

# Implementation and Impacts of Gender-based Analysis Plus - Update

## Recommendation

That the January 18, 2021, Employee Services report CR\_7352, be received for information.

## Previous Council/Committee Action

At the June 24, 2019, Executive Committee meeting, the following motion was passed:

That Administration provide an update to Committee on the implementation and impacts of Gender-based Analysis Plus within the City of Edmonton, including examples.

## Executive Summary

Guided by The City Plan, Edmonton's blueprint for building a city that is healthy, urban and climate-resilient city at two million people that supports a prosperous region, the City has embraced Gender Based Analysis Plus (GBA+) as a way to meet the evolving needs of diverse Edmontonians. The Big City Move of Inclusive and Compassionate is outlined in the City's strategic vision because it is essential to realizing the vision of equitable cities and workplaces. GBA+ is a critical component of The Art of Inclusion: Our Diversity and Inclusion Framework, which outlines three key pathways to building and sustaining an inclusive and equitable City: developing the heartset, mindset and skillset for inclusion.

*Mindset* refers to what we know about inclusion and what we need to learn.

*Heartset* refers to what we feel about inclusion - our attitudes and intentions.

*Skillset* refers to what we do to work and grow together - in celebration of our differences.

To date, Administration has prioritized all three pathways and made considerable progress in each, such as delivering training for leaders and decision makers, establishing internal centres of excellence, standardizing GBA+ in processes, and developing feedback and measurement mechanisms.

## Report

### Background

The Art of Inclusion: Our Diversity and Inclusion Framework, launched in 2019, identifies GBA+ as the process of inclusion. GBA+ examines and addresses how policies, programs and services impact diverse individuals and groups. The “plus” is a prompt to consider multiple identity factors, including age, race, ability, education, ethnicity, geography, health, language, class, sex and gender.

To date, Administration has taken the following actions:

- facilitated a GBA+ workshop with City Council (2018)
- hired a full-time Equity Specialist to lead and support GBA+ implementation (2019)
- created a GBA+ Implementation Project Charter (2019)
- completed a GBA+ environmental scan (2019)
- created and supported Centres of Excellence (2019 and ongoing),
- created a corporate-wide GBA+ Advisory Committee (2019)
- launched The Art of Inclusion: Our Diversity and Inclusion Framework, which identified GBA+ as the process of inclusion (2019)
- created a City-specific GBA+ tool (2019)
- identified pilot projects in each department, supported and trained teams (2019 and ongoing)
- launched new, mandatory Elearning course on Respectful workplace and in-person, instructor-led course “Contributing to our Respectful and Inclusive Workplace” in 2019, with a large section on implicit bias. It was paused during COVID-19, then relaunched as a virtual instructor-led course.
- launched GBA+ instructor-led training (2020), paused due to the COVID-19 pandemic
- developed online training materials, including videos on onecity, and online training to be launched in Jan 2021
- developed a GBA+ maturity model (2020)
- embedded GBA+ in current City of Edmonton internal course offerings, including Hiring Manager Certification (2020)
- integrated GBA+ in analysis to support relaunching programs and services and reimagining actions to recover from the pandemic (2020)

### Update on GBA+ Implementation

This section contains information regarding GBA+ training, recruitment, data collection, GBA+ survey feedback, reporting, measurement, evaluation and next steps.

#### Employee Training

To date, the following GBA+ training activities have been completed:

- Online Government of Canada Training: 94 percent of City employees at the Director, Branch Manager, Deputy City Manager and City Manager levels have completed the training. In total, 804 employees have credit for completing the course.
- In-person training (pre-COVID):
  - Full-day, GBA+ instructor-led training was launched in 2020, pre-COVID-19, but paused.
  - Targeted GBA+ training sessions for employees (including pilot project teams, Centres of Excellence Leads, etc.): 127 employees completed training
- Nearly 200 employees registered for a webinar overview of GBA+ (available on the City's internal website)
- Five GBA+ instructional videos are now available for all employees on the City's internal website.
- Hiring Manager Certification (with GBA+ components): As of December 2020, 90 employees have completed this course. The course was paused between March and October due to the COVID-19 pandemic.
- Respectful Workplace courses:
  - As of December 2020, 37.93 percent of employees have taken the instructor-led course "Contributing to our Respectful and Inclusive Workplace".
  - As of December 2020, 94.35 percent of employees have completed the mandatory ELearning Course "Our Respectful Workplace".

#### Recruitment

There has been consistent work throughout 2020 to eliminate bias and discrimination throughout each stage of the recruitment process, including but not limited to: applying a GBA+ lens to all documentation, including job postings and interview templates; intentionally creating more inclusive and open job postings at the leadership level; ensuring representation of certified hiring managers at each interview; talent acquisition consultants trained on diversity and inclusion, respectful workplace and GBA+; consultants advise on diverse panels for interviews; and the interview guide includes specific diversity and inclusion questions.

### Improved Data Collection

The following are examples of how data collection at the City has changed and improved as a result of GBA+.

Standard Self-Identification Questions: The City has identified standard self-identification questions recommended for use with any opportunities for data collection. These include specifically worded questions regarding year of birth, gender, sexual orientation, indigeneity, racialized, disabilities and Armed Forces membership.

Municipal Census: In 2019, the City of Edmonton became the first municipality in Canada to include expanded gender identification options in the municipal census. In the 2016 census, the gender options were female, male, or other. In 2019, the gender options were expanded to man/boy, woman/girl, trans man (FtM), trans woman (MtF), two-spirit, non-binary, identified as another gender, and prefer not to answer.

Candidate Application and New Employee Onboarding: In Q4 of 2019, for the first time, the City began offering job candidates the voluntary opportunity to self identify as a member of a marginalized or equity-seeking group as part of the application process. Candidates could identify their year of birth, gender (with expanded gender options as above), LGBTQ2S+ (lesbian, gay, bisexual, transgender, queer, two spirit, and/or another referred to in the “+”), Indigenous, racialized, a person with a disability (mental or physical) and current or past member of the Canadian Armed Forces. Talent Acquisition consultants and hiring managers do not have access to this information, and it cannot be used in the recruitment decision-making process.

At the point of onboarding, new employees have the opportunity to self-identify. In this way, Administration can track data at an aggregate level (not individual-level) to determine how applicants from diverse backgrounds appear in the hiring process. In the future, this data will be used to determine any unintentional systemic barriers that may prevent fair recruitment for particular groups of people and identify programs, initiatives or policy/procedure changes to ensure equity.

Employee Survey: The City ensured that the employee survey included opportunities to self-identify as a member of an equity-seeking or marginalized group, as well as to indicate their experiences of engagement, respectful workplace behaviours, discrimination and inclusion, among other factors. This information can be disaggregated (at levels that ensure anonymity) to determine the perceptions of diverse groups of employees.

Public Engagement: Questionnaires in which the City of Edmonton is seeking gender identification are now provided for Edmontonians and stakeholders to self-identify using the expanded gender options as described above.

### **Communications**

GBA+ is one of the guiding principles of the Corporate Brand Guidelines and has been woven throughout the guidelines, from approach to photography, inclusive language, and colour blind testing. As of 2020, Administration's internal and external communications plan templates include a mandatory GBA+ section. Additionally, the corporate email signature template now has an optional field for gender pronouns (e.g., she/her, they/them, he/his).

### **Employee Feedback**

In November 2020, Administration surveyed employees who have used GBA+ in their work to gather feedback on their experiences. Using the pathways to inclusion as identified in *The Art of Inclusion: Our Diversity & Inclusion Framework*, the survey asked about the heartset (what we feel about inclusion), mindset (what we know about inclusion) and skillset (what we do to work and grow together) of using GBA+. It also solicited information about the impacts and stories of applying GBA+.

GBA+ is a process that ensures evidenced-based decision-making, creates equality of outcomes, increases effectiveness and creates more inclusive practices. The *What We Heard* report, Attachment 1, outlines some of the progress achieved towards these outcomes, as evidenced in the stories and impact shared by employees.

### **GBA+ Pilot Projects**

Administration has been working with key projects teams across the corporation to help build the maturity of the GBA+ process. Each department identified a minimum of two projects who worked closely with their GBA+ Centre of Excellence and a Corporate Equity Specialist. A benefit of being a pilot project included accessing team-specific training and consultation as well as the responsibility to provide feedback on the training, tools and processes developed to support GBA+. Focusing on these pilot projects provides information on what measures and evaluation criteria are needed in order to ensure the effectiveness and sustainability of GBA+.

The *What We Heard* report, Attachment 1, provides more information regarding examples, employee stories impact of using GBA+, including a case study on the Safe Mobility Strategy and its use of GBA+.

### **Connection to Reimagine**

The COVID-19 pandemic is disproportionately impacting members of marginalized groups and vulnerable populations. As Administration reimagines how best to relaunch and recover from the ongoing pandemic and economic recession, careful consideration is being given to the use of GBA+ in order to minimize inequalities and barriers for Edmontonians and employees.

GBA+ is one lens through which the City is reimagining its work, and is a recommendation in the Reimagine report. By applying the GBA+ process, Administration will consider the impacts of changes to programs and services to racialized people, Indigenous people, women and girls, those with disabilities, those experiencing homelessness and/or poverty, parents/caregivers, employees working in the field and in offices, and in/out of scope employees:

- A broader range of perspectives will be identified;
- Research will be undertaken to determine needs/impacts on diverse individuals and groups; and
- Individuals and/or groups who represent the perspectives identified as missing will be consulted.

More details are available in the What We Heard report, Attachment 1.

### **GBA+ in Council Reports**

In February 2020, City Council directed that GBA+ considerations be included in Council Reports to Council and Standing Committees. In response to this direction, Administration has begun incorporating GBA+ into Council and Committee reports to describe how GBA+ is currently being applied or will be applied to City programs, services and initiatives. Administration has also begun developing guidance for City employees on GBA+ in reports, but the implementation of updates to internal processes and tools has been impacted by resourcing constraints due to the COVID-19 pandemic. This work will continue throughout 2021 and GBA+ guidance and tools for Council reports are anticipated to be implemented in Q3 2021.

### **Measurement and Evaluation**

Consultation with external partners reveals that many jurisdictions (Government of Canada, Government of Alberta, various municipalities) that use GBA+ continue to be challenged by identifying which quantitative measurements are appropriate to determine whether initiatives are achieving equitable outcomes.

The development of GBA+ impact and evaluation was delayed by the COVID-19 pandemic. Administration is currently working to determine which measures are the most relevant as well as to identify a common measurement structure.

Currently, the City relies on surveys, focus groups and impact assessments to determine the impact of the process. Some measurements include perceptions of:

- Risk mitigation
- Budget implications
- Significant impacts to work including value add of GBA+
- Inequality identification
- Equity measures

Please see the What We Heard Report, Attachment 1, for more details on measurement.

### **Impact of COVID-19 on GBA+ Implementation**

The COVID-19 pandemic has had a significant impact on GBA+ implementation across the corporation, with many projects being paused, postponed or cancelled. Impacts on GBA+ implementation include:

- pause of all in-person training;
- delayed recruitment of employees to support GBA+ implementation;
- changed priorities;
- paused implementation of GBA+ support materials and structures, and
- paused progress on identifying appropriate measures, data collection methodology, and identification of outcomes of GBA+ application.

As the City relaunches services and reimagines how best to recover from the pandemic and the resulting economic recession, ensuring equity remains a key focus. GBA+ continues to be broadly applied to identify how the City's actions will be experienced by all employees and Edmontonians and to implement equity measures as possible. Some examples are below in the next steps section. Although COVID-19 created some short-term delays in 2020, this work is a significant priority and is being actioned accordingly.

### **Next Steps**

GBA+ Data Collection: To support GBA+ data-driven, informed decision making, the City must collect personal information from residents, businesses and other stakeholders who use City services and are impacted by Council's decisions, as enabled by the *Freedom of Information and Privacy Act*. To ensure that GBA+ data is collected and treated in a manner that supports both data driven decision-making and the City's duty to protect personal information, Administration is outlining new GBA+ data collection standard requirements and reviewing various mechanisms to action these requirements. Focusing first on digital forms and formats, these efforts enhance the City's ability to collect, organize, analyze and distribute this information while upholding legal and ethical obligations such as privacy.

Data Analysis and Action Planning: Once data collection and information processes are identified and implemented, Administration will determine how to analyze and make data available to inform broader public engagement, better understand the needs of Edmontonians, inform decision making, tailor engagement activities, and explore the impact of programs and services as we relaunch and reimagine our work.

In addition to GBA+ integration in all City processes, the following will continue over the next two years:



- Developing a GBA+ Guide and other resources to support implementation
- Collaboration with The Learning Centre to transition instructor-led GBA+ training to virtual offerings (to be launched in 2021).
- Creating a repository of case studies on how to apply the process
- Developing of a GBA+ evaluation plan
- Tracking and report on GBA+ progress and outcomes
- Developing an Administrative Policy that includes collection of data and the use of GBA+
- Revising the Diversity and Inclusion Policy
- Improving data collection methodology to ensure we are measuring outcomes for application of GBA+ within policy/process/decision-making
- Ensuring GBA+ is embedded in project charter/plan templates

Finally, beginning in 2021 Administration will report back on an annual basis to Executive Committee with information on the ongoing implementation and impact of GBA+.

### Corporate Outcomes and Performance Management

<b>Corporate Outcome(s):</b> Edmontonians are connected to the city in which they live, work and play			
<b>Outcome(s)</b>	<b>Measure(s)</b>	<b>Result(s)</b>	<b>Target(s)</b>
City of Edmonton employees continuously develop knowledge required to identify and meet the evolving needs of diverse Edmontonians	Percentage of senior staff (Director and above) taken online GBA+ training	151/160 (94%) (Q1 2019)	100 percent ongoing
	Number of attendees to in-person training	127 attended	Paused due to COVID 19
	Number of attendees take virtual training	To be launched in Jan 2021	To be determined
Utilize GBA+ in at least two pilot projects per Department	Number of Projects	18 pilot projects have been identified	14 GBA+ pilot projects (2020)

### Attachment

1. What We Heard Report



**Others Reviewing this Report**

- M. Persson, Chief Financial Officer and Deputy City Manager, Financial and Corporate Services
- C. Owen, Deputy City Manager, Communications and Engagement
- G. Cebryk, Deputy City Manager, City Operations
- J. Meliefste, Acting Deputy City Manager, Integrated Infrastructure Services
- R. Smyth, Deputy City Manager, Citizen Services
- S. McCabe, Deputy City Manager, Urban Form and Corporate Strategic Development
- B. Andriachuk, City Solicitor