



Committee of the Whole Report

For the Meeting of September 5, 2019

To: Committee of the Whole **Date:** August 16, 2019
From: Jodi Jensen, Head of Human Resources
Subject: Transgender, Non-Binary and Two Spirit Inclusion Action Plan

RECOMMENDATION

That Council approve the Transgender, Non-Binary and Two Spirit Inclusion Action Plan; and direct staff to report back on resource implications through the 2020 and future financial planning processes.

EXECUTIVE SUMMARY

Concurrent with federal and provincial legislative amendments to protect the rights of individuals from discrimination and hate based offences on the grounds of gender identity or expression, Council adopted a series of motions to engage members of Victoria's Transgender, Non-Binary and Two-Spirit (TNB2S) communities in the development of an inclusion policy; adopt a policy statement; and direct staff to develop a plan, in consultation with TNB2S communities, to make civic facilities, operations, and programs safe, inclusive, and equitable for people of all genders, gender identities and gender expressions.

The Transgender, Non-Binary and Two Spirit + Inclusion Action Plan was developed through an engagement intensive planning process which identified seven themes, or guiding directions, to support the ultimate vision of Victoria as a community that is welcoming and affirming to TNB2S+ people, where everyone is treated with compassion and respect. The plan identifies direct actions for the City to support TNB2S+ inclusion over time, as well as future community led actions which the City can enable and support. The plan also identifies key enablers for successful implementation, and guidance regarding the sequencing of individual plan actions relative to each other over time.

If endorsed by Council, staff will report back on resources required to implement the plan through the annual financial planning process, beginning in 2020.

PURPOSE

The purpose of this report is to present the Transgender, Non-Binary and Two Spirit + Inclusion Action Plan to Council.

BACKGROUND

In July of 2016, the provincial government amended the BC Human Rights Code to add gender identity and expression as a prohibited ground of discrimination. The following year, in June of 2017, the federal government adopted Bill C-16, to add protection of gender identity and expression to the Canadian Human Rights Act, and also to the Criminal Code provisions protecting identifiable groups against hate propaganda and hate-based offences.

On June 9, 2016, Council endorsed a motion regarding Transgender Human Rights Protection, committing Council to work with transgender Victoria residents to develop a transgender inclusion policy for the City, and urge other municipalities in the Capital Region to develop and implement transgender inclusion policies in order that transgender and gender variant citizens can be better included in all our communities.

Following engagement with an ad-hoc advisory committee, Council adopted the following motion on September 7, 2017:

BE IT RESOLVED THAT Council approves the following policy statement:

"The City of Victoria is committed to making civic facilities, operations and programs safe, inclusive and equitable for people of all genders, gender identities, and gender expressions, and their communities.

In the City of Victoria, this may include but is not limited to:

- a) Signage and Literature
- b) Public Spaces (including washrooms and change-rooms)
- c) Human Resource Training and Staff Policies
- d) Programming (including "all-bodies" programming)
- e) Collaborative Public and Community Partnerships
- f) Forms and records and instruments of data collection and management."

BE IT FURTHER RESOLVED THAT Council direct staff to report back with a plan to:

- Identify and change policies needed to make civic facilities, operations, and programs safe, inclusive, and equitable for people of all genders, gender identities and gender expressions
- Engage Transgender, Gender Non-Binary and Two-Spirit communities as such identification and changes are undertaken.

On December 7, 2017 staff reported that development of a comprehensive plan to identify and address all potential barriers to a fully inclusive approach to services and City operations, with respect to gender identity and expression, would require external consultant support to engage members of the community, conduct an assessment of current state, identify leading practices in other jurisdictions, and develop an implementation plan.

On January 11, 2018 Council adopted the following motion:

Developing New Inclusion Policy and Program

That Council direct staff to allocate up to \$60,000 to develop this inclusion policy from the 2017 surplus and the ad hoc committee be adopted as an advisory committee to support this work.

The Advisory Committee was engaged in the development of the City's Request for Proposals, and the contract was awarded to MNP LLP.

ISSUES & ANALYSIS

Engagement Approach

The Transgender, Non-Binary and Two-Spirit + (TNB2S+) Inclusion Action Plan was developed through a four-phase, engagement intensive planning process. There were multiple touchpoints and meetings with a Project Working Group and the Advisory Committee to provide project updates, seek feedback and share information.

The Advisory Committee was instrumental in informing and developing the scope for the project, and was engaged by the project team at several key milestones on the project's progress.

The Working Group, composed of a broad range of community organizations that support and interact with TNB2S+ individuals, acted as key connectors, guides and interpreters to the project team on how best to incorporate community input into the planning process, and were pivotal in event planning support. The Working Group met regularly during each phase of the project to provide input on session planning and provide feedback to shape the final plan.

From May to June 2019, the City hosted four community engagement sessions to understand local needs and priorities and to explore potential ideas for the plan. These sessions were positively received and well attended, with more than 50 community members providing feedback on draft plan ideas at the final session. In addition, the project team provided discussion guides for local support groups and community gatherings and arranged meetings with service providers to collect feedback throughout the project.

A community survey was deployed during the analysis phase of the community engagement input to provide an opportunity for anonymous, remote input on draft plan themes and ideas. The intent of the survey was to understand the level of importance and priority for emerging themes and actions.

Steps were taken throughout the process to make engagement opportunities inclusive and accessible to a wide range of people by providing honoraria, food, child minding services, remote participation options, advance site accessibility information, gender neutral and universal washrooms, on-site counsellors, security and safety strategies, and neuro-diversity sensitive facilitation techniques.

A separate report was prepared to capture community input. The *What We Heard: Engagement Summary Report* appears as Appendix Two to the plan.

About the Plan Actions

The major themes arising from the community engagement process appear in the TNB2S+ Inclusion Action Plan as guiding directions for action over time, in support of the ultimate vision: a community that is welcoming and affirming to TNB2S+ people, where everyone is treated with compassion and respect. The guiding directions are:

- TNB2S+ Housing Solutions and Supports
- Intersectionality and Multiple Barriers are Addressed

- Poverty Reduction and Economic Inclusion
- TNB2S+ Personal and Community Wellbeing is Encouraged and Enabled
- New Approaches to Community Safety and Policy Interactions
- Leading the Way Forward as a TNB2S+ Inclusive City and Employer
- Public Spaces and City Facilities are Welcoming and Affirming

The plan actions are organized according to the guiding direction they most closely address and fall into two categories:

- Future collaborative actions with community are opportunities for the City to enable and support community led action. These actions may be initiated or realized through broader community collaboration that includes engagement with the City.
- Direct actions for the City, including:
 - Priorities: Meaningful first steps
 - Work Planned or Already Underway: Existing work or commitments where the City can, or is already, taking steps to be TNB2S+ inclusive
 - Future actions: Work the City anticipates initiating within 1 to 3 years; 3 to 5 years; and 5+ years

In recognition that co-implementing community inclusion is a long-term, complex and relational process, the plan includes *Foundations for Decision-Making* to guide the sequencing of individual plan actions relative to each other over time. This section summarizes what has been learned from other jurisdictions, staff and community about the interconnectedness of plan actions to reduce harm, promote incremental change, and build the City's capacity to implement the plan over time.

Finally, the plan identifies key enablers of success, which are tasks critical for successful plan implementation. These tasks relate to governance, training, policy and other corporate standards and guidelines.

Implementation and Reporting

Should Council approve the TNB2S+ Inclusion Action Plan, staff will identify resource implications for implementation beginning with the 2020 financial planning process. Resource implications of implementing future actions will be identified in future financial plans for Council approval. Staff will also provide Council with an annual status report on plan implementation as part of the regular quarterly reporting process.

OPTIONS & IMPACTS

Option 1 (Recommended)

That Council approve the Transgender, Non-Binary and Two Spirit Inclusion Action Plan; and direct staff to report back on resource implications through the 2020 and future financial planning process.

Option 2 (Not Recommended)

That Council provide staff with further direction regarding a City of Victoria Transgender, Non-Binary and Two Spirit Inclusion Action Plan.

Accessibility Impact Statement

Many of the plan actions, including those related to addressing intersectionality and multiple barriers are anticipated to have positive accessibility impacts.

2019 – 2022 Strategic Plan

The TNB2S+ Inclusion Action Plan delivers on the Strategic Plan Objective #5 Health, Well-Being and a Welcoming City, and specifically the development of a Trans Inclusion Policy.

Impacts to Financial Plan

A number of actions in the TNB2S+ Inclusion Action Plan will have financial impacts. Staff recommend that resource implications associated with implementation of the plan be identified through the annual Financial Planning process in 2020 and in future years.

Official Community Plan Consistency Statement

The TNB2S+ Inclusion Action Plan reflects the OCP values of inclusivity and accessibility, individual well-being and community capacity building, and includes actions supporting OCP policies related to community well-being, and housing and homelessness.

CONCLUSIONS

The TNB2S+ Inclusion Action Plan, developed through extensive community engagement, fulfils a Strategic Plan objective and supports the vision of Victoria as a community that is welcoming and affirming to TNB2S+ people, where everyone is treated with compassion and respect. The plan identifies direct actions for the City to support TNB2S+ inclusion over time, as well as future collaborative actions with community. The plan also identifies key enablers for successful implementation, and guidance regarding the sequencing of individual plan actions relative to each other over time. Some of the direct actions for the City relate to work which is already planned or underway. With adoption of the plan, staff will identify resource implications associated with implementation in the annual financial planning process, beginning in 2020.


Respectfully submitted,


Jodi Jensen
Head of Human Resources


Susanne Thompson
Deputy City Manager / Chief Financial Officer

Report accepted and recommended by the City Manager:

Date:


Aug 27, 2019

List of Attachments

- **Attachment 1:** Transgender, Non-Binary and Two-Spirit + Inclusion Action Plan