, Diversity and Inclusion
EEG	Employment Equity Group
ERG	Employee Resource Group
ESDC	Employment and Skills Development Canada
FPS	Federal Public Service
GAC	Global Affairs Canada
GBA+	Gender Based Analysis Plus
HQ	Headquarters
HR	Human Resources
ICCMC	Integrated Conflict and Complaints Management Centre
ID	Identification
IRCC	Immigration, Refugees, and Citizenship Canada
LGBTQI2S	Lesbian, Gay, Bisexual, Trans, Queer, Questioning, Intersex, Two Spirit
MAF	Management Accountability Framework
NCR	National Capital Region
PCH	Patrimoine Canadien/Heritage Canada
PSA	Positive Space Ambassador

Acronym	Term
PSES	Public Service Employee Survey
PSI	Positive Space Initiative
PSPC	Public Service Procurement Canada
RCMP	Royal Canadian Mounted Police
RMMP	Reconciliation and Memorialization Measures Panel, now the LGBT Purge Fund
SME	Subject Matter Experts
SOGIE	Sexual Orientation, Gender Identity and Expression
TBS	Treasury Board Secretariat
TBS OCHRO	TBS Office of the Chief Human Resources Officer
VPU	Vulnerable Persons Unit
WAGE	Women and Gender Equality Canada
WPATH	World Professional Association for Transgender Health

Glossary of Key Terms

Bisexual: A person who experiences attraction to people of the same gender as themselves, as well as to people of a different gender.

Binarism: The assumption that there are only two possible categories for gender and sex, and that a person must be either male/man or female/woman.

Cisgender (Cis): A person whose gender identity corresponds with what is socially expected based on their sex assigned at birth (e.g., a person who was assigned male at birth and identifies as a man).

Cisnormative: A cultural and societal bias, often unconscious, that privileges cisgender identities and gender norms, and ignores or underrepresents trans identities and/or gender diversity by assuming that all people are cisgender and will express their gender in a way that aligns with perceived gender norms.

Deadnaming: To refer to somebody by a name they were given at birth but no longer actively using because it does not align with their identity. A trans person's deadname is typically associated with the gender they were assigned at birth. Repetitive or intentional deadnaming can be considered a form of harassment.

Diversity: The presence of variety among individuals within a group in terms of identity characteristics (e.g. gender, attraction, race, class, ability, etc.) that may create advantages or barriers to opportunities and resources because of historical and ongoing systems of discrimination.

Employee Resource Group (ERG): A voluntary employee-led collective of individuals with a shared interest or identity that is typically sanctioned by the organization but operates outside the organization's formal business lines. ERG's may variously provide a social outlet or offer more formal support to its members through resources, personal development activities, or organizational advocacy.

Employment Equity Group (EEG): One of four designated populations recognized within the *Employment Equity Act*¹ (EEA) for which employers must reach representation targets. These groups are women, Aboriginal peoples, persons with disabilities and members of visible minorities.

Equity: A process that acknowledges and actively works to challenge and address systemic barriers to opportunities and resources faced by individuals with marginalized identities because of historical and ongoing imbalances of power.

EDI Department/Office: A dedicated business unit or individual position responsible for monitoring and advancing barriers to equity, diversity and inclusion experienced by individuals within the federal workplace.

Gay: A person who experiences attraction to people of the same gender as themselves.

¹ *Employment Equity Act, Statutes of Canada*. 1995, c.44. <https://laws-lois.justice.gc.ca/eng/acts/E-5.401/page-1.html>.

GBA+: GBA+ is an analytical process that provides a rigorous method for the assessment of systemic inequalities, as well as a means to assess how diverse groups of women, men, and gender diverse people may experience policies, programs and initiatives.²

Gender: A person's internal and individual experience of gender. It is not necessarily visible to others and it may or may not align with what society expects based on assigned sex.

Gender Expression: The way a person presents and communicates gender within a social context, such as through clothing, speech, body language, hairstyle, voice, and/or the emphasis or de-emphasis of bodily characteristics or behaviours, etc. The ways in which gender is expressed are culturally specific and may change over time.

Gender Identity: A person's internal and individual experience of gender, which may include an internal sense of being a man, woman, both, neither or another gender entirely. A person's gender may or may not correspond with social expectations associated with the sex they were assigned at birth.

Gender Nonconforming: An umbrella term for gender identities and/or gender expressions that differ from dominant cultural or societal expectations based on assigned sex. Other common terms associated with gender nonconforming are gender diverse and gender variant. Someone who is gender nonconforming may or may not also identify as trans.

Gender-neutral Language: Language which does not assume the gender of the person being referred to. In English, this is often based on avoiding explicit references to gender (e.g., he/she) or binarist gendered assumptions. In French, this requires close attention to the use of both personal and non-personal pronouns, epicene and/or *abrégé* forms of nouns (e.g., *employé.e*), adjectives and their agreements, as well as to resisting the convention of relying on masculine forms by default.

Heteronormative: A cultural and societal bias, often unconscious, that privileges heterosexuality, and ignores or underrepresents diversity in attraction and behaviour by assuming all people are heterosexual.

Heterosexual: A person who experiences attraction to people of a different gender than themselves. Also referred to as straight.

Integrated Conflict and Complaints Management (ICCM): A service of the Canadian Armed Forces (CAF) designed to help members submit, track and resolve complaints.

Inclusion: The active and continuous process of fostering conditions in which all individuals in a given environment feel valued, welcomed, respected, represented and able to participate fully and equally regardless of aspects of their identities that differ from the dominant group.

Intersectionality: A concept coined by theorist, Kimberlé Crenshaw, which recognizes that each person simultaneously exists within multiple and overlapping identity categories (including but not limited to: ability, attraction, body size, citizenship, class, creed, ethnicity, gender expression, gender identity, race,

² Canada. Women and Gender Equality Canada. 2021 "About Gender-based Analysis Plus (GBA+)" What is Gender-based Analysis Plus. Government of Canada. Accessed May 3, 2021.

religion). An intersectional analysis recognizes that the ways in which an individual experiences systems of privilege and oppression are often impacted by the interplay of their various identity categories.

Intersex: A person whose chromosomal, hormonal, or anatomical sex characteristics fall outside of the conventional classifications of male or female.

Kirkpatrick Evaluation Model: A four-level assessment model commonly used in corporate learning contexts used to evaluate the effectiveness of an intervention on learner and business outcomes.

Lesbian: A woman-identified person who experiences attraction to people of the same gender.

LGBTQI2S: An acronym for Lesbian, Gay, Bisexual, Trans, Queer, Questioning, Intersex, Two Spirit. The acronym, and its variant forms (e.g., LGBTQ), is often used as an umbrella term to encompass a broad spectrum of identities related to gender and attraction.

Non-binary: An umbrella term to reflect a variety of gender identities that are not exclusively man or woman. Identity terms which fall within this category may include genderqueer, agender, bigender, or pangender.

Out (Coming-out): The state of openly identifying one's attraction/sexual orientation and/or gender identity and expression. Coming out is used to describe the process of informing others of one's identity, as well as expressing it publicly.

Positive Space Initiative (PSI): A federal workplace training and social support initiative designed to foster a welcoming and inclusive work environment for everyone, with particular focus on LGBTQI2S people.

Positive Space Ambassador (PSA): Individuals trained as local change agents and as first point of contact for anyone seeking support or information related to LGBTQI2S issues in the workplace. Within some federal entities, this role is also known as a Positive Space Champion, though Ambassador is used for the purposes of this report.

Queer: An umbrella term encompassing a range of identities related to sex, gender, and attraction that fall outside of societal expectations of heterosexuality or cisgenderness. Historically used as a slur against LGBTQI2S people, it has been reclaimed by some LGBTQI2S communities as a term of pride and affirmation of diversity.

Sex (Assigned Sex): The biological classification of a person as female, male or intersex. It is usually assigned at birth based on a visual assessment of external anatomy.

Sexual Orientation (Attraction): A person's potential for emotional, intellectual, spiritual, intimate, romantic, and/or sexual interest in other people, often based on their sex and/or gender. Attraction may form the basis for aspects of one's identity and/or behaviour.

Systems of Oppression and Privilege: The historically rooted societal structures that uphold dominance and power over particular bodies, identities, and experiences and are maintained by being firmly built into the structures, operations, institutions, and discourses of a society (e.g. white supremacy, patriarchy, cisheteronormativity, etc.).

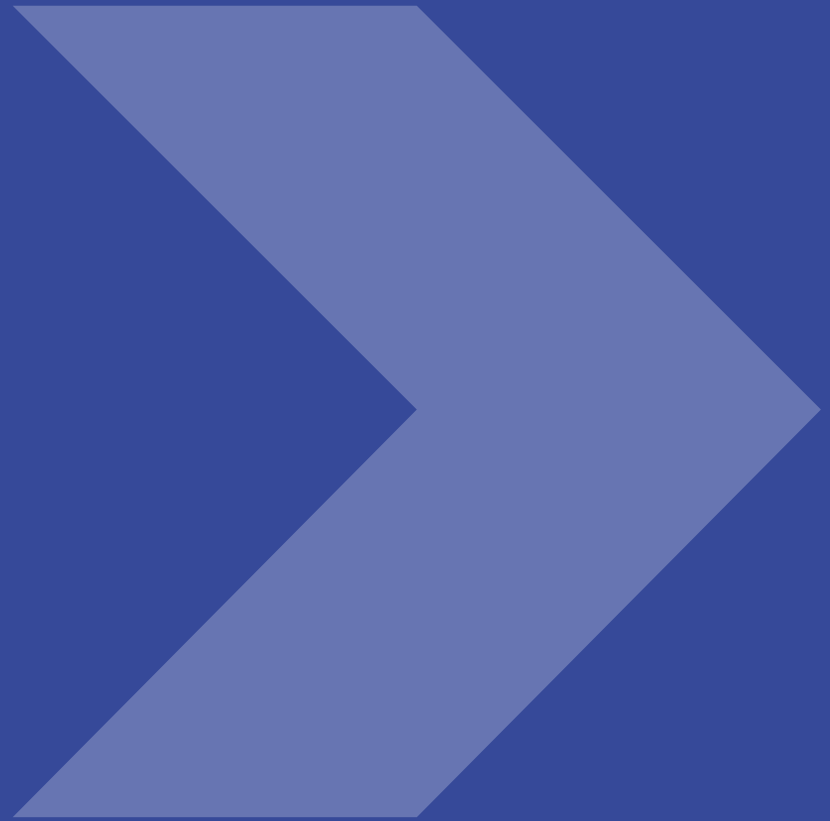
Tokenism: The practice of making only a symbolic gesture in order to outwardly signal an effort toward diversity and inclusion without genuine commitment to empower historically marginalized groups and individuals, or to addressing the systems and structures that maintain power imbalances.

Trans (Transgender): A person whose gender identity does not correspond with what is socially expected based on their sex assigned at birth. It can be used as an umbrella term to refer to a range of gender identities and experiences.

Transition: The various social, medical and/or legal changes that some trans people may pursue to affirm their gender identity. The transition process is highly individualized, according to the needs, comfort, and means of the trans person.

Two Spirit: An English umbrella term to reflect and restore Indigenous traditions forcefully suppressed by colonization, honouring the fluid and diverse nature of gender and attraction and its connection to community and spirituality. It is used by some Indigenous People rather than, or in addition to identifying as LGBTQI.

WPATH and CPATH Guidelines: Standards of care and clinical guidance for health professionals assisting trans and gender non-confirming people provided by the World Professional Association for Transgender Health (WPATH) and Canadian Professional Association for Transgender Health (CPATH), respectively.



Executive Summary

Executive Summary

Introduction and Context

Emerging from the Purge: The State of LGBTQI2S Inclusion in the Federal Workplace is written for the LGBT Purge Fund to support the Government of Canada in its efforts to foster a more diverse workplace that is equitable and inclusive of LGBTQI2S (lesbian, gay, bisexual, transgender, queer, questioning, intersex, Two Spirit) people. It forms part of ongoing reparations for LGBTQI2S veterans and public servants who were directly affected by the “LGBT Purge” within the Canadian government during the latter part of the 20th century.

The LGBT Purge refers to the state-sponsored discrimination of LGBTQI2S military personnel and federal public servants by the Canadian federal government between the 1950s and mid-1990s. In 2016, survivors of the LGBT Purge launched a class action lawsuit against the Canadian government and reached a settlement of \$145 million in 2018. The LGBT Purge Fund was established in October 2018 to manage the \$15-25 million fund allocated in the LGBT Purge settlement for “reconciliation and memorialization measures.”

The Final Settlement Agreement of this lawsuit includes “Schedule K,” which outlines a series of mandated consultations between federal entities and subject matter experts (SMEs). Egale Canada, Fondation Émergence, and Optimus SBR were appointed by the LGBT Purge Fund to conduct these consultations.

This report is the final output from the consultation period for both LGBTQI2S training and workplace inclusion. It includes an assessment of the current state of LGBTQI2S training and equity, diversity and inclusion (EDI) efforts within the Government of Canada, as well as recommendations on how the government can move forward to make federal workplaces more inclusive for LGBTQI2S people. It includes assessment and recommendations for the three federal entities specifically named for consultation for inclusivity training (Canadian Armed Forces (CAF); Canada School of Public Service (CSPS); Royal Canadian Mounted Police (RCMP)) as well as six Federal Public Service (FPS) departments and agencies who were invited to participate by the LGBTQ2 Secretariat and the LGBT Purge fund (Canada Revenue Agency (CRA), Department of National Defence (DND), Employment and Social Development Canada (ESDC), Global Affairs Canada (GAC), Immigration, Refugees and Citizenship Canada (IRCC), and Treasury Board Secretariat (TBS)).

All participating departments, agencies and federal entities³ were assessed on both inclusivity training, and on LGBTQI2S EDI efforts more broadly. These “current state” findings informed both government-wide and entity-specific recommendations that will further LGBTQI2S inclusivity within federal workplaces.

³ Since the participating bodies are various types of federal organizations, we use the term ‘entities’ throughout this report to refer to all who took part in the assessment.

Methodology and Approach

Approach and Research Process

There is no singular or definitive guide on how to create a diverse, equitable and inclusive workforce. Truly meaningful change toward the creation of inclusive environments should take many responsive forms based on local workplace contexts. This includes consideration of the degree to which leadership, staff, and communities are willing to invest in sustained collaboration toward acknowledging and rectifying all forms of identity-based privilege and oppression that exist within the workplace.

We have therefore focused our approach on identifying a range of current promising practices to assist in this process of creating an inclusive workplace for LGBTQI2S people, while recognizing that these practices will have to continually evolve and develop.

Leading Practices

An extensive online literature review revealed 150 unique evidence-based practices. These were compiled and compared, being further refined to three overarching categories:

- a. Workplace inclusion policies, procedures and practices
- b. Training structures
- c. Organizational culture

Within these three categories, 20 out of the 31 theme areas were identified as being in scope within this project and were used to support a standardized assessment of current structures and practices within each of the participating federal workplaces. Taking account of each theme's critical weight and the degree to which a federal entity's activities reflect the ideals described by each performance indicator, scores were given for each of the 20 themes, and converted to percentages.

Theme scores falling within the bottom quartile ('nascent') show the entity is performing at less than one quarter of its potential with respect to the indicators included in that theme. A theme score falling within the top quartile ('robust') is understood to represent that the entity is performing at more than three-quarters of its potential. These scores are represented on box plot and radar graphs throughout the report and were used to determine the strengths and opportunities for improvement for each assessed entity. Further information on the scoring process can be found in section [3.2 Research Process](#), and guidelines for reading the corresponding charts in 5.0 How to Interpret the Findings.

Although this assessment model was developed for specific use within this project, it is our hope that all federal workplaces will leverage this tool to inform their ongoing diversity and inclusion efforts. A blank copy of the tool can be found in [Appendix C – Assessment Tool](#).

Data collection

A multidirectional approach was adopted for data collection and analysis. This included undertaking semi-structured interviews with key leaders, document analysis, and an online survey for federal employees and personnel at all levels. Informed consent was received from all participants in this project. Data collection took place between May 19 and November 9, 2020. A total of 1250 data sources were collected across all participating federal workplaces, including 46 semi-structured interviews, 272 documents, and 932 survey responses. A full breakdown of data sources by entity can be found in [Appendix G – Data Sources](#).

Limitations

The Assessment Tool provides a point-in-time snapshot of the existing practices observed for the in-scope assessment themes. As such, findings should be interpreted as reflecting only the initiatives in place at the time of data collection. Because of the COVID-19 pandemic, this study did not include any onsite visits or in-person observations. As a result, findings may not reflect the workplace features or experiences of federal employees at any individual location.

The volume and variety of documents that were received by each participating entity, as well as interviewees’ familiarity with the scope of the organization’s activities varied. As a result, it is possible that additional small-scale initiatives or resources exist that were not reported to the research team.

This study examined current practices within nine Canadian government bodies, which represent only a fraction of federal workplaces. As evidenced by the differences in organizational structures and initiatives uncovered by this study, federal workplaces can vary widely in how they foster LGBTQI2S inclusion. As such, the study findings may not represent the state of inclusive practices or employee experiences across all federal workplaces.

Promising Practices

The following table provides a summary of the categories and themes uncovered during the literature review, as well as the number of associated promising practices that were used as part of the assessment tool. Further detail, including ideal states for each theme can be found in section [4.0 Promising Practices](#), as well as Appendix C – Assessment Tool.

Category	Themes	Number of associated promising practices
Workplace Inclusion Policies, Procedures and Practices	General Practices	5
	Climate Surveys	3
	EDI Strategy	9
	Dress Code Policy	5
	Data Collection & Privacy	6
	Employee Benefits	6
	Gendered Facility Policies	4
	Anti-Discrimination and Anti-Harassment Policy	7

Category	Themes	Number of associated promising practices
	Transitioning in the Workplace	2
	Recruitment & Retention	10
	Onboarding	4
	Leave Policies	5
	Duty to Accommodate	3
	Supplier/Contractor Requirements	3
	Performance Management	15
Inclusive Training Structures	Curricular Content	8
	Role-Specific Solutions	5
	Evaluation of Training	7
	Consulting Subject Matter Experts	5
	Program Delivery	5
Organizational Culture	Champions & Allies	4
	Dedicated Equity Staff	6
	Employee Resource Groups	5
	Leadership Support	5
	Interpersonal Climate	6
	Communications	2
	Community Engagement	4
	Resource Accessibility	2
	Visual Culture	2
	Gendered Spaces	3
	Cross-Departmental Collaboration	3

Assessment Findings

Many federal entities are taking steps toward improving LGBTQI2S EDI, and there is generally a willingness to improve workplace inclusion for LGBTQI2S people within the federal workplace. However, this was not found to exist evenly across all participating bodies. There remains work to be done to turn positive intentions into practical and structural solutions that promote sustainable culture change and foster an inclusive workplace across the government.

It should be noted that the report *Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion*⁴, spearheaded by TBS, contains clear recommendations on how EDI can be improved across the public service. We did not see evidence of

⁴ Canada. Treasury Board Secretariat. 2017. *Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion*. Government of Canada. Accessed December 9, 2020. <https://www.canada.ca/en/treasury-board-secretariat/corporate/reports/building-diverse-inclusive-public-service-final-report-joint-union-management-task-force-diversity-inclusion.html>.

significant or widespread implementation of the Task Force’s recommendations to date. Many of the gaps identified in the report align with our own findings.

Here we provide a snapshot of assessment findings across all participating entities:

Strengths:

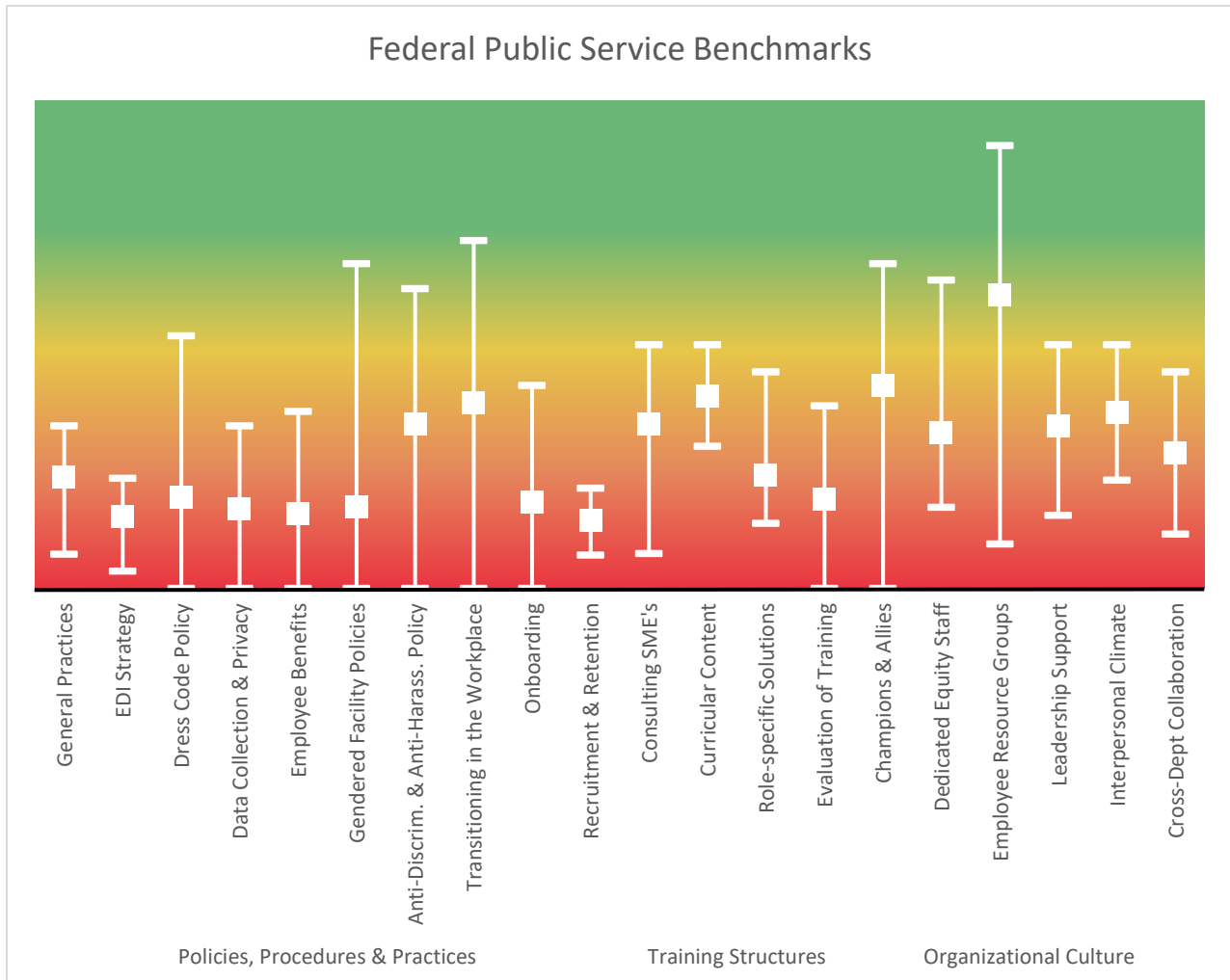
- Pride Network Employee Resource Groups (ERGs) are the participating entities’ main strength at present. They undertake and promote initiatives to improve the workplace experiences of LGBTQI2S staff and often act as a vehicle for voicing the concerns of their members.
- Positive Space training is the main form of education for employees on LGBTQI2S issues and concerns. Several entities reported good uptake of this training and some have developed a flourishing Positive Space Ambassador network as part of this initiative.
- Several of the participating entities have adopted executive-level Champions to act as liaisons, forwarding LGBTQI2S considerations and concerns to senior decision-makers.
- A handful of participating entities have made good efforts toward supporting transitioning employees, and toward adopting trans-positive policies regarding access to gendered facilities. Many have developed or adopted a formal guide to support transitions in the workplace.

Opportunities for Improvement:

- All participating federal entities appear to be lacking a clear and specific EDI strategy or explicit goals in support of LGBTQI2S people in federal service.
- Although some of the participating entities have taken formal steps to develop provisions and communicate trans-positive and gender-inclusive facilities (such as changing rooms and bathrooms), significant gaps remain overall across the federal workplace.
- There is an absence of supporting resources for ERGs despite the government’s reliance on them as a key driver of inclusion and positive culture change. As a result, ERG efforts are often accomplished on volunteer staff leaders’ personal time and with personal resources.
- There is generally a need for more systematic consultation with LGBTQI2S subject matter experts and employees themselves, particularly within training design and implementation.
- There is very little onboarding which provides an overview of LGBTQI2S EDI resources and support, and very few efforts to expand LGBTQI2S representation or reduce bias within recruitment and related processes.

The graph below shows the range (represented by white lines) and mean performance levels (represented by white boxes) of participating federal entities for the 20 assessment themes. Performance levels indicate the degree to which current structures reflect the promising practices identified in the literature. Where there is a larger spread between lines, there is a greater range of gradings across the assessed entities.

Where the boxes are higher up the chart, the average score for that theme is higher across all assessed entities.



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

An expanded version of the overall findings can be found in 6.2 Overall Findings. An overview of key strengths and opportunities for department at the entity-level can be located in section [6.4 Entity-Specific Findings and Recommendations](#). All supporting details that informed our assessment can be found in [Appendix A – Detailed findings](#).

Recommendations

Based on our assessments of the participating federal entities, we provide the following 23 recommendation. It should be noted that although these recommendations are based on findings from a sub-set of federal workplaces, they can be read as broadly applicable to any government workplace in the pursuit of EDI for LGBTQI2S people.

Recommendations are arranged into three categories:

- **Foundational:** These should be at the heart of all inclusion efforts. These act as the bases on which the other recommendations need to be built and are essential to the success of the other recommendations.
- **Supporting:** These build upon existing structures and initiatives within the federal workplace, while being mindful of the foundational recommendations.
- **Reinforcing:** These consolidate, cultivate and enhance the work undertaken within the first two categories.

All listed recommendations are of high importance to improve the LGBTQI2S workplace inclusion. As such, this categorization does not indicate priority level, but rather a suggested order of approach.

Foundational
<ol style="list-style-type: none"> 1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices. 2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics. 3. Apply an intersectional lens to the development and review of all EDI initiatives, including specific consideration to possible implications for all LGBTQI2S identities. 4. Move away from a universalist approach to EDI and anti-discrimination initiatives to explicitly identify the marginalized groups of focus and articulate specific actions that seek to meet the needs of those groups. 5. Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations. 6. Develop mechanisms within Pride Networks and ERGs to ensure the full range of LGBTQI2S identities are represented within their governance structures.
Supporting
<ol style="list-style-type: none"> 7. Implement components within onboarding for all new hires to familiarize them with LGBTQI2S identities, available resources, and expectations for participation in inclusion efforts. 8. Review all formal documents and policies to include LGBTQI2S considerations. 9. Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities.

10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.
11. Mandate and incentivize participation in LGBTQI2S EDI and training initiatives within performance management and leadership development for all staff.
12. Tailor LGBTQI2S and EDI learning solutions to the needs of distinct roles within the workplace.
13. Incorporate skill-building on how to actively reduce bias against LGBTQI2S people within learning solutions.
14. Review the complaints and grievance process, incorporating the possibility for fully anonymous complaints and collecting data to ensure complaints are fully addressed.
15. Provide gender inclusive facilities throughout government sites, including single stall all-gender facilities wherever possible and consistent distribution of non-gendered washrooms.
16. Streamline the process for updating employee information for employees undergoing transitions, ensuring HR is responsible for the majority of the workload.
17. Include questions on SOGIE identity with a broad range of possible responses in all employee forms and surveys.
18. Adopt recruitment and retention strategies that explicitly seek to mitigate anti-LGBTQI2S biases and foster more diverse representation of LGBTQI2S identities across all levels of public service.

Reinforcing

19. Mandate the use of inclusive language structures in the writing and translation of all French documents, ensuring French documentation is readily available to all employees.
20. Include first-person narratives in learning materials, representing a diverse range of LGBTQI2S experiences and experiences at the intersection of social identities.
21. Provide training and resources to all personnel who are in contact with grievance and complaints processes to ensure they are fully cognizant of LGBTQI2S experiences.
22. Clearly identify and communicate consequences for the perpetrators of discrimination and harassment, ensuring they account for aggravating factors such as repeat incidents.
23. Review benefits policies and collective agreements in consultation with LGBTQI2S employees to ensure they reflect the realities of LGBTQI2S people, including family structures and health care needs.

Further explanation of these recommendations including their rationale and expected benefits, can be found in the [6.3 Overall Recommendations](#) of section [6.2 Overall Findings](#).

We also offer federal entity-specific findings and recommendations. To locate the recommendations for a specific department, readers can consult 5.1 Structure of Findings and Recommendations in section [5.0 How to Interpret the Findings](#).

Next Steps

The findings and recommendations presented in this report form part of a dynamic and ongoing conversation. We encourage readers to reflect on the report's findings in the spirit of honesty and transparency, acknowledging identified gaps and engaging earnestly to improve the state of LGBTQI2S equity, diversity and inclusion across the Government of Canada.



Section 1
Introduction

1.0 Introduction

1.1 Preface

Emerging from the Purge: The State of LGBTQI2S Inclusion in the Federal Workplace is written for the LGBT Purge Fund to support the Government of Canada in its efforts to foster a more diverse workplace that is equitable and inclusive of LGBTQI2S (lesbian, gay, bisexual, transgender, queer, questioning, intersex, Two Spirit) people.

Recognizing that multiple forms of the acronym are in common usage today, this report uses LGBTQI2S unless referring to a document or organization that makes use of an alternative acronym (e.g., LGBT Purge Fund, LGBTQ2 Secretariat). Throughout the report, we follow the definitions provided in the Glossary of Key Terms.

1.2 Purpose of the Project

This project forms part of ongoing reparations for LGBTQI2S veterans and public servants who were directly affected by the “LGBT Purge” within the Canadian government during the latter part of the 20th century.

This report establishes the current state of LGBTQI2S equity, diversity and inclusion (EDI) within the federal workplace.

The Final Settlement Agreement includes “Schedule K,” which outlines a series of mandated consultations between federal entities and subject matter experts (SMEs). Schedule K is divided into two parts: one focuses on an assessment of existing LGBTQI2S inclusion training and the other on LGBTQI2S inclusion in the federal workplace broadly. With regards to the training assessment, certain federal entities were explicitly listed to partake in the consultation process, namely the Canadian Armed Forces (CAF), Canada School of Public Service (CSPS) and Royal Canadian Mounted Police (RCMP).

To assess the state of workplace inclusion broadly, a consultation process between SMEs and the government’s LGBTQ2 Secretariat was mandated to explore ideas and best practices for promoting LGBTQ2 diversity and inclusion across the federal workplace. To this end, the LGBTQ2 Secretariat and the LGBT Purge fund invited six Federal Public Service (FPS) departments and agencies to participate, in addition to the entities above. These included: Canada Revenue Agency (CRA), Department of National Defence (DND), Employment and Social Development Canada (ESDC), Global Affairs Canada (GAC), Immigration, Refugees and Citizenship Canada (IRCC), and Treasury Board Secretariat (TBS).

SMEs from Egale Canada, Fondation Émergence, and Optimus SBR were appointed by the LGBT Purge Fund to conduct these consultations. This report is the final output from the consultation period for both LGBTQI2S training and workplace inclusion. It includes an assessment of the current state of LGBTQI2S training and equity, diversity and inclusion (EDI) efforts within the Government of Canada, as well as recommendations on how the government can move forward to make federal workplaces more inclusive for LGBTQI2S people.

As part of the consultation process, participating federal entities agreed to a review of their inclusivity training and other efforts aimed at supporting EDI for LGBTQ2S people, to clarify how such efforts are collectively contributing to an inclusive workplace culture and how they may be enhanced.

This report identifies promising practices within Canada and globally that have been used to support ongoing EDI processes. These practices are then used as a basis for an in-depth analysis of workplace inclusion and training within these nine entities. We identify strengths and areas of opportunity for improving practices that promote the inclusion of LGBTQ2S people in the workplace. These “current state” findings informed both government-wide and entity-specific recommendations that will further LGBTQ2S inclusivity within federal workplaces.

It is important to note that the findings presented in this report are not intended to be interpreted as a scorecard or used to compare individual federal entities. Further, the participating groups represent a small subset of the government as a whole and were chosen to provide a breadth of insight regarding the range of current states of LGBTQ2S inclusion across federal workplaces.

Every federal entity operates within its own unique set of structures, contexts, and resources. Further, variances in data sources submitted by each group preclude making any direct comparisons of performance across entities. While groups are encouraged to learn from each other’s strengths, this report should be viewed as a tool for assisting them in reflecting on and furthering their individual efforts toward organizational self-improvement.

In the interests of furthering LGBTQ2S EDI, the research team worked collaboratively with participating federal entities to clarify the current state of their EDI efforts. As such, this report should not be interpreted as criticism, but rather as a tool to assist in improving inclusion for LGBTQ2S employees. Fostering an inclusive workplace is always and necessarily an ongoing process; this document is one tool to support federal entities with those efforts.

1.3 Structure of the Report

This report is structured to best meet the needs of the LGBT Purge Fund. Here we provide an overview to assist readers’ navigation of the document.

1

Section [1.0 Introduction](#) outlines the purpose of the document, its structure and intended audience.

2

Section 2.0 Context situates the report in its historical and social context. It explains how the report's findings sit within the current environment, and why this work is particularly urgent at this time.

3

Section 3.0 Methodology & Approach describes our assessment methods and why they were chosen. We outline the involvement of our subject matter experts (SMEs) and contributors as well as any limitations in the project’s design and execution.

4

Section 4.0 Promising Practices details our findings of significant evidence-based promising practices for workplace inclusion and training. From this, we identify overall themes and categories in workplace inclusion and inclusion training literature.

5

Section [5.0 How to Interpret the Findings](#) explains how to read the assessment findings, providing an overview of the layout and a guide on how to read the charts.

6

Section [6.0 Findings and Recommendations](#) opens with an overview of all findings, followed by 23 recommendations directed at all federal entities to improve their LGBTQI2S inclusion. It also provides “At a glance” overviews of entity-specific strengths and opportunities for improvement, followed by tailored recommendations.

7

Section 7.0 Next Steps offers a final note on moving forward with the recommendations.

1.4 Intended Audience

Primarily, this document provides the LGBT Purge Fund with a panoramic view of the current state and identified gaps for inclusion and related training across federal workplaces.

Findings are presented publicly in the spirit of transparency and accountability, and entity-specific reports (see Appendices) may be circulated among personnel within those bodies.



Section 2
Context

2.0 Context

2.1 Project Scope

In Scope

The Final Settlement Agreement states that CAF, CSPS and RCMP will consult with non-governmental subject matter experts (SMEs) on methods to improve training for LGBTQI2S inclusion in the workplace. It also states that the LGBTQ2 Secretariat will further consult with SMEs on ways to enhance LGBTQI2S inclusion in the federal workplace broadly.

In accordance with this agreement, SMEs at Egale Canada and Fondation Émergence have conducted a period of consultation and assessment of CAF, CSPS, RCMP, and six other FPS departments and agencies, as identified by the LGBTQ2 Secretariat and the Purge Fund. The approach taken throughout this project was developed in consultation with these bodies, as well as participating entities themselves. Each of the nine FPS entities participated in the training and workplace inclusion consultations.

The project assesses the current state of LGBTQI2S inclusivity training and LGBTQI2S equity, diversity and inclusion (EDI) efforts currently underway within federal workplaces. Through the assessment of individual entities' current states of practice, we identify needs and gaps within LGBTQI2S EDI efforts, measuring them against promising practices across Canada and internationally.

These findings inform a set of recommendations to be implemented by all entities in the interests of improving LGBTQI2S inclusion and inclusivity training across the Government of Canada.

Out of Scope

This report focuses on EDI efforts specific to LGBTQI2S identities. Although some of the findings may at times refer to broader EDI efforts taking place, comprehensive investigation of participating entities' EDI activities was out of scope for this project.

Many of the participating entities provide direct service to the public. The aim of this project was to outline the extent to which federal entities are fostering inclusive workplaces for their LGBTQI2S employees. As such, efforts and initiatives primarily aimed at supporting equitable public services were not within the scope of this project.

2.2 Historical Background

The "LGBT Purge" refers to one of the longest and most harmful state-sponsored campaigns of discrimination against LGBTQI2S military personnel and federal public servants by the federal government between the 1950s and mid-1990s. During this time, approximately 9,000 LGBTQI2S employees of the CAF, RCMP and FPS were targeted, investigated, interrogated, followed, abused, traumatized, and fired in accordance with policy and sanctioned practice, simply for being LGBTQI2S. In 2016, LGBT Purge survivors launched a nationwide class action lawsuit against the Canadian government. In 2018, the Government of Canada reached a settlement which included a global settlement amount of \$145 million, with up to \$110

million set aside to pay damages to LGBT Purge victims, and \$15-\$25 million allocated for “reconciliation and memorialization measures.”

The LGBT Purge Fund, formerly known as the Reconciliation and Memorialization Measures Panel (RMMP), is a not-for-profit corporation that was established in October 2018 to manage the \$15-\$25 million fund as outlined in the LGBT Purge settlement. In accordance with section 5.03 and Schedule K of the settlement agreement⁵, the LGBT Purge Fund was mandated to appoint a non-governmental organization with subject-matter expertise in the field of diversity and workplace inclusion to work with the LGBTQ2 Secretariat to enhance LGBTQI2S inclusion in the Federal workplace. The LGBT Purge Fund partnered with Egale Canada, Fondation Émergence and Optimus SBR, as the chosen subject matter experts (SMEs) to lead the work and provide advice to the Government of Canada on approaches to improve LGBTQI2S inclusion in the workplace.

Since the LGBT Purge and the settlement of the class action lawsuit pertaining to the LGBT Purge, there has been a trend toward recognizing the importance of EDI within the federal workplace, including specific efforts made toward the representation and inclusion of LGBTQI2S people. Many of those initiatives are explored in this report. Despite some progress, LGBTQI2S federal employees (including those in the CAF and RCMP) continue to face multiple barriers to equity and inclusion that must be addressed.

This report examines efforts made to date by CAF, CRA, CSPS, DND, ESDC, GAC, IRCC, RCMP and TBS to address such barriers and inequities and locates where there are opportunities to expand these efforts.

2.3 Statement on the Current Environment

This project takes place in the context of significant and monumental societal events which have shaped demands by marginalized populations for social justice and equity, as well as organizational responses to these demands. These events relate to the LGBT Purge Project, in that efforts by the Government of Canada to take action toward equitable and inclusive practices in the workplace require recognizing and responding meaningfully to this rapidly shifting social and cultural environment.

It is important to acknowledge the ways in which the global COVID-19 pandemic has exposed and amplified existing economic and health disparities faced by marginalized people in Canada and globally.

As a result of the systemic structures that negatively impact racialized and other marginalized lives, Black and People of Colour (BPOC), Indigenous Peoples and LGBTQI2S people continue to experience disproportionate rates of physical and mental health conditions, economic precarity, and under/unemployment, among other hardships. These intersectional populations are over twice more likely to know someone who has a confirmed or suspected case of COVID-19.⁶ It is also crucial to recognize that these systemic inequities also place members of Indigenous and BPOC communities in precarious positions of frontline and essential work with limited access to financial, social, and medical support. So, the economic

⁵ Todd Edward Ross, Martine Roy and Alida Satalic v. Attorney General of Canada. 2018. "Federal Court File No. T-370-17 (Final Settlement)." Accessed March 2, 2021. <https://lgbtpurgefund.com/wp-content/uploads/2019/08/Final-Settlement-Agreement.pdf>.

⁶ Egale Canada. n.d. "Impact of COVID-19 on the LGBTQI2S Community – Second National Report." Accessed November 20, 2020. <https://egale.ca/egale-in-action/covid19-impact2/>.

impacts of unemployment and housing crisis that are occurring as a result of the COVID-19 pandemic are severely and disproportionately felt by BPOC communities.

Coinciding with the current global pandemic, many institutions and governments across the globe are being asked to come to terms with racial and other social disparities within public spheres, and to act to eliminate these disparities.

For many years, countless Black lives have been lost in the United States and Canada at the hands of police. This has included many disabled, queer, and trans Black lives. In the U.S., the killing of George Floyd in May of 2020 led to mass protests, which have spread globally and culminated in heightened awareness of and movements to address anti-Black racism. Canada is no exception. The government at all levels has much to learn from the demands of its people and must act upon the historical and ongoing issues of equity, diversity, and inclusion concerning the marginalized populations in this country. In doing so, it is crucial to acknowledge that inequality and oppression are often systemic, intersectional, and built into organizational cultures and policies.

In response to these events, there has been a major shift in global discourse and recognition concerning equity, diversity and inclusion. Increased awareness of the interdependent nature of systems of oppression has also meant an increased awareness that EDI efforts are desperately needed to tackle all forms of oppression, including those impacting diverse LGBTQI2S populations.

There are ongoing actions to start the work to disrupt these systems and address biases that shape federal workplace practices and cultures. There has also been a heightened awareness of employee well-being broadly, partially because of widespread work from home practices due to the COVID pandemic.

While we are beginning to see larger recognition, naming, and addressing of systemic racism and intersectional oppression in Canada and all over the world, there is still much work to be done in the realm of EDI.

In response to Prime Minister Justin Trudeau taking a knee at a Black Lives Matter protest in June of 2020, the RCMP Veterans' Association wrote an open letter describing their "humiliation" in witnessing this act.⁷ At the time of writing this document, the RCMP is also being critiqued for inaction following two incidents of violence against Mi'kmaq⁸ and Sipekne'katik, and for its failure to adequately address systemic gender-based violence within the force itself.⁹

Further, the LGBT Purge Fund is mandated by the legal settlement to create a major exhibit about the LGBT Purge at the Canadian Museum for Human Rights (CMHR). Yet, in June of 2020, the CMHR itself faced claims

⁷ Jonathan Bradely. 2020. "Trudeau Accused of 'Humiliating' RCMP by Kneeling at Anti-Racism Protest, Former Police Officer Says." *National Post*, July 7. Accessed November 18, 2020. <https://nationalpost.com/news/0708-na-knee>.

⁸ Greg Mercer. 2020. "RCMP Criticized for Inaction After Mob Violently Attacks Mi'kmaq Lobster Facilities." *The Globe and Mail*, October 14. Accessed November 18, 2020. <https://www.theglobeandmail.com/canada/article-rcmp-criticized-for-inaction-after-mob-violently-attacks-mikmaq/>.

⁹ Michel Bastarache. n.d. "Broken Dreams, Broken Lives: The Devastating Effects of Sexual Harassment On Women in the RCMP." *The Merlo Davidson Settlement*, 2020, Ottawa. Accessed November 19, 2020. <https://www.rcmp-grc.gc.ca/wam/media/4773/original/8032a32ad5dd014db5b135ce3753934d.pdf>.

and allegations, which were later substantiated, of workplace racism and homophobia that are still being examined.¹⁰

As a result of these recent events, we approach this document with heightened sensitivity and an acknowledgement of the significance and necessity of this work. We encourage readers to reflect on the report's findings in the spirit of honesty and transparency; acknowledging identified gaps and engaging earnestly to improve the state of LGBTQI2S equity, diversity and inclusion across the Government of Canada.

¹⁰ Austin Grabish. 2020. "Embattled Canadian Museum for Human Rights Must Repair Damage: Former Employees, Union." *CBC News*, June 26. Accessed November 18, 2020. <https://www.cbc.ca/news/canada/manitoba/cmhr-ceo-museum-employees-1.5629662>.



Section 3

Methodology & Approach

3.0 Methodology & Approach

3.1 Our Approach

This project takes a mixed methods approach to clarifying the state of practice for LGBTQI2S inclusion and related training within the federal workplace. Data collected via closed- and open-response surveys, interviews, and document reviews are used to develop a holistic picture of how formal structures and interpersonal elements combine to support an inclusive workplace for federal employees and service members.

This section describes the processes used to develop the data collection tools and the techniques used for collecting, interpreting and synthesizing the collected data.

Positionality

Throughout this document, the term “we” is used to refer to the authors of this report. This refers to the research team of subject matter experts from Egale Canada, Fondation Émergence and Optimus SBR, who designed and led the research process.

Our team members’ research interests and contributions to this project are not only informed by our subject matter expertise, but also by our lived experiences of systemic inequities at the intersections of our collective identities. The third person is often used to give a tone of objectivity; however, this often hides the fact that research is performed by individuals representing a narrow range of perspectives and experiences, and that these aspects necessarily influence the research findings¹¹. It also has the result of obscuring power dynamics within research and reinforcing systems of oppression. We have therefore made the conscious and deliberate choice to utilize the collective pronoun to reflect the dynamics of power we occupy as LGBTQI2S researchers with personal and scholarly expertise and interests in this project.

3.2 Research Process

Discovery

The research team held preliminary telephone interviews to clarify key personnel and lines of enquiry relating to LGBTQI2S inclusion in the federal workplace. Preliminary interviews took place from February 12-28, 2020, and included leaders from CAF, RCMP, CSPS, and TBS. A total of six interviews were held.

During the preliminary interviews, participants identified a small number of additional federal employees who could act as key contacts on the project. Subsequently, an in-person meeting was held in Ottawa on March 3, 2020 with 14 participants representing CAF, CSPS, LGBT Purge Fund, LGBTQ2 Secretariat, RCMP, and TBS. This meeting oriented leaders from these groups to the project, assisted the research team in

¹¹ Sarah Harding. 1995. "Strong Objectivity": A Response to the New Objectivity Question." *Synthese* (Springer) 104 (3 Feminism and Science). doi:17-08-2014.

understanding the structures and working practices within these federal entities, and facilitated clarification of the key areas of enquiry.

Following the in-person meeting, the LGBT Purge Fund in consultation with the LGBTQ2 Secretariat extended invitations to CRA, DND, ESDC, GAC, and IRCC to also participate in this project.

Leading Practices

There is no ‘gold standard’ when it comes to workplace diversity, equity and inclusion. As noted in section [1.2 Purpose of the Project](#), recommended practices continue to evolve and organizational efforts for mitigating the impact of power dynamics on marginalized groups must necessarily be both continuous and tailored to the specific workplace context. Strategies that are effective for addressing issues faced by a particular marginalized group do not necessarily transfer well to addressing inequities faced by other marginalized groups. Further, there are many equally legitimate routes to fostering an inclusive workplace.

For these reasons, we maintain that there is no singular or definitive guide on how to create a diverse, equitable and inclusive workforce. Rather, we suggest that a truly meaningful change toward the creation of inclusive environments should take many, responsive forms according to local workplace contexts. These local workplace contexts would include an ongoing and collaborative effort between leadership, staff, and communities that intentionally work toward active, genuine, and ethical relationships between all members and continually grapple with power, privilege, and accountability in and outside of the workplace.

To identify the current leading and promising practices for fostering a welcoming and inclusive workplace for LGBTQI2S people, an extensive online literature review was undertaken. A total of 36 documents with primary focus on LGBTQI2S equity, diversity and inclusion in the workplace were identified. These included empirical primary research studies, review studies, academic book chapters, and sector reports. Preference was given to Canadian sources, though U.S.-based and international sources were also included. The documents reflected application across a range of governmental, public sector and private sector settings.

The literature review uncovered 150 unique evidence-based practices. These practices were compiled and compared, making use of group consensus processes to determine their primary focus and how they might collectively be best organized for the purposes of fulfilling the project scope. Practices with similar areas of focus were grouped together to form 31 key themes, and each theme was assigned to one of three overarching topical categories:

- a. Workplace inclusion policies, procedures and practices
- b. Training structures
- c. Organizational culture

Each category and theme was given a working definition (see section [4.0 Promising Practices](#)), which allowed the research team to refine the identified practices into evidence-based performance indicator statements. These indicators were used as the basis for the creation of a standardized tool for assessing LGBTQI2S inclusion efforts across federal workplaces.

Assessment Tool

To ensure existing behaviours and structures would be assessed fairly and on equal grounds across all participating federal entities, a standardized assessment tool was developed. To do this, each performance indicator was assigned a critical weight. This provided a mechanism for distinguishing activities with differing levels of importance or potential for positively impacting the workplace experience for LGBTQI2S people (Table 1).

Scale degree	Definition	Weight
Indispensable	Critical activity for fostering an inclusive workplace	4
Primary priority area	Important but non-critical activity area	3
Secondary priority area	Activity area with limited ability to independently effect substantive workplace change	2
Tertiary priority area	Suited to extending or supporting a primary or indispensable activity	1

Table 1: Indicator weighting criteria

Additionally, to differentiate the degree to which an entity's activities reflect the ideals described by each performance indicator and to support consistent assessment across all indicators, a standardized 4-point scoring scale was applied (Table 2).

Achievement Level	Score
Indicator completely achieved	3
Indicator mostly achieved	2
Indicator achieved to a limited degree	1
Not being practised (i.e. 'not at all') and/or no evidence submitted	0

Table 2: Activity achievement scale

In this way, an entity's performance related to a given indicator can be understood as the product of its level of achievement multiplied by the indicator's relative weight:

$$\text{Performance} = \text{Achievement Level} \times \text{Indicator Weight}$$

Finally, since each theme is comprised of multiple weighted performance indicators, this process resulted in each theme having a unique total score potential. To account for these differences and facilitate comparison of performance across the themes within each category, score totals were converted into percentages of total possible scores and mapped onto a four-level maturity model (Table 3).

Maturity Level	Interpretation
75-100% Robust	The entity is performing strongly in most or all activity areas included in this theme.
50-74% Maturing	The entity is performing fairly or well in multiple activity areas included in this theme.

Maturity Level	Interpretation
25-49% Emerging	The entity is performing fairly in a small number of activity areas or is performing at a mediocre level in multiple activity areas included in this theme.
0-24% Nascent	The entity is undertaking few activities or is performing poorly in multiple activity areas included in this theme.

Table 3: Maturity model

In this way, theme scores falling within the bottom quartile ('nascent') are understood to represent that the entity is performing at less than one quarter of its potential with respect to the indicators included in that theme. Likewise, a theme score falling within the top quartile ('robust') is understood to represent that the entity is performing at more than three-quarters of its potential. It is important to stress, however, that an entity's calculated maturity level for any given theme is relative to the performance indicators included within this study only, and only insofar as they are understood to be promising practices at the time of writing this report. As such, they are subject to change as additional practices are identified or as recommended activities in that area continue to evolve.

A copy of the full Assessment Tool can be found in Appendix C – Assessment Tool.

Note: Although this assessment model was developed for specific use within this project, it is our hope that federal workplaces will be able to continue to leverage this tool to inform their ongoing diversity and inclusion efforts.

Data Collection

To ensure the project reflected both formal-structural and socio-cultural aspects of workplace inclusion, a multidirectional approach was adopted for data collection and analysis. This included undertaking semi-structured interviews with key leaders, document analysis, and an online survey for federal employees and personnel at all levels (Table 4).

Tool	Purpose	Target Data Source	Language Options
Document Submission	Ascertain the state of formal resources and activities that support LGBTQI2S identities in the workplace; assess the nature of available resources/initiatives and how EDI and anti-oppression strategies are being reflected therein	Formalized policies or procedures documents, reports, training materials, or other documents describing LGBTQI2S equity or inclusion initiatives	English, French
Semi-Structured Interviews	Clarify content and questions arising from document submissions; explore how formal structures and initiatives operate in practice; uncover information related to initiatives not covered in the submitted documents; explore opinions and perceptions of the workplace experience	Senior leaders and key personnel in the areas of human resources (HR), training, people management, and EDI program leadership	English, French

Tool	Purpose	Target Data Source	Language Options
Online Survey	Clarify how training, policies and initiatives are reflected in the lived workplace experiences of federal employees or personnel	Federal employees across all levels of authority	English, French

Table 4: Data types and sources

Due to logistical and project timeline constraints, as well as limitations arising from the COVID-19 pandemic, some themes included in the Assessment Tool could not be reasonably assessed within the scope of this project. For example, federal employees and personnel are often dispersed across several worksites and regions, making accurate assessment of the prevalence of visual cues of inclusion across worksites challenging. As a result, 20 of the original 31 themes were identified as being of highest importance and feasibility to assess within the project constraints. These shortlisted themes formed the basis for the development of the data collection tools, including document request forms, interview guides and an online survey.

To support the organized recording of any important information falling outside the shortlisted themes, the Assessment Tool itself retained the full set of themes and indicators. However, performance scores have only been calculated and reported on the shortlisted themes. All other notable findings are reported under “Additional Findings” within the entity-specific reports in 6.0 Findings and Recommendations.

Interview participants were identified in collaboration with participating entities according to their individual personnel structures and individual availability. Due to the geographical spread of participants and because the COVID-19 pandemic required many employees to work from home where the Internet connectivity varied, all interviews were conducted by telephone. Interviewees were invited to participate in either English or French, though only one participant opted for French.

Online survey participation invitations were sent to the key contact at each participating federal entity, who were asked to disseminate them within their respective organizations. Many elected to circulate the notices via their local LGBTQI2S employee resource group (ERG) or Positive Space Ambassador (PSA) network, though recipients of the invitation were also encouraged to forward the invitation with other staff or personnel. Respondents were able to complete the survey in either English or French.

Informed consent was received from all participants in this project.

Data collection took place between May 19 and November 9, 2020.

A total of 1250 data sources were collected across all participating federal workplaces, including 46 semi-structured interviews, 272 documents, and 932 survey responses. A full breakdown of data sources by entity can be found in Appendix G – Data Sources.

Note: The survey questions used to consult members of the CAF and DND were approved by the Director General Military Personnel Research and Analysis (DGMPPRA) Social Science Research Review Board (SSRRB) in accordance with Defence Administrative Orders and Directives (DAOD) 5061 and 5602.

3.3 Limitations

Every effort was made to ensure the soundness of the research process and reliability of the study's findings. However, a number of challenges presented by the convenience sampling method and the research instruments employed in this project affect the interpretation and generalizability of the findings presented in this report.

Due to the total number and geographical spread of federal facilities and office spaces, as well as restrictions arising from the COVID-19 pandemic, this study did not include any onsite visits or in-person observations. As a result, findings may not reflect the workplace features or experiences of federal employees at any individual location.

The Assessment Tool provides a point-in-time snapshot of the existing practices related to the 20 theme areas studied. As such, findings should be interpreted as reflecting only the initiatives in place at the time of data collection.

On occasion, the research team was made incidentally aware of activities or information falling outside the 20 studied theme areas, but which nonetheless were felt to contribute to an inclusive workplace. The reader is reminded that those findings (reported under 'Additional Findings' in the entity-specific reports in Appendix A – Detailed findings) are secondary and do not reflect a fulsome investigation of those initiatives or behaviours.

Despite explicit invitations to identify interviewees representing both official languages, only one interview was conducted in French. Further, very few French-language documents were submitted at the time of data collection. As a result, the degree to which workplace policies, training, and lived experiences of inclusion are comparable across both language groups remains unclear.

Findings reflect the level of comfort employees felt in providing open and honest responses within interviews and to the survey questions. During interviews with CAF members, superiors' presence during the call may have impacted the participation of interviewees. Despite precautions to ensure participant anonymity and comfort, participants may have hesitated to discuss experiences or perceptions that highlight organizational gaps or shortcomings. As a result, the absence of discussion of any issue should not be interpreted as confirmation that a particular issue does not exist.

Participating entities were asked to submit documents and identify interview participants able to speak to the organization's initiatives and practices relevant to LGBTQI2S inclusion. However, the volume and variety of documents that were received by each entity, as well as interviewees' familiarity with the scope of the organization's activities varied. As a result, it is possible that additional small-scale initiatives or resources exist that were not reported to the research team.

Finally, this study examined current practices within nine Canadian government bodies. These represent only a fraction of federal workplaces. As evidenced by the differences in organizational structures and initiatives uncovered by this study, federal workplaces can vary widely in how they foster LGBTQI2S inclusion. As such, the study findings may not represent the state of inclusive practices or employee experiences across all federal workplaces.

Disclosures

Major André Jean, a key stakeholder consulted in the project and military officer within the CAF declared that he is an individual member (named Governor) of Fondation Émergence.

Egale currently has training agreements with Veterans Affairs Canada and Parole Board of Canada and has recently completed training engagements with Women and Gender Equity Canada.

Egale is in receipt of grant funding from the Department of Justice for unrelated research projects that remain open through 2021.

Egale provided comments to the Canadian Police Knowledge Network's (CPKN) '2SLGBTQ+' course content advisory panel in April 2020 regarding its draft curricular materials.



Section 4

Promising Practices

4.0 Promising Practices

As detailed in section 3.0 Methodology & Approach, this project organizes its assessment of organizational practices around three fundamental areas of activity ('Categories') relating to: 1) Workplace Inclusion Policies, Procedures, and Practices; 2) Inclusive Training Structures; and 3) Organizational Culture. Within each of these categories are a number of key areas ('Themes') that agencies are encouraged to consider in fostering an inclusive workplace. There is a total of 31 themes, of which 20 were considered in scope for assessment at this time and were used to develop the data collection tools. Further, each theme is comprised of several performance indicators. As described in section [3.2 Research Process](#), each performance indicator reflects an evidence-based promising practice identified during the literature review process.

This section provides a summary and description for each category and theme included in this project. The total number of performance indicators related to each theme is noted in parentheses. A copy of the full Assessment Tool, with detailed indicators is provided in Appendix C – Assessment Tool.

4.1 Workplace Inclusion Policies, Procedures & Practices

This category encompasses the policy structures and formalized practices that support LGBTQI2S employment equity. It includes promising practices in fifteen themes, as defined below:

Theme	Ideal States
<ul style="list-style-type: none"> General Practices 	Policies are written in gender-neutral language, and explicitly define terms related to LGBTQI2S identities and SOGIE categories where relevant. Policies are detailed and measurable and are reviewed in consultation with LGBTQI2S stakeholders on a regular basis for inclusiveness of LGBTQI2S individuals and family types. (5 indicators)
<ul style="list-style-type: none"> Climate Surveys 	Anonymous staff surveys are circulated on a regular basis to clarify and track trends related to LGBTQI2S equity and inclusion in the workplace. (3 indicators)
<ul style="list-style-type: none"> EDI Strategy 	Explicit LGBTQI2S equity and inclusion goals are well defined and progress toward them is continually monitored. Dedicated resources enable initiatives to meaningfully address issues across all areas of the organization on small and large scales. The needs and lived experiences of LGBTQI2S people in the workplace actively inform both priority areas and implementation plans. (9 indicators)
<ul style="list-style-type: none"> Dress Code Policy 	All policies and expectations related to workplace attire and personal presentation support unrestricted gender expression. Where uniforms are required, item options are not gender-specific and are available to all personnel without special request or delay. (5 indicators)
<ul style="list-style-type: none"> Data Collection & Privacy 	Employees' current and/or historical information related to sexual orientation, gender identity, gender expression and sex characteristics (SOGIE) is collected with extreme vigilance to data privacy and informed consent. SOGIE related

Theme	Ideal States
	questions and data fields use all terms appropriately and reflect gender and sexual diversity. (6 indicators)
<ul style="list-style-type: none"> • Employee Benefits 	Benefits programs are transparent and inclusive of the specific needs and considerations of LGBTQI2S people and families. Transition-related coverage is robust and align with WPATH/CPATH guidelines. (6 indicators)
<ul style="list-style-type: none"> • Gendered Facility Policies 	Policy related documents explicitly confirm that trans and non-binary people have the right to access gendered facilities that meet their needs. Prominently displayed signage communicates rights and responsibilities in line with related policy expectations and commitment to dignity and respect for all. (4 indicators)
<ul style="list-style-type: none"> • Anti-Discrimination and Anti-Harassment Policy 	Policies and supporting documents provide robust definitions and explanatory notes regarding the extent of protections and application of anti-discrimination policies based on sexual orientation, gender identity and gender expression. All processes for submitting, investigating, and ruling on complaints are clear and explicit. Mechanisms are in place for ensuring safe reporting, and for mitigating bias in accountability decisions for incidents related to grounds protected by human rights legislation. (7 indicators)
<ul style="list-style-type: none"> • Transitioning in the Workplace 	All staff are familiar with how to independently access organizational resources related to gender transitions in the workplace. These resources address all practical and interpersonal considerations. (2 indicators)
<ul style="list-style-type: none"> • Recruitment & Retention 	Anti-bias safeguards embedded throughout all stages of the recruitment, hiring, and career advancement processes successfully minimize barriers to candidacy and actively encourage application by LGBTQI2S people. (10 indicators)
<ul style="list-style-type: none"> • Onboarding 	All new staff are formally oriented to their SOGIE related rights, and to the responsibilities and expectations specific to their role for fostering safe and inclusive workplaces for LGBTQI2S people. (4 indicators)
OUT OF SCOPE (NOT INCLUDED IN DESIGN OF DATA COLLECTION TOOLS)	
<ul style="list-style-type: none"> • Leave Policies 	All paid and unpaid leave options have been assessed and corrected of heterocentric and ciscentric bias. Mechanisms exist to mitigate bias in leave request adjudication processes and upon return to work. (5 indicators)
<ul style="list-style-type: none"> • Duty to Accommodate 	Documents provide clear and easy to apply guidance for accommodating individual and family-related needs related to sexual orientation, gender identity, and gender expression. (3 indicators)
<ul style="list-style-type: none"> • Supplier/ Contractor Requirements 	All contractors and suppliers support LGBTQI2S inclusion and anti-discrimination within their operations and are held to account for incidents or structures found to be discriminatory. (3 indicators)
<ul style="list-style-type: none"> • Performance Management 	Metrics related to workplace inclusion and safer workplaces for LGBTQI2S people are included in the performance assessments of staff at all levels. (5 indicators)

Table 5: Promising Practices for developing Workplace Inclusion Policies, Procedures & Practices

4.2 Inclusive Training Structures

This category encompasses training and continuous learning activities in support of LGBTQI2S cultural competence development and anti-oppression in the workplace. It includes five theme areas, as defined below:

Theme	Ideal States
<ul style="list-style-type: none"> Curricular Content 	Educational content explicitly addresses a range of LGBTQI2S identities, and the workplace equity considerations related to each. Curricula support skill-development for managing anti-LGBTQI2S biases and for applying anti-discrimination/anti-oppression strategies to their work. (8 indicators)
<ul style="list-style-type: none"> Role-Specific Solutions 	Curricula are available that address the specific knowledge and skill needs of specialized learner audiences, including (but not limited to) those responsible for managing teams, recruitment and human resource specialists, executive leaders, and front-line workers. (5 indicators)
<ul style="list-style-type: none"> Evaluation of Training 	Training and educational programs include robust program impact and continuous quality improvement plans. Evaluation findings inform and are informed by enterprise EDI strategy and reflect the needs of LGBTQI2S-identifying people and other program participants. (7 indicators)
OUT OF SCOPE (NOT INCLUDED IN DESIGN OF DATA COLLECTION TOOLS)	
<ul style="list-style-type: none"> Consulting Subject Matter Experts 	LGBTQI2S people representing a broad range of personal and professional backgrounds are invited to inform all educational materials and informal learning products. Input opportunities are embedded throughout all stages of the development process and include consideration to both lived experiences and inclusive workplace strategies. (5 indicators)
<ul style="list-style-type: none"> Program Delivery 	Program implementation actively balances local with enterprise-wide needs, while simultaneously supporting the learning needs of staff at varying levels of prior knowledge. Trainings centre first-person perspectives of LGBTQI2S people and use anti-oppression approaches in delivering the content. (5 indicators)

Table 6: Promising Practices for developing inclusive Training Structures

4.3 Organizational Culture

This category encompasses the social structures and behavioural patterns that support positive working conditions for LGBTQI2S people. It includes eleven theme areas, as defined below:

Theme	Ideal States
1. Champions & Allies	Specially trained staff exist at every site, and across all levels of authority, to help monitor and promote an LGBTQI2S-positive work culture, inform organizational equity efforts, and support any staff facing issues related to sexual or gender diversity in the workplace. (4 indicators)
2. Dedicated Equity Staff	Equity offices have sufficient resources to address equity issues faced by LGBTQI2S staff in targeted and meaningful ways. All officers are sensitive to the needs of LGBTQI2S people and are distributed across all sites to support local needs. (6 indicators)
3. Employee Resource Groups	LGBTQI2S-focused voluntary employee groups have strong sustaining resources and governance structures to support their activities. The membership is representative of broad diversity across LGBTQI2S identities, organizational roles, and intersecting identities. Their input is regularly sought out regarding the needs and concerns of LGBTQI2S staff. (5 indicators)
4. Leadership Support	All executive and middle managers lead by example to support LGBTQI2S inclusion in the workplace. Leaders take advantage of all available opportunities to foster positive working conditions for LGBTQI2S people. (5 indicators)
5. Interpersonal Climate	All LGBTQI2S people are comfortable being open about their identity and family within the workplace. They feel fully supported and confident that any identity-related needs or concerns will be addressed swiftly and satisfactorily. (6 indicators)
OUT OF SCOPE (NOT INCLUDED IN DESIGN OF DATA COLLECTION TOOLS)	
6. Communications	Both public-facing and employee-facing communications perpetually reflect and reinforce the organization's values of equity and inclusion of LGBTQI2S people. (2 indicators)
7. Community Engagement	The organization actively contributes to and participates in external community-based efforts to promote public awareness, knowledge exchange, and advancement of issues facing the LGBTQI2S community. (4 indicators)
8. Resource Accessibility	All resources aimed at supporting LGBTQI2S equity and inclusion in the workplace are easy to locate and access by all personnel. (2 indicators)
9. Visual Culture	Visual signals of organizational commitment to LGBTQI2S equity and inclusion are prominent throughout all sites and spaces. (2 indicators)
10. Gendered Spaces	All sites feature private and non-gendered facility options. These spaces are conveniently located and accessible to anyone wishing to use them. (3 indicators)
11. Cross-Departmental Collaboration	Human Resources staff work in close collaboration with others across the organization to monitor LGBTQI2S inclusion goals and initiatives. (3 indicators)

Table 7: Promising Practices for fostering inclusive Organizational Culture



Section 5
Interpreting Findings

5.0 How to Interpret the Findings

Before presenting our findings, we offer the reader a guide on how best to interpret the remainder of this report.

5.1 Structure of Findings and Recommendations

The following table of contents shows the structure of section [6.0 Findings and Recommendations](#) with clickable links for ease of navigation.

6.0 Findings and Recommendations	51
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Canada Revenue Agency (CRA)	80
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Immigration, Refugees and Citizenship Canada (IRCC)	110
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Royal Canadian Mounted Police (RCMP)	121

Detailed findings for each participating federal entity can be found in [Appendix A – Detailed findings](#).

LGBTQI2S EDI efforts are highly dependent on the individual agency’s structures, staff, and role within the government. Given the distinct missions and mandates of each federal entity, there are often very different structures in place for supporting EDI at the organizational level, with no formalized means for coordinating efforts across the federal government (by a central agency, for example).

Section [6.2 Overall Findings](#) provides an overview of the range and averages of performance levels across all participating entities, and comments on general trends. However, it is important to highlight there remains a great deal of diversity within this. Further, the overview section is intended to give a broad snapshot of trends across participating groups and may be used to inform government-wide initiatives. But, given the limited sample of federal workplaces that participated in this project, these findings may not necessarily reflect the full spectrum of practices across the government as a whole.

Following the overview of findings, we list our government-wide recommendations. Each recommendation is accompanied by a rationale, expected benefits, and where appropriate, a spotlight on initiatives already underway within individual federal workplaces that reflect that recommendation. These features are

designed to help federal entities to learn from one another and collaborate on improving LGBTQI2S EDI efforts across the government.

“At a glance” findings for each participating federal entity outlines each group’s individual strengths and opportunities for improvement, existing performance levels for each assessment theme (as outlined in section [4.0 Promising Practices](#)) and 3-5 tailored recommendations. We strongly encourage leaders and key personnel to examine the findings specific to their workplace, as well as the detailed supporting evidence found in [Appendix A – Detailed findings](#). These contain a wealth of context-specific information to support the improvement of LGBTQI2S EDI efforts at the organizational level.

All findings are organized according to the three categories described in section [3.0 Methodology & Approach](#):

- Workplace Inclusion Policies, Procedures and Practices
- Training Structures
- Organizational Culture

Radar diagrams for each category provide a visual summary of how well current organizational practices reflect the promising practices identified for each theme described in section [4.0 Promising Practices](#). Explanation of the key areas of organizational strength and opportunities for improvement are also provided. Any notable findings falling outside of the formally assessed themes are described under “Additional Findings”.

5.2 Reading the Radar Diagrams

Radar diagrams illustrate how well each federal entity is performing within each category. These are designed to represent the holistic approach needed to make workplaces more LGBTQI2S inclusive. One diagram for each assessment category is provided for each federal entity throughout 6.4 Entity-Specific Findings and Recommendations

The category’s theme areas appear along the circumference of the diagram, and entities’ performance for each theme is plotted radially from the centre. Performance levels falling within the area of ‘nascent’ (red) indicates that current activities within that theme are limited or performing poorly; ‘emerging’ (orange) indicates evidence of moderate activities within the theme; ‘maturing’ (yellow) indicates activity and/or strong performance across multiple aspects of the theme; and ‘robust’ (green) indicates evidence of well-developed activities across all aspects of the theme. Theme areas for which assessment could not be completed due to insufficient information or lack of organizational activity are marked as ‘none/no evidence’ (black, centre).

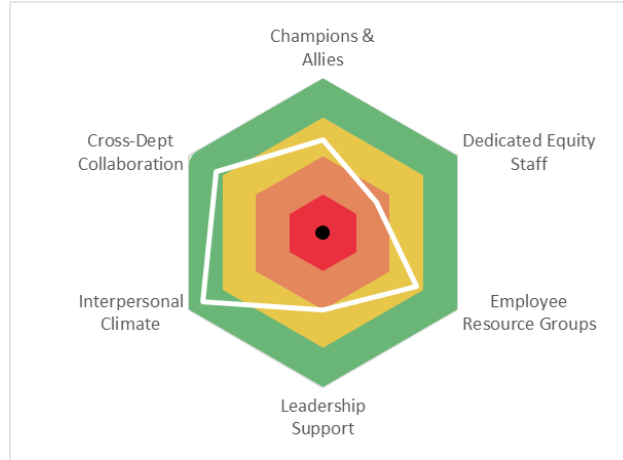
Example of strong performance



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

This sample chart shows an entity with a well-developed and rounded approach to EDI within the category of Organizational Culture. This is evidenced by the white line indicating performance at the level of “robust” (green) for all themes.

Showing rounded development



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

The next sample shows a department which has done fairly well in developing LGBTQI2S EDI efforts. The department has been graded ‘robust’ for Cross-Departmental Collaboration and Interpersonal Climate, ‘maturing’ for Champions and Allies, Employee Resource Groups and Leadership Support, but has more work to do for Dedicated Equity Staff, which has scored ‘emerging’.

Showing uneven development



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

This chart shows uneven efforts toward LGBTQI2S EDI are shown within the department’s organizational culture. While there is a ‘robust’ grade for Champions and Allies and Interpersonal Climate, and ‘maturing’ for Employee Resource Groups, there is significant work to be done for Cross-Departmental Collaboration and Dedicated Equity Staff, which have scored ‘nascent’ and ‘none/no evidence’ respectively.

Example of limited performance



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

This final diagram illustrates an entity that may be at the beginning stages of implementing LGBTQI2S EDI initiatives within the category of Organizational Culture. This is evidenced by the white line demarcating performance levels ranging from ‘none/no evidence’ to ‘nascent’ (red) across all theme areas.

In this way, the size and shape drawn by the white line provides an at-a-glance sense of the entity's level of development within a given category. A broad and even shape indicates a well-rounded approach, while a more jagged shape highlights uneven attention toward EDI. Likewise, a larger shape reflects a higher degree of development in LGBTQI2S EDI efforts, while a small shape suggests there is still much work to be done.



Section 6
Findings & Recommendations

6.0 Findings and Recommendations

6.1 Introduction

In this section, we present key findings and recommendations resulting from our assessment. We open with a snapshot of the current state of LGBTQI2S EDI efforts across all participating federal entities across all three categories of assessment, followed by detailed descriptions of our overall recommendations for federal workplaces.

We also present entity-specific snapshots, including areas of strength and opportunities for improvement, along with entity-specific recommendations. Detailed findings for each federal entity are provided in [Appendix A – Detailed findings](#). We encourage heads of federal entities, EDI staff, ERG members and key decision-makers to consider both the global and entity-specific findings and recommendations, since these offer a wealth of information to help improve and tailor EDI efforts to local contexts.

Although we provide an overview of findings, including the range of performance levels across participating federal entities, it is important to stress that the assigned levels are not comparable across organizations for the reasons outlined in [Section 3.3 Limitations](#). We encourage readers not to see these assessment findings as fixed or final, but as part of a dynamic and ongoing conversation. They are encouraged to continue using the assessment tool to build upon their current strengths and for implementing our recommendations. A blank copy of the tool is provided for ongoing use by federal workplaces in [Appendix C – Assessment Tool](#).

Organizational Structures

The assessment tool was organized such that activity areas such as Employee Resource Groups (ERGs), Dedicated Equity Staff, and Champions & Allies were considered as separate constructs. However, our investigation revealed that within the federal workplace today, these activities are not always mutually independent and functional overlaps are not uncommon. Any overlaps that impacted the research team's assessment of organizational performance related to a particular indicator or theme are noted.

Leadership Support

We include findings on leadership support for LGBTQI2S EDI efforts. It should be noted that although the most senior officials (e.g., the Commissioner of RCMP, Cabinet Ministers, etc.) were not interviewed, activity by these individuals may occasionally be reflected in this report insofar as the activity is evidenced within the submitted documentation or was discussed by interviewees. Otherwise, discussions of leadership support reflect activities at the level of senior directors/officers and middle management/middle ranking officers, many of whom were interviewed as part of our assessment.

Official Language Considerations

The inclusivity of language found in policies or training documents often differed significantly between English and French versions. It is unclear whether these differences are the result of translation errors or of translation performed without focus or sensitivity to inclusivity. French has fewer linguistic tools to refer to people in a gender-neutral way. As such, ensuring that French-language documents are written inclusively does require specialized expertise.

Despite the limited volume of French-language evidence shared with us at this time, we note the findings of language-based comparative assessment of experiences and resources wherever possible.

6.2 Overall Findings

Here we present a summary of findings common across participating federal entities.

These findings are organized by the three assessment categories. For each category, a box-plot graph illustrates the range of performance levels for each theme (represented by white lines) across all participating entities. The mean performance level for each theme is indicated by the white box. Findings for each theme are presented below the graph.

Workplace Inclusion Policies, Procedures and Practices

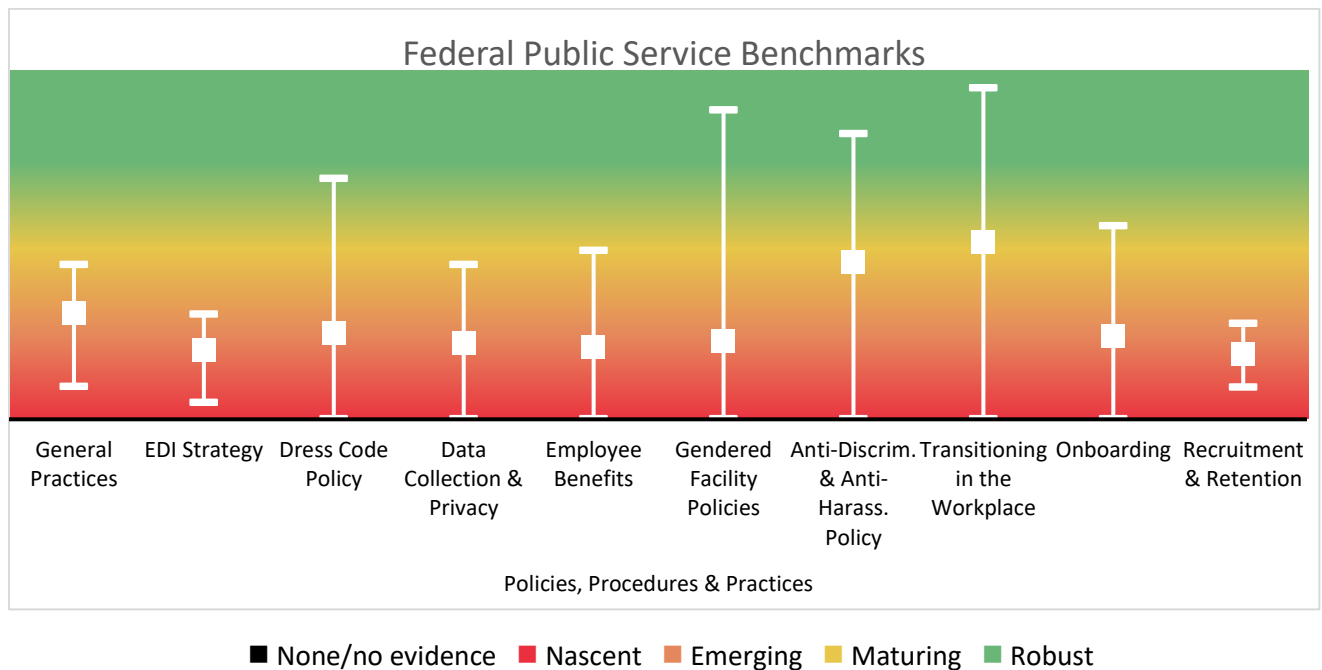


Table 8 – box plot to show averages and ranges for Workplace Inclusion Policies, Procedures and Practices

General Practices and EDI strategy

Some federal entities have been working to improve their EDI efforts with respect to LGBTQI2S employees, as well as developing EDI action plans to identify goals and timescales for achieving them. For example, TBS had a robust plan in the works for 2019-22 (not published); ESDC has a clear communication plan which includes commitment to work alongside ERGs on EDI initiatives; and CRA plans on listing LGBTQI2S as a group to be considered in EDI efforts beyond the four EEGs.

We have also seen some initial attempts to introduce accountability for EDI measures. IRCC are introducing a pledge to uphold EDI efforts that will be signed by staff. Further, the Management Accountability Framework (MAF) – a performance management tool for managers which is led by TBS OCHRO – includes questions on managers’ participation in EDI efforts. Developing these concrete action plans and formal obligations to LGBTQI2S EDI will help federal workplaces focus their EDI efforts and ensure that good intentions lead to firm action.

However, as found in *Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion*¹², there is a lack of centralized strategy for EDI efforts. Where broad EDI strategies do exist, they often focus on the four EEGs and do not include goals and plans relating to LGBTQI2S employees. This limits opportunities to collaborate across all branches of the organization and to formalize consultation with LGBTQI2S stakeholders. Introducing specific and centralized goals and mandates will enable entities to track their progress and to ensure that efforts continue in the long term.

Furthermore, policies themselves often do not include specific LGBTQI2S consideration. This was particularly clear within benefits, leave, and hiring policies. Most of the policies we have seen across the FPS do not have a formal review schedule, and we did not see evidence of systematic consultation with LGBTQI2S stakeholders. Several policies have therefore not been updated following the *Canadian Human Rights Act* (CHRA) 2017 amendment to include gender identity and expression as protected grounds.¹³

While English language policies are for the most part gender neutral, we particularly commend the Royal Navy’s adoption of gender-neutral rank names. However, French language documents often do not appear to have been reviewed for inclusive language. Surveys and interviews identified a lack of awareness among employees for policies that do include LGBTQI2S considerations and a need for clearer and more accessible housing of policy, alongside regular reminders and training on policy content.

Onboarding

Most participating entities ask new hires to sign a code of conduct, which generally include a broad commitment to contributing to a respectful workplace but do not detail specific EDI aims. ESDC and RCMP have introduced new mandatory training for new hires that includes some reference to LGBTQI2S

¹² Canada. Treasury Board Secretariat. 2017. *Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion*.

¹³ *Canadian Human Rights Act, Revised Statutes of Canada*. 1985 c. H-6. <https://laws-lois.justice.gc.ca/eng/acts/h-6/page-1.html>.

concerns. IRCC has an onboarding platform with a GBA+ component and are introducing an EDI pledge to be signed by all new hires.

However, few currently provide onboarding that includes a comprehensive overview of LGBTQI2S EDI efforts or resources. Onboarding is a key opportunity to improve EDI and foster positive culture change across the federal workplace.

Data collection and privacy

The TBS document *Modernizing the Government of Canada's Sex and Gender Information Practices*¹⁴ is a great step forward. It recommends the use of gender terms instead of biological sex, recognition of non-binary identities and identifying clear rationale on purpose when collecting SOGIE data. If put into practice, we suggest these guidelines will go a long way to improving LGBTQI2S EDI efforts, since such data helps to identify problems and assists in tracking effectiveness of measures.

Certain entities have made initial progress in improving their data collection practices. ESDC's Pride Network is working on a self-ID campaign to encourage SOGIE data collection. We also heard that some entities, such as GAC and RCMP, are conducting staff well-being surveys during the COVID-19 pandemic, and these include provisions for clarifying differences in experiences along SOGIE lines.

The Public Service Employee Survey (PSES) itself includes the opportunity for LGBTQI2S individuals to self-identify and there is a richness of data available from these climate surveys that can be leveraged in determining and designing EDI initiatives both across the government and within individual federal entities. This said, there remains room to improve the collection of gender information within the PSES, which currently offers the limited options of 'male', 'female' and 'gender diverse'.

A small handful of participants cited the *Privacy Act* as a reason their employer was not collecting or assessing SOGIE-specific impacts and that this approach was creating a barrier to them feeling at ease being out in the workplace. We emphasize that, if appropriately collected and protected, SOGIE data is invaluable in improving EDI efforts.

Transitioning in the workplace and gendered facilities

Most participating entities offer a transitioning in the workplace guide for supporting transitioning employees and their managers. Often, these guides have been tailored from Public Service Procurement Canada (PSPC)'s template *Support for trans employees: A guide for employees and managers*¹⁵. Some entities have invested great effort to providing a guide that reflects the specific contexts of the

¹⁴ Canada. Treasury Board Secretariat. 2019. *Modernizing the Government of Canada's Sex and Gender Information Practices: Summary Report*. Government of Canada. Accessed 02 26, 2021. <https://www.canada.ca/en/treasury-board-secretariat/corporate/reports/summary-modernizing-info-sex-gender.html>.

¹⁵ Canada. Public Services and Procurement Canada. 2019. *Support for trans employees: A guide for employees and managers*. Government of Canada. Accessed March 2, 2021. <https://www.tpsgc-pwgsc.gc.ca/apropos-about/guide-et-te-eng.html>.

organization. Among the many strong examples provided to us, ESDC should be commended for its in-depth guide whose creation was led by four trans employees. ESDC also plans to provide a 45-minute training session to managers on this document once it is published to help ensure they are aware of how best to support their trans staff. ESDC also offers the opportunity for transitioning staff to be connected confidentially with other trans and non-binary staff for mentorship and peer support throughout their workplace transition. The *RCMP Guide to Supporting Transgender, Non-binary and Two-Spirit Employees* is similarly a well-rounded document. It was created following robust consultation from expert organizations as well as those with lived experience. Both of these documents provide an excellent model for others to learn from.

This said, awareness of the content and in some cases, the existence of a guide for supporting transitioning employees was very limited across several of the participating entities, and the guidance provided in these documents was not frequently formally extended to the organization's policies and practices. For example, survey responses revealed limited awareness of policies supporting transitioning employees and policies related to access to gendered facilities.

CRA and ESDC's guides for supporting transitioning employees include specific statements that employees should not be expected to dress in a stereotypically masculine or feminine manner, which should be used to inform dress code policy across the government.

Similarly, guides for supporting trans employees state that personal choice in the use of gendered facilities should be respected, although this is not yet in policy and often not clearly communicated with staff. Some federal entities are intending to retrofit accommodation to include single stalls and universal facilities, but currently there is a general lack of provision.

Across most participating entities, we generally heard that changing names and gender markers on email signatures and business cards is a straightforward process although this is often much more complex for identification documents and payroll information. Employees are often not given clear guidance or support in navigating these processes.

Anti-discrimination and anti-harassment

There is significant variation in the participants' anti-discrimination and anti-harassment policies and practices. CAF has generally robust policies and procedures in place for grievances with clearly defined accountability measures. For most participants, survey respondents were more familiar with anti-discrimination and anti-harassment than other policies. However, some policies are not in line with the CHRA and much of the documentation we saw did not give specific examples of what constitutes discrimination and harassment on SOGIE grounds.

Third-party routes for submitting complaints such as the ombudsman, labour relations, and ICCMCs (Integrated Conflict and Complaints Management Centre).

do exist, but these processes were often not clearly outlined in documentation. Most participating entities did not provide detail on how issues are resolved which arise within the reporting line and consequences for perpetrators was often unclear.

Several federal entities seem to rely on informal resolution mechanisms, which limits the ability to track LGBTQI2S discrimination and harassment within the workplace. It also gives room for a great deal of manager discretion in effectively dealing with complaints and ensuring accountability for perpetrators. Further, federal entities run the risk of victims of discrimination and harassment being identified throughout the complaints procedure. Whilst processes are generally confidential, this does not guarantee anonymity, since a victim might be identified due to the type of discrimination at play (e.g., a complaint regarding misgendering of a trans employee).

In line with the Union-Management taskforce report, we therefore suggest there is important work to be done to ensure complaint procedures are fair and safe across the federal workplace.

Recruitment and retention

Few participating groups provided evidence of targeted LGBTQI2S recruitment and it appears many recruitment resources are focused only on the formal EEGs. There seems to be a perception that because LGBTQI2S is not a named EEG, there is no legal basis for developing recruitment initiatives that aim to diversify the workforce and increase their representation. In fact, the legal requirements around EEG representation are a minimum standard and there is much that could be done to improve recruitment processes with respect to LGBTQI2S people.

Job postings often lack consistency in the use of gender-neutral language, significantly in French, and while some include statements on their organizations' commitment to EDI, this often does not mention LGBTQI2S specifically and is often omitted from postings on third-party sites. In survey findings, most participating entities had some respondents who said that their sexual orientation, gender expression and/or gender identity had, to some degree, negatively impacted their career advancement. We also noted a lack of training for recruiters on how to actively address bias, as well as a general lack of cultural competence for working with trans candidates.

However, there are some initial steps being taken by individual entities and agencies to improve recruitment practices. This includes IRCC's recruitment efforts at university and fairs as well as good external communications signalling their commitment to diversity, as well as ESDC's intentions to launch mandatory anti-bias training for hiring managers and to address systemic barriers in recruitment processes. DND is currently in the process of reviewing staffing policy, and we were told the taskforce overseeing this will be working with the Pride Network as part of this process.

Employee benefits

While CAF and RCMP have their own leave and benefits policies, we unfortunately did not have access to these for assessment.

FPS employees share the same leave and benefits policies across the government. These shared policies often include relatively inclusive definitions of 'family', 'partners', and 'children'. However, there is limited consideration of family structures outside of hetero and cis-norms. For example, parental leave is differentiated depending on the assigned sex of the parent. Collective agreements include a statement

that employees must not be subject to SOGIE-based discrimination when taking leave, though these agreements do not provide information on how leave for gender-affirming transitions is assigned and could potentially lead to trans employees relying on employment insurance. The FPS healthcare plan covers hormone therapy for transitioning employees but does not include surgery, leaving that to the coverage of provinces. Coverage therefore varies between provinces and means that trans employees do not all have the same access to surgery.

We saw a general lack of knowledge within senior management and HR professionals on how benefits and leave policies apply to LGBTQI2S individuals and families. We heard that Pride Networks are welcome to provide feedback on benefits and leave policies, although this has not been made explicit to the networks themselves and it is not clear how this feedback would be implemented.

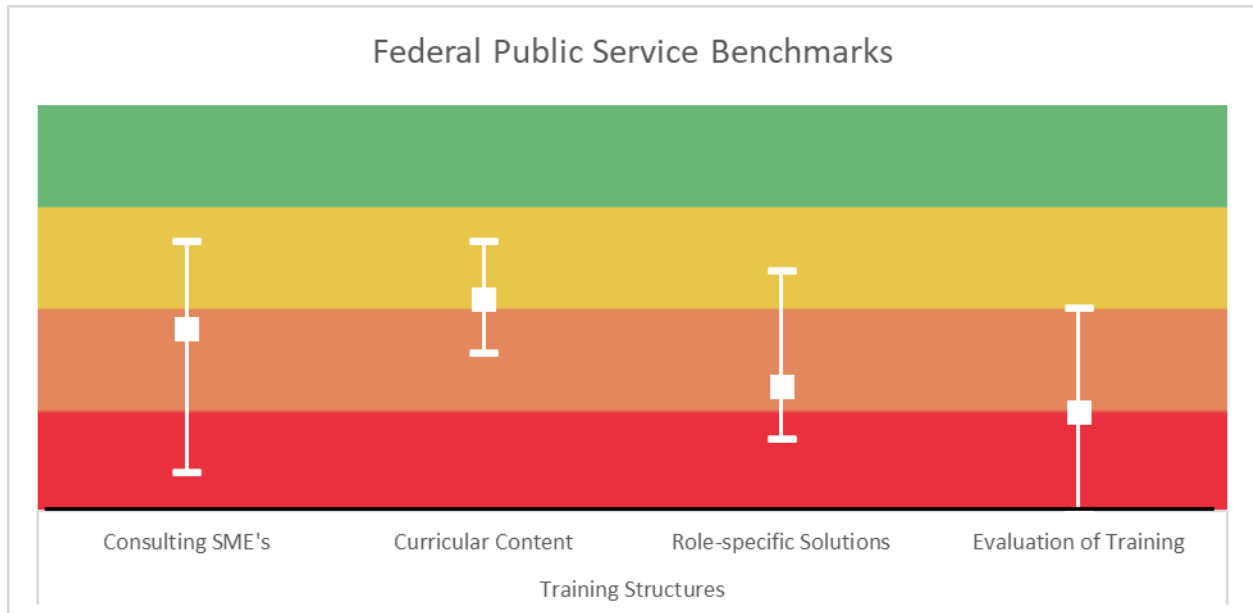
Dress code

RCMP and CAF were the only federal entities we spoke with that have formal uniform requirements, and both have made improvements in recent years to be more gender inclusive. RCMP has one uniform standard for all regular members, and CAF's combat outfits are not differentiated on the basis of gender. Both allow employees their own choice of uniform where options do exist, although it is important to ensure a range of sizes and cuts are available to all.

We received limited information on dress code from other participants. There does not seem to be an explicit dress code for public servants, with the majority of people we spoke to confirming they are able to wear clothes of their own choosing. This said, where uniformed staff units do exist within FPS departments and agencies (for example, within security teams), it is important they are not subject to cis-normative expectations.

ESDC and CRA's guides for supporting transitioning employees contain explicit statements that no employee should be expected to dress in a stereotypically 'male' or 'female' manner, and if this is implemented into policy for both uniformed and non-uniformed employees, it would be an excellent step forward.

Training Structures



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Table 9 – box plot to show averages and ranges for Training Structures

PSI training curricular content and SME consultation

Positive Space training is the main form of LGBTQI2S specific training across the government. This training is spearheaded by CSPA although most of the participating entities offer a version of it locally. CAF and DND share their PSI training. TBS and RCMP do not run their own PSI training, but invite employees to access it via another FPS departments or agencies if they choose.

Many Pride Networks grew out of PSI initiatives and so there is a close relationship between the two, with Pride Networks often overseeing the delivery and content of training within their department or agency. Some departments and agencies have tailored the training to their own needs, and this has in some cases led to great improvements on content. For example, GAC and IRCC's training includes explanations of systems of oppression, intersectional identities, and historic and ongoing power imbalances.

There are ways in which PSI training can be improved. Some departments and agencies appear to only consult with a token individual in course design, and there is generally a need to include a greater range of perspectives both in consultation and as part of first-person testimonies that are included in the training. Currently the testimonies included in training often rely on facilitators sharing their own experiences, and there appears to be no selection process ensuring facilitators represent a broad range of LGBTQI2S identities. There is also a lack of discussion within PSI on how concepts can be specifically applied to participants' roles, and specific skills taught to ambassadors on fostering culture change. Finally, there is very little evaluation of PSI training effectiveness, with some departments and agencies not meeting the minimum standard of tracking training uptake.

Other training curricular content and SME consultation

Outside of PSI, we heard of limited inclusion of LGBTQI2S identities within broader training efforts. Several of the participating entities had broad EDI training in place, but this rarely included LGBTQI2S examples or considerations. More typically, content and discussions were specifically restricted to the formal EEGs. Further, LGBTQI2S stakeholders and subject matter experts are rarely consulted during training development at all.

There are limited but promising exceptions to this. RCMP will soon be offering a “2SLGBTQ+” training course developed by the Canadian Police Knowledge Network (CPKN). Course development included consultation with a range of LGBTQI2S experts and stakeholders. Also, ESDC’s Pride Network was consulted during development of the department’s “Richness of our Differences” training, which includes explicit LGBTQI2S considerations.

For all federal entities, there is room to include stronger LGBTQI2S perspectives within training beyond those focussed on EDI topics. For example, explicitly featuring same-sex couples or gender diverse individuals in case examples and any topical considerations or program implications to them. Similarly, CSPA only includes LGBTQI2S and anti-racism and anti-oppression (ARAO) principles within their Inclusive and Respectful Workplaces training offerings, and it is not built into all training.

Role-specific solutions

CSPA includes some LGBTQI2S content in its mandatory manager training and we heard it would be possible to develop role-specific PSI training if there was a demand for it. In general, participating entities lacked any content addressing the needs of executives, people managers, HR, and recruitment personnel that would equip individuals in these roles to effectively support LGBTQI2S employees, clarify areas of organizational bias and risk, and foster a more affirming workplace culture.

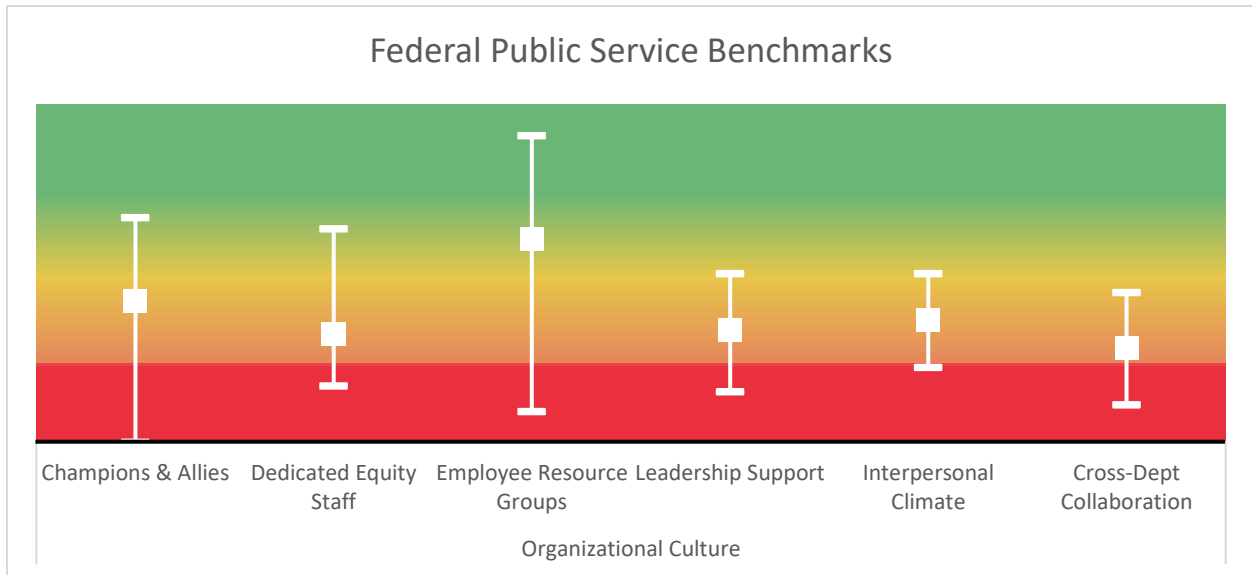
Training evaluation

Some entities only evaluate training initiatives that are mandatory, and the comprehensiveness of those evaluations varied greatly.

As the training provider, CSPA is working towards including level 2 and level 3 Kirkpatrick evaluations as part of training initiatives, which includes the monitoring of training effectiveness and skills development over time. CRA similarly aims for Kirkpatrick level 3 evaluations, though we heard that there remain a lack of resources and manager buy-in to undertake this level of evaluation for training initiatives. CAF has a variety of evaluation methods for its general training although this is not currently applied to PSI training.

Most participating entities undertake minimal ongoing measurement or evaluation of EDI training effectiveness, and this is rarely tied to a specific strategy or goal.

Organizational Culture



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust
Table 10 – box plot to show averages and ranges for Organizational Culture

Dedicated Equity Staff

Organizational structures to support LGBTQI2S employees and EDI efforts vary greatly across the participating entities. Some have dedicated equity offices housed within HR that have full-time staff and a range of roles to focus on different elements of EDI. Other groups we spoke to only have a single part-time role. Those with fully resourced and dedicated equity offices are able to have a broader reach with their EDI efforts. GBA+ teams also often work to support these efforts, though need to ensure they are consistently including SOGIE considerations throughout their work.

Champions and allies

Some entities make use of executive-level Champions for different marginalized groups and who often act as spokespeople at executive tables for their groups. Champions are not paid for this role and they do not generally receive training to support them in their responsibilities. Further, the degree to which Champions can impact EDI efforts seems to depend on their degree of authority in their main line of work, as opposed to having authority because of the Champion role itself.

Overall, there is a lack of clarity on the specific roles and responsibilities between equity staff, Champions, network chairs and positive space ambassadors. The degree of interaction between Champions, equity staff, and ERGs also varies greatly between entities.

Employee resource groups

All but one federal entity (TBS) has a local Pride Network (a voluntary peer network of LGBTQI2S employees and allies). These Pride Networks generally express having good membership numbers and their scope of activities vary. These might include purely social events; informal staff learning opportunities such as inviting guest speakers; campaigns on issues important to the LGBTQI2S workforce, such as gender-inclusive facility provision; or acting as expert consultants within organizational processes, such as undertaking policy reviews. Pride Networks are generally the main way for LGBTQI2S employee's voices to be heard and may also play a role in supporting PSI training.

Some entities host a dedicated Pride page on GCconnex to support peer connection, share information and resources. One group described having helped develop a private mentorship program for supporting transitioning staff. A particularly notable example of how ERGs are tailoring their efforts to local needs, GAC's Pride Network maintains a 'dashboard' to help employees considering applying for or preparing to take postings overseas to be fully informed on the state of LGBTQI2S rights in the host country.

The degree to which networks were formalized varied, with some still in early development, some being long-established, and others grappling with continuity issues following a period of turnover. A few were well developed beyond being a purely social network, having clear goals and governance structures. Of particular note, we commend ESDC's Pride Network for promoting trans representation on governance committees whenever possible. Most Pride Network representatives we spoke with expressed an urgent need for more resources, financial or otherwise. Many networks also expressed keen interest in taking on a more formalized consulting role within the organization, such as providing LGBTQI2S perspective on policy drafts, EDI initiatives and training.

Cross-departmental collaboration

There were some good examples of horizontal collaboration within entities on LGBTQI2S EDI efforts, including regular meetings and knowledge exchange between ERG Chairs and local Champions. We did not often see examples of collaboration extending down the various levels of staff, including at middle management or frontline staff levels. The examples of collaboration we did uncover frequently depended on personal connections rather than being the result of formal practices.

Participating entities lacking a specific EDI strategy tended to feature fewer examples of collaboration across functional areas on EDI initiatives. Overall, greater collaboration across knowledge leaders in the organization, including ERGs, Champions, HR, and EDI units will help to support an effective and intersectional approach to EDI.

On the other hand, we did see some instances of entities learning from and expanding on resources or initiatives started in other federal workplaces. Examples include tailoring the PSI training or transitioning in the workplace guides for local contexts, and the bi-annual meeting of the FPS heads of learning chaired by CSPS. TBS OCHRO may be well placed to expand on such coordination across the FPS since they provide policy direction for all FPS departments and agencies.

Leadership support

Visible leadership support is critical to fostering culture change across organizations. We often heard of good intentions from senior leadership and efforts to put out messaging signalling the importance of EDI in general. However, survey findings suggest this does not always reach frontline staff, and middle management¹⁶ may not be as active in fostering an inclusive workplace. It is important that messaging from leaders is backed up by support and training for middle management to promote EDI efforts.

We heard that the culture and climate of specific teams, and their participation in LGBTQI2S events, training and EDI initiatives is often dependent on individual managers having the will to foster good practices. We also heard that some regional managers opt out of initiatives.

However, we were also told that managers often take PSI training, and those that do are more likely to encourage their team to do so as well. Rewarding EDI participation within performance measures is one way to ensure more consistent leadership participation. For example, CAF gives formal certification to those who take PSI training. The MAF 2018-19 included all the federal entities we assessed with the exception of CAF and includes questions which measure manager participation in EDI efforts. However, this was not generally discussed in interviews, and it is not clear how the framework's findings are informing strategy, training and general EDI progress.

Interpersonal climate

Survey findings show that a good number of employees and military personnel feel comfortable being open about their identity in the workplace. However, all participating entities had some percentage of LGBTQI2S employees who were not comfortable, and most entities had LGBTQI2S employees who felt their career advancement had been negatively impacted by either their sexual orientation, gender identity or gender expression (or all three). This implies that bias remains an issue in several aspects of the workplace, although we did not collect qualitative data on why employees felt they had been negatively impacted. We also note in that survey uptake may have been higher in the National Capital Region (NCR) and that possible variations in bias and discrimination patterns across regions remain unclear. Regardless, it is clear that work is needed across the government to reduce bias within teams and within hiring and performance management practices.

Survey respondents also generally expressed confidence that they would personally intervene if they noticed anti-LGBTQI2S language, behaviours or other forms of harassment occurring, but were far less confident that their teammates would do the same. This might suggest that there is a lack of communication within teams regarding their support for each other. We also note that survey respondents were generally more confident personally intervening in instances of harassment based on disability and race than they were on SOGIE grounds. This may reflect the fact that few federal workplaces include examples of SOGIE-based harassment or discrimination and how to effectively address them within their policies and related support resources.

Interviewees generally felt their workplace was a welcoming environment, although they sometimes also recognized that they were viewing it from a heterosexual and/or cisgender perspective. Contrast to this, we uncovered instances of gender diversity being seen as a taboo subject within certain sites, with

¹⁶ Or middle ranking officers in the case of RCMP and CAF.

employees preferring not to talk openly about the topic. We also note that we did not have the opportunity to interview frontline staff/lower rank personnel on their lived workplace experiences.

Communications and community engagement

Most federal entities include some external communications during Pride on their Facebook or Twitter pages, and we saw some good examples of external communications, such as CRA's benefits explainer video featuring a same-sex couple as an example. Several participating entities also have good internal communications, including memos in newsletters and commemoration of important days to the LGBTQI2S community. We commend TBS' Twitter video that was circulated internally on International Non-Binary People's Day and Transgender Day of Remembrance. It features a non-binary TBS employee explaining non-binary pronouns and language and how to correct oneself when using the wrong pronoun. Further, this was available in both French and English. It is highly important to ensure that communications strategies are fully backed up by EDI efforts on the ground.

The participating groups generally did not contribute to third party campaigns relevant to the LGBTQI2S community, aside from Pride parades and memos on commemorative days. The only exception to this was IRCC's partnership with Rainbow Railroad, a Canadian charitable organization that helps LGBTQI2S people escape state-sponsored violence. More could be done to consult with community partners and engage with the LGBTQI2S community more broadly.

6.3 Overall Recommendations

In this section, we present 23 core recommendations applicable to all federal workplaces. Each recommendation is accompanied by an explanation of rationale and the benefits workplaces can expect by addressing those areas. Where possible, additional explanatory notes and spotlights of relevant initiatives within some federal entities are provided.

The recommendations are presented in three categories:

Foundational: These should be at the heart of all inclusion efforts. These act as the bases on which the other recommendations need to be built and are essential to the success of the other recommendations.

Supporting: These build upon existing structures and initiatives within the federal workplace, while being mindful of the foundational recommendations.

Reinforcing: These consolidate, cultivate and enhance the work undertaken within the first two categories.

It is important to note that these recommendations are not exhaustive. They are based on the areas of priority need observed in our consultations.

In particular, **Recommendation 1** should inform the implementation of all other recommendations, since consultation with LGBTQI2S people themselves should be at the heart of all EDI efforts. Ongoing consultation should inform the prioritization and implementation of all suggested recommendations.

Foundational

RECOMMENDATION 1	
<p>Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices.</p>	
EXPECTED BENEFITS	RATIONALE
<p>Policy, procedure, practice and training content is more inclusive and better portrays LGBTQI2S realities.</p>	<p>LGBTQI2S people themselves are best equipped to clarify needs and point out potential gaps during program planning stages. Currently, consultation efforts tend to rely on informal processes and as a result LGBTQI2S people are not consistently consulted on the training, policies, and initiatives that impact them.</p> <p>Robust consultation practices must inform all efforts to improve LGBTQI2S inclusion going forward.</p>

ADDITIONAL NOTES:

Consultation should not be limited to LGBTQI2S-specific initiatives, since broader policies and initiatives often also have important implications for LGBTQI2S people.

Consultation should prioritize those who have the most relevant experience and expertise of the subject, and who will be most strongly affected by changes to policy or practice (e.g. trans people should inform guides on supporting trans employees, as well as gendered facility policies).

In general, consultation panels should be representative of the full diversity of LGBTQI2S identities.

Within the FPS, TBS OCHRO is uniquely positioned to lead by example, setting high standards for LGBTQI2S and intersectional consultation across the federal workplace.

SPOTLIGHT:

RCMP participated as a guiding stakeholder on CPKN's recently launched LGBTQ2 course aimed at law enforcement professionals. Curriculum development included formal consultation with other Government agencies, as well as LGBTQI2S community leadership groups, ex-officers who had been personally affected by the LGBT Purge, a board member of the LGBT Purge Fund, and a range of policing and law enforcement organizations. This is an excellent example of a well-rounded model of community consultation.

RECOMMENDATION 2

Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics.

EXPECTED BENEFITS	RATIONALE
<p>Clear goals allow for next steps to be identified and progress to be tracked.</p> <p>PSI training, along with other LGBTQI2S initiatives can be continually improved based on the data collected.</p>	<p>Across the government today, there is an alarming lack of coordination or clear strategy surrounding LGBTQI2S EDI initiatives, which is inhibiting progress towards LGBTQI2S inclusion. Without an overarching strategy with measurable outcomes, efforts lack consistency and resources and there is little attention paid to their effectiveness.</p>

ADDITIONAL NOTES:

Although each federal entity should have its own strategy and action plan, some form of coordination for the government as a whole, such as a clear statement of intent with respect to LGBTQI2S inclusion, could help to ensure accountability and consistent engagement in EDI efforts across federal entities.

Entities should take advantage of existing PSES data, including breakdown reports by sexual orientation and gender, in order to clarify the disparities experienced by LGBTQI2S people in the workplace, inform local EDI efforts, and as a supporting data source for monitoring EDI progress.

RECOMMENDATION 3

Apply an intersectional lens to the development and review of all EDI initiatives, including specific consideration to possible implications for all LGBTQI2S identities.

EXPECTED BENEFITS	RATIONALE
<p>Initiatives work in tandem to improve inclusion for different groups, as well as accounting for compound power imbalances. Training, policy, and programs are better rounded, meet the needs of multiple groups and require less resources for revision and maintenance since a range of needs have been proactively considered.</p>	<p>Initiatives created for one equity-seeking group, for example LGBTQI2S communities, are often made in silos and do not address the multiple other identities of individuals from this group (color, disability, religion, etc.). This often ends up excluding already marginalized people who are caught in the intersection of those identities.</p>

RECOMMENDATION 4

Move away from a universalist approach to EDI and anti-discrimination initiatives to explicitly identify the marginalized groups of focus and articulate specific actions that seek to meet the needs of those groups.

EXPECTED BENEFITS

Different equity-seeking groups feel seen.
People can find concrete examples and progress measures for activities seeking to address their needs.

RATIONALE

Broad universalist approaches are inefficient as they fail to address the particular challenges and realities of any group. Although general policies and guidelines can exist, it is important that supporting pieces explicitly address the realities of the targeted populations.¹⁷

ADDITIONAL NOTES:

For example, anti-discrimination, anti-harassment and duty to accommodate documentation work best when they include examples of situations where the policy applies. These must include realistic scenarios experienced by different equity-seeking groups (such as LGBTQI2S communities).

RECOMMENDATION 5

Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations.

EXPECTED BENEFITS

ERGs become substantive contributors to organizational LGBTQI2S equity, inclusion, and cultural change efforts. ERG leaders equipped with governance support and dedicated time to fulfill their ERG responsibilities are less likely to experience burnout or compromised work-life balance.

RATIONALE

In order for ERGs and related initiatives to make substantial progress toward supporting equity and inclusion for the groups they represent, they must be empowered to succeed. This can include both tangible and intangible resources, such as governance training, seed funding, dedicated time allocations, or access to means of communicating initiatives across the organization.

¹⁷ Canadian Centre for Diversity and Inclusion. 2015. "In and Out: Diverging Perspectives on LGBT Inclusion in the Workplace." Accessed December 8, 2020. <https://ccdi.ca/media/1070/20150528-report-lgbt-inclusion-in-the-workplace-en.pdf>.

SPOTLIGHT:

At ESDC, the Pride Network chair is entitled to 7 hours dedicated time a week to support fulfilling their duties and other members of the Network's executive are entitled to 5 hours.

RECOMMENDATION 6

Develop mechanisms within Pride Networks and ERGs to ensure the full range of LGBTQI2S identities are represented within their governance structures.

EXPECTED BENEFITS

Pride Networks and ERGs accurately represent the diversity found in LGBTQI2S communities and can speak to issues concerning different identities when consulted.

Those from marginalized groups feel more comfortable participating in network initiatives knowing there is space for their voices to be heard.

RATIONALE

Without reserving spaces for more marginalized identities within governance structure, there is a danger that Pride Networks themselves reinforce systemic power imbalances.

ADDITIONAL NOTE:

This requires sensitivity and mitigation to support vulnerable individuals in partaking in networks, and work to avoid tokenism within network governance.

SPOTLIGHT:

ESDC has a mechanism to ensure that trans members are represented on the Pride Network's steering committee, which is an excellent initiative and shows an understanding of anti-oppression principles.

Supporting

RECOMMENDATION 7	
<p>Implement components within onboarding for all new hires to familiarize them with LGBTQI2S identities, available resources, and expectations for participation in inclusion efforts.</p>	
EXPECTED BENEFITS	RATIONALE
<p>All new employees are familiar with all policies, resources and behavioural expectations related to LGBTQI2S people in the workplace.</p> <p>Staff who are familiar with how policies apply are less likely to fail to comply.</p> <p>Staff who know how to access supports are more likely to take advantage of them.</p>	<p>Onboarding is an important step in familiarising a new hire or recruit with organizational culture. It is therefore crucial that the first steps of a new employee or recruit of the Canadian government are taken in the direction of inclusion.</p>

SPOTLIGHT:

IRCC offers a "gamified version of onboarding" which features badges, personalized avatars, and other game features, and is also working on an EDI pledge for all new hires. Although we do not know if these programs currently feature LGBTQI2S-specific content, this infrastructure is a promising model for fostering engagement in both compliance and cultural competence training on LGBTQI2S topics.

RECOMMENDATION 8	
<p>Review all formal documents and policies to include LGBTQI2S considerations.</p>	
EXPECTED BENEFITS	RATIONALE
<p>Diverse gender identities, backgrounds and family structures are included within all documentation. All policies and practices account for SOGIE identities and experiences.</p>	<p>Without being reviewed from an LGBTQI2S lens, documents tend towards heteronormative assumptions and binary language that marginalize LGBTQI2S people and their needs.</p> <p>General policies need to consider the implications on LGBTQI2S employees to support their inclusion in the workplace. Documents and policies that are not explicit about these implications risk people overlooking their SOGIE-dimension.</p>

ADDITIONAL NOTES:

Examples include:

- Discrimination and harassment policies should include definitions of SOGIE identities and examples of what constitutes SOGIE-based discrimination and harassment.
- Duty to accommodate training should have examples of SOGIE concerns in the workplace.
- Gender inclusive language should be used throughout all documentation.
- All training should include examples including LGBTQI2S identities wherever possible.

RECOMMENDATION 9

Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities.

EXPECTED BENEFITS

Being able to see what improvements have been made for LGBTQI2S EDI and what is presently underway avoids different groups duplicating efforts unnecessarily.

Different federal entities can learn from one another when developing their own initiatives, and exchange ideas for improvements.

RATIONALE

There is presently a lack of central oversight or coordination of improvements to LGBTQI2S EDI efforts. Initiatives might be developed locally but not adopted across all sites. There is also very little communication between different federal bodies.

Different EDI teams are not always aware of initiatives that are underway, which makes it difficult to support their development.

SPOTLIGHT:

Departmental Heads of Learning meet twice a year, chaired by CSPS. This is a good example of a forum for sharing recent developments and exchanging ideas for improving LGBTQI2S inclusion across the government.

RECOMMENDATION 10

Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.

EXPECTED BENEFITS

All staff have good comprehension of policies and initiatives supporting LGBTQI2S inclusion. They understand their rationale and how to implement them within their work.

RATIONALE

Significant numbers of staff remain unaware of policies and initiatives which support LGBTQI2S inclusion, including LGBTQI2S employees themselves.

There is also a need for policy to be accompanied by clear messaging which addresses common misconceptions or misgivings, encouraging staff to act on that policy.

ADDITIONAL NOTES:

For example, gendered facility policies should be accompanied by messaging about the importance of respecting a person's gender identity and their right to use a bathroom where they feel comfortable.

SPOTLIGHT:

TBS circulates opt-in communications to employees on special days of remembrance with useful information and resources. For example, a reminder that employees could put their pronouns in their email signature was sent on non-binary pronouns day, along with information on pronouns and a video of a non-binary TBS employee sharing their experience with pronouns.

RECOMMENDATION 11

Mandate and incentivize participation in LGBTQI2S EDI and training initiatives within performance management and leadership development for all staff.

EXPECTED BENEFITS

There is active participation in EDI and training initiatives across the government.
The Positive Space initiative welcomes more ambassadors.

RATIONALE

Presently, PSI training is voluntary and there is uneven participation in LGBTQI2S EDI initiatives. There are limited formal requirements within performance measures which include contribution to EDI efforts.

<p>Team leaders, officers and managers consistently take part in initiatives and foster a welcoming environment within their teams.</p>	
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ADDITIONAL NOTES:
This could involve making PSI training mandatory or rewarding those who take it within performance measures.

SPOTLIGHT:
DND's 2020-21 Performance Management Program: Fostering Diversity and Inclusion document asks that all executive Performance Management Agreements commit to demonstrating tangible and measurable progress towards creating a representative and diverse workforce. Failure to do so may impact the determination of the Executive's performance rating and talent map placement. This is a promising model which can be used to incentivize participation in LGBTQI2S inclusion efforts.

RECOMMENDATION 12

Tailor LGBTQI2S and EDI learning solutions to the needs of distinct roles within the workplace.

EXPECTED BENEFITS	RATIONALE
<p>HR personnel are better equipped to offer support to LGBTQI2S employees (e.g., during transition or during complaint process).</p> <p>Champions and governance staff are supported with the skills development needed to fulfill their roles.</p> <p>Managers have a clear grasp of anti-bias strategies and are competent at fostering cultural change within their teams.</p>	<p>There is generally a lack of role-specific training with respects to LGBTQI2S inclusion. Though PSI training may raise awareness and offer general guidance, there is need for training for those in positions of power on how they can leverage their roles to improve LGBTQI2S inclusion within the workplace.</p>

ADDITIONAL NOTES:
Role-specific training solutions should be developed for: frontline staff, people managers, HR personnel, senior managers, EDI Champions, Positive Space Ambassadors and governance staff for ERGs.

SPOTLIGHT:

ESDC's Pride Network is working on implementing a 45-minute training for managers on supporting transitioning employees

RECOMMENDATION 13

Incorporate skill-building on how to actively reduce bias against LGBTQI2S people within learning solutions.

EXPECTED BENEFITS

Staff are active allies who are able to apply what they learn to their work environment in order to make it safer and more inclusive. In instances of discrimination, they are comfortable intervening instead of being passive bystanders.

RATIONALE

Current learning solutions focus primarily on awareness-raising, providing an overview of LGBTQI2S concepts and vocabulary. Employees need to be equipped with practical skills like how to react to instances of homophobia and transphobia within the workplace, or how to work on one's own biases.

RECOMMENDATION 14

Review the complaints and grievance process, incorporating the possibility for fully anonymous complaints and collecting data to ensure complaints are fully addressed.

EXPECTED BENEFITS

People feel more comfortable filing a complaint when incidents occur, knowing it is a safe process. The tracking of complaints helps to identify repeat incidents and informs the development of solutions to reduce discrimination and harassment in the workplace.

RATIONALE

Current confidentiality processes do not necessarily ensure anonymity for the complainant and there is a risk that they might be identified due to the nature of the complaint (e.g., in the case of deliberate misgendering). A tendency towards using informal conflict resolution means incidents are not tracked and repeat patterns of discrimination and harassment cannot be identified and actively addressed.

RECOMMENDATION 15

Provide gender inclusive facilities throughout government sites, including single stall all-gender facilities wherever possible and consistent distribution of non-gendered washrooms.

EXPECTED BENEFITS

Gender diverse and non-conforming employees (and visitors to the site) feel safer and have access to facilities that respect their identities.

RATIONALE

All staff should have access to toilets and changing facilities that respect their identity and where they feel safe and comfortable.

SPOTLIGHT:

CAF has adopted plans for all new build to include universal washroom facilities, and existing builds to be retrofitted wherever possible.

RECOMMENDATION 16

Streamline the process for updating employee information for employees undergoing transitions, ensuring HR is responsible for the majority of the workload.

EXPECTED BENEFITS

Employees undergoing a transition are easily able to change their name and gender markers at work. This helps to affirm their transition and removes additional stress from the employee. Instances of deadnaming are reduced.

RATIONALE

Currently, processes to change names and gender markers are complex, often involving different protocols within different databases. It is not always clearly communicated how to navigate these processes, and the burden is on the employee to do so themselves.

The process of transitioning should be fully supported by the employer, making the change at work as fluid and stress-free as possible. The employer should also be responsible for identifying and mitigating risks for deadnaming, which includes having up-to-date employee information within all systems.

RECOMMENDATION 17

Include questions on SOGIE identity with a broad range of possible responses in all employee forms and surveys.

EXPECTED BENEFITS

Federal entities have an accurate portrait of their workforce and are able to identify issues particularly affecting LGBTQI2S employees, enabling them to make informed decisions in developing policies and initiatives.

LGBTQI2S feel seen and can answer forms in a manner that best represents their identity.

RATIONALE

SOGIE data collected from the PSES has some valuable findings regarding the experiences of LGBTQI2S employees, though options for identification are currently somewhat limited. As additional climate surveys are being introduced to check employee wellbeing, there is an opportunity to gather further SOGIE data.

This will allow entities to understand the diversity of their workforce, as well as tailoring initiatives as needed to support particular groups.

ADDITIONAL NOTES:

Given the history of the Purge, there is a concern that employees do not feel comfortable sharing such data. It is important the purpose of collection be clearly explained, and a range of options be offered within responses, including the option to not answer.

SPOTLIGHT:

The TBS guidelines on the collection of sex and gender information offers clear guidance on how to collect SOGIE data, explaining the purpose of collection to respondents and ensuring appropriate safeguarding of SOGIE information. These guidelines need to be adopted consistently across the federal workplace.

RECOMMENDATION 18

Adopt recruitment and retention strategies that explicitly seek to mitigate anti-LGBTQI2S biases and foster more diverse representation of LGBTQI2S identities across all levels of public service.

EXPECTED BENEFITS	RATIONALE
<p>Government employees are representative of the Canadian population. The design and delivery of public policy and programs is more efficient and better meet the needs of diverse groups. Qualified candidates are not denied opportunities as a result of cis- and hetero-normative biases.</p>	<p>Recruiters who are not fully cognizant of the ways in which cis- and hetero-normative biases can manifest within recruitment and hiring efforts, and who do not use deliberate anti-bias strategies risk limiting diversity within the workforce.</p> <p>Targeted recruitment efforts need not be limited to those groups identified within the EEA. Job postings can be circulated on platforms catering to LGBTQI2S candidates and all postings should incorporate explicit expressions of the commitment to LGBTQI2S inclusion within federal workplaces.</p>

ADDITIONAL NOTE:

This recommendation should only be implemented after other efforts to make the workplace safer and more inclusive of LGBTQI2S people have been established.

SPOTLIGHT:

ESDC has had strong success with its targeted recruitment efforts for Indigenous people. It is planning on adopting a similar approach for LGBTQI2S recruitment. This has clear potential to improve representation and workplace culture across ESDC.

Reinforcing

RECOMMENDATION 19	
<p>Mandate the use of inclusive language structures in the writing and translation of all French documents, ensuring French documentation is readily available to all employees.</p>	
EXPECTED BENEFITS	RATIONALE
<p>French speaking personnel have equal access to documentation that reflects the diversity of gender identities. All French LGBTQI2S personnel are made to feel welcome and included within formal documents.</p>	<p>Although we have seen efforts to write English documentation in a less gendered manner, the same attention is not always given to French-language documents.</p> <p>It is important to note that the translation of an inclusive English document will generally not be inclusive in French unless it has been translated with a special focus. Further, many translators will not be familiar with the appropriate LGBTQI2S vocabulary when translating LGBTQI2S-specific materials. Some French documents we had access to showed signs of being translated by someone who did not grasp the intent of the material (e.g., using the masculine form to talk about a gender-fluid person).</p>

<p>ADDITIONAL NOTES:</p> <p>Although not always widely adopted, linguistic tools are available for making French inclusive of gender diversity. Subject matter experts in both LGBTQI2S communities and the French language are best equipped to offer guidance to ensure the inclusive writing and translating of documents.</p>
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RECOMMENDATION 20	
<p>Include first-person narratives in learning materials, representing a diverse range of LGBTQI2S experiences and experiences at the intersection of social identities.</p>	
EXPECTED BENEFITS	RATIONALE
<p>Learners are put in contact with LGBTQI2S people who have varied experiences. They hear from LGBTQI2S people directly and develop an understanding of key issues that arise for them in the workplace.</p>	<p>First-person narratives allow learners to connect on a human level with the material.</p> <p>There are several instances of these within formal and informal learning materials, though it is important to</p>

Mechanisms are in place to avoid more privileged identities being over-represented.	ensure different identities, SOGIE and others, are well represented. This allows the voices of more marginalized people to be shared, as well as including the experiences of intersecting identities.
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SPOTLIGHT:
The RCMP has written employee profiles, highlighting LGBTQ employees and their personal experience. Such portraits were circulated on the intranet webpage.

RECOMMENDATION 21

Provide training and resources to all personnel who are in contact with grievance and complaints processes to ensure they are fully cognizant of LGBTQI2S experiences.

EXPECTED BENEFITS	RATIONALE
Victims of harassment or discrimination feel confident filing a complaint or grievance, knowing the people who will judge the request and support them in the process are understanding of their realities.	In order to fairly judge cases and to properly accompany victims, all personnel involved in grievance and complaints processes (including Union representatives, harassment advisors, Labour Relations Officers and Discrimination and Harassment Consultants, managers and HR personnel) need a firm grasp of LGBTQI2S issues and realities.

ADDITIONAL NOTES:
Personnel involved in these processes must be fully aware of the impacts of deadnaming, misgendering and the particular impacts of sexual harassment against LGBTQI2S people.

SPOTLIGHT:
CRA has a mandatory course on Discrimination and Harassment. The deadline is six months from an employee's appointment as an executive, manager, or supervisor. The training must be taken every 2 years.

RECOMMENDATION 22	
Clearly identify and communicate consequences for the perpetrators of discrimination and harassment, ensuring they account for aggravating factors such as repeat incidents.	
EXPECTED BENEFITS	RATIONALE
Victims of harassment or discrimination are more confident filing a complaint knowing there will be consequences for the perpetrator. Consequences and accountability measures are consistently applied and act as a deterrent to such incidents.	While each case of discrimination or harassment is unique, clear guidelines are needed to ensure consistent fair treatment, and develop a common understanding of what consequences can be expected from certain acts.

RECOMMENDATION 23	
Review benefits policies and collective agreements in consultation with LGBTQI2S employees to ensure they reflect the realities of LGBTQI2S people, including family structures and health care needs.	
EXPECTED BENEFITS	RATIONALE
LGBTQI2S employees receive equitable treatment within leave and benefits policies and practices. They are fully informed as to how workplace benefits apply to their situation, and feel they have an input in the coverage they require.	Leave and benefits policies often tend towards binarist and heteronormative assumptions. Collective agreements do not include clear consideration for trans employees, and it is not clear how leave policies apply to those undergoing a transition. There is limited coverage for medical services for an employee undergoing a transition.

Overall, we saw that many federal entities are taking steps toward improving LGBTQI2S EDI, and there is generally a willingness to improve workplace inclusion for LGBTQI2S people within the federal workplace. However, efforts are not always consistent across the participating bodies and there remains significant work to be done. This work entails turning positive intentions into practical and structural solutions, which promote sustainable culture change and foster an inclusive workplace across the government.

The implementation of the 23 recommendations will require active prioritization and dedicated resources. It will require significant support not only from the LGBTQ2 Secretariat, but from all levels of federal bodies including (but not limited to) managers, senior officers, HR departments, unions, conflict-resolution bodies, training providers, Champions, ERGs and equity offices. The implementation of these recommendations will vary depending on the context of specific federal entities. It is for this reason that we have provided entity-specific findings and recommendations in the following section.

Thus far, much of the work to improve inclusive practices for LGBTQI2S people is coming from the victims of this discrimination themselves, and often on a voluntary basis. It is essential that the government take a proactive approach moving forward, so that it can truly reconcile the harm caused to LGBTQI2S communities and move beyond the Purge.

6.4 Entity-Specific Findings and Recommendations

The following pages provide an overview of findings for each participating federal entity, and recommendations tailored to their context.

Canada Revenue Agency (CRA)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



Figure 1: CRA performance in the area of Workplace Inclusion Policies, Practices and Procedures¹⁸

Strengths

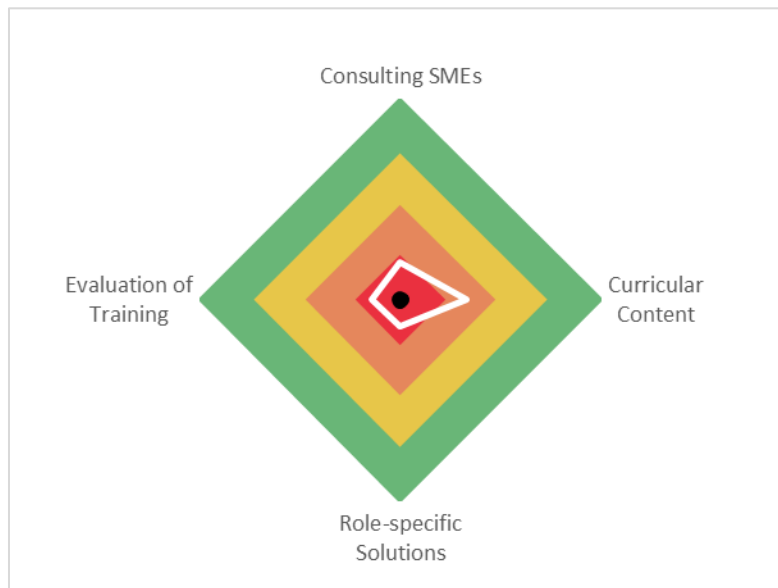
- CRA's *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* gives a range of information on how to foster an inclusive workplace, including specific statements relating to dress code, access to gendered facilities and privacy standards for gender history.
- Anti-discrimination and anti-harassment policies generally contain a good level of detail and are well known among staff.
- Job postings on GC Jobs include explicit statements on CRA's commitment to EDI and identifies LGBTQI2S within that.

¹⁸ See 5.2 Reading the Radar Diagrams for guidance on how to read this chart. Radar diagrams for each category provide a visual summary of how well current organizational practices reflect the promising practices identified for each theme described in section [4.0 Promising Practices](#). Explanation of the key areas of organizational strength and opportunities for improvement are also provided. Any notable findings falling outside of the formally assessed themes are described under "Additional Findings".

Opportunities for Improvement

- There is a general lack of specific LGBTQI2S consideration within EDI efforts, whether in policy, hiring or training.
- There is limited focus on LGBTQI2S concerns within onboarding and recruitment.
- Use of gender-inclusive language is inconsistent, particularly in French.

Training Structures



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 2: CRA performance in the area of Training Structures

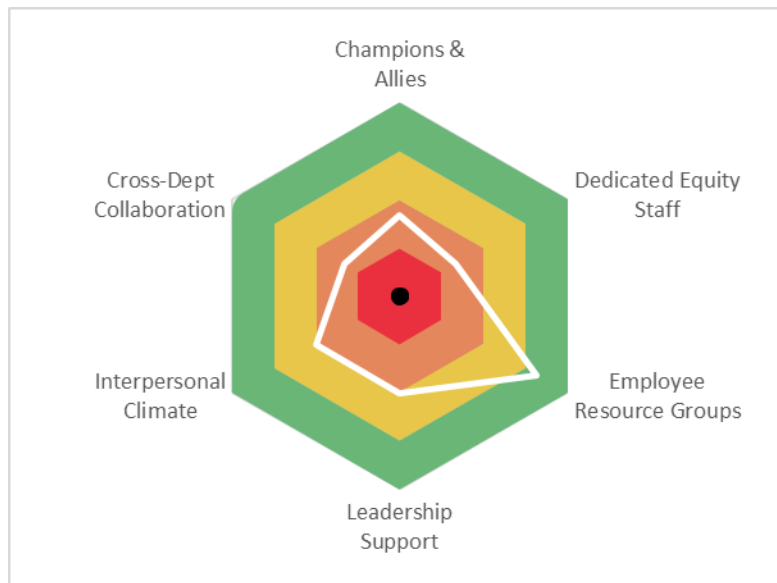
Strengths

- There is good uptake of Positive Space training.
- CRA has the expertise in place to do high level evaluation of trainings.
- There is evidence of intentions to improve offerings on anti-bias for staffing boards and managers.

Opportunities for Improvement

- Positive Space training materials have not been tailored to address CRA's context.
- Concerns were expressed regarding the quality of delivery and ongoing development for Positive Space trainers.
- There appears to be no current consultation with LGBTQI2S expertise within CRA or externally when developing and reviewing training.
- Diversity trainings are general and do not include specific LGBTQI2S consideration.

Organizational Culture



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 3: CRA performance in the area of Organizational Culture

Strengths

- The Pride Network is well developed and has numerous roles and good initiatives.
- There is a clear structure for Champions both regionally and nationally and well-defined roles.
- Survey findings suggest managers are generally fostering an LGBTQI2S-inclusive workplace.

Opportunities for Improvement

- There is a lack of resources for both equity staff and ERGs.
- There is room for greater collaboration across ERGs, HR and equity offices.
- Some managers do not prioritize participation in LGBTQI2S initiatives.

Recommendations

CRA needs to improve the consistency of its LGBTQI2S EDI efforts. In addition to the specific recommendations below, we also highlight **general recommendations 1, 6 and 7 as priorities for CRA.**

RECOMMENDATION 1	
Review the delivery of PSA training and adopt classroom management standards to monitor training delivery.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>There have been some instances of PSI training being delivered during which inappropriate anecdotes and explanations of concepts are shared. Higher standards of training and delivery quality for ambassadors are needed to ensure PSI training is delivered consistently and appropriately.</p>	<ol style="list-style-type: none"> 1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices. 2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics. 20. Include first-person narratives in learning materials, representing a diverse range of LGBTQI2S experiences and experiences at the intersection of social identities.

ADDITIONAL NOTES:

The Pride Network has taken over the responsibility for PSI delivery. It is important they are fully supported in this role so they can ensure consistent quality.

RECOMMENDATION 2	
Conduct a policy review to ensure gender inclusive language is used throughout all documentation, in both English and French.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
Several documents currently make use of gendered language and heteronormative assumptions. Use of inclusive language is particularly inconsistent in French.	<p>8. Review all formal documents and policies to include LGBTQI2S considerations.</p> <p>19. Mandate the use of inclusive language structures in the writing and translation of all French documents, ensuring French documentation is readily available to all employees.</p>

RECOMMENDATION 3	
Review the guide for supporting transitioning employees to improve understandings of the transitioning process, and to include considerations for supporting non-binary employees.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
Although CRA's <i>Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers</i> is generally a strong document, it presents transitioning as a fixed and legal process and does not include consideration to the social aspects of transitioning. It also does not include considerations for genders beyond the man/woman binary.	<p>1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures, and practices.</p>

Canadian Armed Forces (CAF)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



Figure 4: CAF performance in the area of Workplace Inclusion Policies, Procedures and Practices¹⁹

Strengths

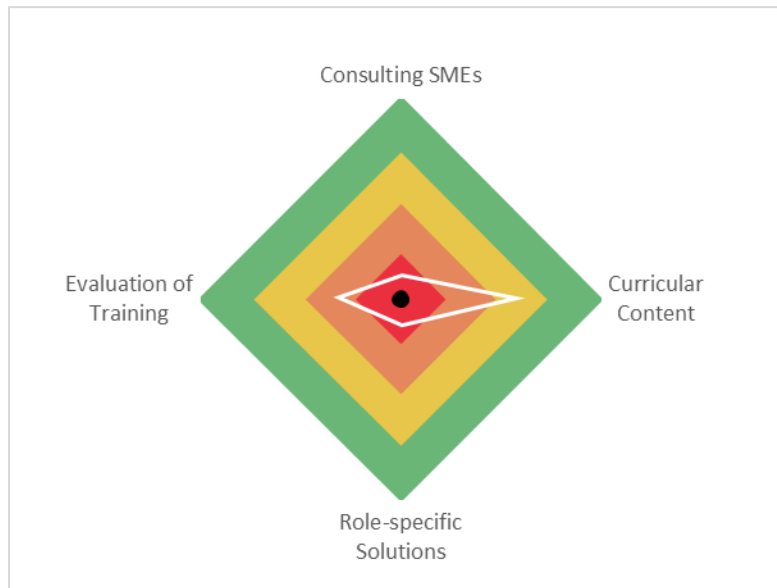
- Efforts are underway to ensure uniform options are determined by personal choice and not prescribed by perceived gender identities.
- There is explicit reference within Anti-Discrimination and Anti-Harassment policies to SOGIE.
- The creation and circulation of the Transitioning in the Workplace Toolkit.

Opportunities for Improvement

- Many of the current policies, procedures and practices operate at the level of general “diversity” rather than involving specific consideration for LGBTQI2S people.
- A lack of systematization in some measures which has led to either inconsistency or discrepancy in the inclusivity across CAF’s locations.
- Consultation with LGBTQI2S stakeholders is anecdotal and reactive; there is no official advisory committee for SOGIE perspectives.
- Presently there does not appear to be any explicit or binding statements protecting access to gendered spaces by trans or non-binary personnel.

¹⁹ For a description on how to interpret radar charts, readers can refer to 5.2 Reading the Radar Diagrams

Training Structures



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 5: CAF performance in the area of Training Structures

Strengths

- There is some good curricular content in Positive Space and PSA training, which is also shared with DND.
- Trainings give specific focus to SOGIE identities and includes discussion of the principles of equity and anti-oppression.
- The feedback of participants and facilitators was implemented when developing the program.

Opportunities for Improvement

- The reach of the Positive Space trainings is unclear and while there is some consultation with the Pride Network, content for training does not always draw on the experiences or expertise of LGBTQI2S CAF members themselves.
- Other EDI training initiatives do not specifically focus on LGBTQI2S concerns and people managers require specific training in fostering an inclusive workplace.
- There are no long-term strategies for monitoring the program's effectiveness.

Organizational Culture



Figure 6: CAF performance in the area of Organizational Culture

Strengths

- CAF has recently established a Pride Network, which shows great potential and is currently expanding.
- The LGBTQI2S Champion and Positive Space Ambassadors work across the forces to foster LGBTQI2S inclusion.
- There is a general sense that CAF has the will to become more inclusive, and some notable instances of leaders modelling these values.

Opportunities for Improvement

- The Pride Network is not yet formalized as an advisory body.
- Equity Offices do not always coordinate successfully, and leaders are not formally obligated to support EDI efforts.
- Whilst there are good intentions higher up in the chain of command, this does not always fully translate into better member experiences on the frontline.

Recommendations

CAF's LGBTQI2S EDI efforts are generally in need of more effective coordination, including clear structures for consultation and cooperation on EDI initiatives. CAF also needs to ensure that all EDI initiatives include specific LGBTQI2S consideration.

RECOMMENDATION 1	
Formalize CAF’s Pride Network, making it part of an official advisory body for LGBTQI2S and SOGIE.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>The Pride Network is a new body that is currently consulting on an ad-hoc basis. It needs formal support and formal status within CAF’s organizational structures.</p>	<ol style="list-style-type: none"> 1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures, and practices. 5. Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations. 6. Develop mechanisms within Pride Networks and ERGs to ensure the full range of LGBTQI2S identities are represented within their governance structures.

RECOMMENDATION 2

Extend the use of gender-inclusive language, ensuring that efforts are sustained in practice.

RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Despite the intention to do so, CAF members are yet to consistently adopt new habits of speech such as referring to one another by rank rather than gendered titles (Sir/Ma’am).</p> <p>To support culture change leaders must set clear examples for all members. There should be specific discussion of gendered inclusive language within training and such language should be incorporated into all policies and documentation.</p>	<p>7. Implement components within onboarding for all new hires to familiarize them with LGBTQI2S identities, available resources, and expectations for participation in inclusion efforts.</p> <p>8. Review all formal documents and policies to include LGBTQI2S considerations.</p> <p>10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace</p> <p>19. Mandate the use of inclusive language structures in the writing and translation of all French documents, ensuring French documentation is readily available to all employees.</p>

ADDITIONAL NOTES:

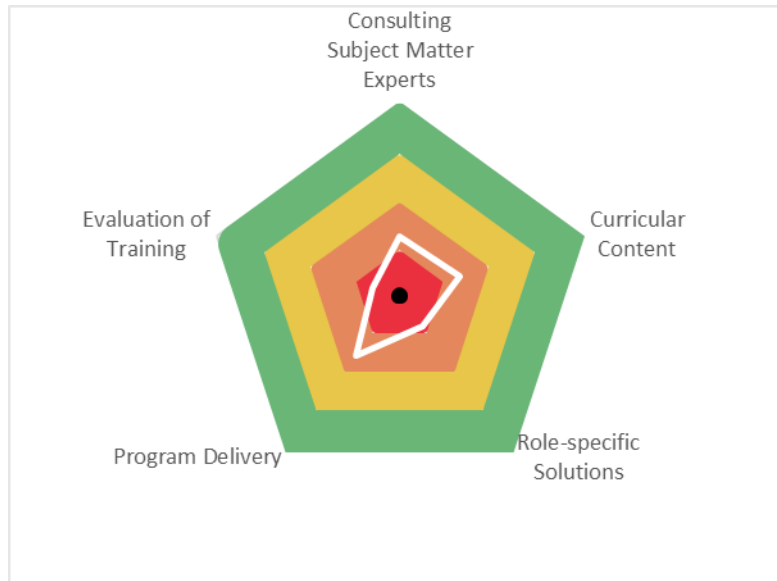
While some ranks have been renamed in English to be gender-inclusive, this is not so in French.

RECOMMENDATION 3	
Implement clear communications strategies to increase employee awareness of how CAF is becoming more inclusive for LGBTQI2S people.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Changes to CAF’s dress code need to be more clearly communicated. Where gendered standards exist, it should be clear that uniform choice is determined by the individual and efforts should be made to ensure all cuts and sizes are available in all uniform options.</p> <p>Similarly, changes to gendered facility accommodations require accompanying policy that makes it clear that choice of bathroom is determined by individual choice, and this should be reinforced by clear signage within facilities themselves.</p>	<p>9. Extend platforms for communication and collaboration between ERGs and colleagues, enabling resources to be easily shared across sites.</p> <p>10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.</p>

Canada School of Public Service (CSPS)

At a glance

Training Structures



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 7: CSPS performance in the area of Training Structures

Strengths

- PSI training has increasing uptake and momentum. It includes definitions of SOGIE terms and some inclusion of ARAO principles, particularly covering the history of oppressions.
- PSI training was developed with the input of other federal bodies, and is reviewed by LGBTQI2S staff members.
- Using CSPS courses as a model, other local units and agencies are also able to expand upon and tailor CSPS trainings to their own contexts.

Opportunities for Improvement

- There is a lack of central monitoring of adaptations to training that have been made by individual federal entities.
- Training other than PSI does not include LGBTQI2S considerations, and EDI efforts are not applied across all CSPS' "business lines".
- Training evaluation is in early development and is not tied to specific EDI strategy goals.

Organizational Culture

This category was not formally assessed given that CSPS evaluation was focused on training. However, CSPS does have a role in developing Champion and ally networks due to its role in PSI. Numerous entities

across the government take part in positive space training, although participation in the program at each site is unclear. The lack of local PSI representation is a gap identified by CSPA. There is basic PSI training for ambassadors (also referred to as Champions) and additional training to become a training facilitator. We heard in interviews that these ambassadors convene regularly to discuss issues, gaps and ideas, as well as engagement with one another over GConnex (the government’s internal communications platform) and group calls. Any level of staff can take part in the training, meaning multiple levels of staff have access to it.

Recommendations

CSPA is uniquely positioned as the government’s training provider to coordinate training across the federal workplace, and to model structures for monitoring and evaluating training, as well as modelling good consultation practices within policy development.

The recommendations we consider to be of highest priority for CSPA include efforts with longer-term views related to the review and evaluation of training. As such, they may require the allocation of additional resources to be properly addressed.

RECOMMENDATION 1	
Consider lived experience and subject matter expertise when appointing and training facilitators, so that those running PSI training represent the full range of LGBTQI2S identities.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
Although one facilitator of the course must self-identify as LGBTQI2S, there is no mechanism in place to ensure a broad range of identities are represented. It is particularly to hear from those who are more marginalized within the LGBTQI2S community.	20. Include first-person narratives in learning materials, representing a diverse range of LGBTQI2S experiences and experiences at the intersection of social identities.

ADDITIONAL NOTES:
In addition to appointing facilitators with lived experience wherever possible, there should be opportunities within training content to hear from external speakers with a range of lived experiences.

RECOMMENDATION 2

Improve monitoring and evaluation of PSI training to track its effectiveness, local adaptations made by federal entities, and requests for tailored and/or role-specific training.

RATIONALE

Many entities have adapted PSI training to their own needs. While this has led to positive changes in some instances, there is a need for greater oversight of these changes and methods to monitor their effectiveness. It may be some of these changes can be adopted into the core training content.

Several entities have also indicated the need for role-specific LGBTQI2S EDI training, for example for staffing personnel or team leaders. Tracking these requests will help to prioritize the development of further training options.

RELATED GENERAL RECOMMENDATION(S)

2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics.

ADDITIONAL NOTES:

CSPS has limited resources, so much of this work may be done by the entities themselves, but CSPS is well positioned to coordinate the process and/or to house training evaluation data. In particular, we heard that some departments are keen to expand evaluation of their PSI training, but this requires oversight from CSPS.

RECOMMENDATION 3

Review all training to incorporate LGBTQI2S considerations and examples, across all of CSPS' lines of business.

RATIONALE

Currently, LGBTQI2S content is only included within PSI training, and LGBTQI2S considerations are not applied to other EDI training, or to training within CSPS' other business lines.

RELATED GENERAL RECOMMENDATION(S)

3. Apply an intersectional lens to the development and review of all EDI initiatives, including specific consideration to possible implications for all LGBTQI2S identities.

4. Move away from a universalist approach to EDI and anti-discrimination initiatives to explicitly identify the marginalized groups of focus and articulate specific actions that seek to meet the needs of those groups.

8. Review all formal documents and policies to include LGBTQI2S considerations.

Department of National Defence (DND)

At a Glance

Workplace Policies, Procedures and Practices



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 8: DND performance in the area of Workplace Inclusion Policies, Procedures and Practices

Strengths

- A new taskforce has been created to review staffing policies and will be working with the Pride Network and other employee networks.
- Anti-discrimination and anti-harassment policies thoroughly explain protocol for submitting complaints and there is a clear structure for responding to complaints.

Opportunities for Improvement

- Policies are not consistently reviewed with an LGBTQI2S lens.
- We were lacking documentation for several assessment themes.
- There is no DND specific guide for supporting trans and transitioning employees, and no training for hiring managers on working with trans candidates.

Training Structures

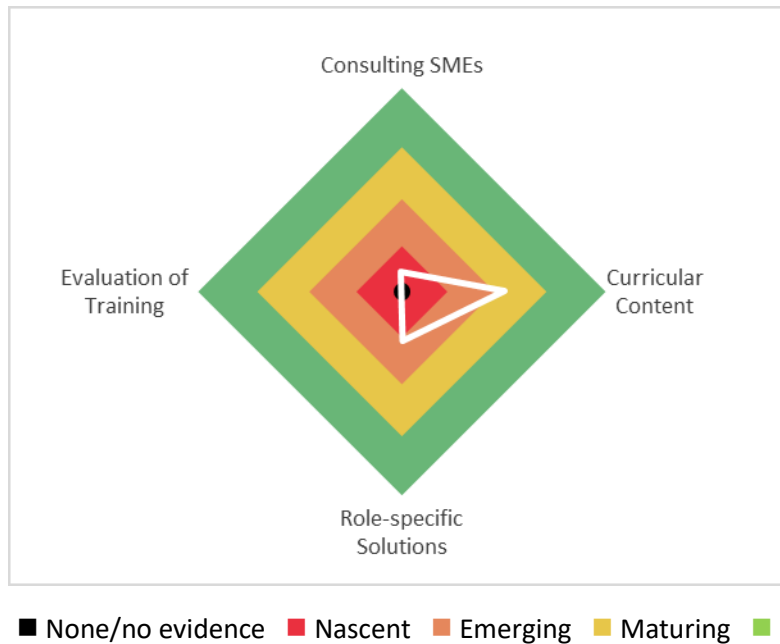


Figure 9: DND performance in the area of Training Structures

Strengths

- The Pride Network is reviewing the Positive Space training and there is some effort to track uptake of the training for ambassadors.
- The existence of a conversation toolkit for people managers to reduce bias within their teams is encouraging, though we were not offered the document for review at this time.
- Anti-harassment and discrimination training specifically identifies sexual orientation as grounds for harassment or discrimination.

Opportunities for Improvement

- Much of the EDI training, outside of Positive Space training, does not include a significant focus on LGBTQI2S experiences and concerns.
- When appointing course facilitators and including first person testimonies, it is important to ensure that a full range of identities are represented.
- There is currently no training for hiring managers in supporting trans candidates.

Organizational Culture



Figure 10: DND performance in the area of Organizational Culture

Strengths

- A mentorship program was created to support employees from marginalized communities.
- The upcoming staffing review shows promise for enhanced collaboration between HR, equity staff and the Pride Network.
- There are connections across Champion and ally networks, including PSAs.

Opportunities for Improvement

- People do not always feel immediately believed within the grievance process.
- The Pride Network lacks resources to support it; the majority of work being done around LGBTQI2S EDI appears to be volunteer-driven.
- The Pride Network is not consistently given opportunities to advise on EDI initiatives, and on policy in general.

Recommendations

DND would strongly benefit from more LGBTQI2S-specific considerations within its EDI efforts, policy, and consultation. Beyond the general recommendations, we have included some specific recommendations regarding particular policies that need development/review.

RECOMMENDATION 1	
Incorporate specific considerations for LGBTQI2S people and intersecting identities within EDI strategy, and include specific consultation with these groups.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Presently, EDI policy tends to be limited to “visible minorities”.</p> <p>Although DND employees are encouraged to be respectful of everyone, it is imperative that specific LGBTQI2S considerations be built into training, policies, and EDI strategy.</p>	<ol style="list-style-type: none"> 1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices. 2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics. 3. Apply an intersectional lens to the development and review of all EDI initiatives, including specific consideration to possible implications for all LGBTQI2S identities. 4. Move away from a universalist approach to EDI and anti-discrimination initiatives to explicitly identify the marginalized groups of focus and articulate specific actions that seek to meet the needs of those groups.

ADDITIONAL NOTES:

A clear example is anti-discrimination and anti-harassment policy, which does not currently specify examples of discriminatory behaviour towards particular groups.

RECOMMENDATION 2	
<p>Conduct a full review of the grievance process to increase accessibility and move away from reliance on informal mechanisms.</p>	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Consultation and survey findings show that LGBTQI2S staff at DND do not feel comfortable voicing their concerns regarding any SOGIE-related issues they encounter in their workplace. Currently, employees often do not feel that they are immediately believed when filing a complaint.</p>	<p>14. Review the complaints and grievance process, incorporating the possibility for fully anonymous complaints and collecting data to ensure complaints are fully addressed.</p> <p>20. Provide training and resources to all personnel who are in contact with grievance and complaints processes to ensure they are fully cognizant of LGBTQI2S experiences.</p> <p>22. Clearly identify and communicate consequences for the perpetrators of discrimination and harassment, ensuring they account for aggravating factors such as repeat incidents.</p>

RECOMMENDATION 3	
<p>Develop a tailored guide for supporting transitioning employees in the workplace for trans, gender-non confirming and non-binary DND staff and their managers.</p>	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Currently DND does not appear to have a guide tailored to its internal workplace context. A tailored guide with accompanying training will help to ensure staff are equipped to support trans colleagues in the workplace.</p>	<p>9. Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities.</p> <p>10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.</p>

ADDITIONAL NOTES:

The guide could be based on the PSPC guide for supporting trans employees, though should be adapted to include DND-specific considerations.

Employment and Social Development Canada (ESDC)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



Figure 11: ESDC performance in the area of Workplace Inclusion Policies, Procedures and Practices

Strengths

- ESDC's intention to be more inclusive of LGBTQI2S communities was reflected in several documents and in interviews.
- The Pride Network has upcoming initiatives such as the self-ID campaign, targeted recruitment strategies and setting up safe spaces so that employee experiences get heard.
- The upcoming Guide for Transitioning Employees, and their Co-Workers and Managers is an excellent document and should help ESDC to make great strides for LGBTQI2S inclusion.

Opportunities for Improvement

- Policies do not always include specific LGBTQI2S considerations and tend to take a broad EDI approach instead.
- As the Guide for Transitioning Employees, and their Co-Workers and Manager is not published, policy has yet to be reviewed to take account of its recommendations.
- There is a gap in onboarding, where there is room to make ESDC's support and resources for LGBTQI2S inclusion more explicit.
- A significant number of survey respondents felt their career had been negatively impacted by their sexual orientation or gender identity and expression.

Training Structures

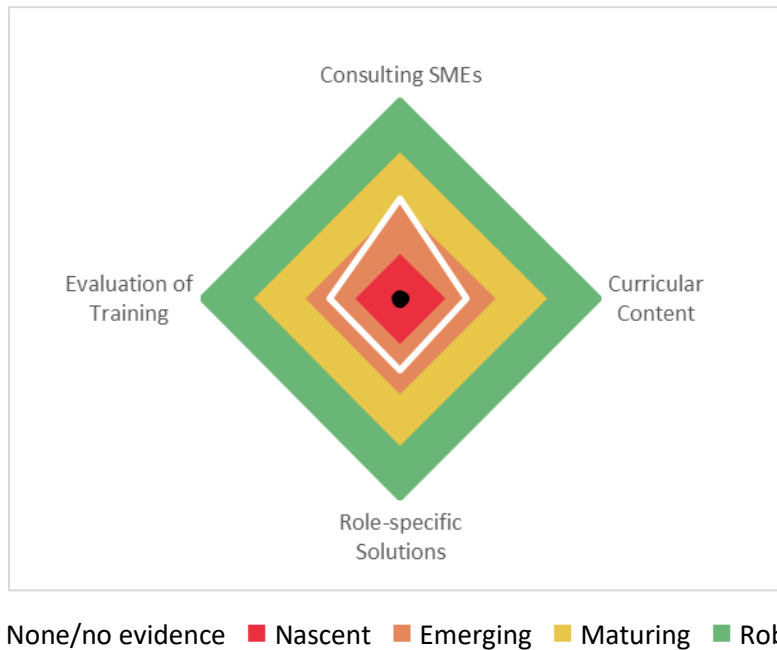


Figure 12: ESDC performance in the area of Training Structures

Strengths

- There is some consultation with subject matter experts from LGBTQI2S communities on training development, particularly the Positive Space training which is delivered by the Pride Network.
- There is evidence of training tailored to managers and specific roles such as staffing, as well as consideration of regional issues.
- The Positive space training has some good content, discussing a wide range of identities and addressing common misconceptions.

Opportunities for Improvement

- Consultation is not systematic on all training, and in some cases, training was only reviewed after complaints.
- Training content does not necessarily detail common workplace issues and how to overcome them.
- Training focuses on increasing awareness of biases rather than how to overcome them.

Organizational Culture

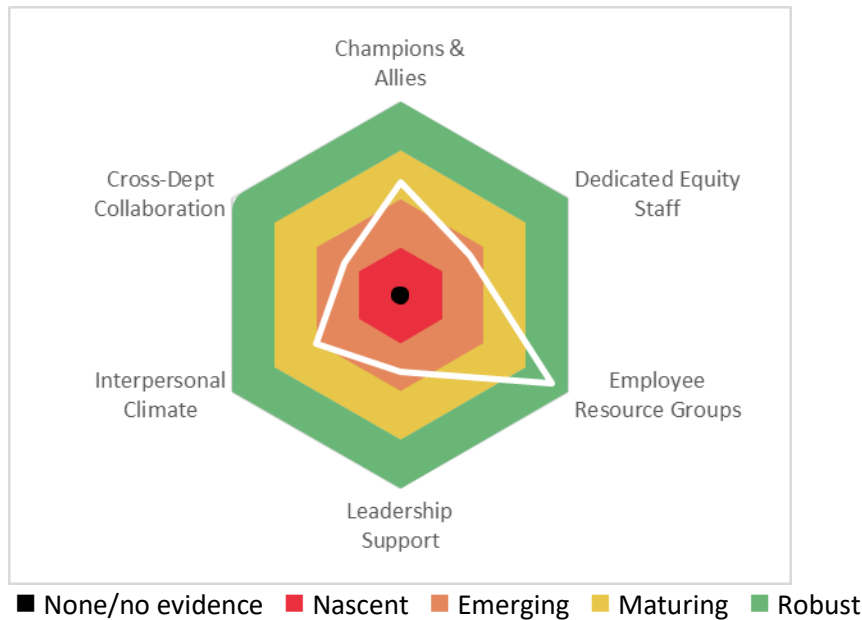


Figure 13: ESDC performance in the area of Organizational Culture

Strengths

- The Pride Network has several good initiatives such as the Guide for Transitioning Employees, their Co-Workers and Managers, and confidential peer support for trans and non-binary employees.
- There is good uptake of PSA training and efforts to connect employees online.
- Within EDI portfolios, there is a good degree of coordination and efforts toward intersectionality.

Opportunities for Improvement

- There is opportunity for greater collaboration between EDI managers and the Pride Network, with room for more systematic consultation.
- Efforts need to be made to ensure that managers are consistently fostering an inclusive workplace and encouraging their teams to do the same.
- There is a lack of financial and governance support for the Pride Network.

Recommendations

ESDC’s Pride Network has helped the organization adopt a range of good initiatives. These now need structured support, through the development of EDI performance measures, executive-level support and resources so that LGBTQI2S inclusion can be built into all policies, procedures and practices and lead to consistent and sustainable cultural change.

RECOMMENDATION 1	
Publish the upcoming guide for transitioning employees and use it to inform a review of all policies.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
ESDC’s <i>Guide for Transitioning Employees, their Co-Workers and Managers</i> is excellent and there is a clear strategy for communication established once it is published. This should be accompanied by a full review of all policies with regard to the inclusion of SOGIE examples and considerations, and other adaptations to bring all policies into alignment with the guide.	8. Review all formal documents and policies to include LGBTQI2S considerations.

ADDITIONAL NOTES:

We saw several documents in need of updating, for example the *ESDC Departmental Guidelines Duty to Accommodate in the Workplace – A Shared Responsibility* accurately lists sexual orientation as a protected ground, but not gender identity or gender expression. Once the *Guide for Transitioning Employees, their Co-Workers and Managers* is published it should be used to inform several policy reviews including dress code, gendered facility policies and anti-harassment policies.

RECOMMENDATION 2

Identify opportunities to apply current EDI initiatives and their existing structures to LGBTQI2S identities.

RATIONALE

ESDC has some good initiatives that either apply to EDI efforts broadly or to other marginalized groups that could also be applied to LGBTQI2S employees. We heard that the department is considering extending these, which we encourage. Making use of existing structures, and applying intersectional learning will ensure LGBTQI2S EDI efforts are well rounded and make efficient use of resources.

RELATED GENERAL RECOMMENDATION(S)

- 2.** Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics.
- 3.** Apply an intersectional lens to the development and review of all EDI initiatives, including specific consideration to possible implications for all LGBTQI2S identities.
- 4.** Move away from a universalist approach to EDI and anti-discrimination initiatives to explicitly identify the marginalized groups of focus and articulate specific actions that seek to meet the needs of those groups.
- 18.** Adopt recruitment and retention strategies that explicitly seek to mitigate anti-LGBTQI2S biases and foster more diverse representation of LGBTQI2S identities across all levels of public service.

ADDITIONAL NOTES:

For example, current processes around targeted recruitment for Indigenous people could be adapted for LGBTQI2S recruitment efforts.

Furthermore, the structures in place for evaluating Richness of our Differences training could also be applied to PSI training, with the support of CSPA.

RECOMMENDATION 3	
Monitor managers' participation in EDI efforts, with particular focus on their implementation of anti-bias strategies.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>A significant number of ESDC survey respondents said their career had been negatively impacted on SOGIE grounds. The department needs to expand its anti-bias training and monitor performance with regards to EDI participation.</p>	<ul style="list-style-type: none"> 11. Mandate and incentivize participation in LGBTQI2S EDI and training initiatives within performance management and leadership development for all staff. 12. Tailor LGBTQI2S and EDI learning solutions to the needs of distinct roles within the workplace. 20. Include first-person narratives in learning materials, representing a diverse range of LGBTQI2S experiences and experiences at the intersection of social identities.

Global Affairs Canada (GAC)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 14: GAC performance in the area of Workplace Inclusion Policies, Procedures and Practices

Strengths

- There is good coordination between the Pride Network, HR and Champions on EDI initiatives.
- There is some consultation with LGBTQI2S employees to review policy.
- The GBA+ guide includes good awareness of targeted recruitment measures and ARAO principles.

Opportunities for Improvement

- There is a lack of application and implementation of the frameworks provided throughout the GBA+ guide.
- There does not appear to be any policies on gender-inclusive facilities.
- There is a need to expand the range of organizations and individuals consulted with for LGBTQI2S initiatives/queries, to mitigate for tokenism and ensure succession of EDI efforts.
- Efforts to tailor PSPC's guide for supporting trans employees to GAC's context are currently voluntary and needs executive support to ensure its completion.

Training Structures

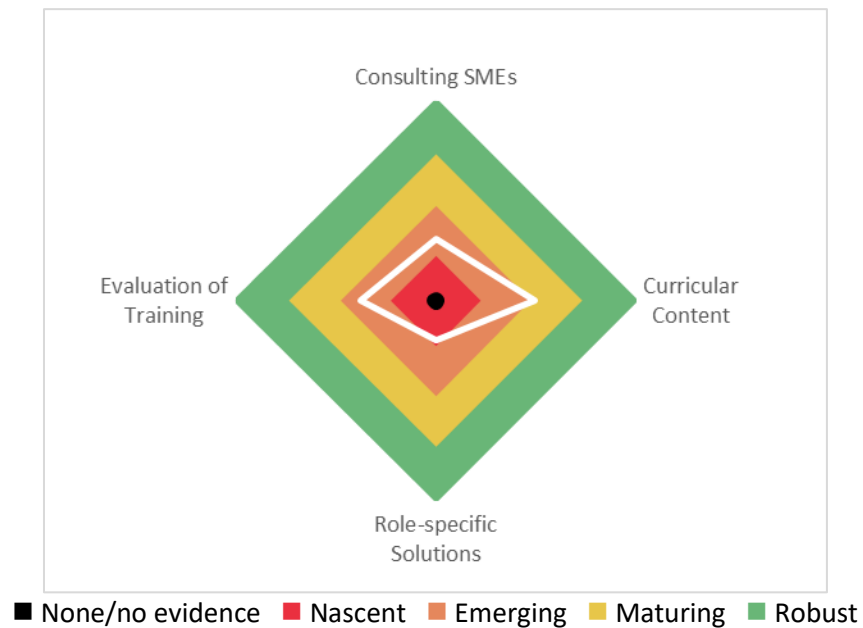


Figure 15: GAC performance in the area of Training Structures

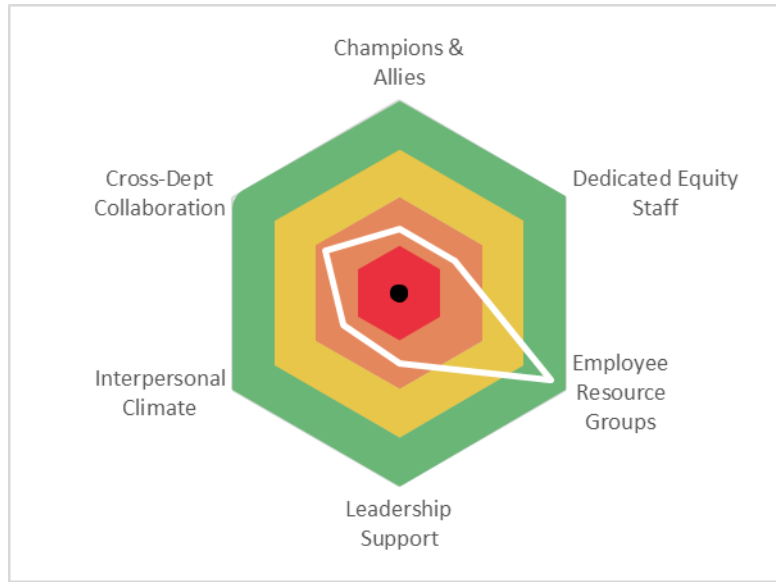
Strengths

- Efforts to consult with subject matter experts and LGBTQI2S staff are evident.
- LGBTQI2S first-hand experiences are included within course content.
- Training content includes discussion of power dynamics, intersectionality and systems of oppression.

Opportunities for Improvement

- There is a focus on awareness raising, rather than skills development.
- There is a lack of tailoring to specific roles, no mandatory training for managers.
- Workplace-specific examples and scenarios could include a greater range of diverse LGBTQI2S identities.

Organizational Culture



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 16: GAC performance in the area of Organizational Culture

Strengths

- There is a robust Pride Network that works to support LGBTQI2S staff through a variety of good initiatives, it also includes clear mechanisms to ensure its governance structures are representative and plans for including more vulnerable members.
- Champions and leadership work collaboratively to support EDI efforts.
- There are some good intentions expressed by senior leadership.

Opportunities for Improvement

- There is a lack of staff resources for the Pride Network and much EDI work is unpaid.
- GAC has the unique challenge of ensuring employees feel comfortable when posted overseas.
- Structures for collaboration are not formalized and are needed to ensure good succession planning.

Recommendations

GAC overall needs to ensure that the efforts the Pride Network be supported with resources, and that LGBTQI2S considerations be firmly embedded within both policy and practice across the department.

RECOMMENDATION 1	
Provide executive-level support and resources to ensure that work to develop GAC’s tailored guide for supporting trans employees is completed and accompanied with robust communications when published.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>The adaptation of PSPC’s guide for supporting trans employees is currently an employee-lead initiative and is not specifically resourced. It is essential that, when complete, employees are educated on its content and its guidelines are adopted into policy.</p>	<p>5. Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations.</p> <p>9. Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities.</p> <p>10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.</p>

RECOMMENDATION 2	
Measure and incentivize managers' participation in EDI efforts, and provide specific anti-bias training to help them foster an inclusive team culture.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
While several managers have good intentions and are encouraging participation in PSI, manager-specific training will improve consistency in leadership support for LGBTQI2S EDI efforts. In particular, survey results showed very few managers received any LGBTQI2S during onboarding for their role.	<p>11. Mandate and incentivize participation in LGBTQI2S EDI and training initiatives within performance management and leadership development for all staff.</p> <p>12. Tailor LGBTQI2S and EDI learning solutions to the needs of distinct roles within the workplace.</p> <p>13. Incorporate skill-building on how to actively reduce bias against LGBTQI2S people within learning solutions.</p>

RECOMMENDATION 3	
Streamline the process of changing names and gender markers within GAC's administrative systems.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
The process to change names is currently not clearly communicated to staff, and transitioning employees must determine how to navigate these themselves rather than being led by HR.	16. Streamline the process for updating employee information for employees undergoing transitions, ensuring HR is responsible for the majority of the workload.

Immigration, Refugees and Citizenship Canada (IRCC)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 17: IRCC performance in the area of Workplace Inclusion Policies, Procedures and Practices

Strengths

- IRCC contributes to third party and community campaigns such as Rainbow Railroad.
- There are some efforts to tailor initiatives, with PSI training for specific branches and regional EDI Champions.
- An EDI pledge for new hires is in development.

Opportunities for Improvement

- There appears to be no overarching LGBTQI2S EDI strategy.
- There is no tailored guide for supporting transitioning employees, and a lack of awareness for the PSPC guide that is available. No gender-inclusive facilities.
- Data suggests the possible existence of bias in career advancement processes.

Training Structures

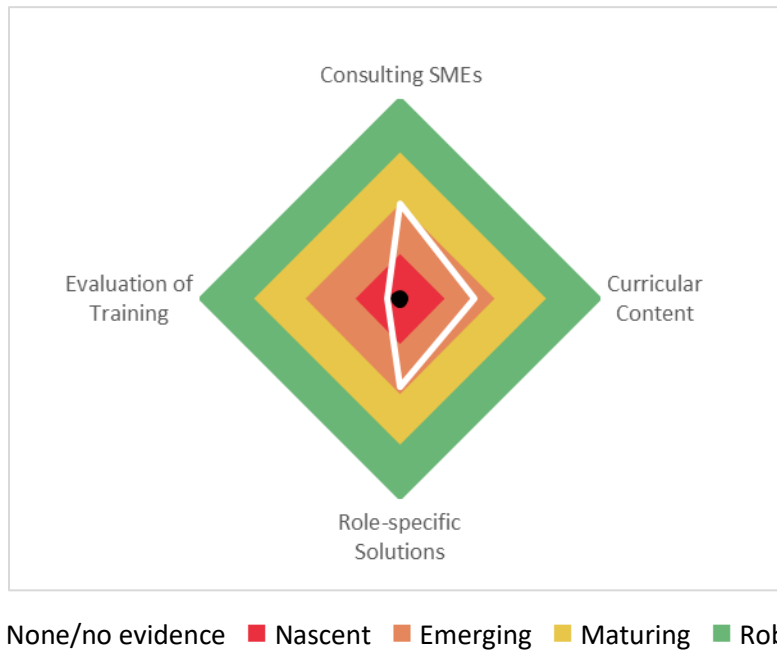


Figure 18: IRCC performance in the area of Training Structures

Strengths

- There are numerous instances of consultation with Pride Network on training.
- Good definitions for SOGIE and LGBTQI2S key terms are included in PSI training as well as content on oppression, intersectionality, and erasure of LGBTQI2S people of colour.
- There are some examples of specific management training, training for recruiters, and piloting HR training.

Opportunities for Improvement

- Examples of issues faced by LGBTQI2S individuals in the workplace and common misconceptions could be more thoroughly detailed, with suggested approaches on how to address them.
- There is a lack of evaluation for non-mandatory training.
- Training for managers does not necessarily detail how concepts could be applied to their role.

Organizational Culture



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 19: IRCC performance in the area of Organizational Culture

Strengths

- Champions exist at senior levels and are tied to Pride Network, efforts toward intersectionality and working with other ERGs.
- There is good uptake of PSI training and some platforms exist for employees to connect online and in person.
- IRCC has good communication efforts with respect to LGBTQI2S inclusion, on a range of platforms both internally and externally.

Opportunities for Improvement

- There is a lack of resources for both ERG and equity staff.
- The lack of EDI strategy limits opportunities for collaboration as well as leading to lack of formalized structures for consultation/reviews.
- Mixed survey findings for leadership support, despite good intentions high up.

Recommendations

IRCC has several good initiatives to improve LGBTQI2S inclusion, often led by the Pride Network. Ongoing policy reviews and the development of further initiatives require coordination and formal resources to ensure EDI efforts are proactive and consistent across the department.

Though assessing IRCC’s public facing services was not in this project’s scope, this is a priority for IRCC given its role working with new arrivals in Canada. Internal cultural change should help to inspire further improvements to its service for applicants.

RECOMMENDATION 1	
Create a clear overarching LGBTQI2S EDI strategy, with specific and measurable goals.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
Although there are several good initiatives underway, IRCC would benefit from an overall strategy in order to coordinate and resource efforts, and measure their effectiveness.	<p>2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics,</p> <p>4. Move away from a universalist approach to EDI and anti-discrimination initiatives to explicitly identify the marginalized groups of focus and articulate specific actions that seek to meet the needs of those groups.</p>

RECOMMENDATION 2	
Implement evaluation of non-mandatory training, and/or make EDI training mandatory.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
Currently, IRCC only uses robust evaluation processes for mandatory training. PSI training is not mandatory, and as such there is limited evaluation of LGBTQI2S-specific training.	<p>2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics.</p>

RECOMMENDATION 3	
Expand the range of options for SOGIE data collection within employee wellness surveys.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
IRCC has implemented climate surveys during the COVID pandemic, which is an excellent opportunity to improve SOGIE data collection.	17. Include questions on SOGIE identity with a broad range of possible responses in all employee forms and surveys.

ADDITIONAL NOTES
The TBS offers clear guidance around how to collect SOGIE data, including the importance of explaining the purpose of collection to respondents and ensuring appropriate safeguarding of SOGIE information.

RECOMMENDATION 4	
Increase awareness of the PSPC guide for supporting trans employees and consider adapting it to IRCC's context.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
There is limited awareness of the guidance for supporting transitioning employees. IRCC has not tailored the PSPC guide to tailor it to its own needs.	<p>9. Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities.</p> <p>10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.</p>

Treasury Board Secretariat (TBS)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 20: TBS performance in the area of Workplace Inclusion Policies, Procedures and Practices

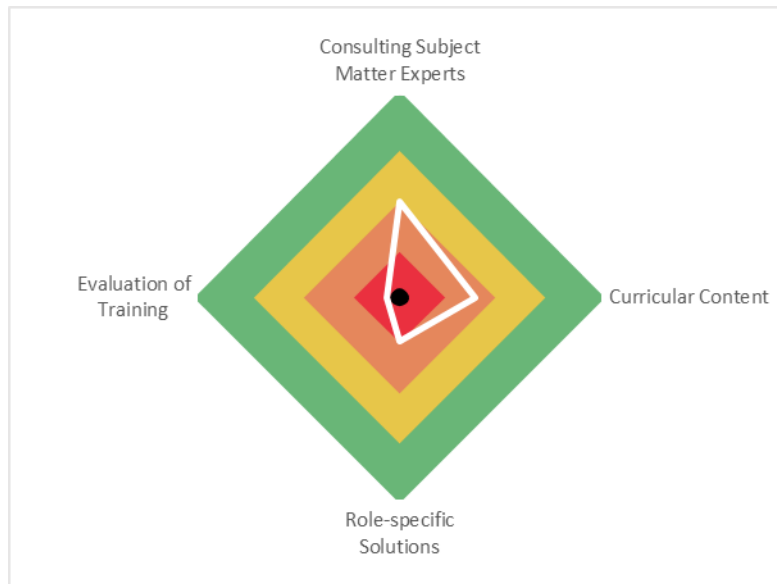
Strengths

- We saw efforts to use neutral language in French-language job postings.
- Several promising ideas are listed in the *Employment Equity, Diversity and Inclusion Action Plan 2019-22*.

Opportunities for Improvement

- Key LGBTQI2S and SOGIE terms are not generally defined in policy.
- There is a lack of centralized EDI strategy at TBS, which has led to resource gaps.
- Efforts to consult with LGBTQI2S stakeholders have been undermined by a lack of transparency following their consultation.
- There is no guide for supporting transitioning employees adapted to TBS.
- There are no efforts to target LGBTQI2S representation in recruitment measures.

Training Structures



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 21: TBS performance in the area of Training Structures

Strengths

- TBS has informal learning opportunities on LGBTQI2S workplace experiences, which include external speakers and departmental representatives.
- Internal communications to highlight important dates for LGBTQI2S people are used as learning opportunities and often incorporate first-person testimonies.
- There are some attempts at role-specific solutions, including broad EDI manager training and LGBTQI2S consideration in the Ombudsman anti-bias training.

Opportunities for Improvement

- There is no formalized internal Positive Space Initiative at TBS.
- EDI training has a broad focus and does not discuss specific groups or name LGBTQI2S identities.
- There is lack of specific training and outcome measures for executives, managers, HR and recruitment personnel.

Organizational Culture



Figure 22: TBS performance in the area of Organizational Culture

Strengths

- The informal LGBTQ2+ network offers communications on a range of topics; content on gender diversity was of particularly good quality.
- There are some formal obligations for leaders to participate in EDI initiatives.

Opportunities for Improvement

- There is no formal LGBTQI2S Champion or ally network at TBS.
- Many of the structures in place to support an inclusive organizational culture focus on formal EEGs, there are no formal obligations specifically for LGBTQI2S initiatives.
- PSES data suggest there are many issues regarding LGBTQI2S workplace experiences are not addressed, and significant disparities between LGBTQI2S staff and straight, cisgender staff.

Recommendations

TBS has a particular responsibility to lead LGBTQI2S EDI efforts, due to OCHRO’s role as the employer for federal employees. While TBS has some good policy guidance for federal workplaces (e.g., regarding the collection of SOGIE data), this guidance is not always adopted internally.

RECOMMENDATION 1	
Formalize consultation with LGBTQI2S stakeholders for all TBS policies, training and EDI initiatives.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
Although TBS’ LGBT2Q network is informal and not an official ERG, it can still be approached for feedback on initiatives. TBS should also consider other forms of LGBTQI2S consultation for all policies, training and EDI initiatives.	1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices.

RECOMMENDATION 2	
Publish and enact the <i>TBS Departmental Employment Equity, Diversity and Inclusion Action plan 2019-22</i>	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
The action plan is a solid document offering concrete propositions for advancing EDI within TBS, but which cannot be acted upon without approved for implementation.	2. Publish explicit goals for LGBTQI2S inclusion within the EDI strategy or within a dedicated strategy document, accompanied by clear progress monitoring and evaluation metrics.

RECOMMENDATION 3	
Conduct a full review of TBS' complaints process.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>There are currently several issues with TBS' complaints processes, such as the ability for perpetrators to identify complainants, and the heavy reliance on managers to resolve conflicts.</p>	<p>14. Review the complaints and grievance process, incorporating the possibility for fully anonymous complaints and collecting data to ensure complaints are fully addressed.</p> <p>21. Provide training and resources to all personnel who are in contact with grievance and complaints processes to ensure they are fully cognizant of LGBTQI2S experiences.</p> <p>22. Clearly identify and communicate consequences for the perpetrators of discrimination and harassment, ensuring they account for aggravating factors such as repeat incidents.</p>

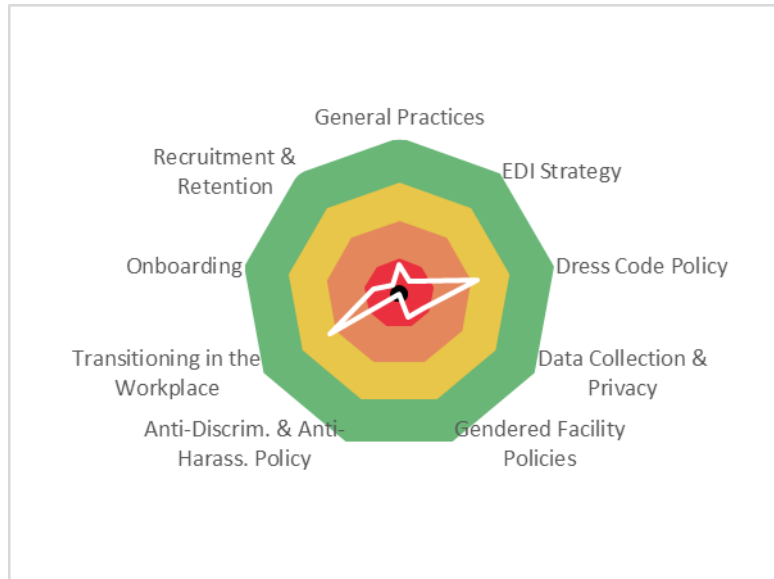
RECOMMENDATION 4	
Review all federal employee benefits, healthcare plans and leave policies in consultation with LGBTQI2S stakeholders and SMEs.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>TBS OCHRO is responsible for the negotiation of collective agreements. There is currently no systematic consultation with LGBTQI2S employees when negotiating these plans, and limited awareness within TBS OCHRO of how far plans support LGBTQI2S staff (for example, the degree of health coverage for transitioning employees).</p>	<p>1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices.</p> <p>10. Implement robust communications strategies to familiarize all staff with policies and initiatives supporting LGBTQI2S inclusion in the workplace.</p> <p>23. Review benefits policies and collective agreements in consultation with LGBTQI2S employees to ensure they reflect the realities of LGBTQI2S people, including family structures and health care needs.</p>

RECOMMENDATION 5	
Incorporate explicit opportunities for TBS employees at all levels to review departmental expectations and EDI goals, familiarize themselves with LGBTQI2S resources, and develop skills for managing SOGIE-based bias within their work.	
RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Onboarding is a key opportunity to initiate participation in EDI efforts across TBS, and train employees in anti-bias strategies. It is also an opportunity to raise awareness of policies with respect to LGBTQI2S inclusion, and resources available to support employees.</p>	<p>7. Implement components within onboarding for all new hires to familiarize them with LGBTQI2S identities, available resources, and expectations for participation in inclusion efforts.</p> <p>11. Mandate and incentivize participation in LGBTQI2S EDI and training initiatives within performance management and leadership development for all staff.</p>

Royal Canadian Mounted Police (RCMP)

At a Glance

Workplace Inclusion Policies, Procedures and Practices



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 23: RCMP performance in the area of Workplace Inclusion Policies, Procedures and Practices

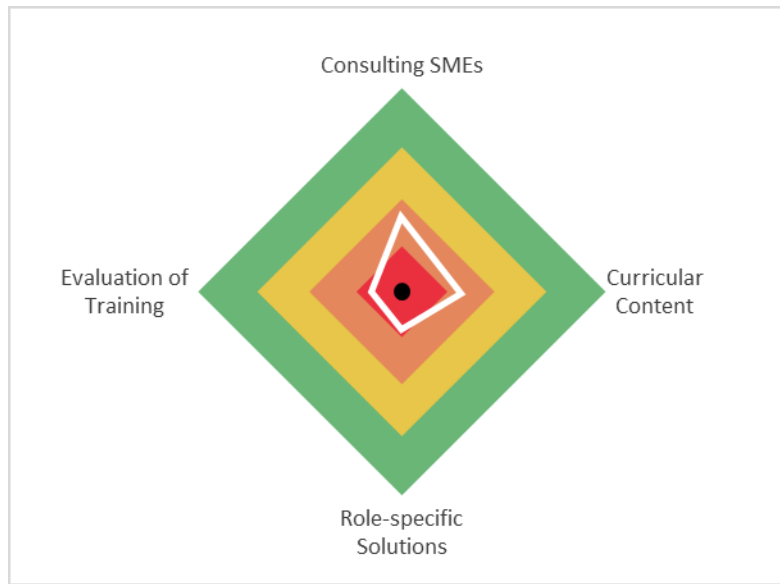
Strengths

- The *RCMP Guide to Supporting Transgender, Non-binary and Two-spirit Employees* is a well-rounded document, ready to be implemented into practice.
- There has been an update to dress code policy to consider gender diversity.
- The draft EDI strategy for 2020-2022 includes several plans for action that can indirectly support workplace well-being for LGBTQI2S people.

Opportunities for Improvement

- There is a need for EDI strategy to include specific LGBTQI2S considerations.
- Hiring practices do not generally incorporate EDI principles or practices, and efforts have not been made to make recruitment processes LGBTQI2S inclusive.
- There was a lack of policies made available for review.

Training Structures



■ None/no evidence ■ Nascent ■ Emerging ■ Maturing ■ Robust

Figure 24: RCMP performance in the area of Training Structures

Strengths

- The update to CPKN LGBTQI2S training has led to significant improvements.
- The *Cultural Awareness and Humility* course is mandatory and a good example of how to consult when designing training, including good pilot evaluation and engaging with multiple stakeholders.

Opportunities for Improvement

- There is a lack of resources for training evaluation.
- The Positive Space Initiative is not active in RCMP.
- There is a need for more tailored training for different roles; the course *Being an Inclusive Leader and Supporting an Inclusive Workplace* does not include LGBTQI2S considerations and many staff are unaware of its existence.

Organizational Culture



Figure 25: RCMP performance in the area of Organizational Culture

Strengths

- There are efforts to make symbolic gestures of inclusivity within communications.
- There is some participation from the Commissioner and senior leadership in LGBTQI2S EDI initiatives.
- There are multiple equity offices and advisory committees in place.

Opportunities for Improvement

- It is important that symbolic gestures such as social media communications and the inclusion of rainbow symbols at RCMP sites be backed up by actions in the workplace itself.
- A visible Pride ERG is needed, with resources to fully support its development.
- There is generally a lack of collaboration between divisions within the RCMP, particularly as it relates to LGBTQI2S initiatives. National teams do not necessarily collaborate with divisions, and there is no attempt at intersectional collaboration across ERGs.

Recommendations

RCMP is at the very beginning of efforts towards LGBTQI2S inclusion. Simultaneously, the organization is also in the process of addressing discrimination against several other marginalized groups. This is a clear opportunity for RCMP to undertake significant cultural and structural changes with an intersectional approach.

Most of our recommendations focus on the structures and resources needed to begin this work with respect to LGBTQI2S inclusion. These efforts need to be consistent across the organization and be undertaken in consultation with those with lived experience as well as SMEs. This will assist RCMP in working towards the full set of our 23 government-wide recommendations.

RECOMMENDATION 1	
Develop a Positive Space Initiative and make it available to all members across the RCMP.	
RATIONALE	RELATED GENERAL RECOMMENDATIONS
<p>The Positive Space Initiative not only provides training but helps to foster a network of LGBTQI2S allies and ambassadors across the organization.</p> <p>Currently, members do have the option to take PSI training from other federal entities. However, this is not always clearly publicized. Further, developing RCMP-specific training will allow it to include specific considerations relating to its unique context.</p>	<ol style="list-style-type: none"> 1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices. 5. Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations.

RECOMMENDATION 2

Employ D&I managers for all sites and divisions across the RCMP.

RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Currently, E division is the only division with its own D&I manager. There is often EDI work undertaken at the national level that does not reach divisions and local units. To begin coordinating wide-spread LGBTQI2S (and other) EDI efforts, RCMP needs equity staff across its sites.</p>	<p>5. Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations.</p> <p>9. Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities</p>

RECOMMENDATION 3

Develop a specific mandate for the new Champion role, which should include increasing the visibility of the Pride Network.

RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Both the Champion role and Pride Network are in early development. There is an opportunity for them to support one another and to ensure the voices of LGBTQI2S RCMP members are heard.</p> <p>Leaders are not always aware of the existence of the Champion and the Pride Network. A clear mandate for the Champion will assist leaders in leveraging their expertise and that of the Pride Network.</p>	<p>5. Equip ERGs and related EDI initiatives with sustaining resources that support their success, including budget, governance support and/or dedicated work time allocations.</p> <p>9. Extend platforms for communication and collaboration between LGBTQI2S ERGs, Positive Space networks and other EDI staff, enabling resources to be easily shared across sites and between federal entities.</p> <p>12. Tailor LGBTQI2S and EDI learning solutions to the needs of distinct roles within the workplace.</p>

RECOMMENDATION 4

Review all policies and practices to include clear accommodation practices on SOGIE grounds.

RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Although we were missing several policy documents, there seems to be limited accommodation practices on SOGIE grounds. This would include making leave policies clear for those undergoing transitions and expanding accommodation within training and hiring practices. Currently, the physical fitness test is one standard for all members, and this requires review in consultation with LGBTQI2S SMEs.</p>	<p>1. Conduct formal consultation with LGBTQI2S employees, networks, external subject matter experts and/or other stakeholders during the development and review of all organizational policies, procedures and practices.</p> <p>8. Review all formal documents and policies to include LGBTQI2S considerations.</p>

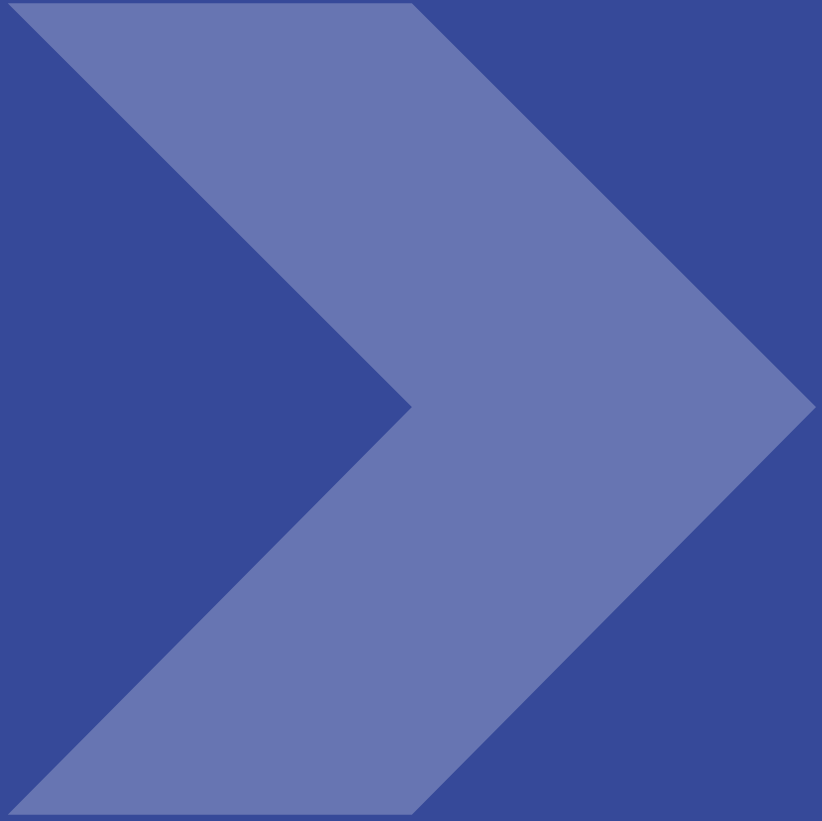
RECOMMENDATION 5

Update recruitment standards to take account of personal backgrounds and experiences of LGBTQI2S people.

RATIONALE	RELATED GENERAL RECOMMENDATION(S)
<p>Currently, a core requirement of RCMP recruitment is the absence of a criminal record. Due to the history of the Purge and other historically unjust criminal offences, many LGBTQI2S individuals still hold a criminal record simply for being LGBTQI2S. There needs to be processes to examine the reason for criminal charges in these instances, to avoid discriminatory or prejudicial hiring practices.</p>	<p>18. Adopt recruitment and retention strategies that explicitly seek to mitigate anti-LGBTQI2S biases and foster more diverse representation of LGBTQI2S identities across all levels of public service.</p>

ADDITIONAL NOTES:

Current hiring practices for regular members do not account for candidates’ cultural competence or personal skills. There is a clear need for robust anti-bias training both for recruiters and new recruits to create an inclusive police force.



Section 7
Next Steps

7.0 Next Steps

This project is intended to support the Government of Canada in their efforts to foster a more diverse workplace that is equitable and inclusive of LGBTQI2S people. The consultation findings of this project have determined that unique and critical efforts are being made by departments, agencies, and individuals in CAF, CSPS, RCMP, CRA, DND, ESDC, GAC, IRCC, and TBS that promote the inclusion of LGBTQI2S people in the Canadian workforce.

The resulting 23 general recommendations, and additional entity-specific recommendations, will be key in actively representing, supporting, and acknowledging the presence of LGBTQI2S workers within workplaces and across departments. They assist federal workplaces in their journey of recognizing the historic and ongoing discrimination that LGBTQI2S people face in their everyday lives, particularly queer and trans people who are Black, Indigenous, and/or people of colour.

We encourage departments, agencies, and federal entities to continue building upon their current strengths and address the gaps in their efforts towards LGBTQI2S inclusion while implementing our recommendations. This will require ongoing support and consultation with subject matter experts and those with lived experience, both within the government and externally. It will require support from the LGBTQ2 Secretariat, but significantly also requires the involvement of all levels of federal bodies including (but not limited to) management, senior officers, HR departments, unions, conflict-resolution bodies, training providers, Champions, ERGs and equity offices.

The findings and recommendations presented in this report form part of a dynamic and ongoing conversation. We encourage readers to reflect on the report's findings in the spirit of honesty and transparency, acknowledging identified gaps and engaging earnestly to improve the state of LGBTQI2S equity, diversity, and inclusion across the Government of Canada. We again remind readers that the assessment tool, found in Appendix C – Assessment Tool can continue to support the monitoring of LGBTQI2S EDI efforts by entities themselves.



Section 8
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Section 9
Appendices

Appendices

Appendix A – Detailed findings

The following pages include detailed findings and recommendations for all participants of our assessment.

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(i) Canadian Armed Forces (CAF)

CAF has shown some strong efforts to improve its LGBTQI2S EDI work. We understand that there is a genuine desire to reconcile the armed forces' significant role in the LGBT Purge, as documented within the court proceedings.

Previous research has been conducted on LGBTQI2S experiences within the CAF, notably the reports by Deschamps²⁰, Elwes et al.²¹, Hadziomerovic et al.²², and Kocum et al.^{23 24}. Our findings below in many ways reinforce the findings of those reports, which suggests that CAF knows what needs to be done and now needs to implement these findings.

For this report, 247 CAF members completed the survey, of which 51 identified as being part of the LGBTQI2S community. 24 documents were reviewed, and 16 interviews conducted.

Detailed findings

Workplace Inclusion Policies, Procedures and Practices

Theme	Score
General Practices	Emerging

Policy reviews

There is an intention for many policies to be reviewed on a regular cycle, but evolving priorities and staff capacity limitations have resulted in some scheduled reviews being postponed. When reviewing policies, the input of LGBTQI2S members is not systematically considered. We understand that there would be an interest from the Pride Network to act in an advisory capacity in the review of all relevant policies, however, as volunteers, time allowances to take on such activities are extremely limited. As a result, potential impacts to LGBTQI2S individuals and families are not specifically taken into consideration when policies are reviewed. Additionally, the evidence reviewed suggests that actions to improve policy for LGBTQI2S people are often reactive to issues after they arise, which can result in great personal cost to LGBTQI2S CAF members.

²⁰ Marie Deschamps. 2015. External Review into Sexual Misconduct and Sexual Harassment in the Canadian Armed Forces.

²¹ Grace Elwes, Dan van der Werf, and Andrea Butler. 2016. *Literature Review –Sexual Misconduct: GBA+ and the Concept of Professionalism (Final Report)*. Contract Report, Ottawa: Defence Research and Development Canada.

²² Aida Hadziomerovic, Patricia Baratta, Midori Nishiok, and Glen Budgell. 2017. *Literature Review - Sexual Misconduct and (Mis)understandings (Experiences of LGBTQ+ Members) in Military Organizations*. Contract Report, 2017: Defence Research and Development Canada.

²³ Lucie Kocum, Kate Calnan, Danielle Mercer, and Taylor Oakie. 2017. *Sexual Misconduct: Leadership and Implicit Bias Literature Review (Final Draft)*. Contract Report, Ottawa: Defence Research and Development Canada.

²⁴ Lucie Kocum, Rebecca Lee, Midori Nishioka, and Aida Hadziomerovic. 2017. *Masculinities and the Military: Literature Review*. Contract Report, 2017: Defence Research and Development Canada.

Gender neutral language in policies

Efforts have been made to make policies more gender neutral. We particularly commend the Royal Canadian Navy for renaming lower ranks to be more gender neutral, from “seaman” to “sailor.” CAF has also made great strides in adopting gender neutral language as a general practice.

However, the application of these changes is inconsistent and has not been applied across all existing policies and documentation. Of note, these findings are specific to the English-language policy documents as French-language policy documents were not sent to us at the time of data collection. We therefore cannot comment on whether the French translations of policies are written in an inclusive way.

We also understand there is an intention for members to refer to one another by rank rather than ‘Sir’ or ‘Ma’am’. Though in practice, interviewees consistently addressed one another as ‘Sir’ or ‘Ma’am’, and adopting this change is likely to take some time as members learn new habits of address.

Sexual orientation and gender identity and expression (SOGIE) language in policies

SOGIE are mentioned in the policies we have reviewed. The definitions were accurate and SOGIE protections were explicit. Clarifying the link between sexual harassment and SOGIE identities in the CAF’s related policies would offer further improvement.

Theme	Score
EDI Strategy	Nascent

Resource provision

We were made aware of a designated budget for LGBTQI2S initiatives but did not receive precise information on how much funding was allocated to that budget. We have noted that it does cover reimbursing Pride related expenses, which is a good starting place. We have not been made aware of what else is covered under this budget.

LGBTQI2S consultation

Some LGBTQI2S individuals are given the opportunity to inform EDI strategy. However, it seems to be more ad hoc than systematic, highlighting the need for an official LGBTQI2S advisory committee that would fill that role. The creation of the Positive Space Network and the officialization of Pride Network are steps in the right direction to alleviate the pressure of the Champion to be the ‘token’ LGBTQI2S person.

Communications

We have seen a few EDI internal and external facing activities on social media, but we are not aware of a designated campaign with a presence across various media sources that reaches a larger audience.

Theme	Score
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Dress Code Policy	Maturing
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Combat outfits are not differentiated based on gender, although other uniforms remain gendered. We heard that if a member wishes to change which uniform they wear, their request will be automatically accepted, which implies an awareness that some members will wish to change uniform depending on their gender. However, the information on who can access non-normative uniform pieces is generally unclear and not well communicated to staff. In the survey, 50% of members said they are unfamiliar with gender-based dress code policies. We also heard that the availability of a range of sizes and fit of uniforms for all members is limited.

We understand that national and international military standards must also be considered in the design of certain uniform items. There seems to be infrastructure and precedents for reviewing dress code policy, but those processes need to be implemented more thoroughly, especially when it comes to gender identity and gender expression.

Theme	Score
Data Collection & Privacy	Emerging

Data collection

SOGIE information collection is evolving. Currently, solicitation of SOGIE-related information is not presented as optional and does not include any statement of intent or information on how the data will be used. Response options currently reflect the practices of Statistics Canada and as such are extremely restricted: male gender (sic), female gender (sic), or gender diverse; and gay/lesbian, bisexual or heterosexual. No open response option is made available which would allow respondents to self-identify, except within a small handful of specific research projects.

The *Privacy Act*²⁵ was often cited as the reason for not collecting data on LGBTQI2S identities within CAF. This should not preclude CAF from capturing this information using anonymizing mechanisms. If CAF does begin collecting this information at an individual member level, the information must be made optional, kept confidential, and appropriately safeguarded.

Privacy

CAF did not send us their privacy policy documents at the time of data collection. There was evidence in training documentation of concern for PSAs to respect confidentiality. Interviewees were unable to verify if candidates' gender history/identity is protected during the hiring process.

Theme	Score
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²⁵ *Privacy Act, Revised Statutes of Canada*. 1985, C. P-21. <https://laws-lois.justice.gc.ca/ENG/ACTS/P-21/index.html>

Gendered Facilities Policies	Nascent
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There is no explicit policy on access to gendered facilities for LGBTQI2S people. Requests are met on a case-by-case basis and accommodations vary between bases and locations. There is a need for pedagogy and information on human rights law to ensure that cisgender people are fully educated on gendered facility policies.

This is reflected in the survey, as 50% of respondents were unaware of the provision of gender-inclusive facilities. More senior officers answered that they were aware, which supports the suggestion that further education is required for frontline staff.

Although participating entities were not formally assessed on the availability of gender-inclusive facilities, we were informed that all new builds will include universal washroom facilities, and existing builds are being retrofitted where possible. However, there is a funding barrier to implementing this consistently.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Maturing

SOGIE-specific policy

Anti-harassment and Anti-discrimination policies explicitly protect employees on the grounds of sexual orientation, gender identity and gender expression. Policies include reference to the terms discrimination, harassment, sexual orientation, gender identity, and gender expression, but these are not explicitly defined. Similarly, the policies we have seen did not describe specific conduct that constitutes discriminatory and harassing behaviour based on sexual orientation, gender identity and gender expression. We did hear in interviews that this does exist, but not within the policies we had access to.

Complaints procedures

The grievance protocol clearly outlines the process for submitting complaints, including options for safely addressing issues occurring within the member’s reporting line, and for responding to complaints or grievances. We did not receive enough information to determine the level of anonymity available for people submitting complaints. There are 16 complaint management offices; some only address complaints submitted in either English or in French, but others are able handle complaints in both languages. Some complaints can also be taken to the designated Champion and safe third-party routes also exist, such as Integrated Conflict and Complaints Managements Centres (ICCMCs) when the issue is within their chain of command. We observed a strong guideline to resolve things locally (without necessarily filing a complaint), which raises a concern on how complaints are tracked.

Some procedures and protocols exist outlining accountability for perpetrators, but they are not always explicit and can be inconsistent, even though the ICCMCs were created to minimize inconsistency.

Within the survey findings, 64% of respondents said they were mostly or very familiar with the complaints process. Among LGBTQI2S respondents, familiarity rises to 75%, which potentially suggests they feel the need to be better acquainted with those processes or may have had direct experience with them.

Accountability for perpetrators

There are a range of clearly defined accountability measures in place, depending on the severity of the offence. These include additional training, observation, or the removal of authority.

Among qualitative survey findings, several employees cited the dispute system and related supports as something which is working well to improve LGBTQI2S EDI along with training on anti-harassment, including Operation Honour. However, stronger penalties for perpetrators were also identified as something that could be improved.

Theme	Score
Transitioning in the Workplace	Maturing

Policy awareness and access

Transitioning in the workplace guidelines have been circulated to all members, though we were not sent the document during the data collection period. We understand that the document can be accessed on request to the appropriate authority though does not appear to be easily available to all. However, the training for PSAs specifically describes the policy so it can be inferred that they are able to direct participants on how to access it.

36% of frontline staff said they were ‘mostly’ or ‘very’ familiar with how to access support regarding gender affirming transitions in the workplace. Among junior officers, this figure rises to 46%, and is higher still for senior officers at 60%. However, over a quarter of all staff said they had no familiarity at all with how to access this support.

Policy content

CAF’s transitioning in the workplace guide (*CF Mil Pers Instr 01/19 - Transgender Guidance*) includes definitions, roles and responsibilities, gendered facility and uniform considerations, accommodations and wellness approaches, and updating records and identification (ID) pieces. It also reiterates a zero-tolerance policy for harassment and discrimination and is explicit on the expectation for commanding officers to be affirming of transitioning members. Chain of command is explicitly instructed to act as support in the transitioning process and there is collaboration across different offices to coordinate this.

The guide does not include a transition plan template or offer support for handling announcements or team orientation.

Theme	Score
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Onboarding	Emerging
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New hires at all levels are required to sign a code of conduct statement confirming their agreement to practise compliance with all policies, which by implication includes policies relating to LGBTQI2S people, though they are not explicitly mentioned. Similarly, onboarding includes a section on the ‘ethic of respect’ but does not make explicit reference to policies and resources in respect to LGBTQI2S identities.

We were not given any indication that people managers are familiarized with responsibilities and skill-development for fostering an inclusive team culture. This was reflected in the survey, where junior officers came out as the lowest group who reported having received LGBTQI2S inclusive onboarding training.

Across all respondents, 21% indicated they had never received any LGBTQI2S training during onboarding. More people who identified as not being LGBTQI2S themselves said they had taken some training than those who did identify as part of the community. This might suggest that broad EDI training is being taken and is considered sufficient for covering LGBTQI2S workplace concerns by those outside of the community.

Theme	Score
Recruitment & Retention	Nascent

Inclusivity of job postings

Jobs postings on the Canadian Armed Forces website (forces.ca) includes a link to a section about diversity with a video and text which clearly states that “The Forces welcome applicants from all genders, religions, ethnicities and sexual orientations.” Although it should be noted that the video and text are not easily accessible. When job opportunities are posted on other platforms there is no mention of CAF being an equal opportunity employer or any mention of inclusivity and diversity being an important value for CAF. Job openings and recruitment efforts are not advertised through media, events, and referral agencies that cater to LGBTQI2S people or for which there is a demonstrated LGBTQI2S presence. Although job postings in English appear to use largely non-gendered language, the French version remains highly gendered, using the masculine form throughout.

Targeted recruitment

CAF does not undertake targeted recruitment efforts for specific communities, opting for a more generic GBA+ informed approach. This said, the presence of CAF at Pride Parades could be interpreted as an attempt to reach out to LGBTQI2S communities. Some monitoring is done for employment equity groups but that does not include LGBTQI2S communities.

Within the survey, 42% of frontline members said they were mostly or very familiar with hiring practices as they relate to LGBTQI2S inclusion and the figure was higher for junior and senior officers, at 50% and 63% respectively. This suggests there is some policy at play and a good start in terms of awareness by those involved in hiring processes, although this isn’t being communicated to candidates.

Career advancement

52% of LGBTQ2IS survey respondents felt their career advancement had been impacted to some degree by their sexual orientation. The figures were slightly better on the basis of gender identity and expression. Of those who identified as being from an equity taking group, 65% felt their career advancement had been impacted on SOGIE grounds.

Additional Findings:

The following were not formally assessed but are notable findings.

Performance management

We saw some evidence that members at all levels have taken some form of LGBTQI2S inclusion training. There are some discussions about making such trainings mandatory, which would be a big step forward, particularly as 21% of survey respondents said they had not taken any form of LGBTQI2S inclusion training at any point in their career. There are also no refreshers currently available for GBA+ or Positive Space training.

In CAF's mentorship program, an option has recently been added for members to be with other LGBTQI2S peers, which may go some way to addressing barriers to career advancement on SOGIE grounds. However, because CAF does not track LGBTQI2S identities, it is difficult to measure the effectiveness of this initiative and others designed to improve CAF's inclusivity.

Duty to accommodate

Accommodation for LGBTQI2S people and their families, both at home and on deployment, seems to be done on a case-by-case basis, without any concrete policy to guide leaders and HR personnel.

Consistency of EDI efforts

EDI strategies appear to be very broad, not related to EDI training effectiveness, and not tailored to specific audiences or regional needs. In fact, local chapter participation seems to be voluntary and hence very unequal throughout bases.

Training Structures

Theme	Score
Consulting Subject Matter Experts	Nascent

Inclusion of LGBTQI2S expertise

The Positive Space program is the only training program offered to address SOGIE issues. Some opportunities exist for informal learning within CAF's overall EDI initiatives, and local supervisors also have the option to bring in outside speakers if they see fit. However, neither of those approaches appear to be resulting in LGBTQI2S voices being regularly featured. EDI experts from the LGBTQI2S community do not appear to have been involved in the design of Anti-Bias and Cultural Competence training.

Consultation in training design

The Pride Network has been invited to review the PSA training program and it seems some consultation occurs with other ERGs. However, EDI training design is not significantly tied to the workplace experiences of LGBTQI2S staff and consultation seems more anecdotal than systematic. It is not clear whether staff representing the intended audience are consulted during training design to help identify how course concepts apply to their roles.

Theme	Score
Curricular Content	Maturing

This analysis is largely based on the Positive Space training and the PSA training. Neither the number of people who took those courses nor the number of active PSAs was shared with us at the time of data collection. Training outside of PSI addresses EDI broadly but does not include specific LGBTQI2S content.

SOGIE specific training

The Positive Space training includes specific discussion of diverse sexual orientations, gender identities and gender expression and related workplace issues. It offers definitions and workplace scenarios related to SOGIE. However, treatment of the material is in places somewhat cursory. For example, the definitions are limited to a handful of common terms. Likewise, supervisors are advised to be careful and take the needs of the entire unit into consideration when it comes to gender-specific dorm and changing facilities, it does not describe any processes or decision criteria for ensuring that happens.

Anti-oppression and anti-bias training

Principles of equity and anti-oppression are addressed in some curricular content, although not always in an explicit and thorough way. Training for PSAs includes bias training, but no evidence was found that it is included in other trainings, or that these discussions are anchored in an understanding of systems of

oppression. Similarly, application of the curricular content to participants’ roles and responsibilities only seems to be addressed in the training for PSAs.

LGBTQI2S testimonies

PSA training includes a written testimony of a trans person on the use of pronouns and an invitation to watch the documentary *The Fruit Machine*²⁶ which includes several first-person LGBTQI2S narratives. However, both testimonials are an optional part of the training, therefore there is no way of knowing how many people watch them. These are only included within the PSA training and not the wider Positive Space training. We were also told that LGBTQI2S people were invited to tell their story as part of the Positive Space training, but this depends on having LGBTQI2S people within the group who are comfortable to speak. Since the facilitators might not be LGBTQI2S themselves, this may result in minimal diversity in the identities represented.

We were also told of some informal learning events that featured LGBTQI2S voices, but again, those events do not seem to reach a significant amount of CAF members. In qualitative survey findings, several respondents expressed a need for more first-person accounts within training and for the courses to be delivered by individuals with lived experience.

Theme	Score
Role-Specific solutions	Nascent

The only role that was specified in the curricular content we had access to was the PSA training. There seems to be role-specific modules for other training content, but these do not address LGBTQI2S issues.

Several interviewees said there is a need to improve training delivered specifically for middle-ranking officers. While they take general EDI training, this does not include strategies for leading a positive culture shift, managing sexually and gender diverse teams or recognizing and addressing bias and discrimination within the team. Whilst some officers are taking PSI training, this does not have specific support on their role as officers.

Theme	Score
Evaluation of Training	Emerging

CAF has a variety of evaluation methods in place for its trainings, particularly with regard to monitoring the experiences of new recruits and recruiters. However, these are not currently applied to the Positive Space training. Student evaluation feedback and observations from the recruits seem to only be done

²⁶ TVO News. 2018. *TVO Original documentary The Fruit Machine explores a dark chapter in the history of Canada and the LGBTQ+ community*. September 18. Accessed March 2, 2021. <https://www.tvo.org/about/tvo-original-documentary-the-fruit-machine-explores-a-dark-chapter-in-the-history-of-canada-and-the>

immediately after the training, and as the sole means of measuring its efficacy. We did hear that feedback from participants and facilitators of the training led to revisions in its structure and administration. However, there is no explicit evidence that training evaluation results continue to inform EDI strategies more broadly.

Additional Findings:

Program Delivery

We note there has been progress in sites being granted their own authority to adapt delivery to local contexts.

Organizational Culture

Theme	Score
Champions & Allies	Maturing

Champions' role

CAF has a Champion to represent LGBTQI2S issues as well as a network of PSAs. Defence Team Champions are Senior level leaders appointed by the Deputy Minister and Chief of Defence Staff to support specific EDI objectives, whereas Ambassadors are Defence Team members who have taken PSA training. They are committed to promoting a Positive Space within their unit; offering peer support and information upon request; and delivering Positive Space info-sessions in person and online.

Extent of the network

We did not have access to the numbers of Ambassadors across the CAF, but there are 42 ambassadors trained within the Royal Navy and Ambassadors exist in most bases. Their day-to-day activities are not well known to most of the people we spoke with. There seems to be little coordination and collaboration between Ambassadors and other groups working on sexual and gender diversity like the Champion and the Pride Network.

Theme	Score
Dedicated Equity Staff	Maturing

Resources

EDI offices have a reasonable budget and several staff members. We heard that the appointment of equity staff specifically focused on LGBTQI2S issues is a recent development (2019). There are dedicated representatives in a limited range of locations, although we were informed that more bases are in the process of setting up EDI offices.

LGBTQI2S representation

EDI offices seem to have some LGBTQI2S identifying individuals on staff or within the board of directors/directing committee, but it is unclear if this is a deliberate choice to ensure representation. EDI offices have a broad focus and do not have explicit strategies, goals, and mandates regarding LGBTQI2S inclusion.

In parallel with the EDI office's actions, the Champions and Pride Network have sometimes intervened to inform internal policy and participate in the complaints processes. A lack of coordination across the Canadian Armed Forces EDI offices was repeatedly identified as a gap in CAF's inclusivity efforts.

Theme	Score
Employee Resource Groups	Robust

There is great potential in the development of the Pride Network. This ERG does not have permanent resources yet, although they sometimes get help from their communications teams for social media campaigns. The Pride Network seems to fill the role of an unofficial advisory committee since there is no official advisory committee for LGBTQI2S issues. Although it is quite new, the Network seems to be growing fast and in a positive direction, with a growing membership of over 100 people across Canada and across ranks. It seems to operate in accordance with the principles of intersectionality and anti-oppression and there is the will to continue in this direction. We were told that the Network offers ideas of activities which local sites can then implement, but that it does not necessarily lead the organization of those activities itself. It does, however, take part in Pride and in 2020, CAF flew the trans flag for the first time.

Theme	Score
Leadership Support	Emerging

There seems to be good intentions from some leaders to be more inclusive. There has also been strong messaging from top military leadership against harassment and discrimination. However, leadership support overall is based on individual goodwill, rather than coordinated efforts or formal obligations. As such, it remains highly inconsistent across CAF. Some leaders seem to be doing a commendable job, while others appear to be doing relatively little. It is important to note that support for diversity broadly does not always translate into specific support for LGBTQI2S identities.

A notable example of a leader demonstrating behaviours which model the values of LGBTQI2S diversity and inclusion is a commander we were made aware of who routinely sent reminders of EDI values to members and whose team proactively created and circulated a gender-neutral language resource.

Around half of LGBTQI2S-identifying respondents to the survey reported positively of their supervisors, which is a good foundation but signals that there remains much room for growth. Of LGBTQI2S respondents, only 22% said their supervisor ensures all peers and subordinates feel they belong and are included, and 14% said their supervisors do not effectively role model language or behaviours that foster an affirming and inclusive workplace for LGBTQI2S individuals. Further, when asked about their supervisor's familiarity with policy, participation in training and network events and whether they encourage team members to do the same, LGBTQI2S responded less favourably than those who did not identify as part of the community.

Finally, members without direct reports gave less favourable impressions of those above them in their lines of report, while middle and higher rank members tend to rate their own ranking officers more favourably. This supports the suggestions we encountered in interviews that there is goodwill from executive officers, but that it does not always transfer evenly through the chain of command.

Theme	Score
Interpersonal Climate	Nascent

Interviewees expressed that CAF’s workplace culture is mostly accepting of diverse identities and instances of discrimination were painted as outliers. Recruit training emphasizes the gravity of code of conduct breaches and zero tolerance is applied for SOGIE-related incidents. However, the survey findings differ from what was heard in interviews.

Less than half (43%) of LGBTQI2S respondents said they were “completely comfortable” being open about their sexual orientation. 25% LGBTQI2S respondents said their ranking officer never ensures all teammates feel included and like they belong. We also refer to survey findings on career advancement as noted in ‘Recruitment and Retention’ which indicates a significant of number of members feel that has been impacted by SOGIE grounds.

When asked about level of comfort in intervening in instances of harassment or discrimination, employees across the board were more confident that they would personally intervene and far less confident for their teammates. Frontline members were also considerably less comfortable intervening than higher rank members. Frontline members also rated their ranking officers’ level of support on EDI issues lower than higher rank members rated their own ranking officers.

It seems that while there is goodwill at senior levels and emphasis in training on zero tolerance for incidences of harassment or discrimination, this is not always put into practice further down the chain of command. Several survey respondents also indicated that despite there being a zero-tolerance approach, there is need for specific re-education of the “old guard” who may not be fostering an inclusive and equitable environment.

Theme	Score
Cross-Departmental Collaboration	Nascent

Although there seems to be a strong informal network of communication, collaboration between different teams working on SOGIE-related issues (EDI office, Pride Network, Champion, PSAs) surfaced as a recurring problem. We do note, however, some very recent progress being made on this front. There does not appear to be a significant level of collaboration between senior officers and EDI offices to articulate and monitor diversity goals across the chain of command.

Additional Findings:

The following were not formally assessed but are notable findings.

Communications

We note that CAF's Facebook pages include campaigns featuring the stories of LGBTQI2S members. We also heard that the Army is making greater use of social media channels to reinforce messages regarding inclusivity.

There were disparities between CAF's branches in how far internal communications strategies prioritize building staff awareness of how they can support efforts toward LGBTQI2S equity and inclusion. It was suggested that the reach of this messaging may fluctuate, depending on how engaging the content is.

Community engagement

The CDS authorizes bases, wings, and ships to raise the pride flag to coincide with the events in their community and all authorizes all members of the CAF to attend and participate in Pride events in uniform. Furthermore, the Pride Network encourages its members to participate in Pride. However, participation is not monitored centrally and the decision to participate is left to individual bases, so we are unable to confirm the actual participation to Pride.

(ii) Canada Revenue Agency (CRA)

CRA findings are based on 3 interviews, 54 documents shared for review and 213 survey responses. 89 survey respondents self-identified as LGBTQI2S, roughly equal to the number of non-LGBTQI2S respondents. It is notable that several survey respondents from CRA did not indicate their sexual or gender identity when responding.

Detailed findings

Workplace Inclusion Policies, Procedures and Practices

Theme	Score
General Practices	Nascent

There have been some efforts to avoid gendered language within formal documents though it does not appear that these efforts have included a systematic review of the agency’s policies to date. The submitted documents included several instances of gendered phrasing, heteronormative definitions for concepts (e.g., definition of ‘family’), and LGBTQI2S-related terms being used without being defined. Further, one French language document that had previously been written using gender-inclusive conventions reverted to masculine-only forms in an updated version. It is important that the agency’s expectations and conventions regarding inclusive language be clear, robust, and consistently applied by all staff involved in the writing or translation of documents.

Theme	Score
EDI Strategy	Nascent

Our comments here are based on the document *CRA Employment Equity, Diversity and Inclusion Action Plan 2018-2019 to 2020-2021*.

CRA’s EDI strategy is broad, and we did not uncover evidence of strategies being tailored to LGBTQI2S inclusion. We also did not find evidence of formal LGBTQI2S consultation during the development of the strategy, though we understand there is an intention to do so in the future. By not explicitly including LGBTQI2S perspectives in strategy development, the agency risks making inaccurate assumptions of the workplace needs and experiences of its LGBTQI2S staff. CRA’s regional offices enjoy some degree of autonomy with regard to EDI initiatives, and local ERG members sometimes act as regional representatives on EDI committees. However, we also heard that regions can and have opted out of EDI initiatives addressing LGBTQI2S issues. Finally, the EDI strategy does not appear to inform or be informed by the agency’s EDI training efforts. More considerate attention to training data would help CRA to monitor progress toward its EDI goals.

Theme	Score
Data Collection & Privacy	Nascent

A recent third-party employee survey report commissioned by CRA found that only 58% of LGBTQI2S respondents understood why and how their data was being collected and used. It is unclear why this important knowledge gap exists. The *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* does remind staff to respect information privacy rights, though this advice was not reiterated in the submitted policy documents with broader expected readership. It cannot be taken for granted that all staff will recognize a person’s gender, transition history, or sexual orientation, as protected information.

The research team did not have access to CRA employee data collection forms, so we cannot comment on the quality of options offered to staff when collecting SOGIE data.

Theme	Score
Gendered Facilities Policies	Maturing

While there is no explicit policy for the provision of gender-inclusive facilities, the *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* affirms that all staff must respect an individual’s choice of facility. It also discusses what to do if a colleague is uncomfortable with the presence of a trans person in the space, but could be enhanced through the inclusion of responses to frequently asked questions relating to the use of gendered facilities.

Of survey respondents, 31% were ‘not at all’ familiar with policies relating to gender-inclusive facilities. LGBTQI2S-identifying respondents had a far greater level of awareness than non-LGBTQI2S respondents. This suggests that, while there is no explicit policy, there is some degree of education on the use of gendered facilities.

Approximately 25% of CRA washrooms are single stall and HR has requested permission to redesignate these to all-gender. CRA is also seeking redesign and retrofit of multi-stalls. However, we also heard that the largest CRA centre located in Sudbury, Ontario has only one non-gendered washroom in the building, and that employees are currently suffering while waiting for single stalls to become available. We understand that the provision of facilities will be a strategic focus for the Pride Network and that there is interest and awareness to improve this situation.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Maturing

Policy content

Policy does explicitly protect employees from discrimination and harassment on SOGIE grounds, and forms for filing allegations include explicit fields to submit a complaint on that basis. However, anti-discrimination and anti-harassment policies do not define key terms relating to the discrimination and harassment of LGBTQI2S individuals, although there is an intention to update definitions to align with the Canadian Human Rights Act. Policy does not give examples of what would constitute discriminatory and harassing behaviour, although the *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* does give the example of the deliberate use of incorrect pronouns as potential grounds for a complaint.

Complaints procedures

There is a clear protocol for submitting complaints and these can be submitted either to an employee’s manager, or to the Discrimination and Harassment Centre of Expertise directly. It is possible to submit complaints anonymously, although this is discouraged. We did not see any outline of the adjudication process itself. Whilst the directive on discipline outlines degrees of disciplinary measures depending on various types of misconduct, it is extremely broad when it comes to discrimination and harassment, suggesting measures ranging from oral reprimand to termination of employment.

Survey findings showed a good level of familiarity with complaints mechanisms and discrimination and harassment policies. That might be because of the mandatory course on discrimination and harassment required for all executives, managers, or supervisors to take every two years. However, around 15% of respondents were not at all comfortable submitting complaints, and this was higher for complaints based on gender identity and gender expression. Furthermore, a significant proportion of senior management were not comfortable submitting complaints if they were experiencing discrimination or harassment on SOGIE grounds. Middle managers were the most comfortable pursuing complaints, which might be because they may have more practice and involvement in these proceedings.

Theme	Score
Transitioning in the Workplace	Maturing

We commend CRA for having published the *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers*. Among its more notable features is the inclusion of detailed instructions for updating identity information across CRA platforms and databases, a template for managers communicating when a team member transitions, and a first-person account from a trans employee describing their experience transitioning at work. The guide is listed on the intranet, as well as being housed within HR for circulation as appropriate.

However, protocols surrounding leave for trans employees remain unclear, and there is need for more guidance what type of absences are covered by paid leave throughout the transition process. The guide also does not provide a great deal of information on supporting non-binary employees. This is compounded by a reliance on a fixed idea of what a transition is, describing it as a singular event rather than as a process, and focusing on legal transition considerations without similar attention to the social

aspects of transitioning. We also note that the onus is on the transitioning employee to personally update multiple systems when transitioning, without streamlining or support from HR. Finally, staff awareness of transitioning resources and policies needs improvement, with nearly a third of both front-line and senior management staff respondents indicating they were “not at all familiar” with how to access these.

Theme	Score
Onboarding	Nascent

CRA has recognized that onboarding is a gap within EDI efforts and will be working to rectify this. Only 20% of survey respondents said their onboarding included any reference to LGBTQI2S equity and inclusion.

Onboarding has now been updated online and includes reference to the Pride Network and other resources and support for LGBTQI2S staff and their families. This ongoing work has the potential to greatly improve onboarding with respect to LGBTQI2S EDI efforts.

Theme	Score
Recruitment & Retention	Nascent

Recruitment outreach and advertisement

Job postings housed on the Government of Canada’s own website provide links to statements on diversity and on human rights protections, including the use of the rainbow flag to signify LGBTQI2S inclusion. However, an Internet search revealed that CRA job postings listed on third party sites did not include similar statements or indications. French language job titles continue to use the masculine form as default.

There are currently no targeted recruitment efforts for LGBTQI2S representation and efforts are not made to advertise on platforms that cater for LGBTQI2S communities specifically.

Hiring practices

During the hiring process, there is no point where a candidate is given the opportunity to identify their chosen pronouns or preferred name.

The *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* highlights that managers must respect the confidentiality of new hires who may have transitioned and ‘must be especially careful when carrying out reference and background checks since they may need to refer to the candidate’s previous gender identity’. However, this advice does not appear to be reiterated in guidance documents or training for hiring managers.

Anti-bias and career advancement

There is optional anti-bias training, but it does not include specific consideration of anti-LGBTQI2S biases. We did hear that an implicit bias course will be added to the staffing board training next year. In the survey, 36% of LGBTQI2S-identifying respondents said their career had been negatively impacted to some degree by their sexual orientation, 15% said it had been impacted by their gender identity, and 16% by their gender expression.

Training Structures

Theme	Score
Consulting Subject Matter Experts	Nascent

We were told that no CRA-developed training currently exists that specifically addresses LGBTQI2S equity and inclusion, and that none are in development. Existing Positive Space training materials were taken directly from CSC and do not appear to have been tailored to CRA contexts. Other trainings have had a general GBA+ lens applied during development, but this did not necessarily include LGBTQI2S-specific considerations. CRA's own document *LGBTQ2+ at the CRA* rightly recommends including LGBTQI2S examples in training beyond EDI topics, but we did not receive examples to allow us to accurately assess the implementation of this recommendation.

The Pride Network is named as a consultative body in CRA's *Employment Equity, Diversity, and Inclusion Action Plan 2018-2019 to 2020-2021*. It is also responsible for delivering the Positive Space training and has contributed to the development of informal learning resources, such as the *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* and other learning events. Regional network representatives may also invite external experts and guest speakers for local events. 59% of survey respondents said they had taken part in such events.

Theme	Score
Curricular Content	Emerging

Positive Space training

CRA's Positive Space training offers a good mix of conceptual (e.g., terms and definitions) and practical learning (e.g., role plays, job aids) to support Ambassadors in fulfilling their role. In many places, the material extends beyond purely foundational ideas, but does not give much attention to bias, discrimination or debunking of common stereotypes, which would help elevate this training to a best-in-class level.

Despite the good content base, we heard concerns over Ambassador trainer standards and skills development, including reports of misinformation and inappropriate storytelling in some sessions.

General training

Other training initiatives do not appear to incorporate LGBTQI2S identities or considerations to any notable degree. Discrimination and harassment training do not include any reference to LGBTQI2S identities or misconduct related to SOGIE. We were sent the *Gender Based Analysis Plus at the CRA* presentation from September 2018. Though this presentation shares content grounded in an anti-oppression framework and challenges learners to reduce bias, it does not provide any guidance on how to do so, and continually defaults to binarist assumptions of gender and sexuality. We did not receive

further information on how CRA employees are trained on GBA+. The guide for supporting trans employees does include a first-person testimonial, but we did not see LGBTQI2S lived experiences included in other learning materials.

Theme	Score
Role-Specific Solutions	Nascent

Training offerings are not generally tailored by role. Union representatives and HR personnel do not receive specific training. The new ‘character leadership’ executive mentorship program does include content on bias awareness, but nothing specific to LGBTQI2S biases. Similarly, an upcoming implicit bias training for staffing boards will only address bias broadly. Any discussion of bias that was observed in documentation focuses on broad awareness and not on guiding participants on how to manage or overcome those biases.

The broad introduction to EDI that managers receive connects them with several tools and resources to support them in fostering an inclusive workplace but does not include anything related to leading cultural shifts. Despite this, survey results painted an overall positive picture of managers’ abilities to foster inclusive workspaces for LGBTQI2S employees.

Theme	Score
Evaluation of Training	Nascent

CRA aims to reach Kirkpatrick level 3 standards for evaluation of training, but we heard it is difficult to secure managers’ engagement. Longitudinal data is not usually collected. There is a lack of clarity on how evaluation data is used and given the concerns regarding the quality of PSI delivery in some places, it seems there is no clear process for acting on feedback and evaluation to improve training.

Additional Findings:

The following were not formally assessed but are notable findings.

Program delivery

There is no mechanism for selecting PSI facilitators and this role is open to everyone. There is no refresher training or skills development for facilitators.

Organizational Culture

Theme	Score
Champions & Allies	Emerging

PSAs exist at most sites and there is healthy uptake of PSI training across the agency. Outside of the Pride Network, there are no means of connecting Ambassadors across sites.

The role of national and regional Champions are clearly delineated. Further, the national Champions of all equity groups, including LGBTQI2S, collectively form the National Employment Equity and Diversity Committee. The Committee meets twice a year.

Theme	Score
Dedicated Equity Staff	Emerging

We were not able to speak with anybody from an equity office at the time of data collection, but we understand that a section of HR is dedicated to employment equity. Submitted documents suggest that representatives exist in every region and that there are Champions for all equity-seeking groups, including LGBTQI2S. Despite distinct mandates, there appears to be overlap between equity offices and the ERGs in the activities they undertake. There does not appear to be any funding or specific resources in place to support either group.

Theme	Score
Employee Resource Groups	Robust

CRA's Pride Network is one of the more established networks within the FPS, with roughly 700 members. It has its own goals and mandates and has had input on the *Support for Transgender and Gender Variant Employees: A Guide for Employees and Managers* and has been consulting on the options for gender-neutral washrooms. It is named as a consultative body in CRA's *Employment Equity, Diversity, and Inclusion Action Plan 2018-2019 to 2020-2021*. It is also responsible for delivering the Positive Space training.

The Pride Network does not have specific funding in place, and while leaders of other ERGs receive paid time allocation to support them in fulfilling their ERG commitments, this is not the case for Pride Network leaders. There is also evidence that the network would benefit from governance training and support for its executive team. There is great will in the Pride Network to consult more widely and increase their activities, but they need appropriate support to do so.

Theme	Score
Leadership Support	Maturing

Survey results generally gave a positive impression of leadership support for LGBTQI2S inclusion. 91% of respondents said that their supervisor makes everybody feels like they belong to some degree and 35% said they were doing this ‘very well’. 89% said their supervisor is supportive on SOGIE issues. Respondents also generally rated their supervisors highly for their familiarity with policy and for role modelling language and behaviours to foster an affirming and inclusive workplace.

However, it was noted that this largely depends on individual managers’ goodwill. 26% said their supervisors were not participating in LGBTQI2S support networks or events. In interviews, we heard that supporting LGBTQI2S EDI efforts is not a priority for managers, in part because of limited capacity. Again, the fact that some regional executives have opted out of ERG initiatives without explanation is concerning.

While there is generally good uptake of Positive Space training and managers who take the training encourage their team to do so too, this is very region dependent and training for managers is not mandatory. 21% of survey respondents said their supervisor was not encouraging the team to value participation in equity and inclusion training and events.

Theme	Score
Interpersonal Climate	Maturing

Comfort in the workplace

The third-party survey commissioned by CRA showed that 25% of LGBTQI2S respondents felt they were less respected than other members of staff. Our survey suggests a more positive employee experience, with 97% of LGBTQI2S respondents having some degree of comfort being open about their sexual orientation including 48% being “completely comfortable”. This was generally higher for gender identity and gender expression (this may be due in part to the high proportion of cisgender respondents). We note that several employees responded with ‘prefer not to say’ on questions about being themselves in the workplace. The reason for the difference in responses between the two surveys is not clear but may be the result of differences in the wording of questions or sampling methods, or to advances made in the period between these surveys.

Intervening in incidents of harassment and discrimination

97% of survey respondents were comfortable intervening in anti-LGBTQI2S language and behaviour in the workplace and all middle and senior management were comfortable doing so. Respondents had a far lower degree of confidence that their teammates would intervene, with 20% not at all confident. This is a trend we see across the FPS, but it is worthy of note.

Overall, 15% of respondents were ‘not at all’ confident pursuing complaints for discrimination and harassment based on sexual orientation. This rose slightly to 17% for gender identity and 18% for gender expression. When broken down by management level, 40% of senior management were not comfortable pursuing complaints based on gender expression and 30% on the basis of sexual orientation and gender identity.

Work events and structures

The document “LGBTQ2+ at the CRA” recommends inviting “partners” rather than “spouses” to work activities but it is not clear how far these sorts of initiatives are put into practice. As noted above, structures for changing names and gender makers within workplace structures (such as email signatures and security IDs) depends on an employee to have undergone a legal transition, and the process requires supervisory approval.

Theme	Score
Cross-Departmental Collaboration	Emerging

We heard that the EDI directorate often works with the LGBTQI2S Champion, and there is sporadic collaboration between HR and the ERG on some initiatives. However, the general impression was a lack of clarity and formal structure on how ERGs, HR and EDI offices work together. There is a desire within the Pride Network to work more systematically with HR.

(iii) Canada School of Public Service (CSPS)

The CSPS is the federal body responsible for creating and facilitating standardized curriculum and training across the Federal Public Service. Their training is organized along five “business lines”:

1. Respectful and Inclusive Workplace
2. GC and Public Sector Skills
3. Indigenous Learning
4. Transferable Skills
5. Digital Academy

Their primary LGBTQI2S-related initiatives are the Positive Space course and the PSA course, which are housed within the “Respectful and Inclusive Workplace” business line.

Since CSPS is primarily responsible for training, they were only assessed in the Training Structures category. Because CSPS is treated as a key service provider for training, they were assessed in depth on all five themes within the Training Structures category. As outlined in 4.2 Inclusive Training Structures, the full five themes in the Training Structures category are:

- Consulting Subject Matter Experts
- Curricular Content
- Role-specific Solutions
- Evaluation of Training
- Program Delivery

We also include informal findings on their organizational culture, although these were not recorded as part of the Assessment Tool.

CSPS findings were informed by three interviews and 53 document analyses.

Detailed findings

Training Structures

Theme	Score
Consulting Subject Matter Experts	Emerging

During the consultation process, LGBTQI2S EDI experts are involved in providing consultation on the content of both courses to ensure good cultural competency and to ensure that material accurately reflects LGBTQI2S staff’s experiences and needs. However, this is often dependent on individual staff being voluntarily invested in PSI, and is not a formalized, fully resourced process of consultation. There also does not seem to be a mechanism for ensuring a diversity of identities and experiences are represented during these consultation processes. We also have not seen evidence of this sort of consultation for training other than PSI.

There is the opportunity for training facilitators to include their first-person experiences within PSI training, although there are no processes to ensure a diverse range of voices are included.

CSPS does also hold informal LGBTQI2S learning opportunities through events such as Pride flag raising and we heard this is very popular among public servants. These take place twice a year on days important to the LGBTQI2S community and include a range of LGBTQI2S voices, in particular First Nations, Inuit and Métis individuals. Aside from this, we did not see significant evidence of collaboration with third party organizations and campaigns²⁷.

²⁷ Following the data collection period, we were also informed that CSPS organizes additional events in collaboration with other federal entities, though details of these were not shared at this time.

Theme	Score
Curricular Content	Emerging

Definitions of key SOGIE terms

SOGIE is addressed explicitly in individual sections of the Positive Space courses. This includes definitions and basic distinctions between respective SOGIE categories, and definitions of terms such as “cisnormative” and “gender diverse”. Despite this, gender identity and gender expression are only examined on a basic level. There are plans in place to potentially create GI and GE specific training to allow these concepts to be explored and applied in depth.

There is awareness within CSPS that GBA+ training needs to make connections more explicitly to LGBTQI2S experiences and perspectives.

Application of content

CSPS course content currently does not include consideration of how the concepts taught can be applied throughout the workplace. For example, washrooms are mentioned as a potential workplace issue for LGBTQI2S employees, but there is little discussion or skill-building on how to make these spaces more welcoming and inclusive. Similarly, discussion of how workplace policies impact on LGBTQI2S employees is absent. There are activities which touch on privilege, implicit and explicit bias, allyship, how to respond to incidents of bias and how to be a good listener, but the only example of addressing common misconceptions relating to SOGIE is in reference to washroom access.

Anti-racist and anti-oppressive frameworks

Positive Space courses go beyond fostering positive spaces to include content on how historical-cultural contexts of marginalization, privilege, and implicit and explicit bias inform the creation of these spaces. Facilitators are asked to always use gender neutral and person-centred language, although do not appear to be explicitly instructed in inclusive language. Further, the French version of the training uses masculine by default to describe “ambassadeurs” and “formateurs”, which somewhat undoes efforts to use inclusive language.

These content and facilitation decisions are crucial in moving toward an anti-racist and anti-oppressive pedagogical framework. Another important aspect of ARAO is intersectionality which, while mentioned in these courses, is not unpacked or explored. Further incorporation of ARAO concepts through other courses may be implemented in future as part of ongoing reviews. However, this only applies to training within CSPS’ Inclusive and Respectful Workplaces line of business; other business lines have not yet started to make efforts to ground training in ARAO frameworks.

Theme	Score
Role-Specific Solutions	Nascent

Adaptations by role

The list of training included as part of the Respectful and Inclusive Workplaces business line includes training tailored toward employees with positions in HR, managers, and other kinds of supervisors. We heard that some LGBTQI2S content is now incorporated into mandatory manager training, although there is no formal inclusion of LGBTQI2S topics in CSPA training other than PSI.

We heard that if training is offered to specific audiences, the training will only likely be adapted in the discussion elements of the course and not the core content. Some interviewees suggested CSPA would consider offering role-specific PSI training if there was demonstrated need for it, including specific modules for managers, although they are limited by resources. Since the core content does not include skills development for managers in fostering LGBTQI2S inclusive team cultures, there is a need for this sort of role-specific solution, whether in PSI or elsewhere.

Local solutions

CSPA’s PSI training was developed in response to similar programs being offered locally by some federal departments. As such, FPS staff may have participated in PSI training either through CSPA or through their department locally. Although the CSPA version aims to be the “gold standard” that other federal entities would contract in for delivery by CSPA, demand for the training has sometimes exceeded CSPA resources. As a result, departments continue to implement training themselves, sometimes with adaptations intended to reflect their local needs or contexts. At present, there does not appear to be any mechanism for tracking the various versions being delivered across FPS. Further, though CSPA tracks attendance at its own training courses, there does not appear to be any way to centrally track or monitor who has participated in other versions of PSI training across FPS. This puts CSPA in a compromised position as a leader of the program, in terms of maintaining quality assurance and program evaluation.

Similar limitations appear to be affecting EDI training efforts more broadly, which are often developed at the department or agency level without CSPA input.

Theme	Score
Program Delivery	Emerging

As discussed above, we have included assessment for CSPS' Program Delivery, due to its role as a training provider for the FPS. There is some overlap in grading for this theme with other themes in the Training Structures category, so here we note the most significant findings for this theme.

Facilitators

PSI training guides recommend that at least one of the course facilitators identifies as LGBTQI2S. However, we were unable to confirm the full range of identities currently represented on the facilitation team.

Within PSI training, facilitators offer some content related to ARAO structures and language, though ARAO principles are not necessarily explicitly engrained within CSPS' training provision in general. It is our understanding that Positive Space facilitators, and EDI trainers in general, are not currently vetted or onboarded to have a baseline level of understanding of the application of ARAO principles within the classroom. We understand that a train the trainer program is currently in development but were unable to confirm whether the program will include familiarization with ARAO frameworks and techniques.

Specialized training and follow up

Currently there is only foundational versions of PSI training offered by CSPS and there is no refresher or follow up engagement with participants.

Theme	Score
Evaluation of Training	Nascent

Public Service Employee Survey (PSES) data is broadly used to inform curriculum developed by CSPS.

Generally, formal training evaluation is in its early stages. Some training uses feedback forms and CSPS is starting to track uptake of PSI training. We heard there is a will to expand evaluation, aiming for level 2 and 3 Kirkpatrick evaluations, which would move beyond learners' reactions to the training and further examine knowledge absorbed from the training and how it impacted their behaviours afterwards. This would allow CSPS to track skills development and monitor training effectiveness over time.

There was a report on Positive Space in the Federal Public Service which included interviews with staff who had taken PSI training and offered insight into how it was developing. This is an example of time-delayed evaluation and included information on how knowledge and work culture shifted post-training. It included recommendations from survey and interview data for expanding PSI. These recommendations included expanding messaging around the impact Positive Space is having on workplaces, expansion of the training to reach more people and to include more depth content on gender identity and expression. It is unclear if these recommendations are being put into practice at this time.

Although PSI training guides state that local adaptations should be pre-approved by CSPA, in interviews we heard that this monitoring of the local development of PSI training is informal and many federal entities do not inform them of the changes they make. This is limiting the ability of CSPA to monitor the impact of local solutions or to use them to inform solutions at other sites.

(iv) Department of National Defence (DND)

DND provides civilian support to CAF. Both entities share the same positive space training, but all other policies are separate. However, there are some joint discussions and work on EDI broadly that happen across the two organizations.

DND findings are based on 3 interviews, 22 document reviews and 54 survey responses. There were roughly half the number of LGBTQI2S respondents than non-LGBTQI2S-identifying respondents. Given the relatively low number of respondents, findings only offer a limited insight into the full range of workplace experiences at DND.

Detailed findings

Workplace Inclusion Policies, Procedures and Practices

We received limited documentation from DND outside of training documents. Findings for the following themes are largely based on interviews.

Theme	Score
General Practices	Nascent

It seems there is no systematic consultation with DND’s LGBTQI2S community when creating policy. Problems appear to be addressed reactively as they arise. Further, we note that EDI policy tends to focus on “visible minorities” only.

However, DND has established a new anti-racism and D&I taskforce within staffing. This will involve a full review of staffing policies, and we were told this will include consultation with the Pride Network. The taskforce has a steering committee and specific milestones to keep work measurable and to ensure multiple perspectives are applied. This review has the potential to improve LGBTQI2S EDI efforts at DND and could provide a template for reviewing all policy across the department.

Theme	Score
EDI Strategy	Nascent

EDI policy

EDI strategy currently has a broad focus, with little specific consideration of the LGBTQI2S community. There also seems to be limited measuring of EDI initiatives to monitor their effectiveness across the organization. We note that whilst policy direction largely comes from TBS, there may be opportunities to tailor this to DND’s specific needs, and to individual regions within the department.

Consultation

DND is in the initial stages of introducing consultation processes with LGBTQI2S stakeholders and no details are yet available on how this will be structured. Efforts need to be made to mitigate the risk of tokenism, and to ensure consultation is undertaken broadly and in a systematic manner to give LGBTQI2S individuals the opportunity to inform EDI strategy.

Resources and strategy specificity

There is no specific funding set aside for initiatives to improve LGBTQI2S inclusivity within the department. LGBTQI2S representation across the organization is not monitored. There is a perception within DND that since the LGBTQI2S community is not a protected Employment Equity Group (EEG), it is not possible to target recruitment efforts to them specifically.

Theme	Score
Data Collection & Privacy	Not enough evidence

We did not receive enough evidence to assess this theme. Although we understand that information regarding employee’s gender is not collected.

Theme	Score
Gendered Facilities Policies	Not enough evidence

We did not receive enough evidence to assess this theme. However, survey findings showed that 36% of respondents were unfamiliar with policies regarding gender-inclusive facilities.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Emerging

Harassment

There is a clear protocol for submitting complaints within policy and a solid structure for responding to complaints. Procedures for outlining accountability for perpetrators could be more clearly explained. We also informed that complainants do not always feel believed immediately due to the present complaints structures. This is an identified gap at DND.

Survey findings show that 72% of respondents have some degree of awareness on how to file a complaint, and awareness is greater higher up the chain of command. All respondents had some degree of comfort intervening in incidents of discrimination and harassment, though slightly less were confident in pursuing formal complaints.

SOGIE-specific policy

Policy does not define harassment and discrimination on the basis of sexual orientation, gender expression or gender identity in line with human rights legislation. Within the survey, LGBTQI2S respondents were less comfortable pursuing complaints, and all employees were less confident doing so on SOGIE grounds. This suggests that clearer examples and definitions within documentation may support employees to act on discrimination and harassment for protected groups.

Theme	Score
Transitioning in the Workplace	None

DND does not have a guide for supporting trans and/or transitioning employees.

Theme	Score
Onboarding	Nascent

Onboarding policy

There are clear accountability statements for people managers within onboarding documentation, including measurable progress toward creating a representative and diverse workforce. There is also emphasis on zero-tolerance to discrimination and harassment. These focus broadly on EDI and do not include LGBTQI2S-specific statements and guidance. This lack of specificity was also evidenced in survey and interview findings about onboarding practices.

Onboarding Practices

We were told that people managers do not receive specific onboarding for working with staff on issues related to the LGBTQI2S identities. Similarly, 85% of respondents within middle management said they had not taken any training during onboarding relating to LGBTQI2S inclusion in the workplace.

Surveys included questions on how familiar employees are with various LGBTQI2S related policies, and significant numbers (25-40% across different policies) responded that they were ‘not at all’ familiar. This suggests there is no comprehensive review of policies and resources relating to LGBTQI2S identities during onboarding.

Theme	Score
Recruitment & Retention	Nascent

Targeted recruitment

As found across the participating federal entities, there is a perception within DND that since LGBTQI2S are not currently identified as one of the Employment Equity Groups, recruitment efforts cannot be targeted to ensure their representation across the department. Whilst there has been BPOC targeted recruitment, efforts generally do not adopt an intersectional lens and are instead guided by EEG legislation. Efforts are not currently made to advertise job openings through platforms catering to LGBTQI2S people specifically.

Content of job and recruitment advertising

Whilst job postings include a general reference to being inclusive, it does not identify specific marginalized groups. Job postings make some effort to use gender-neutral language, but it was noted that French postings did not show a solid grasp of how to do this. Where efforts had been made, they were not consistently applied.

Bias in recruitment and career advancement

Unconscious bias is addressed to some degree in some training (e.g., training for sub-delegated managers and some online learning activities), but this is not LGBTQI2S specific and there is no monitoring of how effective this has been. 20% of survey respondents felt that their career has been negatively impacted to some degree by their sexual orientation, gender identity or gender expression, with some saying it had been negatively impacted to a ‘strong degree’.

Additional Findings:

The following were not formally assessed but are notable findings.

Performance management

We saw in some documentation that failure to achieve workforce representation may impact on performance ratings. However, the survey showed inconsistent uptake of LGBTQI2S training, with roughly half of respondents saying they had taken training at some point in their career. There are no refresher trainings for the PSI.

Training Structures

DND shares its Positive Space training with CAF, although CAF members receive a formalized qualification from the sessions and civilian members do not. Much of our assessment on this category was therefore based on CAF findings. Below we have noted any additional findings from interviews with DND employees and survey results.

Theme	Score
Consulting Subject Matter Experts	Nascent

As noted under CAF findings, the Defense Pride Network has been invited to review PSI training. Outside of PSI training, EDI experts from the LGBTQI2S community are not consulted in training design of anti-bias and cultural competence courses.

Theme	Score
Curricular Content	Maturing

Again, readers may refer to the comments in the evaluation for CAF for further details on the content of PSI training. Grading for this category was largely based on this training.

Outside of PSI, training is generally non-specific to LGBTQI2S experiences and concerns, although the EDI civilian learning plan does address sexual orientation within cultural competence and anti-discrimination training. First person testimonials are included within some trainings, though it is important to ensure all identities are represented within these. There is a conversation toolkit to help raise learner self-awareness of implicit and explicit biases broadly, but we heard this is not specific to diverse sexual orientations, gender identities and expressions. We were not given access to this toolkit so cannot assess its content at this time.

Theme	Score
Role-Specific Solutions	Emerging

There is training for managers involved in staffing although this does not include specific discussion of LGBTQI2S identities, or guidance on supporting trans candidates. Again, from what was heard in interviews, the conversation toolkit has potential to help managers recognize and address bias and discrimination within their teams, though it is not specific to SOGIE considerations.

We also received limited information on the tools for addressing discrimination, though survey results showed that middle and senior managers were generally more confident in intervening in incidents and in pursuing formal complaints than frontline staff, which may suggest they have greater access to training.

Theme	Score
Evaluation of Training	Not enough evidence

We had very limited evidence regarding the delivery and evaluation of training programs, so were unable to grade this theme. However, we do include some of our observations here.

Uptake of PSA training is monitored centrally and tracked by location, although it was noted that this is done more diligently within CAF than DND. Training is mostly situated in Ottawa, with some sessions on the East and West coasts. There is no monitoring of the training to evaluate its effectiveness and application in the workplace. There is also no refresher course offered at regular intervals.

Additional Findings:

The following were not formally assessed but are notable findings.

Program delivery

There are different formats of the positive space trainings available, with 1- and 3-hour courses, and a 2-day Ambassador training. There does not seem to be any overview of facilitators’ identities and lived experiences to ensure a diverse range of perspectives are brought to training.

Organizational Culture

Theme	Score
Champions & Allies	Maturing

DND has a formalized mentorship program which matches employees from marginalized communities with somebody to guide them through departmental structures and to support their professional growth. There are also PSAs, who are points of contact for employees who may have concerns or questions within the department. There is one Champion who represents both DND and CAF and whose role is to be a sponsor and senior support for the LGBTQI2S community. Currently, this role is being filled by the Woman's Champion while a permanent LGBTQI2S champion is appointed. We note that departmental Champions do not receive specific training to support them in their role.

DND has made a good start in developing a robust ally and Champion network to connect LGBTQI2S employees and ensure their concerns are heard. There is still work to be done to formalize those networks and to ensure regular contact between sites. We heard that the Pride Network is currently working to achieve this, including developing dedicated budgets to fully resource the network.

Theme	Score
Dedicated Equity Staff	Nascent

Whilst the taskforce for the staffing review includes resourcing for three full time employees, in general work done to further EDI efforts is largely voluntary, including the Champion role and any work done on behalf of the Pride Network. Those working on EDI often are focused on a broad lens and not LGBTQI2S specific concerns.

An action plan for EDI is in development and we heard it will include explicit LGBTQI2S considerations.

Theme	Score
Employee Resource Groups	Emerging

The Pride Network is undergoing formalization to help ensure that it is treated like other employment equity groups (EEGs). This should include financial and governance support, though we heard in interviews that often LGBTQI2S individuals are not given the same priority as the four EEGs. Lack of formal resources means that time spent on work for ERGs is left to individual managers' discretion. As the Network develops, it needs to be systematically given opportunities to inform DND's diversity initiatives and ensure that it is listening to and forwarding the voices of the community it represents. The Network does not yet

have the full authority to inform policy or to participate in complaints processes outside of the chain of command, though this was identified as a current goal.

Theme	Score
Leadership Support	Emerging

Grading for this theme was largely based on survey responses, though we note the low number of respondents as a limitation, as well as the fact that there were half as many LGBTQI2S-identifying than those who do not identify as LGBTQI2S.

49% of survey respondents said their direct supervisor was doing ‘very well’ at making sure everybody feels like they belong, and 47% said they were doing this ‘somewhat well’ or ‘well’. Results were similar when respondents were asked how well their supervisor models language and behaviour to foster and affirm an inclusive workplace. We heard in interviews that there is some form of messaging and communication from leadership to foster an inclusive environment and that some managers encourage the identifying of pronouns during meetings, although the consistency of this is unknown.

The survey identified that managers could be doing better at participating in LGBTQI2S support networks, events, and training, and in encouraging their team members to do the same. Roughly 20% of respondents across a range of questions on participation said that their supervisor does not participate at all.

Theme	Score
Interpersonal Climate	Emerging

Grading for this category was largely based on survey results, and therefore comes with the aforementioned caveats.

General comfort in the workplace

Overall, employees felt that their supervisors are making everybody feel welcome and are broadly comfortable being open about their identities in the workplace.

57% of LGBTQI2S-identifying respondents said they were “completely comfortable” being open about their sexual orientation, however, 14% said they are not at all comfortable and we again highlight that 20% of LGBTQI2S respondents felt their career had been negatively impacted by their gender identity, sexual orientation, or gender expression.

Intervening in incidents and pursuing complaints

We heard that people often do not feel believed right away when voicing SOGIE-related concerns encountered in the workplace. Although 98% of respondents had some level of comfort intervening in incidents of anti-LGBTQI2S language and behaviour, they were less confident that their teammates would

do the same (although note that we see this pattern in survey findings across the FPS). Frontline staff tend to be less confident than middle and upper management.

We also highlight findings described in the “anti-discrimination and anti-harassment policy” theme (p. 169), which showed staff were slightly less confident pursuing formal complaints on SOGIE grounds than for other forms of discrimination and harassment. The fact that policy does not include SOGIE-based definitions of discrimination and harassment therefore has a clear impact on DND’s interpersonal climate.

Theme	Score
Cross-Departmental Collaboration	Emerging

The new staffing review, that is working with the Pride Network, HR and other EDI groups, is a good start for fostering collaboration across the department. Similarly, we heard that HR works with the Pride Network to include an LGBTQI2S lens on its harassment prevention campaign. This sort of collaboration is preliminary at this stage, but it shows potential to improve DND’s LGBTQI2S EDI efforts.

(v) Employment and Social Development Canada (ESDC)

ESDC findings are based on 3 interviews, 19 documents and 154 survey responses. There were roughly equal numbers of LGBTQI2S-identifying respondents and those who did not identify as LGBTQI2S for the survey. Some respondents preferred not to say and whilst the implications of this are unknown, it is worth noting.

Detailed Findings

Workplace Inclusion Policies, Procedures and Practices

Theme	Score
General Practices	Emerging

We had limited access to policy documentation. The policies we had access to were generally written in gender-neutral language. The Communications Plan for EDI outlines some objectives and there appears to be ad hoc consultation with the Pride Network. Within HR, there are efforts made to check in at regular intervals with ERGs. The *Guide for Transitioning Employees, their Co-Workers and Managers* is planned to be reviewed on an annual basis.

Theme	Score
EDI Strategy	Emerging

ESDC’s Communications Plan for Diversity and Inclusion 2020-2021 has some promising steps for the inclusion of LGBTQI2S people. The Pride Network are identifying steps for their EDI plan and will also be working on targeted recruitment strategies, as well as setting up safe spaces for employees to share their workplace experiences. EDI resources are housed within HR with a dedicated budget, however there are no specific resources allocated to LGBTQI2S initiatives.

There are clear targets for expanding the reach of the Positive Space Initiative. The self-ID campaign is an upcoming priority, which will aid efforts to improve representation and inclusivity and help to improve measurement and evaluation of progress toward EDI goals.

Theme	Score
Data Collection & Privacy	Emerging

We did not have access to data collection policy, though we were informed that safeguarding data is a constant concern at ESDC. The Career Conversations Change Project does include a clear statement regarding privacy and data collection on the self-identification form, and states that only a limited number of employees will have access to information. The *Guide for Transitioning Employees, their Co-Workers and Managers* discusses confidentiality, though this is unpublished and its guidance is not yet incorporated into policy.

Theme	Score
Gendered Facility Policies	Maturing

We were not sent any gendered facility policies. However, the *Guide for Transitioning Employees, their Co-Workers and Managers* explains that people should use the toilet they feel comfortable using and should not be asked to use a specific stall. Again, this is currently only guidance and not formalized policy. In the survey, 48% of survey respondents were 'not at all' familiar with gender-inclusive washroom policies and provision.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Nascent

We did not receive any anti-discrimination or anti-harassment policies, but we were informed that the policies in place do not include specific definitions of discrimination and harassment, or key SOGIE terms.

We were told there is a grievance protocol in place, but we did not have access to this documentation.

In the survey, 97% of respondents had some degree of comfort intervening on incidents of harassment and discrimination relating to sexual orientation, and the comfort of intervening increased up the reporting line. When pursuing formal complaints, 83% of respondents had some degree of confidence doing so based on sexual orientation. This was slightly lower for complaints based on gender identity and gender expression. LGBTQI2S-identifying respondents were slightly less confident, which perhaps indicates that they feel less safe to speak up.

Theme	Score
Transitioning in the Workplace	Maturing

The *Guide for Transitioning Employees, their Co-Workers and Managers* is an excellent document, written by trans staff at ESDC and which had external consultation on two-spirit issues. It includes advice on transitioning, advice for management on supporting trans employees and pages on benefits and leave

policies. It is nearing completion and should soon be published; we were told it will then be circulated through the employee newsletter and available on the intranet.

44% of survey respondents were ‘not at all’ familiar with support for transitioning employees, but it is hoped this will change with the publication of the guide.

Theme	Score
Onboarding	Nascent

Significant numbers of survey respondents were ‘not at all’ familiar with a range of policies relating to LGBTQI2S inclusion, including dress code, benefits plans and gendered facility policies. This suggests there is no comprehensive review of such policies during onboarding.

We were told the ‘Richness of Our Differences’ course, which is mandatory for new hires, does include reference to LGBTQI2S people after having been reviewed by the Pride Network recently. However, 67% of senior management responding to the survey said they have not had any LGBTQI2S training during onboarding. This was higher for middle management, with 73% indicating they had not received such training. 68% of frontline staff also said they had no onboarding training relating to LGBTQI2S EDI.

Theme	Score
Recruitment & Retention	Nascent

Job advertising

Whilst job postings include general reference to being an inclusive employer, they do not state EDSC’s commitment to LGBTQI2S equity and inclusion specifically. There are efforts being made to improve on gender-neutral language in French but are not yet consistent across all postings.

Targeted recruitment

There are currently no efforts to target recruitment to LGBTQI2S people. However, we did hear that targeting recruitment for indigenous people has been highly successful, and the ESDC will be adapting this strategy for LGBTQI2S. This shows good intersectional learning and cohesion between equity groups. While ESDC is at the beginning of this process for LGBTQI2S recruitment, these efforts are encouraging.

Anti-bias strategies

The EDI communication plan states that hiring managers will be encouraged to use strategies to ensure assessment tools and appointment processes are without bias and do not create systemic barriers. This statement is broad and perhaps linked only to EEGs.

There are two trainings for recruiters which include anti-bias tools, and an anti-bias working group which meets once a month. However, 27% of LGBTQI2S-identifying survey respondents say their career

advancement has been negatively impacted to some degree by their sexual orientation. 12% said it had been impacted by gender identity and 17% said it had been impacted by their gender expression.

Additional Findings:

The following were not formally assessed but include notable findings.

Performance management

ESDC's Career Change Project was developed to address gaps in career advancement for EEG and diversity groups. LGBTQI2S staff were invited to take part in the pilot, which is an excellent step.

This needs further development and uptake, since, as stated above, survey findings show there are significant numbers of ESDC staff who feel their career advancement is being negatively impacted by their sexual orientation, gender identity or gender expression.

Duty to accommodate

Duty to accommodate guidelines outlines the process for responding to requests and includes sexual orientation as a protected ground. However, gender identity and gender expression are not listed and there are no SOGIE examples of what might be considered grounds for an accommodation request (e.g., transitioning in the workplace).

Training Structures

Theme	Score
Consulting Subject Matter Experts	Maturing

There are some good efforts to consult LGBTQI2S stakeholders for various training offered by ESDC. Positive Space training was developed from a combination of the Ontario Public Service training, TBS training and resources from the Winnipeg Rainbow Resources Centre. The Pride Network was consulted in reviewing and upgrading this training. The Career Change Conversation Project has the intention to be adapted depending on the pilot feedback and in consultation with diversity groups. However, the “Richness of our Differences” training was only reviewed by the Pride Network after complaints were made on its content, which bordered on offensive. This suggests that there is a need to make consultation more systematic, so that it is a part of the development and delivery of all training.

Informal learning initiatives are organized by the Pride Network, and diversity groups are asked to provide lived experiences relating to EDI on intranet articles. The new safe spaces initiative should also allow for the experiences of LGBTQI2S employees to inform training design.

Theme	Score
Curricular Content	Emerging

Positive Space training gives a broad range of definitions for SOGIE terms and includes a clear explanation of gender expression. Common misconceptions are also tackled. For example, a person does not have to be sexually active to know or ‘prove’ their sexual orientation, and that a trans person does not have to go through a set checklist of changes (such as name or appearance changes) as part of their transition. There is also room for discussion on intersectionality and some inclusion of first-person testimonials, via the facilitator themselves and a video developed by the UN.

Training encourages participants to check their own unconscious biases but does not guide them on how to do so. We also note that whilst a range of identities are discussed, there is no specific reference to workplace issues that might be faced by LGBTQI2S staff. Ambassadors are not given specific guidance on how to actively reduce bias, aside from employing active listening when issues arise.

The original “Richness of our Differences” training did not include any discussion of LGBTQI2S identities, though it has been updated following a review. This improved version should be available in 2021 and will remain mandatory.

Theme	Score
Role-Specific Solutions	Emerging

We heard that there is consultation from regional Pride Network representatives on regional issues. We did not see whether or how this translates into tailoring trainings but commend the effort to understand local issues as this is not often seen in other FPS departments and agencies.

The PSI training is not tailored by role and we did not see specific training for managers on strategies encouraging cultural change within their teams. Furthermore, 36% of frontline staff and middle managers responding to the survey said they have not taken LGBTQI2S specific training as part of formal ongoing training efforts. There was a discrepancy between staff levels, with 78% of senior management saying they had taken part in formal LGBTQI2S training.

ESDC is working on implementing further role-specific training. For example, the Pride Network will offer a 45-minute training for managers about transitioning employees once the *Guide for Transitioning Employees, their Co-Workers and Managers* has been published. The original “Richness of Our Differences” training had one version for managers and another for frontline staff, and included information for specific roles, such as staffing. It is hoped that the new version which includes LGBTQI2S considerations will retain that structure.

92% of survey respondents said their supervisor models behaviour and language to foster an affirming and inclusive workplace to some degree. This is an encouraging figure and suggests supervisors are receiving information either formally or informally on how to build inclusive teams.

Theme	Score
Evaluation of Training	Emerging

ESDC intends to implement Kirkpatrick level 3 evaluations for the new “Richness of our Differences” course. The course will be piloted on a representative sample and findings will be used to modify the course before it launches in January 2021.

We did not hear of evaluation of training beyond this course but would encourage the use of similar structures wherever possible.

Organizational Culture

Theme	Score
Champions & Allies	Maturing

Since September 2017, over 500 Ambassadors have taken the PSI training, and are spread across all regions and classification levels. ESDC has made efforts to connect peers from across sites online (e.g., the Positive Space Initiative group on GConnex). There is also an email address that allows trans employees to speak confidentially with an openly trans or non-binary member of staff. Further, ESDC launched a peer support network during COVID, and this includes an option to ask for specific LGBTQI2S support.

We note there is no training for the LGBTQI2S Champion or other ESDC members to assist them in their roles to support LGBTQI2S EDI efforts.

Theme	Score
Dedicated Equity Staff	Emerging

The structure of equity offices was not clear, although we understand that EDI is housed within HR and includes managers for different portfolios (LGBTQI2S, indigenous, women etc.). These portfolio managers meet on a regular basis and are trying to get a voice at executive tables.

Diversity chairs get 7 hours paid time and we heard there is the will to make these full-time roles. Currently, staff working to better the department (for example through their involvement in the Pride Network) can be given dedicated time by their manager but how much time is given (if any) depends on the manager. We heard there is a desire for more resources to support EDI work in general.

Theme	Score
Employee Resource Groups	Robust

Pride Network Activities

The Pride Network has some excellent initiatives such as the *Guide for Transitioning Employees, their Co-Workers and Managers*, and the email account for trans and non-binary employees to connect confidentially to others. It is the main way for LGBTQI2S employees to have their voices heard. It also organizes activities such as booths and panels, although this is dependent upon location.

Authority to inform policy and practice

We heard conflicting accounts on the degree of consultation undertaken by the Pride Network. Members were not always aware of clear lines of consultation, but we were told by others that they had an explicit opportunity to inform the EDI plan, sit on the monthly anti-bias working group and will have input in upcoming targeted recruitment efforts. These conflicting accounts suggests there is a lack of widespread awareness of the mechanisms in place for consultation, and that it is not necessarily done systematically.

Resources

The Pride Network has some financial resources for travel to allow the steering committee to meet in person as well as banners and other materials, but this budget does not cover speaker fees which limits opportunities. Work done by the Pride Network is voluntary, with some members working after hours to support the Network.

Intersectionality and anti-oppression

ERG network chairs meet once a month, which is a good foundation for intersectional work on EDI. The Pride Network also has a mechanism to ensure that trans members are represented on the steering committee, which is an excellent initiative and shows an understanding of anti-oppression principles.

Theme	Score
Leadership Support	Emerging

We heard that manager buy-in on initiatives is essential to their success but is currently dependant on individual managers' goodwill. Indeed, in the survey, 31% of respondents said their supervisor is not participating in LGBTQI2S networks and events, or in LGBTQI2S EDI training. And although we heard in interviews that internal bulletins encourage staff to take the Positive Space training, 28% of survey respondents said their supervisor is not encouraging their team to value participating in EDI activities.

There have been efforts to increase awareness among senior management of ESDC's EDI initiatives, although we heard this is less widespread among middle management.

Theme	Score
Interpersonal Climate	Maturing

Comfort openly identifying in the workplace

Whilst ESDC has some good high-level policies and structures in place, this is not always leading to culture change among frontline staff. Only 21% of LGBTQI2S-identifying survey respondents said they were ‘completely’ comfortable being open about their sexual orientation in the workplace. Further, as discussed above, there are several staff who feel their career has been negatively impacted by their sexual orientation, gender identity or gender expression.

Since the original “Richness of our Differences” training was not created in collaboration with LGBTQI2S staff and experts, it included content that lacked cultural competence in the lived experiences of LGBTQI2S identities. This may have acted contrary to efforts to create an inclusive climate for LGBTQI2S employees, and some training participants found the content itself offensive.

Acting on incidents of discrimination and harassment

70% of survey respondents were either ‘mostly’ or ‘completely’ confident intervening in incidents of anti-LGBTQI2S language and behaviours in the workplace. However, this dropped to only 44% when asked if they thought their teammates would intervene. This is a general pattern seen across the FPS. Confidence pursuing formal grievances and complaints was high, with 83% having some degree of comfort doing so. This was highest among senior management.

Changing names and gender markers

Staff can change names and pronouns on their staff profile and email address without necessarily having a legal name change. This is not so for payroll data. The process for changing names and pronouns is clearly explained in the upcoming *Guide for Transitioning Employees, their Co-Workers and Managers*.

Theme	Score
Cross-Departmental Collaboration	Emerging

There is generally good horizontal collaboration, with ERG networks meeting on a regular basis, and HR, portfolio management and corporate management working alongside each other. However, ERGs do not necessarily have the power to directly influence policy and initiatives or have seats at senior tables. As stated above, the Pride Network is keen to have consultation on a more regular and systematic basis.

Additional Findings:

The following were not formally assessed but include notable findings.

Communications

Internal communications on equity and inclusion efforts are good, including the creation of a national platform to share best practices. ESDC also has diversity and employment equity awards. These are sometimes but not always LGBTQI2S specific.

External communications have some examples of LGBTQI2S considerations, for example using a same sex couple example for child benefits information on social media. More could be done externally for Pride and days of importance for the LGBTQI2S community.

Resource availability

New resources are announced through the newsletter Intersection, and there is a GCconnex group for the PSI which includes many key words to make it easier to find, definitions and French translations. However, survey suggested that policy awareness is higher among frontlines than management.

(vi) Global Affairs Canada (GAC)

GAC findings are based on 3 interviews, 21 documents shared for review and 47 survey responses. This is a low survey uptake, which impacts on the weight of survey findings. Almost all respondents identified as LGBTQI2S.

Detailed Findings

Workplace Inclusion Policies, Procedures and Practices

Theme	Score
General Practices	Emerging

We had limited policy documents submitted for review, but those we did see generally made use of inclusive language. However, policies generally do not define SOGIE or include explicit SOGIE-related content.

There are some efforts being made to reach out to LGBTQI2S representatives and employees involved in the Pride Network for consultation, but this is not a formal practice and not consistently implemented for all policies.

Theme	Score
EDI Strategy	Emerging

There is good coordination between the Pride Network and HR on EDI strategy, and some funds are set aside for Pride Network initiatives to help fulfill this strategy. It is not clear if this coordination is formalized or simply based on personal connections, which may impact succession planning. There is also reliance on token individuals at GAC rather than formal structures for consulting with a range of LGBTQI2S experts and identities. We heard that PSES results and training evaluations go some way to informing and monitoring EDI progress.

EDI activities include internal events such as panels, though we did not see evidence of external-facing initiatives.

Theme	Score
Data Collection & Privacy	Nascent

We had very limited evidence to assess this theme.

Wellness surveys are being conducted during the COVID pandemic and include a range of options for SOGIE data collection: male, female, non-binary, other, 2 spirit, prefer not to say. There has only been one wellness survey thus far, and other forms of data collection do not include the same variety of options for collection of SOGIE information.

Theme	Score
Gendered Facilities Policies	Not enough evidence

We were not sent any policies on gendered facilities. We did receive information on the current strategy around facility provision although it should be noted that this was not part of formal assessment.

Facility Provision

There are intentions to improve accommodation for universal and inclusive facilities as buildings are renovated. This will include gender-inclusive washrooms on all floors within headquarters, and facilities for menstrual hygiene in all washrooms. We heard that most missions do have at least one universal washroom.

However, we also heard of difficulties getting staff access to universal facilities, since this was originally tied to ID passes. There are many issues with this, including the fact that trans and non-binary employees would have to identify themselves to security, which may make many employees uncomfortable or unsafe, especially given the government’s history with the LGBT Purge. This access issue was eventually resolved, although it indicates that there is a lack of education on facility usage and on gender diversity in general. We heard that this is a priority issue identified by the Pride Network. We encourage further attention to address policy and practice with regards to inclusive access to gendered facilities.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Emerging

SOGIE in anti-harassment policy

GAC’s anti-harassment policies mention the CHRA, which, as stated above, protects employees on the basis of sexual orientation, gender identity and gender expression. However, this is not accompanied by definitions of key SOGIE terms and does not include SOGIE- based examples of misconduct.

Complaints procedures

GAC’s *Harassment in the Workplace* document outlines basic protocols for submitting complaints, however, there are no mentions of how to submit and safely address complaints that occur within an employee’s reporting line. GAC’s *Disclosing a Wrongdoing* document also lays out basic protocols for employees wanting to submit complaints. This document states that the Public Servants Disclosure

Protection Act (PSDPA) gives FPS employees a confidential process for disclosing wrongdoing in the workplace. However, confidentiality does not necessarily ensure anonymity since complainants may be identified based on the type of misconduct under investigation.

24% of survey respondents said they are “not at all” comfortable filing a complaint regarding discrimination or harassment based on sexual orientation, and this was higher (33%) for gender identity and gender expression. This is concerning, particularly as significant numbers of senior staff were also not comfortable filing such complaints. Middle managers were slightly more comfortable, which might suggest they have more direct involvement in these processes.

Accountability

The *Disclosing a Wrongdoing* document lays out the basic steps for supervisors receiving disclosures of misconduct and outline the responsibilities of these managers upon receiving a harassment complaint. While there are various disciplinary levels for perpetrators identified in this documentation, it does not include consideration for how to mitigate for adjudicator bias. Explicit examples and tighter definitions for various accountability measures would reduce reliance on manager discretion.

Theme	Score
Transitioning in the Workplace	Nascent

GAC is currently working to tailor the PSPC guide to supporting trans employees to its own context and it will include considerations of supporting employees transitioning while abroad. This is an employee-led initiative in need of executive level support to ensure its completion.

Theme	Score
Onboarding	Not enough evidence

Insufficient evidence to assess this theme.

Theme	Score
Recruitment & Retention	Nascent

LGBTQI2S targeted recruitment

The GBA+ guide gives good advice on recruitment measures to increase LGBTQI2S representation. This includes having an explicit statement in job postings to demonstrate the department’s commitment to LGBTQI2S EDI; using gender-inclusive language throughout recruitment processes; suggesting platforms

to advertise positions reaching marginalized groups; and targeted recruitment including for LGBTQI2S candidates. However, in interviews, there seemed to be no awareness of this advice. There was the general perception that only formal EEGs can be named in recruitment targets.

Anti-bias and career advancement

The GBA+ guide asks that recruitment personnel undertake employment equity, EDI, intercultural and anti-bias training. The survey suggests this may not be happening, or that this training is not effective enough since half of LGBTQI2S-identifying survey respondents said their career has been negatively impacted to some degree by their sexual orientation. 13% said their career has been negatively impacted by their gender identity, and 18% said it has been negatively impacted by their gender expression. Some of these said their career had been impacted “to a strong degree” based on their SOGIE identities.

Inclusive hiring practices

We were given some examples of hiring staff asking about pronouns or stating GAC’s commitment to being an inclusive employer for LGBTQI2S identities during interviews, though we heard this is not a formal and consistent part of hiring processes.

Despite awareness of ARAO principles within the *Guide to applying GBA+ using a Diversity and Inclusion Lens to Staffing*, we did not see evidence of this being applied. Generally, there is outstanding work to be done within recruitment and retention to put established theory into practice.

Training Structures

We were provided with training materials from GAC’s PSI training, and broader Diversity and Inclusion In-Class training.

Theme	Score
Consulting Subject Matter Experts	Maturing

GAC’s PSI training was adapted from IRCC and its implementation was informed by developments in other FPS departments and agencies. The training was adapted by LGBTQI2S staff, although again we note the tendency toward tokenism and informal rather than structured consultation efforts. There is a need to ensure that a diverse range of LGBTQI2S perspectives are included throughout training reviews.

GAC welcomed a master’s student to write a paper on GAC’s EDI. This is a good example of consultation with a subject matter expert and we would encourage the department to continue to engage with external subject matter experts.

Theme	Score
Curricular Content	Emerging

GAC’s PSI content includes first-hand experiences of LGBTQI2S people of a range of different identities and addresses common misconceptions in a “myth busting” section. Much of the content focuses on awareness raising and does not focus on personal reflection or the application of concepts to specific workplace scenarios. Similarly, discussion of bias within EDI training does not include significant skills development in reducing bias.

Training includes definitions of intersectionality, colonialism, and power-dynamics, which shows awareness of ARAO principles. There is room to apply this awareness of power dynamics into the learning environment itself, as well as widening intersectional representation within course content.

Theme	Score
Role-Specific Solutions	Nascent

EDI training is offered to mixed-learner audiences in terms of job roles within the department. It is not mandatory.

We were told that managers sometimes request tailored PSI training for their teams, in which case content can be customized through consultation with the training provider. Both PSI and EDI training

include examples of bias and discrimination, although we have not seen any tailored content for managers to support them in fostering equitable, diverse, and inclusive teams.

In the survey, when asked about LGBTQI2S training during onboarding, no senior managers and only 22% of middle management said they had taken any. This highlights the need for role-specific training.

Theme	Score
Evaluation of Training	Emerging

There is some evaluation of PSI training, and this is used to inform its further development. Since the training focuses on awareness building and not specific skills development, the impact of training on learner’s cultural competence is not measured. We heard there is a focus on quantitative evaluation by tracking training uptake, which has led GAC to offer additional courses to meet demand.

Organizational Culture

Theme	Score
Champions & Allies	Emerging

EDI council and Champion training

GAC has an EDI council that is made up of 10 Champion and 6 representatives, each from a different EEG network. Though some Champions may draw on their own lived experiences in supporting their network, there is no specific training for Champions, and some have not taken PSI training. Nevertheless, the number of PSAs is increasing across the department. It is unclear how evenly distributed advocates are across local units and how active they are in contributing cultural shifts in the workplace.

Connecting Champions and peers

Champion roles at GAC are positioned at the executive level of the department. There is a lack of representation at the middle management level. Opportunities for cross-network knowledge exchange and frontline peer connections are also needed.

Theme	Score
Dedicated Equity Staff	Emerging

LGBTQI2S representation and initiatives

EDI offices are housed within HR, who offers consultation on initiatives as well as coordinating between branches. Within this, there is an LGBTQI2S advisor who helps with communications and event organization. Since many LGBTQI2S EDI efforts rely on the Pride Network, much work done toward EDI happens without being resourced. In some instances, managers might assign paid time for Network members to contribute to EDI, but this is entirely dependent on their good will. The only formally paid role relating to LGBTQI2S EDI is the Champion. There is also no formal structure to ensure there is LGBTQI2S representation across the department.

Informing policy

Because there are Champions at the senior management level, Champions and network chairs can influence initiatives. The council of Champions also provides means for ERGs to work together and to inform policy. Suggestions have been put forward by advisors to develop clear targets so that progress toward LGBTQI2S EDI can be monitored, though this is in early development.

Theme	Score
Employee Resource Groups	Robust

Activities

The Pride Network has a range of good initiatives, such as the guide to supporting transitioning employees tailored to GAC’s needs, and a dashboard informing LGBTQI2S employees going on missions abroad about their rights and safety whilst overseas. They have also commissioned a survey to identify gaps within their activities, demonstrating an awareness that the most vulnerable employees might not be as active in the network and are considering how to address this. The Network put its yearly funding for 2020 toward an anti-racism conference, and there seems to be an awareness that more can be done to ensure a broader range of representation within the network, both in terms of identities and positions within the department.

Resources and support

There is financial support for ERGs to run activities and pay for materials, some of which have been used to make rainbow lanyards and pins to incentivize LGBTQI2S-related training as well as produce a survey that would help GAC understand the conditions LGBTQI2S staff face across all bases. ERGs such as the Pride Network currently receive governance support from HR for EDI initiatives. However, as stated above, Pride Network members work toward LGBTQI2S EDI goals is not resourced. Most members work voluntarily outside of their full-time job positions and responsibilities at GAC to contribute to these efforts.

Theme	Score
Leadership Support	Emerging

In interviews we heard that there is high level support for EDI efforts, and that executives and ministers attend LGBTQI2S events to welcome people. There has been a push among management to increase uptake of PSI training within their teams and survey findings generally support this. However, 44% of survey respondents said their supervisor is not participating in LGBTQI2S networks and events.

Overall, survey findings gave a mixed picture of leadership support, although 89% of survey respondents said their supervisor makes all team members feel like they belong to some degree.

Theme	Score
Interpersonal Climate	Emerging

LGBTQI2S comfort in the workplace

92% of LGBTQI2S-identifying respondents said they had some degree of comfort being open about their sexual orientation, but only 21% said they were “completely comfortable”.

In interviews, we heard that there has previously been negative backlash from some staff in response to the department's recognition of LGBTQI2S days of significance. However, interviewees stated this has changed over time and they no longer receive such negative reactions. We heard that GAC overall feels like an inclusive environment, and there are many PSAs who have rainbow stickers on their desks, which sends an inclusive message to other workplace staff.

GAC is somewhat unique among participating FPS departments and agencies since many of their employees are posted overseas. A strong theme among all interviews was that staff are more comfortable within Canada as experiences may differ according to cultural and legal contexts in relation to LGBTQI2S inclusion overseas. The dashboard created by the Pride Network goes some way to helping to inform staff before they accept a posting.

Support of LGBTQI2S staff

91% of survey respondents said they had some degree of confidence in intervening in anti-LGBTQI2S language and behaviour in the workplace. The GAC wellness survey suggested that there are concerns about harassment in the workplace in relation to gender identity and gender expression, and this was backed up in the LGBT Purge survey since respondents had a lesser degree of confidence filing complaints on these grounds.

Opportunities for changing name and gender markers

Staff are given the freedom to choose what names and gender markers they want on business cards. However, this process is much more difficult for emails and in a range of other places throughout the department’s administrative systems. Many staff are unsure of how this works because there is no policy in place, even though there are several openly trans people at GAC.

Theme	Score
Cross-Departmental Collaboration	Emerging

There is evidence of a close working relationship between the Pride Network, Champion, EDI, and HR at GAC. However, as stated above, it is not clear if this is a deliberate collaboration or based on existing individual connections.

(vii) Immigration, Refugees, and Citizenship Canada (IRCC)

IRCC findings are based on 3 interviews, 28 documents shared for review and 142 survey responses. Approximately a third of these identified as LGBTQI2S and two thirds who did not. Whilst the implications of this cannot be clearly determined, it is worth noting that several respondents did not want to answer regarding their identity.

Detailed Findings

Workplace Inclusion Policies, Procedures and Practices

Theme	Score
General Practices	Emerging

Policies are generally written in gender-neutral language, although no French polices were seen at this time. Not all policies reflect the current CHRA protected grounds, even though several have a regular review cycle.

We understand there is a will to extend consultation efforts and that the Pride network is one of the more involved ERGs in terms of consultation, but there is no consistent structure for consulting with LGBTQI2S stakeholders during these reviews. Further, we heard that a broad EDI lens is now being applied to all policies and programs, although this has been implemented retrospectively to problems arising. Whilst a GBA+ lens is applied to submissions before cabinet, there is room to improve on this with a more intersectional lens and to include specific consideration for inclusion of LGBTQI2S individuals and families.

We heard that IRCC’s internal progress on LGBTQI2S EDI is linked to its external facing activities. For example, in 2019 the option of gender “X” was made available for passports. We heard that these sorts of advances externally can impact on internal policies and procedures, and there is as a result a desire to modernize IRCC’s SOGIE information practices, in line with the TBS report.

Theme	Score
EDI Strategy	Emerging

There are efforts to tailor some initiatives to specific audiences and regional needs, with specific regional EDI Champions, and different branches of the department having their own PSI training sessions. This is in its early stages. There are some good external facing activities such as the partnership with Rainbow Railroad to support LGBTQI2S people facing persecution to settle in Canada. IRCC is the only FPS department that mentioned its engagement in such third party and community initiatives.

Theme	Score
Data Collection & Privacy	Not enough evidence

We received very limited information on data protection.

Other than a blanket statement on confidentiality, there is no specific policy to protect the privacy of colleagues' gender history. We understand that IRCC is in the process of upgrading SOGIE data collection.

Theme	Score
Gendered Facility Policies	Nascent

While we heard that senior leaders aim to convey that all persons have the right to access gendered facilities in accordance with their own choice, we did not see this integrated into policy. Survey results showed that 59% of respondents were not familiar with any policy on gender-inclusive facilities, although managers were slightly more familiar. This suggests there is a lack of clear messaging and policy on the use of facilities.

Facility Provision

Whilst this was not formally assessed, we heard that most washrooms feature single stalls. The accommodation is therefore already available, but there is a need for clear signage for universal washrooms.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Emerging

The IRCC Code of Conduct includes full descriptions of discrimination and harassment and lists SOGIE as protected grounds, but it does not define SOGIE terms. It includes several examples of what constitutes discrimination and harassment, though none of these are LGBTQI2S specific.

The *grievance guide* details the process for submitting complaints and discusses the benefits of using the ICCMC to submit a complaint. However, it does not explicitly show how a complaint will be managed in the case of the issues arising within the reporting line.

15% of survey respondents were not comfortable filing a complaint for discrimination or harassment based on sexual orientation. This rose to 20% for gender identity and gender expression. Notably, this included several senior managers who were not comfortable filing complaints on gender grounds. On the other hand, 95% of respondents were comfortable intervening in instances of harassment and

discrimination, and 45% said they were “completely comfortable”. This suggests that there is some concern about formal complaints, though there is a will to act in incidences of discrimination and harassment through more informal interventions.

Theme	Score
Transitioning in the Workplace	Emerging

IRCC uses the guide for supporting transitioning employees developed from PSPC, and it is published on the GBA+ website. However, survey results suggest that there is a lack of awareness regarding the support detailed in the guide. 50% of respondents said they had no familiarity of policies supporting transitioning employees.

Theme	Score
Onboarding	Emerging

There are specific onboarding platforms at IRCC, and we heard this includes a component on GBA+. Practices around the code of conduct are currently changing, though we saw a current copy which mentions SOGIE as a protected ground for discrimination and harassment. We understand that a pledge is currently in development for new hires to sign specific to EDI efforts.

Survey findings suggest that there is no comprehensive overview provided of LGBTQI2S-related policies during onboarding. 50-60% of employees had no familiarity on policies such as benefits, dress codes and gender-inclusive washrooms as they relate to LGBTQI2S identities. 83% of survey respondents said they had not taken any training relating to LGBTQI2S equity and inclusion as part of the onboarding process.

Theme	Score
Recruitment & Retention	Nascent

There are some efforts toward improving recruitment and retention practices at IRCC, though these are in their early stages.

Job postings

Many job postings are written in gender-neutral language, notably in French as well as English. Many postings include a statement regarding commitment to diverse and inclusive workplaces, though this lacked consistency, particularly for postings on third party platforms.

Targeted recruitment

IRCC participates in LGBTQI2S events such as Pride Parades, partially with the aim of establishing publicly its commitment to EDI. The recruitment advertisement: ‘Global reach, human impact’, was created to specifically highlight IRCC’s commitment to EDI as an employer. However, there is no specific targeted recruitment for LGBTQI2S identities.

Hiring practices

We heard that some employees are asked to identify their preferred pronouns and gender markers during recruitment. Although it was not clear if this is done consistently or in line with best practice. We saw evidence that hiring personnel require further training in using affirming language when discussing trans identities and experiences.

Anti-bias recruitment efforts

We saw limited efforts to mitigate bias in hiring processes. Hiring decisions must be detailed in writing prior to approval, using specific criteria and evidence to support them. However, hiring policy does not make specific mention of mitigating for bias against marginalized communities and the anti-bias course gave limited description of techniques to reduce bias on SOGIE grounds.

Further, 43% of LGBTQI2S-identifying survey respondents said their career advancement had been impacted to some degree based on their sexual orientation. 22% said their career had been impacted by their gender identity and 25% said their career had been impacted by their gender expression. We also note that there were several employees who responded ‘preferred not to say’ for whether they identify as LGBTQI2S and on whether their career had been impacted on SOGIE grounds. This may imply fears of repercussion on answering openly.

Additional Findings:

The following were not formally assessed but include notable findings.

Climate Surveys

Whilst there has been movement to conduct climate surveys since the COVID-19 pandemic, this has not included any questions regarding SOGIE identities to date. We heard there is an intention to include SOGIE based data on exit surveys, and that Champions specifically requested data from the PSES regarding LGBTQI2S employees.

Performance Management

Whilst there are informal efforts to rewards efforts toward EDI in the workplace, such as the ‘culture coin’ reward system, these do not appear to be embedded in formal performance management measures. The survey findings on bias in career advancement further suggests that there is a lack of formal obligations on reducing bias. In addition, 87% of survey respondents said they had LGBTQI2S EDI training as part of their career advancement.

Training Structures

Theme	Score
Consulting Subject Matter Experts	Emerging

IRCC has made some good efforts to consult on training relating to LGBTQI2S EDI. The Pride Champion and Network consulted on the mandatory anti-bias training, and Positive Space training was initiated by the Pride Network before being further supported and developed at CSPA and rolled out across the FPS. We heard that whilst a lot of training is based on the work undertaken by CSC, this has been tailored to IRCC's own needs. IRCC's Positive Space network has also been involved in educating the Gender X Working Group and took part in preliminary discussions with Learning and Development to develop gender sensitivity training and preparations for IRCC's Settlement Design Challenge.

We saw limited evidence of informal learning opportunities that include guest speakers and LGBTQI2S EDI experts, although 50% of survey respondents said they had taken part in some informal training. It also does not appear that LGBTQI2S subject matter experts are consulted on training other than within EDI.

Theme	Score
Curricular Content	Emerging

We received several versions of IRCC's PSI training. Content includes good definitions of key SOGIE and LGBTQI2S terms, and the most recent version include examples of issues that may be faced by trans employees in the workplace. We commend the inclusion of a land acknowledgement within the French version of the training, although this was not seen in English versions. There is content on oppression and discrimination, including definitions of intersectionality and discussion of the erasure of trans and LGBTQI2S people of colour throughout history.

However, common misconceptions regarding sexual orientation and gender diversity do not appear to be addressed. There is a lack of worked examples for issues faced by all members of the LGBTQI2S community and a lack of specific guidance on how to address these, or how to actively work on anti-oppression. There is also nothing explicit within training documentation on how participants can apply the training to their specific role, although 98% of survey respondents said the LGBTQI2S training they had taken did include this.

There were some issues with the French translation of the PSI training. In addition, the French version of the training continually refers to the presenters with male pronouns, despite one facilitator identifying as non-binary and the other as female.

Theme	Score
Role-Specific Solutions	Emerging

There is mandatory anti-bias training for managers, and a version that has been piloted for HR personnel. There is also specific anti-discrimination training for managers. PSI training included specific versions for managers, although the content was only slightly different between the documents seen and the training materials did not include specific consideration of how the concepts apply to managerial roles. However, survey findings do suggest that managerial-specific training is having an impact. 94% of respondents said their supervisor effectively role models language and behaviour to foster an inclusive workplace for LGBTQI2S individuals.

We heard that recruitment staff took part in a retreat to focus on anti-bias, which is an interesting approach to tailoring training.

Theme	Score
Evaluation of Training	Nascent

We heard that only mandatory trainings have measurable goals and evaluation. Mandatory training makes use of feedback forms as well as monitoring training uptake and completion rates, although there does not appear to be any longer-term measures for training effectiveness.

There is a feedback form for PSI training but there are no clear structures for implementing evaluation findings. We were, however, provided with several versions of the PSI training, which does suggest there is a regular review of content, and we saw that content generally improved with later versions. It is not clear who is undertaking those reviews or whether they are being informed through consultation or implementing evaluation findings to do so.

Additional Findings:

The following were not formally assessed but include notable findings.

Program Delivery

We did not see local adaption of training in the documents sent. There does not appear to be any refresher training or trainings tailored to different levels of prior knowledge. There is some attempt to represent different identities within the LGBTQI2S community in the selection of training facilitators, but this is limited.

Organizational Culture

Theme	Score
Champions & Allies	Maturing

IRCC has trained 115 PSAs, which includes regional representation. All EDI Champions meet collectively, and we heard they are aiming to do this with more regularity. There are different types of Champions: departmental Champions are from executive levels; and network Champions are director generals. The Pride Network is made up of staff at lower levels. There has been a social networking event for the Pride Network and there is a Pride page on IRCC's intranet to connect peers across sites, with opportunities to ask questions and share information.

Theme	Score
Dedicated Equity Staff	Nascent

IRCC's equity staff includes the GBA+ team and departmental and network Champions. Champion roles are currently not resourced, although we heard a Champion secretariat is in development to fill this gap. GBA+ team does have specific resources although LGBTQI2S EDI is not their specific focus.

The GBA+ team reviews all programs and budgets, and since Champions exist at high levels, they have the authority to inform policy and practices. However, since there is currently no EDI strategy, there is generally a lack of formalized goals and measurement of LGBTQI2S initiatives among equity teams.

Theme	Score
Employee Resource Groups	Maturing

The Pride Network does not currently receive any financial or staff resources. We heard that there is a request for HR to take on secretariat functions to help increase its capacity. There had been some turnover of leadership within the network and it is currently considering how best to focus its efforts moving forward. It currently acts as the main way to forward concerns of LGBTQI2S employees at IRCC and is 80 members strong. The Pride Champion role is closely tied to the network, meaning it is represented at executive tables. It has been very involved in developing and promoting training, but there is room for the network to be more involved in policy consultation. The Pride Network works collaboratively with other ERGs with the aim of bringing intersectionality to IRCC's EDI initiatives.

Theme	Score
Leadership Support	Emerging

93% of survey respondents said their supervisor makes people feel like they belong, and 91% said their supervisor is supportive on SOGIE issues to some degree. Responses were similar between LGBTQI2S-identifying respondents and non-LGBTQI2S respondents, which gives a favourable impression.

The code of conduct states that managers are responsible for upholding the values and ethics of the team and we heard that the director general sets the tone and expectations for inclusion. We also heard that director generals actively look for ways to form cross links across EEGs to model intersectionality.

However, survey findings regarding manager participation in LGBTQI2S events, networks and training were less positive. 36% of LGBTQI2S-identifying respondents said their supervisor does not participate in LGBTQI2S training and 39% said their supervisor does not encourage employees to value the importance of taking part in training and events. This could be because of lower activity among the Pride Network during a period of turnover, although it could also suggest that good intentions from executive levels are not leading to action among people managers.

Theme	Score
Interpersonal Climate	Emerging

28% of LGBTQI2S-identifying survey respondents said they were “completely comfortable” being open about their sexual orientation in the workplace. As stated above, there were also several employees who ‘preferred not to say’ when asked about their identity. This may speak to the history of the LGBT Purge and lingering fears of repercussions in being open.

96% of respondents said they have some degree of comfort intervening in incidents of LGBTQI2S discrimination and harassment in the workplace but only 28% of them said they were “completely comfortable”. However, in a pattern seen across all participating entities, they were less confident their teammates would do the same. 15-20% of respondents were ‘not at all’ confident pursuing complaints on a range of grounds, and notably some senior management were not confident pursuing complaints on the grounds of gender identity and gender expression. This may suggest there is need for clearer procedures and examples of types of discrimination within documentation and training.

heard that increasing numbers of people are identifying their gender identifiers in their email signature blocks, and new employees have the option to only have their last name in their email, which is intended to be of benefit for trans employees. However, this does not address trans staff already working at IRCC.

Theme	Score
Cross-Departmental Collaboration	Nascent

Since there is no overarching EDI strategy, there are limited opportunities for various branches of the department to collaborate on achieving EDI goals. There are some attempts by Champions being made to foster cross-department collaboration although this is in its early stages. HR works with managers individually to solve issues as they arise, though there is not systematic collaboration on EDI efforts. We heard that the Pride Network is keen to have greater input on a broader range of policies and initiatives. There is a clear will within IRCC to collaborate to a greater degree on LGBTQI2S EDI, though this needs structural support.

(viii) Treasury Board Secretariat (TBS)

TBS is responsible for advising the government on managing the treasury. However, it also includes TBS OCHRO, which acts as HR and employer of all FPS employees. We spoke to employees from both TBS itself and OCHRO, although findings presented here are largely focused on TBS’ internal EDI efforts. OCHRO findings are included where relevant and have also been used to inform the FPS overview above. It should be noted that the division between TBS EDI efforts and OCHRO efforts is not always clear and this may have impacted consultation findings.

TBS findings were informed by 3 interviews, 34 documents and a very limited number²⁸ of survey respondents, all of whom were LGBTQI2S-identifying. TBS was the only department to send us their PSES data, which has been used alongside the LGBT Purge survey to inform findings.

Detailed Findings

Workplace Inclusion Policies, Procedures and Practices

Theme	Score
General Practices	Nascent

Policies are written using gender neutral phrasings in English, but we did not see the French versions and as such cannot assess whether this is consistent across both official languages. We did see there is a great deal of inconsistency across Collective Agreements. Two important gaps common across several of the Collective Agreements reviewed were a lack of definitions related to key LGBTQI2S and SOGIE concepts. Furthermore, some of the English versions of these agreements offer French translation of some key terms but not all. These gaps can impact the interpretation of the terms of the agreement by union members and administrators. Policy reviews do not appear to occur on a regular cycle or within a standardized structure. We did not uncover evidence of any process standards around LGBTQI2S stakeholder consultation related to policy, training or strategy development.

Theme	Score
EDI Strategy	Nascent

At the time of this research, there was no overarching EDI strategy in place within TBS. We heard that there is also no specific funding for LGBTQI2S initiatives.

EDI staff were asked to develop an action plan to advance EDI across the Federal Public Service, but its publication appears to have been stalled after it was delivered to senior management. This has made it

²⁸ Total survey responses withheld to maintain participant anonymity.

difficult to measure TBS progress toward its EDI goals, though we understand that staff are continuing to monitor activities informally in the meantime. The unpublished action plan includes several valuable activities and measures for EDI broadly, but without publication it cannot be acted upon.

Managers have specific responsibilities to actively advance EDI within their areas, and the Management Accountability Framework used by TBS to assess all FPS departments and agencies includes questions assessing the degree to which managers are meeting those expectations. However, without a strategy that delineates explicit goals for managers, it is unclear how success is being measured. We did not have access to existing MAF assessments or progress reports. We did not uncover any indication of other role-specific EDI strategies.

Theme	Score
Data Collection & Privacy	Emerging

TBS does not formally collect LGBTQI2S demographic data on its own employees. There are structures in place for protecting the privacy of those belonging to EEGs, though this does not go beyond basic legal requirements, and does not include LGBTQI2S people specifically.

TBS developed the document *Modernizing the Government of Canada’s Sex and Gender Information Practices*²⁹ alongside the Department of Justice, which are to be used across the federal workplace to improve data collection. This document shows promise, particularly in detailing how to explain the purposes of SOGIE data collection.

Theme	Score
Gendered Facility Policies	Not enough evidence

We were not provided with policy documents relating to gendered facilities at the time of data collection, though we understand such policies do exist.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Nascent

SOGIE-specific policy

References to sexual orientation as a protected ground appear only in some anti-harassment related documents. References to protections on the basis of gender identity or expression were not included in the submitted documents. Policy documents do include examples of situations that would constitute harassment, and although none explicitly mentioned SOGIE, some were reflective of issues commonly faced by LGBTQI2S individuals, such as “offensive jokes” and “inappropriate questions, suggestions or remarks about a person’s sex life”. We also heard that a GBA+ lens has not been formally applied to the Anti-Discrimination and Anti-Harassment action plan or campaigns to date.

Complaints processes

While the standard mechanism for filing complaints is clearly explained, it has serious omissions in ensuring that complaints can be made safely. When reporting incidents of discrimination and harassment

²⁹ Canada. Treasury Board Secretariat. 2019. *Modernizing the Government of Canada’s Sex and Gender Information Practices*.

to a manager, it is up to the manager’s own discretion to decide if this complaint is valid. The perpetrator is then informed a complaint has been made against them, has the right to request a copy of this, and to ask the manager for additional information which is then given on a ‘need to know’ basis. This risks the complainant being identified, thereby putting them at risk. This process also raises issues in cases where the complaint is against the manager themselves. Employees have the option to speak to Conflict Management Services or to the Ombudsman’s office if the issue is within their reporting line, but the process for doing this was not clear in the documentation provided to us and we were not provided with links to further resources such as the ICMC.

Accountability

Accountability for perpetrators is similarly de-centralized and based on manager discretion. It is also dependent on the perpetrator’s previous track record and merit in their work, which leaves room for manager bias.

Theme	Score
Transitioning in the Workplace	Nascent

TBS has no specific guide for supporting transitioning employees, although may have access to the PSPC template. However, this was not discussed in interviews. We heard that HR and the Ombudsman’s office can advise on a case-by-case basis on queries such as changing names, but we have not seen any evidence of TBS-specific resources to assist managers supporting transitioning employees or guides for employees themselves.

Theme	Score
Onboarding	Nascent

All new hires sign a code of conduct that includes commitment to a respectful workplace, and non-discrimination, although we do not know if this include specific LGBTQI2S consideration or examples.

In the survey, 100% of respondents had some degree of familiarity with a range of policies relating to LGBTQI2S equity and inclusion, though it should be remembered that there were only very small numbers of total respondents.

We heard that there is a pilot project currently running for implicit bias training. Additionally, the unpublished *TBS Departmental Employment Equity, Diversity and Inclusion Action Plan 2019-22* includes promising ideas such as “ensuring that the process and material involved in the onboarding and integration of new employees takes into account diversity and inclusion”. It remains to be seen how this will be implemented and whether it will cover LGBTQI2S issues specifically.

Theme	Score
Recruitment & Retention	Nascent

Some job postings contain clear statements around LGBTQI2S welcome and inclusion, though others only reference the four formal EEs. We note and commend TBS' efforts to use gender-inclusive language in French-language postings (e.g. "directeur(trice) général(e)").

We did not interview anybody directly involved in the hiring process, and so had limited information on the screening process itself.

Training Structures

Theme	Score
Consulting Subject Matter Experts	Emerging

TBS does not have its own Positive Space Initiative, though we heard that OCHRO consults with the PSI networks across other federal workplaces. Since there is no formalized Pride Network within TBS itself, there are limited structures in place for formally consulting LGBTQI2S employees when developing training.

TBS has organized multiple events featuring external LGBTQI2S speakers in the past, some of which were collaboratively organized with CSPS, and has released a range of informal learning resources featuring LGBTQI2S voices throughout the year. Further, the LGBTQI2S departmental representative both personally speaks at events and leverages their position to ensure presentations delivered by others have been crafted with sensitivity to LGBTQI2S needs and perspectives.

Theme	Score
Curricular Content	Emerging

Aside from the pilot in 2018, there is no Positive Space training run by TBS, though employees can access training from CSPS directly.

EEDI training focuses on the four EEGs and only briefly references SOGIE as additional legally protected grounds for discrimination and harassment.

Internal communications highlighting important dates for LGBTQI2S people are leveraged as a supplemental learning opportunity. Past communications have featured content links and video clips of anglophone and francophone LGBTQI2S staff describing their experiences. These are circulated to all staff and are an excellent example of utilizing first person LGBTQI2S perspectives for informal learning.

Theme	Score
Role-Specific Solutions	Nascent

General EDI training for managers is available but focuses on legal obligations and does not include consideration to the social or workplace factors impacting particular groups, or to the effective management of diverse teams. We were told the Ombudsman's office offers values and ethics training that includes LGBTQI2S content but were unable to review these materials directly. Aside from this, we saw no other examples of tailored training solutions.

Theme	Score
Evaluation of Training	Nascent

TBS led a fulsome evaluation of the pilot for the Positive Space Initiative for all participating departments and agencies, and in collaboration with CSPP in 2017. However, as of the time of writing this report, a revised and updated version of the training was yet to be unveiled.

We were not provided with any evaluation data for other training.

Organizational Culture

Theme	Score
Champions & Allies	Nascent

There is no formal LGBTQI2S Champion and ally network at TBS. The lack of PSI ambassadors is a known gap. TBS is the only department we assessed which does not have such a network, and the only department without a formal Pride Network. Without either executive level advocacy or an option for LGBTQI2S staff to collectively voice their concerns, needs and supports are likely to go unnoticed or stall in development.

Theme	Score
Dedicated Equity Staff	Nascent

Our research uncovered evidence suggesting that TBS is not granting LGBTQI2S equity-seeking initiatives the same level of attention, priority, or resources as those focusing on the formal EEGs. There is a single “LGBTQ2+ Departmental Representative” who reports to the Employment Equity and Diversity Advisory Committee. However, it was not a full-time, paid position at the time of the assessment, which raises concerns over the stability of this role.

Theme	Score
Employee Resource Groups	Emerging

There is no Pride Network at TBS, although there is an informal LGBTQ2+ network. This network is the main source of LGBTQI2S activities and resources. We saw some good internal communications on gender diversity. There is a concern that the lack of formalization limits succession planning, and there are no systematic opportunities for the network to be consulted on EDI initiatives.

Theme	Score
Leadership Support	Nascent

The *TBS Departmental Employment Equity, Diversity and Inclusion Action Plan 2019-22* asserts that managers have a responsibility to participate in LGBTQI2S EDI initiatives. As a whole, TBS does not appear to be performing poorly in this particular area, and most staff feel their manager is helping to make

LGBTQI2S people feel welcome. However, TBS’ PSES results³⁰ also suggest that bias incidents involving supervisors may not be completely unknown, while our own research uncovered concerns around senior management’s perceived level of support for initiatives that specifically address LGBTQI2S workplace issues. Implementing the EEDI Action Plan would offer both the impetus and a route to addressing these concerns.

Theme	Score
Interpersonal Climate	Emerging

Survey results are limited by a very low uptake, though generally respondents had some degree of comfort being open about their SOGIE identity in the workplace. Further, all respondents had some degree of confidence intervening in instances of discrimination and harassment. Some efforts have been made to promote a more inclusive climate, such as encouraging staff to include their pronouns in email signatures.

With this said, TBS’ PSES data suggests that incidents of bias may not always be sufficiently addressed and that concerns among LGBTQI2S staff persist, particularly among gender nonconforming staff. Further, 14% of survey respondents felt their career advancement had been negatively impacted to some degree by their sexual orientation. We also heard in our interviews that there is a degree of discomfort among straight, cisgender staff from discussing and addressing LGBTQI2S topics and concerns.

It is clear there are disparities in the workplace experience between LGBTQI2S staff and straight, cisgender staff.

Theme	Score
Cross-Departmental Collaboration	Nascent

The *Directive on Employment Equity, Diversity, and Inclusion* states that the senior officer in charge of EEGs must collaborate with OCHRO and TBS for the purposes of sharing and reconciling data, as well as collaborating with EEG employees, managers, departmental bargaining agents and other employees in all aspects of EDI. Disappointingly, however, this direction is limited to the formal EEGs and leaders are therefore not obliged to include LGBTQI2S inclusion in those efforts. Our research confirmed that this has, in fact, resulted in limited leader buy-in for LGBTQI2S initiatives.

Additional Findings:

The following were not formally assessed but include notable findings.

Communications

³⁰ It should be noted that TBS is the only department that formally shared their PSES data with the research team.

Communications strategies are generally good, with TBS' informal LGBTQ2+ network hosting a table in lobbies during Pride season, good social media communications and recognition of commemorative days for LGBTQ2S identities. The departmental representative circulates communications to TBS staff to raise awareness of available supports and activities in support of LGBTQ2S EDI. We commend these efforts and encourage their continuation.

(ix) Royal Canadian Mounted Police (RCMP)

As evidenced in Section 2.3 Statement on the Current Environment, the RCMP has many challenges to overcome in light of its history and ongoing discrimination against marginalized people. There were some initial difficulties in securing engagement from RCMP in this assessment and we were not provided with several of the documents requested. We encourage RCMP leaders to engage with this document as a tool to assist them in improving the inclusion of LGBTQI2S people within their workplaces.

Given the significant size and geographical spread of the RCMP, it is likely that experiences vary greatly between divisions, and our findings may not apply to all localities.

Findings are based on 9 interviews, 11 documents sent for analysis and 67 survey responses. There were roughly the same number of LGBTQI2S-identifying respondents as hetero and cis respondents. Given the low number of responses overall, the survey findings had limited weight in gradings.

Additional note

Our use of ‘management’ or ‘managers’ here applies to all leaders within RCMP, whether civilian members of regular members. This is largely in line with the documentation we have seen. It should be noted that the majority of interviewees were civilian members, and experiences may differ between police officers and the public servants who support them.

Detailed Findings

Workplace Inclusion Policies, Procedures and Practices

RCMP did not provide policies relating to dress code, data collection and privacy, gendered facilities, anti-discrimination and anti-harassment or anti-bias policies. We had access to the employee resource guide, the draft of the *Equity, Diversity and Inclusion (EDI) Strategy 2020-2022* and the *Vulnerable persons unit 2019/2020 annual report*. We were also sent the *RCMP Guide to Supporting Transgender, Non-Binary, and Two-Spirit Employees*, although this is not yet a formal policy. Findings are based on these documents and what was heard in interviews.

Theme	Score
General Practices	Nascent

We heard that there is a definition of key LGBTQI2S and SOGIE terms within bias-free policy. We did not have access to this document, and documentation reviewed did not include any similar definitions of these key terms.

We heard RCMP intends to establish review schedules for all policies. For example, it is expected that the RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees will be reviewed on an annual basis. To support these reviews, RCMP has created numerous advisory groups including 17 gender and harassment committees across the country. There is also a national committee which has LGBTQI2S

representation. When reviewing policies, SOGIE considerations are covered through GBA+. However, the consistency of this approach is not clear, and does not necessarily include an LGBTQI2S focus or consultation with LGBTQI2S stakeholders.

Theme	Score
EDI Strategy	Nascent

EDI strategy is currently in development. The draft strategy contains some good high-level goals, although has not yet incorporated specific strategies for different equity seeking groups or a concrete action plan to reach its aims. It is not clear if the finished strategy will explicitly outline LGBTQI2S EDI goals and plans.

Currently, there is no budget for LGBTQI2S initiatives. We also heard that whilst there are robust reporting and opportunities for input from formal ERGs, LGBTQI2S considerations often go ignored. LGBTQI2S representation is not tracked or named in their recruitment and retention strategy.

There is an opportunity for divisions to implement changes locally. We heard that if these are thought to be effective then it might be taken up nationally. However, in general this seems to be an informal process.

There were some external-facing EDI strategies such as sending multiple representatives (both sworn and civilian) to the Conference for LGBTQI2S Criminal Justice Professionals. Some EDI efforts are also communicated through Open Government (a government-wide site for making information available to all).

Theme	Score
Dress Code Policy	Maturing

The dress code was reviewed in 2017/18, which led to important improvements. There is now one uniform standard for all regular members, regardless of gender. Through GBA+, the new policy has removed all gendered language and delineations. Where there is a choice for multiple options (e.g., skirts and/or pants) this is left to individual choice.

Within the RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees, there is a recognition that not all uniform items and sizes are easily accessed for all people. We were unable to verify the accessibility of all sizes, cuts, and shapes, though this is an important consideration to ensure dress codes are fully inclusive.

Theme	Score
Data Collection & Privacy	Nascent

We did not have access to privacy policies, although the *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees* does explicitly outline practices relating to the protection of employees' gender history and cites the Privacy Act. It also states that the individual must be the one to decide whether they wish to divulge such information.

There are fitness and wellness surveys undertaken by RCMP. We did not see these forms but heard that the RCMP added an option for an open text field on gender. The *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees* also says RCMP is intending to implement TBS policy to modernize SOGIE data collection, though this has not yet happened.

Multiple respondents to the qualitative survey raised concerns that the *Personal Information Protection and Electronic Documents Act (PIPEDA)* was being cited to actively discourage discussion of colleagues' sexual and gender identities. This approach, though potentially positively intentioned in order to protect privacy, has in fact resulted in several members of the force feeling discouraged and unwelcome to be out in the workplace.

Theme	Score
Gendered Facility Policies	Nascent

The *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees* explicitly states that all persons have the right to access gendered facilities in accordance with their personal needs and preference, although this has not been implemented into formal policy. Only 21% of survey respondents were “very familiar” with policies on gendered facilities, and 28% were “not at all familiar”. This reinforces the need for formal policy, alongside clear communication on the use of facilities.

Facility provision

Whilst this was not formally assessed, we note that there is a pilot underway at Depot for universal spaces. Interviewees were expecting this to be rolled out nationally with a clear strategy for inclusive accommodations. This could greatly improve the workplace experiences of LGBTQI2S members, especially if combined with clear signage and communication.

Theme	Score
Anti-Discrimination & Anti-Harassment Policy	Not enough evidence

We were not sent anti-discrimination and harassment policies. Therefore, we were unable to assess this category. In interviews, there was limited awareness of grievance procedures, although we did hear that there is an informal conflict management program and employees are encouraged to use ICCMCs in the first instance.

Theme	Score
Transitioning in the Workplace	Maturing

The *RCMP Guide to Supporting Transgender, Non-binary and Two-Spirit Employees* is published and housed in multiple places. It is generally a solid document, with a foreword by the Commissioner (who identifies her pronouns in her signature) with a clear statement on fostering inclusivity. It was created in consultation with the Government’s LGBTQ2 Secretariat and individuals with lived experience, as well as the Labour Management Consultation Committee and the Canadian Human Rights Commission. It offers detailed information on considerations needed for trans, non-binary and two-spirit employees in the workplace including privacy and confidentiality, names and pronouns, gendered facilities, dress codes, work duties, harassment, and data collection. It then provides information on how colleagues can support a transitioning employee, including specific considerations for managers.

This is a new document and interviewees (including senior managers) were not aware that it has been published. Similarly, 35% of survey respondents were “not at all familiar” with how to access support regarding gender affirming transitions in the workplace.

Theme	Score
Onboarding	Nascent

There is a new Respect in the Workplace module for recent hires which includes an LGBTQI2S scenario. However, we did not have access to this training content. Since it is a recent development, there was limited awareness among interviewees of its existence, and only the newest members of staff have taken it. We heard that onboarding does not currently include a review of bias-free practices or raising awareness of the right to accommodation. There is a code of conduct signed by new hires for respect in the workplace, but this does not name LGBTQI2S identities. There is also no specific onboarding for HR personnel, and we heard in interviews that there is a significant need to go beyond generic anti-bias content within HR training.

These findings are reflected in the survey; 29% of respondents said their onboarding specifically addressed LGBTQI2S equity inclusion. There were slightly higher numbers of middle management/middle ranking officers who said they had taken such training within onboarding, which may be due to the new inclusive leadership training.

Theme	Score
Recruitment & Retention	Nascent

Job postings include a broad statement on RCMP’s commitment to EDI, but these are not LGBTQI2S specific. We heard that posters and letters often try to use gender-neutral language, although there is a

lack of competency in doing so in French. French-language postings referred to “policiers” (masculine form), making no attempt to be gender neutral. The recruitment website has been recently updated to be gender inclusive, although this did not account for LGBTQI2S considerations.

Recruitment for regular members generally does not account for candidates’ cultural competence or personal skills, it is largely based on physical fitness and the absence of any criminal record. Given that some LGBTQI2S individuals do have a criminal record because of historical charges made against them based on sexual orientation or gender non-conformity, the requirement discriminates against LGBTQI2S candidates. Recruiters for regular members do not receive anti-bias training and we heard that there is a high variability in managers’ anti-bias competency.

The *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees* gives clear advice on protecting candidates’ gender history, and on how to respectfully ask for names and pronouns. We did not see any evidence that this is currently implemented into practice.

Additional Findings:

The following were not formally assessed but are notable findings.

Climate Surveys

The fitness survey and wellness surveys were based on the PSES template for SOGIE data collection, with the addition of an open field for gender identity. We heard that survey uptake is generally low, which might suggest an unwillingness to report on workplace experiences, or simply that members are prioritizing other work. In interviews, there was limited awareness of the exact wording of questions and the type of data collected, as well as how this is used to inform EDI strategy.

Leave Policies

The *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees* outlines how leave policies can be utilized during transitions. Generally, there is no specific leave for transitions, which seems to be addressed as sick leave.

Duty to accommodate

Although the *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees* includes explicit reference to duty to accommodate, SOGIE grounds for accommodation are not identified within the *Employee Resource Guide*. This guide does refer to the Canadian Human Rights Act (CHRA) and the inclusive leadership training identifies accommodation as a quasi-constitutional right. It advises managers to use personal judgement, to consider requests for accommodation in terms of both the employer and employee's needs and provides case examples (although these may not include LGBTQI2S examples). In depot training, the only accommodation offered is additional time in exams. Physical fitness tests are not differentiated for gender.

Overall, while there is some consideration that duty to accommodate includes SOGIE considerations, these have not been widely outlined or adopted into practice and are considered on a case-by-case basis.

Training Structures

There are numerous training modules and courses offered across the RCMP. Some of this is provided by the Canadian Police Knowledge Network (CPKN), which also offers training to police forces outside of RCMP, and some is RCMP-specific.

We were given access to the CPKN training content on "2SLGBTQ+" (the acronyms used in the materials), which is currently under significant review and has yet to launch. It is not being developed by RCMP, so whilst we have considered it in our assessment, gradings are more dependent on the RCMP's own training materials.

Other trainings relating to EDI include RCMP's Cultural Awareness and Humility course and Inclusive Leadership training. We were only given access to the general map of these courses and not the content itself.

There is currently no active PSI at RCMP, although members do sometimes take PSI training from other federal entities.

Theme	Score
Consulting Subject Matter Experts	Emerging

The CPKN course has undergone significant consultation, both with other federal entities and LGBTQI2S SMEs such as Egale, a board member from the LGBT Purge Fund (who was personally affected by the LGBT Purge) and a range of policing and law enforcement organizations. This is an excellent model for consultation, though has not been applied to all training to include an LGBTQI2S lens. The Cultural Awareness and Humility course was consulted with other federal entities (Women and Gender Equality Canada (WAGE) and the Commissioner's National Indigenous Advisory Committee) and other SMEs including LGBTQI2S organizations.

There are robust structures for consultation for training development broadly, including advisory committees to oversee consultation. However, it is not clear if LGBTQI2S are represented by these committees. It also appears that only EDI-specific courses include LGBTQI2S consultation and this is not standard practice for all offerings.

There were some good informal learning opportunities as part of diversity week, including external speakers. Such activities generally seem Ottawa-centric and only take place at limited times during the year. The *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees*, though not training, can be considered a learning document and was well consulted, including those with lived experience.

There does not appear to be many opportunities for LGBTQI2S staff themselves to provide input on training design. There are limited opportunities for consultation with staff of different roles to consider how training context might apply in a variety of positions.

Theme	Score
Curricular Content	Emerging

Our grading for this theme is based on the CPKN’s “2SLGBTQ+” course. We were not given access to the full training content of other courses, and this appears to be the only course at the RCMP with specific LGBTQI2S content. This course has not yet launched.

CPKN 2SLGBTQ+ Course

The course lists as a learning objective that participants will be able to list the various identities encompassed by 2SLGBTQ+, talk about GBA+ terminology and trans identities. It includes good definitions of key terms and workplace scenarios with respect to SOGIE. It also has a “debunking myths” activity which addresses some common misconceptions about 2SLGBTQ+ identities. It discusses implicit bias as well as conscious bias and explains how this forms part of discrimination. However, there are no detailed strategies for mitigating for bias offered. There is also content on the history of 2SLGBTQ+ communities, including links to information on the LGBT Purge. The course defines intersectionality and gives examples of how intersecting identities impact on lived experiences. There are numerous links to videos including first-person experiences of 2SLGBTQ+ people, including the series *Pride Without Prejudice*, and *the Fruit Machine* documentary.

Other EDI courses

Outside of the CPKN course, we heard that there is some circulation of LGBTQI2S employee profiles within RCMP, although these are not part of formal training efforts.

The Cultural Awareness and Humility course includes one example on sexual orientation although we did not have access to the full course to verify the extent of its LGBTQI2S content. The course map shows there is some discussion of intersectionality and oppression.

The Inclusive Leadership course is tailored to team managers. It briefly mentions sexual orientation as a ground for bias, and asks participants to take two or more versions of their choice of Harvard Implicit Association Assessment³¹. Some participants may therefore choose to take the test for LGBTQI2S. The course states that there are groups outside of the formal EEGs that need to be actively considered in inclusion efforts, giving the example of LGBTQI2S. This is the extent of LGBTQI2S content within this course. From a broader EDI perspective, it has content on bias, duty to accommodate, outlines the legal obligations of managers with respect to inclusion, and situates inclusion in the context of human rights. It also asks participants to create a personal action plan for fostering inclusion.

These courses do not contain significant LGBTQI2S content, and the CPKN course is not mandatory. There is no evidence that trainings outside of EDI includes LGBTQI2S considerations.

³¹ Implicit Association Test, “Implicit Home” <https://implicit.harvard.edu/implicit/canada/>, consulted on May 4th 2021

Theme	Score
Role-Specific Solutions	Nascent

The inclusive leadership training was the only course we saw that is tailored to a specific role. There was also a significant lack of awareness of this course among the managers we spoke to. We heard that the Cultural Awareness and Humility course includes consideration of different roles within its scenarios, although the training is delivered to a mixed audience. Interviewees expressed the need for more role-specific training solutions, especially with regards to skill development, since generic trainings do not offer the level of detail required to do this.

Individual units do have the ability to create specific learning solutions that reflects their context, such as workshops catering to a particular local community and we heard that provincial contexts are considered as part of the consultation process within training design.

GBA+ training is mandatory for managers and includes content on recognizing bias. However, we were not given access to this course.

Theme	Score
Evaluation of Training	Nascent

RCMP’s learning teams have the expertise to conduct all levels (1-3) of Kirkpatrick training evaluation. Level 3 includes evaluation of knowledge transfer, attitude shift and skills development.

However, these evaluation frameworks are not consistently applied, and since there are such high numbers of course offerings from RCMP, resources limit which courses can be fully evaluated. The CPKN course will make use of post-training surveys and there is an intention to collect longer term data in the coming years. The Cultural Humility and Awareness course does not seem to have a robust evaluation strategy in place to support skills development and cultural shifts. We heard that the evaluation plans for both of these courses are still in development.

Since EDI strategy is still in development, there is not yet consideration on how training evaluation can tie into wider goals.

Additional Findings:

The following were not formally assessed but are notable findings.

Program Delivery

We heard that whilst there is the possibility for training to be adapted by divisions to suit local contexts, divisions themselves do not necessarily seem aware of this. Any PSI training that does occur is done at headquarters (HQ), so it is not necessarily accessible to all divisions.

Organizational Culture

RCMP has significant work to do to improve its workplace culture in terms of inclusivity. As outlined in [Section 2.3 Statement on the Current Environment](#), there are several ongoing and recently published investigations which are indicative of this need for improvement. Notably, the *Bastarache Report*³² found the RCMP culture to be "toxic" for women and LGBTQI2S people, with systemic and widespread instances of harassment, bias, and discrimination. A small handful of recent initiatives are helping to clarify and address these issues, as noted below, but much more will be needed to effect substantive change across the force.

Theme	Score
Champions & Allies	None

Since PSI is not yet widely active across the RCMP, there is no active ambassador network. There is a new Champion role, but this is also in its infancy.

Theme	Score
Dedicated Equity Staff	Nascent

There is a national Diversity and Inclusion council, but only one Diversity and Inclusion manager at division level (within E division, Vancouver). There is a GBA+ unit with limited resources, though a dedicated GBA+ trained member in each unit helps to spread workload across the organization. GBA+ ought to include LGBTQI2S considerations, although we heard this may not happen consistently.

There are both national and divisional Gender and Harassment Advisory Committees which offer ongoing advice to the Commissioner and Commanding officers on matters relating to gender, sexual orientation, harassment, equity, and inclusivity at the RCMP.

There is no specific budget for LGBTQI2S EDI initiatives and no specific strategy for LGBTQI2S EDI.

Theme	Score
Employee Resource Group	Nascent

The Pride Network at RCMP is very new and has a small membership. Many interviewees in senior positions were not aware of its existence. We heard that it is challenging to arrange events and meetings due to member's responsibilities as first responders. The RCMP Pride Network is in touch with the wider security and intelligence Pride Networks, although we heard that there is a lack of communication

³² Michel Bastarache, n.d. *Broken Dreams, Broken Lives*

between local units. Some localities may have organized their own network but are not necessarily working together across the organization.

The Pride Network that does exist has run bake sales, a screening of the *Fruit Machine* documentary, and has helped to facilitate the limited number of PSI trainings run in Ottawa. They are also working to get a pride emblem approved for members to wear to show allyship.

We heard that the Network grew out of frustration that staff do not feel their voices are being heard. There are not yet structures in place to ensure that their concerns are brought to senior tables, and no regular consultation with the network from EDI offices.

Theme	Score
Leadership Support	Emerging

There has been LGBTQI2S-positive messaging by senior leadership, including from the Commissioner herself, who was also present at Pride events and contributed a foreword to the *RCMP Guide to Supporting Transgender, Non-binary and Two-Spirit Employees*.

However, multiple senior officers were also found to be unaware of an LGBTQI2S ERG within RCMP, and nearly half of survey respondents (47%) suggested their commanding manager did not participate in LGBTQI2S events to their knowledge. It is clear that when superiors are involved in initiatives, their presence lends the initiative significant weight and visibility, and has the potential to increase enthusiasm and participation across the organization. However, it is essential that positioning messages be backed up with a robust EDI strategy and concrete action on the ground.

Our research uncovered mixed experiences regarding managers actively encouraging their teams to partake in training related to EDI, and high variability of participating in training themselves. Roughly a third of respondents said their commanding manager neither participates in training nor encourages their team to do the same. Some respondents (41%) reported their commanding officer was doing “very well” at making all team members feel like they belong, though only 37% said they are supportive on SOGIE issues. This said, we did encounter expressions of openness and recognition of need by senior officers to educate themselves on LGBTQI2S identities and experiences.

As LGBTQI2S training is launched and networks and events are expanded, it will be important to monitor support from managers.

Theme	Score
Interpersonal Climate	Emerging

Comfort in the workplace

In the survey, the majority of staff had some degree of comfort being open about their sexual orientation, gender expression and gender identity. In interviews we heard that the extent to which workplaces are inclusive is very region dependent. Some respondents answered “prefer not to say” when asked about their identity. There was a significant difference in comfort levels between LGBTQI2S-identifying and non-LGBTQI2S respondents. 38% of LGBTQI2S-identifying respondents said they were “completely comfortable” being open about their sexual orientation.

There are significant barriers to changing names and gender markers within RCMP’s systems. This is discussed in the *RCMP Guide to Supporting Transgender, Non-Binary and Two-Spirit Employees*, which says there is no clear process for doing so.

Career advancement

42% of LGBTQI2S-identifying respondents said their career advancement had been negatively impacted to some degree by their sexual orientation. 25% of all respondents said it had been impacted by their gender identity. This was high among both LGBTQI2S-identifying and non-LGBTQI2S respondents and is in line with findings from recent reports regarding gender-based bias at the RCMP³³.

Discrimination and harassment

97% of respondents had some degree of confidence intervening in incidents of discrimination and harassment on the grounds of sexual orientation, this was very marginally lower for gender identity and expression. 55% of staff were “completely confident” intervening in anti-LGBTQI2S language and behaviours in the workplace, although 20% had no confidence their colleagues would do the same. This is in line with findings from all other participants. 18% were not comfortable pursuing formal complaints on SOGIE grounds, but slightly more were comfortable on grounds of race and disability.

PSES data shows significant numbers of LGBTQI2S staff have experienced discrimination and harassment in the last year. Qualitative findings from the survey conducted as part of this assessment also showed that LGBTQI2S are more likely to try to resolve conflicts informally, that very few go to HR and several respondents feel such incidents are not being fully resolved.

Theme	Score
Cross-Departmental Collaboration	Nascent

RCMP is a large organization and there is a need for great collaboration between equity staff, national committees, divisions and local units, HR and recruitment offices on LGBTQI2S EDI. There is a national committee to advise on EDI and a sub-group for LGBTQI2S considerations. However, due to the lack of awareness of the Pride Network, there is little collaboration between them and formal organizational structures to develop initiatives. The GBA+ team and recruitment staff were unaware of the ERG. Evaluation of training is considered to be the responsibility of learning and development and this does not

³³ Michel Bastarache, n.d. *Michel Broken Dreams, Broken Lives*

happen in collaboration with EDI teams to monitor the effectiveness of training initiatives. There seems to be efforts and committees underway at headquarters, but division leaders are not necessarily aware of them or consulted. The lack of clear EDI strategy and communication of EDI goals limits opportunities for collaboration.

Additional Findings:

The following were not formally assessed but are notable findings.

Communications

RCMP has some good communication efforts, including social media presence highlighting pride flag raising and the unveiling of the rainbow walkway in HQ. Internal communications have included commemorating important days for the community, and circulation of employee profiles.

However, many of these efforts are fairly superficial and not necessarily backed up by practices in the workplace. Our findings on this are also reflected in qualitative survey findings; several employees stated that good communications need to be backed up by “bolder action” to ensure inclusion in the workplace.

Community Engagement

Due to its public facing role, RCMP has started to be more visibly active in local communities. For example, within the National Capital Region (NCR), it has developed partnerships with LGBTQI2S non-governmental organizations and taken part in fundraising efforts. There is evidence that similar localized efforts may be happening across Canada, but these are not the result of a consistent strategy across the organization.

RCMP has also taken part in an LGBTQI2S in policing conference and officially participates in both Pride and diversity week events.

Appendix B – Schedule K

SCHEDULE K

CONSULTATIONS

Pursuant to Section 5.03 of the Final Settlement Agreement (“FSA”), the Canadian Armed Forces the Royal Canadian Mounted Police (“RCMP”) and the Canada School of Public Service (“CSPS”) will consult with a non-governmental organization subject matter expert SME to be selected by the Reconciliation and Memorialization Measures Panel (“RMM”) on ways to improve existing training on LGBTQ2 inclusion in the workplace. In addition, the LGBTQ2 Secretariat, Privy Council Office (“PCO”) will consult with the SME, regarding ways to enhance LGBTQ2 inclusion in the Federal workplace.

This document sets out a proposed consultation schedule. Should circumstances require it, the process, schedule or representatives may be amended or changed by the identified organizations with notice to the RMM Panel to address challenges and facilitate the objective of the consultations.

1. Lead Representatives

The lead representatives in respect of the consultations will be:

a) CAF

Colonel Francois Bariteau
Director General Military Personnel
Francois.bariteau@forces.gc.ca
613-901-8944

Lieutenant-Colonel Nathalie Boisvert
Director Human Rights and Diversity
Nathalie.Boisvert@forces.gc.ca 613-901-9029

b) CSPS

Nathalie Laviades-Jodouin
Director General, Foundational and Specialized Learning nathalie.laviades-jodouin@canada.ca
819-956-5585

c) RCMP

Janet Henstock
National Manager, Diversity and Employment Equity
janet.henstock@rcmp-grc.gc.ca 613-843-6404

d) **LGBTQ2 Secretariat, PCO**

Samantha McDonald
Executive Director, LGBTQ2 Secretariat
samantha.mcdonald@pco-bcp.gc.ca 613-943-5567

e) **SME**

To be determined by the RMM Panel

2. Appointment and funding of SME by RMM Panel

Upon establishment, or as soon as possible thereafter, the RMM Panel will select an SME to engage in the consultations for the fulfillment of the consultation commitments in section 4.03 of the FSA. Pursuant to sections 4.01 and 4.03 of the FSA, the reasonable costs of the SME will be approved by the RMM Panel and will be paid from the RMM Fund.

3. Training Consultations

It is proposed that the LGBTQ2 Training Consultations between the CAF, CSPA and RCMP with the SME involve three phases: Phase I Needs Assessment, Phase II Development, and Phase III Finalization.

Phase I Needs Assessment

- During the period July 15, 2018 to September 30, 2018, the parties will hold 1 or 2 formal meetings of representatives. Additional separate meetings between the SME and lead representatives of specific organizations may be held as required;
- CAF, CSPA and RCMP will share information concerning existing diversity training content with SME, and assist SME with understanding these organizations and their structure and processes;
- SME will share subject matter expertise and types of program development, advice and input that can be provided;
- All parties will brainstorm on methods to develop and improve CAF, CSPA and RCMP LGBTQ2 inclusion related training;

- All parties to agree on meeting dates for Phase II and III;
- SME to provide an estimate of its reasonable costs and submit to RMM Panel for consideration and approval.

Phase II Development

3. During the period October 1, 2018 December 31, 2018, the parties will hold 1 or 2 formal meetings of representatives to discuss possible areas for improvement suggested by SME. Further communications or meetings may be scheduled on consent;
4. SME to develop and provide proposals and content for training and provide advice regarding the integration of proposed input or material into CAF, CSPA and RCMP training programs;
5. Upon receipt of a draft report outlining proposals and content, CAF, CSPA and RCMP will have an opportunity to provide comments and suggestions to ensure the recommendations reflect and take into account existing programs and training, which the SME will consider and integrate as appropriate;
6. If necessary, SME will update the estimate of its reasonable costs and submit to RMM Panel for consideration and approval.

Phase III Finalization

- During the period between January 1, 2018 and March 31, 2019, SME, in consultation with CAF, CSPA, and RCMP, will finalize its recommendations and proposals for training improvement initiatives;
- SME to submit its report summarizing proposals and recommendations to CAF, CSPA and RCMP, a copy of which will be submitted to RMM Panel;
- SME to submit final invoice for its reasonable costs of consultation to RMM Panel for consideration and approval.

4. LGBTQ2 Inclusion in Federal Workplace Consultations

LGBTQ2 Secretariat will consult with the SME, with the objective of exploring new ideas for promoting LGBTQ2 diversity and inclusion within the federal workplace. The SME will provide best-practices and innovative ideas for promoting LGBTQ2 diversity and inclusion, including a review of best-practices in government contexts and non-governmental organizations.

Consultation Process

- During the period from July 15, 2018, to September 30, 2018, a meeting will be held between the SME and representatives of PCO to discuss the types of advice and input that the SME could provide;
- PCO will facilitate meetings of the SME and relevant Departments, such as Treasury Board Secretariat, to gain information on existing diversity and inclusion approaches;
- During the period between September 30, 2018 and March 31, 2019, further communications and meetings will be held as required. During this time:
 - SME will develop and provide a review of best-practices and innovative ideas for promoting LGBTQ2 inclusion in the federal workplaces;
 - PCO will have an opportunity to provide comments and suggestions to ensure the recommendations reflect and take into account existing initiatives, which the SME will consider and integrate as appropriate;
- SME to submit a report summarizing proposals and recommendations to PCO, a copy of which will be provided to RMM Panel;
- SME to submit final invoice for its reasonable costs of consultation to RMM Panel for consideration and approval.

Appendix C – Assessment Tool

Category	Theme	Indicators	
TRAINING STRUCTURES	Consulting Subject Matter Experts	EDI experts from within the LGBTQI2S community work in close collaboration with the course design team throughout all stages of anti-bias and cultural competence training design.	
		EDI experts from within the LGBTQI2S community are regularly invited to engage with staff through informal learning opportunities (e.g., talks, articles, job aides).	
		LGBTQI2S community members are consulted during the design of any training materials, regardless of topic area, to confirm positive and accurate representation of LGBTQI2S people and families.	
		The workplace experiences of LGBTQI2S staff directly informs EDI training design.	
		Departmental staff representing the intended audience are consulted during training design to help identify how course concepts apply to their roles.	
	Curricular Content	Cultural competence and anti-discrimination curricula include specific discussion of diverse sexual orientations and related workplace issues.	
		Cultural competence and anti-discrimination curricula include specific discussion of diverse gender identities and related workplace issues.	
		Cultural competence and anti-discrimination curricula include specific discussion of diverse gender expressions and related workplace issues.	
		Learning solutions address common misconceptions related to sexual orientation and gender diversity.	
		Learning solutions include components dedicated to raising learner self-awareness of implicit and explicit biases toward LGBTQI2S people, the impacts of stereotypes and prejudices related to LGBTQI2S people, and skill-building on how to overcome these.	
		Learning solutions incorporate opportunities for learners to explore the specific application of the concepts to their individual work, or to their workplace as a whole, and to strategize how to overcome potential barriers.	
		Learning solutions incorporate first-person voices and personal experiences of LGBTQI2S people.	
		Curriculum and instructional design couches LGBTQI2S cultural competence training in the principles of equity and anti-oppression.	
		Role-Specific Solutions	Learning solutions are tailored to the unique needs of specific role types and authority levels (e.g., HR, people managers, frontline).

		Learning solutions are tailored to address or reflect local contexts or issues.
		Learning solutions for people managers and executives incorporate skill-building and strategies for leading culture shift (e.g., modeling ideal behaviours, overcoming resistance).
		Learning solutions for people managers and executives address considerations around culturally competent management of sexually and gender diverse teams.
		Learning solutions for people managers and executives include discrete components for recognizing and addressing bias or discrimination within the team.
	Program Delivery*	Learning solution delivery couches discussions of LGBTQI2S cultural competence in the principles of equity and anti-oppression.
		Course facilitators identify across a diverse range of the LGBTQI2S community.
		Learning solutions targeting various levels of prior knowledge or specialized focus are offered at regular intervals.
		Sites have the authority to develop novel EDI interventions that meet specific local needs.
		Local solutions are monitored centrally for impact and potential to inform solutions offered at other sites.
	Evaluation of Training	Evaluation plans include both immediate and time-delayed data collection from participants and supervisors.
		Evaluation plans include measures across all three domains of learning (knowledge, skills, attitudes).
		Evaluation plans incorporate multiple measurement methods (e.g., surveys, direct observation, changes to business metrics).
		Evaluation findings are used in short/long-term EDI strategic goal monitoring.
		Evaluation results directly inform revisions to the intervention and/or the development of new interventions.
		Managers are visibly engaged in the evaluation process to support local data collection and behaviour change.
		Existing interventions and training materials are reviewed and updated on an established schedule.
ORGANIZATIONAL CULTURE	Champions & Allies	Local units have identified active allies and Champions to help educate peers and propel positive culture change.
		LGBTQI2S allies and Champions receive specialized training and supports for advancing change locally (e.g., strategy ideas, etc.).
		Robust ally and Champion networks connect peers across sites to exchange knowledge.

		Champions for change exist across all authority levels of the organization.
	Communications *	External communications strategies include public awareness of the department's commitment to LGBTQI2S equity and inclusion.
		Internal communications strategies include staff awareness of how staff can support the department's efforts toward LGBTQI2S equity and inclusion.
	Dedicated Equity Staff	Equity offices have dedicated representatives at each site or region.
		Equity offices have sufficient staff resources to substantively improve equity for LGBTQI2S people within the department.
		Equity offices have sufficient financial resources to substantively improve equity for LGBTQI2S people within the department.
		Equity offices have legitimate authority to inform departmental policy and participate in complaints processes.
		Equity offices have LGBTQI2S identifying individuals on staff or within the board of directors/directing committee.
		Equity departments have explicit strategies, goals, and mandates with regard to LGBTQI2S inclusion.
	Community Engagement *	Department openly commemorates annual days of importance to the LGBTQI2S community.
		Department fosters relationships and dialogue with LGBTQI2S community-based organizations.
		Department or department representatives actively participate in LGBTQI2S community events.
		Department contributes to third-party campaigns addressing issues relevant to the LGBTQI2S community.
	Employee Resource Groups (ERGs)	LGBTQI2S focused ERGs are provided with financial and governance-related resources to support group stability and sustainability.
		LGBTQI2S focused ERGs are given opportunity to provide input on the development and/or delivery of diversity initiatives relevant to LGBTQI2S staff.
		LGBTQI2S focused ERGs are used as a vehicle for voicing the workplace needs and concerns of LGBTQI2S staff.
		LGBTQI2S focused ERGs operate in accordance with the principles of intersectionality and anti-oppression.
		LGBTQI2S focused ERGs offer dedicated activities or resources addressing gender diversity.
	Leadership Support	Leaders actively sponsor or endorse the activities of the ERGs.

	<p>Leaders visibly participate in diversity and inclusion initiatives.</p> <p>Leaders foster a sense of belonging using strategies that acknowledge LGBTQI2S identities.</p> <p>Leaders demonstrate behaviours that model the values of LGBTQI2S diversity and inclusion.</p> <p>Leaders voluntarily engage in LGBTQI2S diversity and inclusion training.</p> <p>Leaders strongly encourage employees to partake in diversity and inclusion training.</p>
Interpersonal Climate	<p>LGBTQI2S people feel comfortable being unreservedly open about their identity at work.</p> <p>LGBTQI2S staff feel comfortable voicing their concerns regarding any SOGIE-related issues they encounter in their workplace.</p> <p>Work events are inclusive of LGBTQI2S identities and family types.</p> <p>Individuals are comfortable openly sharing their sexual orientation, gender identity, or gender expression in the workplace without fear of repercussion.</p> <p>All staff are willing to speak up against discrimination and harassment based on SOGIE grounds.</p> <p>Staff are given the opportunity to choose the name and gender markers that appears on their organizational identity pieces (e.g., business card, nameplate, email signature, security ID, etc.).</p>
Resource Accessibility *	<p>Organization's intranet has robust range of search terms to facilitate accessing LGBTQI2S related resources.</p> <p>Policies, practices and other resources (e.g. non-discrimination, employment equity, dress code, washroom/locker room, employee support, code of conduct, etc.) related to LGBTQI2S employee experiences in the workplace are openly accessible and easily found by all employees.</p>
Visual Culture *	<p>Symbols of LGBTQI2S inclusion are visibly present throughout department spaces (e.g., pride and trans flags, safer space notices, wall decorations, etc.).</p> <p>Signage in gender-segregated spaces (e.g., washrooms, locker rooms, etc.) explicitly communicates the space as trans-inclusive and reinforces the department's anti-discrimination and anti-harassment policies.</p>
Gendered Facilities*	<p>Single stall all-gender facilities (washrooms, shower, locker rooms) are available as options, wherever feasible.</p>

		<p>Non-gendered washroom options are reasonably distributed within departmental sites.</p> <p>Additional privacy options are available in gender-segregated locker rooms for anyone who may desire it.</p>			
POLICIES, PROCEDURES & PRACTICES	General Practices	<p>Policies are written in gender-neutral language.</p> <p>The terms LGBTQI2S, sexual orientation, non-binary, gender expression and gender identity are explicitly listed in policies and defined.</p> <p>Policies around LGBTQI2S equity are detailed and measurable.</p> <p>Policies are reviewed in consultation with LGBTQI2S stakeholders (best practice is 3-5 years).</p> <p>All organizational policies are reviewed with specific consideration for inclusion of LGBTQI2S individuals and family types.</p>			
		Climate Surveys *	<p>Voluntary climate surveys are conducted that explicitly include questions that measure EDI in relation to LGBTQI2S identities beyond the four EEGs (women, Aboriginal people, visible minorities, persons with disabilities).</p> <p>Employee surveys are periodically undertaken.</p> <p>Employee survey responses are dissociated from employee profiles and are only reported in aggregate form.</p>		
			EDI Strategy	<p>Equity department has a designated budget for LGBTQI2S initiatives.</p> <p>LGBTQI2S individuals are given the opportunity to inform D & I strategy.</p> <p>D & I efforts include both internal and external facing activities.</p> <p>D & I strategies are tailored to meet local and regional needs.</p> <p>D & I training effectiveness is measured or tied to a larger inclusivity strategy.</p> <p>D & I strategies are tailored to specific audiences.</p> <p>EDI initiatives incorporate strategies for mitigating the risk of tokenism.</p> <p>Representation of LGBTQI2S identities are monitored across all levels and areas of the organization.</p> <p>EDI initiatives name LGBTQI2S populations in recruitment and retention targets.</p>	
				Dress Code Policy	<p>Dress code policy precludes the regulation of attire that is based on gender.</p> <p>Dress code policies are reviewed regularly.</p> <p>Uniform options are not categorized by gender.</p>

		All uniform options are available to all personnel, regardless of gender.
		All uniform options are available in all sizes, shapes, and cuts.
	Data Collection & Privacy	Policy explicitly states the obligation of all employees to protect the privacy of colleagues' gender history (including names, gender markers).
		Procedures and practices are in place for using, storing, and reporting on employee demographic data, and/or health related information in ways that protect privacy and confidentiality.
		Solicitation of SOGIE-related information is presented as optional and includes statement of intent and how the data will be used (e.g., tracking the effectiveness of EDI initiatives).
		Solicitation of SOGIE-related information allows respondents to select all that apply from a broad range of options beyond the binary.
		Solicitation of SOGIE-related information includes an open-text option to allow respondents to self-identify.
		Policies related to employee privacy are made accessible to staff in a range of locations.
	Employee Benefits	Benefits programs include gender transition-related therapeutics in drug coverage.
		Benefits programs cover gender affirming medical interventions.
		Benefits programs include coverage for transition-related services in line with WPATH/CPATH guidelines.
		Non-heteronormative family structures are included within the definition of family in benefits packages.
		LGBTQI2S employees have had the opportunity to inform and have been consulted on coverage they require.
		The benefits plan and related documentation are readily available to all.
	Gendered Facility Policies	Policy explicitly states that all persons have the right to access gendered facilities in accordance with their needs around gender.
		Policy includes answers to frequently asked questions or concerns regarding access and use of gendered facilities.
		Policy explicitly states that no person shall be required by management or anyone else to use separate facility options except by their own choice.
		Policies are prominently communicated in various locations (e.g., website, intranet, employee handbook, onboarding packages, training guides, etc.).
	Leave Policies*	Leave policies explicitly protect employees from negative consequence (e.g., harassment and discrimination) as a

		<p>result of requesting or taking leave for reasons related to LGBTQI2S identity or family structure.</p> <p>Policies explicitly allows for leaves related to gender affirming transition.</p> <p>Parental leave benefits are not differentiated by the gender of the parent.</p> <p>Parental leave options are inclusive of all family structures and relationship types (e.g., foster children, adoption, ART families, same-sex, trans parents, polyromantic, etc.).</p> <p>Compassion leave benefits are available without discrimination to any employee requesting temporary leave to attend to the care of any person the employee chooses, regardless of traditional or legal definitions of family.</p>
	Anti-Discrimination and Anti-Harassment Policy	<p>Policy include clear and robust definitions for discrimination, harassment, sexual orientation, gender identity, and gender expression, in line with human rights legislation.</p> <p>Anti-harassment and Anti-discrimination policies explicitly protect employees on the grounds of sexual orientation, gender identity and gender expression.</p> <p>Anti-harassment and Anti-discrimination policies articulate specific conduct that constitutes discriminatory and harassing behaviour based on sexual orientation, gender identity and gender expression.</p> <p>Grievance protocols clearly outlines processes for submitting complaints, including options for safely addressing issues occurring within the employee's reporting line (e.g., manager, supervisor).</p> <p>Options are available for submitting complaints anonymously.</p> <p>Clearly defined procedures and protocols exist for responding to complaints/grievances.</p> <p>Clearly defined procedures and protocols exist outlining accountability for perpetrators.</p>
	Duty to Accommodate *	<p>Policy outline clear processes for responding to requests for accommodation related to sexual orientation, gender expression or gender identity (eg, safe access to facilities, etc.).</p> <p>Policy include clear definitions of "duty to accommodate" and "accommodation" aligned with human rights legislation and provides demonstrative examples.</p> <p>Polic explicitly outlines extended protections and considerations for LGBTQI2S families, such as military deployment to non-LGBTQI2S friendly regions.</p>

	Supplier/Contractor Requirements *	Explicit supplier/vendor/contractor Code of Conduct clauses are included in service contracts.
		Service contracts include a requirement for the contractor to have explicit SOGIE protections and anti-bias measures in place (e.g., policies, recruitment/hiring, etc.).
		Service contracts include a clause allowing the option to terminate contracts and/or debar contractors from future opportunities if a violation is found.
	Transitioning in the Workplace	Transitioning in the Workplace guidelines are published and easily accessible.
		Transitioning in the Workplace toolkit is comprehensive of the potential resource needs of both supervisors and employees.
PERSONNEL (Subsumed under PPP & Org Culture)	Cross-Departmental Collaboration *	HR, EDI, and other teams work in close collaboration to articulate and monitor diversity goals across all levels of the department.
		Team managers work in close collaboration with HR and EDI teams to articulate and monitor diversity goals within their reporting line.
		HR, EDI, and other teams work collaboratively with ERG to determine activities for promoting diversity and equal opportunity for LGBTQI2S staff.
	Onboarding	Onboarding comprehensively reviews all policies and resources related to LGBTQI2S identities.
		New hires at all levels are required to sign a code of conduct statement confirming their agreement to practice compliance with all LGBTQI2S related policies.
		Onboarding for people-managers includes familiarization with responsibilities and skill-development for fostering an inclusive team culture.
		Onboarding for HR professionals includes familiarization with responsibilities and skill-development for working directly with staff on issues related to LGBTQI2S identities.
	Performance Management *	Senior management and executive performance measures include LGBTQI2S diversity and inclusion activities and metrics.
		Staff at all levels receive LGBTQI2S cultural competence, workplace inclusion, and anti-bias training.
		Staff receive regular refresher training on LGBTQI2S workplace inclusion topics.
		SOGIE based barriers to career advancement are proactively considered and addressed.

		Senior management and people managers receive specific supports for managing issues around gender expression, gender identity, and transitioning in the workplace.
	Recruitment & Retention	<p>Job postings include an explicit statement describing the department's commitment to LGBTQI2S equity and inclusion, and encourage LGBTQI2S candidates to apply.</p> <p>Job openings and recruitment efforts are advertised through media, events, and referral agencies that cater to LGBTQI2S people, or for which there is a demonstrated LGBTQI2S presence.</p> <p>Job postings are written using gender-inclusive language (e.g., avoiding binaried references to gender).</p> <p>Targeted recruitment efforts are approached with an intersectional lens, and give distinct consideration to queer, trans, Black, Indigenous and People of Colour.</p> <p>Hiring managers and recruitment personnel are able to competently and honestly discuss current workplace culture with candidates, and the strategies and activities the department is undertaking to reach its LGBTQI2S equity goals.</p> <p>Candidates are given an explicit opportunity to note their self-identified name and pronouns on application forms and/or during the interview process.</p> <p>Anti-bias and privacy management strategies are enforced during background checks to shield applicants' transition history and/or changes in legal name or gender markers.</p> <p>Anti-bias and privacy management strategies are enforced during background checks to shield applicants' non-relevant criminal history related to their LGBTQI2S identity.</p> <p>Hiring managers and HR personnel employ techniques for managing cissexist or heterosexist bias throughout recruitment, hiring, or job advancement processes.</p> <p>Applicant screening processes and interview guides are grounded in ARAO frameworks (anti-oppression, anti-racism).</p>

Appendix D – Document Request Form

LGBT Purge Fund Subject Matter Expert – LGBTQI2S Diversity and Workplace Inclusion Preliminary Data and Document Request

Project Overview:

For this engagement, Egale has partnered with two (2) other organizations: Fondation Émergence, and Optimus SBR, to provide leading-edge subject matter expertise in support of the LGBT Purge Fund’s mandate of enhancing LGBTQI2S inclusion and improving training on LGBTQI2S inclusion.

The preliminary data and document request will help to inform the current state reports for the engagement:

- Current State of LGBTQI2S Workplace Inclusivity Report
- Current State of LGBTQI2S Inclusivity Training in the Workplace Report

Preliminary Data and Document Request:

The team (Egale, Fondation Émergence, and Optimus SBR) is looking to collect data and documents to gather information on current LGBTQI2S inclusion in the federal workplace. These documents will help the team understand all the activities that are currently happening across the board and help develop the consultation phase of the project. Please provide a complete list of documentation required for each category as listed below in the chart.

Domain	Documents Requested	Description
Strategic Plans	<ol style="list-style-type: none"> 1. Strategic/Vision Plans 2. Policies 3. Any related reports 	<p>Any visioning or planning related documents that inform about the guidelines, policies, internal code of conducts, strategic priorities of</p> <ul style="list-style-type: none"> • Canadian Armed Forces • Royal Canadian Mounted Police • Canadian Federal Public Service • LGBTQ2 Secretariat <p>Any documentation that captures the policies for same-sex parents who take parental leave and health insurance policies about the transition costs</p> <p>Any documentation that highlights the procedure followed for internal communications to share policy information</p> <p>If applicable, any reports regarding the work related to LGBTQ+ inclusion done by the organizations that have been presented to external stakeholders</p>

Domain	Documents Requested	Description
Organizational	4. Organizational structures charts 5. Breakdown of FTE employee statistics 6. Reporting line structures	<p>The organization structures charts for</p> <ul style="list-style-type: none"> • Canadian Armed Forces • Royal Canadian Mounted Police • Canadian Federal Public Service • LGBTQ2 Secretariat <p>Any data regarding the number of employees (FTE or PTE). Where possible, please provide employee demographic statistics for</p> <ul style="list-style-type: none"> • Canadian Armed Forces • Royal Canadian Mounted Police • Canadian Federal Public Service • LGBTQ2 Secretariat <p>Any documentation on the reporting line that clearly outlines the distribution of responsibility across roles and positions in the organizational hierarchy, especially in relation to issues pertaining to</p> <ul style="list-style-type: none"> • Discrimination • Inclusion at different hierarchical order • Equity <p>If applicable, please provide any documentation on the exit interviews of employees</p>
Training Content	7. Training programs content 8. Training program feedback or surveys	<p>Any documentation on the current training content and materials where it exists, on</p> <ul style="list-style-type: none"> • LGBTQ+ Inclusivity • Positive Space • Diversity initiatives <p>Any documentation that captures the existing or past training programs and procedures followed to enhance LGBTQ+ inclusion</p> <p>Any previous internal or external reviews (surveys and feedback reports) within the last 5 years on the content used for the training programs and on the procedures followed during the training programs</p>
Programs & Initiatives	9. LGBTQ+ inclusion initiatives 10. Procedures and protocol 11. Awareness-raising campaigns, visuals, promotional pamphlets	<p>Any documentation or reports regarding current initiatives pertaining to</p> <ul style="list-style-type: none"> • LGBTQ Inclusivity • Positive Space • Diversity initiatives <p>Any documentation or report about the past initiatives regarding LGBTQ+ inclusion</p>

Domain	Documents Requested	Description
		<p>Any documentation related to pertinent policies such as</p> <ul style="list-style-type: none"> • Equitable hiring practices • Accommodation procedures • Grievance and disciplinary procedures for violations of policies <p>Any documentation or reports to show the procedure or protocol that is followed at the time of a complaint about discrimination, harassment, etc.</p> <p>If applicable, please provide any documentation or record of employee complaints</p> <p>Any documentation on initiatives regarding homophobia and transphobia (or discrimination based on sexual orientation or gender identity/expression)</p> <p>Any previous internal or external reviews within the last 5 years on the inclusion initiatives</p> <p>Awareness-raising documents that showcases representation</p>
Insurance	12. Insurance policy	Any insurance policy that can show the insurance coverage types (ie. Hormone therapy, Prep, SRS (Sex reassignment surgery))
Collective agreements	13. Collective agreements with the unions	Any agreements that exist

Appendix E – Interview Questions

Interview Questions (English)

- Tell us about LGBTQI2S diversity and inclusion strategies at the department level.
- Tell us about how your Diversity & Inclusion (EDI) unit operates within your department.
- Tell us a bit about how you foster a sense of comfort for staff to (a) be open with their identities in the workplace; (b) come forward with concerns related to Sexual Orientation, Gender Identity and Expression (SOGIE) identities?
- How have you ensured benefits packages are inclusive of the needs of LGBTQI2S staff and family members?
- Tell us about policies related to gendered facilities.
- How does your organization approach dress codes/uniform policies with regards to gender inclusivity?
- How do you measure the success and effectiveness of your LGBTQI2S EDI efforts?
- What has your department done to ensure the needs of LGBTQI2S staff are addressed across all policy manuals?
- How do you ensure the work environment is free from discrimination and harassment based on SOGIE?
- How are transitions in the workplace being managed or supported?
- What training/learning materials exist that discuss LGBTQI2S equity and inclusion?
- Tell us more about what is included in your LGBTQI2S equity and inclusion curricular content (e.g. frameworks, principles).
- How is inclusivity training adapted for different job roles? (e.g., senior leaders, managers, frontline staff, administrators, etc.)
- How do you promote and ensure equity for LGBTQI2S people in recruitment efforts?
- How do you ensure the onboarding process is free from discrimination and harassment based on SOGIE?
- How are expectations, responsibilities, and resources around LGBTQI2S EDI communicated during onboarding?

Interview Questions (French)

- Parlez-nous des stratégies de diversité et d'inclusion des personnes LGBTQI2S au niveau des services.
- Expliquez-nous un peu de quelle manière vous encouragez le personnel à (a) être ouvert quant à son identité sur le lieu de travail; (b) à faire part de ses préoccupations concernant l'orientation sexuelle et l'identité de genre (OSIG)?
- Qu'a fait votre département pour s'assurer que les besoins du personnel LGBTQI2S soient pris en compte dans tous les manuels de directives?
- Comment assurez-vous que l'environnement de travail soit exempt de discrimination et de harcèlement fondés sur l'OSIG?
- Comment assurez-vous que les régimes d'avantages sociaux tiennent compte des besoins du personnel LGBTQI2S et des membres de leur familles?
- Comment les transitions sont-elles gérées ou soutenues en milieu professionnel?
- Comment mesurez-vous le succès et l'efficacité de vos efforts en matière de diversité et d'inclusion des personnes LGBTQI2S?
- Que faites-vous pour promouvoir et garantir l'équité pour les personnes LGBTQI2S dans les efforts de recrutement?
- Comment les attentes, les responsabilités et les ressources en matière de diversité et d'inclusion LGBTQI2S sont-elles communiquées lors du processus d'intégration?
- Parlez-nous du fonctionnement de votre équipe Diversité et Inclusion (D et I) au sein de votre service.
- Parlez-nous des politiques relatives aux espaces genrés.
- Comment votre département aborde-t-il les codes vestimentaires/les politiques d'uniformes en matière d'inclusion et de diversité des genres?
- Quels sont les formations et autres matériels d'apprentissage existants qui traitent de l'équité et de l'inclusion des personnes LGBTQI2S?
- Dites-nous-en plus sur le contenu de votre programme d'apprentissage sur l'équité et l'inclusion LGBTQI2S (par exemple : les grandes lignes des sujets abordés, les principes fondateurs).
- Comment la formation à l'inclusion est-elle adaptée aux différents rôles professionnels? (exemple : direction, responsables, personnel de première ligne, administration, etc.)
- Comment mesurez-vous la réussite et l'efficacité de la formation?

Appendix F – Survey Questions

- Your Department: [MULTIPLE CHOICE]

Response Options

- Canadian Armed Forces
- Canada School of Public Service
- Royal Canadian Mounted Police
- Treasury Board Secretariat
- Global Affairs Canada
- Employment and Social Development Canada
- Canada Revenue Agency
- Immigration, Refugees and Citizenship Canada
- Department of National Defence

- Your Sector, Branch, or Office within the Department: [OPEN TEXT]

- Are you responsible for supervising others? [MULTIPLE CHOICE]

Response Options

- No
- Yes, one team or unit
- Yes, multiple teams or units

Today different acronyms exist to describe LGBTQI2S people. For the purposes of this survey, we will use **LGBTQI2S** as the acronym for **Lesbian, Gay, Bisexual, Transgender, Queer (or Questioning), Intersex and Two-Spirit**.

1. Please rate your level of familiarity with provisions within your department's policy structures as they relate to LGBTQI2S equity and inclusion: [GRID QUESTION]

Row Options:

- Employment equity, hiring practices
- Gender inclusive washrooms and facilities
- Gender inclusive dress codes and/or uniforms
- Discrimination and harassment protections based on sexual orientation, gender identity & gender expression
- How to file a complaint or grievance regarding discrimination and/or harassment
- How to access support regarding gender affirming transition in the workplace
- Benefits plan(s)

Column Options:

- Not at all familiar
- Somewhat familiar
- Mostly familiar
- Very familiar

2. Please indicate your level of comfort with the following: [MATRIX QUESTION]

Row Options:

- I feel comfortable openly sharing my sexual orientation/attraction identity in the workplace.
- I feel comfortable openly expressing my gender in the workplace
- I feel comfortable being open about my gender identity in the workplace

Column Options:

- Not at all comfortable
- Somewhat comfortable
- Mostly comfortable
- Completely comfortable
- I prefer not to answer

3. I have participated in learning opportunities that specifically address LGBTQI2S equity and inclusion at the following points: [MULTIPLE CHECKBOX]

Response Options:

- During onboarding or basic training
- Within formal ongoing training events (eg, online modules, courses)
- Within other non-training events or resources (eg, newsletters, briefings, townhalls, etc)
- As part of promotion/career progression processes

4. The training that I have taken which addressed LGBTQI2S topics included specific consideration to how I might apply the concepts in my work or workplace. [MULTIPLE CHOICE]

Response Options:

- Not at all
- Somewhat applicable
- Mostly applicable
- Very applicable

5. My immediate supervisor and higher-level supervisors effectively role model language and behaviours that foster an affirming and inclusive workplace for LGBTQI2S individuals. [MULTIPLE CHOICE]

Response Options:

- Not at all
- Somewhat
- Mostly
- Very much

6. Please rate how well your immediate supervisor demonstrates the following LGBTQI2S equity and inclusion practices: [MATRIX QUESTION]

Row Options:

- Gender inclusive language
- Familiarity with relevant policies and resources
- Participation in LGBTQI2S and ally support networks or events (eg, Employee Resource Group)
- Encouraging direct reports to value the importance of participating in LGBTQI2S support networks or events
- Supportive around issues related to sexual orientation, gender identity and expression
- Actively participates and supports LGBTQI2S equity and inclusion training efforts
- Encouraging direct reports to value the importance of participating in LGBTQI2S equity and inclusion training and events
- Behaviours that foster a sense of belonging and are inclusive of diversity across sexual orientation, gender identity and expression

Column Options:

- Not at all
- Somewhat well
- Well
- Very Well

7. I believe my career advancement with the Department has been negatively impacted by the following personal factors: [MATRIX QUESTION]

Row Options:

- my sexual orientation
- my gender identity
- my gender expression

Column Options:

- not at all
- To a small degree
- To a fair degree
- To a strong degree

8. Please rate your level of comfort intervening in incidents related to discrimination and harassment you or your colleagues are facing based on: [MATRIX QUESTION]

Row Options:

- Sexual orientation (attraction identity)
- Gender (gender identity)
- Gender expression
- Race/ ethnicity
- Disability

Column Options:

- Not at all comfortable
- Somewhat comfortable
- Mostly comfortable
- Completely comfortable

9. Please rate your level of comfort in pursuing formal complaints or grievances related to discrimination and harassment you or your colleagues are facing based on: [MATRIX QUESTION]

Row Options:

- Sexual orientation (attraction identity)
- Gender (gender identity)
- Gender expression
- Race/ ethnicity
- Disability

Column Options:

- Not at all comfortable
- Somewhat comfortable
- Mostly comfortable
- Completely comfortable

10. Please rate your own level of confidence intervening in anti-LGBTQI2S language and behaviours in your workplace. [MULTIPLE CHOICE]

Response Options:

- Not at all confident
- Somewhat confident
- Mostly confident
- Completely confident

11. Please list up to three things that you would change in your current workplace to make it more equitable and inclusive to LGBTQI2S people: [OPEN TEXT]

1. _____
2. _____
3. _____

12. Please list up to three things that you would change in available training and/or educational resources to make it more equitable and inclusive to LGBTQI2S people: [OPEN TEXT]

1. _____
2. _____
3. _____

13. What three things would you like to see implemented to make your workplace more equitable and inclusive to LGBTQI2S people: [OPEN TEXT]

1. _____
2. _____
3. _____

14. I self-identify within the LGBTQI2S community: [MULTIPLE CHOICE]

Response Options:

- Yes
- No
- Unsure
- Prefer not to answer

Appendix G – Data Sources

Department	Interviews	Documents	Survey Responses	TOTAL
Canada Revenue Agency (CRA)	3	54	213	270
Canada School of Public Service (CSPS)	3	53	0	56
Canadian Armed Forces (CAF)	16	24	247	287
Department of National Defence (DND)	3	22	54	79
Employment and Skills Development Canada (ESDC)	3	19	154	176
Global Affairs Canada (GAC)	3	21	47	71
Immigration, Refugees and Citizenship Canada (IRCC)	3	28	142	173
Royal Canadian Mounted Police (RCMP)	9	11	67	87
Treasury Board Secretariat (TBS)	3	34	8	45
TOTAL	46	272	932	1250