

# Transgender, Non-Binary and Two-Spirit + Inclusion

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A CITY OF VICTORIA ACTION PLAN



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# Contents

Contents.....	3
About the Plan .....	5
Enabling and Supporting Community-Led Action.....	5
Taking Direct Action.....	6
Terminology .....	6
Project Overview.....	8
Engagement Approach.....	8
Working Group.....	8
Advisory Committee .....	9
Community Engagement Sessions .....	9
Community Survey.....	9
Inclusion Measures and Limitations .....	10
Engagement by the Numbers .....	11
Foundations for Decision-Making.....	12
Summary of Actions.....	15
Leading the Way Forward as a TNB2S+ Inclusive City and Employer .....	16
Intersectionality and Multiple Barriers are Addressed.....	18
Poverty Reduction and Economic Inclusion.....	20
TNB2S+ Personal and Community Wellbeing is Encouraged and Enabled.....	22
TNB2S + Housing Solutions and Supports.....	24

New Approaches to Community Safety and Police Interactions .....	25
Public Spaces and City Facilities are Welcoming and Affirming .....	27
Next Steps: Key Enablers of Success .....	29
Acknowledgements.....	30
Appendix One: Project Plan and Methodology .....	32
Project Work Phases .....	32
Phase 1: Project Initiation.....	32
Phase 2: Current State and Leading Practices .....	32
Phase 3: Understanding Local Priorities and Solutions .....	32
Phase 4: Final Report and Presentation.....	33
Methodology: Inputs and Analysis.....	33
City of Victoria Strategic Plan 2019/2022 Objectives .....	33
Jurisdictional Research.....	33
Internal Assessment.....	34
Appendix Two: What We Heard Engagement Summary Report.....	35

# ABOUT THE PLAN

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The City of Victoria's Transgender, Non-Binary and Two-Spirit + Inclusion Action Plan (TNB2S+) was developed through a four-phase, engagement intensive planning process that included four community engagement sessions of various sizes, a community survey, as well as one-on-one meetings with TNB2S+ serving organizations and individuals in the community. The City also had multiple touchpoints and working meetings with a Project Working Group, as well as an Advisory Committee of Council. This served to provide project updates, seek feedback on project progress and share advance information about community engagement sessions in an effort to broaden awareness and outreach regarding engagement opportunities.

This plan prioritizes and outlines actions the City will take to enhance TNB2S+ inclusion both internally at the City, as a workplace, and externally for the benefit of all TNB2S+ individuals and communities who live, work, play, or visit Victoria. It includes actions the City will take on in collaboration with community or other partners, as well as direct actions for the City to implement.

## Enabling and Supporting Community-Led Action

The actions within this plan have been organized to reflect the major themes from the City's community engagement process. These major themes became the guiding directions for action over time. The City's ultimate vision for the future is to foster a community that is welcoming and affirming to TNB2S+ communities, where everyone is treated with compassion and respect. In support of that desired future, the guiding directions for action are:

- TNB2S+ Housing Solutions and Supports;
- Intersectionality and Multiple Barriers are Addressed;
- Poverty Reduction and Economic Inclusion;
- TNB2S+ Personal and Community Wellbeing is Encouraged and Enabled;
- New Approaches to Community Safety and Police Interactions;
- Leading the Way Forward as a TNB2S+ Inclusive City and Employer; and
- Public Spaces and City Facilities are Welcoming and Affirming.

Community members shared ideas and suggestions for this plan that may require new partnerships or changes at a regional, provincial, national, or even global level. A number of these suggestions or considerations are outside of the City's direct control or influence. Many other actions will require building new partnerships, enabling community-led action, or engaging in advocacy and awareness building as a City.

***Collaborative Actions with Community*** are distinctly highlighted to outline how the City will collaborate with and enable communities to lead TNB2S+ inclusion actions. Many of these actions require

established community connection, lived experience, peer knowledge sharing and established trust with TNB2S+ communities. As such, the City looks forward to engaging with community-based organizations and individuals who want to take on initiating or advancing these actions.

## Taking Direct Action

In addition to community engagement input, the TNB2S+ Action Plan also reflects the City of Victoria's Strategic Plan objectives, approaches and lessons learned from other jurisdictions engaged in gender diversity inclusion work, and input from City staff on work underway or planned which may impact or enhance TNB2S+ inclusion going forward. In doing so, the City has accounted for existing work or commitments that can be enriched or shaped to support TNB2S+ inclusion, as well as what additional direct action it can take as a municipality and a workplace.

*Direct Actions for the City* have been segmented into priorities, work already planned or underway, and future actions for the City.

## Terminology

The absence of language contributes to keeping people's identities and experiences invisible or excluded. It also keeps others from acting in support of change, as they have no words for what needs changing.

Within the context of the City of Victoria's work, the terms "trans," "non-binary," and "Two-Spirit" are used to describe the communities the City is seeking to welcome and better include in civic life within the scope of this plan; however, there must also be ongoing consideration for how other aspects of identity interact with gender identity and expression to impact how individuals experience barriers and inclusion differently. While terminology is continuously evolving, some terminology is needed to support understanding of the plan's actions. The following terms are used throughout the plan, consistent with definitions provided by TransCare BC and Gender Based Analysis +.

Honouring people's right to name and define themselves has led to a diverse and rich landscape of queer identity terminology over time that continues to evolve. While this plan is built around the terms Transgender, Non-Binary and Two-Spirit, there are many other ways in which people define their experience of gender and sexuality relative to other identity and social factors. The use of the "+" as part of TNB2S+ is intended to recognize that the field of self-determination around identity is always evolving. For more information on self-definition related to gender and sexual identity, visit Qmunity's Queer Terminology Glossary at: [https://qmunity.ca/wp-content/uploads/2019/06/Queer-Glossary\\_2019\\_02.pdf](https://qmunity.ca/wp-content/uploads/2019/06/Queer-Glossary_2019_02.pdf)

<b>TRANS</b>	An umbrella term that describes a wide range of people whose gender identity differs from their assigned sex at birth.
<b>NON-BINARY</b>	An umbrella term that refers to a person whose gender and/or expression does not align with the gender-based expectations for their sex assigned at birth. Some individuals self-identify as non-binary, whereas others may use terms such as gender non-conforming, genderqueer, or agender, among others. Non-binary people may or may not conform to societal expectations for their gender expression and gender role, and they may or may not seek gender-affirming medical or surgical care.
<b>TWO-SPIRIT</b>	Two-Spirit is a term used within some Indigenous communities, encompassing cultural, spiritual, sexual, and gender identity. Often, being Two-Spirit is connected to specific roles and responsibilities within the community. While some Indigenous people who hold diverse sexual and gender identities consider themselves Two-Spirit, others may have terms in their own traditional languages, or identify themselves as LGBTQ and Indigenous.
<b>CISGENDER</b>	An umbrella term used in reference to people whose gender and sex assigned at birth align according to dominant social narratives; non-trans.
<b>INTERSECTIONALITY</b>	A research and policy lens that recognizes that people have multiple and diverse identity factors that intersect to shape their perspectives, ideologies and experiences. In addition to their gender identity and expression, some TNB2S+ individuals also experience barriers related to these other aspects of their identity such as race, Indigeneity, religion, age and ability. An intersectional approach involves working to address inequality and barriers to inclusion without isolating one factor from another and recognizing that inclusion is going to impact people differently due in part to how their many identity factors intersect to influence their experiences.

# PROJECT OVERVIEW

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In developing this plan, the City focused on identifying meaningful actions related to:

- Signage and literature;
- Public spaces;
- Human resource training and staff policies;
- Corporate programming;
- Collaborative public and community partnerships; and
- Forms, records, and instruments of data collection and management.

The City's aims through the planning process were to:

- Support transgender, non-binary and Two-Spirit ('2S') communities to represent their interests in policies and programs that impact their well-being;
- Improve the City's capacity to integrate gender wellness into strategic planning, policy and program development, implementation, and service delivery;
- Understand leading practices in other jurisdictions and work with the community to gauge what actions or solutions may be relevant in our local context; and
- Promote a spirit of inclusion through the planning process.

## Engagement Approach

Engagement in the project was multi-layered and included community sessions that centered on the lived experience and knowledge of TNB2S+ people, as well as dialogue with community agencies that serve or impact TNB2S+ communities in Victoria. Efforts were made throughout the engagement process to provide both in-person and remote participation options, hold individual agency meetings and teleconferences when needed, and provide regular updates to engaged groups regarding the progress of the project.

## Working Group

The project working group was composed of a broad range of community organizations that support and interact with TNB2S+ individuals. Working Group agencies included:

- Agencies that provide direct supports or have regular interaction with TNB2S+ people and their families;
- Indigenous-focused service providers who currently serve, or have a desire to support, 2S and Indigenous trans and non-binary people; and

- Policing and community safety partners who could share about what their agencies are doing to address the needs of TNB2S+ individuals and communities, as well as how to collectively address violence and barriers to TNB2S+ safety in the community.

Throughout the process, Working Group members acted as key connectors, guides and interpreters to the project team on how to best incorporate community input into the planning process. They also provided insights into their experiences interacting with or serving the community through their work.

Working Group members were also pivotal in holding space, providing on-site and advance event support to participants and giving the City input on what measures to put in place for safer, more inclusive engagement with TNB2S+ communities.

The Working Group met regularly during each phase of the project for project updates to provide input on session planning and to give feedback to shape the final plan.

## Advisory Committee

Prior to initiating this project, City Council already had an ad hoc, lived experience Advisory Committee, which had been instrumental in informing and developing the scope for this project. The project team engaged the Advisory Committee at several key milestones through both in-person and teleconference updates on the project's progress and engaged with Advisory Committee members during broader community sessions as well.

## Community Engagement Sessions

From May to June 2019, the City hosted four community engagement sessions to understand local needs and priorities and to explore potential ideas for the plan. The sessions were promoted through the Working Group, Advisory Committee, and the project team's local networks, as well as through limited online promotion. In addition to these sessions, the project team provided discussion guides for local support groups and community gatherings and arranged meetings with service providers one-on-one to collect feedback throughout the project.

## Community Survey

During the analysis of the community engagement input, and the development of the City's TNB2S+ Inclusion Action Plan, a community survey was deployed to provide an opportunity for anonymous, remote input on draft plan themes and ideas. The intent of the survey was to understand the level of importance and priority level for different themes and actions emerging in the draft plan, with particular focus on understanding how TNB2S+ individuals and those directly connected to them viewed the relative importance of different actions over time. Key results and demographic information regarding the survey are summarized in the *What We Heard: Engagement Summary Report*, provided in Appendix Two of this plan.

## Inclusion Measures and Limitations

A spirit of inclusion was critical to the project approach. As such, a number of steps were taken to make engagement opportunities inclusive and accessible to a wide range of people. This included providing honoraria, bus tickets, food, child-minding services, remote participation options, advance site accessibility information, gender-neutral and universal washrooms, on-site counsellors during events, security and safety strategies, and neurodiversity-sensitive facilitation techniques.

Despite these inclusion measures, it is important to recognize the limitations of the engagement approach. Some of the potential limitations are listed here to inform how the City moves forward in engaging the community as part of implementing the plan. These include:

- Hosting events primarily at City facilities.
- A white and predominantly cisgender project team.
- A lack of local Indigenous and 2S leadership and guidance in the process.
- Hosting engagement in a compressed timeframe of two months in order to meet the overall project timeline.

Efforts were made throughout the project to address these limitations through measures such as:

- Hosting events and discussion opportunities in the community where possible.
- Providing inclusion measures specifically to support remote and anonymous participation.
- Providing opportunities for TNB2S+ individuals to have private, dedicated discussion space at events, without the participation of cisgender project team members or allies and caregivers present.
- Providing as much advance notice and promotion of engagement opportunities as possible within the progression of the project schedule.
- Inviting and centering the input of Indigenous elders at the 2S and Indigenous engagement session.
- Seeking guidance from Indigenous and 2S individuals or service providers who were willing and available to educate the project team and inform the process.
- Inviting First Nations representatives to be part of the project Working Group.

## ENGAGEMENT BY THE NUMBERS

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# FOUNDATIONS FOR DECISION-MAKING

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Recognizing that co-implementing community inclusion is a long-term, complex and relational process, many participants in the planning process, both staff and community members, highlighted overarching conditions for success or foundational considerations for implementation.

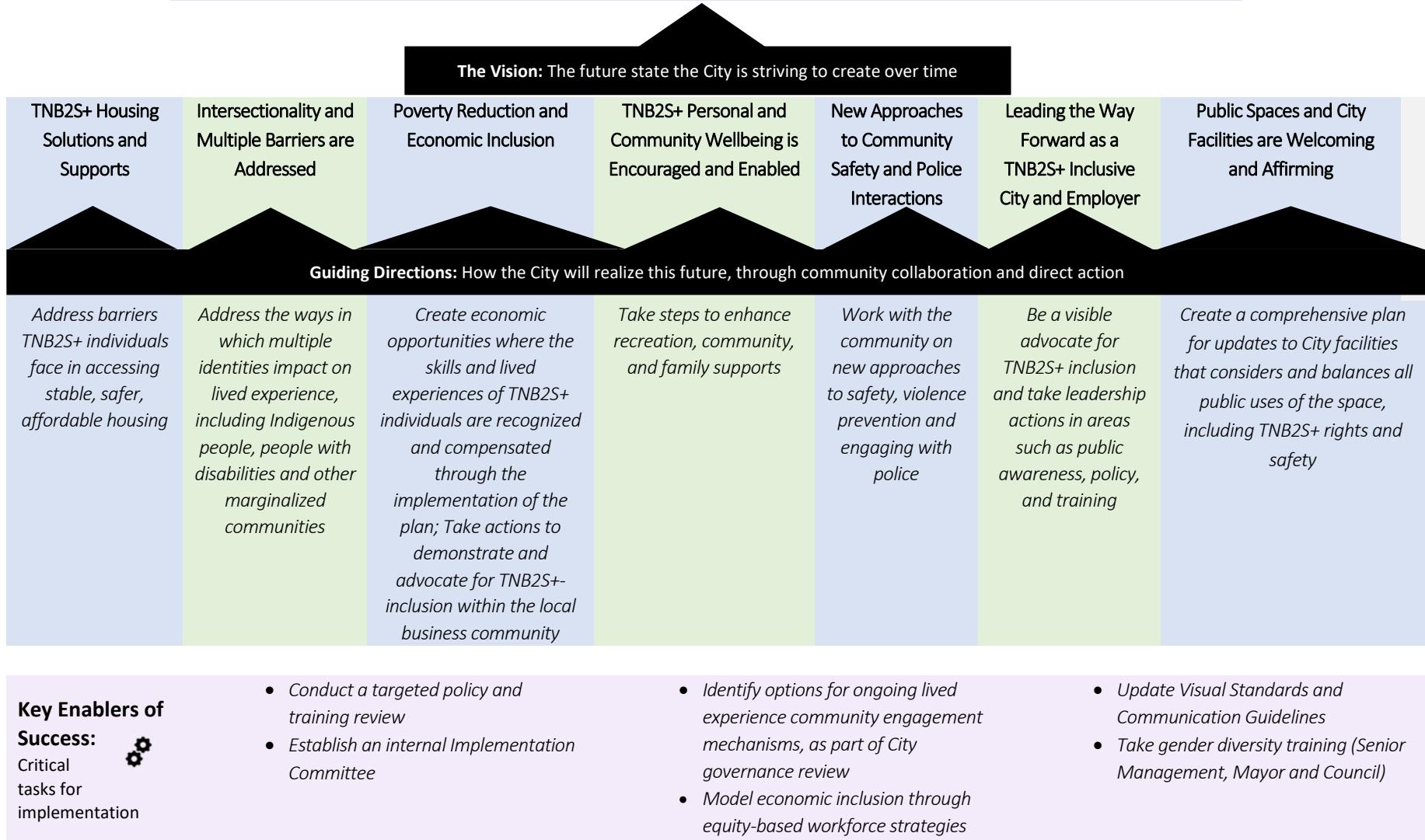
*Foundations for Decision-Making* summarize what has been learned from other jurisdictions, City staff, and community about how action items in this plan are interconnected to reduce harm, promote incremental and gradual community change, and build the City's capacity to implement the plan over time. These foundations for decision-making are critical reference points as the City determines the sequencing of individual plan actions relative to each other over time.

<b>Training</b>	Training is pivotal to implementing diversity and inclusion policy and initiatives in the workplace and it also contributes to meaningful social change when employees carry that training into their daily lives. Gender diversity fits within a broad framework of diversity and inclusion training topics that is being addressed as part of the City's Corporate Learning Program. The program will include diversity and inclusion training, with gender diversity being a particular topic of focus.
<b>Management Leadership</b>	Senior management engaged in the planning process noted the importance of demonstrating leadership to their teams regarding how to be affirming and inclusive of TNB2S+ gender identity and expression. Developing shared approaches to doing this, and learning new behaviours, are critical to modelling inclusion in their work and supporting employees who are TNB2S+ in the workplace going forward.
<b>Public Awareness and Education</b>	Broader public understanding of TNB2S+ identity, expression and human rights is still relatively limited. Making changes that support the rights of TNB2S+ people means ensuring people are equipped to inform and educate the public regarding those changes. In preparing communications materials, promoting the plan and implementing action items from the plan, the City will need to take an awareness-building approach to how it communicates these changes.
<b>Reconciliation</b>	Honouring 2S identity cannot be isolated from the City's approach to decolonization and Reconciliation. In addition to the work the City is already doing to build relationships with First Nations and Indigenous people, all governments have a responsibility to respond to the recommendations of the Truth and Reconciliation Commission and the National Inquiry on Murdered and Missing Indigenous Women and Girls. Going forward, it will be important that the City looks to Indigenous trans and 2S people in community as knowledge leaders for this work.

<b>Poverty Reduction, Housing, and Neighbourhoods</b>	Addressing poverty and housing was identified as important to fostering an inclusive city overall. With the adoption of Phase 2 of the City's 2019-2022 Housing Strategy and other actions related to affordable housing in the 2019-2022 Strategic Plan, the City has acknowledged the importance of housing to overall personal and community well-being. The Housing Strategy commits to ensuring safe, accessible, stable and affordable housing throughout City neighbourhoods. It further commits that housing options should serve and acknowledge diverse needs related to age, abilities, gender, income, health status, Indigenous background, beliefs and ethnicity.
<b>Accessibility</b>	Another intersectional consideration in the plan is how accessibility and TNB2S+ inclusion are being actioned in parallel to one another. Making spaces more inclusive of all abilities and health status can also make them more inclusive to TNB2S+ communities, and vice versa. Building on approaches, practices and initiatives already underway in support of accessibility will not only support inclusion of TNB2S+ people with disabilities but will also demonstrate an intersectional approach to being more inclusive as a City.
<b>Support for TNB2S+ Employees</b>	At present the City has processes to support employees who come forward and identify as TNB2S+. In determining how to strengthen this process through formal policy, the City will need to access TNB2S+ knowledge leadership and best practice from other jurisdictions regarding barriers to coming forward and how to ensure these employees have safe access to the supports available to them.

# PLAN OVERVIEW: THE VISION AND GUIDING DIRECTIONS

A community that is welcoming and affirming to Transgender, Non-Binary and 2S people, where everyone is treated with compassion and respect



# SUMMARY OF ACTIONS

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This section of the plan sets out actions that the City will undertake, both in collaboration with community and through direct action, to realize the vision for the future over time.

These actions are organized according to the guiding direction they most closely address. However, most plan actions reflect and address multiple guiding directions.



## Collaborative Actions with Community

### What We Heard

What the City heard on this topic from community engagement

### Future Actions with Community

Actions that may be initiated or realized through broader community collaboration that includes engagement with the City.



## Direct Actions for the City

### Priorities

Meaningful first steps the City will take in support of this guiding direction

### Work Planned or Already Underway

Existing work or commitments where the City can, or is already, taking steps to be TNB2S+ inclusive

### Future Actions

Work the City anticipates initiating in the longer-term, according to the following anticipated timelines.

#### Legend

- Initiate in 1 to 3 Years
- Initiate in 3 to 5 Years
- 5+ Year Actions

# Leading the Way Forward as a TNB2S+ Inclusive City and Employer

*Be a visible advocate for TNB2S+ inclusion and take leadership actions in areas such as public awareness, policy, and training*

## Collaborative Actions with Community



### What We Heard

- Advancing TNB2S+ inclusion as an employer is a big challenge. From parks, to customer service, to by-law, there are many staff who interact with TNB2S+ individuals every day and do not currently have the tools or knowledge to do so respectfully.
- It will be important to consider how to put enforcement mechanisms and measurement behind any internal training and policy changes.
- When screening job applicants for culture and fit, having competency or sensitivity benchmarks or indicators related to inclusion would help ensure successful applicants for positions of high public interaction are, or are willing to become more inclusive and respectful of human rights.
- Maintaining a relational approach and demonstrating a desire to learn from community is an important part of demonstrating leadership as a City.
- Existing community-based organizations working in the community are also valuable partners in further collaboration and ongoing engagement.
- The library is an important collaborator and partner in advancing inclusion for many marginalized groups.
- Creating a community liaison, committee, or other formal group to provide guidance and direction to staff and Council on an ongoing basis is needed. This group should have clear terms of reference, scope, and responsibilities. The City should be transparent in determining who sits on these groups and why they were selected.
- Consider developing and promoting a feedback mechanism for TNB2S+ employees and members of the public to report negative or discriminatory interactions while using City spaces and services. This supports identifying barriers to inclusion through day to day lived experience knowledge.
- Long-term engagement with TNB2S+ individuals and TNB2S+ serving organizations will be essential to establishing credibility and trust in this initiative.
- Consider providing gender diversity training for all staff, including Senior Management, Mayor, and Council. If pursued, establish evaluation methods for this training.
  - Intervention training may be of value for front-line staff in public facilities.
  - Training could also be extended to people receiving City grants, security at public events, local business owners and managers, and health offices.
- Examine ways to support TNB2S+ training for first responders, shelter staff and others working directly with the public.
- Free public information sessions and awareness campaigns would support normalizing and celebrating gender diversity in the broader community.
- Positive communication campaigns would also show that the City wants to normalize and reflect TNB2S+ individuals as part of the broader community.
- How the City centres and highlights artists is an important cultural and economic affirmation and arts and culture granting is also currently under review.
- Look for ways to amend forms and records to eliminate unnecessary gender or sex based information. Look also to streamline names required in systems so that legal names are not the only permissible way to address or identify someone.
- 34 per cent of survey respondents said that demonstrating leadership as a city and as an employer is very important to improving inclusion and quality of life for TNB2S+ individuals and their families.

### Future Actions with Communities

- Conduct further engagement with the TNB2S+ community related to their service experiences and interactions with City forms and procedures to identify barriers.
- Engage TNB2S+ community serving organizations and academics to design a review of City forms, questionnaires and data collection processes.
- Provide input to any TNB2S+ serving organizations that want to lead the development of a formal community resource guide for TNB2S+ communities.

## Direct Actions for the City



### Priorities

- Advocate for the importance of the newly established BC Human Rights Commission to municipalities' ability to advance diversity and inclusion, especially its training and public education functions.
- Develop a City Inclusion Policy Statement to broadly affirm an intersectional approach to implementing diversity and inclusion measures and provide public and staff guidance.

### Work Planned or Already Underway

- Update Strategic Plan Grants criteria to align with the City's Strategic Plan supporting diversity and inclusion so that funding opportunities exist for community organizations seeking to lead the implementation of the plan actions.
- Reflect TNB2S+ inclusion in the City's Corporate Learning Program curriculum.

### Future Actions

- Consider ways to incorporate TNB2S+ demographic questions into the Citizen Survey to better understand the size, composition and priorities of TNB2S+ communities
- Assess and address the Citizen Survey for barriers to access and participation by marginalized groups.
- Consider ways to incorporate TNB2S+ demographic questions into employee surveys to better understand and support diversity and inclusion in the workplace.
- Conduct a review of internal and external forms, questionnaires and City databases for unnecessary sex or gender-based questions and fields.
- In establishing future themes for the City's Poet Laureate, Artist in Residence or Indigenous Artist in Residence, consider having a TNB2S+ artist occupy one or more of these positions and making gender diversity an arts theme.

#### Legend

- Initiate in 1 to 3 Years
- Initiate in 3 to 5 Years
- 5+ Year Actions

## Intersectionality and Multiple Barriers are Addressed

*Address the ways in which multiple identities impact on lived experience, including Indigenous people, people with disabilities and other marginalized communities*

### Collaborative Actions with Community



#### What We Heard

- Many TNB2S individuals are also:
  - Living in poverty;
  - Living with one or more disabilities;
  - Homeless or underhoused;
  - Street-involved;
  - Racialized;
  - Facing mental health stigma and barriers; and
  - Facing discriminatory treatment from landlords, employers and others in positions of economic power.
- The City is in the early stages of unlearning colonial practices and developing new relationships with Indigenous communities and local First Nations.
- The City needs to learn more about the intertwined institutional, cultural, and systemic barriers that Indigenous gender-diverse people encounter.
- Binary gender and a patriarchal social order are some of the ways that colonialism has attempted the erasure of 2S identity and expression.
- A 2S and Indigenous-led initiative is needed for further dialogue on TNB2S+ inclusion in the context of the City's current relationships with First Nations and Indigenous people.
- More work is needed for the City to establish relationships, learn and follow protocols, and conduct culturally-informed dialogue about what matters to Indigenous communities in terms of City-supported actions and commitments.
- Being an Indigenous person within predominantly white workplaces, with significant colonial structures and institutional practices, can be emotionally taxing and challenging, especially if individuals are unfairly framed as the “expert” on Indigenous or 2S perspectives and are expected to take on all that associated labour.
- There is a need to seek out diversity of lived experience within recruitment efforts and support the mentorship and hiring of more 2S and Indigenous people.
- The City can make a difference by giving space and resources to local First Nations to provide public education on the histories of their people and land.
- Engage, consult with, and hire local Black, Indigenous, and People of Colour (BIPOC) TNB2S people to develop culturally relevant TNB2S+ inclusion strategies.
- Highlight and showcase the contributions of TNB2S+ in this community. Find ways to make visible, normalize, and celebrate TNB2S+ people of all racial identities and abilities.
- Anti-oppression training would be beneficial for all public institutions, in recognition of intersectionality and overlapping identities.
- Consider advocating to the Province for better income and employment supports for people with disabilities.
- Consider implementing housing solutions locally that integrate and recognize the needs of families with disabilities.

- Providing online/remote access to information and engagement opportunities is critical to including TNB2S+ individuals with disabilities.
- 60 per cent of survey respondents said that addressing intersectionality and multiple barriers is very important to improving inclusion and quality of life for TNB2S+ individuals and their families.
- 41 per cent of survey respondents considered engaging with local BIPOC communities to develop culturally relevant TNB2S inclusion strategies to be a first priority.
- 24 per cent of survey respondents considered addressing the 2SLGBTQQIA-specific calls for justice from the National Inquiry into Missing and Murdered Indigenous Women and Girls to be a first priority.

#### Future Actions with Communities

- Engage Indigenous trans, non-binary and 2S communities to lead the development of outcomes and actions related to how the City can better support their inclusion and quality of life.
- Engage TNB2S+ Indigenous, disabled and racialized people, as well as TNB2S+ sex workers and street involved individuals in the development of the City's Mental Health and Addictions Strategy.

### Direct Actions for the City



#### Priorities

- Establish intersectional living or lived experience and TNB2S+ related competencies for the City's new Indigenous Relations function.
- Prioritize hiring someone from the Lekwungen territories to ensure the Indigenous Relations role is operationalized consistent with local protocols and culture.

#### Future Actions

- Designate a Council Townhall to Intersectionality and Diversity.
- Explore as a Council how to develop City responses to the 2SLGBTQQIA-Specific Calls for Justice from the National Inquiry into Missing and Murdered Indigenous Women and Girls.
- Appoint one or more Indigenous Elders in Residence in concert with the new Indigenous Relations function.

Legend

● Initiate in 1 to 3 Years      ● Initiate in 3 to 5 Years      ● 5+ Year Actions

## Poverty Reduction and Economic Inclusion

*Create economic opportunities where the skills and lived experiences of TNB2S+ individuals are recognized and compensated through the implementation of the plan; Take actions to demonstrate and advocate for TNB2S+ inclusion within the local business community*

### Collaborative Actions with Community



#### What We Heard

- Businesses in Victoria have a significant impact on TNB2S+ inclusion as service providers, employers, and places where people gather and interact.
- The City can promote dialogue about diversity and inclusion with the business community and normalizing the topic of honouring the B.C. Human Rights Code in employment practices and work environments.
- The public needs ongoing education and awareness related to TNB2S+ inclusive language, respectful interaction, and lived experience.
- Engage TNB2S+ individuals to deliver training, information sessions, or other facilitated meetings on behalf of the City or in collaboration with TNB2S+ employees of the City already in related roles.
- If the City is going to provide further opportunities for TNB2S+ individuals to take on roles in implementing the Action Plan, it is important to also foster opportunities for coaching, mentorship and learning that can support a diversity of individuals accessing those opportunities.
- To support the economic inclusion of TNB2S+ individuals, the City could:
  - Explicitly recruit/invite/welcome the TNB2S+ community to participate in City volunteer or temporary work opportunities;
  - Formally recognize TNB2S+ individuals as an equity group and implement equity measures to hiring/recruitment strategies to encourage TNB2S+ hiring; and
  - Offer both permanent and rotating temporary positions as a way of generating a wider reach or impact on job skill development for marginalized people.
- 78 per cent of survey respondents said that poverty reduction and economic inclusion is very important to improving inclusion and quality of life for TNB2S+ communities.
- 79 per cent of survey respondents said that new roles and economic opportunities for TNB2S+ individuals to advance inclusion is an important way of engaging the community going forward.

#### Future Actions with Communities

- Engage community-based organizations in dialogue about ways to provide mentorship and employment skills opportunities to people with living and lived experience of marginalization, including TNB2S+ people.
- Look for opportunities to support and promote community-based organizations that are putting on TNB2S+ awareness or information sessions in community.
- Encourage dialogue in the business community about diversity and inclusion policy and strategies.

### Direct Actions for the City



#### Priorities

- Establish a procurement mechanism to engage TNB2S+ facilitators on an as-needed basis.
- Use the Business Hub as a central resource to assist TNB2S+ entrepreneurs and potential contractors.
- Engage TNB2S+ facilitators who can provide internal training to key staff and leadership.

### Work Planned or Already Underway

- Include language in the City's social procurement policy that speaks to including people with lived experience of marginalization or barriers to economic and social inclusion.

### Future Actions

- Use City of Victoria Business Info Sessions and speaking opportunities with the Chamber of Commerce to promote dialogue and learning about TNB2S+ inclusion.
- Provide gender diversity training for City staff in the Business Hub and other customer service roles supporting TNB2S+ businesses and entrepreneurs.
- Through the City's annual business survey, gather information from the business community on actions they have taken in support of TNB2S+ communities or other marginalized groups.

Legend

• Initiate in 1 to 3 Years      • Initiate in 3 to 5 Years      • 5+ Year Actions

# TNB2S+ Personal and Community Wellbeing is Encouraged and Enabled

*Take steps to enhance recreation, community, and family supports*

## Collaborative Actions with Community



### What We Heard

- TNB2S+ individuals face economic, social and physical barriers to safely participating in City recreation programming and facilities.
- TNB2S+ recreation programming is a current gap that can be meaningfully addressed in support of personal and community wellness.
- Dedicated recreation programming requires staff with specialized training as well as affirming facilities and supports.
- There is currently no accessible resource centre for the TNB2S+ community in the City and most emerging resources appear to be geared towards seniors and youth.
- As exists in other cities, TNB2S+ communities need a hub that can act as centre for social service access, system navigators and supports, and practitioners and professionals who can address TNB2S+ health, legal, social and community needs.
- While the health care system is not within the City's immediate control, the City can take meaningful actions to support TNB2S+ individuals improved access to health care services and professionals.
- The City can impact TNB2S+ health by encouraging the incorporation of Indigenous approaches to healing and culturally-informed wellbeing practices in City spaces and processes, according to local First Nations' protocols.
- For the delivery of a number of actions in this plan, community-based organizations may be better positioned, more knowledgeable and more relevant leads to the actions that will enhance TNB2S+ inclusion.
- TNB2S+ families and youth need dedicated supports in early years and as their children transition to young adulthood, especially when the TNB2S+ member of the family is the young adult.
- TNB2S+ and queer families are also seeking childcare from individuals who are skilled in including all gender identities and expressions in their delivery of care but there is presently no resource for locating childcare providers with this capacity.
- Parents would like to see the library expand on what books and resources are available to promote awareness of TNB2S+ family models and gender expression, including aTNB2S+/queer families or Sexual Orientation and Gender Identity (SOGI) oriented Kid Kit as well as gender neutral options for other Kid Kits (e.g. potty training).
- 47 per cent of survey respondents said that enabling TNB2S+ personal and community wellbeing is very important to improving inclusion and quality of life for TNB2S+ communities.
- 50 per cent of survey respondents considered advancing a dedicated TNB2S community hub for health, wellness, and social programming to be a first priority—this was the highest rating of potential first priority actions put forward for community feedback.

### Future Actions with Communities

- Explore with community service providers how the City can facilitate the eventual establishment of a TNB2S+ community hub.
- Engage TNB2S+ and queer families in the development of the City's Childcare Strategy and in the Childcare Solutions Working Group.

- Assist TNB2S+ communities with accessing publicly available City spaces for community events and gatherings.
- Advocate for the implementation of TNB2S+ resources and programming within City libraries.
- Convene community discussions with centre operators and TNB2S+ serving organizations on the distinct needs of TNB2S+ youth, seniors, and families.
- Make space for Indigenous approaches to healing and culturally-informed health and wellbeing programming where possible and relevant.

## Direct Actions for the City



### Priorities

- Incorporate TNB2S+ needs in the design of the new Crystal Pool facility.
- Create a TNB2S+ Community Liaison role to nurture partners, scope projects and generally support a community-led and peer-informed approach to implementing actions within this plan.

### Work Planned or Already Underway

- Provide specialized training for recreation staff on TNB2S+ inclusion and safety.
- As part of the City's strategy to attract new physicians to Victoria, recruit those with experience and interest in providing health TNB2S+ health care.
- Through the City's LGBTQ2IS Taskforce, explore partnership opportunities with local TNB2S+ health and wellbeing focused organizations.
- Ensure TNB2S+ youth engagement and needs are a focus of the City's Youth Strategy.

### Future Actions

- Revise community centre operator agreements to include diversity and inclusion policy language.
- Ensure childcare providers running City childminding services at City Hall receive basic TNB2S+ inclusive childcare information and training.
- Create a dedicated Diversity and Inclusion Recreation role and evaluate further staffing needs over time.
- Develop dedicated TNB2S+ recreation program opportunities and address TNB2S+ youth needs within recreation programming.
- Work to make general population programming TNB2S+ accessible and inclusive.
- Update long-term lease agreements with third-party non-profit operators to include City-developed diversity and inclusion policy language.

Legend

- Initiate in 1 to 3 Years
- Initiate in 3 to 5 Years
- 5+ Year Actions

# TNB2S + Housing Solutions and Supports

*Address barriers TNB2S+ individuals face in accessing stable, safer, affordable housing*

## Collaborative Actions with Community



### What We Heard

- TNB2S+ individuals face discrimination and barriers to finding and maintaining stable, safer, affordable housing and these barriers are exacerbated for racialized, disabled, and Indigenous TNB2S individuals. Some of this discrimination comes directly from landlords.
- As the City undertakes new housing related initiatives, it is important to retain anti-oppression, inclusion, and equity lenses in how these initiatives are implemented to ensure they engage and benefit marginalized or vulnerable communities.
- Community members noted that shelter spaces in the City of Victoria are highly gendered and often present safety risks for unhoused TNB2S+ individuals.
- Shelter staff need training on how to be TNB2S+ inclusive.
- The city currently has a lack of housing options that integrate family and disability needs with TNB2S+ needs.
- There is not presently enough affordable housing for people with disabilities and TNB2S+ individuals with disabilities face additional discrimination in seeking housing.
- Participants expressed concern that seniors and elders do not have adequately informed and inclusive health care environments and there is a need to focus on how to uphold the rights of TNB2S+ seniors and elders.
- 75 per cent of survey respondents said housing solutions and supports for TNB2S+ is very important to improving inclusion and quality of life for TNB2S+ communities.

### Future Actions with Communities

- Engage with, learn from, and support awareness building on TNB2S+ inclusion with social housing providers and shelters.
- Advance and uphold the City Housing Strategy Guiding Principles that housing be accessible, inclusive, offer choice to meet diverse needs, promote wellbeing, build community capacity and partnerships, and feature innovation and sustainability considerations.

## Direct Actions for the City



### Priorities

- In identifying available land for additional emergency shelter space, support and encourage dialogue with the province and community partners on the development of a TNB2S+ shelter.

### Work Planned or Already Underway

- Establish TNB2S+ positive competencies, such as anti-oppression and trauma-informed service provision, for the City's new Tenant Housing Ambassador function.
- Refer the TNB2S+ Action Plan and What We Heard Engagement Summary Report to the City's Renters' Advisory Committee to inform discussion about how to ensure TNB2S+ lived experience knowledge is incorporated into the Committee's work.
- Conduct further community engagement and risk assessment on the Seniors and Eligible Lodgers pilot project.

### Future Actions

- Review and Update the City's Official Community Plan to include language on inclusion and wellbeing for marginalized communities, including TNB2S+ communities.

Legend

● Initiate in 1 to 3 Years      ● Initiate in 3 to 5 Years      ● 5+ Year Actions

## New Approaches to Community Safety and Police Interactions

*Work with the community on new approaches to safety, violence prevention and engaging with police*

### Collaborative Actions with Community



#### What We Heard

- Nearly all TNB2S+ people have had some trans-specific negative experiences from family, service providers, police, or their broader communities.
- TNB2S+ individuals are disproportionately experiencing violence and personal safety risks in their day-to-day life.
- TNB2S+ individuals have concerns about the historic and current state of relations with police, as well as the ways in which police engage with TNB2S+ communities on a day-to-day basis.
- Fear and distrust of police for many is exacerbated by a lack of knowledge about rights and police procedures.
- A TNB2S+ police liaison function would be beneficial to serving TNB2S+ communities and it could be delivered through an existing community safety organization where TNB2S+ individuals are already served and supported.
- Community service providers and TNB2S+ individuals have been instrumental in developing resources for police departments, providing training and policy guidance, and creating public awareness materials in collaboration with police departments.
- It is problematic to position police as the authorities on safety for communities who have historically faced violence or fear of violence from police.
- Anti-SOGI and transphobic events held in the community are destabilizing and dehumanizing and the City needs to find a way to take a stand against these events if it wants to be an ally.
- Designating TNB2S+ safer spaces in the community is also important for affirming TNB2S+ individuals' rights to the space and for building awareness among cis people in the general public of the City's commitment to fostering TNB2S+ safety in public space.
- There could be additional value in defining Safer Spaces as safer for people who face multiple system of oppression based on their identities (e.g., People of Colour, people with disabilities).
- 69 per cent of survey respondents said addressing community safety and police interactions for TNB2S+ is very important to improving inclusion and quality of life for TNB2S+ communities.

#### Future Actions with Communities

- Support dialogue with the Victoria Police Department and other community safety partners on a Police Liaison Function.
- Engage organizations that work with survivors of sexualized violence as part of the 2019/2022 Strategic Plan commitment to end sexual harassment and assault in Victoria.
- Encourage and enable peer-led and peer-informed projects in the community.
- Convene dialogue with community safety partners and TNB2S+ serving organizations to better understand peer-based solutions and approach to community safety.

- Work with community-safety partners to develop a Safer Places Program that designates places in the City where TNB2S+ individuals be assured that measure have been taken to support and affirm the space is welcoming and inclusive.

## Direct Actions for the City



### Priorities

- Engage sex workers in the Late Night Taskforce or other aspects of the City's approach to sexualized violence prevention.
- Conduct a legal review on policy options for assessing and addressing whether a proposed use of a City facility will encourage, incite or promote transphobia or hate speech.

### Work Planned or Already Underway

- Evaluate existing peer-informed engagements, such as the City's Mental Health and Addiction Strategy, to develop the City's capacity to deliver projects through peer-led approaches over time.

### Future Actions

- Establish a corporate business process to receive, review and respond to use of public space requests, building on the outcome of the hate speech in public spaces legal review.

Legend

●     Initiate in 1 to 3 Years                             ●     Initiate in 3 to 5 Years                             ●     5+ Year Actions

## Public Spaces and City Facilities are Welcoming and Affirming

*Create a comprehensive plan for updates to City facilities that considers and balances all public uses of the space, including TNB2S+ rights and safety*

### Collaborative Actions with Community



#### What We Heard

- TNB2S+ individuals can experience heightened personal safety risks in accessing public restroom and changeroom facilities, especially in urban park settings.
- Locks on all stall doors and locks on single stall public washrooms would enhance safety when using public washrooms, such as park washrooms.
- Urinal dividers add privacy.
- The City could involve the community in selecting design standards to adopt.
- Consider:
  - Advocating for additional gender-neutral, multi-stall washrooms for the library and City parks
  - Encouraging community centres to have more inclusive washrooms,
  - Adding change tables to all washrooms, not just those designated for women,
  - Consider providing free menstrual supplies in all City public facilities, and
  - Proposed wording for signage should be reviewed with TNB2S+ communities.
- In Vancouver, poster campaigns with inclusive messaging, featuring TNB2S people of many backgrounds, have been effective when combined with facility changes.
- When City space becomes available for lease, consider providing subsidized rates to those running social/community wellness programs/services.
- Examine ways to incentivize developers to allocate space in new properties for social service providers.
- Allow vacant City space to be used free or at low cost by TNB2S+ serving community organizations.
- 56 per cent of survey respondents said creating welcoming public spaces and city facilities for TNB2S+ is very important to improving inclusion and quality of life for TNB2S+ communities.
- 33 percent of survey respondents considered modifying City changerooms, restrooms, and signage for safety, accessibility, and gender diversity to be a first priority.

#### Future Actions with Communities

- Gather further community input on use of parks, personal safety in parks and the importance of broader social inclusion in the use of public park spaces.

### Direct Actions for the City



#### Priorities

- Incorporate all-gender and universal restrooms and change rooms in new public facilities.

#### Work Planned or Already Underway

- Include TNB2S+ inclusive measures in future facility planning and development goals and objectives, as part the Facilities Master Plan.
- Review existing facilities and public restroom opportunities for all-gender conversion, renovation, or upgrade opportunities.
- Upgrade existing restroom signage to reflect new gender neutral sign standards where possible.

## Future Actions

- Conduct a review of all gender renovation or conversion opportunities to internal restrooms to prioritize modifications ensuring all gender and universal restrooms are available across City work environments.
- Develop new strategies for ensuring the safe access to park spaces by all user groups.
- Adopt design standards that reflect TNB2S+ safety and rights in public facilities such as park and public restrooms and changerooms.

Legend

•     Initiate in 1 to 3 Years                             •     Initiate in 3 to 5 Years                             •     5+ Year Actions

# NEXT STEPS: KEY ENABLERS OF SUCCESS

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Moving from planning to implementation, the City will set up the necessary structure and accountabilities to ensure momentum and support for the actions it has committed to taking. Further, there are also tasks the City must initiate to enable staff and Council to effectively lead the implementation of the plan in the immediate term. These tasks are identified in the Plan Overview on page 14 as *Key Enablers of Success*.

 <b>Key Enablers of Success:</b> Critical tasks for implementation	<b>How This Helps:</b> How this task provides the necessary knowledge, accountability or tools for the work ahead
<ul style="list-style-type: none"><li>Conduct a targeted policy and training review.</li></ul>	<i>Supports creating a long-term, modern internal infrastructure for TNB2S+ inclusion by identifying gaps and areas for new policy development.</i>
<ul style="list-style-type: none"><li>Establish an internal Implementation Committee.</li></ul>	<i>Provides cross-departmental oversight to ensure progress on the plan's priority actions; Acts as internal change leadership.</i>
<ul style="list-style-type: none"><li>Identify options for ongoing lived experience community engagement mechanisms, as part of City governance review.</li></ul>	<i>Enables the creation of ongoing, regular dialogue with TNB2S+ communities going forward through an intersectional approach.</i>
<ul style="list-style-type: none"><li>Model economic inclusion through equity based workforce strategies.</li></ul>	<i>Encourages diversity within the City's workforce; addresses poverty and barriers to meaningful employment opportunities.</i>
<ul style="list-style-type: none"><li>Update Visual Standards and Communication Guidelines.</li></ul>	<i>Provides City staff with the tools to acknowledge and make visible TNB2S+ expression in City materials.</i>
<ul style="list-style-type: none"><li>Take gender diversity training: Senior Management, Mayor and Council.</li></ul>	<i>Builds the capacity to lead; Addresses internalized biases and demonstrates commitment to unlearning approaches which keep barriers to inclusion in place.</i>

## ACKNOWLEDGEMENTS

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The City of Victoria acknowledges and honours the wisdom, courage and knowledge of the many individuals, agencies, staff, youth, families, and elders who engaged in this project. This action plan is a roadmap for continued collaboration, while also highlighting specific ways the City will remain accountable for and focused on the actions it can directly take to model and advance TNB2S+ inclusion.

Community-based organizations and TNB2S+ serving individuals working within them have played a deeply central and personal role in fostering connection to this project and creating a spirit of inclusion as the plan was developed. This occurred through participation on the Working Group, through participation on the Advisory Committee, and in personally taking the time to engage with the project team throughout. Going forward, a great deal of trust must be built over time, and the City is grateful for those who are working to help us build it. The actions within this plan are intended to foster that trust by providing a transparent tool through which the community can continue to engage with the City about our progress.

At the same time, the City recognizes there is still much listening to be done as an overarching priority action. It will be a long-term process to fully grasp the lived experience of those who encounter multiple barriers to enjoying a good quality of life and everything our beautiful City has to offer. Through the Future Actions with Community, the City will continue to listen and learn and consider how to enable and empower community to lead.

# APPENDICES

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APPENDIX ONE: PROJECT PLAN AND METHODOLOGY

APPENDIX TWO: WHAT WE HEARD ENGAGEMENT SUMMARY REPORT

# APPENDIX ONE: PROJECT PLAN AND METHODOLOGY

For further understanding of the work plan and the methodology guiding the development of the plan, this section includes an overview of the work phase and key tasks of the project, as well as the methodology used to analyze plan inputs and develop the plan.

## Project Work Phases

### Phase 1: Project Initiation

Work in Phase 1 included finalizing the project plan with the project sponsor, conducting initiation meetings with the Project Working Group and the Advisory Committee and preparing the approach and tools for the research conducted in Phase 2. It also included significant early outreach to community organizations and other potential stakeholders in the plan, to establish information sharing and engagement practices for ongoing involvement with or communication about the project.

### Phase 2: Current State and Leading Practices

Work in Phase 2 included current state information gathering through City staff interviews and internal document review, as well as desk-based external research on gender inclusion initiatives and practices in other jurisdictions (Vancouver, Edmonton, and Toronto). This work culminated in the Current State Leading Practices Report, which documented key success factors for the City of Victoria's plan, existing work underway at the City that may align to or support TNB2S+ inclusion, as well case studies and lessons learned from the other jurisdictions.

### Phase 3: Understanding Local Priorities and Solutions

Work in Phase 3 included planning and conducting four community-based engagement sessions, as well as a community survey and multiple one-on-one dialogues with individuals and service providers who serve, interact with or otherwise impact TNB2S+ safety and quality of life in Victoria. The objective of Phase 3 was to understand barriers faced by TNB2S+ communities, as well as meaningful actions the City can take to address those barriers and foster a more welcoming and affirming community.

This phase of work also involved developing a draft framework of inclusion plan ideas and refining that framework through engagement with community safety partners, service providers, City staff and TNB2S+ individuals and their loved ones who participated in the project's community engagement sessions. Draft ideas within the framework were organized around the major themes emerging from community engagement and aligned, where possible, to the work already planned or underway at the City. Lastly, at the end of Phase 3, a community survey provided an additional remote, anonymous mechanism or providing input to the final plan, with a focus on identifying meaningful first steps and an appropriate sequencing of actions over time.

See the appended What We Heard: Engagement Summary Report for more details on the engagement approach, work steps and results.

## Phase 4: Final Report and Presentation

The focus of Phase 4 was to conduct detailed analysis of all inputs toward the development of a comprehensive What We Heard Engagement Summary Report, as well as this document, the final TNB2S+ Action Plan. Work in this phase aimed to consolidate and integrate inputs received throughout the engagement process, as well as organize and sequence plan ideas. Following completion of these deliverables, City staff provided edits and feedback on the draft plan, as well as the presentation to Council. The Project Working Group and Advisory Committee also provided final comments on the plan through close-out meetings held following completion of the plan.

## Methodology: Inputs and Analysis

In addition to the community engagement inputs, the TNB2S+ Action Plan also reflects the City of Victoria 2019/2022 Strategic Plan objectives, approaches and lessons learned from other jurisdictions engaged in gender diversity inclusion work, and input from City staff on work underway or planned which may impact or enhance TNB2S+ inclusion going forward.

## City of Victoria Strategic Plan 2019/2022 Objectives

Where possible, TNB2S+ Action Plan commitments reflect or align to existing commitments or aspirations outlined in the City of Victoria's 2019/2022 Strategic Plan. These include:

1. Good Governance
2. Reconciliation and Indigenous Relations
3. Affordable Housing
4. Prosperity and Economic Inclusion
5. Health, Wellbeing and a Welcoming City

These objectives, and the supporting actions within those objectives, were used to develop actions within the TNB2S+ Action Plan and to articulate an Ultimate Outcome and Guiding Directions for the plan.

## Jurisdictional Research

The plan also incorporates considerations and learnings from other jurisdictions. In the three jurisdictions studied (Vancouver, Edmonton and Toronto), common approaches or lessons taken from their experience addressing gender diversity and inclusion included:

- ◊ Co-implementing policy, training and awareness campaigns across both the internal and external environments at once
- ◊ Mechanisms to seek continuous input from TNB2S+ individuals and other marginalized communities
- ◊ Providing space and other in-kind support to community-based service providers and organizations working to advance equity and quality of life for TNB2S+ people
- ◊ Enabling community organizations through funding, partnerships and in-kind resources
- ◊ Co-developing plans or strategies together with local agencies and providing the funding for those agencies to lead community-based implementation
- ◊ TNB2S+/Lived Experience facilitators, advisors and functions within the work environment, contributing to both internal and external awareness building and change
- ◊ Identifying safer spaces, people and mechanisms for TNB2S+ people to seek the supports and resources they need as employees or members of the public
- ◊ Programming, events and community connections for TNB2S+ community members, which are promoted and supported by the municipality
- ◊ Significant and ongoing efforts to retrofit existing facilities, create new design standards and adapt public infrastructure to make them more accessible, while also making them affirming of TNB2S+ gender identities
- ◊ TNB2S+ liaison roles between police, community and service providers
- ◊ TNB2S+ serving and centering organizations engaged to develop policy and training for police and municipalities

## Internal Assessment

City Staff engaged in developing the plan by informing the current state analysis and refining or providing feedback on actions within the draft plan framework. Departments and work units represented in these information gathering and engagement activities included:

- ◊ Parks, Recreation and Facilities
- ◊ By-law Services
- ◊ Human Resources
- ◊ Business and Community Relations
- ◊ Finance
- ◊ Engagement
- ◊ Public Works
- ◊ Strategic Real Estate
- ◊ Sustainable Planning and Community Development

To complement City staff input, the project team also reviewed a variety of relevant and supplementary background documentation including 2019/2022 Strategic Plan update reports, memorandums on related programs or initiatives, existing corporate policy and procedure documents, and public facing corporate programming materials.

# APPENDIX TWO: WHAT WE HEARD ENGAGEMENT SUMMARY REPORT



## What We Heard

City of Victoria Transgender, Non-Binary and  
Two-Spirit + Inclusion Plan  
Community Engagement Summary Report

July 2019



1

## ACKNOWLEDGEMENTS

The project team would like to acknowledge the openness, passion, courage, and generosity of the many individuals, agencies, families, and elders who engaged in this project. There are numerous components to the final plan that are grounded in the ideas, wisdom, and collaboration of these people. The project team acknowledges that the quality of the plan reflects the significant community-based labour that has informed it.

This report is a record of the depth and extent of that labour and is intended to enable ongoing community engagement on how to improve the quality of life and inclusion of TNB2S+ individuals and communities.

Further, this report acknowledges that gender justice is not independent of justice on the basis of disability, race, socio-economic status, housing status, and countless other aspects of identity that influence how power and oppression operate in communities. This report reflects that there is a vast diversity of experience within the TNB2S+ community, and that TNB2S+ people and their families may (and often do) experience multiple barriers at the same time. There is no way to singularly isolate TNB2S+ considerations from these other aspects of identity when the intent is to move towards an inclusive, welcoming and affirming community overall.

It is hoped that this report will provide further value to the community as a tool for discussion, independent of how the City proceeds on implementing the TNB2S+ Inclusion Action Plan. The community can and will lead the way forward.

2

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report



36

## CONTENTS

Acknowledgements.....	2
Background .....	4
Scope.....	4
Engagement Approach.....	5
Working Group.....	5
Advisory Committee .....	5
Community Engagement Sessions.....	5
Community Survey.....	6
Inclusion Measures and Limitations .....	6
Engagement by the Numbers .....	8
About this Report.....	10
Community Survey Results .....	11
Foundations for Implementation.....	13
Relational and Anti-Oppressive Practice.....	13
Two-Spirit and Indigenous Engagement .....	13
Police Engagement.....	14
Community Partnerships .....	15
Providing Support for those Advancing Change .....	15
Local Needs and Priorities.....	17
Exploring Ideas for the Plan .....	33
Next Steps .....	43
Further Reading .....	44

3

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report



37

## BACKGROUND

The City of Victoria is creating a plan to advance the inclusion of transgender, non-binary and Two-Spirit members of our community (The TNB2S+ Inclusion Action Plan). This plan will prioritize and recommend specific actions to enhance inclusion both internally and externally, with specific focus on the following areas:

- Signage and literature;
- Public spaces;
- Human resource training and staff policies;
- Corporate programming;
- Collaborative public and community partnerships; and
- Forms, records, and instruments of data collection and management.

In developing the plan, the City is striving to:

- Support transgender, non-binary and Two-Spirit communities to represent their interests in policies and programs that impact their well-being;
- Improve the City's capacity to integrate gender wellness into strategic planning, policy and program development, implementation, and service delivery;
- Understand leading practices in other jurisdictions and work with the community to gauge what actions or solutions may be relevant in our local context; and
- Promote a spirit of inclusion through the planning process.

## SCOPE

Community members shared ideas and suggestions that may require new partnerships or changes at a regional, provincial, national, or even global level. Recognizing that the City requested an action plan, with a focus on topics within the City's direct control or influence, a number of these suggestions or considerations fall outside the scope of this project. These ideas reflect the experiences and wisdom of those who participated in the process and have been included to inform the City's understanding, regardless of present power structures and jurisdictional boundaries. For example, many of these ideas included areas where the City can play an advocacy role on behalf of community.

Nonetheless, it is important to acknowledge that based on the City's intended scope, the plan will not be centred around systems or barriers where the City does not have direct authority or control, such as:

- Hospitals, primary care, and the medical system;
- Buildings and public spaces owned by the provincial government;
- Transit; or
- Schools.

4

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Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report



## ENGAGEMENT APPROACH

Engagement in the project was multi-layered and included community sessions that centred on the lived experience and knowledge of TNB2S+ people, as well as dialogue with community agencies that serve or impact TNB2S+ communities in Victoria. Efforts were made throughout the engagement process to provide both in-person and remote participation options, hold individual agency meetings and teleconferences when needed, and provide regular updates to engaged groups regarding the progress of the project.

### WORKING GROUP

The project working group was composed of a broad range of community organizations that support and interact with transgender, non-binary, and Two-Spirit individuals. Working Group agencies included:

- Agencies that provide direct supports or have regular interaction with transgender, non-binary and Two Spirit people and their families;
- Indigenous-focused service providers who currently serve, or have a desire to support, Two-Spirit and Indigenous transgender and non-binary people.
- Policing and community safety partners who could share about what their agencies are doing to address the needs of TNB2S+ individuals and communities, as well as how to collectively address violence and barriers to TNB2S+ safety in the community.

Throughout the process, Working Group members acted as key connectors, guides and interpreters to the project team on how to best incorporate community input into the planning process. They also provided insights into their experiences interacting with or serving the community through their work.

Working Group members were also pivotal in holding space, providing on-site and advance event support to participants and giving the City input on what measures to put in place for safer, more inclusive engagement with TNB2S+ communities.

The Working Group met regularly during each phase of the project for project updates to provide input on session planning and to give feedback to shape the final plan.

### ADVISORY COMMITTEE

Prior to initiating this project, the City of Victoria already had an ad hoc Advisory Committee from the community, which had been instrumental in informing and developing the scope for this project. The project team engaged the Advisory Committee at several key milestones through both in-person and teleconference updates on the project's progress.

### COMMUNITY ENGAGEMENT SESSIONS

From May to June 2019, the City hosted four community engagement sessions to understand local needs and priorities and to explore potential ideas for the plan. The sessions were promoted through the Working Group, Advisory Committee, and the project team's local networks, as well as through limited online promotion. In addition to these sessions, the project team provided discussion guides for

local support groups and community gatherings and arranged meetings with service providers one-on-one to collect feedback throughout the project.

## COMMUNITY SURVEY

During the analysis of the community engagement input, and the development of the City's TNB2S+ Inclusion Plan, a community survey was deployed to provide an opportunity for anonymous, remote input on draft plan themes and ideas. The intent of the survey was to understand the level of importance and priority level for different themes and actions emerging in the draft plan, with particular focus on understanding how TNB2S+ individuals and those directly connected to them viewed the relative importance of different actions over time. Details of the survey results are summarized on [page 11](#) and also integrated throughout the report.

## INCLUSION MEASURES AND LIMITATIONS

A spirit of inclusion was critical to the project approach. As such, a number of steps were taken to make engagement opportunities inclusive and accessible to a wide range of people. This included providing honoraria, bus tickets, food, child-minding services, remote participation options, advance site accessibility information, gender-neutral and universal washrooms, on-site counsellors during events, security and safety strategies, and neurodiversity-sensitive facilitation techniques.

Despite these inclusion measures, it is important to recognize the limitations of the engagement approach. Some of the potential limitations are listed here to inform how the City moves forward in engaging the community as part of implementing the plan. These include:

- Hosting events primarily at City facilities,
- A white and predominantly cisgender project team,
- A lack of local Indigenous and Two-Spirit leadership and guidance in the process, and
- Hosting engagement in a compressed timeframe of two months in order to meet the overall project timeline.

Efforts were made throughout the project to address these limitations through measures such as:

- Hosting events and discussion opportunities in the community where possible;
- Providing inclusion measures specifically to support remote and anonymous participation;
- Providing opportunities for TNB2S+ individuals to have private, dedicated discussion space at events, without the participation of cisgender project team members or allies and caregivers present;
- Providing as much advance notice and promotion of engagement opportunities as possible within the progression of the project schedule;
- Inviting and centring the input of Indigenous elders at the Two-Spirit and Indigenous engagement session;
- Seeking guidance from Indigenous and Two-Spirit individuals or service providers who were willing and available to educate the project team and inform the process; and
- Inviting First Nations representatives to be part of the project Working Group.

While numbers provide a limited view of the depth and success of any engagement process, they nonetheless provide a useful snapshot. ***Engagement by the Numbers*** on the following page provides some of these key participation figures.

## ENGAGEMENT BY THE NUMBERS



## MAJOR THEMES FROM WHAT WE HEARD

*In describing what action the City can take to improve quality of life and civic participation for TNB2S+ individuals and communities, dialogue centred on the following major themes:*

<p><b>TNB2S+ Personal and Community Wellbeing</b></p> <p>Take steps to enhance recreation, community, and family support for TNB2S+ individuals and their caregivers.</p>	<p><b>Poverty Reduction and Economic Inclusion</b></p> <p>Create economic opportunities where the skills, gifts, and lived experiences of TNB2S+ individuals are recognized and compensated as part of the implementation of the TNB2S+ Plan; take actions to demonstrate and advocate for TNB2S+ positivity and inclusion within the local business community.</p>	<p><b>TNB2S+ Housing Solutions and Supports</b></p> <p>Address barriers TNB2S+ individuals face in accessing stable, safer, affordable housing.</p>	<p><b>Community Safety and Police Interactions</b></p> <p>Work with the community on new approaches to safety, violence prevention, and engaging with police.</p>
<p><b>Demonstrating Leadership as a City and an Employer</b></p> <p>Be a visible advocate for TNB2S+ inclusion and take leadership actions in areas such as public awareness, policy, and training.</p>	<p><b>Intersectionality and Multiple Barriers</b></p> <p>Address the ways in which TNB2S+ individuals' identities (based on race, class, ability, Indigeneity, disability, and marginalization, for example) impact their lived experiences in the community.</p>	<p><b>Creating Welcoming Public Spaces and City Facilities</b></p> <p>Create a comprehensive plan for updates to City facilities that considers and balances all public uses, including TNB2S+ rights and safety in those spaces.</p>	

9

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

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43

## ABOUT THIS REPORT

The major themes emerged followed the project's first community engagement session and these then acted as foundations for feedback in subsequent engagement opportunities. Generally, many of the ideas expressed were interconnected and addressed several major themes at once. For the purposes of organizing and supporting reader understanding, the major themes are used through the report when they provide context or organization to like or related ideas.

To support an interpretation of how engagement feedback contributed to the planning process, this report is organized into the following three sections:

### Foundations for Implementation

*Offering foundational and overarching input to the City on how it approaches TNB2S+ engagement over the long term* p.12

### Local Needs and Priorities

*Sharing experiences and ideas for meaningful actions and changes* p.16

### Exploring Ideas for the Plan

*Offering reflections on and improvements to potential action items for the plan* p.32

Unless otherwise noted, the summary points within each section of this report represent ideas expressed from across all the engagement opportunities held throughout the project. It's important to note that the summary points in each section of the report are generalized or anonymized statements from across all engagement opportunities, and not a direct record of community conversations.

This report concludes with a Further Reading section, which contains publicly available resources that individuals or agencies referenced during the engagement process as beneficial to either TNB2S+ individuals or anyone seeking to learn how to best support TNB2S+ inclusion in their own lives.

10

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

**MNP**  
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44

## COMMUNITY SURVEY RESULTS

The community survey provided another platform for remote, anonymous participation beyond the remote participation options offered at sessions. It is important to keep the following demographic profile of the results in mind when reviewing survey respondent results throughout this report.

### Gender Identity

- 40.00% Non-binary
- 34.29% Gender non-conforming
- 31.42% Trans men / transmasculine
- 28.57% Trans women / transfeminine
- 11.43% Cisgender women
- 5.71% Two-Spirit
- 5.71% Femme
- 2.86% Cisgender men
- 2.86% Genderqueer, Mahu
- 2.86% Gender fluid, trans neutral
- 2.86% Trans, genderqueer

### Residency Status

- 0% newcomer, immigrant, or refugee to Canada
- 100% residing in Canada for more than three years

### Disabilities

- 51.43% No disabilities
- 48.57% One or more disabilities

### Housing Status

- 68.57% rent the home they live in
- 17.14% own the home they live in
- 11.43% live at home with family
- 2.86% live in social/subsidized housing (e.g., housing co-op, housing that is partly paid for by another party)
- 5.71% have no home of their own (e.g., couch-surfing, shelter, live outside)

### Racial Identity

- 85.71% White
- 14.29% Person of Colour
- 11.43% Indigenous
- 2.86% Chinese

The survey results are referenced throughout this report as reflections of what was heard; however, they will not receive more weight than in-person community engagement feedback in determining sequencing, prioritization, and other aspects of the final TNB2S+ Inclusion Plan.

11

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report



45

## FOUNDATIONS FOR IMPLEMENTATION

Although the engagement process focused on understanding local needs and priorities and potential actions and initiatives for the City's plan, participants also provided feedback on **how** the City approaches implementing the plan.

This section of the report summarizes comments made across a variety of community engagement opportunities that speak to how the City can address oppressive systems, commit to anti-colonial approaches to gender justice work, and form new relationships in order to implement its plan in ways that address intersectionality, the criminalization of poverty and homelessness, socio-economic justice, and many other disparities. These ideas are foundational to how the City moves forward, and they are important context to have when reviewing and interpreting other comments throughout the report.

## FOUNDATIONS FOR IMPLEMENTATION

### RELATIONAL AND ANTI-OPPRESSIVE PRACTICE

- Implementing this plan will be a long-term relational practice and not purely a series of corporate actions staged over time.
- The City needs to be prepared to engage authentically and continuously with communities in a way that continues to influence and shape how the plan is implemented and how the impacts of the plan are measured or assessed.
- Throughout discussions on training and education for City staff, participants recommended taking an anti-oppression and equity lens to everything the City does, seeking out trauma-informed and strength-based approaches. Additionally, participants recommended looking for individuals with lived experience as part of future procurements or hiring for the implementation of this and other inclusion or diversity-focused planning projects.
- Participants called upon the City to recognize how many of its public and internal processes and requirements replicate oppressive and colonial systems. The City needs to be prepared to question how and why bureaucratic technical approaches to fulfilling its responsibilities limit inclusion and create barriers to change.
- Council can demonstrate leadership and support by showing up when TNB2S+ communities are gathering on a City space or hosting a topic to learn and engage directly.
- 59 per cent of survey respondents said that Intersectionality and Addressing Multiple Barriers is very important to improving inclusion and quality of life for TNB2S+ individuals and their families.

### TWO-SPIRIT AND INDIGENOUS ENGAGEMENT

*Note that the majority of these suggestions were contributed by Two-Spirit people.*

- Two-Spirit people have always been here. Two-Spirits belong here. Two-Spirit lives are sacred. Two-Spirit existence is, in and of itself, resistance to colonialism.
- Part of decolonizing and honouring Indigenous ways of knowing and Indigenous rights means taking approaches to implementing change and conducting community engagement that aligns with local Indigenous protocols.
- The City needs to look at the protocols of local Indigenous communities to establish the framework for future dialogue, engagement, and consultation.
- Territory acknowledgements are necessary and Welcomings are earned through relationship building and respect. Consultations do not equal consent.
- In addition to initiatives that are directly related to reconciliation and land, The City can prioritize Indigenous leadership in all areas of operations, programming, and community engagement.
- The City did not hire Indigenous consultants to lead the project and this, in and of itself, was a barrier to participation for some individuals.

13

- When colonial systems have been, and continue to be, a source of harm, it is difficult to trust that same system as a driver of positive, meaningful, and healing changes.
- The City needs to create spaces and supports for all staff to do the work of unlearning colonial ways of thinking and working.
- This is not only work for staff to do in formal training sessions, this work is personal and ongoing.
- 73 per cent of survey respondents said that they would like the City to engage TNB2S+ individuals and their families through relationship building with Indigenous communities and organizations that can help centre Two-Spirit and Indigenous ways of knowing.
- Ways to meaningfully centre Two-Spirit experience and advance Indigenous reconciliation can include:
  - Learning, supporting and centring local Indigenous protocols and leadership;
  - Consulting with local chiefs, elders, and Two-Spirit people who can share traditional teachings on Two-Spirit identity, roles, and responsibilities, in order to resist collapsing Western gender paradigms and inclusion strategies with those that are culturally relevant and meaningful to Lkwungen Peoples;
  - Taking more time to listen and learn people's truths, rather than driving to have all the answers and solutions quickly;
  - Hosting regular internal discussions as a City about what decolonizing the work looks like/means—the “Me and White Supremacy Workbook” by Layla Saad can be a helpful guiding tool;
  - Attending cultural sensitivity and safety training and hosting cultural sensitivity and safety training for the community, such as the blanket exercise;
  - Attending an Indigenous Allyship Training and hosting the same for community such as Heart to Heart offered by Indigenous Relations Consultation;
  - Attending a Colonial Reality Tour by Lkwungen community member Cheryl Bryce and hosting the same tour for community;
  - Using Pride flags that include black and brown colors;
  - Building in opportunities to pair more experienced Two-Spirit/Indigenous facilitators with a less experienced ones. This is a mentoring, skill-building, experiential, and support opportunity, and also disrupts power structures such as who gets to do paid work;
  - Seeking mentorship from Indigenous people about understanding one's own power and privilege as a settler engaged in consultation with Indigenous people and communities.
  - Remembering that when engagement is professionalized, it also dehumanizes the process and often the decisions that are made.

## POLICE ENGAGEMENT

- There is no cohesive view within the community about how to engage the police going forward. The City needs to consider how to move forward with engaging TNB2S+ communities on their police interactions and experiences while also respecting that a cohesive community view on how to improve relations with police is not a given or a goal of the engagement process.

14

- The City has distinct ways it can enhance quality of life and inclusion for TNB2S+ individuals, separate from police; however, the City must continue to dialogue with the police department as part of TNB2S+ advocacy going forward.
- Fear of, and violence from, police has a very real impact on TNB2S+ individuals' lives. TNB2S+ people (and especially Indigenous TNB2S+ people and TNB2S+ people of colour) are disproportionately affected by this.
- Building on this planning process, City needs to demonstrate that it is holding the police department accountable for the impact it has on TNB2S+ safety and inclusion.

### COMMUNITY PARTNERSHIPS

- Throughout engagement activities, participants urged the City to locate partners in the community who are knowledgeable, experienced, competent, and can conduct culturally safer, sensitive, and informed work to advance the inclusion and quality of life of TNB2S+ individuals.
- Wherever possible, participants want to see the City supporting and partnering with community-based organizations and coalitions who can advance their shared goals.
- 59 per cent of survey respondents said that going forward they would like to see the City engage TNB2S+ individuals by building relationships with community service providers and organizations that are already known and trusted.

### PROVIDING SUPPORT FOR THOSE ADVANCING CHANGE

- It will be important to honour the deeply emotional and taxing labour involved in advancing inclusion.
- The City will need to explore how to ensure the emotional support and safety of those who are doing the work of advancing inclusion both in community on the City's behalf and within the City as a workplace through the availability of counselling services, ongoing learning opportunities, and appropriate workload expectations.
- People doing the work of advancing inclusion in any capacity (community, City staff, hired consultants) are continually confronting and unlearning their own historical biases. They are engaged in an ongoing learning process while enacting change initiatives that impact them professionally and personally.
- They are also learning from others, demonstrating vulnerability and challenging assumptions and existing power structures.

15

## LOCAL NEEDS AND PRIORITIES

The intent of centring engagement on local needs and priorities was to:

- Understand barriers and challenges for TNB2S+ people when they interact with the City of Victoria's infrastructure, services, and programs;
- Understand what action the City of Victoria could take that would recognize, validate, and support the inclusion of TNB2S+ people in civic life; and
- Identify areas for change that would have the most meaningful impact on the quality of life of TNB2S+ people and their families.

This section of the report summarizes comments made relating to local needs and priorities from throughout the engagement process.



16

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

**MNP**  
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50

## LOCAL NEEDS AND PRIORITIES

The following tables summarize commentary from across community engagement opportunities. These have been organized by the major themes of the engagement process, with sub-themes defined where useful.

### Demonstrating Leadership as a City and an Employer

Topic	Summary of Comments
Broad Staff-Wide Training and Policy	<ul style="list-style-type: none"><li>Pursue broad staff-wide training on how to be TNB2S+ inclusive and respectful in the conduct of their duties.</li><li>Consider transparently defining inclusion as an organization and establishing an inclusion policy statement that can drive training.</li><li>Internal change is required before external change can be effective. Trained staff internally will have a trickledown effect into their interactions with the community.</li><li>Training could take the form of a Transgender Basics course. There are numerous local options available.</li><li>First priority for training: City Councillors and Senior Leadership Team; Second priority for training: frontline staff who engage with the public and seasonal employees, such as summer camp instructors.</li><li>Have mechanisms for transparency about the training you are engaging in.</li><li>The impacts of this training should also be evaluated.</li><li>This training could result in a certificate or credential that needs renewal on an annual and/or ongoing basis (vs. one-and-done).</li><li>If pursued, develop training that is strength-based, trauma-informed, and non-shame based.</li><li>Advocate for public school staff training related to TNB2S+ positivity.</li><li>Seek out people who are already doing work within the TNB2S+ community (TNB2S+ community members) to lead training.</li><li>Build awareness and competency amongst cisgender staff to support TNB2S+ individuals in leading these changes.</li><li>Ensure that training objectives address institutional and systemic problems in addition to personal behaviors.</li><li>Find ways to support TNB2S+ education and training for first responders.</li></ul>
Specialized Training and Other Measures for Supporting TNB2S+ Safer Use and Access to Spaces and Services	<ul style="list-style-type: none"><li>In addition to broad staff training, consider specialized training for roles where staff are interacting with TNB2S+ individuals and/or the public, such as Parks and Recreation. Other patrons/users in the space may be aggressive, negative, and/or make the space unsafe for TNB2S+ community members. City staff should feel equipped to appropriately intervene and moderate these situations.</li><li>Public education and communications strategies are important measures to implement simultaneously with changes to signs, facilities, access, and programming.</li></ul>

17

Topic	Summary of Comments
	<ul style="list-style-type: none"> <li>Training could also be incorporated into the City's granting process. For example, anyone who gets a City grant, or is doing something public-related that receives City funding, could be subject to basic training or meeting certain requirements.</li> <li>TNB2S+ training could be extended to security at public events.</li> <li>Training could be applied to local business owners and managers before and after acquiring business licenses.</li> <li>Consider what role the City can play in educating private medical offices and health service providers.</li> <li>Consider working with Foundry to host 2-day training through TransCare BC.</li> </ul>
Job Screening and Qualification Requirements Related to Gender Diversity (for City Positions)	<ul style="list-style-type: none"> <li>For the City's hiring processes, consider incorporating competencies surrounding TNB2S+ inclusion. These could include demonstrating awareness, knowledge, training, or sensitivity to TNB2S+/gender-inclusive ways of interacting with the public.</li> <li>Through these hiring competencies/standards, the City could define standards or guidelines for local businesses as well.</li> <li>Consider what measures are currently in place to identify applicants with attributes and attitudes that are not in alignment with diversity and inclusion (e.g., transphobic or racist positions and opinions).</li> </ul>
Language, Information Systems, and Decision-Making	<ul style="list-style-type: none"> <li>Take a position on decolonizing the City's decision-making and language as informed by local nations and local protocols.</li> <li>Take a self-reflective and externally accountable examination of the places in which gender expectations, misogyny, transphobia, and racism exist in current City structures, policies, and interactions with community.</li> <li>Assess what information about citizens is collected, how that information is coded, and how that information is used to make decisions.</li> <li>Create ways that the names people currently go by (rather than "legal name," if different) are affirmed through City information systems and communications (e.g., utility bills, public communication mail outs).</li> <li>Consider new approaches to community engagement that centre on local Indigenous cultures and approaches.</li> <li>Spend more time listening before creating all the action items to address inclusion.</li> </ul>
Ongoing TNB2S+Community Engagement and Communication	<ul style="list-style-type: none"> <li>TNB2S+ community members indicated that they have no stable, well-known feedback mechanism for reaching the City regarding concerns specific to the barriers they encounter.</li> <li>Participants expressed concern that this project will be a brief engagement exercise; they would strongly prefer it to be the beginning of learning how to support TNB2S+ communities.</li> <li>Consider measuring the ongoing effects of implementation and engage TNB2S+ individuals in this process.</li> </ul>

Topic	Summary of Comments
Modelling Gender-Inclusive Language and Pronouns	<ul style="list-style-type: none"> <li>Make all areas where gendered language or gender-related terminology is used inclusive of TNB2S+ identities and lives. This includes public signage, forms, records, and public communications materials.</li> <li>Hire TNB2S+ community members or fund a community-led TNB2S+ organization to inform a full-scale review of forms, records, systems, and public communications materials.</li> <li>Take steps to broaden public awareness around TNB2S+ inclusive language and correct pronoun use.</li> <li>Introduce pronouns to City staff email signatures, name tags, and other forms or records where this can help normalize TNB2S+ identities within the workplace.</li> </ul>
The Business Community	<ul style="list-style-type: none"> <li>Consider playing a leadership role in educating the business community about how to be accessible and welcoming to TNB2S+ communities.</li> <li>Use the business license process as a mechanism to require the business community to participate in training, attend an awareness session, or answer a questionnaire about their level of understanding about gender diversity and fostering an all-gender welcoming business.</li> <li>Aside from retail, education to the business community could also be specifically targeted at health and wellness practitioners and clinicians in the community (e.g., optometrists, RMTs and acupuncture practitioners, GPs). TNB2S+ community members are vulnerable when accessing these practitioners, often feeling high discrimination, without having any other option to turn to for their needs.</li> <li>For small businesses, the City could subsidize the cost of Trans 101 training or offer free sessions in which the business receives a trans competency certificate (which would require ongoing renewal). This could be a part of identifying trans-positive businesses and promoting trans-friendly tourism in the City.</li> <li>Businesses with rainbow stickers at present often give the impression that they are a positive space, when they may not actually be so. There is no training or requirement behind this sticker, and it may be led by an employee who is trans-aware, but other employees may not be.</li> </ul>
Being a Leader Among Cities	<ul style="list-style-type: none"> <li>Participants noted that compared to other Western Canadian cities, Victoria feels better, safer, and is at least demonstrating good intention with this project.</li> <li>Victoria has the potential to set a high bar on quality of life for TNB2S+ individuals.</li> <li>Pro-TNB2S+ advocacy from within the City has the potential to have a cascading effect and across the community, setting an example for other sectors to follow.</li> </ul>
Building Awareness, Knowledge, and Compassion	<ul style="list-style-type: none"> <li>Participants suggested that any awareness-building communications be: <ul style="list-style-type: none"> <li>Anti-colonial,</li> <li>Anti-racist,</li> <li>Inclusive of children and youth voices,</li> </ul> </li> </ul>

19

Topic	Summary of Comments
Within the General Public	<ul style="list-style-type: none"> <li>• Strength-based,</li> <li>• Trauma-informed</li> <li>• Consent based, and</li> <li>• Meet people “where they are at.”</li> <li>• Consider providing additional opportunities for the TNB2S+ community to voice needs, concerns, and goals.</li> <li>• Messages could include: “Trans people/gender-diverse people live in your community”—publish more positive images/posters within community that normalize TNB2S+ as part of the social fabric.</li> <li>• Consider highlighting/showcasing TNB2S+ individuals working, contributing, and engaging with the city.</li> <li>• Positive communication campaigns would show that the City wants to normalize and reflect TNB2S+ individuals as part of the broader community.</li> <li>• Take action to help boost local media representations of Two-Spirit identities within their coverage of Indigenous culture and perspectives</li> <li>• Include a page on the City website where community members can go to access more information about TNB2S+ communities, identities and activities.</li> <li>• Many people aspire to allyship but have not had mentorship, models, or resources directed to them.</li> <li>• Conduct awareness training and exploratory conversations in the community about topics such as sharing pronouns, misgendering, and how to make amends and demonstrate an openness to continuous learning about how to be inclusive.</li> </ul>
Supports for TNB2S+ youth and their families	<ul style="list-style-type: none"> <li>• In developing awareness sessions or materials for public awareness campaigns, consider the scope of what is offered in public schools and how the City can supplement or fill in the gaps in information and training provided within schools for youth and adults already.</li> <li>• Look at designating safer places as a way of supporting TNB2S+ youth as they navigate the city alone.</li> <li>• Provide more resources and support to schools regarding SOGI.</li> <li>• Place pad and tampon machines and change tables in all bathrooms, including “men’s” bathrooms.</li> <li>• Siblings of TNB2S+ individuals are also navigating social issues as teenagers.</li> <li>• Parents and caregivers of TNB2S+ youth shared how the stress can strain family relationships and how important family friendly emergency supports are for youth and their caregivers.</li> <li>• Other families referenced the importance of facilitating access to legal advice and trans-friendly and trans-knowledgeable lawyers.</li> </ul>

20

## Intersectionality and Addressing Multiple Barriers

Topic	Summary of Comments
Restoring Respect and Knowledge of Two-Spirit Identities	<ul style="list-style-type: none"> <li>Participants noted that gender-binary thinking was introduced through colonization, and that reinforcing gender binaries is part of maintaining the oppressive structures of colonialism.</li> <li>Pre-colonization, Two-Spirit people were honoured for their unique gifts, roles, and responsibilities in Indigenous communities. The City can facilitate the creation of healing spaces and relationship building opportunities (without trying to lead) to aid in repairing harm and restoring traditional knowledge of gender.</li> <li>For youth, it is important to support them in: <ul style="list-style-type: none"> <li>Fostering connection with identity, land, and community,</li> <li>Unlearning the colonial “truths” that they have come to accept,</li> <li>Bringing back language around what being Two-Spirit means, and</li> <li>Prioritizing opportunities for mentorship and capacity building relationships with adults and elders.</li> </ul> </li> <li>Consider what barriers exist for Métis children, youth, and families.</li> </ul>
Centring and Elevating Indigenous Voices	<ul style="list-style-type: none"> <li>Being an Indigenous person within predominantly white workplaces, with significant colonial structures and institutional practices, can be emotionally taxing and challenging.</li> <li>There is a need to seek out diversity of lived experience within recruitment efforts and support the mentorship and hiring of more Two-Spirit and Indigenous people.</li> <li>It was shared that if there is only a single Two-Spirit or Indigenous person on staff, they are often unfairly framed as the “expert” on Two-Spirit and Indigenous issues and expected to take on all the labour around Reconciliation efforts.</li> <li>To determine the impacts of policies being considered, bring Indigenous and Two-Spirit people to the table (in paid positions when possible).</li> <li>Collaborate with local First Nations to provide public education on the histories of their people and land.</li> <li>Engage Indigenous and Two-Spirit people as leaders in engaging their communities going forward.</li> <li>Build in opportunities to pair more experienced Two-Spirit and Indigenous facilitators with less experienced ones. This a mentoring, skill-building, experiential, and support opportunity. It also centres identities that rarely get centred and counteracts existing socio-economic privilege.</li> </ul>
Economic, Physical and Social Barriers to Well Being	<ul style="list-style-type: none"> <li>Many TBN2S individuals are also: <ul style="list-style-type: none"> <li>Poor,</li> <li>Homeless or underhoused,</li> <li>Facing mental health stigma and barriers, and</li> </ul> </li> </ul>

21

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report



55

Topic	Summary of Comments
	<ul style="list-style-type: none"> <li>Discriminatory treatment by landlords and others in positions of power economically.</li> <li>TNB2S+ individuals shared how difficulties finding TNB2S+-informed health care means many individuals are in constant survival mode and afraid to seek health care services.</li> <li>Engage, consult with, and hire local Black, Indigenous, and People of Colour (BIPOC) TNB2S people to develop culturally relevant TNB2S+ inclusion strategies</li> <li>Highlight and showcase the contributions of TNB2S+ in this community. Find ways to make visible, normalize, and celebrate TNB2S+ people of all racial identities and abilities.</li> </ul>
Anti-Oppression Training	<ul style="list-style-type: none"> <li>Anti-oppression training would be beneficial for all public institutions, in recognition of intersectionality and overlapping identities.</li> <li>Anti-oppression learning was raised repeatedly as a focus for training undertaken with City staff, shelters, social housing, elder care facilities, etc.</li> </ul>
Barriers for People with Disabilities	<ul style="list-style-type: none"> <li>Participants on disability income noted landlord discrimination and the inability to support themselves with the cost of living in Victoria, the low amount of funding and impacts of marriage, common-law partnerships, and roommates on eligibility for funding or housing supports.</li> <li>Finding housing that is accessible and also affordable has been extremely difficult, if not impossible, for many disabled TNB2S+ individuals.</li> <li>At times, a TNB2S+ person with a disability may have to choose housing they can afford or that is accessible, but that requires dealing with landlords and neighbours who are also ignorant of or discriminatory towards TNB2S+ people. These are not choices a person should have to make.</li> <li>Consider advocating to the province for better income and employment supports for people with disabilities.</li> <li>Consider implementing housing solutions locally that integrate and recognize the needs of families with disabilities.</li> <li>Providing online/remote access to information and engagement opportunities is critical to including TNB2S+ individuals with disabilities.</li> </ul>

## TNB2S+ Personal and Community Wellbeing

Topic	Summary of Comments
Childcare and Early Years Parenting Supports	<ul style="list-style-type: none"> <li>Consider funding organizations that provide trans-friendly training and support in schools to help children experiencing self-identification challenges.</li> <li>To connect TNB2S+ families and foster queer family support more broadly, the City could offer a parent support group or family events</li> <li>It was also suggested that the City offer resources and space for TNB2S+ inclusive youth group activities or youth programming, something neighbouring municipalities already do.</li> <li>As above, the City could identify childcare providers that are TNB2S+ friendly through business licensing procedures.</li> <li>Consider providing this information to the Childcare Resource and Referral Office so that families can receive filtered childcare referrals that indicate this information, just as they can now for allergies, special needs, and other care-matching needs.</li> <li>City of Victoria business hub staff could also consider liaising with community care facility licensing to determine a City-specific or regional approach to identifying queer-friendly childcare providers in the City.</li> </ul>
Resources That Are TNB2S+ And Queer Family Positive	<ul style="list-style-type: none"> <li>Youth expressed a desire for more young adult content in libraries featuring queer and trans characters.</li> <li>Consider creating a space within City libraries where all books that feature TNB2S+ themes can be easily located by families.</li> <li>The Kid Kits provided by the library include a number of topics for families to dive into more deeply. Consider adding one on gender diversity with queer family models and examples. Families also indicated a desire for ungendered Kid Kit options (e.g., gender-neutral potty-training books).</li> </ul>
A TNB2S+ Community Hub	<ul style="list-style-type: none"> <li>Consider providing in-kind support for safer, social community building events for TNB2S+ community (this might include the regular free use of City spaces and in-kind support for the production and distribution of promotional material to the community.)</li> <li>Provide a venue where TNB2S+ communities can gather to share stories, develop and build social connection, and share meals together.</li> <li>Additionally, if this space could evolve into a stable, dedicated TNB2S+ hub for social services, supports and connection, that would ultimately best support TNB2S+ communities various health, legal, social and community needs.</li> <li>Some participants described significant difficulties in finding adequate health care services of all kinds as well as social disconnection and isolation.</li> <li>The City may not be able to address shortages of TNB2S+-informed physicians, but it can support communities in accessing TNB2S+ health care</li> </ul>

23

Topic	Summary of Comments
	<p>practitioners through a trans-friendly clinic space or drop-in centre where practitioners can use the space to provide services.</p> <ul style="list-style-type: none"> <li>This space could also include drop-in services by doctors who are able to offer TNB2S+-informed medical care.</li> <li>Some gaps identified in care at present included: <ul style="list-style-type: none"> <li>Trans Care BC offers some support, but they are not based in Victoria. The City of Victoria could consider filling this gap.</li> <li>There is no central hub within Victoria—all information is online or through 811.</li> <li>There is currently no accessible resource centre for the TNB2S+ community in the City; resources appear to be geared towards seniors and youth.</li> <li>Support access to free or sliding-scale gender counselling, which would greatly benefit the community.</li> </ul> </li> </ul>
Navigating Systems and Accessing TNB2S+ Positive Service Providers	<ul style="list-style-type: none"> <li>Participants reported that finding trans-friendly medical practitioners is extremely difficult.</li> <li>Consider providing incentives for health care service providers who are TNB2S+ friendly.</li> <li>Participants also reported very limited access to mental health care; purportedly, no psychologists in the city are taking patients.</li> <li>Participants are also seeking endocrinologists (not just family doctors).</li> <li>Staff and doctors currently taking transgender patients would benefit from further TNB2S+ training and increased sensitivity.</li> <li>TNB2S people would benefit from having more advocates to help navigate confusing systems.</li> <li>Consider creating/supporting a Two-Spirit Society of Greater Victoria.</li> <li>Participants perceive major gaps—people are self-navigating through systems. <ul style="list-style-type: none"> <li>Is it possible for the City to create a list of resources for TNB2S+ people to access (service providers that are either TNB2S+ themselves or TNB2S+ competent)?</li> </ul> </li> <li>Sometimes, the services that exist to help are where community members experience the most harm/trauma.</li> <li>Consider providing more access to legal advice and transgender friendly/knowledgeable lawyers.</li> </ul>
Support Access to Recreational Activities and Fund Recreational Programming	<ul style="list-style-type: none"> <li>In addition to training for staff so that <b>all</b> programs become TNB2S+-inclusive over time, the City can implement dedicated programming, including options raised below:</li> <li>Consider programming trans-specific gym/workout times in community centres and programs.</li> <li>Consider providing additional support for non-binary children and youth to access sports.</li> <li>Consider providing TNB2S+/all-bodies swims and yoga.</li> </ul>

24

Topic	Summary of Comments
	<ul style="list-style-type: none"> <li>Regarding nature and park access, it was noted that there are economic barriers to getting out of the City to local beaches.</li> <li>As a result, participants suggested a program that takes TNB2S+ individuals out into nature, outside the City.</li> <li>Consider additional funding for outdoor recreation (for homeless/poor/TB2S+ sex workers)</li> <li>Making all transit free (or a creating a taxi voucher program) would help provide TNB2S+ with the freedom of mobility to access nature.</li> <li>Consider providing wheelchair access at more beaches.</li> <li>Consider expanding LIFE pass access to TNB2S+ individuals.</li> <li>It may be unfair to exclude students from LIFE passes on the basis that they have access to a gym through their post-secondary institution, because those gym spaces are not necessarily inclusive for trans students.</li> <li>Evaluate the LIFE program for barriers to wellbeing and inclusion. Some participants noted inconsistently applied rules for accessing LIFE passes that negatively impact their ability to access recreation (e.g., fixed address requirement, income threshold).</li> </ul>

## Poverty Reduction and Economic Inclusion

Topic	Summary of Comments
Funding and grants to community	<ul style="list-style-type: none"> <li>Consider examining and bolstering community members and service providers who are engaged in violence response in ways that may be unique from what the police offer.</li> <li>Consider using existing funds to enrich local community organizations working enhance quality of life and safety for TNB2S+ communities.</li> <li>Consider implementing neighborhood level funding programs, such as those used by Trans Care BC and the Victoria Foundation.</li> <li>Participants suggested that the City engage with the community TNB2S+ organizations to determine what kind of funding or grants supports they might need help deliver City inclusion projects.</li> </ul>
Volunteer and employment opportunities for TNB2S+ individuals	<ul style="list-style-type: none"> <li>Participants suggested that the City: <ul style="list-style-type: none"> <li>Explicitly recruit/invite/welcome the TNB2S+ community to participate in City volunteer or temporary work opportunities;</li> <li>Formally recognize TNB2S+ individuals as an equity group and implement equity measures to hiring/recruitment strategies to encourage TNB2S+ hiring;</li> <li>Recruit TNB2S+ individuals to conduct training for City staff;</li> <li>Create transgender facilitators within City departments; and</li> <li>Bring TNB2S+ individuals to the table for all projects and programs, not just the ones serving trans-specific programs. This would help ensure that TNB2S+ concerns are reflected in all branches of City operations and programs.</li> </ul> </li> <li>Participants suggested both permanent and rotating temporary positions (with benefits)—the latter so that more TNB2S+ individuals have capacity-building employment opportunities rather than only a select few people being offered these opportunities.</li> <li>To help increase the odds of program successes, consider examining how intersecting barriers (e.g., sex work, homelessness, hospitalization, mental health) disproportionately affect TNB2S+ communities.</li> </ul>

26

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

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60

## TNB2S+ Housing Solutions and Supports

Topic	Summary of Comments
Emergency Housing and Shelters	<ul style="list-style-type: none"> <li>• Work with existing shelters and social housing providers on TNB2S+ inclusion and safety measures, including the development of a dedicated TNB2S+ shelter.</li> <li>• This shelter needs to be staffed with TNB2S people and people who are trained in anti-oppressive practices.</li> <li>• Community members noted that shelter spaces in the City of Victoria are highly gendered and often present safety risks for unhoused TNB2S+ individuals.</li> <li>• According to community members, none of the current shelters are adequate in terms of being safe or positive spaces for TNB2S+ individuals.</li> <li>• Community members suggested that shelter staff require training. Along with this, they suggested the need for accountability and evaluation on any inclusion measures implemented at shelters going forward.</li> <li>• There is no policy from the City on being TNB2S+ inclusive in terms of accessing emergency or temporary housing.</li> <li>• Several trans women shared stories of being denied access or being unsafe in gendered service provider spaces or temporary housing.</li> <li>• Unhoused TNB2S+ people need safer places to sleep and have a right to access public spaces just as everyone else does; however, they experience heavy policing for their use of public space.</li> <li>• TNB2S+ individuals with disabilities face significant economic and social discrimination from landlords.</li> </ul>
Safer, Stable and Affordable Rental Housing	<ul style="list-style-type: none"> <li>• TNB2S+ individuals shared stories of landlord discrimination, anxiety over dealing with landlords, and challenges with maintaining housing references due to name changes and how this requires them to disclose their gender transition or status to previous and prospective landlords.</li> <li>• TNB2S+ community members also reported being evicted when landlords have noticed them transitioning.</li> <li>• Consider creating opportunities for transgender, Two-Spirit and gender diverse folks to access emergency housing funds like emergency social services funding.</li> <li>• Consider introducing rental caps for people with disabilities.</li> <li>• Create housing options that integrate family and disability needs with TNB2S+ needs.</li> <li>• Provide anti-oppression training for private operators and City staff working on housing initiatives.</li> <li>• Create an independent reporting body for tenant advocacy.</li> <li>• Create a new, dedicated task force to review instances of discrimination by landlords and respond to these cases with specialized knowledge.</li> <li>• Ensure there is housing stock available for people with disabilities.</li> <li>• Provide additional public communication regarding land/housing regulations and enforcement.</li> </ul>

27

Topic	Summary of Comments
	<ul style="list-style-type: none"> <li>• Provide access to food-growing spaces in City housing.</li> <li>• Provide housing supports for TNB2S+ youth housing.</li> </ul>
Elders and Senior Housing Needs	<ul style="list-style-type: none"> <li>• Participants expressed concern that seniors and elders are hiding their gender identity when they have to move into elder care environments.</li> <li>• Housing supports and strategies for seniors need to include consideration of the needs of TNB2S+ elders.</li> </ul>

28

City of Victoria  
 Transgender, Non-Binary and Two-Spirit Inclusion Plan  
 What We Heard Engagement Summary Report



62

## Community Safety and Police Interactions

Topic	Summary of Comments
Interactions with Police	<ul style="list-style-type: none"> <li>Participants expressed that police are not the authority on how to create safer space for communities who disproportionately face violence from police.</li> <li>TNB2S+ community members shared stories of feeling unduly monitored by police and subject to higher degrees of surveillance, enforcement, and force.</li> <li>Many commented that police are a tool of oppression.</li> <li>As a result, many TNB2S+ people do have trust in police.</li> <li>Consider how police response is not the only tool to responding to crisis.</li> <li>Consider examining how other professionals can be part of community violence response (social workers, mental health or street nurses).</li> <li>Pride represents struggle against oppression and police represent that oppression for many queer and TNB2S+ people, especially BIPOC TNB2S+ people. As such, police support for and presence at Pride is problematic for many.</li> <li>Consider taking a formal position on if/how/why police are incorporated into Pride.</li> <li>Consider how the City can advocate for changes to situations where TNB2S+ individuals currently must go to police (for example, identification changes).</li> </ul>
Focus on the Safety of Marginalized Communities	<ul style="list-style-type: none"> <li>Consider shifting the police budget away from enforcement (which some participants believe disproportionately impacts TNB2S+ individuals) toward supporting marginalized communities' safety.</li> <li>Some participants expressed concern that the police department does not currently serve marginalized community members.</li> <li>Consider working with the department on demonstrating how they will engage with and serve the needs of marginalized communities. Suggestions to this end included: <ul style="list-style-type: none"> <li>Building additional oversight and accountability structures for police related to TNB2S+ concerns,</li> <li>Hosting a "Know Your Rights" workshop for marginalized groups (as it relates to interactions with the police),</li> <li>Implementing a TNB2S+ liaison position as an intermediary for police department interactions, so that TNB2S+ individuals have a witness/advocate when dealing with police,</li> <li>Providing training to Victims' Services regarding TNB2S+ competencies,</li> <li>Conducting outreach to TNB2S+ street youth,</li> <li>Taking an explicitly supportive position on decriminalizing sex work, and</li> <li>Putting measures in place to protect sex workers' safety.</li> </ul> </li> <li>Engage sex workers as decision-makers about plans or measures related to their safety, and conduct these consultations outside of City Hall.</li> </ul>
Take Action to Support TNB2S+ in Dealing with Hate	<ul style="list-style-type: none"> <li>Consider implementing bylaws around hate speech.</li> <li>Create public education materials on what hate speech and freedom of speech are and how they are different.</li> <li>Participants expressed a desire for stronger protections from hate speech. Suggestions to this end included:</li> </ul>

29

Topic	Summary of Comments
	<ul style="list-style-type: none"> <li>• Better defining and addressing hate speech in policies in general;</li> <li>• Educating city staff on human rights laws, freedom of speech, and hate speech, so they feel supported by the City if they need to deny access to a group;</li> <li>• Implementing a protocol for City staff to recognize and shut down hate speech; and</li> <li>• Ensuring accountabilities are clear to ensure applicable policies are carried out.</li> <li>• It can be challenging to prove that an action is a hate crime; consider shifting burden of proof onto offenders (reverse onus).</li> <li>• Take a stand against religious or ideological groups who are spreading transphobia and misinformation.</li> <li>• TNB2S+ community members indicated feeling very unsafe online; hate groups are targeting TNB2S+ people by posting photos of TNB2S+ events on social media,</li> <li>• Are there laws to protect TNB2S+ individuals online? If there are, are these laws being enforced?</li> <li>• Consider linking community members to lawyers who can help advocate / provide free legal advice, so the community has some direction on what they can do about online harassment.</li> <li>• Consider providing access to specialists educated in online discrimination.</li> <li>• Take a stand on transphobic events or events that incite hatred towards gender non-conforming/trans people.</li> </ul>

30

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

**MNP**  
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64

## Creating Welcoming Public Spaces and City Facilities

Topic	Summary of Comments
Updating Restroom Facilities' Infrastructure and Safety	<ul style="list-style-type: none"> <li>Consider making more City facilities that are gender inclusive (Throughout the Lower Mainland, a number of facilities modified their changeroom spaces and took out large portions of available gendered spaces to do this).</li> <li>Urinal dividers add privacy.</li> <li>Consider additional gender-neutral washrooms for the library.</li> <li>Encourage community centres to have more inclusive washrooms.</li> <li>Consider adding change tables to all washrooms, not just those designated for women.</li> <li>Consider gender inclusive multi-stall bathrooms in City parks.</li> <li>Consider providing free menstrual supplies in all City public facilities</li> <li>Locks on all stall doors and locks on single stall public washrooms would enhance safety when using public washrooms, such as park washrooms.</li> </ul>
Updating Restroom Facility Signage	<ul style="list-style-type: none"> <li>Proposed wording for signage should be reviewed with TNB2S+ communities.</li> <li>Some participants said that design standards should be done in consultation with TNB2S+ communities, while others suggested the City look to construction best practice and other communities.</li> <li>In Vancouver, poster campaigns with inclusive messaging, featuring TNB2S+ people of many backgrounds, have been effective when combined with facility changes.</li> </ul>
Identify Safer Public Spaces	<ul style="list-style-type: none"> <li>Safer Space stickers have been found useful.</li> <li>There could be additional value in defining Safer Spaces as safer for people who face multiple systems of oppression based on their identities (e.g., People of Colour, people with disabilities).</li> <li>Consider public communications to ensure everyone sees public spaces being defined as safer spaces and TNB2S+ inclusive space.</li> <li>It was noted that it is problematic to position police as the authorities of safety for communities who have historically faced violence or fear of violence from police. As a result, consider: <ul style="list-style-type: none"> <li>Adjusting the authority(ies) responsible for issuing Safer Space stickers, and</li> <li>Providing a non-police response to Safer Spaces related incidents.</li> </ul> </li> </ul>
New Developments and Vacant Spaces	<ul style="list-style-type: none"> <li>When City space becomes available for lease, consider providing subsidized rates to those running social/community wellness programs/services.</li> <li>Consider reviewing developmental approvals to examine the feasibility of requiring social-service provider space in bottom floors.</li> <li>Examine ways to incentivize developers to allocate space in new properties for social service providers.</li> <li>Allow vacant City space to be used free or at low cost by TNB2S+ serving community organizations.</li> </ul>

31

# EXPLORING IDEAS FOR THE PLAN

Through multiple in-person and tele-engagement opportunities, community service providers and TNB2S+ individuals provided input on draft plan ideas, as they were being shaped and refined. This occurred alongside engagement with City staff so that actions in the plan are meaningful and appropriately prioritized and sequenced over time. The engagement process included:

- Testing and refining draft plan ideas that had been developed to date,
- Providing open-ended questions, feedback stations and small group facilitated dialogues for seeking more depth and direction on draft plan ideas, and
- Deploying a community survey asking individuals to assist with prioritizing actions, identifying important first steps and giving direction to how the City engages with the community going forward.

It's important to note that the draft plan ideas referenced in this report are only a portion of all the ideas that were assessed for inclusion in the final plan. Not every plan idea was put back to community for discussion; many of these were easily ported directly into the plan based on ample initial discussions with community and City staff.

In exploring ideas for the plan, some discussions focused on specific action items, and others focused on **how** the City implements the plan over time. These themes have been captured in the third and final section of this report, Foundations for Implementation.



32

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## EXPLORING IDEAS FOR THE PLAN

Building on the major themes, the tables below summarize how plan ideas were received and explored by participants in community engagement opportunities. Each section below includes:

- A summary of survey responses related to the major theme,
- A description of any specific potential plan ideas that were explored through feedback stations or group dialogue during engagement sessions, and
- A summary of the feedback received related to these ideas and any relevant and related survey results.

### Demonstrating Leadership as a City and as an Employer

34 per cent of survey respondents said that Demonstrating Leadership as a City and as an Employer is very important to improving inclusion and quality of life for TNB2S+ individuals and their families.

9 per cent of survey respondents also said that Demonstrating Leadership as a City and as an Employer is important as a first step in affirming and improving the lives of TNB2S+ individuals and their families.

Feedback on specific actions items for the plan also included:

Engaging the Community Going Forward	
Community Engagement Feedback	
<b>Anonymous Feedback Mechanisms</b> <ul style="list-style-type: none"><li>• Develop and promote a feedback mechanism for TNB2S+ employees and members of the public to report negative or discriminatory interactions while using City spaces and services. This supports identifying barriers to inclusion based on day-to-day lived experience in the city.</li></ul>	<ul style="list-style-type: none"><li>• 41 per cent of survey respondents said this type of action is important to improving inclusion and quality of life for TNB2S+ individuals and their families.</li><li>• 6 per cent said this action is important as a first step.</li></ul>
<b>Ongoing TNB2S+ Engagement Group</b> <ul style="list-style-type: none"><li>• Establish a standing committee or working group from within the community for TNB2S+ individuals to advise and potentially lead the implementation of actions or initiatives from within the City's plan.</li><li>• Create a community liaison committee or other formal group that provides guidance and direction to staff and Council on an ongoing basis.</li></ul>	<ul style="list-style-type: none"><li>• City staff and Council need to engage in long-term relationship building with TNB2S+ communities.</li><li>• Community representative bodies need clear terms of reference, scope and responsibilities and the City should be transparent in determining who sits on these groups and how they are selected.</li><li>• People should be compensated for the labour they are doing through these groups.</li></ul>

33

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report



67

- The engagement process for this project has been a great start, but it cannot be the sole, token engagement.
- It's important that the City consider Indigenous communities and models of engagement that do not fall within these settler/colonial approaches.
- 76 per cent of survey respondents indicated this action is an important first step.

## TNB2S+ Personal and Community Wellbeing

47 per cent of survey respondents said that Enabling TNB2S+ Personal and Community Wellbeing is very important to improving inclusion and quality of life for TNB2S+ communities.

17 per cent of survey respondents also said that Enabling Personal and Community Wellbeing is important as a first step in affirming and improving the lives of TNB2S+ individuals and their families.

Feedback on specific actions items for the plan also included:

TNB2S+ Recreation, Resources and Community Connection	
Community Engagement Feedback	
Develop a Service and Resource Guide for TNB2S+ Individuals and Their Families	<ul style="list-style-type: none"><li>• Create a condensed resource of local health and wellness information, with pathways that are accessible and that can help people self-advocate.</li><li>• Wayfinding for TNB2S+ community members is a critical area of local need.</li><li>• Identifying trans-friendly places is important; however, it cannot become just a vehicle for businesses/programs to self-promote if they are not truly invested in enhancing TNB2S+ communities' inclusion and safety.</li><li>• Inclusion in such a resource guide could be one of the benefits that the City offers to a business licensee that takes any City-provided training.</li><li>• If the guide were updated on an annual basis, it would require those businesses to renew their competency/training to maintain a listing.</li><li>• This guide could also have housing-related benefits to TNB2S+ communities by creating a "good landlords" list, as other cities have done.</li><li>• The City could create this guide as an online resource with limited paper copies printed.</li><li>• The guide could work in conjunction with a hired community navigator resource.</li><li>• The City does not need to do this work itself and should consider granting funds to a local TNB2S+ group to do this project and maintain the guide annually.</li><li>• While 9 per cent of survey respondents identified this as a priority action, the overall recommendation of assisting TNB2S+ individuals with wayfinding and navigating community resources was frequently discussed as an important local need.</li></ul>
Establish a dedicated TNB2S+ Community Hub	<ul style="list-style-type: none"><li>• Provide funding and/or space for the creation of a dedicated TNB2S+ Community Hub for Health, Wellness and Social Programming.</li><li>• Look to community organizations like the Victoria Sexual Assault Centre (VSAC) and Victoria Native Friendship Centre as models.</li></ul>

35

<p>for Accessing Resources, Wellness and Social Programming</p>	<ul style="list-style-type: none"> <li>• Ideally, the TNB2S+ Community Hub should be a peer-driven safer space, with awareness initiatives to help TNB2S+ community members access it.</li> <li>• The centre could start small and grow into a one-stop shop over time.</li> <li>• The centre should hire as many TNB2S+ and BIPOC staff as possible.</li> <li>• Other staff would need to meet a specific list of competencies.</li> <li>• This Centre could provide support for TNB2S+ to help navigate social services system, especially those facing multiple barriers.</li> <li>• The Centre could include the following services and supports: <ul style="list-style-type: none"> <li>◦ Street team,</li> <li>◦ Decompression,</li> <li>◦ Harm reduction,</li> <li>◦ First aid/medical support,</li> <li>◦ Community care,</li> <li>◦ Food bank,</li> <li>◦ Legal advice,</li> <li>◦ Advocacy,</li> <li>◦ Social connection and events,</li> <li>◦ Counselling,</li> <li>◦ Training for service workers,</li> <li>◦ Education and training opportunities for community, and</li> <li>◦ Access to gender-affirming treatment and gear (hormones, binders, clothing, etc.)</li> </ul> </li> <li>• The staff from the centre could also act as witnesses to come with community members to doctors, to shelters, and to other services. These interactions can be improved by having an advocate present.</li> </ul>
<p>Support TNB2S+ Individuals' Access to Informed, Quality Health and Legal Services</p>	<ul style="list-style-type: none"> <li>• By creating the community hub/centre, the City can create space to support legal and health needs amongst its TNB2S+ communities, such as: <ul style="list-style-type: none"> <li>◦ Free legal advice to TNB2S+ people feeling unsafe or experiencing harassment; and</li> <li>◦ TNB2S+ counselling.</li> </ul> </li> <li>• Trans Care BC is creating dedicated clinics and centres. Consider collaborating with Trans Care BC on the creation of this multi-use community space.</li> <li>• Write to the province advocating for incentives to trans health care providers (care &amp; health professionals who are trans/queer/racialized).</li> <li>• Consider offering subsidized space for these clinics if they have trans health care providers.</li> <li>• Create dialogue with private practice health professional about inclusive care and including inclusive language when providing care (e.g., optometrists, physiotherapists, massage therapists).</li> </ul>

Safer Places Program
Develop a Victoria Safer Place Program in partnership with TNB2S+ centred organizations in the community to identify TNB2S+ positive businesses, service providers, and spaces.
Community Engagement Feedback
<ul style="list-style-type: none"> <li>• Vancouver Police Department operates a “safe places” program; however, this program is centred around spaces that can help initiate police response and provide crisis support until police respond.</li> <li>• TNB2S+ individuals commented that such a program in Victoria would better serve the community if police response was not at the centre of the approach.</li> <li>• Providing training, signage, and ongoing support to businesses and service providers that want to be welcoming and affirming is something the City can do that helps make the City safer for TNB2S+ individuals, especially those who do feel safer accessing police.</li> <li>• It’s important to recognize that workers in a business may not all be competent and knowledgeable to support TNB2S+ people.</li> <li>• Training and competency within a space must be regularly updated, so that people do not go there thinking it is safer and end up having a harmful interaction with someone who is not TNB2S+ aware.</li> <li>• Community safety partners were supportive of this idea and the potential for the program to be developed and administered by a community-based organization through City funding, rather than through the City or police department.</li> <li>• Additionally, consider creating signage that can be used throughout the City to indicate spaces that are working to be safer, welcoming, and inclusive to TNB2S+ communities. Businesses in particular could be required to take training, and maintain that training on an ongoing basis, in order to join the program.</li> <li>• This program could be especially valuable to youth and young adults who are learning to navigate the City alone. Parents commented they worry about their TNB2S+ teens being able to know where they can go to feel supported and safer when they are in the City alone.</li> <li>• While this topic received significant attention in in-person community engagement sessions, six per cent of survey respondents identified this type of a program as a priority action.</li> </ul>

## Poverty Reduction and Economic Inclusion

78 per cent of survey respondents said that Poverty Reduction and Economic Inclusion is very important to improving inclusion and quality of life for TNB2S+ communities.

43 per cent of survey respondents also said that Poverty Reduction and Economic Inclusion is important as a first step in affirming and improving the lives of TNB2S+ individuals and their families.

79 per cent of survey respondents said that new roles and economic opportunities for TNB2S+ individuals to advance inclusion is an important way of engaging the community going forward.

Feedback on specific actions items for the plan also included:

Economic Inclusion Through New Roles and Positions	
Ensure TNB2S+ individuals economically benefit from work to advance their inclusion in civic life. Employ TNB2S+ individuals, especially in positions dedicated to advancing the actions within the plan.	
Community Engagement Feedback	
<b>Contracted TNB2S+ Facilitators</b> <ul style="list-style-type: none"><li>• The City will have an initial and ongoing need for community and employee information and awareness sessions.</li><li>• Contract this work out to TNB2S+ individuals to deliver on behalf of the City and/or in conjunction with TNB2S+ employees of the City who are in related roles already.</li><li>• The City may eventually evolve to developing its own in-house materials and permanent functions or roles internally for this work; however, it should remain work that prioritizes hiring TNB2S+ individuals to deliver it.</li><li>• The facilitators will work with a TNB2S+ Community Liaison function within the City.</li></ul>	<ul style="list-style-type: none"><li>• As a first step, lay the groundwork for these potential employees through external contracting so current TNB2S+ employees at the City are not being harmed/exhausted by having to educate their cisgender colleagues.</li><li>• Necessary competency for these roles would include knowledge of relational and anti-oppressive practices.</li><li>• These individuals would benefit from emotional support and mandatory training to further their learning on anti-colonial and anti-oppressive practices.</li><li>• The initial areas of focus are police, business owners, and City staff who are interacting with the public on a regular basis.</li><li>• Engage with faith-based and religious organizations.</li><li>• Work with others in the community to address and respond to hate.</li><li>• Provide inclusivity training at elderly care homes for staff and management so trans elders don't have to hide or experience mistreatment on the basis of their gender identity and expression.</li><li>• Include healthcare facilities and health professionals in the dialogue about inclusive care and including inclusive language when providing care.</li><li>• The City needs to consider what accountability measures will be placed around the plan so that</li></ul>
<b>A TNB2S+ Community Liaison</b> <ul style="list-style-type: none"><li>• Create a TNB2S+ Community Liaison function, beginning first a single role that would oversee the TNB2S+ facilitators hired to develop and deliver early initial trainings and community information sessions.</li><li>• They would also be a leader on building effective partnerships with</li></ul>	

38

community agencies that support and interact with TNB2S+ individuals.

- This role would also be a lead in interfacing with the Victoria Police Department on TNB2S+ community and individuals' concerns.
- Consider making this a term position that gets evaluated and re-appointed after two years so there is further opportunity for others in the community to build employment skills and experience.
- When the City has formalized its feedback mechanisms for ongoing TNB2S+ community engagement, this liaison can eventually play a lead role in reviewing feedback/reports of discrimination and mistreatment from the community for internal action.

these individuals are not expected to advance such a large-scale change primarily through their roles.

- The work is too significant to land on the shoulders of only a few staff and contractors
- The City must be prepared to expand this team over time.

## **TNB2S+ Housing Solutions and Supports**

75 per cent of survey respondents said housing solutions and supports for TNB2S+ is very important to improving inclusion and quality of life for TNB2S+ communities.

43 per cent of survey respondents also said that Housing Solutions and Supports are important as a first step in affirming and improving the lives of TNB2S+ individuals and their families.

Feedback on specific actions items for the plan also included:

Housing Solutions and Supports
Work with existing shelters and social housing providers on TNB2S+ inclusion and safety measures, including the development of a dedicated TNB2S+ shelter.
Community Engagement Feedback
<ul style="list-style-type: none"><li>• Consider providing a gender-free shelter.</li><li>• Provide training for shelter staff on TNB2S+ inclusion.</li><li>• Address elder care homes and how older TNB2S+ individuals are impacted by moving into supported living.</li><li>• Consider how to work with social housing or subsidized housing providers to adapt their application processes in order to identify and address potential barriers and discrimination against TNB2S+ applicants.</li><li>• 32 per cent of survey respondents said that creating a dedicated TNB2S+ shelter is an action that should be a first priority for the City's plan.</li></ul>

## **Community Safety and Police Interactions**

69 per cent of survey respondents said that addressing Community Safety and Police Interactions for TNB2S+ are very important to improving inclusion and quality of life for TNB2S+ communities.

29 per cent of survey respondents also said that addressing Community Safety and Police Interactions are important as a first step in affirming and improving the lives of TNB2S+ individuals and their families.

Feedback on specific actions items for the plan also included:

Sex Worker Safety, Autonomy and Empowerment
Engage and empower sex workers to develop solutions and strategies related to their quality of life, health and safety.
Community Engagement Feedback
<ul style="list-style-type: none"><li>• The City can choose to take a non-enforcement response to sex work.</li><li>• Consider how to support and increase funding to sex worker friendly organizations.</li><li>• Help educate others in the community about sex worker competency training.</li><li>• Open dialogue with the police department about its enforcement approaches related to sex work and allow sex workers to advocate for what works and what doesn't.</li><li>• Involve sex workers in the formation of City policy on this.</li><li>• Sex workers need stable advocates when police response falls short or does harm.</li></ul>

40

- Draw on a mixture of professionals (lawyers) and community to address sex worker safety and quality of life.
- Community safety partners, including the Victoria Police Department, indicated a desire to continue to work with PEERS and sex workers on this change.
- 23 per cent of survey respondents said that addressing sex worker safety and sexual violence prevention in the community should be a first priority in the City's plan.

#### Peer-led Safety Networks

Support and formalize peer-led safety networks as an important part of how TNB2S+ people create and maintain safety.

#### Community Engagement Feedback

- Support trans-led safety committees and work with their knowledge of how to make and keep their communities safer.
- Don't let police go to pride events. Their violence and antagonism towards the LGBTQ+ community is what started the pride parade in the first place.
- Peer-led networks work well for conflict resolution, creating support system for and within community, maintaining accountability and non-disposability, and addressing lateral violence.
- Establish and promote awareness of TNB2S+ people to go to for support and a mobile outreach person, which should also include emergency response capabilities.
- Create a non-violent intervention hotline for support; Edmonton has this.

#### TNB2S+ Liaison for Police Interaction

Establish a community-based liaison who can support TNB2S+ in their interactions with police and accessing appropriate supports.

#### Community Engagement Feedback

- Engaged community safety partners were supportive of creating a TNB2S+ liaison to support TNB2S+ individuals.
- The Victoria Police Department and Victoria Sexual Assault Centre indicated that they have a strong working relationship and could work together towards this specific initiative.
- The Victoria Police Department and Victoria Fire Department are both keen to continue to work alongside community organizations.
- Community safety partners indicated awareness that people have assumptions, misinformation or challenges with knowing their rights and what can happen during interactions with police.
- TNB2S+ individuals should be aware that there is an outside body (the Office of the Police Complaints Commissioner) that they can report to beyond the police themselves. They should also be aware of their rights. There is insufficient community-level access to information on these topics currently.
- Community safety partners providing services to community also mentioned there can be misunderstanding about their services too, not just police interactions, and it would be

41

beneficial to work with the City on ways to build understanding within the TNB2S+ community about the services available to them.

- The new TNB2S+ Community Liaison could also help bridge gaps in understanding and trust.
- Presently, police do not have mandatory training that relates to TNB2S+ inclusion.
- Police need education by someone from the community who is TNB2S+, in partnership with a TNB2S+ police officer when possible.
- Community safety partners indicated many individuals in an enforcement position want to be able to understand protocols and inclusive approaches to interacting with the public but are lacking models and mentors in their day-to-day work environment.

#### Anti-Hate Policy for Public Spaces

Establish policy to assess public booking requests for City facilities in a way that appropriately addresses when a proposed use will encourage, incite, or promote transphobia or hate speech. Work with legal counsel in the development of this policy as well procedures to ensure staff safety.

#### Community Engagement Feedback

- Community safety partners suggested that the City engage legal advisors for advice on the best way to go about approving and/or denying public permits on the basis of hate gatherings.
- When the City decides its position on moderating uses of City space, it needs to implement an anonymous or corporate response approach so that no staff are personally required to communicate if a permit has been denied to a group.
- The City should support the full prosecution for hate crimes.
- Participants expressed frustration that people who are not the target of hate crimes are often the authorities on what is and is not a hate crime.
- This sentiment also led to the perception that police and other public organizations are protecting hate groups through inaction.

42

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

**MNP**  
LLP

76

## NEXT STEPS

The City of Victoria is grateful for the engagement and knowledge of the many individuals who participated in the planning process. The TNB2S+ Inclusion Action Plan will be submitted to City Council in September 2019, building on the ideas reflected in this report, alongside actions that reflect work already underway to support TNB2S+ inclusion and lessons learned from other jurisdictions' experiences. The final report will contain immediate priority actions, key tasks to enable the implementation of the plan over time, and future actions and initiatives with a three- and five-year horizon.

Although the plan has been framed as an action plan, it is expected to evolve through the ongoing engagement of TNB2S+ individuals and the families and community organizations committed to supporting them.

43

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
What We Heard Engagement Summary Report

**MNP**  
LLP

77

## FURTHER READING

Throughout the engagement process, participants from the community and from the City of Victoria referenced specific resources or recommended reading for those seeking to advance TNB2S+ inclusion, gender justice, anti-oppression, and reconciliation. To honour and extend the reach of these suggestions, a list of these resources is provided below for further reading. This list is not an exhaustive or prioritized list of best resources, but a reflection of the content participants raised during engagement opportunities.

City of Vancouver. (2019). Trans, gender Diverse, and Two-Spirit community. <https://vancouver.ca/parks-recreation-culture/trans-gender-diverse-and-two-spirit-community.aspx>

HMCA Architecture + Design. (January, 2018) Designing for Inclusivity. Strategies for Universal Washrooms and Change Rooms. [https://hcma.ca/wp-content/uploads/2018/01/Designing\\_For\\_Inclusivity.pdf](https://hcma.ca/wp-content/uploads/2018/01/Designing_For_Inclusivity.pdf)

Province of BC. (May 18, 2018). Words Matter: Using Inclusive Language in the Workplace. <https://www2.gov.bc.ca/assets/gov/careers/all-employees/working-with-others/words-matter.pdf>

University of Victoria Chair in Transgender Studies. (n.d.) <https://www.uvic.ca/research/transchair/index.php>

Trans Vancouver Island <https://transvancouverisland.ca/>

Provincial Health Services Authority. Trans Care BC (n.d.) <http://www.phsa.ca/our-services/programs-services/trans-care-bc>

Vancouver Island Queer Resource Collective <http://www.Viqueercollective.com>

Saad, Layla. (2018). Me and White Supremacy. <https://www.meandwhitesupremacybook.com/>

Ambit Gender Diversity Consulting (n.d.). <https://www.ambitgenderdiversity.com/blog>

QMUNITY, Vancouver, B.C. (2019). <https://qcommunity.ca/>

Sherbourne Health. (2019). <https://sherbourne.on.ca/about/>

Trans Alliance Society, Vancouver, B.C. (2010). <http://www.transalliancesociety.org/about.html>

Trans PULSE. (2019). Retrieved from <http://www.transpulseproject.ca>

DiverCity Victoria. (June 6, 2017). <https://www.youtube.com/watch?v=vctLudwDHzA&feature=youtu.be>

O'Mara, Julie, and Alan Richter. (2017) "Global diversity and inclusion benchmarks." New York: The Centre for Global Inclusion. Retrieved from <http://centreforglobalinclusion.org/gdib/#tips>

44

City of Victoria  
Transgender, Non-Binary and Two-Spirit Inclusion Plan  
**What We Heard Engagement Summary Report**

