

Gender Equity and Diversity Scoping Report

EXECUTIVE SUMMARY

The Gender Equity and Diversity Notice of Motion (NM2017-19) directs Administration to develop a scoping report on The City's approach to gender equity and diversity, identifying current initiatives and areas for improvement.

As with governments across the country, The City of Calgary is increasingly recognizing the importance of advancing gender equity and diversity as it continually strives to build an inclusive workplace and deliver effective services. However, more needs to be done to realize equal opportunities and outcomes for all. Existing gender inequalities in Calgary are highlighted by Calgary's low ranking in the Canadian Centre for Policy Alternatives' report '*The Best and Worst Places to Be a Woman in Canada in 2017*' and are further described in this report.

There is a wealth of evidence that demonstrates how advancing gender equity and diversity contributes to economic growth, organizational performance and the delivery of effective services (Attachment 1). Administration also examined current and emerging practices used to advance gender equity and diversity at The City and in other municipalities. This analysis focused on three main areas:

1. the community;
2. City Boards, Commissions and Committees (BCCs) and Council; and
3. The City's workforce.

Based on its scoping work, Administration recommends the development of a strategy focused on advancing gender equity and diversity. This is to be informed by a baseline assessment of key indicators and a review of relevant policies. To ensure a holistic and integrated approach to social wellbeing across population groups, Administration also recommends that Council approve the Social Wellbeing Principles (Attachment 2) and direct the development of a Council Policy on Social Wellbeing. The proposed development of a social wellbeing advisory committee would support implementation of the principles and policy, while complementing the work of existing advisory committees. The intent of these recommendations is to contribute to the realization of Citizen Priorities and The City's Quality of Life Results.

ADMINISTRATION RECOMMENDATIONS:

That the Standing Policy Committee (SPC) on Community and Protective Services (CPS) recommend that Council:

1. Direct Administration to develop a strategy to advance gender equity and diversity and report back to Council through the SPC on CPS no later than Q2 2019;
2. Direct Administration to complete a gender equity and diversity baseline assessment with respect to: community; City Boards, Committees, Commissions and Council; and The City's workforce, to inform the development of the strategy;
3. Direct Administration to establish an Advisory Committee on social wellbeing and report back to Council through the SPC on CPS with Terms of Reference no later than July 2018, with positions to be filled at the October 2018 Organizational Meeting of Council; and
4. Approve the Social Wellbeing Principles and direct Administration to develop a social wellbeing Policy and return to Council through the SPC on CPS no later than Q1 2019.

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PREVIOUS COUNCIL DIRECTION / POLICY

In 2017 July, Council approved the Gender Equity and Diversity Notice of Motion (NM2017-19), which directed Administration to undertake a scoping report in consultation with key stakeholders in three specific areas:

- Advancing the profile and awareness of gender equity and diversity, including current measures, within the community;
- Advancing the profile and awareness of gender equity and diversity, including current measures, for City Boards, Commissions, Committees and Council;
- Advancing the profile and awareness of gender equity and diversity, including current measures being taken within The City's workforce;

And report back to the Standing Policy Committee of Community and Protective Services on the merits of reflecting similar models in Calgary's context no later than Q2 2018.

BACKGROUND

To scope this work, Administration analysed current data, relevant City initiatives and efforts by other governments while consulting with a range of internal and external stakeholders. Administration also analysed existing research related to gender equity and diversity in community, on City BCCs and Council and in The City's workforce. This was done to better understand the current state as well as gaps and opportunities.

The review of current data makes it clear that while Calgary is recognized as a highly liveable city and a prosperous and diverse city, inequalities persist. A snapshot of some available data is included as Attachment 3. The gendered dimensions of inequalities is emphasized by Calgary's low ranking in the Canadian Centre for Policy Alternatives' report '*The Best and Worst Places to Be a Woman in Canada in 2017*'. Current data highlights how simultaneous and overlapping identity factors such as gender, race and immigration status shape diverse experiences, with varying degrees of marginalization and privilege. Such an 'intersectional' approach supports greater understanding of how every person has multiple identify factors that intersect to make us who we are. A brief summary of intersectionality is provided in Attachment 4.

Calgary Community Context

As shown in Attachment 3, women in Calgary have lower incomes than men, earning 77 cents for every dollar men earn for full time employment.¹ Women's under-representation in management occupations is one of many factors that contribute to this wage gap. Only 36 per cent of all management positions and 23 percent of senior management positions in Calgary are held by women. This, despite the fact that men and women have similar levels of education. In addition, women of diverse backgrounds, such as those who are recent immigrants, Indigenous or who are lone parents, are more likely to live on a low income.²

Local data on the income and employment outcomes for gender diverse populations are lacking, however available data indicates concerning disparities. For instance, transgender people in Ontario are overrepresented in the low-income population despite higher levels of

¹ Source: Statistics Canada. 2016 Census. Statistics Canada Catalogue no. 98-400-X2016273

² Source: Statistics Canada. 2016 Census. Statistics Canada Catalogue no. 98-400-X2016173, 98-400-X2016124, 98-400-X2016211

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education,³ and across Canada, transgender youth are significantly more likely to experience homelessness compared to the general population.⁴

Women and gender diverse people are also more likely to be impacted by violence and abuse. Crime Data from Statistics Canada shows that intimate partner violence accounts for one in every four violent crimes reported to police, with the vast majority of the victims being women (80 per cent).⁵ An Ontario-based study of transgender people found that 20 per cent had experienced physical or sexual assault due to their identity.⁶ Such trends are also evident in how gender can shape people's experiences of public space differently. Based on results from The City of Calgary Citizen Satisfaction Survey, women are more likely than men to report feeling unsafe walking alone at night.⁷

City Boards, Commissions, Committees and Council Context

Women currently represent 21 per cent (3/14) of City councillors, which is similar to the average of 24 per cent, over the past five councils. Of Calgary's 36 mayors, all have been men.

There is currently no formal mechanism to collect voluntary demographic data regarding representation on BCCs. However, based on informal demographic information collected by the City Clerk, in 2016 42.5 per cent of BCC applicants were women. This is a five per cent increase from the five-year average.

The City of Calgary Workforce Context

Female representation in The City's core workforce was 31 per cent in 2017, compared to 30 per cent five years ago. Women currently represent 31 per cent of the Administrative Leadership Team, the most senior group of administrative officials in the organization, and 32 per cent of the Senior Management Team.

The City collects information on The City's workforce, including demographic data as well as employee perceptions of their work environment, through the annual Corporate Employee Survey (CES). The overall response rate to the CES in 2017 was 53 per cent. Survey results showed that female and male respondents have similar perceptions of their work environments. However, employees who identified as "other gender" generally perceived their work environments as less positive than the other gender groups. Members of this group were consistently less likely to agree with statements such as 'my opinions are valued' and 'I am satisfied with my development and/or training opportunities'.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The equality gaps presented above are the result of many factors and, as described by the Government of Canada, taking action to address them is not just the right thing to do, it is the

³ Source: Bauer, G., Nussbaum, N., Travers, R., Munro, L., Pyne, J., & Redman, N. (2011). We've Got Work to Do: Workplace Discrimination and Employment Challenges for Trans People in Ontario (Trans PULSE E-Bulletin Volume 2, Issue 1)(p.3). Ontario: Trans PULSE.

⁴ Source: Gaetz, A. *et al.* (2013). The state of homelessness in Canada 2013.

⁵ Source: Sinha, M. 2013. "Family violence in Canada: A statistical profile, 2011." Juristat Article. Statistics Canada Catalogue no. 85-002-X.

⁶ Source: Bauer, G.R. and Schiem, A. I. (2015) 'Transgender People in Ontario, Canada: Statistics from the Trans PULSE Project to Inform Human Rights Policy'

⁷ 2016 City of Calgary Citizen Satisfaction Survey

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smart thing to do.⁸ To realize the outcome of equality, specific equity-focused approaches and actions are required to remove barriers and address diverse needs.

While supporting safety, dignity and opportunity for all Calgarians, greater equity and diversity also generates significant gains across society and organizations. A wealth of research demonstrates the 'business case' and imperative for advancing gender equity and diversity, including: economic growth and resiliency; superior organizational performance and decision-making; and effective service delivery (Attachment 1). Ultimately, each of these drivers contributes to improved social wellbeing for all.

Based on an environmental scan of related actions by governments, including municipal governments, across Canada, it is clear there is a growing recognition of the benefits of advancing gender equity and diversity in their organizations and in community (Attachment 1).

The City of Calgary currently has a number of important initiatives that support equity and diversity, including the Diversity and Inclusion Strategy for The City's workforce as well as population specific initiatives related to seniors, Indigenous community members and people with a disability. However, dedicated efforts to directly address gender considerations are still needed. At the same time, there is an opportunity to embed such efforts in a holistic, intersectional approach to social wellbeing that addresses diverse needs across diverse populations.

Based on preliminary data and research, current practices in other jurisdictions as well as current initiatives at The City, internal and external consultation and the intent of the Notice of Motion, Administration recommends the following approach to advance gender equity and diversity:

- **Gender Equity and Diversity Strategy:** Development of a comprehensive strategy to advance gender equity and diversity, grounded in a robust measurement framework and implementation plan. The strategy would include specific initiatives and processes to advance equity for diverse groups of women, men and gender-diverse people in community, on BCCs and Council, and in The City's workforce

As the literature consistently highlights, advancing gender equity and diversity within organizations requires a dedicated, organization-wide strategy, with a clear leadership commitment and accompanying measurement frameworks. Such an approach enables movement beyond discrete activities to systems-level change in terms of shifts in culture, policies and practices.

The development of this proposed strategy will be led by Administration and informed by:

- A baseline assessment, comprised of baseline data and a baseline policy review (outlined below);
- A GBA+ pilot;⁹
- Contributions from existing Council advisory committees as well as the proposed committee on social wellbeing;
- Community consultation; and
- Internal consultation, including with the Diversity and Inclusion Committee.

⁸ Federal Budget 2018

⁹ GBA+ is an analytical tool developed by Status of Women Canada that uses an intersectional approach to help assess the potential impacts – positive or negative – of initiatives on diverse groups of women, men and gender-diverse people. It aims to enhance the responsiveness, effectiveness and quality of government initiatives.

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Administration would report back to the SPC on CPS with the proposed strategy by Q2 2019.

As part of ongoing efforts to develop and advance this strategy, Administration will participate in relevant provincial and federal gender equity and diversity-related initiatives, including the Federation of Canadian Municipalities' national project 'Getting to Parity: Towards a Municipal Sector Strategy'.

- Completion of a Baseline Assessment: A baseline assessment, which includes the establishment of baseline data and a policy review, is critical to informing the development of a comprehensive gender equity and diversity strategy that reflects the unique context of Calgary and the role of The City.

Baseline Data

As evidenced in the literature, measurement is foundational to the development of successful strategies that “turn the curve” on complex social issues. There are gaps in current gender equity and diversity-related baseline data, necessitating the development and roll-out of data collection tools.

The City currently lacks formal demographic data on applicants and appointees to City BCCs. This is an example where Administration is in a position to make improvements and will accordingly launch a voluntary demographic survey directed to citizen BCC applicants and appointees. This will make it possible to identify current applicant and appointee diversity, better determine where barriers exist and develop specific tactics to advance more equitable representation. Similar surveys are also planned with respect to Council candidates and elected officials. For Civic Partners, diversity-related questions are included in the current annual reporting and audit processes, which provide Administration with insight into current board composition and diversity practices.

Opportunities to address gaps in comprehensive workforce demographic data, as well as qualitative information related to employee experiences of equality and barriers to it in the workplace, will also be advanced.

The establishment of comprehensive baseline data, comprised of quantitative and qualitative indicators, can in turn form the foundation of the proposed strategy's measurement framework.

Policy Review

A second aspect of the baseline assessment will include an in-depth review of select City policies and processes from a gender perspective. Such a review will enable Administration to better understand and strengthen City mechanisms through which the organization can advance gender equity and diversity and inform the proposed strategy. The policy review process will be supported through engagement with external and internal experts, with a focus on the following areas:

- Workforce – a gender analysis of key inclusion initiatives, reflective of industry leading practices
- BCCs – a gender analysis of relevant BCC governance documents
- Community – the GBA+ pilot to enhance understanding of how The City can plan and deliver services in community in more equitable ways

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- Establish an Advisory Committee focused on Social Wellbeing: Administration has identified gaps in how diverse populations are represented through BCCs and informal advisory groups. Approval of the proposed Social Wellbeing Community Advisory Committee will provide a mechanism for Administration and Council to seek guidance on how to advance the Social Wellbeing Principles throughout The City while leveraging diverse voices and perspectives. One of the main objectives is to operationalize The City's use of an intersectional approach in the development and delivery of its services. Upon Council approval, Administration will further review best practices in other jurisdictions and develop terms of reference for the proposed Committee.
- Approval of the Social Wellbeing Principles and Direction to Develop a Council Policy: The proposed Social Wellbeing Principles (Attachment 2) and subsequent policy will support a holistic and intersectional approach to social wellbeing at The City of Calgary. The Principles are intended to be applied on a long-term basis, required to achieve The City's Quality of Life Results. They will also provide a foundation for decision-making on how to deliver effective and efficient City services that respond to the needs of diverse Calgarians. A principled approach provides consistent direction in differing circumstances or services while meeting the needs of diverse groups of Calgarians. The new policy would act as an umbrella to support and further integrate existing strategies, allowing Administration to better close gaps in its approach while responding to emerging community needs.

Stakeholder Engagement, Research and Communication

The recommendations were developed through the following:

- Review of relevant City policies and strategies;
- Review of current data on gender from a variety of sources including the Citizen Satisfaction Survey, the Corporate Employee Satisfaction Survey, and Statistics Canada surveys.
- Review of current practices of other Canadian municipalities and orders of government;
- Research on the benefits of gender equity and diversity and best practices;
- Initial engagement with and feedback from leading organizations and experts from the community and academia; and
- Internal consultations including through an advisory group with representatives from Calgary Neighbourhoods, Human Resources and City Clerks, which made significant contributions to the proposed recommendations.

As part of these scoping efforts, learning exchanges were organized with colleagues from The City of Edmonton, Status of Women Alberta and Status of Women Canada.

Strategic Alignment

Approving the report recommendations aligns with the following priorities, strategies and results:

- Council Priorities: a prosperous city; a city of inspiring neighbourhoods; a healthy and green city, and; a well-run city.
- A variety of imagineCALGARY targets, including those related to the makeup of elected and appointed bodies reflecting the diversity of the community, public systems supporting the advancement of First Nations, Metis and Inuit people, and public institutions introducing policies and processes to address discrimination, for example.

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- Quality of Life Results: Calgary is an inclusive city; Calgary is a city of safe and vibrant neighbourhoods; Calgary is a healthy and equitable city.

Social, Environmental, Economic (External)

Approval of the recommendations supports The City to deliver effective and efficient services. Ultimately, by advancing equity along with improved understanding of the needs of and representation from diverse communities allows for improved performance and better decision-making. This approach leads to City services that directly and indirectly foster improvements to the social, environmental and economic wellbeing of Calgarians.

Financial Capacity

Current and Future Operating Budget:

There are no current operating budget impacts from the recommendations contained in the report. Funding from the Council Innovation Fund may be sought to support components of the baseline assessment. Strategy implementation may require future operating budget and any such considerations would be brought forward for approval with the strategy.

Current and Future Capital Budget:

There is no anticipated impact on current capital budgets from undertaking the proposed recommendations.

Risk Assessment

By not advancing the recommendations, The City may face the following risks:

- Work environment does not promote employee health and wellbeing.
 - Approval of the recommendations supports The City to maintain or improve a healthy, respectful and inclusive work environment for all, mitigate the risk of human rights complaints and maintain its reputation as a top employer. Mitigating actions also include continued implementation of the Code of Conduct and associated policies as well as the Diversity and Inclusion Strategy and related trainings;
- The organization fails to fully leverage diverse talents and assets of Calgarians.
 - Approval of the recommendations support The City to advance more equitable and diverse gender representation in its workforce and in leadership positions, including BCCs, which strengthens organizational performance through high quality decision-making.
- Service concerns or failure to meet customer expectations.
 - Approval of the recommendations supports The City to advance its understanding of diverse needs, its ability to address related barriers and ultimately deliver effective and efficient services that contribute to equitable outcomes for all Calgarians. Mitigating actions also include continued implementation of existing community strategies and services;
- Diminishing public confidence and trust.
 - Approval of the recommendations supports The City to be seen as a leader in the community that is representative of and inclusive to the population it serves.

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By advancing the recommendations, The City may face the following risks:

- Perceptions of unequal or biased treatment by groups that have historically experienced higher degrees of privilege.
 - Mitigation efforts can include awareness-raising and training efforts for key stakeholders, including staff and volunteers.
- Perceptions that a holistic approach obscures specific needs.
 - Mitigation efforts can include clear supports to implement social wellbeing principles and use of an intersectional approach focused on understanding and addressing diverse needs, while continuing to advance targeted initiatives to address population-specific and/or emerging social issues, as relevant.
- Committee recruitment challenges and overextension of volunteers
 - Mitigation efforts related to recruitment can include leveraging of existing partnerships and diverse networks in community. To ensure clear expectations related to volunteer roles and time commitments, close consultation with other municipalities with similar committee structures as well as with existing City Advisory Committees will be undertaken as Terms of Reference are developed.

REASON(S) FOR RECOMMENDATION(S):

Approval of the recommendations contributes to the realization of Citizen Priorities and The City's Quality of Life Results. The development of a dedicated strategy, informed by a baseline assessment, will advance gender equity and diversity considerations in community; for City BCCs and Council; and within The City's workforce. The Social Wellbeing Principles will guide The City to holistically advance considerations related to the diverse experiences and needs of Calgarians. The Social Wellbeing Advisory Committee will support this approach while leveraging a variety of perspectives to advance integrated policy development and service planning. Together, these efforts will support the effective and efficient delivery of services. Ultimately, the recommendations help Calgary to be a great place to make a living, a great place to make a life (for all).

ATTACHMENT(S)

1. Attachment 1 – Environmental Scan: Gender Equity and Diversity
2. Attachment 2 – Guiding Principles to Achieve Social Wellbeing
3. Attachment 3 – Gender Snapshot: Calgary 2018
4. Attachment 4 – An Introduction to Intersectionality