



## ADMINISTRATIVE REPORT

Report Date: June 8, 2016  
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Meeting Date: July 13, 2016

TO: Standing Committee on City Finance and Services  
FROM: Chief Human Resources Officer  
SUBJECT: Supporting Trans\* Equality and an Inclusive Vancouver

### *RECOMMENDATION*

- A. THAT Council receive the attached report (attached as Appendix A), entitled "Trans\*, Gender Variant and Two-Spirit Inclusion at the City of Vancouver" for information.
- B. THAT Council direct staff to create an interdepartmental implementation team of staff to move forward with the development of a Trans\*, Gender Variant and Two-Spirit Inclusion action plan for the City, liaising with the City's LGBTQ2+ Advisory Committee and the Vancouver Park Board's Trans\* and Gender Variant Inclusion Steering Committee on related actions as necessary.
- C. THAT Council direct staff to focus initially on the Quick Starts noted in Table 1 of this report.
- D. THAT Council direct staff to report back annually on progress to date.
- E. THAT Council refer the report to the Vancouver Public Library Board and the Vancouver Police Board for review, as part of their ongoing progressive work in this area.

### *REPORT SUMMARY*

The City of Vancouver is a long standing leader in equity, diversity and inclusion. Successive City Councils have demonstrated this leadership over the years and continue to demonstrate it today in countless ways. From the Equal Employment Opportunity Policy adopted by

Council in the 1970's to the many Council advisory committees and the ground-breaking work underway in fulfilling the City's commitment as a City of Reconciliation, Council continues to seek ways to be inclusive of the diverse and vibrant community it so proudly serves.

With Council's motion "Ensuring Trans\* Equality and an Inclusive Vancouver" that passed in July 2015, Vancouver City Council continues to demonstrate its ongoing commitment to equity, diversity and inclusion by tackling forms of exclusion and discrimination for trans\*, gender variant and two-spirit people. Members of this community are all too often at the fringes of our society and outside the circle of inclusion. They face damaging forms of discrimination and persistent challenges to accessing some of the most basic forms of human needs - housing, education, food, medical services, employment and safety from physical harm. The consultant report attached (Appendix A) points to research that repeatedly shows without support and acceptance, trans\*, gender variant and two-spirit individuals commonly experience poor health outcomes, including higher levels of mental illness, substance abuse and suicide attempts. Equal access to resources provided to the general public improves their individual health and well-being, as well as overall community health.

Both the Vancouver Park Board (VPB) and Vancouver Board of Education (VBE) have taken significant steps in recent years to make their facilities, operations and programs safe and inclusive spaces for trans\* and gender variant members of our community. Some City departments were involved and continue to support this work, and there is an opportunity to have other departments involved. This report seeks to learn from this work and determine steps the City can move forward with as part of its continuing leadership role in the community.

The consultant report is extensive, containing a total of 14 recommendations with 31 sub-recommendations for the City to consider. These recommendations draw directly from the 77 recommendations contained in the VPB 2014 report (Appendix B), "Building a Path to Parks & Recreation for All", as well as VBE related work in this area. Out of the 14 recommendations for the City, all but two come directly from VPB and VBE and all are as a result of consultation with stakeholders through this process. In addition, the attached report provides Appendices with numerous suggestions for action that staff can draw on when and where appropriate to do so.

Recommendations for the City are divided into five pillars. These adapted pillars include:

- 1) Public Space, Facilities and Signage
- 2) Programs and Services
- 3) Human Resources
- 4) Communications and Data
- 5) Community Consultation and Public Partnerships

Stakeholder consultations took place across city departments and uncovered related work that has already started and/ or is in the planning stages. Learning from the work underway at VPB and VBE provided many lessons, including key success factors and the evolving landscape of what it means to be fully inclusive of this community. Given the City's mandate and services, and in the interests of inclusionary language, the attached report uses 'trans\*, gender variant and two-spirit (TGV2S) instead of 'trans\* and gender variant'.

Staff is recommending the establishment of an interdepartmental team with staff leads assigned from each associated department. These staff will liaise with related advisory/

steering communities and community resources as needed. Staff is further recommending that the initial focus of this team's work be on five actions outlined in the consultant report as Quick Starts (Table 1). Next steps would include an action framework on other recommendations.

TABLE 1

Quick Starts

Quick Starts	
<p><b>6 to 18 Months</b> (December 2017)</p>	<ol style="list-style-type: none"> <li>1. Update single-user washroom signage to reflect Universal, functions-based designation [Recommendation 1A]</li> <li>2. Ensure staff resources to lead implementation team and decide next steps, including associated budgets, to carry out TGV2S inclusion work [Recommendation 3Ai]</li> <li>3. Provide TGV2S inclusion training to Corporate Management Team and General Managers [Recommendation 3Bii]</li> <li>4. Develop checklist for TGV2S inclusion in City of Vancouver Event protocols [Recommendation 4Bii]</li> <li>5. Update grants priorities to reflect TGV2S inclusion [Recommendation 2Bi]</li> </ol>

Workplaces, communities and service delivery providers are beginning the important work of recognizing how to embrace and support people of all gender identities and expressions. This work is also vitally important to embrace at all levels of government. The City's implementation of report recommendations will create greater inclusion of trans\*, gender variant and two-spirit community members across a number of areas, including programs and services, public spaces and facilities, and communications. This work will be of great benefit to organizations, elected officials, community agencies and residents.

**COUNCIL AUTHORITY/PREVIOUS DECISIONS**

**Empowering Citizen Voices on Citizen Advisory Committees:** In 2009, Council established the LGBTQ (now LGBTQ2+) Advisory Committee which provides invaluable input and policy advice, as well as fostering related city initiatives and commitments.

**Canadian Coalition of Municipalities Against Racism and Discrimination (CCMARD):** In 2010, the City of Vancouver joined CCMARD as a municipal partner in combating racism and discrimination and fostering equality and respect for all citizens.

**Engaged City Taskforce:** In 2012, Council established the Engaged City Taskforce whose final report highlights the engagement of community members in the decisions that affect their lives, including specific strategies for engaging under-represented groups.

**Healthy City Strategy:** In 2014, the City adopted the Healthy City Strategy with a guiding principle that a "for all" and intersectional lens ensures we pursue initiatives that are both

universal for all residents and focused on specific populations most vulnerable to health inequities including trans\*, gender variant and two-spirited individuals.

**Mayor's Task Force on Mental Health and Addictions:** In 2014, the Mayor's Task Force on Mental Health and Addictions committed to developing a Strategic Gender Framework for the inclusion of women, girls and gender variant communities that can inform future City efforts.

**Pride Festival and Parade:** Council is a strong supporter of Pride Week and an active participant in the yearly Pride Parade along with staff.

**Vancouver's Housing and Homelessness Strategy 2012-2021:** The strategy targets low barrier shelter, supportive housing and social housing in neighbourhoods with significant homeless populations and limited capacity, and to specific vulnerable populations.

**Because It's 2016: Action on Gender Equality:** Council Motion to improve gender inequity in areas such as City advisory committees, social policy grants and subsidized housing, and to establish a process to review and update the City's 2005 Gender Equality Strategy.

**Framework for City of Reconciliation:** In 2014, Council approved the Framework for City of Reconciliation which recognizes that reconciliation goes beyond just one community and must enhance opportunities and understanding of all communities.

**Recognizing Jim Deva's Legacy:** In 2014, Council passed this motion outlining the commitment to honour Jim Deva "on his life and legacy as a champion for LGBTTO equality, free expression, and social justice" with an appropriate place or civic asset in the West End in his name.

**Supporting Trans\* Equality and an Inclusive Vancouver:** This 2015 Council motion underscores the City's strong commitment to supporting the equality and human rights of the LGBTTO community and all residents. It also expresses Council's support of the passage of federal and provincial legislation ensuring Gender Identity and Expression are protected under the BC Human Rights Code, Canadian Human Rights Act and Criminal Code of Canada, in line with current protections for Sexual Orientation.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

City Manager recommends approval of the foregoing.

### ***REPORT***

#### ***Background/Context***

City Council's motion "Supporting Trans\* Equality and an Inclusive Vancouver" was approved in July 2015. The motion directed staff to report back on how the City could build on the work of the Vancouver Park Board (VPB) and Vancouver Board of Education (VBE) to make civic facilities, operations and programs safe and inclusive spaces for trans\* and gender-variant communities, including the following: a) Signage and Literature, b) Public Spaces, c) Human Resource Training and Staff Policies, d) Programming and e) Collaborative Public and Community Partnerships. The motion also directed staff to consult with the LGBTQ2+

Advisory Committee and members of the Vancouver Parks Board's Trans\* and Gender-Variant Inclusion (TGVI) Steering Committee as part of this work.

Work underway at the Vancouver Park Board stems from 77 actions recommended to the VPB in the 2014 report, "Building a Path to Parks & Recreation for All: Reducing Barriers for Trans\* and Gender Variant Community Members". A new Vancouver Park Board Trans\* and Gender Variant Inclusion (TGVI) Steering Committee was formed to assist with implementation and yearly report back on progress. During the same year, the Vancouver Board of Education adopted a significant update to the Vancouver School Board policy on Sexual Orientation and Gender Identities (Appendix C) which provides wide supports for trans\* and gender variant students and related work within the school setting is underway.

The Equal Employment Opportunity office in Human Resources worked with Purchasing on a competitive procurement process. The Request For Quotation (RFQ) was issued to three potential vendors and awarded to TransFocus Consulting, working in collaboration with Equity Labs. The consultants are subject matter experts in the field and very familiar with the measures in place at VPB and VBE.

TransFocus Consulting was tasked with reviewing the work underway at the VPB and VBE, identifying applicable measures to City facilities and operations, and consulting with stakeholders on gaps and opportunities in order to provide recommendations across five pillars adapted to the City from the 2014 VPB report:

- Pillar 1: Public Spaces, Facilities and Signage
- Pillar 2: Programs and Services
- Pillar 3: Human Resources
- Pillar 4: Communications and Data
- Pillar 5: Community Consultation and Public Partnerships

Both the Vancouver Public Library (VPL) and the Vancouver Police Department (VPD) also took part in the stakeholder process. Each is actively working on steps towards greater trans\* and gender variant inclusion. As examples, the VPL is active on the VPB Trans\* and Gender Variant Inclusion Steering Committee and the VPD has recently released a new policy and training video "Walk With Me" on interacting with transgender people. Recommendations pertaining to the VPL and the VPD are provided separately in the consultant report and are the purview of their respective Boards.

Stakeholder consultations (Table 2) took place with a wide cross-section of staff from different City departments, including Human Resources, Information Technology & Digital Strategy, Communications, Real Estate & Facilities Management, Community Services, Planning & Development, City Manager's Office and Vancouver Fire & Rescue Services. Prior to each meeting, staff were provided with a stakeholder brief outlining a broad summary of related recommendations from VPB and VBE which may be already, or in the future, applied to each business unit's ongoing practises and projects. Draft recommendations gathered at each stakeholder meeting were circulated and confirmed by staff participants. It is important to recognize that several areas, such as Real Estate & Facilities Management (REFM), have been actively working on improvements for at least the last two years.

Advisory committees were also consulted on how the City could build on the work of the VPB and VBE. These advisory committees included the City's LGBTQ2+ Advisory Committee, the Vancouver Park Board's TGVI Steering Committee and the Vancouver Board of Education's

Pride Advisory Committee. Consultations also took place with select service provider organizations to gather input on barriers and highest needs of trans\*, gender variant and two-spirit residents.

Table 2

Stakeholder Consultations and Number of Participants

Stakeholder Group	Method Details	# Participants
<b>City Staff</b>	Mid to high level staff from more than 20 departments, clustered within six stakeholder groups, participated in two-hour consultation meetings. Total of six meetings.	28
<b>Vancouver Police Department</b>	Staff participated in a two-hour consultation meeting.	3
<b>Vancouver Public Library</b>	Staff participated in a two-hour consultation meeting.	5
<b>Vancouver Park Board</b>	Two staff joined by one Commissioner participated in a two-hour consultation meeting.	3
<b>Vancouver Board of Education</b>	Staff participated in a two-hour consultation meeting.	3
<b>Advisory Committees</b>	A three-hour charrette was conducted with members of all three advisory committees invited.	8
<b>TGV2S Service Providers</b>	Staff from select service provider organizations participated in two-hour interviews. Total of six interviews.	7
<b>Total # of Participants</b>		<b>57</b>

The attached consultant report, “Trans\* and Gender Variant and Two-Spirit Inclusion at the City of Vancouver”, provides 14 recommendations with 31 sub-recommendations. All but two of these recommendations are directly related to the VPB and VBE recommendations. The other two recommendations are the result of stakeholder consultations. The report also includes Appendices with a number of suggested actions and creative ideas from stakeholders.

### *Strategic Analysis*

In order to provide staff with guidance on how the City could build on the work done to date to make civic facilities, operations and programs safe and inclusive spaces for trans\*, gender variant and two-spirit communities (TGV2S), the consultants embarked on a number of stakeholder meetings. The meetings with staff from different departments were preceded with stakeholder briefs that clearly identified related recommendations from the VPB and VBE. Information was gathered as to current and future plans and interrelated business priorities. Staff also helped to identify City specific opportunities to adapt the VPB and VBE recommendations, including suggestions for action.

What was quickly ascertained through staff consultations was that work on TGV2S inclusion is already underway in the City. As an example, the City's Real Estate and Facilities Management (REFM) is implementing a number of the VPB recommendations adapted to City

spaces, facilities and signage (see Appendix A, pages 49 - 51). They also supported the VPB work to date, particularly related to the facilities and signage. This is just one illustration of how we have continued to progress as both an organization and a society in the recognition and inclusion of the trans\*, gender variant and two-spirit community. All staff expressed their eagerness to map out related VPB and VBE recommendations against current business priorities and identify tailored opportunities for the City.

The VPB and VBE each have up to two years' experience implementing TGV2S inclusion measures within their respective organizations. Their experiences provide important insights for the City. Lessons learned include the demand on time to reach milestones and interdepartmental coordination. As such, a key success factor to support a coordinated approach to the introduction and integration of this work includes an implementation team of staff to coordinate recommendations and track progress. Other key success factors include: coordinated communications, staff competency training, ongoing advisory committee consultation and accountability measures.

The consultant report recommendations, including suggestions for action, have been categorized by the five pillars outlined in the Council motion and adapted to City context as follows:

1. **Public Space, Facilities and Signage**  
This pillar includes the improvements and removal of barriers for TGV2S people accessing spaces and facilities that are gender segregated, such as washrooms and related signage.
2. **Programs and Services**  
This pillar includes programs and services constructed, contracted and granted through departments such as Community Services and Housing.
3. **Human Resources**  
The Human Resources pillar addresses staffing, recruitment, hiring and training that span multiple departments.
4. **Communications and Data**  
This pillar includes gender data collection and both internal and external communications.
5. **Community Consultation and Public Partnerships**  
Community engagement and partnerships with TGV2S service providers and organizations are addressed in this pillar.

Each pillar contains recommendations from stakeholder consultations prioritized according to feasibility and impact (Table 3).

TABLE 3

Recommendations by Pillar

Pillar	Recommendation	VPB/VBE Recc
<b>Pillar 1: Public Spaces, Facilities + Signage</b>	1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings.	✓
	1B. Identify and implement additional opportunities for aligning all City-owned buildings with TGV2S Inclusion Guidelines.	
	1C. Leverage City's role and influence over entities not owned or operated by the City	
<b>Pillar 2: Programs + Services</b>	2A. Create TGV2S-specific programs and services	✓
	2B. Integrate TGV2S-inclusion into all existing programs and services	✓
<b>Pillar 3: Human Resources</b>	3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	✓
	3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	✓
	3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	✓
<b>Pillar 4: Communications + Data</b>	4A. Create and conduct TGV2S inclusive data collection methods	✓
	4B. Develop ongoing, internally- focused communications to promote TGV2S inclusion throughout the City of Vancouver	✓
	4C. Develop ongoing, externally- focused communications to promote TGV2S inclusion more broadly throughout the city	✓
<b>Pillar 5: Community Consultation + Public Partnerships</b>	5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	✓
	5B. Integrate TGV2S inclusion into all City public consultation sessions and initiatives	✓
	5C. Establish partnerships with TGV2S service providers and organizations	✓

*Implications/Related Issues/Risk (if applicable)*

*Financial*

There are no financial implications at this time. Any expenses related to implementing the 'Quick Starts' will be part of existing departmental budgets. Any future expenses will be considered when or as is necessary.



### *Legal*

Trans\* and gender variant individuals are protected under the protected grounds of sex in the BC Human Rights Code. “Sex” includes being a man, woman, inter-sexed or transgender, in addition to pregnancy, breast-feeding and sexual harassment. B.C. related case law supports the right of TGV2S people to use gendered facilities that align with their gender identity.

Many Canadian provinces have legislation that specifically includes gender identity and gender expression as one of the protected grounds. Federal legislation was recently introduced that would make it against the law to discriminate on the basis of gender identity or expression. The legislation would also update the Criminal Code to extend hate speech laws to include gender identity and expression.

### *CONCLUSION*

Ensuring trans\*, gender variant and two-spirit inclusion in the City of Vancouver requires the sustainment of work by many, including Mayor, Council and staff. It also needs the collective will of Vancouverites well beyond our community’s tireless advocates. The work is ongoing and never-ending. Locally, both the Vancouver Park Board and the Vancouver Board of Education provide excellent roadmaps from which the City can continue its leadership role in equity, diversity and inclusion.

While several essential pieces of work are already underway in certain City service groups, there is more work to be done. The recommendations in this report are intended to position the City in a pivotal role to make the changes and accommodations necessary for the inclusion of trans\*, gender variant and two-spirit residents. With an interdepartmental implementation team, a practical, timely set of actions will be developed with measurable outcomes. This will be developed in consultation with relevant City Advisory and/or Steering Committees and stakeholders where applicable. Actions will be assimilated across service groups and integrated with other related Council priorities such as City of Reconciliation, Because It’s 2016: Action on Gender Equality and Healthy City Strategy. The attached consultant report contains a number of recommendations drawn from VPB and VBE, as well as lessons learned. It also contains invaluable ideas and considerations for action collected from stakeholder consultations with 57 participants across over 20 City service groups and seven service provider organizations.

Based on Mayor and Council’s strong commitment to equity, diversity and inclusion, work towards trans\*, gender variant and two-spirit inclusion is yet another indication that this commitment is very much alive. The approval of this report will continue to demonstrate the City of Vancouver’s role as a leader both locally and globally.

\* \* \* \* \*

# Trans\*, Gender Variant and Two-Spirit Inclusion at the City of Vancouver

July 2016

Provided to:



Submitted by:



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## ACKNOWLEDGEMENTS

The authors acknowledge that development of recommendations took place on the unceded traditional territories of the Coast Salish peoples, including the territories of the xʷməθkwəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and Səlílwətaʔ/Selilwitulh (Tsleil-Waututh) Nations. It is important to note that there were no Aboriginal members of the consultant team. The consultant team acknowledges that, as settlers, their limited knowledge and experience affects their ability to provide recommendations that address the unique barriers and impacts that face Aboriginal two-spirit and trans\* and gender variant people. As such, efforts were made to prioritize consultation with service providers familiar with the unique interests, assets, needs and issues of these communities. The recommendations within this report also include intentional, ongoing consultation as an attempt to mitigate this absence.

It is important to note there are long lines of indigenous cultures that recognized multiple forms of gender diversity and honoured distinct roles for two-spirit, trans\* and gender variant people. Two-spirit, trans\* and gender variant leaders have preserved this knowledge during ongoing colonization and work to reclaim and resurge it further today. The cultural and spiritual identities, societal roles and conceptualizations of gender and sexuality are too expansive, numerous and diverse to detail within the scope of this report, though the writers attempt to include it in the introductory preface to this report.

Additionally, this report draws on the work led by Aboriginal people within the City of Vancouver that created the Year of Reconciliation and the City of Reconciliation framework. The City and Year of Reconciliation models offer valuable lessons for innovative and effective change management related to equity and inclusion. By drawing on the City of Reconciliation and Year of Reconciliation models, we do not intend to suggest that the relationship between Aboriginal people and Nations with the City of Vancouver is similar to that of its relationships with trans\* and gender variant settlers. The Musqueam, Squamish and Tsleil-Waututh Nations along with Urban Aboriginal people have a distinct relationship to the City of Vancouver with unique acknowledgements as well as legally-based duties to consult and accommodate for civic impacts to traditional territory as well as spiritual and physical connections to land, water and living beings that differs from other social groups seeking equity and inclusion.

## INTRODUCTION

The Vancouver Park Board (VPB) and Vancouver Board of Education (VBE) have been leading the way in the City of Vancouver and, indeed, in Canada in utilizing municipal accommodations, programs and services to build pathways to equity and inclusion for trans\*, gender variant and two-spirit (TGV2S) communities (VPB 2014 and VBE 2014). In the summer of 2015, Vancouver City Council directed staff to determine how this work could be adapted and scaled to the City's civic facilities, operations and programs (CoV 2015). Locally, community members have demonstrated vision, dedication and passion while working with staff champions to imagine and build these pathways. Nationally, tireless work by so many advocates has led the federal government to put forward legislation to include gender identity and expression as protected charter grounds. A new page is turning in the evolution of Canadian human rights. The City of Vancouver's ongoing commitment to this work positions it to be a leading author in helping to write these new chapters into existence.

Following Vancouver City Council's motion, Supporting Trans\* Equality and an Inclusive Vancouver, the Equal Employment Opportunity Office worked with Supply Chain Management to determine the scope of work and issue a Request for Quote (RFQ). A decision to proceed with an RFQ was determined based on capacity and timing. TransFocus Consulting, in collaboration with Equity Labs, was the successful vendor to provide recommendations for the City based on VPB and VBE recommendations on trans\*, gender-variant and two-spirit inclusion. The work of the VPB was aimed at reducing barriers to access and participation for trans\*, gender variant and two-spirit community members and employees through a Five Pillars framework that addressed five functional areas. These pillars have been adapted for a City of Vancouver scope of services. The Five Pillars include:

1. Public Space, Facilities + Signage
2. Programs + Services
3. Human Resources
4. Communications + Data
5. Community Consultation + Public Partnerships

The consultants were tasked with a stakeholder consultation process that focused primarily on consultations with a cross-section of City staff, as well as conversations with members of the Vancouver Police Department and Vancouver Public Library who chose to participate. The recommendations that emerged from City staff consultations were reviewed with select City advisory committees and limited interviews with key service providers who serve the most vulnerable trans\*, gender variant and two-spirit communities in order to confirm, prioritize and provide further information for staff to consider as they move towards determining implementation directions. The consultations and recommendations took into consideration the connections to the goals set out in the City of Vancouver's *"BECAUSE IT'S 2016: Action on*

*Gender Equality” City Council motion (CoV 2016), the Healthy City Strategy (CoV 2014a), Vancouver’s Housing and Homelessness Strategy 2012-2021 (CoV 2011), Framework for City of Reconciliation and Caring for All: Priority Actions to Address Mental Health and Addictions (CoV 2014b).*

The recommendations presented in the following report synthesize recommendations that emerged from the stakeholder consultations and are prioritized according to feasibility and impact. The recommendations have been organized in a Pillars framework modeled after the VPB along with sub-recommendations. Considerations for action are attached in Appendices 1 to 5, again organized by pillar. The considerations for action synthesize the valuable information that came forward from stakeholders and that the staff tasked with implementation may choose to consider. Additional information that came forward from advisory committees and service providers are contained within appendices.

The section on Key Success Factors for Implementation includes lessons learned from the VPB and VBE as well as an implementation framework for staff to consider. Staff at the VPB and VBE noted that sustained efforts are required to coordinate across departments in an effective and efficient manner. While recommendations clarify the intent, the work of coordinating sub-recommendations around items such as Universal, functions-based signage and expanded gender categories can fail if standards are not coordinated at the outset and communication materials offered to spokespeople and frontline staff in order to reduce change resistance from the general public. The work of the Vancouver Park Board illuminated that choice, privacy and awareness benefit all Vancouver residents.

Finally, the work of the Vancouver Park Board referenced the umbrella terms trans\* and gender variant. While these terms do not necessarily exclude two-spirit identities, given the City’s mandate and services, the consultants felt it was important to highlight the distinct experiences, needs and interests of two-spirit people. As such, the language throughout this report reflects the inclusion of these important communities with the use of the inclusive term “trans\*, gender variant and two-spirit” (TGV2S) residents.

## **BACKGROUND**

### **Experiences of Gender Identity**

Gender can organize our lives and identities before we even born. When a doctor performs an ultrasound on a pregnant person to determine the sex of the baby, many parents would hear the biological sex and begin to think about how they would adjust their parenting according to the assumed gender of the child. But **sex assigned at birth does not determine gender**. Even in their earliest of memories, trans\*, gender variant and two-spirit

people describe knowing that their gender identity did not match their assigned sex. While children signal this to their families and communities again and again throughout their lives, a lack of understanding has created social expectations that force people to live in a gender that does not match their gender identity.

**Gender** has been generally understood to be the way people relate to femininity and masculinity. Gender is shaped by socially constructed expectations as well as deeply-held personal truths for each individual. **Gender identity** refers to how people understand their deepest, truest sense of their gender. These personal truths relate to people's relationship to others as well as their relationship to their own body. Social understandings of gender evolve as societies change and personal understandings of gender can shift as individuals grow and change. In fact, prior to colonization, many indigenous groups throughout the world understood that gender was more diverse than only the genders of 'woman' or 'man'. As society is again evolving to understand the diversity of gender, trans\* and gender variant and two-spirit people are leading the way in illuminating how restrictive gender norms can harm all people and how we can build more inclusive societies and cities.

Because they do not meet this social expectation, trans\*, gender variant and two-spirit people face persistent and damaging forms of discrimination and often violence. This has major impacts on trans\*, gender variant and two-spirit people's agency, self-worth, mental wellness, relationships and access to resources. This transphobic discrimination is rooted in a lack of understanding that begins early in life.

**Transgender (Trans\*)** refers to an individual whose gender identity or expression is different from the gender associated with their sex assigned at birth. Trans\* is an umbrella term that describes a wide range of experiences and people.

**Gender Variant** refers to individuals whose gender identity or expression exists outside of the gender binary of woman or man. This includes, for example, gender-fluid, gender creative, genderqueer, gender non-conforming, gender non-binary and agender people.

**Two-Spirit** refers to Indigenous and Aboriginal people who simultaneously manifest both a masculine and a feminine spirit. Contact, missionization and colonial laws disrupted and stigmatized the identities, traditions and practices of two-spirit and colonized norms of gender and sexuality. Two-spirit is a term coined in the nineties as indigenous queer and transgender people worked to reclaim their own traditional words, stories, gender expressions and roles around diverse genders and sexualities. Not all Aboriginal people identify with this term, and/ or may use words from their own traditional languages or contemporary words to reflect differences unique and specific to each First Nation tradition.

**Cisgender** refers to people who experience harmony between the sex assigned to them at birth and their self-determined gender.

**Gender Identity-** refers to how people each understand their deepest, truest sense of their gender. It includes a wide range of identities that include but are not limited to woman or man.

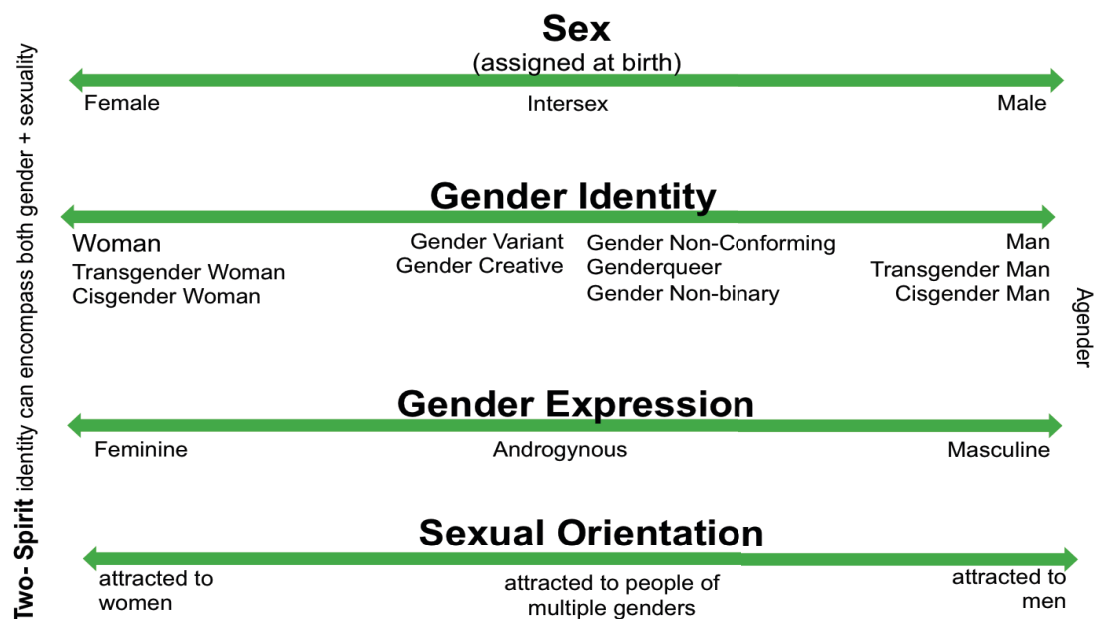
**Gender Expression**- how every person expresses their unique relationship to femininity and masculinity through clothing, hair, speech, voice, etc. All people who do not fit expectations of what 'real' men's or women's gender expression should look like can face exclusion and discrimination.

**Gender norms** are social expectations that influence the way people express their gender and relate to one another. When individuals do not fit neatly within established gender norms, they regularly face stigmatization, discrimination and exclusion. This includes a wide range of trans\*, gender variant and two-spirit people whose gender identity does not match the sex assigned to them at birth.

We have come to have a clearer understanding of the elements of gender and sexuality. It is common to conflate and confuse gender identity, gender expression, sex and sexual orientation. They are related, but distinct. It is helpful to understand that everyone in this world has a gender identity, gender expression, sex and sexual orientation. For example, everyone has a gender identity- both transgender people and **cisgender** people.

A lack of understanding reduces these all to a binary with only two options. People's lived experiences tell us both gender and sexuality are far more diverse. Each element occurs on a spectrum and include multiple ways of being, a few of which are included below.

## Beyond the Binary: Spectrums of Gender, Sex + Sexuality



For some people each element remains steady on a spectrum, while for others certain elements can change. Elements are related, but they are not, by definition, correlated. For example, transgender women are not necessarily attracted to men, nor to women, nor to gender variant people; sexual orientation will vary for every transgender woman, just like for cisgender women.



When people have the support to accept their true gender identity, they often begin to undergo transitions to live in the world in their self-determined gender. Transitions can include changes to dress, accessories, hair, voice, speech and behaviour. Sometimes, but not always, it can include medical supports such as hormones and/or surgeries. It can also involve legally changing names and gender designations. None of these transition processes should be requirements for accepting a person's self-determined gender identity.

Workplaces, communities and service delivery providers are beginning the important work of recognizing how to embrace and support people of all gender identities and expressions. This is vitally important since often many trans\*, gender variant and two-spirit people can face long periods of tension or ostracization from their families and/or communities putting them at risk for homelessness, poverty, substance abuse and compromised mental illness that can impact the course of their lives. Institutions such as municipal governments often unintentionally reinforce these forms of exclusion and discrimination, especially when they construct gendered physical spaces and organize programs and services in a gendered manner.

## Barriers + Impacts

While trans\*, gender variant and two-spirit communities have proven to be resilient in the face of pervasive forms of discrimination, the omnipresence of barriers in all sectors constitutes a crisis. According to *Injustice at Every Turn*, a US-based survey of 6,450 trans\* and gender variant people, “a staggering 41% of respondents reported attempting suicide compared to 1.6% of the general population, with rates rising for those who lost a job due to bias (55%), were harassed/bullied in school (51%), had low household income, or were the victim of physical assault (61%) or sexual assault (64%)” while 47% experienced adverse job outcomes (e.g., being fired or denied promotion) due to being trans\* and gender variant. (Grant et al. 2011). According to *TransPulse*, a research study that investigated the impact of social exclusion and discrimination on the health of transgender people in Ontario, approximately two-thirds of respondents avoided public spaces (Bauer, Scheim, and Pyne 2014). People that face such discrimination and violence need access to critical need services, but according to Grant (2011), while 19% reported experiencing homelessness at some point in their lives, “the majority of those trying to access a homeless shelter were harassed by shelter staff or residents (55%), 29% were turned away altogether and 22% were sexually assaulted by residents or staff” (Grant et al. 2011).

This creates a services ‘desert’ for community members facing disproportionate forms of discrimination and violence. This services desert leaves community members isolated and at risk for intractable poverty, life-threatening violence and acute, lasting forms of mental health and addictions challenges. It is clear that that trans\*, gender variant and two-spirit community members must be able to be included in the wide range of City supported services as well as

have the opportunity to access specialized services tailored to the unique forms of discrimination trans\*, gender variant and two-spirit people face.

Housing and/or mental health or addictions treatment services are often gender specific. This means that trans\*, gender variant and two-spirit people who do not have the means to secure legal transition, update gender markers on documentation or secure clothes and cosmetics that reflect their gender are at high risk of being forced into gendered housing and services that endangers them. They are more likely to be excluded, harassed and discriminated against when staff are not prepared to place them and support them according to their gender identity and to create cultures that embrace gender diversity. This is particularly important in downstream services where people need support to secure their basic needs. These services require more attention to each of the five pillar recommendations in order to ensure that staff are prepared to diversify the way that spaces are constructed, staff use language to signal inclusion in speech and written materials, programs are shaped to honour and celebrate diverse gender expressions and staff are equipped to intervene to support trans\*, gender variant and two-spirit people when gender policing, exclusion, harassment or violence occur.

There are several groups of trans\*, gender variant and two-spirit communities who find themselves at the intersections of multiple forms of discrimination which compounds the negative impacts of marginalization. Input from select service providers indicated that trans\*, gender variant and two-spirit community members who are represented in the city's already identified priority areas each face unique challenges as outlined in the table below.

Youth	Aboriginal People	Sex Workers
21% of youth in the Toronto shelter system identify as LGBTQ2, which is more than twice the rate for all age groups (CoT 2013). TGV2S youth are more likely to be denied services in their self-determined gender identity because they do not have access to the financial resources and legal services to be recognized in their self-identified gender. Family tensions can result in housing instability that leave them open to homelessness. A lack of TGV2S inclusive shelters, SROs, supportive housing or treatment services that deny housing them in a correct gender facility or protect them from common forms of transphobic harassment and violence further puts them at risk.	Two-spirit, trans* and gender variant Indigenous and Aboriginal people are working to reclaim their traditional words and practices of gender that were criminalized by colonization. The stigmatization of gender diversity that was imposed through colonization is still present to differing degrees in Aboriginal cultures. While many two-spirit, trans* and gender variant leaders have contributed vast amounts to the understanding of different forms of gender diversity across the world and throughout history, they still struggle with finding space when Aboriginal service organizations are often stretched to meet other core needs.	Sex workers are far more likely to face violence as is evidenced by the number of Missing and Murdered Women who engaged in sex work. Transgender women and feminine gender variant and two-spirit people are far more likely to be denied employment and are over-represented in sex work. TGV2S sex workers face an even higher likelihood of violence and decreased access to key forms of services that help them to meet their basic needs. Gender-designated housing can deny services to transgender women and feminine gender variant and two-spirit people if intake staff deny their right to self-determine their gender identity. Lack of access to the financial resources to secure clothes, toiletries, cosmetics and accessories to present in their gender according to social expectation can mean they are denied life-saving housing and services.

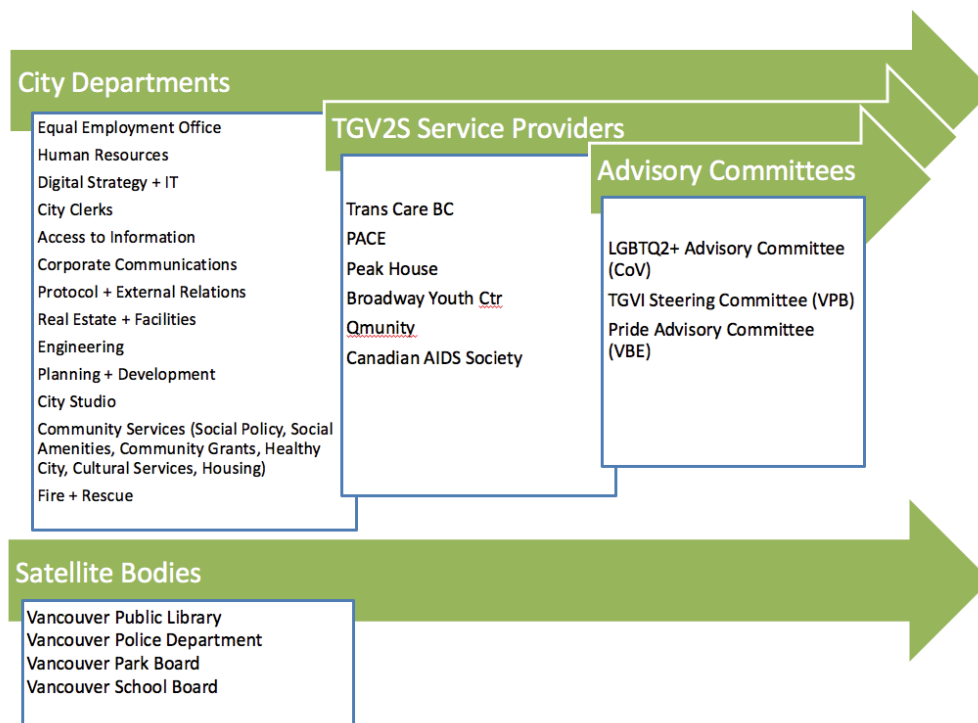
Trans\*, gender variant and two-spirit people face discrimination when seeking midstream and upstream services and programs as well. While they have more resilience to navigate exclusion, it prevents people from accessing support that will enable them to move through periods of instability into more independent living. The City of Vancouver has the potential to lead the way in creating pathways to a more accessible city.

## STAKEHOLDER CONSULTATION PROCESS

### Methods

The consultant team was tasked to carry out a stakeholder consultation on how the City of Vancouver can build upon the work of the VPB and VBE to make civic facilities, operations and programs safe and inclusive spaces for TGV2S communities. The stakeholder consultation process was primarily internally-focused and involved:

1. Consulting with City staff to develop recommendations based on application and adaptation of the VPB and VBE recommendations to each department's existing TGV2S practices and future policies, initiatives and projects.
2. Consulting with VPD and VPL staff to similarly examine how VPB and VBE recommendations may be applied to their departments.
3. Consulting with VPB and VBE staff to leverage key learnings regarding recommendation implementation.
4. Confirming and prioritizing input from City staff with a review by the City, VPB and VBE Advisory Committees.
5. Identifying gaps through interviews with select service providers serving the most vulnerable TGV2S populations including Aboriginals, youth, sex workers and those faced with housing, substance use and mental health challenges.



The consultation sessions took into consideration the connections to the goals set out in the City Council motion “*BECAUSE IT’S 2016: Action on Gender Equality*” (CoV 2016), *Healthy City Strategy* (CoV 2014a), *Vancouver’s Housing and Homelessness Strategy 2012-2021* (CoV 2011), *Framework for City of Reconciliation* (CoV 2014c), *Engaged City Task Force* (CoV 2014d), and *Caring for All: Priority Actions to Address Mental Health and Addictions* (CoV 2014b).

Before each consultation session, advance materials were distributed along with links to videos on gender identity, an overview of the stakeholder process and a summary of the recommendations arising from VPB and VBE relevant to the department(s). (See Appendix 6 for an example). Also, two one-hour Lunch n’ Learn sessions on gender identity were offered to all City staff at City Hall and VPL Central Branch within a week of one another.

Each consultation meeting with City, VPD and VPL staff commenced with a 45-minute “Gender Identity 101,” which generated significant and meaningful discussion and gave staff the context to provide substantive recommendations. The remainder of the meetings consisted of brainstorming sessions supported by the use of post-it notes to facilitate individual reflections and flipcharts to record group discussions and decisions. The meetings were also documented with detailed note-taking to capture the key information about department mandates, roles, responsibilities, challenges, best practices with other equity groups, ideas for recommendations and considerations.

After each meeting, a summary of notes and draft recommendations were generated and then sent to stakeholders for review and comment. Once the notes and department-specific recommendations were finalized, the data were compiled and synthesized based on common themes across departments by pillars. The amalgamated recommendations were then summarized and prioritized into a report. Furthermore, a recommendations database was developed to align the VPB, VBE and CoV adapted recommendations with ratings and rankings based on impacts to TGV2S communities and implications for CoV operations with weighting for impact magnitude and cost feasibility (Appendix 9).

Both the Vancouver Police Department and Vancouver Public Library also participated in the stakeholder process. As each department has a distinct Board and reporting process, the enclosed recommendations will be considered for further review and study as to the feasibility of each recommendation. City Council can support the following recommendations and considerations in spirit, but approval and direction would be the purview of the VPD and VPL respective Boards.

## Limitations

Wider consultation with TGV2S communities fell outside of the scope of this process. To address this, a select sample of service providers that support the most vulnerable TGV2S populations, and are aligned with existing City mandates, participated in one- to two-person interviews to provide input on the emerging recommendations and further details about gaps in services. This does not represent a comprehensive service provider consultation, but offered valuable and significant confirmations and contributions to the recommendations that emerged from City staff.

Due to time limitations, the methods included one meeting with City departments without opportunities for iterative refining and confirmation of draft recommendations in a way that allowed for interdepartmental discussions of issues, responsibilities and ideas. As such, consultants offered best practices for the City's considerations without fulsome follow-up discussion. Further, this report is not informed by best practices that other cities in Canada are currently developing and/or implementing. The recommendations and priority actions are based primarily on high level input from stakeholders and the professional judgment of the consultants.

As such, the report is not intended to be comprehensive or conclusive. In order to address these limitations, further community consultation is recommended including the engagement of TGV2S communities and input from department staff upon commencing the quick starts. The City would also benefit from researching and reviewing the best practices emerging from other municipalities across Canada and the United States.

Table 1. Summary of Consultation Methods and Number of Participants

Stakeholder Group	Method Details	# Participants
<b>City Staff</b>	Mid to high level staff from more than 20 departments, clustered within six stakeholder groups, participated in two-hour consultation meetings. Total of six meetings.	28
<b>Vancouver Police Department</b>	Staff participated in a two-hour consultation meeting.	3
<b>Vancouver Public Library</b>	Staff participated in a two-hour consultation meeting.	5
<b>Vancouver Park Board</b>	Two staff joined by one Commissioner participated in a two-hour consultation meeting.	3
<b>Vancouver Board of Education</b>	Staff participated in a two-hour consultation meeting.	3
<b>Advisory Committees</b>	A three-hour charrette was conducted with members of all three advisory committees invited.	8
<b>TGV2S Service Providers</b>	Staff from select service provider organizations participated in two-hour interviews. Total of six interviews.	7
<b>Total # of Participants</b>		<b>57</b>

## Key Themes

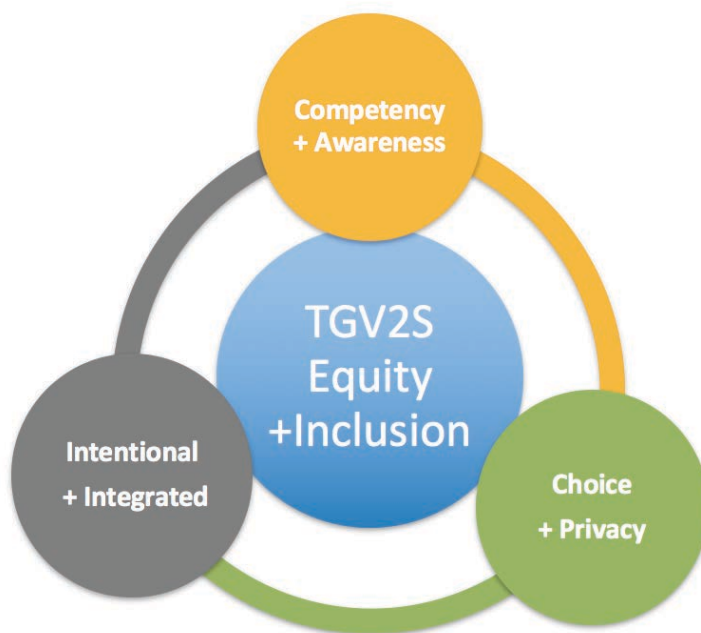
Throughout the consultation process there was strong alignment across internal and external stakeholder groups. Staff were equipped to begin to understand TGV2S challenges and issues based on a broader context for equity and inclusion that drew upon best practices established from *Framework for City of Reconciliation, Healthy City* and other current strategies. Advisory committees and service providers brought further nuance and perspective from TGV2S communities to speak to the greatest need and opportunities for the City to have impact.

Key themes that emerged from consultations with City staff, advisory committees and service providers were supported by key learning from the VPB and VBE:

- 1. Need for Education and Awareness:** This was raised as a high priority across all stakeholder groups. City staff who participated within the stakeholder process and also attended a Lunch 'n Learn session on gender identity, noted the time required to begin to unpack these deeply entrenched binary assumptions as they relate to gender. The value of in-person training was echoed among participating City staff who voiced concerns as to limitations of online learning for such complex and nuanced issues. Further, it was stated across stakeholder groups that the City has an opportunity to both model TGV2S competency and raise public awareness about the value of TGV2S inclusion. Stakeholders recognized such training and awareness would bring benefit for people of all genders.
- 2. Changes Require Long-term Commitment:** The early wins achieved at VPB and VBE demonstrate what is possible and there were frequent references to this work in consultation sessions, expressing much excitement and deep appreciation. It was also echoed by many stakeholders that big change requires commitment over time. Dedicated staff supported by senior management champions and budget resources are necessary to coordinate and implement change across multiple departments. Integrating TGV2S recommendations into current equity and inclusion strategies can help to streamline processes, while also recognizing the need for intentional measures specific to TGV2S programs, services, outreach and consultation.
- 3. Opportunities for Partnerships:** Limited capacity was identified as a challenge by many of the stakeholder groups. City staff recognized their limitations in terms of competency and knowledge of TGV2S communities. There was genuine interest and desire to “get it right” as well as trepidation and hesitation around making mistakes. It was recognized by staff that knowledge expertise is needed and that partnerships with TGV2S service providers is an opportunity to this end. Many of the service providers consulted are small operators with limited staff resources who could benefit from strengthened relationships with the City. Strengthening relations and building partnerships between the City and TGV2S organizations arose as key to addressing capacity issues among all parties.

## GUIDING PRINCIPLES

There are three guiding principles that inform the enclosed recommendations and the broader goal towards equity and inclusion for all City of Vancouver residents, including those who are trans\*, gender variant and two-spirit.



1. **Competency and Awareness:** Competency training is necessary to equip staff to serve TGV2S residents. This includes general TGV2S and role-specific competency training. As well the City has an opportunity to raise public awareness about the value of TGV2S inclusion.
2. **Intentional and Integrated:** There is need for intentional programs, services, outreach and consultation specific to TGV2S residents to address the particular challenges and discrimination that these individuals face. Integrating a gender diversity lens begins to create equal access for TGV2S people in all City facilities, operations and programs.
3. **Choice and Privacy:** It is important to allow all individuals to self-identify their gender and to demonstrate the City's commitment to protect an individual's privacy because disclosure can put people at risk.

These guiding principles are intended to serve Council in its long-term commitment to TGV2S inclusion and staff charged with developing a work plan and report back to Council.



## SUMMARY OF RECOMMENDATIONS

The recommendations presented in this report synthesize recommendations that emerged from the stakeholder consultations and are prioritized according to feasibility and impact. Each pillar contains a high-level summary of recommendations as shown below.

Pillar	Recommendation	VPB/VBE Recc
<b>Pillar 1: Public Spaces, Facilities + Signage</b>	1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings.	✓
	1B. Identify and implement additional opportunities for aligning all City-owned building with TGV2S Inclusion Guidelines.	
	1C. Leverage City's role and influence over entities not owned or operated by the City	
<b>Pillar 2: Programs + Services</b>	2A. Create TGV2S-specific programs and services	✓
	2B. Integrate TGV2S-inclusion into all existing programs and services	✓
<b>Pillar 3: Human Resources</b>	3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	✓
	3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	✓
	3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	✓
<b>Pillar 4: Communications + Data</b>	4A. Create and conduct TGV2S inclusive data collection methods	✓
	4B. Develop ongoing, internally- focused communications to promote TGV2S inclusion throughout the City of Vancouver	✓
	4C. Develop ongoing, externally- focused communications to promote TGV2S inclusion more broadly throughout the city	✓
<b>Pillar 5: Community Consultation + Public Partnerships</b>	5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	✓
	5B. Integrate TGV2S inclusion into all City public consultation sessions and initiatives	✓
	5C. Establish partnerships with TGV2S service providers and organizations	✓

In the sections that follow, recommendations to the City of Vancouver are organized in pillar sections that each contain more detailed sub-recommendations. The broad recommendations remain the same for all groups while sub-recommendations for the VPD and VPL are organized in their own sections. Further additional considerations for implementation that came forward from City staff, advisory committees and service providers are contained in appendices.



Figure 1. A Cityscape of TGV2S Inclusion



## QUICK STARTS

The Quick Starts highlighted below have been selected according to operational and cost feasibility and impact to TGV2S people. Financial resources and the level of cross-departmental collaboration and coordination required were taken into account to determine feasibility. Impact was determined by meeting critical need for the most vulnerable and/or the potential for widest reach. Additionally, when concurrence on recommendations was echoed by multiple staff consultation groups, advisory committees and/or service providers, additional weight was given to establishing Quick Starts.

Quick Starts	
<b>6 to 18 Months</b> (December 2017)	<ol style="list-style-type: none"><li>1. Update single-user washroom signage to reflect Universal, functions-based designation [Recommendation 1A]</li><li>2. Ensure staff resources to lead implementation team and decide next steps, including associated budgets, to carry out TGV2S inclusion work [Recommendation 3Ai]</li><li>3. Provide TGV2S inclusion training to Corporate Management Team and General Managers [Recommendation 3Bii]</li><li>4. Develop checklist for TGV2S inclusion in City of Vancouver Event protocols [Recommendation 4Bii]</li><li>5. Update grants priorities to reflect TGV2S inclusion [Recommendation 2Bi]</li></ol>

Upon commencement of the Quick Starts, it is suggested that the dedicated staff charged with implementation consider the following Next Steps, including a feasible and appropriate timeline:

### Next Steps:

- a) Conduct consultation with TGV2S communities to review priorities and progress [Recommendation 5Ai]
- b) Conduct consultation on leveraging City land to pilot TGV2S-specific supportive housing and how to integrate TGV2S inclusion into all housing operator frameworks and contracts [Recommendation 5A]
- c) Expand gender categories on consultation surveys and human resources databases [Recommendation 4A]
- d) Leverage direct services grants to pilot a TGV2S outreach worker [Recommendation 2Aiii]

## RECOMMENDATIONS BY PILLAR

### Pillar 1: Public Space, Facilities + Signage

#### Introduction + Context

TGV2S people face a variety of challenges and barriers when accessing spaces and facilities that are gender segregated, such as washrooms and change rooms. The case law related to the BC Human Rights Code supports the right of TGV2S people to use gendered facilities that align with their gender identity. Despite this legal protection, they experience a range of frequent and repeated reactions from other patrons, including staring, misgendering, verbal harassment and physical assault. This leads to anxiety, avoidance and rerouting to known safer locations. Where universal options are unavailable or signage with gendered icons persists, there are serious and sustained mental and physical health consequences to TGV2S people.

To address these issues, Real Estate and Facilities Management (REFM) has been working in collaboration with members of the Park Board TGV Inclusion Working Group since late 2014. The summary recommendations outlined below were based on extensive community consultation and input from REFM staff. The recommendations prefaced with an “S” reference a VPB recommendation, while those prefaced with a “V” reference a VBE recommendation (see Appendix 9 for the complete list of recommendations).

#### **VPB and VBE Recommendations**

- S1** Increase square footage dedicated to universal spaces in new and existing facilities.
- S2** Include at least one single-user booth in universal spaces in order to improve traffic and reduce wait times for all users.
- S3** Incorporate more single-user booths to increase privacy in gender-segregated spaces.
- S4** Build accessible, single-user washrooms in each functional section of recreational facilities.
- S5** Use function-based icons in signage rather than gendered figures.
- S6** Create signage that states BC Human Rights Code at gendered change rooms and washrooms.
- S7** Ensure multi-gender, multi-user spaces have inclusive signage and clear policies about access for all.
- V32** The Board will strive to make available single stall gender-neutral washrooms at all schools and worksites.

REFM’s early involvement with the development of the VPB recommendations allowed for quick and efficient adoption of the recommendations specific to facilities within REFM guidelines and specifications and adaption to other civic facilities. Going forward, the focus will be expanding universal options and shifting to function-based signage (away from gendered icons) for washrooms and change rooms across civic facilities owned, leased, operated or permitted by the City. Some of the current best practices include:

- REFM has added links to the Guidelines on *Parks & Recreation for All: Reducing Barriers for Trans\* & Gender Variant Community Members* with requirements to follow them into the Social Recreational Facility (15.04.01) and Social Amenity (15.09.15) Technical Guidelines. [see 1Aii consideration]
- REFM is currently updating childcare facilities technical guidelines and housing guidelines (estimated completion fall 2016).
- Current washrooms in childcare facilities are not segregated by gender.
- Within recently constructed facilities, staff washrooms are mostly universal single-stall without gendered signage: Text only - “Staff Washroom.”
- In recent housing projects, there are universal single stall washrooms near the amenity room or office.

Planning and Development Department has also been involved in implementing and fielding calls regarding the amendment to the Building Bylaw permitting universal washrooms at lower occupancy levels.

#### Summary of Pillar 1 Recommendations

Public Space, Facilities + Signage Pillar		
Adapted VPB/VBE Recommendation	Recommendation	Sub-Recommendation
S1 to S7, V32	1A. Continue constructions and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	1Aii. Apply TGV2S Inclusion Guidelines to current projects underway or planned with ongoing, iterative input from representatives on advisory bodies.
		1Aiii. Provide supporting documentation and information sessions to City departments and satellite bodies and committees on TGV2S Inclusion Guidelines, including their rationale and importance.
N/A	1B. Identify and implement additional opportunities for aligning all City-owned building with TGV2S Inclusion Guidelines	1Bi. Apply City's TGV2S Inclusion Guidelines as design specification for washrooms and change rooms minimum standards with tenants and commercial developers.
N/A	1C. Leverage City's role and influence over entities not owned or operated by the City	1Ci. Amend bylaw(s) to encourage increased numbers of Universal washrooms at all occupancy levels.
		1Cii. Sharing best practices with key consultants, professional organizations and educational institutions.

A substantial volume of additional input was provided by City staff, advisory committees and service providers. This has been organized within Appendix 1 as considerations for action and next steps. These may be used at the discretion of City staff who will lead implementation.

## Pillar 2: Programs + Services

### Introduction + Context

In a recreational context, the Vancouver Park Board prioritized integrating TGV2S inclusion into their broad range of programs as well as intentionally offering TGV2S-specific programs and financial supports to create access to programs.

#### **VPB and VBE Recommendations**

**S8** Ensure inclusivity in existing recreational programs.

**S9** Pilot trans\* and gender variant-specific recreational programs.

**V26** Schools will reduce or eliminate the practice of segregating students by sex. In situations where students are segregated by sex, trans\* students will have the option to be included in the group that corresponds to their gender identity.

**V27** Where possible, students will be permitted to participate in any sex-segregated recreational and competitive athletic activities, in accordance with their gender identity. Due to issues of disclosure and safety, some students may wish to participate in a sex-segregated activity that is not aligned with their gender identity.

The recommendations adapt a recreational context to the programs and services constructed, contracted and granted through the Housing and Community Services departments<sup>1</sup>. Housing developments and contracts and Community Service grants establish broad diversity goals to encourage access for underrepresented groups. Additionally, they establish City priorities to dedicate funds targeted to underrepresented groups that need and seek specialized services. Similarly, an intentional and integrative approach is reflected here.

### Housing Services

The City's Housing department works to construct and contract shelter, SRO and supportive housing. These are sites where vulnerable TGV2S community members are often likely to be denied services, feel unsafe when accessing services or choose not to disclose their gender identity to protect themselves from discrimination and violence. Integrating TGV2S inclusion in all shelters, SROs, supportive housing and rental support programs will require dedicated resources to ensure that gender-specific programs and spaces are equipped to include and accommodate the unique needs of TGV2S people with diverse identities and in different stages of their transitions. Because TGV2S community members face such disproportionate forms of discrimination and violence, community members will sometimes need specialized services and supports. For these reasons, most service providers interviewed prioritized the value of piloting TGV2S-specific supportive housing within larger supportive housing.

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<sup>1</sup> These recommendations address the critical need and key opportunities and reflect the goals, priorities and strategies established in Vancouver's Housing and Homelessness Strategy 2012-2021, The Healthy City Framework, Caring for All: Priority Actions to Address Mental Health and Addictions Report, the City of Reconciliation Framework and "BECAUSE IT'S 2016: Action on Gender Equality" City Council motion.

## Community Services

The City's Community Services department provides a wide range of grants to programs and services that aim to reduce significant barriers for the most marginalized Vancouverites as well as foster and promote a culturally rich and inclusive city. Direct Services grants focus on critical needs for underrepresented groups, but there are a number of other granting programs that increase positive visibility for TGV2S community members and are crucial in building a culture of equity and inclusion. The Arts + Culture grants stream offers tremendous opportunities to foster cultures that embrace gender diversity and gender equity through raising public awareness and offering opportunities for TGV2S communities to illuminate their unique experiences. Childcare grants can provide resources for TGV2S and gender creative children and families with TGV2S parents. This can help to prevent the negative impacts of children who hide their true identity at a young age. They can also play a vital role in creating cultures that embrace gender diversity and gender equity.

### Summary of Pillar 2 Recommendations

Adapted VPB/VBE Recommendation	Recommendation	Sub-Recommendation
S9	2A. Create TGV2S-specific programs and services	2Ai. Housing- Leverage City land and development processes to pilot TGV2S-focused supportive housing in 1-2 new housing developments.
		2Aii. Community Services- Phase in TGV2S inclusion into the City funding priorities in consultation with community stakeholders on the programs + services that will best serve TGV2S community members.
		2Aiii. Direct Services- Pilot outreach workers to serve the most marginalized TGV2S community members.
S8, V26, V27, V28	2B. Integrate TGV2S inclusion into all existing programs and services	2Bi. Grants- Phase in TGV2S inclusion into the City funding priorities for direct, arts + culture and childcare services.
		2Bii. Toolkits- Create TGV2S 5 Pillars toolkits for City staff.
		2Biii. Share best practices learned including TGV2S 5 Pillar toolkit with City-contracted and funded organizations.



## Additional Input

A substantial volume of additional input was provided by City staff, advisory committees and service providers. This has been organized within Appendix 2 as considerations for action. These may be used at the discretion of City staff who will lead implementation. The example in the following section illustrates the innovative and valuable suggestions that emerged from consultations with TGV2S service providers.

### Housing Priorities

The recommendations of service providers offered innovative approaches to supportive housing for TGV2S youth during critical periods of vulnerability. One cost effective and strategic approach would be to combine a youth-led charrette on potential TGV2S-specific supportive housing projects with an action-planning session involving housing operators and government partners. The dual purpose of this consultation session would be to move forward TGV2S-specific supportive housing pilots as well as integrate TGV2S inclusion in all housing operations.

Table 2: Ideas for Potential Housing Consultation	
Day 1: TGV2S Youth-Led Charrette on Supportive Housing	Day 2: Government + Housing Operators Action Planning
<u>Youth-Led Charrette</u> Consider using the EGALE Canada housing charrette consultation approach to engage a 3:1 youth to staff/provider ratio where youth present: <ul style="list-style-type: none"><li>options for shared communal living (bedrooms) and socializing (common areas) design [include 30-40 prefab unit options]</li><li>optimal size of dedicated units, optimal size/ values alignment of overall project</li><li>optimal programming (elder access, mentorship, arts, land-based food security, mental wellness and addictions supports)</li><li>potential pilots in developments underway</li><li>offer specialized services without outing youth</li></ul> Include initial material from the service providers and the LGBTQ2+ Homelessness Toolkit	<u>TGV2S Supportive Housing Pilots</u> <ul style="list-style-type: none"><li>Supportive Housing potential pilot feasibility</li><li>Streamline RFQs for smaller operators</li><li>Values/ Services alignment matches between TGV2S housing operators (small + large: BYRC, RainCity, Peak House) and anchor organizations (UNYA, VNHS)</li></ul> <u>TGV2S Inclusion in Shelters, SROs and Supportive Housing Operators Framework</u> <ul style="list-style-type: none"><li>Assess, prioritize and recommend updates to VAT or other assessments to establish vulnerability (reducing trauma, protecting identity) to increase access without invasive, traumatizing intakes</li><li>Determine how contracts, toolkits and trainings can increase inclusion and safety</li><li>Determine contract and training priorities for Housing Operators Framework</li></ul>

Such a consultation session would bring together key partners that include:

- **City of Vancouver departments** (Housing, Real Estate and Facilities Management + Community Services, VPD)
- **Interjurisdictional government partners** (Housing: BC Housing, Canada Mortgage and Housing Corporation; Health: Vancouver Coastal Health, Prism, Trans Care BC)
- **Housing operators** (RainCity, Kwaywasut Housing/ Broadway Youth Resource Center, Vancouver Native Housing Society, Atira, Portland Hotel Society)
- **Community service providers** (Qmunity, Peak House, Urban Native Youth Association, Nexus, Directions)

## Pillar 3: Human Resources

### Introduction + Context

The Human Resources pillar addresses staffing, recruitment, hiring and training that span multiple departments. The VPB and VBE model recommendations include:

#### **VPB and VBE Recommendations**

**S14** Develop clear policies and guidelines on trans\* and gender variant needs and issues, which are visibly presented at facilities, in brochures, and on the website.

**S15** Develop and implement training manuals, materials, webinars, and workshop guides for all people involved in the delivery of services (staff, contractors, and volunteers) to address trans\* and gender variant issues and needs.

**S16** Ensure the workplace fully welcomes and supports potential and existing trans\* and gender variant staff.

**S19** Appoint the VPB Accessibility Coordinator as staff lead accountable with implementing recommendations.

**V1** The Board will strive to prevent and to provide effective procedures to respond to any language or behaviour that degrades, denigrates, labels, or stereotypes students on the basis of their real or perceived sexual and/or gender identities and/or gender expression, or that incites hatred, prejudice, discrimination or harassment on such bases [see V21, V25, V30].

**V6** The Board will strive to ensure that professional development and training is provided for staff to develop the awareness, knowledge, skills and attitudes necessary to: 1) deliver an LGBTTTQ+ inclusive curriculum (including anti-homophobia and anti-transphobia education); 2) identify and address homophobic and transphobic discriminatory attitudes and behaviours; and 3) support and advocate for the needs of students whose real or perceived identity is LGBTTTQ+

**V21:** Trans\* students will be addressed by the names and pronouns prefer to use.

**V25:** Students have the right to dress in a manner consistent with their gender identity or gender expression. This includes students who may dress in a manner that is not consistent with societal expectations of masculinity/femininity.

**V30:** Trans\* students shall have access to the washroom and change room that corresponds to their gender identity. Students who desire increased privacy will be provided with a reasonable alternative washroom and/or changing area. Any alternative arrangement will be provided in a way that protects the student's ability to keep their trans\* status confidential.

When organizations like municipalities assume the responsibility to foster equity and inclusion without fulsome policy and dedicated training, they set themselves up for lip service rather than substantive change. This endangers community members and potential employees who trust that staff and contractors have working competency with the matter and arrive only to find out they will be unintentionally or intentionally excluded or denied services. Training is essential to develop competency on a subject as complex as gender identity and gender diversity.

Fostering TGV2S inclusive competency and promoting TGV2S employment practices each benefit from both integrative and intentional approaches at multiple levels of the organization. Phasing general TGV2S basic competency as well as skills-based trainings that best support staff within their role and function is required. Policies establish guidelines and expectations and integration of TGV2S inclusion in the Respectful Workplace training are key activities. Staff also emphasized that in-person training for decision-makers and people who work directly with vulnerable TGV2S community members was crucial.



The Equal Employment Opportunity (EEO) program's best practices for recruiting and supporting a diverse workforce can be adapted and augmented to encourage the recruitment, hiring, retention and promotion of TGV2S people in both highly-skilled and low-barrier positions. The recommendations were adapted to reflect the best practices established in the Year of Reconciliation model, EEO policies and trainings, HR recruitment and hiring practices and Social Policy work. The recommendations on staffing is supported by, but not limited to the Human Resources and Equal Employment Opportunity departments.

#### Summary of Pillar 3 Recommendations

Human Resources Pillar		
Adapted VPB/VBE Recommendation	Recommendation	Sub-Recommendation
S19	3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	3Ai. Create a staff position to lead the coordination of internal cross-departmental TGV2S inclusion implementation and coordinate external events with community and government partners.
		3Aii. Identify and dedicate departmental staff to lead and coordinate TGV2S inclusion within departments.
S14, S15, V1, V6	3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	3Bi. Expand and update EEO policies to include TGV2S population.
		3Bii. Utilize a phased approach to prioritize TGV2S inclusion in-person competency training.
S16, V21, V25, V30	3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	3Ci. Support TGV2S employees in the workplace.
		3Cii. Position the City of Vancouver as an Employer of Choice for TGV2S applicants.

### Additional Input

A large volume of additional input was provided by City staff, advisory committees and service providers. This has been organized within Appendix 3 as considerations for action. These may be used at the discretion of City staff who will lead implementation.

By way of example of the type of content in Appendix 3, the Year of Reconciliation model emerged in multiple staff consultations as a leading best practice in effectively carrying out equity and inclusion work that spans multiple departments, budgets and implementation plans. Staff cited the combination of dedicated staff roles at senior and social policy levels, budgets associated with external events and internal competency trainings as vital to the success of the work. As outlined in the report's introduction, gender shapes policies, practices, services and programs throughout the City of Vancouver. Stakeholders, therefore, recommended a similar degree of coordination in the ongoing cycles of strategy and implementation on issues related to gender identity.

## Pillar 4: Communications + Data

### Introduction + Context

There are complex dimensions of gender data collection and both internal and external communications regarding TGV2S people that require specific attention and accommodation. TGV2S people face challenges when filling out forms with gender data that either do not offer options that reflect their gender diversity or lack assurances of privacy and confidentiality when options are available. This results in an invisibility of TGV2S experiences, needs and interests or, alternatively, hypervisibility that can endanger an individual's personal safety. Educating the public about changes related to TGV2S inclusion can increase awareness, empathy and interest while debunking stereotypes. This reduces fear, misconceptions and pushback from the general public, while signaling to TGV2S communities they can trust newly adopted accommodation measures will be resourced and enforced. This increases civic participation and fosters cultures of equity and inclusion.

#### **VPB and VBE Recommendations**

**S11** Introduce gender options on VPB forms for the collection of gender-related data [with the ability to opt out], including categories:

- Woman
- Man
- Transgender
- Gender Variant
- Space for self-identification.

**S12** Develop trans\* and gender variant-inclusive community engagement materials that support all patrons to contribute to fostering respectful and welcoming recreational facilities [including a public awareness campaign].

**S13** Develop materials to indicate to patrons what types of facilities and support are available to be searchable on the VPB website.

**V8** The Board will ensure that counsellors and staff are provided with information, from the district, on support programs or services for students and families.

**V12** The Board is committed to enabling all LGBTTTQ+ students and families to see themselves and their lives positively reflected in the curriculum, through the provision of library and other curricular resources.

**V14** The Board is committed to providing learning resources in languages and in formats easily accessible to ELL students and their families, where possible.

**V15** The Board will acknowledge through its communication to students, staff, and the community that some students live in LGBTTTQ+ families and need to be positively recognized and included as such.

**V16** The Board will ensure that school forms and communications reflect the diversity of sexual orientations and gender identities of students, staff and parents/guardians.

**V18** A student's trans\* status, legal name, or gender assigned at birth may constitute confidential personal information that will be kept confidential.

**V19** In situations where school staff or administrators are required by law to use or to report a trans\* student's legal name or sex, such as for purposes of data collection, school staff and administrators will adopt practices to avoid the inadvertent disclosure of such information.

**V20** Students' rights to discuss and express their gender identity and/or gender expression openly and to decide when, with whom, and how much private information to share will be respected.

Through the leadership of the Communications Department, and in consultation with the LGBTQ2+ Advisory Committee, the City is already in the practice of including expanded gender categories within civic engagement survey tools which provide the following options: Male,

Female, Transgender, Other/None of the above. I identify as: \_\_\_\_\_, and Prefer not to say.

This pillar requires coordination between several City departments, including City Manager's Office and Human Resources/Digital Services and Information Technology Services. There is also ongoing coordination with provincial and federal partners to update and standardize diversified gender categories in databases, collection methods and analysis tools.

#### Summary of Pillar 4 Recommendations

Communications + Data Pillar		
Adapted VPB/VBE Recommendation	Recommendation	Sub-Recommendation
S11, V18, V19, V20	4A. Create and conduct TGV2S Inclusive data collection methods	4Ai. Develop and implement consistent policy and protocol for collecting gender data across all City departments.
		4Aii. Conduct TGV2S inclusive standardized analysis, reporting and application methods.
V8	4B. Develop ongoing, internally-focused communications to promote TGV2S inclusion throughout the City of Vancouver	4Bi. Generate checklist for TGV2S inclusive representations and communications.
		4Bii. Generate protocols and procedures for TGV2S inclusion at City-led and sponsored events.
S12, S13, V12, V14, V15, V16	4C. Develop ongoing, externally-focused communications to promote TGV2S inclusion more broadly throughout the city	4Ci. Create and conduct sustained, iterative campaign with communications and events about TGV2S inclusion in the city.
		4Cii. Share TGV2S inclusion best practices with the City's collaborators and partners.
		4Ciii. Generate ongoing communications to TGV2S communities

#### Additional Input

A substantial volume of additional input was provided by City staff, advisory committees and service providers. This has been organized within Appendix 4 as considerations for action. These may be used at the discretion of City staff who will lead implementation.

## Pillar 5: Community Consultation + Public Partnerships

### Introduction + Context

Embedding thoughtful, strategic uses of ongoing community engagement throughout implementation cycles provides accountability, lived and technical expertise, opportunities for new connections and fresh ideas that together maintains the relevance and momentum of the work. This is vital given the long-term commitment required to institutionalize equity and inclusion work within municipal operations and to shift the culture of cities. The City of Vancouver's *Engaged City Task Force*<sup>2</sup> (CoV 2014d) builds a strong spectrum of participation to include the knowledge and expertise of community members in the decisions that affect their lives.

Consultation methods should span the spectrum to include listening, informing, consulting, involving, collaborating and empowering communities. Priorities for this type of equity work require collaboration and empowerment models that include iterative work undertaken through advisory committees of people directly affected as well as those with technical expertise in systems-change and bureaucratic change management. It also requires multiple methods to survey and engage a broad range of community members at intervals on the directions, activities, outputs and outcomes that emerge in implementation. Annual accountability reports or well-being surveys could provide means to engage members in offering feedback.

### **VPB and VBE Recommendations**

**S18** Identify potential partnership opportunities for programming, education and/or training.

**V9** The Board will ensure that elementary and secondary schools appoint at least one staff person to be a Safe Contact who is able to act as a resource person for LGBTTTQ+ students, staff and families. School administrators will inform students and other staff about the location and availability of this contact person.

**V2** The Board will consult with the Pride Advisory Committee to ensure that policy directions, priorities and implementation of programs and services are consistent with the Sexual Orientation and Gender Identities policy.

**V3** There will be ongoing, constructive and open dialogue with LGBTTTQ+ communities to increase co-operation and collaboration among home, school and the community.

**V4** Administrators, teachers, counsellors, and other staff and student leaders should consult with LGBTTTQ+ students and their designated support groups and take concrete actions to make schools more welcoming, inclusive and safer places.

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<sup>2</sup> The recommendations reflect the Engaged City actions (#1) investing more in 'authentic and high-quality engagement in decision-making' (#5) support face-to-face engagement (#10).

## Summary of Pillar 5 Recommendations

Community Consultation + Public Partnerships Pillar		
Adapted VPB/VBE Recommendation	Recommendation	Sub-Recommendation
V3, V4	5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	5Ai. Conduct consultation on TGV2S inclusion recommendations with TGV2S communities, committees and vulnerable subgroups.
		5Aii. Determine and establish ongoing TGV2S implementation feedback mechanisms.
		5Aiii. Conduct ongoing consultation on TGV2S-specific projects, areas and issues.
N/A	5B. Integrate TGV2S inclusion into all City public consultation sessions and initiatives	5Bi. Conduct ongoing, general consultation initiatives with other equity groups.
		5Bii. Conduct ongoing, general consultation with TGV2S community members.
		5Biii. Include TGV2S community members in ongoing, general consultation initiatives by creating TGV2S inclusive consultation events.
S18	5C. Establish partnerships with TGV2S service providers and organizations	5Ci. Establish partnerships to support implementation.

### Additional Input

A large volume of additional input was provided by City staff, advisory committees and service providers. This has been organized within Appendix 5 as considerations for action. These may be used at the discretion of City staff who will lead implementation.

As an example of the type of information in Appendix 5, stakeholders provide best practices for conducting consultation with vulnerable TGV2S populations that may face economic challenges which prevent their participation in civic consultation processes. Such considerations include:

- Host regular open houses with food and ceremony for TGV2S community members regarding decisions that affect their lives in locations where these community members feel comfortable and at ease (e.g., service providers, community markets, Carnegie Centre).
- Consider paid community council models when working with TGV2S youth and those engaged in sex work, street work and street living to foster community resilience and create leadership and employment opportunities.
- Credit TGV2S individuals for the knowledge that informs the policy similar to academic credit without outing people.
- Hold up and celebrate TGV2S youth and Elders, including record and transfer of knowledge regarding history.

## DETAILED RECOMMENDATIONS + SUB-RECOMMENDATIONS

Pillar 1: Public Space, Facilities + Signage	
1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	1Aii. Apply TGV2S Inclusion Guidelines to current projects underway or planned with ongoing, iterative input from representatives on advisory bodies.
	1Aiii. Provide supporting documentation and information sessions to City departments, satellite bodies, and committees on TGV2S Inclusion Guidelines, including their rationale and importance.
1B. Identify and implement additional opportunities for aligning all City-owned building with TGV2S Inclusion Guidelines	1Bi. Apply City's TGV2S Inclusion Guidelines as design specification for washrooms and change rooms minimum standards with tenants and commercial developers.
1C. Leverage City's role and influence over entities not owned or operated by the City	1Ci. Amend bylaw(s) to encourage increased numbers of Universal washrooms at all occupancy levels.
	1Cii. Sharing best practices with key consultants, professional organizations and educational institutions.
Pillar 2: Programs + Services	
2A. Create TGV2S-specific programs and services	2Ai. Housing- Leverage City land and development processes to pilot TGV2S-focused supportive housing in 1-2 new housing developments.
	2Aii. Community Services- Phase in TGV2S inclusion into the City funding priorities in consultation with community stakeholders on the programs + services that will best serve TGV2S community members.
	2Aiii. Direct Services- Pilot outreach workers to serve the most marginalized TGV2S community members.
2B. Integrate TGV2S inclusion into all existing programs and services	2Bi. Grants- Phase in TGV2S inclusion into the City funding priorities for direct, arts + culture and childcare services.
	2Bii. Toolkits- Create TGV2S 5 Pillars toolkits for City staff.
	2Biii. Share best practices learned including TGV2S 5 Pillar toolkit with City-contracted and funded organizations.
Pillar 3: Human Resources	
3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	3Ai. Create a staff position to lead the coordination of internal cross-departmental TGV2S inclusion implementation and coordinate external events with community and government partners.
	3Aii. Identify and dedicate departmental staff to lead and coordinate TGV2S inclusion within departments.
3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	3Bi. Expand and update EEO policies to include TGV2S population.
	3Bii. Utilize a phased approach to prioritize TGV2S inclusion in-person competency training.



3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	3Ci. Support TGV2S employees in the workplace.
	3Cii. Position the City of Vancouver as an Employer of Choice for TGV2S applicants.
<b>Pillar 4: Communications + Data</b>	
4A. Create and conduct TGV2S inclusive data collection methods	4Ai. Develop and implement consistent policy and protocol for collecting gender data across all City departments.
	4Aii. Conduct TGV2S inclusive standardized analysis, reporting and application methods.
4B. Develop ongoing, internally- focused communications to promote TGV2S inclusion throughout the City of Vancouver	4Bi. Generate checklist for TGV2S inclusive representations and communications.
	4Bii. Generate protocols and procedures for TGV2S inclusion at City-led and sponsored events.
4C. Develop ongoing, externally- focused communications to promote TGV2S inclusion more broadly throughout the city	4Ci. Create and conduct sustained, iterative campaign with communications and events about TGV2S Inclusion in the city.
	4Cii. Share TGV2S inclusion best practices with the City's collaborators and partners.
	4Ciii. Generate ongoing communications to TGV2S communities
<b>Pillar 5: Community Consultation + Public Partnerships</b>	
5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	5Ai. Conduct consultation on TGV2S inclusion recommendations with TGV2S communities, committees and vulnerable subgroups.
	5Aii. Determine and establish ongoing TGV2S implementation feedback mechanisms.
	5Aiii. Conduct ongoing consultation on TGV2S-specific projects, areas and issues.
5B. Integrate TGV2S inclusion into all City public consultation sessions and initiatives	5Bi. Conduct ongoing, general consultation initiatives with other equity groups.
	5Bii. Conduct ongoing, general consultation with TGV2S community members.
	5Biii. Include TGV2S community members in ongoing, general consultation initiatives by creating TGV2S inclusive consultation events.
5C. Establish partnerships with TGV2S service providers and organizations	5Ci. Establish partnerships to support implementation.

## **RECOMMENDATIONS FOR VANCOUVER POLICE DEPARTMENT**

### **Introduction + Context**

The Vancouver Police Department chose to accept an invitation from the City of Vancouver to participate in this process. Since the fall of 2015, the VPD has been working in partnership with the LGBTQ2+ Advisory Committee, community organizations and community members to begin to address TGV2S inclusion. They have already begun the process to form their own VPD LGBTQ2+ advisory committee. At the time of the consultation, the VPD was finalizing the creation of an awareness video and policy updates. The recommendations and considerations for action presented are based on discussions with VPD subject matter experts.

Due to the short timeline presented to the VPD, the following has not been vetted by the VPD's Executive or the Vancouver Police Board. The following should be considered for further review and study as to the feasibility of each recommendation. City Council can support the following recommendations and considerations in spirit, but approval and direction would be the purview of the VPD Executive and Vancouver Police Board if presented to them by the participating subject experts.

The recommendations use the City of Vancouver Recommendations to organize VPD specific sub-recommendations and considerations for action.

## Summary of VPD Recommendations

Adapted VPB/VBE Recc	CoV Recommendation	VPD Recommendation
Pillar 1: Public Spaces, Facilities + Signage		
✓	1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	VPD-1Bi. Update single stall washroom signage.
Pillar 2: Programs + Services		
✓	2B. Integrate TGV2S-inclusion into all existing programs and services	VPD-2Bi. Update guidelines on interacting with TGV2S community members.
		VPD-2Bii. Update procedure, jail manual.
		VPD-2Biii. Update search guidelines.
		VPD-2biv. Incorporate a trauma-informed response lens in TGV2S interactions.
Pillar 3: Human Resources		
✓	3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	VPD-3Ai. Consider a full time LGBTQ2+ Constable Position.
		VPD-3Aii. Identify and dedicate departmental staff leads.
✓	3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	VPD-3Bi. Expand HR policies to include TGV2S population.
		VPD-3Bii. VPD developing a full-day curriculum and identifying subject matter experts to assist with the training on TGV2S issues and challenges to 700 officers.
✓	3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	VPD-3Ci. Support TGV2S employees in the workplace.
		VPD-3Cii. Position the VPD as an Employer of Choice for TGV2S applicants.

Pillar 4: Communications + Data		
✓	4A. Create and conduct TGV2S inclusive data collection methods	<p>VPD-4Ai. Consider adopting the Vancouver Park Board standard of gender categories wherever VPD collects gender data:</p> <ul style="list-style-type: none"> <li>○ Woman</li> <li>○ Man</li> <li>○ Transgender</li> <li>○ Gender Variant</li> <li>○ I Identify As</li> </ul> <p>Allow as optional, and check all that apply</p>
		VPD-4Aii. Introduce privacy measures around disclosure.
		VPD-4Aiii. Analyze gender data.
Pillar 5: Community Consultation + Public Partnerships		
✓	5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	VPD-5Ai. Consult with communities on implementation.
✓	5C. Establish partnerships with TGV2S service providers and organizations	VPD-5Aii. Create partnerships for training purposes.

## Additional Input

A large number of additional input was provided by VPD staff, advisory committees and service providers. This has been organized within Appendix 7 as considerations for action. These may be used at the discretion of VPD staff who will lead implementation.

## RECOMMENDATIONS FOR VANCOUVER PUBLIC LIBRARY

### Introduction

The Vancouver Public Library chose to accept an invitation from the City of Vancouver to participate in this process. In the last year, the VPL has been working to address TGV2S inclusion, especially in consideration of washroom signage changes. While City Council can approve the following recommendations in spirit, approval and direction would be the purview of the VPL Board.

### Summary of VPL Recommendations

Adapted VPB/VBE Recc	CoV Recommendation	VPL Recommendation
<b>Pillar 1: Public Spaces, Facilities + Signage</b>		
✓	1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	VPL-1Ai. Apply TGV2S Inclusion Guidelines to current projects underway or planned with ongoing, iterative input from representatives on advisory bodies.
<b>Pillar 2: Programs + Services</b>		
✓	2A. Create TGV2S-specific programs and services	VPL-2Ai. Create TGV2S-specific resource guide. VPL-2Aii. Undertake TGV2S-specific events.
✓	2B. Integrate TGV2S inclusion into all existing programs and services	VPL-2Bi. Prepare library staff, spaces and events to include TGV2S patrons in all existing events and programs. VPL-2Bii. Update library cataloguing system.
<b>Pillar 3: Human Resources</b>		
✓	3A. Dedicate staff resources to lead and coordinate TGV2S inclusion at each branch	VPL-3Ai. Identify and designate Champion/Safe Contact(s) at each branch.
✓	3B. Create TGV2S inclusive policy and ongoing and iterative competency training	VPL-3Bi. Expand and update policies to include gender identity and expression. VPL-3Bii. Utilize a phased approach to prioritize TGV2S inclusion in-person competency training.

✓	3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	VPL-3Ci. Support TGV2S employees in the workplace.
		VPL-3Cii. Position the VPL as an Employer of Choice for TGV2S applicants.
Pillar 4: Communications + Data		
✓	4A. Create and conduct TGV2S inclusive data collection methods	VPL-4Ai. Develop and implement consistent policy and protocol for collecting gender data across all departments.
✓	4B. Develop ongoing, internally-focused communications to promote TGV2S throughout VPL	VPL-4Bi. Generate checklist for TGV2S representations and communications.
✓	4C. Develop ongoing, externally-focused communications to promote TGV2S inclusion across library branches	VPL-4Ci. Create and conduct sustained, iterative campaign with communications and events about TGV2S inclusion at the VPL.
Pillar 5: Community Consultation + Public Partnerships		
✓	5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	VPL-5Ai. Conduct consultation on TGV2S inclusion recommendation with TGV2S communities.
		VPL-5Aii. Conduct ongoing consultation on TGV2S-specific events and programs.
	5B. Integrate TGV2S inclusion into all library public consultation sessions and initiatives	VPL-5Bi. Conduct ongoing, general consultation with TGV2S community members.
✓	5C. Establish partnership with TGV2S service providers and organizations	VPL-5Ci. Establish partnerships to coordinate on library programs, services and outreach and invitation for library events and consultation sessions.

## Additional Input

Additional input was provided by VPL staff, advisory committees and service providers. This has been organized within Appendix 8 as considerations for action. These may be used at the discretion of VPL staff who will lead implementation.

## KEY SUCCESS FACTORS FOR IMPLEMENTATION

### Introduction

Implementation of recommendations begins with laying out a coordinated path forward. There are implications for resourcing, communications, coordination and sequencing to achieve successful implementation and maintain momentum towards building trust and relationships with TGV2S communities. This section is intended to provide considerations for an initial framework for developing a detailed implementation plan informed by the lessons learned from the VPB and VBE. They establish foundations for implementation that prepare the City to be more inclusive of its TGV2S residents.

### Lessons Learned from VPB + VBE

The VPB and VBE each have 1 to 2 years' experience implementing TGV2S inclusion measures within their respective organizations. These experiences provide important insights into the direction, sequencing and critical components to ensure successful introduction and integration of TGV2S inclusion for the City's consideration in moving forward. These essential ingredients for success include:

1. **Dedicated resources:** Full-time staff and allocated line item in budget.
2. **Interdepartmental Coordination:** Early and iterative.
3. **Coordinated Communications:** Established timelines for getting internal and external buy-in as well as media coaching for elected officials.
4. **Advisory Committee:** Realistic and adaptive advising in coordination with TGV2S committee members.
5. **Staff Competency Training:** Ongoing and empathy-based education to prepare spaces and services for TGV2S inclusion.
6. **Maintaining momentum:** Accountability measures and report back to TGV2S communities.

### Dedicated Resources

VPB and VBE staff emphasized the need for full-time, dedicated staff to oversee and coordinate the implementation of the TGV2S recommendations and policies. There is currently a 0.35 full-time position at VPB and 0.6 full-time position at VBE. With the current staffing levels, staff are challenged by the volume of work and complexity of issues related to implementation of TGV2S recommendations and policies.

Also, there are best practices in other municipalities, such as Toronto's Equity, Diversity and Human Rights division, that include a team of staff that collectively handles the broad range of

equity issues, including TGV2S matters (CoT 2014 and CoT 2016). Such best practices are worth considering when dedicating staff resources.

Additionally, VPB and VBE staff emphasized the importance of defining and determining budgets for resourcing TGV2S recommendations, including capital costs and processes. The longevity and sustainability of the TGV2S recommendations is ensured through the inclusion of these costs as line item(s) within annual budgets. Where budgets are limited, it is important to prioritize strategically and communicate changes in priority in order to manage expectations.

#### Interdepartmental Coordination

VPB and VBE staff also noted that coordinating interdepartmental collaboration from the outset improves mutual understanding about needs, interests, unforeseen limitations and dependencies related to sequencing and budgets. There is a need to co-create materials (such as toolkits and training manuals), communication messages, space configurations, signage and processes in an iterative manner to allow for each department to combine their technical expertise with TGV2S lived experience in a mutually beneficial manner.

It is valuable to map out the interdependent review and approval processes needed for specific tasks and activities that could create major delays or roadblocks to effective implementation of recommendations. It is recognizing there are multiple internal and external stakeholders (e.g., advisory committees, employee groups, supervisors and general managers) that need to provide their input, vet and/or sign-off on changes before they are integrated. For example, getting on committee meeting agendas for input can take several months. The implementation timeline needs to account for development, review and interdependencies of the implementation tasks among multiple parties.

The VPB and VBE staff also identified the need for research to support recommendations and policies, so that they are evidenced-based. Best practices and experiences of other municipalities, which are ever emerging as this issue gains widespread attention and recognition, are important to access to avoid re-inventing the wheel.

#### Coordinated Communications

Change management requires coordinated communications in order to help the general public and media understand the objectives and nature of change. The VPB and VBE noted the importance of providing Commissioners and Trustees with media coaching and support to build understanding and confidence. This is particularly critical for instances of when the subject gains broad media attention, questions about progress arise and when public pushback occurs.



### Steering and Advisory Committees

Steering and advisory committees represent a pivotal mechanism for guiding the work of implementation. Given the significant volume and complexity of the work, it is important that the role of the committee be carefully defined as advising on implementation rather than directly enacting the recommendations. The collaborative nature of the VPB Trans\* and Gender Variant Inclusion (TGVI) Steering Committee with a blend of staff and TGV2S members was seen as particularly valuable and informative. That is, staff came to a deeper understanding of unique TGV2S interests and needs and TGV2S community members increased their knowledge of the opportunities and limitations of institutional change.

The staff and committee members reflected on the appointments of TGV2S members to committees and offered two important criteria. There is a need to select members based on a diversity of TGV2S lived experiences to represent and highlight the unique and common challenges with corresponding solutions. In addition, some members should have a working understanding of change management within bureaucratic institutions (as a unique skill set different from other forms of activism). It was further suggested to create intentional mentorship and capacity building for those members who provide critical TGV2S expertise from their lived experiences; however, are unfamiliar with bureaucratic structures and processes.

### Staff Competency Training

VPB and VBE staff reflected on the need for internal forms of TGV2S competency training as well as public education to precede messaging to TGV2S community members that these institutions are inclusive and welcoming. VPB and VBE staff both strongly recommended this work be done to prepare spaces, programs and services early and on an iterative basis. Best practices included conducting training within homogeneous work groups and training managers apart from their employees. Furthermore, the VPB and VBE staff underscored the importance of developing empathy among staff by tying the TGV2S recommendations to lived experiences through storytelling and videos.

### Maintaining Momentum

A key lesson learned from VPB and VBE relates to maintaining momentum of the TGV2S inclusion recommendations and policies. Often there is initial high levels of attention, resourcing and intensive efforts to commence implementation. However, as the implementation work shifts to less visible and longer-term objectives, the initial enthusiasm and energy surrounding the measures fades. Differences in understanding around pacing and progress may surface as the work appears to slow. Institutional realities and limitations emerge and communications may lag. Maintaining implementation momentum becomes instrumental to the objectives of making the City more TGV2S inclusive. As such, sustaining and demonstrating commitment throughout the different life cycles and stages of implementation is key.

## Implementation Framework

### Introduction

Echoing the lessons learned from the VPB and VBE, this section proposes three critical components to inform and initiate the City's implementation planning process, including internal and external coordination as well as reporting back on progress. In particular, **internal coordination** should occur between departments led by dedicated staff and sharing of best practices with satellite bodies. Also important is **external coordination** with advice on the implementation of these recommendations in partnership with the LGBTQ2+ Advisory Committee, key TGV2S service providers, and coordination with relevant provincial and federal agencies. Finally, **report on progress** could include the development of progress measures with input from internal and external stakeholders which could be collected with input from wellbeing surveys and reported annually.

### Internal Coordination Among City Departments + Satellite Bodies

It is recommended as a consideration for action that a full-time, dedicated staff (Recommendation 3Ai) would provide oversight and coordination of the implementation process. It is important that the dedicated staff who could be hired have extensive TGV2S experience and demonstrated experience with change management in bureaucracies. This allows the staff person to best translate and prioritize the areas where community members' lived experiences and advocacy experience is most valuable advising. The dedicated staff would also identify areas of high impact, low clarity or most diversity of opinion within communities in order to engage in further consultation and clarification with the advisory committees. The dedicated staff could also coordinate the work of the departmental staff champions. As part of developing the implementation plan, the dedicated staff could map out the interdepartmental coordination within and across pillars in order to move the work forward.

Assigning lead departments for each of the pillars (as suggested in Table 3) is an important initial step in ensuring the sustainability of the implementation plan. Within each department, the City may consider identifying staff champions to lead and undertake pillar-specific work or delegate to other staff to ensure progress towards and/or completion of tasks related to recommendations. Based on lessons learned from VPB and VBE, it is also important to determine the sequence of necessary sign-offs, including specific personnel and timing. This role would also coordinate regular reports to the City Manager and City Council.

**Table 3. Suggested Department Leads per Pillar**

Pillar	Suggested Lead Department(s)
Public Space, Facilities + Signage	REFM
Programs + Services	Community Services + Housing
Communications + Data	City Manager's Office, Digital Services + IT
Human Resources	Human Resources + EEO
Community Consultation + Public Partnerships	Planning, Community Services + Communications

Satellite bodies (such as VPL, VPD, VPB and VBE) have their own set of recommendations, however, there is an interest and need for mutual support and collaboration across these civic bodies. This will support consistency and standardization of services, operations and spaces across the city as well as to share best practices and avoid “reinventing the wheel.” While they are governed and organized independently, typically residents do not see or experience these organizations as distinct. Thus, TGV2S residents expect consistency of facilities, services, policies and processes across all civic bodies.

#### Coordination with External Stakeholders

Besides coordination among City departments and satellite bodies, successful implementation relies on coordinating with a range of external stakeholders. It is suggested that the dedicated staff develop a comprehensive list of external stakeholders, starting from the stakeholders identified in this report, and lay out how they can be integrated into the implementation activities and timelines. Mapping exercises may be useful to determine the direction and types of information (see example in Figure 2).

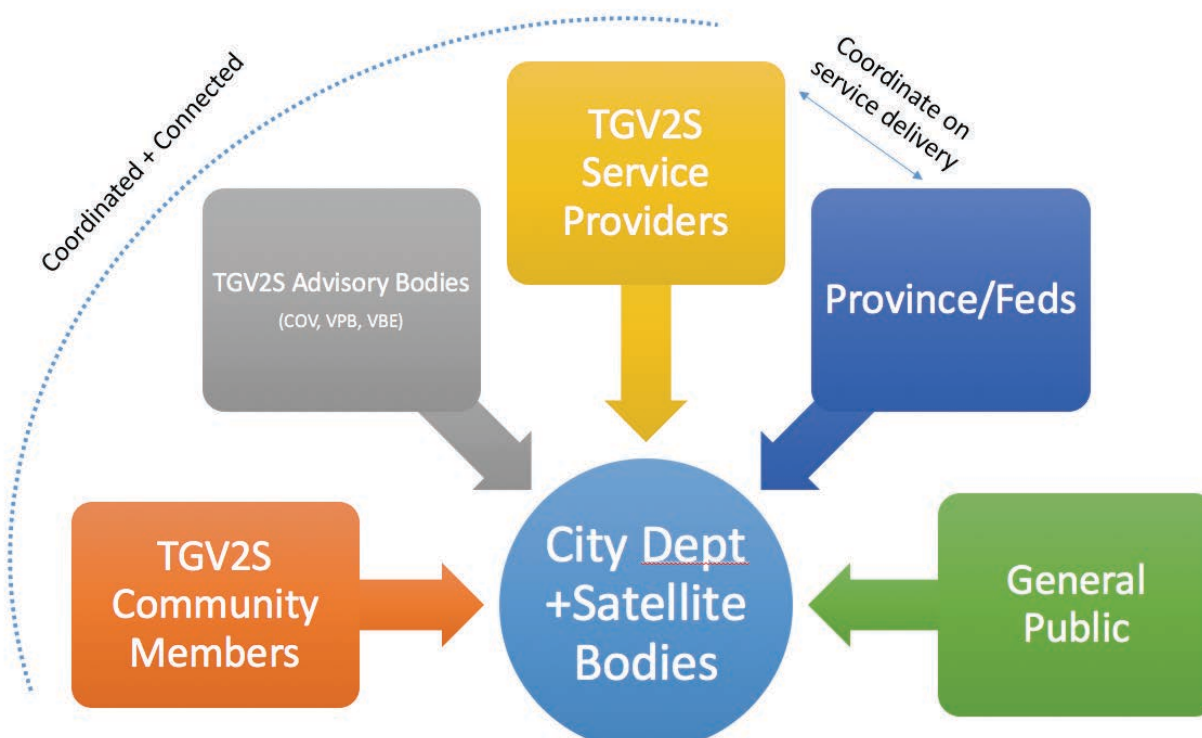
The VPB and VBE have benefited from dedicated and ongoing input and guidance during the implementation process through various committee structures. Given the high volume and complex nature of the recommendations provided in this report, the City would also be well served to continue to consult and coordinate with the City’s LGBTQ2+ Advisory Committee, TGV2S service providers and community members and City staff from each department to discuss and advise on the implementation plan. Liaisons from the VPB TGV Inclusion Steering Committee and the VBE Pride Committee could also be invited for consultation to ensure consistency and standardization across all civic bodies.

Intentional collaboration with TGV2S service providers in the implementation efforts is considered a valuable asset to the City by virtue of their connection and service to TGV2S communities as well as their existing relationships with provincial and federal agencies.

Furthermore, there are multiple areas of overlap between the City and interjurisdictional partners. This requires an additional layer of implementation coordination in order to harmonize

service provision development and resourcing as well as data collection across provincial and federal jurisdictions to reduce harm to TGV2S people. Priorities include updating non-invasive, privacy-secure data collection methods with standard expanded gender categories, developing and resourcing critical needs services that include housing, childcare and education, treatment and mental wellness. Interjurisdictional partners could include, but are not limited to, Vancouver Coastal Health, Trans Care BC, First Nations Health Authority, BC Housing, BC Ministry of Education, Statistics Canada and federal housing bodies.

**Figure 2. Sample of Coordination with External Stakeholders Mapping Exercise**



### Report On Progress

One way of addressing a key lesson from VPB and VBE is to establish a common understanding of progress and what success looks like to both internal and external stakeholders. This may entail developing an accountability framework, community scorecard or other types of progress metrics and measures in order to know when implementation of recommendations is on or off target. As part of the committee charrette, advisory committee members reflected on what success would look and feel like to them. These and other measures are included in Table 4 for the City to consider for collecting, tracking and reporting measures of success.

The City could also consider developing and conducting an annual TGV2S well-being survey to collect information relevant to the community-based measures of success. This could commence with establishing a baseline (before implementation of TGV2S recommendations) as a way to track subsequent changes to quality of life and addressing TGV2S-specific challenges based on implementation of TGV2S recommendations. The survey could be developed with input from advisory committees and/or align with questions developed in other TGV2S research across Canada (e.g., Trans Pulse in Ontario).

Finally, the City should consider reporting on the results of the well-being survey and other measures of success on an annual basis. Regular updates to TGV2S communities is key to keep them apprised of progress, reasons for delays and points of celebration and accomplishments. These efforts are crucial to maintaining momentum and building trust. These messages and communications can be co-crafted in collaboration with the advisory committees.

**Table 4. Potential Measures of Success for Consideration**

Pillar	Potential Measure of Success
Public Space, Facilities + Signage	<ul style="list-style-type: none"> <li>• Universal single stall available in all civic buildings.</li> <li>• Increased number of signage with function-based icons in facilities.</li> </ul>
Programs + Services	<ul style="list-style-type: none"> <li>• Increased numbers of TGV2S residents accessing programs and services.</li> <li>• Eliminate TGV2S homelessness.</li> </ul>
Human Resources	<ul style="list-style-type: none"> <li>• Desired outcomes from TGV2S competency training for city staff: <ul style="list-style-type: none"> <li>◦ Staff move beyond the gender binary of man and woman.</li> <li>◦ Staff make no or fewer gendered assumptions based on appearance and voice.</li> <li>◦ Staff realize that TGV2S inclusion is good for all because it eliminates restrictive gender norms.</li> </ul> </li> <li>• Increased recruiting and hiring of TGV2S people as city, library, and police staff.</li> </ul>
Data + Communications	<ul style="list-style-type: none"> <li>• Standardization and consistency of expanded gender options on all forms throughout the city.</li> <li>• Harmonization with provincial and federal jurisdictions.</li> </ul>
Community Consultation + Public Partnerships	<ul style="list-style-type: none"> <li>• Increased TGV2S participation in public consultation.</li> <li>• Sustainable committees to connect with affected TGV2S people.</li> </ul>
General - Increase in quality of life and experience	<p>TGV2S people could trust they will not have to worry about gender when navigating public spaces and/or programs. This means the City would have TGV2S competent staff that understand their needs, embrace their presence, and not deny access to programs or spaces based on gender. Events would be prepared and conducted with TGV2S consideration and accommodation. Also, TGV2S residents would not need to provide explanations of their identities and/or needs, they would already be considered and factored in. TGV2S residents are seen as an asset to the city because of their unique gifts, insights, and contributions.</p>

## Closing Comments

This report provides guiding principles and pillar-specific recommendations combined with an implementation framework prioritized and sequenced by Quick Starts. The City has an opportunity to confidently and boldly lead the way to ensure TGV2S inclusion as a standard practice and approach in civic facilities, operations and programs, and to inspire similar changes across Canada and internationally. The recommendations will go beyond addressing real and persistent challenges and barriers TGV2S people face, they will benefit all Vancouver residents. The City will model a society in which gender diversity is not only celebrated but is valued as an asset for innovative and nuanced solutions.

## APPRECIATIONS

This report is possible through the tremendous contributions of many dedicated and passionate City of Vancouver staff, TGV2S individuals and allies. Immense gratitude to all those who participated in the stakeholder consultation.

Representative staff members from the following:	LGBTQ2+ Advisory Committee, City of Vancouver Kirsten Anderson Hélène Frohard-Dourlent Jen Robertson Rachael Steele, Co-chair Chase Willier
City of Vancouver Departments Access to Information City Clerk City Manager's Office City Studio Community Services Corporate Communications Cultural Services Digital Strategy + IT Engineering Equal Employment Opportunity Program Fire + Rescue Services Housing Human Resources Planning + Development Protocol + External Relations Real Estate + Facilities Management Social Amenities	Pride Advisory Committee, Vancouver Board of Education Hélène Frohard-Dourlent Stephanie Lofquist, Staff Liaison
Vancouver Board of Education	TGV Inclusion Steering Committee, Vancouver Park Board Dora Ng Kira Yee
Vancouver Park Board	Broadway Youth Resource Centre Jocelyn Helland, Acting Assistant Director
Vancouver Police Department	PACE Society Brenna Bezanson, Communications Coordinator
Vancouver Public Library	Peak House James Kelly, Executive Director
Designer Jasper Murphy	Canadian AIDS Society Sandy Lambert
	Qmunity Ayesha Kanani, Youth Worker
	Trans Care BC Lorraine Grieves, Program Director

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## APPENDIX 1 – CONSIDERATIONS FOR ACTION: PILLAR 1

### Summary of Pillar 1 Recommendations + Considerations for Actions

Public Space, Facilities + Signage Pillar		
Recommendation	Sub-Recommendation	Considerations for Action
1A. Continue constructions and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	1Aii. Apply TGV2S Inclusion Guidelines to current projects underway or planned with ongoing, iterative input from representatives on advisory bodies.	Current projects include planning, designing, constructing and programming for 17 Social Facilities, 4 Community Centres, 4 Parks, 3 Recreation, 2 Library, 2 Fire, and 5 others projects. [See table below for more details]
	1Aiii. Provide supporting documentation and information sessions to City departments and satellite bodies and committees on TGV2S Inclusion Guidelines, including their rationale and importance.	<p>Develop information tools that communicate and provide guidance around accessibility and TGV2S inclusion.</p> <p>Conduct information sessions with City departments and satellite bodies on TGV2S Inclusion Guidelines.</p> <p>Embed TGV2S Inclusion Guidelines to existing committees and processes (e.g., Capital Plan, CoV/VBE Committee, Code Review Process, Public Benefits Committee, Municipal Partnership Assessment Management Group).</p>
1B. Identify and implement additional opportunities for aligning all City-owned building with TGV2S Inclusion Guidelines	1Bi. Apply City's TGV2S Inclusion Guidelines as design specification for washrooms and change rooms minimum standards with tenants and commercial developers.	<p>Include City's TGV2S Inclusion Guidelines in all tenant improvements and requirements for leased spaces within City-owned buildings.</p> <p>Include City's TGV2S Inclusion Guidelines for all developments in City of Vancouver, through the City permitting process.</p>
1C. Leverage City's role and influence over entities not owned or operated by the City	1Ci. Amend bylaw(s) to encourage increased numbers of Universal washrooms at all occupancy levels.	Possible pathways include the Building and/or Zoning and Development Bylaws.
	1Cii. Sharing best practices with key consultants, professional organizations and educational institutions.	<p>Conduct information sessions with architectural consultants to present TGV2S Inclusion Guidelines, including rationale and importance.</p> <p>Provide presentations and/or course content for Architectural Institute of BC and Interior Design Institute of BC.</p>

## List of Projects Underway or Planned

REFM has demonstrated strong and early leadership within the City, modeling creative and collaborative problem solving in partnership with TGV2S community members. They understand and appreciate facilities as sites of human rights (both in terms of violations as well as self-determination) and the importance of developing supportive and inclusive spaces with a diversity of options for different circumstances and needs. The dedication demonstrated by REFM has led to quick scaling of TGV2S Inclusion Guidelines in projects underway and planned across the city, which are summarized in the table that follows.

Type of Project	Name of Project	Type of Facility	Type of Amenity	Status
<b>New Facility</b>	Childcares on Parkades	Social Facility - Childcare	74 spaces	In project planning phase
<b>New Facility</b>	Lord Nelson Childcare	Social Facility - Childcare	69 spaces	Design/documents 75% complete
<b>New Facility</b>	Childcare at 1398 Richards Street	Social Facility - Childcare	37 spaces	In construction
<b>New Facility</b>	Childcare at 10 <sup>th</sup> and Maple Street	Social Facility - Childcare	37 spaces	In construction
<b>New Facility</b>	Family place and childcare at 8175 Cambie Street	Social Facility - Childcare	37 spaces	In construction
<b>Facility Renewal</b>	Roddan Lodge / Evelyn Saller Centre	Social Facility - Housing		In design phase
<b>Facility Renewal</b>	Britannia Community Centre	Community Centre		Commencing Master Planning phase
<b>Addition to Existing Facility</b>	Killarney Seniors Centre	Community Centre		DP application pending
<b>Minor Renovations</b>	Aquatic Centre	Community Centre	Accessible Change Room Upgrades	Building Permit Pending
<b>New Facility</b>	Oakridge Civic Centre	Community Centre	69 spaces of childcare, Community Centre, Library, Seniors Centre	Programming complete, in schematic design

<b>New Facility</b>	Artist Studios at 1265 Howe Street	Artist Studios	16 studios	In construction
	Fire Hall 17	Fire		Commencing design phase
	Fire Hall 5	Fire	31 Family Housing Units	Demo underway. Construction commencing in August
	Social housing at 933 E Hastings	Social Facility - Housing	70 housing units	In construction
	Social Service Centre at 1107 Seymour	Social Facility - Housing	81 housing units	In construction
	Social housing at 95 E 1 <sup>st</sup> Avenue	Social Facility - Housing	125 housing units	In construction
	Social housing at 1177 Jervis Street	Social Facility - Housing	27-28 housing units	In detailed design
	Social housing at at Arbutus Centre 4255 Arbutus Street	Social Facility - Housing	100 housing units	In detailed design
	Strathcona Library	Library-Housing	Oversight	Nearing completion
<b>Expansion</b>	Library Square	Library		In design
	Marpole Place Upgrades	Social Facility		In design phase
<b>New Facility</b>	Mosaic Adult Learning Centre	Social Facility		In construction
<b>New Facility</b>	Collingwood Neighborhood House Annex	Social Facility		In construction
	Childcare at Marine Gardens 445 SW Marine Drive	Social Facility	37 spaces	In design development
<b>New Facility</b>	Neighborhood House and Adult Day Centre at Arbutus Centre 4255 Arbutus Street	Social Facility		In rezoning
<b>New Facility + Renewal</b>	Neighborhood House at Little Mountain, Childcare, and Housing	Social Facility - Housing, Childcare	69 spaces of childcare and 48 housing units	In schematic design
<b>Facility Renewal</b>	City Archives move to 6-7 Library Square	Library + Archives		In programming/planning
	3 <sup>rd</sup> Beach	Parks	Washroom Upgrades	Commencing design phase

	Lumberman's Arch	Parks	Washroom Upgrades	Commencing design phase
	Falaise	Parks	Washroom Upgrades	Commencing design phase
	Jonathan Rogers	Parks	Washroom Upgrades	Commencing design phase
	VAG North Plaza Redevelopment	Plaza		Commencing construction phase
<b>Renovations</b>	Sports Field Amenity Upgrades	Recreation	Washrooms	2 complete, 2 nearing completion, 1 commencing construction
	Golf Course Washrooms	Recreation	Single use waterless	In design phase
	Garden Auditorium (PNE)	Recreation	Washroom Upgrades	Commencing design phase
	Marine Gateway Cycling Facilities	Active Transportation		In construction
	Other major projects and rezonings underway: Pearson, Langara Gardens, Bus barns, EFL	Other		Schematic design and CAC negotiation

## DTES Washroom Working Group Model

The Downtown Eastside Washrooms Working Group has also considered and developed inclusive practices and policies for their washrooms and spaces, which were informed and adapted from the VPB recommendations:

- **Safe inclusive washrooms**
  - Washrooms have inclusive signage for TGV2S individuals (with accompanying access for all policy)
  - Function-based icons are used on signage, as opposed to gender figures
  - Stall doors have minimal gaps on the sides to allow for maximum privacy
  - Facility has at least one universal, accessible single-user washroom
  - Washrooms are located close to front door, allowing easy access for everyone, eliminating need to walk through a perceived unsafe space
- **Safe inclusive spaces**
  - Written protocol for washroom staffing
  - Protocol/procedures/guidelines that defines how often washrooms are checked and role of monitor
  - Post washroom use/monitoring
  - Peer worker Washroom Monitor positions provide washroom monitoring
  - Staff/Peer Workers receive training on access for all policies and TGV2S issues and needs
  - Staff training on how to help clients out of the washroom, away from mirrors

## APPENDIX 2 – CONSIDERATIONS FOR ACTION: PILLAR 2

### Summary of Pillar 2 Recommendations + Considerations for Action

Programs + Services Pillar		
Recommendation	Sub-Recommendation	Considerations for Action
2A. Create TGV2S-specific programs and services	2Ai. Housing- Leverage City land and development processes to pilot TGV2S-focused supportive housing in 1-2 new housing developments.	Consider bringing together TGV2S experienced housing operators (BYRC, RainCity, Peak House), interested housing operators developing new housing sites (UNYA, VNHS), government partners (BC Housing, VCH, Trans Care BC) and youth stakeholders to explore how to leverage City land and development processes to create 1-2 TGV2S-specific supportive housing pilots for TGV2S youth.
	2Aii. Community Services- Phase in TGV2S inclusion into the City funding priorities in consultation with community stakeholders on the programs + services that will best serve TGV2S community members.	Consider updating City priorities to include TGV2S populations and reflect that in guidelines, assessments, checklists and evaluations, especially Direct Services and Childcare.  Consider conducting further consultation with community members, government partners (VCH, Trans Care BC) and service providers on services for the most marginalized TGV2S communities.
	2Aiii. Direct Services- Pilot outreach workers to serve the most marginalized TGV2S community members.	Consider funding two multi-year paid TGV2S outreach worker positions based out of already TGV2S competent organizations such as RainCity, BYRC, PACE or Peak House, ideally one with working with experiential sex work organizations and one with experiential work in Aboriginal services to: • Provide counselling, advocacy and referral support • Provide on-call TGV2S guidance and conduct trainings with service providers
2B. Integrate TGV2S inclusion into all existing programs and services	2Bi. Grants- Phase in TGV2S inclusion into the City funding priorities for direct, arts + culture and childcare services.	Consider updating City priorities to include TGV2S populations and reflect that in guidelines, assessments, checklists and evaluations for all grants programs.  Consider providing subsidies for: • Rental subsidies for TGV2S people • Meeting space at community centres, facilities and libraries to TGV2S service providers
	2Bii. Toolkits- Create TGV2S 5 Pillars toolkits for City staff.	Consider adapting TGV2S 5 Pillars framework into toolkits and explore partnerships with TGV2S service providers and communities to assist in development.  Facilitate a process to determine requirements for TGV2S inclusion in the Housing Operators Framework.
	2Biii. Share best practices learned including TGV2S 5 Pillar toolkit with City-contracted and funded organizations.	Consider piloting a trauma-informed 5 Pillar TGV2S competency training for Housing Operators Framework.

## Additional Considerations

The remainder of this appendix synthesizes innovative and valuable suggestions that emerged from the consultations with TGV2S service providers. These may be used at the discretion of City staff who will lead implementation.

### Housing Services

The Vancouver's Housing and Homelessness Strategy contains priority actions that directly address critical needs in the TGV2S community. The Housing and Homelessness Strategy's most relevant Priority Actions include:

- **Priority Action 1i.** Optimize the City's use of land, capital grants, incentives, and other resources to lever and support housing partnerships
- **Priority Action 2ii.** Target low barrier shelter, supportive housing and social housing:
  - in neighbourhoods with significant homeless populations and limited capacity, and;
  - to specific populations (e.g. youth, urban Aboriginal, mentally ill, women, etc.)
- **Priority Action 3i.** Enhance support to renters
- **Priority Action 3ii.** Strengthen the focus of the Urban Health Initiative on homelessness, with an emphasis on improving health, safety, food security, employment, and social supports

### Housing Consultations

The initial consultation with service providers and advisory committee members yielded high degrees of specialized knowledge on barriers and best practices regarding access to shelters, SROs and supportive housing. Their recommendations offered innovative approaches to supportive housing for TGV2S youth during critical periods of vulnerability. One of the most strategic approaches would combine a youth-led charrette on potential TGV2S-specific supportive housing projects with an action-planning session with housing operators and government partners. The action planning session would develop plans to move forward TGV2S-specific supportive housing pilots as well as plan for strategies to integrate TGV2S inclusion in all housing operations. Combining the consultations would reduce overall coordination and cost (See Table 2: Ideas for Potential Housing Consultation).

Further considerations include:

- Develop key forms of support services that include access to TGV2S elders
- Use the EGALE Canada housing charrette approach: 3:1 youth to partner/staff ratio where youth present what they need to feel in community with options for shared sleeping and communal space, community programs, mentorship programs and wellness services
- Review the LGBTQ2+ Homelessness Toolkit as a base for content for the charrette

- The consultation should be co-facilitated with City staff and people with experiential youth-based consultation or research experience as a special skill set
- Reach out to youth who previously needed supportive housing, but now have supportive housing, youth who would want to access the housing but are not, as well as youth who are currently housed in supportive housing. Actively recruit them through TGV2S competent service providers as well as use social marketing for youth to recruit other youth participants
- How could youth workers at service providers take questions/ surveys to youth where they are?
- Recruit youth from culturally diverse backgrounds, language backgrounds, youth who are vulnerable, people in various phases of transition, age, youth aging out of foster care, genders/ gender identities, with diverse mental health experiences, classes and people with precarious status
- Take the consultation process to where youth are such as BYRC, RainCity, Peak House and in the activities that they are already engaged in
- Make language jargon free, unintimidating and accessible
- Create honoraria for the consultations as well as food
- Create ongoing paid advisor roles for youth to advise as the project develops

#### Ideas on programs for consultation:

- Consider how to create TGV2S seniors housing
- Create programs where TGV2S youth learn from elders, particularly for Aboriginal youth so that getting to know your history becomes part of the mental/cultural/spiritual/ physical wellness paradigm
- Create intergenerational TGV2S elders/ youth housing
- Offer rental subsidies for TGV2S youth who can live independently (reduces cost, keeps them in community of choice)

#### When conducting consultations with service providers on how to tailor for housing operators consider surfacing best practices on:

- How to account for inclusion when developing gendered services and spaces
- How to avoid 'outing'
- How to include non-binary gender variant people in services
- How to ensure no one is denied services if their self-identified gender:
  - Does not match their documentation
  - Is not 'validated' by post-operative or hormone status
  - Does not match a staff's assessment of their gender expression (i.e. a transgender woman who does not have the resources to afford the clothes and cosmetics that would allow a more feminine presentation)
- How to update the language in forms, signage and literature to show that TGV2S are welcome
- How to create all genders welcoming environments
- How to reduce risk of conflict or violence from other program participants



#### Housing continuum priorities for consideration:

- Both integrative and intentional housing are important for TGV2S youth. There is benefit to stabilizing TGV2S youth with wrap around support and then transition them to integrated housing, depending on their willingness and readiness.
- Provide a blend of building housing infrastructure with resources for TGV2S competent staff to provide support to eventually get out of chronic housing support, when and where possible.
- Provide a mix of small- and large-scale housing facilities for both intentional and integrative spaces for TGV2S youth and adults.
- Build spaces that encourage healthy social connections and sense of community (e.g., difficult for youth to live in housing units by themselves).
- Focus on funding TGV2S competent support staff at intentional and integrative housing options as opposed to only on funding for the buildings.
- Dedicate a cluster of beds in a larger housing provider to meet the needs of TGV2S people with diverse experiences and needs: youth, late life transitions, substance support.
- Conduct additional consultation on housing options for TGV2S elders services, especially with an aging population. This would entail training transitional care facilities.

#### Housing bidding and contracts priorities for consideration:

- Support and prior notification to small, established non-profit housing providers in the Request for Proposal (RFP) process to provide tailored services equipped to respond to the unique housing needs and interests of TGV2S youth and adults at smaller facilities (<10 beds).
- The City funds and could require developers to fold in required TGV2S competency training into contracts.
- Develop housing operation contracts that ensure welcoming, inclusive and safe spaces within social housing for TGV2S people.

#### Measuring success priorities for consideration:

- Develop multiple feedback mechanisms to allow for housing providers to be more inclusive and welcoming of trans\* and gender variant people.
- Fund community-based research on gender equity + gender diversity in housing and service provision

### Community Services

The following goals of the Healthy City Strategy pertain to Community Services (CoV 2014a): A Good Start, A Home for Everyone, Healthy Human Services, Making Ends Meet and Working Well and Being Safe and Feeling Included.

### Additional Considerations:

If there are subsidies for other groups who lack access to childcare, provide subsidies for TGV2S families to access childcare.

### Direct Services Priorities

While a fulsome community consultation on the TGV2S-specific services was not within the scope of this work, valuable ideas did emerge. Pilot outreach worker positions recommended in Pillar 2.2Bi showed the strongest support among multiple stakeholders. Additional ideas emerged often addressing the most critical need. The Direct Services grants fund services that meet basic needs and often have the highest degrees of impact. Ideas for service provision that could be included in future more comprehensive consultations included:

Ideas for Potential TGV2S Programs	
<u>Elder + Mentorship Programs</u> <ul style="list-style-type: none"><li>○ For people living in supportive housing</li><li>○ For BIPOC (Black, Indigenous, People of Colour) elders and mentors for TGV2S youth, emerging artists and early career 'helping field' professionals and students</li><li>○ For the Sixties Scoop generation of indigenous TGV2S people</li></ul>	<u>Newcomer services</u> <ul style="list-style-type: none"><li>○ For Aboriginal people moving to the city from reserves</li><li>○ For newcomers, immigrants, refugees and people with precarious migration status</li></ul>
<u>Workforce development services</u> <ul style="list-style-type: none"><li>○ For TGV2S sex workers aging out of sex work</li><li>○ Low barrier positions for DTES public washroom monitors</li></ul>	<u>Gender transition support services</u> <ul style="list-style-type: none"><li>○ Youth aging out of foster care</li><li>○ Late Life Transitions: employment challenges, mental health support, harm reduction</li></ul>
<u>Land-based/ food security wellness programs</u> for supportive housing participants	<u>Capacity development</u> on peer-led services and decision making in hierarchical non-profit models
<u>Outreach workers</u> for TGV2S outreach workers embedded within Aboriginal service providers	

If funding a multi-year outreach worker based out of an already TGV2S competent organization such as RainCity, Broadway Youth Resource Centre, PACE or Peak House consider:

- Provide counselling, advocacy and referral support to people in housing, mental health and addictions service providers
  - Provide on-call guidance on TGV2S inclusion to service providers
  - Conduct train the trainer models for service providers
  - Facilitate best practice knowledge exchanges between housing operators
- Identify which outreach workers participate in the homeless count to identify additional bed practice

## Toolkits + Training

A high priority for community members and service providers were toolkits and training to support funded housing operators, service providers, contracted security services, funded organizations and city social services sites such as Carnegie Centre and the Gathering Place. The development of such trainings and toolkits should consider the following:

- Trainings should introduce:
  - Humanizing TGV2S experiences through stories told by and for TGV2S people
  - Explanations of the four dimensions of gender identity and sexual orientation
  - Common terminology
  - General barriers to gendered services and facilities
  - Address the unique dangers that gender variant people face as well as TGV2S people who do not 'pass' in their self-identified gender. People can still be 'read' as the gender they were assigned at birth which makes them more vulnerable to denial of services, harassment and violence. Offering services that are normally gendered- provided either to women or men, girls or boys- presents the need for particular adjustments
  - Skills-based modules for how to respectfully interact with people of all genders
- Include information on each of the 5 Pillars relevant to service provision:
  1. Public Space, Facilities + Signage:
    - All genders, function-based signage examples for single-stall washrooms (permanent for offices, temporary for festivals)
  2. Programs + Services:
    - Ensure people are supported to present according to their self-determined gender identity
    - Equip providers to understand how to think outside the gender binary and support gender variant/ non-binary people to be safe and included
    - Equip providers to understand that gender expression is distinct from gender identity and that if they read someone's gender expression as outside of the norm associated with that gender identity they cannot deny the validity of that person's gender identity based on their expression or deny them services accordingly
    - Equip providers to counter myths that gender fluid people are seeking attention
    - Equip staff to prevent and intervene if gender policing around people's names, pronouns or gender expression occurs from other staff or participants
    - Understand that the widespread transphobic discrimination all TGV2S people have experience has led to widespread trauma, especially for those people with additional barriers
  3. Human Resources:
    - General TGV2S experiences, concepts and terminology
    - The TGV2S inclusion policies and protocols of the City of Vancouver
    - Provide a template for explicit TGV2S inclusion + safety policies with clauses that prohibit denial of services for people in their self-determined gender identity
    - Provide a trauma-informed, culturally competent, intersectional practice lens
    - Information on the history of transphobia, social determinants of health and experiences of trauma and how it can manifest in traumatized TGV2S community members
    - Best practices on how to help people distinguish transphobic profiling practices with practices that ensure all members are safe from harm

- 4. Communications + Data
  - Templates for inclusion of pronouns on name tags
  - Comic book or infographic outreach materials to let youth know how to access supportive services
  - Language to respond to common questions inquiries
  - Template HR policies
  - Style guides on the use of the singular they, incorporating it into the culture of the organization's speech
- 5. Community Consultation + Public Partnerships
  - Templates for inclusion of pronouns on name tags
- For childcare facilities:
  - Best practices on creating gender-policing free childcare
  - Common pitfalls in gendering behaviour, language and social roles and the impacts on children
  - General TGV2S experiences, concepts and terminology
  - Resource materials to share with families in need of TGV2S inclusive pediatricians and OBGYNs
  - How to ensure privacy around gender creative, trans\* and gender variant children to protect them from bullying by peers, other parents or media attention
  - BC Trans Care (Provincial Health Services Authority) could partner to offer training
- Create training with a trauma-informed lens:
  - Recognize and validate when people name their exposure to trauma including: Single incident trauma (e.g. accident, natural disaster, assault), Complex or repetitive trauma (e.g. ongoing abuse, domestic violence, war), Developmental trauma (e.g. child abuse or neglect), Intergenerational trauma coping patterns inherited by people who live with trauma survivors), and Historical trauma (genocide, colonization, racism).
  - Create trauma-informed services that include: staff understanding of trauma, emphasis on client safety and staff trustworthiness, opportunities for client choice and collaboration, and strengths-based and skills-based building services.
- Create training with an intersectional lens:
  - Trainings should acknowledge multiple forms of social discrimination compound the experiences of transphobia and cissexism that TGV2S people face. Additional forms of sexism, homophobia, heteronormativity, colonization, racism, xenophobia, ableism, ageism and classism all adversely affect people's social determinants of health and add additional barriers to accessing services that improve people's life chances.
- Create and share a protocol for respectfully asking:
  - an individual's name and pronoun without gendered honourific (sir, ma'am)
  - discreetly confirming required birth name/sex information
  - refraining from repeating their sex assigned at birth or birth name/ pronoun
  - assigning services based on gender identity
  - ensuring privacy
  - preventing denial of services or gender policing if people do not have access to gender affirming clothes, hair or cosmetics

- Train staff in bystander intervention if they see transphobic harassment occurring or the potential for violence to occur:
  - Hate speech: using transphobic slurs or stating someone is deserving of exclusion, harassment or violence based on their gender identity/ expression
  - Gender policing: challenging self-determined gender, drawing undue attention to or mocking gender expression
- Trainings should be facilitated by people that are deeply knowledgeable on TGV2S experiences of harm:
  - Service Providers with years of TGV2S support services
  - Trained consultants with lived or professional experience
  - TGV2S people, especially indigenous and people of colour from peer-led organizations
- Measures of success:
  - Staff demonstrate a conceptual understanding of gender identity, gender variant/ non-binary concepts of gender, gender expression and transition.
  - Staff demonstrate an understanding of how to critically evaluate how gender shapes services and who faces barriers based on gender.
  - Staff can assess how their gender identity, gender expression and gender roles do and do not situate them with privilege.
  - Staff demonstrate empathy, compassion and commitment to improving safety and inclusion for TGV2S community members.
  - Staff work to include language that normalizes gender diversity- asking for pronouns at the outset of meetings, using the singular they, 'women, men and people of all genders', 'all women- trans and cis women alike'.
  - Staff demonstrate the ability to be able to normalize gender diversity in public consultations including the use of name tags with pronouns options as the standard practice.
  - Conduct focus groups with housing operators, service providers and cultural institutions to evaluate progress and update best practices in toolkits and trainings.

## APPENDIX 3 – CONSIDERATIONS FOR ACTION: PILLAR 3

### Summary of Pillar 3 Recommendations + Considerations for Action

Human Resources Pillar		
Recommendation	Sub-Recommendation	Considerations for Action
3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	3Ai. Create a staff position to lead the coordination of internal cross-departmental TGV2S inclusion implementation and coordinate external events with community and government partners.	Consider following the Year of Reconciliation model, create a staff position to: <ul style="list-style-type: none"> <li>Coordinate cross-departmental TGV2S inclusion work</li> <li>Report back to the City Manager on: <ul style="list-style-type: none"> <li>Progress on activities underway</li> <li>Identify and measure target outcomes on activities</li> </ul> </li> <li>Liaise with community groups and government partners on external events</li> <li>Work with the Women's Advisory Committee, LGBTQ2+ Advisory Committee on ways to integrate the interrelated work of the gender equity review (Because It's 2016 Motion)</li> </ul>
	3Aii. Identify and dedicate departmental staff to lead and coordinate TGV2S inclusion within departments.	Consider assigning staff resources within each department to carry out the work.  Determine the feasibility of a social policy position to coordinate gender diversity and gender equity work that relates to contracted housing services, grants, the social amenities plan and the broad range social policy work.
3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	3Bi. Expand and update EEO policies to include TGV2S population.	Consider updating policies that address equity, inclusion and gender to reflect gender identity in such policies as the Equal Employment Opportunity policy.
	3Bii. Utilize a phased approach to prioritize TGV2S inclusion in-person competency training.	Consider phasing role- or department-specific TGV2S competency trainings with high level, mid-level and frontline staff.  Consider integrating TGV2S competency into existing trainings.
3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	3Ci. Support TGV2S employees in the workplace.	Develop a strategy to ensure the City provides a supportive workplace for its TGV2S employees.
	3Cii. Position the City of Vancouver as an Employer of Choice for TGV2S applicants.	Consider practices that will build awareness about the City of Vancouver as a TGV2S inclusive employer as a tool for recruitment.  Consider collecting a baseline of information on gender diversity and equity on applicants and hires.

## Additional Considerations

- Work with the Women's Advisory Committee, LGBTQ2S Advisory Committee on ways to integrate and harmonize the interrelated work of the gender equity review as laid out in *"BECAUSE IT'S 2016: Action on Gender Equality"*.
- Consider updating policies that address equity, inclusion and gender to reflect gender identity and diverse TGV2S experiences including such policies as:
  - Respectful Workplace Policy
  - Human Rights & Anti-Harassment Policy
  - Equal Employment Opportunity Policy
- Consider offering TGV2S-specific competency trainings phased for influence and impact:
  - High-level decision-making staff
  - Mid-level staff who assess contract and grant applications including housing operation contracts, direct services grants, arts + culture grants
  - HR consultants and managers who recruit employees, hire employees and/or support employees during gender transitions on the job
  - Frontline staff who have direct interactions with vulnerable community members and 311 operators
  - Consider partnering with Universities and Colleges to develop training curriculum
- Consider integrating TGV2S competency into existing trainings:
  - Expand Respectful Workplace training to include information on TGV2S communities
  - Revise other trainings where assumptions on gender roles in the workplace reinforces the gender binary
- Consider practices that will build awareness about the City of Vancouver as a TGV2S inclusive employer as a tool for recruitment:
  - Update the diversity in recruitment web pages to include knowledge and experience of gender diversity in what the City values in its employees
  - Profile a TGV2S employee on the recruitment landing page
  - Consider other ways to represent multi-dimensional depictions of gender diversity on recruitment materials
  - State the City's benefits provisions with regards to gender affirming surgeries and/or hormone therapy
  - Develop outreach channels to TGV2S communities to recruit people for a range of highly-skilled and low barrier positions
  - Where hiring criteria, performance evaluation and financial compensation explicitly address or value cultural competence, indigenous competence and second languages- add TGV2S competence as a criteria and/ or valued skill in addition to the language that encourages people to apply
- Consider collecting a baseline of information on gender diversity and equity on applicants and hires:
  - Update application forms to include expanded gender options [see R4Ai]
  - Communicate clearly to applicants the intent (anonymous statistics to improve diversity) and privacy guards around this information
  - Create privacy policies and practices that ensure applicants information is not disclosed without permission to hiring panels, supervisors or coworkers

- Develop a strategy to ensure the City provides a supportive workplace for its TGV2S employees:
  - Conduct an anonymous employee survey to collect baseline data on how staff self-identify their gender
  - Encourage and support the development of a TGV2S Employee Resource Group
  - Consider creating a “buddy” program where new TGV2S employees can be paired with an established TGV2S or TG2s competent employee
  
- In Vancouver Fire + Rescue:
  - Include TGV2S inclusion education and awareness within FRS general diversity and respectful workplace training as well as new hire training
  - Include TGV2S inclusion education and awareness training in annual Captains meeting
  - Review Code of Conduct, Anti-Harrassment and Respectful Workplace policies to explicitly include gender identity as applicable
  - Work with the EEO department to ensure all previous content on Respectful Workplace trainings that are used in other trainings are up to date on TGV2S inclusion
  - Work with VPD to use any TGV2S inclusion training materials they have available
  - Shift language be inclusive of gender diversity such as “We are open to recruiting women, men and people of all genders”



## APPENDIX 4 – CONSIDERATIONS FOR ACTION: PILLAR 4

### Summary of Pillar 4 Recommendations + Considerations for Action

Communications + Data Pillar		
Recommendation	Sub-Recommendation	Considerations for Action
4A. Create and conduct TGV2S Inclusive data collection methods	4Ai. Develop and implement consistent policy and protocol for collecting gender data across all City departments.	<p>Wherever gender data is currently collected consider:</p> <ul style="list-style-type: none"> <li>• Need for collection of gender data and how it will be used</li> <li>• Expanding gender options with opt out to protect privacy: <ul style="list-style-type: none"> <li>○ Man</li> <li>○ Woman</li> <li>○ Transgender</li> <li>○ Gender Variant</li> <li>○ I identify as: _____ (fill in blank)</li> </ul> </li> <li>• Explanation to assure confidentiality</li> <li>• Providing definitions to educate public on language</li> <li>• Training staff to ensure readiness to collect consistently</li> </ul>
	4Aii. Conduct TGV2S inclusive standardized analysis, reporting and application methods.	<p>Generate internal reports on gender data and link to decision-making about facilities, operations and services.</p> <p>Generate reports for TGV2S residents to demonstrate the value and need for collecting gender data.</p> <p>Harmonize and standardize with other jurisdictions: a) other municipalities; b) provincial; and c) federal databases.</p>
4B. Develop ongoing, internally-focused communications to promote TGV2S inclusion throughout the City of Vancouver	4Bi. Generate checklist for TGV2S inclusive representations and communications.	<p>Update visuals available for communications that include diverse representations of gender identity and expression.</p> <p>Update style guide for text-based communications in hard copies and online with gender neutral language (e.g., he/she to they).</p>
	4Bii. Generate protocols and procedures for TGV2S inclusion at City-led and sponsored events.	<p>Develop a step-by-step guide to hosting events that are TGV2S inclusive, including invitations, protocols for introductions/address, pronouns, washroom signage, TGV2S emcees and speakers.</p>
4C. Develop ongoing, externally-focused communications to promote TGV2S inclusion more broadly throughout the city	4Ci. Create and conduct sustained, iterative campaign with communications and events about TGV2S inclusion in the city.	<p>Use the Year of Reconciliation as a successful model to create a sustained one year campaign to bring awareness to and celebrate TGV2S inclusion, such as:</p> <ul style="list-style-type: none"> <li>• External events that involve the Mayor and Councillors</li> <li>• Partnerships on existing TGV2S community events in collaboration with community groups</li> <li>• Develop public awareness campaign via bus shelter ads or public art</li> </ul>
	4Cii. Share TGV2S inclusion best practices with the City's collaborators and partners.	<p>Facilitate information sessions to raise awareness of TGV2S inclusion among City contractors, consultants, tenants, operators, other municipalities, organizations and/or professional associations.</p> <p>Share resources, examples, guidelines, best practices of TGV2S inclusion on CoV website (e.g., TGV2S Facilities Guide).</p>

	4Ciii. Generate ongoing communications to TGV2S communities	Determine methods and frequency of communicating with TGV2S communities. Produce annual report with progress towards completion of recommendations and impact on TGV2S residents using measures of success.
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## Additional Considerations

### Data Collection

#### Planning and Preparation

These considerations are important when planning for points of gender data collection throughout the organization:

- Identify all points across City departments where gender data (including categories, honourific or other gendered fields) is collected and the databases used to collect them.
- Determine rationale and need for collecting gender data and eliminate when it does not support the City in delivering appropriate services.
- Determine needs and/or challenges of different platforms, systems and software in expanding gender categories.
- When the City is selecting a new software with gender data components, require vendor to include flexibility for gender category configuration.
- Prepare for a period of public education to better understand the need and definitions of expanded gender options (especially gender variant).
- Consider cross-jurisdictional database harmonization; work with interjurisdictional partners to update provincial and federal databases.

#### Data Collection Policies + Practices

Beyond the recommendations provided in the report, these are additional considerations when developing and implementing gender data collection policies and practices throughout the organization:

- Wherever possible, remove the need to show ID with gender markers.
- Where it is required to show government-issued identification in conjunction with gender data collection, there needs to be clear protocol to support TGV2S people with mixed IDs. Some documentation is easier to change than others (e.g., may take much longer or not occur at all).
- Importance of using limited number of gender category options. It becomes too complicated if there are more than 5 options.
- Develop explanation and rationale for collecting gender data to accompany form or survey.
- Ensure privacy during data collection and confidentiality when storing gender data to increase willingness to and comfort with providing gender information.
- Develop specific protocols for social housing. Allow self-determination of reporting gender identity when obtaining social housing. Even with expanded gender options, there will be ongoing underreporting of statistics on TGV2S people. Depending on the levels of safety and inclusiveness experienced at social housing facilities, TGV2S people's records upon entry may differ from what they record later in the program.

- Consider best practices adapted by PHSA (in their role as a gateway to housing resources), which partnered with YouthCO to design an intake form that is trauma-informed and youth friendly.
- Consider best practices such as the one used by the West End Senior Centre. They developed a membership registration form that asks for personal information (name, address) separate from gender identity and sexual orientation information, which is tallied in a separate survey form (<http://wesn.ca/files/2015/10/WESN-Membership-Application-Form-2015-2016.pdf>).
- Train staff who are responsible for collecting gender data (e.g., front desk staff and/or Human Resources staff). Staff should be aware that information regarding gender identity is confidential. TGV2S people may not want that disclosed to co-workers. It is their story to tell.

## Gender Data Analysis

These are matters to consider when analyzing and reporting on gender data:

- People are more likely to provide gender data if they can observe how it is making a direct, tangible difference. As such, reporting on where gender data changed the outcome of a decision or information that shaped programming helps to increase willingness to provide gender information.
- Recognize and factor in underreporting because TGV2S people are afraid to give gender data because of profiling or poor treatment based on stereotypes.
- Where local gender data is not available, we should use proxy data from provincial and federal levels (even from the United States) to make a strong case for the need for programs, services and changes to space. We should not have to wait for data collection to get what we already know we need.

## Internal Communications

### Checklists for Communications

These are important dimensions of creating a checklist to ensure City communications are inclusive of gender diversity:

- Use photos, illustrations and descriptions that depict diverse expressions of femininity and masculinity to represent gender diversity in all community members, not only TGV2S community members, in both internal and external communications materials.
- Update style guides to include the singular use of “they” for internal and external communications across the City.

### Checklists for Events

These considerations, among others, may support the City in making its events more inclusive of TGV2S residents:

- For City Council meetings consider whether a consistent protocol is required when registering speakers that honours the person’s chosen identify, e.g. Mr. / Ms. or no honourific and ensure correspondence and address by the Meeting Chair reflects this.
- Consider whether a protocol for collecting pronoun information and sharing for proper address.

- Example of use of pronouns is 2015 Pride Panel: <http://vancouver.ca/news-calendar/trans-inclusion-whats-next.aspx>
- Invites to events are written with inclusive and considerate language (e.g., availability of universal washroom, name tags with pronouns, use of they instead of he/she binary language, and/or references to transgender/cisgender).
- Generate and maintain a list of local TGV2S emcees, speakers and panelists from diverse communities, lived and professional experiences who can be called on to appear at a wide range of external events.
- During event preparations, inquire regarding all speakers about their pronoun and ensure people who introduce them are provided this information. Model after current protocols for asking people their Nation or traditional territories.

## External Communications

### Public Awareness Campaign

There are many important factors and dimensions to planning, conducting and following up to a public campaign to raise awareness about TGV2S challenges, issues and needs. These are several considerations provided by committee members and TGV2S service providers:

- Develop clear communications strategy and materials to accompany implementation of TGV2S inclusion measures to help the public understand the changes and the issues, including advanced materials and follow-up stories.
- There is a need to increase the visibility and understanding about non-binary people.
- Use ad agency and/or photographers that are part of the LGBTQ2+ community to show these businesses support and also to put TGV2S people at ease during photoshoots. This will bring out the best in the people being photographed because they are comfortable.
- It is important for TGV2S involvement in the campaign development at all stages. The City should collaborate with TGV2S communities to co-create campaign rather than predetermining parameters (e.g., it is not just bringing something developed and asking if TGV2S people like it or not). Ongoing feedback at the end when the campaign is in the public is also key.
- The City should use TGV2S networks to get diverse representations in the campaign, including two-spirit people and families.
- The City should collaborate with VBE, Trans Care BC and Our City of Colours who have completed successful TGV2S public awareness campaigns to understand best practices. For example, scheduling, creating a fun/relaxed environment and considering the repercussions about outing/visibility of TGV2S people who participate in public campaigns.
- Represent those who cannot or opt out of being visible, especially gender variant people, for reasons of safety. They can be recognized by illustrating gender variance more generally (e.g., creating an alternate universal symbol of gender without using icons). We need to broaden the concept of gender.
- City needs public awareness campaign that shows TGV2S as real and human. Tell the story of multi-dimensional people, humanizes experience and connect common core needs when representing difference.
- The public campaign needs to be visible in many different locations (e.g., bus shelters, lockers, change rooms, civic buildings).
- The public campaign needs to be available in different formats (e.g., posters, postcards, online) as well as the materials need to be translated materials to explain TGV2S issues and needs, especially around washrooms (including signage changes).

- In advance of the public campaign, prepare multiple levels of the organization to field public and media questions, requests for information and concerns. Prepare staff to be media savvy on TGV2S issues and appropriate language and protocols, where and when issues arise.
- Host a series of dialogues for the general public on TGV2S issues, challenges and needs, similar to the Diversity Dialogues that EEO organized for City staff.
- Provide information regarding TGV2S communities on CoV website.
- Develop and operate mobile unit with public awareness materials and information on gender identity for all ages (e.g., age-appropriate content for kids), including games and interactive ways to learn about the issues and needs of TGV2S people. Mobile units travel from City-owned location to location and provide information at events and sessions, where relevant. The mobile unit would be organized by City staff champion(s) and supported by TGV2S community members.

### Relationship Building with TGV2S Communities

Relationships building is fundamental to establishing trust between the City and TGV2S communities. The City has already demonstrated leadership in this area by hosting and participating in LGBTQ2+ events and here are some additional considerations for the City as provided by committee members:

- Generate list of key TGV2S contacts for communications to send out targeted outreach (e.g., TGV2S service providers, organizations, networks).
- Generate invitations and targeted outreach to TGV2S communities.
- Consider multiple methods of communications, including email distributions, social media posts and press releases to print, TV and radio.
- Continue hosting the annual Pride Proclamation and Panel followed by BBQ at City Hall. Consider increasing accessibility by making an evening event (similar to Black History Month). Consider livestreaming so more TGV2S residents can attend virtually and hear the panel discussion. Continue raising the trans flag along with the rainbow flag.
- Continue hosting International Day of Pink event for LGBTQ2+ youth.
- Consider other opportunities to host TGV2S-specific events that celebrate their contributions to arts, innovation, planning, etc.
- Continue to enter a float and walk in the annual Pride Parade with a focus on outreach to TGV2S communities.
- Participate in Trans March, Eastside Pride and Dyke March for TGV2S outreach and relationship building potential.
- Set-up booth with information and participate in the annual Vancouver Trans Health Fair (usually November every year).
- Consider sponsoring a TGV2S-specific award and host a table with pamphlets and information at annual pride events to demonstrate commitments and goodwill towards TGV2S communities.
- Identify and consider other opportunities of attending or participating in TGV2S-specific events.

## APPENDIX 5 – CONSIDERATIONS FOR ACTION: PILLAR 5

### Summary of Pillar 5 Recommendations

Community Consultation + Public Partnerships Pillar		
Recommendation	Sub-Recommendation	Considerations for Actions
5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	5Ai. Conduct consultation on TGV2S inclusion recommendations with TGV2S communities, committees and vulnerable subgroups.	<p>Consider facilitating a community open house and conducting a survey to clarify priorities among TGV2S inclusion recommendations after commencement of quick starts.</p> <p>Consider facilitating focus groups with specific subgroups of TGV2S community members who are the most vulnerable.</p> <p>Review TGV2S recommendations with relevant City advisory committees.</p>
	5Aii. Determine and establish ongoing TGV2S implementation feedback mechanisms.	<p>TGV2S Steering Committee will serve as the lead advising body for the implementation of the recommendations.</p> <p>Establish small group of 3 to 4 members from TGV2S advisory bodies to provide City departments with ad hoc guidance on project implementation in quarterly meetings and through email exchanges.</p>
	5Aiii. Conduct ongoing consultation on TGV2S-specific projects, areas and issues.	<p>Create a range of consultation options in order to include, value and compensate the contributions TGV2S community members of diverse experiences on TGV2S-specific issues. See Upcoming Opportunities below.</p>
5B. Integrate TGV2S inclusion into all City public consultation sessions and initiatives	5Bi. Conduct ongoing, general consultation initiatives with other equity groups.	<p>TGV2S issues and interests integrated into larger equity considerations and dialogue organized by department need or topic specific (e.g., Public Space Advisory Committee comprised of members from each of the COV advisory committees).</p>
	5Bii. Conduct ongoing, general consultation with TGV2S community members.	<p>Conduct ongoing outreach to and consultation with TGV2S community members on all public consultation. (See Sidebar 1 for Upcoming Opportunities)</p>
	5Biii. Include TGV2S community members in ongoing, general consultation initiatives by creating TGV2S inclusive consultation events.	<p>Create tools and procedures to ensure all community consultation sessions are TGV2S inclusive (e.g., invitation templates, temporary signage and name tags with pronouns)</p> <p>Prepare consultation staff on how to facilitate TGV2S inclusive consultation sessions.</p>
5C. Establish partnerships with TGV2S service providers and organizations	5Ci. Establish partnerships to support implementation.	<p>Identify, collaborate and share best practices with TGV2S service providers and/or organizations that can help with:</p> <ul style="list-style-type: none"> <li>• Training (e.g., Trans Care BC, RainCity, PACE and WISH).</li> <li>• Public awareness campaign (e.g., Trans Care BC).</li> <li>• Distributing updates on recommendations.</li> <li>• Ongoing public consultation- broad and TGV2S specific</li> <li>• Programs + Services development + delivery</li> </ul>

## Additional Considerations

### Intentional Consultation on TGV2S-Specific Projects, Issues + Areas

The following are areas and methods that the City can consider for conducting TGV2S-specific consultation:

- Targeted outreach to invite TGV2S community members into civic engagement processes relevant to neighbourhoods with high visible concentrations of TGV2S residents, including Davie Village, Commercial Drive, and Downtown Eastside. Existing opportunities for TGV2S input include Jim Deva Plaza and the DTES Local Area Plan:
  - Ensuring that TGV2S voices and stories are reflected in the LBTQ2+ outdoor living museum as part of the Jim Deva Plaza.
  - Specific involvement of TGV2S residents in refreshing the public space in Blood Alley.
- Create a range of high-engagement consultation and community engagement options in order to include, value and compensate the contributions of a range of TGV2S community members on TGV2S-specific issues.

### Integrated TGV2S Consultation on General Projects + Issues

Besides inclusion of TGV2S residents in consultation on issues and areas pertaining to TGV2S interests, they should be integrated into all consultation efforts regardless of area or issues through targeted outreach and communications:

- Outreach to TGV2S community members into civic engagement processes relevant to areas outside of the high visible concentrations of TGV2S residents, acknowledging that TGV2S people live across Vancouver.
- Upcoming opportunities include washroom configurations and design for the Robson Street Project and a new park at Smithe and Richards.
- Send targeted invitations and links to surveys through TGV2S competent organizations list (see below)
- Develop invitation templates to ensure inclusion of standard TGV2S information (e.g., information about washrooms, pronouns and gender data).
- Conduct surveys through Talk Vancouver that collect expanded gender data to ensure TGV2S inclusion and representation in public input and feedback.
- Foster the relationships and awareness within City staff and decision makers to consult TGV2S communities effectively on broader community initiatives.
- For the more issue-specific consultation on key City priorities, such as the Healthy City strategy or the Mental Health strategy, ensure that the staff, task force and decision makers have representation from TGV2S communities on their specific advisory bodies.
- For public consultation on City initiatives and priorities, identify the key issues that TGV2S communities face, as well as, where they want to provide their input and represent their interests in public consultation on general matters such as transit, housing, liquor licensing, etc.
- TGV2S integrated into larger equity considerations and dialogue organized by department need or topic specific. For example, the idea of establishing Public Space Advisory Committee, which is comprised of members from each of the City's advisory committees (e.g., LGBTQ2+, Women's, Multicultural, Urban Aboriginal Advisory Committees).



- This allows for quick, reliable, and relevant information and feedback on the department's ongoing initiatives. It also allows different equity groups to understand each other's issues in relation to facilities and in areas of competing and/or conflicting issues discuss tradeoffs and alternatives.
- Integrate gender lens to other existing, internal City committees.
- Ensure TGV2S representation and participation in City planning and vision sessions.

### TGV2S Inclusive Consultation Sessions

A part of including TGV2S residents in all City consultation efforts is to prepare consultation sessions for TGV2S attendance, including space and protocol considerations, which are summarized as follows:

- Create tools and procedures to ensure all community consultation sessions are TGV2S inclusive:
  - Model a TGV2S inclusion audit and adjustments after the Persons of Disability audit created and conducted with Protocol + External Relations department.
  - Create toolkits that enable appropriate forms of temporary washroom and/ or change room conversion from gender segregated to universal space as well as materials that can help City staff get the on-site staff, security and liaisons prepared to help all community members navigate the space to meet their needs.

### Develop Partnerships

The City should consider establishing partnerships with TGV2S organizations to assist with implementation of recommendations and disseminate important information to TGV2S residents:

- Using the Year of Reconciliation as a successful model, identify departments where the City could partner with TGV2S organizations or service providers to ensure streamlined processes and exchange of relevant and timely information.
- Create partnerships between TGV2S service providers and libraries, community centres and recreational facilities to offer subsidized meeting space for mobile services, resources, events and recreation activities.
- Generate comprehensive list of key TGV2S contacts (see below example).
- Reach out and communicate with each of the organizations on the list to understand interests, skills and coordination opportunities with the City.



## TGV2S Competent Organizations

During stakeholder sessions, advisory committees and service providers indicated a wide range and diversity of TGV2S competent service providers and organizations that the City could collaborate or partner with on a variety of efforts related to implementation. This list is intended to be illustrative rather than exhaustive.

<a href="#">Pace</a>	<a href="#">Transgender Health Information Program (THIP)</a>
<a href="#">WISH</a>	<a href="#">Raincity Housing</a>
<a href="#">Trans Alliance Society</a>	<a href="#">Our City of Colours</a>
<a href="#">Catherine Holman White Centre</a>	<a href="#">Rainbow Refugees</a>
<a href="#">Qmunity</a>	<a href="#">Double Rainbow Dodgeball League</a>
<a href="#">Out in Schools</a>	<a href="#">Mabel League</a>
<a href="#">All Bodies Swim</a>	<a href="#">Greater Vancouver Native Cultural Two-Spirit Society</a>
<a href="#">Three Bridges Community Health</a>	<a href="#">Prism</a>
<a href="#">Raven Song Community Health</a>	<a href="#">BC Trans Care</a>
<a href="#">QTIPOCALYPSE</a>	<a href="#">Peak House</a>
<a href="#">Canadian Aboriginal AIDS Network AHA Centre</a>	<a href="#">Broadway Youth Resource Centre</a>
<a href="#">BC Rainbow Alliance of the Deaf</a>	<a href="#">Transgender Archives (University of Victoria)</a>
<a href="#">Gender Queeries on Coop Radio</a>	<a href="#">YouthCo</a>
<a href="#">PFLAG Vancouver</a>	

## Consultation on Recommendations Implementation

Advisory committee members identified the need for additional consultation of TGV2S communities as a means to prioritize recommendations in this report and identify any remaining gaps:

- Facilitate focus groups with specific subgroups of TGV2S community members who are the most vulnerable and experience the greatest impact with unique needs and interests (e.g., indigenous, sex workers, mental health and substance use, youth, disabilities, those with precarious migration status and those accessing social housing).
- Facilitate community open house to review and confirm the TGV2S recommendations.
- Develop and conduct a feedback survey to allow TGV2S community members who prefer remaining anonymous or are unable to attend focus groups or community open house.
- Review TGV2S recommendations with each of the COV advisory committees (e.g., LGBTQ2+, Women's, Multicultural, Urban Aboriginal Advisory Committees).

## APPENDIX 6 – EXAMPLE ADVANCE MATERIALS FOR STAKEHOLDER CONSULTATION SESSIONS

### Trans\* and Gender Variant Inclusion at the City of Vancouver

#### HR, EEO, Digital Stakeholder Briefing (May 4, 2016)

##### Stakeholder Process

City Council's motion on [Supporting Trans Equality and an Inclusive Vancouver](#) directs staff to adapt the Vancouver Park Board and Vancouver Board of Education recommendations on Trans\* and Gender Variant Inclusion. The primary consultations for the motion are with city staff and advisory boards, with targeted engagement of key service providers who serve trans\* communities with multiple barriers.

**City staff** representatives will participate in a 2-hour consultation meeting in which they will suggest how the recommendations at the Parks Board are or could be applied to each portfolio's ongoing practices future projects. After the meeting, the consultants will follow-up to confirm and clarify recommendations that emerge from this process by email and phone.

**Advisory committees** will have the opportunity to share input on the recommendations that emerge from city staff at a workshop that will bring together representatives from each committee together.

**Key service providers** will have the opportunity to provide input on the emerging recommendations in 1 to 2 person interviews.

##### Applicable Existing Recommendations

The focus during the consultation meeting with the HR, EEO, Digital Services will be on the three applicable pillars, including Pillar 2 - Communications + Data, Pillar 3 - Human Resources, and Pillar 5 - Community Engagement + Public Partnerships. The following table provides a broad summary of related recommendations.

##### Key Recommendations by Pillar:

Pillar	Summary of Recommendation
Communications + Data	Expand categories on forms and surveys to reflect gender diversity (ensure privacy during collection and confidential storage)
	Develop materials and information that support trans* residents to navigate city facilities, programs, events, and services

<b>Human Resources</b>	Develop clear policies and guidelines to address needs and issues of trans* and gender variant employees and residents
	Develop and implement iterative training on trans* issues for all staff involved in the delivery of services Develop internal communications to city staff about trans* inclusion
	Create welcoming, supportive workplace for trans* employees (recruitment, promotion, transitioning on the job, benefits)
<b>Community Engagement + Public Partnership</b>	Leverage community partnerships to support programs/services and training

Please refer to the following reports for more detail and information on the above summarized recommendations:

Vancouver Park Board Report, May 2014: [Building a Path to Parks + Recreation for All: Reducing Barriers for Trans and Gender Variant Community Members.](#)

Vancouver Board of Education Policy, June 2015: [Sexual Orientation and Gender Identities](#)

### Diversity Dialogue Sessions

Interested to learn more about gender identity concepts and terminology, and the lived experiences of trans\* and gender variant community members? You are invited to join us at one of the upcoming Diversity Dialogue on May 5, 12:00-1:00 pm | Vancouver Library, Central Branch, Lower Level, Alma Vandusen Room

### Consultant Team Contacts

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## APPENDIX 7 – CONSIDERATIONS FOR ACTION: VANCOUVER POLICE DEPARTMENT

### Summary of VPD Recommendations + Considerations for Action

Pillar 1: Public Spaces, Facilities + Signage		
CoV Recommendation	VPD Recommendation	Considerations for Action
1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	VPD-1Bi. Update single stall washroom signage.	VPD to consider developing an inventory of its washrooms and signage.

Pillar 2: Programs + Services		
CoV Recommendation	VPD Recommendation	Considerations for Action
2B. Integrate TGV2S-inclusion into all existing programs and services	VPD-2Bi. Update guidelines on interacting with TGV2S community members.	VPD is updating policy for police interactions with TGV2S individuals to guide interactions according to people's self-determined gender identity by: addressing people by their stated chosen name, pronoun and honourific rather than what is on government-issued identification.
	VPD-2Bii. Update procedure, jail manual.	Consider updating jail manual guidelines for detention processes related to booking and holding prisoners in gender segregated processing holding areas and detoxification cells within the Vancouver Police Jail.  Offer TGV2S prisoners the options for housing in individual cells or in the cell areas that align with their gender identity regardless of the gender marker on their government-issued identification.
	VPD-2Biii. Update search guidelines.	Provide guidelines for searches where the suspect can request that a search be conducted by an officer that aligns with their self-identified gender (exception: when a weapon is suspected).
	VPD-2Biv. Incorporate a trauma-informed response lens in TGV2S interactions.	Officers use trauma-informed responses in their interactions with TGV2S people, especially in instances such as a TGV2S youth being removed from their home.

Pillar 3: Human Resources		
CoV Recommendation	VPD Recommendation	Considerations for Action
3A. Dedicate staff resources to lead implementation team and coordinate TGV2S inclusion work across departments	VPD-3Ai. Consider a full time LGBTQ2+ Constable Position.	Such an officer could liaise with the community, assist with training, protocols and build solid relationships with stakeholders in the community.
	VPD-3Aii. Identify and dedicate departmental staff leads.	
3B. Create city-wide TGV2S inclusive policy and ongoing and iterative competency training	VPD-3Bi. Expand EEO policies to include TGV2S population.	The VPD has gender identity within its Respectful Workplace policy and will consider adding gender expression. See interactions policies in Pillar 2.
	VPD-3Bii. VPD developing a full-day curriculum and identifying subject matter experts to assist with the training on TGV2S issues and challenges to 700 officers.	<p>Mandatory trainings start in April 2017 during the Cycle 2 training cycle and phased in through quarterly cycles:</p> <ul style="list-style-type: none"> <li>• Will involve field officers who have worked in TGV2S communities</li> <li>• Will be tailored to policing and involve external community partners or consultants as curriculum developers or facilitators</li> <li>• Will use the VPD's Walk with Me video</li> <li>• Consider integrating recommendations on nuances regarding non-binary experience, sex work, trauma and youth into the new curriculum [See Appendix]</li> <li>• Consider integrating a trauma-informed lens</li> </ul> <p>Consider succession planning for officers involved in providing TGV2S Inclusion training.</p> <p>VPD to consider advocating to E-Comm that they train 911 call takers and dispatchers in order to avoid misgendering people during phone interactions.</p>
3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	VPD-3Ci. Support TGV2S employees in the workplace.	
	VPD-3Cii. Position the City of Vancouver as an Employer of Choice for TGV2S applicants.	<p>Recruitment:</p> <ul style="list-style-type: none"> <li>• Consider including gender identity in hiring language that encourages underrepresented groups to apply.</li> <li>• Consider TGV2S inclusion during recruitment activities in schools.</li> <li>• Promote recruitment to TGV2S communities through VPD LGBTQ2+ social media.</li> <li>• Consider placing the symbol of a 'rainbow' on the front page to show our commitment to actively recruit within the LGBTQ2+ Communities when updating the recruiting website.</li> </ul>

Pillar 4: Communications + Data		
CoV Recommendation	VPD Recommendation	Considerations for Action
4A. Create and conduct TGV2S inclusive data collection methods	VPD-4Ai. Consider adopting the Vancouver Park Board standard of gender categories wherever VPD collects gender data (Woman, Man, Transgender, Gender Variant, I Identify As; optional, check all that apply).	<p>Provide the reason for collecting gender data on all forms.</p> <p>In hiring, preserve the current 'optional' choice when filling out the information and an assurance the information will be disclosed only at the discretion of the individual.</p> <p>In police reporting and documentation of criminal offences, standards are set by the larger justice systems which prevent updates to gender categories.</p>
	VPD-4Aii. Introduce privacy measures around disclosure.	<p>Generally, disaggregate the gender data from files with personal information to protect confidentiality.</p> <p>In hiring, disaggregate disclosed gender data from hiring to personnel files</p> <p>In police reporting and documentation of criminal offences, officers will use the name and gender marker on the government-issued identification with reference to chosen name and gender.</p>
	VPD-4Aiii. Analyze gender data.	Consider analyzing data on gender diversity reflected in recruitment and hiring activities.

Pillar 5: Community Consultation + Public Partnerships		
CoV Recommendation	VPD Recommendation	Considerations for Action
5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	VPD-5Ai. Consult with communities on implementation.	Continue to expand the VPD LGBTQ2+ Advisory Committee.
5C. Establish partnerships with TGV2S service providers and organizations	VPD-5Aii. Create partnerships for training purposes.	<p>Consider partnerships with government partners such as Trans Care BC or VCH for:</p> <ul style="list-style-type: none"> <li>VPD officer trainings</li> <li>If offering training support to other First Responders or 911 operators</li> </ul>

## Additional Considerations

Additional considerations brought forward from advisory committee and service providers include:

- Support trauma-informed TGV2S inclusive training and policy for First Responder team including BC ambulance services/ paramedics and Vancouver Fire and Rescue
- Increase the number of VPD sex work liaisons
- Create a paid TGV2S youth advisory committee to the VPD

- Community members encouraged the curriculum developers for the VPD trans\* and gender variant training to include:
  - Humanizing TGV2S experiences through stories told by and for TGV2S people
  - Explanations of the four dimensions of gender identity and sexual orientation
  - Common terminology
  - General barriers to gendered services and facilities
  - Address the unique dangers that gender variant as well as TGV2S people face who do not 'pass' in their self-identified gender. People can still be 'read' as the gender they were assigned at birth which makes them more vulnerable to denial of services, harassment and violence. Offering services that are normally gendered- provided either to women or men, girls or boys- presents the need for particular adjustments.
  - Skills-based modules for how to respectfully interact with people of all genders
  - Understand how formal police interactions can create records that put youth at risk
- Review of protocols for respectful interactions:
  - Respectfully ask individual's name and pronoun without beginning with gendered honorific (sir, ma'am)
  - Refrain from asking about gender when it is not necessary
  - Discreetly confirm discrepancies between stated name and birth name/sex information on documentation
  - Refrain from repeating their sex assigned at birth or birth name/ pronoun
  - Assigning services based on gender identity
  - Ensuring privacy
  - Avoid using gender expression to validate gender since people may not have access to gender affirming clothes, hair or cosmetics
  - Affirm youth's gender and refer them to services according to their self-determined gender when responding to mental health home removals
  - Support compliance with sex work enforcement guidelines
- A trauma-informed lens:
  - Recognize and validate when people name their exposure to trauma including: single incident trauma (e.g. accident, natural disaster, assault), complex or repetitive trauma (e.g. ongoing abuse, domestic violence, war), developmental trauma (e.g. child abuse or neglect), intergenerational trauma coping patterns inherited by people who live with trauma survivors) and historical trauma (genocide, colonization, racism)
  - Create trauma-informed services that include: staff understanding of trauma, emphasis on client safety and staff trustworthiness, opportunities for client choice and strengths-based and skills-based building services
  - Provide training to help officers practice dignifying the homeless during their interactions
  - Understanding TGV2S people have almost all been exposed to high degrees of trauma and developed a protective hypervigilance to cope with frequent denial of services, harassment and violence. This can be misinterpreted as being oppositional, aggressive or non-compliant. When staff can correctly identify a trauma-response and have tools to support de-escalation, they are better equipped to provide truly supportive services for TGV2S residents. People will often acknowledge trauma that occurred through violence directed at collective groups of people; when staff can acknowledge systemic violence during acute mental health crises rather than dismiss them, it supports trauma-informed care.
- An intersectional lens:
  - Trainings should acknowledge multiple forms of social discrimination compound the experiences of transphobia and cissexism that TGV2S people face. Additional forms of sexism, homophobia, heteronormativity, colonization, racism, xenophobia, ableism, ageism and classism all adversely affect people's social determinants of health and add additional barriers to accessing services that improve people's life chances.

## APPENDIX 8 – CONSIDERATIONS FOR ACTION: VANCOUVER PUBLIC LIBRARY

### Summary of VPL Recommendations + Considerations for Action

Pillar 1: Public Spaces, Facilities + Signage		
CoV Recommendation	VPL Recommendation	Considerations for Action
1A. Continue construction and retrofits underway by increasing Universal washrooms and function-based signage within City-owned buildings	VPL-1Ai. Apply TGV2S Inclusion Guidelines to current projects underway or planned with ongoing, iterative input from representatives on advisory bodies.	<p>Develop an inventory of washrooms at each branch (e.g., existing configuration and type of signage). Determine strategy for applying TGV2S Inclusion Guidelines with particular focus on:</p> <ul style="list-style-type: none"> <li>• Universal single stall washrooms at each branch with functions-based signage</li> <li>• Signage on multi-stall gender-designated washrooms using function-based icons with gender designation in text</li> </ul>
Pillar 2: Programs + Services		
CoV Recommendation	VPL Recommendation	Considerations for Action
2A. Create TGV2S-specific programs and services	VPL-2Ai. Create TGV2S-specific resource guide.	Develop TGV2S-specific resource guide in consultation with TGV2S advisory bodies to provide easier access to relevant and up-to-date literature on issues important to TGV2S library patrons.
	VPL-2Aii. Undertake TGV2S-specific events.	Continue, develop and re-introduce ongoing TGV2S-specific programs and events in partnership with TGV2S service providers and organizations, including lectures, workshops, games and social events.
2B. Integrate TGV2S inclusion into all existing programs and services	VPL-2Bi. Prepare library staff, spaces and events to include TGV2S patrons in all existing events and programs.	Review of existing general programs and events with a TGV2S lens to ensure TGV2S integration and accessibility, such as staff TGV2S competency, washrooms and signage, advertising, invitations and introductions (with use of pronouns).
	VPL-2Bii. Update library cataloguing system.	Expand and revise the cataloguing of TGV2S literature throughout the library's collection to ensure ease of access to patrons seeking up-to-date and relevant information.



Pillar 3: Human Resources		
CoV Recommendation	VPL Recommendation	Considerations for Action
3A. Dedicate staff resources to lead and coordinate TGV2S inclusion at each branch	VPL-3Ai. Identify and designate Champion/Safe Contact(s) at each branch.	<p>The role of the champion/safe contact is to:</p> <ul style="list-style-type: none"> <li>• Provide information to other staff at the branch on TGV2S inclusion.</li> <li>• Provide competent support and information to TGV2S patrons before and during visits to the library.</li> </ul>
3B. Create TGV2S inclusive policy and ongoing and iterative competency training	VPL-3Bi. Expand and update policies to include gender identity and expression.	<p>Review VPL Human Resources policies with TGV2S lens for language and inclusion (except Anti-Harassment Policy which already includes gender identity).</p>
	VPL-3Bii. Utilize a phased approach to prioritize TGV2S inclusion in-person competency training.	<p>Utilize a phased and prioritized approach to provide TGV2S-specific competency training within a classroom setting:</p> <ul style="list-style-type: none"> <li>• Start with all Supervisors Group</li> <li>• In-depth, intensive training for Champions/Safe Contacts</li> <li>• General education and awareness training to all staff over 1 to 2 sessions</li> </ul> <p>Expand and include TGV2S issues and language within current VPL training initiatives (e.g., Respectful Workplace).</p> <p>Provide role-specific training to collections and reference desk staff on how and where to access online resources to support TGV2S library patrons.</p>
3C. Promote TGV2S inclusive employment practices in recruitment, hiring and workplace relations	VPL-3Ci. Support TGV2S employees in the workplace.	<p>Develop a strategy to ensure the VPL provides a supportive workplace for its TGV2S employees.</p> <p>Expand gender category options in employee engagement surveys that provide an optional question allowing staff to self-identify their gender.</p>
	VPL-3Cii. Position the VPL as an Employer of Choice for TGV2S applicants.	<p>Consider practices that will build awareness about the VPL as a TGV2S inclusive employer as a tool for recruitment.</p> <p>Consider collecting a baseline of information on gender diversity and equity on applicants and hires.</p>

Pillar 4: Communications + Data		
CoV Recommendation	VPL Recommendation	Considerations for Action
4A. Create and conduct TGV2S inclusive data collection methods	VPL-4Ai. Develop and implement consistent policy and protocol for collecting gender data across all departments.	<p>Develop consistent policy and protocol for collecting gender data throughout VPL that allows for self-identification, opting out and protects privacy:</p> <ul style="list-style-type: none"> <li>• Man</li> <li>• Woman</li> <li>• Transgender</li> <li>• Gender Variant</li> <li>• I identify as: _____ (fill in blank)</li> </ul> <p>Provide explanation when collecting gender data for how the information will be used.</p>
4B. Develop ongoing, internally-focused communications to promote TGV2S throughout the VPL	VPL-4Bi. Generate checklist for TGV2S representations and communications.	<p>Update visuals available for communications that include diverse representations of gender identity and expression.</p> <p>Update style guide for text-based communications in hard copies and online with gender neutral language (e.g., he/she to they and “everyone” instead of men/women).</p>
4C. Develop ongoing, externally- focused communications to promote TGV2S inclusion across library branches	4Ci. Create and conduct sustained, iterative campaign with communications and events about TGV2S inclusion at the VPL.	<p>Host a series of dialogues for the general public on TGV2S issues.</p> <p>Review and adapt the VPB public awareness campaign with diverse representations of gender identities and experiences navigating library spaces and programs.</p> <p>Develop translated materials to explain TGV2S issues and needs, especially related to washrooms (e.g., signage changes).</p>

Pillar 5: Community Consultation + Public Partnerships		
CoV Recommendation	VPL Recommendation	Considerations for Action
5A. Conduct intentional and ongoing TGV2S-specific consultation and outreach	VPL-5Ai. Conduct consultation on TGV2S inclusion recommendation with TGV2S communities.	Conduct a needs assessment and/or focus groups with TGV2S patrons to understand how they perceive and experience the library and what their specific issues, needs and interests are.
	VPL-5Aiii. Conduct ongoing consultation on TGV2S-specific events and programs.	Develop a plan to inform TGV2S patrons about the Access Card, Champion/Safe Contact(s), Inspiration Lab and explore development of specific programming for TGV2S patrons.
5B. Integrate TGV2S inclusion into all library public consultation sessions and initiatives	VPL-5Bii. Conduct ongoing, general consultation with TGV2S community members.	Conduct targeted outreach to TGV2S patrons through TGV2S partners and advisory bodies in the public consultation processes to inform the Library’s Strategic Plan 2017-2020.

<p>5C. Establish partnership with TGV2S service providers and organizations</p>	<p>VPL-5Cii. Establish partnerships to coordinate on library programs, services and outreach and invitation for library events and consultation sessions.</p>	<p>Develop a plan and outreach to connect with TGV2S groups and service providers (e.g., Qmunity, CoV LGBTQ2+, VPB TGV Inclusion, VSB Pride Advisory Committees).</p> <p>Teen Services Librarians to connect with TGV2S youth and/or youth groups.</p>
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## **APPENDIX 9 – RECOMMENDATIONS DATABASE WITH RATINGS**

[See Excel Spreadsheet]

**APPENDIX 9 – RECOMMENDATIONS DATABASE WITH RATINGS**

[illegible]

<p><b>S11:</b> Introduce gender options on VPB forms for the collection of gender-related data, including categories woman, man, transgender, gender variant, and space for self-identi cation.</p>	<p><b>V18:</b> A student's trans* status, legal name, or gender assigned at birth may constitute confidential personal information that will be kept confidential.</p> <p><b>V19:</b> In situations where school staff or administrators are required by law to use or to report a trans* student's legal name or sex, such as for purposes of data collection, school staff and administrators will adopt practices to avoid the inadvertent disclosure of such information.</p> <p><b>V20:</b> Students' rights to discuss and express their gender identity and/or gender expression openly and to decide when, with whom, and how much private information to share will be respected.</p>	<p><b>4A.</b> Create and conduct TGV25 Inclusive data collection methods</p>	<p><b>4Ai.</b> Develop and implement consistent policy and protocol for collecting gender data across all City departments.</p> <p><b>4Aii.</b> Conduct TGV25 inclusive standardized analysis, reporting, and application methods.</p>	High	Most TGV25 residents	Frequent	Large	Low	One time	Within 1 year	Straight-forward	Low	25	9.8	1 High
<p><b>S12:</b> Develop trans* and gender variant-inclusive community engagement materials that support all patrons to contribute to fostering respectful and welcoming recreational facilities.</p>	<p><b>V14:</b> The Board is committed to providing learning resources in languages and in formats easily accessible to ELL students and their families, where possible.</p> <p><b>V16:</b> The Board will ensure that school forms and communications reflect the diversity of sexual orientations and gender identities of students, staff and parents/guardians.</p>	<p><b>4C.</b> Develop ongoing, externally- focused communications to promote TGV25 inclusion more broadly throughout the city</p>	<p><b>4Ci.</b> Create and conduct sustained, iterative campaign with communications and events about TGV25 Inclusion in the city.</p> <p><b>4Cii.</b> Share TGV25 inclusion best practices with the City's collaborators and partners.</p>	High	Most TGV25 residents	Occasional	Large	Low	Frequent	2 to 3 years	Moderate	Moderate	22	9.0	2 Medium
<p><b>S13:</b> Develop materials to indicate to [TGV] patrons what types of facilities and support are available to be searchable on the VPB website.</p>	<p><b>V12:</b> The Board is committed to enabling all LGBTQ+ students and families to see themselves and their lives positively reflected in the curriculum, through the provision of library and other curricular resources.</p> <p><b>V15:</b> The Board will acknowledge through its communication to students, staff, and the community that some students live in LGBTQ+ families and need to be positively recognized and included as such.</p>	<p><b>4C.</b> Develop ongoing, externally- focused communications to promote TGV25 inclusion more broadly throughout the city</p>	<p><b>4Ciii.</b> Generate ongoing communications to TGV25 communities</p>	High	Most TGV25 residents	Occasional	Large	Low	Frequent	Within 1 year	Straight-forward	Moderate	24	9.6	1 High
N/A	<p><b>V8:</b> The Board will ensure that counsellors and staff are provided with information, from the district, on support programs or services for students and families.</p>	<p><b>4B.</b> Develop ongoing, internally- focused communications to promote TGV25 inclusion throughout the City of Vancouver</p>	<p><b>4Bi.</b> Generate checklist for TGV25 inclusive representations and communications.</p> <p><b>4Bii.</b> Generate protocols and procedures for TGV25 inclusion at City-led and sponsored events.</p>	Low	Individual TGV25	Occasional	Small	Low	Frequent	Within 1 year	Straight-forward	High	19	7.3	2 Medium
<p><b>S14:</b> Develop clear policies and guidelines on trans* and gender variant needs and issues, which are visibly presented at facilities, in brochures, and on the website.</p>	<p><b>V1:</b> The Board will strive to prevent and to provide effective procedures to respond to any language or behaviour that degrades, denigrates, labels, or stereotypes students on the basis of their real or perceived sexual and/or gender identities and/or gender expression, or that incites hatred, prejudice, discrimination or harassment on such bases.</p>	<p><b>3B.</b> Create city-wide TGV25 inclusive policy and ongoing and iterative competency trainings</p>	<p><b>3Bi.</b> Expand and update EEO policies to include TGV25 population.</p>	Moderate	Most TGV25 residents	Occasional	Small	Low	One time	2 to 3 years	Straight-forward	High	22	8.7	2 Medium
<p><b>S15:</b> Develop and implement training manuals, materials, webinars, and workshop guides for all people involved in the delivery of services (staff, contractors, and volunteers) to address trans* and gender variant issues and needs.</p>	<p><b>V6:</b> The Board will strive to ensure that professional development and training is provided for staff to develop the awareness, knowledge, skills and attitudes necessary to:</p> <p>1) deliver an LGBTQ+ inclusive curriculum (including anti-homophobia and anti-transphobia education); 2) identify and address homophobic and transphobic discriminatory attitudes and behaviours; and 3) support and advocate for the needs of students whose real or perceived identity is LGBTQ+</p>	<p><b>3B.</b> Create city-wide TGV25 inclusive policy and ongoing and iterative competency trainings</p>	<p><b>3Bii.</b> Utilize a phased approach to prioritize TGV25 inclusion in-person competency training.</p>	High	Most TGV25 residents	Continuous	Large	Medium	Frequent	Within 1 year	Moderate	Moderate	24	9.1	2 Medium

<b>S16:</b> Ensure the workplace fully welcomes and supports potential and existing trans* and gender variant staff.	<b>V21:</b> Trans* students will be addressed by the names and pronouns prefer to use. <b>V25:</b> Students have the right to dress in a manner consistent with their gender identity or gender expression. This includes students who may dress in a manner that is not consistent with societal expectations of masculinity/femininity. <b>V30:</b> Trans* students shall have access to the washroom and change room that corresponds to their gender identity. Students who desire increased privacy will be provided with a reasonable alternative washroom and/or changing area. Any alternative arrangement will be provided in a way that protects the student's ability to keep their trans* status confidential.	<b>3C.</b> Promote TGV25 inclusive employment practices in recruitment, hiring and workplace relations	<b>3Cii.</b> Support TGV25 employees in the workplace. <b>3Ciii.</b> Position the City of Vancouver as an Employer of Choice for TGV25 applicants.	High	Individual TGV25	Continuous	Medium	Low	Frequent	Within 1 year	Straight-forward	High	24	9.4	1 High
<b>S17:</b> Increase rental subsidies to partners who o er trans-specific programming in VPB.	N/A	N/A	N/A												
<b>S18:</b> Identify potential partnership opportunities for programming, education and/or training.	N/A	<b>5C.</b> Establish partnership with TGV service providers and organizations	<b>5Ci.</b> Establish partnerships for specific support on implementation of TGV recommendations. <b>5Cii.</b> Establish partnerships to coordinate on city programs and services and provide city support of TGV activities by providing subsidized rentals. <b>5Ciii.</b> Establish partnerships to support outreach and invitation for city events and consultation sessions	High	Most TGV25 residents	Ocassional	Large	Low	Frequent	Within 1 year	Moderate	Moderate	23	9.3	1 High
<b>S19:</b> Appoint the VPB Manager of Accessibility as staff lead accountable with implementing recommendations.	<b>V9:</b> The Board will ensure that elementary and secondary schools appoint at least one staff person to be a Safe Contact who is able to act as a resource person for LGBTQ+ students, staff and families. School administrators will inform students and other staff about the location and availability of this contact person.	<b>3A.</b> Dedicate staff resources to lead and coordinate TGV25 inclusion implementation across departments	<b>3Aii.</b> Create a staff position to lead the coordination of internal cross-departmental TGV25 inclusion implementation and coordinate external events with community and government partners. <b>3Aiii.</b> Identify and dedicate departmental staff to lead and coordinate TGV25 Inclusion within departments.	High	Most TGV25 residents	Continuous	Large	High	Frequent	Within 1 year	Moderate	Moderate	23	8.4	2 Medium
N/A	<b>V3:</b> There will be ongoing, constructive and open dialogue with LGBTQ+ communities to increase co-operation and collaboration among home, school and the community. <b>V4:</b> Administrators, teachers, counsellors, and other staff and student leaders should consult with LGBTQ+ students and their designated support groups and take concrete actions to make schools more welcoming, inclusive and safer places.	<b>5A.</b> Conduct intentional and ongoing TGV25-specific consultation and outreach	<b>5Aii.</b> Conduct consultation on TGV25 inclusion recommendations with TGV25 communities, committees and vulnerable subgroups. <b>5Aiii.</b> Determine and establish ongoing TGV25 implementation feedback mechanisms. <b>5Aiiii.</b> Conduct ongoing consultation on TGV25-specific projects, areas and issues.	High	TGV25 Subgroup	Ocassional	Medium	Low	Frequent	Within 1 year	Moderate	Low	20	8.3	2 Medium
<b>S20:</b> Create a Trans* and Gender Variant Implementation Steering Committee to assist an assigned staff person with the implementation of recommendations.	<b>V2:</b> The Board will consult with the Pride Advisory Committee to ensure that policy directions, priorities and implementation of programs and services are consistent with the Sexual Orientation and Gender Identities policy.	N/A	N/A												
N/A	N/A	<b>5B.</b> Integrate TGV25 inclusion into all City public consultation sessions and initiatives	<b>5Bi.</b> Conduct ongoing, general consultation initiatives with other equity groups. <b>5Bii.</b> Conduct ongoing, general consultation with TGV25 community members. <b>5Biii.</b> Include TGV25 community members in ongoing, general consultation initiatives by creating TGV25 inclusive consultation events.	High	TGV25 Subgroup	Ocassional	Medium	Low	Frequent	2 to 3 years	Moderate	High	21	8.7	2 Medium
<b>S21:</b> Complete annual evaluations of the implementation of the recommendations and the level improvement in user experience of trans* and gender variant patrons.		<b>4C.</b> Develop ongoing, externally- focused communications to promote TGV25 inclusion more broadly throughout the city	<b>4Ciii.</b> Generate ongoing communications to TGV25 communities	High	MOst TGV25 residents	Ocassional	Large	Low	Frequent	Within 1 year	Straight-forward	High	25	9.9	1 High



Date: April 17, 2014

TO: Board Members - Vancouver Park Board

FROM: General Manager - Parks and Recreation

SUBJECT: Trans\* and Gender Variant Inclusion Working Group  
- Final Report (attachment)

---

## RECOMMENDATION

**THAT** the Board receive the attached report, entitled "Building a Path to Parks & Recreation for All", prepared by the Trans\* and Gender Variant Inclusion (TGVI) Working Group and;

**FURTHER THAT**

- A. The Board direct staff to create a new "Trans\* and Gender Variant Implementation Steering Committee" to assist staff with the implementation of actions recommended in the report;
- B. The Board direct staff to provide a status update on the progress of the implementation process and key outcomes, within one year.

## BACKGROUND

The Park Board has identified "inclusion and accessibility" as a priority objective for parks and recreation services in the current Strategic Plan.

In May 2013, the Park Board established the Trans\* and Gender Variant Inclusion (TGVI) Working Group, to assist the organization with identifying barriers citizens face in accessing parks and recreation services. This effort was led by a dedicated group of volunteers who planned and implemented a thorough community engagement process over a period of nearly one year. Through a variety of forums, opportunities to offer feedback and first-hand experiences were provided to trans\* and gender variant residents, City of Vancouver and Park Board staff, service agencies, community organizations, and volunteers.

## DISCUSSION

The attached report illustrates the TGVI Working Group's engagement findings and provides priority recommendations aimed at enhancing service quality and access to Park Board facilities. Moreover, the report aligns the Park Board's strategic priorities with steps suggested by the working group to help achieve them.

Staff will review the list of recommended actions outlined and, with the Board's endorsement, prepare an evaluation of implementation options in coordination with community members and colleagues. In addition, staff plan to assign responsibility for "inclusion and accessibility" policies and programs to a new leadership position in the Recreation team.



The TGVI Working Group's report demonstrates the collective expertise and skills of the volunteers who engaged with staff and community members. Highlighted in the report is a recommendation for a Trans\* and Gender Variant Implementation Steering Committee. This structure would be an appropriate arrangement to support staff through the implementation process.

#### **NEXT STEPS**

Pending approval of the above recommendations, staff will begin the process of investigating the options and implications, including any resource requirements, in order to develop an implementation plan for the actions recommended. As stated in the TGVI report, a phased approach would be a practical method of advancing, integrating components into existing work plans wherever possible.

#### **SUMMARY**

Park Board staff greatly appreciate the participation of community members involved both directly and indirectly in the report authored by the TGVI Working Group. Staff are confident that the conclusions of this extensive engagement process will result in meaningful progress toward the Park Board's vision to be leaders in parks and recreation.

General Manager's Office  
Vancouver Board of Parks and Recreation  
Vancouver, BC

Prepared by: Thomas Soulliere, Director of Recreation  
/ts



# **Building a Path to Parks & Recreation for All:**

*Reducing Barriers for  
Trans\* & Gender Variant  
Community Members*



**APRIL 2014**

**TO: THE VANCOUVER PARK BOARD**

**BY: THE TRANS\* AND GENDER VARIANT INCLUSION WORKING GROUP**



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## Vancouver Park Board Mandate & Strategic Framework

The Vancouver Park Board's vision is to "be leaders in parks and recreation by connecting people to green space, active living, and community". In order to realize this vision the Park Board has laid out a comprehensive strategic framework that includes four key directions: Parks and Recreation for all, Leader in Greening, Engaging People, and Excellence in Resource Management. Each of these four directions has 2-3 goals with a total of 27 strategic objectives. In these 27 objectives, the Park Board lays out action areas that

will improve their ability to lead. These objectives range from improving inclusivity and accessibility to improving community engagement as well as ensuring that flexible and functional facilities meet the needs of the community. At each level of the strategic framework, there are key areas where these commitments can improve the experiences of patrons and build participation by underserved populations.



At an early age, gender lines are drawn. Where does this leave our children who don't fit neatly into a binary gender? As a child, do you remember lining up for the washroom before heading to the playground? What if you knew, even then, that your gender didn't match what either society or these lines assumed? Imagine how confusing and frightening that moment, repeated for years to come, would be.

## TGVIWG Mandate + Strategic Framework

In May of 2013, the Vancouver Board of Parks and Recreation formed a Trans\* and Gender Variant Inclusion Working Group (TGIWG) and tasked the group with working with trans\* and gender variant community members and VPB staff to identify barriers to equal access to park and recreation services. The terms of reference for the TGVIWG ask the group to produce a report that would outline the barriers and recommend actions that can improve the ability of trans\* community members access to green spaces, active living, and community provided by the Park Board. Five key areas, referred to as pillars, were highlighted for review:

### **Signage and literature;**

**Public spaces** (including washrooms and change-rooms);

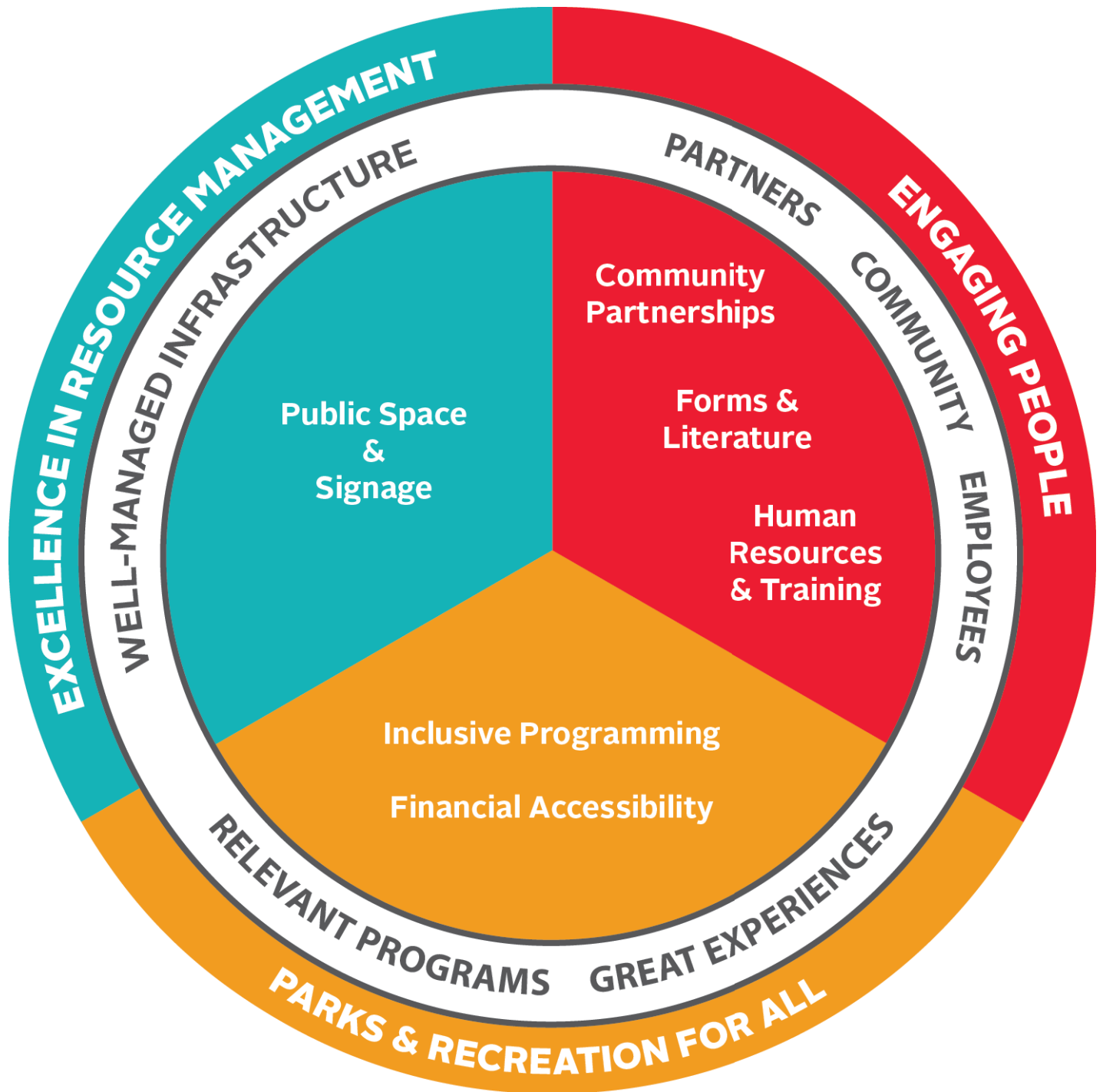
**Human resource training and policies;**

**Programming**

**Collaborative public and community partnerships.**

The TGVIWG's recommended actions align these five pillars with the goals and objectives of the VPB Strategic Framework.







# Building a Path to Parks and Recreation for All:

## REDUCING BARRIERS FOR TRANS\* AND GENDER VARIANT COMMUNITY MEMBERS

This Report Aims to Help the Park Board Answer These Questions:



What are the barriers to equal participation for trans\* and gender variant community members?



How do we reduce these barriers and build clear paths into our community centres and parks for trans\* and gender variant community members?



How can expanding options in gendered services and physical spaces foster more safe, respectful, and welcoming parks for all?

### The Goals of the Report

- Expand options in washrooms and change rooms by increasing universal and gender-neutral spaces alongside gendered spaces and include private options in all spaces.
- Create and adapt recreational programming to ensure more respectful and inclusive services.
- Expand paths to financially accessible facilities and programs.
- Create and leverage effective partnerships with organizations who can support new and existing patrons in accessing recreational spaces and programming.
- Create communication that engages all community members in honoring human rights law, understanding trans\* experience and contributing to welcoming and respectful recreational spaces.
- Equip staff with the tools to engage and support trans\* and gender variant community members and foster respectful and welcoming parks and recreational facilities.





The chart below outlines the connections between the TGVI framework and the VPB Strategic Framework.

VPB FRAMEWORK			TGVI FRAMEWORK	
DIRECTIONS	GOALS	OBJECTIVES	GOALS	SECTION
EXCELLENCE IN RESOURCE MANAGEMENT	Well-Managed Infrastructure	Flexible & Functional Spaces	Expand options in washrooms & change rooms	Public Space & Signage
	Well-Managed Infrastructure	Sustainable Design	Expand options in washrooms & change rooms	Public Space & Signage
PARKS & RECREATION FOR ALL	Relevant Programs & Services	Proactive Service Planning & Delivery	Inclusive Programming	Programming
	Great Experiences	Improved Inclusivity & Accessibility	Financial Accessibility	Financial Accessibility
	Great Experiences	Continuous Quality Improvement	Inclusive Programming	Programming
	Great Experiences	Enhanced Participation & Active Living	Inclusive Programming	Programming
ENGAGING PEOPLE	Partners	Effective Partnerships	Effective Partnerships	Community Partnerships
	Community	Active Community Participation	Building Engaged & Respectful Communities	Forms & Literature
	Community	Improved Engagement & Communication	Building Engaged & Respectful Communities	Forms & Literature
	Community	Open & Approachable Organization	Building Engaged & Respectful Communities	Forms & Literature
	Employees	Open Dialogue	Equipping staff with tools to be trans* inclusive	HR & Training
	Employees	Safe, Innovative & Collaborative Workplace	Equipping staff with tools to be trans* inclusive	HR & Training
	Employees	Fair recruitment & development opportunities	Equipping staff with tools to be trans* inclusive	HR & Training



Increased discrimination based on  
intersecting forms of oppression  
(ableism, racism, classism, homophobia)

Limited/restricted access  
to **health services**

ATTEMPTED SUICIDE RATES  
ARE **9 TIMES HIGHER** THAN  
THE NATIONAL AVERAGE

**78%** Harassment  
in School (K-12)

HIGH MEDICAL  
COSTS

**TRANS  
PHOBIA**

CONFLICT WITH AND/OR REJECTED BY  
FAMILY & FRIENDS

41% OF TRANSGENDER  
PEOPLE ATTEMPT SUICIDE

Verbal Harassment

More likely to be **prosecuted** and  
**incarcerated** than other groups  
with similar arrest rates

35%  
ARE PHYSICALLY  
**ASSAULTED**

HARASSED  
BULLIED IN  
SCHOOL

Challenges  
Obtaining ID  
to Match  
Gender

**WORKPLACE DISCRIMINATION**

**INCREASED BARRIERS FOR IMMIGRATION**

**THREAT OF VIOLENCE AND  
DISCRIMINATION** BASED ON APPEARANCE  
(IN NAVIGATING PUBLIC SPACES)

Underemployment

**CHALLENGES TO ACCESSING  
SAFE, STABLE HOUSING**





## Experiences of Gender

We are all assigned a gender at birth based on our biological sex. Sometimes the assigned gender doesn't match our gender identity- how we understand our deepest, truest sense of what our gender is. What should happen when the gender assigned to one of us does not match our gender identity? The healthiest choice for both the individual and society is to honour the person's right to self-identify and express their gender freely.

---

*"On nearly every continent, and for all of recorded history, thriving cultures have recognized, revered, and integrated more than two genders. Terms such as transgender and gay are strictly new constructs that assume three things: that there are only two sexes (male/female), as many as two sexualities (gay/straight), and only two genders (man/woman)."*

**TWO SPIRITS, INDEPENDENT LENS,  
AMERICAN PUBLIC BROADCASTING SERVICES**

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Some people do not identify with either category of man or woman. They may undergo a process of social or physical transition that align their presentation and body with their gender identity. Others identify with the gender category opposite the one they were assigned at birth. They may also choose to undergo transitioning processes to affirm their gender identity. Depending on the degree of cultural and community acceptance, this can lead to persistent challenges to accessing some of the most basic

forms of human needs- housing, education, food, employment, and safety from physical harm. Not surprisingly, research repeatedly reveals that without support and acceptance, trans\* and gender variant individuals commonly experience poor health outcomes, with higher levels of mental illness, substance use and suicide attempts.

Thankfully, a growing number of trans\* and gender variant individuals are able to access means to express their gender in ways that align with their gender identity. This, in turn, improves their individual well-being and overall community health. Trans\* and gender variant people and their allies continue to work to achieve more equal access to the resources provided to the general public. In addition to things like accessing appropriate medical services or housing, human rights regarding non-discrimination in public space and accommodation are still far from equal. This includes parks and recreational spaces.

Gender-segregated services and facilities can exclude trans\* and gender variant community members if an inclusive approach is not taken. In these instances, trans\* and gender variant individuals commonly face gender-policing in the form of verbal harassment, public-shaming and physical violence by others who feel they do not belong there.

Aware of the heightened vulnerabilities for trans\* and gender variant children, youth, seniors, individuals with disabilities, First Nations and people of colour, the TGVWG recognizes the importance of providing recommendations that increase the access, safety and privacy of all VPB users, in an effort to reach Vancouverites who face multiple barriers to full participation.





## Process Overview

The TGVIWG led two waves of engagement, one in the fall of 2013 and another in the winter of 2014. They connected with trans\* and gender variant community members, VPB frontline staff, VPB management, facilities development staff at the City of Vancouver, service providers, community organizations, and some recreational patrons in community centres. As outlined below, a variety of community engagement activities enabled key stakeholders to provide their input on ways to build a path for equal access to recreational facilities.

METHOD		PARTICIPANTS	PARTICIPANT #S	DATES
COMMUNITY ENGAGEMENT PHASE				
1	COMMUNITY MEETING	Trans*, Gender Variant, Allies	35 in-person & 5 virtual attendees	October 2013
2	ONLINE SURVEY	Trans*, Gender Variant, Allies	208 respondents	October 2013 - January 2014
3	ONLINE SURVEY	Trans* and Gender Variant Service Providers and Community Partners	10 respondents	December 2013 - January 2014
4	POLL	Recreational users at Mount Pleasant, Hillcrest, Britannia Community Centres	146 respondents	December 2013 - January 2014
5	ONLINE SURVEY	Frontline staff at recreational facilities	181 respondents	December 2013 - January 2014
6	WORKSHOP	City of Vancouver Project Managers	10 attendees	December 2013
7	FOCUS GROUP	Frontline staff	15 attendees	December 2013
8	TRAINING	Provided T/GV 101 In-service Training for Aquatic Staff	500 attendees	January 2012 - ongoing
9	SITE TOURS	Took notes and photos of facilities, including: Hillcrest, Britannia, Coal Harbour, Mount Pleasant, Killarney and Templeton	N/A	August 2013 - January 2014
COMMUNITY REVIEW PHASE				
10	COMMUNITY MEETING	Trans*, Gender Variant, Allies	25 in-person & 10 virtual	April 2014
11	ONLINE FEED-BACK SURVEY	Trans*, Gender Variant, Allies	126 respondents	March - April 2014
12	FOCUS GROUP	Frontline staff	10 attendees	April 2014
13	MEETINGS	City of Vancouver Advisory Committees, including 1) Women's; 2) Children, Youth and Families; 3) Persons with Disabilities; and 4) Planning Commission.	Planning Commission	March and April 2014





After the first phase of community engagement, working group members analyzed the feedback. We identified the synergies between community and staff recommendations, synthesized them in draft recommendations that were then taken back for further consideration with trans\* and gender variant community members as well as staff. The additional feedback was combined to create the recommended actions, measures of success, and priorities outlined in this report.

At every step of the way, the working group members and trans\* community members considered how to integrate the needs of other

patrons who experience similar barriers to accessing into the recommendations. In order to better understand the ways in which the work could improve the lives of other people with their own barriers, the TGVIWG reached out to work with several other advisory committees to City Council. The Women's Advisory Committee, the LGBTQ Advisory Committee, Persons with Disabilities Advisory Committee, and the Youth and Families Advisory Committee all contributed to the review of the recommendations. In some cases, committees suggested additions to the recommendations in order to strengthen the work.

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*"The Women's Advisory Committee supports the Trans and Gender-Variant Inclusion Working Group's recommendations in principal.. and the Committee is encouraged about the impact these recommendations would have for the safety of women and girls."*

**CARRIED UNANIMOUSLY**

*Fostering a community where members feel safe, welcomed, and respected is vital in order strengthen a community, for this reason, the CFY Advisory Committee is pleased to support the Trans and Gender Variant Inclusion Committee's recommendations.*

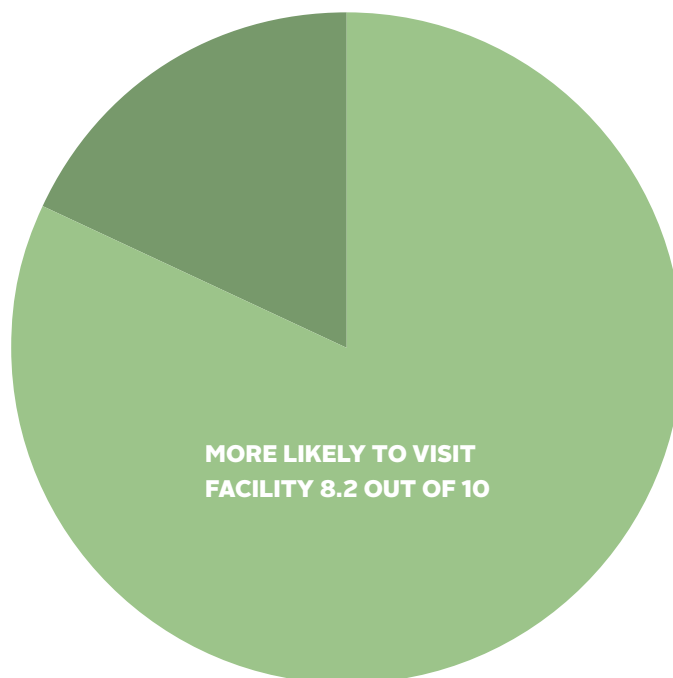
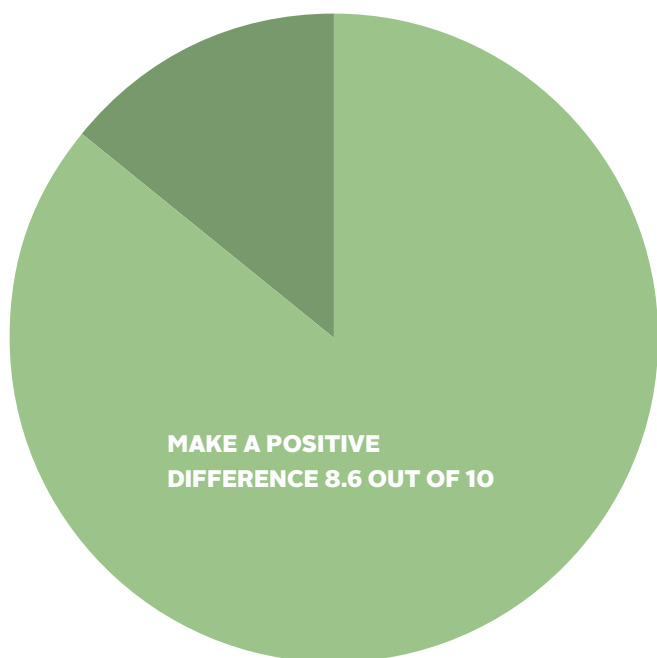
**CHILDREN, YOUTH & FAMILIES  
ADVISORY COMMITTEE**

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*"The LGBTQ City Advisory Committee endorses the draft report and recommendations to Park Board as presented by the Trans & Gender Variant Working Group"*

**CARRIED UNANIMOUSLY**

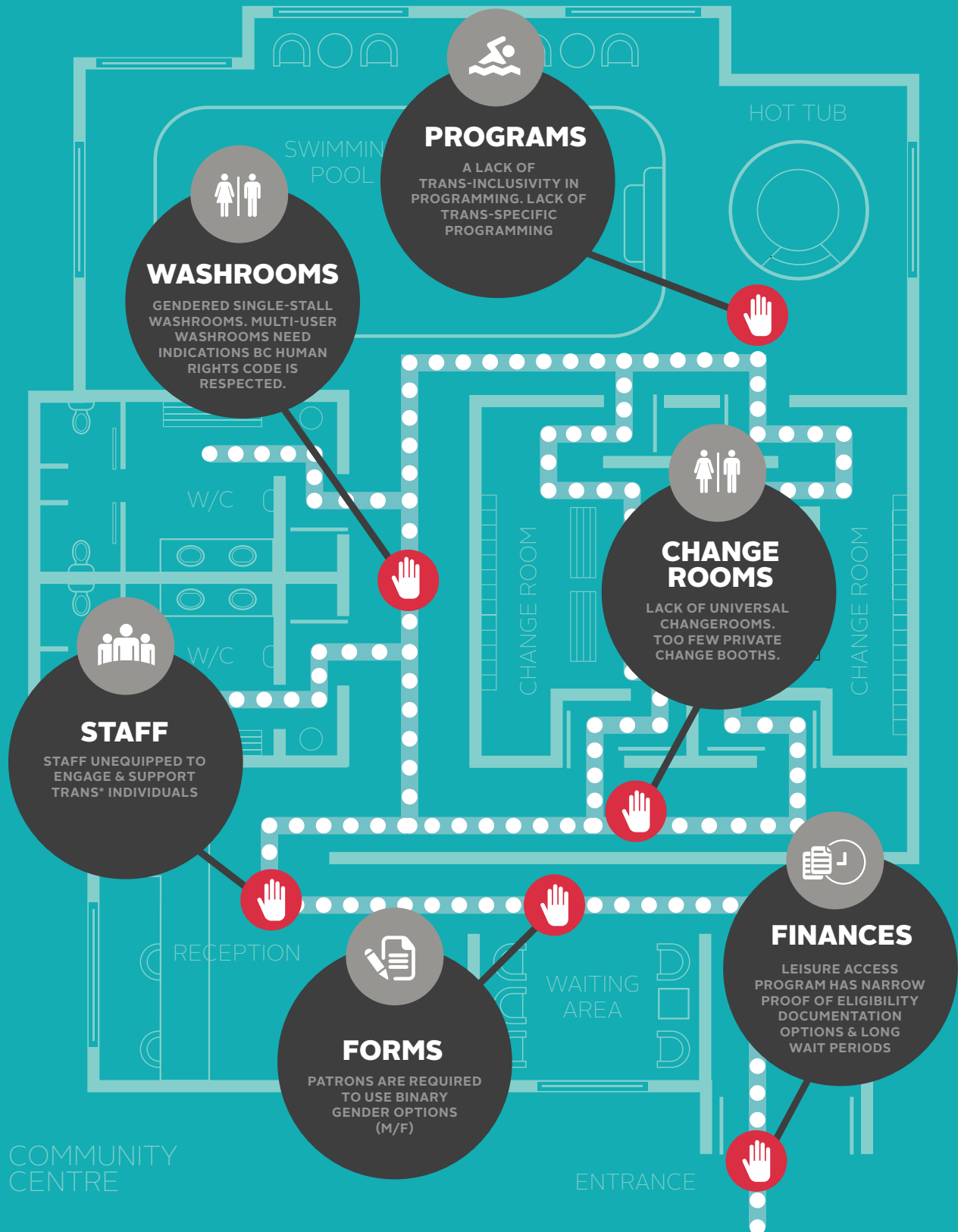




The recommendations contained within will contribute to improving the safety for a variety of people while recognizing that trans\* and gender variant community members face particularly persistent and pernicious forms of discrimination and exclusion.



## BARRIERS FACING TRANS\* & GENDER VARIANT INDIVIDUALS





# Summary Actions

In this section, you will find a condensed list of recommended summary actions (S1, S2, S3...). In the document that follows, there are larger sets of recommendations (R1, R2, R3...) that correspond with the following high level actions.

<b>PUBLIC SPACE &amp; SIGNAGE (EXCELLENCE IN RESOURCE MANAGEMENT)</b>	<b>S1</b>	Increase square footage dedicated to universal spaces in new and existing facilities.
	<b>S2</b>	Include at least one single-user booth in universal spaces in order to improve traffic flow and reduce wait times for all users.
	<b>S3</b>	Incorporate more single-user booths to increase privacy in gender-segregated spaces.
	<b>S4</b>	Build accessible, single-user washrooms in each functional section of recreational facilities.
	<b>S5</b>	Use function-based icons in signage rather than gendered figures.
	<b>S6</b>	Create signage that states BC Human Rights Code at gendered change rooms and washrooms.
	<b>S7</b>	Ensure multi-gender, multi-user spaces have inclusive signage and clear policies about access for all.
<b>PROGRAMMING &amp; FINANCIAL ACCESSIBILITY (PARKS &amp; RECREATION FOR ALL)</b>	<b>S8</b>	Ensure inclusivity in existing recreational programs.
	<b>S9</b>	Pilot trans* and gender variant-specific recreational programs.
	<b>S10</b>	Use on-site application processing and alternative documentation to reduce and remove barriers to the Leisure Access Card (LAC).
<b>FORMS + LITERATURE (ENGAGING PEOPLE)</b>	<b>S11</b>	Introduce gender options on VPB forms for the collection of gender-related data, including categories woman, man, transgender, gender variant, and space for self-identification.
	<b>S12</b>	Develop trans* and gender variant-inclusive community engagement materials that support all patrons to contribute to fostering respectful and welcoming recreational facilities.
	<b>S13</b>	Develop materials to indicate to patrons what types of facilities and support are available to be searchable on the VPB website.
<b>HUMAN RESOURCES &amp; TRAINING (ENGAGING PEOPLE)</b>	<b>S14</b>	Develop clear policies and guidelines on trans* and gender variant needs and issues, which are visibly presented at facilities, in brochures, and on the website.
	<b>S15</b>	Develop and implement training manuals, materials, webinars, and workshop guides for all people involved in the delivery of services (staff, contractors, and volunteers) to address trans* and gender variant issues and needs.
	<b>S16</b>	Ensure the workplace fully welcomes and supports potential and existing trans* and gender variant staff.
<b>COMMUNITY PARTNERSHIPS (ENGAGING PEOPLE)</b>	<b>S17</b>	Increase rental subsidies to partners who offer trans-specific programming in VPB.
	<b>S18</b>	Identify potential partnership opportunities for programming, education and/or training.
<b>PROCEDURAL</b>	<b>S19</b>	Appoint the VPB Manager of Accessibility as staff lead accountable with implementing recommendations.
	<b>S20</b>	Create a Trans* and Gender Variant Implementation Steering Committee to assist an assigned staff person with the implementation of recommendations.
	<b>S21</b>	Complete annual evaluations of the implementation of the recommendations and the level improvement in user experience of trans* and gender variant patrons.





# Quick Starts & Priorities

## Quick Starts **WITHIN 3-6 MONTHS**

Install universal signage for all single stall washrooms.

Install universal signage on booths in change rooms.

Provide trans-inclusivity training to all aquatic staff on an ongoing basis.

Train front-line staff on trans-inclusivity in registration processes on an ongoing basis.

Develop a trans\* and gender variant inclusion policy.

Strike a Trans\* and Gender Variant Implementation Steering Committee to advise on implementation.

Amend the application requirements of the Leisure Access Program and pilot two on-site processing locations.

Increase rental subsidies to partners who offer trans-specific programming in VPB facilities.

Pilot a set of holistic initiatives at Templeton and Killarney with the option of two other facilities that include:

- a) training of staff, contractors, and volunteers involved in the delivery of services*
- b) recreational programming specific to trans\* and gender variant patrons, friends, and allies*
- c) trans-inclusive signage with function-based icons*

## Short Term Priorities **1 YEAR**

Include the additional gender options across VPB registration and application forms.

All new hires must receive training and develop competence with supporting the BC Human Rights Code and VPB policies on supporting trans\* and gender variant patrons within the first month of the hire date.

Standardize universal signage for multi-gender spaces.

Transition to function-based icons in signage.

Install single change-booths in gender-segregated change rooms in select facilities.

Increase trans\* and gender variant usership of Leisure Access Program.

## Mid Term Priorities **2-3 YEARS**

All people involved in the delivery of services receive training and demonstrate competence with supporting the BC Human Rights Code and VPB policies on supporting trans\* and gender variant patrons.

Increase overall square footage of universal space in VPB facilities.

## Long Term Priorities **4-10 YEARS**

Universal change room and washroom options are available in 100% of VPB Facilities.



# Glossary

**VPB** – Vancouver Park Board

**TGV** – Trans and gender variant (people)

**FOOTPRINTS** – Square footage allotted to a particular space

**PATRONS** – Visitors and users of Park Board spaces

**GENDER SEGREGATED** – Spaces that are segregated as women's/men's.

**UNIVERSAL** – Term used to indicate accessible spaces that can be used by people of all genders; this includes multiple users, families, caregivers, and people with mobility needs.

**TRANS/TRANSGENDER (PERSON)** – Refers to a person whose gender assigned at birth does not match their gender identity.

**GENDER VARIANT (PERSON)** – A gender variant person's gender identity and/or presentation doesn't conform to culturally specific, gender based expectations of a female/male binary gendering system.

**TWO SPIRIT** – Used by North American Aboriginal societies to describe what Europeans now call LGBTQ. It is used as a umbrella term that is shaped and defined by each specific nation. The majority of First Nations communities identified two-spirit people in high regard and hold positions as mediators in communities/band.

**CISGENDER** – A person whose gender identity matches their assigned gender.

**GENDER BINARY** – The gender binary is a concept that reduces gender into two categories: woman and man.

**GENDER IDENTITY** – A person's innate sense of how they identify in terms of gender as outside the gender binary or as a woman or a man. Gender is not definitively correlated with biological sex, though gender is most generally assigned based on medical understandings of biological sex.

**GENDER EXPRESSION** – The ways in which a person communicates their gender identity to the world through dress, speech, mannerisms, and other behaviour.

**TRANS\*** – An inclusive umbrella term used to refer to communities, and individuals with nonconforming gender identities and/or expression.

**PRONOUNS** – How a person is referred to in conversation. Gender-neutral pronouns: (singular); They, them, their, theirs, or ze, zem, hir, hers. Feminine pronouns: She, her, hers. Masculine pronouns: He, him, his.

**GENDER POLICING** – The imposition or enforcement of normative gender expectations on an individual or community which may involve harassment or escalate to assault.

**SYSTEMIC BARRIERS** – Society uses systems to grant access to our most basic needs- food, shelter, education, rights, and community. Systemic barriers restrict or limit access to those and other resources or opportunities.

**LGBTQ** – Acronym for Lesbian, Gay, Bisexual, Trans\* & Queer communities

**ALLY** – A person is who is not a member of a specific community who makes an ongoing commitment to actively work with the members to fight against discrimination and oppression.







# Recommendations

In the following sections, we synthesize and prioritize recommendations based on the wealth of information shared with us throughout the community engagement and review phases. Within the recommendations you will find both very broad and very detailed information. As outlined in the Executive Summary, the Recommendation # is preceded with an R that indicates it is the more comprehensive recommendation than previously outlined in the Summary Actions section.

We have offered a timeline for each of the recommendations as indicated. Quick starts range within a 3 to 6 month period and long-term priorities can span up to ten years. In determining the timeline recommendations, we generally prioritized items with highest impact and realistic implementation feasibility. Additionally, particular items require a preceding recommendation to be completed before they can be launched (i.e. a training for registration staff before rolling out updated registration forms). Items are ordered in terms of a suggested timeline for implementation.

The TGVIWG is confident these recommendations will result in greatly improved access to parks and recreational facilities for trans\* and gender variant patrons as well as a wide variety of additional community members. In the most recent community survey, an average rating of 8.62 out of 10 was given to the statement

---

*“implementation of the recommendations will contribute to making community centres and parks more safe, respectful, and welcoming for trans\* and gender variant community members.”*

---

There was a slightly lower average rating (8.2 out of 10) related to the likelihood of survey respondents visiting community centres based on implementation of these recommendations. This may represent a concern that park and recreational facilities would continue to be unsafe for some, if only minimal measures were adopted.

That said, throughout this process trans\* and gender variant community members have repeatedly returned to tell us that these recommendations can make a major difference in their ability to safely access parks and recreational facilities, and this will, hopefully, improve their health and well-being.





*"If training standards and guidelines were in place and if I knew that city public spaces would enforce a specific inclusive gender-variant policy, then I would feel much safer. There are confused people everywhere and it is reasonable to expect that somebody, somewhere, will not like that gender variant people are around them. I personally feel that a reasonable person can look after themselves if they know they can turn to the staff in case of need and know what to expect."*

*"I frequently avoid going to the gym or going swimming if I don't have a friend with me, due to fears of being confronted/harassed in the change rooms."*

*"Forget the whole notion of dividing 'genders' and just create communal, 'universal' bathrooms, showers and change rooms. If alternatives are removed, the concept that we are all simply 'human'... will eventually gain momentum."*

“ “ “

*"[As a trans man] I do not feel comfortable changing in the men's change room. Communal showers - not very trans\* friendly."*

*"It requires a dance, maybe accessing the bathroom elsewhere in the facility and changing in the stall...it's all another reason not to go, and I already come up with lots of reasons not to exercise. Change rooms should not be a barrier."*



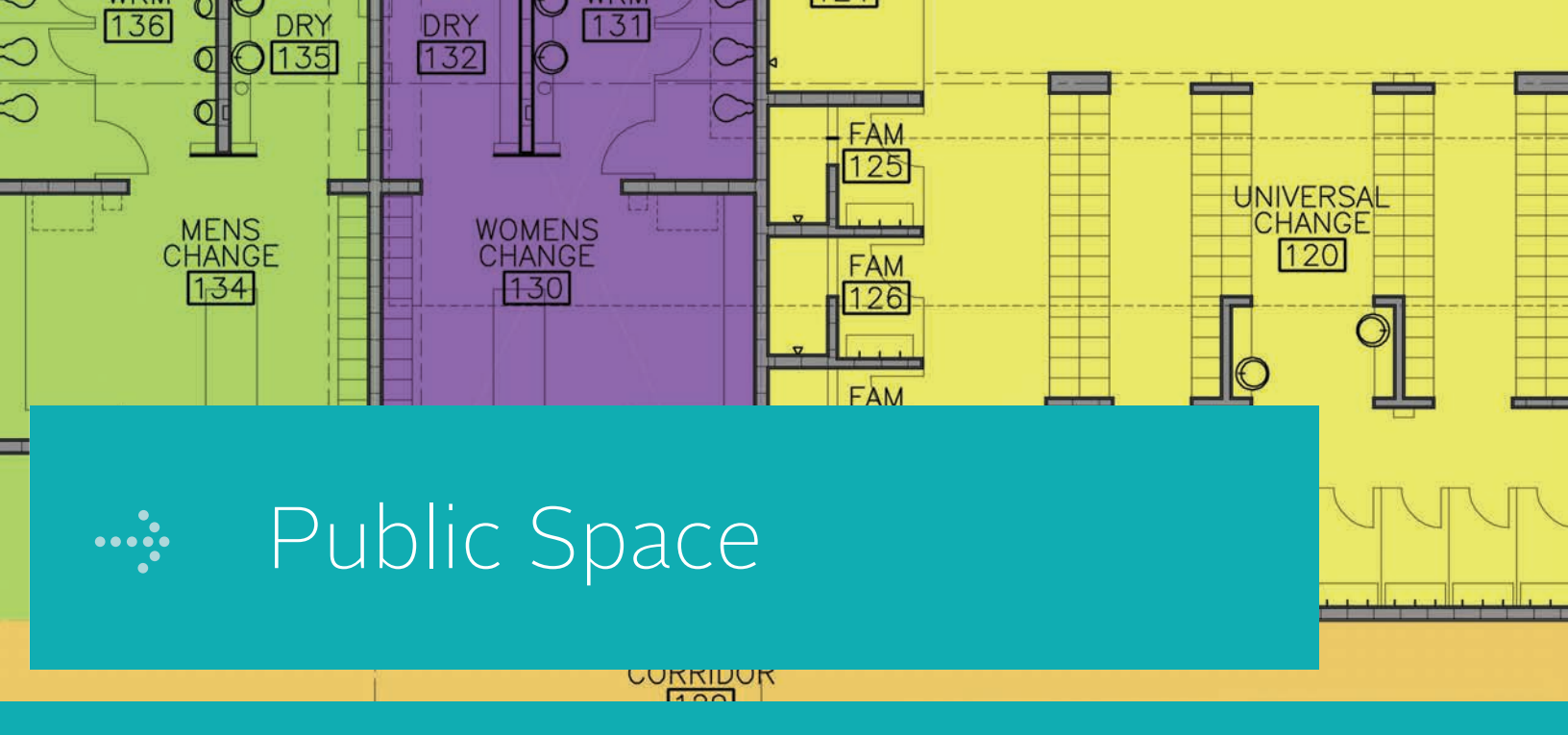
*"When two people tried to swim at a public pool in clean shorts and t-shirts, they were told they were not allowed to by staff. They were told that they must wear clothing of "bathing suit material." They therefore were unable to swim that day. ... The two people were angry, hurt, and felt very isolated after this instance. I don't think they've returned to a public pool swimming session since."*

*"I was threatened with violence by another member and obviously felt very unsafe. I immediately reported this to ... fitness staff who were ... **untrained to offer even the most basic empathy**. And while they spoke with the member, he was not asked to leave nor was there any consequence. I ended up changing the hours I attended to avoid him and then stopped using the facility."*

“ “ ” ”

*"I am a regular user of parks facilities. I think it's great that we are finally thinking about these things. In general, **I think the facilities would benefit from additional single user change rooms.** There are a range of cultural, social and medical reasons why people like to change in a private change room so including more of these would benefit trans people, families and a variety of other users."*

*"I still look male, despite years of hormones, electrolysis, etc. I'm [tall], big boned...there's only so much I can do. **Most people on the street still read me as male**, and because of that, I don't want to make my fellow women uncomfortable. So instead I stay home."*



## BACKGROUND & OBJECTIVES

For many trans\* and gender variant people, discrimination and the anxiety it creates are ongoing facets of life. Negotiating gender-segregated spaces, such as change rooms and washrooms, can in itself be an anxiety-inducing task due in part to previous experiences being confronted (i.e. gender-policed) in spaces where others feel they do not belong. In this case, gender-policing can include a range of behaviours from blatant non-verbal and verbal expressions of disapproval, disrespectful harassment meant to shame people into leaving the washroom of their rightful choice, or, in the worst scenarios, physical assault.

When no alternatives to gender-segregated space exist, such as universal change rooms, trans\* and gender variant individuals are at higher risk for harassment or assault. Consequently, they are less likely to use of these facilities. When they do use the facilities, people commonly experience serious degrees of social anxiety. The survey results in Appendix 6 provide additional information on these challenges. These results underscore the important role VPB facilities play in community

members' overall wellbeing. It also demonstrates the need for appropriate change rooms and washroom options for facility users who may otherwise face gender-policing in their efforts to access these facilities.

Both community survey results indicated universal change rooms were popular because they create safe space for trans\* and gender variant people to change. Universal spaces are also in high demand among other recreational users of diverse backgrounds and needs. When there is a high demand and limited availability, this often pits the needs of diverse users against one another. This was especially noted during peak user periods where the visible needs of some users, such as families with small children, were seen as more pressing than the less visible needs of single users. Single users may prefer universal change booths over open areas due to a variety of undisclosed reasons related to comfort and safety. Some survey respondents have a strong interest in moving to a model of exclusively universal change room without gender-segregated spaces (similar to what occurs in Europe).




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*“Universal or single-stall washrooms are essential for the safety of genderqueer, trans, and other gender variant individuals.”*

**SURVEY RESPONDENT**

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Facility tours and survey results affirm that newer facilities, such as Killarney and Hillcrest Community Centres, are heading in the right

direction with their inclusion of larger footprints for universal change rooms and washrooms. The recommendations in this section build upon recent designs and highlight opportunities to improve choice, functionality, traffic flow, and safety.

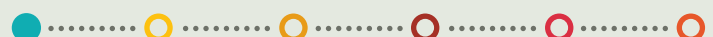
Incorporating these recommendations into future designs of new facilities and retrofits of existing facilities is intended to minimize design-induced gender-policing by users. This will greatly improve the experience of trans\* and gender variant community members as well as other users for whom additional privacy grants increased comfort and safety.

## Killarney Community Centre

The Killarney Community Centre, near Rupert Street and 45th Avenue, was completed in 2005 after a year of planning and an 18-month construction phase. The facility improved the model developed at Hillcrest Community Centre. This included several key design features that make it a best practices model for trans\* and gender variant inclusion. In particular, there are three change room spaces, including women’s, men’s, and universal change rooms with greater percentage of the overall square feet dedicated to the universal change room space.

The universal change room space has a mix of

single- and multi-user change room stalls. There are seven multi-user change room stalls and one accessible change room with showers and benches that have a capacity for two to three people. There are also eight single-user change room stalls with a bench and no shower. The universal space has four showers in an open-concept deck area, which can be used to shower off with swimsuit used in combination with dry single-user change room stalls. The universal space has built-in safety features including direct sightlines from corridors to staffed common areas and acoustics that would support people hearing any calls of distress.





## ACTIONS &amp; TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>NEW FACILITIES - INDOOR CHANGE ROOMS</b>		
<b>R1</b>	In the development of all new change rooms in aquatic facilities, include 3 separate change rooms: Universal (U), Women (W), and Men (M).	<b>NEXT NEW DESIGN BUILD</b>
<b>R2</b>	Prioritize larger spaces (sq ft) for universal change rooms in order to accommodate the greatest diversity of gender experiences while preserving reduced spaces of the familiar gender-segregated model.	<b>NEXT NEW DESIGN BUILD</b>
<b>R3</b>	Within U, W, and M multi-user change rooms, provide multiple change booths. Provide as many single-user booths as demand permits, and ensure at least one single-user booth should be available in each of the three change rooms (including the Men's change room where it is commonly omitted).	<b>NEXT NEW DESIGN BUILD</b>
<b>R4</b>	Incorporate lockers, cubbyholes and coat hooks on pool decks and in fitness centres as well as pool deck showers with foam soap dispensers in order to reduce the demand for time in change rooms.	<b>NEXT NEW DESIGN BUILD</b>
<b>R5</b>	Through design, incorporate safe environments in U/W/M spaces (e.g., address blind spots, dead ends and consider vents, transoms, visibility for staff to stall entrances).	<b>NEXT NEW DESIGN BUILD</b>
<b>R6</b>	In change booths and toilet stalls, incorporate door locks that indicate 'vacant', 'occupied'.	<b>NEXT NEW DESIGN BUILD</b>
<b>R7</b>	Wherever possible, co-locate aquatic and fitness change rooms to maximize universal change room footprint (sq. ft.)	<b>NEXT NEW DESIGN BUILD</b>
<b>R8</b>	When co-location of fitness and pool change rooms is not possible, adapt the aquatics U/W/M typology for fitness centres with at least one booth in each of the three rooms.	<b>NEXT NEW DESIGN BUILD</b>
<b>R9</b>	Preference for universal steam rooms rather than gender-segregated steam rooms.	<b>NEXT NEW DESIGN BUILD</b>
<b>R10</b>	VPB staff to work with the community centre staff, the Trans* and Gender Variant Implementation Steering Committee (see R73), and any other relevant committees to identify strategies and approaches to maximizing universal spaces in recreational facilities.	<b>NEXT NEW DESIGN BUILD</b>
<b>R11</b>	Identify and resolve any tensions with the provincial health code regarding square footage ratios in the U/W/M configurations.	<b>NEXT NEW DESIGN BUILD</b>
<b>NEW FACILITIES - OUTDOOR CHANGE ROOMS</b>		
<b>R12</b>	When developing new change rooms for outdoor pools, use the U/W/M configuration with both single- and multi-user booth options within U/W/M.	<b>NEXT NEW DESIGN BUILD</b>
<b>R13</b>	When developing new field houses, incorporate a universal option that can be used as overflow as appropriate. Ensure that there is at least one change booth in each of the of the U/W/M models.	<b>NEXT NEW DESIGN BUILD</b>







## ACTIONS &amp; TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>NEW FACILITIES - INDOOR WASHROOMS</b>		
<b>R14</b>	All facilities should have at least one universal, accessible single-user washroom per function. Where a centre contains programming rooms, a fitness centre, and a pool, it should have at least 3 universal, accessible washrooms within or immediately adjacent to each activity area.	<b>NEXT NEW DESIGN BUILD</b>
<b>R15</b>	When possible, create multiple universal, accessible, single-user washrooms. Ensure the universal designation is understood as its intent – to be available to any user regardless of their gender.	<b>NEXT NEW DESIGN BUILD</b>
<b>R16</b>	Increase the number of toilet stalls within M washrooms, allotting at least one private stall.	<b>NEXT NEW DESIGN BUILD</b>
<b>R17</b>	Where appropriate, consider the creation of banks of single-user washrooms in place of the multi-user, gender-segregated washrooms. These may contain the sink features within each stall or outside of it according to the demands of each space with at least one, ideally two universal accessible washrooms that can accommodate multiple people for families, persons with reduced mobility, persons with wheelchairs, and those with care-givers.	<b>NEXT NEW DESIGN BUILD</b>
<b>NEW FACILITIES - OUTDOOR WASHROOMS</b>		
<b>R18</b>	All facilities and parks should have at least one universal, accessible single-user washroom.	<b>NEXT NEW DESIGN BUILD</b>
<b>R19</b>	In field houses, include at least one universal, accessible, non-gendered single-stall washroom option. Make useable whenever possible.	<b>NEXT NEW DESIGN BUILD</b>
<b>EXISTING FACILITIES - INDOOR CHANGE ROOMS</b>		
<b>R20</b>	Adapt Killarney pool's universal spaces and clearly designated single-user booths in other aquatic facilities when retrofits occur.	<b>NEXT RETROFIT</b>
<b>R21</b>	Update W/ M change rooms in aquatic and fitness centres with single-user change booths.	<b>WITHIN 1 YEAR</b>
<b>R22</b>	Update W/ M change rooms in aquatic and fitness centres with single-user shower booths.	<b>2-3 YEARS</b>
<b>R23</b>	Incorporate lockers, cubbyholes and coat hooks on pool decks and in fitness centres as well as pool deck showers with foam soap dispensers in order to reduce the demand for time in change rooms.	<b>2-3 YEARS</b>
<b>EXISTING FACILITIES - INDOOR &amp; OUTDOOR WASHROOMS</b>		
<b>R24</b>	Existing facilities with indoor washrooms should have at least one universal, accessible single-user washroom (including sufficiently large and adapted so as to allow many persons, including disabled people and people with walking difficulties to use the toilet on their own).	<b>2-3 YEARS</b>
<b>R25</b>	Existing outdoor facilities and parks with outdoor washrooms should have at least one universal, accessible single-user washroom (including sufficiently large and adapted so as to allow many persons, including disabled people and people with walking difficulties to use the toilet on their own).	<b>2-3 YEARS</b>





## Recreational users reflect on the universal change rooms at Hillcrest and Britannia Community Centres:

*“As a care-aid, the universal change room is useful when supporting an individual of the opposite sex. Also when supporting a child of the opposite sex.”*

**“I feel the space should be more inclusive, and should have more of it so people can pick and choose based on their needs. Therefore would not have to over-label each space for specific people.”**

“““”

“Trans people should be able to use the family change rooms. The Glee character Unique dealt with the issues of bathrooms on one episode. I had never thought about the **issues that trans people face** until I saw that episode.”

*“When Hillcrest first opened in 2010, legacy was going to include “universal” change-rooms but language then changed to “family.” This creates conflict between families and single users, especially when it’s busy.”*



# UNIVERSAL



## Signage

### BACKGROUND & OBJECTIVES

Signs help us to navigate unfamiliar places by indicating how to find our destination and what to expect when we enter the space. Signs use symbols and text that act as shorthand to convey information quickly about who is allowed into a space (e.g., employees only, gender rules, etc.). They also convey information about what can be found inside that space (e.g., change rooms, kitchens, art rooms). Signage has continuously evolved to suit changing needs of society as we gain understanding of their usefulness, limitations, and/or unanticipated exclusions. As the way we build spaces changes, so do our signs. As the way we understand peoples needs changes, so do our signs.

The recommendations in this section relate to washrooms and change rooms in all VPB facilities including park and recreational areas. In particular, the recommendations suggest improvements that can be made in the representation of gender in signage. The BC

Human Rights Code has affirmed that patrons can use the washroom and/or change room that aligns with their gender identity. The goal of these recommendations is to create standard, inclusive, and clear signage.

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*“According to case law in Canada, trans individuals should be treated in a manner consistent with the gender that they present and should be provided access to the appropriate facilities.”*

**CANADIAN ASSOCIATION OF STATUTORY  
HUMAN RIGHTS AGENCIES/ NEWFOUNDLAND  
AND LABRADOR HUMAN RIGHTS  
COMMISSION**

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## Signage Examples

### MULTI-USER SPACES



### SINGLE-USER SPACES



### ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
R26	Pilot changes in signage in Templeton and Killarney with the option of 2 other facilities to establish standardization, define terms in multiple languages, identify opportunities, and address challenges. Upon completion of the pilots, adopt signage changes city-wide.	QUICK START (3-6 MONTHS)
R27	Install universal signage in any spaces in single-user washrooms, change booths, and other spaces.	QUICK START (3-6 MONTHS)
R28	All signage should be standardized across VPB facilities.	WITHIN 1 YEAR
R29	Multi-user, multi-gender spaces in new and existing VPB facilities should be updated to the term “universal” on all signage. Translate into cultural relevant signage into multiple languages to increase understanding and avoid confusion among users.	WITHIN 1 YEAR
R30	As much as possible, remove and refrain from using gendered symbols of bodies on signage in VPB facilities.	WITHIN 1 YEAR
R31	When symbols are required on signage, use images that focus on the function of the space. Symbols are useful for explaining the use of the space without the reliance on the English language and/or placing gendered expectations.	WITHIN 1 YEAR
R32	In close proximity to the U/W/M change rooms and washrooms, there should be clear signage about the trans* and gender variant inclusivity policy (see R59).	WITHIN 1 YEAR
R33	In gender-segregated spaces, signage that indicates “Women” or “Men” should also indicate inclusion of trans* and gender variant patrons.	WITHIN 1 YEAR



REC #	RECOMMENDATION	TIMELINE
<b>R34</b>	Place trans* and gender variant stickers at the entrance of facilities. Provide brief descriptive text below sticker to clearly define what the sticker signifies. For example, "This facility has been retrofitted to increase access and safety for trans* and gender variant community members. All staff, instructors and contractors have received training to serve the needs of trans* and gender variant individuals."	<b>2-3 YEARS</b>
<b>R35</b>	Where appropriate and necessary, VPB staff and contractors to be aware of and implement options for temporary changes to gendered spaces supported by clear signage in the case of regular and special events occurring at VPB facilities and parks (see Fronrunner Case Study).	<b>WHENEVER NECESSARY</b>

## Case Study: VancouverFronrunners

Vancouver Fronrunners is a running and walking club consisting of members of the lesbian, gay, bisexual, and transgender communities and their allies. The club provides a safe, supportive, and inclusive environment to promote health and wellbeing. The club recognizes that weekly post-exercise showering may present a challenge or barrier to trans\* and gender variant people in navigating public change rooms, showers, and washroom facilities.

To address these issues, Vancouver Fronrunners discussed and developed a plan with Vancouver Park Board, which is reflected in its Showering Policy (<http://vancouverfronrunners.org/about-vfr/showering-policy/>). It affirms the right of trans\* and gender variant individuals to use the changing facility that aligns with their gender identity and/or where they feel most comfortable. The policy provides an array of options and descriptions of each facility to assist club

members to choose the showering arrangement that best suits them.

The most inclusive option in the Showering Policy occurs at the Roundhouse Community Centre. The women's change room has the most private showering arrangement (compared to the men's) including three single-user shower stalls with curtains. As such, the Roundhouse Community Centre worked with Vancouver Fronrunners to temporarily change the use of this gender-segregated space to be inclusive of all genders for a half hour from 7:30 to 8:00 pm on Wednesdays. Staff at the community centre are available to assist with any issues that arise and are able to provide non-Fronrunner users with alternative options if they are not comfortable with the temporary multi-gender configuration. To date, there have been no issues arising from this timed arrangement.





# Programming

## BACKGROUND & OBJECTIVES

Our parks, community centres, and programs should be available to individuals of any gender, demographic, income, size or shape, ability, or background in a way that affirms and honours their dignity, integrity and knowledge. Barriers to accessing these programs should be reduced and, when possible, removed.

Multiple opportunities exist for the VPB to increase access to recreation facilities through programming that addresses the needs of trans\* and gender variant community members. This includes increased fitness and arts/ cultural programming targeted to trans\* and gender variant community members. It also means ensuring that current programming is made more accessible to trans\* and gender variant community members by reducing the ways that programming is overly or rigidly gendered.

Furthermore, there is a need to develop inclusivity in programming accessed by trans\* and gender variant children and youth, in particular youth camps. Many of trans\* children experience substantial gender-based bullying

by other children and sometimes by staff who facilitate programs. Children are particularly vulnerable, as they cannot leave a session in the same way an adult can. As such, there are recommendations to address their specific needs and issues. These are important because

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*“permitting transgender children and youth to participate in recreational sports in their affirmed gender can provide an enormous boost to their self-confidence and self-esteem and provide them with positive experiences that will help them in all other areas of their lives”.*

**TRANSGENDER LAW & POLICY  
INSTITUTE 2009**

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## ACTIONS &amp; TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>NEW PROGRAMMING</b>		<b>QUICK STARTS (3-6 MONTHS)</b>
<b>R36</b>	<p>Pilot drop-in programming times for trans* and gender variant community members, allies, friends and families for one to two years at Templeton and Killarney with the option of two other facilities taking the following into consideration:</p> <ul style="list-style-type: none"> <li>a) <i>Types of programming: i) Pool-based, ii) yoga/pilates, and/or iii) gym-related (see sidebar for specific interest areas).</i></li> <li>b) <i>Ensure gender and cultural representation when selecting instructor for programming.</i></li> <li>c) <i>Agree on details, such as types of activities and day and time within current program schedule, in discussions with each facility. Consider one morning or afternoon and one evening time slot to be inclusive of families and youth.</i></li> <li>d) <i>Develop operating budget with Vancouver Park Board.</i></li> <li>e) <i>Ensure that staff involved in programming are explicitly and actively supportive of trans* and gender variant individuals and communities.</i></li> <li>f) <i>Ensure safety of trans* and gender variant patrons, including covering windows and viewing areas (where possible) such that trans* and gender variant community members do not fear being viewed by the public.</i></li> <li>g) <i>State that these drop-in times are for individuals who identify as trans* and gender variant, and individuals who are friends, family members, partners and allies of trans* and gender variant individuals.</i></li> <li>h) <i>Explain this programming pilot to other patrons who wish to access the facility during trans* and gender variant-specific times. They may access if they are understanding and agree to be respectful.</i></li> <li>i) <i>Model this programming after the UBC Women Only swim drop-in (<a href="http://www.recreation.ubc.ca/drop-in-calendars/aqua-drop-in/aquatics-drop-in-rates/">http://www.recreation.ubc.ca/drop-in-calendars/aqua-drop-in/aquatics-drop-in-rates/</a>) and the YWCA Hamilton Trans Swim program (<a href="http://ywcahamilton.org/programs/364">http://ywcahamilton.org/programs/364</a>).</i></li> </ul>	
<b>EXISTING PROGRAMMING</b>		<b>WITHIN 1 YEAR</b>
<b>R37</b>	<p>Ensure current program instructors and facilitators receive information on creating safe, accessible, and inclusive spaces for trans* and gender variant individuals:</p> <ul style="list-style-type: none"> <li>a) <i>Avoid using gendered language in instruction (e.g., "ladies/gentlemen, boys/girls").</i></li> <li>b) <i>Avoid assumptions about the ways in which individuals bodies do or do not feel or experience movement based on perceived gender differences.</i></li> </ul>	





## ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
	<i>c) Do not divide groups based on gender: Choose alternative options, such as “sharks and dolphins” or by numbering off into groups. Ensure to also avoid divisions based on size, shape or height, hair, skin or eye colour, or any other identifying physical characteristics.</i>	
<b>R38</b>	Ensure inclusion of trans* and gender variant patrons in gendered classes, groups, and/or teams. No assumptions about gender identity are made based on gender expression and/or presentation. For example, a women’s aerobics class is available to trans women and gender variant patrons.	<b>QUICK STARTS (3-6 MONTHS)</b>
<b>R39</b>	Increase rental subsidies for groups and organizations that provide existing trans* and gender variant programming (e.g., All Bodies Swim).	<b>QUICK STARTS (3-6 MONTHS)</b>
<b>R40</b>	<p>Ensure inclusivity of trans* and gender variant youth in children and youth summer camps and other youth programming, including specific consideration of:</p> <ul style="list-style-type: none"> <li>• Respect chosen names and pronouns used by trans* and gender variant children and youth regardless of official documentation;</li> <li>• Offer a range of options for washroom/change room facilities;</li> <li>• Permit clothing and uniforms that match their affirmed gender;</li> <li>• Avoid or minimize gender-segregated activities. Where segregation is considered necessary, allow trans* and gender variant youth to join group which most aligns with their affirmed gender;</li> <li>• Explain and educate other children and youth to ensure inclusivity; and</li> <li>• Where necessary, employ conflict mediation between trans* and gender variant youth and other camp attendees (affirming the rights and gender identity of the trans* and gender variant youth).</li> </ul>	

## Case Study: Gender Variant Youth Experience

Our child Kate chooses short hair and clothing usually designated as boys’. She identifies as gender creative and doesn’t mind what pronoun you use as long as you use it respectfully. She chooses day camps, like any kid does, based on where she feels safe and welcome.

In Kate’s experience, this means washroom and change room access and an inclusive approach to her gender non-conformity. If the camp has single-stall, gender neutral washrooms or port-a-potties then she knows she has a safe

place to go to the bathroom and to change. If staff and children respect Kate’s right to her gender expression and are interested in her as a multifaceted young person, it’s a thumbs up.

Unfortunately, a series of bad experiences have made her extremely wary of all day camps. Today she is very clear she does not feel safe at community centre day camps. If Kate knew that there was a universal change room as well as a conscious commitment from staff to welcome all children, she may consider participating again.





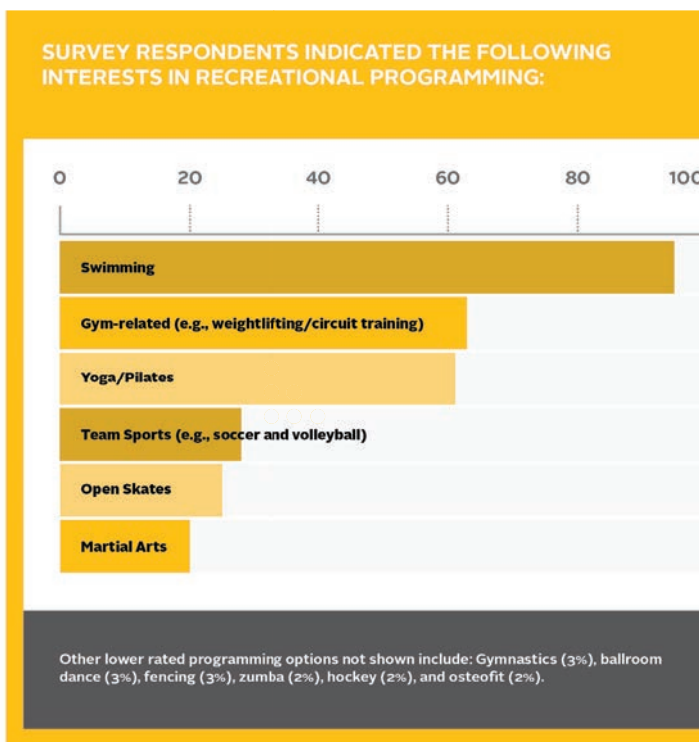
## Case Study: All Bodies Swim

WWW.ALLBODIESWIM.ORG

The All Bodies Swim is a volunteer-run, grassroots group that organizes body-positive nights at local public pools. The aim of these events is to create a safe, positive, accessible, sober and celebratory space for all bodies as a means of dismantling stigma and body-policing with the tag line *“Trans folk, queers, people of colour, fatties, scars, fur, mobility aids, inked, pierced. This is a pool party celebrating all bodies. Let’s ally and get wet!”*

The All Bodies Swim has been organizing informal and formal events since 2008. These events have occurred regularly at Templeton Pool every 6 weeks to 3 months, as funds were available, since August of 2010. All swims are funded by the donations collected at the door, with limited, intermittent sponsorship.

An integral focus of the All Bodies Swim is to decrease barriers that many marginalized individuals face in accessing public recreation and aquatic facilities by providing a space to have fun, splash, swim and build community. As such, swim organizers and volunteers are committed to anti-racism, body-positivity, fat-acceptance, LGBTQ-inclusion, while promoting and working to ensure physical, financial and emotional accessibility. It is integral to the events that no individual fears that they are unable to attend for being undocumented, for experiencing mental health barriers or financial barriers, or for any other reason that other spaces and events may be inaccessible to them. Accessibility is achieved through a myriad of methods, including:



- 1) Financial with a pay-what-you-can policy, small snacks, bus tickets, locker quarters, and a few towels and bathing suits.
- 2) Full physical accessibility audit conducted by the Radical Accessibility Mapping Project (RAMP) in 2010, which is available at the door and online to ensure that individuals with accessibility needs are able to review information about the facility.
- 3) Staff Orientation: The swim organizers speak to the lifeguards prior to the event to answer any questions and provide basic information about the swims intentions, including trans\* and gender variant inclusivity, body-positivity, and accessibility.





**"I haven't gone to the pool regularly in some time. Today I tried to go to Britannia, but two parents were hassling single people in the universal changing area. In my experience, this has been one of the better pools to use. It's way past time for change."**

**"It is also important to remember the intersections that exist. For example, I am a disabled trans\* person. It is not enough to have more single stalls in order to satisfy my access needs. I need there to be a larger single stall that gives me room to maneuver with mobility aids."**

**"[M]ixed/men's and women's leagues - NO questions about your gender - if it is a women's league assume that trans women are allowed - WITHOUT a name change or other documentation."**

““””

**"I would prefer that [g]ender information wasn't collected [on registration forms], but I feel it is necessary and important to be able to measure whether the park board is being successful in serving trans and gender variant folks. Ideally, this information will only be collected when very necessary."**

**"I am constantly being told that the washroom I am in is a Women's washroom. I am a gay, young, androgynous female. These changes are necessary. ... We all go in to any toilet to do the same thing."**

**"There is a difference between writing 'trans people welcome' on a sign, and having the normatively-gendered folks using that toilet facility actually behaving in that manner. In other words, in instances where there are only gender segregated facilities, there is still risk to trans\* and gender variant folks, despite what any sign says. For true safety and inclusivity, the Women's and Men's rooms should be welcoming to trans\* and gender variant folks, but there should ALWAYS also be facilities that are universal for folks who don't feel safe in gender segregated facilities."**





# Financial Accessibility

## BACKGROUND & OBJECTIVES

For those trans\* and gender variant people who are able to afford the Park Board membership fees, they found it to be a reasonable and affordable price point. However, for those trans\* and gender variant community members who experience financial barriers, financial support is essential in order to access the space. Trans\* and gender variant community members experience significantly higher rates of poverty and spend a higher ratio of their income on unsubsidized medical and transition-related services.

The Leisure Access Program (LAP) is designed for “Vancouver residents who are in financial need to access basic recreation programs at Park Board facilities at reduced cost” (City

of Vancouver 2014). Thirty percent of trans\* and gender variant survey respondents indicated that they are participating or have participated in the LAP with an additional 13% of respondents noting various challenges and barriers to accessing the program.

Based on feedback from trans\* and gender variant community members, the eligibility and application process is cumbersome and complex. Currently, the process requires a mailed application with burdensome documentation requirements and lengthy approval times. Individuals and service organizations should be trusted to be able to articulate their needs rather than being seen as inherently aiming to take advantage of the system.



## ACTIONS &amp; TIMELINE

REC #	RECOMMENDATION	TIMELINE
R41	<p>Reduce barriers to proof of residence requirement by:</p> <p><i>a) Adopting the Vancouver Public Library's proof of identification and residential address system (e.g., automobile registration, bank statement, or hotel receipts in the last 30 days).</i></p> <p><i>b) Adopting Sanctuary City municipal policies and practices in Toronto and Hamilton to ensure that non-status residents are guaranteed access to services (City of Toronto 2013 and City of Hamilton 2014).</i></p>	QUICK START (3-6 MONTHS)
R42	For applicants processed through "Option 3" - Create on-the-spot LAP process available in at least two community centres where staff are authorized to verify documentation, approve the application, and issue a card on the spot.	QUICK START (3-6 MONTHS)
R43	Reduce barriers in eligibility by removing minimum income and citizenship or residency requirements.	WITHIN 1 YEAR
R44	<p>Increase number of users through Community Partner Referral Program:</p> <p><i>a) Agency Referral for Individual LAP (cards issued to individuals)</i></p> <p><i>i) Establish referral partnerships with at least five organizations serving trans* and gender variant community members to help people complete applications and submit the application to the Park Board.</i></p> <p><i>ii) Remove the restriction on renewal from cards obtained with the assistance of referral agencies and allow referral partners to assist with renewals.</i></p> <p><i>iii) Adjust the term on LAP to multi-years rather than six months.</i></p> <p><i>b) Agency LAP (cards issued to organizations):</i></p> <p><i>i) Recruit and approve organizations serving trans* and gender variant community members as agency card holders.</i></p> <p><i>ii) Given that Vancouver is a safe refuge for many queer and trans* and gender variant people in British Columbia, allow queer and trans* and gender variant serving organizations to include non-residents in their member visits.</i></p>	WITHIN 1 YEAR
R45	Improve renewal rates by providing reminders to LAP individuals and their referral partner one to three months in advance and enabling on-the-spot renewal.	WITHIN 1 YEAR
R46	Improve marketing to increase the number of LAP users by creating fliers that advertise the LAP program and displaying fliers at key health partners and service providers such as Vancouver Coastal Health, housing providers, schools, libraries, and other organizations that serve people experiencing poverty.	WITHIN 1 YEAR





# Forms & Literature

## BACKGROUND & OBJECTIVES

In order to understand whether underserved groups are able to access community centres, it is important to efficiently collect demographic data, including gender, which can reflect usership at VPB facilities. At the same time, the TGVIWG also recognizes that for many trans\* and gender variant individuals requiring disclosure of gender on forms poses several challenges. First, when forms provide limited options it is problematic when those options do not represent their lived experience of gender. Secondly, it is dangerous if it ‘outs’ users or invites any form of gender-policing from staff collecting gender data. Thirdly, the information must be used in ways that effectively serve users.

It is important for responses to gender-related questions to be optional with the most common categories alongside an optional space to self-identify. By allowing users to check all that apply, there is an opportunity to record a more accurate and in-depth breakdown of gender demographics, along with the potential to learn from the patterns and level of facility usage by self-identified trans\* and gender variant patrons.

Recognition and visibility of trans\* and gender variant people have historically been lacking in organizational publications. It is important for people from marginalized communities to “see themselves” in printed materials as a way to communicate safe, inviting, and inclusive spaces. Furthermore, understanding the features and layout of spaces at facilities in advance of visiting facilities allows trans\* and gender variant users to navigate gendered spaces with increased confidence and ease.

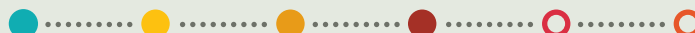
For those users who do not have trans\* or gender variant family members, friends, or colleagues, both updates to forms and signage will require some support to adjust to. Literature and public education can help to introduce trans\* and gender variant experience to the general public so that they can come to understand the changes being made. The idea is to demonstrate the benefits of these changes to a wide range of users with improvements to access experienced by a stigmatized and marginalized group. The availability of these materials in multiple languages is key to increased understanding of gender within unique cultural contexts.





## ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>REGISTRATION FORMS</b>		
<b>R47</b>	<ul style="list-style-type: none"> <li>• Avoid collecting gender-related data when it will not be used to improve access to programming or in the delivery of services.</li> <li>• When collecting gender-related data on forms (e.g., registration and application) that will serve in improving access to facilities, programming, or delivery of services, create more accurate data collection tools with expanded gender categories: Transgender, Gender Variant, Woman, Man, and I identify as _____. Clarify that providing gender is optional and not required.</li> <li>• Keep gender data confidential, including sharing data with staff.</li> <li>• Provide information about registration process and different methods with a range of privacy levels, including online (most private), by phone, and in person (least private).</li> <li>• Create signage about the registration form, including disclosure of vital information (noting required and optional information) to prepare recreational users for the type of questions they will be asked to fill in the form.</li> <li>• This recommendation is related to training of front desk staff in R59/66.</li> </ul>	<b>WITHIN 1 YEAR</b>
<b>R48</b>	<p>Pilot at Templeton and Killarney with the option of two other facilities: Install self-registration kiosks in proximity of the front desk at facilities to allow for private consideration and selection of gender options (and other personal information) without having to disclose or discuss with staff. Consider the model implemented at False Creek Community Centre in the 1990s. Upon completion of the pilot, adopt self-registration kiosks city-wide.</p>	<b>QUICK START (3-6 MONTHS)</b>
<b>VANCOUVER PARK BOARD FACILITIES</b>		
<b>R49</b>	<p>Develop and include images of trans* and gender variant folks with diverse, cross-sectional representation in promotional materials or display cases at facilities. Example by Prism at Three Bridges Community Health Centre:</p>	<b>WITHIN 1 YEAR</b>





## ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>R50</b>	Review pamphlets, websites, materials for trans* and gender variant inclusive language (e.g. avoid exclusive use of male pronoun or avoid binary assumptions).	<b>WITHIN 1 YEAR</b>
<b>R51</b>	Document and communicate policies regarding swimming attire in facility and at entrance of change rooms.	
<b>R52</b>	Ensure consistency of signage between facility and website.	
<b>R53</b>	Add trans* and gender variant symbol to facility program guide to indicate inclusivity, training of instructor, and gendered program that is welcoming of trans people. Model the symbol after the green leaf for environmental programming.	<b>WITHIN 1 YEAR</b>
<b>VANCOUVER PARK BOARD WEBSITE</b>		
<b>R54</b>	Develop and include images of trans* and gender variant folks on website.	<b>WITHIN 1 YEAR</b>
<b>R55</b>	Develop and post a map to indicate the U/W/M spaces available at each VPB facility, level of staff training on trans* and gender variant issues, photos of change rooms, and layout plans.	<b>WITHIN 1 YEAR</b>
<b>R56</b>	Document and communicate policies regarding swimming attire on website.	<b>WITHIN 1 YEAR</b>
<b>PUBLIC EDUCATION</b>		
<b>R57</b>	Develop and implement a public education campaign in advance of changes arising from the recommendations, including registration, space, and signage. Explain different terminology (e.g., universal) and trans* and gender variant needs and issues. Work with leaders in language communities to make culturally relevant materials that speak to differing cultural contexts of gender. Consider several methods of raising awareness, including: <ul style="list-style-type: none"> <li>• Brochures at front desk;</li> <li>• "Ask us" posters at entrance;</li> <li>• Online information on website and social media.</li> </ul>	<b>QUICK START (3-6 MONTHS)</b>
<b>R58</b>	Develop poster series and brochures about general and specific policies and trans* and gender variant rights.	<b>WITHIN 1 YEAR</b>





# Human Resources & Training

## BACKGROUND & OBJECTIVES

While building more inclusive spaces, signage and forms are important, staff are essential to creating truly safe, respectful and welcoming spaces. If staff are not equipped to help support trans\* and gender variant community members access space, and support the general public to foster safe, respectful and welcoming parks, then the implementation of recommendations will fall short of creating real inclusion.

Staff heavily influence the social environment of VPB spaces and are often the first point of contact with the public. Trans-inclusivity training helps staff to learn strategies to create inclusive experiences and spaces for trans\* and gender variant folks through education, information sharing, and ongoing self-reflexive practice. Trans\* and gender variant cultural competence is the ability to understand the impact of historical interactions between trans\* and cisgender folks and translate this knowledge into action by supporting safer interactions and dismantling cissexist policies. Trans\* and gender variant cultural competence can mean the difference between people accessing services and people feeling unwelcome, excluded, and isolated from community building.

Results from engagement efforts indicate that VPB staff are committed to creating safer spaces and experiences for trans\* and gender variant people through staff training. Staff agreed that more trans\* and gender variant inclusivity training was a priority and would benefit both staff and patrons. Staff advocated for the training manual to include information on trans\* and gender variant inclusivity, specifically including reference to the BC Human Rights Code. Staff identified a need for more information, guidance, and support in resolving conflicts arising in gendered spaces between trans\* and gender variant and cisgender patrons.

Human Resources and/or other trans\* and gender variant policies and other foundational documents of the VPB and City of Vancouver set the baseline for information pertaining to trans\* and gender variant individuals and their relationship to staff, managers, contract workers and other general public users of VPB facilities. These policies, together with specific VPB training manuals and materials are a key piece to creating trans\* and gender variant safe and welcoming spaces as they set “tone” of how situations and issues are to be addressed and provide information to build trans\* and gender variant cultural competencies.



## ACTIONS &amp; TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>POLICIES</b>		
<b>R59</b>	Clear, consistent and standardized policies regarding trans* and gender variant inclusion and personnel training for all VPB facilities, together with manuals and training documents based on and informed by these policies. Incorporate these policies into and alongside the Code of Conduct, Human Resources Policy, and Respectful Workplace Policy.	<b>QUICK START (3-6 MONTHS)</b>
<b>R60</b>	Adapt and adopt the principles from “Sport in Transition: Making Sport in Canada More Responsible for Gender Inclusivity” (The Canadian Centre for Ethics in Sport, July 2012) in the Park Board trans* and gender variant policy (see recommended adaptation in sidebar).	<b>QUICK START (3-6 MONTHS)</b>

**PRINCIPLES**

The following five principles are proposed for inclusion in the VPB trans\* and gender variant inclusion policy:

- *In keeping with basic human freedoms, affirming without reservation the recreational user's right to declare their gender;*
- *In keeping with integrity, presuming the person's motives for gender declaration to be truthful and authentic;*
- *In keeping with the need for dignity and primary intention of recreational enjoyment, welcoming and celebrating diversity and shared respect for differences in gender identity, expression, and representation;*
- *In keeping with fairness, extending access and equitable participation to all participants; and*
- *In keeping with the duty of care, eliminating any language, policies, habits or rules that may cause exclusion from facilities and/or programming or undue shame.*

<b>R61</b>	Develop and implement feedback policy for submitting and responding to issues and problems experienced by trans* and gender variant patrons with clear follow-up and response mechanisms to ensure that the issue has been handled and addressed.	<b>WITHIN 1 YEAR</b>
<b>R62</b>	Post summaries of policies at VPB facilities in a visible place and on VPB website.	<b>WITHIN 1 YEAR</b>
<b>R63</b>	In hiring policies and practices, ensure that all job postings state explicitly that trans* and gender variant individuals are welcome and encouraged to apply for posted positions, including frontline staff and instructors.	<b>WITHIN 1 YEAR</b>
<b>R64</b>	Identify opportunities to attract and retain staff and instructors and make the work place welcoming, respectful, and inclusive of trans* and gender variant staff people.	<b>WITHIN 1 YEAR</b>
<b>TRAINING</b>		
<b>R65</b>	Implement mandatory training on trans* and gender variant awareness and sensitivity for all Vancouver Park Board staff, contractors, and volunteers involved in delivery of services with the following considerations: <ul style="list-style-type: none"> <li>• <i>Develop site-specific/appropriate training materials and delivery methods.</i></li> </ul>	





## ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
	<ul style="list-style-type: none"> <li>• Training should cover topics such as basics of gender, descriptions and definitions of signage, scenario-based scripts, and inclusive and appropriate language.</li> <li>• Highlight in the training the key themes and mediation steps, especially regarding gender-policing (see sidebar on proposed mediation steps).</li> <li>• Ensure new staff take training during first month of orientation and that pre-existing staff and contractors have three months to complete. Link completion of the webinar to notification of supervisory staff.</li> <li>• Focus delivery of training on key personnel, including cashiers, instructors, camp counselors, security and janitorial staff, and volunteers.</li> <li>• Conduct training pilot at Templeton and Killarney with the option of two other facilities.</li> <li>• Trans* and Gender Variant Implementation Steering Committee (R73) is available to provide review of training material on trans* and gender variant issues.</li> </ul>	<b>WITHIN 1 YEAR</b>  <b>(3-6 MONTHS FOR AQUATIC STAFF &amp; TRAINING PILOT)</b>

## MEDIATION STEPS

- Listen to and clarify the concerns of the complainant without agreeing with their rationale;
- Affirm trans\* and gender variant patron's rights, needs, and experiences;
- Conduct a scene assessment;
- Offer different accommodation in change room or washroom to complainant (rather than suggesting the trans\* and gender variant patron seek alternative accommodation);
- Offer supervisor's business card to complainant;
- Remain discreetly and calmly present to support trans\* and gender variant patron (where requested and agreed);
- Employ de-escalation methods to ensure staff safety (where necessary); and
- Document and follow-up on the incident, sharing with other facilities where valuable lessons were learned.

<b>R66</b>	Train staff and contractors on trans* and gender variant inclusive registration process, including how to offer options, ask questions, and avoid assumptions about gender to assist in filling out registration and/or applications forms. Develop respectful line of inquiry about gender categories for use by frontline staff. Define and teach terminology to staff and contractors so they can educate inquiring public and offer support to trans* and gender variant users. Training on culturally specific and relevant language and terms.	<b>QUICK START (3-6 MONTHS)</b>
<b>R67</b>	Develop and introduce a trans* and gender variant inclusion webinar for staff and contractors.	<b>WITHIN 1 YEAR</b>
<b>R68</b>	Consider contracting an individual or organization competent in trans* and gender variant issues to deliver in-person training. Use existing methods of communicating with staff to share information on trans* and gender variant inclusion (e.g. post information on staff board about protocols/policies).	<b>WITHIN 1 YEAR</b>
<b>R69</b>	Ensure competence among staff and contractor towards implementation of training concepts, protocols, and policies. Include a section within the training that ensures staff are aware that their allyship is an imperfect, ongoing process and will be supported by management, and in the case of a misstep, not punitively reprimanded.	<b>WITHIN 1 YEAR</b>







## Case Study: Staff Interview

Staff reflect on their past experiences and interactions with trans\* and gender variant patrons at facilities across the city.



..... “[W]e do our best to be creative so that the customers feel safe, respected and welcome at all times.”



..... “People were upset that they [trans\* patrons] were in a sex specific change room. I felt bad because it is easy to change a sign, however it is hard to change mentalities.”



..... “When B [a trans woman] first started coming to our pool she asked to use the family changeroom for the private stalls as she was beginning her transformation and didn’t feel comfortable in either the men’s or women’s changerooms. Once she had reached the stage where ... she began using the women’s changeroom, [a]nother patron came out and said there was a man in the women’s changeroom and I informed her the lady in question is a woman and therefore was welcome in there.”



..... “It was a number of years ago at a Pool location. Individual identified themselves as being on hormone treatment. ... The individual was unsure which changeroom to use. ... [T]hey felt stressed that I didn’t know the answer right away. ... It would be good to have very clear guidelines developed so it’s facility specific.”



..... “They just asked if we had a universal changeroom, and thankfully we do. I was glad we have that option for patron. The universal changeroom also has private stalls which I think is important.”



..... “Participant wasn’t sure what name they should register under for enrollment. I told them they should use whatever name they wanted to be called or identified by. ... They were very happy and relieved that they were able to have that ability without challenge.”



..... “[The] Pool was designed [and] built in 1980. [I]t does not serve families or all clients very well, so staff reviewed the W/C allocations and converted 2 men’s & women’s W/C without showers to universal change rooms.”



..... “[S]ome people who purchase passes/admission do not want to be identified as either male or female. These are the only two categories that [the system] recognizes...so it make[s] it hard for front line [staff] to work with transgender [customers] to make customers happy and take stats accurately.”



..... “It was a difficult situation [when a trans man used the men’s change room] to navigate as you want to make all parties feel comfortable - we were able to offer the trans/gender variant patron another option by using a second men’s changing room located in the facility. This happened a few years ago so at that time that was our best solution - hopefully there are better ones in place.”





# Community Partners

## BACKGROUND & OBJECTIVES

There are numerous organizations in Vancouver that currently serve and support trans\* and gender variant populations. They possess a wealth of information on the challenges trans\* and gender variant people face in many areas of their life as well as the health and well-being practices and hubs that trans\* and gender variant community members have created to keep themselves healthy in the face of numerous obstacles. From sports associations such as Out in Sports Leagues, the All Bodies Swim and the Vancouver Frontrunners, to service providers such as Catherine Holman White Wellness Centre, Qmunity, and the WISH Drop-In, a centre for self-identified female sex workers, these places are incredible sources of knowledge on how recreational services improve individual and community

well-being and would be excellent partners for the Park Board.

As represented in the programming section, there are currently no organizations enrolled as agency partners for the Leisure Access Program. Additionally, many of the organizations polled were not aware of the Corporate/Group Flexipass Discount Program, where they can receive a discount if they can get 10 or more individuals to purchase adult monthly flexipasses. Once a group/organization is enrolled, all current members/employees can benefit from a 25% discount on adult monthly flexipasses. Individuals must be members of the group or organization to receive the discounted rate.





## ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>R70</b>	Increase rental subsidies for groups and organizations that provide existing trans* and gender variant programming (e.g., All Bodies Swim).	<b>QUICK START (3-6 MONTHS)</b>
<b>R71</b>	Identify potential partnership opportunities for programming, education and/or training with list of organizations provided by the TGVWG.	<b>WITHIN 1 YEAR</b>
<b>R72</b>	Assist the identified organizations to access the Corporate/Group Flexipass Discount Program or other discounted programs that may allow a group to attend a VPB activity together.	<b>WITHIN 1 YEAR</b>

## EXAMPLES OF COMMUNITY PARTNERS

	All Bodies Swim		Saige Community Food Bank
	Catherine White Holman Wellness Centre		Trans Health Initiative Program (THIP)
	Trans Alliance Society		Positive Space Network
	Qmunity		Vancouver Coastal Health Trans Health
	Prism		Gender Identity Matters
	Check Your Head		GAB
	Out on Campus		Leave Out Violence
	Pride UBC		PeerNet BC
	Langara Queer Centre		YouthCO
	Camp OUT		Queer, Trans, and Indigenous People of Colour (QTIPOC)





*"Lack of understanding and empathy, dismissive, inexperienced with trans\* folks. Also, reliant upon stereotypes to inform their understanding of how trans and gender-variant folks and folks with physical barriers may experience and use the space, and thus unhelpful and unwilling to challenge their misperceptions."*

*"I only ever go to **all bodies swims** and nothing else since I don't want to interact with other public users of recreational spaces. Since those staff have received training my experiences were positive or neutral."*

*"Insurmountable barriers in accessing heavily gendered services and facilities such as washrooms and locker rooms meaning that some services are just not on the table as possibilities for many folk."*

““”

*"[I] dont use facilities that cause conflict with my gender-identity due to anxiety that arises in these situations."*

*"Mostly misgendering in mild, civil ways when there is no need to gender me at all. For instance: Repeatedly calling me sir. (They're trying to be polite, I know.) Or referring to me as "this gentleman" when addressing other staff. (Again, trying to be polite.) Pointing me to men's room when I asked for the washroom."*

*"I was in a group fitness class and the staff thought I was a biological male and partnered me up with another man who was much taller, heavier and stronger than I was and it was **an awkward and unhappy experience**. He kept referring to me as "he" and "this guy" even after introducing myself as my name (obviously female)."*





# Measures of Success

## OVERALL

Annual increase in number of trans\* and gender variant recreational patrons.

Annual increase in levels of satisfaction and sense of safety among trans\* and gender variant recreational patrons.

## PUBLIC SPACE & SIGNAGE

Increase square footage dedicated to universal spaces in new and existing facilities.

Increase number of single-user booths in gender-segregated change rooms.

Increase number of signage with function-based icons in facilities.

## PROGRAMMING & FINANCIAL ACCESSIBILITY

Completion of pilot of trans\* and gender variant specific recreational programs.

Annual increase number of trans\* and gender variant patrons enrolled in the Leisure Access Program.

## FORMS & LITERATURE

Completion of standardized registration forms with optional, multiple choice, diversified gender categories [W,M,T,GV, I identify as: \_\_\_\_\_ ].

## HUMAN RESOURCES & TRAINING

Annual increase in VPB personnel and contractors who receive training on supporting trans\* and gender variant community members.

Decrease from year to year in number of reports of conflict related to trans\* and gender variant issues in facilities.

## COMMUNITY PARTNERSHIPS

Increase in rental subsidies to partners who offer trans-specific programming in VPB.





# Procedural

## BACKGROUND & OBJECTIVES

There are several procedural recommendations that fall outside of the scope of the five pillars outlined in the terms of reference of the TGVIWG. These procedural recommendations are borne out of a need for continual updating, evaluation, and engagement with the trans\* and gender variant community. The goal

of these procedural recommendations is to increase certainty of successful implementation and relevance and spirit of the pillar recommendations to support trans\* and gender variant individuals to overcome structural and systemic barriers in accessing VPB facilities and programming.

## ACTIONS & TIMELINE

REC #	RECOMMENDATION	TIMELINE
<b>IMPLEMENTATION &amp; EVALUATION</b>		
<b>R73</b>	Establish and convene a steering committee (called the Trans* and Gender Variant Implementation Steering Committee"), which will be comprised of trans* and gender variant community members, allies, and interested VPB staff and instructors. The committee should meet on a biannual basis to discuss the status of implementation, ongoing activities and achievements, and a review of the measures of success. This will be conducted in conjunction with ongoing feedback and connection with the trans* and gender variant communities. The first priority of the committee is to develop the trans* and gender variant inclusion policy. The committee can also provide ongoing direction on any necessary modifications and/or revisions to the recommendations to ensure success and sustainability.	<b>QUICK START (3-6 MONTHS)</b>
<b>R74</b>	VPB Manager of Accessibility (in connection with the Trans* and Gender Variant Implementation Steering Committee) to conduct an annual accessibility audit.	<b>WITHIN 1 YEAR</b>
<b>R75</b>	VPB to conduct an annual evaluation of trans* and gender variant level and quality of access to VPB facilities.	<b>WITHIN 1 YEAR</b>
<b>COMMUNICATIONS</b>		
<b>R76</b>	Establish ongoing communications through a variety of methods about progress towards and milestones of recommendations implementation.	<b>WITHIN 1 YEAR</b>
<b>R77</b>	Develop roster of standard culturally relevant terms for gender into different languages for consistent use across all facilities. Work with leaders in language communities to make culturally relevant materials that speak to differing cultural contexts of gender.	<b>WITHIN 1 YEAR</b>



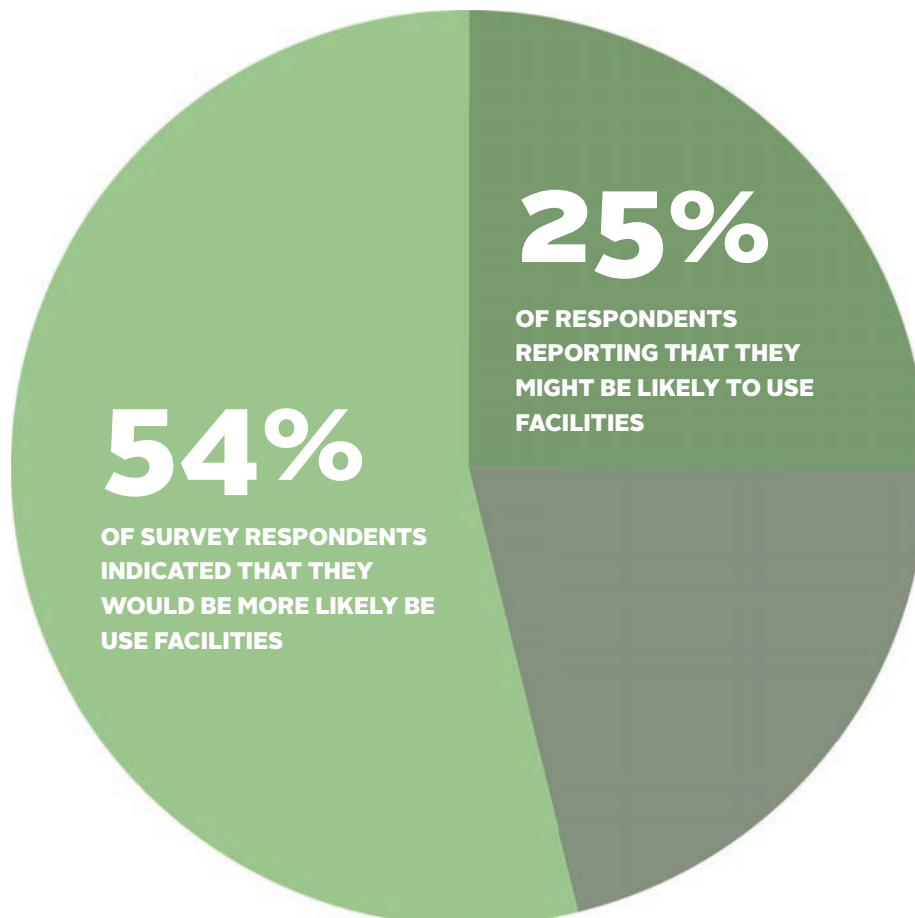


# Conclusion

If implemented as outlined, these recommendations will make important strides towards advancing the Park Board's goal of creating Parks and Recreations for All. A large majority of attendees at the public meeting expressed enthusiastic support for the recommendations; their content, their breadth, and their depth. As well, the latest community survey indicates that recommendations outlined in this report are expected to have a substantial effect on trans\* and gender variant inclusion and resulting participation in Vancouver Park Board facilities and programming. This process may also

serve as a template for community engagement with underserved groups who experience barriers to accessing parks and recreational services that can be replicated and improved in the future to engage groups with similar barriers.

The Trans\* and Gender Variant Inclusion Working Group is grateful for the efforts of all those involved – to the community members who shared deeply from their experiences and insights, to the staff for their enthusiasm and wisdom, and to the Park Board for its exceptional leadership.







# Acknowledgements

The Trans\* and Gender Variant Inclusion Working Group is grateful for the efforts of all those involved – we extend a deep gratitude to Trans and Gender Variant community members who shared their lived experiences, needs and hopes with us throughout the process. We are grateful to the staff, the Park Board, community organizers and service providers, other recreational users for your support, enthusiasm, wisdom and leadership. Thank you to the many individuals who shared their feedback through surveys, community meetings, focus groups, on-site polling and one-to-one meetings.

We extend a depth of appreciation to each of the following individuals and groups who have offered their insight, expertise and generous feedback towards reducing barriers for Trans\* and Gender Variant community members:

**Belle Ancell**, Photographer

Mette Bach

**Debbie Barber**, Killarney Community Centre Supervisor

**Constance Barnes**, Vancouver Park Board Commissioner

**Greta Bauer**, Associate Professor, Epidemiology & Biostatistics, Schulich School of Med. & Dent., University of Western Ontario

**Malcolm Bromley**, Vancouver Park Board General Manager

**Cathy Buckham**, Senior Planner, Social Policy Group

**Paul Caulderhead**, Hastings Community Centre Supervisor

**Kirsten Close**, Recreation Programmer, Leisure Access (Acting)

**Joyce Courtney**, Vancouver Park Board Manager of Communications

**Shannon Donaghey-Antunes**, Templeton Park Pool Recreation Programmer

**Danica Djurkovic**, City of Vancouver Director of Facilities Planning and Development

**Corey Essen**

**Jack Fox**

**Sean Healy**, Vancouver Park Board Supervisor Citywide Aquatic Services

**Karen Hillmann**, Killarney Community Centre Aquatics Supervisor

**Parker Johnson**, Equal Employment Opportunity

**Will Johnston**, former City of Vancouver Chief Buildings Officer

**Gail Knudson**, Medical Director, Transgender Health Program, Vancouver Coastal Health; Clinical Associate Professor

**Huub Langeveld**, Vancouver Park Board Deputy General Manager







**Marie Little**

**Trevor Loke**, Vancouver Park Board  
Commissioner

**Natalka Lubiw**, Acting Associate Director,  
Facilities Development

**Devon MacFarlane**

**Hanna Maron**, Supervisor of Recreation  
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**Amanda Noiles**, Douglas College Student  
Volunteer ASL Interpreter

**Per Palm**, Project Manager, Facilities Planning  
and Development

**Thien Phan**, Social Planner, Social Policy  
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Practice, Faculty of Medicine, at UBC

**Sea Reid**, Douglas College Student Volunteer  
ASL Interpreter

**Andrea Reimer**, City Councillor

**Dave Rieberger**, Vancouver Park Board Special  
Events & Filming

**John Rodger**, Douglas College Student  
Volunteer ASL Interpreter

**Niki Sharma**, Vancouver Park Board  
Commissioner

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**Tash Wolfe**

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**Tracy Vaughan**, City of Vancouver Director of  
Communications

**Nikki Zawadzki**, Vancouver Coastal Health  
Prism Coordinator

**All Bodies Swim**

Children, Youth and Families Advisory  
Committee

**LGBTQ Advisory Committee**

**Mabel League**

**Out in Sports**

**Persons with Disabilities Advisory Committee**

**Trans Alliance Society**

**UBC Department of Sexual Medicine**

**Vancouver Frontrunners**

**Women's Advisory Committee**

**REPORT DESIGN BY  
ARMADA DESIGN GROUP**





# TGVIWG Members

The Working Group is composed of eight volunteers who reflect the diversity of the transgender and gender variant communities, the allies that support them, and the professionals that serve them. The group is co-chaired by two members appointed by the Park Board in consultation with the Vancouver Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) Civic Advisory Committee:

**METHA BROWN, CO-CHAIR;**  
**DREW DENNIS, CO-CHAIR;**  
**GWEN HAWORTH;**  
**AYESHA ISMAIL-KANANI;**

**THEO JAKOB;**  
**DANIELLE JARVIS;**  
**KAI SCOTT; AND**  
**BLAKE STITILIS.**

**VANCOUVER PARK BOARD LIAISON: COMMISSIONER TREVOR LOKE.**



**Credit:** bell ancell and Robin Toma Photography





**AYESHA ISMAIL-KANANI** has worked at UBC coordinating recreational programs for international students, as a Cabin Leader and mentor to queer, trans\* and allied youth at CampOUT, as well as a facilitator for Check Your Head's Gender and Media Project. Ayesha now facilitates workshops independently on gender and sexuality. Ayesha uses they/their.

**BLAKE STITILIS** is a former lifeguard and holds a Master of Public Health, Social and Life Course Determinants of Health Stream. Blake is a Planner with the First Nations Health Authority where he supported the release of "A Path Forward", BC First Nations and Aboriginal People's Mental Wellness and Substance Use 10 Year Plan. He currently serves on the YouthCO Board of Directors. Blake uses he/his.

**DANIELLE JARVIS** is a practicing lawyer in Vancouver. She serves on the Board of Qmunity and is Co-Chair of the Sexual Orientation and Gender Identity Conference Section of the Canadian Bar Association (BC Branch). Danielle uses she/her.

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# APPENDIX 2: LITERATURE REVIEW

The TGVIWG conducted a literature review of existing initiatives, programs, and considerations to support trans\* and gender variant inclusion in other municipalities (such as Victoria, Toronto, and Philadelphia), recreational facilities (e.g., Queen Elizabeth and YMCA in Burnaby), and university campuses (e.g., University of British Columbia, University of Victoria, and Portland Community College). This search informed and supported the development of the recommendations by building on the best practices and experiences of other organizations and institutions. The research efforts were divided by pillar with reviews of online and academic sources. The following is a brief summary of key findings.

## LITERATURE AND SIGNAGE

The research for this pillar focused on compiling a range of signage options to present at the community meeting on October 23, 2013. One of the key outcomes of the research indicated three main categories of signage, including:

- Gendered figures (Woman/Man/Mixed);
- Function-based (toilet and shower);
- Inclusive and/or explanatory text (“anyone can use this restroom regardless of your gender identity or expression,” “gender neutral,” or “this bathroom is for everyone”); and
- Use of male, female, and trans\* symbols

There were few sources that dealt with the issue of literature, including forms. The Human Rights Campaign (HRC) provides some guidance to employers when collecting gender-related data (HRC 2011), which HRC discourages unless deemed necessary and in these scenarios provides

a range of gender category options, including self-identification.

## PUBLIC SPACE

Academic literature and experiences in other cities provided key insights and best practices for shaping the recommendations for the Vancouver Park Board. In particular, recent research indicates high levels of stress among trans\* and gender variant individuals accessing public facilities stemming from gender segregation. In particular, research in Washington DC revealed that 70% of survey respondents “reported being denied access, verbally harassed, or physically assaulted in public restrooms” (Herman 2013). Other sources indicate a growing trend among municipalities to expand options in washrooms and change room spaces to address a wide range of needs and interests. In their article, Potty Parity in Perspective Kathryn Anthony and Meghan Dufresne note that there is “a growing international movement and a quiet restroom revolution (Anthony and Dufresne 2007). For example, the City of Philadelphia recently introduced legislation that requires gender neutral washrooms in addition to common men’s and women’s facilities (NBC 2013). The City of Edmonton has also introduced universal design in the Queen Elizabeth Outdoor Pool, which offers desk showers in combination with single- and multi-user private change booths to the benefit of a wide range of recreational users (City of Edmonton 2012).

## HR TRAINING AND POLICIES

The research for this pillar focused on review of City of Vancouver policies, including Human Rights and Harassment Policy and Gender Identity Handout, as well as the CUPE Trans Factsheet and policies in other cities (such as Portland and Philadelphia). There are many resources in regard to trans\* and gender variant inclusion in the workplace (including transition-related matters, such a name change, pronouns, notification, and washroom use); however, few examples of inclusion policies for recreational facilities and spaces. Queer sports leagues





# APPENDIX 2: LITERATURE REVIEW

are leading the way in this regard with clear statements of trans\* and gender variant rights, provisions to address their specific needs, and protocols for conflict mediation.

## **PROGRAMMING**

There are limited examples of trans\* and gender variant-specific programming in North America. Several grassroots, community-driven recreational events and activities (with a particular focus on swimming where trans\* and gender variant people experience specific, ongoing, and intensive exclusion) occur on an occasion and regular basis. For example, there is the All Bodies Swim in Vancouver, the Trans Swim at the YWCA in Hamilton, and Trans Yoga at the Catherine White Holman Wellness Centre. Research results also indicated key issues for trans\* and gender variant inclusion and support within existing programming, including considerations of gendered language, assumptions about gender, and inclusion of trans\* and gender variant patrons in gendered classes.







# APPENDIX 3: LEGAL CONTEXT

The recommendations for inclusion of trans\* and gender variant people in recreational facilities are understood by the Trans\* and Gender Variant Inclusion Working Group as part of a larger framework of human rights. That is, gender identity is recognized as a fundamental part of being human and, as such, is afforded certain protections and accommodations. Jack Donnelly states that “[h]uman rights are, literally, the rights one has simply because one is a human being” (Donnelly 2003:10). They are equal, inalienable, and universal by nature. Furthermore, “[h]uman rights do not need to be earned, and they cannot be lost because one’s beliefs or way of life ...” (Donnelly 2003:237). There are several levels of human rights legislation and law from the international to local level that provide context to the recommendations in this report.

On the global level, the United Nations Declaration of Human Rights (UN 1948) states that:

- Article 2 - Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

Furthermore, on a national level, the Canadian Charter of Rights and Freedoms (Government of Canada 1982) states that:

Section 15. (1) Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.

(2) Subsection (1) does not preclude any law, program or activity that has as its object the amelioration of conditions of disadvantaged individuals or groups including those that are disadvantaged because of race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.

On the provincial level, the BC Human Rights Code provides specificity on gender identity as it relates to the use and access of public spaces: Section 8 (1) A person must not, without a bona fide and reasonable justification,

- (a) deny to a person or class of persons any accommodation, service or facility customarily available to the public, or
- (b) discriminate against a person or class of persons regarding any accommodation, service or facility customarily available to the public because of the race, colour, ancestry, place of origin, religion, marital status, family status, physical or mental disability, sex, sexual orientation or age of that person or class of persons.

On the municipal level, building code bylaws and the VPB Strategic Framework provide visions, goals, and objectives relevant to the recommendations. The recommendations have been harmonized to align with the strategic framework. On September 25, 2013, Vancouver City Council passed amendments to the building code bylaws to include specific provisions for gender-neutral washrooms in public buildings.





# APPENDIX 4: PROCESS MAP

The TGVIWG employed a mixed method approach, including collection of quantitative and qualitative data from different sources, including:

- Desk-based research from online academic, organizational, and newspaper sources;
- Site visits to five VPB facilities in Vancouver;
- Community meetings with trans\* and gender variant individuals;
- Surveys of trans\* and gender variant recreational users;
- Meetings or email correspondence with community partners and advisory committees;
- Workshops with design project managers and staff;
- Polls of other recreational users at three facilities; and
- In-service trainings and focus groups with recreational staff.

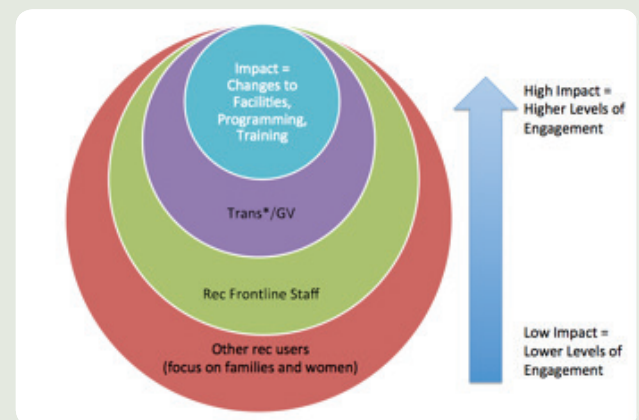
The work undertaken by the TGVIWG was divided into five distinct phases

- 1. Research**  
July to December 2013
- 2. Community Engagement**  
October to January 2014
- 3. Draft Recommendations**  
February 2014
- 4. Community Review**  
March to April 2014
- 5. Final Recommendations**  
April 2014

As illustrated in Figure 1, levels of engagement by TGVWG depended on the degree to which the recommendations would benefit or directly affect individuals and groups. Phase 2 and 4, while similar in nature, had different focus and purpose. The former was focused on gathering input and ideas and documenting experiences from individuals and groups to inform and support development of recommendations. Phase 4 involved going back to those who were engaged during Phase 2 and providing them the outcomes of the information gathering efforts and draft recommendations developed from the experiences and ideas shared. Another round of surveys, meetings, and focus groups allowed for detailed discussions, consideration, and deliberation to further strengthen the recommendations and build confidence towards finalizing them.

Taking this approach was intended to target and foster productive discussions and understanding to develop workable and practical solutions. It also provided a forum for trans\* and gender variant community members to voice concerns and reservations.

*Figure 1 Degree of Impact Corresponding to Level of Engagement*





# APPENDIX 5: COMMUNITY ENGAGEMENT & REVIEW

The data outlined under the Community Engagement Phase within Table 1 (Page 53) summarizes the number and types of individuals and groups who provided information during the Engagement Phase from October 2013 to January 2014. The following communications tools were used to collect information:

- **Vancouver Park Board Website:**  
<https://vancouver.ca/your-government/trans-and-gender-variant-inclusion-working-group.aspx>
- **Facebook:**  
<https://www.facebook.com/groups/165390673659045/>
- **Blog:**  
<http://transgendervariant.wordpress.com>

During the community review phase, the TGIVWG produced broad draft recommendations in March 2014 reflecting what the TGIVWG heard from trans\* and gender variant communities, frontline staff, community partners, recreational users, project managers, and senior staff at the Vancouver Park Board. These were be provided in presentations and summaries to the individuals and organizations that provided input during the engagement phase. The data outlined under the Community Review Phase within Table 1 (Page 53) outlines the tasks and timelines for the community review phase.





# APPENDIX 5: COMMUNITY ENGAGEMENT & REVIEW

*Table 1 Summary of Engagement Activities, Timing, and Level of Participation*

METHOD		PARTICIPANTS	PARTICIPANT #S	DATES
COMMUNITY ENGAGEMENT PHASE				
1	COMMUNITY MEETING	Trans*, Gender Variant, Allies	35 in-person & 5 virtual attendees	October 2013
2	ONLINE SURVEY	Trans*, Gender Variant, Allies	208 respondents	October 2013 - January 2014
3	ONLINE SURVEY	Trans* and Gender Variant Service Providers and Community Partners	10 respondents	December 2013 - January 2014
4	POLL	Recreational users at Mount Pleasant, Hillcrest, Britannia Community Centres	146 respondents	December 2013 - January 2014
5	ONLINE SURVEY	Frontline staff at recreational facilities	181 respondents	December 2013 - January 2014
6	WORKSHOP	City of Vancouver Project Managers	10 attendees	December 2013
7	FOCUS GROUP	Frontline staff	15 attendees	December 2013
8	TRAINING	Provided T/GV 101 In-service Training for Aquatic Staff	500 attendees	January 2012 - ongoing
9	SITE TOURS	Took notes and photos of facilities, including: Hillcrest, Britannia, Coal Harbour, Mount Pleasant, Killarney and Templeton	N/A	August 2013 - January 2014
COMMUNITY REVIEW PHASE				
10	COMMUNITY MEETING	Trans*, Gender Variant, Allies	25 in-person & 10 virtual	April 2014
11	ONLINE FEED-BACK SURVEY	Trans*, Gender Variant, Allies	126 respondents	March - April 2014
12	FOCUS GROUP	Frontline staff	10 attendees	April 2014
13	MEETINGS	City of Vancouver Advisory Committees, including 1) Women's; 2) Children, Youth and Families; 3) Persons with Disabilities; and 4) Planning Commission.	Planning Commission	March and April 2014





# APPENDIX 7: DATA SUMMARY

A series of online surveys and in-person polling were conducted to gather information, experiences, challenges, feedback, and ideas to inform and shape the recommendations of the TGVIWG. The surveys and polls focused on those who would benefit and/or be directly affected by the recommendations, including:

- Two surveys for trans\* and gender variant community members;
- Polling of recreational patrons at Mount Pleasant, Hillcrest, and Britannia;
- Survey of park board frontline staff; and
- Survey of community partners that serve or represent trans\* and gender variant communities.

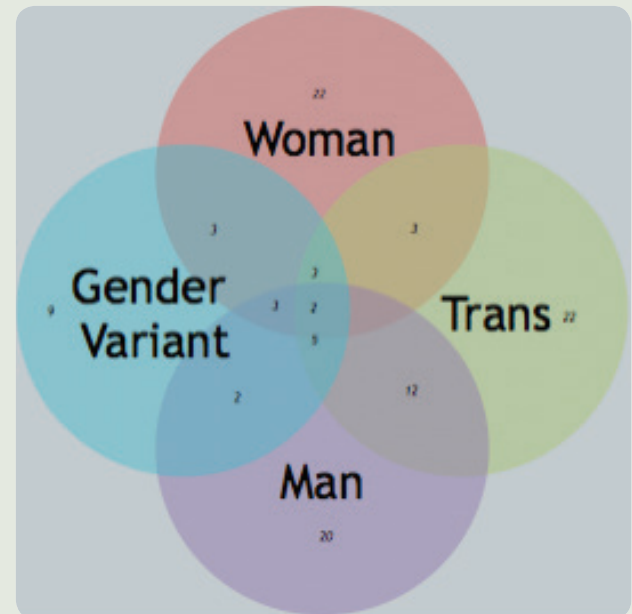
A summary of each of the five surveys and polls are provided in the sections that follow.

## **SUMMARY OF RESULTS OF THE TRANS\* AND GENDER VARIANT RECREATIONAL EXPERIENCE SURVEY**

A total of 211 people responded to the Trans\* and Gender Variant Recreational Experience Survey. The age of respondents was young (with 45% being between 12 to 29 years old). Ten percent of respondents were over 50 years old. There were many forms of gender identities represented in the survey as illustrated in the venn diagram in Figure 1. There were also a range and diversity of responses to the self-identification question, including:

*Genderqueer, tomboy, non-binary, FTM, MTF, gender fluid, agender, butch, femme, androgyne, cross dresser, human, gender creative, gay, lesbian, heterosexual, "gender is a construct," two-spirit, "female-identified Trans masculine genderqueer"*

Figure 1 Venn diagram of gender identities represented in the survey



## **TRANS\* AND GENDER VARIANT RECREATIONAL PROFILE.**

When asked which facilities trans\* and gender variant community members access, there were a wide range of facilities throughout the city with the top three most frequently accessed facilities being: Hillcrest, Templeton, and downtown facilities (e.g., West End Community Centre and Aquatic Centre).

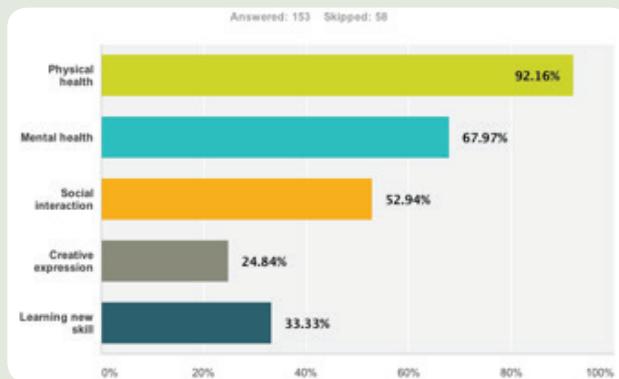
The frequency of facility use ranged from weekly (37% of respondents) to occasional (25% of respondents) with a preference for access during afternoon (59%) and evening hours (74% of respondents). The types of activities that trans\* and gender variant community members access facilities for include swimming (78%), gym workouts (59%), and social events (48%). There are number of motivations that bring trans\* and gender variant community members to facilities and programming, which are summarized in Figure 2.





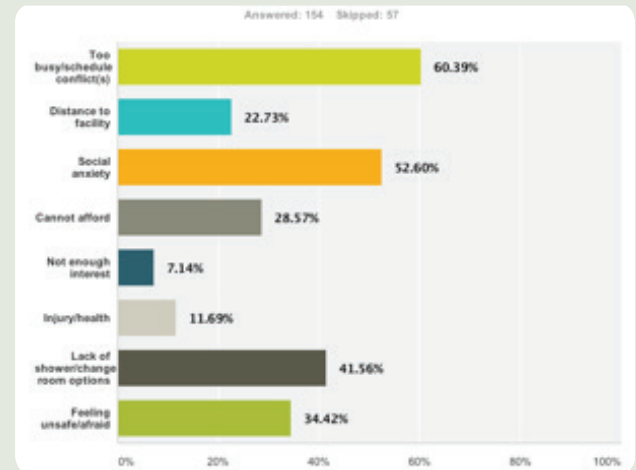
# APPENDIX 7: DATA SUMMARY

*Figure 2 Trans\* and Gender Variant Motivation for Accessing Facilities and Programming*



Survey respondents were asked to provide what they like about Vancouver Park Board facilities and programming an open-ended question. There were several common reasons provided why park board facilities and programming are attractive to trans\* and gender variant community members. The highest rated reasons were: Affordability (38%), variety and quantity of programming (27%), and proximity/accessibility (26%). While trans\* and gender variant survey respondents appreciated the park board facilities and programming, they also indicated substantial challenges and barriers to accessing these. The challenges and barriers specific to trans\* and gender variant people are social anxiety (53%), lack of change room/washroom options (42% of respondents) and feeling unsafe/afraid (34%). The responses are summarized in Figure 3.

*Figure 3 Challenges and Barriers to Accessing Park Board Facilities and Programming*



## OVERALL EXPERIENCES WITH FACILITIES AND PROGRAMS

In open-ended responses, trans\* and gender variant survey respondents shared their experiences and insights to their recreational use and participation. The main themes of their comments and input include:

- Current avoidance of/limited use of rec facilities
- Experience with staff is both:
  - Positive: Competent, supportive, and friendly.
  - Negative: Unaware, unsure, dismissive, and misgendering.
- Experience with other rec users: Harassed, assaulted, stared at, confronted, gender policing
- Challenges when only gender-segregated showering options are available.
- Challenges within gender-segregated spaces.
- Challenges with “family” change rooms as single user.
- Feeling self-conscious asking for additional consideration/space/assistance.
- In fitness classes: Experience with assumptions about gender, incorrect partnering based on gender, and language about bodies.





# APPENDIX 7: DATA SUMMARY

## GENDER ON FORMS

Trans\* and gender variant survey respondents indicated a clear preference for avoiding collection of gender-related data on registration and application forms:

- 41% indicated 'no gender' as their top preference.
- 41% indicated 'gender (please specify)' as their second preference.
- 37% indicated 'male/female/trans/gender variant' as their third preferred option.
- 73% indicated 'male/female' as their least preferred option.

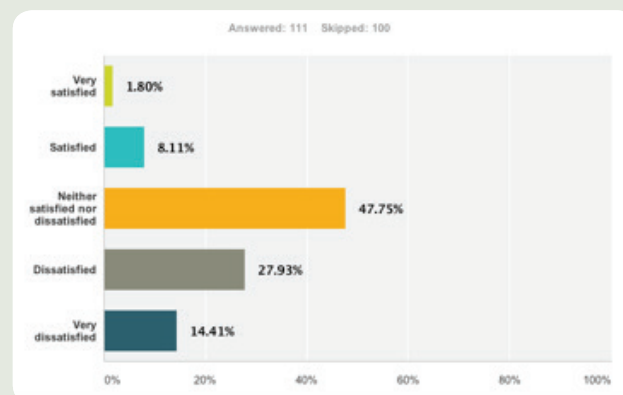
## WASHROOM/CHANGE ROOM SIGNS

There was a strong preference for function-based signage supported by text for signage on washrooms and change rooms with avoidance of gendered figures. The following survey results provide more detail:

- 65% indicated toilet/change room symbol as their top preference.
- 37% indicated descriptive text as their second preferred option.
- 64% indicated man/woman symbols as their least preferred option.

**Satisfaction with Communications**  
Levels of satisfaction related to current communications among 76% of survey respondents are neutral to dissatisfied. The survey results reveal a need to improve communications with trans\* and gender variant community members. The detailed results are provided in Figure 4.

Figure 4 Levels of Satisfaction with Current Park Board Communications



## SPACE LAYOUT

Trans\* and gender variant survey respondents provided their preferences for space layout and features, including:

- 44% of survey respondents indicated an array of options as their top preference, including gender-segregated, universal with both shared and private options).
- There was a preference for universal spaces with options for deck and private showers.
- Many respondents suggested that facilities shift towards only offering universal with no gender-segregated spaces.
- The least preferred by 64% of survey participants are facilities with only gender-segregated spaces. In particular, men's change rooms with only open concept showering arrangements. There was a preference for private shower/change booths.

## CHANGE ROOM FEATURES

In open-ended responses, trans\* and gender variant respondents provided ideas and suggestions for space layout and features, including:

- Shower and change room booths with curtains or glass doors for increased privacy.







# APPENDIX 7: DATA SUMMARY

- Single-user (small) and family (large) change room booths to increase flow and efficiencies within high occupancy change rooms.
- Ensure safety features (e.g., sight and sound).

## TRANS\* AND GENDER VARIANT COMPETENCE AMONG PARK BOARD STAFF

Survey respondents provided their input on park board staff ability to support in their use of park board facilities and programming them and address their issues. Nearly half of survey respondents reported staff who were challenged in providing support to trans\* and gender recreational users. Many survey respondents (43%) were unsure, including no previous encounters with park board staff. Some of the most common themes and terms used in reference to experiences with staff include: Being misgendered by staff (17%), staff are unaware/unprepared (14%), and staff are supportive (11%). In order to improve experiences with staff, survey respondents provided the following ideas and suggestions:

- More training, awareness, and education of staff;
- Tailored training for facilities;
- Avoid assumptions about gender based on appearance;
- Avoid gendered language; and
- Implement policies consistently.

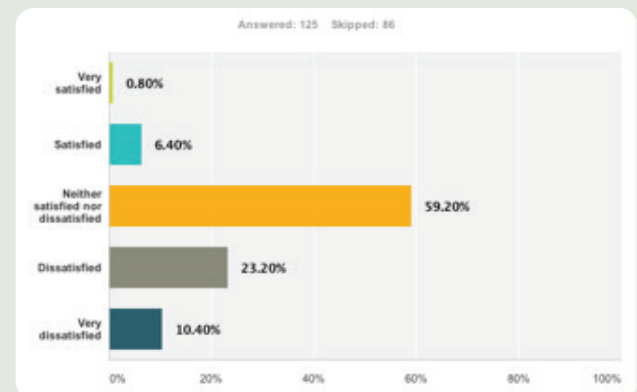
## SATISFACTION WITH CURRENT PROGRAMMING

Survey respondents provided input on current programming, including levels of satisfaction. A majority of respondents (93%) expressed neutral

to varying degrees of dissatisfaction with current programming (Figure 5). Survey respondents provided the following common suggestions and ideas to improve programming at park board facilities:

- Sports or health programming currently specifically for trans people
- Less gendered programming
- If gendered, specifically state trans inclusion
- Increase frequency of all-body swim
- Earlier times for all-body swim
- Train instructors about use of gendered language and body parts

*Figure 5 Levels of Satisfaction with Current Programming*



## COMMUNITY PARTNERS

In open-ended responses, survey respondents provided a list of community partners for Vancouver Park Board to collaborate and/or gain further insight and direction on how to serve and support trans\* and gender variant recreational user. These community include, but are not limited to:

- Catherine White Holman Wellness Centre;
- Qmunity;
- Prism;
- Trans Health Information Program;
- Queer Trans and Intersex People of Colour;
- Trans Alliance Society;
- Ravensong/Three Bridges Community Health Centres; and
- Gab and YouthCo.







# APPENDIX 7: DATA SUMMARY

## GAPS AND MISSING THEMES

Survey respondents also identified gaps not covered by the pillars or terms of reference of the TGVIWG. These include:

- Intersectionalities – race, disability, ESL, socio-economic status;
- Gender creative kid programming; and
- Ongoing, future TGV engagement and involvement in implementing recommendations.

## SUMMARY OF RESULTS OF TRANS\* AND GENDER VARIANT WORKING GROUP RECOMMENDATIONS SURVEY

The Trans\* and Gender Variant Working Group Recommendations Survey sought to solicit feedback on specific recommendations in the draft report where clarification and/or further direction was required from the trans\* and gender variant communities. The survey consisted of 24 questions, covering a range of topics from space, signage, training, and trans\* and gender variant-specific programming. The survey concluded with several statements to gauge overall receptivity of the draft recommendations and the likelihood of the recommendations changing accessibility for trans\* and gender variant recreational users. In particular, the survey results indicate:

- A high preference and support for universal washrooms and change rooms (with an average rating of 79 out of 100 [majorly improve] to indicate level of improvement arising from space-related recommendations)
- Specific designation of single-user booths and retrofitting gender-segregated change rooms with single-user shower and change booths

had average ratings 8 and above out of 10 indicating these would substantially improve user experience.

- Average ratings of accessing single-user stalls in change rooms spaces designated as “family” were much lower at 57 out of 100 (very comfortable).
- 64% of survey respondents indicated a preference for gathering gender-related data on forms and applications with the following categories: Woman, Man, Transgender, Gender, Variant, and I identify as \_\_\_\_.
- There is a high preference for shifting to function-based signage as opposed to signage with gendered figures with an average rating of 8.6 out of 10.
- 60% of survey respondents indicated a preference for function-based signage coupled with text indicating trans inclusive spaces with the phrase: “Trans People Welcome.” There was a low preference for signs of gendered figures.
- 61% of survey respondents indicated a preference for the trans\* symbol at the entrance of facilities as compared to the upside down LGBT.
- Eight steps of the patron mediation framework were provided for community review. All of the steps had a high average rating with higher than 7 out of 10 for each step. The two steps with the highest average rating were “document the incident” and “offer different accommodation in change room or washroom to complainant rather than suggest the trans\* or gender variant person should seek alternative accommodation.”
- In order to increase financial access to facilities and programming, the TGIVWG recommended changes to the Leisure Access Program (LAP). The survey results indicate a strong preference for on-site processing for LAP renewal and alternative residency requirements to accommodate those without stable housing.
- Feedback on trans\* and gender variant-specific programming the top three preferred activities included swimming (17% of respondents), yoga (11%), and weightlifting (11%). Survey respondents indicated a preference for instructors that are individuals from the trans\*



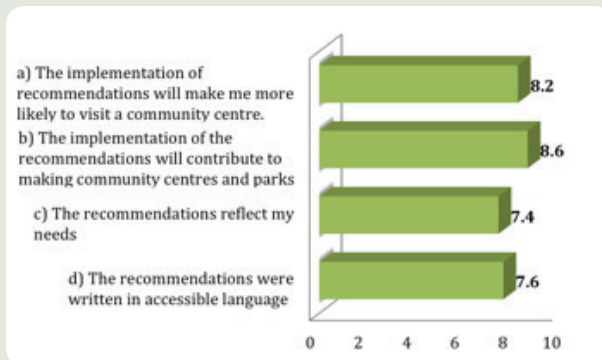


# APPENDIX 7: DATA SUMMARY

and gender variant community (30%) and/or community partners (29%).

- Overall feedback on the draft recommendations is depicted in Figure 6 with average ratings out of 10.

*Figure 6 Average Ratings of Overall Feedback on Recommendations*



## SUMMARY OF RESULTS OF FACILITY POLLS

Members of the TGVWG conducted a 5-question poll at three community centres in December 2013 and January 2014, including: Hillcrest; Mount Pleasant; and Britannia. The polling was conducted on weekends and over 2- to 4-hour intervals. These results are not a representative sample or statistically significant. They are intended to take pulse to further understand specific issues related to space within community centres.

## BENEFITS

Recreational users indicated common themes of their reason(s) and preference(s) for the universal/family change rooms, including:

- Groups of different genders and ages can change together;
- Increased privacy and safety;
- Easier to contain and manage children; and
- Easier to assist persons with disabilities.

## CHALLENGES

There were many challenges with the universal/family change rooms with the top issue being availability. The common themes raised include:

- Long line ups and wait times (~5 to 15 minutes), especially on weekends;
- Dealing with wet, cold, and hungry children;
- People taking too long to shower and dress;
- Not enough space;
- Individuals using space; and
- Staff police people in/out of this space.

## IDEAS AND SUGGESTIONS

Recreational users reported many ideas and suggestions for addressing the challenges, including:

- Expanding universal spaces with more showers;
- Adding more deck showers and single-user change rooms;
- Adding more privacy options in gender-segregated spaces for people with modesty concerns;
- Adding time limits in universal change rooms;
- Developing better flow of traffic, including queuing system;
- Providing clearer and consistent signage; and
- Staff training on how to manage this space for efficiency and inclusion.

## SIGNAGE PREFERENCE

Recreational users provided their preference between options of labeling space “universal” versus “family.” More than 20% preferred the term “universal,” while” around 45% stated “family” as their preference, while more than 30% had no preference between the two terms. Reason(s) for signage preferences included:





# APPENDIX 7: DATA SUMMARY

- Signage with “family” denotes focus/priority;
- Familiarity with the term “family;”
- The term “universal” is an uncommon term that may not be understood by all; and
- Universal is broader term: Inclusive of other users beside families (e.g., disabilities, elderly, trans\* and gender variant people).

## **SUMMARY OF RESULTS OF THE VANCOUVER PARK BOARD FRONTLINE STAFF SURVEY**

A total of 191 park board staff responded to an online survey with 16 questions reflecting on their experiences with and recommendations for supporting trans\* and gender variant users and their level of training. The survey respondents consisted of 62% who identify women, 42% who identify as men, and 5% who identify as trans\* and/or gender variant. The majority of staff respondents (79%) have not received training on trans\* and gender variant issues. Many of the staff who responded to the survey (77%) are mostly or somewhat aware of the BC Human Rights Code and its support for trans\* and gender variant patrons to choose the facility that aligns with their gender identity. Around 34% of survey respondents have had previous experience with trans\* and gender variant issues at park board facilities with 60% of respondents some level of preparedness in addressing these issues.

In open-ended responses, staff provided ideas and suggestions for improving their level of preparedness and support for trans\* and gender variant recreational users:

- Regular, ongoing training of staff on TGV issues, especially with staff turnover;
- Build into annual in-service training;
- Interest in scenarios and simulations of how to handle TGV issues and handle conflict;
- Interest in learning correct language and terms regarding gender (e.g., use of pronouns, definitions of gender identity terms, and ;
- Inclusion of community partners and/or trans\* and gender variant individuals in the development of training materials and/or delivery of the training sessions;
- Development of a trans\* and gender variant inclusion policy;
- Information on the BC Human Rights Code;
- Materials on TGV issues in training manual or booklet;
- Informational video on TGV issues and conflict situations;
- Post materials on bulleting boards, in brochures, and on website about TGV issues;
- More private stalls in all spaces (especially men’s change rooms);
- Signage that can be understood in multiple languages;
- Shift from gender-segregated to universal washrooms and change rooms with supporting signage, including best practices at Hillcrest, Killarney, Edmonds Community Centres
- Signage indicating trans\* and gender variant inclusivity;





## APPENDIX C

[Home](#) › [Policy Manual](#) › [A: Foundations and Basic Commitments](#) › [ACB: Sexual Orientation and Gender Identities](#) › **ACB - R - 1: Sexual Orientation and Gender Identities**

### ACB - R - 1: Sexual Orientation and Gender Identities

**Classification:** A; Foundations and Basic Commitments

**Code:** ACB-R-1

#### A. Anti-Harassment

The Board will strive to prevent and to provide effective procedures to respond to any language or behaviour that degrades, denigrates, labels, or stereotypes students on the basis of their real or perceived sexual and/or gender identities and/or gender expression, or that incites hatred, prejudice, discrimination or harassment on such bases.

#### B. Leadership

The Board will consult with the Pride Advisory Committee to ensure that policy directions, priorities and implementation of programs and services are consistent with the Sexual Orientation and Gender Identities policy.

There will be ongoing, constructive and open dialogue with LGBTTTQ+ communities to increase co-operation and collaboration among home, school and the community.

Administrators, teachers, counsellors, and other staff and student leaders should consult with LGBTTTQ+ students and their designated support groups and take concrete actions to make schools more welcoming, inclusive and safer places.

Staff will not refer students to programs or services that attempt to change a student's sexual orientation or gender identity.

#### POLICY MANUAL

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A: Foundations and Basic Commitments

AA: School District Legal Status

AB: The People and their School District

ABA-R-1: Community Involvement in Decision-making

ABA-R-2: Community Involvement in Decision-making

ABA: Community Involvement in Decision-making

ABB: Staff Involvement in Decision-making

ABC: Student Involvement in Decision-making

AC-R: Non-discrimination

AC: Non-discrimination

ACA\*: Multiculturalism and Anti-racism

ACA-E: Multiculturalism and Anti-racism - Exhibit

ACA-R-1: Multiculturalism and Anti-racism - Regulation

### C. Professional Development and Training

The Board will strive to ensure that professional development and training is provided for staff to develop the awareness, knowledge, skills and attitudes necessary to:

- deliver an LGBTTTQ+ inclusive curriculum (including anti-homophobia and anti-transphobia education);
- identify and address homophobic and transphobic discriminatory attitudes and behaviours; and
- support and advocate for the needs of students whose real or perceived identity is LGBTTTQ+

### D. Counselling and Student Support

The Board will ensure that:

- counsellors are trained to respond competently to the needs of LGBTTTQ+ students as well as to the needs of students with LGBTTTQ+ family members;
- counsellors and staff are provided with information, from the district, on support programs or services for students and families;
- elementary and secondary schools appoint at least one staff person to be a Safe Contact who is able to act as a resource person for LGBTTTQ+ students, staff and families. (Note: School administrators will act as the Safe Contact if no one voluntarily steps forward.) School administrators will inform students and other staff about the location and availability of this contact person; and
- all secondary schools are supported in establishing and maintaining Gay or Queer/Straight Alliance clubs.

### E. Curriculum Learning Resources

The Board is committed to:

- ensuring that staff utilizes language and educational resources and approaches that are inclusive, developmentally appropriate, and respectful of diverse sexual orientations, gender identities, and gender expressions;
- enabling all LGBTTTQ+ students and families to see themselves and their lives positively reflected in the curriculum, through the provision of library and other curricular resources;
- creating or acquiring developmentally appropriate, current and relevant learning resources for

ACA-R-2: Multiculturalism and Anti-racism

ACB: Sexual Orientation and Gender Identities

ACB - R - 1: Sexual Orientation and Gender Identities

AD: Educational Philosophy

ADA: Activities Promoting Peace

AE: School District Goals and Objectives

AFB: Evaluation of the Superintendent of Schools

AFC-1-R: Evaluation of Professional Staff (Teachers)

AFC-1: Evaluation of Professional Staff (Teachers)

AFD: Evaluation of Support Staff

AFE-R: Evaluation of Instructional Programs

AFE: Evaluation of Instructional Programs

AGA: Recognition for Accomplishment

AH-R: Freedom of Information and Protection of Privacy

AH: Freedom of Information and Protection of Privacy

AI- R: Acceptable use of Technology

AI: Acceptable use of Technology

AJ-R: Privacy Breach- Regulation

AJ: Privacy Breach

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B: School Board Governance and Operations

C: General School Administration

- sexual health education that are LGBTTTQ+ inclusive; and
- providing learning resources in languages and in formats easily accessible to ELL students and their families, where possible.

## F. Communications

The Board will:

- acknowledge through its communication to students, staff, and the community that some students live in LGBTTTQ+ families and need to be positively recognized and included as such; and
- ensure that school forms and communications reflect the diversity of sexual orientations and gender identities of students, staff and parents/guardians.

## G. Gender Identity and Gender Expression

To support the safety, health, and educational needs of students whose real or perceived identity is trans\*, staff shall adhere to the following practices:

### 1. Consultation

School staff are encouraged to consult with district staff, to review best practices for supporting trans\* students.

### 2. Confidentiality and Privacy

- A student's trans\* status, legal name, or gender assigned at birth may constitute confidential personal information that will be kept confidential unless its disclosure is legally required or unless the student or the student's parent(s)/guardian have given authorization.
- In situations where school staff or administrators are required by law to use or to report a trans\* student's legal name or sex, such as for purposes of data collection, school staff and administrators will adopt practices to avoid the inadvertent disclosure of such information.
- Students' rights to discuss and express their gender identity and/or gender expression openly and to decide when, with whom, and how much private information to share will be respected.

### 3. Names and Pronouns

Trans\* students will be addressed by the names and pronouns prefer to use.

### 4. Official Records and Student Information

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D: Fiscal Management

---

E: Support Services

---

F: Facilities Development

---

G: Personnel

---

H: Negotiations

---

I: Instruction

---

J: Students

---

K: School-Community Relations

---

L: Education Agency Relations

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- a. Whenever possible and permitted by law, requests made by a student, or the parent/guardian, to change the student's official record to reflect their preferred name and/or gender identity will be accommodated.
- b. Whenever possible, at the request of a student or of a students' parent(s)/guardian, the student's preferred name and/or gender identity will be included on class lists, timetables, student files, identification cards, etc.
- c. Unless the student or the student's parent/guardian has specified otherwise, communications between school and home shall use a student's legal name and the pronoun corresponding to the student's gender assigned at birth.

## **5. Dress**

Students have the right to dress in a manner consistent with their gender identity or gender expression. This includes students who may dress in a manner that is not consistent with societal expectations of masculinity/femininity.

## **6. Sex-segregated Activities**

Schools will reduce or eliminate the practice of segregating students by sex. In situations where students are segregated by sex, trans\* students will have the option to be included in the group that corresponds to their gender identity.

## **7. Access to Physical Education and Sports**

- a. Where possible, students will be permitted to participate in any sex-segregated recreational and competitive athletic activities, in accordance with their gender identity. Due to issues of disclosure and safety, some students may wish to participate in a sex-segregated activity that is not aligned with their gender identity.
- b. Trans\* students shall be provided the same opportunities to participate in physical education as all other students, shall not be asked or required to have physical education outside of the assigned class time, and shall be permitted to participate in any sex-segregated activities in accordance with their gender identity if they so choose.

## **8. Washroom and Change Room Accessibility**

- a. The use of washrooms and change rooms by trans\* students shall be assessed on a case-by-case basis with the goals of maximizing the student's social integration, ensuring the student's safety and comfort, minimizing stigmatization and providing equal opportunity to participate



in physical education classes and sports.

- b. Trans\* students shall have access to the washroom and change room that corresponds to their gender identity. Students who desire increased privacy will be provided with a reasonable alternative washroom and/or changing area. Any alternative arrangement will be provided in a way that protects the student's ability to keep their trans\* status confidential.
- c. The decision with regard to washroom and change room use shall be made in consultation with the trans\* student.
- d. The Board will strive to make available single stall gender-neutral washrooms at all school locations and worksites.

## 9. Student Transfers

Schools will aim to keep trans\* students at their original school site, unless it is a student's wish to transfer. Should the student wish to transfer, it is not necessary to disclose the student's gender identity and/or gender expression as the reason for transfer.

## 10. Resolving Conflict

Disputes will be resolved in a manner that involves the trans\* student and an adult ally (teacher, service provider, parent/guardian) in the decision-making process to maximize inclusiveness.

DMT Responsibility: AS-LS

## Glossary

**Asexual:** A person who is not sexually attracted to any gender or sex. Asexual people may still be romantically attracted to people of a variety of genders and sexualities and have romantic, non-sexual relationships.

**Bisexual:** A person who is attracted to both women and men.

**Gay:** A person who is attracted to someone of the same sex and/or gender as themselves. This word can be applied to all genders of relationships, but has primarily been used in reference to men.

**Gender:** A socially constructed concept of identity based on roles, behaviours, activities, and appearance such as masculine, feminine, androgynous, etc.



**Gender expression:** The ways a person presents their sense of gender to others (for example, through clothes, hairstyle, mannerisms, etc.).

**Gender identity:** A person's internal sense of being a man, a woman, genderqueer etc. This is not the same thing as a person's biological sex, and may not be consistent with how they are perceived by others.

**Gender nonconforming:** A term that often refers to children who express gender in ways that differs from societal expectations of the sex and gender assigned to them at birth. For the purposes of this policy and accompanying regulations gender nonconforming children are included under the term trans\*.

**Homophobia:** The fear, ignorance and mistreatment of people who are, or are perceived to be, lesbian, gay or bisexual. This often leads to bias, discrimination, hatred, harassment and violation of the human rights of lesbian, gay or bisexual people. Homophobic bullying can also be targeted against any individual, regardless of perceived sexual orientation.

**Intersex:** Refers to people whose reproductive or sexual anatomy is not easily defined as male or female. There are a variety of ways someone can be intersex, ranging from having ambiguous genitalia to having mixture of XX and XY chromosomes. Intersex individuals have historically been mistreated in North American society (i.e. being forced to have "corrective" genital surgeries as infants). The term Disorders of Sexual Development is being used increasingly amongst medical professionals in reference to intersex conditions, however, this term has not been fully adopted by intersex communities at the time this policy is being written. The word hermaphrodite was historically used to describe intersex individuals, however, this term is considered highly offensive.

**Lesbian:** A woman who is attracted to other women.

**LGBTQ+:** An acronym that in this case stands for lesbian, gay, bisexual, trans\*, Two-Spirit, and queer/questioning. There is a wide range of other terms often included in this acronym (often referred to by queer communities as "the alphabet soup") such as asexual, and this acronym tends to vary depending on the source. The plus sign (+) indicates the inclusion of all sexual and gender identities.

**Perceived as LGBTQ+:** Refers to someone who is treated as if they are LGBTQ+ even if they do not identify as such.

**Pronouns:** The words one uses to refer to themselves (e.g. he/him/his; she/her/hers; they/them/theirs; xe, xem, xyr, etc.)

**Queer:** An umbrella term (often used in place of the LGBTTTQ+ acronym) used to describe individuals who identify as being part of sexual and gender diverse communities (e.g. lesbian, gay, transgender).

**Sex:** A biological classification based on physical attributes such as sex chromosomes, hormones, internal reproductive structures, and external genitalia. At birth, it is used to identify individuals as male or female. For those whose sex is not easily categorized as male or female see Intersex.

**Sexual Orientation:** Refers to a person's attraction towards a particular gender or sex. Someone may identify as lesbian, gay, bisexual, queer, pansexual, etc. It is important to remember that sexual identity and gender identity are separate.

**Trans\*:** (also Trans, Transgender, Transsexual) An umbrella term that can be used to describe people whose gender identity and/or gender expression differs from what they were assigned at birth. Some trans\* people may choose to medically transition by taking hormones, having surgery. Some trans\* people may choose to socially transition by changing their name, clothing, hair, etc.

**Transphobia:** Fear, ignorance and mistreatment of people who are, or are perceived to be, trans\* or gender nonconforming. This often leads to bias, discrimination, hatred, harassment and violation of the human rights of transgender or gender nonconforming people. Transphobic bullying can also be targeted against any individual, regardless of perceived gender expression.

**Transition:** A term most commonly used to refer to someone transitioning from one gender to another. Transition often consists of a change in style of dress, selection of a new name, and a request that people use the correct pronoun when describing them. Transition may, but does not always, include medical care like hormone therapy, counseling, and/or surgery.

**Two-Spirit:** An Aboriginal term describing the embodiment of both masculine and feminine spirits. This identity is not limited to gender expression or sexuality, but encompasses them both while incorporating a spiritual element. It is a standalone identity, not an Aboriginal term for gay or lesbian.

(These definitions are adapted from Questions & Answers for Parents and Family Members of Gender Variant and Transgendered Youth {Vancouver School Board, 2011}.)

#### **Legal References:**

The Canadian Charter of Rights and Freedoms; BC Freedom of Information and Protection of Privacy Act; BC Human Rights Code; BC School Act; and the BC Vital Statistic Act (pending)

#### **Cross References:**

ALA: Multiculturalism and Anti-Racism; FB: Facilities Planning; GBAB: Employment Equity; GBCBA:

Sexual Harassment; IGBA: Programs for Disabled Students; IIA: Instructional Materials; IIAE: Hate Crimes and Propaganda; JB: Equal Educational Opportunities; KLB: Public Complaints about the Curriculum/Instructional Materials

**Adopted Date:**

Monday February 16, 2004

**Revision Date:**

Jun 2014

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[< ACB: Sexual Orientation and Gender Identities](#)

[up](#)

[AD: Educational Philosophy >](#)

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