Manitoba Government Employee Consultations on

SEXUAL HARASSMENT
IN THE WORKPLACE:

Submitted by:
Manitoba Status of Women Secretariat

JULY 2018
Manitoba government employee consultations on sexual harassment in the workplace: What we heard

This report is available for download at: gov.mb.ca/msw

It is also available in an alternative format.
Minister’s Message

As Minister responsible for the Status of Women, it is my pleasure to share with you *Manitoba Government Employee Consultations on Sexual Harassment in the Workplace: What We Heard*. To ensure a safe and respectful workplace for Manitoba public servants, our government wanted to hear directly from Manitoba’s public servants. We wanted to hear ideas and contributions on how to improve our existing policies and procedures. We also wanted to hear personal stories and experiences.

I was mandated by the premier to have the Manitoba Status of Women Secretariat and the Civil Service Commission reach out and connect with Manitoba government employees. Manitoba government employees were invited to participate in person at a roundtable or via an anonymous online survey. I am pleased that the process took a trauma-informed approach and ensured gender-specific sessions for those who identify as male, female and/or LGBT2QS+.

The information we have received is significant and will form the basis of our work as we move forward in considering next steps. I am deeply moved by those who took the time to share personal stories with us of their experiences of sexual harassment. We have comprehensive feedback on how to better define policies and strengthen training on how to prevent and respond to sexual harassment.

Our government is committed to being transparent and accountable. This report outlines what was heard. As a government, we will not shy away from this difficult topic. As a government, we will take action to end all forms of sexual harassment in the workplace.

I extend my sincere thanks to the participants.

Original signed by
Honourable Rochelle Squires
Minister Responsible for the Status of Women
Acknowledgements

The Manitoba Status of Women Secretariat would like to thank the many Manitoba government employees who attended an in-person consultation and/or completed the anonymous survey. Their professional and personal time and effort made this report possible.

We also wish to acknowledge the contributions from:

- employees from Victim Services, Healthy Child Manitoba, Manitoba Families, and Business Transformation and Technology
- experts involved with the Manitoba Poverty Reduction Strategy and members of the WAVE network for their assistance in the development of the online survey and the roundtable format

In addition, we are grateful to our federal colleagues at Employment and Social Development Canada for sharing their expertise with us.

The Secretariat extends a sincere thank you to steering committee members from the Civil Service Commission and the Clerk of Executive Council Office. Finally, the roundtables could not have been possible without the expert facilitation provided by Genella McIntyre.

Background

On February 22, 2018, the Manitoba government announced “several measures to ensure government of Manitoba employees work in an environment that is respectful and free of all forms of harassment, including sexual harassment.” This included launching public consultations with Manitoba government employees to gain insight into their experiences, and to hear about the impacts of policies, practices and other tools that prevent and address sexual harassment.

To meet this commitment, the Manitoba Status of Women Secretariat (MSW) and the Civil Service Commission (CSC) developed an anonymous online survey and a series of roundtable consultations with government employees.

This report provides an overview of the findings from 13 roundtables attended by 166 government employees and 3,028 anonymous surveys received. The report summarizes themes and issues identified by consultation participants and their experiences concerning sexual harassment in the workplace. It also summarizes suggestions that employees shared to better prevent and respond to sexual harassment.

The findings from this report informed the independent review by MLT Aikins, the external consultant hired to provide recommendations to the Manitoba government on its policies and procedures related to harassment and sexual harassment.
This work forms an important component of the plan to transform our work and our culture, as set out in the Manitoba public service transformation strategy, *Transforming the Manitoba Public Service: A Strategy for Action*. This strategy provides the approach we need to take to achieve our vision of having a modern public service, where employees are able to bring their whole selves to the workplace every day, and where we respect and honour diversity and inclusion within and outside of the public service.

**Executive Summary**

Approximately one-quarter of Manitoba government employees participated in the consultation process. Many participants said they were pleased the government was taking this proactive step to listen to employees. A number of participants said they hoped the government continues to seek feedback on this topic in the future. Many participants said they were also pleased about the recently announced ‘No Wrong Door’ approach to reporting sexual harassment.

We asked participants to share their perceptions and experiences of sexual harassment in the workplace and how the policy and reporting process has been put into operation. This section provides some of the key messages we heard.
Policy awareness

The vast majority of participants were aware of a policy, but did not know the details. The majority of participants felt the definition of sexual harassment was lacking in a number of areas. The vast majority of participants had completed the mandatory online training, but could not recall the content. The vast majority felt the online training was ineffective. Less than half of all participants had taken other training on the policy (e.g., in-person). Of those who had, the vast majority felt it was more effective than online.

Sexual harassment in the workplace

17 per cent of survey respondents said they had experienced sexual harassment (510 of 3,028) while working for the Manitoba government. Of these, 70 per cent did not formally report. The majority (82 per cent) of survey respondents who experienced sexual harassment identified as female.

Personal experiences of sexual harassment in the workplace

The following statistics are based on the 17 per cent of respondents who had experienced sexual harassment.

Approximately one-third were sexually harassed by a co-worker. The most frequent types of sexual harassment were inappropriate contact (e.g., leering, invading personal space) and physical contact (e.g., touching, patting and pinching). 10 per cent of survey respondents were currently experiencing sexual harassment and approximately 90 per cent had experienced sexual harassment on multiple occasions.

Reporting sexual harassment

The vast majority of participants understood in general how to report sexual harassment. Of the 25 per cent of survey respondents who reported their experience of sexual harassment reporting process:

- 52% Not at all satisfied
- 25% Very satisfied
- 23% Somewhat satisfied

Of the 70 per cent of survey respondents who did not report sexual harassment, the most common reasons for not reporting were: fear of reprisal and negative implications for career; lack of trust that any change would occur; feeling like the sexual harassment was not serious enough; and a lack of trust that the process would be respectful.

The most common perceived barriers to reporting identified by roundtable and survey participants were concerns about: the reporting process itself; fear of reprisal and future implications for career; current workplace culture; and, concerns about management, supervisors or Human Resources.
Responding to a report of sexual harassment

While in a supervisory or management role within the Manitoba government, six per cent of respondents indicated they had received a report of sexual harassment. Of these, 77 per cent indicated they were moderately, very or extremely satisfied with their level of preparedness in responding to the report.

Participant suggestions

POLICY

Participants suggested that the policy be amended, including: enhancing the definition of sexual harassment; strengthening and clearly defining consequences; and, changing the structure of the policy (e.g., separate or create a stand-alone policy for sexual harassment).

Other suggestions included clarifying language in the policy (e.g., flow chart and guidelines).

PREVENTION

Participants suggested improved training for all employees. Training should be mandatory, in person and frequently recurring.

Other suggestions included: ongoing communication to raise awareness; stronger and clearer consequences; stronger leadership; management training; and improved hiring and employment practices.

RESPONSE

Participants’ suggestions to improve the government’s response to sexual harassment were related to improving the reporting process.

REPORTING PROCESS

Participants were not comfortable with the current reporting process.

They suggested improving the process, including: establishing a neutral body to receive and investigate sexual harassment reports; adding a timeframe to respond to reports; maintaining confidentiality; ensuring all reports are taken seriously; and following through in reports and keeping parties informed about the process and result.

TRACKING AND FOLLOW-UP

Participants expressed interest in what government would do following the consultations. Participants wanted to see copies of the final report and be informed of any changes to policy or procedures that may result. Participants were pleased to have the opportunity to provide feedback and many said they hoped government would continue with this sort of initiative in the not-too-distant future.

Participants suggested that government track sexual harassment in the workplace through ongoing engagement (e.g., surveys) and releasing statistics through an annual report.

Participants suggested that statistics should reflect gender and diversity analysis and not only summarize the number of investigations.
Introduction

Manitoba public servants deserve to have an inclusive, respectful workplace culture, where harassment of any kind will not be tolerated. The Manitoba government is committed to taking meaningful action to ensure that Manitoba government employees have a safe and respectful, harassment-free workplace. Talking about harassment in the workplace, including sexual harassment, is an important step to ensure our workplaces are safe, inclusive and respectful.

The results of this report focus specifically on sexual harassment in the Manitoba government workplace. To support evidence-based policies and practices on addressing sexual harassment in the workplace, and to ensure that a range of voices were heard, two engagement activities were launched for provincial government employees: an anonymous online survey and a series of roundtable consultations.

Process and Methodology

Roundtables

Manitoba government employees were invited to participate in one of 17 roundtable consultations scheduled in nine different locations across the province between May 3 and June 1, 2018. Participants were provided the option to attend roundtable consultations specific for the following gender-identity groups: female, male and LGBT2SQ+, or sessions open to all groups. The roundtable consultations were scheduled to occur in Beausejour, Brandon, Dauphin, Portage la Prairie, Morden, Selkirk, The Pas, Thompson and Winnipeg, with multiple sessions scheduled in Brandon and Winnipeg. Due to low registration, the Dauphin session and three of the four sessions in Brandon were cancelled.

The purpose of the roundtable consultations was to gather feedback to help shape policies and processes for addressing sexual harassment in the workplace. Roundtables were capped at a maximum of 30 participants to ensure meaningful discussion and to allow all participants to contribute within the two-hour allotted timeframe. To capture the feedback from participants, MSW employees attended all roundtables to collect the information.

To support a trauma-informed environment for participants, employees from CSC and Victim Services were available throughout the sessions to respond to policy-related questions or to provide support related to an incident of sexual harassment. An hour was allocated at the end of each roundtable to allow participants to access information, resources and supports, if required.

The roundtable consultations were facilitated by Genella Macintyre of Partners in Discovery Inc. Ms. Macintyre is an independent corporate trainer, consultant and author, with extensive experience as a trainer for the Manitoba government.

Roundtable participants received a package of materials relevant to the discussions, which included the following: a discussion guide, an optional demographics form, a copy of the anonymous survey, a copy of the Respectful Workplace and Harassment Prevention Policy (policy), and a list of resources available during and after the roundtable.

Roundtable discussion questions were based on the existing policy and centred on three main themes: policy awareness, sexual harassment in the workplace and employee suggestions.

A total of 166 government employees participated in the 13 roundtable consultations.
Anonymous survey

The anonymous online survey was open to Manitoba government employees from May 1 to 31, 2018. The survey’s focus was to learn about how the Manitoba government supports staff and responds to sexual harassment, with the aim to more effectively prevent and respond to sexual harassment in the Manitoba government workplace. Paper copies were distributed to departments for staff without access to Internet or computers, upon request. Participation in the survey was voluntary.

MSW, CSC and Office of the Clerk of the Executive Council developed the anonymous online survey form. Survey questions were reviewed by experts involved with the Manitoba Poverty Reduction Strategy, Healthy Child Manitoba Office, Victim Services, the WAVE Network, and Government of Canada experts involved in the federal Harassment and Sexual Violence in the Workplace Public Consultations.

The survey’s objective was to gather feedback on awareness of current policies and processes, nature and prevalence of sexual harassment in the Manitoba government, their experiences reporting sexual harassment, how sufficient the policy and definition is in meeting the needs of employees, and employee’s insights and suggestions to improve the policy.

There were 3,028 surveys completed by Manitoba government employees.

Data analysis methodology

The roundtable and survey data were gathered into a common dataset. Roundtable data was coded into six primary themes, 24 sub-themes and over 100 secondary and tertiary themes. These codes were developed and refined through a review of available literature and in collaboration by the project team. Open-ended survey data was also coded into this dataset. This methodology was shared with MLT Aikins for consistency in analysis of data.

Limitations

The consultation process was voluntary. This has an impact on the ability to generalize the findings across government. Secondly, cultural considerations, context and histories can be lost in data translation. The intentions or comments from every participant may not be captured through roundtable or survey data. Coder bias also has an impact on evaluation results. The personal interpretation of data findings can impact findings. Finally, participation fatigue may effect findings. Employees who participated in other engagement processes or related training may have limited their involvement in the current process. These findings invite interpretation and analysis by the reader.
Demographics

This section provides demographic information about the participants in the consultation. Demographic information was voluntary and collected via the survey and roundtables. One hundred and forty-four roundtable participants and 3,028 survey participants provided demographic information. Note: some employees completed the survey, as well as participated in the roundtables.

Gender identity

Roundtable and survey participants had the option of identifying their gender. The majority of survey and roundtable participants were female.

Equity groups

The following chart shows the number and percentage of roundtable and survey participants who identified as belonging to any of the following equity groups: women, members of a visible minority, Indigenous persons, persons with disabilities, and persons who identify as LGBT2SQ+.

Note: participants may have selected multiple options, so percentages may not add to 100.
Length of time employed with the Manitoba government

The following chart shows a breakdown of roundtable and survey participants by the length of time they have been employed with the Manitoba government.

![Chart showing length of time employed](chart)

Department

The following chart shows a breakdown of roundtable and survey participants by their current department. The percentage refers to the percentage of employees who participated as a portion of total employees from within their own department (percentages do not add to 100).

![Chart showing department](chart)

1 Department total as of April 30, 2018.
Detailed Findings

1. Policy

1a. Awareness

*Key messages*

- The vast majority of roundtable and survey participants were aware or somewhat aware that the Manitoba government had a policy.

The majority of survey and roundtable participants were aware or somewhat aware of the *Respectful Workplace and Harassment Prevention Policy* (Policy). Of the roundtable participants who reported being somewhat aware of the policy, many responded that they know a policy exists, but had limited recollection of details or where they could find a copy.

1b. Definition of sexual harassment

*Key messages*

- Roundtable participants had a general understanding of what is included in the definition of sexual harassment, such as more obvious actions like unwanted contact or comments that are sexual in nature.

- Most roundtable participants agreed that more subtle forms of sexual harassment are often misunderstood and require greater understanding. Individual tolerance levels and workplace cultures can influence what is perceived to be acceptable.
Roundtable participants had a general understanding of sexual harassment, many indicating sexual harassment can take any form of unwanted behaviour directed at any gender. A number noted the behaviour does not necessarily need to be of a sexual nature (e.g., harassment based on perceived gender identity or sexual orientation). A number also said sexual harassment does not necessarily need to be directed at any one person in particular (e.g., jokes and inappropriate visual material in the workplace).

Many participants said more ‘obvious’ forms of sexual harassment, such as unwanted physical contact, were widely understood. But there remains confusion around more subtle forms of sexual harassment. There was a strong desire expressed by many roundtable and survey participants for more education, particularly on more subtle examples of sexual harassment. Questions around subtle forms of sexual harassment also came up frequently as it relates to perception and experiences of the reporting process. Participants frequently identified a barrier or reason for not reporting sexual harassment being related to whether a behaviour would be seen as sexual harassment. Participants also expressed that another obstacle was having to describe how a particular non-verbal act is sexual harassment (e.g., how do you say that a person makes you feel uncomfortable by the way they look at you, or stand too close, or linger outside your office?).

In their discussions about the definition, participants frequently remarked about the individual aspect of sexual harassment – that what is considered sexual harassment may differ among individuals, due to factors such as past experience and ‘tolerance’ levels. Different forms of sexual harassment are normalized to different degrees, depending on work environment and community.

A number of participants had concerns over the lack of general understanding about sexual harassment based on gender and sexual orientation. Individuals who experience sexual harassment based on perceived gender or sexual orientation face additional and sometimes unique barriers to reporting, as they may feel they need to ‘educate’ management or Human Resources about why a particular behaviour or act is inappropriate (such as refusing to recognize preferred pronouns or lack of gender neutral washrooms).
1c. Strengths and weaknesses of the policy

**Key messages**

- Participants identified a number of weaknesses with the policy. The most frequently identified weakness relates to its definition of sexual harassment.

- When asked to describe the strengths of the policy, most participants responded with the fact that the policy exists. A number of participants also noted the recently announced ‘No Wrong Door’ approach is a step in the right direction.

**Weaknesses of the policy**

The following chart shows the breakdown of comments we heard about various aspects of the policy.

### Policy: Weaknesses

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definition</td>
<td>57%</td>
</tr>
<tr>
<td>Language</td>
<td>12%</td>
</tr>
<tr>
<td>Process</td>
<td>11%</td>
</tr>
<tr>
<td>Structure</td>
<td>9%</td>
</tr>
<tr>
<td>Consequences</td>
<td>9%</td>
</tr>
<tr>
<td>Navigation</td>
<td>2%</td>
</tr>
<tr>
<td>Other</td>
<td>1%</td>
</tr>
</tbody>
</table>

Over half of the comments we heard about weaknesses of the policy related to its definition of sexual harassment. Other weaknesses related to its language, the reporting and resolution process described in the policy, the structure of the policy and the consequences described in the policy.

1. **Definition**

Many participants were concerned about the different perceived ‘thresholds’ given to sexual harassment from an authority figure, compared to someone who was not an authority figure. While many participants said they understood the intent of the distinction to recognize power imbalances, they did not support

---

2 “Sexual harassment is… a series of objectionable and unwelcome sexual solicitations or advances; or one single sexual advance by a person in an authority position who should have known it was not welcome by the recipient.”
having what they perceived as two different standards. A number of participants said it is important to recognize the inherent power imbalance at play in sexual harassment, but to acknowledge that power component in a different way.

We heard questions from many participants, particularly in cities and communities outside of Winnipeg, about the scope of the policy (e.g., situations that occurred between employees after hours, the definition of ‘workplace,’ and how the policy applies to individuals who witness sexual harassment towards another employee).

Many participants also asked if the policy applied to sexual harassment perpetrated by someone external to the government, such as a client, inmate or other member of the public. We often heard examples from employees who had experienced considerable harassment and sexual harassment from members of the public. Many shared that they did not feel they had adequate information about how to protect themselves and that they felt management did not know how to protect employees.

Other weaknesses included: inappropriate acknowledgement of gender and sexual orientation (that it should be clearer this applies to gender-based harassment and harassment based on sexual orientation) and insufficient examples of sexual harassment.

Lastly, we often heard concerns about the lack of clarity overall around the policy, including its definition of sexual harassment.

2. Language

A number of participants said the policy was unclear, even after reading through it. A number of participants said it would be helpful to have a ‘one-pager’ guideline or flow chart to accompany the policy. A number of participants said the policy was overly reactive, and could be improved by including proactive language (e.g., how to foster safe, inclusive work environments). In addition, a number of participants recognized the policy has not been updated to reflect the ‘No Wrong Door’ approach.

3. Process

Many participants expressed concern over the policy’s description of the reporting process. Many participants interpreted the process as a list of required steps, rather than options (e.g., talking directly to the person is a required step). Some of the most common concerns about the process were:

- Speaking directly to the person: Many participants felt this was not an appropriate requirement or suggestion for sexual harassment.

- Timeframe for reporting: Many perceive the suggested timeframe of six months as inappropriate for sexual harassment (behaviour may escalate slowly over time, it may take time for a person to feel safe reporting it, etc.).

---

3 “An impacted employee should approach the person who made them feel uncomfortable, calmly explain how their behaviour affected them and ask that the behaviour stop. The other person may not realize their behaviour has been offensive and the feedback may give them the opportunity to change their actions.”

4 “Issues should be reported as soon as reasonably possible, normally within six months of the incident occurring.”
• Participation in the resolution process:5 Many participants raised concerns with the person to whom the report is made being responsible for determining if there was a breach, particularly in light of the recent ‘No Wrong Door’ approach (e.g., does this mean that anyone could theoretically be in a position to determine if there was a breach?). Participants also raised concerns with the other wording in this section not taking into account the unique dynamics involved in many sexual harassment cases (e.g., if there are power imbalances and safety concerns present, a facilitated discussion or mediation are not appropriate; reading this may dissuade people from reporting).6

• Discipline:7 Many participants raised concern about not being informed of any disciplinary measures taken. Many said they understood there needs to be a balance with respect to confidentiality. However, they felt that without any information or confirmation that their claim had been reviewed or substantiated, it left them without closure or a sense of resolution.

• Timeliness:8 Many participants felt this section was vague and dissuades employees from coming forward. Many recommended that a suggested timeframe be added to provide some assurance.

• Workplace restoration:9 Many participants felt this section of the policy was weak. A number of participants said concerns over workplace restoration (e.g., how to support staff returning to work; how other staff who were impacted by the situation will be supported; how to support staff who may have to work with the alleged perpetrator after the investigation) contributed to barriers to reporting.

• Reprisal:10 Many participants did not trust that this statement held true in practice. Some suggested stronger wording may help ease some of the fear that prevents people from coming forward with reports.

• Rights:11 A number of participants suggested this section move to the start of the policy. Many also suggested referencing other laws and protections that may be engaged.

5 “The person to whom the issue is reported will determine if the allegations constitute a breach of the policy and if so, will endeavour to resolve the matter in an expeditious and confidential manner.”
6 “Most issues can be resolved between the parties involved, with subsequent monitoring by management to ensure that there is no recurrence or retaliation. Options for resolution may include facilitated discussion, mediation or education, depending on the circumstances.”
7 “The details of any discipline administered will not be provided to the complainant or any witness interviewed in the investigation.”
8 “Reported issues will be resolved as soon as reasonably possible. Investigations, where required, will be completed and results communicated as soon as reasonably possible. Should significant delays in the investigation be unavoidable, the respondent and complainant will normally be advised.”
9 “Following the resolution of a reported issue, the immediate supervisor is responsible for ongoing monitoring to ensure this policy is followed.”
10 “There shall be no reprisal against an employee who in good faith exercises rights under this policy. Reprisal is an actual or threatened harmful act. Reprisal not only involves penalizing someone, it can also be the withholding of a benefit.”
11 “This policy is not intended to discourage or prevent an employee from exercising any legal right, including filing a complaint with the Manitoba Human Rights Commission or contacting the police. Nothing in this policy precludes an employee from filing a sexual harassment complaint in accordance with the applicable collective agreement or the regulation respecting the conditions of employment under The Civil Service Act.”
4. Structure

We received a number of comments, particularly from roundtable participants, about the structure of the policy. Many participants were uncomfortable with the relationship between respectful workplace, harassment, bullying and sexual harassment. A number of participants said there were inconsistencies between the harassment and sexual harassment sections that were confusing. A number of participants said that the unique circumstances around sexual harassment warranted a clearer and separate policy and process.

5. Consequences

Many roundtable participants said the consequences described in the policy were vague. Despite it stating “up to and including dismissal,” concerns about unknown and weak consequences permeated discussions and survey responses about prevention and response to sexual harassment.

Survey and roundtable participants frequently identified unknown and weak consequences as a barrier to reporting, as well as a weakness of the policy and reporting process. Without evidence of consequences and disciplinary action, employees are only aware of situations where nothing was done. This generates a barrier to reporting and the sense that nothing is going to change.

6. Navigation

Many participants said they did not know where the policy was located (e.g., where on the intranet site, or where in their office or network files). A number of participants also said that some links and contact information related to the policy are broken or outdated.

Strengths of the policy

When asked to describe strengths of the policy, roundtable participants frequently responded, ‘that there is a policy,’ or ‘that one exists.’ So while there were a number of concerns identified with the policy, there was also a general sense of gratitude that the government does have a policy in place.

We also heard from a number of roundtable participants and survey respondents that they were pleased about the recently announced ‘No Wrong Door’ approach. Participants often remarked that this was a positive step in the right direction.

12 For example, the definition of harassment is “any objectionable or offensive behaviour that is known, or ought to be reasonably known, to be unwelcome. It includes objectionable actions (e.g., touching or pushing), comments (e.g., jokes or name calling) or displays (e.g., posters or cartoons) made on either a one-time or continuous basis that demean, belittle, or cause humiliation or embarrassment.” This appears to be inconsistent with the definition of sexual harassment.
1d. Training

*Key messages*

- The vast majority of participants had completed the mandatory online training, but could not recall the content.

- Overall, participants were pleased that there was a course, but overwhelmingly felt it was ineffective and an inappropriate method for learning about sexual harassment.

- Less than half of all participants had taken other training on the policy (e.g., in person). Of those who had, the vast majority felt it was more effective than online.

- The vast majority of participants would prefer mandatory in-person training on the subject.

Roundtable and survey participants were asked if they had completed the mandatory online training course on the policy or any other training on the policy (such as in-person training). The majority of survey respondents indicated they had taken the mandatory online course (83 per cent) and about a third had completed other training on the policy.

The majority of roundtable participants had also taken the mandatory training. Fewer roundtable participants had taken in-person training.

Roundtable and survey participants provided comments about their experiences of the online and in-person training on the policy.

Overall, the vast majority of participants preferred in-person training for sexual harassment than online. Online training was seen as valuable for raising awareness and a good starting place for discussion, but participants thought it was an ineffective learning tool for sexual harassment.
Online training

Because the training was mandatory, it was seen as a ‘check box’ exercise for employees. Many said it appeared to be a ‘check box’ exercise for government as well. This in turn generated the perception that the policy and sexual harassment in general is not taken seriously by government, management or employees. A number of participants commented about a general attitude change to something when it becomes “mandatory.” Others observed that what is considered mandatory can vary considerably across workplaces. A number of participants remarked about the lack of tracking or follow-up for participants who had taken the training.

We heard many comments from survey and roundtable participants that online training is not an appropriate way to cover the topic. The examples were too concrete and obvious. Many commented about the cartoonish examples, which undermined the seriousness of the subject.

Participants commented on the lack of follow-up discussion about the topic after the training was complete. Once staff completed it, often in a rushed manner, there was no further discussion and it was basically forgotten. A number of participants said it was through discussion that understanding and learning happens.

Some participants said it was difficult to focus on the training, because of competing demands in the workplace. Many staff said they were expected to complete the training at the side of their desk, which in some cases means over their lunch hours or rushing through it at the end of the day. Some participants experienced technical issues with the online training course, particularly in the Manitoba regions outside of Winnipeg.

Many participants raised questions about the most appropriate time to offer training to employees (e.g., at orientation). Overall, there was a strong sense that any training on the subject should be ongoing, with frequent refreshers.

In-person training

In contrast, in-person training was considered to be a much more effective method. Staff who had attended previous in-person training sessions on the topic (e.g., delivered by the Respectful Workplace Advisor) spoke highly of the experience. They said the retention was greater, and their participation was more meaningful. In-person training provided the opportunity to hear diverse real-life examples, including more subtle forms that can be misinterpreted in the workplace. Participants liked that they could continue the discussion of the material after the fact. They also liked the designated time to focus on training.

Participants remembered examples and stories shared in the in-person training that had an impact on them. Many shared they felt it was eye-opening and engaging. Participants felt in-person training was more appropriate for covering the nuances of sexual harassment and for understanding its impact.

When asked about the weaknesses of the in-person training, the majority of comments related to the fact that in-person training is discretionary. A number of participants said they had received direction from management that all training requests were denied because of budgetary constraints. There was a strong desire from participants to replace the mandatory online training with mandatory in-person training for all employees.
2. Sexual harassment in the workplace

Survey participants were asked a series of general questions about sexual harassment in the workplace.

2a. Experiences of sexual harassment

Key messages

• Seventeen per cent of survey respondents (510 of 3,028) had experienced sexual harassment while working for the Manitoba government. Of these, 70 per cent (385) did not formally report.

• The majority of survey respondents who experienced sexual harassment identified as female (418 of 512).

Experiences of sexual harassment by gender identity

Of all survey respondents who experienced sexual harassment while working for the Manitoba government, 82 per cent identified as female, 14 per cent identified as male and one per cent identified as another gender.

Respondents were also asked if at any time during their employment with the Manitoba government, they were ever made aware that someone else was being sexually harassed.

Twenty-one per cent of respondents said they had become aware of another employee being sexually harassed at some point during their employment with the Manitoba government. Of these, 48 per cent did not bring this to attention of a person of authority.
2b. Personal experiences of sexual harassment (detail)

**Key messages**

Of those who had experienced sexual harassment:

- Approximately one-third were sexually harassed by a co-worker.
- The most frequent types of sexual harassment were inappropriate contact (e.g., leering or invading personal space) and physical contact (e.g. touching, patting and pinching).
- Ten per cent were currently experiencing sexual harassment and approximately 90 per cent had experienced sexual harassment on multiple occasions.

**Perpetrators of sexual harassment**

Survey respondents were asked to identify who perpetuated sexual harassment.

- Thirty-four per cent of the sexual harassment reported by survey participants was by a co-worker.
- Nineteen per cent by someone in a position of authority other than a direct supervisor.
- Fifteen per cent by a subordinate.
- Fifteen per cent by a direct supervisor.
- Fourteen per cent by someone external to the civil service (e.g., client or member of the public).

The following chart shows this breakdown of perpetrators of sexual harassment. Survey respondents could select multiple answers.

**Perpetrators of sexual harassment (survey)**

<table>
<thead>
<tr>
<th>Perpetrator</th>
<th>Percentage of responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Co-worker</td>
<td>34%</td>
</tr>
<tr>
<td>Someone else in a position of authority</td>
<td>19%</td>
</tr>
<tr>
<td>Direct supervisor</td>
<td>15%</td>
</tr>
<tr>
<td>Subordinate</td>
<td>15%</td>
</tr>
<tr>
<td>Someone external to the Manitoba civil service</td>
<td>14%</td>
</tr>
<tr>
<td>Prefer not to answer</td>
<td>2%</td>
</tr>
<tr>
<td>Other</td>
<td>2%</td>
</tr>
</tbody>
</table>

Survey respondents could select multiple answers.
Nature of sexual harassment

Survey respondents were asked to describe the nature of the sexual harassment they experienced from: (a) an authority figure (b) someone other than an authority figure (c) within the work environment [often referred to as a ‘poisoned environment’].

The most common forms of sexual harassment perpetrated by an authority and someone other than an authority figure were: inappropriate contact (e.g., leering or invading personal space); inappropriate physical contact (e.g., touching, patting or pinching); and abusive or derogatory remarks, based on gender or sex.

The most common type of sexual harassment experienced within the work environment (i.e., not directly perpetrated from one person to another) was sexual or gender-related banter, gossip, jokes, rumours or remarks about individuals or members of a specific gender or sexual orientation. The following three charts show the survey results from each question.

1. Nature of sexual harassment experienced from an authority figure

The following chart shows the breakdown of the nature of sexual harassment survey respondents experienced from an authority figure. Survey respondents were able to select multiple responses.

Nature of the sexual harassment experienced from an authority figure

<table>
<thead>
<tr>
<th>Nature of harassment</th>
<th>Percentage of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other inappropriate contact (e.g., leering, invading personal space)</td>
<td>165 (21%)</td>
</tr>
<tr>
<td>Physical contact (e.g., touching, patting, pinching)</td>
<td>132 (16%)</td>
</tr>
<tr>
<td>Abusive or derogatory remarks based on your gender or sex</td>
<td>131 (16%)</td>
</tr>
<tr>
<td>Questions or discussions about your sexual activities</td>
<td>98 (12%)</td>
</tr>
<tr>
<td>Sexual advance(s)</td>
<td>83 (10%)</td>
</tr>
<tr>
<td>Derogatory language and/or comments based on your perceived or actual sexual orientation</td>
<td>51 (6%)</td>
</tr>
<tr>
<td>Spreading sexual rumours about you</td>
<td>40 (5%)</td>
</tr>
<tr>
<td>Inappropriate electronic communication (e.g., sexually explicit emails, online solicitation)</td>
<td>35 (4%)</td>
</tr>
<tr>
<td>Retaliation or threat of retaliation for filing a sexual harassment complaint</td>
<td>25 (3%)</td>
</tr>
<tr>
<td>Other</td>
<td>20 (2%)</td>
</tr>
<tr>
<td>Demands for sexual favours in return for a promise of a reward</td>
<td>16 (2%)</td>
</tr>
<tr>
<td>Threats to penalize or otherwise punish a person who refuses to comply with sexual advances (reprisal)</td>
<td>7 (1%)</td>
</tr>
</tbody>
</table>

Percentage of responses
2. Nature of sexual harassment experienced from someone other than an authority figure (e.g., co-worker, subordinate or someone external to the civil service)

The following chart shows the breakdown of the nature of sexual harassment survey respondents experienced from someone other than an authority figure. Survey respondents were able to select multiple responses.

Nature of sexual harassment experienced from someone other than an authority figure

<table>
<thead>
<tr>
<th>Nature of Harassment</th>
<th>Percentage of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other inappropriate contact (e.g., leering, invading personal space)</td>
<td>222 (20%)</td>
</tr>
<tr>
<td>Physical contact (e.g., touching, patting, pinching)</td>
<td>176 (16%)</td>
</tr>
<tr>
<td>Abusive remarks based on your gender or sex</td>
<td>168 (15%)</td>
</tr>
<tr>
<td>Questions or discussions about your sexual activities</td>
<td>121 (11%)</td>
</tr>
<tr>
<td>Sexual advances</td>
<td>118 (11%)</td>
</tr>
<tr>
<td>Derogatory language and/or comments based on your perceived or actual sexual orientation</td>
<td>87 (8%)</td>
</tr>
<tr>
<td>Spreading sexual rumours about you</td>
<td>67 (6%)</td>
</tr>
<tr>
<td>Inappropriate electronic communication (e.g., sexually explicit emails, online solicitation)</td>
<td>60 (5%)</td>
</tr>
<tr>
<td>Other</td>
<td>40 (4%)</td>
</tr>
<tr>
<td>Retaliation or threat of retaliation for filing a sexual harassment complaint</td>
<td>15 (1%)</td>
</tr>
<tr>
<td>Demands for sexual favours in return for a promise of a reward</td>
<td>10 (1%)</td>
</tr>
<tr>
<td>Threats to penalize or otherwise punish a person who refuses to comply with sexual advances (reprisal)</td>
<td>8 (1%)</td>
</tr>
</tbody>
</table>

3. Nature of sexual harassment experienced within a negative work environment

The following chart shows the breakdown of the nature of sexual harassment survey respondents experienced within their work environment (not directed at anyone in particular). Survey respondents were able to select multiple responses.
Nature of sexual harassment experienced in negative work environment

- Sexual or gender-related banter, gossip, jokes, rumours, remarks about individuals or members of a specific gender or sexual orientation: 48% (333 respondents)
- Frequent use of terms like “sweetheart,” “hun,” “sweetie”: 32% (226 respondents)
- Display of pornographic or obscene materials: 11% (75 respondents)
- Other: 9% (64 respondents)

Percentage of responses

Time and frequency of sexual harassment

Survey respondents were asked to identify when they experienced sexual harassment and how frequently they had experienced it.

Ten per cent of sexual harassment was currently occurring. Forty-four per cent of sexual harassment occurred more than three years ago and 40 per cent occurred within the past three years. The following chart shows a breakdown of when respondents had experienced sexual harassment. Respondents were able to select multiple responses.

When the sexual harassment occurred (survey)

- More than three years ago: 44% (265 respondents)
- Within the past three years: 40% (243 respondents)
- Currently occurring: 10% (61 respondents)
- Prefer not to answer: 6% (36 respondents)
Approximately 90 per cent of respondents who experienced sexual harassment, had experienced it on multiple occasions. The following chart shows a breakdown of how often respondents had experienced sexual harassment. Respondents were able to select multiple responses.

Survey respondents were then asked whether they had reported every instance of sexual harassment. Less than 10 per cent of sexual harassment was reported. This tells us that the vast majority of respondents who experienced sexual harassment at one time or another decided not to report.
Department at the time of the sexual harassment

At the time of experiencing the sexual harassment, 35 per cent of respondents were working in Manitoba Justice, 16 per cent in Manitoba Families, and 10 per cent in Manitoba Sustainable Development. The table below shows participant responses by department(s) they worked in at the time they experienced sexual harassment. Respondents were able to select multiple responses.

Department when experienced sexual harassment

<table>
<thead>
<tr>
<th>Department</th>
<th>Percentage of responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Justice</td>
<td>35%</td>
</tr>
<tr>
<td>Families</td>
<td>16%</td>
</tr>
<tr>
<td>Sustainable Development</td>
<td>10%</td>
</tr>
<tr>
<td>Infrastructure</td>
<td>8%</td>
</tr>
<tr>
<td>Education and Training</td>
<td>7%</td>
</tr>
<tr>
<td>Finance</td>
<td>5%</td>
</tr>
<tr>
<td>Health, Seniors and Active Living</td>
<td>4%</td>
</tr>
<tr>
<td>Growth, Enterprise and Trade</td>
<td>4%</td>
</tr>
<tr>
<td>Agriculture</td>
<td>3%</td>
</tr>
<tr>
<td>Civil Service Commission</td>
<td>2%</td>
</tr>
<tr>
<td>Sport, Culture and Heritage</td>
<td>1%</td>
</tr>
<tr>
<td>Municipal Relations</td>
<td>1%</td>
</tr>
<tr>
<td>Indigenous and Northern Relations</td>
<td>&lt;1%</td>
</tr>
<tr>
<td>Other</td>
<td>3%</td>
</tr>
</tbody>
</table>

Job type/classification when experienced sexual harassment

Survey respondents were asked to identify the position(s) they held at the time of experiencing sexual harassment. Respondents were able to select multiple responses.

Seventy-two per cent of respondents who had experienced sexual harassment said they were sexually harassed while working as regular employees. Thirteen per cent had experienced sexual harassment as term employees and six per cent as students or interns.
Forty-seven per cent of respondents who experienced sexual harassment had been sexually harassed while they were employed in professional or technical positions. Twenty-three per cent were in administrative positions and nine per cent while in management positions. A large percentage of respondents chose not to answer this question (21 per cent).
3. Reporting sexual harassment

3a. Understanding how to report

*Key messages*

- The vast majority of participants understood in general how to report sexual harassment.
- Participants had more questions about the process after the report was made.

Roundtable and survey participants were asked about their understanding of how to report sexual harassment. The majority of both groups indicated they understood how to report (or at least how to find out how to report). A number of roundtable participants said while they understood how to report, as described in the policy, there were many questions about what happened after they made the report.

![Understanding how to report (roundtable)](image)

![Understanding how to report (survey)](image)

3b. Experiences reporting sexual harassment

*Key messages*

- Of survey respondents who reported sexual harassment, 52 per cent were not at all satisfied with the process, 24 per cent were slightly or moderately satisfied, and 25 per cent were very or extremely satisfied.
- Forty-five per cent of respondents reported to their direct supervisor.
- Almost one-quarter of respondents said no further action was taken after reporting.
Satisfaction with experience of reporting

Survey respondents who had experienced and reported sexual harassment were asked a series of questions related to their most recent experience(s) of reporting.

Of the 25 per cent of survey respondents who reported sexual harassment, 52 per cent were not at all satisfied with the process, 24 per cent were slightly or moderately satisfied, and 25 per cent were very or extremely satisfied.

To whom the report was made

Survey respondents were asked to identify who they formally reported the sexual harassment to within the Manitoba government. Of those who reported sexual harassment, 45 per cent of respondents reported to their direct supervisor, 27 per cent to someone else in a position of authority and 19 per cent to Human Resources. The following chart shows this breakdown. Survey respondents were able to select multiple responses.
Response received

Survey respondents were asked to describe the response and treatment they received when they reported sexual harassment.

According to survey respondents, almost one-quarter of reports did not result in any further action. In 21 per cent of cases, the person explained the policy and process and next steps. Respondents were satisfied with the resolution and action taken in 13 per cent of cases. The following chart shows the breakdown of responses received after reporting sexual harassment. Survey respondents could select multiple responses.

Response received when reported sexual harassment (survey)

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage of responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>No further action was taken</td>
<td>24%</td>
</tr>
<tr>
<td>Explained policy / process / next steps</td>
<td>21%</td>
</tr>
<tr>
<td>I was satisfied with the resolution / action taken</td>
<td>13%</td>
</tr>
<tr>
<td>Other</td>
<td>11%</td>
</tr>
<tr>
<td>Initiated further measures</td>
<td>11%</td>
</tr>
<tr>
<td>Kept me informed of the developments in the process</td>
<td>10%</td>
</tr>
<tr>
<td>Provided me information about available supports</td>
<td>6%</td>
</tr>
<tr>
<td>Explained rationale for taking or not taking further action</td>
<td>6%</td>
</tr>
</tbody>
</table>
A number of survey and roundtable participants provided additional comments on their experiences reporting sexual harassment.

**Some common themes that emerged from these comments included:**

- When people are in crisis, they usually do not look at policy. They reach out to those around them, who may be misinformed and inadvertently share incorrect information. This can have significant impacts on those in crisis.

- Reports were poorly handled by direct supervisors, Human Resources and senior management. Victims often felt the person they reported to did not have adequate training. Reports were frequently dismissed. Often, the behaviour was normalized or shrugged off.

- Inappropriate responses from management and the Employment and Family Assistance Program (EFAP) included prying for information that was not relevant, asking inappropriate questions, and forcing the parties to meet face-to-face.

- In some environments, employees experience sexual harassment from external clients (not government employees). Employees shared that management were not always supportive in these situations.

- Many felt re-victimized through the process. Respondents felt the process was unfair to both parties.

- The vast majority of respondents said there was no resolution or disciplinary action taken. Many said the person accused of sexual harassment was subsequently promoted and continues to work for the government. A number of people had to continue to work with the person after the report or investigation.

- Many people said the process was slow and they were given little information throughout.

- Many respondents said they regretted bringing the report forward in the first place.
3c. Decision not to report

Key messages

- Of the 70 per cent of survey respondents who did not report sexual harassment, the most common reasons for not reporting were: fear of reprisal and negative implications for their career; lack of trust that any change would occur; feeling that the sexual harassment was not serious enough; and a lack of trust that the process would be respectful.

- The most frequently cited perceived barriers for reporting by both survey and roundtable participants were: concerns about the reporting process itself; fear of reprisal and future implications for their careers; current workplace culture; and, concerns about management and Human Resources.

- The majority of roundtable and survey participants did not think managers and supervisors were equipped to respond to sexual harassment reports.

Reasons for not reporting (experienced barriers)

Survey respondents were asked to identify the reason(s) for deciding not to report sexual harassment. The following chart shows the percentage breakdown of these reasons for not reporting. Survey respondents could select multiple responses.

Reasons for not reporting (survey)

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fear of reprisal / negative implications for career</td>
<td>17%</td>
<td>252</td>
</tr>
<tr>
<td>Did not trust any change would occur</td>
<td>17%</td>
<td>244</td>
</tr>
<tr>
<td>Did not feel it was serious enough</td>
<td>16%</td>
<td>233</td>
</tr>
<tr>
<td>Did not trust the process would be respectful</td>
<td>14%</td>
<td>195</td>
</tr>
<tr>
<td>From previous experience, did not think action would be taken</td>
<td>12%</td>
<td>171</td>
</tr>
<tr>
<td>Did not want to participate in investigation</td>
<td>9%</td>
<td>134</td>
</tr>
<tr>
<td>Did not feel you would be believed</td>
<td>8%</td>
<td>118</td>
</tr>
<tr>
<td>Other</td>
<td>6%</td>
<td>81</td>
</tr>
<tr>
<td>Prefer not to answer</td>
<td>1%</td>
<td>16</td>
</tr>
</tbody>
</table>

Percentage of responses related to reasons for not reporting
3d. Perceived barriers

Roundtable and survey participants identified a number of barriers that may prevent employees from reporting sexual harassment. The most frequently cited perceived barriers for reporting related to:

1. The reporting process itself.
2. Fear of reprisal and future implications for career.
3. Current workplace culture (e.g., male-dominated; sexual harassment is normalized; upsetting the ‘old boys club’).
4. Concerns about management, supervisors, and Human Resources (e.g., how equipped they were to deal with it; perceived bias; or past behaviour).

The following chart shows the breakdown of comments about perceived barriers of reporting. Participants may have identified more than one type of barrier.

Among comments related to the reporting process, the most commonly identified barriers related to the safety of the process, lack of reporting options (e.g., to a neutral or independent party, or designated unit), and confidentiality and restoration (what happens after the investigation or report; how the workplace and individuals involved are restored). The following chart shows a breakdown of barriers related to process. Participants may have identified more than one type of barrier.
Perception of managers’ or supervisors’ preparedness to respond to sexual harassment reports

Roundtable participants were asked how equipped they felt management and supervisors were to handle reports of sexual harassment. The vast majority (92 per cent) of roundtable participants perceived them as unequipped.

We also heard comments from many participants who sympathized with management. Many commented about the general lack of support and training available for management and the pressure to manage increasing workloads. There was a strong sense from both participant groups that more support and training, specifically geared towards management, would be helpful.
3e. Receiving reports of sexual harassment

**Key messages**

- While in a supervisory or management role within the Manitoba government, six per cent of respondents indicated they had received a report of sexual harassment.

- Of these, 77 per cent indicated they were moderately, very or extremely satisfied with their level of preparedness in responding to the report.

Survey respondents were asked if they had ever received a formal sexual harassment report while in a supervisory or management position for the Manitoba government. Six per cent (or 92 respondents) indicated they had received a report while in a supervisory or management position.

**Received a formal report of sexual harassment while in supervisory or management position (survey)**

![Pie chart showing percentages](chart1)

- 92% No
- 6% Yes
- 2% Prefer not to answer

**Satisfaction with level of preparedness**

Of those who had received a sexual harassment report, approximately two-thirds were satisfied with their level of preparedness in responding to the report.

**Satisfaction with level of preparedness (survey)**

![Pie chart showing percentages](chart2)

- 31% Very satisfied
- 37% Moderately satisfied
- 9% Extremely satisfied
- 12% Slightly satisfied
- 7% Not at all satisfied
- 4% Prefer not to answer
Experience receiving and responding to the report

Survey respondents who, as a manager or supervisor, received a report, were asked to describe the experience. Overall, responses leaned towards feeling comfortable, equipped and confident, as compared to uncomfortable, ill-equipped and without proper resources.

This was inconsistent with the majority of long answer survey responses we received from respondents who had received reports. Many respondents who had received reports described feeling unprepared and dissatisfied with the reporting process. A number described feeling particularly uncomfortable with the resolution (or lack of resolution, from their perspective).

We also heard from managers and supervisors at the roundtable discussions. Many described feeling uncomfortable, unsupported and frustrated with the process. Some participants described feeling helpless.

3f. Strengths and weaknesses of the reporting process

Key messages

• Participants identified a number of weaknesses of the reporting process. The weaknesses related to the lack of clarity around the process, including requirements, timeframe, unknown consequences and remedies; that the process itself felt unsafe, unfriendly, or unsupportive. Many participants shared a lack of trust that the report would be taken seriously, or acknowledged and investigated; and a view that the process would not remain confidential. Other weaknesses related to restoration – how all parties and everyone else affected would be supported after the fact.

• When asked to identify strengths of the reporting process, the most common response was that a process exists. Many participants also said the recently announced ‘No Wrong Door’ approach was a strength.

We asked roundtable participants to comment on the strengths and weaknesses of the reporting process, including investigation and resolution. The vast majority of comments we received from survey and roundtable participants were about weaknesses of the process itself.

This section summarizes the comments received from both roundtable and survey participant groups.

Weaknesses of the reporting process

The following chart shows the most commonly reported weaknesses of the reporting process from both consultation groups. Participants may have identified multiple weaknesses of the reporting process.

13 Reporting process includes: disclosure, investigation, remedies, restoration and follow-up / monitoring.
Reporting process: weaknesses (survey & roundtable)

![Chart showing the percentage of comments related to weaknesses of the reporting process.]

### Chart notes:

- **Follow-through**: Refers to a lack of trust the report would be taken seriously, and acted upon and thoroughly investigated; and that the victim will not be kept informed about the process or the result of the process (e.g., if substantiated; disciplinary measure was taken).

- **Options**: Refers to concerns with the reporting options available (e.g., lack of a ‘neutral’ entity that can receive and respond to reports; and desire for an anonymous reporting option that could flag particular workplace issues without necessarily launching a personal investigation).

- **Timeframe**: Refers to concerns the report will not be prioritized, and no timeframe for reviewing or investigating.

- **Safety**: Refers to concerns that the process is unsafe, unfriendly, or not respectful; and a perceived lack of safety and security measures for individuals involved during the investigation (e.g., Will I need to work with the person while the investigation is ongoing? Safety concerns after hours?).

- **Clarity**: Refers to concerns over the lack of clarity around the reporting process (e.g., What happens next? What evidence is required?).

- **Requirements**: Refers to concerns with perceived requirements of the process (e.g., needing to speak directly with the person before bringing to the attention of management; and that mediation will be required).

- **Consequences**: Refers to concerns that consequences are unknown at the front end (e.g., the wording in the policy is vague) or after the fact (the victim will not informed of any disciplinary measures and government will not report generally on disciplinary action taken). It also includes concerns that if the report is substantiated, consequences will be weak.

- **Confidentiality**: Refers to concerns that the process will not remain confidential, which in turn could have negative consequences for both parties, including repercussions or reprisals from colleagues; and concerns with the requirement that the victim will be told they must not speak of the sexual harassment to anyone.

- **Management**: Refers to a lack of trust in management training and capacity to responsibly and fairly respond to the matter.

- **Transparency/Accountability**: Refers to concerns about who holds management, supervisors, and Human Resources accountable for responding to and investigating complaints appropriately; and concerns about lack of transparency around the reporting process in general.

- **Restoration**: Refers to concerns about what happens after the report and investigation is concluded (e.g., support returning to work; restoring workplace culture for all impacted); and the handling of unsubstantiated allegations.

- **Supports (employees)**: Refers to concerns over the adequacy of supports for both the victim and the alleged harasser, including psychological and mental health supports and concerns with EFAP’s training in dealing with sexual harassment/trauma.

- **Other**: Refers to concerns over individuals’ perceived lack of personal control over the process (e.g., being forced into mediation; and not having a say in terms of what kind of remedies are sought); and the legal test or burden of proof for any disciplinary measures.

- **HR**: Refers to specific concerns about the impartiality and responsiveness of Human Resources in the process; concerns that Human Resources is carrying a heavy burden; and the perception that the burden restricts their ability to respond to sexual harassment in a timely manner.
**Strengths of the reporting process**

The most commonly reported strengths of the reporting process were: the recently announced ‘No Wrong Door’ approach to reporting and that there is a reporting process (that one exists). Many participants referenced the ‘No Wrong Door’ policy as a positive step to ensure that employees have a number of different options for reporting depending on the situation.
4. Participant Suggestions

Roundtable and survey participants provided their suggestions to improve the Manitoba government’s efforts at preventing and addressing sexual harassment occurring in the workplace. These comments are organized under five themes related to: (1) policy; (2) prevention; (3) response; (4) reporting process; and (5) follow-up and tracking. These suggestions were shared with MLT Aikins to inform the external review of policies and procedures related to harassment and sexual harassment in Manitoba government workplaces.

Policy

1. Amend the policy’s definition of sexual harassment:
   a. Explain that sexual harassment includes any harassment based on perceived gender or sexual orientation.
   b. Ensure consistent ‘thresholds’ for authority and non-authority perpetrators of sexual harassment: amend the wording so a one-time incident of sexual harassment is sufficient to meet the threshold of sexual harassment perpetrated by anyone.
   c. Remove “who should have known it was not welcomed” from the following sentence in the existing policy “one single sexual advance by a person in an authority position who should have known it was not welcomed.”
   d. Acknowledge the power imbalance inherent in sexual harassment.
   e. Ensure the definition of sexual harassment is rooted in how the behaviour is interpreted by the person on the receiving end (subjective and flexible understanding of sexual harassment).
   f. Acknowledge the impact of sexual harassment (e.g., it can have significant and long-lasting implications).

2. Clarify the scope of the policy:
   a. Clarify how the policy and definition apply to: sexual harassment perpetuated by a client or member of the public, activities between coworkers after hours. Also, explain the definition of ‘workplace.’
   b. Acknowledge the roles and responsibilities of employees who witness sexual harassment towards another employee.

3. Strengthen and clearly define consequences:
   a. Strengthen the language in the policy.
   b. State a zero tolerance position towards sexual harassment.

4. Change the structure of the policy:
   a. Establish a stand-alone policy for sexual harassment, to better address the unique nature and dynamics involved in sexual harassment.
5. Clarify the language in the policy (e.g., flow chart and guidelines):
   a. Be more proactive: explain what management can do to create a healthy, respectful workplace (e.g., lead by example and set the tone).
   b. Make it simple and concise.
   c. Stress that the overall objective of the policy is the safety of all employees.

6. Increase the policy’s visibility:
   a. Improve the policy’s visibility on the Intranet site and in workplaces.

**Prevention**

7. Improve training on sexual harassment for all employees, including management and executives:
   • Training should be mandatory, in-person and frequently occurring.

8. Provide ongoing communication to raise awareness of sexual harassment:
   • Communicate through a variety of means (e.g., posters, emails, online and through staff and team meetings).
   • Include examples of subtle forms of sexual harassment, and the reporting processes (including contact numbers).
   • The overall message should stress sexual harassment will not be tolerated.

9. Improve the reporting process.

10. Strengthen and clarify consequences.

11. Improve leadership:
   • Leadership takes proactive steps to foster inclusive and safe workplaces by talking openly about sexual harassment and the policy, both at meetings and individually with employees. Leadership demonstrates by example how to take sexual harassment seriously and encourages and supports reports of incidents of sexual violence.

12. Provide training for management and senior management:
   • Provide specific training on how to create respectful, inclusive workplaces, including gender equality, gender responsiveness and how to respond appropriately to sexual harassment.

13. Improve employment and hiring practices:
   • Promote employment opportunities in a safe and harassment-free environment.
   • Add interview questions for management that specifically ask how candidates would respond to scenarios of sexual harassment.
• Conduct regular performance management and evaluations to hold employees and management accountable for behaviour, before it escalates.

Response
14. Improve the reporting process.

Reporting process\textsuperscript{14}

15. Establish a neutral body to receive and investigate sexual harassment reports.

16. Remove the suggested six-month timeframe for reporting in the policy.

17. Impose a timeline for responding to and investigating reports.

18. Address safety and security concerns (including maintaining confidentiality, and addressing safety during work and after-work hours).

19. Take reports seriously and follow-through on all reports.

20. Keep parties informed of progress and resolution (including whether reports were substantiated and whether disciplinary action was taken).

21. Improve supports for employees:
   • Develop specific training for EFAP on trauma and sexual harassment.
   • Offer accommodations, such as working from home or time off work.

22. Address concerns regarding workplace restoration.

23. Respond to reports with adequate consequences.

Follow-up and tracking

24. Release a final report based on consultation findings.

25. Inform staff of any policy or procedural changes that may result from the consultation process.

26. Solicit feedback from staff on an ongoing-basis on the subject.

27. Track sexual harassment in the workplace through ongoing engagement:
   • Solicit input from employees through anonymous department surveys to identify problematic areas to allow for targeted or tailored intervention and training.

28. Produce an annual report to show what is being done:
   • Ensure statistics reflect gender and diversity analysis and not only summarize number of investigations.

\textsuperscript{14} Reporting process refers to the entire process from the initial report, to investigation, restoration and follow-up.
Next Steps:

The Manitoba government committed to issuing a report on the employee consultations. This report will be considered along with the other government initiatives underway, to address harassment and sexual harassment. Updates on government progress will continue to be shared with employees.

Appendices

1. February 22, 2018 News Release:

2. Respectful Workplace and Harassment Prevention Policy:
   http://www.gov.mb.ca/csc/policyman/respect.html