



**OTTAWA POLICE SERVICE  
SERVICE DE POLICE D'OTTAWA**

*A Trusted Partner in Community Safety  
Un partenaire fiable de la sécurité communautaire*

**Gender Audit of  
OPS Written and Unwritten Data Sources**

**Human Resource Rights Project, Phase 2**



Prepared by

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I am grateful for the support of the **Gender Audit Team** who made this work possible. This team consisted of several sworn and civilian OPS employees and external consultants well versed in gender equality, led by the Human Resources Department of the OPS.

## **Legal Disclaimer**

The experiences, observations, quotes and claims of participants that are reflected in the report are those of the individuals as shared with the author and lead auditor. They are not checked for factual accuracy and verified against original sources. Neither the OPS, nor the author can be held accountable for any copying, use, or distribution of participant anecdotes.

The information reported here is intended as a guide only. It is not a substitute for legal advice on any of the issues raised in the report.

## **1. Introduction and Background**

The *Ottawa Police Service* is committed to protect the safety, security and quality of life in Ottawa through its community policing philosophy. This mission includes that the OPS is sensitive to gender needs in order to make a difference in the community and to serve as a role model.

*(Stated in a promotional video featuring member experiences, OPS website)*

In a rapidly changing world marked by much effort and significant progress in many domains, gender equality often remains unaddressed or is addressed in an uneven manner. Men and women may experience strains in their interactions, job searches and participation in the labour market, or in accessing credit, technology and assets as they continue to perform their socially ascribed gender roles. Gender equality is justified on the grounds of two rationales, namely that of human rights and justice (enjoying the same opportunities and treatment), and that of socio-economic efficiency (being equally capable of transforming the community they serve). Gender equality experiences may be very different depending on whether and employee is a civilian or a sworn member of the OPS.

On August 16, 2012, a human rights application was filed with the Human Rights Tribunal of Ontario (HRT) by a sworn female OPS officer against the OPS Board. The complainant alleged discrimination in employment on the basis of gender and family status in accordance with compliance guidelines and standards as described in the Human Rights Code of Ontario. The HRT is a provincial statute and an administrative, quasi-judicial tribunal tasked with hearing complaints that the Code has been violated. It has the power to grant damages and specific performance to remedy discriminatory acts. The HRT is subject to judicial review by the Divisional Court of the Ontario Superior Court of Justice.

The Ontario Human Rights Commission (OHRC), which concentrates its resources on systemic discrimination, public education, and policy development, intervened on November 4, 2015 under Section 37 of the Human Rights Code, a law enacted in 1962 in the Canadian province of Ontario that gives all people equal rights and opportunities without discrimination in specific social areas such as employment on protected grounds such as sex, gender, and family status, among others. See <http://www.ohrc.on.ca/en/ontario-human-rights-code> for more information. The Code does not apply to federally regulated activities, which are subject to the Canadian Human Rights Act.

As part of the settlement of this case to be presented to the Ottawa Police Association (OPA) and the complainant, and to the OHRC, the OPS Board committed to undertake a series of actions to address the problems related to gender within the OPS. The first two steps, to be completed within 12 months of the

settlement (i.e., November 2016), are tied to Phases 1 and 2 of an OPS human rights project aimed at addressing any systemic gender bias that may be present in its policies, procedures, and practices, especially on the sworn side of membership as the pressure point, and to encourage and support gender equality among its workforce. The two steps were:

1. **Phase 1.** To analyze the data collected in the OPS 2012 Workforce Census to determine the demographic character of employees with regards to gender and family status (or both, where applicable) at all levels and ranks.
2. **Phase 2.** To review all written and unwritten promotion and job placement policies, procedures and practices to ensure they do not discriminate on the basis of gender and/or family status at all levels and ranks, including but not limited to an evaluation of:
  - i. Requirements for job promotions and placements
  - ii. Opportunities for employees to meet those requirements, including access to training, job shadowing, and temporary acting roles
  - iii. Advertising and recruitment for job promotion and placement opportunities
  - iv. Selection processes used for job promotions and placements
  - v. The impact of gender bias on job promotions and placements with regards to maternity and parental leave, and family caregiving.

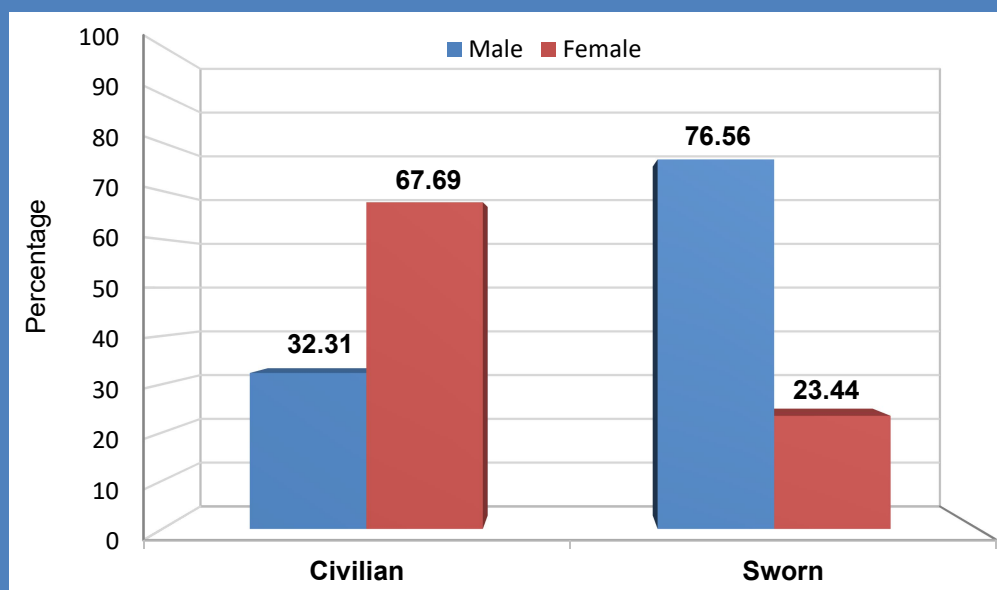
Alongside the backdrop of the Phase-1 report, the Phase-2 results detail the gender audit as a baseline for putting key issues regarding gender equality on the table, with follow-up action in Phases 3-4 of the project. Conclusion of the settlement of this case includes the OPS Board's further commitment to ensure, within 24 months (i.e., by November 4, 2017), the finalization of the new and/or amended job placement, promotion and family status policies, including procedural and structural elements to support these policies, and the provision of training to OPS members on these policies and on the new and/or amended human rights accommodation policy, as appropriate.

In the OPS, the most recent workforce census study completed in 2012 revealed that gender distribution among all employees (sworn and civilian members) was 62.9% male versus 37.1% female at the 2012 Census count. Among OPS sworn members specifically (which formed 71.8% of the OPS workforce), 23.4% are female and 76.6% are male. This is depicted on the next page.



**Figure 1. Gender Distribution in the Ottawa Police Service**

The empirical findings reported here are focused on OPS sworn members specifically.



This group was identified as a pressure point for issues related to gender equality. It is possible to invest in gender equality among civilian members in the OPS also.

While these numbers compare favourably with those reported in gender audits undertaken in organizations and some police services worldwide and female numbers in the OPS increased by 1.1% since 2005, it is clear that gender equality remains a challenge in sheer numbers, but not that alone. The OPS also needs to address member demographic characteristics related to gender as identified in the Phase-1 report and how they may be effecting current gender inequality in the workplace.

Against this background, for Phase 2 of this project, the OPS undertook a gender equality audit to create a broad-based, long-term strategic approach whereby gender issues in the workplace can be addressed in compliance with the *Human Rights Code* of Ontario, starting on the sworn side of OPS membership.

## 1.1 Core Understanding of Gender Equality

The OPS is committed to protect the safety, security and quality of life in Ottawa through its community policing philosophy. This mission includes that the OPS is sensitive to gender needs in order to make a difference in the community and to serve as a role model. In considering gender equality in the OPS, we want to emphasize strength where deserved, and highlight opportunity where needed.



As an analogy, our strategic approach compares well with looking at **fireflies in the dark**, when we'd like to see the fireflies rather than the dark.

In preparing for your completion of the document, it is important that we will all be starting out with the same understanding. Gender equality is a core Canadian value and is enshrined in the Charter of Rights and Freedoms, which is part of the Constitution of Canada. Gender equality means that women and men, in all their diversity, are able to participate fully in all spheres of Canadian life, contributing to an inclusive and democratic society. With this in mind, the definitions/descriptions of core gender concepts should be considered:

### 1.1.1 Gender Equality

*Gender equality* refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue and should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

*Gender equality* refers to both the recognition that women and men have different needs and priorities, the fact that women and men should experience equal conditions for realising their full human rights, and

have the opportunity to contribute to and benefit from national, political, economic, social and cultural development. It refers to equality of opportunity and treatment in employment, in association and collective bargaining, in obtaining a meaningful career development, fairness in work-home life balance, equal participation in decision making, equal remuneration for work of equal value, and equal access to safe and healthy working environments and to social security for men and women.

### 1.1.2 Gender Mainstreaming

*Gender mainstreaming* is the chosen approach toward realizing progress on women's and girl's rights, as a dedicated sub-set of human rights. It is not a goal or objective on its own. It is a strategy for implementing greater equality for women and girls in relation to men and boys. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a way to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

*Gender mainstreaming* is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. Its strategy is to achieve gender equality as evidenced by an analytical review of an organization's mainstream public policy, including legislation, regulations, allocations, taxation and social projects, from the point of view of their effect on the varying status of men and women in a given community.

Gender mainstreaming is not a goal in itself, but a means to achieve gender equality. See Appendix C for examples of what an organization may consider in effecting gender mainstreaming. The OPS gender audit is essentially a social audit and belongs to the category of *quality* as opposed to more traditional *financial* (and administrative) audits.

### 1.1.3 Other Core Concepts

**Gender discrimination** is defined as any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women and men, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. It can take many forms; including sexual harassment, pregnancy or parental discrimination, and unequal pay for women and men who do the same jobs. It affects females more often than males. Gender discrimination

laws also protect the rights of trans-gender individuals. It includes all people who are treated less well or who are not given the same opportunities because of their gender or sex because of the belief that one gender is superior to the other.

**Differentially equal value** refers to equal opportunities and rewards (wages or otherwise) granted to men and women based on performance of the same or substantially the same work, or work of the same or equivalent value. It addresses the underlying faulty rationale that female jobs are undervalued relative to male jobs and closes the wage and opportunity gap caused by occupational segregation. It does not suggest that men and women are equal in all respects.



A **gender equality audit** considers whether internal policies, practices and related support systems for general mainstreaming are effective, reinforce each other, and are being followed. It identifies critical gaps and challenges, and point to ways of innovatively addressing and improving them. It also establishes a baseline of good practices towards the achievement of gender equality. OPS ownership of the gender audit outcomes and subsequent action to follow up on gender audit recommendations is important for advocating, intervening and scaling up action where gender inequality that may exist in the organization.

A glossary of key concepts related to gender can be found in Appendix F. A free, short GBA+ online certification course on these and other gender-related issues is offered by Status of Women Canada. (See <http://www.swc-cfc.gc.ca/gba-acsc/course-cours-en.html> for more information.)

## 1.2 Audits are Different from Evaluations

Audits provide organizations with a professional second opinion on planning and managing its workforce and help elicit resultant learning to enhance results. The word *audit* is derived from Latin, which means *to hear*, to get feedback from designated persons called auditors. Traditionally, audits are associated with financial statement services, which lie at a higher level than a review or compilation. Three international agencies -- the United Nations Development Fund for Women, the Commonwealth Secretariat and the International Development Research Centre -- encourage governments and social advocacy organizations around the world to do gender audits of their budgets. This may be a future consideration of the OPS. These agencies also promote implementation of the conclusions of those audits, to the end of making budgets and benefits more equitable from the standpoint of gender.

In the context of this report, the gender audit took on a social and human resources nature rather than a financial statement service. The objective of an audit is to offer a scientific opinion on the authenticity of internal control (of gender equality in this case), i.e., on whether the information audited is prepared and executed in accordance with a proper gender structure such as the Equality Framework<sup>®</sup> as described in Section 2, is free from material misstatement, and whether any misstatements are from error or misrepresentation of its workforce.

Unlike a summative or formative evaluation that examines the quality, implementation, outcomes and impact of some objective, an audit enhances the degree of confidence that intended OPS members can place in being treated fairly and without bias when working at the OPS. To obtain reasonable assurance as a distinct qualifier of an audit, data sources are observed, tested, confirmed, compared, or traced based on the audit review panel's assessment of their materiality and risk. Appropriate demonstration is gathered through the review process whereby an informed opinion on the state of gender equality in the OPS is reported. Social auditing is important to organizations because it can improve performance and organizational effectiveness, foster strong relationships with stakeholders, identify potential liabilities and decrease the risk of misconduct and adverse publicity, and increase attractiveness to investors.

### **1.3 Clarifying the OPS Policy Goal to Promote Gender Equality**

To undertake a social audit, it is necessary to start by clarifying the specific policy goal and associated strategies against which gender issues are being evaluated. Specifically, the OPS takes a dual approach aimed at gender-aware actions and both men and women's empowerment in the mainstream of development and operational work. Gender mainstreaming is integral to all development decisions and interventions; it concerns the staffing, procedures, and culture of the organization as well as its programs; and it forms part of the responsibility of all employees in an organization.

A commitment to ensure that women's as well as men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes is critical so that women and men benefit equally, and inequality is not perpetuated.

Gender equality in the OPS is structurally investigated through a social auditing process wherein a reliable equality framework is used. This framework is described in the next Section.

## **2. Gender and the Equality Framework<sup>®</sup>**

### **2.1 Introduction to the Equality Framework<sup>®</sup>**

The Equality Framework<sup>®</sup> was developed by Dr. Carina Fiedeldey-Van Dijk and copyrighted by ePsy Consultancy to facilitate social audits on inequalities in the workplace and other areas on the grounds of one or more demographic variables as relevant, such as:

- Gender – including identity, expression
- Sex – including pregnancy, breastfeeding, maternity leave, sexual orientation
- Age – including retirement
- Ethnicity and race – including ancestry, origin, colour, Indigenous membership
- Marital and family status – including single status, dependents, parental and adoption leave
- Disability – including impairments of the senses, dexterity (in any body parts), learning, mobility, speech and language, cognition or intellect
- Creed – including religion, faith, dogma, doctrine, belief
- And others.

The Equality Framework was applied in a social audit in the OPS as a means to evaluate the status quo of the organization with respect to gender/sex as it relates to family status, at all levels and ranks in the organization.

The application of the Equality Framework in social audits meets the evaluative goal to identify what, if any, policies, procedures and practices of an organization have impacted its employees and society (though the community it serves) in some way. The Equality Framework assists organizations in initiating their expressed desire to improve its cohesiveness and image with societal stakeholders for mutual benefit. The Equality Framework offers a disclosing structure that organizations can employ to transparently and accountably identify and measure both progress and challenges of interest to stakeholders. Broadly defined, stakeholders are interested parties that may comprise employees, customers, community members, suppliers, investors, regulators, the media, and activists.

The Equality Framework provides an objective approach for an organization to demonstrate its commitment to improving strategic planning and commitment to social accountability regarding social issues in the workplace. It is critical that senior managers and decision makers in the organization understand and embrace the strategic importance of the social audit. The Equality Framework creates an

opportunity for constructive feedback related to best practices and continuous improvement based on disclosure of regular, comprehensive, and comparative verification of stakeholder views.

## 2.2 Development of the Equality Framework<sup>®</sup>

Social audits are usually performed by applying criteria to evaluate specific assertions that are made, for which documentation or cases may be submitted for review. The Equality Framework<sup>®</sup> was developed in accordance with social responsibility auditing standards described by Bhandari and Verma (2013) and Vasin, Heyn & Company (2013). These standards require that verifiable competence, independence, and control structures are in place around the auditing process, that it should be participatory, comparative, and evidence based, that it should adhere to reporting guidelines aimed at disclosure and transparency, and that it should enable repeatability and monitoring so that equality practices may become mainstream.

The concept *social audit* was pioneered in 1972 by Charles Medawar to improve corporate social responsibility, and evolved among corporate groups and NGOs in the UK and in Europe in the mid-1970s led by Traidcraft PLC and the New Economics Foundation (NEF). It was not until the mid-1990s that the execution of social audits in the workplace emerged and codes of conduct were adopted to ensure equality in organizations to protect workers and their stakeholders (Eavani, Nazari, & Emami, 2012).

In the last decade or so, the necessity for and benefits of social audits in international domain are increasingly documented (e.g., see ILO (2006); Kwantu, 2016; and Montgomery (2012) for applications in the context of policing also), while social-audit programs and training workshops are being developed. Social audits evolved from evaluations with no shared structure or method, or no agreed criteria, to a stage where it is now accepted as an independent and sometimes voluntary review of the policies, procedures and practices being implemented by an organization. However, few publications and program offerings go beyond making a business case for and setting of guidelines for sound qualitative practices (e.g., interviews, focus groups) involving social audits.

To date, plausible, scientifically executable methods or models whereby a social edit may be performed quantitatively also, are thinly spread or questionably adhering to a unified validation framework that are compliant with validation standards and guidelines set out for psychometric testing as jointly endorsed by the American Educational Research Association (AERA), American Psychological Association (APA), and National Council on Measurement in Education (NCME) in 1999. The social auditing tools used are often only applicable to circumstances concerning a particular organization, and generally are not conducive to replication. The Equality Framework attempts to fulfill the current shortcoming in social audits.

The accuracy of social-audit findings is enhanced by the Equality Framework through an evaluative process of a) gathering *evidence* (following a classical validation model) about organizational policies, procedures, and practices as underpinned by theory, and b) to argue for and to support the adequacy and appropriateness of interpretations and applications; i.e., to consider their *consequences* also. Researchers and reviewers who choose to employ the Equality Framework on behalf of organizations abide by an integrated evaluative judgement of six aspects that guided the development of this structure. The aspects may be best understood through questions that capture their essence:

- i. **Content relevance and representation.** Do the Equality Framework elements and criteria appear to be measuring equality and can it do so consistently?
- ii. **Response processes and regularities.** Is the cornerstone theoretical foundation that underlies gender equality sound as reflected by organizational results that are expressed as percentage scores?
- iii. **Score structure.** Are the Equality Framework elements distinct yet related to each other and do they correlate with gender equality as a construct?
- iv. **Generalizability and fairness.** Does the Equality Framework generalize across different groups, settings, and contexts?
- v. **Relation to other variables.** Does the Equality Framework have convergent, discriminant, and predictive qualities?
- vi. **Intended and unintended consequences.** Does the Equality Framework have merit in spite of potential risks if scores are invalid or inappropriately interpreted?

## 2.3 Structural Elements of the Equality Framework<sup>®</sup>

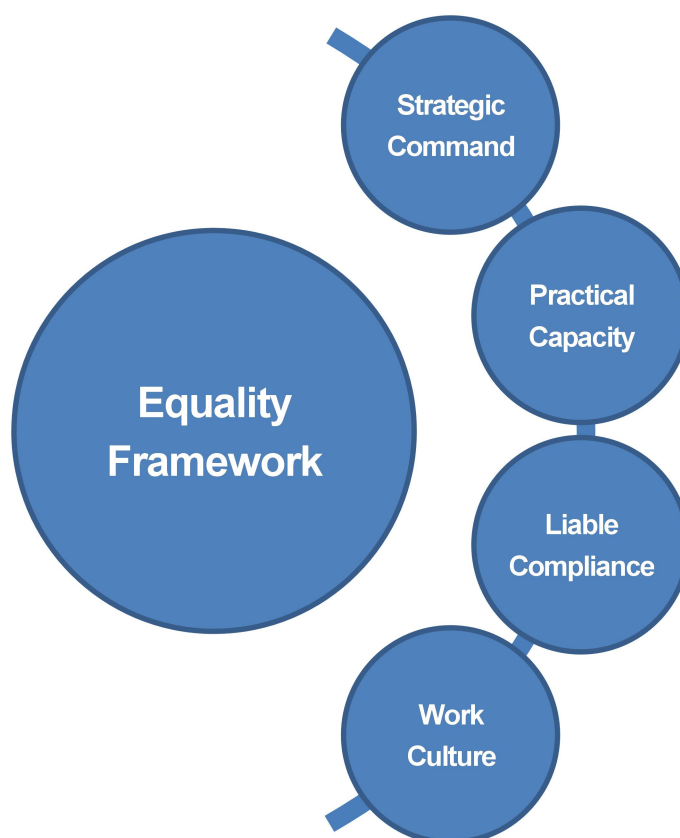
There are four key cornerstones in diversity characteristics (e.g., gender, race) mainstreaming that comprise i) context-specific action under purposeful leadership to promote equality, ii) appropriate response in systematically building capacity, iii) accountable, parallel investment in distinguished diversity information, and iv) experiential benefits of diversity awareness and sensitivity. In view of this project, InterAction (2010) stated that gender equality requires leadership, capacity, accountability, and a gender-sensitive culture. These key cornerstones form the backbone of four elements that comprise the Equality Framework<sup>®</sup> as applied to gender here, and which is used in the OPS review as depicted below.

In the Equality Framework, equality is broken down into four distinct, yet interrelated “C” elements that contribute to equality. The four elements are termed *command*, *capacity*, *compliance*, and *culture*. Together they cover the equality scope by virtue of fair and unbiased demonstrations in the workplace.



The four “C” elements are further qualified through an emphasis of modalities that render the element of command to be strategic, capacity to be practical, compliance to be liable, and culture to be work-contextual in nature. These modalities cement the four elements in the key cornerstones of equality and mainstreaming as described above.

**Figure 2. The Equality Framework<sup>©</sup>**



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All four elements in the gender Equality Framework are deemed equally important, even when and organization is only starting to take responsible action towards gender equality and mainstreaming. The key elements are described below and contain corresponding *rating criteria* in the form of 20 statements, which envelope the scope of equality. These statements are adapted to refer appropriately to the diversity demographic under consideration, for example gender, within the guiding principles of the element to which each belongs.

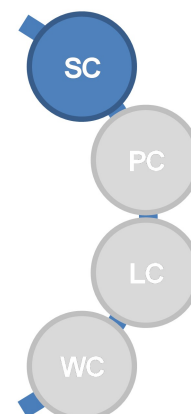
The adapted statements can be used to review organizational documents and interview employees and other organizational stakeholders on their perspectives on gender equality. Statements in all four elements cover both programming and organizational dimensions: how well (implementation – best practices) and with what results (impact – opportunities to improve and innovate) the organization fares with respect to gender equality.

### 2.3.1 Strategic Command

This element examines organizational vision and leadership whereby gender equality is committedly endorsed, supported, and reinforced.

Guiding principle: The OPS actively takes context-specific steps to promote gender equality.

Rating criteria: The OPS adheres to strategic command of gender equality when it sufficiently demonstrates in its written and unwritten (i.e., experienced, perceived) policies, procedures and practices that:



SC1 Gender equality is integrated mandatorily in the OPS's strategic and operational objectives.

SC2 The OPS acts according to a written policy that affirms a commitment to gender equality.

SC3 All levels of OPS management take responsibility for gender equality implementation and support.

SC4 Women's voice in OPS senior positions have increased comparatively in the past few years.

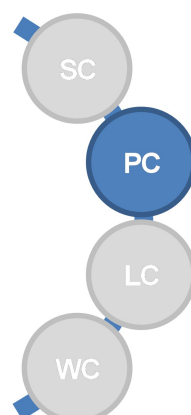
SC5 The OPS has budgeted adequate financial resources to support gender integration work.

### 2.3.2 Practical Capacity

This element looks at skill levels and ongoing procedures that the organization needs to embed throughout the organization to effectively apply gender integration and help enhance operational quality.

Guiding principle: The OPS responds appropriately in systematically building its capacity for gender equality.

Rating criteria: The OPS has the practical capacity to adhere to gender equality when it sufficiently demonstrates in its written and unwritten (i.e., experienced, perceived) policies, procedures and practices that:



PC6 OPS members accept that gender equality concerns both men and women, and their relations.

PC7 All members have access to well-stocked information and methods for OPS gender mainstreaming.

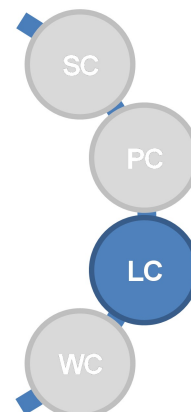
- PC8 The OPS integrates gender considerations as a cross-cutting theme in all member training.
- PC9 OPS men and women share decision making in meetings and in operations.
- PC10 Skilled OPS members from each directorate are assigned to look after gender mainstreaming.

### 2.3.3 Liable Compliance

This element considers how an organization acts in accordance to and can answer for its gender equality policies and operations as an integral part of its organizational structure.

Guiding principle: The OPS invests accountably in parallel forms of distinguishing gender information.

Rating criteria: The OPS adheres accountably to gender equality compliance when it sufficiently demonstrates in its written and unwritten (i.e., experienced, perceived) policies, procedures and practices that:



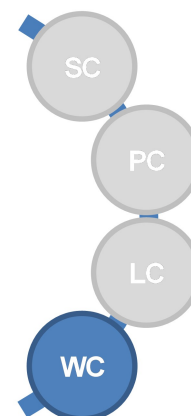
- LC11 Every member feels equipped to prevent and deal with gender discrimination in the OPS.
- LC12 OPS gender equality objectives are incorporated in performance indicators and appraisals.
- LC13 The OPS uses external expertise and endorses attainable gender equality standards at all levels.
- LC14 The OPS builds metrics in all initiatives to purposely monitor and evaluate gender equality.
- LC15 OPS members provide and ask for collegial feedback on their gender mainstreaming efforts.

### 2.3.4 Work Culture

This element highlights norms, beliefs, customs, and codes of behaviour in an organization geared towards encouraging and rewarding gender equality – how people relate; what are seen as acceptable ideas; how people are expected to behave and what behaviours are rewarded.

Guiding principle: OPS members experience the benefits of being gender aware and sensitive.

Rating criteria: The OPS has an organizational culture that adheres to gender equality when it sufficiently demonstrates in its written and unwritten (i.e., experienced, perceived) policies, procedures and practices that:



WC16The OPS places a differentially equal value on the ways both men and women perform effectively.

WC17OPS men and women are selected fairly for work accommodations, opportunities, and positions.

WC18OPS directorates freely exchange information, experience and advice to resolve gender issues.

WC19OPS men and women are comfortably included in work and social interactions with colleagues.

WC20OPS members are respectful and focused on capabilities and interests within gender differences.



*For WC16, see the definition of the term differentially equal value in Section 1.1.3 of this report.*

The 20 statements are broad in scope, yet behaviourally anchored and concisely phrased. They are also well suited to be used as criteria whereby data sources can be audited to provide reasonable assurance that an organization may be free from systematic gender bias.

### **3. Gender Audit Method and Design**

Despite strides made in social audits over the past decade, a systematic review of international publications on approaches to gender audits specifically, similarly revealed that the scope of aspects reviewed for gender equality varies greatly; they often lack grounding in a theoretical framework; use models that cannot be transferred to other aspects of diversity such as ethnicity and/or race, disability, sexual orientation, religion or belief, and other minorities; suffer from laborious and redundant designs for data collection; and are unable to demonstrate reliability and repeatability for tracking the progress of gender mainstreaming over time.

Concerted efforts to overcome these challenges resulted in the Equality Framework used on gender in this project. Adaptation of the statements in the Equality Framework as outlined above is an amalgamation of original work by ePsy Consultancy from published works by InterAction (Washington D.C.), the Department for International Development (DFID Malawi), ADVA Center (Israel), the International Labour Office (ILO), New Zealand's National Action Plan on Women, Peace and Security, and Status of Women Canada (Montgomery). These publications are referenced in Section 6 of this report.

### 3.1 Approach Taken in the Gender Audit

The requirement placed on the OPS Board to invest in this project is a desirable step in the direction of responsible action towards gender equality and mainstreaming. This is reflected in its current endeavour to undertake a Gender Audit, as well as in the OPS Minutes of Settlement. In the gender audit, the review undertaken was both quantitative and qualitative in nature, comprising a systematic scrutiny of data sources using a *grid* of data sources against 20 gender equality criteria, which were subsequently statistically scored; and an impartial capturing of anecdotal experiences and observations within the OPS workforce, which were captured by hand and recorded.

**Figure 3. Approach to Social Audits**

- A social audit of which the gender audit forms one type, is strategic in design: It is a constructive review process aimed at emphasizing strengths where deserved, and highlighting gaps where needed.
- Review of data sources according to specified criteria in the gender audit, which correspond with the 20 statements or criteria in the gender Equality Framework®, is focused on indications, suggestions, tendencies, likelihoods and what is implicit also; reviews go beyond tangible demonstrations only.
- The specified criteria are not meant to be used as a checklist, but instead as propositions or assertions within which specifically targeted data sources (written and/or unwritten) can be reviewed.
- Consideration of implications and recommendations for next steps may be logical outcomes of audited data sources against the specified criteria in the Equality Framework.

Phase 2 of this Human Rights project rested on a review of all Ottawa Police Sworn promotion and job placement, practices and procedures (including but not limited to any replacement or modified processes following the cessation of the tenure process, hereinafter “job placement”) to ensure that they do not discriminate on the basis of gender and/or family status. The gender audit consisted of two parts that determine the terminology used in the remainder of the report, namely a review of:

1. **Written data sources**



A collection of OPS documents formatted in Microsoft Word, Excel, and Powerpoint, PDF format, and graphic renditions.

2. **Unwritten data sources**



Conversations via telephonic interviews with, and semi-structured response sheets contributed by male and female OPS members by phone and via email attachment.

The reviews of written and unwritten data sources included but were not limited to:

- i. An evaluation of the requirements for promotion, job placement, and family status.
- ii. An evaluation of the opportunities for employees to meet those requirements, including access to training courses, job shadows and temporary acting opportunities.
- iii. An evaluation of the advertisement of and recruitment to promotional and job placement opportunities.
- iv. An evaluation of the selection processes used for both promotions and job placement.
- v. An evaluation of whether perceived or actual gender bias, maternity and parental leaves or family care giving responsibilities may be impacting women's access to promotional and job placement opportunities.

### 3.2 Review of Written Data Sources



The written review encompassed data from 2012 to current state, which were submitted for an audit using the gender Equality Framework described above. The data sources were compiled through contributions of different sections in the OPS as information was available on gender under the direction of a Gender Audit Team of internal members and external advisors and consultants. Internal OPS members serving on the gender audit team identified three classes whereby the written data sources were classified:

- **Priority 1** data sources (with the highest assigned weight of 3) included the family status accommodation process, grievances, maternity and parental guidelines, and the promotion process.
- **Priority 2** (with an assigned weight of 2) formed the vast majority of the data sources and contained promotion policies by member status, and background information.

- **Priority 3** data sources (with the lowest assigned weight of 1) comprised all supporting documentation such as job postings, advertisements, job descriptions, and tenure-related forms.

The scope of the submitted material was organized into 55 distinct data sources as detailed in Appendix A, which is summarized in Figure 4:

**Figure 4. Classification of OPS Written Data Sources for a Baseline Gender Audit**

Priority 1: Job placement, promotion, family status	6 folders, 13 files	192 pages	9.35%
Priority 2: Policies & background information	9 folders, 22 files	1,285 pages	62.56%
Priority 3: Supporting documentation	4 folders, 10 files	577 pages	28.09%

Together the written data sources comprised approximately 2,054 pages, the majority of which was formatted in 346 MS Word documents, MS Excel spreadsheets (which were further subjected to summative statistical analysis), and MS Powerpoint presentations. These data sources were subjected to an independent review external to the OPS.

### 3.2.1 Scaled Rating of Data Sources

In the independent review, the written data sources were audited using the above 20 representative statements of the gender Equality Framework as review criteria. All 55 data sources were subjected to each of the review criteria and rated according to an interchangeable scale, which 1) allows for a wide style variety of data sources to be reviewed, and 2) enables a graded demonstration of gender equality similar to a five-point, Likert scale format.

To accommodate the considerable variety in style of data sources, the interchangeable rating scale offered three different types of descriptions associated with a 0-5 point grading, which indicated *markings* (where submitted information contained demonstrations of gender equality by qualitative degree), *prevalence* (where information contained recurring demonstrations of gender equality), and *agreement* (where information contained demonstrations of gender equality by virtue of strength). Written data sources could contain any one, two or three scaled demonstrations in combination, depending on content and formatting.

**Table 1. Gender Equality Rating Scale Descriptors**

Markings (degree)	Not at all	Trifling	Mild	Moderate	Substantial	Full
Prevalence (recurrence)	Never	Almost never	Seldom	Sometimes	Often	Practically always
Agreement (strength)	Absent	Disagree	Agree reservedly	Agree somewhat	Mostly agree	Strongly agree
Graded Rating	0	1	2	3	4	5
Examples	Not applicable or mentioned, nothing in place or implied at	Marginal awareness, nothing official, implied, rare sensitivity	Developed but not yet implemented, good intentions, case-by-case, reactive	Some implementation, occasionally effective, some availability, supportive	Regular implementation, fairly effective, visible commitment, proactive	Reliable and wide implementation and monitoring, shared by all, championing
Percentage Score	0%	1 20%	21 40%	41 60%	61 80%	81 100%

The descriptions of each interval rating scale in Table 1 are designed to correspond in meaning; numerical ratings can be directly combined to facilitate summative scoring algorithms and interpretation. The five rating options in the Likert scale are numbered 1-5 from left to right, least to most in meaning.

### 3.2.2 Setting an Acceptance Point through AIMS for Organizational Assurance

For the grading of demonstrations of gender equality, the audit panel of researchers employed three audit information markers (AIMs) in fair determination of the rating descriptors to help counteract known psychometric challenges in socially desirability, which are known to result in negatively skewed findings posed by normative rating scale formats. The AIMs are set at the highest interval point rating of 5, 4, and 3-and-below. (Strictly speaking, a score of 0 is not considered an AIM.) AIMs are distinguished as follows:

Scale point 5      *Principal demonstration (81% - 100%)*

This score should be awarded where the removal of gender discrimination or the promotion of this aspect gender equality is the whole purpose of the initiative.



Scale point 4	<i>Significant demonstration (61% - 80%)</i>
	This score should be given where the removal of gender discrimination or the promotion of gender equality is an integral part of the purpose of the initiative, e.g., where gender equality is mainstreamed and equitable benefit is clear.
Scale points 3, 2, 1	<i>Partial demonstration (1% - 60%)</i>
	A graded score should be reflective of non-mainstreamed efforts to introduce or apply gender equality, e.g., where equitable access to services and opportunities is in place.
Scale point 0	<i>No demonstration (0%)</i>
	This represents a non-targeted score where this aspect of gender equality does not feature in the initiative or when there is no indication of this aspect.

The AIMs are directive in determining a minimum acceptance set-point for claiming gender equality in the workplace, as based on overall demonstration of the 20 criteria from the Equality Framework, which was used in the OPS gender audit. This set-point denotes a requirement that a single data source, or a collection of data sources within a given thematic folder, or all data sources overall, must have scored **above 60% on average** to be considered compliant with gender equality standards in an organization. This minimum percentage corresponds with average scores above 3, and approaching 4 out of 5 on the interchangeable rating scale (see Table 1 above).

This acceptance set-point will be used as a benchmark for reviewing the OPS data sources. Furthermore, organizations should **strive to achieve a percentage score above 80% with concerted investment in gender mainstreaming**. An organization that has achieved minimum acceptable gender equality, will have regularly demonstrated reliable and wide implementation and monitoring of gender issues in all four areas of strategic command, practical capacity, liable compliance, and work culture. Its commitment to and championing of gender equality is visible and proactive, shared by most if not all.



The response scale and set-points, as well as the review process for scoring (See Section 3.2.4), also apply to member perspectives that formed part of the unwritten data sources as described in Section 3.3 below.

### 3.2.3 Review Panel

The written data sources were gender audited by a panel of three independent, seasoned researchers under the leadership of Dr. Carina Fiedeldey-Van Dijk, President of ePsy Consultancy, who was approved by the Ontario Human Rights Commission (OHRC) and the Ottawa Police Association (OPA) as leading auditor. The OPS contracted the leading auditor to perform statistical analysis of the OPS 2012 Workforce Census to report on gender and related employee characteristics in Phase 1, and to conduct the gender audit in Phase 2 of this project. The three reviewers – Dr. Ameetha Garbharran, Ms. Melissa Santoro Greyeyes-Brant, and Mr. Ryan Stanga – were selected according to their professional credentials, demographic characteristics, and previous demonstration of high work standard, quality and ethics that the leading auditor experienced first-hand in working alongside in other projects over the years.

Collectively, the review panel held two PhDs in research psychology (with majors in psychology, mathematics and mathematical statistics) and in industrial/organizational psychology, and two Master of Arts degrees in applied social psychology and in Canadian and Interdisciplinary Studies with a focus on equity and diversity. The reviewers had considerable consulting and management experience, both in Canada and internationally, including working with minorities. The demographic character of the panel was diverse: Gender consisted of three females and one male; race included one Indian, one Indigenous, and two White people; and two people had immigrant status with Canadian Citizenship. Three reviewers were based in or near Toronto, and one was a community resident in the City of Ottawa served by the OPS.

All reviewers signed mutual non-disclosure agreements in their contracts with ePsy Consultancy and with the OPS, which means that information submitted for review will not be shared or used for any other purpose than the gender audit, and that individual particulars of participating members in Phase 2 of this project are protectively removed from aggregated results to ensure anonymity.

### 3.2.4 Process for Review Scoring

The reviewer ratings are captured in a grid of rows and columns resembling a Microsoft Excel spreadsheet. The ratings may be visualized as the data sources horizontally constituting the rows, and the 20 criteria vertically listed in columns.




The process of scoring these ratings requires consideration of three **review scoring qualifiers** that can be referred to score sets, lenses, and dimensions. These can best be described by visualizing the data in the scoring grid.

### 1. Inside the Scoring Grid: Scores are Presented in Sets of Three

In reference to the rating scale described in Table 1 under Section 3.2.1, OPS gender equality was determined through different **score sets**, each of which consists of three comparative percentages:

- i. *Indication of presence of gender equality* i.e., percentage of 0 ratings.
- ii. *Grading of gender equality where present* i.e., percentage of ratings 1-5.
- iii. *Manifestation of gender equality* i.e., percentage of 0-5 ratings, combining i and ii.

### 2. On the Right Scoring Grid Margin: Data Sources can be Prioritized, or Not

Score sets were considered comparatively through two different **lenses**:



View 1: Results *with* priority setting (i.e., weighted as 3, 2 and 1) of data sources.

View 2: Results *without* priority setting (i.e., no weighting) of data sources.

View 1, which factors in priorities that the OPS assigned to the collection of data sources (see Appendix A), offers an emphasis on job placement, promotion, and family status. It is a short-term, reactive response to the OPS Minutes of Settlement. This is necessary in light of the Human Rights complaint that spurred the OPS Board into action. View 2, which considers all data sources and all priorities equally important, denotes a longer-term, proactive strategy through feedback that points to a broader perspective on how the OPS is faring with respect to gender equality in general, and how gender issues should be more widely and pre-emptively managed.

In quantitative scoring, View 1 requires a weighted scoring of the data sources based on priority setting; by comparison, the scoring in View 2 is not weighted as all data sources are considered equal for the purpose of a broad gender audit.

### Figure 5. Set-Point for Compliance with Social Equality Criteria

At a minimum, the results of both views are in alignment and above 60%  
for each data source and across all four elements  
by virtue of the 20 criteria in the gender Equality Framework®  
for an organization to claim gender equality in its workplace.

Ideally, organizations should strive to achieve above 80%  
with concerted investment in gender mainstreaming.

Results from the two lenses should be viewed comparatively to determine the alignment between the two. View 1 deserves consideration because job placement, promotion, and family status as a category, which was classified as Priority 1 among the written data sources and which received attention in the unwritten data sources also, is at the forefront of OPS sworn member recruitment, career advancement and succession planning, and professional development and growth.

### 3. On the Scoring Grid Margins: Data Source Performance and Criteria are Regarded

Score sets can be considered in two **dimensions**, namely:



*Vertically:* Looking at the performance of data sources across all 20 criteria of the Equality Framework. A/C

*Horizontally:* Looking at Equality Framework criterion performance within each element across all data sources. B/D

The vertical dimension enables the OPS to determine how prioritised data sources perform against the criteria in the Equality Framework as shown in portions A and C of Tables 7-10 in the results Section 4 of the report. The horizontal dimension sheds further light on specific gender issues that can either be applauded or should need further OPS attention as they pertain to prioritised data sources. This dimension is reflected in portions B and D of Tables 7-10 in Section 4 and provides direction for the OPS in preparing for commencement of Phases 3 and 4 of the project.

#### 3.2.5 Reflection on the Written Data Sources that were Submitted for Review

The OPS gathered and submitted data sources mainly in response to the OPS Minutes of Settlement (see Appendix B for pointed items in Sections 10 and 11) as part of Phase 2 of the project. This means that the data sources were targeted at current and recent policies, practices and procedures related to *job placement, promotion, and family status*, dating back to 2012 at the earliest.

The 20 review criteria from the gender Equality Framework were mapped by number onto the points of the Minutes of Settlement. The results are detailed below. In summary, the review criterion numbers across the four elements fully cover the settlement points. This indicates that the data sources gathered and submitted for review, with emphasis on job placement, promotion, and family status, are suitable for a gender audit using the above gender Equality Framework, and *vice versa*.

	<u>Criterion numbers</u>
i. Requirements for job promotions and placements	1, 2, 7, 12, 14, 18
ii. Opportunities for employees to meet those requirements, e.g.,	3, 6, 7, 8, 9, 16, 20
a. Access to training	
b. Job shadowing	
c. Temporary acting roles	
iii. Advertising and recruitment for job promotion and placement opportunities	6, 7, 16, 20
iv. Selection processes used for job promotions and placements	3, 6, 7, 9, 14, 16
v. The impact of gender bias on job promotions and placements with regards to:	4, 5, 10, 11, 15, 17, 19
a. Maternity and parental leave	
b. Family caregiving	

Under the Minutes of Settlement and in response to the gender audit review in the next 18 months, the OPS will also endeavour to prepare in draft form:

	<u>Criterion numbers</u>
vi. New/amended promotion, job placement and HR accommodation policies	1, 2, 7, 13, 15, 16, 17
vii. Proposals for procedural and structural elements to support these	1, 3, 4, 5, 8, 9, 10, 12, 13, 18, 20

The results from the mapped data sources also revealed that the present focus of the OPS was on one of the Equality Framework elements in particular, namely Practical Capacity, with mostly implied and some direct inclusion of the other three elements as well. The emphasis on this particular element in the framework may be viewed as a natural occurrence in organizations that are starting out to focus on gender equality and mainstreaming.

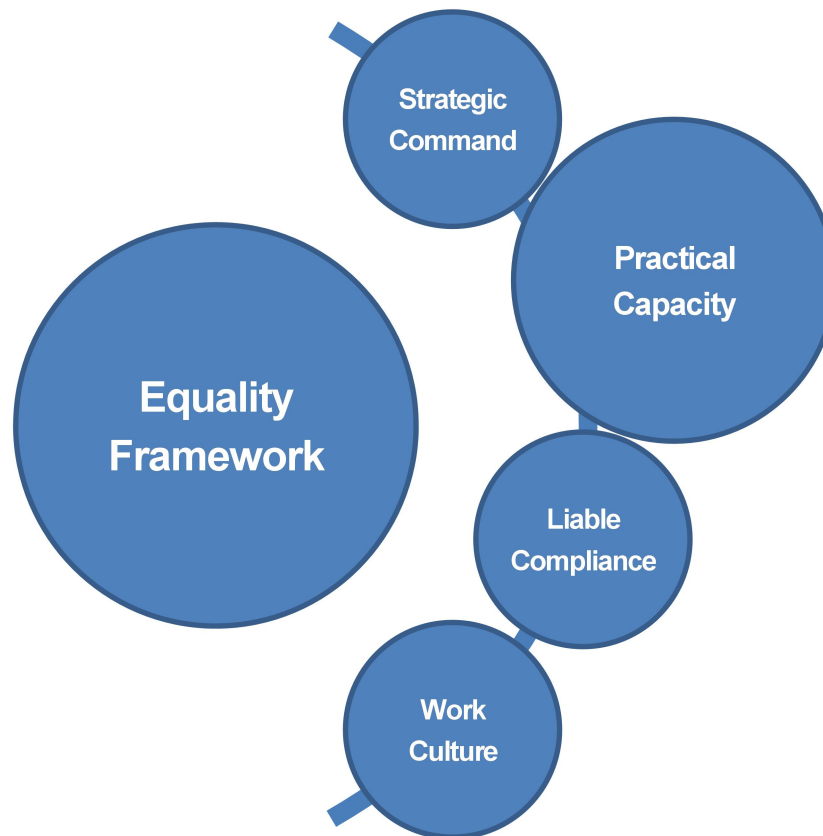
**Figure 6. Natural Progression of Social Equality in Organizations**



The focus on job placement, promotion, and family status naturally assigns a differential emphasis on the elements in the gender Equality Framework as depicted below. Categorizing the criterion numbers according to the first five points described in the Minutes of the Settlement in Section 10, yields a ratio of 6:11:5:7, or roughly 1:2:1:1 for the four elements respectively, followed by a mandate to equalize this ratio through the points in Section 11 – see Appendix B.

The written data-source depiction below as mapped on the gender Equality Framework is a comment on the OPS's response to the Minutes of Settlement, and may also be a reflection on the current focus and standing of gender equality in the OPS.

**Figure 7. Starting Out on the Equality Framework<sup>®</sup>**



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Note that given the interactional nature of the four elements in the gender Equality Framework, all data sources combined may not necessarily have performed better in the second element compared to the other three elements. Similarly, data sources may not necessarily have performed in order of priority setting either.

### **3.2.6 Reliability of Reviews**

The written data sources were independently reviewed by a panel of three researcher reviewers who were trained and supervised by the leading auditor, with ongoing support from the Gender Audit Team. Initial training entailed familiarization of the gender Equality Framework, the approach and definitions of terms used in the gender audit, the nature of the written data sources submitted for the gender audit, the rating scale that would be used for scoring the data sources with encouragement of writing open-ended comments and suggestions per reviewed data source as appropriate, the process for working together and independently within set timelines, and the method used for the statistical determination of inter-rater reliability.

The data sources were randomly distributed to each reviewer across the three priorities. Because the data sources were of varying length ranging from one page to several hundred pages, the random assignment was adjusted selectively to achieve as fair a distribution per reviewer as possible (see Table 2 below).

The allocation of pages within documents also included a co-assignment of 14.02% of the data sources (i.e., 288 pages) across the three priorities to the three reviewers, resulting in an approximate total of 2,630 pages used in the review. The overlap of pages rated by all three reviewers included nine of the 55 data sources of varying page size whereby consistency in reviewing (also called inter-rater reliability, or IRR) could be trained for and established.

**Table 2. Distribution of Written Data Sources across Reviewers**

	Reviewer 1	Reviewer 2	Reviewer 3
Priority 1 pages	102	49	91
Priority 2 pages	606	522	649
Priority 3 pages	103	457	51
Total number of pages	811	1028	791
Number of data sources	20	15	26

Three of the nine IRR data sources were used in the second session of training. Each reviewer rated the three data sources independently and submitted it to the lead reviewer for comparison and calculation.

For the purpose of determining inter-rater reliability, the criterion scores of each reviewer pair (three pairs in total) were correlated per data source (using Pearson's product-moment correlation coefficients) and subjected to Z transformations to enable averaging. The average Z transformation was then reverted back to a correlation statistic and expressed as a percentage score of agreement between reviewers to facilitate interpretation. The following standard interpretational bands were used to interpret inter-rater reliability:

< 0%	Poor agreement
0 - 20%	Slight agreement
21 - 40%	Fair agreement
41 - 60%	Moderate agreement
61 - 80%	Substantial agreement
81 - 100%	Almost perfect agreement

Reviewer training was aimed at achieving substantial to almost perfect agreement between the reviewers. After the first round, IRR1 between the reviewers revealed a 52% agreement across the nine data sources (i.e., 27 different correlations). In 11 of the 27 correlations (i.e., 40.74%), reviewers demonstrated a 72% agreement. The reviewers were identified according to all correlations below 60%, which resulted in a two-hour discussion about perceived differences in scoring, reviewer style patterns, etc. Reviewers mostly agreed on how a data source indicated gender equality, but differed initially in how they applied the response scale, demonstrating the viability of training.

At this point the gender Equality Framework criteria were empirically scrutinized as well for applicable use in the gender audit. On average, approximately a third of the 20 criteria received a 0 response in reviewing singular data sources, with two-thirds scoring 1-5 on the rating scale. However, all 20 criteria elicited graded responses 1-5 from the data sources, rendering the framework sound for purposes of a gender audit.

The time investment in training resulted in reviewers adjusting their scores on the three training data sources, and completing their independent review on the remaining data sources. The resulting IRR2 between the reviewers revealed an 82% agreement in the second round, with remaining imperfections identified by reviewer name again. The established inter-rater reliability met with qualitative standards for the reviewers to proceed independently and cycling back to the lead reviewer for any support needed and with regular updates and integration of the audited data as the reviewers progressed on a daily basis.



The final steps in the review process prompted reviewers to review the scoring of all data sources that were assigned to them to establish intra-reviewer reliability as well; as learning took place through cumulative reading of data sources, it becomes necessary to review data sources that were reviewed early on in the process. This impacted some of the IRR data sources as well, stabilising in a final IRR3 of 85% agreement between the reviewers. Consensus scores among the nine data sources subjected to inter-rater reliability were used for further analysis of the complete data set.

The reviewers were also assigned a supervising responsibility in cases where multiple data sources, which were reviewed independently by different reviewers, belonged to the same folder. This further helped identify possible inconsistencies in scoring styles between reviewers with an opportunity for discussion and adjustment as a final check. Upon completion of the review process, a debriefing meeting was held during which the reviewers shared their respective perceptions on the data sources and the review process in general. The meeting was recorded and transcribed.

### **3.3 Review of Unwritten Data Sources**



As a complement to the written data sources, the unwritten review entailed the gathering of anecdotal experiences and observations from a group of OPS members in consultation with both OPS management and staff. Some members participated based on an expressed interest in the project (i.e., non-probability sampling), while others were randomly selected by the OPS Human Resources Department for voluntary participation (i.e., probability sampling). A total of 22 members participated anonymously, 20 of whom were interviewed and 14 of whom submitted completed response sheets. Demographic characteristics on the participants are provided in Table 3 on the next page, where information was provided.

All participating members had an opportunity to complete a response sheet resembling that used for auditing the written data sources, i.e., by rating the 20 criteria grouped according to the four elements in the gender Equality Framework, and providing open comments pertaining to job placement, promotion, and family status specifically, gender equality in general, and other comments in this regards as needed. Fourteen members returned their completed response sheets.

**Table 3. Collective Description of Unwritten Data Source Participants**

Years of OPS Service	Membership Status	Gender	Position	Supervisory Status	Dependent Care Provider	Sworn Rank
<b>Avg 21.40</b>						<b>2 Cst</b>
	<b>1 Civilian</b>	<b>8 male</b>	<b>12 frontline</b>	<b>3 no</b>	<b>5 no</b>	<b>3 Sgt</b>
	<b>21 Sworn</b>	<b>14 female</b>	<b>7 senior officers</b>	<b>17 yes</b>	<b>12 yes</b>	<b>7 S/Sgt</b>
						<b>6 Insp</b>
<b>Min 9.50</b>						<b>2 Supt</b>
<b>Max 30.00</b>						<b>1 Other</b>
	<b>Total 22</b>	<b>Total 22</b>	<b>Total 19</b>	<b>Total 20</b>	<b>Total 17</b>	<b>Total 21</b>

Furthermore, confidential telephonic interviews, which ranged between 69-90 minutes each, were conducted by an appointed person external to the OPS with 20 different OPS members over the course of five days. The interviews were conducted by the leading auditor (see Section 3.2.3). All participants gave permission for the interviewer to type non-identifying interviewee notes during the conversation. In addition, 18 OPS members gave permission for the interviewer to record the conversation for purposes of verifying the accuracy of the interview notes only. The individual recordings are not shared with the OPS for reasons of confidentiality and anonymity.

The interviewer started the conversation by explaining the purpose for the scheduled call and giving a brief background of her profession and involvement in the OPS Workforce Census since 2005. Thereafter the conversation turned fully to the interviewee's experiences and observations of possible gender issues in the OPS as it relates to job placement, promotion, and family status, and general aspects concerning gender inequity. This was the only structure provided, after which the interview predominantly controlled the direction of the conversation.

It should be noted that the views of these participants are not representative of the total OPS workforce in any way, shape or form. The participating members were diverse in character if not representative of the current workforce.



The small sample size comprised by the unwritten data sources does not signify representation of the OPS member workforce, but rather the enablement of bringing fair representation of gender issues in the OPS forward. **The objective of including unwritten data sources in Phase 2 of the project was to bring a range of perspectives to the table**, to create a starting point for capturing and reflecting on the thematic sentiment of OPS members in preparation for work planned for Phase 3 of this project. Interview content demonstrated a fair degree of repetition of issues that participants brought forward, which signalled that a saturation point in was reached in the interview formatting provided.

## 4. Results

With reference to the process for review scoring in Section 3.2.4, the sets of numerical results pertaining to written and unwritten data sources are presented through the two lenses (views) and two dimensions, as applicable. The percentages are supported by corresponding anecdotal, unedited responses, which are excluded from this report to preserve the anonymity of all OPS members who participated in Phase 2 of the project.

## 4.1 Overall Perspective in View of Data Sources Submitted

### Overall:


Gender audit scores pertaining to both written and unwritten data sources were found to **not fall above 60%.**

**The OPS does not meet the minimal acceptance set-point.**



Percentage-wise, gender equality was viewed more favourable overall among unwritten data sources (Table 4) than written data sources (Table 5) – see View 2. However, bear in mind that the scores and viewpoints of the small, unrepresentative group of OPS members varied greatly compared to the reviewer viewpoints. This may be because reviewer scores were regulated by inter-rater reliability training that enhances consensus and internal consistency in scoring, while reviewers are expected to also stand more impartial to the OPS than OPS members who may feel loyalty to their job and organization in spite of possibly having experienced and observed gender issues at work.

**Table 4. Review Results of Each Unwritten Data Source**


 <b>Score Set</b>	Absence / no demonstration of gender equality  (percentage of 0 ratings only)	Gender equality graded rating where indicative  (percentage of 1-5 ratings)	Overall audited outcome of gender equality  (percentage of all ratings (0-5))
<b>View 1 – does not apply *</b>			
<b>View 2 – without priority setting (14 participants) **</b>	39.92%	52.07%	<b>32.39%</b>

\* View 1 – with priority setting – n/a for unwritten data sources.

\*\* View 2 in Table 4 versus Tables 5 and 6 are comparable.

A comparative perspective on View 2 across Tables 4-6 indicates that participating OPS members based their experiences and observations on themed events and occurrences more across all written data sources that were submitted for review, than on the priority classes *per se*.

**Table 5. Review Results of Each Written Data Source**

 Score Set	Absence / no demonstration of gender equality	Gender equality graded rating where indicative	Overall audited outcome of gender equality
	(percentage of 0 ratings only)	(percentage of 1-5 ratings)	(percentage of all ratings (0-5))
<b>View 1 – with priority setting of each data source</b>	23.09%	29.24%	<b>19.53%</b>
<b>View 2 – without priority setting (55 data sources)</b>	33.18%	41.78%	<b>28.15%</b>



With regards to the written data sources specifically as shown in Table 5, the OPS fared slightly better in gender equality overall (View 2) than in job placement, promotion, and family status specifically (View 1), which is an important aspect of its workforce management with respect to recruitment and development.

The comparative view indicates that data sources pertaining to the highest priority (i.e., those focused directly on the practical aspects of job placement, promotion, and family status) were better able to directly indicate elements of gender equality (i.e., achieving a graded 1-5 rating rather than a 0 rating), although when indications of gender equality were evident in written data sources, the policy, background and supporting documents fared better in graded ratings than written job placement, promotion, and family status data sources. The reasons for this finding may be highlighted in extensive open-ended responses from reviewers, which will be provided to the OPS outside of this report.

#### 4.1.1 Sidestepping Unbalanced Priority Classes versus Data Sources




Note that the percentages reported in Table 5 rest on the premise that all written data sources were deemed important for inclusion in the review process and hence were submitted to the gender audit, regardless of how many data sources were included in each priority (see Section 3.2). Conversely, a sampling of the data sources classified as Priority 2, which constituted more than 60% of all the data sources, was not advised. Hence the combined data source performance in this priority status dominated overall performance in the score sets in Table 5 above; data sources from Priority 1 had to work roughly four times as hard to overturn the combined findings from data sources in Priority 2.

View-1 percentages reported in Table 5 reflect the data sources with priority status in a ratio of roughly 1:6:3, meaning that while every data source counted equally, the three priorities counted differentially.

By contrast, View-1 percentages reported in Table 6 reveals the imbalance in reverse: this time the data sources are reflected with priority status in a ratio of roughly 1:1:1, meaning that while each data source counted differentially, this time the three priorities counted equally in overall score reporting.

In Table 6, the 20 criterion ratings of the data sources within each priority are averaged before calculating the overall percentage scores; hence, the playing field between the three priorities are levelled with respect to the number of documents submitted in each category. This approach enables assessment of OPS performance with emphasis on job placement, promotion, and family status relative to policies and background, and supporting documentation.

**Table 6. Review Results of Written Data Sources Averaged within Each Priority**

 Score Set	Absence / no demonstration of gender equality	Gender equality graded rating where indicative	Overall audited outcome of gender equality
	(percentage of 0 ratings only)	(percentage of 1-5 ratings)	(percentage of all ratings (0-5))
<b>View 1 – with priority setting of each data source</b>	37.47%	43.08%	<b>27.82%</b>
<b>View 2 – without priority setting (three classes)</b>	25.27%	29.62%	<b>18.98%</b>



While the overall picture of sub-standard performance in gender equality remains consistent regardless of whether the priority classes or the data sources are balanced (i.e., Table 5 versus Table 6), the comparative view presents the performance picture in the reverse. Data sources pertaining to the highest priority (i.e., those focused directly on the practical aspects of job placement, promotion, and family status) performed better in indications of elements of gender equality (i.e., achieving a higher graded 1-5 rating) but more often were not able to demonstrate any gender equality (i.e., getting a 0 rating) than was the case for written data sources in other categories.



These two tables are to be used judiciously and their respective interpretation is dependent on acknowledgement of the importance of each data source (Table 5) and the priority that each data source carries (Table 6). The expression of gender equality performance in the OPS with this qualifier is an important consideration going forward.

In this report, the score sets for written documentation are best viewed within the set priorities to sidestep the circumstantial design challenge of unbalanced priority classes versus data sources. This advice will also facilitate direct comparison between the written and unwritten (response sheets) documentation using the elements and criteria of the gender Equality Framework as the common denominator as described in Sections 2.1.-2.4. It is advisable to consider the three score set percentages within Views 1 and 2, i.e., with short-term and longer-term strategies in mind.

## 4.2 Results from the Gender Equality Framework Perspective



In this section, percentages are offered within each data priority rather than as overall scores. Hence, each of the two dimensions – vertically, data source performance across the 20 criteria (portions A and C of Tables 7-10 below) for a gender equality performance overview, or horizontally, criterion performance across all prioritised data sources (portions B and D of Tables 7-10 below) for targeted insights on equality-specific considerations – can be considered as needed. While overall scores help position the OPS on the percentage scale range relative to the minimum acceptable set-point for gender equality, most valuable insights are gained at the level of the “C” elements of the Equality Framework.

### 4.2.1 Structured Review Based on the Gender Equality Framework Elements

In this section the results are presented in order of the four different elements of the gender Equality Framework (see Tables 7-10), followed by the five criteria underneath each element. The quantitative findings are listed first for written data sources (the A and B portions of Tables 7-10) as derived from the independent review panel, and second for unwritten data sources (the C and D portions of Tables 7-10) from the response sheets by comparison.



**Strengths.** All percentages that meet or exceed the minimum set-point (i.e., being above 60%), or where all data sources achieved a 1-5 graded rating (i.e., where 0 ratings achieved a score of 0%) are highlighted in **green**.



**Gaps.** Percentages that are exceptionally problematic (i.e., being below 20%) where graded scoring (1-5) was possible, are marked in **red**.

Each table set is also accompanied by verbatim comments that the unwritten data source OPS members made per criterion in their response sheets, first with respect to job placement, promotion, and family status, and then for gender equality in general. The verbatim comments may help explain the specific

percentages achieved for each criterion in the gender Equality Framework. The findings at criterion level offer the most distinctive opportunities for learning about the status of gender equality (abbreviated as GE in the tables below) in the OPS with suggestions for follow-up.


**Table 7A-D. Framework Elements with Associated Criteria – Strategic Command**

<b>A. Written Data Sources</b>		<b>Strategic Command (SC)</b>
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	<b>32.31%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>57.79%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>39.69%</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	<b>29.38%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>40.52%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>30.63%</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	<b>44.00%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>40.22%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>25.20%</b>





<b>B. Written Data Sources</b>		<b>SC 1</b>	<b>SC 2</b>	<b>SC 3</b>	<b>SC 4</b>	<b>SC 5</b>
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	15.38	23.08	30.77	61.54	30.77
	GE graded rating where indicative (% 1-5 ratings)	63.64	60.00	55.56	52.00	57.78
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>53.85</b>	<b>46.15</b>	<b>38.46</b>	<b>20.00</b>	<b>40.00</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	0.00	0.00	6.25	90.63	50.00
	GE graded rating where indicative (% 1-5 ratings)	60.63	45.63	28.00	33.33	35.00
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>60.63</b>	<b>45.63</b>	<b>26.25</b>	<b>3.13</b>	<b>17.50</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	10.00	40.00	60.00	90.00	20.00
	GE graded rating where indicative (% 1-5 ratings)	51.11	50.00	40.00	20.00	40.00
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>46.00</b>	<b>30.00</b>	<b>16.00</b>	<b>2.00</b>	<b>32.00</b>



 With regards to Strategic Command – organizational vision and leadership whereby gender equality is committedly endorsed, supported, and reinforced – the results indicate that **written data sources performed better in direct relation to their priority class.**

The findings suggest that presently the OPS may associate gender equality most strongly with job placement, promotion, and family status, however, this construct is broader in scope as described throughout this report.

 The OPS achieved minimal acceptance (i.e., a score above 60%) in its policies and background information (Priority 2 specifically) by demonstrating that mandatorily integration of gender equality in the OPS's strategic and operational objectives (Criterion 1). This documentation indicated fair effectiveness and support in mandatorily integration. Furthermore, all submitted written policy and background information (Priority 2) indicated that the OPS is acting according to a written policy that affirms a commitment to gender equality (Criterion 2, no 0 ratings), even when it has some ways to go to reach the minimum required set-point of above 60%.

 At the same time, OPS demonstrations in Priority 2 and/or 3 documentation of i) responsibility taking for implementation and support by all levels of OPS management (Criterion 3), ii) a comparative increase in women's voice in OPS senior positions (Criterion 4), and iii) budgeting of adequate financial resources to support gender integration work (Criterion 5) were rare or by implication only, and are in need of improvement. Women's voice in senior positions in the OPS was revealed as the most pressing Strategic Command issue in pursuit of gender equality.

C. Unwritten Data Sources		Strategic Command (SC)
No Priority	Absence / no demonstration of GE (%0 ratings only)	37.14%
	GE graded rating where indicative (% 1-5 ratings)	47.62%
	Overall audited outcome of GE (% all ratings (0-5))	30.00%



D. Unwritten Data Sources		SC 1	SC 2	SC 3	SC 4	SC 5
No Priority	Absence / no demonstration of GE (%0 ratings only)	35.71	50.00	35.71	21.43	42.86
	GE graded rating where indicative (% 1-5 ratings)	51.11	45.71	53.33	45.45	42.50
	Overall audited outcome of GE (% all ratings (0-5))	32.86	22.86	34.29	35.71	24.29

The small participant group, who represented different ranks, did not share these specific sentiments in either direction with regards to Strategic Command. Individual open-ended comments that the participants provided in association with each of the criteria are withheld from this report to preserve respondent anonymity.

**Table 8A-D. Framework Elements with Associated Criteria – Practical Capacity**

A. Written Data Sources		Practical Capacity (PC)
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	<b>56.92%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>53.72%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>23.69%</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	<b>32.50%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>32.64%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>23.13%</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	<b>48.00%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>43.60%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>23.20%</b>



B. Written Data Sources		PC 6	PC 7	PC 8	PC 9	PC 10
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	30.77	38.46	84.62	76.92	30.77
	GE graded rating where indicative (% 1-5 ratings)	71.11	47.50	50.00	60.00	71.11
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>49.23</b>	<b>29.23</b>	<b>7.69</b>	<b>13.85</b>	<b>49.23</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	0.00	9.38	59.38	37.50	0.00
	GE graded rating where indicative (% 1-5 ratings)	40.63	35.86	33.85	30.00	40.63
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>40.63</b>	<b>32.50</b>	<b>13.75</b>	<b>18.75</b>	<b>40.63</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	20.00	50.00	50.00	70.00	20.00
	GE graded rating where indicative (% 1-5 ratings)	50.00	44.00	36.00	40.00	50.00
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>40.00</b>	<b>22.00</b>	<b>18.00</b>	<b>12.00</b>	<b>40.00</b>

With regards to Practical Capacity – skill levels and ongoing procedures that the organization needs to embed throughout the organization to effectively apply gender integration and help enhance operational quality – the results indicate that written data sources performed consistently below expectations regardless of priority class.



OPS written demonstrations in all priority classes of i) integrating gender considerations as a cross-cutting theme in all member training (Criterion 8), and ii) men and women sharing decision making in meetings and in operations (Criterion 9) were rare or by implication only, and are in need of improvement.



Where some job placement, promotion, and family status documentation (Priority 1) does exist, the OPS appears to be fairly effective in its commitment and it is working proactively, for example in areas of OPS members accepting that gender equality concerns both men and women (Criteria 6), and in assigning skilled OPS members from each directorate to look after gender mainstreaming (Criteria 10).

C. Unwritten Data Sources		Practical Capacity (PC)
No Priority	Absence / no demonstration of GE (%0 ratings only)	44.07%
	GE graded rating where indicative (% 1-5 ratings)	54.10%
	Overall audited outcome of GE (% all ratings (0-5))	33.10%



D. Unwritten Data Sources		PC 6	PC 7	PC 8	PC 9	PC 10
No Priority	Absence / no demonstration of GE (%0 ratings only)	28.57	57.14	50.00	7.69	76.92
	GE graded rating where indicative (% 1-5 ratings)	60.00	40.00	57.14	73.33	40.00
	Overall audited outcome of GE (% all ratings (0-5))	42.86	17.14	28.57	67.69	9.23



The small participant group did not share the finding from written data sources; in fact, they felt that the OPS achieved minimal acceptance (i.e., a score above 60%) by demonstrating that men and women share decision making in meetings and in operations (Criterion 9).



In addition, with regards to Practical Capacity, the group felt with regards to Practical Capacity that i) all members do not have access to well-stocked information and methods for OPS gender mainstreaming (Criterion 7), and ii) skilled OPS members from each directorate are assigned to look after

**mainstreaming.** Given the percentage achieved in the written data sources, Criterion 7 appears to be partially a communications issue.

Individual open-ended comments that the participants provided in association with each of the criteria are withheld from this report to preserve respondent anonymity.


**Table 9A-D. Framework Elements with Associated Criteria – Liable Compliance**


A. Written Data Sources		Liabile Compliance (LC)
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	56.92%
	GE graded rating where indicative (% 1-5 ratings)	41.00%
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>20.00%</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	30.00%
	GE graded rating where indicative (% 1-5 ratings)	33.41%
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>23.63%</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	58.00%
	GE graded rating where indicative (% 1-5 ratings)	39.00%
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>16.80%</b>



B. Written Data Sources		LC 11	LC 12	LC 13	LC 14	LC 15
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	23.08	38.46	53.85	76.92	92.31
	GE graded rating where indicative (% 1-5 ratings)	50.00	45.00	50.00	40.00	20.00
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>38.46</b>	<b>27.69</b>	<b>23.08</b>	<b>9.23</b>	<b>1.54</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	6.25	15.63	6.25	78.13	43.75
	GE graded rating where indicative (% 1-5 ratings)	39.33	37.04	31.33	37.14	22.22
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>36.88</b>	<b>31.25</b>	<b>29.38</b>	<b>8.13</b>	<b>12.50</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	50.00	40.00	60.00	70.00	70.00
	GE graded rating where indicative (% 1-5 ratings)	40.00	40.00	55.00	33.33	26.67
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>20.00</b>	<b>24.00</b>	<b>22.00</b>	<b>10.00</b>	<b>8.00</b>

With regards to Liable Compliance – how an organization acts in accordance to and can answer for its gender equality policies and operations as an integral part of its organizational structure – the results indicate that written data sources performed in non-linear relation to their priority class.


 That is, Priority 2 documentation outperformed those classed as either Priority 1 or 3, though percentage scores are low in all cases. Supporting documentation (Priority 3) was found to be particularly trifle in demonstrating accountability towards gender equality in the OPS). Out of the four elements, Liable Compliance received the lowest scores from written and unwritten data sources overall.

 The OPS demonstrations in all priority classes of i) building metrics in all initiatives to purposely monitor and evaluate gender equality (Criterion 14), and ii) OPS members providing and asking for collegial feedback on their gender mainstreaming efforts (Criterion 15) were rare or by implication only, and are in need of improvement. It appears the OPS does not yet embrace a culture where constructive feedback related to what some refer to as soft-skills performance, or socio-emotional competence, is well tolerated and encouraged.

C. Unwritten Data Sources		Liable Compliance (LC)
No Priority	Absence / no demonstration of GE (%0 ratings only)	52.31%
	GE graded rating where indicative (% 1-5 ratings)	47.60%
	Overall audited outcome of GE (% all ratings (0-5))	22.15%



D. Unwritten Data Sources		LC 11	LC 12	LC 13	LC 14	LC 15
No Priority	Absence / no demonstration of GE (%0 ratings only)	38.46	69.23	46.15	61.54	38.46
	GE graded rating where indicative (% 1-5 ratings)	50.00	60.00	48.57	48.00	50.00
	Overall audited outcome of GE (% all ratings (0-5))	30.77	18.46	26.15	18.46	30.77

 The small participant group, who represented different ranks, also felt with regards to Liable Compliance that i) all members do not have access to well-stocked information and methods for OPS gender mainstreaming (Criterion 7), and in addition, that ii) OPS gender equality objectives are not incorporated in performance indicators and appraisals.

Individual open-ended comments that the participants provided in association with each of the criteria are withheld from this report to preserve respondent anonymity.

**Table 10A-D. Framework Elements with Associated Criteria – Work Culture**

A. Written Data Sources		Work Culture (WC)
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	<b>32.31%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>49.58%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>34.46%</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	<b>11.25%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>41.01%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>36.25%</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	<b>18.00%</b>
	GE graded rating where indicative (% 1-5 ratings)	<b>43.96%</b>
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>37.20%</b>



B. Written Data Sources		WC 16	WC 17	WC 18	WC 19	WC 20
<b>Priority 1: Job Placement, Promotion, and Family Status</b>	Absence / no demonstration of GE (%0 ratings only)	23.08	0.00	61.54	46.15	30.77
	GE graded rating where indicative (% 1-5 ratings)	40.00	55.38	36.00	54.29	62.22
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>30.77</b>	<b>55.38</b>	<b>13.85</b>	<b>29.23</b>	<b>43.08</b>
<b>Priority 2: Policies &amp; Background Information</b>	Absence / no demonstration of GE (%0 ratings only)	6.25	15.63	12.50	15.63	6.25
	GE graded rating where indicative (% 1-5 ratings)	38.67	64.44	31.43	31.85	38.67
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>36.25</b>	<b>54.38</b>	<b>27.50</b>	<b>26.88</b>	<b>36.25</b>
<b>Priority 3: Supporting Documentation</b>	Absence / no demonstration of GE (%0 ratings only)	10.00	10.00	50.00	20.00	0.00
	GE graded rating where indicative (% 1-5 ratings)	42.22	55.56	28.00	50.00	44.00
	<b>Overall audited outcome of GE (% all ratings (0-5))</b>	<b>38.00</b>	<b>50.00</b>	<b>14.00</b>	<b>40.00</b>	<b>44.00</b>

With regards to Work Culture – norms, beliefs, customs, and codes of behaviour in an organization geared towards encouraging and rewarding gender equality: how people relate; what are seen as acceptable ideas; how people are expected to behave and what behaviours are rewarded – the results indicate that written data sources performed better in slight inverse relation to their priority class.

The findings suggest that gender equality as an OPS work culture may well go beyond mere job placement, promotion, and family status, which need to be verified by auditing OPS data sources focused on other foci as well.



The OPS demonstrations in Priority 1 and 3 documentation of i) its directorates freely exchanging information, experience and advice to resolve gender issues (Criterion 18) were rare or by implication only, and is in need of improvement. These documentations indicated that exposure of gender inequality may be met with some sensitivity at present, with insufficient official support and awareness of fair practices in resolving gender issues.



All submitted written job placement, promotion, and family status documentation (Priority 1) and supporting documentation (Priority 3) respectively indicated that the OPS is working to ensure that men and women are selected fairly for work accommodations, opportunities, and positions (Criterion 17), and that OPS members are respectful and focused on capabilities and interests within gender differences (Criterion 20), even when there is still room for improvement to reach the minimum required set-point of above 60% in these two criteria.

C. Unwritten Data Sources		Work Culture (WC)
No Priority	Absence / no demonstration of GE (%0 ratings only)	26.15%
	GE graded rating where indicative (% 1-5 ratings)	58.97%
	Overall audited outcome of GE (% all ratings (0-5))	44.31%



D. Unwritten Data Sources		WC 16	WC 17	WC 18	WC 19	WC 20
No Priority	Absence / no demonstration of GE (%0 ratings only)	46.15	15.38	38.46	15.38	15.38
	GE graded rating where indicative (% 1-5 ratings)	51.43	61.82	52.50	70.91	58.18
	Overall audited outcome of GE (% all ratings (0-5))	27.69	52.31	32.31	60.00	49.23

✧ The small participant group, who represented different ranks, felt slightly more strongly than what the written data sources suggested that the OPS is working to ensure that men and women are selected fairly for work accommodations, opportunities, and positions (Criterion 17).

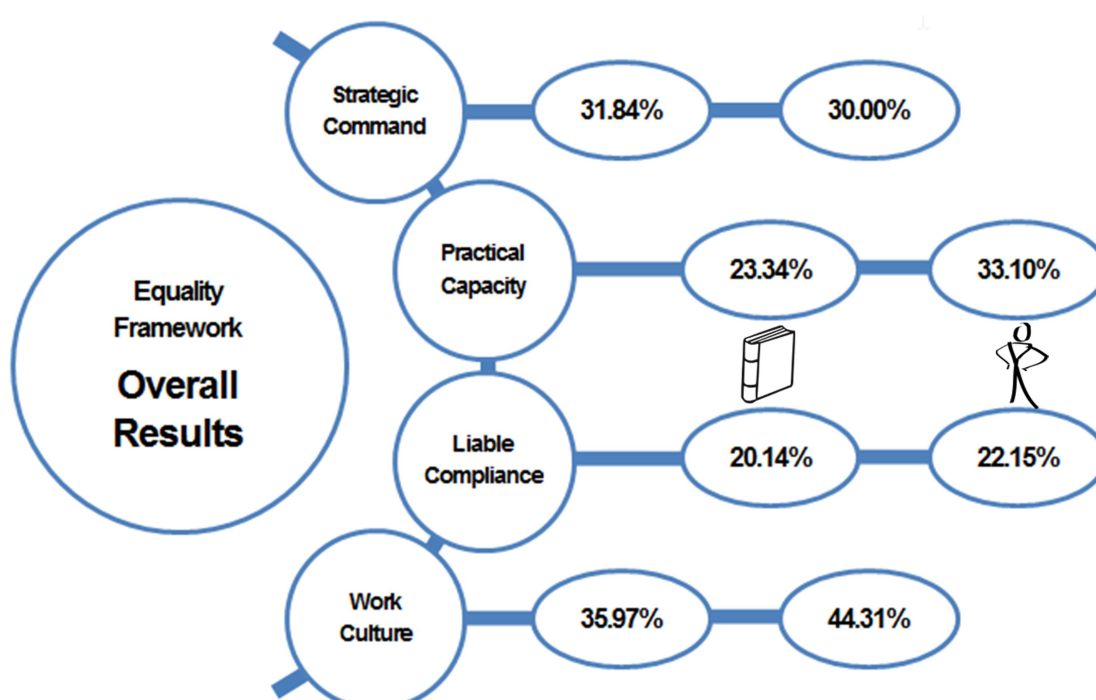
✧ In addition, the participants also felt that the OPS is able to demonstrate instances with fair effectiveness and proactivity where OPS men and women are comfortably included in work and social interactions with colleagues (Criterion 17) in order to foster a healthy work culture.

Individual open-ended comments that the participants provided in association with each of the criteria, and general comments related to all criteria combined and gender issues in general, are withheld from this report to preserve respondent anonymity.

#### 4.2.2 Summary of the Structured Review

Overall, the non-prioritized gender audit result based on written versus unwritten data sources is largely comparable at 28.15% and 32.39% respectively, and fail to demonstrate compliance with gender equality. The result can be used by the OPS as a baseline to work toward exceeding the benchmark of 60%.

**Figure 8. Overall OPS Gender Audit Results**





In concluding the structured review, present OPS criterion strengths and gaps (in bold text), and those developing (in regular text) are added to the gender Equality Framework below to see the above findings at a glance. Strengths and gaps are shown in **green** and **red** framing respectively.

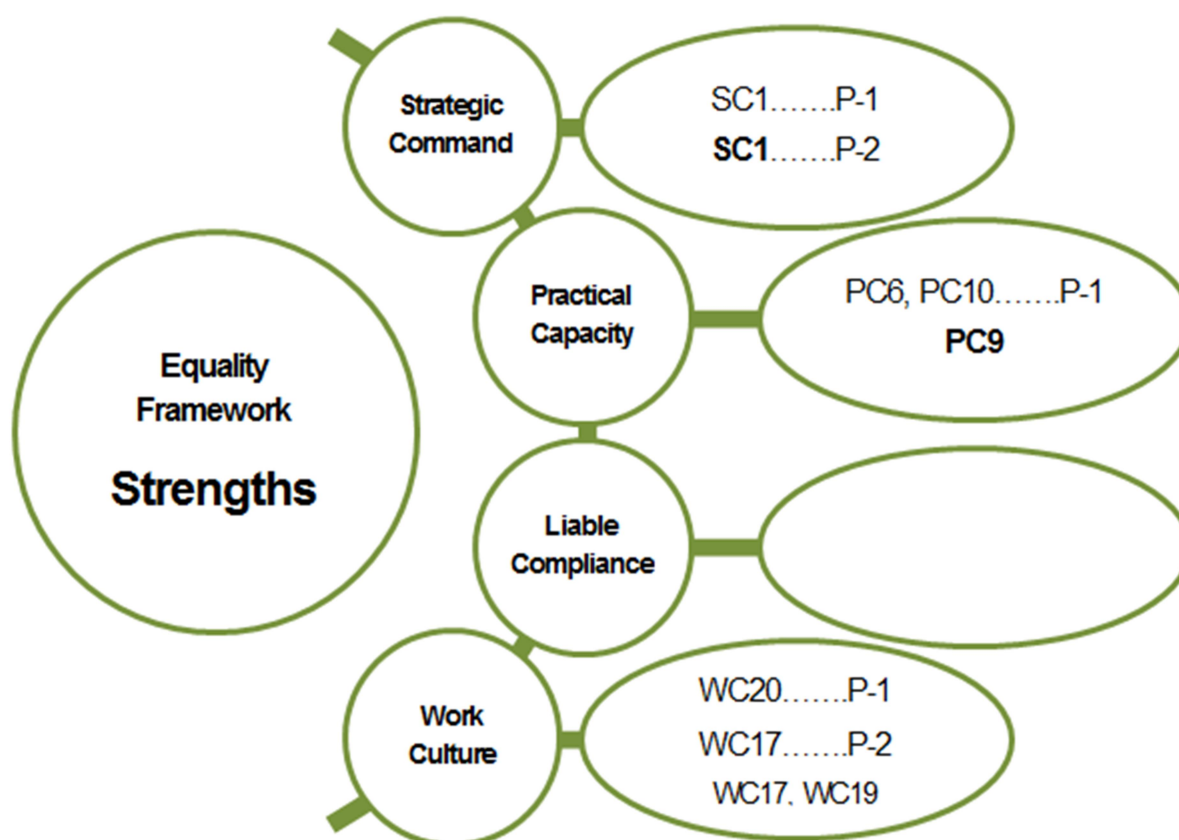


Criteria are listed by abbreviation and number, while priority classes as associated with written data sources are shown as the letter *P*-, with associated class number.



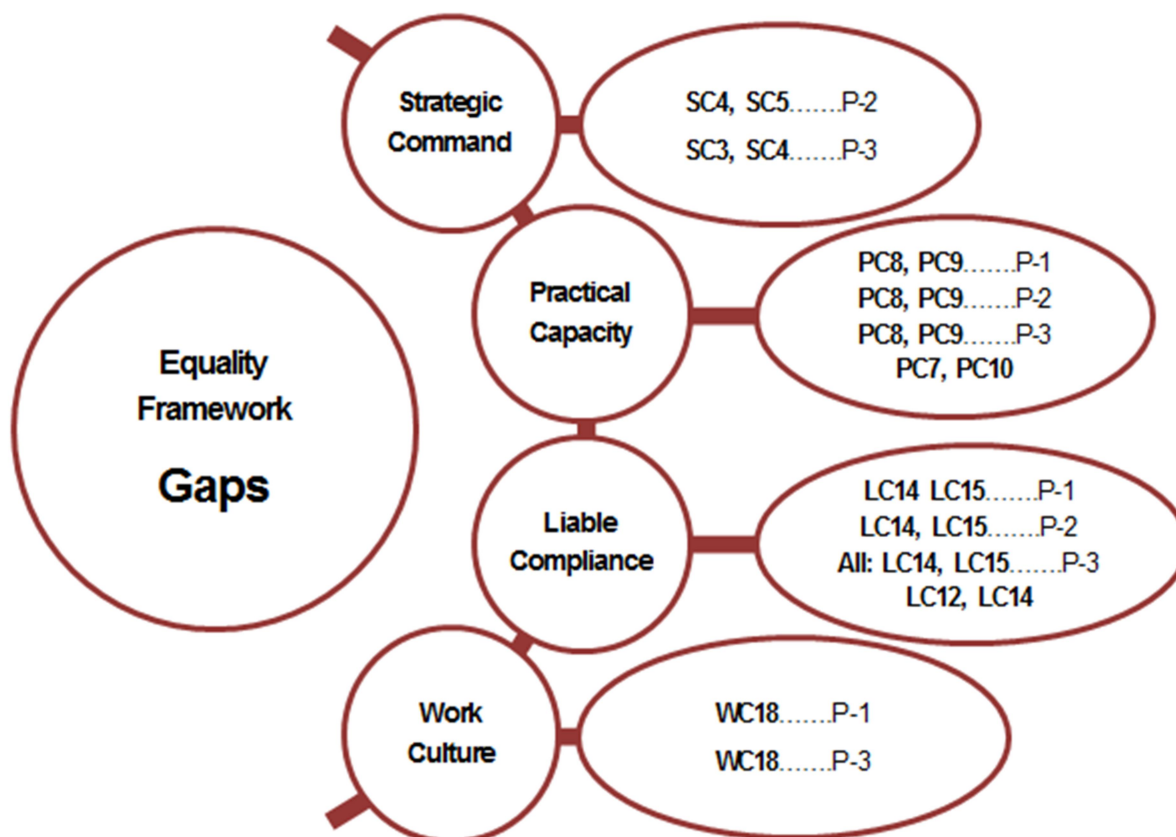
Criteria without a priority class to their right are contributions from unwritten data sources where priority setting did not apply.

**Figure 9. Overall OPS Gender Audit Strengths by Criterion Number**



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**Figure 10. Overall OPS Gender Audit Gaps by Criterion Number**



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The reader is advised to refer back to the description of the results in the leading pages to fully appreciate the above contrasting summaries. It is clear that based on the structured review alone, the gender audit tells a cautionary tale of present OPS effectiveness, with very specific pointers to act on existing opportunities to further address gender equality in the workplace. The next section will help describe these issues in more detail with OPS member suggestions of what can be done to ensure gender equality.

### 4.3 Results from OPS Group Participant Perspective

In this section, aggregated conversations from the interviews that the lead auditor conducted with 20 OPS members are presented. The data are organized according to patterned segments of noted comments and stories that emerged from multi-level qualitative content analysis based on the work of Miles and

Huberman (1994). OPS members tend to speak in paragraphs rather than sentences, hence quotes are set in a context necessary for appreciating member sentiment.

**Figure 11. Sworn OPS Members of All Ranks Speaking Out**



*The size of words is directly related to the number of times mentioned. Colour, direction, and proximity of words are not significant.*

#### 4.3.1 Unstructured Review Revealing Gender Inequality Themes

A total of 21 labels emerged from the recorded conversations. In reading through the interview notes, in first-order data analysis, a theme may have emerged as a meaningful unit comprised of shared experience categories, earning a label that answers and explores the question of *what*. In second-order data analysis, pattern categories start to emerge through repeated interview, resulting in solidifying a label that answers and describes the question of *how*. Finally in third-order analysis, pattern categories may be discussed conceptually, cementing a label that explains and declares the question of *why*. On the next pages follows a brief summary description of the QDA findings:

Most labels emerged as being gender neutral, with some being gender-specific without a pre-conceived notion of this at the beginning of the qualitative data analysis (QDA). Similarly, both male and female participants may have featured in every label; disclosing their gender may defeat the purposeful focus on QDA units of meaning, and risk the anonymity of participants. Some males were very sympathetic towards females experiencing gender inequality, and *vice versa*.

An overview of the emerging themes is presented in the next section. The brief summary description helps the reader to appreciate each of the emergent themes.

## A. Patterns of Inequality

### a. Comprehension of Gender Equality

#### 1. Acknowledgement of Gender Inequality in Numbers and in Mindset

Participants quoted figures demonstrating that male-female ratios point to a male-dominant work environment on the sworn side of the OPS and that these ratios are different in the community that the OPS serves. Government and the Military are seen to be ahead of the OPS in dealing with gender inequality, with the state of this situation affecting the organizational climate and morale. The OPS has a long but critically needed road ahead with regards to gender equality, especially in view of a recent drop in female recruitment numbers. Participants recognized that the OPS is trying to recruit and promote women to help address (without unrealistically perfecting) the imbalance in male and female sworn membership in the workplace.

#### 2. Gender Issues in Recruitment

Gender-related recruitment issues that participants put on the table covered standards for physical strength among females; the necessity of Aptitude Testing Services (ATS) and the requirement of passing it; upwards shifting of educational qualifications of OPS members that are not fully credited in recruitment; placement and promotions; the role that the old-boys network still plays in recruitment; continued male dominance at higher ranks and levels in the OPS; the comparatively higher loss of females as they advance in their policing career; and increasing community exposure to female officers who can also competently do the job, pointing to the fact that the OPS has a role to play in community readiness.

### **3. Equity versus Equality**

Participants felt that grounds for recruiting, promoting and placing people in available positions should foremost be based on demonstrated ability and competence to do the job, and second on diversity matters. Equity is a component of equality; the two terms are not synonymous. (See the insertion on these two terms in Appendix F.) Participants mentioned that inequality is more complex than merely increasing low numbers in certain membership groups.

#### **b. Favouritism – Preferential Treatment**

### **4. Unacceptable Means for Hand-Picking at Senior Level**

By quoting cases in the media and through their own internal observations, participants perceived job placements at senior levels as biased and subject to favouritism due to a hand-picking process, which includes policy changes and clause additions mid-process to meet organizational needs. Participants felt that the hand-picking process is not transparent or motivated on justifiable grounds. Hand-picking make members unclear about what they can do to best prepare for their career advancement. Functionality of senior teams was said to be built on old-school thinking and on maintaining the status quo of current demographic characteristics (i.e., white male). The same demographic characteristics are found on boards and recruitment and promotional panels. There were expressions of miscommunication, which result in mistrust, and questions about why a promotional process is not in play for senior ranks also.

### **5. Unfair Assignment of Opportunities**

A bottleneck is created early on (in the very first tier) in OPS job progression, which is further exacerbated by gender. Participants felt that positions required for promotion are unfairly held by men, quoting a public rhetoric that "it takes twice as long for a female to get half the number of jobs." A set ranking or application process for getting opportunities does not exist and it is often dependent on a sworn member's relationship with and endorsement by his/her direct superior, rather than being a transparent process.

Favouritism is at play for getting job opportunities and being allowed to go on courses for career advancement. Female members may not be used for positions that are popular among male members, or where adaptation to job requirements (e.g., in Surveillance, Drugs, Spin, Street Crime, Tactical units is important. Instead, female members tend to be assigned to Patrol and the soft side of policing, SACA, community officers, CPC police, Sexual Assault, Domestic Violence, Partner Solved unit, schools), especially after they return from a leave of absence.



Existing qualifications and skills are not generally considered as important for opportunities, transfers, and promotions. Some participants experienced that females are treated harsher and within a narrower realm of opportunities than males. Participants said that mentoring is not policy in the OPS, that there is no constructive feedback process in place whereby members can work on their professional development for career advancement. External opportunities, for example, international peace-keeping, are not fully utilized, regulated and managed.

## **6. Adverse Impact of Accommodations on Opportunities and Promotions**

Participants expressed that accommodations are perceived to be divided between two types, namely *involuntary* (e.g., unavoidable leave due to injury, or medical note of absence) and *voluntary* (e.g., leave by choice of pregnancy, or parental responsibility) and that this causes systemic gender bias. Accommodation by so-called choice is frowned upon by some when members return with expectations to resume their job, with a resulting delay or refusal of equal opportunities and promotions on the grounds that job competence is believed to be affected through sheer type of accommodation.

Participants acknowledged that being away from work for an extended time period for reasons of child care changes one's mind frame somewhat. They argued that understanding and allowances in brief support of quick adjustment (e.g., a short light-duty period); consideration of moving both female and male relational partners (even when males are often more senior to males in ranking) in cases of strained relationships (e.g., divorce or a break-up) to enable family responsibility sharing and thereby enhancing female availability; strategic advice on best timing for parental leave taking (e.g., delaying most leave until children are of school age); and how to establish and maintain work-life balance to help with female retention will be beneficial for all parties concerned. Severely limited choice in daycare facilities outside regular office hours is a dire reality for OPS members with children, which impacts all stakeholders.

At the same time, some participants felt that accommodations and remuneration while on extended leave need to be carefully regulated so that it is unlikely for this privilege to be abused by hiding behind it and by placing unnecessary pressure on remaining members. Rumour-mongering within and between sections and units in response to accommodation types and adjustments need to be addressed.

## **7. Female Exclusion from Key Decision-Making**

Based on available female numbers in the OPS, participants mentioned that women are regularly absent from events at which key OPS decisions are made, even when it directly considers females. OPS males make most decisions including in the promotional process, which some participants felt go beyond male-female ratios. Unique strengths that either males or females bring to certain parts of the job should get better recognition and acknowledgement, and should be utilized accordingly.

## **8. Unfair Accommodations**

Some participants stated that the rules for granting accommodations are out-dated and in need of revision to reflect modern times. For example, a female officer who chose to be a surrogate mother carrying someone else's child does not qualify for maternity leave at present, or custody arrangements cannot be honoured when work demands come up. In addition, accommodation rules are not flexible towards circumstances in different sections. Specifically, in Fraud or Assault sections where many women with family responsibilities are assigned, 24-hour coverage may not be needed; reduced shifts may be more easily accommodated in these sections than elsewhere in the OPS. In order to attract and appeal to women, participants suggested that the OPS should consider job shares, come up with regulated ways to allow short-term leave without advance planning, and keep a ready employee pool of temporary back-fill at hand. Supervisors are sometimes advised that sections or units pick the number-two person on the list for a vacant job instead, which participants felt was not a workable solution as competence should not be sacrificed and number-one candidates on extended leave are worth the wait.

### **c. Promotional Process Impact**

## **9. Perspectives on the Promotional Process**

The promotional process at the levels of Sergeant and Staff Sergeant is well defined and meant to be based on performance and recent experience. However, participants stated panel members can do a better job by also crediting a continuous history of experience in policing and otherwise; good performance appraisals instead of using them for screening-out practices only; tracking logs based on formal performance criteria; regulation around how participants may prepare for interview questions; whether the interviewers on the panel know the candidate to be interviewed; and whether they are themselves of mixed gender and other diversity characteristics.

Currently, rank-specific panel interviewers are internal to the organization; the OPS could consider diversifying the panel by including external consultants for interviews also. This may mean using three instead of two panel members for interviews, which will further enhance fairness in the promotional process. Participants mentioned that background investigators are dominantly hand-picked, white males at present, increasing the risk that candidates belonging to a minority group may be screened out early on in the promotional process. Females who enquire why they failed the promotional process, generally get positive feedback on their performance in return, so that the real reason (suspected systemic gender bias) is not disclosed.

## **10. Cheating in the Promotional Process**

Despite having a rigorous system in place for the promotional process at the levels of Sergeant and Staff Sergeant, candidates who are interviewed later in the cohort group may benefit from hearing what variable interview questions are being asked – those that are not shared with candidates beforehand – since panel members do not select those questions randomly from an item bank in fairness.

By knowing at least 70% of the set interview questions beforehand, some candidates are said to pay consultancies to help craft good answers and to train them on desirable non-verbal communication skills (e.g., speech, body language) in preparation for the interview. This creates a pool of successful interview-savvy candidates. Responses to questions are scored based on a template, participant perceptions are that the template does not accommodate for experience differences in administrative versus actual police work, and for hard skills versus soft skills such as teamwork, communication, etc. Reactions to known instances of cheating are that this behaviour is good networking and relationship building.

## **11. Management of Expectations and Reactions to Promotion**

There is a persistent false perception among some male OPS members that no woman can do certain policing jobs, such as in Tactics where physical strength is required, Guns and Gangs, and Drugs where it is a boys club; in fact, some wrongly believe that women do not aspire to work in those areas.

In addition, promotional demand appears to trump supply of positions in the OPS, even when some candidates are holding themselves back because they do not have sufficient experience yet; some members are not interested in promotion; the OPS underwent a period of job freezes; people are being promoted to ranks rather than to a position, which lands only some in acting roles and others back in the promotional pool with increased competition. Participants reported an expectation that there should be reasonable movement in one's career path; when people fail in the promotional process, they feel disillusioned and give up trying, or quit the job, or play the system for favouritism through hockey, supporting the old-boys network, using the presence of other blood relations in the OPS, etc.

Some female and male members repeatedly go through the promotional process and fail. After a predetermined maximum number of times that a candidate fails, the OPS may wish to investigate to learn whether potential systemic bias may be at play. The same can be said for members who remain in acting roles for lengthy periods of time, and for those who are promoted above others in acting roles. Lessons learned from these investigations may assist with retention efforts in the OPS and will send a message to members that the promotional process is fair and unbiased.



#### **d. Female Assistance – Getting a Leg Up**

##### **12. Female Experience and Skill Set are Under-Valued**

Some female participants were told by male colleagues that their gender counts more than their experience in certain sections such as Guns and Gangs, Break and Enter (Investigative unit), and in the Intelligence unit. These are also the sections that provide overtime opportunities and better remuneration. By contrast, the generally unpopular Information Desk is staffed by women, especially on their return from leave of absence. If the OPS will qualify minimum experience levels needed for specific jobs, females and males may be able to better argue and demonstrate their competence to resume the job after an extended leave of absence. It will also be helpful if the OPS encourages and acknowledges relevant experience that may be gained during periods away from the job, including possible educational qualifications, life experience from parenting that hones in on communication styles, the ability to de-escalate, working with youth and adolescents, etc. – all skills that may help needs in the community.

##### **13. Merits of Female-Only Recruitment Sessions**

Participants viewed female-only recruitment sessions with mixed sentiments. Some see this as needed, while others think this is a biased approach that is offending to females and males and which points to reversed discrimination. Participants in the one camp say female targeting in recruitment sends a message that recruitment is based on gender first, and competence second. Members in the other camp argued that the OPS first needs to proactively attract females (the only goal of recruitment) before it can look into job fit based on their competence. Conversely, if there are sufficient numbers of males and females in the recruitment pool to begin with, no female targeting will be needed.

Pro-active recruitment efforts need to focus on targeted environments such as post-secondary or university arenas, sports teams, job demonstrations, appeals to diverse groups, and to experienced officers to come back home where they have strong ties to the community that the OPS serves. Targeted female-only recruitment in certain communities was also seen as an educational opportunity for the public, and an approach with a long-term view. The OPS may consider the merits of shift work (long shifts on and off over a few days at a time) versus being a shift organization with day and night officers, or some combination thereof, to offer another incentive to attract more recruits.

Women and other minority groups stated that they feel disconnected and unconfident when they suspect they are being recruited or promoted based on their gender or other diversity characteristics. Participants acknowledged that gender-based recruitment occur in the OPS when this is an expressed need in the community. Updated formalization of the recruitment process is needed, and standards for successful selections need to be communicated to all.

#### **14. Reversed Bias**

Emphasis on female promotion creates a tension; some participants viewed this as reversed bias. This is exacerbated if these members are (mis)informed that the OPS is focused on equity (even numbers) rather than equality, if they view recruitment and promotional processes as that the OPS extends an olive branch to females by offering assistance to get through the selection processes, and/or if individual cases of claimed malpractice in the media are generalized to indicate regular OPS practice. Reversed bias is also felt by some male members who experienced a female member moving up ahead of them with fewer credentials and experience than what they believe to have demonstrated. Instances of found reversed bias (e.g., in a rare case where a female apologised to a male for her promotion) are rooted in unhappiness, generate personal agendas, and can set serious precedents which need to be carefully monitored.

Other participants strongly felt and repeatedly stated that the OPS needs to be prepared to address the lower sworn female component as long as it does not lower job requirement and performance standards. When a female with similar recruiting skill sets than a male will be picked above him, it is justifiable given the mandate to better represent the community.

### **e. Problem Perpetuation**

#### **15. Characteristic Female Behaviour in Response to Gender Inequality**

Some females referred to shared experiences of systemic gender bias and quote the oratory of females “having to be twice as good and working twice as hard as males” to advance in their career. Participants said that most females are very careful to disclose experiences of harassment, other gender-related issues impacting their emotions, and also any sexual relationships with OPS sworn members as it leads to black-balling and name-calling of females only. Female members are fearful of this, so few complain and many are scared to speak up when treated unfairly, especially when an officer senior to them is the culprit.

Other female members cope by developing thick skins and letting derogatory male comments slide; by playing along with males; by not ruffling feathers; by underachieving and letting go of high ambitions for career advancement; by having double standards; through their non-heterosexual orientation; by playing hard on (mixed gender) sports teams; by hunkering down, by discouraging their supervisors to speak up about unfair treatment; by overachieving and becoming targets, by excusing unacceptable male behaviour (e.g., “boys will be boys”), or else by taking on stereotypical male characteristics and ‘yang’ traits.

Participants honestly revealed that unattractive females act like they are one of the guys, while attractive females learn early on to use this fact to their advantage as a coping strategy and to walk a narrow tightrope in this regard. Females who keep their nose clean, who do not sleep around, and who keep their private life to themselves, avoid a reputation and earn respect from their colleagues. (These rules do not appear to apply for males.) Participants agreed that it is essential for females to pay attention to how they present themselves from the first day as it sets the tone for their whole career in policing. Some participants also felt that a few females are looking for issues, slights and insults, and dwell on the negative whereby they marginalize themselves; others experienced that unhelpful comments tend to flatten out with career advancement.

Some participants have female supervisors which they enjoy, while others say that some female supervisors are even tougher on junior females as their way to fit in with their male colleagues and to escape consequences; they will not mentor, advocate for, or be supportive to females who are reporting to them. Females are generally excluded from the old-boys club unless they earn a spot by working extremely hard to win male favour and respect. Participants did not feel that *Women in Policing* serve as a powerful member network to support females socially and emotionally; instead some of them seek out individual colleagues or an informal group of victims who are willing to lend a sympathetic ear, or simply carry their burden on the inside. When this becomes too much, some women lose their confidence and quit their job.

#### **16. Characteristic Male Behaviour that Perpetuates Gender Inequality**

Males seem to work in an environment of privilege created by gender dominance. Men are part of an inclusive group, which starts in the locker room. Derogatory comments made by some males to females, which may have been made in light spirits, continue to occur in the workplace when this can be challenged on the grounds of human rights. When this occurs, other male colleagues often make themselves complicit by not speaking up about it, by protecting and being uncritical of each other, and/or by not supporting the female(s) (or in rare cases, junior males) to whom the remarks were directed. There is not much micro-supervision in the OPS and people can get away with inequality and sub-par performance.

Once females are marked as victims or trouble makers, strategies may include male solicitation of complaints against them, deliberately exposing them to risky situations on the job to try to have them fired or resign. Hearsay has it that the verbal bullies are hidden in Patrol. Some men feel entitled and hence are not above name-calling (e.g., swear words, “lazy”, or “lazy-scared”), stigmatising, and trash-talking (e.g., “paper-bitches”); making threats (e.g., promising exclusion elsewhere if women dare attend a female-only get-together); labeling (e.g., women who apply for senior positions are called “arrogant”); and posting unchecked comments on the OPS Facebook page. Participants thought these behaviours help create a sense of old-boys club belonging. Male attractiveness is seen as an asset certain male social circles where men earn positive comments when they sleep with a lot of women without discretion.

In some instances where females spoke directly to the offending male about a derogatory comment or exclusive behaviour, they apologised. Men in general have a positive, covert experience of women. Jokes are made about women, yet males will back females up in a real situation, and are generally sympathetic and accepting of gender equality and diversity. Those who still continue derogatory behaviour, start to do so more cautiously, though it continues with some regularity.

#### **17. Persistent Unawareness of and Implied Sexist Behaviour**

As male members are the majority group in the OPS, participants commented that most men are not consciously aware of the presence of gender inequality, and that derogatory comments aimed at women in general, can be made in the presence of their female colleagues. This behaviour is pardoned under reasons of tension, late nights, or for being said in the locker room where there are no filters. Some participants reported that males are not aware of their self-positioning as being superior to females. Men often invite male colleagues to social gatherings and events and do not realize that their behaviour automatically excludes female colleagues.

Given the regulatory promotion process, some see false logic in an argument that the fact that females are under-represented at the Sergeant and Staff Sergeant levels, are due to their own gender-based doing. Similarly, some men unfairly assign sole responsibility to physically attractive females who are denied a position in the Tactical, Surveillance unit, their reason being that males cannot help but look at them.

At the same time, some females will make themselves guilty to similar superior behaviour, for example, by making a comment in company that they are smarter than males and that males know that.

### **18. Intersecting Factors Influencing Gender Equality**

Intersecting factors in gender equality matter. This is especially true when a female belongs to another minority group such as race also, and/or when she provides child and/or dependent care. Hard shifts make the raising of a family difficult and shift arrangements can create tension between partners and on members' physical body. With longer life expectancy, the number of dependents for whom members carry responsibility is more likely growing than shrinking amidst 24/7 workloads. A work environment that is known for placing compromises on work-life balance may push potential candidates away from a career in policing, especially females. Females on (repeated) maternity leave and who have children have little choice but to delay or decline opportunities to apply for senior positions in higher frequencies than their male counterparts, or else they need to be extremely career oriented to overcome this trend.

Participants reported that the member's physical and mental capacity and mindset, her/his ability to adjust to changes in the home environment, and the availability and types of support at home also play important roles in gender equality. The absence of a daycare facility with flexible hours at the workplace is seen as an obstacle to gender equality. Last-minute changes of approved leave or transfer plans are ill-afforded by members with family responsibilities, which have a bearing on female members and which feels unfair when other (male) members can be accommodated for participation in sports in peak hours.

Outlook is critical: People are prone to see a person's demographic makeup before they see the individual person. Other factors that participants experienced are members on the frontline who are older in age or who are brought in from outside and at higher risk of occupational stress and injury; people who have sleep apnoea or insomnia; and differences in education, language, immigrant status, culture, and in religious affiliation where members of these groups may be bypassed for certain opportunities based on community need even when he/she can do the job competently. Access to modern technology was mentioned as being more interfering with family life than what its enablement of constant accessibility is being helpful to meet job demands. Supports such as technology and accommodation were seen as raising expectations that females and parents can and should do more by multi-tasking, yet positions in popular sections remain outside of their reach.

People who do not get along with their supervisor may be at a higher risk of inequality and the direct impact of this relationship is often under-estimated. The OPS appears to recruit candidates of similar personality type, which is known to stifle business growth unless an organization takes steps to vary personality style preferences to bring diversity of thinking to strategic and decision-making tables. There may also be a perception among some that gender inequality is more easily maintained in the lower ranks; once a minority reaches the senior ranks, his/her career path faces fewer obstacles to the top without exposing possible gender inequality. Some minorities may also see their minority status as the only obstacle to their career advancement and are blind towards their own performance obstacles.

## **f. Need for Consequences**

### **19. Lack of Accountability and Consequences for Gender Inequality**

Supervisors appear to take a lackadaisical approach to gender inequality and a culture of harassment and bullying in the OPS. There are few, if any, repercussions beyond financial payouts in a few cases, and actions will only be taken when pressured. One participant mentioned this project as a case in point. Some participants described the environment as toxic with regards to gender equality, and that action-taking against inequality is inconsistent across all ranks. Participants felt that any action-taking is geared toward protection of OPS reputation and is window-dressing only. The message from supervisors is that males may say or do pretty much anything they like to females and they will get away with it by turning a blind eye towards it. The offender is not formally investigated internally, let alone by an independent third-party. Females are co-conspiring to this message from supervisors when they don't speak up about instances of gender inequality. When they do, they often drop charges later.

Victims reported that they are not free to talk about gender equality without consequences to them and they avoid the Employee Assistance Program (EAP) for fear of rumours. There is no demonstration by senior leadership that the presence of gender inequality is accepted as a reality in the OPS. Participants could not think of any policies and only ineffective grievance processes that are in place to instigate consequences for offenders in accountable and consistent ways. As a result, credibility is lost and supervisors are counting on members having short memories of incidences of inequality and moving on.

Participants urged that accountability should be assigned to a specific body other than the Ottawa Police Association (OPA). This body should be diverse itself, would represent members fairly, and would instil trust and confidence in members. OPS leadership may use lenses, pay lip service without substance and spout ethics, but according to participants there is no interest in change and there are no measurable, actionable outcomes to said plans. Those that succeeded in the present system, abide by it. Some participants hope that senior leadership will have changed significantly in five years with regards to much needed accountability. Follow-up action from this project is a test of change and progress in the OPS.

### **20. Apprehension about Gender Audit Follow-Up Action**

Participants picked up on an uneasiness and a nervousness about the gender audit results. OPS members are in wait-and-see mode, while they encourage each other and are coming forward voluntarily to speak up about gender inequality, and asked to remain informed on progress made. Those who spoke out at this opportunity, felt heard.

Social equality training is seen to play an important role in addressing gender issues. Participants expressed the OPS Board's investment in using external people to be involved in the gender audit as a positive development. Some pin expectations on the Service Initiative. OPS response over the next six months is viewed as critical by the participants. Other OPS members than the participants in Phase 2 have since expressed interest in getting opportunities to have their voice heard in Phase 3 of the project.

## B. Inequality in Context

### g. Keeping OPS Gender Equality in Perspective

#### 21. Keeping Gender Equality in the OPS in Perspective

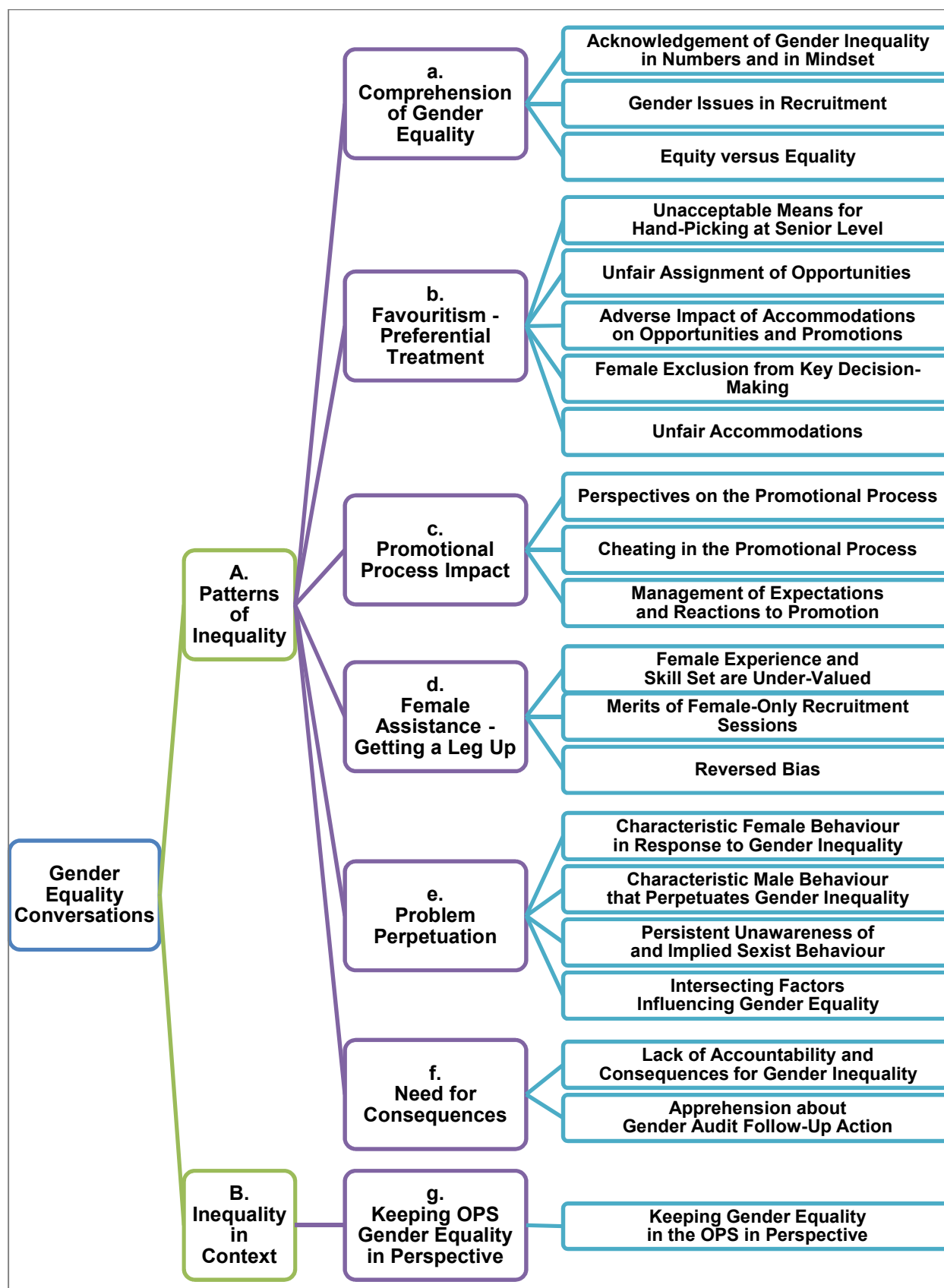
Participants voiced the efforts and achievements that the OPS has made in recent years to address gender-and diversity-related issues in individual and small ways, while stating that there is ample room for improvement still. They commented that younger OPS members grew up in a generation with heightened sensitivity around gender and diversity issues where they focus on similarities rather than differences between people in a cosmopolitan society; perhaps they may be better equipped to solve gender inequality in years to come. The younger generational cohort of OPS members places great value on work-life balance, which may help bring forward creative solutions. Continued education of members on social equality is valued by them already.

For some, career development has more to do with personal prioritising than it being a gender issue. Some (female) officers are grateful for the opportunity to work regular hours as they see advantages to spend more personal time with and enjoy their children, even if that means that they may need to take a step back in their career and (temporarily) shift priorities. Participants identified active involvement in, a self-directed approach to career development, a healthy work ethic, and a positive attitude towards what the OPS as employer has to offer its members as constructive individual contributions to gender equality.

#### 4.3.2 Summary of the Unstructured Review

The **tree structure** on the next page provides a summary of all 21 emergent labels, which are grounded in seven higher-order themes as briefly described in the previous section.

Figure 12. Tree Structure of Emergent Gender Equality Themes





## 5. In Conclusion

The patterned themes supported by repeated anecdotes quoted from the small group of OPS members provide a rich resource for addressing present gender equality insufficiencies that were identified in the scored reviews based on both written and unwritten data sources in preparation for Phase 3 of the project.

The OPS deserves to be commended in select practices and procedures where it has been making satisfactory strides with respect to seven out of 20 areas of gender equality, which fall notably under elements of **Practical Capacity**, and **Work Culture**:

1. Criterion 1 (SC): Several Priority 1 and 2 written data sources indicated that gender equality is starting to become integrated mandatorily in the OPS's strategic and operational objectives.
2. Criterion 6 (PC): A few Priority 1 written data sources indicated that OPS members accept that gender equality concerns both men and women, and their relations.
3. Criterion 9 (PC): Several unwritten data sources indicated that OPS men and women generally share decision making in meetings and operations.
4. Criterion 10 (PC): Some Priority 1 written data sources indicated that skilled OPS members from different directorates are beginning to look after gender mainstreaming by assignment.
5. Criterion 17 (WC): A few Priority 2 written data sources and a number of unwritten data sources indicated that OPS men and women can be selected based on fair processes for work accommodations, opportunities, and positions.
6. Criterion 19 (WC): A few unwritten data sources indicated that OPS men and women are sometimes comfortably included in work and social interactions with colleagues.
7. Criterion 20 (WC): Some Priority 1 written data sources indicates that OPS members are usually respectful and focused on capabilities and interests within gender differences.

While the verbatim comments are not representative of the OPS workforce at large, the very nature of this subject matter – gender equality – dictates that the experiences of minorities, and a small group of participants selected based on both interest and/or randomization, should have the voice we detailed in this report, while all OPS members deserve accountable action where and when inequalities are identified. As an employer of choice, in the short- and longer-term the OPS is proactively taking steps to demonstrate its commitment to four elements to cover a broad scope in gender equality. As a matter of awareness, these elements are reiterated on the next page:

<b>Strategic Command</b>	The OPS is actively taking context-specific steps to promote gender equality.
<b>Practical Capacity</b>	The OPS is responding appropriately in systematically building its capacity for gender equality.
<b>Liabile Compliance</b>	The OPS is investing accountably in parallel forms of distinguishing gender information.
<b>Work Culture</b>	The OPS is having its members experience the benefits of being gender aware and sensitive.

It is hoped that this baseline report and the Equality Framework applied herein will stimulate new and continued gender equality strategies and initiatives, whereby its progress can be monitored and audited in the future.



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**Notes:** If you require this document or any of the appendices in an alternate format, the request for alternate format document form is available at [ottawapolice.ca/accessibility](http://ottawapolice.ca/accessibility).

## Appendix A: List of Written Data Sources Submitted for Gender Audit

<b>Priority 1: Job promotion, placement, and family status</b>			
<b>Folder Name</b>	<b>File Name</b>	<b>Pages</b>	<b>Notes</b>
Family Status	Labour Relations Protocol for Family Status	2	
Accommodation Process	Accommodation Requests		
Grievances	Grievances for Gender Audit	5	
Maternity and Parental	Collective Agreement Provisions	2	
Guidelines	Maternity Leave Guideline	4	
	Parental Leave Guideline	4	
Maternity and Parental Leave by Employee	Individual Employee Information	81	**Please note that this information can also be found in the Gender Audit 2016 Maternity Parental Leave and Sworn Transfer Documents Below
Priority 1 Data	2006-2012 Promotion Process Results-Cst to Sgt	3	Data from 2012 to be reviewed
	Charts for OPS analysis Nov 3 2014	2	
	Gender Audit 2016 Acting Temp Assignments	55	
	Gender Audit 2016 Maternity Parental Leave	2	
	Gender Audit 2016 Promotions	3	
	Gender Audit 2016 Transfers	29	
<b>Priority 2: Policies &amp; background information</b>			
<b>Folder Name</b>	<b>File Name</b>	<b>Pages</b>	<b>Notes</b>
Current Promo policies	2016 Promotion Process Inspector and Supt - published Aug 15, 16	11	
	2016 Promotion Process Sgt & SSgt - published Aug 15, 16	9	
Insp. Promo policies	2013 Promotion to the Rank of Inspector Policy Sep 30, 13 replaced Sep 25, 15	13	
	2013&2015 Promotion to the Rank of Inspector Policy Sep 25, 15 replaced Aug 15, 16	7	
Promotion Documents for Gender Audit	2012 Sergeant 2014 Sergeant	317	5 Documents in Total
	2013 Staff Sergeant 2015 Staff Sergeant	249	28 Documents in Total
	2013 Inspector 2015 Inspector	261	27 Documents in Total
	2012 Superintendent 2014 Superintendent 2016 Superintendent	246	30 Documents in Total

continued ...

<b>Priority 2: Policies &amp; background information (continued)</b>			
<b>Folder Name</b>	<b>File Name</b>	<b>Pages</b>	<b>Notes</b>
Current Process documents	Promotion to Insp process	5	
	Promotion to Sgt process	7	
	Promotion to S-Sgt process	6	
	Promotion to Supt process	4	
Sgt Promo policies	2011 Promotion to Rank of Sergeant 25 Nov 2011 replaced Apr 2, 14	13	
	2011 Promotion to Rank of Sergeant -Aug 14, 14 - Aug 15, 16	15	
	2011 Promotion to the rank of Sergeant - published Apr 2, 14 replaced Sep 3, 14	13	
SSgt Promo policies	2011 & 2014 Promotion to SSgt - published April 23 15. - replaced Aug 15, 16	7	
	2011 & 2014 Promotion SSgt published Apr 2, 14 replaced May 28, 15	12	
	2011 Promotion SSgt published 27Jun2011 replaced Apr 2, 14	12	
Supt Promo policies	2010 & replaced Mar 20, 14 Promotion to Superintendent	9	
	April 2, 14 replaced Dec 15, 15 Promotion to Superintendent	9	
	April 26, 16 replaced Aug 15, 16 Promotion to Supt	7	
	Dec 15 2015 replaced April 27, 16 Promotion to Superintendent Policy-published	7	
	Dec 15 2015 replaced April 27, 16 Promotion to Superintendent Policy-published	9	
	May10 Promotion to Superintendent	10	
Priority 2 Policies & Background Information	New Transfer Process 2016	3	
	Sworn Staffing - Tenure Policy 3.20 ~ 18-Jun-14	20	
	2016 Sworn Transfer Program	4	
<b>Priority 3: Supporting documentation</b>			
<b>Folder Name</b>	<b>File Name</b>	<b>Pages</b>	<b>Notes</b>
Job Postings & Advertisements	3 Documents	12	
Sworn Job Descriptions	211 Documents	Approx. 425	
Tenure Related Forms	7 Documents	Approx. 20	
Priority 3 Supporting Documentation	Sworn Staffing Tenure Emails	2	
	2015 Secondment Positions and Streams	1	
	OPS Sworn Staffing - Tenure Application Process 2014~2015	26	
	Respectful Workplace Policy	16	
	Prep Documentation for Grievance	7	
	Selected Data for Gender Audit From 2015 Member	38	
<b>Grand Total Pages</b>		<b>2054</b>	

## Appendix B: Minutes of Settlement Points Pertaining to Phase 2

10. Within 12 months of the execution of these Minutes of Settlement, the Board will ensure that the following takes place:

- a) An analysis of the data collected in its 2012 Workforce Census to determine the representation of employees protected by the grounds of sex, family status, or both where applicable, at all levels and ranks. The Board will report the results of the data analysis to the Commission, ----- and the Association.
- b) A review of all written and unwritten promotion and job placement, practices and procedures (including but not limited to any replacement or modified processes following the cessation of the tenure process, hereinafter "job placement") to ensure that they do not discriminate on the basis of sex and/or family status. This review will include but not be limited to:
  - i. an evaluation of the requirements for promotions and job placement;
  - ii. an evaluation of the opportunities for employees to meet those requirements, including access to training courses, job shadows and temporary acting opportunities;
  - iii. an evaluation of the advertisement of and recruitment to promotional and job placement opportunities;
  - iv. an evaluation of the selection processes used for both promotions and job placement; and
  - v. an evaluation of whether perceived or actual gender bias, maternity and parental leaves or family caregiving responsibilities may be impacting women's access to promotional and job placement opportunities.

The Board will report the results of the review to the Commission, -----, and the Association.

11. Within 18 months of the execution of these Minutes of Settlement, the Board will:

- a) Ensure that the analysis received through the review and information gathering in 10(a) and 10 (b) above, is used to prepare in draft form:
  - i. New and/or amended promotion and job placement policies;
  - ii. Proposals for procedural and structural elements to support these new and/or amended promotion and job placement policies; and
  - iii. A new and/or amended human rights accommodation policy to address sex (including pregnancy) and family status discrimination and accommodation.
- b) Provide copies of the new and/or amended policies referenced in 11(a) to the Commission, ----- and the Association.

12. The items in sections 10 and 11 above shall be completed in consultation with an expert or experts on employment, gender and human rights, social science methodology and data collection. The Board will consult with the Commission and the Association about the selection of the expert or experts, and the final expert or experts shall be satisfactory to the Board, the Commission, and the Association.

13. The items in sections 10 and 11 above shall be completed in a manner consistent with best practices in conducting gender audits in policing organizations, for example, as identified in the document *Gender Audits in Policing Organizations* prepared for the Status of Women Canada.

14. Within 24 months of the execution of these Minutes of Settlement, in consultation with the Commission and the Association, the Board will ensure:

- a) The finalization of the new and/or amended promotion and job placement policies, and procedural and structural elements to support those policies;
- b) The provision of training to employees on the new and /or amended promotion and job placement policies; and
- c) The provision of training to all staff on the new and/or amended human rights accommodation policy.

## Appendix C: Workforce Examples of Gender Inequality

- Giving male and female members holding the same position different remuneration, even when other factors such as experience, education level, etc. are similar.
- Asking any female member to resign on becoming pregnant or not hiring a female or providing equal career opportunities because she is pregnant or was away on maternity leave.
- Denying pregnant female members or members with dependents access to educational courses that is equal to their peers.
- Asking female recruits about future pregnancy possibilities during a job interview or promotional process.
- Asking gender stereotyped questions during an interview. Examples include: “Have you ever cried at work?” and, “Are you sure you can supervise men?”
- Allowing inappropriate and unwanted conduct of a sexual nature in the workplace that violates the dignity of the member, or intimidates, degrades, humiliates, or offends the member, thereby creating a hostile working environment.
- Making sexual comments or commenting on physical appearance as a part of the hiring process.
- Making unwanted sexual advances at any time during recruitment or employment.
- A senior body with promotional or placement capability refusing or deliberately passing up the offer of a position to a person based on the grounds of sex, pregnancy, marital status or gender characteristics.
- Asking female members to understate their female appearance so as not to distract men.
- Restricting one gender access to certain work meetings that are held away from the office, e.g., the hockey rink, club, or golf course.
- Refusing to allow members of specific gender to certain areas of work, even when they comply with the requirements of the job and a genuine occupational qualification for an exemption does not exist.
- Denying a qualified female or male member the opportunity to serve the OPS community when the community did not explicitly ask for a gendered officer.
- Using different terms of use for male and female members at OPS sports, training and other facilities.

*This list is not exhaustive by any means and serves by way of illustration only.*



## **Appendix D: OPS Sworn Member Rank and Classification Structure**

### **OPS Operations**

The OPS has five police stations and 19 community policing centres:

#### ***Patrol Operations***

- East Division
- Central Division
- West Division

#### ***Criminal Investigative Services***

- Major Crime Section
- Sexual Assault and Child Abuse Section
- Partner Assault Section
- Organized Auto Theft
- Guns and Gangs Unit
- Fraud Section
- Elder Abuse Section
- General Investigative Services
- Break and Enter Response
- Victim Crisis Unit
- Direct Action Response Team (DART)
- Street Crime Unit
- Hate Crime Unit
- Diversity, Race and Relations Unit
- Internet Child Exploitation Unit (ICE)
- Drug Unit
- Forensic Identification Section

#### ***Support Services***

- 911 Communications
- Court Security & Temporary Custody: This section is responsible for prisoner security. The unit is staffed with police officers and special constables (Special Constable). Special Constables are sworn-in pursuant to section 53 of Police Services Act which confers Peace Officer status. Special Constables have the powers of a Police Officer when in the execution of their duties.
- Victim Services
- Telephone Response Unit: Call takers for minor crimes with no investigative leads
- Imaging Services Unit

#### ***Emergency Operations***

- Tactical Unit
- Canine Section
- Traffic Escort
- Emergency Services Unit
- Marine Unit
- Underwater Search and Recovery Unit
- Collision Investigation Unit
- Airport Policing Section (Protective Policing Services) at Ottawa Macdonald–Cartier International Airport

#### ***Corporate Services***

- Media Relations

- Quartermaster
- Planning, Performance and Analytics
- Community Development
- Diversity and Race Relations

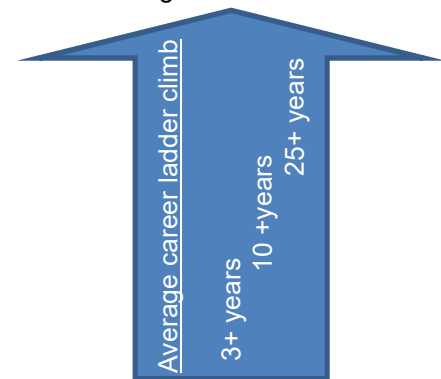
#### ***Executive Services***

- Professional Standards Section
- Corporate Communications

#### **OPS Police Ranks**

In the Ottawa Police Service specifically, the rank structure consists of the following:

1. Chief of Police
2. Deputy Chief
3. Superintendent
4. Inspector
5. Staff Sergeant
6. Sergeant  
Senior Constable – phasing out with retirement
7. 1<sup>st</sup> Class Constable
8. 2<sup>nd</sup> Class Constable
9. 3<sup>rd</sup> Class Constable
10. 4<sup>th</sup> Class Constable



New police recruits, virtually all who receive their three-month training and Basic Constables diploma at the Ontario Police College, located in Aylmer Ontario

#### **Other Police Ranks in Canada**

OPS police ranks can be compared with those for Provincial (with the exception of the Sûreté du Québec and Alberta Sheriffs) and the majority of Municipal Police Services, which are as follows:

- Chief of Police / Commissioner / Chief Constable
- Deputy Chief of Police / Deputy Chief Constable
- Staff Superintendent
- Superintendent
- Staff Inspector
- Inspector
- Sergeant Major
- Staff Sergeant
- Sergeant / Detective
- Police Constable 1st Class / Detective Constable
- Police Constable 2nd Class
- Police Constable 3rd Class
- Police Constable 4th Class
- Cadet

Police Ranks for the Alberta Sheriffs:

- Chief
- Deputy Chief
- Superintendent
- Inspector
- Regimental Sergeant Major
- Sergeant
- Sheriff III

- Sheriff II
- Sheriff I

Ranks of the Sûreté du Québec:

- Director General of the QPP (Directeur général)
- Deputy Director (Directeur adjoint)
- Chief Inspector (Inspecteur chef)
- Inspector (Inspecteur)
- Captain (Capitaine)
- Lieutenant (Lieutenant)
- Sergeant (5 classes of sergeants: Detective sgt, Staff sgt, specialist sgt)
- Agent (3 classes of Agents)

Ranks of the Service de police de la Ville de Montréal:

- Directeur (Director)
- Associate Director
- Assistant Director
- Chief Inspector
- Inspector
- Commander
- Lieutenant / Detective Lieutenant
- Sergeant / Detective Sergeant
- Constable

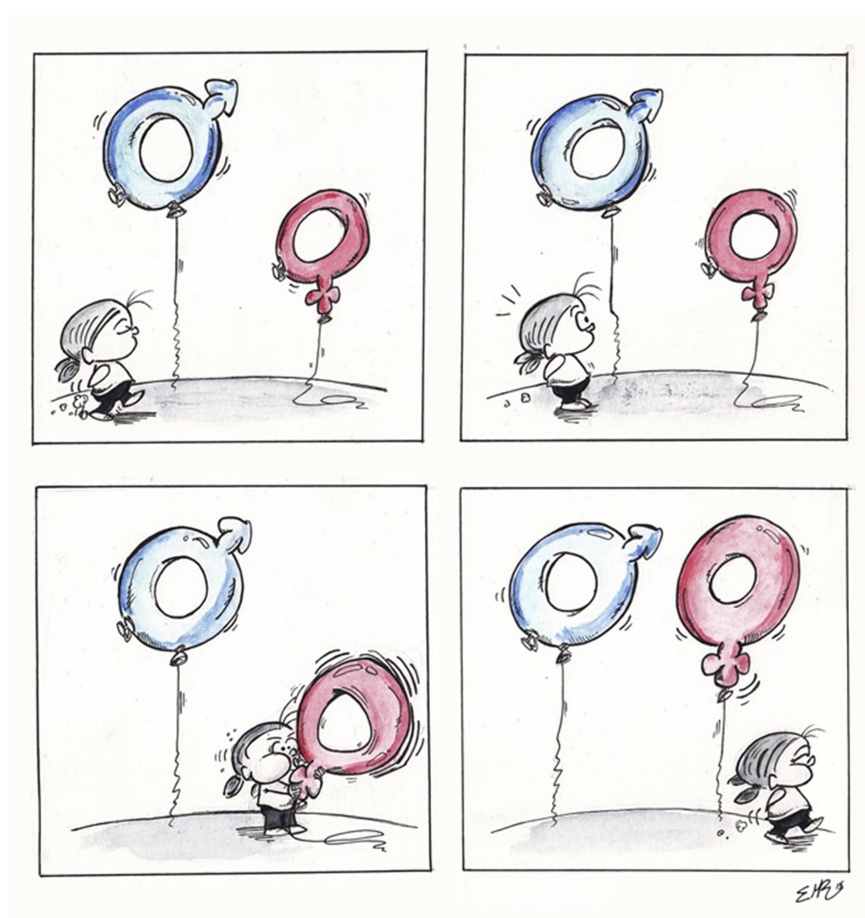
Canadian Auxiliary Police Ranks as follows:

- Auxiliary Staff Superintendent
- Auxiliary Superintendent
- Auxiliary Staff Inspector
- Auxiliary Inspector
- Auxiliary Sergeant Major
- Auxiliary Staff Sergeant
- Auxiliary Sergeant
- Auxiliary Constable

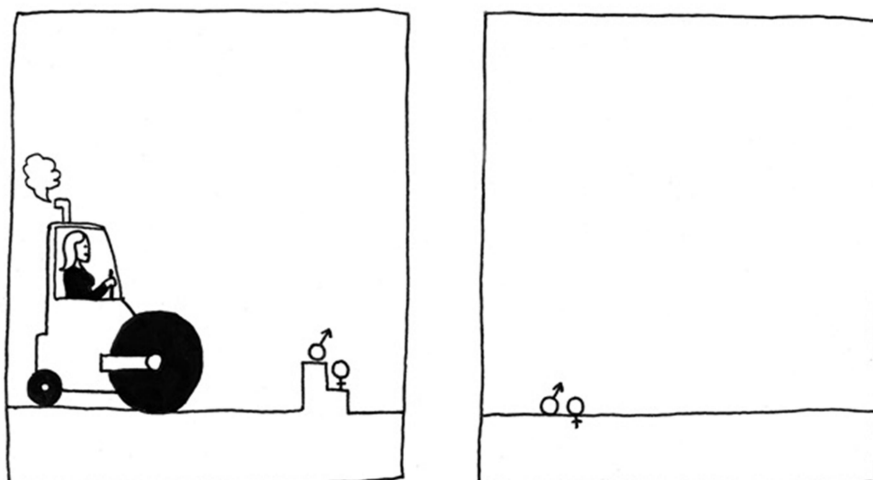
Ranks of the Royal Canadian Mounted Police:

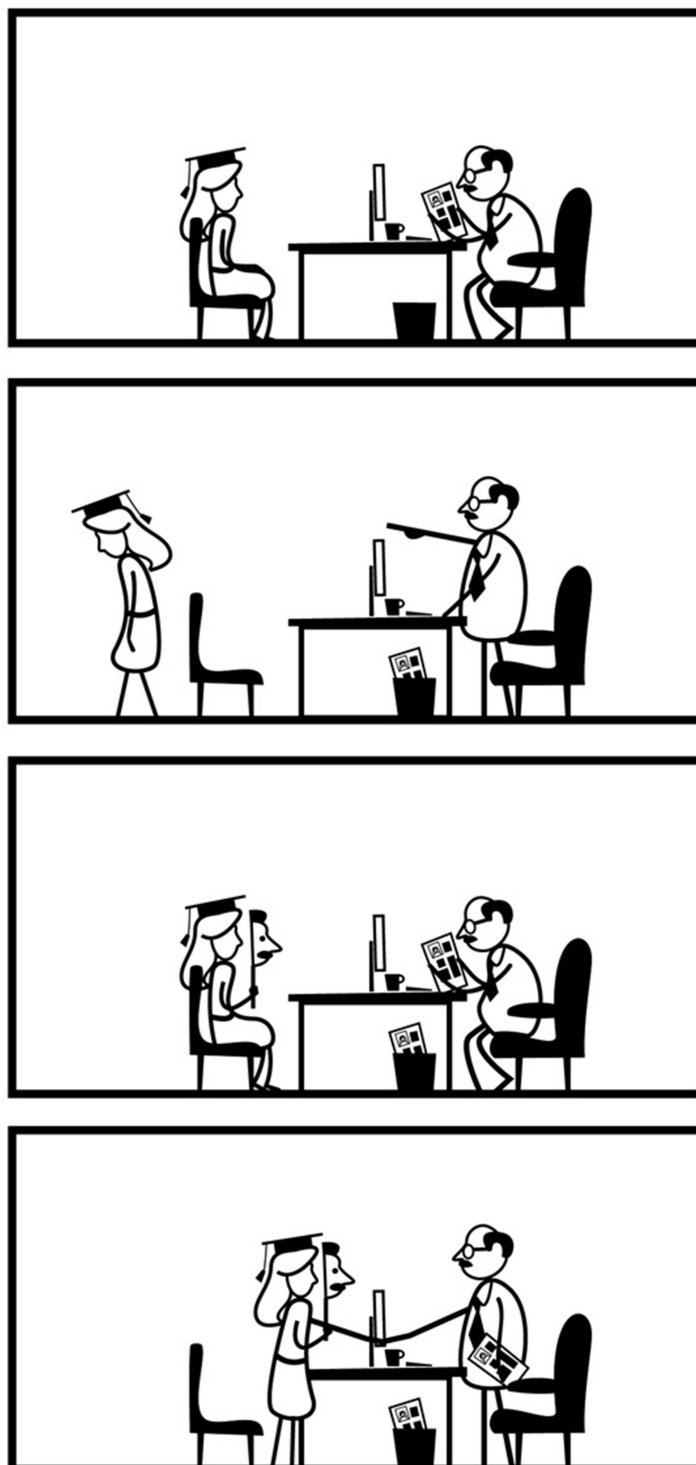
- Commissioner
- Deputy Commissioner
- Assistant Commissioner
- Chief Superintendent
- Superintendent
- Inspector
- Corps Sergeant Major
- Sergeant Major
- Staff Sergeant Major
- Staff Sergeant
- Sergeant
- Corporal
- Police Constable 1st Class (Gendarme)
- Police Constable 2nd Class (Gendarme)
- Police Constable 3rd Class (Gendarme)
- Police Constable 4th Class (Gendarme)
- Cadet

## Appendix E: Expressions of Gender Equality by Artists Aged 18-28 Years



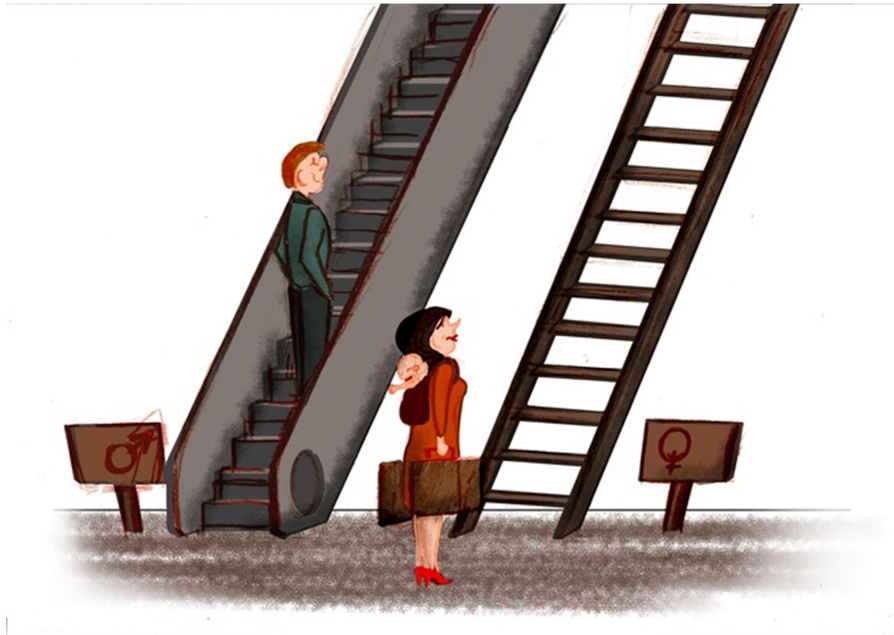
Created by Emilio Morales Ruiz, first-place winner (top) and by Mariola Stachnik, a semi-finalist (bottom) of the gender equality comic & cartoon competition held by UN Women, together with the European Commission, The Belgian Development Cooperation, and UNRIC, 2015.



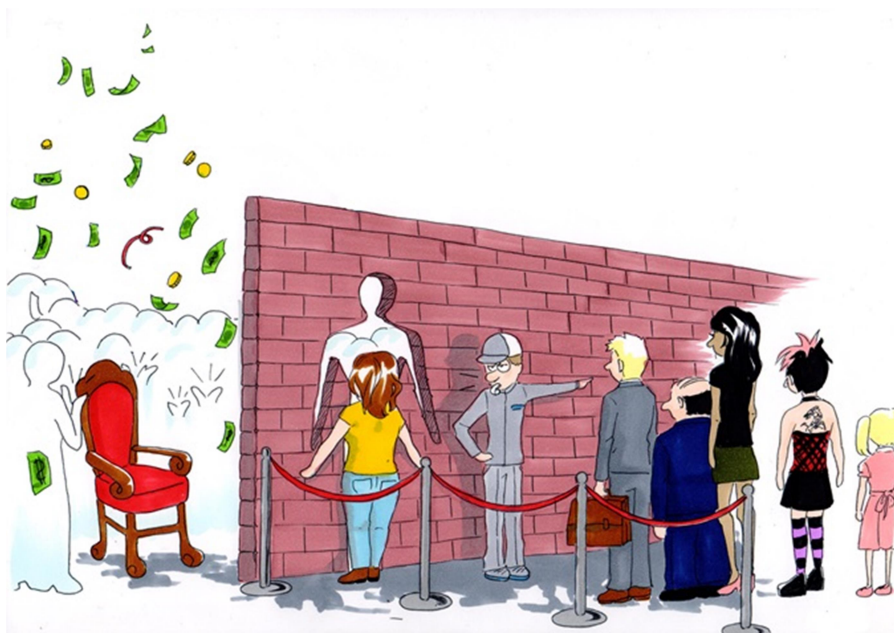


SA

Created by Samuel Akinfenwa Onwusa, a third-place winner of the gender equality comic & cartoon competition held by UN Women, together with the European Commission, The Belgian Development Cooperation, and UNRIC, 2015.



*Created by Agata Hop, a third-place winner (top) and by Olga Schikunov, a semi-finalist (bottom) of the gender equality comic & cartoon competition held by UN Women, together with the European Commission, The Belgian Development Cooperation, and UNRIC, 2015.*





*Created by Clara Mar Hernández López, a semi-finalist of the gender equality comic & cartoon competition held by UN Women, together with the European Commission, The Belgian Development Cooperation, and UNRIC, 2015.*

## Appendix F: Glossary of Key Gender Concepts

This glossary provides descriptions or definitions of a limited number of key gender concepts that are directly relevant to gender audits, arranged in alphabetical order. The glossary was also perused in training and review by the panel of researchers in the gender audit.

*Courtesy of the International Labour Office (ILO, Switzerland), which annexed the glossary in a public gender audit facilitator manual (2012).*

### **Affirmative (positive) action**

Affirmative action to counter sex discrimination comprises special – mostly temporary – measures to redress the effects of past or continuing discrimination in order to establish de facto equality of opportunity and treatment between men and women. Such measures are targeted at a particular group and are intended to eliminate and prevent discrimination and to offset disadvantages arising from existing attitudes, behaviour and structures based on stereotypes concerning the division of social roles between men and women.

The adoption of positive measures stems from the observation that the legal banning of discrimination has not proved sufficient in itself to create equity in the world of work.

Affirmative action in favour of women should not be considered as discriminatory against men in a transitional period.

Affirmative action for women may encompass a wide range of measures, including corrective action such as:

- Setting targets, goals or quotas for women's participation in activities or sectors, or at levels from which they have previously been excluded and in which they are still under-represented.
- Promoting women's access to wider opportunities in education, vocational training and employment in non-traditional sectors and at higher levels of responsibility.
- Placement, guidance and counselling services; adapting working conditions and adjusting work organization to suit the needs of workers with family responsibilities; or fostering greater sharing of occupational, family and social responsibilities between men and women.

### **Atypical work**

Atypical work (also known as non-standard work) covers a large and growing variety of forms of work and employment characterized by flexibility and reduced security. They include part-time work, casual and seasonal work, job sharing, fixed-term contracts, temporary agency work, home-based work, remote



working; self-employment, and the work of unpaid spouses or family members in small family-run enterprises. These forms of work differ from the norm historically regarded as “typical” or standard, namely full-time, socially secure employment of unlimited duration, with a single employer, performed at the employer’s workplace and with a guaranteed regular income. In fact, the proliferation of atypical work is such that it is becoming less and less possible to describe permanent, full-time jobs as the norm.

Much atypical work is informal and poorly, or not at all, covered by social security systems. However, the regulation of atypical work confronts a double challenge: the lack of regulation per se and the inability of traditional labour laws to extend effectively to atypical work.

Women’s massive incorporation into atypical work in the globalized economy has both positive and negative aspects. On the one hand, it has improved the social and economic status of a great many women through waged employment and has made it easier for them to combine work outside the home with housework and family responsibilities. On the other hand, the kinds of work available are often low-status, low-paid and with poor working conditions; the lack of regulation of atypical work militates against job security and social protection.

### **Basic/practical gender needs**

Basic/practical gender needs are those which arise from the actual conditions which women and men experience due to the gender roles assigned to them in society. They are often related to women as mothers, homemakers and providers of basic needs, and are concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care and employment.

For women and men in the lower socio-economic strata, these needs are often linked to survival strategies. Addressing them alone only perpetuates the factors that keep women in a disadvantaged position in their societies.

Practical needs rise out of the gender division of labour and women’s subordinate position in society. They do not challenge the existing power relations between women and men. They are merely a response to an immediate perceived necessity, identified within a specific context.

### **Care work**

Care work may be very broadly defined as the work of looking after the physical, psychological, emotional and developmental needs of one or more other people. Care recipients are generally identified as infants, school-age children, people who are ill, persons with a disability, and elderly people. Care providers typically include public and private health services, state/province regulated or public-sector social workers, public or private care-provider agencies, enterprises of employment, voluntary and community organizations, faith-based organizations or networks, and relatives and friends. It is done visibly, as formal employment in institutions, and invisibly and informally, in the home (one’s own or someone else’s).

It is sometimes remunerated and sometimes not. It varies widely in intensity and effort. All this makes it hard for politicians and statisticians to arrive at a clear and workable definition of care work.

It is now generally recognized that care work is real work, whatever the setting in which it is performed. However, this recognition is only very recent and was brought about under opposing pressures from orthodox economists and politicians seeking to reduce care's financial burden on the state on the one hand, and from feminists seeking to make care visible and countable on the other.

Women continue to be mainly responsible for the "care economy" as an extension, or an integral part, of domestic labour. Care work has low status and attracts low pay if performed as employment and none at all when performed as housework

Care work will inevitably become more important because of changes in demographic patterns and in the nature of the family, changes in the social and economic status of women, and changes in welfare states.

### **Childcare and family services and facilities**

Childcare and family care are broadly-based concepts covering the provision of public, private, individual or collective services to meet the needs of parents and children or members of the immediate family.

Making facilities available to enable workers to discharge their responsibilities in all areas of their lives is an important aspect of the promotion of equality of treatment between male and female workers with family responsibilities, and between such workers and other workers. All workers, irrespective of their sex, should have the possibility of combining paid employment with their responsibilities for children and other family members. Sufficient and adequate childcare and family services and facilities, including facilities for breastfeeding mothers, should be provided so that workers with family responsibilities can exercise their right to free choice of employment. These services and facilities should be flexible enough to meet the particular needs of children of different ages and of other family members requiring care.

The improvement of working and living conditions for workers with family responsibilities should be pursued by means of adequate social policies, including measures to be taken by the public authorities. The needs of workers who work unconventional hours and whose children cannot be accommodated in facilities keeping traditional hours should be taken into account.

As employers become more aware of their employees' needs in this respect, many employers, particularly in the developed countries, are voluntarily taking various kinds of action towards the provision of childcare services and facilities for their employees, including on-site or off-site childcare centres, private home day-care agencies, childcare subsidies paid to employees, and information referral services.

### **Collective bargaining and gender issues**

Collective bargaining can be an important way to promote gender equality. In most countries it is a principal means of determining terms and conditions of employment, including all aspects of gender

equality at work. Issues for collective bargaining are equal pay, overtime, hours of work, leave, maternity and family responsibilities, health and the working environment, and dignity at the workplace, which contain the potential for promoting gender equality in the workplace.

Women's access to career development, promotion and vocational training are also important issues that can be considered in collective bargaining. Not only do gender issues need to be addressed in collective bargaining, but traditional collective bargaining issues, referring to the terms and conditions of employment such as wages, hours of work, working conditions and grievance procedures should be reassessed from a gender perspective.

The subjects for negotiation depend on the social, economic and legal context, and on what women themselves choose as priorities. They might include (inter alia) affirmative action, flexible working hours, pay equity, childcare provision, or sexual harassment. However, gender issues are often not sufficiently dealt with in collective bargaining because women are underrepresented in trade union decision-making structures and negotiating teams.

Men also need certain types of protection with regard to their role in social reproduction.

Measures are also necessary to give both men and women the opportunity to share more family responsibilities (e.g., parental leave, flexible working hours and greater access to part-time work).

### **Declaration on Fundamental Principles and Rights at Work**

The fundamental principles and rights of employers and workers are derived from the ILO Constitution and the Declaration of Philadelphia. These principles and rights concern:

- Freedom of association and effective recognition of the right to collective bargaining;
- The elimination of forced or compulsory labour.
- The abolition of child labour.
- The elimination of discrimination with respect to employment and occupation.

The fundamental principles and rights are laid down in eight fundamental Conventions (which means that the member States that ratify them thereby commit themselves to putting their provisions into effect in both law and practice):

- Freedom of association and the right to collective bargaining.
- Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) and Right to Organise and Collective Bargaining Convention, 1949 (No. 98).
- Elimination of forced or compulsory labour: Forced Labour Convention, 1930 (No. 29) and Abolition of Forced Labour Convention, 1957 (No. 105).
- Abolition of child labour: Minimum Age Convention, 1973 (No. 138) and Worst Forms of Child Labour Convention, 1999 (No. 182).

- Elimination of discrimination in respect of employment and occupation: Equal Remuneration Convention, 1951 (No. 100) and Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

In 1998, the Declaration on Fundamental Principles and Rights at Work and its Follow-up was adopted by the International Labour Conference. The Declaration is a promotional instrument, intended to reaffirm the commitment of all ILO member States to the fundamental principles and rights to which all countries must adhere by the very fact of their membership of the Organization, even if they have not yet been able to ratify the corresponding Conventions.

### **Diversity in the workplace**

Diversity is broadly defined as “the range of values, attitudes, cultural perspectives, beliefs, ethnic background, sexual orientation, skills, knowledge and life experiences of the individuals making up any given group of people” (European Commission, 1998). However, this general definition crucially assumes that any group is made up of both males and females and omits gender differences. Diversity in the workplace refers to the differences between workers, such as sex/ gender, race/ethnicity, age, physical and mental ability, socio-economic class, language, religion, nationality, education, sexual orientation, family/marital status, HIV status, and so on. These differences may be visible or invisible, and they influence each person’s values, beliefs, attitudes, behaviour and life.

A diversity approach to the workforce is founded on the premise that harnessing these differences will create a productive environment in which everyone feels that they are valued and their talents and skills are being used optimally, and that this contributes to meeting the organization’s goals. A workforce that represents the diversity of a society in terms of gender and other attributes is more likely to understand and respond more effectively to the needs of its customer or client base in that society. Moreover, building and maintaining a diverse workforce with more than token representation of under-represented groups and equitable treatment of all can in itself embody the principles of equality and non-discrimination, helping to defuse prejudices and stereotypes and showing that a society free of discrimination is possible, effective and desirable.

### **Elder care**

As life expectancy rises and the world’s population ages, more and more workers in all regions are caring for elderly or disabled parents or relatives. Governments have come to realize that the growing number of elderly people requiring care represents a potentially huge financial burden on the State. The management of elder care and its division between the public and private spheres is the subject of an evolving debate.

In some industrialized countries, a variety of programmes have been established to assist working family members who are caring for elderly relatives. In other countries programmes are geared more to the

elderly themselves than to workers' needs for assistance with elder care, but the existence of such programmes can perhaps be considered a starting point for programmes directed more towards the needs of working carers.

### **Equal opportunity**

Equal opportunity means equal access to all economic, political and social participation and facing no barriers on the grounds of sex.

**Equal opportunity in the world of work** means having an equal chance to apply for a particular job, to be employed, to own or run an enterprise, to attend educational or training courses, to be eligible to attain certain qualifications, and to be considered as a worker or for a promotion in all occupations or positions, including those dominated by one sex or the other.

**Equal treatment in the world of work** refers to equal entitlements such as in pay, working conditions, employment security and social security.

### **Equal remuneration**

The principle of equal pay for work of equal value (as defined in ILO Convention No. 100 on Equal Remuneration) means that rates and types of remuneration should be based not on an employee's sex but on an objective evaluation of the work performed.

There are several major reasons for these differences in earnings. Jobs done by the majority of women are classified at lower levels. Differences arise in skills and qualifications, seniority, and sectors of employment. Women are highly concentrated in "flexible" work such as part-time, piece-rate or temporary work, which are poorly paid. Women work fewer overtime hours than men. Finally, discrimination with respect to pay, access to and promotion in employment is presumed to be an important factor in the gender pay gap.

The principle of equal pay for work of equal value can be implemented by some practical measures:

- Job classification systems and pay structures should be based on objective criteria, irrespective of the sex of the people who perform the job.
- Any reference to a particular sex should be eliminated in all remuneration criteria, and in collective agreements, pay and bonus systems, salary schedules, benefit schemes, medical coverage and other fringe benefits.
- Any remuneration system/structure that has the effect of grouping members of a particular sex in a specific job classification and salary level should be reviewed and adjusted to ensure that other workers are not performing work of equal value in a different job classification and salary level.

[Author's insertion: The concepts of *equality* and *equity* are often contrasted. They can be illustrated as follows:

## EQUALITY VERSUS EQUITY



In the first image, it is assumed that everyone will benefit from the same supports. They are being treated equally.



In the second image, individuals are given different supports to make it possible for them to have equal access to the game. They are being treated equitably.



In the third image, all three can see the game without any supports or accommodations because the cause of the inequity was addressed. The systemic barrier has been removed.



Where it is not possible or wise to remove specific systematic barriers (e.g., when OPS sworn members need physical strength for highly specific duties that are more easily attainable among males than females, or where a community member of a specific culture will not speak to a member of the opposite sex about a certain topic), a more viable solution may be to increase the support rather than remove the systematic barrier.

For example, sworn members can effectively work in teams of two where at least one of the two members must be male by virtue of gender availability in the OPS and the requirements of the job, and the other member may be of varied demographic characteristics.

The sources of bias in this project – the four primary variables outlined in Phase 1 of the project – originate in a wide range of social values and beliefs fundamental to democracy and are motivated largely by public concerns. Therefore the OPS strives to represent the diverse characteristics of the norm, i.e.,

the community it serves in its own membership, when recruiting members who are qualified for the job, fit for training, etc.

In the public discourse, bias may include offensive prejudicial attitude and subjectivity brought about by personal life circumstances. Bias as a scientific, empirical question relies on the evaluation of equality and equity. However, evaluation of data records against both these concepts can be impeded by a fallacious assumption, called an *egalitarian fallacy*. This fallacy could be an error in judgement or reasoning, or is an a-priori assumption that:

1. All demographic groups within a specific data source (e.g., Gender, Family status) have *equal* ability when a specific data record is evaluated. Under this assumption interpretations of differences in average scores pertaining to recruitment outcomes, job placement, access to training, etc. are made as that of systemic bias.
2. Different accommodations must be made equitably to address demographic groups that have *unequal* ability, is also an egalitarian fallacy – the other side of the same coin.

These opposite assumptions can be addressed by also considering other information such as variation within, specialization and accommodations when looking at average differences in demographic groups.  
*Close Author's Insertion]*

## **Feminism**

Feminism is a body of theory and social movement that questions gender inequality and seek to redress them at the personal, relational and societal levels.

## **Gender**

Gender refers to the socially constructed differences and relations between males and females. These vary widely among societies and cultures and change over time. The term “gender” is not interchangeable with the term “sex”, which refers exclusively to the biological differences between men and women, which are universal. Statistical data are disaggregated according to sex, whereas gender characterizes the differing roles, responsibilities, constraints, opportunities and needs of females and males in all areas and in any given social context.

Gender roles are learned behaviours in a given society, community or other social group. They condition which activities, tasks and responsibilities are perceived as appropriate to males and females respectively. Gender roles are affected by age, socio-economic class, race/ethnicity, religion, and the geographical, economic, political and cultural environment. Gender relations are also relations of power which affect who can access and control tangible and intangible resources.

Changes in gender roles often occur in response to changing economic, natural or political circumstances including development efforts or structural adjustment, or other nationally or internationally based forces. The gender roles within a given social context may be flexible or rigid, similar or different, and complementary or conflicting. Both women and men are involved to differing degrees and in different ways in reproductive, productive and community management activities and play roles within social and political groups. Their involvement in each activity reflects the gender division of labour in a particular place at a particular time. The gender division of labour must be reflected in gender analysis.

Gender relations have an effect on every aspect of employment, working conditions social protection, representation and voice at work; this is why gender is called a cross-cutting issue in the world of work. The disparity in any area between women and men in terms of their levels of participation, access to resources, rights, power and influence, remuneration or benefits is often called the gender gap. Of particular relevance to gender equality at work is the gender pay gap, the disparity between the average earnings of men and women; but gender gaps are also evident in access to employment, education and vocational training, and meaningful participation in representative social dialogue institutions.

### **Gender analysis and planning**

**Gender analysis** is a tool to diagnose the differences between women and men regarding their specific activities, conditions, needs, access to and control over resources, and their access to development benefits and decision-making. It studies the links between these and other factors in the larger social, economic, political and environmental context.

Gender analysis is the first step in gender-sensitive strategic and development planning. It entails:

- Collecting sex-disaggregated data and gender-sensitive information about the population being addressed.
- Identifying the sexual division of labour, and access to and control over resources and benefits by men and women respectively.
- Understanding girls', boys', women's and men's needs, constraints and opportunities.
- Identifying constraints and opportunities in the larger context.
- Reviewing the capacities of the relevant organizations to promote gender equality.

Gender analysis springs from the concept of “gender and development” (GAD), which itself emerged in the 1980s as a response to criticisms of the “**women in development**” (WID) approach, began in the early 1970s as researchers started to analyse the sexual division of labour and the specific impact of development on women. The WID approach advocated integrating women into ongoing development strategies, focusing on the disadvantaged position of women and the elimination of discrimination against them. The GAD approach, by contrast, focuses not solely on women but on the social differences and unequal relations between men and women. It emphasizes the contribution of both women and men to shaping gender-equitable development.



**Women's empowerment** is a concept often used in gender analysis and planning. It generally refers to the idea that the redistribution of unequal power relations between men and women can be advanced by women increasing their self-reliance and internal strength through a process of awareness and capacity building leading to greater participation, greater decision-making power and control, and ultimately to transformative action. Women's economic empowerment means transcending the low-paid and part-time work which often merely serve to reinforce existing gender inequalities. More broadly, meaningful participation in formal decision-making structures (such as governments, employers' organizations and trade unions) is seen as a key aspect of women's empowerment (OECD, 1998). A "**masculinities**" focus is also a useful way of looking at changing gender relations by looking at the roles of men and boys. Among other things, it can help increase awareness and acceptance of caring roles for men.

**Gender planning** may be broadly defined as planning that integrates gender equality and women's empowerment considerations at all stages into the design, implementation, monitoring and evaluation of a programme or project, including the setting of goals and objectives, the definition of strategies and indicators, the selection of methodologies and tools for integrating a gender perspective, gender-related activities and the allocation of resources to carry them out.

Several gender planning approaches and frameworks have been developed, of which the Harvard and Moser frameworks are among the most widely used.

### **Gender and organizational change**

This refers to the fact that organizations are some of the main perpetrators of unequal gender relations. If gender relations in society are to change, organizations should promote gender-sensitive policies and programmes, and ensure gender balance in their structures.

### **Gender aware/ sensitive policies**

Recognize that within a society, actors are women and men, that they are constrained in different and often unequal ways, and that they may consequently have differing and sometimes conflicting needs, interests and priorities.

### **Gender-blind**

Research, analysis, policies, advocacy materials, project and programme design and implementation that do not explicitly recognize existing gender differences that concern both productive and reproductive roles of men and women. Gender-blind policies do not distinguish between the sexes. Assumptions incorporate biases in favour of existing gender relations and so tend to exclude women.

## **Gender Budgeting**

Gender budgeting is the application of gender mainstreaming in the budgetary process. It means incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

Gender budgeting examines how budgetary allocations affect the social and economic opportunities of men and women. Reallocations in revenue and expenditure and restructuring of the budgetary process may be necessary in order to promote gender equality.

## **Gender division of labour**

The division of labour between women and men depends on the socio-economic and cultural context, and can be analyzed by differentiating between productive and reproductive tasks as well as community-based activities: who does what, when, how, for how long, etc.

Women's activities are often unpaid or take place in the informal sector not covered by labour legislation. As a result, women's work is also often excluded from national employment and income statistics. These tasks need to be revisited from a gender perspective, so that productive and reproductive functions in the home, the community or at the workplace can be shared fairly between women and men as far as possible.

## **Gender equality**

Gender equality refers to the enjoyment of equal rights, opportunities and treatment by men and women and by boys and girls in all spheres of life. It asserts that people's rights, responsibilities, social status and access to resources do not depend on whether they are born male or female. It does not mean, however, that men and women are the same or must become the same, or that all labour market measures must arrive at the same results. Gender equality implies that all men and women are free to develop their personal abilities and make life choices without the limitations set by stereotypes or prejudices about gender roles or the characteristics of men and women.

In the context of decent work, gender equality embraces equality of opportunity and treatment, equality of remuneration and access to safe and healthy working environments, equality in association and collective bargaining, equality in obtaining meaningful career development, maternity protection, and a balance between work and home life that is fair to both men and women. The ILO understands gender equality as a matter of human rights, social justice and sustainable development.

## **Gender equality in the world of work**

Gender equality in the world of work, within the ILO Decent Work Agenda, refers to:

- Equality of opportunity and treatment in employment.

- Equality in association and collective bargaining.
- Equality in obtaining a meaningful career development.
- A balance between work and home life that is fair to both men and women.
- Equal participation in decision-making, including in the constitutive ILO organs.
- Equal remuneration for work of equal value.
- Equal access to safe and healthy working environments and to social security.

### **Gender equity**

Gender equity means fairness of treatment for women and men, according to their respective needs and interests. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities.

Equitable access to education, irrespective of whether the child is a boy or a girl, would be an example. In some developing countries, although primary education is compulsory and free, girls are not sent to school because in certain hours of the day they have household responsibilities. Therefore, flexibility of hours in school would ensure fairness of treatment.

### **Gender Gap**

The gender gap is the difference in any area between women and men in terms of their levels of participation, access to resources, rights, power and influence, remuneration and benefits. Of particular relevance related to women's work is the "gender pay gap", describing the difference between the average earnings of men and women.

### **Gender mainstreaming**

Although the concept of gender mainstreaming had been in existence for some years, the adoption of gender mainstreaming as the main global strategy for promoting gender equality was clearly established in 1995 at the Fourth World Conference on Women in Beijing. Gender mainstreaming is defined as:

*the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. (ECOSOC, 1997).*

Gender mainstreaming is not a goal in itself, but a means to achieve gender equality. Gender mainstreaming and special interventions to promote equality between women and men are complementary strategies. Special interventions to promote gender equality can target either women

alone, both women and men, or men alone. There is no conflict between the two strategies; on the contrary, targeted interventions are seen as essential for mainstreaming.

Using a mainstreaming strategy based on gender analysis implies, in particular:

- Awareness-raising and capacity-building activities.
- At the planning, taking into account implementation, monitoring and evaluation stages, the effects of policies and programmes on women and men.
- Adequate allocation of human and financial resources.
- Active participation of both women and men in decision-making in all areas and at all levels.
- Adequate monitoring tools and mechanisms to enable ongoing assessment of how and to what extent gender is being effectively mainstreamed.

### **Gender-neutral policies**

Gender-neutral policies use the knowledge of gender differences in a given context to overcome biases in delivery, to ensure that they target and benefit both genders effectively in terms of their practical gender needs. Moreover, they work within the existing gender division of resources and responsibilities

Policies that appear gender-neutral may on closer investigation turn out to affect women and men differently. Why? Because we find substantial differences in the lives of women and men in most policy fields; differences which may cause apparently neutral policies to impact differently on women and men and reinforce existing inequalities. Policies that are directed at, or have clear implications for, target groups/population groups are, consequently, to a larger or lesser degree gender relevant.

Sometimes efforts to be gender-sensitive employ the use of gender-neutral language in order to counteract sexist terminology, as for example masculine terms for professions and trades or the constant use of masculine pronouns. However, if care is not taken, sexist language may be eliminated, but gender variables will remain masked, making it more difficult to address underlying gender inequalities.

### **Gender roles**

Gender roles are learned behaviour in a given society, community or social group in which people are conditioned to perceive activities, tasks and responsibilities as male or female. These perceptions are affected by age, class, caste, race, ethnicity, culture, religion or other ideologies, and by the geographical, economic and political environment.

**Productive role** refers to income generating work undertaken by either men or women to produce goods and services, as well as the processing of primary products that generates an income.

**Reproductive role** refers to childbearing and the different activities carried out in what is called today the “care economy”; namely, the many hours spent caring for the household members and the community, for

fuel and water collection, food preparation, child care, education and health care, and care for the elderly, which for the most part remain unpaid.

Analysis of the gender division of labour has revealed that women typically take three types of roles in terms of the paid and unpaid labour they undertake (**women's triple role**). These roles can be described as: the productive role (refers to market production and home/subsistence production undertaken by women which generates an income); the reproductive role (refers to "care economy" activities); and the community management role (refers to activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role).

Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts, structural adjustment, or other nationally- or internationally-based forces.

The gender roles of men and women within a given social context may be flexible or rigid, similar or different, and complementary or conflicting. Both women and men play multiple roles – productive, reproductive and community management – in society.

Usually perceived as breadwinners, men are able to devote more time to a single productive role, and play their multiple roles one at a time. In contrast to men, women are often seen as secondary wage earners. They must play their roles simultaneously and balance competing claims on their limited time. Women's work time and flexibility are therefore much more constrained than has been the case for men. Since men and women have historically played different roles in society, they often face very different cultural, institutional, physical and economic constraints, many of which are rooted in systematic biases and discrimination.

### **Gender-sensitive indicators**

Are designed to measure benefits to women and men and capture quantitative and qualitative aspects of change.

Gender-sensitive indicators are indicators disaggregated by sex, age and socio-economic background. They are designed to demonstrate changes in relations between women and men in a given society over a period of time. The indicators comprise a tool to assess the progress of a particular development intervention towards achieving gender equality. Sex-disaggregated data demonstrates whether both rural women and men are included in the programme or project as agents/project staff, and as beneficiaries at all levels. The approach allows for effective monitoring and evaluation.

Quantitative gender-sensitive indicators refer to the numbers and percentages of women and men involved in or affected by any particular activity. They draw on the sex-disaggregated data systems and records. They measure impact or effectiveness of activities in addressing practical gender needs, increasing gender equality of opportunity, influence or benefit and in developing gender-sensitive organizational culture.

Qualitative gender-sensitive indicators seek to measure quality of perceptions and experiences through specific techniques and participatory methods such as focus group discussions and case studies.

Examples of gender-sensitive indicators are:

**Quantitative:**

- Participation of all stakeholders in project identification and design meetings (attendance and level of participation/contribution by sex, age, and socio-economic background).
- Degree of rural women and men's inputs into project activities, in terms of labour, tools, money, etc.
- Benefits (e.g., increased employment, crop yields, etc.) going to women and men, by socioeconomic background and age.

**Qualitative:**

- Level of participation as perceived by stakeholders through the different stages of the project cycle (by sex, age, and socio-economic background).
- Degree of participation of an adequate number of women in important decision-making (adequacy to be mutually agreed by all stakeholders) – to be measured through stakeholder responses and by qualitative analysis of the impact of different decisions.

**Gender-specific policies**

These use the knowledge of gender differences in a given context to respond to the practical gender needs of a specific gender working with the existing division of resources and responsibilities.

**Glass ceiling**

Invisible and artificial barriers that militate against women's access to top decision-making and managerial positions, arising chiefly from a persistent masculine bias in organizational culture, are popularly known as the "glass ceiling". Although a few women have made it to the very top in the world of work, this phenomenon is still very prevalent in all but a handful of countries despite women's increased levels of qualifications, employability and work performance.

The existence of the glass ceiling is a prime example of discrimination against women at work through vertical segregation by sex. It exists because women's career paths tend to be more circuitous and interrupted than those of men which are typically linear. Women workers still bear more of the main burden of family responsibilities than men and so have less time for the "extracurricular" formal and informal networking essential for advancement in enterprises.

Clearly, eliminating sex discrimination by law will naturally weaken the glass ceiling.

The metaphor of the glass ceiling has been extended to apply to other areas of vertical and horizontal occupational segregation, such as "glass walls" (concentration of women in certain sectors, women

unable to jump the gap between secretarial/administrative and managerial functions regardless of their educational attainments or experience) and the “sticky floor” (women trapped in the lowest-paid jobs or on the bottom rungs of their occupation and unable to rise above the poverty line).

### **Harassment and pressure**

Harassment and pressure (also known as bullying or mobbing) at the workplace can occur as various offensive behaviours. It is characterized by persistently negative attacks of a physical or psychological nature, which are typically unpredictable, irrational and unfair, on an individual or group of employees. Sexual harassment is a particular form of harassment. Electronic surveillance of workers also has the potential to constitute harassment in some circumstances. No worker, female or male, should be subjected to harassment or pressure in any term or condition of employment, or to any emotional abuse, persecution or victimization at work. In particular, there should be no sexual harassment. Work assignments should be distributed equally and based on objective criteria. The job performances of all employees should be evaluated objectively.

Employees should not encounter obstacles in the performance of their job functions and should not be required to perform additional work duties or assignments on the basis of their sex. Victims of harassment and pressure should be protected from retaliatory or disciplinary action by adequate preventive measures and means of redress.

There is growing awareness that harassment and pressure at the workplace is not merely an individual human problem but is rooted in the wider social, economic, organizational and cultural context, which includes pervasive inequalities in gender relations. As research indicates, the effects of harassment are also a costly burden for the worker, the enterprise and the community. Harassment should therefore be addressed by adequate measures.

### **Masculinities**

The term “masculinities” refers to patterns of conduct linked to men’s place in a given set of gender roles and relations. The plural is used because patterns of masculinity vary over time, place and culture. Research based on a gender analysis of men and masculinities which recognizes that unequal gender power relations can also oppress men and boys is a growing field of study to which the ILO has made some specific contributions, notably as regards HIV/AIDS.

### **Maternity protection**

Maternity protection for employed women is an essential element in equality of opportunity. It seeks to enable women to combine their reproductive and productive roles successfully, and to prevent unequal treatment in employment due to women’s reproductive role.

The elements of maternity protection covered by the most recent standards concerned with maternity protection, Convention No. 183 and Recommendation No. 191 (2000), are:

- Maternity leave – the mother's right to a period of rest in relation to childbirth.
- Cash and medical benefits – the right to cash benefits during absence for maternity.
- Protection of the health of mother and child during pregnancy, childbirth and breastfeeding.
- The mother's right to breastfeed a child after her return to work.
- Employment protection and non-discrimination – guaranteeing the woman employment security and the right to return to the same job or an equivalent one with the same pay.

Historically, maternity protection has always been a central concern of the ILO.

### **Occupational segregation**

Occupational segregation by sex occurs when women and men are concentrated in different types and at different levels of activity and employment. Worldwide, labour markets are segregated to a surprisingly large extent: some 60% of non-agricultural workers in the world are in an occupation where at least 80% of the workers are either women or men. Women tend to be confined to a different range of occupations than men are (horizontal segregation) and to lower job grades (vertical segregation). In the 1980s and 1990s, the range of occupations in which women were employed expanded in many countries – especially some OECD countries and some small developing countries where occupational segregation was high – but narrowed in others, particularly in transitional economies. In some countries, legislation sets limitations on the kind of work women can do, and this has generally been based on the idea that women's reproductive function must not be put at risk – an idea that is by now on the whole out-dated with a few exceptions.

The causes of occupational segregation are usually to be found in practices based on entrenched stereotypes and prejudices concerning the roles of women and men in society, including indirect discrimination found in education systems. Occupational segregation is an expression of inequality, as it implies differentials in power, skills, income and opportunities.

Even though women are now fast entering the technical occupations and ICT work in greater numbers in some regions of the world, they are still present in fewer occupations than men, and are under-represented at senior management level almost everywhere. They are in the majority in agriculture and services. Women predominate at lower levels in education, health and social services –all occupations related to caring – whereas men predominate in occupations assumed to require physical strength, such as construction and mining, or physical or psychological aggressiveness, such as high finance, politics or the military.



## **Sex**

Sex refers to the biological differences between men and women that are universal and usually determined at birth. For example, only women can give birth; only men can determine the sex of their child.

Sex as a noun has been defined as a biological category, in contrast to the social category of gender. Sex refers to the physical characteristics of the body, while gender concerns socially learned forms of behaviour. Sex and gender division are not the same.

## **Sex-disaggregated data**

Collection and use of quantitative and qualitative data by sex (i.e., not gender) is critical as a basis for gender-sensitive research, analysis, strategic planning, implementation, monitoring and evaluation of programmes and projects.

The use of these data reveals and clarifies gender-related issues in areas such as access to and control over resources, division of labour, violence, mobility and decision-making.

## **Sex discrimination**

This refers to differential treatment of men and women – in employment, education and access to resources and benefits, etc. – on the basis of their sex. Discrimination may be direct or indirect.

**Direct sex discrimination** exists when unequal treatment between women and men stems directly from laws, rules or practices making an explicit difference between women and men (e.g., laws which do not allow women to sign contracts).

**Indirect discrimination** is when rules and practices that appear gender neutral in practice lead to disadvantages primarily suffered by persons of one sex. Requirements which are irrelevant for a job and which typically only men can meet, such as certain height and weight levels, constitute indirect discrimination. The intention to discriminate is not required.

Discrimination is defined in ILO Convention 111 (1958) as any distinction, exclusion or preference based on race, colour, sex, religion, political opinion, national extraction or social origins which nullifies or impairs equality of opportunities or treatment in employment or occupation. In most countries, the law prohibits discrimination based on sex. In practice, however, women in both developing and industrialized countries continue to encounter discrimination in one form or another in their working lives.

While cases of direct and de jure sex discrimination have declined, indirect and de facto discrimination continue to exist or have emerged. To identify discrimination based on sex, it is advisable to look not only at an intent or purpose reflected in rules or action, but also at the actual effect generated.

### **Sexual orientation**

Sexual orientation may be very broadly defined as a preference for sexual partners of either the same or the opposite sex, or for both sexes. It is one of the more recently recognized bases for discrimination and several terms exist, including LGBTQI, which is an acronym referring to “Lesbian, Gay, Bisexual, Transgender, Queer and Intersex” persons. Most often this acronym is used in the form of “LGBT”. “Gender Identity” is another term used in the context of sexual orientation. This term refers to the psychological sense of being male or female.

The prohibition of all discrimination based on sexual orientation should include male and female homosexuals, bisexuals and heterosexuals, as well as transsexuals, transgendered persons and transvestites. Discrimination on the grounds of sexual orientation is likely to form an element in multiple or composite discrimination, insofar as someone who is homosexual or transgendered is more likely to be vulnerable to sex discrimination as well. Bullying and harassment of people whose sexual orientation is viewed stereotypically as “abnormal” is also a common feature of discrimination.

Sexual orientation is not a criterion provided for specifically in Convention No. 111, but it is implicitly covered by Article 1.1 (b), which allows for member States to extend the prohibited grounds for discrimination as they emerge. Some States have determined that the criterion of sex includes sexual orientation.

Several countries have identified sexual orientation as a basis for discrimination. Some national and state constitutions expressly prohibit discrimination on the grounds of sexual orientation, and numerous others have addressed it in legislation in a variety of ways.

### **Strategic gender needs**

These needs are required to overcome the subordinate position of women to men in society, and relate to the empowerment of women. They vary according to the particular social, economic and political context in which they are formulated.

Usually, they concern equality issues such as enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work and domestic violence, and freedom of choice over childbearing. Addressing them entails a slow transformation towards gender equality.

Strategic gender needs vary in each context and are related to gender divisions of labour, resources and power and may include legal rights, protection from domestic violence, equal wages, increased decision-

making, and women's control over their own bodies. Meeting strategic gender needs assists women to increase their control over their personal life and in society, thereby changing existing roles and addressing their subordinate position.

### **Violence at work, gender-based**

Discrimination at work may be compounded by physical or psychological violence which may be gender-based. The clearest illustration of this is sexual harassment; but harassment accompanied by violence or the threat of violence need not be sexual in intent. There is a close connection between violence at work and precarious work, gender, youth, and certain high-risk occupational sectors. A young woman with a precarious job in the hotel industry or in domestic work, for instance, is much more likely to be exposed to the risk of sexual harassment than a mature male office worker with a permanent job.

National and international legislation against workplace violence and gender-based violence exists, but preventive action is essential to create and sustain a violence-free working environment where women workers can feel as physically and psychologically as safe as their male colleagues.

Gender-based violence is a very complex issue, rooted in gendered power relations in the economy, the labour market, the employment relationship, organizational culture and cultural factors.

Workplace measures to combat gender-based violence may include:

- Regulations and disciplinary measures.
- Policy interventions against violence.
- Disseminating information about positive examples of innovative legislation, guidance and practice.
- Workplace designs that may reduce risks.
- Collective agreements.
- Awareness raising and training for managers, workers and government officials dealing with or exposed to violence at work.
- Designing and putting in place procedures to improve the reporting of violent incidents in conditions of safety and confidentiality.

### **Women in Development Approach (WID)**

WID is an approach that was developed in the early 1970s that recognizes women as direct actors of social, political, cultural and working life and is focused on the division of labour based on sex.

The philosophy underlying this approach is that women are lagging behind in society and that taking remedial measures within the existing structures can bridge the gap between men and women. Criticism to the WID approach emerged later, stating that women's issues tended to be increasingly relegated to marginalized programmes and isolated projects. Gradually WID thinking was replaced by the GAD approach (see Gender analysis on planning).

### **Women's empowerment**

The process by which women become aware of sex-based unequal power relationships and acquire a greater voice in which to speak out against the inequality found in the home, workplace and community.

It involves women taking control over their lives: setting own agendas, gaining skills, solving problems and developing self-reliance.

Women's empowerment perspective, within the ILO context, is to promote the equal position of women in the world of work, and to further that aim at one or more levels by:

- Promoting capacity building of women to enable them to participate equally in all societal activities and decision-making at all levels.
- Promoting equal access to and control over resources and the benefits of productive, reproductive and community activities by affirmative action for women.
- Working to achieve equality and safe and respectful working conditions.
- Promoting and strengthening the capacity of women's/development organizations to act in favour of women's empowerment and gender equality.
- Promoting changes in the socio-economic conditions in society that often subordinate women to men such as laws, educational systems, political participation, violence against women and women's human rights.
- Making men aware of the significance of gender equality.

### **Work-family balance**

Motherhood and the gendered division of labour that places primary responsibility for maintaining the home and family on women are important determinants of gender-based inequalities between the sexes and of inequalities among women. Conflict between these family responsibilities and the demands of work contributes significantly to women's disadvantage in the labour market and the sluggish progress towards equal opportunity and treatment for men and women in employment. While women are forced, or choose, to accept poorly-paid, insecure, part-time, home-based or informal work in order to combine their family responsibilities with their paid employment, difficulties in reconciling the demands of work and family contribute to men's disadvantage in the family and limit their ability to be involved in family matters. Workplace schedules that do not take into account workers' family responsibilities can constitute indirect discrimination in that they force such workers to "under-perform" in terms of participation in workplace activities and thus potentially damage their career development prospects. In particular, women's career advancement may suffer when they take a "career break" longer than the statutory maternity leave for the purposes of family care or take up parental leave provisions immediately after maternity leave.

However, there has recently been an increasing recognition of the importance of devising measures to help reconcile workers' family responsibilities with their work – a key strategy to facilitate women's greater participation in decent work. As clearer links have been established between the achievement of equality between women and men at home and at the workplace, the issue of harmonizing employment and family commitments for both women and men has emerged as an important labour and social policy theme in a growing number of countries.

### **Work-life balance**

The term “work–life balance” refers not only to caring for dependent relatives, but also to “extracurricular” responsibilities or important life priorities. Work arrangements should be sufficiently flexible to enable workers of both sexes to undertake lifelong learning activities and further professional and personal development, not necessarily directly related to the worker's job.

However, for the purposes of the Convention and States' obligations in this rather vague area, the balance between work and family life is central to the principle and objectives of promoting equal opportunity. Issues related to the improvement of career opportunities, lifelong learning and other personal and professional development activities are considered to be secondary to the objective of promoting the more equal sharing between men and women of responsibilities in the family and household as well as in the workplace.