

Reports of the Auditor General of Canada
to the Parliament of Canada

Inclusion in the Workplace for Racialized Employees

Report 5



**Independent Auditor's
Report | 2023**



Office of the
Auditor General
of Canada

Bureau du
vérificateur général
du Canada

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At a Glance



Overall message

Many initiatives have been undertaken in the public service over decades to address known barriers and inequities in the workplace. None of these resulted in the full removal of barriers and in the achievement of equity. In the past 5 years, several have taken place, including the January 2021 Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, which called upon public service leaders to combat all forms of racism, discrimination, and other barriers to inclusion in the workplace. The accountability rests with senior leaders to guide federal organizations to identify and address the barriers and conditions of disadvantage that racialized employees and other designated groups report experiencing in the public service.

To assess progress made to foster an inclusive organizational culture in the federal public service, we selected 6 organizations responsible in whole or in part for providing safety, the administration of justice, or policing services in Canada. Together, they employ about 21% of workers in the federal core public administration.

We found that while all organizations we examined had established equity, diversity, and inclusion action plans, there was no measurement of or comprehensive reporting on progress against outcomes for racialized employees in each organization. As a result, the 6 organizations did not know whether their actions had made or would make a difference in the work lives of racialized employees.

Practices for gathering and analyzing disaggregated data were also mixed across the 6 organizations. None examined performance rating distribution or tenure rates for racialized employees, and only some examined survey results and representation, promotion, and retention data at disaggregated levels. These differing approaches make it difficult to track and report on results for racialized employees or progress in inclusion across these federal workplaces.

Not using data to understand the lived experiences of racialized employees in the workplace means that organizations and the public service as a whole are missing opportunities to identify and implement changes that could yield improved employment experiences for racialized employees. For example, we found that the 6 organizations we examined did not analyze complaint data to inform how they handled complaints of racist behaviours and related power imbalances despite racialized employees' concerns about the existing processes. As well, organizations were not always using performance agreements for executives, managers, and supervisors to set expectations for desired behaviours to foster inclusion and create accountability for change. To the racialized employees who volunteered to be interviewed for this audit, these gaps were viewed as a lack of true commitment to equity, diversity, and inclusion and left them with the impression that meaningful change was not being achieved.

The 6 organizations we examined had continued to focus on meeting workforce representation goals, including aligning the composition of their workforce with that of Canadian society. While this established approach is an important first step, it is not enough to fuel a sustained shift in organizational culture. Employment equity legislation in Canada has existed since the 1980s, so it alone is not enough to achieve the meaningful change to a workplace that is not only diverse but truly inclusive.

Key facts and findings



- As of 2022, 1 in 5 employees of Canada's core public administration identified as a member of a visible minority.
- In all 6 organizations, a higher percentage of visible minority respondents than non-visible minority respondents indicated in the Public Service Employee Survey (2018–2020) that they were a victim of discrimination on the job.
- The 6 organizations were not making sufficient use of available data to identify barriers faced by their racialized staff or inform equity and inclusion strategies and complaint mechanisms.
- At the manager level, accountability for behavioural and cultural change throughout the different organizations was limited and not effectively measured.

See **Recommendations and Responses** at the end of this report.

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Introduction

Background

Federal commitments to improve equity

5.1 Canada's population is increasingly racialized. In 2000, Statistics Canada reported that 1 in 8 persons identified as racialized. In 2021, it was 1 in 4. As of 2022, Canada's core public administration comprised 69 departments and agencies with a total of 236,000 employees, of which approximately 1 in 5 identified as a **member of a visible minority**.¹

5.2 With the understanding that equality ought to be reflected within the public service workplace, in 1986, Parliament enacted the *Employment Equity Act*. This act was amended in 1995 and fully repealed when the current act came into force in 1996. The act, under review at the time of this audit, is designed to achieve equality in the workplace by correcting underrepresentation of the 4 **designated groups**,² including members of visible minorities.

5.3 Every employer under the act is required to implement policies and practices and make reasonable accommodations to correct disadvantages that designated groups face in employment so that they achieve representation at levels similar to those in relevant segments of the broader Canadian workforce.

5.4 The *Employment Equity Act* requires federally regulated private sector employers and portions of the federal public sector to

- analyze their human resources systems, policies, and practices
- identify barriers or conditions of disadvantage in employment
- develop and implement a plan to remove these barriers and correct underrepresentation
- be held accountable for results

The act prescribes reporting on representation, and this data is based on voluntary self-identification, meaning that public servants can choose whether or not to self-identify; it is not mandatory.

¹ **Members of visible minorities**—Persons defined by the *Employment Equity Act* as “other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.” For the purposes of this report, we use the term racialized, unless citing the act or data for members of visible minorities.

² **Designated groups**—The 4 groups of individuals identified under the *Employment Equity Act* for whom the legislation is meant to affect. They are women, Aboriginal peoples, persons with disabilities, and members of visible minorities.

5.5 Within the federal public service, various government-wide task forces have been struck over the years, including in 2000 and again in 2016, to address gaps in representation of visible minorities and other designated groups. In June 2020, the Prime Minister characterized **systemic racism**³ as an issue across the country and called upon the government to work at eradicating it.

5.6 In January 2021, the Clerk of the Privy Council and Secretary to the Cabinet issued a Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service saying, “the time to act is now.” The Clerk called upon public service leaders to combat all forms of **racism**,⁴ discrimination, and other barriers to inclusion in the workplace. In turn, deputy heads were expected to respond transparently by outlining actions taken in their organizations and the early impacts of these efforts.

5.7 Barriers, or conditions of disadvantage, take different forms. They can be overt or subtle, and can include everyday racism, denial or dismissal of harm and hardship resulting in different treatment, stalled opportunities for advancement when compared with non-racialized colleagues, and underrepresentation at decision-making tables. Everyday racism refers to day-to-day acts of interpersonal racism experienced by racialized people in workplaces and other environments.

5.8 Experiences of racism in the workplace negatively impact the workplace experience for racialized employees and cause harm, bringing with it the cost to employees’ mental and physical health. In Canada, the financial impacts and costs of mental health problems can be significant. In 2020, the Centre for Addiction and Mental Health, a World Health Organization collaborating centre, estimated the economic burden of mental illness to be approximately \$51 billion each year, with \$6.3 billion resulting from lost productivity.

3 **Systemic racism**—The discriminatory treatment of certain groups of people based on their race or ethnicity, caused and maintained by the apparently neutral practices, policies, procedures, and cultures of organizations and government structures. This system of inequality grants privileges, whether intentionally or not, to people from the dominant group and undermines the rights of people from racialized groups.

Source: Adapted from the Guide on Equity, Diversity and Inclusion Terminology, Government of Canada

4 **Racism**—Prejudice, hostility, discrimination, and even violence, whether conscious or not, against persons of a specific race or ethnic group. Racism, whether subtle or overt, can be manifested through individual actions or systemic or institutional practices. The intention behind the actions or practices does not diminish the impact.

Source: Adapted from the Guide on Equity, Diversity and Inclusion Terminology, Government of Canada

Roles and responsibilities

5.9 Six federal organizations that have responsibilities related to the delivery of front-line services in Canada, providing safety, the administration of justice, or policing, are the focus of this audit. Together, they comprise approximately 21% of employees in the federal core public administration:

- **Canada Border Services Agency.** This agency provides integrated border services that support national security and public safety priorities and facilitates the free flow of persons and goods that meet all legislated requirements.
- **Correctional Service Canada.** This agency administers sentences of a term of 2 years or more, as imposed by the courts. It manages institutions of various security levels and supervises offenders under conditional release in the community.
- **Department of Justice Canada.** This department provides legal advisory, litigation, and legislative drafting services to the Government of Canada and federal government departments and agencies. The department develops policies, programs, and services as they relate to the administration of justice under the federal jurisdiction. The department also supports the Minister of Justice in advising the Cabinet on all legal matters. In addition, the Minister of Justice is responsible for a number of independent organizations, including the Canadian Human Rights Commission and the Canadian Human Rights Tribunal.
- **Public Prosecution Service of Canada.** This organization prosecutes federal offences and provides legal advice and assistance to law enforcement as a national, independent, and accountable prosecuting authority.
- **Public Safety Canada.** This department plays a leading role in the development, coordination, and implementation of policies and programs related to community safety, law enforcement, national security, emergency management, crime prevention, and other security and safety initiatives.
- **Royal Canadian Mounted Police (RCMP).** The RCMP contributes to the safety and security of Canadians by tackling crime at the municipal, provincial or territorial, federal, and international levels, including preventing and investigating crime, maintaining peace and order, enforcing laws, and providing vital operational support services to other police and law enforcement agencies.

5.10 The deputy heads of the 6 organizations are responsible and accountable for human resources management within their organizations. As the administrative arm of the Treasury Board, the Treasury Board of Canada Secretariat supports federal deputy heads and their departments and agencies in implementing government priorities and meeting citizens' expectations of government. The Office of the Chief Human Resources Officer within the secretariat develops policy and provides strategic direction for managing people in the federal public service, including in employment equity, diversity, and inclusion.

Focus of the audit

5.11 This audit focused on whether actions and progress made in 6 organizations from 1 January 2018 to 31 December 2022 fostered an inclusive organizational culture and corrected the conditions of disadvantage in employment experienced by racialized employees.

5.12 The focus of this audit was on racialized employees and the actions taken by selected organizations to correct conditions of disadvantage in employment. However, the recommendations are expected to also benefit other employment equity groups. For example, the 2017 Many Voices One Mind: A Pathway to Reconciliation action plan initiated an all-of-government effort to reduce and remove barriers to federal public service employment encountered by Indigenous peoples.

5.13 This audit is important because the 6 organizations we audited have a responsibility to provide a work environment that is safe, respectful, inclusive, and free of racism. A representative and inclusive public service draws on the diverse perspectives and lived experiences of disproportionately disadvantaged groups, which in turn better informs decision making and service delivery that impact people.

5.14 To gain insight into the lived experience of racialized employees, the audit team engaged an independent third party to conduct individual interviews with volunteer racialized employees at the 6 audited organizations. These confidential interviews carried out by a team of racialized clinical psychologists are an important source of qualitative data about the lived experience of racialized employees. Major themes emerging from this data are shared in this audit report to illustrate the experiences and resulting harm that were shared with us by the volunteer racialized employees in the audited organizations.

5.15 More details about the audit objective, scope, approach, and criteria are in **About the Audit** at the end of this report.

Findings and Recommendations

Despite actions taken by the audited organizations, equity and inclusion outcomes for racialized employees were unknown

Why this finding matters

5.16 This finding matters because actions alone are not sufficient to measure whether desired outcomes have been achieved. Indicators are needed to measure whether a situation has changed. Data specific to racialized employees, measured over time, communicated to employee networks, and used by decision makers is necessary to inform actions and provides indicators to track progress toward equity, diversity, and inclusion.

Strategies and action plans developed

Findings

5.17 We found that each of the 6 organizations developed its own plans to address equity, diversity, and inclusion according to its respective resources and priorities. No additional funding was provided to implement actions in response to the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service.

5.18 We found that between 2020 and 2022, the 6 organizations established multi-year equity, diversity, and inclusion strategies or action plans, or both. The plans included a broad range of actions related to areas such as recruitment, promotion, retention, training, and integrating equity, diversity, and inclusion commitments in performance agreements for executives, managers, and supervisors.

5.19 We found that the Canada Border Services Agency developed a specific 2020–23 anti-racism strategy. The strategy included guiding principles, expected changes to behaviours, and a clear acknowledgement that racism was a problem within the organization. The organization's equity, diversity, and inclusion action plan guided early efforts to achieve the strategy's vision and desired outcomes. Two other organizations—Correctional Service Canada and the Department of Justice Canada—also developed anti-racism frameworks that helped guide their efforts to create an equitable and inclusive workplace.

5.20 Across the 6 organizations, we found that actions focused on achieving representation were based on meeting workforce availability. The federal core public administration uses workforce availability

data as the benchmark to assess sufficient representation of the 4 designated employment equity groups in its workforce. While this data is based on labour market information obtained through the most recent Statistics Canada Census of Population and Canadian Survey on Disability and is adjusted for factors such as citizenship, location, age, and education, it can lag up to 8 years behind the demographic realities of Canadian society. For a growing racialized population, the risk can be underrepresentation in workforce availability data that in turn leads to understated representation goals.

5.21 We found that Correctional Service Canada and the Department of Justice Canada took an extra step and established their own organizational representation goals. Correctional Service Canada established goals based on a blend of workforce availability and the representation of the offender population. The Department of Justice Canada went even further and developed projected representation rates based on existing labour force projections produced by Statistics Canada, Canada's national statistical agency. These projections were updated to address the lag in the reporting of demographic information. The projections became the new representation benchmarks for the organization in its 2022–25 employment equity plan.

No measurement of progress on equity and inclusion outcomes for racialized employees

Findings

5.22 We found that none of the organizations had both

- established clear indicators
- measured results that would allow them to compare equity and inclusion outcomes for racialized and non-racialized groups

Clear indicators set out what changes are expected to improve equity and inclusion. Comparing outcomes of racialized employees with non-racialized employees supports the measurement of change over time. In our opinion, a pathway toward achieving equity and inclusion would be co-creating indicators with racialized employees, comparing the outcomes of racialized employees with non-racialized employees, and reviewing quantitative results alongside qualitative data.

5.23 We found that the Canada Border Services Agency and the Department of Justice Canada had developed performance measurement indicators related to culture change and equity, diversity, and inclusion outcomes. Both organizations designed indicators to assess progress on a wide range of issues relevant to the work environment, such as discrimination, leadership and supervision, fairness and access to career development, and mental health. Both organizations also established quantitative outcome goals. However,

neither organization had used the indicators to measure and report on results in such a manner as to be able to compare the outcomes for racialized employees with non-racialized employees.

5.24 We also found that the Office of the Chief Human Resources Officer did not issue guidance to organizations on the approach they should take for establishing equity and inclusion outcome indicators. The office is responsible for providing strategic direction and policies related to diversity, inclusion, and employment equity and for providing leadership and guidance on developing key performance indicators. Individual organizations would benefit from its centralized expertise. For example, developing a common set of measurable indicators would be more efficient than each organization doing this work independently. This is important because this would also allow for consistent monitoring of progress toward equity and inclusion outcomes across government.

Recommendation

5.25 The Treasury Board of Canada Secretariat should provide guidance and share best practices that will help organizations establish performance indicators to measure and report on equity and inclusion outcomes in the federal public service. This should include at minimum

- a common set of measurable indicators that use reliable survey, organizational human resources, and other data
- indicators that show comparative results at the racialized employee group and subgroup levels against results for non-racialized employees

The secretariat's response. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

Recommendation

5.26 Each of the 6 organizations, using the guidance and best practices we recommend the Treasury Board of Canada Secretariat prepare, should implement performance measurement frameworks to assess and report on progress toward its equity and inclusion outcomes. Furthermore, each of the 6 organizations should develop and implement its performance measurement indicators and related benchmarks or comparator groups using an extensive and comprehensive approach driven by racialized employees, as they are the employees affected by racism in the workplace.

Response of each entity. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

Lack of regular and comprehensive communication to employees on equity and inclusion

Findings

5.27 We found mixed communication practices by organization:

- The RCMP published 5 annual employment equity reports to all employees that included progress on selected actions and employment equity data.
- Both the Canada Border Services Agency and the Department of Justice Canada published a progress report in 2022 on some of the actions in their equity, diversity, and inclusion action plans and made some detailed employment equity data available to all their employees.
- Beginning in July 2022 at Correctional Service Canada and October 2022 at Public Safety Canada, quarterly dashboards containing employment equity data were published on their internal networks for all employees to access.

5.28 We found that all 6 organizations had provided their employees with information on selected activities, as well as various tools and resources related to equity, diversity, and inclusion. However, by the end of our audit period, we did not find any instances where a complete report on action plan progress and results was provided to all employees. We found that the Department of Justice Canada published a communication plan in its 2022–25 employment equity plan, released in August 2022. Communication under this plan had not commenced during the audit period.

5.29 This lack of complete and comprehensive reporting was a missed opportunity to keep employees engaged and informed of progress, as well as to demonstrate accountability for results. In our opinion, because a change in culture rests on a change in behaviours and beliefs, it is essential that all employees, and especially those who are members of racialized employee networks, receive regular and comprehensive updates on progress achieved to reinforce the need for and achievement of change.

5.30 A major theme emerged from the confidential interviews conducted with racialized employees. They felt there was a lack of commitment to equity, diversity, and inclusion, and there was a perception that meaningful change was not being achieved. Some employees reported that they did not know the status of initiatives from action plans or what progress toward outcomes had been made. As a result, many believed that equity was an empty word in their organizations, and plans and committees were devoid of the potential to bring about meaningful changes.

Recommendation

5.31 So that all employees are meaningfully informed of and engaged in how the work environment is changing, the Canada Border Services Agency, Correctional Service Canada, the Public Prosecution Service of Canada, Public Safety Canada, and the RCMP should have either communication plans or reporting frameworks that provide all employees with regular and comprehensive updates of measurable progress toward desired equity and inclusion outcomes. Communication plans should include updates on both quantitative and qualitative results.

Response of each entity. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

Organizations did not sufficiently use data to explore why and how racialized employees were disadvantaged

Why this finding matters

5.32 This finding matters because access to accurate and timely human resources data to monitor trends and compare them with other available data is required for organizations to identify the impacts of biases and other disadvantages experienced by racialized employees at different levels and throughout an organization. With that knowledge, organizations will be able to concentrate their efforts on removing barriers and taking action to eliminate disadvantages to establish benchmarks and measure improvements over time.

5.33 Using only quantitative data—information that can be counted or measured in numerical values—can be limiting when seeking to understand human experiences. Its use can be helpful to identify where problems exist and to measure progress over time. However, it is more illuminating when used alongside other sources of information. Qualitative data—information that approximates and characterizes—can be collected by way of interviews, case studies, and focus groups.

Context

5.34 The Clerk of the Privy Council and Secretary to the Cabinet's Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service in 2021 stressed that disaggregated data—data broken out from the overall organizational results to show results for groups such as racialized employees—would help public service leaders to “understand where gaps exist and to inform direction and decisions.” It further stated that creating “a sense of belonging and trust for all public servants” included “measuring progress and driving improvements in the employee

workplace experience by monitoring disaggregated survey results and related operational data (for example, promotion and mobility rates, tenure) and acting on what the results are telling us.” This is consistent with legislated requirements from the *Employment Equity Act* to collect and analyze data on the employer’s workforce. The importance of measuring progress was also reiterated in the Clerk’s forward direction message issued to deputy heads following the end of our audit period in May 2023.

























Limited analysis of data specific to racialized employees

























Findings

























5.35 We found that opportunities for improvements could be made by all of the organizations with respect to their practices for using disaggregated survey results and related operational, or human resources, data. We found that none of the organizations examined performance rating distribution or tenure rates for employment equity groups. We also found that not all organizations examined survey results and representation, promotion, and retention data at the lowest possible disaggregated levels (Exhibit 5.1).

5.36 In addition, we found that none of the 6 audited organizations compared Public Service Employee Survey results for racialized employees with data from multiple other sources, such as human resources data, data on complaints, or results from exit interviews. We also found that not all organizations compared survey results and human resources data for racialized employees and subgroups with employees who do not identify as racialized (Exhibit 5.1).

Exhibit 5.1—The 6 organizations had varied practices for using disaggregated survey results and data on representation, promotion, and retention

Results and data that the organization's internal dashboards, analyses, or reports showed	Canada Border Services Agency	Correctional Service Canada	Department of Justice Canada	Public Prosecution Service of Canada	Public Safety Canada	Royal Canadian Mounted Police
Public Service Employee Survey results by employment equity group	 Yes	 Yes	 Yes	 Yes	 Yes	 No
Public Service Employee Survey results by employment equity group and comparator (member of visible minority versus not a member of an employment equity group)	 Yes	 Yes	 Yes	 Yes	 No	 No
Public Service Employee Survey results analyzed by employment equity subgroup	 No	 Yes	 No	 No	 No	 No
Representation data by employment equity group and subgroup	 No	 Yes	 Yes	 No	 Yes	 No

Results and data that the organization's internal dashboards, analyses, or reports showed	Canada Border Services Agency	Correctional Service Canada	Department of Justice Canada	Public Prosecution Service of Canada	Public Safety Canada	Royal Canadian Mounted Police
Representation data by employment equity group compared with workforce availability estimates by branch or region	 Yes	 Yes	 Yes	 Yes	 Yes	 No
Representation data by employment equity group compared with workforce availability estimates by occupational groups	 Yes	 Yes	 Yes	 Yes	 Yes	 Yes
Promotion data by employment equity group compared with representation	 Yes	 Yes	 Yes	 No	 No	 No
Promotion data by employment equity subgroup compared with representation	 No	 Yes	 No	 No	 No	 No

Results and data that the organization's internal dashboards, analyses, or reports showed	Canada Border Services Agency	Correctional Service Canada	Department of Justice Canada	Public Prosecution Service of Canada	Public Safety Canada	Royal Canadian Mounted Police
Promotion data by employment equity group and comparator (member of visible minority versus not a member of an employment equity group)	 No	 No	 No	 No	 No	 No
Retention data by employment equity group compared with representation	 Yes	 Yes	 Yes	 No	 No	 No
Retention data by employment equity subgroup compared with representation	 No	 Yes	 No	 No	 No	 No
Retention data by employment equity group and comparator (member of visible minority versus not a member of an employment equity group)	 No	 No	 No	 No	 No	 No

Source: Based on information from the 6 audited organizations

5.37 We found that long-known problems with the quality of the organizations' information technology infrastructure, in particular human resources systems and reporting tools, continued to affect the quality and availability of data. This affected the efficiency and quality of the analysis completed by the 6 organizations, as well as our own audit work. Several government-wide initiatives are underway to address these issues. For example, the Treasury Board of Canada Secretariat is leading the implementation of a new self-identification process and centralized employment equity data collection and reporting initiative. In the interim, the Department of Justice Canada implemented in February 2022 its own updated self-identification system to improve access to and use of employment equity data.

5.38 We provide further analysis of each organization's use of Public Service Employee Survey results, representation data, and performance assessment ratings in paragraphs 5.39–5.49.

5.39 **Public Service Employee Survey data.** We found that in order to understand the overall workplace environment for their employees, all 6 organizations reviewed survey results. In addition, each organization with the exception of the RCMP provided us with evidence of survey results analyzed by employment equity groups.

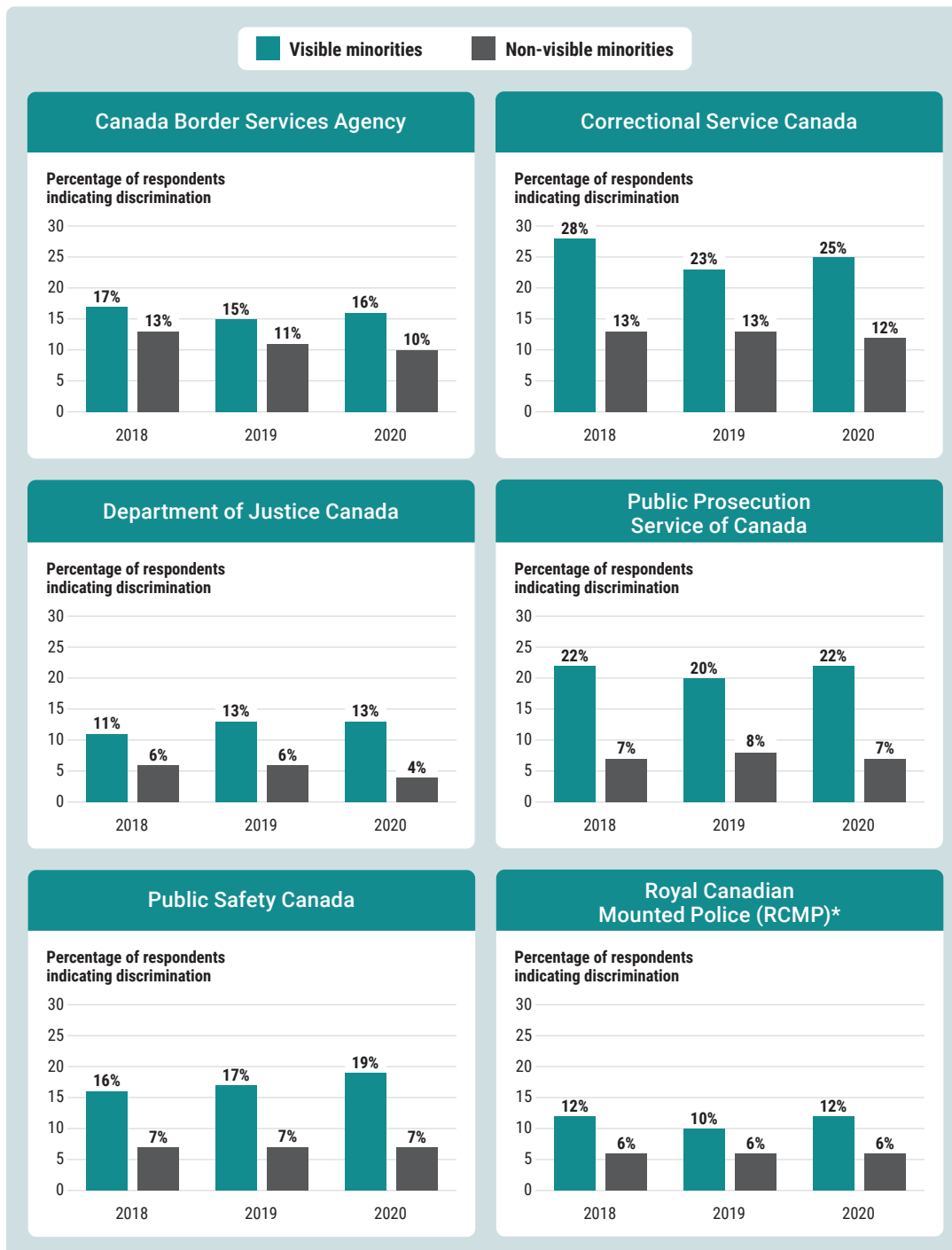
5.40 Correctional Service Canada provided the best example of survey analysis presented to management that compared 2020 survey results of racialized employees with non-racialized employees and showed the results over time. This was a good practice because it provided the organization with more insight into the existence of inequalities faced by racialized employees and illustrated the important differences reported across employee groups. For example, only 55% of its visible minority survey respondents reported that they felt free to speak about racism in the workplace without fear of reprisal, compared with the 67% who felt that way across the whole organization. That percentage dropped again to 44% when reviewing the responses of the Black visible minority subgroup who felt free to speak about racism.

5.41 We examined data from 2018 to 2020 for the 6 organizations from the survey regarding the question of whether employees had experienced acts of **discrimination**⁵ on the job. We found that racialized employees reported rates of discrimination at least 30% higher than respondents who were not racialized (Exhibit 5.2). Such comparisons should act as alarms for leadership that problems impacting racialized employees exist and immediate actions are needed. They can also serve as indicators of progress when measured over time.

5 **Discrimination**—The unjust or prejudicial treatment of a person or group of people that deprives them of or limits their access to opportunities and advantages that are available to other members of society.

Source: Public Service Employee Survey

Exhibit 5.2—In all 6 organizations, a higher percentage of visible minority respondents than non-visible minority respondents indicated in the 2018, 2019, and 2020 Public Service Employee Surveys that they were a victim of discrimination on the job



Note: Respondents self-identified and answered the question: “Having carefully read the definition of discrimination, have you been the victim of discrimination on the job in the past 12 months?”

* The responses for the RCMP are from its public service employees. The responses do not include regular members and civilian members.

Source: Based on data from the 2018, 2019, and 2020 Public Service Employee Surveys

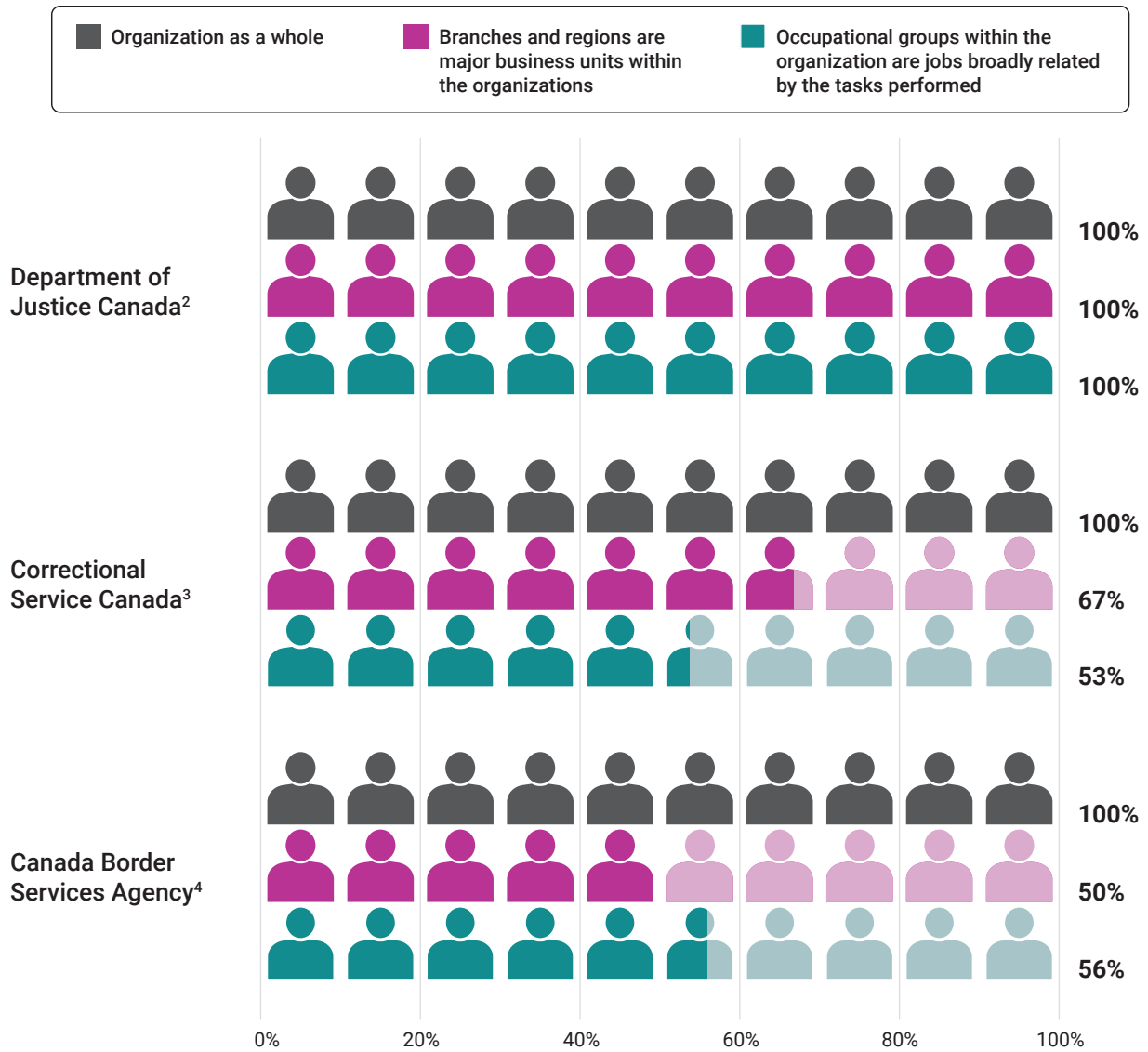
5.42 **Human resources data—Representation.** We found that only the RCMP did not meet workforce availability representation goals for the overall level of organizational reporting. While the other 5 organizations met workforce availability representation goals, there were sometimes gaps deeper in an organization, at a regional and branch level (Exhibit 5.3). For example, the Department of Justice Canada met all of its branch and regional representation goals. Correctional Service Canada met its goals for 4 of 6 branches and regions, and the Canada Border Services Agency met its goals for 7 of 14 branches and regions.

5.43 We also found that goals were not always achieved within an organization's occupational groups—jobs related by the nature of the functions performed (Exhibit 5.3). For example, while all of the Department of Justice Canada occupational groups met representation goals, Correctional Service Canada met representation goals for 8 of 15 occupational groups and the Canada Border Services Agency met 5 of 9 representation goals for its occupational groups.

5.44 In the confidential interviews, racialized employees expressed that barriers and other disadvantages in employment caused by racism were felt to be more pronounced in certain regions or branches as well as within different occupational groups and levels. Analyzing representation data in comparison to workforce availability estimates or other representation goals established by organizations can help identify where barriers and disadvantages may be encountered.

5.45 In the confidential interviews, racialized employees also communicated that they were being left out of higher levels within occupational groups in their organizations and instead remained in occupational groups and levels with lower pay and less influence compared with non-racialized employees. We found that only the Department of Justice Canada conducted analysis on this topic as part of its 2020–22 employment equity plan progress report. We did our own analysis of the largest occupational group in each of the 6 organizations and found that workforce availability estimates were not always met at the low, mid, and high levels within occupational groups (Exhibit 5.4). Conducting further analysis into the cause behind this result, including consideration of other relevant quantitative data—such as hiring, promotion, and retention rates—and qualitative data would help the 6 organizations understand what conditions led to this result and what steps could be taken to correct them.

Exhibit 5.3—Using a sample of 3 organizations that met workforce availability estimates¹ at the organizational level, we found that only the Department of Justice Canada met the rates within all of its occupational groups, regions, and branches



¹ Workforce availability estimates indicate the percentage of racialized people who are in the labour force in a region, including all of Canada. The estimates are compiled on a 5-year cycle using Census and labour market availability data.

² Ten of 10 branches and regions (100%) and 7 of 7 (100%) occupational groups with a population greater than 100 met workforce availability estimates.

























³ Four of 6 branches and regions (67%) and 8 of 15 (53%) occupational groups with a population greater than 100 met workforce availability estimates.

⁴ Seven of 14 branches and regions (50%) and 5 of 9 (56%) occupational groups met workforce availability estimates.

Note: Populations of greater than 100 per occupational group, branch, and region were selected to maintain privacy of respondents. Due to the small number of such populations at the Public Prosecution Service of Canada and Public Safety Canada, they were excluded from the sample.

Source: Based on data from the Department of Justice Canada, Correctional Service Canada, and the Canada Border Services Agency

Exhibit 5.4—Workforce availability estimates were not always met for all levels within occupational groups, as of 31 March 2022

Organization	Largest occupational group in the organization	Workforce availability met (occupational group)	Workforce availability met (low-level)	Workforce availability met (mid-level)	Workforce availability met (high-level)
Canada Border Services Agency	Border services group	 Yes	 No	 Yes	 No
Correctional Service Canada	Correctional service officers	 Yes	 Yes	 Yes	 Yes
Department of Justice Canada	Lawyers	 Yes	 Yes	 Yes	 No
Public Prosecution Service of Canada	Lawyers	 Yes	 Yes	 Yes	 No
Public Safety Canada	Policy and research analysts	 No	 Yes	 Yes	 No
Royal Canadian Mounted Police	Police officers	 No	 No	 No	 No

Source: Based on information from the 6 audited organizations

5.46 **Human resources data—Performance assessments.** We found that none of the 6 organizations completed a comparative analysis of the distribution of performance assessment ratings for racialized employees with non-racialized employees. In our view, this analysis is important to uncover whether any disparities exist in how performance assessments are conducted and career advancement is achieved for racialized employees.

5.47 We found that the Canada Border Services Agency was the only organization to have initiated an analysis of performance assessment trends based on employment equity groups. This work began in 2022, and it was not yet completed by the end of our audit period. Although none of the organizations had completed such analysis, we examined selected data from the performance assessment results for the 2021–22 fiscal year for 5 of the 6 organizations. The RCMP could not provide the data required to conduct the analysis because its human resources systems did not capture performance assessment ratings data.

5.48 In our analysis, we found there was a mixed result across performance assessment distribution. For example, we found that among the executive groups at the Canada Border Services Agency and Public Safety Canada, performance assessments were 6 and 7 percentage points higher, respectively, for racialized employees compared with the non-racialized employees in the highest rating categories: succeeded plus and surpassed. However, at the Department of Justice Canada, we found that performance assessments for racialized employees were 6 percentage points lower than for non-racialized employees in the same categories.

5.49 Detailed analysis of performance assessment trends based on employment equity groups provides insights into systemic practices and individual biases that can make it more difficult for racialized employees to advance in their careers. In the confidential interviews, racialized employees raised that systemic barriers caused by racism impacted equitable hiring and advancement of racialized employees in all 6 organizations.

Recommendation

5.50 All 6 organizations should undertake data-informed analysis to understand how racialized employees experience their workplace in comparison with others. By using quantitative data together with qualitative data, such as the lived experiences of racialized employees and other designated groups, organizations should take concrete and measurable actions to correct situations of employment disadvantage.

Response of each entity. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

No actions were identified to address the design of systems and processes that handled complaints of racism

Why this finding matters

5.51 It is important that all employees feel safe and free to voice concerns regarding racism in the workplace without fear. Racialized employees face a unique challenge that stems from a power imbalance derived from being a historically disadvantaged group. This places racialized employees at an inherent disadvantage when faced with the decision to file a complaint against a non-racialized employee.

5.52 When racialized employees have access to a fair and safe organizational culture in which everyday racism is considered in the complaint processes, the risk of continued harm is reduced.

Context

5.53 As an employer for federal employees in the core public administration, the Treasury Board, supported by the Office of the Chief Human Resources Officer within the Treasury Board of Canada Secretariat, is responsible for setting policies with respect to people management. The current Policy on People Management, issued in 2021, delegated to deputy heads the responsibility to create and maintain a respectful and fair workplace while safeguarding the health and safety of their workforce and workplace. Additionally, under the *Work Place Harassment and Violence Prevention Regulations*, employers are required to develop a workplace harassment and violence prevention policy.

5.54 The Office of the Chief Human Resources Officer provides people management leadership to deputy heads and heads of human resources with regard to human resources management matters that fall within the Treasury Board's authority. This includes any associated tools, systems, and oversight, including reporting cycles, such as the annual report on employment equity in the public service.

No specific initiatives in action plans to address concerns and complaints related to barriers to raising instances of racism

Findings

5.55 We found that there were various complaint resolution processes in all 6 of the organizations. They included

- informal conflict resolution processes
- grievance processes as outlined in collective agreements or terms and conditions of employment
- processes for handling and preventing harassment and violence in the workplace

We did not find any specific action undertaken to address concerns regarding barriers to raising issues or making complaints relating to conditions of disadvantage of racialized employees, including instances of racism.

5.56 Our analysis of the 2018, 2019, 2020, and 2022 Public Service Employee Survey results showed that respondents from all 6 organizations who indicated that they experienced either harassment or discrimination were most likely to respond that they experienced harassment or discrimination from someone with authority over them or a colleague. The 2 most common approaches taken by those respondents were to discuss the matter with their supervisors or senior managers or to take no action. When the survey question asked why they did not file a grievance or a formal complaint, the most common answers were that they were afraid of reprisal or did not believe it would make a difference.

5.57 An analysis of the 2020 and 2022 surveys showed that in the 6 organizations, a greater percentage of racialized respondents than non-racialized respondents indicated that they did not feel free to speak about racism in the workplace without fear of reprisal (Exhibit 5.5). A further disaggregated examination of the results for the 3 largest racialized subgroups also revealed differences between results, with respondents identifying as Black reporting the most negative results. These differences highlight the importance of examining results by different racialized groups, as perceptions and lived experiences are not all the same.

5.58 In the confidential interviews, racialized employees shared many examples of experiences when they reported instances of racism to their managers, and their complaints were either diminished or denied on the basis of their managers' subjective interpretation of racism. Others shared a deep fear of retaliation on the part of their managers or colleagues if they were to raise the issue of racist behaviour, resulting in their choosing not to report the incident in order to avoid the possibility of additional harm. Denying and diminishing concerns of racism can dissuade employees from making a complaint. This can result in a systemic racial power imbalance that perpetuates racist behaviour and can silence the people experiencing it.

5.59 We examined what actions the 6 organizations had taken to promote an environment in which complaints of racism could be raised without fear of reprisal. We also looked at whether, based on complaints and other evidence of concerns related to racism, steps were taken in an appropriate manner that addressed conditions of disadvantage of racialized employees, including racism and the denial of it. We examined the 6 organizations' equity, diversity, and inclusion and other relevant action plans to determine whether they had identified initiatives that would address these concerns.

Exhibit 5.5—In the 6 organizations, a greater percentage of respondents from racialized groups compared with those who did not identify as racialized selected the least positive answers in the Public Service Employee Survey (2020 and 2022) questions regarding fear of reprisal



Note: In 2022, respondents self-identified as belonging to a racial group or not. They answered the question: "In my work unit, I would feel safe to speak about racism in the workplace without fear of reprisal or negative impact on my career." The exhibit shows the negative responses to the question: In other words, the respondents did not feel safe to speak about racism in the workplace without fear of reprisal or negative impact on their career.

In 2020, respondents self-identified as belonging to a visible minority group or not and answered the question: "In my work unit, I would feel free to speak about racism in the workplace without fear of reprisal." The exhibit shows the negative responses to the question: In other words, the respondents did not feel free to speak about racism in the workplace without fear of reprisal.

* Results are not shown when there is an insufficient number of responses to protect confidentiality of respondents.

** RCMP results reflect public service employees within the organization. The survey does not extend to regular or civilian members.

Source: Based on data from the 2020 and 2022 Public Service Employee Surveys

5.60 We did not find any specific actions undertaken to address concerns of racialized employees with respect to raising complaints. The Canada Border Services Agency had identified an initiative in its equity, diversity, and inclusion action plan for a reconciliation process that would help management and employees to address issues that occurred within a team, but work had not yet begun.

5.61 We found that managers and staff designated to receive complaints through the informal conflict resolution process were required to take mandatory training for violence and harassment in the workplace, but there was no training specific to recognizing and handling complaints of racism. Without specialized training, there is a risk that those receiving a complaint could diminish or deny the racism because they do not recognize it as racism. There is also a risk that they could recommend a complaint resolution option that does not consider the power imbalance for a racialized employee making a complaint of racism against a white employee, resulting in another barrier to the resolution and prevention of racism.

5.62 We found that the 6 organizations did not track data on all complaints that would allow them to monitor trends over time, examine the nature of complaints, or observe patterns in the profile of the individuals who bring forward complaints and against whom the complaints are made. As a result, this limited the organizations' ability to use the data that they had to conduct root-cause analyses based on various sources of complaint resolution and identify and correct racism faced by racialized employees.

5.63 In addition, we did not find evidence that the guidance or best practices issued by the Office of the Chief Human Resources Officer regarding informal complaint processes included the collection, analysis, and reporting of informal complaint data. The use of complaint data in a manner that protects the confidentiality of the parties involved would help organizations to uncover the root causes of conflicts, to prioritize actions and resolve sources of harm to racialized employees, and to prevent future occurrences.

5.64 In the confidential interviews, racialized employees shared the negative impacts on their careers of working in an environment in which they feared reprisal when they attempted to speak up against racism. Every employee who was interviewed said they had experienced mental health impacts of everyday racism in the workplace, such as stress, low self-esteem, anxiety, depression, trauma, or hopelessness. For the most part, the employees reported they felt it was essential to tough it out so their job performance would not be affected and because they did not want to provide any reasons to be further mistreated.

5.65 In our opinion, acknowledging everyday racism as a form of unacceptable behaviour could provide an important measure of support for racialized employees raising racism complaints and concerns.

Recommendation

5.66 All 6 organizations, supported by the Treasury Board of Canada Secretariat, should examine their existing complaint resolution processes and ensure that these processes specifically address instances of racism in the workplace and that complaints are received and managed by professionals trained and experienced in the area of racism.

Response of each entity. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

Recommendation

5.67 All 6 organizations, supported by the Treasury Board of Canada Secretariat, should collect and analyze information gathered through complaint resolution processes to identify root causes of disadvantage for racialized employees. Analysis of this information should contribute to preventing and resolving racism in the workplace.

Response of each entity. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

Accountability for equity, diversity, and inclusion goals did not extend to all executives and managers

Why this finding matters

5.68 This finding matters because executives and managers lead and influence an organization's efforts and direction and have the authority to make decisions that impact employees. Performance management processes and sufficient and appropriate education and training that set expectations for desired behaviour and outcomes are important to foster a culture of accountability for results.

Context

5.69 In accordance with the Directive on Performance Management, performance agreements in the core public administration must include

- clear and measurable work objectives, with associated performance measures, that are linked to the priorities of the organization and of the Government of Canada
- observable and measurable expected behaviours
- a learning and development plan

5.70 Deputy heads establish annual commitments that are expected to cascade throughout their organizations. In the 2021 Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, the Clerk of the Privy Council and Secretary to the Cabinet identified key expectations in terms of deputy ministers' commitments to equity, diversity, and inclusion. The call to action demanded collective responsibility for change at all levels and set expectations that progress would be measured and lessons learned would be shared.

5.71 In support of individual and collective change, training is often identified as a solution. Training is important because it provides organizations with an opportunity to create awareness and improve skills, as well as establish clear expectations with respect to desired behaviours in the workplace. However, training alone will not bring about desired change to behaviours and culture. When complemented by other diversity initiatives, such as personal readings and experiential learning, and recurring over a significant period of time, training is more effective in developing knowledge and skills.

Lack of measurable equity, diversity, and inclusion results in executive and non-executive manager performance agreements

Findings

5.72 All 6 organizations told us that individual accountability for equity, diversity, and inclusion goals was assessed as part of the performance management process

- against a competency related to integrity and respect
- against the achievement of stated work objectives
- against the specific commitments established by deputy ministers for their organizations

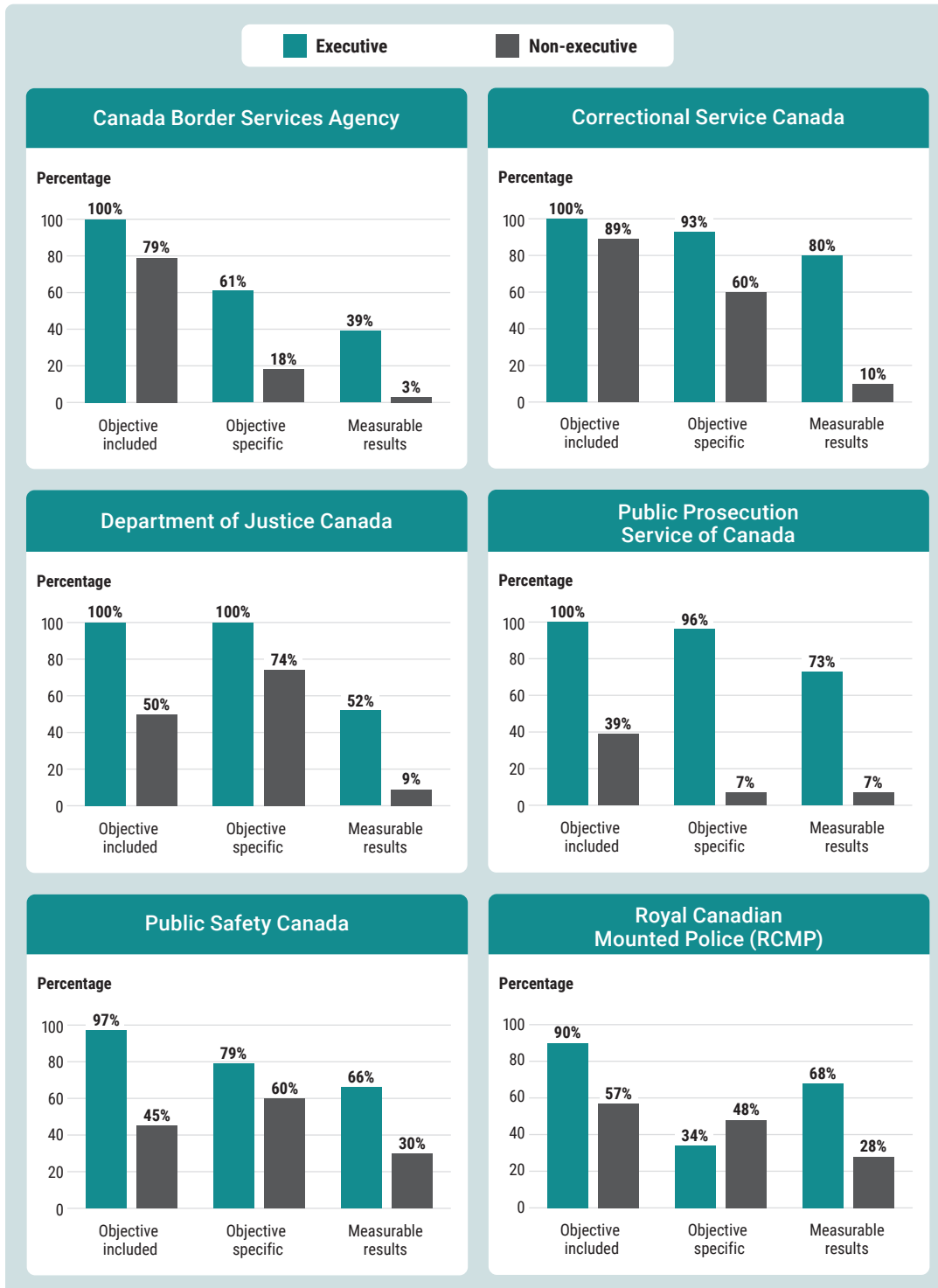
The key leadership competencies used for managers in the federal core public administration were developed by the Treasury Board of Canada Secretariat. The RCMP developed its own competency framework for its regular and civilian members. Work objectives were set at the organizational level for all 6 organizations.

5.73 We used representative sampling of executive and non-executive manager performance agreements for the 2021–22 fiscal year to determine the extent to which accountability of individuals in supervisory positions was assessed in each of the 6 organizations. Nearly 100% of executives in all 6 organizations included performance objectives that created individual accountability for equity, diversity, and inclusion goals because of the expectation to incorporate the deputy head commitments established for their organizations into their performance agreements. We found that the objectives were not always specific and measurable, nor did they demonstrate a clear outcome (Exhibit 5.6).

5.74 Our assessment of individual accountability for equity, diversity, and inclusion goals for non-executive managers in our representative sample fell below the results of the executives in each of the 6 organizations except in 1 case for the RCMP (Exhibit 5.6). For example, we found that 79% of the performance agreements for non-executive managers at the Canada Border Services Agency and 89% at Correctional Service Canada included objectives related to equity, diversity, and inclusion, while results for the remaining 4 organizations ranged from 39% to 57%.

5.75 A major theme across all 6 organizations that emerged from the confidential interviews with racialized employees was the negative impacts that came from a lack of accountability of the people who directly managed them. Interviewed employees described the lack of behavioural change that followed corporate statements on the importance of building equitable, diverse, and inclusive workplaces. They also described how racism and the importance of changing behaviours have not been a sufficient focus of their leaders despite their commitments to equity, diversity, and inclusion.

Exhibit 5.6—Performance agreements for executive and non-executive managers were not always based on specific and measurable objectives and did not always demonstrate results for equity, diversity, and inclusion goals



Source: Based on data from the 6 audited organizations

Unknown impact of training

Findings

5.76 We found that organizations recognized that education was needed in order to address bias and change behaviours. Curriculums were developed by each of the 6 organizations and tied to equity, diversity, and inclusion action plans. They included mandatory courses as well as a range of alternative learning products, such as guest speakers, lunch and learn events, workshops, and corporate communications on equity, diversity, inclusion, and anti-racism-related topics.

5.77 We found that the RCMP and the Canada Border Services Agency included mandatory courses to specifically address anti-racism. In addition, the RCMP and Correctional Service Canada entered into a memorandum of understanding to allow Correctional Service Canada to pilot the RCMP's Uniting Against Racism course, which was an example of sharing of best practices across these 2 organizations.

5.78 However, we found that the 6 organizations did not have a method or measures to assess the impact of training on individual behaviours and its contribution to improved organizational outcomes. We found that compliance and course delivery rates were monitored by the 6 organizations, but this did not demonstrate whether training was sufficient, appropriate, and contributed to a change in behaviours in the way the organizations intended.

Recommendation

5.79 Each of the 6 organizations and the Treasury Board of Canada Secretariat should establish expected behaviours needed for an anti-racist and inclusive work environment and against which performance should be assessed for employees. These behaviours should be aligned with specific equity and inclusion outcome indicators and the performance measurement frameworks.

Response of each entity. *Agreed.*

See **Recommendations and Responses** at the end of this report for detailed responses.

Conclusion

5.80 We concluded that the 6 organizations took action to correct the conditions of disadvantage in employment experienced by racialized employees. However, they did not do enough to demonstrate progress toward creating an inclusive organizational culture.

5.81 The 6 organizations did not make sufficient use of data to guide their efforts, and more work is needed to address the fear of reprisal disproportionately perceived by racialized employees when considering a complaint or raising other concerns regarding racism. Accountability for behavioural and cultural change did not extend throughout the leadership in the organizations. Furthermore, none of the 6 organizations had methods or measures to assess progress against equity and inclusion objectives. As a result, organizations did not know whether an inclusive organizational culture had been achieved or whether progress had been made toward that goal.

About the Audit

This independent assurance report was prepared by the Office of the Auditor General of Canada on an inclusive and equitable public service for racialized employees. Our responsibility was to provide objective information, advice, and assurance to assist Parliament in its scrutiny of the government's management of resources and programs and to conclude on whether the 6 organizations we audited complied in all significant respects with the applicable criteria.

All work in this audit was performed to a reasonable level of assurance in accordance with the Canadian Standard on Assurance Engagements (CSAE) 3001—Direct Engagements, set out by the Chartered Professional Accountants of Canada (CPA Canada) in the CPA Canada Handbook—Assurance.

The Office of the Auditor General of Canada applies the Canadian Standard on Quality Management 1—Quality Management for Firms That Perform Audits or Reviews of Financial Statements, or Other Assurance or Related Services Engagements. This standard requires our office to design, implement, and operate a system of quality management, including policies or procedures regarding compliance with ethical requirements, professional standards, and applicable legal and regulatory requirements.

In conducting the audit work, we complied with the independence and other ethical requirements of the relevant rules of professional conduct applicable to the practice of public accounting in Canada, which are founded on fundamental principles of integrity, objectivity, professional competence and due care, confidentiality, and professional behaviour.

In accordance with our regular audit process, we obtained the following from entity management:

- confirmation of management's responsibility for the subject under audit
- acknowledgement of the suitability of the criteria used in the audit
- confirmation that all known information that has been requested, or that could affect the findings or audit conclusion, has been provided
- confirmation that the audit report is factually accurate

Audit objective

The objective of this audit was to determine whether selected organizations took action to correct the conditions of disadvantage in employment experienced by racialized employees and had demonstrated progress toward creating an inclusive organizational culture.

Scope and approach

The audit examined selected organizations' systems, controls, and practices that impact the organizational culture of the selected organizations regarding the inclusion of racialized groups. The audit reviewed the progress achieved in increasing these groups' representation, participation, and influence in the workplace. It also examined selected organizations' past results at the lowest possible disaggregated levels for racialized employees (referred to as "members of visible minorities" in the *Employment Equity Act*) with respect to operational data and the Public Service Employee Survey, and it assessed actions taken to improve employment representation and to address racial discrimination for racialized employees.

In conducting our work, we sought to compare the results of racialized employees with the results of employees who were not racialized in an effort to identify where systemic barriers existed. There were 2 limitations to this approach:

- Where self-identification data was used, the population of racialized employees may not have been exact, given the voluntary nature of the data. Although we knew who had chosen to self-identify as belonging to an employment equity group, we did not know to what extent employees had chosen not to self-identify, even if they belonged to an employment equity group. High self-identification response rates mitigated this limitation in part but not completely.
- There was no option under the self-identification questionnaire in use during the audit period to self-identify as not belonging to an employment equity group. Of particular relevance to this audit would have been the ability to self-identify as white, which would have provided the most relevant comparator group for racialized employees. This limitation also existed in certain surveys, such as the Public Service Employee Survey, depending on the demographic questions asked.

To the extent possible, the comparator groups referred to as "non-racialized" or "non-visible minority" reflected individuals who completed the self-identification questionnaire or survey in question and did not self-identify as belonging to a racialized or visible minority group, nor did they identify as Indigenous. Given the data currently available, the audit team concluded that this was the most appropriate comparison possible. The Public Service Employee Survey provides information to help improve people management practices in the federal public service. It was administered every year, such as in 2018, 2019, and 2020, before moving to every 2 years in 2022. Results for the 2018, 2019, and 2020 surveys were available to management during the audit period, while the 2022 results were published following the end of the audit period. Where appropriate, the 2022 results were included to present the timeliest information available.

While the audit team recognizes that the federal Public Service Employee Survey does not have a 100% response rate and thus cannot provide exact values for every group, nor is it the primary source of representation data for the federal public service, the response rates for the sampled organizations are sufficiently high that the survey provides valuable insights into the state of the organizations. When coupled with other forms of data, it presents a more complete picture on which management can make decisions.

Exhibit 5.7 illustrates the response rates for the 6 sampled organizations for the Public Service Employee Survey results used in the report.

Exhibit 5.7—The response rates for the 6 sampled organizations for the Public Service Employee Survey

Survey year*	Canada Border Services Agency	Correctional Service Canada	Department of Justice Canada	Public Prosecution Service of Canada	Public Safety Canada	Royal Canadian Mounted Police
2018	43.4%	41.4%	57.5%	59.1%	61.1%	54.3%
2019	49.4%	47.1%	51.3%	58.8%	70.0%	58.8%
2020	51.8%	47.0%	57.6%	57.2%	68.8%	44.2%
2022	44.2%	34.7%	56.9%	51.5%	60.1%	43.2%

* A survey was not done in 2021.

Source: Based on data from the 2018 to 2022 Public Service Employee Surveys

For our audit tests, we required both raw data (databases) and existing analyses of employee survey, workforce representation, promotion, and retention data; equity, diversity, and inclusion action plans and implementation progress reports; and internal and external communication reports. We also examined representative samples of annual performance agreements to conclude on executive and non-executive management for each of the 6 organizations with respect to the inclusion of specific equity, diversity, and inclusion objectives and results in their performance assessments. The samples were sufficient in size to conclude with a confidence level of 90% and a margin of error within +10%.

We also obtained evidence for this audit by engaging a team of independent racialized clinical psychologists experienced in trauma counselling to conduct confidential interviews with volunteer employees from the selected organizations. The audit team designed an audit interview guide in consultation with our external audit advisors and key leaders from racialized employee networks of the selected organizations. The team of psychologists reviewed the interview guide for tone and appropriateness of language. The interview guide was designed to explore the lived experiences of racialized employees within the selected organizations as well as their views on existing anti-racism initiatives and what change is needed for improved equity in the workplace. A call for volunteers was provided in writing to leaders of racialized employee networks of the 6 organizations who in turn shared the message with their communities. The interviews were administered by the team of clinical psychologists to at least 10 participants from each audit organization (n=64). The identity of the participants was not shared with the audit team in order to protect confidentiality.

We determined the size of the sample on the basis of the availability of respondents, time provided to complete the interviews, and availability of resources. A sample size of 10 per organization was determined to be adequate in answering the research questions at hand. Sample size in qualitative research is typically determined with a goal of reaching a threshold sufficient to identify major themes related to the interview objectives, referred to as code saturation. We determined that 9 interviews were sufficient for code saturation.

Issues that were described by more than half of participants were classified as major themes. Issues that were not present in all interviews but still prevalent were included as partially identified themes if they were discussed by more than a quarter but less than half of the participants. These grouping criteria were selected to account for the many identities of participants, as they may have had very different experiences based on differing assumptions and stereotypes about each racial group.

The audit scope also included the integration of gender-based analysis plus and United Nations' Sustainable Development Goal considerations in improving the representation of members of visible minorities in the public service, where appropriate.

The following organizations were audited:

- Canada Border Services Agency
- Correctional Service Canada
- Department of Justice Canada
- Public Prosecution Service of Canada
- Public Safety Canada
- Royal Canadian Mounted Police

The following organization was included in the scope:

- Treasury Board of Canada Secretariat

We did not examine recruitment and hiring activities, nor did we examine the oversight role of the Federal Public Sector Labour Relations and Employment Board and Employment and Social Development Canada on activities related to racial discrimination and systemic racism. We also did not examine operations at the Canadian Human Rights Commission or the Canadian Human Rights Tribunal, nor did we examine Governor in Council appointments.

Criteria

We used the following criteria to conclude against our audit objective:

Criteria	Sources
<p>There is an equity, diversity, and inclusion framework or structure in place supported by an inclusive tone from the top.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • <i>Employment Equity Act</i> • <i>Employment Equity Regulations</i> • <i>Canada Labour Code</i> • <i>Canadian Human Rights Act</i> (last amended August 2021) • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Letters on the Implementation of the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service • Directive on Terms and Conditions of Employment for Executives • 2021/2022 Deputy Minister Commitments on Diversity and Inclusion, Treasury Board • Building a Foundation for Change: Canada’s Anti-Racism Strategy 2019–2022, Canadian Heritage • Directive on Employment Equity, Diversity and Inclusion, Treasury Board, 2020 • Audit of Employment Equity Representation in Recruitment, Public Service Commission of Canada, 2021 • Prime Minister of Canada ministerial mandate letters, 2018 to 2022 • Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion, Treasury Board of Canada Secretariat

Criteria	Sources
<p>There is evidence of sound training and performance management practices that focus on increasing education and awareness of anti-racism.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Letters on the Implementation of the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service • Directive on Terms and Conditions of Employment for Executives • 2021/2022 Deputy Minister Commitments on Diversity and Inclusion, Treasury Board • Building a Foundation for Change: Canada’s Anti-Racism Strategy 2019–2022, Canadian Heritage • Audit of Employment Equity Representation in Recruitment, Public Service Commission of Canada, 2021 • Prime Minister of Canada ministerial mandate letters, 2018 to 2022 • <i>Employment Equity Regulations</i>
<p>There are policies, systems, controls, and practices in place to appropriately resolve complaints—for example, harassment and violence, and informal conflict management services—and prevent their reoccurrence.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • <i>Employment Equity Regulations</i> • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Letters on the Implementation of the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service • 2021/2022 Deputy Minister Commitments on Diversity and Inclusion, Treasury Board • Building a Foundation for Change: Canada’s Anti-Racism Strategy 2019–2022, Canadian Heritage

Criteria	Sources
<p>There is evidence of actions taken to advance employment equity conditions related to the performance of racialized employees.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • <i>Employment Equity Act</i> • <i>Employment Equity Regulations</i> • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Letters on the Implementation of the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service • Directive on Terms and Conditions of Employment for Executives
<p>There is evidence of supports that assist racialized employees who apply for promotion and assist them to be successful in being promoted.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • <i>Public Service Employment Act</i> • <i>Employment Equity Act</i> • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Letters on the Implementation of the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service • 2021/2022 Deputy Minister Commitments on Diversity and Inclusion, Treasury Board • Building a Foundation for Change: Canada's Anti-Racism Strategy 2019–2022, Canadian Heritage • Directive on Employment Equity, Diversity and Inclusion, Treasury Board, 2020 • <i>Employment Equity Regulations</i> • Audit of Employment Equity Representation in Recruitment, Public Service Commission of Canada, 2021 • Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion, Treasury Board of Canada Secretariat • Prime Minister ministerial mandate letters, 2018 to 2022

Criteria	Sources
<p>There is evidence of actions taken to advance the employment equity conditions related to the retention of racialized employees.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • <i>Public Service Employment Act</i> • <i>Employment Equity Act</i> • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Letters on the Implementation of the Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service • 2021/2022 Deputy Minister Commitments on Diversity and Inclusion, Treasury Board • Building a Foundation for Change: Canada’s Anti-Racism Strategy 2019–2022, Canadian Heritage • Directive on Employment Equity, Diversity and Inclusion, Treasury Board, 2020 • <i>Employment Equity Regulations</i> • Audit of Employment Equity Representation in Recruitment, Public Service Commission of Canada, 2021 • Building a Diverse and Inclusive Public Service: Final Report of the Joint Union/Management Task Force on Diversity and Inclusion, Treasury Board of Canada Secretariat
<p>The organizations are correcting identified issues such as found in employment equity reports, themes found in survey results, and complaints.</p>	<ul style="list-style-type: none"> • Policy on People Management, Treasury Board, 2021 • <i>Employment Equity Act</i> • Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service, Privy Council Office, 2021 • Directive on Employment Equity, Diversity and Inclusion, Treasury Board, 2020 • Building a Foundation for Change: Canada’s Anti-Racism Strategy 2019–2022, Canadian Heritage

Period covered by the audit

The audit covered the period from 1 January 2018 to 31 December 2022. This is the period to which the audit conclusion applies. However, to gain a more complete understanding of the subject matter of the audit, we also examined certain matters that preceded this starting date.

Date of the report

We obtained sufficient and appropriate audit evidence on which to base our conclusion on 17 October 2023, in Ottawa, Canada.

Audit team

This audit was completed by a multidisciplinary team from across the Office of the Auditor General of Canada led by Carey Agnew, Principal. The principal has overall responsibility for audit quality, including conducting the audit in accordance with professional standards, applicable legal and regulatory requirements, and the office's policies and system of quality management.

Recommendations and Responses

In the following table, the paragraph number preceding the recommendation indicates the location of the recommendation in the report.

Recommendation	Response
<p>5.25 The Treasury Board of Canada Secretariat should provide guidance and share best practices that will help organizations establish performance indicators to measure and report on equity and inclusion outcomes in the federal public service. This should include at minimum</p> <ul style="list-style-type: none"> • a common set of measurable indicators that use reliable survey, organizational human resources, and other data • indicators that show comparative results at the racialized employee group and subgroup levels against results for non-racialized employees 	<p>The Treasury Board of Canada Secretariat’s response. Agreed. In support of deputy heads, the Treasury Board of Canada Secretariat will provide guidance and share best practices, based on reliable survey and organizational human resources data, that will help organizations establish a common set of performance indicators to measure and report on equity and inclusion outcomes in the federal public service in fall 2024.</p> <p>The secretariat will also support organizations in their efforts to compare the experience of racialized employees with comparative groups, on the basis of available data through implementation of a modernized approach to self-identification in 2024.</p>
<p>5.26 Each of the 6 organizations, using the guidance and best practices we recommend the Treasury Board of Canada Secretariat prepare, should implement performance measurement frameworks to assess and report on progress toward its equity and inclusion outcomes. Furthermore, each of the 6 organizations should develop and implement its performance measurement indicators and related benchmarks or comparator groups using an extensive and comprehensive approach driven by racialized employees, as they are the employees affected by racism in the workplace.</p>	<p>The Canada Border Services Agency’s response. Agreed. The Canada Border Services Agency will leverage the guidance and best practices of the Treasury Board of Canada Secretariat on performance measurement once available. In the interim, the agency is in the process of establishing the next iteration of its multi-year Employment Equity, Diversity and Inclusion Action Plan, which will also encompass actions that support anti-racism and advance reconciliation and inclusion at the agency. It will ensure the implementation of a clear performance measurement framework to report on progress toward anti-racism and equity, diversity, and inclusion outcomes.</p> <p>The agency will leverage its leadership of the informal departmental table on equity, diversity, and inclusion to explore best practices and work with internal employee networks to improve outcomes, take action, and develop performance measures/indicators. The agency will work with employee networks to define indicators and actions that are specific, meaningful, and relevant to its organizational reality and level of maturity.</p> <p>Equity, diversity, and inclusion remains a key leadership priority for the agency, and will be embedded in business planning.</p>

Recommendation	Response
	<p>The agency will implement the following measures by July 2024:</p> <ul style="list-style-type: none"> • Work with racialized employees and other stakeholders to develop desired equity, diversity, and inclusion outcomes and actions for incorporation within the next multi-year Employment Equity, Diversity and Inclusion Action Plan. • Develop a performance measurement framework that aligns to the agency’s desired people management outcomes. <p>Correctional Service Canada’s response. Agreed. Based on guidance from the Treasury Board of Canada Secretariat, Correctional Service Canada, in collaboration with racialized employees, will develop a departmental performance measurement framework.</p> <p>By March 2025, Correctional Service Canada will assess its progress of diversity, equity, and inclusion using the Maturity Model on Diversity and Inclusion.</p> <p>The Department of Justice Canada’s response. Agreed. The Department of Justice Canada has approved performance measures and indicators capturing outcomes for all initiatives listed in its Anti-Racism and Anti-Discrimination Results Framework 2021–2024 and the departmental Employment Equity Plan 2022–2025. These performance measures and indicators were co-created with employees affected by racism under the leadership of the department’s Anti-Racism and Anti-Discrimination Secretariat during 2021 and 2022 and were approved by the department’s Executive Committee in April 2022.</p> <p>Based on the Treasury Board of Canada Secretariat’s guidance, tools, and best practices shared with departments, the Department of Justice Canada will update its current performance measures and indicators as appropriate, including those that compare the experience of racialized employees with comparative groups.</p>

Recommendation	Response
	<p>The Public Prosecution Service of Canada’s response. Agreed. The Public Prosecution Service of Canada will leverage guidance provided by the Treasury Board of Canada Secretariat and experiences of other organizations to co-create a performance management framework with our Black and racialized national councils of employees.</p> <p>Data will be used to the greatest extent possible in accordance with availability, legislation, and privacy concerns.</p> <p>Once our detailed action plan is approved, we expect to achieve concrete results within 2–5 years.</p> <p>Public Safety Canada’s response. Agreed. Leveraging the guidance and best practices provided by the Treasury Board of Canada Secretariat, Public Safety Canada is developing a department-wide diversity and inclusion performance framework. The department will continue to work with racialized employees and departmental networks, as the framework is refined.</p> <p>The anticipated completion date is 31 March 2025.</p> <p>The RCMP’s response. Agreed. The RCMP will work with the organizations (6 referenced in the final Office of the Auditor General of Canada report) in co-creating a people analytics framework, to improve its response to the challenges and barriers facing Indigenous, Black, and other racialized communities. We will do this through improved strategic and workforce analytics, performance measurement, and corporate reporting capabilities, drawing on guidance and best practices provided by the Treasury Board of Canada Secretariat and in consultation with the RCMP’s equity, diversity, and inclusion and anti-racism teams, as well as racialized employee networks. This work will be completed by 31 March 2025.</p>

Recommendation	Response
<p>5.31 So that all employees are meaningfully informed of and engaged in how the work environment is changing, the Canada Border Services Agency, Correctional Service Canada, the Public Prosecution Service of Canada, Public Safety Canada, and the RCMP should have either communication plans or reporting frameworks that provide all employees with regular and comprehensive updates of measurable progress toward desired equity and inclusion outcomes. Communication plans should include updates on both quantitative and qualitative results.</p>	<p>The Canada Border Services Agency’s response. Agreed. The Canada Border Services Agency’s Workforce Diversity, Equity and Inclusion Division meets on a regular basis, every 6 weeks with the different employee networks, such as the Racialized Persons Advisory Committee, formerly the Visible Minority Advisory Committee, to consult, collaborate, share information, and share progress on agency equity, diversity, and inclusion outcomes.</p> <p>In addition to this, the agency communicates information and promotes initiatives and activities related to anti-racism, equity, diversity, and inclusion to all its employees. It will build on this foundation to strengthen its communications and engagement with employees, by developing a communication and reporting framework aligned to the multi-year Employment Equity, Diversity, and Inclusion Action Plan by December 2024.</p> <p>Correctional Service Canada’s response. Agreed. Correctional Service Canada will develop a communication plan to provide all employees with regular and comprehensive updates of progress toward desired equity and inclusion outcomes. Quantitative and qualitative results will be included in the plan. The communications plan will be finalized by March 2024.</p> <p>The Public Prosecution Service of Canada’s response. Agreed. The Public Prosecution Service of Canada will finalize its equity, diversity, inclusion, and accessibility communication plan. We expect to achieve this goal by 31 March 2025. Implementation and adjustments to the plan will be ongoing.</p> <p>Public Safety Canada’s response. Agreed. Public Safety Canada will develop a communication plan or reporting framework to provide all employees with regular and comprehensive updates of progress toward desired equity and inclusion outcomes. Quantitative and qualitative results will be included in the plan or framework. The anticipated completion date is 31 March 2025.</p>

Recommendation	Response
<p>5.50 All 6 organizations should undertake data-informed analysis to understand how racialized employees experience their workplace in comparison with others. By using quantitative data together with qualitative data, such as the lived experiences of racialized employees and other designated groups, organizations should take concrete and measurable actions to correct situations of employment disadvantage.</p>	<p>The RCMP’s response. Agreed. In consultation with its equity, diversity, and inclusion internal partners and networks, the RCMP will renew its communications plan and develop an improved equity, diversity, and inclusion annual report to ensure all employees receive regular and comprehensive updates on the RCMP’s equity, diversity, and inclusion strategy, including progress updates on reaching the desired equity and inclusion outcomes, which will include both quantitative and qualitative results. This work will be completed by 31 March 2025.</p> <p>The Canada Border Services Agency’s response. Agreed. The Canada Border Services Agency acknowledges that there are limitations with the collection and use of employee data as restricted by the <i>Privacy Act</i>, the current <i>Employment Equity Act</i>, and technology. Supported by the Treasury Board of Canada Secretariat and pending the availability of data, the agency is committed to a data-informed approach to decision making.</p> <p>It currently conducts workforce analysis, and will build upon this foundation to include more human resources program considerations, including performance management.</p> <p>The agency values the lived experiences of employees and collects feedback directly from employees through engagement sessions and employee surveys. Coupled with a new employee survey strategy and an analysis of available data through the Public Service Employee Survey, the agency will explore findings to better understand the varying experiences of agency employees, informing actions outlined within the multi-year Employment Equity, Diversity, and Inclusion Action Plan.</p>

Recommendation	Response
	<p>The agency will implement the following measures by December 2024:</p> <ul style="list-style-type: none"> • Integrate additional human resources programmatic considerations into its workforce analysis to begin exploring the linkage between program outcomes with employment equity groups. • Develop an employee survey strategy to better integrate data throughout the employee life cycle and collect feedback from employees at various points in their career. • Expand the analysis of Public Service Employee Survey data to inform decision making with specific focus on data related to employment equity groups (where available). <p>Correctional Service Canada's response. Agreed. Correctional Service Canada will improve its data analysis to include quantitative and qualitative data from sources, including the Public Service Employee Survey and internal surveys, to better understand how racialized employees experience their workplace in order to implement actions to address situations of employment disadvantage.</p> <p>The Department of Justice Canada's response. Agreed. While the Department of Justice Canada's Employment Equity Plan 2022–2025 already collects and analyzes most of the quantitative data noted by the audit (representation, promotion, retention), improvements can be made in comparing results between racialized and other designated groups, and the general employee population. In addition, the department will collect and integrate qualitative data into the department's Anti-Racism and Anti-Discrimination Results Framework 2021–2024 and the departmental Employment Equity Plan 2022–2025. In July 2023, the department launched its new Self-Identification and Voluntary Self-Declaration Questionnaire. By the end of August 2023, the employee response rate is already at 78%.</p> <p>The Public Prosecution Service of Canada's response. Agreed. The Public Prosecution Service of Canada will undertake data-informed analysis subject to data availability, legislation, and privacy concerns.</p> <p>Once our detailed action plan is approved, we expect to achieve concrete results within 2–5 years.</p>

Recommendation	Response
	<p>Public Safety Canada's response. Agreed. Supported by the Treasury Board of Canada Secretariat, Public Safety Canada will improve its data analysis to include quantitative data along with qualitative data from sources including but not limited to the Public Service Employee Survey and internal surveys, to better understand how racialized employees experience their workplace in order to implement actions to address situations of employment disadvantage. The improvement of data analysis may be impacted by 2 limitations: 1) disaggregated data may require suppression to protect the privacy of individuals, and 2) unknown availability of the new secretariat online self-identification form and related data.</p> <p>Addition of some employment equity information to the Organizational Health Dashboard measures will be completed by 31 March 2024. Improvements will continue on an ongoing basis as data becomes available from the secretariat. Parallel analysis of quantitative and qualitative data for a holistic view of issues, challenges, and potential solutions to be applied is an ongoing activity that Public Safety Canada continues to implement and improve.</p> <p>The RCMP's response. Agreed. As part of the RCMP's priority to address systemic racism, efforts are underway to develop an RCMP workforce dashboard containing key data on the RCMP's workforce and human resources operations, as well as other products. As part of this work, the RCMP will improve its data analytics to include both the quantitative data along with data from various sources including but not limited to the Public Service Employee Survey and internal surveys, to get a comprehensive view of how racialized employees experience their workplace and to identify any gaps and implement strategies to correct situations of employment disadvantage. This work will be completed by 31 March 2024.</p>

Recommendation	Response
<p>5.66 All 6 organizations, supported by the Treasury Board of Canada Secretariat, should examine their existing complaint resolution processes and ensure that these processes specifically address instances of racism in the workplace and that complaints are received and managed by professionals trained and experienced in the area of racism.</p>	<p>The Canada Border Services Agency’s response. Agreed. Supported by the Treasury Board of Canada Secretariat and leveraging any guidance and best practices identified by the secretariat, by March 2025, the Canada Border Services Agency will examine the complaint resolution process to identify opportunities, within the current legislative and policy frameworks, to strengthen the collection of data, and make recommendations in identifying and remedying racism where it exists.</p> <p>In addition, by December 2024, the agency will update its training curriculum standards for practitioners working within the informal dispute resolution and formal recourse process to include anti-racism training.</p> <p>Correctional Service Canada’s response. Agreed. Correctional Service Canada is committed to reviewing its employee complaint resolution processes to ensure they address instances of racism and that the staff receiving and managing the complaints are trained in the area of racism. As such, Correctional Service Canada will add training on racism to its 2023–2024 training plan for all employees from the Harassment and Violence Prevention Unit by 31 March 2024.</p> <p>The Department of Justice Canada’s response. Agreed. Supported by the Treasury Board of Canada Secretariat, the Department of Justice Canada will review its complaint resolution procedures to ensure they are effective in addressing and preventing instances of racism in the workplace. The department also will ensure that human resources professionals assigned to receive, manage, and investigate complaints of racism in the workplace have the competencies and skills required based on the secretariat’s review of the complaint resolution process. Following the examination of the complaint processes and professional requirements, the department will address areas requiring adjustments and update its tools, processes, and training requirements as appropriate.</p>

Recommendation	Response
	<p>The department recognizes the critical need to ensure those who experience, witness, or have a responsibility to address harassment, hate, discrimination, or racism in the workplace have somewhere to turn for support and established the Ombuds and Informal Resolution Services Office in 2021. The office contributes to the goal of creating a safe and inclusive workplace by providing a safe space where all employees and managers can raise, discuss, and explore options to help resolve concerns without fear of reprisal, judgment, discrimination, or stigma.</p> <p>The Public Prosecution Service of Canada’s response. Agreed. Supported by the Treasury Board of Canada Secretariat, the Public Prosecution Service of Canada will work with current harassment and violence service providers to identify professionals who are trained and experienced in the area of racism and will undertake to examine its existing complaint process.</p> <p>Throughout this review and implementation process, the Public Prosecution Service of Canada will work closely with our Black and racialized national councils of employees. The Public Prosecution Service of Canada will also leverage guidance provided by the secretariat and experiences of other organizations.</p> <p>Data will be used to the greatest extent possible in accordance with availability, legislation, and privacy concerns.</p> <p>Once our detailed action plan is approved, we expect to achieve concrete results within 2–5 years.</p> <p>Public Safety Canada’s response. Agreed. Supported by the Treasury Board of Canada Secretariat, Public Safety Canada will review the existing complaint mechanisms and processes to ensure they address instances of racism in the workplace. Additionally, Public Safety Canada will assess the required competencies and necessary funding for the assignment of professionals to receive and manage complaints of racism in the workplace in accordance with support and training provided by the secretariat.</p> <p>The anticipated completion date is December 2024.</p>

Recommendation	Response
	<p>The RCMP’s response. Agreed. As the RCMP’s recipient for complaints under the <i>Canada Labour Code</i>, the Independent Centre for Harassment Resolution will assess current processes to explore improvements in addressing complaints of discrimination based on any prohibited grounds, including race. To this end, the centre will request that all current and future investigators indicate their experience in performing root cause analysis in the area of racism. The centre will add asset criteria related to experience in human rights administrative processes to applicable future staffing and/or contracting processes. This will be completed by 31 October 2023.</p> <p>For complaints to the Canadian Human Rights Commission, the National Human Rights Policy Centre works to ensure that the RCMP’s public interest initiatives agreed upon during the commission settlement process are implemented to prevent future instances of discrimination and racism. Complaints of racism by RCMP members may also be investigated through the RCMP conduct regime. The RCMP’s professional responsibility units have experienced investigators, advisors, and decision makers with training in appropriately investigating and addressing racism in the workplace.</p> <p>The RCMP’s Chief Human Resource Officer will leverage information from the centre, the Professional Responsibility Officer, and other complaint processes to ensure complaints of racism are addressed appropriately. This work will be underway by spring 2024.</p> <p>The Treasury Board of Canada Secretariat’s response. Agreed. The Treasury Board of Canada Secretariat will support the 6 organizations in examining their existing complaints resolution processes and ensure they specifically address instances of racism in the workplace, and that complaints are received and managed by professionals trained and experienced in the area of racism by March 2026.</p>

Recommendation	Response
<p>5.67 All 6 organizations, supported by the Treasury Board of Canada Secretariat, should collect and analyze information gathered through complaint resolution processes to identify root causes of disadvantage for racialized employees. Analysis of this information should contribute to preventing and resolving racism in the workplace.</p>	<p>Additionally, as part the of the 2021–2022 round of collective agreements signed with the Public Service Alliance of Canada, the employer and the bargaining agent jointly committed to a review of the employment equity, diversity, and inclusion training courses available to public service employees with a view to identify eventual gaps and improve the promotion of training opportunities. Once the joint committee work is completed, the findings will be leveraged to ensure Treasury Board policies and Treasury Board of Canada Secretariat recommendations to the core public administration support the prevention and resolution of racism in the workplace.</p> <p>The Canada Border Services Agency's response. Agreed. Supported by the Treasury Board of Canada Secretariat and leveraging any guidance and best practices identified by the secretariat, the Canada Border Services Agency will review the existing complaint mechanisms and processes to ensure they address instances of racism in the workplace.</p> <p>The agency will undertake the following measures by December 2024:</p> <ul style="list-style-type: none"> • Review and update forms and processes to collect data, aligned with the <i>Privacy Act</i> and the <i>Work Place Harassment and Violence Prevention Regulations</i> confidentiality requirements, which will allow for the analysis of potential root causes of disadvantage for racialized employees. • Within existing processes for human rights and harassment and violence complaints, and respecting the <i>Privacy Act</i> and confidentiality required by the <i>Work Place Harassment and Violence Prevention Regulations</i>, the agency will track race-based complaints and analyze to identify trends and recommendations to address such trends. • The agency will build upon existing mechanisms to implement recommendations emerging from all harassment and violence investigations conducted under the <i>Work Place Harassment and Violence Prevention Regulations</i> to address root causes of racism. Where possible and available, the agency will make use of data and technology to advance this work.

Recommendation	Response
	<p>Correctional Service Canada’s response. Agreed. Correctional Service Canada has begun an initial analysis of data from harassment and violence notices filed since implementation of the <i>Work Place Harassment and Violence Prevention Regulations</i>. In addition to a quantitative review of the data, this analysis will focus on elements, such as the types of incidents (including elements of discrimination) and the most common types of recommendations. As a result, Correctional Service Canada, with support from the Treasury Board of Canada Secretariat, will be able to better target training needs for employees, supervisors, managers, and executives.</p> <p>In addition, the employee complaint form was amended (July 2023) to include a component for statistical and trend analysis. This addition focuses on self-reporting on gender and employment equity groups. Therefore, this information, combined with data analysis, will provide a better understanding and help prevent and resolve notifications of incidents with a racism component. The 2023–2024 Correctional Service Canada Annual Report on Harassment and Violence will contain data on gender, and employment and equity groups, and will be analyzed to inform decision making.</p> <p>The Department of Justice Canada’s response. Agreed. Supported by the Treasury Board of Canada Secretariat, the Department of Justice Canada will review its current data collection and analysis approach for its complaint resolution processes. The review will incorporate best practices shared by the secretariat to support identification of risk factors and the conduct of investigations.</p> <p>The Public Prosecution Service of Canada’s response. Agreed. The Public Prosecution Service of Canada will implement an approach for the collection and analysis of information gathered through complaints resolution processes. We will leverage guidance from the Treasury Board of Canada Secretariat and experiences of other organizations.</p> <p>Data will be used to the greatest extent possible in accordance with availability, legislation, and privacy concerns.</p> <p>Once a detailed action plan is approved, we expect to achieve concrete results within 2–5 years.</p>

Recommendation	Response
	<p>Public Safety Canada’s response. Agreed. Supported by the Treasury Board of Canada Secretariat, Public Safety Canada will review data collection and analysis methods supporting the complaints resolution processes. In collaboration with the secretariat, the review will identify causes of disadvantage for racialized employees, the analysis of which will assist with informing the approach to preventing and resolving racism in the workplace.</p> <p>The anticipated completion date is March 2025; however, it is conditional on completion of the actions in the response to recommendation 5.66 and receipt of complaints for analysis.</p> <p>The RCMP’s response. Agreed. As the RCMP’s recipient for complaints under the <i>Canada Labour Code</i>, the Independent Centre for Harassment Resolution collects and analyzes information gathered through complaints resolution processes. These investigations require that investigators provide root cause analyses and formulate recommendations to prevent occurrences of harassment and violence involving discrimination based on race in the workplace. Additionally, the centre collects information from employees involved in workplace harassment and violence processes through a survey conducted after the completion of resolution processes to understand the experiences of workplace harassment and violence among diverse employees. The centre is committed to improving its trending and analysis with this data collection and contributing to the prevention of racism in the workplace; however, fulsome and accurate data collection and analyses will depend on the willingness of parties to share this information through the survey. The centre began conducting these surveys in 2021 and is now preparing to analyze and present the findings to RCMP senior management, beginning in 2024. The RCMP’s Chief Human Resource Officer will leverage the information from this and other sources to ensure consistency with the RCMP’s commitment to addressing systemic racism and that an inclusive approach is adopted to address systemic racism within the complaints resolution process. This work will begin by fall 2025.</p>

Recommendation	Response
<p>5.79 Each of the 6 organizations and the Treasury Board of Canada Secretariat should establish expected behaviours needed for an anti-racist and inclusive work environment and against which performance should be assessed for employees. These behaviours should be aligned with specific equity and inclusion outcome indicators and the performance measurement frameworks.</p>	<p>The Treasury Board of Canada Secretariat's response. Agreed. The Treasury Board of Canada Secretariat will support the 6 organizations in collecting and analyzing information gathered through complaints resolution processes to identify root causes of disadvantage for racialized employee in the workplace by March 2026. The secretariat will ensure racialized employee networks are consulted in the process.</p> <p>The secretariat will share harassment prevention best practices with heads of human resources of the federal public service on an ongoing basis during the analysis period.</p> <p>Pursuant to Budget 2023, the secretariat is developing a restorative engagement program to support employees who have suffered harassment and discrimination and to drive cultural change in the public service. In fall 2023, the secretariat intends to engage with key stakeholders—including employee organizations representing equity-seeking communities—on the design of a public service restorative engagement program.</p> <p>The Canada Border Services Agency's response. Agreed. The Canada Border Services Agency will ensure alignment with the leadership competency profile being developed by the Treasury Board of Canada Secretariat, once it is available.</p> <p>In the interim, the agency will continue the work it started to establish expected behaviours needed for an anti-racist and inclusive work environment within the agency. In addition, the agency will implement the following actions by August 2025:</p> <ul style="list-style-type: none"> • Engage with stakeholders to support the development of common performance measures, including expected behaviours, needed for an anti-racist and inclusive work environment. • Develop a strategy to communicate the common performance measures to all agency employees. • Integrate common performance measures into agency employee performance management agreements through a top-down approach.

Recommendation	Response
	<p>Correctional Service Canada’s response. Agreed. Once available, Correctional Service Canada will implement the new Treasury Board of Canada Secretariat leadership competency profiles, and ensure information around expected behaviours is available to employees and managers. Correctional Service Canada will also improve its best practice of creating mandatory work objectives for all supervisors and managers in the area of diversity and inclusion annually as part of the Performance Management Program, by developing new indicators specific to anti-racism in consultation with employee diversity networks.</p> <p>The Department of Justice Canada’s response. Agreed. With direction from the Treasury Board of Canada Secretariat, the Department of Justice Canada will implement changes to management approaches and tools, including the leadership competency profile, to integrate leadership behaviours that cultivate an anti-racist and inclusive work environment through its performance management processes for leaders at all levels.</p> <p>In the interim, the department will cascade relevant, level-appropriate commitments and indicators into the performance agreements of managers and supervisors. The department will also review and update as appropriate, the existing performance indicators and measures for its Anti-Racism and Anti-Discrimination Results Framework 2021–2024 and Employment Equity Plan 2022–2025 to ensure they align to the management approaches and tools, including the leadership competency profile, provided by the secretariat.</p> <p>The Public Prosecution Service of Canada’s response. Agreed. The Public Prosecution Service of Canada will establish expected behaviours needed for an anti-racist and inclusive work environment at all levels.</p> <p>To do so, the Public Prosecution Service of Canada will leverage guidance from the Treasury Board of Canada Secretariat and experiences of other organizations and work with Public Prosecution Service of Canada Black and racialized national council of employees.</p>

Recommendation	Response
	<p>The Public Prosecution Service of Canada will work proactively with experts on the subject of antiracism to identify and offer mandatory training on the topic to all its employees.</p> <p>Once a detailed action plan is approved, we expect to achieve concrete results within 2–5 years.</p> <p>Public Safety Canada’s response. Agreed. Public Safety Canada will establish behaviours to cultivate an equitable, diverse, and inclusive work environment for all employees. In the meantime, Public Safety Canada has implemented a department-wide mandatory objective on wellness, equity, diversity, and inclusion, which was included in employees’ 2023–24 performance agreements.</p> <p>Performance indicators for the 2024–25 department-wide mandatory objective will be updated to outline expected behaviours for an anti-racist and inclusive work environment, against which each employee’s performance will be assessed.</p> <p>Public Safety Canada will develop a monitoring and reporting strategy for the new mandatory diversity and inclusion objectives, which will feed into the department-wide diversity and inclusion performance framework (see response to recommendation 5.26 above).</p> <p>The RCMP’s response. Agreed. Following the Treasury Board of Canada Secretariat’s modernization of the leadership competency profiles for the public service, the RCMP will continue to support the secretariat’s modernization of the key leadership competencies and implement the updated profiles including expected behaviours to cultivate an equitable, diverse, and inclusive work environment for all employees within the organization. Additionally, as part of the 2023/2024 performance measurement and accountability cycle for executives, the RCMP will be implementing a department-wide mandatory objective on promoting wellness, diversity, inclusion, and anti-racism in the RCMP.</p> <p>The Treasury Board of Canada Secretariat’s response. Agreed. The Treasury Board of Canada Secretariat will coordinate with the 6 organizations to establish, within existing competency frameworks, expected behaviours needed for an anti-racist and inclusive work environment and against which performance should be assessed for all employees. This work is expected to be completed by March 2026.</p>

