



Diversity Barriers in Defence Infrastructure: Domestic and Deployed

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JCSP 50

Master of Defence Studies

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Lieutenant-Colonel Melanie Arsenault

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ABSTRACT

Despite international initiatives such as the United Nations' Women, Peace, and Security (WPS) agenda and various programs aimed at fostering inclusion within the Defence Team, the integration of these principles into the management of the Department of National Defence's (DND) extensive Real Property portfolio remains underexplored. Through qualitative research guided by Gender-based Analysis Plus (GBA Plus), this study uncovers barriers in defence infrastructure (domestic and deployed) that impact Defence Team members' safety, comfort, and inclusion, providing crucial insights for future policy and practice.

The research identifies a pervasive lack of privacy in DND facilities, notably affecting lived experiences. It also exposes symbolic barriers, where the design and allocation of physical spaces subtly but powerfully signal status and power, intensifying perceptions of exclusion. Additionally, the study underscores how inadequately executed Equity, Diversity, and Inclusion (EDI) initiatives can inadvertently result in benevolent discrimination if they do not incorporate comprehensive GBA Plus, sufficient resources, and robust change management principles.

Critically, the findings emphasize the interconnectedness between defence infrastructure and organizational culture within the Canadian Armed Forces (CAF) and DND. The paper argues that meaningful improvements require simultaneous attention to both the physical environment and organizational culture. This dual focus can enhance interactions among diverse groups in the built environment to dismantle formal and informal barriers to inclusion. Addressing these challenges is a moral imperative and a strategic enabler of operational success and institutional integrity, crucial for the ongoing evolution of the CAF and DND.

DIVERSITY BARRIERS IN DEFENCE INFRASTRUCTURE: DOMESTIC AND DEPLOYED

*Everyone deserves to serve in a safe, inclusive environment.*¹

INTRODUCTION

Transitioning from “Strong, Secure, Engaged” to “Our North Strong and Free,” the Department of National Defence (DND) has underscored its continued dedication to meeting the diverse needs of Defence Team members. Canadian Armed Forces (CAF) personnel and DND public servants need a respectful, inclusive work environment free from harassment or discrimination.² Fostering an inclusive institutional culture is a moral imperative and crucial for operational efficiency, as diverse viewpoints contribute to better decision-making. DND’s 2023 Cultural Evolution Strategy and Gender-based Analysis Plus (GBA Plus) Enterprise Approach provides a framework for internal culture-focused plans, marking a pivotal shift in how CAF/DND intends to integrate intersectional factors in decision-making.³

GBA Plus is an analytical framework that goes beyond assessing gender dynamics to consider overlapping identity factors.⁴ It helps identify and address systemic inequities by including differences in experience due to connected factors like age, ability, education, ethnicity, economic status, geography, language, and sexual orientation. By using an intersectional lens, GBA Plus provides a deeper understanding of how different identities intersect and impact outcomes. This proactive approach anticipates and mitigates barriers,⁵ tailoring policies, programs, services, plans, and initiatives to meet the diverse needs of affected populations, both directly and indirectly.⁶

¹ Department of National Defence, *Canadian Armed Forces Ethos: Trusted to Serve* (Ottawa: Canadian Defence Academy, 2022), 16, <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/canadian-armed-forces-ethos-trusted-to-serve.html>

² Department of National Defence. *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Department National Defence, 2017), 27, <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/transition-materials/defence-101/2020/03/defence-101/defence-policy.html>

³ Department of National Defence. *Our North, Strong and Free: A Renewed Vision for Canada’s Defence* (Ottawa: Department National Defence, 2024), 32, <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/north-strong-free-2024.html>

⁴ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 30.

⁵ Barriers: Physical obstacles as well as formal or informal policies and practices that restrict or exclude persons in designated groups from employment opportunities in the federal Public Service. Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 22.

⁶ Department of National Defence, *Guidance for Meeting GBA Plus Requirements While Preparing DND/CAF Treasury Board Submissions* (Ottawa: Chief Professional Conduct and Culture, May 2022).

Despite various culture transformation initiatives, there remains a notable deficiency in research within the Canadian Defence community concerning the explicit connections between organizational culture and the built environment.⁷ Furthermore, there is no evidence that the physical infrastructure which constitutes DND's extensive Real Property portfolio⁸ has been subject to a comprehensive GBA Plus. Although several key documents acknowledge infrastructure considerations within the broader context of Equity, Diversity and Inclusion (EDI) initiatives, a substantial information gap exists regarding the reciprocal influences between the built environment and cultural transformation efforts. Addressing this knowledge shortfall is imperative, as insights via GBA Plus would yield findings which support DND's Cultural Evolution Strategy—an objective that this paper seeks to advance.

Although international mandates guide DND's efforts towards inclusion, they often overlook the specific challenges the built environment presents. The United Nation's Women, Peace, and Security (WPS) agenda aims to address gender inequality as a root cause of conflict, insecurity, and instability, emphasizing the importance of gender

⁷ “The built environment encompasses the surroundings specifically designed and constructed for human use and activity. This includes a wide array of elements like cities, buildings, urban spaces, walkways, roads, parks, and more. Studying the built environment is inherently interdisciplinary, drawing from various fields such as visual arts, architecture, engineering, urban planning, history, interior design, industrial design, geography, environmental studies, and anthropology/sociology. This holistic approach allows for a comprehensive understanding of the complex interactions between humans and their constructed surroundings.” University of Windsor, “What does the term “built environment” mean?”, accessed 2 May 24, <https://www.uwindsor.ca/vabe/25/what-does-term-%E2%80%9Cbuilt-environment%E2%80%9D-mean>

⁸ Real Property: Any right, interest or benefit in land, which includes mines and minerals, and buildings, structures, improvements and other fixtures on, above or below the surface of the land or water (submerged land). Federal Real Property is any Real Property belonging to His Majesty, including any Real Property of which His Majesty has the power to dispose.

“The DND administers the largest Real Property portfolio in the Government of Canada. The portfolio stretches from coast to coast to coast, occupying approximately 10 million square metres of floor space, 21,000 buildings (including more than 12,000 residential units), 2.2 million hectares of land, and 13,500 works including roads, water, storm and sewer pipes, airfields, jetties, ranges and training areas. The portfolio has a total replacement cost of approximately \$28 billion with an approximate annual budget of \$2.0 billion.

The DND Real Property portfolio is experiencing similar challenges as those held by other federal RP custodial departments and agencies. The state of the portfolio is consistent with the overall Government of Canada's Real Property portfolio as the average age of assets is increasing, overall portfolio condition is deteriorating, deferred maintenance costs continue to grow, and the functionality and suitability of the portfolio is declining.

The portfolio is geographically dispersed and complex, with a wide variety of facilities of differing ages, uses, and conditions. With a more than a quarter of infrastructure over 50 years old, DND assets and municipal works are reaching the end of their economic life and, therefore, becoming ill-suited to support current and future missions and military members. Ongoing efforts are underway to improve the condition of assets to mitigate the risk of incidents that would impact infrastructure and operational readiness in addition to posing health and safety risks.”

Department of National Defence. *Defence Real Property Portfolio Strategy* (Ottawa: Assistant Deputy Minister (Infrastructure and Environment), 2022). <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/real-property-portfolio-strategy.html>

analysis in peace and security efforts.⁹ CAF/DND implements the WPS agenda by focusing on internal institutional change and incorporating WPS principles into international military operations. This involves addressing issues of unprofessional conduct, sexual violence, biases, and barriers to inclusion and career progression for diverse individuals.¹⁰ Focus Area 6 of DND's Implementation Plan for Canada's Canadian National Action Plan (CNAP) WPS 2023-2029 is inclusion: "Inclusion aims at fostering internal institutional change within the Defence Team to remove barriers to inclusion."¹¹ It emphasizes creating an equitable and safe work environment where members can achieve their career goals and contribute optimally to CAF/DND. Initiatives under this focus area, such as recruiting and retention, seek to increase institutional capacity to address diversity barriers through targeted responses and initiatives tailored to differential needs, thereby enhancing diversity and inclusion within DND. Despite these efforts, little work has taken place to investigate diversity barriers in the built environment.

Also under the UN's WPS agenda, the Elsie Initiative for Women in Peace Operations seeks to enhance women's participation in peace operations through partnerships, advocacy, and research.¹² The initiative also includes applying the Measuring Opportunities for Women in Peacekeeping (MOWIP) methodology, which evaluates barriers and opportunities for meaningful participation of women in peace operations. The insights gained from Canada's 2022 Elsie Barrier Assessment provided a comprehensive framework for improvement, highlighting potential enhancements for women's inclusion within CAF/DND. Although the infrastructure assessment within Issue Area 5 of the Elsie Barrier Assessment exhibited limitations, it contributes to the body of research on diversity barriers in infrastructure and underscores the continued

⁹ Vanessa Brown. "Gender Considerations in Advancing the Vancouver Principles in Armed Forces," *Allons-y: Journal of Children, Peace & Security*. Vol. 5 (March 2021): 41. <https://ojs.library.dal.ca/allons-y/article/view/10218>

¹⁰ Department of National Defence and the Canadian Armed Forces. *Implementation Plan for Canada's National Action Plan (CNAP) on Women, Peace and Security – 2023 to 2029* (Ottawa: Department of National Defence, 2024), <https://www.international.gc.ca/transparency-transparence/women-peace-security-femmes-paix-securite/2023-2029-implementation-plans-mise-oeuvre-dnd.aspx?lang=eng>

¹¹ Global Affairs Canada, *Foundations for Peace: Canada's National Action Plan on Women, Peace and Security – 2023 to 2029*, (Ottawa, Global Affairs: 2024). <https://www.international.gc.ca/transparency-transparence/women-peace-security-femmes-paix-securite/2023-2029-foundation-peace-fondation-paix.aspx?lang=eng>

¹² "The Elsie Initiative Fund is designed to use collective resources to increase the meaningful participation of uniformed women in UN peace operations, with a focus on police and military roles. Through flexible project funding, troop and police-contributing countries have access to UN financial assistance to support evidence-based activities for the meaningful participation of trained and qualified uniformed women in police and military roles. Missions themselves are able to seek funding from the Elsie Fund for gender-sensitive accommodations. For example, both UNIFIL and MINUSMA had done this to improve conditions. Contributions and pledges to the Elsie Fund total \$35M USD of which Canada has contributed \$13M USD." Alexandra Kaminski, Policy Officer for Women, Peace, and Security, Assistant Deputy Minister (Policy) / Global Partnerships and Initiatives, 17 Jan 24.

need for GBA Plus research to fully understand the range of improvements needed to enhance inclusion in the built environment.

Outside of the WPS agenda, policy on inclusivity in managing federal infrastructure remain scarce. The Treasury Board Directive on the Management of Federal Real Property outlines a limited range of intersectional considerations within the built environment. Section 4.2.19 briefly addresses intersectionality by advocating for considering diversity, including gender identity and expression, in the design and provision of built amenities.¹³ Nevertheless, the directive provides scant detail on how this should be implemented, leaving it to individual federal Real Property custodians to interpret and apply these principles. Within CAF/DND, some grassroots initiatives have been undertaken to address diversity barriers in infrastructure, such as establishing lactation rooms and caregiver parking stalls, which have been initiated by various Defence Advisory Groups (DAGs). Also, subject-specific technical engineering and architecture bulletins exist or are in development, like those for gender-inclusive washrooms and accessible design. However, efforts to address diversity barriers in defence infrastructure are fragmented, subject-specific, and lack a cohesive overarching national strategy to identify barriers and mitigate deficiencies.

To address the identified gap in this field of study, this research seeks to uncover various barriers within defence infrastructure that adversely affect diverse groups, thereby highlighting the pivotal role that infrastructure plays in shaping the lived experiences of Defence Team members. Through an analysis of primary qualitative data, this study reveals how physical barriers reflect and reinforce systemic inequities, thus impeding an inclusive culture. Given the strong connection between culture and the built environment demonstrated by the research findings, addressing diversity barriers within defence infrastructure emerges as a critical step for fostering the cultural evolution of the CAF/DND.

This research paper is organized into substantive chapters to deepen the understanding of Defence Team members' lived experiences and thoroughly explore diversity barriers in defence infrastructure. Chapter 1 outlines the research methodology employed throughout the study and identifies key findings. Chapter 2 considers the foundational Codes and Standards that prescribe Real Property management. Chapter 3 examines specific barriers within domestic infrastructure, divided into three categories: Safety, Comfort and Inclusivity. Chapter 4 expands this examination to include deployed infrastructure. The conclusion summarizes insights from previous chapters to underscore the importance of dismantling diversity barriers in defence infrastructure to achieve broader strategic objectives of institutional equity and cultural inclusion.

¹³ Government of Canada. *Directive on the Management of Real Property*, (Ottawa: Treasury Board, 2022). <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=32691>

CHAPTER 1: METHODOLOGY

This paper's research design employs a mixed methodology of literature review and qualitative analysis, adhering closely to the guidelines outlined in the Government of Canada's GBA Plus Research Guide.¹⁴ GBA Plus research generates vital insights into individuals' diverse needs, priorities, experiences, and perspectives.¹⁵ Moreover, it is instrumental in addressing how power is structured, highlighting inequities that affect specific sub-groups. This examination helps identify barriers and negative impacts of policies, programs, and legislation on gender and other aspects of identity.¹⁶ Specifically, qualitative GBA Plus research utilizes participatory methods and lived experiences to validate and support an evidence-based approach to addressing inequalities. These methods offer robust avenues for exploring individuals' unique social contexts and experiences. However, it is important to acknowledge the challenges of qualitative GBA Plus research, such as formulating questions that capture intersecting experiences, analyzing substantial volumes of data, and ensuring high-quality data analysis informed by an understanding of power in relation to intersecting social categories.¹⁷ Despite these challenges, qualitative research is highly regarded for its potential to explore participant voices and accounts of their lived experience,¹⁸ fostering a deeper comprehension of diversity intersections.¹⁹ Incorporating GBA Plus as a research methodology shapes this project by emphasizing intersectionality and participatory methods, focusing on individual experiences to ensure that the diverse perspectives of defence personnel are accurately reflected. This approach guides the interpretation of qualitative data, allowing for a nuanced understanding of diversity and effective identification of systemic barriers within defence infrastructure.

Following the GBA Plus steps of data collection, a literature review conducted for this project included a thorough examination of primary and secondary research materials, policies, standards, and procedures. To foster a comprehensive understanding of the subject matter and provide a solid theoretical foundation for the study's findings, the review process involved sourcing data from a variety of outlets, including academic databases, codes and standards, and 'grey literature' such as technical bulletins, as well as

¹⁴ Women and Gender Equality Canada, *Gender-based Analysis Plus research guide*, (Ottawa: WAGE, 2021). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/resources/research-guide.html>

¹⁵ Ibid.

¹⁶ Women and Gender Equality Canada, *GBA Plus: Step-by-Step Guide*, (Ottawa, WAGE: 2024). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/microlearning-videos/gbapplus-step-by-step.html>

¹⁷ Women and Gender Equality Canada, *Gender-based Analysis Plus research guide*, (Ottawa: WAGE, 2021). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/resources/research-guide.html>

¹⁸ Kathleen Murphy et al., "I just Gotta have Tough Skin": Women's Experiences Working in the Oil and Gas Industry in Canada," *The Extractive Industries and Society* 8, no. 2 (2021).

¹⁹ Women and Gender Equality Canada, *Gender-based Analysis Plus research guide*, (Ottawa: WAGE, 2021). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/resources/research-guide.html>

both published and unpublished government documents. Moreover, consultation with relevant internal and external stakeholders and experts spanning various domains was undertaken to ensure a diverse range of perspectives were considered in shaping the research findings.²⁰ This meticulous review laid the groundwork for informed analysis and interpretation of the study's qualitative data.²¹

Second, a Diversity Barriers in Defence Infrastructure (Domestic and Deployed) Consultation Questionnaire, hereafter referred to as "questionnaire", was distributed by the DAG Secretariat to gather insights from diverse perspectives within the Defence Team as part of the consultation process. Sixty-one (61) responses were received, reflecting varied engagement and contributions from the Defence Indigenous Advisory Group (DIAG), the Defence Visible Minorities Advisory Group (DVMAG), the Defence Women's Advisory Organization (DWAQ), the Defence Advisory Group for Persons with Disabilities (DAGPWD), and the Defence Team Pride Advisory Organization (DTPAO).

Finally, nineteen (19) in-depth interviews were conducted with volunteer students and staff at the Canadian Forces College to glean observations and experiences regarding diversity barriers in defence infrastructure. Volunteer participants were CAF/DND employees who self-identified as Government of Canada's Employment Equity Designated Groups members.²² Interviews were chosen as the primary data collection method due to their effectiveness in allowing participants to openly share their views and experiences. They served as a valuable means of gathering information about individuals' lived experiences, perceptions, and concerns, providing insights into their reality that resist easy quantification. The interviews included open-ended questions designed to elicit personal responses and maintain flexibility to explore analytically promising areas.²³

²⁰ Contributing subject matter experts included, but were not limited to: Dr Alan Okros, Dr Shannon Lewis Simpson, Dr Shannon Russell Miller, Hannah Rosen, Katie Boone, Isabelle Richer, LCol Trevor Semeniuk, Mau Arsenault, Irvin Marucelj, Guy Monette, Alex Fenwick, Maj Graham Long, Jason Berry, and Henry Berghuis.

²¹ Women and Gender Equality Canada, *Gender-based Analysis Plus research guide*, (Ottawa: WAGE, 2021). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/resources/research-guide.html>

²² Designated Groups as defined by the Federal Public Sector Labour Relations Act: "Women, Indigenous peoples: persons who are First Nations, Inuit or Métis, Persons with disabilities, Members of visible minority groups."

Government of Canada. "Federal Public Sector Labour Relations Act (S.C. 2003, c. 22, s. 2)," Last Modified September 28, 2023. <https://www.laws-lois.justice.gc.ca/eng/acts/P-33.3/>

Persons who identify as 2SLGBTQI+ are also included as per CAF/DND DAGs.

Department of National Defence. "Defence Advisory Groups." Last Modified August 21, 2023. <https://www.canada.ca/en/department-national-defence/services/conduct-and-culture/diversity-inclusion/defence-advisory-groups.html>

²³ Dorothy Pawluch, "Qualitative Analysis, Sociology," in *Encyclopedia of Social Measurement*, ed. Kimberly Kempf-Leonard (New York: Elsevier, 2005), 231-236. doi:10.1016/B0-12-369398-5/00142-0. <https://www.sciencedirect.com/science/article/pii/B0123693985001420>.

Ethical considerations are crucial in one-on-one interviews, especially when discussing sensitive topics. Researchers must prioritize ethical standards, avoid reproducing harmful stereotypes, and guarantee participant confidentiality and anonymity. The Royal Military College Research Ethics Board considered and supported this project²⁴. Recognizing the potential power imbalances associated with the interview questions was introduced to mitigate the risk of perceived obligation or coercion for three participants who were a lower rank of the researcher.

Critical Discourse Analysis (CDA) was employed to analyze the qualitative data collected from the interviews and questionnaires. CDA prioritizes examining power dynamics, ideology, and social relations embedded within discourse, addressing societal issues through interpretive, descriptive, and explanatory analysis.²⁵ Researchers employing CDA focus on identifying recurring themes, key terms, and potential patterns within discourse, seeking to understand the broader social, cultural, and historical context influencing language use. By examining linguistic features such as patterns, repetitions, and metaphors researchers uncover social meanings embedded within communication.²⁶

Data analysis unfolded organically as patterns reflecting consistency or diversity of experiences emerged within the dataset. Given the project's circumstances—a sole researcher conducting a limited number of interviews on a potentially sensitive subject—a manual and personalized approach to analysis proved most suitable. This involved the researcher actively engaging in the process through initial listening, repeated listening, and multiple readings of transcripts. Unlike conventional qualitative research methods that rely on quantitative measures, such as counting occurrences of coded words using data analysis software, this approach fostered a deep sense of connection between the researcher and the participants. The audio and transcription files, obtained with participant consent and will be destroyed, served as tangible records of all interactions, validating the researcher's interpretations.²⁷

Limitations

Bias

Subjectivity and bias pose significant challenges in discourse analysis, as interpretations may be influenced by personal biases and perspectives. These biases often emerge as cognitive shortcuts formed through cultural background, individual

²⁴ File Number: REB_Arsenault_20231206

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²⁵ Rebecca Rogers et al., "Critical Discourse Analysis in Education: A Review of the Literature," *Review of Educational Research* 75, no. 3 (2005), 370.

²⁶ Rebecca Rogers et al., "Critical Discourse Analysis in Education: A Review of the Literature," *Review of Educational Research* 75, no. 3 (2005), 367.

²⁷ Connie Ann Buscha, "US Military Places and Spaces as Geographies of Care and the Battle Against Military Sexual Violence." (Diss., Texas State University, 2020), 58.

experiences, societal influences, and both institutional and external pressures.²⁸ Within the framework of CDA, the importance of reflexivity becomes apparent, emphasizing the necessity for heightened self-awareness and a thorough examination of the researcher's role in the investigative process.²⁹ This becomes particularly crucial when the researcher holds specific affiliations or roles. In this instance, the researcher is a Senior Commissioned Officer of the CAF with over 20 years of service, belongs to a designated group, and serves as a Construction Engineering Officer (Civil Engineer). In acknowledging these factors, the author actively recognizes potential bias and the subjective nature of the analytical process. This was mitigated through endeavours to maintain transparency and rigour in the approach, such as online training,³⁰ subject matter expert feedback, and active reflection.

Sample Size

Determining an appropriate qualitative sample size is paramount, especially in research emphasizing depth over breadth. Justifying the sample size is crucial to avoid unwarranted generalizations, enabling insights to transcend a narrow context.³¹ Small sample sizes can hinder the interpretation of nuanced meanings in discourse analysis and may not adequately represent diverse perspectives, thus restricting identifying patterns and themes. Conversely, large sample sizes may lead to data saturation. In this research, the sample size was aligned with the guidelines outlined in, "Sample Size for Qualitative Research," recommending 15 to 30 in-depth interviews; 19 in-person interviews were conducted (3 written submissions), meeting these criteria effectively. However, the sample faced certain limitations. Due to time constraints and CAF research ethics protocols, one-on-one interviews were restricted to CAF staff and students with an average of over 15 years of experience, all aged over 35 years and almost exclusively Commissioned Officers. Furthermore, despite receiving approval from the Royal Military College Research Ethics Board, RMC staff and students were precluded from participation due to Chain of Command restrictions.

Themes and Narratives in Qualitative Data

The findings presented in this paper are derived from an investigation into the barriers within defence infrastructure as perceived through individuals' lived experiences. Participants in the study reflected on their encounters with domestic DND Real Property where they have resided, worked, or trained. They were prompted to distinguish

²⁸ Canadian Institutes of Health Research, "Bias in Peer Review," last accessed 12 Apr 24.
<https://www.chairs-chaires.gc.ca/program-programme/equity-equite/bias/en/>

²⁹ Jan Zienkowski, "Reflexivity in the Transdisciplinary Field of Critical Discourse Studies," *Palgrave Communications* 3, no. 1 (2017).

³⁰ Course on Research Ethics based on the Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans (TCPS 2: CORE 2022) and Bias in Peer Review, Canadian Institute of Health Research.

³¹ Kirsti Malterud, Volkert Dirk Siersma and Ann Dorrit Guassora, "Sample Size in Qualitative Interview Studies: Guided by Information Power," *Qualitative Health Research* 26, no. 13 (2016), 1753.

observations and experiences about their safety, comfort, and sense of inclusion in the physical environment to gauge the prevalence of diversity barriers. A similar inquiry was conducted regarding deployed infrastructure. Moreover, participants were encouraged to offer insights as users or implementers of various DND initiatives intended to enhance the suitability of defence Real Property for designated groups.

Acknowledging potential intersections between safety, comfort, and inclusion shaped by interconnected diversity factors, the themes that emerged from qualitative analysis are interwoven throughout chapters based on their prevalence within each category.

The principal finding of this qualitative study is the interplay between culture change and the built environment. Specifically, organizations housed in physical spaces that compromise personal privacy, reinforce unconscious bias and perpetuate power imbalances face significant challenges in advancing an inclusive culture. Key findings indicate that diversity barriers ingrained in the physical structures of DND's Bases and Wings obstruct strategic policy efforts to foster inclusion within the organization.

Furthermore, the study revealed a pivotal insight: initiatives aimed at enhancing physical spaces to promote inclusivity must be accompanied by a simultaneous cultural shift. Absent a fundamental change in organizational culture, endeavours to improve the physical environment will encounter difficulty gaining traction or effecting change. Indeed, these two aspects—cultural evolution and enhancements to the physical environment—are deeply interconnected and mutually reinforcing. The lived experiences of this study's diverse participants emphasize the urgency of acknowledging this symbiotic relationship, underscoring that meaningful strides toward inclusivity require a holistic approach addressing cultural and physical dimensions.³² Their narratives highlight the necessity of ongoing efforts to cultivate genuinely inclusive physical environments within the CAF/DND.

³² As organizations become more diverse, the need to understand and manage the representation of socio-demographic differences in public spaces becomes crucial. This involves addressing how diverse representations can either support or undermine the place-identity of various community members and highlights the role of built environment professionals in facilitating or hindering these cultural expressions through planning and design, aiming for a balance that supports a positive place-identity for all members. Parisa Kalali and Gethin Davison. "Cultural Representations in the Built Environment and Their Relationship with Individuals' Place-Identity." *Spaces & Flows: An International Journal of Urban & Extra Urban Studies* 8, no. 3 (2017).

CHAPTER 2: CODES AND STANDARDS

This chapter investigates the extent to which EDI concepts are integrated—or absent—in building codes and standards. The discussion aims to reveal potential biases within the frameworks that define the built environment by closely analyzing the National Building Code of Canada and its associated standards.

Real Property management professionals, including architects, engineers, and technicians, heavily rely on codes and standards for objectivity. This unwavering commitment prompts a critical question: Do these codes harbour inherent biases? Despite contemporary accessibility codes addressing specific diversity factors, a persistent concern remains regarding the impartiality of codes and standards. Initial research exposes a disconcerting reality – diversity is notably lacking in the teams and committees shaping the codes and standards dictating the built environment. A 2017 UN Economic Commission for Europe report underscores this issue, stating that the “representation of women in standards development is almost always below parity, and the outcomes for men and women are not explicitly addressed during the standards development process.”³³ Furthermore, a 2020 study titled *SDG 5 and the Gender Gap in Standardization Empirical Evidence From Germany* identified that “Standard-development for construction, mechanical and electrical engineering is especially male-dominated.”³⁴

“Diverse groups make better decisions,”³⁵ and increasing diversity within standardization committees not only enhances innovation and creativity but also meets the varied expectations of users.³⁶ Recognizing that diverse perspectives and ideas improve team performance, each committee’s unique knowledge, skills, and perspectives contribute to more inclusive design outcomes, enhancing effectiveness and safety for a wider audience. As the Chair of Innovation Economics in Berlin notes, “The pursuit of diversity in standardization is essential for the political legitimacy of the system, relying on the representation of all relevant stakeholders.”³⁷ Despite the private nature of standardization processes, where industry sets its rules, prioritizing diversity and inclusion is crucial. Addressing under-representation isn’t only about equity; it is key to unlocking the full potential of committees for optimal outcomes.

³³ “Recommendations on Regulatory Cooperation and Standardization Policies: Gender Responsive Standards,” United Nations Economic Commission for Europe, accessed Feb 2024, https://unece.org/DAM/trade/wp6/Recommendations/Rec_U_en.pdf

³⁴ Heß, Philipp, “SDG 5 and the Gender Gap in Standardization: Empirical Evidence From Germany” *Sustainability* 12, no. 20 (2020): 1. <https://doi.org/10.3390/su12208699>

³⁵ Ambassador Jacqueline O’Neill, Women Peace and Security, presentation at Canadian Forces College, Toronto, 26 March 2024.

³⁶ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 4.

³⁷ Heß, Philipp, “SDG 5 and the Gender Gap in Standardization: Empirical Evidence From Germany” *Sustainability* 12, no. 20 (2020): 2. <https://doi.org/10.3390/su12208699>

National Building Code

A code is broad in scope and is intended to carry the force of law when adopted by a provincial, territorial or municipal authority. A code may include any number of referenced standards.³⁸ In adherence to Treasury Board Policy, DND must adhere to the regulations stipulated in the National Building Code of Canada (NBC). The comprehensively delineates technical provisions essential for designing and constructing new buildings. Beyond this, its influence extends to the alteration, change of use, and demolition of existing structures. The NBC's significance lies in its commitment to address five fundamental objectives: safety, health, accessibility, fire and structural protection of buildings, and environmental considerations.³⁹ By establishing and enforcing requirements aligned with these core principles, the NBC plays a pivotal role in shaping the built environment, ensuring that structures meet functional and aesthetic standards and prioritize the well-being of occupants and the broader community. NBC's codes, including Building, Fire, Plumbing, Energy, and Farm Buildings, emphasize its crucial role in fostering a harmonious balance between innovation and safety.

In November 2022, the Government of Canada introduced a new governance framework for the National Model Code development system, which replaced the Canadian Commission on Building and Fire Codes. Under this framework, the National Research Council of Canada (NRC) co-chairs the federal-provincial-territorial (FPT) Canadian Table for Harmonized Construction Codes Policy and the Canadian Board for Harmonized Construction Codes (CBHCC), representing the Government of Canada. In conjunction with provincial and territorial representatives, these entities oversee the code system, working to harmonize construction codes nationwide. Technical Committees provide support for code content development. According to the NBC, "Committees include builders, engineers, skilled trade workers, architects, building owners, building operators, fire and building officials, manufacturers, and representatives of general interests."⁴⁰

While the CBHCC does not explicitly disclose socio-demographic information or EDI initiatives on its website, integrating intersectional considerations into committee compositions could enhance their functionality. Responses from the NRC regarding existing CBHCC policies revealed that "Demographics, including gender, were not collected in the former system. However, there are plans to address this oversight by incorporating voluntary self-declaration questions into the new application form during the recruitment process for technical committee members."⁴¹ This development indicates

³⁸ "What are Standards", Standards Council of Canada, accessed 21 Feb 24.

<https://www.scc.ca/en/standards/what-are-standards>

³⁹ Canadian Commission of Building and Fire Codes, "National Building Code of Canada: 2020," Vol 1 (2022), vi, <https://nrc-publications.canada.ca/eng/view/ft/?id=515340b5-f4e0-4798-be69-692e4ec423e8>

⁴⁰ Canadian Commission of Building and Fire Codes, "National Building Code of Canada: 2020," Vol 1 (2022), v, <https://nrc-publications.canada.ca/eng/view/ft/?id=515340b5-f4e0-4798-be69-692e4ec423e8>

⁴¹ Sarah Veilleux, Production & Marketing Manager, Codes Canada, Construction Research Center, National Research Council Canada, 15 Feb 24.

a preliminary move towards greater transparency and inclusivity in committee demographics.

A closer examination of the numerous references to industry standards within NBC can shed light on compounded biases. [Appendix 1](#) explores, in detail, the network of accreditation bodies and standard development organizations cited by NBC to uncover which entities acknowledge and actively address diversity differences in consensus committees that play a significant role in shaping critical decisions. Recognizing that DND does not directly influence the NRC or CBHCC, DND can take several proactive steps internally. DND should align its practices with guidelines from the Standards Council of Canada (SCC) and the International Organization for Standardization (ISO) to raise awareness of potential biases in codes and standards. This alignment will help promote diversity within committees and foster consultation with diverse user groups. By implementing these strategies and utilizing GBA Plus, DND can ensure that its internal standards and policy committees effectively incorporate intersectional considerations.

CHAPTER 3: DOMESTIC INFRASTRUCTURE

In this chapter, qualitative data on barriers in domestic infrastructure is meticulously examined and categorized into three specific yet interrelated dimensions: safety, comfort, and inclusivity. By analyzing narratives shared by research participants, the study deeply explores the complex nature of these barriers, moving beyond superficial observations. Themes such as privacy, power imbalance, and benevolent discrimination are scrutinized with analytical rigour, enriching the understanding of challenges within domestic infrastructure. Additionally, [Appendix 3](#) presents a Service Paper titled “GBA Plus in Real Property Plans, Projects, and Procurement,” offering an evaluative overview of GBA Plus institutionalization within ADM(IE). It identifies areas for improvement, intended for consideration in ADM(IE)’s upcoming GBA Plus Implementation Plan.

SAFETY

The National Standard of Canada for Psychological Health and Safety in the Workplace, with its 13 psycho-social factors, plays a crucial role in understanding safety. One of these factors is the Protection of Physical Safety, which is present in a work environment where organizations demonstrate a clear concern for employees’ physical safety and take appropriate action to protect it.⁴² When considering domestic DND Real Property, safety is defined as an environment ‘free from harm or risk.’⁴³ Ensuring personal safety on DND premises extends beyond monitoring individual conduct; infrastructure can significantly influence positive and negative safety outcomes. Therefore, assessing the location and layout of buildings and Bases is imperative for safety considerations.⁴⁴

Continuous engagement with diverse segments of CAF/DND personnel and visitors frequenting facilities is necessary to identify their safety concerns, both physical and cognitive. Recognizing that user experiences vary based on gender, race, age, ability, and rank, it is crucial to prioritize intersectionality in safety evaluations. As such, participants were asked to evaluate whether the locations where they have lived, worked, or trained promoted a safe environment. An analysis of their responses revealed a range of experiences, indicating mixed findings. While most participants felt secure within DND property, attributing this to the presence of fenced-off and enclosed defence establishments, notably guarded by commissionaires, 41% of questionnaire respondents reported not feeling safe.

⁴² Mental Health Commission of Canada, “National Standard of Canada for Psychological Health and Safety in the Workplace,” (2017): 2. <https://www.mentalhealthcommission.ca>

⁴³ “Safety.” Merriam-Webster.com Dictionary, Accessed 30 Apr. 2024. <https://www.merriam-webster.com/dictionary/safety>

⁴⁴ Department of National Defence, *Gender Based Analysis Plus in Infrastructure*, (Ottawa: Chief Professional Conduct and Culture, May 2022).

While the dissertation titled, “US Military Places and Spaces as Geographies of Care and the Battle Against Military Sexual Violence” explores how military installations provide the spatial and temporal conditions conducive to instances of rape, such as their intimate and insulated nature, separate occupation, exclusive amenities, and dedicated security services,⁴⁵ this section does not solely focus on safety concerning Sexual and Gender-Based Violence (SGBV). Incidentally, the research reveals safety concerns that transcend barriers directly linked to diversity groups. Numerous comments have shed light on broader infrastructure deficiencies, evoking concerns regarding health and safety hazards such as asbestos, water infiltration, and deteriorating concrete structures. The deteriorating state of DND infrastructure prompted deliberations on its potential implications for mental health and the risk of operational stress injuries culminating in long-term disability.⁴⁶ Although this aspect lies beyond the scope of the present study, it accentuates the necessity for future research to thoroughly investigate these observations.

Three key subjects emerged among the EDI-specific safety considerations: Exterior Lighting, Distance and Route Condition, and Geographic Location of Bases and Wings. Participants repeatedly emphasized the importance of acknowledging these factors for ensuring safety. While the importance of locks in ensuring safety was also acknowledged, locks were predominantly discussed in the context of deployed camps, a topic further explored in Chapter 4.

Exterior Lighting

Given the extensive examination of perceptions of safety during nighttime hours under various lighting conditions in numerous sociological and scientific studies,⁴⁷ exterior lighting ranks among the most prevalent concerns regarding safety. The International Journal of Lighting Research and Technology investigated perceptions of campus safety, highlighting the significance of creating emotionally and physically safe environments within institutions.⁴⁸ Yet, despite efforts to ensure campus safety, research indicates that women typically engage in self-protection or precautionary behaviours based on their perception of safety.⁴⁹ Mirroring site design often observed on university campuses, these findings emphasize the critical need to address disparities in perceptions of safety on CAF Bases and Wings. Although the exterior lighting is theoretically

⁴⁵ Connie Ann Buscha, “US Military Places and Spaces as Geographies of Care and the Battle Against Military Sexual Violence.” (Diss., Texas State University, 2020), 109.

⁴⁶ Interview, 16 Feb 24.

⁴⁷ Justin S. Marcheskie, "No Title," *Analyzing Campus Safety: A Survey of Perceived Risk, Crime and Outdoor Lighting Levels* (2019). Abena Serwaa Amoatema, Dorcas Darkoah Kyeremeh and Yarhands Dissou Arthur, "Students Perception of Campus Safety: A Case of Kumasi Campus of University of Education, Winneba, Ghana," *Asian Research Journal of Arts & Social Sciences* 3, no. 1 (2017), 1-9.

⁴⁸ P. R. Boyce et al., "Perceptions of Safety at Night in Different Lighting Conditions," *International Journal of Lighting Research and Technology* 32, no. 2 (2000), 80.

⁴⁹ Sarah Starkweather, "Gender, Perceptions of Safety and Strategic Responses among Ohio University Students," *Gender, Place & Culture* 14, no. 3 (2007), 355.

addressed in the GBA Plus in Infrastructure tool,⁵⁰ insights shared by participants illustrate a range of experiences across the portfolio. For example, to the question, “Do the DND facilities where you have lived, worked, or trained promote a safe environment, specifically concerning diversity, equity, and inclusion?”, one participant positively responded, “Yes, specific to my gender, all facilities are secure...our base is well-lit.”⁵¹ Another participant expressed:

My experiences have absolutely gotten better over my career, but I still have recent examples of poorly (or not at all) lit areas either in or around buildings at night where I don’t wear earbuds and am more aware of my surroundings. Generally, working any time outside of 0700 - 1700 in most DND facilities, I feel alone and not overly confident that if something were to happen, I could get help.⁵²

Multiple respondents highlighted common areas of vulnerability, “Quarters on Bases and Wings often have poor sensor lights above the buildings or street lighting is poorly lit, making it unsafe to walk at night.”⁵³ Also, “vulnerable areas around RHUs,”⁵⁴ were identified. Finally, a submission for lighting on the walking trails in that “it would be great if there were lights on the trails so they could be used in the mornings and evenings”⁵⁵ was made in the Borden Community Needs Assessment Survey, demonstrating how increased lighting not only improves safety but also increases the walkability of routes for all Defence Team members.

Distance and Route Condition

In analyzing safety concerns within DND Real Property, Distance and Route Conditions emerge as significant barriers, impacting the overall well-being and security of personnel navigating these environments.

During one interview, a participant discussed challenges regarding walkability, safety, and accessibility at 8 Wing, Trenton. While personally feeling secure on the

⁵⁰ Key considerations and questions to ask when conducting GBA Plus for lighting, walkability, and safety: (1) Is lightning sufficient to ensure the safety of all personnel and at all times of day? Is there lighting in all areas, and not just high traffic zones?

(2) Are the roads and pathways designed and maintained in such a way as to ensure the safety of personnel at all times of the day and night? This analysis should consider both the possibility of accidents (i.e. in the case of bicycle pathways that are not maintained) as well as opportunities for violence (i.e. a poorly lit parking lot at night).

Department of National Defence, *Gender Based Analysis Plus in Infrastructure*, (Ottawa: Chief Professional Conduct and Culture, May 2022).

⁵¹ Questionnaire distributed 12 March 24.

⁵² Questionnaire distributed 12 March 24.

⁵³ Questionnaire distributed 12 March 24.

⁵⁴ Questionnaire distributed 12 March 24.

⁵⁵ Barbara Ireland and Sarah McKeown, “Borden Community Needs Assessment Survey Report,” (Department of National Defence, CFB Borden, 2019), 62.

premises, they emphasized the prevalence of safety risks, particularly during quiet late nights. Detailing the process of accessing secure areas, which involves traversing a bridge and tunnel, they stressed the necessity of addressing poor lighting and considerable distances between locations to enhance overall safety. Additionally, the participant elaborated on the difficulties faced when navigating from the parking lot with a physical disability. They highlighted the scarcity of accessible parking spots, a subject explored in detail later in this chapter. They explained the implementation of pick-up points to facilitate transportation for individuals unable to cover the distance due to injury or medical conditions, acknowledging the logistical challenges posed by infrastructure shortcomings in accommodating members with physical disabilities.

Similar sentiments were expressed regarding the distance between amenities and access them, with one participant of the 2019 Community Needs Assessment from CFB Borden articulating this frustration and the impact it has on their everyday life:

The base is so big and everything is spread out so much that using a vehicle is paramount. The base has made it almost mandatory to own a vehicle to be able to get around. This is terrible because the students are on a tight budget but we make it almost impossible to go anywhere without a car. This makes it so the students dive into debt to get around. Car payment + insurance + maintenance, all because there is no other option. We tend to put the blame on the students for falling into debt, but we don't look at the world we put them into.⁵⁶

Specific concerns were raised about the width and condition of the pavement, which are not conducive to diverse Base/Wing community members, including families who frequently use walking routes. Furthermore, alongside route design and maintenance, Snow and Ice Clearance (SNIC) operations also play a crucial role. In the 2019 book, "Invisible Women," an entire chapter titled "Can Snow Clearing be Sexist?" prompts a deeper examination of the potential unconscious biases in SNIC operations. Commentary from the Community Needs Assessment accurately depicts the barriers diverse users face in Borden.

Respondent 1: "... sidewalks in residential housing areas are dangerous. The stamp date is 1978. Forty-year-old sidewalks need to be updated. Walking on the street is safer than twisting an ankle in a sidewalk pothole. ..."⁵⁷

⁵⁶Barbara Ireland and Sarah McKeown, "Borden Community Needs Assessment Survey Report," (Department of National Defence, CFB Borden, 2019), 75.

⁵⁷ Barbara Ireland and Sarah McKeown, "Borden Community Needs Assessment Survey Report," (Department of National Defence, CFB Borden, 2019), 75.

- Respondent 2: "... Sidewalks are not wide enough. Some are even dangerous to walk on, full of holes, uneven, and often not ploughed in the morning to allow the kids to get to school. ..." ⁵⁸
- Respondent 3: "Some of the sidewalks (those fixed last year in fact) are nearly impossible to use safely with wheels, such as a stroller, bicycle, wagon, etc." ⁵⁹
- Respondent 4: "Sidewalks must be plowed at all times to ensure safety of all personnel, civilian or military. Why is this even an issue? Again, this adds to the frustration of living on such a poorly laid-out base. My dependents CANNOT DRIVE! This creates a MYRIAD of complications, ESPECIALLY DURING WINTER!" ⁶⁰
- Respondent 5: "The sidewalks in the PMQ area are uneven and difficult to run on during dark hours. This makes it difficult for SNIC to remove the snow. This becomes dangerous for the parents and kids walking to the bus stops in the mornings and afternoons. It is almost impossible to walk on the sidewalks during snowfall periods." ⁶¹

This commentary was not limited to Base/Wing family members; it was also corroborated by questionnaire respondents, particularly members of the Defence Advisory Group for Persons with Disabilities, who emphasized accessibility concerns on other Bases and Wings. One respondent stated, "many sidewalks all over the base force wheelchair users or people onto the road because they are too narrow, or need to be repaired." ⁶² While another Defence Team member who uses a wheelchair shared their troubling experience: "There are many unsafe areas with poor oversight. My wheelchair broke down after hitting a rough patch of asphalt I was stranded outside in freezing temps for over two hours while trying to flag someone down." ⁶³

These findings highlight that the condition and design of pavement on some CAF Bases and Wings affect the safety and daily routines of the Defence Team and community members. The numerous concerns about sidewalk width, maintenance, and snow removal emphasize the significant barriers these infrastructure shortcomings pose.

⁵⁸ Barbara Ireland and Sarah McKeown, "Borden Community Needs Assessment Survey Report," (Department of National Defence, CFB Borden, 2019), 35.

⁵⁹ Ibid., 60.

⁶⁰ Barbara Ireland and Sarah McKeown, "Borden Community Needs Assessment Survey Report," (Department of National Defence, CFB Borden, 2019), 71.

⁶¹ Ibid., 73.

⁶² Questionnaire distributed 12 March 24.

⁶³ Questionnaire distributed 12 March 24.

Geographical Location

The geographical locations of Bases and Wings, including CFB Borden, represent permanent fixtures within Canadian military history.⁶⁴ However, it is imperative to recognize that the geographical location of certain CAF/DND installations may act as barriers to diversity.

Several Bases and Wings are in rural communities, offering extensive training areas and aerodrome space conducive to military operations. While advantageous in operational contexts, these locations present challenges regarding representing diverse demographics. Geographical location can influence the career progression and postings of racially minoritized groups within the CAF, particularly for those who choose to avoid or are advised against rural postings. Rural areas often lack the cultural amenities and community support networks vital for the safety and well-being of racially minoritized groups and their families. Safety concerns in rural locales, such as potential discrimination or hostility from local populations, further dissuade racially minoritized groups from accepting postings to such locations.

One participant articulated their sentiments, “I’ve always felt safe and comfortable within the fence line. My sense of safety and comfort only changes when I leave the Base.”⁶⁵ They emphasized conducting thorough research into the demographics and instances of racism at potential posting locations, which significantly influences their posting preferences. Their experiences inform their inclination toward larger cities, where racial diversity may be more prevalent. They recounted their tenure in Medicine Hat, Alberta (CFB Suffield), where encounters with racism were frequent, citing a specific incident of racial profiling during a routine jog, which involved being pulled over by three police cars and how the incident deeply impacted the experience of that posting.⁶⁶

In conclusion, ensuring safety within defence establishments is multifaceted and requires attention to various intersectional factors. The National Standard of Canada for Psychological Health and Safety in the Workplace is a guiding framework emphasizing protecting physical safety and creating environments free from harm or risk. However, barriers to safety persist. Addressing these barriers requires continuous engagement with diverse personnel and visitors and prioritizing inclusivity in safety evaluations. Moreover, beyond issues directly linked to diversity, general health and safety infrastructure deficiencies can also pose risks, affecting mental health and well-being. Therefore, it is imperative to thoroughly investigate and address these observations to ensure the safety

⁶⁴ “Established during World War I to meet the training requirements of the Canadian Expeditionary Force, Borden, initially named Camp Borden, underwent substantial development between 1914 and 1916. This transformation converted 18,000 acres of land into a prominent military base in Canada’s history.” Ontario Heritage Trust, accessed Jan 24, <https://www.heritagetrust.on.ca/plaques/camp-borden#:~:text=Camp%20Borden%20was%20established%20during,two%20months%20of%20intensive%20building>

⁶⁵ Interview, 11 Feb 24.

⁶⁶ Ibid.

and security of all individuals within defence establishments. The subsequent section will identify and address barriers that impact comfort within domestic Real Property.

COMFORT

Comfort is defined as affording or enjoying contentment and security.⁶⁷ In institutional settings, achieving comfort is paramount for promoting well-being. This section examines the common barriers for diverse people related to comfort, including issues related to Accommodations, including windows and laundry rooms. Also, public access spaces, categorized as “neutral” public spaces, will be considered. By exploring these barriers, insight can be gained into individuals’ challenges in accessing spaces conducive to their comfort.

Accommodation

CAF barracks are residential buildings on Bases and Wings where members live, either temporarily or for an extended period. These structures and furniture arrangements are designed for functionality, featuring communal living spaces and individual or shared sleeping quarters. Despite their practicality for housing many individuals simultaneously, encouraging comradery and team bonding, shared accommodations can be a significant source of discomfort due to their lack of privacy and their role in subtly perpetuating prevailing non-inclusive CAF behaviours. Thus, these environments paradoxically create barriers even as they are designed to unite. One participant’s experience vividly illustrates the cultural challenges faced within CAF shared accommodations:

I do not feel comfortable or safe to express my invisible disabilities or to be myself within CAF training facilities due to non-inclusive behaviors. The built-up environment contributes to this by forcing conformity and compliance through shared living spaces that are designed to build camaraderie but have an exclusionary effect for those with differences.⁶⁸

Furthermore, roommate pairings in shared quarters are gender segregated. This arrangement induces significant discomfort for certain members. For example, one participant vividly detailed their experience:

During training without single living quarters being available or granted to NCMs, it’s been a requirement for me to out myself as a transman since my body does not match my cis-gender male roommates, and I didn’t want them to think I was hiding it from them or ashamed of who I am. I have had to redo this process every time I’ve gone on course, and the anxiety of interpersonal roommate conflict due to my gender has always affected my performance in training. I have passed all my qualifications at the cost of rapidly declining mental health, and

⁶⁷ “Comfortable.” Merriam-Webster.com Dictionary, Merriam-Webster, Accessed 3 May. 2024.
<https://www.merriam-webster.com/dictionary/comfortable>

⁶⁸ Questionnaire distributed 12 March 24.

now as I am trained and posted, I require ongoing mental health support from health services.⁶⁹

These experiences reveal that shared accommodation is a uniquely military setting that promotes and complicates cultural dynamics. On the one hand, shared accommodation fosters camaraderie, which is essential for cohesive unit functioning and morale. On the other hand, it can also perpetuate exclusionary practices that alienate or disadvantage certain groups. This dual impact underscores the deep interconnectedness of infrastructure and culture within the CAF, highlighting how physical spaces reflect and enforce organizational values and behaviours. The design and policies governing shared accommodation thus play a crucial role in reinforcing a culture of inclusivity or exacerbating divisions and discomfort among personnel.

Windows

When window glazing, curtains, or blinds are inadequate, or windows are not secure, individuals face a notable loss of privacy, as vividly illustrated by the plight of a victim targeted by a Peeping Tom, depicted in “The Social Psychology of Privacy”, and distressingly described by one questionnaire participant:

While I was on course on base, I had a stalker slip me notes through my window, indicating they were watching me. I immediately reported to course staff, who referred me to base MPs. No action was taken since there were no witnesses (other than the physical note) or any idea of who may have slipped it through my window, which was street level. I was forced to move to another room on the second floor, away from my coursemates and taking time away from my studies.⁷⁰

This absence of comfort and safety signifies a forfeiture of control over who may obtain information about one’s body. This loss of control surpasses physical surveillance; the mere potential for observation can make the the situation unbearable. In the *American Journal of Sociology* Barry Schwartz explains how, “a window’s visual orientation primarily directs outward, enabling inhabitants to visually engage with the external environment while maintaining authority over their own visibility.”⁷¹ However, without mechanisms like glazing, shades or curtains to regulate this visual access individuals must change their behaviour to preserve privacy. Essentially, the lack of physical privacy prompts the need for alternative strategies to safeguard against unwanted visibility.

This phenomenon is echoed in the author’s experiences at the Canadian Forces College Accommodation building, where the living area’s windows lack adequate glazing and coverings. With lights on at night, the ineffective roll-down blinds transform

⁶⁹ Questionnaire distributed 12 March 24.

⁷⁰ Questionnaire distributed 12 Mar 24.

⁷¹ Barry Schwartz, “The Social Psychology of Privacy.” *American Journal of Sociology*, 73, no.6, (May 1968): 748.

the room into a “fishbowl,” exposing inhabitants. Particularly vulnerable while moving between the bedroom and bathroom, the author must ensure full coverage in what should be a private space. This constant vigilance underscores the significant impact of poor privacy measures in CAF accommodations.

Additionally, one participant shared a unique experience from their tenure at RMC. They recalled how their Squadron Commander introduced a policy granting women waterside views. Initially, this seemed like preferential treatment, but after hearing the rationale, they found it quite logical. The Commander explained that having quarters facing the parade square side posed a privacy risk if curtains were left open at night, as individuals could be seen from across the parade square while changing.⁷² To address this concern, he assigned all women members to the waterfront side; a decision made in response to a longstanding infrastructure deficiency that impacts not only the privacy of women occupants but all members, regardless of their gender identity.

Laundry Rooms

Communal laundry facilities, essential for maintaining cleanliness and hygiene in institutional settings, may inadvertently cause discomfort. This discomfort arises from the intrusion into personal space when sensitive items such as binders, bras, and other sanitary undergarments are exposed or tampered with during laundry switches.⁷³ While this issue may not have a straightforward infrastructure solution, it can be addressed through cultural and operational changes.⁷⁴ Facilitating clear communication channels and empowering occupants to express their preferences and consent regarding laundry handling can alleviate discomfort and create a more harmonious communal living environment within institutional accommodations.

“Neutral” Public Spaces

This section critically examines the notion of “neutral” public spaces, although the term can be misleading. Inevitably, when a public space is deemed neutral, it tends to be influenced by the dominant occupier.⁷⁵ Drawing on insights from “Invisible Women,” it is recognized that “when planners fail to account for gender, public spaces become

⁷² Interview, 24 Feb 24.

⁷³ Interview, 25 Feb 24. and Vanessa Brown, “Report on the Integration of Gender and Cultural Perspectives and an Inclusive Learning Environment in the Joint Command and Staff Programme” (Prepared for Canadian Forces College, Toronto, ON, 2018), 20 and 21.

⁷⁴ Clear signage solutions can effectively mitigate concerns and promote respect for personal boundaries. For instance, magnetic red STOP signs can be attached to washers and dryers, indicating that laundry should not be moved without the owner's consent. Conversely, green signs can indicate consent for others to switch the laundry if necessary.

⁷⁵ This phenomenon is further exemplified by the utilization of physical space. For instance, Town Halls conducted in vast open areas, while effective for disseminating information, may paradoxically hinder the reception of information. This is because individuals may be hesitant to voice concerns in the presence of authoritative figures or peers.

male spaces by default.”⁷⁶ Additionally, findings from a 2006 article titled “From 'Chapel' to 'Prayer Room': The Production, Use, and Politics of Sacred Space in Public Institutions” reveal how even spaces designated as neutral sacred areas, catering to individuals of “all faiths and none,”⁷⁷ may subtly perpetuate forms of exclusion within contemporary public institutions. This section encompasses Gyms, Dining Halls and Spiritual spaces.

Gyms

As highlighted by researchers from the University of Southern Denmark, access to fitness in built environments is not just a luxury but a necessity for promoting physical activity and enhancing health outcomes.⁷⁸ DND’s physical fitness facilities, including Personnel Support Program (PSP) sports facilities, and Unit gyms, support individuals’ physical activity levels and, in comparison to civilian gyms, can create a sense of “shared experiences and camaraderie among fellow service members.”⁷⁹ However, barriers can also hinder diverse groups’ comfort when using dedicated physical activity spaces. Participants of the questionnaire highlight the following gender dynamics in physical fitness spaces:

...as a woman (cis-gendered female) working out in gymnasium, I often feel like all eyes are on me. It would be interesting to see DND consider a gymnasium, which has a designated space for women and diverse personnel (similar to a public gymnasium such as Movati or GoodLife) as an option for members.⁸⁰

One participant highlighted how, “gymnasiums are uncomfortable at the best of times. I hate everything about them.”⁸¹ While another participant expressed sentiments of unsolicited attention, “Oh, I’ve definitely felt uncomfortable at the gym before. You’re wearing tighter clothes than you normally do at work, and there are not many women. So yeah, you get stared at.”⁸² These sentiments are noted in various articles about gendered spaces at the gym,⁸³ likened to a gazelle venturing into a pack of

⁷⁶ Caroline Criado Perez, *Invisible Women: Data Bias in a World Designed for Men*. (New York, New York: Abrams Press, 2019), 66.

⁷⁷ Sophie Gilliat-Ray, "From 'Chapel' to 'Prayer Room': The Production, use, and Politics of Sacred Space in Public Institutions," *Culture and Religion* 6, no. 2 (2005), 298.

⁷⁸ Marlene Rosager Lund Pedersen, Anne Faber Hansen, and Karsten Elmoose-Østerlund, “Motives and Barriers Related to Physical Activity and Sport across Social Backgrounds: Implications for Health Promotion,” *International Journal of Environmental Research and Public Health* 18, no. 11 (2021). <https://www.mdpi.com/1660-4601/18/11/5810>

⁷⁹ Interview, 6 Mar 24.

⁸⁰ Questionnaire distributed 12 Mar 24.

⁸¹ Questionnaire distributed 12 Mar 24.

⁸² Interview, 24 Feb 24.

⁸³ Lidiia Tulenkova, “Gendered Spaces at the Gym: Do Open Gyms Serve As a Safe Space, and for Whom,” *Ethnography Lab*, 12 Feb 2022, <https://ethnographylab.ca/2022/02/12/gendered-spaces-at-the-gym-do-open-gyms-serve-as-a-safe-space-and-for-whom-by-lidiia-tulenкова-ethnography-of-the-university-2021-focus-on-diversity/>

lions for a woman to enter the “men’s” section of the gym and is highlighted by Caroline Criado Perez as an additional mental barrier that women face that most men do not encounter, necessitating a particular level of self-confidence to overcome. The inevitable stares and palpable sense of not belonging contribute to the challenge. While some may dismiss these concerns, suggesting that women should toughen up, it’s important to acknowledge that not all women are comfortable with the leering and macho posturing often encountered in these spaces.⁸⁴

Several participants shared experiences of feeling intimidated in predominantly male-dominated spaces, specifically mentioning how large gyms can often feel unwelcoming and less accessible. One participant described a gym where CrossFit equipment was positioned in a corner of a vast field house, making it highly visible from the surrounding track area. They emphasized that this lack of privacy can deter some individuals from trying new activities or using certain equipment because it feels like they are performing in front of an audience.⁸⁵ Multiple participants highlighted the importance of having private spaces within gym facilities, noting that access to such areas can significantly increase their comfort levels during workouts. The response, “Most fitness spaces are wide open. For those who like a quiet corner to work out, there are limited options”⁸⁶ suggests that a dispersed layout may contribute to a sense of reduced privacy and comfort. One participant described utilizing a squash court as a private space for exercise, where they feel more at ease due to the smaller and less crowded environment.⁸⁷

Yet, these sentiments don’t necessarily belong solely to women, as many diverse participants commented on their experience in DND fitness facilities, grappling with the mental preparation needed to enter the open areas. One participant explained the discomfort and challenges experienced when using a gym facility in the National Capital Region (NCR). They expressed unease about training at the gym due to its crowded and intimidating atmosphere. They noted that the gym’s layout, with wide-open spaces and unshaded windows, contributes to a sense of vulnerability and exposure, particularly when using the treadmills.⁸⁸ Overall, the conversation underscored the importance of considering the comfort levels of all individuals, regardless of their gender, fitness level or body type; thus, understanding individual experiences is crucial to creating inclusive built environments that facilitate active lifestyles for all users.

Another interview participant observed that the placement of mirrors within fitness spaces can be disconcerting. While individuals may not directly stare at others, mirrors allow for indirect observation. For instance, during workouts, the participant encountered individuals who appeared to be lifting weights, only to realize they were

⁸⁴ Caroline Criado Perez, *Invisible Women: Data Bias in a World Designed for Men*. (New York, New York: Abrams Press, 2019), 121.

⁸⁵ Interview, 21 Feb 24.

⁸⁶ Questionnaire distributed 12 March 24.

⁸⁷ Interview, 6 Mar 24.

⁸⁸ Interview, 25 Feb 24.

using the mirrors to observe others around them. This realization raised questions about their intentions and created an unsettling atmosphere. Therefore, the participant believes there is a need for careful consideration in positioning mirrors within such environments to promote a more comfortable environment.

Dining Halls

The scrutiny sometimes experienced in open fitness facilities can leave individuals feeling like they are constantly on display, contributing to a heightened sense of vulnerability. This sentiment extends into other communal spaces, such as Dining Halls. To further exemplify this dynamic, “Combined Dining Hall Catwalk” in [Appendix 2](#), a fictional story based on lived experience, illustrates how ostensibly neutral areas can influence personal interactions and perceptions of comfort.

Religious / Spiritual / “Multi-Faith” Space

Exploring the challenges and considerations in public spaces is essential for understanding the complexities associated with religious and spiritual spaces within institutional frameworks. Just as individuals seek comfort and inclusivity in neutral settings, they also require spaces where they can openly engage in their religious or spiritual practices without feeling marginalized or excluded. This analysis underscores the need for a balanced approach that accommodates both universal accessibility and the specific needs of diverse religious and spiritual communities.

DAOD 5516-3, titled Religious or Spiritual Accommodation, explains how members of the CAF represent a diverse spectrum of religious backgrounds and spiritual beliefs prevalent within Canadian society. Genuine adherence to religious practices or spiritual convictions among members manifested through activities such as prayer or observance of religious holidays, may necessitate accommodations⁸⁹ in terms of space allocation.

However, since different faith traditions employ various architectural and ritualistic strategies to express ownership, identity, and inclusion and exclusion within communal spaces,⁹⁰ the provision of sacred spaces within public institutions, housed within larger organizational structures with their own governance mechanisms, presents distinct challenges. Custodians of such spaces have power to decide location, size, furnishings, and utilization. These decisions determine the extent of space allocated for

⁸⁹ Department of National Defence, *DAOD 5516-3, Religious or Spiritual Accommodation*. (Ottawa: Chief of Military Personnel, 2016), 1.

⁹⁰ Sophie Gilliat-Ray, "From 'Chapel' to 'Prayer Room': The Production, use, and Politics of Sacred Space in Public Institutions," *Culture and Religion* 6, no. 2 (2005), 297.

religious purposes, its placement within the institutional framework, its design, permissible uses, nomenclature, and authority over its management.⁹¹

Correspondence exchanged among federal department Real Property experts underscores the imperative and interest in providing spaces for religious and spiritual practices within federal government infrastructure. Some departments, where employees do not reside on-site, have introduced wellness rooms to support employee well-being. The Department of Fisheries and Oceans has proposed draft guidelines for Wellness Rooms. These rooms, designed based on WELL design, Biophilia, Promote Equal Access, Inclusive Design, Design for Activity, and neurodiversity, aim to offer discreet, flexible spaces equipped with clear occupancy signage to address personal needs during the workday, fostering supportive environments while complying with established standards.⁹²

Departments like Correction Services Canada (CSC) and DND, where occupants reside on-site, demand more readily available religious, spiritual, and multi-faith spaces. The Chaplaincy functions within CSC institutions ensure compliance with legal obligations for religious accommodation and spiritual care of inmates by providing access to indoor and outdoor spaces and necessary resources to facilitate religious or spiritual practices at par with community standards. These spaces are multi-faith, where cohabitation and collaboration are primary factors for their use.⁹³

In the context of DND, multi-purpose multi-faith rooms are increasingly being incorporated into the design of new infrastructure.⁹⁴ Moreover, various buildings,

⁹¹ Sophie Gilliat-Ray, "From 'Chapel' to 'Prayer Room': The Production, use, and Politics of Sacred Space in Public Institutions," *Culture and Religion* 6, no. 2 (2005), 303.

⁹² Department Fisheries and Oceans, *DRAFT Guideline – Wellness Rooms*, (Ottawa, Fisheries and Oceans Canada, 2023), 1.

⁹³ "Reference documentation on meditation rooms, multi-faith places of worship and/or spirituality centres", Email chain to author, 16 Feb 24.

⁹⁴ Recommendations from Department of National Defence, *Gender Based Analysis Plus in Infrastructure*, (Ottawa: Chief Professional Conduct and Culture, May 2022) suggest:

CAF members have access to a quiet, private, and enclosed space to practice their cultural, spiritual, and religious practices. The Chaplain Services and the national and/or local Defence Aboriginal Advisor Group should be engaged at the earliest possible opportunity to ensure that the design of the room and outdoor spaces are accommodating to those who choose to practice. Rules for the space must be developed and available for any individual who uses the room.

In general:

- (1) The space must be able to accommodate a number of people so that cultural, spiritual, and religious practices may be observed as a group, and in close proximity to a barrier-free washroom. Any dual-purpose spaces should not include large or immovable furniture in the center of the room,
- (2) To alleviate unnecessary barriers to engaging in these practices and/or ceremonies, the space should, where possible, be designated in a non-secure zone, and
- (3) Smudging: There must be appropriate ventilation, fire safety guidelines for turning off the sprinkler system when a smudging ceremony is being conducted. The individual leading the ceremony is responsible for disposing of the ashes as they see fit (in most cases by returning it back to the earth).

traditionally Christian churches, on existing Bases and Wings have been repurposed as multi-faith spaces. However, a lack of comprehensive data to track such spaces and no evidence of official guidance or direction suggests a case-by-case disjointed approach to multi-faith facilities within the DND portfolio.

Regarding the assignment and re-assignment of space, scholars such as Beckford and Gilliat, who have studied religion in prison, argue that transforming or re-naming sacred spaces reflects shifting interests and competing political dynamics.⁹⁵ When sacred spaces are repurposed from a chapel to a prayer space, they undergo a ‘stripping’ of former attributes, necessitating renegotiating rules and expectations.⁹⁶ Despite well-intentioned efforts to create “neutral” sacred spaces in public institutions, they seldom achieve complete neutrality, as observed by one questionnaire respondent who expressed discomfort with practicing their spirituality:

I rarely feel comfortable practicing my spirituality on a Base/Wing specifically for smudging.⁹⁷ The CAF did set up multi-faith centers on most Bases, but from my experience, most of them are in churches. Entering a church is always triggering for me, given my family’s past with Christian churches, and I know I am not the only one.⁹⁸

Public Service and Procurement Canada’s “Indigenous Design Guidelines for GCworkplace” emphasizes the significance of Indigenous spirituality and highlights that integrating smudging areas into infrastructure projects necessitates meticulous consideration, including accommodating separate smoke ventilation systems. DND currently lacks official direction and guidance regarding the deliberate inclusion or exclusion of smudging areas in its facilities.

Providing religious and spiritual spaces within public institutions poses multifaceted challenges shaped by property politics, organizational dynamics, and diverse individual needs. While efforts have been made to accommodate religious and spiritual practices through initiatives such as wellness rooms and multi-faith areas, there remains a need for comprehensive guidelines and strategies to ensure equitable access. By recognizing and addressing the complexities involved in the allocation and management of sacred spaces, DND can foster inclusive environments that honor the diverse religious and spiritual identities of its members. Such efforts are essential not only for promoting

⁹⁵ James Beckford and Sophie Gilliat, *Religion in prison: equal rites in a multi-faith society*, Cambridge : Cambridge University Press, (1998), 53.

⁹⁶ James Beckford and Sophie Gilliat, *Religion in prison: equal rites in a multi-faith society*, Cambridge : Cambridge University Press, (1998), 54.

⁹⁷ The practice of smudging, rooted in First Nations traditions, involves burning sacred plants like sweet grass, tobacco, cedar, and sage to purify the spirit, heal the mind and body, and cleanse environments. Typically performed before important activities such as morning prayer, smudging involves wafting the smoke over various parts of the body to cleanse and attract positive energy. Public Service and Procurement Canada, *Indigenous Design Guidelines GC Workplace*, (Ottawa, PSPC, 2022), 28.

⁹⁸ Questionnaire distributed 12 Mar 24.

individual well-being and inclusivity but also for upholding the values of diversity and respect within institutional frameworks of culture change.

In conclusion, this section has examined various barriers to comfort within DND Real Property, encompassing issues in Accommodations and “neutral” public spaces. These spaces include open spaces like gyms and dining halls, where the layout may inadvertently create discomfort akin to a “catwalk”, and multi-faith spaces. Acknowledging these challenges is crucial for fostering institutional culture change.

INCLUSIVITY

This section explores the critical aspect of inclusivity, introducing multiple barriers that impede equitable access and utilization of defence Real Property. The discussion encompasses various themes, including the dynamics of power spaces and the nuances of benevolent discrimination, particularly evident in initiatives like lactation rooms and the provision of menstruation products. Finally, the section provides an objective overview of the most prevalent barriers encountered in DND infrastructure, washrooms, showers and changerooms.

Power Spaces

Privacy is vital when engaging in personal activities, a topic explored in previous sections and will be further elaborated upon in this chapter. However, in some institutional settings, privacy is a “scarce social commodity, and its possession reflects and accentuates status divisions, thereby emphasizing the hierarchical structure.”⁹⁹ Paradoxically, when privacy and exclusive access to spaces are reserved for those in positions of power, instead of being fairly distributed among the general populace, it can undermine the very benefits it is meant to provide.

As outlined by CPCC, the Cultural Evolution Strategy strongly emphasizes explicitly addressing abusive power dynamics within CAF/DND. It points out that many significant issues related to conduct and culture arise from using, misusing, and preserving social power.¹⁰⁰ Such actions frequently lead to the unjust exercise of power, which disempowers, marginalizes, silences, or subjugates specific groups, thereby enhancing the power and privileges of oppressors.¹⁰¹ It is crucial to recognize that power also has a spatial dimension, in that “the social concept of power is embodied in vertical space positions,”¹⁰² suggesting that the physical layout and allocation of space can

⁹⁹ Barry Schwartz, “The Social Psychology of Privacy.” *American Journal of Sociology*, 73, no.6, (May 1968): 742.

¹⁰⁰ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 1.

¹⁰¹ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 9.

¹⁰² Heidi Hughes, John Hockey and Greg Berry, “Power Play: The use of Space to Control and Signify Power in the Workplace,” *Culture and Organization* 26, no. 4 (2020), 307.

profoundly influence organizational dynamics, affecting inclusivity and raising the potential for power abuse.

This section examines two prevalent power spaces within DND Real Property: private offices and parking stalls. It explores how space allocation can inadvertently perpetuate imbalanced power dynamics and foster an exclusive culture.

Office Spaces

The traditional assignment of private office space to high-ranking officials accentuates organizational power differentials. These offices are not merely functional, serving privacy and confidentiality needs; they also symbolize hierarchical power. Offices can often be found in the corner, sometimes with a view, or on an upper floor of a building – a metaphor of the organizational ladder.¹⁰³ The GCWorkplace fit-up standards recognize this need for privacy based on operational requirements, specifically reserving large private office space for Ministers and Deputy Heads.¹⁰⁴ Yet, many of DND's facilities outside the NCR, most of which were designed and constructed well before GCWorkplace standards existed, grant large private offices to members of significantly lower ranks. This practice exposes members, particularly officers, to an entrenched culture of power and privilege over private office space. One questionnaire participant acknowledged this benefit, “as a Major, I have the privilege of having a private office”¹⁰⁵ illustrating how formal authority shapes the delineation and layout of spaces, manifesting existing hierarchical power structures and perpetuating traditional roles and norms. When misused, however, these dynamics can cultivate toxic behaviors and territoriality.

Territoriality involves behaviours stemming from psychological ownership, used to establish, communicate, and maintain one's connection to a space.¹⁰⁶ Members of large organizations like the CAF/DND often express territoriality positively by personalizing their workspace with items like nameplates, family photos, or Unit paraphernalia, reinforcing their identity and sense of belonging within the organization. While territoriality can be beneficial for the group dynamics of an organization, it can also lead to conflict and exclusion, especially in a culture with imbalanced or toxic power

¹⁰³ “Kimberlé Crenshaw's (1989) basement metaphor is instructive. Invoking the image of a basement, escape from which is connected to proximity to the ceiling (i.e., one's relative advantage in a social hierarchy), Crenshaw demonstrates how individuals seeking recognition within legal or institutional arrangements (which also reflect power relations and hierarchies) end up “mobilizing their relative privilege” to escape the basement, as it were, thereby rearticulating social hierarchies. This metaphor demonstrates how systems and institutions, constitute sites that are both shaped by power relations, as well as complicit in the reproduction of social hierarchies through which social hierarchy, inequality and oppression are sustained.” Anna Cameron and Lindsay Tedds, “Canada's GBA+ framework in a (post)pandemic world: Issues, tensions and paths forward”, Canadian Public Administration, (2022): 15.

¹⁰⁴ Government of Canada, “GC Workplace Design Guide,” PSPC Accommodation Management and Workplace Solutions, 2023.

¹⁰⁵ Questionnaire distributed 12 Mar 24.

¹⁰⁶ Graham Brown, Thomas B. Lawrence and Sandra L. Robinson, "Territoriality in Organizations," The Academy of Management Review 30, no. 3 (2005), 578.

dynamics.¹⁰⁷ These territorial behaviours can hinder collaboration, limit knowledge sharing, and escalate tensions, particularly when they become excessive, and shift focus toward ego-centric interests, thus distracting from broader organizational objectives and contributing to social fragmentation.¹⁰⁸

The prevalence of private offices only centralizes power among a select few but also perpetuates a culture of exclusivity and privilege. This arrangement can marginalize other employees, fostering feelings of inequality and disempowerment.¹⁰⁹ In environments where territoriality is deeply ingrained, members might hesitate to venture into new areas, assume new roles, or engage in collaborative efforts for fear of overstepping boundaries. By maintaining these power disparities, organizations risk perpetuating systemic biases and discrimination, impeding the progress and inclusion of marginalized groups, and stifling diversity of thought and perspectives.¹¹⁰ Thus, even an “open-door policy” can be paradoxical. Adopting alternative workspace designs that balance the need for privacy with a focus on collaboration and transparency¹¹¹ can help mitigate the adverse effects of traditional power dynamics associated with private offices. These approaches foster a more inclusive, equitable, and dynamic organizational environment, aligning more closely with contemporary values of EDI.

Parking Stalls

Parking lots on DND land are designed based on the 2014 DAES Site Development Design Criteria, a crucial document that guides us in determining building parking requirements. While providing general guidelines, this criterion emphasizes the need for a case-by-case assessment, tailoring parking allocations to specific circumstances. It also provides a general guide for space allotment by asset class, ensuring a comprehensive approach to parking design.¹¹²

Accessible Parking

Per Treasury Board of Canada policy, DND adheres to the CAN/CSA B-651 for the design and quantity of accessible parking stalls. However, it is a matter of concern that DND is currently not in compliance with this standard, as pointed out in the 2023

¹⁰⁷ Territoriality is also evident in the Canadian Armed Forces' emphasis on the occupation and “possession” of regimental buildings, where the identities of entire Units are deeply intertwined with the structures they occupy. This phenomenon underscores a significant aspect of sub-organizational culture within the forces.

¹⁰⁸ Graham Brown, Thomas B. Lawrence and Sandra L. Robinson, "Territoriality in Organizations," *The Academy of Management Review* 30, no. 3 (2005), 585.

¹⁰⁹ *Ibid.*, 583.

¹¹⁰ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 9.

¹¹¹ Government of Canada GC Workplace, *GBA Plus GC Workplace Version 4.0* (Ottawa, 2019), 2.

¹¹² A valid perspective shared for consideration in Site Design Criteria is the need for shade (trees or structural): “The parking lots are huge and have no shade for walking to the building which can be a big problem for folks who are temperature sensitive due to disability.” Questionnaire distributed 12 Mar 14.

Defence Team Accessibility Plan Progress Report. This report brings to light the complex challenge of addressing transportation, with significant work still needed to overcome barriers such as insufficient accessible parking spaces relative to demand, parking for individuals with temporary disabilities, limited availability of accessible parking spaces on Bases, and obstruction of accessible parking spaces due to construction activities.¹¹³ DND has identified a strategic plan of action for the upcoming year, yet the author's literature review did not uncover any additional directed resources or detailed implementation plans.

In addition to accessible parking spaces, CAF/DND properties frequently include specialized parking areas such as “pregnancy parking” and “command parking.” While DND is governed by the Defence Administrative Orders and Directives (DAOD) 1004-0 (Parking) and 1004-1 (Parking Administration) for parking management, these DAODs have remained unchanged since 2013.¹¹⁴ Consequently, this raises the need for these policies to be reviewed with a GBA Plus, to assess the differential impacts of these policies on diverse groups.

Caregiver Parking

In recent years, there has been a notable increase in the provision of “pregnancy parking” stalls across various sectors, including provincial and municipal governments and private enterprises. These designated parking spaces are used by expectant individuals and families with young children. One respondent explained their benefit,

When members are pregnant, many parking lots are very far from their working location and very poorly cleaned during winter months and poorly maintained during summer months. This creates safety concerns for pregnant members and also members with permanent and/or temporary injuries.¹¹⁵

Many CAF Bases and Wings have proactively integrated caregiver parking into new and existing parking lots, often owing to DAG volunteer efforts or at “Units where women team members are prevalent,”¹¹⁶ however, implementation of caregiver stalls is not standardized across the portfolio. This lack of consistency leads to a resource-intensive, grassroots process where each Base or Wing DAG must seek local approval on an individual basis. The same questionnaire participant therefore suggested that DND

¹¹³ Department of National Defence. *Defence Team Accessibility Plan Progress Report* (Ottawa: Department of National Defence, 2023). <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/2023-defence-team-accessibility-plan-progress-report.html>

¹¹⁴ “Folks always revert back to outdated policy, making the process of updating DEI very lengthy and cumbersome.” Questionnaire distributed 12 Mar 24.

¹¹⁵ Questionnaire distributed 12 March 24.

¹¹⁶ Questionnaire distributed 12 March 24.

should, “consider establishing a national standard for pregnant/caregiver parking stalls closer to buildings (for working staff AND visitors) regardless of gender.)”¹¹⁷

Public feedback, such as multiple comments from the DWA0 Facebook page, underscores the ongoing dialogue on the subject:

Pregnancy Parking Stalls - great idea in theory but the policing of their use seems to be an issue. There have been multiple "Facebook reports" where ppl have been abusing these spots. They're also seen as fairly CIS and heteronormative by some; what if the non-birthing parent (or even adoptive parent) who is on MATA/PATA needs to park in one to run into the BOR?¹¹⁸

Also, commentary about the gendered nature of existing stalls emphasizes the critical need for a GBA Plus to ensure that language and Standard Operating Procedures are inclusive:

I have not personally used pregnancy parking stalls but was recently engaged WRT signage. Our local input (DTPAO) was that the signage intended to be installed was not inclusive in that it depicted a woman stick figure (dress, hair) with a large pregnant stomach. We recommended that this be amended to a baby in a stroller or equivalent, as these stalls serve use for new parents conducting MATA/PATA admin, many of whom are men, and additionally - not all pregnant people are women, not all children brought into military families are brought thus through pregnancy of the parent, and additionally, women in the CAF do not wear dresses when at work and this view of womanhood and pregnancy is reductive and not reflective of the society in which we live in 2024.¹¹⁹

Overall, providing designated parking for caregivers benefits members of the entire Defence Team. With a concerted effort towards standardization, such initiatives could significantly advance inclusivity in DND.

Command Parking

“Command Parking perpetuates the CAF’s power dynamics.”¹²⁰

Parking stalls reserved for Command Team members and other high-ranking officers are prominently located at nearly every Unit building across all Bases and Wings. However, the discrepancy between the policies outlined in Paragraph 5.14 of DAOD 1004-0, and the prevalent practice of command parking stalls highlights a potentially deeper cultural power dynamic. While the policy clearly states that parking for the Executive Group and equivalent (or lower) positions should not be privileged over other

¹¹⁷ Questionnaire distributed 12 March 24.

¹¹⁸ Questionnaire distributed 12 March 24.

¹¹⁹ Questionnaire distributed 12 March 24.

¹²⁰ Interview, 11 Feb 24.

workers,¹²¹ the reality often reflects a different scenario, with parking allocation frequently being based on rank rather than other requirements like shift work, or temporary disabilities. This observation resonates with the concept of control-oriented marking, where the assignment of parking spaces becomes a means of asserting power and control over territory by communicating to others that territory has been claimed to discourage access, usage, and infringement attempts”¹²² by others who do not hold positional power. The presence of command parking spaces contradicts the stated policy and may reflect a broader CAF cultural trend where certain individuals may exert influence to maintain privileges. This issue, evidenced by its interview recurrence and identified in the Accessibility Plan Progress Report, underscores the need to reassess the parking allocation practices of CAF/DND to ensure they align with the principles of fairness and accessibility.

Multiple interview participants, most of whom had held a sub-unit or Unit command position, highlighted the operational benefit of command parking stalls near the workplace. They underscored the efficiency it provides, particularly for commanders who use their personal motor vehicles to attend various meetings across the larger Bases or Wings. However, one participant highlighted the nuanced reality of parking stall allocation based on rank instead of positional duties.

Originally, parking spots were designated for maintainers working shifts from early morning to midnight. Over time, the Unit’s operations consolidated to this building, prompting operators to request parking spaces too. Consequently, parking spaces which were initially allocated to the lower ranking maintenance team were reassigned to operators, primarily based on their higher rank. This reallocation was frustrating because operators were seldom present at the Unit, leaving the parking spaces unused for extended periods. I felt that the distribution was inequitable and was primarily influenced by rank rather than actual need or fair access.¹²³

Examining CAF/DND parking stall allocation highlights significant challenges in balancing policy compliance, inclusivity, and operational needs. Despite guidelines for equitable and accessible parking, practical implementation often fails to meet these objectives, particularly in accessible, caregiver, and command parking. Addressing these challenges requires a holistic reassessment of parking policies, policy reforms and a cultural shift to prioritize equitable access and dismantle entrenched power dynamics in parking allocation.

¹²¹ Department of National Defence, *DAOD 1004-0, Parking*. (Ottawa: Vice Chief of Defence Staff, 2013).

¹²² Graham Brown, Thomas B. Lawrence and Sandra L. Robinson, "Territoriality in Organizations," *The Academy of Management Review* 30, no. 3 (2005), 583.

¹²³ Interview, 28 Feb 24.

Accessibility

Despite a professed commitment to inclusivity, the practical realization remains inadequate, as emphasized by DND's 2023 Defence Team Accessibility Plan Progress Report. The report categorically states that the infrastructure at Bases is "not accessible by design,"¹²⁴ underlining a substantial divergence between the ideals of inclusivity and the existing state of Real Property.

The cultural deficiencies within the CAF regarding inclusivity for individuals with disabilities are multifaceted and deeply ingrained. The Universality of Service principle, which requires all CAF members to meet physical and mental standards, inadvertently creates stigma and discrimination against Defence Team members with disabilities.¹²⁵ Furthermore, the overall attitudes and treatment towards people with disabilities within the CAF are often negative, undermining efforts to foster a truly inclusive environment.¹²⁶ This lack of understanding perpetuates ignorance and inhibits the effective implementation of inclusivity measures in infrastructure.

The critique presented in the Accessibility Plan Progress Report is framed within the broader context of national standards and legislation.¹²⁷ Specifically, CSA 651—Accessible Design for the Built Environment is the standard mandated by the Treasury Board for ensuring compliance with Section 3.8.3 of Division B of the NBC. This standard is derived from the principles of the Accessible Canada Act and the Canadian Human Rights Act, emphasizing the government's commitment to enhancing accessibility in public infrastructure. Based on CSA 651, DND's Universal Design / Barrier Free Access (UD/BFA) Supplementary Standard, often referred to as a Construction Engineering Technical Order (CETO),¹²⁸ aims to improve universal design and accessibility.¹²⁹ This ensures that all occupants, regardless of disabilities, can use the

¹²⁴ "Accessible - as applied to a site, building, or other facility, possessing the necessary characteristics for it to be entered, exited, and used by people, including those with physical, sensory, communication, or cognitive disabilities." "Accessible Design for the Built Environment – B651", CSA Group, Standards Council of Canada, (2023). <https://www.csagroup.org/wp-content/uploads/2430328.pdf>

¹²⁵ "The CAF still has so much toxic masculinity and historical practices that support bullying and discrimination against minorities, including neurominorities." Questionnaire distributed 12 Mar 24.

¹²⁶ Department of National Defence. *Defence Team Accessibility Plan Progress Report* (Ottawa: Department of National Defence, 2023). <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/2023-defence-team-accessibility-plan-progress-report.html>

¹²⁷ The *Accessible Canada Act* (ACA) came into force July 11, 2019 with the purpose of achieving a barrier-free Canada by January 1, 2040. The *Act* applies to all organizations under federal responsibility, including the CAF, and mandates a proactive and systemic approach to identifying, removing and preventing barriers to accessibility for peoples with disabilities. Employment and Social Development Canada, *Summary of the Accessible Canada Act*, (Ottawa: Employment and Social Development, 2022). <https://www.canada.ca/en/employment-social-development/programs/accessible-canada/act-summary.html>

¹²⁸ In 2024, UD/BFA will be replaced by Standard for Accessibility and Inclusive Design (SAID).

¹²⁹ Universal Design: The design of products, environments, programmes and services to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. Universal Design Network of Canada, "What is Universal Design?", accessed May 2024.

facilities effectively. The approach focuses on “preventing the barriers from being created to ensure accessibility rather than relying on human rights complaints to remove barriers one at a time.”¹³⁰ However, the effectiveness of these measures in systematically addressing the DND’s current accessibility deficiencies remains questionable. This is largely because the enforcement of accessibility codes and standards is often shielded by a grandfathering clause. This clause exempts existing infrastructure from needing to comply with updated standards retroactively unless significant renovations are initiated. Such exemptions often serve as a convenient scapegoat for inaction, particularly when financial resources or capacity are constrained.¹³¹ Thus, unless deliberately scoped into new, retrofit, recapitalization or leased projects, accessibility-focused requirements are only reactively addressed when identified by user Units. To transition from a reactive to a proactive approach in addressing accessibility issues, DND must treat compliance codes as the minimum standard and allocate sufficient financial resources to align with the evolving demands of policy. According to the Accessibility Plan Progress Report, ADM(IE) will oversee audits and allocate funding to address these deficiencies. Yet, given the constrained budget and the absence of a clear implementation plan, it remains uncertain whether these commitments will ever be effectively realized.

In addition to the accessibility features addressed in other sections of this paper, including sidewalks, parking, and washrooms, respondents to the questionnaire pointed to various other barriers. Lived experience vary, but are exemplified by recurring themes in commentary. Common observations include insufficient ramps and power door access buttons: “Despite an attempt being made to accommodate those with disabilities, there are still too many buildings with no wheelchair ramps, non-working accessible doors, or inadequate sidewalks and aprons.”

Another participant shared a more specific incident about door access,

A lot of the B/W buildings have accessible buttons that do not work, or the accessible entrance is on the complete opposite side of the building which feeds

<https://universaldesign.ca/about-us/#:~:text=Article%20of%20the%20Convention%20on%20the%20Rights,without%20the%20need%20for%20adaptation%20or%20specialized%20design.>

¹³⁰ Canadian Commission on Building and Fire Codes, “Policy Paper: Accessibility in Buildings,” July 21, 13. https://nrc.canada.ca/sites/default/files/202107/ccbfc_policy_position_paper_on_accessibility_in_buildings.pdf

¹³¹ The author posits that financial Delegation of Authority levels and persistent funding challenges for DND infrastructure may have contributed to a sub-culture within Real Property management that tends to avoid fully scoping projects in a manner that would necessitate comprehensive updates to meet current codes. Instead, piecemeal lifecycle upgrades over extended periods of time has become common occurrence in order to keep costs down and remain grandfathered. By constraining project scopes due to financial limitations, this approach perpetuates existing barriers. It does so by bypassing full lifecycle code enhancements that would enhance facility accessibility and functionality to modern standards. This opinion is not supported by data from this research.

into acts of exclusion. I was recently visiting CFB Halifax, Juno Towers, and the two-entrance door had non-functional accessible buttons.¹³²

Expanding on these common observations, members with permanent and temporary mobility impairments regularly struggle to fully access DND facilities. “I work in buildings which are not accessible and there are days I have to work from home if I cannot navigate the stairs that day. Someone in a wheelchair would not be able to work in these buildings,”¹³³ shared one participant, emphasizing the imperative for DND to continue to enhance its infrastructure so all members can fully participate in the workplace without interference.

Disabilities can be complex and varied and not always visible. Infrastructure challenges encountered by individuals with non-visible disabilities, such as those with vision or hearing impairments, temperature sensitivities, and neurodivergent conditions, can be equally as complex. These individuals often find themselves needing to adapt and mask their disabilities to navigate the built environment, highlighting the necessity for a more comprehensive approach to accessibility that minimizes both functional and cognitive barriers. Recognizing that not every barrier can or should be addressed with a physical engineering solution, leveraging GBA Plus becomes crucial. This approach ensures transparency and accountability in how accessibility barriers are identified and managed.¹³⁴

One common observation is that the layout and numbering of buildings on Bases and Wings are not always logically organized, which complicates navigation and can cause disorientation, especially when maps are unavailable, unclear, or fail to provide necessary guidance to newcomers.¹³⁵ Moreover, the current state of interior wayfinding and signage within the workplace is highly variable and markedly deficient, leading to confusion and inefficiency. Overall, there is a substantial absence of simple and intuitive wayfinding solutions essential for efficient and stress-free navigation.

¹³² Questionnaire distributed 12 March 24.

¹³³ Questionnaire distributed 12 March 24.

¹³⁴ Clause 4.7.1: Environments should be designed to reduce functional or cognitive barriers by:

- a) designing spaces with simple and logical layouts;
- b) ensuring designs include consistent features throughout (e.g., washrooms located in the same place on each floor, signage having a consistent design throughout);
- c) implementing good acoustical design measures throughout spaces to avoid excessive noise interferences;
- d) implementing improved lighting throughout exterior and interior spaces (e.g., evenly distributed lighting along corridors, task or adjustable lighting in workspaces);
- e) providing air circulation and adjustable zoned thermostats; and
- f) ensuring information is accessible to everyone in various formats

“Accessible Design for the Built Environment – B651”, CSA Group, Standards Council of Canada, (2023), 88. <https://www.csagroup.org/wp-content/uploads/2430328.pdf>

¹³⁵ For example, the solution to this barrier would not necessarily need to be a physical engineering solution and could instead be rectified by improved electronic maps.

Furthermore, questionnaire feedback highlighted environmental sensitivities to lighting, high ambient noise levels and pronounced echoing, visual stimulation, odours, temperature variances, and crowding. This prompted one respondent to offer an extensive array of suggestions aimed at enhancing accessibility:

Access to more quiet spaces that have individual lighting and climate control, more signage for building directions, more signage indicating where washrooms are, a designated phone number and email address for each building/installation for someone to contact if there's an accessibility concern instead of sending things up the CoC since there's no guarantee that will make it to the right person, information about building accessibility available on the DWAN so people can check to make sure they can actually access/use the building they're going to.¹³⁶

In conclusion, while GC Workplace has conducted a comprehensive GBA Plus analysis to integrate accessibility considerations into its standards, the effectiveness of these measures ultimately hinges on DND's commitment to allocate the necessary resources to improve the accessibility of defence Real Property.

Art and Imagery

In her 2018 report to the Canadian Forces College, Vanessa Brown introduced qualitative findings demonstrating diverse perspectives about artwork and imagery, which are mutually reinforced by this research. Acknowledging the deep appreciation for the significant sacrifices made by members of the CAF and the profound respect for the historical achievements of military professionals, both past and present,¹³⁷ visual representations in artwork and imagery, dominated by white English-speaking men, consciously and sub-consciously influence organizational culture, as expressed by one participant:

The photos lining hallways were mainly white men, past and present. There were a few modern photos showing people of colour and women in leadership roles (communicating to me that any change will be slow and we'll wait generations for our faces to be on "walls of fame" in this institution; it will "happen" over time but there will be no proactive effort. The absence of any artifacts, art, emblems, or other visual identifiers signalling an acknowledgement of change or a forward-facing narrative was felt deeply. Nothing but rows and rows of old, white men and a few other folks - women and some people of colour - followed by long, empty spaces that seemed to say, "Good luck. It'll be a while."¹³⁸

¹³⁶ Questionnaire distributed 12 March 24.

¹³⁷ Vanessa Brown, "Report on the Integration of Gender and Cultural Perspectives and an Inclusive Learning Environment in the Joint Command and Staff Programme" (Prepared for Canadian Forces College, Toronto, ON, 2018), 25.

¹³⁸ Questionnaire distributed 12 March 24.

CAF/DND has made notable strides in enhancing the representation of contemporary achievements and diverse figures through electronic media, posters and public announcement materials, reflecting a growing commitment to inclusivity. Nonetheless, continual and permanent reinforcement is essential for these values to be truly embedded in the organization's culture as suggested by one participant:

Both women and men from various population sub-groups are still widely underrepresented in CAF arts, displays and monuments. Henceforth, the creation of an official subsidized programme to beautify the CAF infrastructures with architectural design, artwork in common areas and public spaces, as well as official monuments outdoors, all representing all population sub-groups, would be a major step forward into socially normative intersectional inclusiveness.¹³⁹

While it might be argued that current portrayals suggest an implicit bias favouring traditional narratives and potentially perpetuate outdated gender and racial roles, thus reinforcing barriers within the organizational culture, participants in interviews and questionnaires strongly emphasized that the goal should not be to “cancel” the historical legacy of the CAF. Instead, there should be a concerted effort to reflect contemporary realities: “The reality is that we can’t retroactively diversify historical representation. The focus should be on promoting and showcasing new, diverse figures on our walls, which is essential for driving change.”¹⁴⁰

¹³⁹ Questionnaire distributed 12 March 24.

¹⁴⁰ Questionnaire distributed 12 March 24.

Lactation Rooms: A Case Study

Introduction

When examining diversity barriers within defence infrastructure, it is crucial to acknowledge the proactive steps already taken by CAF/DND to tackle these challenges. One such initiative, establishing lactation rooms, is an example of inclusivity. However, this noble effort has faced complexities that often plague organizational change management initiatives, as listed in “The Learning Organization”¹⁴¹, leading to questions about the initiative’s effectiveness and whether it yielded unintended adverse consequences. This case study aims to shed light on the opportunities and challenges encountered in implementing lactation rooms, offering valuable lessons for future infrastructure initiatives.

Background

The prevalence of lactation rooms in the workplace gained traction in North America after the passage of America’s Affordable Care Act in 2010, which mandated employers to provide accommodations for nursing mothers. In 2015, lactation support within the US Department of Defense (DoD) varied across branches, despite recognizing breastfeeding’s importance and endorsing Healthy People 2020 goals. Each branch independently implemented policies or support recommendations. For instance, the US Air Force provided breaks for pumping and specified suitable locations for lactation, while the Army encouraged personalized plans for active-duty members and the Navy mandated clean facilities for breastfeeding or pumping.¹⁴² These varied approaches underscore the influence of sub-cultures in the implementation of lactation support in a large organization like the DoD.

In the autumn of 2020, the CAF/DND’s DWAO played an important role by submitting a briefing note (BN) to the Commander of Military Personnel Command, addressing breastfeeding issues within the CAF. The BN served as a call to action, urging the drafting of a comprehensive breastfeeding policy to ensure the Chain of Command facilitates reasonable accommodation for pumping while fulfilling core job functions. It

¹⁴¹ “A learning organization requires public managers to be ‘strategists’ who think strategically about how to create organizational and societal change, and thus transform strategic plans into practice. And this is where things often go wrong because:

- The design of strategies receives more attention than their actual implementation.
- There is a lack of resources and capacity to realize plans
- Progress is not adequately monitored, leaving people guessing whether goals have been achieved.
- Narrow performance measures are employed and enforced through accountability demands rather than serving the purpose of organizational learning.

Marco Kools & Bert George, Debate: The learning organization—a key construct linking strategic planning and strategic management, *Public Money & Management*, 40:4, (2020): 263.

¹⁴² Bridget Owens, and Diane DiTomasso. “Practices and Policies That Support Breastfeeding Among Military Women: A Systematic Review.” *Military Medicine* (2023). <https://academic-oup-com.cfc.idm.oclc.org/milmed/advance-article-abstract/doi/10.1093/milmed/usad128/7160228>.

also proposed guidelines for pumping rooms or acceptable spaces other than washrooms. The BN suggested adopting clear permissive signage for breastfeeding and adding baby change tables in medical rooms to support women on maternity leave attending appointments on base¹⁴³. Moreover, it stressed the importance of informing pregnant members about breastfeeding policies and reimbursement for breast pumps before they take maternity leave.¹⁴⁴

In July 2021, the CAF determined that the lack of access to properly established workplace pumping and/or nursing stations constituted an employment barrier. The CAF employment equity functional authority at the time, Chief of Military Personnel (CMP), issued a CANFORGEN on behalf of the Chief of the Defence Staff (CDS) on 28 July 2021 to provide interim direction on the establishment of lactation rooms. The CANFORGEN articulated the commitment to support members' rights to pump and/or nurse without facing discrimination based on family status, sex, gender identity, or expression. Recognizing potential stigma and fear surrounding the need to pump and/or nurse, elemental commanding officers were ordered to implement lactation plans, ensuring at least one lactation room per 400 personnel. Essential requirements for lactation rooms include sanitary and private spaces, while additional guidance suggests amenities such as comfortable seating, electrical outlets, access to sinks and storage facilities.¹⁴⁵

Significant to the broader context of the CAF's cultural challenges in 2021, the organization had been under intense scrutiny and criticism for months due to numerous reports and headlines concerning inappropriate sexual behaviour involving senior commanders. This sustained crisis deeply shook the military institution, causing turmoil within its top ranks and resulting in a cascade of organizational changes and command appointments. The establishment of Chief Professional Conduct and Culture (CPCC) in April 2021 reflected a recognition of the pressing need to address systemic issues and foster a more inclusive and professional culture within the CAF. The CPCC's mandate to unify and integrate culture change activities across CAF/DND signalled a commitment to

¹⁴³ Although the subject of change tables was raised in the 2020 BN, it was never converted into policy or direction. The subject is still prevalent, as exemplified by repeated responses to the questionnaire. Installation of change tables is a low cost change that can easily be implemented. Change tables should be installed in the following public and non public RP locations. Non-Public Community RP: (Gyms, Canex, MFRC, Messes, etc), Public RP: Base Orderly Rooms and MIR because many members have to use these services while on MATA/PATA. If installation in a universal washroom is not feasible, they should be installed in each gendered washroom.

¹⁴⁴ "Briefing Note for the Commander Military Personnel Command: Issues Regarding Breastfeeding", Defence Women's Advisory Organization, 16 Sep 2020.

¹⁴⁵ Department of National Defence, *CANFORGEN 116/21 CMP 069/21 281150Z JUL 21 SUPPORT TO MEMBERS PUMPING AND OR NURSING*, (Ottawa, Chief Military Personnel, 2021). It is both noteworthy and somewhat peculiar that a space allocation initiative was directed towards Elemental L1s for implementation, despite the delegated responsibility of DND Real Property Space Allocation residing with ADM(IE).

promoting positive cultural change.¹⁴⁶ Thus, amidst the turmoil, the timing of the release of the CANFORGEN is significant as it can be viewed as a tangible effort to address challenges and strive for a more respectful and inclusive environment.

However, at the end of 2022, the Director of Human Rights and Diversity (DHRD) received a complaint regarding numerous defence locations in contravention of established pumping and/or nursing station policies. This ongoing issue violated the established policy and undermined the commitment to providing every Defence Team member with a workplace of mutual respect and dignity. Consequently, this complaint initiated a more stringent policy application to urgently address compliance with policy requirements. Moreover, it was mandated that reporting on compliance be included as part of the FY 22/23 CAF Employment Equity Report submission.¹⁴⁷

Building upon delineating the historical context surrounding lactation room implementation, this examination considers the underlying organizational dynamics. By scrutinizing the implementation process and perceptions, this study seeks to uncover how infrastructure initiatives intersect with and potentially catalyze broader cultural shifts within the organization.

Analysis Method

Given the organizational changes within the CAF/DND during this period, there is no documented evidence of a deliberate change plan guiding the implementation of the CANFORGEN. However, Kotter's 8-step change model offers a framework for analyzing this initiative within an organizational change management context.¹⁴⁸ The Kotter model is particularly relevant in organizational change management, which is inherently challenging due to the complex structures, hierarchies, and diverse stakeholders involved. Starting with creating a sense of urgency, building a guiding coalition and developing a vision and strategy, which is then communicated to the organization, empowering employees to act on the vision by removing obstacles, generating short-term wins, and consolidating gains. Finally, the change is anchored in the organization's culture to ensure long-term sustainability.¹⁴⁹ Despite its effectiveness, implementing these steps requires overcoming resistance, aligning various interests, and maintaining momentum, which can be formidable tasks in large institutional settings like CAF/DND.

¹⁴⁶ Department of National Defence, *Chief Professional Conduct and Culture* (Ottawa, Department of National Defence, 2023), <https://www.canada.ca/en/department-national-defence/corporate/organizational-structure/chief-professional-conduct-culture.html>

¹⁴⁷ "Briefing Note For The Caf Employment Equity Working Group: Support To Members Pumping And/Or Nursing," DHRD, 17 Jan 23.

¹⁴⁸ John P. Kotter, "Transforming Organizations: Why Firms Fail" and "Successful Change and the Force that Drives it." In *Leading Change*. Boston; Harvard Business Review Press, (2012): 22.

¹⁴⁹ Ibid., 23.

This analysis interprets the qualitative data from responses obtained through two sources. First, in the structured interviews and questionnaires conducted as part of the research project Diversity Barriers in Defence Infrastructure, participants were prompted by the inquiry: “In recent years, various initiatives have aimed to improve the suitability of defence Real Property for designated groups. Please comment on your experience (positive or negative) as an implementer or user of lactation rooms.”¹⁵⁰ Second, anonymous results from an operational CAF Unit’s¹⁵¹ “Survey on Gender Inclusive Facilities in the Workplace”, conducted in June 2023, was considered. In this survey, members of a CAF Unit scheduled to receive a new building were asked, “How do you feel about a dedicated lactation room in the workplace?”¹⁵²

This qualitative approach facilitates a comprehensive exploration of Defence Team members’ perceptions and experiences. It offers valuable insights into the multifaceted dynamics underlying change initiatives in defence Real Property and their intrinsic connection to cultural shifts. This analysis illuminates the intricate interplay between infrastructure initiatives and broader cultural transformation within the organization by prioritizing stakeholders’ firsthand narratives. Although the Kotter model has progressive 8 steps, the results of this case study are organized according to three prominent themes:¹⁵³ “Lost in Translation: “What’s a Lactation Room?”; “Resource Realities: Critiquing the Implementation Plan”, and “If you build it, they will come: Links to CAF Culture Change.”

Lost in Translation: “What’s a Lactation Room?”

Steps 1, 3, and 4 of Kotter’s change model posed significant challenges in the context of implementing lactation rooms within DND Real Property. Establishing a sense of urgency, crafting a clear vision for change, and effectively communicating that vision are pivotal stages in facilitating organizational transformation.¹⁵⁴ However, the endeavor of introducing lactation rooms encountered hurdles in these areas, impeding the smooth progression of the initiative.

A fundamental aspect lacking in the execution of this change initiative was the absence of a coherent and compelling vision. While a well-defined vision is a guiding beacon, providing direction and motivation, the CAF failed to adequately disseminate the overarching vision and rationale behind introducing lactation rooms. Despite the issuance of a CANFORGEN, a noticeable gap existed in effectively communicating the essence of the change initiative. The failure to conduct a comprehensive Public Affairs campaign further compounded the issue. Instead, communication was predominantly

¹⁵⁰ Questionnaire distributed 12 Mar 24.

¹⁵¹ The operational Unit remains nameless to protect anonymity.

¹⁵² Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁵³ David E McNabb and M.E. Sharpe, “Research Methods in Public Administration and Nonprofit Management, Quantitative and Qualitative Approaches”, Third Edition, New York, (2013): 316.

¹⁵⁴ John P. Kotter, “Transforming Organizations: Why Firms Fail” and “Successful Change and the Force that Drives it.” In *Leading Change*. Boston; Harvard Business Review Press, Chapters 1 and 2, (2012): 23.

driven by fear due to the authoritative nature of the military orders, resulting in a negative reception to the urgency imposed. As succinctly expressed, “The ivory tower said, “Thou shalt do it!””¹⁵⁵ reflecting the top-down imposition that characterized the implementation process.

Furthermore, there persists a prevalent lack of understanding regarding the purpose and utility of lactation rooms. Survey responses illustrate some of these misconceptions, with individuals mistakenly believing that lactation rooms are exclusively intended for breastfeeding infants on-site.¹⁵⁶

Such misunderstandings are exemplified by multiple survey comments, such as, “I have never seen a baby in any military facility,”¹⁵⁷ and “the workspace is for military members, family members are not authorized.”¹⁵⁸ Furthermore, other survey respondents said, “I don’t see that a lactation room would be used often, if at all (no one has their child here with them)”¹⁵⁹ and “we are not allowed to bring our kids to work,”¹⁶⁰ demonstrating a requirement for comprehensive education and awareness initiatives to correct misconceptions.

Moreover, variations in the usage patterns of established lactation rooms highlight inconsistencies in interpreting the original intent. One interview participant, who was involved in implementing lactation rooms, expressed mixed sentiments about the process. While initially supportive of the initiative, they noted a lack of thorough consideration in its execution. Despite receiving firm direction to establish a lactation room in their Unit, they highlighted concerns about the suitability of certain environments, particularly in maintenance environments, due to safety reasons. They recounted an instance where a lactation room was established close to the hangar floor where maintenance activities involving chemicals and diesel fumes occurred. The participant emphasized the importance of a more common sense approach to lactation room implementation, based on identified needs rather than blanket deployment in all locations via a military order. Questionnaire participants also shared their experiences:

A Lactation Room was recently installed in CFB Shilo’s base HQ building. After installation, the room was locked, and one had to request the key to gain access at any time, including throughout the work day. That kind of over-control defeats

¹⁵⁵ Interview, 24 Feb024.

¹⁵⁶ Commendable effort from local and national DWAO branches pro awareness of lactation rooms within the DND/CAF community. However, the simultaneous release of a DWAO-sponsored breastfeeding poster and a separate maternity T-shirt CANFORGEN may have inadvertently contributed to confusion among DND/CAF members regarding the intended purpose of lactation rooms. Specifically, there may have been ambiguity regarding whether lactation rooms are exclusively intended for feeding infants on-site or for pumping purposes.

¹⁵⁷ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁵⁸ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁵⁹ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁶⁰ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

the purpose of this room to begin with. Although providing the room was a step in the right direction, common sense was lacking to allow people open access to it when required.¹⁶¹

Two other questionnaire respondents provided insights into how the CANFORGEN was implemented in their Units. The first respondent noted, “they made a multi-faith prayer room, that is also the lactation room, and is generally used as a space to make private phone calls or relax.”¹⁶² The second shared,

A lactation space was swiftly established when I returned to work after my last MATA/PATA. It was centrally located and private. However, lactation spaces are often not well-marked by the units, which means they can be utilized by others for whatever reason they deem suitable; this meant I had to wait to use this space because others were using it for non-lactation reasons.¹⁶³

These experiences highlight the variability in how the initiative was applied across different locations depending on the understanding of the vision.

Multiple interview participants highlighted the lack of awareness regarding the location of the lactation rooms within DND facilities. “Sometimes people don’t know they exist, or don’t know where they are.”¹⁶⁴ Lactation rooms are often not included on building maps, which poses a significant challenge for individuals trying to locate them.

These experiences underscore the importance of effective communication in change management processes. Moreover, they emphasize the critical necessity for a clearer articulation of the vision and objectives behind infrastructure initiatives to secure buy-in and facilitate successful implementation. The challenges faced while implementing lactation rooms are a poignant reminder of the significance of comprehensive communication strategies in navigating organizational transformation. Moving forward on any future initiatives, it is imperative to prioritize concerted efforts to ensure clarity, inclusivity, and accountability in executing organizational initiatives. By doing so, CAF/DND can cultivate a culture of understanding and support conducive to

¹⁶¹ Questionnaire distributed 12 March 24.

¹⁶² Questionnaire distributed 12 March 24.

¹⁶³ Questionnaire distributed 12 March 24. This sentiment was echoed in a 2017 Boston Magazine article: “Big organizations are run by “entitled White males, just like any other big business, and their attitudes and actions are no different when it comes to women.” One day, a senior manager at a Boston tech firm had half an hour between meetings to pump breastmilk for her baby, so she darted to the lactation room—the only private space in the office. Opening the door, she discovered her male boss on a phone call. When the manager motioned for her boss to hurry up, he gestured, “hold on” and made her wait. While the company was progressive enough to have a lactation room, the men viewed it as their space.” Sarah Green, “Boston Has Eliminated Sexism in the Workplace. Right?” *Boston Magazine*, 23 Jul 17, <https://www.bostonmagazine.com/news/2017/07/23/sexism-workplace/>

¹⁶⁴ Interview, 21 Feb 24.

fostering positive organizational change.¹⁶⁵

“Resource Realities: Critiquing the Implementation Plan”

Kotter’s fifth step in the change model, “Creating the Guiding Coalition,” emphasizes the importance of bringing together influential individuals from various levels of the organization to lead the change effort effectively.¹⁶⁶ This coalition should comprise individuals with diverse expertise, job titles, and political importance to ensure widespread support and successful change initiative implementation.¹⁶⁷ While there was a powerful coalition within the DWAO and Employment Equity allies advocating for lactation room implementation, the deliberate formation of an effective coalition outside this group, particularly among Unit-level commanders and implementers outside of the National Capital Region, did not transpire.

The effectiveness of lactation room implementation depended on the individual Unit leadership and the prevailing culture within each Unit. While some Unit commanders strongly supported the initiative and actively facilitated the establishment of lactation rooms, others exhibited dismissive attitudes or failed to prioritize the effort, leading to inconsistencies in its interpretation and application.

A 2021 article titled, “Lactation plan supports Canadian Armed Forces members nursing and/or pumping”, interviewed a member with a positive experience who stated,

I came back to work after the August long weekend, and they already had a dedicated lactation room set up, that was adequate and appropriate, with a chair and a desk, and just around the corner from a washroom and the kitchen area,” she said. “My Chain of Command was very supportive, and the CANFORGEN lays it out clearly.¹⁶⁸

One interview participant, a Commanding Officer at the time, described his approach to establishing a suitable space for a member who needed to pump breast milk. Given the limited space in the small building, they adopted a consultative approach, conducting a walk-around with the member to identify private offices that could serve as temporary lactation spaces. They ensured the member felt comfortable and had the necessary privacy for pumping. Reflecting on his experiences as a parent, particularly in navigating challenges related to breastfeeding and childcare, he emphasized the importance of personal understanding in effectively addressing the needs of individuals requiring

¹⁶⁵ This observation is repeated in the following section re: Menstruation Products.

¹⁶⁶ John P. Kotter, “Transforming Organizations: Why Firms Fail” and “Successful Change and the Force that Drives it.” In *Leading Change*. Boston; Harvard Business Review Press, Chapters 1 and 2, (2012) :23.

¹⁶⁷ “Kotter’s 8-Step Change Model,” Mind Tools, accessed Feb 24, <https://www.mindtools.com/a8nu5v5/kotters-8-step-change-model>

¹⁶⁸ Department of National Defence, *Lactation plan supports Canadian Armed Forces members nursing and/or pumping*, (Ottawa, Department of National Defence, 2021), <https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2021/08/lactation-plan-supports-caf-members-nursing-pumping.html>

lactation support.¹⁶⁹ He highlighted the potential blind spots in institutional understanding and underscored the significance of empathetic leadership and trust in accommodating diverse needs.

Conversely, there are many instances where “implementation of lactation rooms was done dismissively,”¹⁷⁰ or lacked Chain of Command accountability, in that “some Units didn’t see the value in them since they only had a few women in their workforce, therefore put very little effort into creating permanent lactation rooms that were practical and comfortable.”¹⁷¹ One participant shared how:

Most rooms are difficult to access, not well labelled, or not complete. For example, at the base hospital in Petawawa, the lactation room has a change table... but over a year after the room opened, the change table is still in its box, on the floor, uninstalled...¹⁷²

Some participants reported encountering explicit resistance from leadership regarding inclusive facilities, for example:

The perspective around that policy is super insulting. Chiefs and MWOs often tell me, “We don’t need a lactation room. When somebody requests one, then we’ll put one in.” The Chain of Command’s perspective is, “I don’t understand. Like, nobody’s pregnant. Nobody’s asking for it. Why would I? Why would I waste space and resources?”¹⁷³

Also, an anonymous survey response from a Senior Officer (Maj-Col or LCdr-Capt(N)) bluntly remarked, “This is an operational unit [*sic*], not a nursery.”¹⁷⁴ While it is important to recognize that CAF operational requirements are indeed the priority and that the concerns voiced reflect a need to maintain efficiency and effectiveness in mission execution, these dismissive attitudes from members of the historically dominant group highlight entrenched norms and biases.¹⁷⁵ By emphasizing the broader benefits of inclusivity, such as fostering a more supportive and equitable environment for all members, it becomes possible to challenge existing norms.

Finally, questionnaire respondents consistently observed that DAGs shouldered the burden to ensure compliance, exemplified by commentary such as “Lactation Rooms: poorly implemented by Base Commanders. The DAGs have often been the ‘voice’ to

¹⁶⁹ Interview, 16 Feb 24.

¹⁷⁰ Questionnaire distributed 12 Mar 24.

¹⁷¹ Questionnaire distributed 12 Mar 24.

¹⁷² Questionnaire distributed 12 March 24,

¹⁷³ Interview 27 Feb 24.

¹⁷⁴ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁷⁵ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 1.

ensure they are implemented but there has been no accountability for B/W,”¹⁷⁶ and “lactation room organization seemed to be led by the DWAO... a volunteer group. There was little to no key leadership support and engagement,”¹⁷⁷ as expressed by a second participant.

The concept of benevolent discrimination¹⁷⁸ emerges, albeit implicitly, in these anecdotes. While the intention behind establishing lactation rooms may stem from an organizational requirement to support breastfeeding members, how these initiatives are implemented can sometimes inadvertently perpetuate discriminatory practices. For instance, the dismissive attitudes or lack of prioritization shown by some Unit commanders may reflect underlying biases or a failure to fully understand the importance of the initiative. This underscores the need for a more nuanced understanding of how well-intentioned initiatives can reinforce systemic inequalities if not implemented thoughtfully and inclusively, highlighting the need for comprehensive engagement in change management efforts.

With respect to implementation planning and resourcing, beyond the eight-line CANFORGEN, there is no indication that a multi-level implementation plan was developed or resourced. Step 5 of Kotter’s model, “Remove Obstacles,”¹⁷⁹ underscores the importance of removing barriers to success. This step involves putting the necessary structures for change in place and continually checking for barriers. Removing obstacles can empower the people needed to execute the vision and facilitate the progress of the change initiative. In light of organizational changes and turnover in 2021, a conspicuous absence of documented written implementation planning documents is evident.

Moreover, the absence of “wargaming” or “red-teaming” with tactical implementers raises concerns regarding the lack of careful consideration of obstacles. Anecdotal evidence suggests the Administrative Response Centre (ARC) received multiple queries about Funding Codes, Resource Requests, and Extra Guidance, proving that change initiatives suffer without detailed implementation plans and dedicated resources.¹⁸⁰ While the extent of planning involvement with ADM(IE)’s RPOps Group is uncertain, anecdotal evidence also suggests that there was a surge in work orders requesting the installation of sinks, casting doubt on the occurrence of implementation planning endeavours to determine the “ends, ways, means” and prevent obstacles before

¹⁷⁶ Questionnaire distributed 12 March 24.

¹⁷⁷ Questionnaire distributed 12 March 24.

¹⁷⁸ Benevolent Discrimination: a structural and subtle form of discrimination, whose perpetrators are blind to its effect. Laurence Romani, Lotte Holck and Annette Risberg, "Benevolent Discrimination: Explaining how Human Resources Professionals can be Blind to the Harm of Diversity Initiatives," *Organization* (London, England) 26, no. 3 (2019), 372.

¹⁷⁹ “Kotter’s 8-Step Change Model,” Mind Tools, accessed Feb 24, <https://www.mindtools.com/a8nu5v5/kotters-8-step-change-model>

¹⁸⁰ Dr Shannon Russel-Miller, Chief of Military Personnel, MSTeams, 8 Jan 24.

the CANFORGEN's release. Experiential insights from tactical implementers also justify this conclusion:

Participant 1:

As an implementer and user of lactation rooms, my experience has demonstrated that creating the rooms was very difficult. Units were left to figure out how to implement them, how to furnish them, and where to find the space, and were given no additional funds. Infrastructure requirements significantly slowed down the process and limited the options.¹⁸¹

Participant 2:

Lactation rooms, Oh God. I love it when senior leadership tries to gain the initiative to make something important, but I'm a big fan of "pause 2-3". I've always told my subordinates this when they hear the operators running in with their hair on fire. It's always good to "pause 2-3" about what we actually need to do. That didn't happen. No sooner did we get the direction at the Commander's OGroup; there was suddenly an arbitrary deadline to buy and set these up in every building! People were running around buying furniture in total stove pipes with contracting irregularities. It was a mess! So, I think it was well-intentioned what they wanted to do for the lactation rooms, but nobody "wargamed" it or walked it through.¹⁸²

In summary, a critique of the implementation plan for lactation rooms reveals a complex interplay of factors. While some Units demonstrated proactive support and successful establishment of lactation facilities, others exhibited dismissive attitudes or lacked accountability, perpetuating systemic inequalities. The concept of benevolent discrimination emerges, highlighting the importance of thoughtful and inclusive implementation of initiatives to support diverse Defence Team members. Furthermore, the absence of comprehensive planning and resourcing, as evidenced by the lack of multi-level implementation plans and inadequate consideration of tactical obstacles, underscores the challenges faced in effecting organizational change. Addressing these shortcomings is essential for ensuring the successful implementation of future infrastructure initiatives because, for change initiatives to succeed in public organizations, "it is vital that they are continuously learning—from successes and failures."¹⁸³

"If you build it, they will come": Building CAF Culture Change

¹⁸¹ Written response to Interview questions distributed 29 Feb 24.

¹⁸² Interview, 21 Feb 24.

¹⁸³ Marco Kools and Bert George, "Debate: The Learning Organization-a Key Construct Linking Strategic Planning and Strategic Management," *Public Money & Management* 40, no. 4 (2020), 262.

While some commentary acknowledges an observed low utilization rate of lactation rooms, indicating a potential requirement for revised standards, it is crucial to underscore the influence of infrastructure initiatives on CAF culture change, with many survey respondents expressing this observation,

Respondent 1 : «Une salle d'allaitement va aussi encourager les gens d'être plus ouverte aux besoins des autres.»¹⁸⁴

Respondent 2: “This is an Excellent idea, especially given the lack of women in the CAF; it is a step forward in the right direction.”¹⁸⁵

Furthermore, one interview participant explained the influence that lactation rooms had on their own leadership perceptions:

I was pleased to learn from a colleague that a lactation room had been established in the college's accommodation building. As I contemplate my future leadership roles, passing by the lactation room reminds me of the necessity for such facilities when I eventually assume a command role. These physical manifestations highlight the importance of keeping these subjects at the forefront of our minds; it's a socialization process.¹⁸⁶

When accompanied by comprehensive change management strategies, marketing, and a supportive coalition, these initiatives can be deeply ingrained within the organizational culture advocated by Kotter's eighth step. This prompts an acknowledgement of the relationship between physical infrastructure and cultural transformation; while cultural evolution drives the requirement for modifications in physical infrastructure, physical structures can precipitate cultural change. In other words, cultural shifts necessitate tangible manifestations, just as the physical environment influences evolving cultural norms. The symbiotic nature of this relationship underscores the necessity for simultaneous development in an iterative process which requires ongoing refinement and alignment between organizational values and physical manifestations, a point of paramount importance. This interplay was eloquently explained by one interview participant:

I find the culture change around inclusive spaces is really hard. Rather than using the approach, “build it and they will come.” It's like, “Let them let women join the military, and then we'll change things to accommodate.” Instead, let's set it up to show, “Hey, look at the awesome, innovative stuff we've got. If you join, you have access to these awesome resources.”

But fundamentally, I find people have a hard time conceptually understanding that going to your boss and saying, “I need a place to pump,” is a hard thing to ask for.

¹⁸⁴ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁸⁵ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

¹⁸⁶ Interview, 6 Mar 24.

It should just be there, and I know where it is, and it's clean and taken care of, so you can do it, and then you leave. That's what it should be. It shouldn't be that you have to request it.

In my last Unit, we get a lot of students who come and tour our facilities. Imagine kids in Grade 9 being like, "Oh, what is that? That's a lactation room. Cool." It goes in the back of your mind: The CAF is a place where diverse people belong.

It's almost like ideas that you subconsciously put into people's minds. And when you walk the hallways and see pictures, or you walk the hallways and see a lactation room and this and that, it changes the culture—like a deep-rooted culture. If the infrastructure exists or the pictures exist, the culture changes. It has to go together.¹⁸⁷

Establishing lactation rooms goes beyond the physical infrastructure; it signifies a broader cultural shift. Recognizing the transformative power of effectively implemented visible infrastructure initiatives is paramount to embedding them within the organizational culture.

Conclusion

In summary, this case study considered the implementation of lactation rooms within CAF/DND Real Property, revealing the intricate challenges and opportunities inherent in such initiatives. It emphasized the necessity of adopting inclusive and thoughtful approaches to implementation, recognizing the potential pitfalls of well-intentioned initiatives.

The study underscored the significance of comprehensive planning and resourcing to successfully realize organizational change objectives. It highlighted the importance of following rigorous change management steps, from creating a sense of urgency to anchoring the change in organizational culture. By adhering to these principles, future infrastructure changes to address diversity barriers can effectively navigate challenges and drive positive cultural transformation within the CAF/DND.

Ultimately, lactation rooms and other supportive infrastructure reflect organizational values and actively contribute to reshaping cultural norms and fostering inclusivity within the CAF/DND. This case study is a valuable learning tool, providing insights and recommendations for future infrastructure initiatives to align physical spaces with broader cultural transformation goals.

¹⁸⁷ Interview, 27 Feb 24.

Washrooms, Menstruation Products, Showers, and Change Rooms

Ubiquitous in their presence, washrooms, showers, and changerooms emerge as pivotal focal points in discussions surrounding inclusivity in the built environment. As integral parts of daily life, these spaces reflect societal norms and influence access and privacy for individuals of varied backgrounds, genders, and identities. Despite efforts to incorporate gender-inclusive facilities in new defence infrastructure, DND still faces a significant shortage in its existing facilities and lacks a clear improvement plan. This shortfall affects the CAF's progress in cultural change and sometimes impacts safety, privacy, and accessibility by perpetuating barriers which may constitute discrimination prohibited under the Canadian Human Rights Act (CHRA). This chapter explores the barriers these facilities pose, highlighting the requirement for inclusive environments that consider the needs and dignity of all users.

Washrooms

The section begins by defining key terms and standards. In Canada, all public washrooms must include a sink, toilet stall, urinal (where applicable), and various accessories.¹⁸⁸ Public washrooms can be either single-stall or multi-stall, featuring multiple toilets/urinals and sinks, and are categorized into gender-specific (men and women) or gender-inclusive¹⁸⁹, commonly referred to as “gender-neutral” or “all-gender.”

Since the amendments to the Canadian Human Rights Act and Criminal Code in June 2017, which unequivocally affirmed the right of individuals to use facilities aligning with their gender identity, there has been a remarkable shift in the construction of inclusive washrooms across Canada. These facilities, far from replicating traditional gender-specific setups, are innovative spaces prioritizing privacy, safety, and efficiency. However, it is important to note that the level of inclusivity varies significantly across facilities. Some washrooms only feature gender-inclusive signage, while others boast extensive privacy enhancements, such as full floor-to-ceiling enclosures for toilets. These enclosures ensure visual and sound privacy with their robust locking doors and absence of cracks. Implementing such comprehensive modifications often necessitates substantial updates to plumbing, HVAC, and fire suppression systems to meet building codes.

The 2020 National Building Codes, particularly sections NBCC 3.8.3.11 to 3.8.3.15 and CSA 6.2 and 6.3 have also integrated provisions for universal washrooms. These regulations address the needs of individuals requiring assistance from caregivers of a different gender, providing private spaces irrespective of gender. Continuous efforts to update code language for greater inclusivity and clarify terminology reflect the

¹⁸⁸ “Accessible Design for the Built Environment – B651”, CSA Group, Standards Council of Canada, (2023). <https://www.csagroup.org/wp-content/uploads/2430328.pdf>

¹⁸⁹ The intent is not to be “neutral”, but to create a safe space for all individuals to access a washroom of their choice based on their gender identity. Therefore, “gender-inclusive” is the preferred terminology.

commitment of Codes and Standards bodies to enhance accessibility and meet diverse needs.¹⁹⁰ According to CSA guidelines, when it is challenging to provide accessible gender-specific washrooms, single-stall universal washrooms are a viable alternative. Designed to accommodate a variety of users, including disabled individuals with an attendant or parents with children,¹⁹¹ these facilities are also referred to as “barrier-free” or “accessible”.

In October 2020, the ADM(IE)’s Directorate Architectural and Engineering Services (DAES) issued a Technical Bulletin, aligning with the Vancouver-based “Designing for Inclusivity” guidelines. This bulletin guides the design and calculation of washrooms in all new and renovated buildings across DND Bases and Wings, emphasizing inclusivity, accessibility, safety, privacy, and clear signage to improve functionality.¹⁹² A notable nuance within the bulletin is adopting a 50/50 gender ratio for water closets, surpassing the National Building Code of Canada (NBCC) standards. This initiative demonstrates DND’s commitment to gender equality in facility design. Furthermore, the upcoming Standard for Accessibility and Inclusive Design (SAID), slated for completion next year, aims to enhance these guidelines.

These documents are only Level 3 technical design standards and lack the authoritative direction a Level 0 /Level 1 policy or order would provide. Using “encouraged” in the bulletin introduces ambiguity by suggesting optional compliance. This results in inconsistent implementation, influenced by project-specific conditions and Treasury Board budget approvals.¹⁹³ Furthermore, the current Codes and Standards do not apply to existing facilities unless they undergo major renovations; thus, as noted in the accessibility section, older buildings are “grandfathered” and remain unmodified unless significant updates to HVAC, plumbing, and fire suppression systems are simultaneously undertaken. This approach places the responsibility on users to initiate washroom upgrades and local RPOs Dets to prioritize and allocate resources. This situation highlights the critical need for a well-structured, well-communicated, phased national strategy equipped with the necessary resources and underpinned by GBA Plus concepts. Effective results in this context hinge on meaningful engagement, collaborative

¹⁹⁰ Brigitte Potvin, Technical Advisor, Codes Canada, National Research Council, Email to author, 17 Oct 23.

¹⁹¹ “Accessible Design for the Built Environment – B651”, CSA Group, Standards Council of Canada, (2023). <https://www.csagroup.org/wp-content/uploads/2430328.pdf>

¹⁹² Department of National Defence, *Governing Policies Regarding New and Renovated Washrooms to be Constructed: Technical Bulletin* (Ottawa: ADM(IE), 2020).

¹⁹³ The forthcoming 2 Service Battalion Building in Petawawa underscore the obstacles and funding restrictions that often delay or hinder progress toward creating inclusive and accessible facilities. The design for this building was completed prior to the NBC/CSA changes and prior to the introduction of the 2020 DAES Technical Bulletin. Unfortunately, the project is too far along, and Treasury Board-approved funding envelope is not sufficient to redesign the gendered washrooms to align with the new inclusive guidelines. As a result, once constructed, the building will not fully comply with the standards outlined in the Technical Bulletin (ie. it will have gendered washrooms).

solution development,¹⁹⁴ and enduring support throughout and beyond the implementation of changes.¹⁹⁵

While the infrastructure varies, the built environment's impact on the daily lives of individuals—particularly those from diverse backgrounds—is profound. The following section will explore firsthand accounts and testimonials that shed light on the lived experiences of diverse groups. Analyzing the qualitative interview and questionnaire responses has uncovered several themes that highlight persistent challenges. These include inequitable access, insufficient design and usage, and the prevailing culture and perception surrounding these spaces. This analysis offers critical insights into the everyday realities individuals face navigating these environments.

Inequitable Access

Diversity groups often encounter significant barriers accessing universal washrooms, as candidly shared:

I require gender-neutral bathrooms and seldom have them. Before departing for a course/tasking, I am obligated to reach out and ensure that they are aware that they have a non-binary person (as PERS files cannot yet reflect this and will show a binary sex). I then have to coach them on setting up a gender-neutral washroom, which is usually temporary, and return to a binary bathroom once I leave.¹⁹⁶

Another participant recounted their experience accessing gender-inclusive washrooms, “Even though we are a building that regularly receives many students for training purposes, we do not have gender-neutral washrooms. When I bring up the issue, I am directed to a washroom that is literally outside of this building!”¹⁹⁷ Another respondent noted that “some universal washrooms, while labelled as such, are in areas only specific members work, making them feel less inclusive and accessible.”¹⁹⁸ The absence of gender-inclusive washrooms perpetuates exclusionary environments within DND.

Even existing gender-specific washrooms are inconveniently located and pose access barriers, most commonly to women, as expressed by multiple respondents:

Respondent 1: It's a daily inconvenience because the women's washroom is far from the workplace. The journey involves crossing the parking lot,

¹⁹⁴ Solutions should be tailored to the specific context but also sustainable, considering the permanent nature of infrastructure. For instance, enforcing a strict 50/50 gender split in an existing building, expected to house a combat arms regiment with a predominantly male demographic, could unintentionally create new challenges.

¹⁹⁵ Matteo, Ziallo and P. John Clarkson. "Inclusion, Diversity, Equity and Accessibility in the Built Environment: A Study of Architectural Design Practice." *Building and Environment* 206 (2021): 2302.

¹⁹⁶ Questionnaire distributed 12 March 24.

¹⁹⁷ Questionnaire distributed 12 March 24.

¹⁹⁸ Questionnaire distributed 12 March 24.

entering the squadron building, and traversing the hangar floor—turning a simple washroom visit into a 15 minute ordeal!¹⁹⁹

- Respondent 2: “I would love not to need to go up three flights of stairs to get to a smaller bathroom than my male counterparts, especially when on a break during a course where time is limited.”²⁰⁰
- Respondent 3: “With more women joining the Forces, there aren’t enough bathrooms for us, and sometimes it is way out of the way.”²⁰¹
- Respondent 4: Often on course, female course candidates have to share limited washroom/shower facilities with males by flipping a sign on the door. This means as women, we need to wake up on average at least half an hour before everyone else to ensure we can use the shower facilities without fear of being walked-in on or have someone banging on the door to get in.²⁰²

Logistical issues in aging buildings reflect inequities in access and underscore the need for a more deliberate approach. Since these buildings often lack the flexibility to create additional space, it is vital to involve user groups in discussions and decision-making to empower them and ensure they are part of the solution. This involvement helps understand and accept the opportunities and limitations and enhances the effectiveness of any implemented changes.

Sub-optimal Design, Construction and Usage

The design and construction of gendered and gender-inclusive washrooms across the Real Property portfolio exhibit significant variability, as highlighted by participants sharing their diverse experiences:

- Respondent 1: “While the washrooms for women are private, they are too small, with insufficient stalls to properly accommodate the number of women who use them.”²⁰³
- Respondent 2: “There are still urinals in the women’s washrooms.”²⁰⁴
- Respondent 3: “The buildings have poor water pressure, which makes it hard to clean sanitary products (Diva Cup).”²⁰⁵

¹⁹⁹ Interview, 16 Feb 24.

²⁰⁰ Questionnaire distributed 12 March 24.

²⁰¹ Questionnaire distributed 12 March 24.

²⁰² Questionnaire distributed 12 March 24.

²⁰³ Questionnaire distributed 12 March 24.

²⁰⁴ Questionnaire distributed 12 March 24.

²⁰⁵ Questionnaire distributed 12 March 24.

Respondent 4: “Even gendered washrooms don’t have proper inclusive signage.”²⁰⁶

Respondent 5: “A stick figure man/woman slider sign was added to a men’s washroom door, but the door didn’t lock.”²⁰⁷

The design features of gender-inclusive washrooms in brand-new buildings also have room for improvement, indicating that these observations are not confined solely to old and aging structures. For example, feedback from this research has underscored the need for increased privacy in communal sink areas, where personal grooming tasks such as shaving, hair-drying, or applying makeup may be performed. The lack of privacy can be particularly challenging for transitioning transgender members, who may feel uncomfortable performing these tasks publicly. Also, the new gender-inclusive stalls are too small for members of larger stature. Finally, a notable lack of directional signage in main hallways often leads to confusion and difficulty locating the washrooms, highlighting the need for more effective wayfinding solutions.²⁰⁸ These deficiencies stress the importance of GBA Plus fundamentals, such as user consultation and continual monitoring and evaluation, to ensure that new and renovated facilities meet the diverse needs of end users.

Finally, the use of existing facilities, particularly single-stall universal washrooms, varies significantly. A recurring observation is the operational repurposing of universal washrooms as women’s washrooms, which undermines their intended function and violates the inclusive and accessible design standards set by the CSA. Conversely, converting women’s washrooms into gender-inclusive spaces while maintaining the men’s washroom footprint is also problematic. As highlighted in the previous chapter, this approach turns neutral spaces into de-facto masculine spaces and further skews the balance of accessible facilities, as reflected in one participant’s feedback, “there was an effort to make one washroom universal, but of course, the “men” took it over. Sigh.”²⁰⁹

Qualitative evidence suggests that universal washrooms are completely misused in some locations. One participant shared that, “accessible washrooms are often used for storing cleaning materials or articles like portable greenhouse and pool equipment. Cold Lake and Shilo store pool equipment in the barrier-free washroom”,²¹⁰ while another participant shared a similar anecdote: “non-functional universal/accessible washrooms; more specifically, they are either unavailable or used for storage, which dehumanizes the member.”²¹¹ Such practices highlight a critical need for clearer guidelines and

²⁰⁶ Questionnaire distributed 12 March 24. Recommended signage: “Gender-Inclusive Washrooms in your Workplace, A Guide for Employees and Managers,” Public Service Alliance of Canada (PSAC), (2018). <https://psacunion.ca/sites/psac/files/attachments/pdfs/gender-inclusive-washroom-en-4pa>

²⁰⁷ Questionnaire distributed 12 March 24.

²⁰⁸ Samantha Vandekracht, 4 Engineer Support Regiment, MSTeams, 22 Feb 24.

²⁰⁹ Written response to Interview questions distributed 24 Feb 24.

²¹⁰ Questionnaire distributed 12 March 24.

²¹¹ Questionnaire distributed 12 March 24.

enforcement to ensure that washrooms serve their designated purpose and meet accessibility standards. “Ensuring effective staff operations and communication to support an inclusive environment”²¹² is directly linked to the culture and perceptions of the building occupants, including the user Unit’s Chain of Command. This connection underscores the integral relationship between the built environment and organizational culture, emphasizing how an organization’s values and practices influence physical spaces and vice versa.

Perception and Culture

The interplay between the built environment and the cultural perceptions of its occupants underscores the requirement to deeply integrate an understanding of intersectionality and EDI into organizational culture. For instance, HCMA suggests that providing staff with education and awareness training can equip them with the necessary practices, tools, and strategies to guide users, foster inclusivity discussions, and resolve potential conflicts. Additionally, prioritizing cleanliness through robust cleaning operations can enhance user adoption and respect for these spaces.²¹³ A deep understanding of intersectional considerations is crucial for the success of infrastructure projects fostering inclusivity.

The prevalence of negative experiences shared by questionnaire respondents highlights a significant opportunity for improvement:

- Respondent 1: “While individuals from all genders may feel included in the new infrastructure design, survivors of gender-based violence incidents may feel unsafe sharing bathrooms with those identifying with opposite and/or distinct gender types.”²¹⁴
- Respondent 2: “Gender-inclusive washroom not available, members are being targeted for seeking out or using said facilities.”²¹⁵
- Respondent 3: “Accessible washrooms are seen as too much in the building. They are hardly used. There is a lot of criticism, but all due to a lack of information and preconceived opinions.”²¹⁶

²¹² Department of National Defence, *Governing Policies Regarding New and Renovated Washrooms to be Constructed: Technical Bulletin* (Ottawa: ADM(IE), 2020).

²¹³ HCMA Architecture and Design, “Designing for Inclusivity: Strategies for Universal Washrooms and Change Rooms in Community and Recreation Facilities”, Version 1.1(2018): 28 https://hcma.ca/wp-content/uploads/2018/01/HCMA_Designing-for-Inclusivity_V1-1.pdf

²¹⁴ Questionnaire distributed 12 March 24.

²¹⁵ Questionnaire distributed 12 March 24.

²¹⁶ Questionnaire distributed 12 March 24.

Respondent 4: “There is a cultural mind bloc that because of CAF’s universality of service, the department doesn’t have any accessible washroom requirements.”²¹⁷

The same user survey considered for lactation rooms, which collected data from operational Unit members across various socio-demographics, indicated that many participants were unclear about the concept of gender-inclusive washrooms, pointing to a gap in cultural understanding. Privacy concerns were prominent, with many respondents advocating for full-length walls and in-stall sinks. While some vocal participants strongly opposed gender-inclusive facilities—as epitomized by one senior non-commissioned officer’s statement, “I was raised using gender-specific facilities, and it’s part of Canadian value and heritage. Never during my service was I subject to mixed facilities and if this option were given to me I would not be using them”²¹⁸—nevertheless, most respondents were either comfortable with or open to the idea of private, gender-inclusive washrooms. They believed that increased social awareness and targeted education could enhance the comfort level for new users which suggest that enhancements to the built environment, paired with social-cultural awareness, education and training, can foster a more inclusive organizational culture and markedly improve user experiences:

Respondent 1: I think it’s been great. Access to universal washrooms eliminates feeling slightly uncomfortable using a multi-stalled gender washroom. While using a multi-stalled gender washroom is only a small inconvenience, no longer having to navigate it multiple times every workday is really nice and improves my experience at work.²¹⁹

Respondent 2: The gender-neutral bathrooms are an amazing addition to Bases and Wings at CAF/DND. Carling Campus has gender-neutral bathrooms on every floor, sometimes multiple per floor (based on logistics). These bathrooms provide privacy, safety, and inclusion for all members and civilians, regardless of identity factors. Even non-minority and/or non-LGBTQ+ members use them daily to change into uniform as privacy is preferred. The bathrooms also provide comfort and safety for women, LGBTQ+ individuals, and other minorities. Truly a shining example of how DEI benefits everybody rather than solely one group!²²⁰

Respondent 3: When I worked at another government department, universal washrooms were the only option available, and I used them throughout my year there. Each time I saw someone enter the

²¹⁷ Questionnaire distributed 12 March 24.

²¹⁸ Survey on Gender Inclusive Facilities in the Workplace distributed Jun 23.

²¹⁹ Questionnaire distributed 12 March 24.

²²⁰ Questionnaire distributed 12 March 24.

universal stall, it reminded me that this was their normal. It was a daily reminder of that Department's inclusive culture.²²¹

The profound impact of the built environment on individuals' lives, exemplified through themes such as access, suboptimal design, construction, and usage, along with perceptions and culture, underscores the necessity of thoughtful, inclusive infrastructure. Recognizing the evolving need for inclusive washroom facilities and their crucial role in supporting privacy and dignity for all individuals, it is also essential to consider the broader context of hygiene accessibility that extends into the provision of menstruation products.

Menstruation Products

2023 amendments to the Canada Occupational Health and Safety Regulations mandate that federally regulated workplaces provide menstrual products to menstruating employees. The primary goal is to ensure consistent access to clean and hygienic menstrual products such as tampons and pads within the workplace to mitigate health and safety risks for menstruating employees. This amendment aligns with the Minister of Labour's 2021 mandate commitment. It supports broader Government initiatives aiming to create a more inclusive Canada, address systemic inequities, and promote fairness and equality across various vulnerable populations.

Specifically, the regulations require employers to provide menstrual products in each toilet room; if impractical in the toilet room, ensure products are available in another area within the workplace, accessible at all times, and offer reasonable privacy; and provide covered disposal containers for menstrual products in toilet rooms—either in single-toilet rooms or within each compartment²²² of multi-toilet rooms.

These amendments represent a significant advancement in workplace inclusivity and health standards, highlighting the importance of addressing the needs of all employees. Despite being a legislated change, one participant noted that “while I appreciate and understand the supply of menstruation products in all government buildings, that felt like we did it only because we were ordered to by the Federal Government.”²²³

The initiative was widely misunderstood within the CAF, perceived as poorly conceived, and implemented in a way that led to considerable pushback on some Bases

²²¹ Interview, 27 Feb 24.

²²² “A covered container for the disposal of menstrual and other sanitary products should be provided in every toilet compartment, irrespective of gender designation. This is essential to safeguard the privacy of individuals, as transporting sanitary waste outside of the stall to dispose of it in a communal receptacle can infringe upon a person's right to privacy. Ensuring privacy in these matters supports a respectful and dignified environment for all users.” Employment and Social Development Canada, *Canada Labour Code to ensure access to menstrual products at work starting December 15*, (Ottawa: Employment and Social Development, 2023).

²²³ Questionnaire distributed 12 March 24.

and Wings.²²⁴ Although ADM(IE) declared that “GBA Plus will be leveraged through the installation of menstrual hygiene product dispensers on all Bases and Wings”²²⁵ in the 2024/2025 Departmental Plan, no written documentation was found during this research’s literature review. A thorough GBA Plus and a comprehensive implementation plan could have facilitated proactive Public Affairs messaging and deliberate monitoring and evaluation practices. Unfortunately, the menstruation product roll-out was reminiscent of the challenges encountered during the rollout of the Lactation Room CANFORGEN described in the previous section. This assessment is corroborated by feedback from multiple questionnaire respondents, with many commenting about the inadequate communication:

- Respondent 1: Supply and Disposal of Menstruation Products: poorly implemented and unstandardized approach across RP Ops Regions. Early stages of the implementation, but it was not implemented accordingly, and there was no awareness/education piece informing members of this initiative which would contribute to the culture change and perspective shift regarding menstrual products in all washrooms regardless of sex and gender. Education needs to be considered for this initiative - all initiatives that touch on DEI.²²⁶
- Respondent 2: Lack of proper discussion around why this was happening, i.e. trans masculine people can also have periods leading to vandalism and jokes.²²⁷
- Respondent 3: “I do not know if it is a national standard to have menstruation products available in all washrooms, I know there were changes made, I’m just unsure if it’s official or not.”²²⁸

The competing priorities for minimal resources and the perception of policy changes reveal indicators of resistance to equity from those with privileged social status. Akin to the challenges faced with lactation rooms, one participant highlighted the tug-of-war over resources and the resistance encountered:

Supplying tampons in the men’s washroom is a total waste of money. Women’s or gender neutral, sure, that’s a great idea, but it is demoralizing to see our military struggling financially, but the higher-ups are tripping over themselves to

²²⁴ Cosmin Dzsurdzsa, “Canadian military commander demands soldiers support men’s tampons for trans ‘inclusion,’” True North, January 26, 2024, <https://tnc.news/2024/01/26/military-commander-demands-soldiers-support-tampons/>

²²⁵ Department of National Defence, 2024-25 Departmental Plan, (Ottawa: ADM(IE), 2024), [Gender-based analysis plus - Canada.ca](https://www.canada.ca/en/government/departmental-plan/2024-25-departmental-plan)

²²⁶ Questionnaire distributed 12 March 24.

²²⁷ Questionnaire distributed 12 March 24.

²²⁸ Questionnaire distributed 12 March 24.

waste money on a cause that is so minor and on the bottom of the list for priorities for most people in the CAF. They need to focus on the majority. It showcases a bigger issue, where the military is more focused on appearing to be a great inclusive organization instead of actually fixing the real inadequacies. This is extremely divisive, and what I can see is most sailors and soldiers are pissed off about it. I've seen some dump the tampons in the garbage every time they see it. This is achieving the total opposite of the end result as people who were neutral or indifferent are now resentful towards trans people.²²⁹

Overall, this statement underscores the importance of education and advocacy in promoting understanding at all levels of the organization.

Now, six months after implementation, the department would benefit from engaging in a comprehensive lessons-learned process following the principles of GBA Plus. This analysis should identify compliance gaps and pinpoint internal communication and change management deficiencies, facilitating improved strategies and operational adjustments in future implementations of EDI initiatives.

Showers and Changerooms

DND infrastructure differs from other government departments in that members often shower and change at the workplace or in their accommodations. Some interview participants openly recognized the institutionalization of their experiences with CAF/DND's communal showers, with one individual underscoring the distinct aspects of their time at the Royal Military College (RMC). They acknowledged the institutional nature of communal showering and emphasized the fast and disciplined procedures, where socialization occurred within the brief timeframe of a hurried routine.²³⁰ This reflection suggests that communal showering is normalized and tightly regulated within institutional settings, prompting individuals to adjust to established routines quickly and encouraging obedience and conformity²³¹ to the broader institutional culture.

A passage from the 1968 paper "The Social Psychology of Privacy" further highlights the institutionalization experienced by members of total institutions like the CAF. Initially, soldiers may feel a sense of embarrassment or discomfort when using open rows of toilets and showers in front of others, reflecting their adherence to societal

²²⁹ Questionnaire distributed 12 March 24.

²³⁰ Until the 1970s, collectively organized practices, such as those observed in institutions like the army, utilized showering as a method of efficiently washing numerous bodies in a brief duration. In this context, the army employed showers to cleanse as many individuals as possible within minimal time. Martin Hand, Elizabeth Shove and Dale Southerton, "Explaining Showering: A Discussion of the Material, Conventional, and Temporal Dimensions of Practice," *Sociological Research Online* 10, no. 2 (2005), 1-13. Martin Hand, Elizabeth Shove and Dale Southerton, "Explaining Showering: A Discussion of the Material, Conventional, and Temporal Dimensions of Practice," *Sociological Research Online* 10, no. 2 (2005), 2.

²³¹ Barry Schwartz, "The Social Psychology of Privacy." *American Journal of Sociology*, 73, no.6, (May 1968): 744.

norms regarding privacy. However, as they become accustomed to the institutional environment over time, they gradually lose their self-consciousness and awareness of personal boundaries. This transition results in a blurring of distinctions between public and private spheres and between the spaces where individuals present themselves and where they shed their personal identities.²³² The passage illustrates how institutionalization leads to normalizing unconventional behaviours and practices.

Building upon this, it can be argued that institutional communal showers manifest power imbalances within various contextual spaces where nakedness is legitimately performed.²³³ This practice involves a set of ritual and institutional power structures that create a dynamic wherein the empowered individuals, typically clothed, assume the role of non-sexual observers gazing at objectified naked bodies.²³⁴ The communal shower setting, entrenched within institutional frameworks, reinforces a power dynamic in which individuals in positions of authority or normative conformity dictate the accepted norms of nudity and body visibility.²³⁵ The inherent vulnerability of being unclothed in communal spaces exacerbates the power imbalance, potentially compelling individuals to adhere to societal expectations and fostering a sense of surveillance and objectification.²³⁶ Consequently, communal showers in DND Real Property represent an imposition of power structures, perpetuating and influencing the norms and hierarchies present within the organization.

Encountering complex interpersonal dynamics and psychological strain in communal shower settings, one respondent said, “I often feel that I make other people feel awkward by being a lesbian in the women’s changeroom, even though I am just there to change and be respectful.”²³⁷ Two other respondents were very candid about their experience with communal showers and changerooms:

Respondent 1: I’ve never felt uncomfortable in a bathroom, but sometimes in change rooms. This is a fairly unique challenge to the 2SLGBTQ+ community in that we’re not, in most cases, visible minorities. We are invisible minorities. What sometimes makes me uncomfortable in changing rooms is that people sharing that space with me are not sharing it knowingly with someone in my community. It’s not immediately apparent to everyone else in the changing room that it’s the group I belong to. The level of discomfort comes when I

²³² Barry Schwartz, “The Social Psychology of Privacy.” *American Journal of Sociology*, 73, no.6, (May 1968): 748.

²³³ Rob Cover, “The Naked Subject: Nudity, Context and Sexualization in Contemporary Culture,” *Body & Society* 9, no. 3 (2003), 63.

²³⁴ Rob Cover, “The Naked Subject: Nudity, Context and Sexualization in Contemporary Culture,” *Body & Society* 9, no. 3 (2003), 63.

²³⁵ *Ibid.*, 63.

²³⁶ Barry Schwartz, “The Social Psychology of Privacy.” *American Journal of Sociology*, 73, no.6, (May 1968): 750.

²³⁷ Questionnaire distributed 12 March 24.

fear someone else won't be comfortable with that. I feel like that puts, to some degree, a burden on me to make sure that I'm not imposing on anybody else's comfort level. Not that I change my behaviour in any way, but it's something that I think about.²³⁸

Respondent 2: There are no good options for gender-diverse individuals to shower and change after Physical Training (PT). For myself, Assigned Male at Birth (AMAB) presenting feminine, my options are to shower in the men's change room and then do my hair and makeup in front of a room full of men staring at me, making myself uncomfortable, or use the women's showers where I feel more comfortable but risk making other women feel uncomfortable. Individual stalls for showering and changing would be a massive improvement. Currently, I compromise by changing twice. I shower and change in the men's shower, then take a backpack full of clothes into a gender-neutral washroom to change a second time while trying to keep my clothing from falling into the toilet.²³⁹

Understanding, acknowledging, and addressing the barriers that Defence Team members face due to a lack of privacy in communal showering and changing facilities is essential. Improving showers and changerooms to mitigate unbalanced power dynamics and enhance privacy is crucial, as increasing privacy can significantly reduce individuals' vulnerabilities.²⁴⁰

Washrooms, menstruation products, showers, and changerooms are the most prevalent barriers to inclusion in defence Real Property. These spaces, quintessential in daily life, highlight the paramount importance of privacy and the diverse needs of all individuals within the organization. The lived experiences underscore the critical need for inclusivity in infrastructure to ensure that every user, regardless of gender identity or expression, is accommodated and respected.

From a strategic perspective, despite advancements such as the Standard for Accessibility and Inclusive Design (SAID), there remain crucial gaps. These gaps, identified by the DAG Secretariat, point to a lack of comprehensive national strategic direction, which should include definitive resources, clear deadlines, systematic monitoring, reporting, and stringent accountability measures. A framework to effectively dismantle existing barriers must be meticulously planned and communicated. Without a change in operations and cultural perceptions surrounding the built environment, physical renovations risk being ineffective. Hence, a collective change management plan is

²³⁸ Interview, 23 Feb 24.

²³⁹ Questionnaire distributed 12 March 24.

²⁴⁰ Inexpensive measures to enhance privacy in gendered facilities can be achieved by installing prefabricated partitions in communal showers, replacing shower curtains with lockable prefabricated stall doors, and adding more hooks and/or benches so that members can have their clothing more readily available to change.

imperative to ensure these improvements are enduring and impactful. Such strategic efforts enhance facilities and fundamentally affirm DND's commitment to equality and respect for all its members, reinforcing the essential link between physical spaces and organizational culture.

CHAPTER 4: DEPLOYED INFRASTRUCTURE

During my last deployment, I faced a profound lack of comfort and safety, one that wasn't linked to the rocket attacks or combat activities I had anticipated. Instead, the source of my discomfort lay within the camp's walls. It was an environment where a feeling of unease was my constant companion, marking it the most uncomfortable experience of my life.

The gymnasium, which I initially saw as a place for personal betterment and improved morale, quickly became a focal point for unwanted attention. Every action of mine drew scrutinizing gazes.

I was constantly interrupted at work. My daily interactions with other deployed members, most of whom were senior to me and often came with gifts and compliments, only intensified my discomfort. These interactions posed significant challenges to my concentration and hindered my efficiency.

Moreover, my movements around the camp somehow became common knowledge, amplifying the constant surveillance shadowing my daily routine. When I visited a colleague, he casually mentioned, "I'm well aware of your daily activities." It became clear that he hadn't sought out this information; rather, my whereabouts had been the subject of widespread conversation. He recounted details of my movements within the camp, information that had freely circulated among various groups, discussing me as if I were a topic of general interest, not a person with a right to privacy. Disturbingly, he shared a remark from a UK Colonel, who commented, "Did you see the new girl? I'd do her." Further highlighting the inappropriate scrutiny.

Seeking a semblance of privacy, I found slight relief in the physical locks on our accommodation and ablution facilities. Thanks to the camp's strict security measures, these locks provided me with moments of privacy, especially in the washrooms, where I could at least shower without fear of intrusion.

In search of further solace, I formed a platonic relationship with a male fellow Canadian, a common coping mechanism among the few women on camp. His companionship protected me from the incessant intrusions, yet this friendship inadvertently sparked rumours of fraternization, leading to an unwarranted investigation. The Canadian Chain of Command disregarded my attempts to explain the platonic nature of our relationship and how it served as a refuge from constant discomfort and fear.

Reflecting on these experiences underscores the need for understanding the challenges faced by diverse groups in deployed settings. My account, from less than five years ago, highlights how physical layout—like communal spaces and pathways—can amplify discomfort, unease, and fear. These elements add to the

*hazards of combat zones, showing that improvements must address both our physical environment and our interactions within it.*²⁴¹

This chapter considers diversity barriers in deployed infrastructure. Similarly to Chapter 2, this chapter first considers the standards that Canadian Forces Military Engineers consider for the design, construction, and sustainment of deployed infrastructure. Although many subjects highlighted in previous chapters also apply to deployed infrastructure, this chapter considers the multifaceted challenges individuals face during deployments. Central to this discussion is recognizing the critical role of GBA Plus in ensuring deployed infrastructure considers human rights, empowerment, and equity. This includes efforts to prevent Sexual and Gender-based Violence (SGBV), address Sexual Exploitation and Abuse (SEA), and confront barriers and discrimination based on identity and experiential factors.

Drawing from interviews and questionnaires, based on unique perspectives on military deployments across regions like Afghanistan, Congo, Kuwait, Iraq, and Romania, this chapter also gains additional depth from the author's direct involvement in a real-time GBA Plus consultation with the Canadian Joint Operations Command. This consultation, aimed at designing the Canadian Forces Camp Ceri in Latvia, showcased practical applications of GBA Plus principles to overcome diversity-related challenges in deployment environments.

Deployed Camp Design Standards

CAF member interaction with deployed infrastructure varies significantly depending on the deployment context. Sometimes, they may simply be individual occupants of infrastructure established by the United Nations (UN), NATO, or other allied forces. In other cases, CAF military engineers take a more direct role, tasked with designing, building and maintaining deployed infrastructure during training exercises or operational missions. This section will examine the standards applied in these diverse scenarios.

United Nations Standards

The UN is currently regarded as the theoretical leader in deployed infrastructure design, setting benchmarks that influence global practices for creating and managing deployed infrastructure. This leadership is particularly evident in the Elsie Initiative for Field Missions' Facilities and Infrastructure project, overseen by the Engineering Support Section, aimed to enhance women's participation and retention in military field missions by improving camp layouts and facilities.²⁴² The 200 Person Camp Conceptual Design

²⁴¹ Interview, 24 Feb 24.

²⁴² Given that Canada does not have a lot of a pull on UN camps (given the multilateral setting), GAC leads on providing investments to the UN to address infrastructure. For example, Canada provides extra-budgetary assistance to the UN Departments of Peace Operations, Management Strategy, Policy and Compliance, and Operational Support, to support them in implementing the UN's Uniformed Gender Parity

for Military, a significant outcome of this project, specifically addresses women's needs through innovative living accommodations, shared ablutions, dining facilities, and recreational spaces. This design, which builds upon previous modular camp designs, considers personnel breakdowns and specific facilities such as living accommodations, ablutions, kitchens, offices, and medical facilities. It emphasizes privacy, accessibility, and gender sensitivity, offering both indoor and outdoor recreational spaces tailored to meet the diverse needs of personnel.²⁴³ The design's innovative features demonstrate progress in addressing diversity barriers and reflect the commitment to creating inclusive and equitable deployed environments.

Given the multilateral setting of the UN, Global Affairs Canada leads on providing investments to the UN to address infrastructure. For example, Canada provides extra-budgetary assistance to the UN Departments of Peace Operations, Management Strategy, Policy and Compliance, and Operational Support, to support them in implementing the UN's Uniformed Gender Parity Strategy, addressing sexual harassment in peacekeeping missions, and in improving and piloting the gender-responsive UN camp accommodations.²⁴⁴

NATO Standards

The NATO Support and Procurement Agency (NSPA)²⁴⁵ is committed to integrating EDI principles into its permanent infrastructure and projects, guided by NATO's Regulatory framework. In the development of Statements of Work (SOWs), NSPA adheres to the MIL-STD-1472G Design Criteria Standard: Human Engineering, which enhances system usability by factoring human capabilities and limitations into its design philosophy. This standard has evolved significantly to embrace a broader spectrum of human diversity, moving beyond its prior focus on white male-centric design. These updates, which address aspects such as the ergonomics of workplace

Strategy, addressing sexual harassment in peacekeeping missions, and in improving and piloting gender-responsive UN camp accommodations. Canada and UN Women also serve as co-chairs of the Elsie Fund's Steering Committee. Alexandra Kaminski, Policy Officer for Women, Peace, and Security Assistant Deputy Minister (Policy) / Global Partnerships and Initiatives, Email to author, 17 Jan 24.

²⁴³ Conceptual Design for Gender Responsive Military Camp & Support Document, UN Dept of Operational Support, (2020).

²⁴⁴ Alexandra Kaminski, Policy Officer for Women, Peace, and Security

Assistant Deputy Minister (Policy) / Global Partnerships and Initiatives, Email to author, 17 Jan 24.

²⁴⁵ The NATO Support and Procurement Agency (NSPA) consolidates acquisition, logistic, medical, and infrastructural capabilities, providing support to NATO nations, Military Authorities, and partner nations. Its mission is to offer efficient multinational solutions to NATO and its partners without profit. NSPA operates under North Atlantic Council-approved charters as part of the NATO Support and Procurement Organisation (NSPO), overseen by the Agency Supervisory Board (ASB) comprised of representatives from all 32 NATO nations, guiding its activities and performance. "About Us", NATO Support and Procurement Agency (NSPA), accessed Feb 24, <https://www.nspa.nato.int/about>

furniture and equipment handling, reflect a concerted effort to foster inclusivity in design practices, showcasing NSPA's dedication to EDI.²⁴⁶

Similarly, the NATO Standardization Office underscores integrating intersectional considerations into the NATO Standardization Agreement (STANAG) review and update processes. This approach is informed by frameworks like the WPS action plan and the NATO Gender-Inclusive Language Model, lays a foundational strategy for EDI integration across NATO's standardization spectrum.²⁴⁷ This theoretical commitment, however, is juxtaposed against the realities within certain standards, such as STANAG 2632 Ed. 2 "Deployed Force Infrastructure," a standard of which Canada is the responsible custodian, indicating a gap between theoretical commitment and practical implementation.

Despite awareness of the UN's guidelines for Gender-Responsive Camp design, the practical application of intersectional considerations within NATO's ATP 3.12.1.4 remains notably insufficient.²⁴⁸ The guidelines assert the importance of camps having a 'lasting, positive impact on local development,'²⁴⁹ emphasizing that they should support the local context while contributing to the overarching mission objectives. From the inception of their design, camps are expected to feature layouts, buildings, facilities, and installations all tailored to facilitate the intended end-state. This approach includes anticipating the camp's full life cycle and considering the area's post-mission use in the development of a comprehensive long-term plan.²⁵⁰ However, these guidelines overlook specific direction that camp design should also mitigate the perpetuation of negative impacts, such as sexual and gender-based violence (SGBV), sexual exploitation and abuse (SEA), and eliminate barriers and discrimination based on identity and experiential factors.

Furthermore, although the guidelines repeatedly mention sustainability, they fall short in emphasizing that the planning and design phases must account for the diverse

²⁴⁶ Rui Rodrigues, Chief Deployable Engineering, NSPA, Email to author, 30 Jan 24.

²⁴⁷ Carmine Mauro, NATO Standard Organization, Email to Author, 14 Dec 23.

²⁴⁸ Furthermore, anecdotal observations point to a significant diversity shortfall within the committee tasked with ATP 3.12.1.4. Despite a range of countries contributing, the 10-member team behind the latest ATP-3.12.1.4 iteration was exclusively composed of Caucasian males. This pattern isn't new; over the last five years, teams responsible for related standards like AJP-3.12 and ATP-3.12.1 have shown a similar composition: out of roughly 45 participants, only one diverged from being white or male. Moreover, a broader look at participation in MILENG Working Groups since 2011 reveals scant diversity, with just seven women and one non-white individual among about 150 attendees at a 2024 session. These anecdotal findings underscore a pronounced diversity gap in the cohort engaged in ATP 3.12.1.4 standards formulation. Henry Berghuis, Canadian Joint Operations Command Headquarters, Email to author, 6 Feb 24.

²⁴⁹ NATO Standard. "ATP- 3.12.1.4 Deployed Force Infrastructure," Edition B, Version 1, NATO Standardization Office, June 2023: 3-1.

²⁵⁰ NATO Standard. "ATP- 3.12.1.4 Deployed Force Infrastructure," Edition B, Version 1, NATO Standardization Office, June 2023: F-2.

groups that will inhabit and utilize the infrastructure of the deployed force. This oversight suggests a need for a more detail to ensures all dimensions of gender and intersectionality are adequately considered in the operational planning of NATO's deployed force infrastructure.

CAF Standards

The standards for deployed infrastructure utilized by the CAF are delineated in the Canadian Joint Operations Command Directives for International Operations (CDIO) 1000 Series and the Canadian Joint Forces Publication. An initial review of these standards suggests a thorough application of GBA Plus. For instance, Chapter 3 assigns living accommodation space based on rank alone, which may perpetuate an unnecessary power imbalance. It would be prudent to reconsider whether this traditional method of allocating bed space based on rank is outdated and whether it unnecessarily reinforces entrenched hierarchies. Barring operational necessities, the space allocated to an officer should not exceed that provided to junior members. Moreover, the language in the ablution section, including terms like “may be partitioned” and “should be partitioned,” must be more directive.²⁵¹ Replacing these with “must be partitioned” would ensure clearer and more enforceable standards.

Moving forward, it is imperative to integrate intersectional considerations into both NATO and CAF standards to reduce barriers and enhance the effectiveness of the deployed force. The following section aims to provide an initial foundation for this integration.

GBA Plus in Deployed Infrastructure

The guidance document at [Appendix 4](#) titled, “GBA Plus for Deployed Infrastructure”, serves as a comprehensive resource for inclusive deployed infrastructure, intended for integration within the Canadian Joint Operations Command Directives for International Operations (CDIO) 1000 Series, CFJP 3-12.2 Force Beddown, 1 Engineer Support Unit Instructions, and/or Canadian Forces School of Military Engineering course content. The document emphasizes the importance of applying GBA Plus in infrastructure planning, understanding how land use and built environments impact diverse identity groups and outlines general considerations and inclusive features for deployed infrastructure. While not replacing the requirement for a GBA Plus, the document provides valuable insights into user groups, environmental considerations, contracting practices, and inclusive design features. It emphasizes the importance of strategic planning to ensure safe movement, accommodation, ablutions, recreation

²⁵¹ Canada. Department of National Defence, *Canadian Joint Operations Command Directives for International Operations (CDIO) 1000 Series*, Ottawa: CJOC, accessed April 2023.

facilities, and other essential features of camp design. By integrating GBA Plus and addressing the specific needs of diverse groups, the guidance document aims to promote functionality, efficiency, and foster an environment of safety, respect, and inclusivity within deployed infrastructure and is intended to evolve to meet the changing needs and contexts of deployed operations.

CONCLUSIONS

This research has revealed several features of Real Property that create barriers to safety, comfort, and inclusion, thereby contributing to an area that has received limited attention in Canadian defence research. The lived experiences of CAF/DND members have illuminated persistent themes within the qualitative data regarding the interaction between the built environment and organizational dynamics.

Most obvious is the lack of privacy, a major barrier to safety, comfort, and inclusivity. Many DND facilities do not adequately accommodate the need for privacy, leaving occupants feeling exposed and under constant surveillance—a situation that can be particularly distressing. This lack of privacy is most palpable in personal living spaces such as accommodation buildings, washrooms, showers, and change rooms domestically and in deployed settings. However, less obvious locations like open “neutral” spaces, including gyms and dining halls, also significantly affect members’ privacy.

Furthermore, findings reveal symbolic barriers demonstrating how DND Real Property transcends mere physical spaces, infused with symbolic meanings that reflect and reinforce the institution's hierarchical structures. The design and allocation of spaces, such as offices and parking areas, and visual artwork, subtly but powerfully indicate status and power, perpetuating a sense of exclusion and significantly hindering inclusivity efforts within the organization.

Post-implementation feedback about lactation rooms, gender-inclusive washrooms, and menstruation products has also highlighted how improperly implemented EDI initiatives can inadvertently lead to benevolent discrimination. Initiatives intended to create improvements for underrepresented groups often fail to meet their goals due to inadequate GBA Plus, insufficient consultation and resourcing, and slovenly change management practices. When improperly executed, these initiatives inadvertently highlight differences in patronizing or tokenistic ways, thus alienating the groups they aim to support.

The composition of committees responsible for creating codes and standards governing the built environment highlights an inherent bias, making it difficult to challenge the traditionally accepted objectivity of these frameworks. The significant underrepresentation of diverse groups within these committees often perpetuates existing power dynamics, resulting in standards that fail to comprehensively meet the diverse needs of all users.

Lastly, and most importantly, the recurring themes within the data present a compelling argument about the deep interconnection between organizational culture change and the physical environment. Barriers within defence infrastructure hinder the collective goal of evolving organizational culture to embrace diversity and uphold inclusive values fully. Alterations to the physical environment would profoundly impact organizational culture, facilitating greater interaction among diverse groups and breaking down formal and informal barriers to communication and collaboration. Equally, a shift

in organizational culture towards greater inclusivity could catalyze modifications in the physical environment, prompting changes that better reflect and support these emerging values. This dynamic interplay suggests that fostering a truly inclusive atmosphere requires simultaneous attention to both cultural and environmental transformations.

Consequently, a holistic approach is necessary, ensuring that modifications in one area reinforce positive changes in the other. Whether it involves modifications such as window glazing, exterior lighting, or upgrading the artwork and images displayed within the institution, addressing diversity barriers in defence infrastructure requires a thoughtful and multifaceted strategy. This strategy must include clear communication, focused efforts on accessibility and inclusion, robust cross-sectional policies, and a resource commitment. This strategic opportunity fulfills a moral imperative and serves as a critical enabler of operational success and institutional integrity, paving the way for every member, regardless of background, to thrive and contribute fully. While complex, inclusivity in defence infrastructure is essential for the evolution and integrity of the CAF and DND.

APPENDIX 1 - STANDARDS

Introduction

This appendix examines the intricate labyrinth of standards, standard accreditation bodies, and standard development organizations (SDOs) and aims to illuminate the complex interplay between standard development and the inclusion of diverse perspectives. It emphasizes the necessity of vigilance and critical analysis in adopting and implementing standards that effectively address the needs of all users.

A standard is a comprehensive category of technical documents, including rules, guidelines, best practices, specifications, test methods, and installation procedures.²⁵² These documents, established through consensus and approval by recognized bodies, are designed for common and repeated use, offering rules, guidelines, or characteristics for activities or their outcomes.²⁵³ Standards referenced in the NBC are often published by standards development organizations (SDOs). While many standards cited in the NBC are from accredited Canadian organizations, others encompassing subject areas not accredited in Canada originate from standards development organizations (SDOs) that may or may not be accredited. It is crucial to note that these standards may undergo different development processes than those used by accredited Canadian SDOs, as “different national, regional, or international standards bodies operate within distinct infrastructures.”²⁵⁴

The United Nations has integrated standards development into Sustainable Development Goal 5 of the 2030 Agenda, acknowledging the diverse realm of standard development. The UN’s declaration on gender-responsive standards presents a comprehensive framework of actions to foster gender balance, inclusivity, and equality in standards development.²⁵⁵ Key initiatives involve promoting women’s representation across all stages of standard development, cultivating an inclusive environment, supporting gender advocates, and ensuring gender-inclusive participation. The declaration also underscores the creation of gender-responsive standards through initiatives such as building a network of gender experts, contributing to tools for gender-based analysis, offering training, and collaborating with existing frameworks. Addressing the importance of gender-responsive standards bodies, the declaration advocates for

²⁵² “The value of Standards Development Organizations,” National Fire Protection Association, last modified 2024, <https://www.nfpa.org/for-professionals/codes-and-standards/standards-development/the-value-of-standards-development-organizations>

²⁵³ Public Service and Procurement Canada, *The Standards Development Process at the Canadian General Standards Board*, (Ottawa: PSPC, 2022). <https://www.scc.ca/en/standards/what-are-standards>

²⁵⁴ “Recommendations on Regulatory Cooperation and Standardization Policies: Gender Responsive Standards,” United Nations Economic Commission for Europe, accessed Feb 2024, https://unece.org/DAM/trade/wp6/Recommendations/Rec_U_en.pdf

²⁵⁵ “Declaration for Gender Responsive Standards and Standards Development,” United Nations Economic Commission for Europe, accessed Feb 2024, https://unece.org/DAM/trade/wp6/AreasOfWork/GenderInitiative/UNECEGenderDeclaration_English.pdf

assessing skills, collecting gender ratio data, developing training tools, and monitoring training impact.²⁵⁶

International Standards Organization (ISO)

Notably, ISO is a leading force in advancing diversity in standards development. It is at the forefront of promoting gender equality by developing gender-responsive standards (GRS)²⁵⁷, aligning with the UN declaration. Recognizing the existing gender gap in standards, this initiative encourages diverse participation and aims to create a practical framework for gender-responsive standards. GRS, as defined, ensures the integration of diverse needs in standardization, fostering inclusivity. All participants, especially consensus committees, are pivotal in ensuring gender responsiveness through ongoing assessments from the early stages of development. The guidelines stress the importance of considering diversity, assuming gender differences' impact, and using disaggregated data to address potential gaps and biases in non-disaggregated data. Additionally, the document emphasizes the critical role of assessing the implications of gender differences, considering both physical and social aspects, throughout the standards development process. By adhering to these guidelines, standards developers contribute to creating equitable standards that benefit all individuals.

In addition to international standards, national accreditation bodies play a significant role in shaping standards, as their policies impact the integration of diversity and inclusion principles. Examining varying degrees of intersectional consideration reveals a distinct contrast between Canada and the USA. Understanding these dynamics is crucial, especially considering American and Canadian standards are referenced in the NBC.

Accreditation and SDOs in CANADA

The Standards Council of Canada (SCC) plays a pivotal role in accrediting various entities, including standards development organizations (SDOs),²⁵⁸ certification bodies, testing and calibration laboratories, as well as inspection bodies.²⁵⁹ As a non-

²⁵⁶ “Recommendations on Regulatory Cooperation and Standardization Policies: Gender Responsive Standards,” United Nations Economic Commission for Europe, accessed Feb 2024, https://unece.org/DAM/trade/wp6/Recommendations/Rec_U_en.pdf

²⁵⁷ “Gender Responsive Standards: Guidance for ISO and IEC technical committees,” International Standards Organization, accessed Feb 2024, <https://www.iso.org/files/live/sites/isoorg/files/standards/docs/en/Guidance%20on%20Gender%20Responsive%20Standards.pdf>

²⁵⁸ “Directory of Accredited Standards Development Organizations,” Standards Council of Canada, accessed Feb 2024, <https://www.scc.ca/en/accreditation/standards/directory-of-accredited-standards-development-organizations>

²⁵⁹ Canadian Commission of Building and Fire Codes, “National Building Code of Canada: 2020,” Vol 1 (2022), xiii, <https://nrc-publications.canada.ca/eng/view/ft/?id=515340b5-f4e0-4798-be69-692e4ec423e8>

profit federal Crown corporation overseeing voluntary standardization, the SCC holds a significant position in coordinating national and international standardization efforts, with its Governing Council, appointed by the federal government, reporting to Parliament through the Minister of Innovation, Science, and Industry.²⁶⁰

The SCC, Canada's designated signatory on the UN declaration²⁶¹ and Canada's contributor to ISO,²⁶² is committed to promoting inclusivity and equal participation. To obtain and retain SCC accreditation, an SDO must adhere to the rigorous Requirements and Guidelines established by the SCC. A crucial component of these guidelines, as outlined in Clause 6.3, underscores the importance of "Equal Access and Effective Canadian Participation to the Standards Development Process by Concerned Interests."²⁶³ This clause emphasizes that the SDO must ensure accessibility for all affected stakeholders in the standards development process and promote appropriate Canadian participation on technical committees.²⁶⁴ The SCC's dedication to these principles signifies efforts to enhance EDI within accredited standards development organizations.

Aligning with the Government of Canada's commitment to gender considerations in policies, programs, and legislation, the SCC must implement GBA Plus, as outlined in government requirements. This commitment is federally mandated and is recognized as good practice. In 2019, SCC published its strategy and work plan to fulfill its obligations under the declaration. The document highlights the economic cost of inequality and deficiency of women's inclusion in standardization processes. The strategy draws on GBA Plus to assess representation, incorporate diversity group expertise, and contribute research to the standardization system. Stakeholder engagement with accredited SDOs and collaboration with international bodies are included. The strategy outlines a commitment to a five-year plan and regular reviews, with SCC actively taking steps to ensure gender-responsive standards for all Canadians.²⁶⁵

Canadian Standards Association (CSA)

²⁶⁰ "Governing Council," Standards Council of Canada, accessed Feb 2024, <https://www.scc.ca/en/about-scc/governance/council#:~:text=The%20Standards%20Council%20of%20Canada%27s,broad%20spectrum%20of%20stakeholder%20interests>

²⁶¹ "Declaration on Gender Responsive Standards and Standards Development," United Nations Economic Commission for Europe, accessed Feb 2024, <https://unece.org/trade/wp6/Gender-Resp-Stds-declaration>

²⁶² "What are Standards", Standards Council of Canada, accessed 21 Feb 24, <https://www.scc.ca/en/standards/what-are-standards>

²⁶³ "What are Standards", Standards Council of Canada, accessed 21 Feb 24, <https://www.scc.ca/en/standards/what-are-standards>

²⁶⁴ Standards Council of Canada, "Canadian Standards Development: Requirements & Guidance – Accreditation of Standards Development Organizations," (Jun 2019): 17, https://www.scc.ca/en/system/files/publications/SIRB_RG_SDO-Accreditation_v4_2021-03-04.pdf

²⁶⁵ Standards Council of Canada, "Gender and Standardization Strategy: 2019-2025," (2019): 3, https://www.scc.ca/en/system/files/publications/SCC_Gender-and-Standardization-Strategy-2019-2025_FINAL_EN.pdf

The Canadian Standards Association (CSA) Group, a Not-for-Profit Standards Development organization in North America, is dedicated to enhancing the lives of Canadians through the advancement of standards in both the public and private sectors. Known for its leadership in standards research, development, education, and advocacy, CSA Group, with over 10,000 members, actively contributes to improving safety, health, the environment, and economic efficiency in Canada and beyond.²⁶⁶

As an accredited SDO by the SCC, CSA Group upholds rigorous Standards Development Policies (SDPs) and Directives. These policies, regularly reviewed and updated, provide specific requirements for participant inclusion, organizational structure, standards development processes, and the technical content of standards.²⁶⁷ CSA Group's commitment to inclusivity and diversity is evident in the committee members' selection criteria, chairs, and vice-chairs. The focus extends beyond identity and demographics to ensure diverse representation and interests are considered in the standards development process.²⁶⁸

Furthermore, CSA Group actively facilitates the standards development process through its committees, members, and continuous efforts to enhance competencies for supporting EDI. Recent initiatives include a third-party inclusivity assessment conducted by the Canadian Council for Diversity and Inclusion Consulting (CCDIC) and establishing a multi-year Standards EDI Strategic Plan.²⁶⁹ These actions underscore CSA Group's proactive stance in fostering a standards development environment that embraces diversity and inclusivity.

Accreditation and SDOs in UNITED STATES OF AMERICA

The American National Standards Institute (ANSI) is a private non-profit organization that enhances U.S. global competitiveness and quality of life by promoting and safeguarding the voluntary standardization and conformity assessment system. Representing a diverse membership of over 125,000 companies and organizations and 3.5 million professionals globally,²⁷⁰ ANSI serves as the official U.S. representative to ISO but has not signed onto the UN declaration.²⁷¹

ANSI and its Accredited Standards Developers (ASD) acknowledge that balance is a crucial requirement in standard accreditation, ensuring diverse representation within consensus bodies; this criterion primarily focuses on interests related to standards

²⁶⁶ "About us," Canadian Standards Association, accessed Feb 2024, <https://www.csagroup.org/about-csa-group/>

²⁶⁷ Karyn Ferguson, Manager, Member Education and Committee Services CSA, Nov 8, 2013.

²⁶⁸ Karyn Ferguson, Manager, Member Education and Committee Services CSA, Nov 8, 2013.

²⁶⁹ Karyn Ferguson, Manager, Member Education and Committee Services CSA, Nov 8, 2013.

²⁷⁰ "About ANSI," American National Standards Institute, accessed Nov 2023, <https://www.ansi.org/about/introduction>

²⁷¹ "Declaration on Gender Responsive Standards and Standards Development," United Nations Economic Commission for Europe, accessed Feb 2024, <https://unece.org/trade/wp6/Gender-Resp-Stds-declaration>

development. Aligned with the nature of the standards, interest categories prevent any single category from dominating, highlighting the importance of inclusive perspectives. The three primary interest categories—producers, users, and general interests—“play a crucial role in maintaining a balanced representation within consensus bodies.”²⁷²

Emphasizing the inclusion of diverse viewpoints, seeking appropriate and representative user views is essential, with user categories such as user-consumer, user-industrial, user-government, and user-labor identified for comprehensive inclusion.²⁷³ However, it is vital to distinguish the concept of balance from the broader notion of EDI. In response to the question, “What are ANSI’s specific Diversity, Equity, Inclusion policies for developing non-biased standards. For example, ISO and SCC have both published Gender Responsive Standard development guidelines. Does ANSI have something similar?” the Senior Director of Procedures and Standards Administration responded: “ANSI does not have “specific Diversity, Equity, Inclusion policies for developing non-biased standards”, though each ANSI-Accredited Standards Developer may have their own policy,”²⁷⁴ illustrating how ANSI’s criteria for balance does not directly translate into achieving socio-demographic balance within consensus bodies.

American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE)

Standards gained attention in 2015 when researchers from Maastricht University contested the office temperature guidelines, arguing that they are based on outdated models from the 1960s and overlook metabolic gender differences. The study, cited in both the New York Times and in Caroline Criado Perez’s book, *Invisible Women*, highlighted how “indoor climate standards may intrinsically misrepresent thermal demand of the female and senior subpopulations.”²⁷⁵ These data disparities contribute to discomfort and result in inefficiencies, underscoring the notion that “an uncomfortable workforce is an unproductive workforce.”²⁷⁶ The research has since expanded to explore gender variations in the impact of temperature on cognitive performance, suggesting that adjusting workplace temperatures, especially setting them higher, could enhance

²⁷² American National Standards Institute, “ANSI Essential Requirements: Due process requirements for American National Standards,” 2024, https://share.ansi.org/Shared%20Documents/About%20ANSI/Current_Versions_Proc_Docs_for_Website/ER_Pro_current.pdf

²⁷³ American National Standards Institute, “ANSI Essential Requirements: Due process requirements for American National Standards,” 2024, https://share.ansi.org/Shared%20Documents/About%20ANSI/Current_Versions_Proc_Docs_for_Website/ER_Pro_current.pdf

²⁷⁴ Anne Caldas, Sr Director, Procedures & Standards Administration ANSI, 13 Mar 2024.

²⁷⁵ Boris Kingma and Wouter van Marken Lichtenbelt, “Energy Consumption in Buildings and Female Thermal Demand,” *Nature Climate Change* 5, no. 12 (2015), 1054.

²⁷⁶ Caroline Criado Perez, *Invisible Women: Data Bias in a World Designed for Men*. (New York, New York: Abrams Press, 2019), 104.

productivity in gender-mixed environments.²⁷⁷ ASHRAE defended its standards, asserting a commitment to continuous refinement based on industry changes and new research. Bjarne Olesen, an ASHRAE Board member, challenged the Dutch study, contending that its findings don't impact recommended temperatures in existing standards.²⁷⁸ Despite the ongoing discourse surrounding the ASHRAE standard, it is imperative for designers and technicians overseeing building heating and cooling systems to be cautious about blindly adhering to codes and standards without considering potential biases, and whenever possible, design for individual temperature control.²⁷⁹

National Fire Protection Association (NFPA)

The National Fire Protection Association (NFPA) is an ANSI ASD. According to the public website, "NFPA codes and standards are developed by subject matter experts from around the globe and serve as the leading resource on fire, electrical, and life safety guidelines and requirements."²⁸⁰ Yet, while NFPA has a robust process for consensus-based development, including seeking public consultation and input, the guidelines of their standards council do not address the socio-demographic diversity of the technical committees.

Given that socio-demographic information cannot be accurately derived from a list of NFPA Technical Committee Members²⁸¹ alone, an inquiry was made regarding the availability of anonymous, disaggregated demographic data (age, sex, gender, race) for their committee members. The NFPA responded, that they "do not maintain such demographics for their committees."²⁸² Furthermore, when asked about specific ESI policies aimed at developing non-biased standards, the NFPA did not provide a response. This absence of information suggests that the NFPA may have considerable progress to make in integrating diversity into its standard-setting processes.

Conclusion

In conclusion, this section sheds light on the potential for bias within codes and standards, highlighting ongoing efforts toward improvement. It cautions users against assuming that accreditation automatically ensures the absence of bias. Notably,

²⁷⁷ Tom Chang and Agne Kajackaite, "Battle for the thermostat: Gender and the effect of temperature on cognitive performance," Plos One, 22 May 2019,

<https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0216362>

²⁷⁸ "ASHRAE refutes office AC temperature 'bias' claims research," Refrigeration and air Conditioning Magazine, 13 Oct 2015, <https://www.racplus.com/features/ashrae-refutes-office-ac-temperature-bias-claims-research-13-10-2015/>

²⁷⁹ "Women going through pre-menopause/menopause/peri-menopause where body temperature is extremely difficult to control." Questionnaire distributed 12 Mar 24.

²⁸⁰ "List of Codes and Standards," National Fire Protection Association, accessed Feb 24, <https://www.nfpa.org/For-Professionals/Codes-and-Standards/List-of-Codes-and-Standards>

²⁸¹ "Complete Listing of NFPA Technical Committee Members, Correlating Committee Members and Panel Members," National Fire Protection Association, Last Revised Nov 2023, [TC_List_11_2023.pdf](#)

²⁸² NFPA Customer Support, 12 Mar 24.

accreditation standards, particularly in the USA, do not explicitly incorporate intersectional considerations in committee compositions. Additionally, the absence of intersectional membership requirements for the National Building Code (NBC) committees raises questions about the evaluation and approval processes employed by the CBHCC, particularly when referencing non-Canadian standards. This underscores the need for vigilance and critical review in using such accredited standards.

APPENDIX 2 - THE COMBINED DINING HALL CATWALK

Approaching the front entrance, I try not to stumble on the uneven red brick pavers; I've heard horror stories of high heels getting stuck in the cracks. I hear the faint whizz hum of the unserviceable power-assisted door as I struggle to yank it open.

On the left is the coat room, which remains dark and empty until wintertime. The fluorescent lights of the foyer cast an uneven glow on the beige wall over the precisely spaced framed portraits of Caucasian men: Base Commander, Pers Services Commander, Minister of National Defence, and lastly, the King. Above, a sign reads, "5th Canadian Division Support Base Gagetown, Combined Dining Hall, established 2000."

Laughter hanging in the air, two course mates pass by as they exit. Although their chuckles subside, they deliberately avoid eye contact, ignoring my presence.²⁸³ I slow my steps, waiting for them to leave, before I duck into the women's washroom, hoping it is empty. Hurriedly making my way to an unoccupied mirror, I smile nervously at my reflection, my hands instinctively smoothing down my shoulder-length curly hair and adjusting my knee-length skirt. I double check to confirm I have no stubble showing; I shaved quickly in the shower after we got out of the field today. Reaching into my clutch, I pull out and apply my new MAC lipstick, rightfully called "Brave". A pinky-beige shade with a satin finish gives me a hint more confidence, even if it will wear off during my meal. One final glance in the mirror, followed by a deep breath. "You've got this," I tell myself.

I pass the dated framed photos of tanks and tow missiles as I enter the main hall, its expansive interior stretches into infinity. My heart races with a mixture of anticipation and anxiety like a butterfly struggling to escape my rib cage.

A Sergeant is sitting on the right; some unlucky shmuck that got extra duties. He is entranced by the snatched wastes of the women on his cracked iPhone screen, his finger swiping left like a metronome. Snapping out of his preoccupation, he does a double-take at me. I half expected it but I am certain my outfit meets the posted "Proper Mess Attire", even if I look different than the model on the sun-faded poster on the wall.

Rubbing my hands together, the acrid scent of inexpensive hand sanitizer pierces my nostrils. If I keep rubbing them, the smell will dissipate. If I keep rubbing them, maybe I'll distract myself. I glance at the nail polish adorning my fingers, a small but vibrant burst of deep red amidst the sterile hospital-like teal surroundings.

²⁸³ Heyder Beattie Category A: "Myself or someone else being insulted, mistreated, ignored, or excluded because they are a woman, or because they are a person who identifies as LGBTQ2+."

I take another deep breath. A mere 82 steps await me on the extended path flanked by cafeteria tables on both sides. I'm intimately aware of the distance, having meticulously measured each stride during a previous lunchtime visit. However, during working hours, the loose fit of my unisex CADPAT uniform shields and protects me from prying eyes. Tonight, there is no such refuge. Beneath the stark glow of overhead hanging LED lights, the path turns into a runway, a stage where I find myself as the unprepared protagonist in a show I never volunteered for.

73 steps.

The building layout magnifies the scrutiny, turning the dining hall into a colossal theatre where the audience is the ever-present crowd of diners, their gazes assessing and dissecting. With a building occupancy of 553 starving soldiers, there are thankfully only about two dozen here tonight. Predominantly composed of young white men, with a diverse sprinkling of racially minoritized groups—likely reservists on summer training from Toronto. Only two other women are in the mix, watching the news on the hanging televisions. As I pass the occupied tables, I feel all eyes turning in my direction, judging. The invisible weight of unwelcome gazes bears down on me.

59 steps.

The high ceiling, adorned with industrial ducts and vents painted white but covered in thick grey dust, amplifies the ambient noise, creating a symphony of clinks, murmurs, and laughter. Sensory overload becomes palpable, with the amalgamation of sounds and the visual chaos inducing a sense of overwhelming stimulation.

I stroll past a second cluster of young troops, all in their early twenties, sporting graphic t-shirts, their beards ranging in thickness. Their laughter seems to crescendo, and a tremor of self-consciousness grips me. Thoughts race through my mind, questioning every word and gesture, convincing me their amusement is at my expense.

36 steps.

The rhythm of my heart matches the cadence of my feet. Thankfully, the scuffed vinyl tile floor absorbs the clicking sound of my matte black kitten heels. A new pair of size 11 was not cheap; thankfully, shipping was free.

19 steps.

The warm, fading summer sun bathes the room through the floor-to-ceiling windows, juxtaposing the extremely cool air conditioning that sends a shiver down my spine. I wish I could wrap myself in an invisible cloak, shielded from prying eyes that linger.

Two guys patiently queue up behind me. In my peripheral vision, their body language reveals a subtle curiosity. A fleeting moment unfolds as if they might be sizing me up,

like a piece of meat, contemplating whether to make a comment - or perhaps they are just observing the menu boards.

3 steps.

Approaching the server,²⁸⁴ my senses peak. As I stand before the kitchen staff, I concentrate on the task of choosing my meal with nods and points, reserving soft whispers for when they are needed. A reassuring smile from the Corporal behind the steam line puts me at ease. Their short, androgynous, tousled hair frames a face that carries strength and softness, an example of individuality.

Upon swiping my meal card, I retreat to my sanctuary, a secluded table, where I find solace. Alone, I take a moment to gather myself, enveloped by the aroma of comfort food – curious if the flavour will match the smell. Amidst the bustling noise of the dining hall, I can finally breathe. I’ve made it. Infused with a sense of accomplishment, this respite serves as a reminder that each step on the Combined Dining Hall Catwalk is a stride toward authenticity.

²⁸⁴ Server: The area in which the food is served.

APPENDIX 3

SERVICE PAPER

GBA PLUS in REAL PROPERTY PLANS, PROJECTS, AND PROCUREMENT AIM

1. This service paper aims to provide an overview of the institutionalization of GBA Plus within the Assistant Deputy Minister (Infrastructure and Environment) and identify areas for improvement for inclusion in ADM(IE)'s upcoming GBA Plus Implementation Plan.

INTRODUCTION

2. In the fall of 2023, the Chief Professional Conduct and Culture (CPCC) introduced the Culture Evolution Strategy and the GBA Plus Enterprise Approach. This department-level strategic framework defines broad standards and goals for the systematic adoption of GBA Plus.²⁸⁵

3. Academic research on Diversity Barriers in Defence Infrastructure has provided significant insights into the current application of GBA Plus within ADM(IE). While advancements have occurred, GBA Plus is not consistently applied or deeply integrated. This paper's findings are presented across four categories: GBA Plus in ADM(IE), GBA Plus in Planning, GBA Plus in Projects, and GBA Plus in Procurement.

DISCUSSION

GBA Plus in ADM(IE)

Strategic Intention vs. Practical Application

4. In 2019, ADM(IE) published a GBA Plus Implementation Plan (IP), demonstrating initial proactive progress. However, there is no evidence to suggest that the 2019 IP or subsequent recommendations for improvement were fully realized. The disruption caused by COVID-19, a lack of institutional commitment at various organizational levels (L2, L3, L4), employee turnover, and competing priorities with other Real Property strategic goals hindered its execution. Consequently, a misalignment persists between strategic intentions and their translation into actionable practices, particularly regarding Real Property planning, projects, and procurement.

5. The 2019 IP must be updated to reflect current information, clarify expectations for monitoring and reporting on GBA Plus activities, and effectively articulate the

²⁸⁵ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 32.

connection between infrastructure and environmental programs and GBA Plus. Furthermore, the IP's Tools and Summary Report should be tailored for each ADM(IE) L2 – L5) organizational level to include targeted and precise questions that enhance the clarity and relevance of the tool.²⁸⁶

6. To effectively bridge the gap between strategic plans and practical application, ADM(IE) must strengthen organizational commitment, ensure the full deployment of staff capable of driving change, and refine its strategic documents to provide clear, actionable, and updated guidance. This approach is crucial for achieving a comprehensive application of GBA Plus across various levels of the organization.

Knowledge and Understanding

7. Challenges in implementing GBA Plus often stem from a fundamental lack of knowledge and understanding of the framework. While some difficulties might be attributed to apathy or resistance, they are more likely indicative of a need for enhanced education. Addressing knowledge gaps is essential for effective engagement with intersectional initiatives.

8. For further clarification, GBA Plus is an iterative analytical process that involves active engagement and application. Likened to an Environmental Assessment,²⁸⁷ GBA Plus identifies the effects of policies, plans, programs and projects to mitigate risk.²⁸⁸ Without GBA Plus, overlooking or misinterpreting the experiences of key population segments can perpetuate existing inequalities and barriers.

9. GBA Plus must be viewed as a means to an end, not an end in itself.²⁸⁹ Despite this, many users treat it as a checkbox exercise or a cut-and-paste text, seeking easy solutions that enable them to “do gender”,²⁹⁰ without understanding its aims and principles. Academic literature echoes this sentiment, highlighting the tendency for

²⁸⁶ Women and Gender Equality Canada, *GBA Plus: Step-by-Step Guide*, (Ottawa, WAGE: 2024). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/microlearning-videos/gbaplus-step-by-step.html>

²⁸⁷ Mandated under the *Canadian Environmental Assessment Act, 2012*, an environmental assessment is a process to identify, predict and evaluate the potential environmental effects of a proposed project. This process happens before decisions about a proposed project are made. Government of Canada, “Basics of Environmental Assessment under the Canadian Environmental Assessment Act,” last modified 19 Dec 2023. <https://www.canada.ca/en/impact-assessment-agency/services/policy-guidance/basics-environmental-assessment.html>

²⁸⁸ Women and Gender Equality Canada, *Gender-based Analysis Plus research guide*, (Ottawa: WAGE, 2021). <https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/resources/research-guide.html>

²⁸⁹ “GBA+ Intersectionality Job Aid, A guide to applying an intersectional Lens/Mindset to your GBA Plus,” Jan 2023, <https://women-gender-equality.canada.ca/gbaplus-course-cours-acsplus/assets/modules/job-aid-EN.pdf>

²⁹⁰ Warren, Hannah. "Using Gender-Analysis Frameworks: Theoretical and Practical Reflections." *Gender and Development* 15, no. 2 (2007): 191.

organizations to rely on toolkits without grasping the deeper concepts.²⁹¹ Effective application of GBA Plus demands access to tools, understanding, and commitment to change.

10. The following points clarify prevalent misconceptions about GBA Plus within ADM(IE):

- a. GBA Plus is not merely an additional document to fill out for Treasury Board submissions; it is an iterative analytical process.
- b. GBA Plus involves more than copy-pasting a standard paragraph text; it requires thoughtful analysis tailored to each plan and project.
- c. GBA Plus should not be misinterpreted as a design feature, such as “GBA+ washrooms.”
- d. CPCC developed a GBA Plus in Infrastructure Toolkit, which provides valuable insights into common inclusive features. While an excellent reference, it does not satisfy the requirements of a GBA Plus.
- e. Compliance with Architect Directorate Architectural and Engineering Services (DAES) standards, including the Technical Bulletin 20-04 - Governing policies regarding new and renovated washrooms to be constructed and the forthcoming Standard on Accessibility and Inclusivity in Design (SAID), is essential. Nonetheless, adherence to these standards alone does not satisfy the requirements of a GBA Plus.

11. Shifting from the broader organizational understanding of GBA Plus within ADM(IE) to its specific integration in planning, projects, and procurement will underscore its critical role in Real Property management.

GBA Plus in Planning

12. In DND, the Master Real Property Development Plan (MRPDP), developed by the Director Real Property Planning and Programming (DRPPP) and comparable to a municipal “Official Plan,” guides real property decisions for CAF Bases and Wings. Undoubtedly, DRPPP has made strides to include GBA Plus in its MRPDP processes, particularly through support and proactive engagements with the Directorate of Gender Equality and Intersectional Analysis (DGEIA). However, the full integration of GBAPlus

²⁹¹ Warren, Hannah. "Using Gender-Analysis Frameworks: Theoretical and Practical Reflections." *Gender and Development* 15, no. 2 (2007):198.

has not yet been realized, highlighting the need to further enhance Data, Tools and Templates, and Consultation to ensure its effectiveness in planning processes.²⁹²

Data

14. Accurate data collection and rigorous analysis are instrumental in shedding light on problems and informing the development of solutions aimed at addressing discrimination and inequalities. The purpose of gathering data extends “knowing”, it is also about “knowing why.”²⁹³ By carefully reviewing and interpreting the evidence collected, organizations can gain valuable insights that facilitate the integration of these findings into data-centric operations. This process enables more informed decision-making, ensuring that strategies are effectively tailored to promote equity.

15. According to the 2022-2023 Departmental Results Report, Core Responsibility 6, “the Defence Team applies GBA Plus to inform the development and management of modern, operational, and sustainable bases and infrastructure, and to respond to the needs of a diverse Defence Team.”²⁹⁴ Unfortunately, the report also indicates that “this program does not collect sufficient data to monitor or report program impacts by gender and diversity. While GBA Plus is conducted in development plans, insufficient detailed, segregated data is captured to support data-driven decision-making and reporting of a comprehensive GBA Plus.”²⁹⁵

16. ADM(IE) stated that in FY 23/24 it will, “identify and prioritize data and analytics to identify the requirements and ensure that GBA Plus data collection is effectively and consistently integrated within IE’s activities”²⁹⁶ yet, there is no evidence to confirm that the proposed prioritization and integration of data collection has been implemented, raising concerns about the organization’s commitment to these objectives. Perhaps a few sentences describing how your data requirements integrate into data-centric operations and enable an inclusive future and informed decisions.

Tools and Templates

²⁹² For additional learning, the City of Edmonton’s 2019 [YouTube video](#) presents an overview of GBA Plus in Real Property Planning, highlighting how individuals’ unique experiences and identities shape their perceptions, influencing urban planning and decision-making processes.

²⁹³ Ibid.

²⁹⁴ Department of National Defence, “Departmental Results Report – GBA Plus,” Last Modified 19 Dec 2023. <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/departmental-results-report/2022-23-index/corp-info/gba-plus.html#toc1>

²⁹⁵ Ibid.

²⁹⁶ Department of National Defence, “Departmental Results Report – GBA Plus,” Last Modified 19 Dec 2023. <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/departmental-results-report/2022-23-index/corp-info/gba-plus.html#toc1>

17. The January 2024 MRPDP Guide and Template includes a section for GBA Plus; however, there is an inherent risk that the prescribed “Standard text”²⁹⁷ may lead to a superficial approach to GBA Plus – in that users may skip the analysis in favour of simply copy-pasting the standard text. Instead, the GBAPlus Summary Report should be included as an Annex to the MRPDP to ensure transparency, accountability, and knowledge retention. Furthermore, the GBA Plus paragraph in the MRPDP should instead identify:

- a. The main findings of the GBA Plus;
- b. Specific and relevant measures that will be integrated into the plan; and
- c. How outcomes will be monitored.

This approach will encourage a more thorough analysis and meaningful consideration of intersectional impacts, ultimately enhancing the effectiveness and relevance of GBA Plus for MRPDPs.

Consultation

18. Finally, there is an opportunity to enhance effectiveness in planning by increasing targeted consultations with broader community members. For instance, conducting focus groups or surveys with CAF families and Defence Advisory Groups will provide valuable insights into their unique needs and perspectives. Such an approach requires dedicated time and resources, which have not been incorporated into processes thus far. Instead, reliance is placed on proxy input from organizations such as the Military Family Resource Centre (MFRC), and Personnel Support Programs (PSP) to represent the diverse communities they support. While these proxies offer valuable perspectives, direct engagement with community members could offer deeper insights and ensure that infrastructure planning truly reflects diverse needs.

19. Transitioning from planning to projects, the same consultation challenges persist. This consistent issue across both phases of Real Property management highlights the

²⁹⁷ **5.1.13 Gender-Based Analysis Plus (GBA Plus)**²⁹⁷

[Standard text to use]

GBA Plus in the infrastructure context, assesses the manner in which land use and infrastructure interacts with and affects a broad range of identity groups. By ensuring that site design is inclusive, it respects the needs of everyone and creates a more inviting DND community. Building design for new development must also consider the ways in which GBA Plus can be incorporated, although these considerations will be made during project development and are generally outside of the scope of this MRPDP. Adherence to the Federal Accessibility Standard for Real Property and the National Building Code will also ensure certain inclusivity standards are met. Additionally, installing a more flexible mix of housing in the Residential Housing Site (RHS), in particular for singles or couples' occupancy, will help to promote inclusivity and diversity.

[If available, include specific analysis related to the base/wing lighting, security, housing and pathways]

need for improved engagement strategies to ensure diverse perspectives are effectively integrated, enhancing the inclusivity and impact of GBA Plus implementation.

GBA Plus in Projects

20. It is essential to integrate intersectional considerations throughout all project phases.²⁹⁸ However, current efforts within ADM(IE) Project Management practices are deficient. To improve GBA Plus implementation in projects, it's crucial to enhance team members' training and education, develop project-level tools and templates, and strengthen consultation and feedback mechanisms.

Tools and Templates

21. While ADM(IE) does not dictate the format of Project Approval Directive (PAD) templates for capital construction project submissions to the Treasury Board, there is significant evidence to suggest that the GBA Plus for Capital Construction Projects does not consistently receive the detailed scrutiny it warrants. A preliminary review of Capital Construction GBA Plus submissions reflects similar findings to other federal departments in that consistency, quality, and completeness vary.²⁹⁹ Also, evidence suggests that GBA Plus is conducted in isolation and lacks proper monitoring and evaluation throughout the project lifecycle.³⁰⁰ This absence of thorough integration significantly detracts from the tool's potential to enhance the inclusiveness and effectiveness of capital projects.

22. Within RPOps Group, a single paragraph has been incorporated into Minor New Construction (MNC) submissions to address GBA Plus considerations.³⁰¹ However, without sufficient training for users to conduct such analyses and mechanisms to ensure accountability for the results, there is a risk that this paragraph will be copied and pasted without meaningful application. The existing paragraph should be revised as follows:

²⁹⁸Ujeyo Margaret Stella et al., "Gender Issues in Project Planning and Management," *PM World Journal*, Vol VI, June 217, <https://pmworldlibrary.net/wp-content/uploads/2017/06/pmwj59-Jun2017-Stella-Abdu-Kulthum-Abooki-gender-issues-in-project-management.pdf>

²⁹⁹ Anna Cameron and Lindsay Tedds, "Canada's GBA+ framework in a (post)pandemic world: Issues, tensions and paths forward", Canadian Public Administration, (2022): 12.

³⁰⁰ Empowering the entire project team with training, understanding and expertise fosters collective support for the process, leading to more effective and sustainable project outcomes that contribute to broader organizational goals of diversity and inclusion.

³⁰¹ "The project has been assessed in relation to GBA+ for strategic infrastructure planning as well as individual site design to ensure that DND installations and infrastructure meet current strategic needs for both force generation and employment. GBA+ will be ongoing throughout the project in case new factors or issues are identified." MNC Submission Document. Ujeyo Margaret Stella et al., "Gender Issues in Project Planning and Management," *PM World Journal*, Vol VI, June 217, <https://pmworldlibrary.net/wp-content/uploads/2017/06/pmwj59-Jun2017-Stella-Abdu-Kulthum-Abooki-gender-issues-in-project-management.pdf>

“A GBA Plus has been conducted for this project. The summary report is included in Annex X.

- a. The main findings of the GBA Plus are...
- b. The specific and relevant measures to be integrated into this project are...
- c. GBA Plus outcomes for this project will be monitored by...”

Consultation

23. Consultation is a cornerstone of GBA Plus, emphasizing the importance of including individuals from diverse groups and positions.³⁰² This practice is not just about representation; it is about including a range of perspectives that enrich understanding and enhance decision-making. Engaging a variety of stakeholders or partners,³⁰³ from different backgrounds and experiences, helps to mitigate unconscious bias and ensures that all impacts of decisions are considered from multiple viewpoints. Inclusive engagement not only upholds human rights principles but also enhances project legitimacy. Ultimately, fostering a comprehensive understanding of diverse perspectives and needs through engagements is foundational to effective GBA Plus implementation,³⁰⁴ enhancing the tool’s relevance and effectiveness in project development.

24. A preliminary assessment of consultation practices for RPOs Detachment and Capital Construction projects has uncovered inconsistencies. Consultation methods vary depending on the project and/or the project developer/project manager (PD/PM). While some PD/PMs actively engage diverse user groups, notably in projects requiring gender-neutral facilities, others primarily interact with Unit representatives in positions of power and authority, thus increasing the risk of bias in the decision-making process.³⁰⁵ Moreover, there is an assumption that CAF customer Units are effectively engaging with their intersectional occupants. Unfortunately, this assumption is likely inaccurate and could omit crucial inputs necessary for comprehensive decision-making. Such shortcomings can undermine the effectiveness of projects and fail to adhere to the principles of GBA Plus.

25. Engagement with Defence Advisory Groups (DAGs) could ensure that infrastructure projects include diverse perspectives. These groups offer specialized insights into the needs and circumstances of various communities, which are essential for

³⁰² Department of National Defence, *Gender Based Analysis Plus in Infrastructure*, (Ottawa: Chief Professional Conduct and Culture, May 2022).

³⁰³ Mark Reed, “Should we banish the word “stakeholder”?”, [fasttrackimpact.com](https://www.fasttrackimpact.com/post/why-we-shouldn-t-banish-the-word-stakeholder), 2 Aug 2022, <https://www.fasttrackimpact.com/post/why-we-shouldn-t-banish-the-word-stakeholder>

³⁰⁴ “Gender Equality and Social Inclusion: Mainstreaming in Projects Strategy 2022-2025,” UNOPS, https://content.unops.org/publications/UNOPS-GESI-Mainstreaming-in-Projects-Strategy_EN.pdf

³⁰⁵ True engagement, involves facilitating a dialogue where all stakeholders, including those without formal decision-making power, have the opportunity to contribute insights.

a comprehensive GBA Plus. Their contributions can significantly enhance decision-making processes, leading to more equitable and effective outcomes. However, the current level of engagement with DAGs is inconsistent, which poses a challenge to fully realizing their potential impact. Feedback from RPOs Detachments indicates that while some occasionally engage with DAGs, others have limited to no engagement. At the capital construction project level, there is evidence of a general lack of understanding about the existence or role of the DAGs. To improve outcomes, the DAG Secretariat should be engaged to establish a more consistent and systematic approach to integrating DAGs into project processes, both at the national and local level. This will ensure that their valuable insights are not overlooked and that defence Real Property projects have consistent, equitable, and effective outcomes.³⁰⁶

Feedback and Monitoring

26. Although some projects commence with comprehensive GBA Plus and clearly defined objectives, consistent post-project monitoring often remains inadequate. For GBA Plus to be fully integrated, it must be a dynamic, iterative process that continues throughout the project lifecycle and contributes to institutional capacity building for enhanced knowledge retention.³⁰⁷

27. There is a notable deficiency in the feedback mechanisms required to enhance GBA Plus practices in Real Property projects. Projects tend to be developed in silos, which hinders coordinated efforts crucial for sharing insights and best practices. Isolation restricts the ability to assess the effectiveness of intersectional considerations.³⁰⁸ A robust feedback mechanism is needed to facilitate communication between project teams and diverse client groups. This should include post-project surveys to collect insights on user experiences and the effectiveness of intersectional considerations. Additionally, establishing best practices based on feedback will enable knowledge sharing across the portfolio, thereby guiding the continuous refinement of practices and strategies. This approach promotes a culture of learning and ongoing improvement within the organization.

28. By addressing these areas in the GBA Plus Implementation Plan, ADM(IE) can significantly enhance the integration and efficacy of GBA Plus to ensure that intersectional considerations are impactful in practice, leading to more inclusive and successful project outcomes.

GBA Plus in Procurement

³⁰⁶ Placing the onus on individual units to initiate and manage consultations is permissible; however, the Units must be held accountable for producing a GBA Plus summary of said engagements with diverse groups as part of the project requirement definition.

³⁰⁷ Department of National Defence. *Defence Team Culture Evolution Strategy* (Ottawa: Chief Professional Conduct and Culture, 2023), 32.

³⁰⁸ Department of National Defence, *Useful consideration for conducting GBA+*, (Ottawa: Chief Professional Conduct and Culture, May 2022).

29. Procurement is a critical lever for promoting equity, diversity, and inclusion (EDI).³⁰⁹ Public procurement can act as an agent of change, fostering social inclusion while maintaining fairness and value for money. However, some procurement practices can exacerbate exclusion and reinforce vulnerabilities.³¹⁰

30. A recent Munk School of Business capstone project highlighted key challenges in defence procurement, such as compartmentalization, lack of diversity, and narrow policy scopes, ultimately recommending further institutionalization of GBA Plus in procurement. While DND does not directly set federal procurement policies, it must effectively employ and embrace the frameworks prescribed by the Treasury Board and PSPC. Consequently, Defence Construction Canada (DCC) and ADM(IE)'s internal Contracting Authorities (CA) must proactively keep informed of broader GBA Plus initiatives in procurement and integrate intersectionality in procurement processes to the fullest extent of delegated authorities.

31. In August 2021, the Government of Canada reaffirmed its commitment to bolstering economic opportunities for First Nations, Inuit, and Métis businesses by reestablishing the Procurement Strategy for Indigenous Businesses (PSIB). This policy mandates that at least 5% of the total value of federal contracts be awarded to Indigenous businesses and requires public reporting to ensure transparency and accountability.³¹¹ Within ADM(IE), the execution of this policy has been delegated to DCC, the designated CA. However, this delegation has potentially inadvertently led to a situation where the broader objectives of PSIB are perceived by members of ADM(IE) as mere procedural formalities rather than transformative actions for inclusion in defence procurement. This can result in what might be termed 'benevolent discrimination,' where the policy is technically adhered to, but its deeper, transformative potential for the organization is unexploited. Without active involvement and capacity building, the PSIB becomes a checkbox exercise—another government target that becomes a burden to meet without a genuine commitment to the underlying goals of inclusion and equity.

32. To avoid these pitfalls, ADM(IE) must include DCC and PSPC as partners in the GBA Plus Implementation Plan to intensify efforts to foster a robust understanding of GBA Plus in procurement. Familiarizing members with the nuances of inclusive strategies such as PSIB and other PSPC GBA Plus initiatives embedded in the Procurement Program and Electronic Procurement Solution is imperative to build

³⁰⁹ Ujeyo Margaret Stella et al., "Gender Issues in Project Planning and Management," *PM World Journal*, Vol VI, June 217, 15. <https://pmworldlibrary.net/wp-content/uploads/2017/06/pmwj59-Jun2017-Stella-Abdu-Kulthum-Abooki-gender-issues-in-project-management.pdf>

³¹⁰ Ibid., 15.

³¹¹ Indigenous Services Canada, *Transformative Indigenous Procurement Strategy: dialogue with Indigenous partners*, (Ottawa: Indigenous Business and Federal Procurement, 2024), <https://www.sac-isc.gc.ca/eng/1691787188695/1691787230531#wwh>

capacity.³¹² Moreover, although not legislated, ADM(IE) and DCC could adopt suggestions from Innovation, Science and Economic Development Canada (ISED) under the Industrial Technological Benefits (ITB) Policy, Gender and Diversity Plan.³¹³ This plan has bidders detail their strategies for increasing diversity within their Canadian operations and supply chains.

CONCLUSION

33. In conclusion, embedding GBA Plus early in Real Property planning, projects, and procurement is imperative. Integrating diversity considerations from the outset ensures that decision-making processes inherently enhance EDI and ensure systematic consideration of diverse perspectives and needs. To achieve this, the mechanical inclusion of GBA Plus tools must be complemented by comprehensive training and a cultural shift towards understanding and valuing these principles.

34. In addition to target training and accountability measures, data collection, collaboration, and feedback improvements are essential to translate inclusivity and diversity rhetoric into tangible actions within defence Real Property. Only through concerted efforts can existing shortcomings be addressed and the integration and impact of GBA Plus significantly enhanced, ultimately promoting a more equitable, diverse and inclusive environment.

³¹² Public Services and Procurement Canada, *Gender-based analysis plus–2023 to 2024 Departmental Plan*, (Ottawa: PSPC, 2023), <https://www.tpsgc-pwgsc.gc.ca/rapports-reports/pm-dp/2023-2024/acs-gba-eng.html#a3a>

³¹³ Innovation, Science and Economic Development Canada (ISED), Gender and Diversity, (Ottawa: Industrial Technological Benefits, 2020), <https://ised-isde.canada.ca/site/industrial-technological-benefits/en/gender-and-diversity>

APPENDIX 4 – GBA PLUS FOR DEPLOYED INFRASTRUCTURE

Refs: A. Diversity Barriers in Defence Infrastructure (Domestic and Deployed), Directed Research Project, Canadian Forces College, May 2024.

B. Department of National Defence. [Integrating Gender Perspectives in Operations: A Gender Aide-mémoire for the Canadian Armed Forces](#), Ottawa: Strategic Joint Staff, 2019.

C. Conceptual Design for Gender Responsive Military Camp & Support Document, UN Dept of Operational Support, Dec 2020.

D. [The NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse](#), NATO Ministers of Foreign Affairs, 21 Apr 2021.

E. Department of National Defence, Gender Based Analysis Plus in Infrastructure, Ottawa: Chief Professional Conduct and Culture, May 2022.

F. Record of Discussion, GBA Plus Consultation Camp Ceri, 6 Mar 24.

AIM

1. This document is a guide for inclusive deployed infrastructure, applicable for integration within the Canadian Joint Operations Command Directives for International Operations (CDIO) 1000 Series, CFJP 3-12.2 Force Beddown, 1 Engineer Support Unit Instructions, and/or Canadian Forces School of Military Engineering course content.

BACKGROUND

2. Applying GBA Plus in deployed infrastructure planning is essential for understanding how land use and built environments affect various identity groups. This approach ensures that design and infrastructure features are inclusive, integrating human rights, empowerment, and equity considerations.³¹⁴ Proactive measures to prevent sexual and Gender-Based Violence (SGBV), address sexual exploitation and abuse (SEA), and mitigate discrimination enhance security and inclusivity.

3. This guidance is informed by qualitative data from the Diversity Barriers in Defence Infrastructure research project (Ref A) and insights from a GBA Plus consultation for the Canadian Forces Camp Ceri in Latvia held on 6 March 2024.

4. The document outlines General Considerations and Inclusive Features in deployed infrastructure but does not replace the requirement for a GBA Plus.

DISCUSSION

5. General Considerations. The following general considerations shall be addressed in the GBA Plus for deployed infrastructure:

- a. User Groups. Identifying user groups is essential for a tailored GBA Plus analysis. It is crucial to consider diverse user groups to ensure that design

³¹⁴Department of National Defence, Canadian Joint Operations Command OPERATION REASSURANCE - TASK FORCE LATVIA, Deployed Real Property Development Plan (DRPDP), 2022.

and operations are inclusive, safe, and effective, considering various populations' specific needs and challenges. Initial and ongoing engagement with these groups, through direct interactions and anonymous satisfaction surveys, plays a critical role in this process. User groups that directly or indirectly interact with deployed infrastructure may include but are not limited to:

- 1) CAF/DND and multinational forces occupying/living/working in the camp;
- 2) Local camp design/build contractors;
- 3) Local camp staff (cooks, custodial staff, maintenance);
- 4) Local community; and
- 5) Post-disposal Host Nation users.³¹⁵

- b. Environmental Considerations. The impact of infrastructure development on the local population and landscape must be thoroughly assessed to ensure it aligns with sustainable and community-focused practices. It is crucial to consider how environmental factors—such as water, air, land, and ecology—affect human behavior, which varies by gender, education, geography, and cultural contexts. This comprehensive understanding helps address social implications effectively. Considerations include but are not limited to:

- 1) Light and Noise Pollution;
- 2) Water Usage;
- 3) Waste Water Effluent;
- 4) Impact on Electrical Grid;
- 5) Impact on Internet Networks;
- 6) Impact on Transportation Networks; and
- 7) Waste Management Practices.³¹⁶

- c. Contracting. As presented in Ref B under the J4 logistics staff function, Engineer Contract Support and Defence Construction Canada (DCC) should also consider the following contracting questions. Changes to

³¹⁵ The most effective planning begins with the end in mind. In other words, design and construction must also consider disposal. Legacy is an important consideration related to camp closure. The camp should be designed to have a lasting, positive impact on local development, supporting the local context while contributing to the overall objectives of the mission. NATO Standard, “ATP 3.12.1.4 Deployed Force Infrastructure,” June 2023, 3-1.

³¹⁶ “GBA+ Consultation on Op REASSURANCE,” MS Teams, 6 Mar 24.

contracting documentation and procurement strategies to mitigate identified risk factors should occur well in advance of deployment:

- 1) Does the sustainment concept (operations and maintenance) unduly impact vulnerable populations?
- 2) Has an assessment of the secondary effects of contracting activities on the local landscape/population been conducted? Have the negative effects been mitigated?
- 3) Have gender+ opportunities been considered in the contracting and commercial activities being implemented? Do these support operational objectives? What are the impacts of “positive discrimination”? Are contracts given to companies that have a transparent record on human rights?
- 4) Are contracts given to qualified businesses run by women and supporting vulnerable populations in local society?
- 5) Are there any cultural host nation considerations for hiring various companies?
- 6) Do the selected contractors respect CAF, NATO and United Nations standards for behaviour and treat employees appropriately?
- 7) How is discipline enforced with contracted personnel that exploit vulnerable populations (brothels, human trafficking, and child soldiers)?
- 8) Has the hiring and employment of local civilian personnel been appropriately analyzed to allow for equal opportunity to all members of the population?

6. Inclusive Features in Deployed Camp Design. Although not a replacement for a comprehensive GBA Plus, the following design features should be considered for deployed camp design. When not applicable, the reasons for exclusion must be supported by concrete data and documented in the GBA Plus Summary Report.

- a. Pattern of Life / Pedestrian Flow. Ensuring safe movement within deployed infrastructure is essential. It is vital to strategically evaluate the location and layout of buildings to enhance safety and inclusivity, as these factors significantly impact occupants’ functionality and well-being. Strategic design choices and interventions are necessary to create secure and accommodating environments for all occupants.

- 1) Exterior Lighting. Is exterior lighting sufficient to ensure the safety and security of all personnel at all times of day? Is lighting in all areas, not just high-traffic zones?³¹⁷
- 2) Dead Ends. Pedestrian routes should be designed to avoid dead-ends and maze-like indirect paths. Consider the possibility of accidents and opportunities for violence. Mitigation measures such as signage, reflective markers, barricades, gates, and fences can guide occupants safely through these configurations.
- 3) Proximity of Facilities. Frequently visited facilities within a camp should be strategically placed to minimize the risk of isolation for individuals accessing them. In particular, it is important to locate sleeping quarters close to washrooms and other morale and welfare amenities to reduce safety risks when moving between these areas at night. By ensuring proximity and better orientation, these arrangements can enhance natural surveillance and increase accessibility. This enhances personal safety for all users, contributing to a more secure and supportive environment.
- 4) Building Numbering / Maps. To facilitate orientation, buildings should be clearly and logically numbered, and maps should clearly indicate the location of amenities.

b. Accommodation.

- 1) Clusters. Ref C emphasizes the importance of accommodation clusters in promoting inclusivity and addressing the specific needs of diverse gender identities. This approach recognizes that traditional camp layouts may not adequately cater to the occupants' mental well-being and social interaction requirements, leading to isolation and discomfort.
- 2) Scales of Living. The current scales of living, which identify space requirements based on rank alone, may unnecessarily perpetuate power imbalance. Thus, without a positional requirement, rank should not be the sole factor in determining the scale of living and space allocation.

³¹⁷ Department of National Defence, *Gender Based Analysis Plus in Infrastructure*, (Ottawa: Chief Professional Conduct and Culture, May 2022).

- 3) Windows. Accommodation windows require privacy glazing and/or opaque blinds.
 - 4) Locks. Accommodation doors must lock.³¹⁸
 - 5) Privacy. In multi-person accommodations, privacy for occupants is essential.³¹⁹ The placement of furniture and partitions should facilitate both social interaction and personal withdrawal.³²⁰ This approach acknowledges the need for individuals to secure a private space within the shared environment.
- c. Ablutions. Ablution areas can be particularly vulnerable spaces. To ensure personal care areas are safe and secure, facilities should be designed to minimize vulnerabilities, enhance privacy, and eliminate heteronormative biases. Additionally, the siting of ablution facilities should be carefully considered to avoid locations promoting gawking or staring, ensuring a secure and respectful environment for all users.
- 1) Washrooms.
 - a) Gender-Inclusive washrooms.³²¹ If urinal banks are required for water conservation, they shall not be in the same room as gender-inclusive stalls.
 - b) Toilet stalls with individual sinks.³²²
 - c) Each toilet stall shall include a sanitary disposal container.³²³

³¹⁸ This guidance is driven by overwhelming qualitative data, including the following lived experience: “On both of my tours (UNIFIER 2016, IMPACT 2020) my room was not equipped with a lock and the door could not be secured. Guidance on this was to lock personal effects and valuables within a locker in the room – however, personal safety was not considered. As a woman in the CAF who has experienced sexual assault, sleeping in an unlocked room is highly unsafe and very stressful. From discussions with my peers on both tours, my concerns and fears were echoed, and I am confident I was not alone in my feelings of unsafety. ” Questionnaire, distributed 12 March 2024.

³¹⁹ “Sharing a room with 11 men (I was the only woman) for several months is not the end of the world, but there was little privacy to get changed. There were generally no attempts to address the issue, and I didn't want to complain. So, I lived with the discomfort.” Questionnaire, distributed 12 March 2024.

³²⁰ Barry Schwartz, “The Social Psychology of Privacy.” *American Journal of Sociology*, 73, no.6, (May 1968).

³²¹ Ref A, Chapter 3.

³²² Stalls with individual sinks enable members to perform ablutions privately (shaving, hair, make-up).

³²³ Employment and Social Development Canada, *Canada Labour Code to ensure access to menstrual products at work starting December 15*, (Ottawa: Employment and Social Development, 2023). <https://www.canada.ca/en/employment-social-development/news/2023/05/canada-labour-code-to-ensure-access-to-menstrual-products-at-work-starting-december-15.html>

- d) Menstruation Products shall be available in a location that allows for discreet, easy access so privacy is maintained.³²⁴
 - e) A robust cleaning schedule is required.
 - 2) Portable Washrooms. Portable washrooms shall include sanitary disposal containers.³²⁵
 - 3) Showers.
 - a) Individual shower and changing stalls (with doors, not shower curtains).³²⁶
 - b) Shower stall doors must lock.³²⁷
 - c) Hooks and/or benches required.³²⁸
 - 4) Laundry. Clear signage and standard operating procedures that consider consent to move/switch other occupant's laundry will promotes privacy and respect in communal laundry facilities.³²⁹
- d. Recreation / Morale and Welfare. To provide sufficient and adequate facilities for diverse user groups, the following features must be considered:
 - 1) Fitness Facilities. The layout of fitness facilities and equipment shall consider privacy³³⁰ and include a variety of multi-purpose recreational options.
 - 2) Indoor and Outdoor Recreation in Clusters. The U's Gender-Responsive design advocates the integration of small indoor and outdoor recreational spaces within accommodation clusters. Separate from designated smoke pits and larger morale and welfare facilities, these spaces provide opportunities for mental well-being and social interaction in small groups.

³²⁴ Employment and Social Development Canada, *Canada Labour Code to ensure access to menstrual products at work starting December 15*, (Ottawa: Employment and Social Development, 2023). <https://www.canada.ca/en/employment-social-development/news/2023/05/canada-labour-code-to-ensure-access-to-menstrual-products-at-work-starting-december-15.html>

³²⁵ Lisa Brazeau, "DWA0 spearheads meaningful change to training area portable washrooms," Petawawa Post, 14 March 24, https://petawawapostlive.ca/articles/2024/march2024/14march/dwao-spearheads-meaningful-change-to-training-area-portable-washrooms.html?fbclid=IwAR1oZ456s31-2m0uLSNMRPmfANNKeBHLuYIIHnS1gp7gBmd6AJvr73DT3iI_aem_AU6yUm1emjdfXCIWTSQwQsjEjhPXQ7j4sQEDyynjXEkd9eQ-WWdwBFvd8_od4mna9nc

³²⁶ Ref A, Chapter 3.

³²⁷ "We had to walk outside of the shacks to go take a shower, and nothing was locked, civilians would come in randomly sometimes." Questionnaire distributed 12 Mar 24.

³²⁸ Ref A, Chapter 3.

³²⁹ Ref A, Chapter 3.

³³⁰ Ref A, Chapter 3.

- 3) Lactation rooms. In consideration of CANFORGEN 116/21,³³¹ a lactation room shall be included in the deployed infrastructure design.³³² Transportable lactation pods, such as those seen in international airports, could provide an acceptable alternative.
 - 4) Multi-faith spaces. Establishing multi-faith sacred spaces where people of all faiths can practice traditional teachings can promote an inclusive environment.³³³ Design considerations can be found in Ref E.
 - 5) Built-in Bar. Although the alcohol consumption policy is command-driven, deployed infrastructure shall NOT include a built-in bar facility.
- e. Transient Quarters. A lack of foresight into future camp expansions often leads to the hasty erection of temporary tents, compromising considerations for diverse groups and increasing risks.³³⁴ Therefore, it is imperative to integrate intersectional considerations into transient quarters, as what is initially intended as temporary can unexpectedly transition to permanent status, significantly influencing the accessibility and inclusivity of facilities over time.
- f. Other.
- 1) Pre-Deployment briefings. Per Canada's Elsie Barrier Assessment,³³⁵ pre-deployment briefings should specifically highlight deployed infrastructure conditions and features.

³³¹ Department of National Defence, CANFORGEN 116/21 CMP 069/21 281150Z JUL 21

SUPPORT TO MEMBERS PUMPING AND OR NURSING, (Ottawa, Chief Military Personnel, 2021).

³³² "I deployed on a one month tour to Kewait immediately after a 12 month maternity/parental leave. I was still breastfeeding at that point. I decided I would pump while on deployment so as to continue breastfeeding when I returned home a month later. While on deployment, I had no where safe to pump my milk. I was in a seacontainer room with three other soldiers. The only place I could pump was at the bathrooms...not the best (or most sanitary) location to pump..." Questionnaire distributed 12 Mar 24.

³³³ "I rarely feel comfortable practicing my spirituality while deployed specifically for smudging. The CAF's initiatives with multi faith centers made its way to most deployed camps but the infrastructure for it is unacceptable. Most of them are the size of a closet which isn't enough room to practice spirituality with others. They also all have smoke detectors which doesn't allow for smudging. I have deployed to Kuwait, Latvia, Romania, and at sea with the Navy and I have yet to see a good multi faith center." Questionnaire distributed 12 Mar 24.

³³⁴ "I slept with my pistol under my pillow while housed in transient quarters." Interview, 21 Feb 24.

³³⁵ "consideration could be given to incorporating modules in pre-deployment training that specifically address these aspects of missions from the perspective of women. For example, will there be women-designated showers, or will showers be gender inclusive? If they are gender inclusive, will users be able to lock the door? Will there be mixed sleeping quarters, and if so, will these quarters provide for any privacy?"

- 2) Roommates. Default roommate assignments based solely on sex or gender can hinder inclusion. To ensure the well-being of all personnel, roommate assignment should be considered part of the camp operations GBA Plus.

CONCLUSION

7. In conclusion, this guidance document articulates the importance of a thoughtful, inclusive approach to the design and operation of deployed infrastructure. By integrating GBA Plus and addressing the specific needs of diverse groups, deployed infrastructure can promote functionality and efficiency and foster an environment of safety, respect, and inclusivity. This document should serve as a dynamic resource that evolves to incorporate lessons learned in order to meet deployed infrastructure's changing needs and contexts

Providing this type of information as part of standard operating procedures may help members feel more prepared to deploy.” Elsie

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ANNEX A

Diversity Barriers in Defence Infrastructure (Domestic and Deployed) Interview Questions

Background. The Government of Canada's Elsie Barrier assessment identified Issue Area 5: Peace Operations Infrastructure as an area that constitutes one of the most significant barriers to uniformed women's participation in peace operations. However, the Elsie barrier assessment was constrained in scope as it solely incorporated examples of accommodations and washrooms. Moreover, it did not consider the various other intersectional designated groups in the CAF/DND.

Sporadic grassroots initiatives, such as the establishment of lactation rooms and pregnancy parking, have been initiated by CAF/DND; however, there is a notable absence of a comprehensive strategy that identifies the priority of these initiatives or provides guidance and resources for Assistant Deputy Minister (Infrastructure and Environment) [ADM(IE)] and other Level 1 organizations (L1s) to effectively address them.

1. Thesis (Draft). The Department of National Defence and the Canadian Armed Forces must actively consider diversity barriers in defence infrastructure due to their impact on designated groups' safety, comfort, and inclusivity.
2. Aim. The primary objective of the interview is to identify physical and psychological diversity barriers in defence infrastructure experienced by Designated Groups.
3. Result. The aggregate information will be used in a Masters of Defence Studies directed research project. The final paper will be available publicly on CFC's website. The paper will be distributed to CPCC, ADM(IE) and CJOC for consideration in the CAF/DND Culture Evolution Strategy.
4. Definitions.
 - a. Designated Group. Per the *Employment Equity Act*, the designated groups are defined as:
 - 1) Women.
 - 2) Indigenous peoples: persons who are First Nations, Inuit or Métis.
 - 3) Persons with disabilities: persons who have a long-term or recurring physical, mental, sensory, psychiatric or learning impairment and who consider themselves to be disadvantaged in employment by reason of that impairment or believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment and includes persons whose functional limitations owing to their impairment have been accommodated in their current job or workplace.

- 4) Members of visible minorities: persons, other than Indigenous peoples, who are non-Caucasian in race or non-white in colour.
- 5) Persons who identify as 2SLGBTQI+. ³³⁶
- b. Domestic Real Property. Any right, interest or benefit in land, which includes mines and minerals, and buildings, structures, improvements and other fixtures on, above or below the surface of the land or water (submerged land). Federal Real property is any Real Property belonging to His Majesty, including any Real Property of which His Majesty has the power to dispose. ³³⁷
- c. Deployed Real Property. Deployed force infrastructure (DFI) comprises buildings, facilities and installations required to support military forces when deployed. ³³⁸
- *For the purposes of this interview, the terms “Real Property” and “Infrastructure” will be used interchangeably.
- *For the purposes of this interview, the terms “Asset”, “Facility” and “Building” will be used interchangeably.
- d. Safe. Free from harm or risk.
- e. Comfortable. Affording or enjoying contentment and security.
- f. Inclusive. Allowing and accommodating people who have historically been excluded.
- g. Asset Categories.

Serial	Asset
1	Ammunitions and Explosive (ie. CFAD Magazines)
2	Armoury / Naval Reserve Divisions
3	Command, Control Communications, Computers, Intelligence, Surveillance and Reconnaissance (C4ISR) Facilities
4	Commercial / Retail (ie. Canex)
5	Community / PSP Facility (ie. MFRC)
6	Dining Facility
7	Education and Training Facility
8	Emergency Response and Security (ie. Fire Hall, MP)
9	Hangar
10	Healthcare Facility
11	Living Accommodations
12	Maintenance Facility

³³⁶ In alignment with CAF/DND Defence Advisory Organizations.

³³⁷ Treasury Board *Policy on the Planning and Management of Investment*.

³³⁸ NATO Standard, “ATP 3.12.1.4 Deployed Force Infrastructure,” June 2023.

13	Military Training (non-classroom)
14	Office & Administration
15	Physical Training / Sports Center
16	POL / Fuel Facility
17	Research and Development Laboratories
18	Religious Institution
19	Utilities / Waste Infrastructure
20	Warehouse or Storage Facility
21	Residential Housing Units
22	Operational works (sidewalks, parking lots)

*For the purposes of this interview, the terms “Asset”, “Facility” and “Building” will be used interchangeably.

Part 1 - Socio Demographic Questions.

The following questions will be used in the analysis of the survey responses to look at possible differences between groups. All information is strictly confidential and will not be tied to identities or used for any other purpose.

1. Employment Type

Are you?	
1	Regular Force
2	Reserve Force
3	Public Service Employee within the CAF/DND
4	Non-Public Funds employee supporting CAF/DND

2. First official language

What is your first official language?	
1	English
2	French

3. Biological sex

What was your sex at birth? (Sex at birth is typically assigned based on a person's reproductive system and other physical characteristics.)	
1	Female
2	Male
3	Intersex

4	Prefer not to answer
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4. Gender Identity

What is your gender? (Gender refers to a social and personal identity and may be different than the person's biological sex).	
1	Man
2	Woman
3	Transgender
4	Non-Binary
5	Agender
6	Genderqueer/Gender fluid
7	Other, pls specify:
8	Prefer not to answer

5. 2SLGBTQI+ Identity

Are you a member of one of the 2SLGBTQI+ communities (persons who are lesbian, gay, bisexual, transgender, queer, questioning, Two-Spirit, gender diverse or another sexual identity)?	
1	Yes
2	No
3	Prefer not to answer

6. Indigenous Identity

For the purposes of this survey, the term "Indigenous" should be understood to mean persons who are First Nation, Inuk (Inuit), or Métis. Based on this definition, are you an Indigenous person?	
1	Yes
2	No
3	Prefer not to answer

7. Ethnic and Racial Identity

Do you identify as a member of the following groups? (Please select all that apply.)

1	Black
2	Chinese
3	Filipino
4	First Nation
5	Indigenous
6	Inuit
7	Japanese
8	Korean
9	Non-White Latin American (e.g., Indigenous persons from Central and South America)
10	Métis
11	South Asian/East Indian (e.g. Indian from India; Bangladeshi; Pakistani; East Indian from Guyana, Trinidad, and East Africa)
12	Southeast Asian (e.g. Burmese; Cambodian; Laotian; Thai; Vietnamese)
13	Non-White West Asian, North African, or Arab (e.g. Egyptian; Libyan; Lebanese; Iranian)
14	Persons of mixed origin
15	White
16	Prefer not to disclose
17	Other (please specify): _____

8. Religion

What is your religion?	
1	Christianity, Protestant
2	Christianity, Catholic
3	Islam
4	Hinduism
5	Buddhism
6	Secular Humanist
7	Judaism
8	Other, pls specify:
9	Not Religious
10	I prefer not to say

11	I don't know
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9. Disability

A person with a disability is a person with any impairment, including a physical, mental, intellectual, cognitive, learning, communication or sensory impairment—or a functional limitation—whether permanent, temporary, or episodic in nature, evident or not, that, in interaction with a barrier, hinders a person's full and equal participation in society. For the purposes of this questionnaire, please only include disabilities that have lasted or are expected to last 6 months or more.

Based on this definition, are you a person with a disability?

- | | |
|---|----------------------|
| 1 | Yes |
| 2 | No |
| 3 | Prefer not to answer |

10. Age categories

What is your age group?	
1	16-24 years / 24 years and under
2	25-34 years
3	35-44 years
4	45-54 years
5	55-64 years
6	65 years and over

Part 2 - Domestic Real Property Questions.

1. Consider the domestic DND Assets you have lived, worked, or trained in during your career in the CAF.
 - a. Do the facilities where you have lived, worked, or trained promote a **safe** environment, specifically with regard to diversity, equity, and inclusion? Y/N. Explain.

Example: No. I don't feel safe walking to my car in the poorly lit parking lot at Halifax Dockyard.

Example: Yes. I feel safe because there is a motion sensor light above the exterior side door of my accommodation building.

Identify Base/Wing

Identify the Asset Category

Identify Building Number (or occupying Unit)

Please Elaborate on you experience.

- b. Do the facilities where you have lived, worked, or trained promote a **comfortable** environment, specifically with regard to diversity, equity, and inclusion? Y/N. Explain.

Example: No. I feel uncomfortable when I work out in the large open fieldhouse in Borden; I feel like everyone is staring at me, especially if wear athletic attire.

Example: Yes. The renovated washroom is universal.

Identify Base/Wing

Identify the Asset Category

Identify Building Number (or occupying Unit)

Please Elaborate on you experience.

- c. Do the facilities where you have lived, worked, or trained promote an **inclusive** environment? Y/N. Explain.

Example: No. The absence of baby change tables at the Canex building makes me feel excluded.

Example: Yes. I recently noticed the artwork in the conference room changed. It is no longer only servicemen, it now represents intersectional service members.

2. Initiative Specific. In recent years, various initiatives have aimed to improve the suitability of defence Real Property for designated groups. Please comment on your personal experience as an implementer or user of any of the following:
- Lactation Rooms
 - Sweat Lodges
 - Pregnancy Parking Stalls
 - Universal Washrooms
 - Supply and Disposal of Menstruation Products
 - Other

Part 3 - Questions Deployed Real Property.

1. Consider the deployed locations you have lived, worked, or trained in during your career in the CAF. For those of which you would like to comment about, please answer the following questions:

- a. Do the deployed facilities where you have lived, worked, or trained promote a **safe** environment, specifically with regard to diversity, equity, and inclusion? Y/N. Explain.

***Example:** No. I felt unsafe walking from my accommodation to the shower trailer. Also, I felt unsafe because there was no lock on my accommodation door.*

***Example:** Yes. I felt safe because there was a code lock on the door of the shower trailer.*

Identify Location (Mission & Camp)

Identify Year

Identify the Asset Category

Please Elaborate on your experience.

- b. Do the deployed facilities where you have lived, worked, or trained promote a **comfortable** environment, specifically with regard to diversity, equity, and inclusion? Y/N. Explain.

***Example:** No. I felt uncomfortable when I had to walk thru the troop common area in order to go between my accommodation and the shower.*

***Example:** Yes. There was a quiet recreational space inside living accommodation clusters, which I used to relax when I felt overstimulated.*

Identify Location (Mission & Camp)

Identify Year

Identify the Asset Category

Please Elaborate on your experience.

- c. Do the deployed facilities where you have lived, worked, or trained promote an **inclusive** environment?? Y/N. Explain.

***Example:** No. The absence of a port-o-pottie at the gate leaving the camp made me feel excluded because I could not go to the bathroom right before a road move.*

***Example:** Yes. The washrooms were universal, individual stalls.*

- d. What changes would you suggest to improve the facility, creating a safer, more comfortable, and/or more inclusive space to live and work?

2. Misc. Questions (MOWIP).

- a. What type of bathroom facilities were available in the MOST RECENT operation to which you were deployed? (MOWIP 78)

Women's bathrooms only

Men's bathrooms only

Both men's and women's only bathrooms

Unisex/gender neutral bathrooms

None

I don't know

I prefer not to say

- b. Did you have access to your preferred bathroom near your workspace in the MOST RECENT operation to which you were deployed? (MOWIP 79 Modified)

Yes

No

I don't know

I prefer not to say

- c. What type of sleeping facilities were available in the MOST RECENT operation to which you were deployed? (MOWIP 80)

Same gender sleeping facilities only

Mixed sleeping facilities only

Both same gender and mixed gender sleeping facilities

Choose my own location (e.g. rented an apartment)

I don't know

I prefer not to say

- d. What is your preferred sleeping arrangement on mission? (MOWIP 80 Modified)

Same gender sleeping facilities only

Mixed gender sleeping facilities only

Both same gender and mixed gender sleeping facilities

Chose my own location (e.g. rented an apartment)

I don't know

I prefer not to say

- e. Could you lock the door to your sleeping quarters during your most recent international deployment? (MOWIP 82)

Yes

No

I can't recall

- f. In your pre-deployment training, were you briefed about the Real Property facilities (particularly the accommodations) so that you could prepare/manage expectations?

Y/N. Explain.

Should you feel any discomfort relating to the questions you just completed, please do not hesitate to contact one of the organizations listed below for assistance.

CAF/DND SERVICE PROVISION CONTACT NUMBERS	
CANADIAN FORCES MEMBER ASSISTANCE PROGRAM (CFMAP)	1-800-268-7708
Counsellor (24 hours a day, 7 days a week)	
https://www.canada.ca/en/department-national-defence/services/guide/programs-canadian-forces/cfmap.html	
DND CIVILIAN EMPLOYEE ASSISTANCE PROGRAM (EAP)	1-800-663-1142
For people with hearing impairments	
Counsellor (24 hours a day, 7 days a week)	
https://www.canada.ca/en/department-national-defence/programs/defence-employee-assistance-program.html	
CAF TRANSITION GROUP	
http://www.canada.ca/en/department-national-defence/services/benefits-military/transition.html	
CAF/DND OMBUDSMAN	1-888-828-3626
(Mon-Fri 08:30 to 17:00 E.T.)	
https://www.canada.ca/en/ombudsman-national-defence-forces.html	
CANADIAN ARMED FORCES CHAPLAIN GENERAL	1-866-502-2203
(Mon-Fri 08:00 to 16:00 E.T)	
https://www.canada.ca/en/department-national-defence/services/benefits-military/health-support/chaplain.html	
OPERATIONAL TRAUMA AND STRESS SUPPORT CENTRES	1-613-945-1060
(Mon-Fri 8:00 a.m. to 17:00 p.m. E.T)	
https://www.canada.ca/en/department-national-defence/programs/caf-mental-health-services.html#otssp	
CANADIAN/MILITARY FAMILY RESOURCE CENTRES (C/MFRC)	1-855-245-0330
Military Family Information Line	1-800-866-4546
Military Family Resource Centre- Ottawa	1-613-998-4888
https://www.cafconnection.ca/	

CAF/DND SERVICE PROVISION CONTACT NUMBERS	
SEXUAL MISCONDUCT RESPONSE CENTRE	1-844-750-1648
(24 hours a day, 7 days a week)	
http://www.forces.gc.ca/en/caf-community-support-services/sexual-misconduct-response-centre.page	
CANADIAN ARMED FORCES MEDICAL CENTRES	
See the following website for contact information for your local medical centre:	
https://www.canada.ca/en/department-national-defence/services/benefits-military/health-support/medical-dental-centers.html	
CANADIAN ARMED FORCES MENTAL HEALTH SERVICES	
https://www.canada.ca/en/department-national-defence/programs/caf-mental-health-services.html	
CHIEF OF MILITARY PERSONNEL ADMINISTRATIVE RESPONSE CENTRE (ARC)	1-833-445-1182
CMPARC.CRACPM@forces.gc.ca	
HR GO RH APP	
https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2019/11/looking-for-hr-information-at-your-fingertips-download-the-hr-go-rh-app-today.html	
CAF/DND MOBILE APPS	
CAF app, Respect in the CAF app, Road to Mental Readiness app	
http://www.forces.gc.ca/en/stay-connected/mobile-apps.page	
LIFESPEAK WEBSITE AND MOBILE APP	
https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2020/03/lifespeak-your-virtual-library-for-total-well-being.html	

ANNEX B

Diversity Barriers in Defence Infrastructure (Domestic and Deployed) Consultation Questionnaire

5. Background. The Government of Canada's Elsie Barrier assessment identified Issue Area 5: Peace Operations Infrastructure as an area that constitutes one of the most significant barriers to uniformed women's participation in peace operations. However, the Elsie Barrier assessment was constrained in scope as it solely incorporated examples of accommodations and washrooms. Moreover, it did not consider the various other intersectional designated groups in the CAF/DND both domestically and deployed.

Sporadic grassroots initiatives, such as the establishment of lactation rooms and pregnancy parking, have been initiated by CAF/DND; however, there is a notable absence of a comprehensive strategy that identifies the priority of these initiatives or provides guidance and resources for Assistant Deputy Minister (Infrastructure and Environment) [ADM(IE)] and other Level 1 organizations (L1s) to effectively address them.

6. Thesis (Draft). The Department of National Defence and the Canadian Armed Forces must actively consider diversity barriers in defence infrastructure due to their impact on designated groups' safety, comfort, and inclusivity.

7. Aim. The primary objective of the consultation is to identify physical and psychological diversity barriers in defence infrastructure experienced by Designated Groups.

8. Results. The aggregate information will be used in a Masters of Defence Studies directed research project. The final paper will be available publicly on CFC's website.

9. Confidentiality. Participation in the questionnaire is entirely voluntary, and you are not obligated to respond to any questions that may be objectionable or cause discomfort. We prioritize the confidentiality of your information, taking measures to safeguard your privacy throughout the process. Your responses will remain anonymous, and access to the information gathered will be limited to the researcher and the research supervisor. While excerpts and statements may be included in the final written project, they are not directly attributable.

10. Thank you in advance for considering this call for participation.

Name	University / Institution	Dept	Email	Phone Number
Researcher: Melanie Arsenault	RMC - CFC	Defence Studies	melanie.arsenault@cfc.dnd.ca	705-727-7466
Supervisor: Dr. Vanessa Brown	RMC - CFC	Defence Studies	brownv@cfc.dnd.ca	416-560-3869

11. Definitions.

- h. Domestic Real Property. Any right, interest or benefit in land, which includes mines and minerals, and buildings, structures, improvements and other fixtures on, above or below the surface of the land or water (submerged land). Federal Real Property is any Real Property belonging to His Majesty, including any Real Property of which His Majesty has the power to dispose.³³⁹
- i. Deployed Real Property. Deployed force infrastructure (DFI) comprises buildings, facilities and installations required to support military forces when deployed.³⁴⁰
 - *For the purposes of this consultation, the terms “Real Property” and “Infrastructure” will be used interchangeably.
 - *For the purposes of this consultation, the terms “Facility” and “Building” will be used interchangeably.
- j. Safe. Free from harm or risk.
- k. Comfortable. Affording or enjoying contentment and security.
- l. Inclusive. Allowing and accommodating people who have historically been excluded.

³³⁹ Government of Canada. *Directive on the Management of Real Property*, (Ottawa: Treasury Board, 2022), <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=32691>

³⁴⁰ NATO Standard, “ATP 3.12.1.4 Deployed Force Infrastructure,” June 2023.

Domestic Real Property Questions.

3. Consider the domestic DND Real Property you have lived, worked, or trained:

- d. Do the facilities where you have lived, worked, or trained promote a **safe** environment, specifically with regard to diversity, equity, and inclusion? Explain.

***Example:** No. I don't feel safe walking to my car in the poorly lit parking lot at Halifax Dockyard.*

***Example:** Yes. I feel safe because there is a motion sensor light above the exterior side door of my accommodation building.*

- e. Do the facilities where you have lived, worked, or trained promote a **comfortable** environment, specifically with regard to diversity, equity, and inclusion? Explain.

***Example:** No. I feel uncomfortable when I work out in the large open fieldhouse in Borden; I feel like everyone is staring at me, especially if wear athletic attire.*

***Example:** Yes. The renovated washroom is universal.*

- f. Do the facilities where you have lived, worked, or trained promote an **inclusive** environment? Y/N. Explain.

***Example:** No. The absence of baby change tables at the Canex building makes me feel excluded.*

***Example:** Yes. I recently noticed the artwork in the conference room changed. It is no longer only servicemen, it now represents intersectional service members.*

- g. What infrastructure changes would you suggest to improve to create a safer, more comfortable, and/or more inclusive space to live and work?

4. Initiative Specific. In recent years, various initiatives have aimed to improve the suitability of defence Real Property for designated groups. Please comment on your experience (positive or negative) as an implementer or user of any of the following:

- g. Lactation Rooms
- h. Sweat Lodges
- i. Pregnancy Parking Stalls
- j. Universal Washrooms
- k. Supply and Disposal of Menstruation Products
- l. Other

Deployed Real Property Questions.

3. Consider the deployed locations you have lived, worked, or trained:

- a. Do the deployed facilities where you have lived, worked, or trained promote a **safe** environment, specifically with regard to diversity, equity, and inclusion? Explain.

***Example:** No. I felt unsafe walking from my accommodation to the shower trailer. Also, I felt unsafe because there was no lock on my accommodation door.*

***Example:** Yes. I felt safe because there was a code lock on the door of the shower trailer.*

- b. Do the deployed facilities where you have lived, worked, or trained promote a **comfortable** environment, specifically with regard to diversity, equity, and inclusion? Explain.

***Example:** No. I felt uncomfortable when I had to walk thru the troop common area in order to go between my accommodation and the shower.*

***Example:** Yes. There was a quiet recreational space inside living accommodation clusters, which I used to relax when I felt overstimulated.*

- c. Do the deployed facilities where you have lived, worked, or trained promote an **inclusive** environment? Y/N. Explain.

***Example:** No. The absence of a port-o-pottie at the gate leaving the camp made me feel excluded because I could not go to the bathroom right before a road move.*

***Example:** Yes. The washrooms were universal, individual stalls.*

- d. What changes would you suggest to improve to create a safer, more comfortable, and/or more inclusive space to live and work when deployed?

Should you feel any discomfort relating to the questions you just completed, please do not hesitate to contact one of the organizations listed below for assistance.

CAF/DND SERVICE PROVISION CONTACT NUMBERS

CANADIAN FORCES MEMBER ASSISTANCE PROGRAM (CFMAP)1-800-268-7708

Counsellor (24 hours a day, 7 days a week)

<https://www.canada.ca/en/department-national-defence/services/guide/programs-canadian-forces/cfmap.html>

DND CIVILIAN EMPLOYEE ASSISTANCE PROGRAM (EAP)1-800-663-1142

For people with hearing impairments1-888-384-1152

CAF/DND SERVICE PROVISION CONTACT NUMBERS	
Counsellor (24 hours a day, 7 days a week)	
https://www.canada.ca/en/department-national-defence/programs/defence-employee-assistance-program.html	
CAF TRANSITION GROUP	
http://www.canada.ca/en/department-national-defence/services/benefits-military/transition.html	
CAF/DND OMBUDSMAN	1-888-828-3626
(Mon-Fri 08:30 to 17:00 E.T.)	
https://www.canada.ca/en/ombudsman-national-defence-forces.html	
CANADIAN ARMED FORCES CHAPLAIN GENERAL	1-866-502-2203
(Mon-Fri 08:00 to 16:00 E.T.)	
https://www.canada.ca/en/department-national-defence/services/benefits-military/health-support/chaplain.html	
OPERATIONAL TRAUMA AND STRESS SUPPORT CENTRES	1-613-945-1060
(Mon-Fri 8:00 a.m. to 17:00 p.m. E.T.)	
https://www.canada.ca/en/department-national-defence/programs/caf-mental-health-services.html#otssp	
CANADIAN/MILITARY FAMILY RESOURCE CENTRES (C/MFRC)	1-855-245-0330
Military Family Information Line	1-800-866-4546
Military Family Resource Centre- Ottawa	1-613-998-4888
https://www.cafconnection.ca/	
SEXUAL MISCONDUCT RESPONSE CENTRE	1-844-750-1648
(24 hours a day, 7 days a week)	
http://www.forces.gc.ca/en/caf-community-support-services/sexual-misconduct-response-centre.page	
CANADIAN ARMED FORCES MEDICAL CENTRES	
See the following website for contact information for your local medical centre:	
https://www.canada.ca/en/department-national-defence/services/benefits-military/health-support/medical-dental-centers.html	

CAF/DND SERVICE PROVISION CONTACT NUMBERS	
CANADIAN ARMED FORCES MENTAL HEALTH SERVICES	
https://www.canada.ca/en/department-national-defence/programs/caf-mental-health-services.html	
CHIEF OF MILITARY PERSONNEL ADMINISTRATIVE RESPONSE CENTRE (ARC)1-833-445-1182
CMPARC.CRACPM@forces.gc.ca	
HR GO RH APP	
https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2019/11/looking-for-hr-information-at-your-fingertips-download-the-hr-go-rh-app-today.html	
CAF/DND MOBILE APPS	
CAF app, Respect in the CAF app, Road to Mental Readiness app	
http://www.forces.gc.ca/en/stay-connected/mobile-apps.page	
LIFESPEAK WEBSITE AND MOBILE APP	
https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2020/03/lifespeak-your-virtual-library-for-total-well-being.html	

