

PROMOTING INCLUSION THROUGH ORGANIZATIONAL CULTURE CHANGE

**BY
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Abstract

In this paper, I explored the prevalence of systemic barriers to inclusion in public sector organizations and suggested the need for organizations to examine their own cultural practices to identify such barriers, take steps to mitigate the barriers, and bring about cultural change to improve and sustain an inclusive work environment. To this end, I used organizational auto-ethnographic analysis within a narrative analysis framework to examine my professional / personal experiences in the course of my 23-year career with the Ontario Public Service (OPS), supplemented by expert interviews with four senior officers of OPS. I identified seven key systemic barriers to inclusion created by organizational cultural practices in OPS and suggested some measures for mitigating those barriers. Based on this exercise, I designed a tool for public sector organizations, as learning organizations, to reflect on their cultural practices to identify systemic barriers to inclusion and develop plans for becoming more inclusive.

Keywords: Inclusive Design, Public Service, Organizational Culture, Systemic Barriers, Diversity, Inclusion, Organizational Auto-ethnography, Narrative Analysis.

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Dedication

To Liz

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Introduction

This major research paper, emphasizes the need for public sector organizations to function as learning organizations, constantly reviewing their organizational cultural practices to identify and mitigate systemic barriers to inclusion, in order to expand and leverage diversity as a key strategy for promoting innovation and performance excellence. Motivated by inclusive design thinking learned in the master's program and drawing data from my 23-year career with the Ontario Public Service (OPS), I use organizational auto-ethnography, expert interviews and narrative analysis to identify and discuss some systemic barriers to inclusion in the OPS. Based on this exercise I designed a prototype tool to assist organizations in identifying and managing systemic barriers to inclusion through self-examination and self-reflection. Acknowledging the limitations in the quasi-empirical design of the tool, I suggest further steps for facilitating its maturation.

Context

The world around us is changing at an increasingly rapid pace. Such a changing environment would be particularly challenging to public sector organizations. These organizations typically provide basic government services and set policies and regulations that are fair and equitable for all citizens. Therefore, the problems they seek to address are complex, requiring creative solutions (Camilleri, 2007). One avenue for expanding creativity in an organization is to ensure a diverse workforce. Diversity within organizations, especially cognitive diversity, could lead to innovation and creativity (Page, 2007).

However, diversity alone might not benefit an organization because diversity merely denotes the spectrum of human similarities and differences. To make diverse people work together, there is a need for operationalizing diversity in ways that allow the utilization of its potential. An organization can “configure opportunity, interaction, communication and decision making to utilize the potential of its diversity” by embracing inclusion (Woods, 2002, p.38). Thus, inclusion is about organizations, while diversity is about people. Diversity is as complex as human beings. Inclusion, therefore, becomes challenging for organizations to manage.

An organizational environment that allows people with multiple backgrounds, mindsets and ways of thinking to work effectively together and to perform to their highest potential to achieve organizational objectives based on sound principles displays a culture of inclusion. In such an environment, different voices are respected and heard, diverse viewpoints, perspectives and approaches are valued and everyone is encouraged to make a unique and meaningful contribution (Pless and Maak, 2004)

Making inclusion work in an organization requires the development of organizational culture in conducive ways. Organizational culture, simply put, is a shared understanding among its people about how processes work (Woods, 2002, p.38). Inclusive organizational culture would allow the people in the organization to advance their individual actions flexibly, yet consistently, towards achieving organizational goals.

An important requirement for inclusive organizational culture would be the operation of the organization as a *learning organization* in order to reap the benefits of multiple perspectives emerging from its diverse people into improved performance outcomes. Peter Senge, who popularized learning organizations in his book *The Fifth Discipline*, described them as places “where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning how to learn together.” (Senge, 2006, p.3).

Without new learning, the same practices would get repeated in a cultural status quo, leading to the same results. Even with new learning, organizational culture needs to be constantly monitored and changed to reap the benefits of the learning. Given that diversity is at the heart of innovation, and inclusion is about making diversity work, learning organizations ought to monitor their level of inclusion and attempt to enhance it. More often than not, inclusion is measurable by the lack of it, that is, by the barriers to inclusion existing in the organization.

Barriers to inclusion could occur in many forms such as attitudinal, physical, environmental, technological and systemic. From a systems perspective, systemic barriers to inclusion would be the most relevant in a discussion about organizational culture and culture change, and could occur in the form of policies, practices or procedures that result in some people receiving unequal access or being excluded. A learning organization might be able to identify systemic

barriers to inclusion through self-examination and self-reflection and also by scanning how other organizations are performing in this regard. By focusing on enabling culture change, in ways that mitigate barriers that are identified, organizations could improve inclusion.

Motivation

Having thus set the context for my work, I now proceed to present the circumstances that led me to this research. During my long career with the Ontario Public Service (OPS) since 1992, I had often been troubled by instances of disparities in policies and practices, without knowing how to make sense of them well enough to do something about them. In 2015, I enrolled into a master's program in inclusive design where the very first course was about unlearning all that I knew about diversity, inclusion and accessibility, and learning them all over again using the framework of inclusive design.

The inclusive design framework has three dimensions (Treviranus, 2016) as shown in Figure 1.

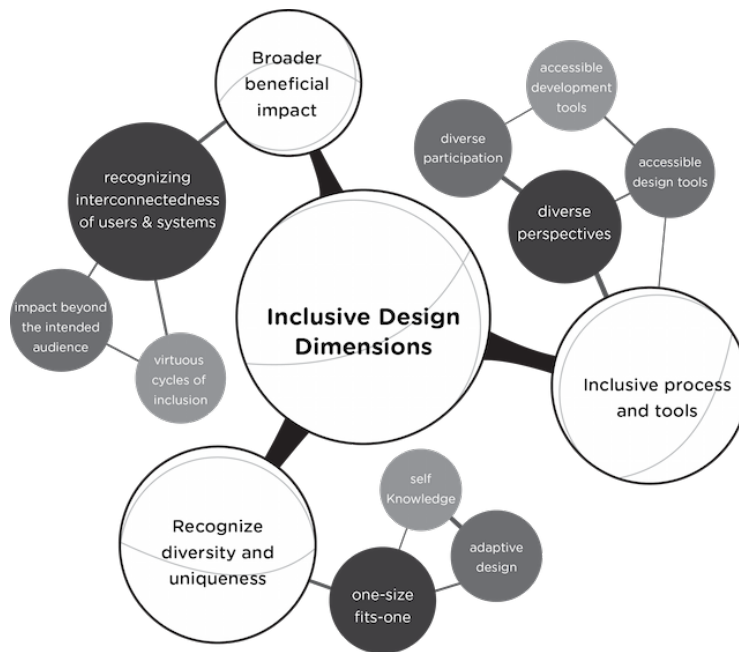


Figure 1: Three Dimensions of Inclusive Design

As a philosophy, inclusive design requires organizations to expand their self-knowledge and recognize diversity and uniqueness in their people; use inclusive processes and tools to harness their diverse perspectives; and recognize the interconnectedness of their people and their systems to enable broader beneficial impact of their inclusive measures.

At the end of the first year of the two-year master's program, I retired from OPS. This afforded objectivity to my thinking about OPS and its practices. I felt motivated to apply the inclusive design framework to explore the organizational practices of OPS and specifically examine the ones that had previously troubled me.

Process

I chose a narrative analysis approach to examine my personal work history and experience with the Ontario Public Service (OPS) since that afforded telling the stories the way I had lived through them. Using organizational auto-ethnography to record critical incidents in my work journey, I used that personal narration as data for my analysis of systemic barriers in the organizational cultural practices of OPS. I supplemented this data with expert interviews of key senior officers in current employment with OPS with whom I had previously worked. My analysis resulted in the identification of seven high level systemic barriers, which I further explored from the perspective of managing and mitigating. I documented this process in the form of a tool. With further iterations of design and development, the tool could facilitate organizations in systematically examining their own cultural practices to identify and manage systemic barriers to inclusion.

Background

Diversity and Inclusion

In an organizational context, the terms “diversity”, “inclusion” and “accessibility” are related. Diversity is about making sure there’s a good mix, or representation, in the workforce. Inclusion is about enabling the diverse mix to work well together. Accessibility is about providing the environment for inclusion to happen. The public sector has three roles related to diversity, inclusion and accessibility. First, the responsibility to develop policies that create an inclusive society; second, the role to regulate compliance to policies; and third, the requirement to model the policy intent internally.

In Ontario, the Ontario Public Service (OPS) is mandated by its policies as well as by regulations such as the Canadian Human Rights Act, 1977 and the Accessibility for Ontarians with Disabilities Act, 2005 to create an inclusive social and business environment. OPS is aided by government bodies such as the Human Rights Commission and the Accessibility Directorate in helping individuals and employers comply with equity related legislations.

The population of Canada, particularly that of Ontario, is becoming increasingly diverse over time. Ontario has one of the most diverse populations in the world, representing a wide range of cultures. Public sector organizations recognize the changing demographic and the benefits diversity brings to service delivery and public administration as a whole. Diversity and inclusion programs are commonly

found in public administration. These diversity-related programs, together with an increase in well qualified job applicants, have led to an increase in the representation of people from various cultural backgrounds in the workforce. However, we find that diverse groups are marginalized in the workplaces and there is an over-representation in lower paying, junior level jobs while there is an under-representation in senior level jobs.

The public sector has been successful in building a diverse workplace but it faces challenges recognizing and tapping into the benefits diversity brings to public service. The number of cases of discrimination reported are increasing and managers spend valuable time dealing with grievances which has further deteriorated relations between the employer and the unions that represent the workforce. Employee engagement, turnover rate, and employee morale impede the public sector efforts to provide best value for tax-payer's money.

Public service diversity and inclusion programs are failing to deliver on creating an inclusive workplace culture. Personnel responsible for diversity and inclusion programs are often caught up in a reactive mode as they focus mainly on managing cases of discrimination. Creating an inclusive organizational culture requires a culture change and the public sector fails here because they have largely not been able to bring about a culture change. Stereotypes, bias, and blind spots go unchecked in every aspect of public administration from policy making, budget allocation, program delivery and planning exercises. Diversity is

viewed mostly as a point of difference in ethnic background, disabilities and gender.

Scott Page, in his book titled *The Difference: How the Power of Diversity Creates Better Groups, Firms, Schools and Societies*, provides a different view of diversity. Page goes beyond the conventional wisdom that other things being equal, diversity trumps like-mindedness. Page makes the startling claim that diversity often trumps ability. In some situations, a group of ordinary people who are diverse can defeat a group of like-minded experts. Page backs up his claim with detailed arguments and evidence. The power of diversity also has the ability to make better predictions about the outcome than the experts.

Cultural Change for Inclusion

Public sector culture and its systems operate in an environment that was designed for a time when the workplaces, and society in general, were homogenous. White men were the dominant group and policies and processes were built by them and suited their needs. These practices create many systemic barriers that prevent realization of the value diversity brings to the organization. Now the public sector must adopt new practices which requires a new perspective and a new way of fulfilling its triple responsibility of policy making, regulating compliance and modeling inclusion. However, most organizations have failed to achieve the desired results with their efforts to meet the diversity challenge (Cox, 2001).

Culture change requires more than increasing staff diversity and establishing diversity offices. It requires a change in its operations and systems in order to ensure everyone in the workplace has the opportunity to perform at their best without discrimination, whether overt or systemic. It requires a different set of leadership competencies, which includes knowing and valuing the differences people bring, inspiring others, being empathetic, and treating individuals without stereotypes, bias, and blind spots. It also requires re-examining and changing, where necessary, its learning strategies, operations, systems, values and assumptions that drive the organizational culture.

Organizational Culture Model

In the context of the role played by organizational culture in organizational transformation, Edgar Schein speaks of culture as follows:

Culture is about shared mental models--shared ways of how we perceive the world, what mental categories we use for sorting it out, how we emotionally react to what we perceive, and how we put value on things. Culture is about shared tacit ways of being, it reflects the deeper and more pervasive elements of our group life, and it operates outside of our awareness, so we are often quite ignorant of the degree to which our culture influences us until we run into someone from a different culture.

(Schein, 1995, p. 12)

Edgar Schein divided organizational culture into three different levels: Artefacts and symbols, espoused values, and basic underlying assumptions. The three

levels of the Organizational Culture Model are sometimes represented as an onion model (Figure 2), as it is based on different layers.

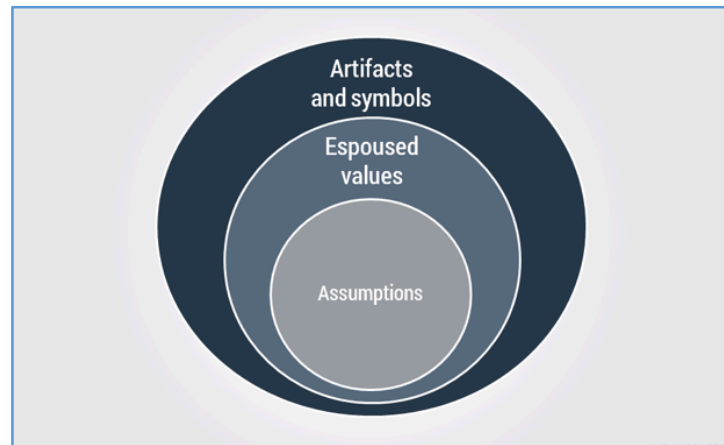


Figure 2: Organizational Culture Model (onion model) – Edgar Schein

Artefacts and symbols

Artefacts mark the surface of the organization. They are the visible elements in the organization such as logos, architecture, structure, policies, processes, rituals and language. These are not only visible to the employees but also visible and recognizable to external parties.

Espoused Values

This concerns standards, values and rules of conduct. How does the organization express strategies, objectives and philosophies and how are these made public? Problems could arise when the ideas of leaders and managers are not in line with the basic assumptions of the organization.

Basic underlying assumptions

The basic underlying assumptions are deeply embedded in the organizational culture and are experienced as self-evident and unconscious behaviour. Assumptions are hard to recognize from within.

Deeply embedded in the core of the onion we find assumptions about “how the world works” according to all the people who belong to the organization. These stem from experiences and perceptions. Between this layer and the layer in which the values are embedded, there may be another layer in which we find the so-called “heroes”; people who play or have played an important role in the organization and who are admired. These have partly become unconscious assumptions and they are considered to be self-evident therefore it is assumed that they need not be discussed. Around the core we find the values. The artefacts and symbols can be found in the outer layers of the onion, which are fairly easy to adapt and easy to change. The deeper the layer, the harder it becomes to adjust it.

Organizational Culture Change

Schein’s Organizational Culture Model also provides points of reference to create cultural change. According to Schein it is sensible to have discussions with as many employees as possible to discover the underlying backgrounds and aspects of the organizational culture. These could be a basis for cultural change. People should be aware that cultural change is a transformation process and the

relevant behaviour must be unlearned first before new behaviour can be learned in its place. When a difference arises between the desired and the prevailing culture, cultural interventions should take place. The responsibility for making this happen lies with senior management supported by a human resources and organizational development departments and this requires a comprehensive approach. It would not be enough to just create a new logo, corporate style or training programs. It is important that results are measured and that good performance is rewarded.

In his book *The corporate culture survival guide*, Schein (2009) proposed a model for organizational culture change, which I have adapted as given in Figure 3, where change is brought about through repeated generative and corrective feedback loops followed by performance assessment.

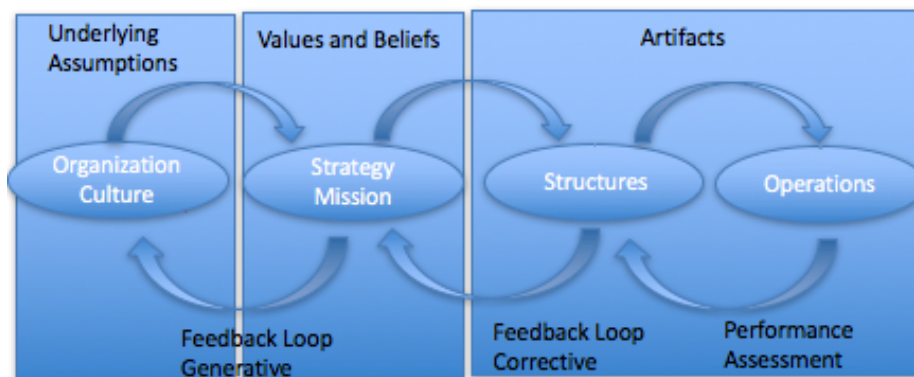


Figure 3: Organizational Culture Change to Promote Inclusion

– adapted from (Schein, 2009)

Dauber, Fink, and Yolles (2012) discuss Schein's model of organizational culture change in their paper "*A Configuration Model of Organizational Culture*" and explore the relationship between organizational culture, strategy, structure and operations of an organization. The writers postulate that organizational structures and organizational behaviour are linked to each other as they both refer to artifacts and are observable. Organizational structures provide framework for how the organization operates and guide behaviour of people in the organization. At the same time behaviour is also linked to structure thus allowing for recalibration of the organizational structure if business performance falls short of expectations.

Organizational strategies are the overall approach for reaching long term business goals and objectives. Therefore, one could argue that espoused values have an impact on artifacts which in turn impact espoused values. Therefore, we can say that different strategies require different structures. An assessment of organizational performance can provide learning and impetus for change in strategies. However, organizations might not learn from mistakes; only organizations that construct structures and strategies to maximize organizational learning can be considered as learning organizations (Dauber, Fink and Yolles, 2012). Examples of barriers to learning organizations could be poor coordination of functions and poor communications. Learning processes rely on effective organizational processes such as an effective flow of information from top-down, bottom-up and horizontally. This is referred to as single-loop learning and leads

to identifying errors or poor business performance and making adjustments to strategies.

Double loop learning refers to a higher level of organizational learning where underlying assumptions are questioned and changed. This may include underlying organizational objectives. Argyrus and Schon (1978) show that many organizations are capable of single-loop learning, but do not learn at a higher level.

Single loop learning is a prerequisite to double loop learning. Furthermore, changes in strategy can be caused without single loop learning. Organizational leaders and organizational development practitioners would be wise to turn their attention to creating systems at both levels and not start with creating systems for double loop learning.

Schein's model suggests that organizational culture (underlying assumptions) reflects espoused values (strategies) and structure, processes (artifacts) are to be systematically aligned. This provides a framework for organizational culture change and inclusion by creating systems for learning that are designed for learning that causes changes in structure and operations, espoused values; and underlying assumptions.

In the following sections of this report, I report the process and outcomes of my exploration of organizational cultural practices in the OPS.

The Research Process

The objective of my research was to explore the organizational cultural practices in the Ontario Public Service (OPS). For this, I chose to adopt a narrative inquiry approach, which affords the telling and interpreting of stories, because I wanted to look at the organizational cultural practices through stories about my own experiences and those of others who worked with me. Clandinin & Rosiek (2007, p. 35) emphasize the significance of stories in social science research as follows:

Human beings have lived out and told stories about that living for as long as we could talk. And then we have talked about the stories we tell for almost as long. These lived and told stories and the talk about the stories are one of the ways that we fill our world with meaning and enlist one another's assistance in building lives and communities. What feels new is the emergence of narrative methodologies in the field of social science research.

As a retired employee of OPS, I chose to record critical incidents from my career in the form of vignettes using the organizational auto-ethnography method and complemented them with stories elicited from senior officers currently working in OPS through expert interviews. I analyzed the data thus collected about the cultural practices in OPS to identify key themes and sub-themes that posed barriers to inclusion.

Organizational Auto-ethnography

Auto-ethnography means to write (research) about a nation (group of people) and the self (the researcher), where auto-ethnographers have the freedom to vary in their emphasis on *auto* or *self*, *ethnos* or *people*, and *graphy* or *writing* (Reed-Danahay, 1997). Under the methodology of ethnography, I chose organizational auto-ethnography as the appropriate method for my research. This method allowed me to not only write about my experiences but also to be critical about those experiences as an insider.

Organizational auto-ethnography affords some unique benefits. The stories I described in the vignettes are written within particular situations and are not transferable to other situations. I have 23-years of experience in the public sector where I have worked as an internal organizational development consultant. As a senior manager I have gained extensive insights into diversity and inclusion related programs and developed expertise in the field of organizational learning. I have worked directly with senior management teams and learned about how they identify and prioritize policy making and programs and how decisions are made. Using organizational auto-ethnography gave me the opportunity to reflect on my experiences and observations and discover in-depth insights that might otherwise have not been possible.

This qualitative research method I chose allowed me to examine complex situations and to express my thoughts and feelings that would not come to surface via other methods. These insights cannot be reduced to numbers but

provide deeper learning about cultural practices and systemic barriers. I also chose this method because I am no longer working in the organization and this provides me the opportunity to express my thoughts with the knowledge I have gained about inclusive design through my studies in ways that I could not when I was working in that culture. As well, other people who experienced the same situation may not interpret them the same way as I have.

Revealing my inner thoughts and feelings through these narrations required honesty and willingness to self-disclose. My motivation to apply the inclusive design philosophy to an organizational problem at the systems level afforded the courage required for such enterprise. One limitation of this method could be the subjective nature of my documentation of my own experiences. I acknowledge that my experience and interpretations could be different from those of others who experienced the same incidents. Further, the same exercise done with a different set of incidents by another researcher might yield results dissimilar to mine.

Cognizant of the argument of Doloriert and Sambrook (2012, p.86), that “a narrative formed from memories can represent a partial and incomplete “truth” and become distorted over time” (p. 86), I also gathered data from senior officers currently employed with OPS. This served to calibrate my observations and limit personal distortion.

Expert Interviews

I supplemented my critical incident reporting with interviews of four senior officers in the OPS. These officials carry responsibility for transformational and culture change in the organization. Through these interviews I tried to gather an alternative perspective external to my own about systemic barriers others faced while attempting to create change within the OPS. The stories and interviews together formed the core data for my research. I analyzed this data using a content analysis method to identify patterns indicating systemic barriers to inclusion and consolidated the identified patterns to arrive at a list of barriers possibly prevailing in OPS and other public service organizations. I discuss these barriers later in the report along with a review of their impact and suggestions for mitigation.

I transformed the process I followed for the above exercise into a tool that organizations could use for self-examination of, and self-reflection over, their organizational cultural practices to identify and mitigate systemic barriers to inclusion. Further steps in this research would include iterations of the tool design in collaboration with public sector organizations.

Story-telling through Vignettes and Interviews

In this section I present four vignettes representing four critical incidents during my career with the Ontario Public Service (OPS) that I chose to record to illustrate some organizational cultural practices around the workplace environment, the dichotomy of belonging vs. fitting-in, MTO's 100th Anniversary, and an inclusive design experiment on the Connected Vehicle / Automated Vehicle (CV/AV) program. Following them are extracts from four expert interviews I conducted with key senior officers working in OPS. I have taken necessary precautions to protect the anonymity of actors in the vignettes and the interviews by changing the names, gender identifier, and job titles. I did not change the situations described in the vignettes as that is vital to recording the events.

Both in recording the vignettes and in reporting the interviews, I respect the relational ethics demanded of researchers using auto-ethnography as “[doing what is necessary to be] true to one’s character and responsible for one’s actions and their consequences on others” (Slattery & Rapp, 2003, p. 55).

Vignettes

1. Workplace Environment

Background

My family immigrated to Canada when I was 12-years old. I wanted to fit in and be like other kids. I was a coloured Muslim boy who didn't want to be seen as an immigrant or as being different. Later I would learn that assimilation doesn't work. The community I lived in Toronto was much more homogeneous then and there were not many new immigrants from Asia or Africa. I made friends with the Jewish and Italian schoolmates and some have become life-long close friends.

I went through high school and postsecondary education but my grades were barely pass-worthy and I did not finish my undergraduate education. I went to work and continued my studies part-time throughout my career. I had a keen interest in continuing to learn and advance my career, which I did. I started my career in a department store, advanced quickly to a managerial position and progressed to a head office function in the national training department. I felt I needed to work extra hard and be more aggressive in the pursuit of my career goals. This experience in the field of adult education brought me to the OPS and served me well throughout my career.

I have had an amazing 23-year career in the Ontario Public Service and the Ministry of Transportation where I spent most of the time. I began as a 34-year-old enthusiastic, hard-working man with an open mind and plenty of energy. My bosses liked me. My wife Liz and I were starting a family life with two young children: Anah, age 3 and Omar, age 1.

I was hired as a training officer in the Ministry of Community and Social Services in the Employment Equity Office. I quickly learned the employment equity regulations and felt at ease designing a training curriculum for managers and staff in the ministry. However, I did not have the depth of understanding about some very complex areas such as anti-racism education and disabilities. I delivered more than 200 workshops to ministry staff and managers over a two-year period.

After two years, I competed for a position in the Ministry of Transportation (MTO) and was hired as an Education and Communication Officer. I spent most of my career in MTO, moving to progressively responsible positions and, finally, into a senior management role. I engaged and coordinated an international partnership between the Ontario Public Service and the Uganda Public Service. I gained tremendous insights by working with executives and organizing study missions in Canada as well as Uganda.

Social Environment

The social environment in MTO is conducive to camaraderie and people often develop lifelong friendships. It is not unusual to find people engaged in relationships and ending up getting married. I have known many colleagues, and sometimes their families, and the “ups and downs” in each other’s lives. These phenomena can be found in the regional offices as well as in the head office. The employee turnover is very low. Most employees stay in MTO rather than

transferring to another ministry; they tend to retire rather than leave for another employer.

The retirement parties were a big event in MTO compared to other organizations in the OPS such as the Diversity Office where I observed a colleague retiring after 30 years of service being given a minimal, low-key retirement party.

There are many organized activities in MTO where staff can socialize outside the office. There are hockey clubs, curling clubs, and other sports or social gatherings. However, these groups tend to be homogeneous. Customarily, most offices in the ministry celebrate staff birthdays, baby showers, and other events.

Racial minorities form their own groups and one can find South Asians regularly gather for coffee or lunch in the cafeteria. Minority groups in the regions are scarce and often they do not have others to socialize with.

My own experience has been that when I try to fit into a homogenous group, I still feel like an outsider. My own customs, traditions, and values are not the same as others in the homogenous group. It is a matter of a feeling of “belonging” rather than “fitting in”. Being a Muslim, I felt like I was seen as being different. After the 9/11 terrorist attacks I was always conscious of what I heard in the media and wondered how my colleagues view the discourse about Muslims. Overall, I do not feel I was held back from development opportunities and promotions due to my race or religion but I wonder sometimes how my race and religion affected my career progression.

The management team comprised entirely of women of colour and they didn't socialize with most staff. I had invited my supervisor for coffee a few times but my invitation was never accepted. Initially, I thought that my supervisor was just busy and didn't have time for socializing with me, but later I wondered that perhaps it was unconscious bias that prevented her from seeing that she was repeatedly denying any social time with her. Staff could always tell what mood the supervisors were in. If they were in a bad mood, they would walk the corridor of the office without acknowledging the staff. It was not unusual to find the supervisors' door closed with a sign that read "Do not disturb".

Humour in Workplace

Ahmed retired after 35-years of service with the Ministry of Transportation. He was the manager of Fleet Services Office in the province and lead a team who managed several hundred vehicles throughout the province. He also managed an Executive Services Office which was located in Queen's Park. Ahmed and his staff provided chauffeur services to most senior government officials as well as managed the acquisition of fleet and personal vehicles assigned to deputies and ministers. Ahmed handled this service personally and earned a reputation for providing excellent customer service. He paid attention to the needs of the officials he serviced to ensure that his clients' needs were well served.

Ahmed's service was celebrated during a division-wide meeting which was attended by all staff from the Corporate Services Division; an event that takes place every quarter. The purpose is for the assistant deputy minister to speak

with all the staff about business priorities and other updates. Special milestones were also celebrated during the meetings. In his speech the assistant deputy minister expressed his appreciation for Ahmed's dedication to his work and his reputation for service excellence. He also told a story about Ahmed's early days in the job. Ahmed's job was located in the government garage where vehicles were stored and maintained. Ahmed had a small office area in the garage where he did his paperwork and performed the managerial duties of his job. The assistant deputy minister made a humorous remark about Ahmed observing that he would come to work dressed formally in a suit and tie while other staff wore casual clothing more suited to working in this type of setting.

The staff at the divisional meeting laughed. However, Ahmed himself did not appreciate the joke. I noticed that Ahmed kept a serious face while others laughed and didn't seem to find the humour in the remarks. This made me feel very uncomfortable

Ahmed is a well-educated South Asian man practicing Islam. Formality and respect for authority are important cultural values in South Asian culture. During my employment in the MTO I found that staff who were not from the mainstream culture found it difficult to integrate into the organizational culture. I wanted to "fit in" but could not.

2. Belonging vs. Fitting-In

Introduction

I was happy to be seconded to the Ontario Public Service Diversity Office in 2013 where I spent almost two years. My secondment there was among the most exciting yet frustrating experiences in my career in the OPS. I learned a great deal about organizational change and inclusion, which are areas that I am passionate about and had pursued throughout my career. I learned about how things operate in the central agency and developed an enterprise-wide perspective on my work. I learned to design, develop, implement and evaluate programs for all ministries across the OPS. I saw successes and failures. I could contrast the central agency perspective of planning and administration that I got to see in the Diversity Office with the line ministry perspective of program implementation that I had previously seen in MTO.

My supervisor taught me the difference between “fitting-in” versus “belonging”. He taught me that the work we do in the Diversity Office is to have everyone feel as if they belong, not just fit in. I was happy to be back working in the field of organizational change, equity and human rights. My first job in the OPS was in the Employment Equity Office in a line ministry where I worked on designing and delivering a training and outreach program.

I came to the Diversity Office without competing for the position. My position belonged in the management, and excluded classification which meant

that staffing decisions were not governed by the collective bargaining agreement and a job competition was not necessary if it was deemed to serve the needs of the organization. The Assistant Deputy Minister was aware of my career interests and my talents. He arranged for the secondment with the Chief Diversity Officer. I found out later that my Director was not aware of this arrangement.

I met and worked with people who have dedicated their career to diversity and inclusion, many of them carrying on their work outside the OPS and into communities. I saw visible support for inclusion from the Secretary of Cabinet when they spoke about inclusion at functions. However, not everyone who served as a Secretary of Cabinet showed commitment to inclusion. Occasionally some deputy ministers took on the responsibility of mentoring a staff member from a marginalized group. Some deputies dedicated time in their very demanding schedules to attend to their commitment to diversity and inclusion. It was clear which deputies were not committed as they would not show up for diversity and inclusion related engagements. It seemed to me that despite the support from the most senior public service officials, the Diversity Office fell short of the culture change that is required for creating an inclusive organization.

Leading Organizational Change

The workplace environment in the Diversity Office was very different from the other areas I had worked in. It was a very welcoming place and everyone was congenial and personable. Colleagues invited me for coffee or lunch on several occasions.

However, the management cadre in the Diversity Office was very different from others I had known. They often seemed very busy with attending to matters pertaining to politics and the sustaining of the Diversity Office. Although the Diversity Office had launched some significant programs, they seemed to have difficulty implementing them, and managing relations with ministries and employee groups. These programs included the launch of the OPS Inclusion Plan which laid out strategies for creating an inclusive OPS. The Inclusion Lens was another key initiative. It was a tool that staff could use to identify and address barriers faced by marginalized groups as programs were developed and implemented throughout the OPS.

The structure of the Diversity Office was also different than other areas of the OPS; it was led by a Chief Diversity Officer, an equivalent position to an assistant deputy minister. There were three directors reporting to the chief diversity officer including a communications director. There were no managers or team leads. Directors supervised the work of senior analyst, administrative staff as well as students, which called for much effort and time. It was not unusual to see senior managers spend much of the workday managing issues and positioning the diversity office in a positive light with the ministry's senior management team. The communications director and her staff had a prominent role in the diversity office. My own director would sometimes shut her office door and put up a sign: "Do not disturb". The director's work included work that would normally be delegated. This structure also meant that the directors were not directing;

instead they were the workers themselves, but mainly managing issues and politics of dealing with ministries.

Implementing the OPS Inclusion Plan

I was responsible for developing an inclusion strategy for the middle managers in the OPS. My director told me that she was confident that I would come through successfully and deliver on the middle manager strategy. I felt confident and driven to design a strategy to support middle managers in creating an inclusive environment in their office or branch. I began to build networks with middle managers and partners across the OPS. Later I found that my director was too busy to help me with my work by reviewing my work, providing feedback and attending meetings with networks. Even without any direction, guidance or support from my director, I managed to design a multi-pronged strategy which included:

- establishing a learning path to build the capacity of middle managers to create inclusive practices in their office or branch;
- recognizing and rewarding middle managers who demonstrate inclusive leadership;
- building partnerships internally and externally to create opportunities for inclusive culture; and

- storytelling of inclusive leadership from middle managers that demonstrates inclusive practices.

By this time the assistant deputy minister who had approved my secondment was transferred to another ministry and another person was placed in the job as acting assistant deputy minister. This is when I began to notice that the director, and subsequently the management team did not see me in a positive light. I also noticed the middle manager file I was leading did not get any funding for resources required to implement the strategies. I thought that this was simply a matter of other programs being favoured by the director because they were more advanced or better than the work I was doing. Later it occurred to me that perhaps my director's implicit bias toward me held back my work.

I submitted my program proposal to my director only to have it sit in her office for two months. It was never brought to the Chief Diversity Officer (Assistant Deputy Minister) whose approval was necessary to proceed. I did not get any feedback on my work. My performance appraisal was meaningless and I didn't get any constructive feedback. I found out later that this could be because I had not followed the cultural practice in the Diversity Office of receiving approval from both the Director and the Assistant Deputy Minister for the middle manager strategy.

The Chief Diversity Officer was transferred to another position in the OPS. I noticed a change in my Director's behaviour. I was assigned work not related to

the middle manager strategy such as developing matrix management tools which would allow the director to have even less interaction with staff.

There were staff in the office that the Director favoured; I was not one of them. I tried to build a relationship with my Director by inviting him to have coffee or lunch with me on several occasions but to no avail.

Middle Managers

There were approximately 1500 middle managers in the OPS in my time. Women held a slight edge over men in representation while there were few middle managers who were non-white, and very few had visible disabilities.

Middle managers were seen to be highly educated and very dedicated, working long hours to “keep the ball in the air” as they delivered public services, programs, and continually satisfied the political wants and needs of the Minister.

The level of commitment many deputy ministers and assistant deputy ministers demonstrated often did not permeate down to the middle manager cadre. I found that the job pressures under which middle managers perform to be stressful, with people taking mental short cuts. During my secondment in the OPS Diversity Office I attended a training program organized for the purpose of enhancing their inclusive leadership. I found most managers did not have the awareness and competencies needed for inclusive leadership. Occasionally I heard a manager say “we don’t have anyone with a disability (or racial minority) here” and “diversity is for people in Toronto; it doesn’t apply to us in smaller

cities”. Some did not have the necessary mindset while some others held biases and stereotypes about people not from the mainstream. I heard reaction and comments from middle managers in training workshops that showed some stereotypical and biased views they held about people. It was not unusual for me to witness discriminatory behaviour among middle managers throughout my career but most pronounced was my experience during equity-related workshops.

Employee Engagement

The OPS conducted employee surveys every second year and the results from each ministry and each branch were presented to the management team and to the staff. Results for the Diversity Office showed that employees were not satisfied with the work environment, and the overall results were poor, as in the previous survey. The management team assigned a group of staff to develop and implement a plan to address concerns that surfaced in the employee survey. This group of staff developed a plan that promoted social events such as “Cookie Wednesdays” where staff brought cookies to the office to share with others. The management team didn’t seem to place priority on employee engagement and relied on the group to take care of that. The staff morale and employee engagement appeared to remain unchanged.

System for Collaboration

As directed by the Diversity Office, each ministry was required to develop an annual plan through its own diversity and accessibility office. Ministries assigned staff to manage the inclusion file as well as the accessibility file. The relationship between the Diversity Office and the ministries was problematic. The ministries felt they were not heard or informed by the Diversity Office. There were many complaints from the ministries about the lack of proper support and communication and interactions were often confrontational. The staff and management in the Diversity Office saw this kind of reaction from the ministries as a form of resistance and so they regarded the ministries as adversaries. In such a hostile climate between the Diversity Office and the ministries, any attempt to plan and implement activities to improve diversity and accessibility initiatives did not bear the desired results.

Employee Networks

There were cross-ministry employee networks established in the OPS under the direction of the OPS Diversity Office. The groups were: South Asian; East Asian; Blacks; People with Disabilities; LGBTQ; and Francophone. Prior to taking the secondment to the OPS diversity office, I was a member of the South Asian Employee Network. The Network assessed members' needs and desires and planned programs and events accordingly. Some events were related to learning the needs of the members while others were social events. A deputy minister was assigned to sponsor each network. The networks were also to be supported

by the OPS Diversity Office by funding events and seeking their input into programming. However, the relationship between the networks and the OPS Diversity Office was often confrontational and there were disagreements on key issues. For example, the network of black employees was pushing the Diversity Office to develop an anti-racism policy and program and the Diversity Office did not agree with the network on how to proceed. After much consternation, a pilot program was developed to provide developmental opportunities to fifty black women who had been working in administrative positions for many years to work in a more senior role. These women were well educated and qualified for higher paying jobs, and the black network argued that they have been held back due to discrimination and stereotyping.

The employees belonging to the groups who were outside the core downtown Toronto area did not participate, nor were they invited to participate, in the network's' activities. The network became a program for staff who worked in Queen's Park or offices in surrounding areas.

Staff who were assigned in the ministries to work on diversity and accessibility files also carried other responsibilities and when they encountered poor relations with the OPS Diversity Office, they withdrew and only did minimal work. In many ministries diversity, inclusion and accessibility took a back seat.

Ineffective implementation of the Inclusion Lens

The Inclusion Lens is an award-winning tool that allows OPS staff to consider the groups of people who would be impacted by the program or policy they are working on. The tool consists of key questions for its users so that they can think about the needs of diverse groups of people. The Lens does not, however, lead the users to consider the biases they might hold, and therefore, does not have the utility as it might if it were to include reflection on their personal biases. Also, there is no impetus for OPS managers and program staff to use the Lens as there is no expectation from their supervisors and there are no consequences for not using it.

3. MTO's 100th Anniversary

Introduction

In April 2014 I returned to my home ministry, the Ministry of Transportation (MTO). Two years prior, I had been seconded to the Ontario Public Service (OPS) Diversity Office in the Ministry of Government Services as I was keen on pursuing my interest in equity and inclusion and organizational development. The Assistant Deputy Minister, Charles, who had been a mentor, knew that I was interested in working on diversity and inclusion and had recommended me for a secondment to the OPS Diversity Office.

I was happy to return to MTO. I found myself working with people I had known for most of my career; we knew each other's families and were familiar with the ups

and downs in their lives. My supervisor Cathy was the director of human resources and her supervisor was Samantha, the chief administrative officer. We had all been peers at some time. My own position was equivalent to a senior manager, just below the level of a director.

I was happy to return to MTO, and I sent an email to a few people, most of who were my seniors now, stating how pleased I am to be back working with them and that I felt like I belonged to a “family” in MTO. Much to my surprise, no one responded; this made me wonder whether I was being too sentimental or whether I was being snubbed because they were in positions of higher authority.

Positioning MTO for the Next Century

When I returned to MTO, the ministry, which had been created as the Ontario Ministry of Transportation in 1916 through an ordinance, was approaching its 100th anniversary. There was much excitement about the upcoming anniversary. The Deputy Minister, Sandy, and her senior management team saw this an opportunity to celebrate MTO’s tradition of achievements in supporting economic growth in the province by providing safe transportation of good and people. This occasion was seen as an opportunity to engage staff in planning celebratory events across the province so that they feel pride in belonging to this organization.

This momentous occasion also provided an opportunity for the ministry to reflect on its history and position itself to meet the business challenges it faces today,

and would in the future. These challenges were primarily about positioning the ministry to manage business such as traffic congestion, transit planning to meet the population growth, improve rail safety, prepare for autonomous vehicles, road safety, and improve oversight responsibilities of third party service delivery.

The senior management team understood that in order to meet the business challenges of the future, an inward looking perspective was needed to examine governance practices such as decision making processes, risk management, how the ministry is structurally organized, senior management team's practices, employee engagement, etc.

Getting Organized

A project team was formed to plan and carry out the activities. The director of human resources branch was appointed to oversee the project. I was assigned to review the ministry's governance model.

A forum was organized to seek directors' perspectives on how the ministry might plan for the upcoming 100th anniversary. There are about 35 directors in the ministry who are among the most dedicated and hard-working individuals. They ensure the functions of the ministry are delivered effectively while providing best use of the taxpayers' dollars. Most of the directors came up the ranks in the ministry. Having worked in the ministry for 23 years, I had known and interacted with most of them at some point or the other in my career. The directors were responsible for transit and transportation planning and provided policy advice to

the government to ensure that Ontario's road users are safe, and Ontario's highways and bridges are constructed and maintained to meet the demands of travellers. Corporate services provide business support to core businesses in the ministry. The director group does not meet as a group; there is no forum for cross-division dialogue among the group. Each division, however, has its own management committee where directors and the assistant deputy minister meet weekly. The project team organized several meetings with the director group to inform them about the project and seek their input. An advisory group was formed to provide direction

The project was led by Cathy, and executive lead was the CAO, Samantha. There were three streams of work in the project: celebration; strategic planning; and governance. I had the responsibility to review the governance practices and recommend improvements.

Governance Review

The new governance model was to provide the foundation for the cultural change that would help shape the ministry into one that is more cohesive working collaboratively, deploying ministry resources more strategically and efficiently, and horizontally with stakeholders and partners outside the ministry.

Although I had no formal education in the field of governance, in previous jobs in MTO I had come to know aspects of governance such as how the ministry manages risks, how decisions are made, how the ministry is structured, and how

the senior management team operates. I began my learning by meeting with experts in the field, reading publications and articles, and participating in workshops that specialized in public sector governance. I discovered exciting ways in which public sector organizations in municipalities, provinces and other countries were managing open government, governance, public engagement and innovation. I was excited about the prospects of discovering new and better ways the deputy and her senior management team could operate the ministry.

My research showed early that governance model and practices are established by the central agency of the OPS, the Public Service Commission and that MTO and other line ministries are expected to operate within the governance direction set centrally. However, there are many opportunities for MTO to improve the way the senior management team views governance and the degree to which they are they prepared to function as a governing entity. Other opportunities included a review of how and what type of risks are identified and managed, as well as, who makes what type of decisions.

Once I learned about public sector governance practices, I began to think about how I would go about making recommendations that might improve MTO practices within the broader governance framework set by the Public Service Commission. In the broader OPS governance framework the governing entity was the Cabinet Committee, and their ambit included code of conduct; core leadership competencies; financial and human resources delegation of authority; audit committees; and disclosure of wrongdoing.

I spoke to Cathy about the possible aspects of governance that we might focus on. Cathy and I agreed that we can examine the senior management team's practices.

Senior Management Team

The senior management team (SMT) consists of deputy minister (chair), other deputy ministers, executive assistant to the chair, assistant deputies of three core businesses of the ministry (provincial highways management, road user safety, and policy and planning), executive director (asset management), director of legal services and director of communications. The human resources director is not a member of the ministry's senior management team.

The SMT met weekly and the agenda was set by the DM's executive assistant. Program areas that need SMT endorsement or approvals for new initiatives or changes must get approval from their director, then through the ADM's executive assistant, get approval from the ADM. The Deputy's executive assistant decides what items are added to the agenda and which are put on the waitlist. Decisions about programs are often not tabled at the senior management meetings and are made at a lower level in the organization. The ADMs have regular weekly meetings with the deputy and matters that do not make it to SMT may be discussed and approved in the weekly meetings. This means decisions are not made collectively and collaboratively by SMT, which perpetuates silos that exist within the ministry.

The SMT agenda had two parts. In the first part, the deputy provided to SMT an update from the Cabinet Office and other forums she attends. There was also a round table where every member spoke about relevant information from their respective business. The second part of the agenda was devoted to program areas presenting or seeking decisions about their programs. The second part is often taken up by administrative matters such as audit planning and reporting; talent management; human resources planning, accessibility planning; emergency planning; financial planning and reporting. These items are tied to their annual cycles and the central agency issues instructions to ministries and required each ministry to report their plan.

The SMT meetings were cancelled from time to time when the deputy and other members are unavailable. It is not unusual to have meetings cancelled week after week during the summer months when people took time off for vacation.

I examined the SMT agendas for a one-year period to determine the type of items that had been brought to SMT and whether they were decision items or informational items. I found that fewer decisions were made collaboratively about the ministry business, and during the business planning period, other agenda items were put aside to make time to financial plan decisions. Time sensitive items, such as talent management and audit plan that required ministry submission to the central agency, were given priority.

Directors (Middle Managers) - A Critical Link

I conducted interviews with directors to learn about their relationship with SMT. The interviewees were a mix of new and long serving directors representing all divisions. I learned that directors do not interact with SMT with the exception of occasional business items that are scheduled in the agenda. The only other time the directors have interactions with the deputy or SMT was when there was an ad-hoc directors forum which took place two to three times a year.

The human resources director, the CAO and the deputy periodically planned for a dialogue among SMT members to reflect on business challenges, opportunities and demands the ministry is facing, and looked ahead to determine a course of action. These meetings took the form of a retreat that was held off-site. An external facilitator was hired to plan and carry out the retreat. The facilitators could be from a consulting firm or academia. The human resources branch director and the deputy's executive assistant often planned the retreats. The outcomes of the retreats were not usually shared directly with middle managers or staff. Some previous deputy ministers had held town hall meetings to communicate the results of employee survey on the ministry's employee engagement plan.

Divisional Management Committees

Each division has its own management meetings, usually on a weekly basis. The divisional management members were the ADM, his/her executive assistant and

the divisional directors. During the meetings the ADM provides updates from forums that she has attended and each director provides an update from their branch. Other divisional administrative business was discussed in the divisional meetings including those brought forward by branches outside the division. In some divisions the office managers were included in the divisional management membership. Directors had their own branch management meetings with similar agenda and line managers were included.

SMT Terms of Reference

There is a terms of reference established for the senior management team which promotes cross divisional collaboration, collective decision making and active involvement in collective decision making. To encourage team behaviour a previous deputy minister in 2009 introduced Edward D'Bono's Six Thinking Hats. However, those practices dissolved once that deputy moved to another post. Since that deputy left, SMT does not no review its terms of reference and the Six Thinking Hats is no longer being considered.

Issues Management

Issues that were covered by the media or had the potential of being in the media were monitored and consumed time and human resources everyday. The issues were raised by public, media or an event and were not in control of the staff. Issues management took away the staff's efforts in the delivery of the ministry's programs. The Communications branch along with relevant program area staff

spent a significant amount of time in preparing briefing notes and managing issues. A network of communication staff working in each the five regions and several head office locations to manage issues was form. Communication systems were in place to respond to issues. Briefing notes were prepared by the program staff who were expected to respond to issues promptly and that tool takes them away from their operations.

4. Inclusive Design Experimentation–CV/AV Program

Introduction

While researching public sector governance, I learned about inclusive design. I learned that inclusive design could be an effective tool to improve governance practices in the MTO while creating a forum for collaboration, innovation and addressing the business challenges the ministry faces. I talked to my supervisor, Ted, about the notion of experimenting with inclusive design and got approval to hold workshops to begin the experimentation. Ted approved my proposal and provided me access to the list of business items that were included in the Program Review, Renewal and Transformation for the ministry. These business items were priority initiatives as approved by the Senior Management Team (SMT) during the financial planning process. There were several items that were good candidates for the inclusive design workshops including Connected Vehicle/Automated Vehicle (CV/AV) program aimed at getting Ontario prepared for introducing CV/AV in the province. CVs are capable of communicating with each other, with roadside infrastructure, such as traffic control signals, or with

other devices, such as mobile phones carried by road users. AVs are vehicles where some aspects of a safety-critical control function such as steering, throttle control or braking occurs without direct driver input.

I knew the manager responsible for the file, Tracy, who has been on the forefront on the CV/AV file in the ministry. Tracy worked in the Region Traffic Office but was playing the corporate role with respect to this file. I had worked with Tracy in my previous job where we co-managed the collection and dissemination of Road Information Services to travellers. Tracy was a well-known figure in Ontario and other jurisdictions due to her expertise in the CV/AV file. She had built good relationships with other people from ministries, municipalities, provinces and states, industry and academia. Tracy had built a community of practice to begin the work in Ontario.

I approached Tracy about the possibility of experimenting with inclusive design to prepare for CV/AV. Tracy was aware of Google and other innovative organizations that were experimenting with design thinking, and she was excited about the possibility of using inclusive design methodology in MTO.

Beginning of Collaboration

I arranged a meeting with Ted and two other directors from other divisions who had business interest in the file. One of the directors was Loren from the Road User Safety division who was responsible for developing regulations for CV/AV and Tim from Policy and Planning division. IDRC Staff from the Inclusive Design

Research Centre (IDRC – www.idrc.ocadu.ca) were invited to provide information about inclusive design and how the workshops would be instrumental in preparing Ontario for CV/AV in the province. Prior to this meeting the three directors had no discussion with each other about the file. Loren and his staff were preparing the regulations for CV/AV testing in Ontario but not in collaboration with other two branches. Ted from Policy and Planning division had not worked on the file. All three knew that CV/AV was a commitment the ministry had made in the planning process. The minister's mandate letter also included CV/AV; therefore, drafting the regulations and getting them passed would help meet the commitment. The planning for the inclusive design workshop was underway. The group met several times and cross divisional cooperation began congenially. Each person knew their role and the work they had to do, which included a presentation about CV/AV from their divisional perspective.

Resistance to Change

While the planning for the workshop was underway, I was meeting with several key players in the ministry to brief them on inclusive design and the workshops. The briefings were well received and everyone was in favour of experimenting with new, innovative way of planning. The exception was a Resources Management branch director, Shelley. Shelley is a member of the divisional management committee in the Provincial Highways Division and was well respected by her peers. Shelley felt that the ministry already collaborated across divisions and the planning process they used was just fine. She said she did not

understand inclusive design despite two briefings and a written paper provided to her.

Shelley's supervisor, the Assistant Deputy Minister, Harry was asked to sponsor the initiative and agreed to do so. Harry was very supportive and speaking notes were prepared for him. He opened the workshops indicating his support of the inclusive design experiment.

Lack of Common Vision

The SMT was made aware of the inclusive design experiment through the weekly meeting between the Deputy and the Assistant Deputy Minister. Aside from Harry, others from the SMT were not engaged in the CV/AV workshop, nor was the file in the forefront of priorities they were facing at the time. The SMT did not have a stated vision for CV/AV that might have been instrumental in having the staff get behind the file. However, I found that the staff were keen to work on such an interesting file as CV/AV because it was getting significant coverage in the media and seemed like a desirable file to work on.

Inclusive Design Experiment

A memo was sent to all directors to nominate one or two members of staff from their branch to participate in the workshop. The response was excellent and most directors sent nominations. There were a few branches and regions that did not respond. The two branches that have direct link to the work related to CV/AV included Shelley's branch which handled finances for the division with a large

capital program as well as operating budget, and the Engineering branch which works on highway design. Both were part of the Provincial Highways Management division. The group of workshop participants were diverse: men and women; young and seasoned staff; from different geographic locations; from a variety of divisional representations; and possessing different levels of expertise in the CV/AV field. However, there were no participants from outside the ministry including other OPS ministries, the City of Toronto, Intelligent Transportation Canada, Automotive Parts Manufacturer Association, Ontario Good Roads Association and other representatives from the industry. This left a gap left in the group and we missed the perspectives they would have brought to the workshop.

Participants were divided into small groups and each group chose the area they want to work on such as communication strategy and testing CV/AV in Ontario. Each group drafted a plan which required further refinement and then the groups would work towards carrying out the plan.

Inclusive design was a significant change to the way planning traditionally took place in the ministry where the “best and brightest” and the so called “experts” are charged with the responsibility to develop a plan. Diversity is not a consideration. After the workshop some participants voiced their concern about the inclusive design methodology used in the workshop. They felt uneasy about not having an outcome that showed a clear path to CV/AV on Ontario’s roads. Most participants were eager to carry out the work they planned on doing after

the first workshop. A second workshop was scheduled to have each group report on their work. They would report their experience, ideas developed in the previous workshop noting the barriers they encountered and how they worked around the barriers. The report would also include their progress and a narrower set of ideas they were pursuing. Some of the external participants also had concerns and felt uneasy about the inclusive design methodology since they are accustomed to traditional way of planning. They decided to not participate in the second session. They expressed their concerns to Tracy. Some participants from the Provincial Highways Management division also expressed concerns about the workshop not producing outcomes such as ones found in the traditional methods they are accustomed to.

The three directors had agreed to follow up with each group to guide their efforts to refine and carry out their plans. In the meantime, Loren and his staff prepared regulations for testing CV/AV in Ontario. They had also organized a minister's roundtable with industry representative to gather ideas.

Competition Among Colleagues

Tracy participated in the roundtable but her role was not as prominent as it usually is when interacting with stakeholders. I think this was something that irritated Tracy. I later learned that there has been a friction between Tracy's role and the work Loren's staff do and CV/AV turned into yet another point of contention. Tracy gave directions to her staff not to do any further work on this file and Loren herself withdrew from attending meetings and carrying out her

commitment to the experiment. It became very difficult to schedule meetings with all three directors. The important step to have each participant group meet with the three directors was postponed many times. The participants were getting frustrated and lacked direction. The follow-up session was postponed several times and eventually did not take place. Instead there was another session with some participants from previous session as well as some new participants that turned into an information sharing session.

Loren and Ted were also frustrated with Tracey. The executive sponsor, Harry, was no longer engaged, and SMT was not briefed. Ted advised her Assistant Deputy Minister in her division as well as the Assistant Deputy Minister of Road User Safety division. The discussion was to hand over the file to Tracy as she was the most knowledgeable person with most experiences and networks. However, due to his unwillingness to collaborate in a professional manner, the decision was made to have a director, other than Tim, in the Policy and Planning Division lead the file. Thus ended a project that was promising in itself, but could not stand up to non-inclusive organizational cultural practices.

Meetings with OPS Senior Officers

I met with four senior officers in the OPS with whom I had worked in some capacity earlier and asked them to narrate incidents or details about barriers they has encountered or noted when leading change initiatives in the OPS. Points made by the four officers, Brian, Andy, Sandy and Kerry are listed below.

1. Brian

- When the OPS Inclusion Plan came to an end in 2016, Brian, in his new role, wanted to position his office strategically and support the OPS to become an inclusive organization. He wanted to position his office to be relevant to today's reality.
- Everyone must know what we mean by diversity and inclusion (D&I). There is no common understanding. Most people do not see D&I as something they need to work on. Outside of GTA, most people say there is no diversity here and that it is a problem only in Toronto.
- Storytelling holds the power to change cultural practices. Sharing stories about the impact D&I can penetrate the organization.
- We go after middle managers to make changes but ADMs and DMs do not model inclusion. Neither group has demonstrated good inclusive leadership.
- They push middle managers to get other work done, but not about D&I. What gets rewarded is the delivery of business, not how the work gets done.
- Questions for ADM and DM interviews include how you hold people accountable, but no accountability for D&I. This demonstrates how D&I is viewed in the OPS - not a priority.
- Systemic barriers with reference to Open Government (OG) Implementation:

- Poor understanding of the value of OG by ministries
- Confidentiality is used to not support OG initiative
- Risk aversion re: sharing information/data. Hard time doing things differently, seen as time consuming
- Resistance by sticking by rules - pilots are used to overcome resistance.
- Cost is cited as barrier

Other Changes:

- Policy committees are evolving
- Indigenous - training for all staff
- Generational diversity - managers not equipped to lead the younger staff
- Workplace Discrimination & Harassment Prevention policy now called Respectful Workplace policy. Focus on prevention.
- Anti-racism Directorate newly formed.
- People are afraid to talk about racism. Focus is on prevention.

2. Andy

- There are barriers at individual level as well as at the systemic level. We will talk about systemic barriers.

- OPS systems were designed with good intentions but have negative effect on some people. OPS needs to track impact; there is different impact on different people.
- Senior management cadre is largely homogeneous; recruitment strategies do not lead to a more diverse group of senior officials that lead the organization.
- We are looking at how we recruit - target recruitment, look at our outreach strategies.
- OPS tends to promote from within leaving little room for new talent to enter the organization; this has kept the homogeneity undisturbed.
- There was one deputy in the Ministry of Transportation who was recruited from outside OPS, whose leadership style was different from that of other deputies I had known. She introduced Edward DeBono's Six Thinking Hats to her senior management team and assigned responsibility for cross-division risk assessment to her assistant deputy ministers in order to instill practices of collaboration in her management team. She also held town halls across the province to hear directly from ministry staff. This was an example of leadership practices that could be introduced when recruiting from outside the OPS.

- Diversity among senior level in the OPS is a key priority. My own observation is that there is a homogeneous group in senior positions; only women are well represented.
- There is a need to embed standard assessment when recruiting for such positions. A sponsorship program would help to bring a more diverse group to the mix.
- The OPS has made some gains to introduce a more inclusive practices in the policy and programming. In recent years the Cabinet Office established a Policy Innovation Leadership Office which has adopted practices to consider the impact of policy on various user groups.
- The OPS Inclusion Lens is used to give consideration to diverse populations of Ontario in policy making. My own experience is that implementation of policy and program delivery could improve tremendously if the same consideration was given to the impact on various groups they serve.
- In the OPS there is little tolerance for experimentation and failure. Getting it right the first time is the expectation and the best and the brightest minds are given the job to get the work done. Diversity of thoughts is not seen as important. This vicious cycle is perpetuated partly because the priority of public servants is to serve the political masters who are elected officials. These officials work hard to serve their constituents and they want to avoid negative news coverage for themselves and their political party. Public

servants are expected to serve the needs of their minister above other priorities they manage. Mistakes can have negative consequences.

- There have been many training sessions about raising awareness of biases in the OPS. The Deputy Ministers and their Assistant Deputy Ministers have been invited to participate, and many have. Similar training programs have been introduced in several ministries for middle managers and staff. In my own experience, there is no system for people to check their bias when recruiting, policy development or program planning. Individuals who use the OPS Inclusion Lens are not directed to first examine their bias, therefore, individuals holding bias use the Lens with their personal biases and the benefits of using the OPS Inclusion Lens is minimized. Recruitment decisions tend to lead toward hiring for homogeneity.
- The OPS needs to hire middle managers for inclusive leadership. They are responsible for the type of experience they provide to their staff and they are the ones who attract and retain talent. Diversity is not a consideration in recruitment.
- The OPS needs to be clear about what we value. There seems to be more emphasis on business delivery and less on inclusive leadership. Recruiters seem to hire people who can “hit the ground running” so that there is no lag in program delivery. They end up with people who already possess the

technical knowhow but might not have the leadership required to lead a diverse group of staff.

- Andy is a member of the OPS Executive Development Committee which is responsible for executive recruitment and executive development. Andy talked about leadership traits and learning competency, holding people accountable for inclusion and diversity and the fact that there is much work that OPS needs to do in this area.
- The OPS will move towards inclusive culture by using co-design with users and testing user experience in order to make sure that the people of Ontario benefit as intended by the program or policy.
- The OPS conducts employee surveys biannually to gauge the workplace environment as perceived by employees. Employee Survey results for 2016 are about to be released. There is a need to get data regarding race and racism in the OPS.

Andy's comments leaned toward the measures OPS is taking to become more inclusive and did not go into depth about systemic barriers that exist in the OPS. This could be because she did not want to speak about the practices of her colleagues in a negative light. Senior officials usually speak publically about measure the OPS is taking rather than practices that impede inclusion. Andy did not speak about barriers she faced in her career.

3. Sandy

- Race based data is now being collected by Ontario Government. But racism impacts assessment in policy framework as the government officials do not know how to engage marginalized communities. Implicit bias impedes process.
- Trying to engage voices that have been neglected. Need to supplement with new formal and unstructured ways to engage people who have been left out.
- Organizational culture is big part of how accessibility is viewed.
- Barriers are shown in behaviours of managers and staff that prevent proper accommodation for people with disabilities.
- OPS needs leadership to step up and model the behaviour that is inclusive for people with disabilities and others.
- Staff are receptive to inclusion but the problem lies with the leadership.
- “Management is disguised as leaders” in the OPS. People are promoted for their expertise in program area, not for inclusive leadership.
- They are caught up in risk aversion, issues management, and stakeholder management.
- Leadership is lacking in driving change toward inclusion and there is a lack of accountability to drive change.

- Organizational structure needs to be reconstructed. Horizontal structure is needed to drive change, not silos. Horizontality must be rewarded. Clusters must be created and held accountable for outcomes.
- OPS needs to revamp for a new governance model focused on outcomes. Problem solving must happen in a different way.
- Leadership development is mainly seen as classroom based learning. 360-degree assessments are outdated.
- Only when you give away your job do you become a leader.
- Middle managers are not competent for bringing about transformational change and the OPS does not teach middle managers to develop competencies to lead transformational change.
- Policy, processes, and people need to be looked at through the customer lens.
- Mediocrity in inclusion should not be tolerated or rewarded.
- Leadership needs competencies to be able to lead a diverse group.
- Implicit bias training is often done in isolation where individuals attend training without their colleagues with whom they interact regularly, thus making it difficult to change behaviour. As a result, no change occurs.

- The OPS needs a systemic approach to bias education and mindfulness in key processes.

4. Kerry

- Women in senior positions are well represented in social ministries but not in other ministries.
- 12% of the OPS employees are people with disabilities.
- People often do not self-identify as disabled.
- Political acuity as a competency is emphasized and is altering the balance.
- Ministries were asked to implement the French Language Services. They asked for resources to hire staff to implement. Managers want to do things the way they have always done it and the added FTE will do the work to meet FLS requirements. Need to get people to think about how they can get it done and own it; may require some reorganization.
- The OPS needs champions at the top.
- “When diversity shows value, people value diversity”.
- Front line staff are diverse but value of diversity is not utilized or recognized.
- Some managers and staff receive half-day training on bias but it doesn’t teach them how to deal with it. They need hand holding.

- Middle managers who hire staff may not have experience with people from other cultures or marginalized groups.
- In a fast-paced environment, reflection and mindfulness are not always considered.
- Managers need to understand “special needs”.
- Managers need coaching, as do their supervisors, on challenging their stereotypes and bias that prevail in the workplaces with respect to people with disabilities.
- Change initiatives are often missing the context of the public service workplace and the community at large.
- The changing context is how public service must operate in a diverse society in order to achieve its mission. An internal branding is needed to help make the shift.
- Ontario Shared Services, which is the front line service delivery body of the OPS already have staff who know what customer service is. They serve the diverse public who use government services and are a diverse workforce themselves.

- Information & Information Technology (I&IT) cluster needs to communicate change initiatives related to accessibility better and include accessibility assessment tools to ensure inclusive approach to change management.

Making Sense of the Stories

Cultural Practices and Barriers to Inclusion

The four vignettes recorded in the previous section, where I attempted to capture incidents, relationships, structures and processes, occurred during my work in the Ontario Public Service (OPS) in the following chronological order.



Figure 4: Timeline of OPS vignettes

Through these vignettes, I attempted to capture my position as a participant in the events and as a researcher where I found my worldviews to be incongruent with that of colleagues with mainstream background. I conducted the expert interviews with current employees of the OPS who had been my colleagues at some point in time. In these expert interviews, I sought to capture points of view from other colleagues who had attempted change management measures in OPS.

The first level of data analysis consisted of marking micro instances of organizational cultural practices that indicated some sort of systemic barrier to inclusion. These pairs of cultural practices and related systemic barriers were tabulated individually for each of the four vignettes and four expert interviews.

The eight tables are given in Appendix A and a general overview of their contents is given below.

Overview of Results

Members from marginalized groups were over-represented in entry levels jobs and underrepresented in senior roles. Inclusion programs, rewards and sanctions were underfunded. Systems and operating procedures were found to be structured vertically, giving rise to silo structure and processes that impeded cross-communication and collaboration.

Evidence of stereotypes and bias were found in the workforce composition, with employees from marginalized groups being concentrated in certain types of jobs such as administration and information technology. Implicit bias also impacted decision making and human resources practices such as hiring, promotion, and developmental opportunities.

Leadership practices of managers, directors and the senior management team (SMT) were often seen to be out of alignment with the organizational value of inclusion. The practice of inclusion was seen as someone else's job. Funded programs to support inclusion often lead to ineffective outcomes. Leaders who showed discriminatory behaviour often did not face negative consequences and their career progression did not seem to be hampered.

Middle managers played an important role as key enablers of business. The organization relied on middle managers to carry out the decisions of senior

management. There were multiple layers in the approvals processes such as roll-up of plans, briefing notes, reports, and presentations. Issues management seemed to take too much energy and time. Fear of not meeting the needs and wants of political masters was apparent. The SMT did not perform well its job of governing, with not enough time spent on steering and guiding the organization.

There was a lack of effective executive sponsorship for Inclusion and Diversity initiatives. There were not enough senior managers modeling inclusive leadership and ADMs/DMs who were in the hiring process did not always test for inclusive leadership competencies. Even though performance commitments were made by leaders, specifically middle managers, they were not held accountable for inclusive leadership. There was a lack of effective training for inclusive leadership behaviour.

Employees could not meet the SMT easily and provide their perspectives on key strategies. They often required to rely on interpretation by middle managers. Hierarchy prevented openness and clarity of desired outcomes. Silos were tolerated; bad behaviour was tolerated; people got promoted regardless of discriminatory behaviour. There was low tolerance for errors and excessive preoccupation with issues management and media. The SMT kept major projects aligned with the ministry's priorities.

Seven Systemic Barriers

Grouping and consolidation of the systemic barriers from the eight tables in Appendix A resulted in the identification of seven high-level systemic barriers in the OPS. These barriers are listed in Table 1 along with the frequency of their occurrence in the data.

Table 1: Frequency of occurrence of systemic barriers in the data

No.	Systemic Barriers to Inclusion	Frequency
1	Lack of Collaboration–Operation in Silos	15
2	Lack of Leadership Commitment to Inclusion	11
3	Unchecked Stereotypes, Biases and Blind Spots	15
4	Neglect of Diversity and Inclusion as Values	4
5	Ineffective Learning System	7
6	Exclusionary Systems and Operations	22
7	Critical Role Middle Managers	10

Each of these seven barriers to inclusion in the OPS is examined in greater detail below for its systemic impact. Mitigation measures are suggested where relevant and feasible.

SB1: Lack of Collaboration–Operation in Silos

In the OPS, information was not shared freely with those who need it. There was no common platform other than email for sharing information across divisions or ministries. A hierarchical culture persisted, which was based on a traditional style of management of command and control. Rewards and sanctions did not

promote collaboration effectively. Ministries and divisions established functions that were designed for corporate services to manage, such as human resources, procurement, facilities management and finance. Performance management and rewards, including compensation, were established for individuals, and not for teams.

The organizational structure lent itself to competition rather than collaboration. Ministries and divisions worked independently while collaboration and team work was mostly found within smaller units. Policy development and programs were designed within the units rather than across.

A person with disabilities would have to deal with several government programs, each managed by a different ministry such as transportation, social assistance, housing, labour, government services and others. Individuals would have to deal with different ministries with different processes that are not integrated with one another. Furthermore, municipalities or the federal government that manage programs to serve the needs of clients with disabilities did not have cross-functional communication or collaboration.

Reward and recognition systems also promoted competition. Team work was often found to be the only category of formal recognition program that related to inclusion and collaboration. Leadership recognition did not include inclusive leadership traits. Formal and informal reward and recognition mostly focused on the delivery of business goals.

Efforts by senior government officials to create collaboration did not change the operation of silos. Some initiatives such as cabinet submissions and cross-ministry programs led to consultation with other ministries but were mostly limited to consultation rather than collaboration.

Suggestions for mitigation

- Policy development and program delivery should be structured such that multiple perspectives from all stakeholders are gathered. Policies and programs should be jointly designed so that the work and accountability is distributed among different actors and collaboration is engrained in the processes.
- Reward and recognition programs should be recalibrated to embed collaboration, diverse perspectives and inclusion. Incentives, financial and otherwise, should be based on teamwork, collaboration and inclusive processes and tools.

SB2: Lack of Leadership Commitment to Inclusion

Most leaders in OPS did not model inclusive behavior. Senior managers did not want to shame their colleagues, and this prevented change and learning. Diversity and inclusion were not treated as key priorities for the organization even though they were stated as organizational values. There was lack of accountability for bad behaviour. Leaders spoke publicly about measures they were implementing rather than outcomes of those measures. Management did

not personally commit to inclusion. They felt that it is someone else's responsibility, not theirs. Delivery of business was more important than how it is delivered.

Suggestions for mitigation

- Senior managers need to effectively sponsor the change programs that move toward inclusion.
- They need to participate actively and visibly in programs that promote inclusion and build coalition of sponsorship with peers and middle managers.
- Leaders need to build tolerance for failure and for learning from failure. This is difficult in the public sector because bureaucrats do their work to serve the political masters who are elected officials, and in the public eye, the media, and thereby the public, do not tolerate failure in publically funded organizations.
- Leaders need to bring people together from different perspectives in ways that allow them to appreciate one another's perspectives. This will not only produce better results but demonstrate the value of diversity and inclusion. Inclusive leadership is practiced not only to achieve inclusion but also to purposefully engage in planning, problem solving, and achieving organizational business priorities.

- Each senior manager needs to form their own personal commitment to inclusion, which would create a compelling message and inspire others. Also show how inclusion helps achieve better business results and innovation where everyone has the opportunity to perform at their best.
- Inclusion should be made a part of the organization's strategic plan that links to business results and better public service.
- Inclusive behaviour of managers and employees should be recognized and rewarded.
- Performance planning and appraisals should be given equal or greater weight as operational or business results.
- Behaviours that are counter-productive must be sanctioned.
- Senior managers should allocate time to show their commitment to inclusion by kicking off training programs, writing articles and sending messages to all staff.
- They should spend more time coaching and guiding, and letting middle managers manage.
- They should take up sponsorship of diverse middle managers and staff for better succession planning and diverse representation of marginalized group members in senior positions.

- Programs that are geared toward accessibility for staff and clients with disabilities should be monitored to ensure achievement of intended outcomes.
- Programs that result in collaboration and inclusion should be sponsored to breakdown silos and internal competitive mindsets.
- Recognition programs should be modified such that collaboration is rewarded and competition is not.
- Metrics about the quantitative and qualitative outcomes of various inclusion programs should be collected and published broadly.

SB3: Unchecked Stereotypes, Bias and Blind Spots

Unconscious bias is not just an individual trait; it also influences organizational culture and impedes any effort to create a culture of inclusion. Organizational culture is based on a collection of basic assumptions and ways of interpreting things that a given organization has invented, discovered, or developed in learning to cope with its internal and external influences (Schein, 2009). Unconscious patterns of bias are the reason for change efforts failing as they perpetuate the status quo and keep old patterns, values and behavioural norms intact.

Unconscious bias impacts the way we perceive others and how we view our work performance and ourselves. Public sector managers make decisions in a way

that confirms beliefs we already have. Their thoughts and decisions are constantly influenced by widely held stereotypes.

In the OPS, half-day implicit bias training was offered to managers individually. Training was not given to teams and there was no support and follow-up to ensure change takes place. Managers who hired, promoted, and approved developmental opportunities for staff did not give thought to biases they were holding. OPS Inclusion Lens did not take users through their own implicit bias. There was no mechanism for managers to check their bias.

Suggestions for mitigation

- Learning systems should be designed to include learning about the new science of unconscious bias and how it applies to the organization.
- Learning systems aimed at mitigating unconscious bias should be ongoing and delivered through multiple channels, not just classroom training. This could include newsletter articles, web site publications, quizzes, stories, and self-assessment tools.
- Training programs should be customized to meet the learning needs of the entire team so that everyone is learning with peers, making it easier to change norms and behaviour together and not in isolation.
- Examples of stereotypes and unconscious bias that is relevant to the group should be included.

- The conversation should be reframed from discrimination and privilege to fair treatment and respect.
- Work and projects that bring diverse perspectives together should be structured such that everyone can see the value diversity brings.
- Stories of success of inclusion should be invited, shared and published.
- A community of interest should be built and nurtured to broaden understanding and encourage reflection of personal unconscious bias.
- Capacity building should be done by adopting a train-the-trainer approach.
- Tools for further learning and self-reflection should be introduced.

SB4: Neglect of Diversity and Inclusion as Values

In the OPS, program delivery and serving the needs of political masters were top priorities. Inclusion and diversity took the backseat not only during high-pressure periods but also during normal times. Diversity and inclusion were seen as someone else's job. Although all management level employees had performance commitments in their performance plans, there was no accountability and sanctions for bad behaviour or for not living the espoused values. Managers who violate human rights in the workplace were often promoted regardless. Regular performance measures and monitoring systems did not keep track of inclusion-related outcomes. Rules were cited as reasons for status quo. Bottom-up

communications were rare except for grievances and violations of human rights in the workplace.

Suggestions for mitigation

- Inclusion starts with senior leadership behaviour. Each manager first needs to learn how to model inclusive leadership. This means each manager must be equipped to be an effective change leader.
- Inclusive processes and tools can be used in management meetings with a debrief after each meeting to reflect on inclusive leadership.
- All management staff are to be held accountable for learning and demonstrating inclusive leadership.
- Organizational development practitioners can be coaches to guide the personalized learning. This changes the role of organizational development practitioners from monitoring and reporting to coaching and mentoring.
- Peer coaching can also play an important part in increasing how diversity and inclusion are valued. Caution must be exercised to ensure “bad habits” are not transferred.
- Recognition and rewards program, formal and informal, can be instrumental in creating a culture where diversity and inclusion are valued by management as well as staff.

SB5: Ineffective Learning System

Learning opportunities to develop an inclusive environment and inclusive behaviours are mainly limited to classroom training. Classroom based training are carried out in isolation and not part of a learning system that includes mentoring, coaching, peer learning, and on-the-job learning. There is a lack of support, mentoring and hand- holding for managers to learn inclusive leadership and the application of learning. Team learning opportunities are lacking which results in unchanged behaviour and systems. Mentoring and coaching arrangements are minimal and not tied to in-class training.

Suggestions for mitigation

- Managers need to unlearn out-dated management practices and learn inclusive leadership. ‘
- Training programs should provide opportunities for managers to examine practices that are no longer relevant due to internal and external changes in environment and accessible tools should be made available to unlearn. This could include: an examination of stereotypes, bias and blind spots; how rewards and sanctions are applied; competitiveness; performance appraisals; and command and control style of management.
- Learning systems should be multi-dimensional so that managers and their staff can learn together.

- Learning events and processes should not be limited to classroom training. Self and team-assessment, debriefing after failure, self-reflection, peer counselling and coaching, stretch assignments, coaching by organizational development practitioner, and self-directed learning could be included to suit diverse learning style and learner's availability.
- Diverse perspectives to achieve learning outcomes should be built into each method of learning where accessible tools and processes are used to enhance learning for everyone's learning needs.
- Learning systems should focus first on raising awareness, building understanding and encouraging self-reflection. Key management concepts should be developed and included in the curriculum.

SB6: Critical Role of Middle Managers

Middle managers are the link between senior management and staff. Culture is formed through interaction between managers and employees. Employees turn to their direct supervisor for direction. They are expected to provide direction to staff and be able to explain how the change will impact them personally.

Middle managers work under tremendous pressure to deliver business. The organizational structure relies on middle managers to supervise staff and their work. When decisions are made under pressure, middle managers take mental short cuts and implicit bias influences decisions.

Middle managers and their front line supervisors carry the burden of not only the delivery of their business lines but also have the responsibilities for implementing corporate initiatives such as talent management, performance measures, health and safety, risk management, and diversity and inclusion. These are treated as add-ons and effective learning is not provided to change their own and staff's behaviour. Workload is heavy and middle managers often work long hours to keep up with the workload. Mental short cuts are taken to cope with workload and that leaves biases unchecked. Resistance to change is not managed well and adherence to rules prevents progress.

Suggestions for mitigation

- Middle managers themselves need to be brought on board with change initiatives and provided the tools and skills they need for play the role of conveying the message from senior management to their staff.
- Managers need to learn how to have effective conversations about change with their employees and how to manage resistance.
- Middle managers have the critical responsibility for providing the type of experience that staff encounter.
- They need to understand the business need for change and inclusion and be provided required skills they perceive they lack.

- They need to listen to their employees' concerns and objections, which can help identify misunderstandings about change and will enable them to correct misinformation.
- Learning opportunities for middle managers should be systemic and not solely reliant on classroom training.
- Networking, practicing new skills, conversation with colleagues and organizational development practitioners should be made available in regular intervals.
- Middle managers can take on coaching and mentoring roles while staff with expertise can play the role of manager of a given program.

SB7: Exclusionary Systems & Operations

Top-down systems impede change initiatives, program implementation and communication. There is a low tolerance for risk taking, experimentation, and failure. Culture change and programs to create inclusive workplace culture are more likely to succeed if they are planned and executed bottom-up as well as top-down. Staff with diverse perspectives can bring valuable insights that are missed if they are generated by a few "experts" and approved by management. The bottom-up methods results in broader ownership of the program as well as reduced resistance.

The ministry management structure supports the divisional management team and staff focus on delivering their business lines, however, it perpetuates silos and does not support collaboration, integration, and efficient use of resources. SMT doesn't conduct itself as a governing entity. They do not collectively take the time to reflect and communicate to staff the challenges, changes in external environment and other factors that will impact service delivery.

Decision-making does not support good governance practices as SMT defer decisions that have impact on the organization as a whole. The SMT meetings are largely spent on information sharing. Middle managers (directors and other senior managers) do not have direct line of communication with SMT. Middle managers' role in an organization is a key role to support the communication link between most senior officials and the staff.

The Diversity Office management practices do not demonstrate inclusive leadership and the espoused values. They must "walk the talk". The Diversity Office management and staff do not have the trusting and collaborative relationships with ministry staff that are necessary for change to happen. Staff follow the lead and model the same behaviour as their director with respect to dealing with ministries or with employee groups

Ministry staff are not held accountable for inclusion and accessibility; e.g., Diversity Office management do not demonstrate inclusive leadership or the use of the OPS Inclusion Lens. Organizational structure can hamper inclusive

practices when managers do not have time to guide the staff's work and lead the creation of engaging and inclusive work environment. The internal political environment can impede inclusive practices where people are more concerned about optics than achieving the mission and business goals of the organization.

Each organization has sub-cultures which are difficult to change if driven by the central body. Bottom-up approaches help refine change programs to reflect the realities that are missed by top-down change initiatives.

Suggestions for mitigation

- Change initiatives must be planned and implemented top-down with input from those who will be impacted.

Being a Learning Organization

In order to build an innovative and inclusive workplace culture and produce effective business results, organizations must practice learning. They should approach learning in a multifaceted way including a variety of learning methods in the learning strategy, such as classroom training, self-directed learning, e-learning, coaching, mentoring, critical incident debrief, peer learning, and semi-formal conversation forums for managers to exchange experiences and challenges. They should approach learning as a system that is intertwined with other organizational systems such as performance reviews, talent assessment, promotions, business planning, strategic planning and performance measures. Learning strategies should be a critical part of human capital planning. It should

support and aim to change organizational culture so that workforce diversity is recognized as an asset.

Managers need to learn how to recognize and use informal learning and treat critical events as learning opportunities. They need to learn to create a safe environment so that mistakes are seen as learning without shaming individuals or groups.

Organizational learning plans should target culture change toward inclusion and individual learning plans should be aligned with the organizational learning plan. Learning that is aimed at culture change should make unlearning a focus. Management and leadership learning programs should be revisited to ensure they build capacity to manage in an environment where diversity flourishes and leads to inclusive organizational culture.

Staff with knowledge on specific expertise should be encouraged to teach others to build internal capacity. This method is commonly used to teach technical skills; however, teaching soft skills related to inclusion and fairness in the workplace in this way can go a long way to culture change.

A systems thinking approach should be used to address business challenges by engaging a diverse group of employees, not just those who are considered “experts”. Groups must be encouraged to bring diverse perspectives on defining the problem and have different approach to solving the business challenge.

An “Innovation Lab” should be set up to allow for new ideas to flourish and staff should be made to get excited about participating in the Lab. In the path of experimentation and innovation, failure should be seen as a positive force for learning. Managers should be encouraged to lead change initiatives and serve as models for their employees. A sense of excitement should be inculcated among senior managers by having them sponsor various experiments.

External consultants should be brought in only when internal capabilities are found inadequate to teach. Internal capacity building should be enhanced by the work external consultants do.

As much as possible, groups should be encouraged to learn together so that learning can be applied in a safe environment. Individual learning is more difficult for staff to practice in an environment where colleagues have not learned those new behaviours.

Learning events should involve managers so that participants know what is expected as a result of training. Managers also need to follow up to make it easier for employees to practice newly learned skills.

Executive development programs that are delivered by universities should be reviewed by organizational development staff and endorsed by the executive teams. These programs should be directly aligned with the organizational learning goals of culture change and inclusive leadership.

A Prototype Tool to Aid Culture Change towards Greater Inclusion

In the previous sections of this paper, I recorded my research around examining the cultural practices prevailing in the OPS to identify systemic barriers to inclusion and reflecting upon each of the barriers to come up with mitigating strategies that enable change towards inclusion. From this experience, I drafted a tool – the Dynamic Analytical Tool for Inclusive Organizational Culture (DATIOC) – that organizations could use for self-examination of, and self-reflection over, their organizational cultural practices to identify and mitigate systemic barriers to inclusion. The tool, operating in two steps: self-examination and self-reflection, is described below.

Description

The Dynamic Analytical Tool for Inclusive Organizational Culture (DATIOC) is designed for identifying and managing systemic barriers to change toward inclusive culture. This tool is derived based on the transferable outcomes of my research on the identification of systemic barriers through organizational auto-ethnographic study of the Ontario Public Service (OPS) coupled with expert interviews with leaders who are responsible for enterprise-wide culture change programs. This analytical tool can, therefore, be used in other public sector organizations as well as private sector organizations as a starting point for customization into what works for each organization.

The DATIOC is designed for organizational development practitioners, managers, leadership teams, human resources planning teams and people who are interested in identifying systemic barriers to inclusion embedded in their organizational cultural practices and in developing a plan to mitigate them. Please see Appendix B to review the tool.

Walk-through

The DATIOC provides a template for users to conduct two steps: Step 1 for self-examination and Step 2 for self-reflection. The two steps are detailed below:

DATIOC Step 1:

1. Review documents indicating your organization's human capital plan, its priorities and performance. This will help you get insights into the progress and where gaps remain in the plan's goals.
 - a) Can everyone relate to the plan?
 - b) Are there groups of people who reap benefits, or do not benefit, from the plan's strategies and actions?
2. Evaluate the organization's diversity and inclusion plan.
 - a) Can every employee see how the plan will benefit them personally and the organization as a whole?
 - b) What are the concerns marginalized groups have with the plan, if any?

3. Review employee survey results in the past survey periods, if available. Look for areas that stand out as having impact on inclusion in your organization.
 - a) What are the trends shown in the surveys?
4. Examine the number and types of formal grievances that arose over the last several years.
 - a) What insights do they offer?
 - b) Are there divisions where grievances are concentrated?
 - c) Are there particular types of grievances and how do they impact the organization as a whole?
 - d) How are the cases handled?
 - e) Do they impact certain groups of people differently?
5. Evaluate learning and development programs.
 - a) How effective are they?
 - b) Are the training programs accessible?
 - c) Who gets to participate in what type of training?
 - d) Are there any signs of inequity?
 - e) Are the learning opportunities fair and equitable for everyone?
 - f) Are there inclusion related training programs?
 - g) How effective are they in their impact?
 - h) What evidence exists that training, programming, delivery and evaluation includes content and processes that are inclusive?

- i) Who benefits most and who is left out of informal learning opportunities such as mentoring programs, secondments, project work, special projects?
6. Consider the organizational structure along with formal and informal processes.
- a) Are there processes that enable interconnectedness?
 - b) Where are the opportunities and gaps for better interconnectedness and collaboration?
 - c) How are the project teams formed?
 - d) To what extent is true collaboration taking place as opposed to consultation after the ideas are formed?
 - e) How are the members of marginalized groups represented in the hierarchy of the organization, job classifications, and types of jobs?
7. Scrutinize the communication processes.
- a) What are the communication channels and processes that hinder and help collaboration across diverse groups?
 - b) What type of communication takes place?
 - c) Which groups do not have effective communication content and/or processes in order to do their work?
 - d) What is the biggest opportunity to improve collaboration and interconnectedness?
 - e) Are there conflicts between units that could be mitigated through communication?

8. Examine the management and leadership practices
 - a) How inclusive are the management and leadership practices?
 - b) Do these practices have adverse impact on some groups of people?
 - c) How would you characterize inclusiveness in those practices?
 - d) How inclusive are the management meetings in their content and processes?
 - e) Which groups of people have advantage and which groups are disadvantaged by the management and leadership practices?
 - f) How does inclusive management and leadership development take place and how effective are they?
9. Inspect the social environment.
 - a) How would you describe the social environment in your organization?
 - b) Are there groups of people who are left out?
 - c) If so, why?
 - d) What are the “water cooler talks” about?
 - e) How do they affect inclusion?
 - f) Does the language and written material have a negative impact on certain groups?
10. Review the built environment.
 - a) Are the buildings and offices accessible?
 - b) Have you conducted accessibility audits?
 - c) Have there been complaints about inaccessible locations?

11. Review various planning processes in your organization such as strategic and business planning, financial planning, human capital planning, inclusion planning and other types of planning that take place cyclically and on an “as needed” basis.

- a) Are there diverse groups of people doing the planning?
- b) Who is missing or under-represented?
- c) Are the processes and tools accessible?

DATIOC Step 2:

Having identified one or more systemic barriers to inclusion through step 1, use the template provided to reflect over one systemic barrier at a time. Given below is the exercise done with a sample systemic barrier – “Ineffective Learning Strategies” – to demonstrate how it is possible to reflect upon the ways the barrier impedes change toward inclusion.

1. Systemic Barriers to Inclusion

Select a systemic barrier in your own organization that you feel impedes change toward inclusion.

Eg.: Ineffective learning strategies.

2. Exploration and Insights

The “Exploration and Insight” column is to be used to capture the user’s own observations to describe how the selected systemic barriers behave and how it manifests itself.

Questions for exploration:

Description

- a. How can it be defined?
- b. What does it look and feel like?
- c. How does it manifest itself?

Example:

- a. Learning systems are not addressing systems learning. Learning plans are developed for individuals only, not team learning needs.
- b. Emphasis is on classroom-based learning without post-training support systems. Inclusion related training is implemented top-down. Learning outcomes are not evaluated to ensure transfer of learning. Instruction: Add characteristics of the learning system found in your organization. Identify systemic barriers to learning.

Prevalence

- a. How prevalent is it in the organization?
- b. Does it appear throughout the organization?
- c. If only in some parts, then which parts?

Impact on people:

- a. How does it affect people?
- b. How does it affect different people differently?

Impact on culture:

- a. How does it help and hinder inclusive culture?
- b. How can the learning system be more inclusive?

Impact on processes:

What organizational processes and practices does it affect?

How does it affect it?

Impact on business outcomes:

How does the barrier impact organization's business outcomes?

Impact on employee engagement:

How does the barrier impact employee engagement?

How does it impact marginalized groups?

Impact on organizational values:

How does the barrier relate to the organization's stated values and mission?

Impact on organization's ability:

How does the barrier impact the organization's ability to achieve its mission and business objectives?

3. Best Practices from Literature survey / Environmental scans

“Best Practices” show the results of research findings in other organizations. The information of best practices can be derived through a review of available research findings from the internet.

Example: Schein’s Organization Culture Change model (2009). Learning system required for culture change cause change in underlying assumptions. Learning by the organization as a total system. It must include "double loop or generative learning") which results in change in strategy and culture. Organizational investment in learning seen as necessary process to innovate, sustained business success. Use inclusive processes accessible to all regardless of geographic location, ability, and other forms of human diversity. Provide systemic support to learners to ensure change in behaviour such as a forum to discuss personal experiences with change and use of change tools, and support each other to drive learning deeper. Build learning consortium to engage teachers and coaches who provide support and insights. Learning causes participants to feel something unexpected that upsets their beliefs or assumptions. Lower learning anxiety by providing participants practice new behaviour. Bring various sub-cultures to learn new behaviour.

4. Call to Action: Within Organizational Control

This is to be used to plans to mitigate selected barriers. Users can plan for action within 90 days, within one year, and beyond one-year period.

Action #1:

1. What can we do within 90 days?
 - a) Example: Organize learning events for entire team.
2. What do we want to address within 12 months?
 - a) Example: Build a support mechanism for learners to continue learning after the training.
3. What do we want to address the following years?
 - a) Example: Embed inclusion in all learning programs.

5. Roles & Responsibilities of Organizational Actors

This includes but is not limited to the senior management role: middle managers' role; union representatives' role: staff's role; and the head office (Central Agency) role. These roles and responsibilities are to be defined for each action period including within 90 days, within one year, and beyond one year.

6. Call to Action for Actors Outside the Organization

This column is to be used for action items that are outside the internal control of the organization.

Action #1

1. What can be done within 90 days?
 - a) Example: Lobby for change in regulations; inclusion of people outside the usual parties.
2. What do we want to address within 12 months?

a) Example: Provide input for change in regulations.

3. What do we want to address the following years?

a) Example: Build coalition to lobby for change.

7. Roles & Responsibilities of Organizational Actors

This is to be used to capture the roles and responsibilities of actors outside the organization.

a. Who are the parties?

b. What should they do?

c. Who has accountability?

Implications

Systemic barriers tend to be interconnected. Affecting one systemic barrier could change other barriers. For example, when making changes to the learning strategy in an organization to facilitate culture change, it is possible that leadership practices become more inclusive, thus creating a virtuous cycle of inclusion. Users of DATIOC are advised, therefore, to select one or two systemic barriers for managing at a time, and give enough time for the benefits of the mitigation strategies to permeate through the organization before attempting to tackle the next barrier.

Conclusion

Key Findings and Recommendations

Systemic barriers to inclusion require systemic change in all three dimensions of organizational culture: artifacts (operations, structure, processes, policies); values (strategic plan, stated values of the organization); underlying assumptions.

Key actors in culture change are the middle managers who work long hours and have to manage in a fast paced environment. They are recognized and rewarded for the results, and whether they can deliver results in high pressure environment. Although most organizations state the value of how the results are achieved, the recognition and reward systems, formal and informal, do not provide evidence of demonstration of such value. Senior management's vision for change, which middle managers may not buy into or internalize or understand the rationale. This is problematic since middle managers have the greatest influence on employee engagement and hold a pivotal place in translating senior management's vision in ways that staff can understand and get behind. This leads to misconceptions resistance and sometimes, sabotage.

In order to recognize inclusion, one must first recognize exclusion. This provides learning opportunities for structural and operations change. For higher learning one's own cultural practices need to be assessed to identify systemic barriers.

Current learning systems do not lead to change or in questioning of underlying assumptions – a necessary condition to effect culture change toward inclusion. Learning systems (formal and informal) should support re-examining leadership, and transition toward coaching and letting go of power. Errors are viewed as failure rather than learning and experiments.

Learning systems must engage groups who work together to provide stimulus so that change in behaviour can be enhanced and learning anxiety reduced. Unlearning must be built in as a part of the curriculum. Multiple channels must be used for unlearning and learning. Learning opportunities must be provided to engrain empathy and promote an inclusive mindset.

Current organizational structures and recognition programs promote competition, not collaboration. Leaders must examine collaboration opportunities for each project and program area so that teams across the public sector can bring their diverse perspectives and achieve common goals.

Some salient points that organizations must remember are:

1. Reward teams, not individuals.
2. Adopt systemic approach to keep implicit bias in check at decision-making tables. The role of human resources staff should include helping managers and staff to intervene during key functions such as hiring, forming project teams, and promotions.

3. Adopt systemic approach for double loop learning to take place cyclically to ensure underlying assumptions are aligned with inclusion.
4. Build processes for peer feedback within a safe environment so that non-inclusive behaviours are called out.
5. Recalibrate reward and recognition systems to ensure inclusion is placed equal in importance to the achievement of business results.
6. Set up an Innovation Lab to address key business priorities. Use inclusive design tools and processes to engage diverse perspectives. Create forums for collaboration through the Lab. Isolate the broader benefits coming out of the work done in the Lab. Publish outcomes to show benefits of diversity in the organization.
7. Eliminate or reduce top-down design and implementation of programs. Invite diverse perspectives to collaborate and design solutions.
8. Continually review academic research to identify new discoveries that would help build inclusive organizational practices. Translate discoveries to suit the organizational context.
9. Build local communities so interest to embed inclusion in the way work gets done.
10. Re-examine middle managers' role and provide systemic approach to change from manager to coach, and how to translate senior management's direction for the organization for their staff.
11. Continually review and update management committees' terms of reference in order to ensure inclusive processes and tools.

12. Create multiple channels of communications between middle managers and senior management, and between middle managers and staff.
13. Project teams should be based on diversity, not just a group of program staff who are experienced in the field and are considered experts.

The systemic barriers that have been identified in my research are interconnected. Affecting one systemic barrier might change other barriers. For example, when making changes to the learning strategy in an organization to facilitate culture change, it is possible that leadership practices become more inclusive. This creates a virtuous cycle of inclusion.

Future steps

My original contribution towards enabling greater inclusion in public sector organizations is in the form of a tool for organizational self-examination and self-reflection. This Dynamic Analytical Tool for Inclusive Organizational Culture (DATIOC) is derived based on the transferable outcomes of my research on the identification of systemic barriers through organizational auto-ethnographic study of the Ontario Public Service (OPS) coupled with interviews with leaders who are responsible for enterprise-wide culture change programs. This analytical tool can, therefore, be used in other public sector organizations as well as private sector organizations as a starting point for customization into what works for each organization.

The DATIOC tool generated out of my research is at a preliminary stage. The next step would be to have it tried out in OPS to obtain feedback to iteratively refine the tool. Subsequent versions could be tried collaboratively with some other public sector organizations to make the tool more versatile as an instrument that guides organizations in self-examination of, and self-reflection over, their cultural practices to identify and mitigate systemic barriers to inclusion.

Further enhancements of the DATOIC will be made based on research of public sector organizations as complex adaptive systems and what can be learned about how culture change works within a complex adaptive system. Further research will also examine how culture change can successfully take place within the context and external environment that organizations exist in. The application of the DATIOC in private sector organizations could also be examined.

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Appendix A – Cultural Practices Creating Systemic Barriers to Inclusion

Table 2: Vignette 1: Workplace Environment

Vignette 1: Workplace Environment			
	Cultural Practice		Barriers to Inclusion
	Workplace is diverse but not in social settings. Staff gather in social settings but marginalized group members are often not included.		Diversity not integrated in social fabric
	Minority group members who work outside GTA offices feel isolated. Many do not take up jobs outside GTA.		Vicious cycle that keeps concentration of ethnic diversity in GTA
	Marginalized group members do not feel like they belong with others. Feeling like outsider no matter how hard they try.		Stereotypes and implicit bias result in excluding people from being treated like they belong
	Social environment divides management from staff.		Management did not live espoused values. Hierarchical mindset.
	No time to get to know the staff personally.		Manifestation of unconscious bias.
	Humour in the workplace is used to cover up differences in people. Marginalized people cannot use humour the same way.		Discriminatory social system covers marginalization under humor.
	Difficult to integrate marginalized group members.		Differences in culture is ignored and not valued.

Table 3: Vignette 2: Belonging Vs Fitting In

Vignette 2 - Belonging Vs Fitting-In		
	Cultural Practice	Barriers to Inclusion
	Most senior executives do not demonstrate commitment to inclusion. No apparent consequences for senior executives who do not show commitment to inclusion	Lack of commitment to inclusion.
	Lack of transparency in selecting individuals for developmental assignment.	Communication gaps between senior leaders and middle managers.
		Silo structure impedes collaboration
	Inconsistent commitment and support for inclusion from senior officials. Some demonstrate commitment while others do not.	Lack of commitment to inclusion. Senior management do not live the espoused values
		Silo structure impedes collaboration
	Middle managers are too busy doing work of first line managers and staff	Ineffective organizational structure
		Management team does not model inclusive behaviour
		Middle managers do not espouse the values they have responsibility to promote.
		Middle managers do not live the espoused values.
	Rules must be followed to get approval.	Difficult to be yourself at work
		Stereotypes and implicit bias
		Stereotypes and implicit bias impact business decisions.
	Rules prevent progress.	Adherence to rules prevents fairness and inclusion. People are not able to be at their best.
	Ineffective performance management	Power is exercised to favour some while others are given

		lesser work to do.
	Favouritism	Leadership does not live the espoused values.
		People cannot be themselves, cannot be the best they can be.
	Middle managers carry heavy workload.	Middle managers operate in fast paced environment and some lack inclusive leadership competencies.
	Middle managers do not demonstrate inclusive leadership as some deputies do.	Middle managers' stereotypes, bias, and blind spots go unchecked.
	Employee engagement is not seen as important and not the management's responsibility.	Management do not model espoused organizational values.
		Middle managers workload leads them to place low priority on employee engagement.
	Silos prevent ministries and head office from listening to one another.	Lack of living and promoting the espoused values among staff.
		Lack of collaboration.
		Lack of internal customer service.
	Favouritism	Implicit bias
		Middle managers' workload
	Internal politics trump inclusive management practice	Implicit bias
	Silos prevent understanding among players. This prevents ministry representatives from becoming change agents for inclusion.	People with diverse perspectives are seen as trouble makers.
	Programming often focuses on OPS staff in GTA and excludes the needs of staff working outside GTA.	Ineffective customer service for staff outside GTA.
	Silos prevent good communication and understanding. This prevents ministry representatives from becoming change agents for inclusion.	People with diverse perspectives are seen as trouble makers.

	Staff not held to account for not using the Inclusion Lens.	Silos and support for inclusion initiative.
	Implicit bias diminishing the effectiveness of the Lens.	Program development is biased
	Misinformed views of diversity and inclusion	Implicit bias
	Discriminatory behaviour by managers	Implicit bias
	Employee's wellbeing is low priority	Managers not living the values
	Poor relations between ministries and head office	Top down system of program implementation
	Managers are not held accountable for demonstrating inclusion in daily work	Managers not living the values
	Uncooperative relations between ministries and head office	Top down system of program implementation
	Inequity faced by racialized women	Implicit bias
		Inclusion not valued
	Members of marginalized groups do not have the same access to inclusion related programs created by head office.	Top down system of program implementation
	Inclusion programs are under funded	Inclusion not valued
	Program development does not fully integrate inclusion	Implicit bias
	Inclusion tools and programs are not well understood and utilized.	Inclusion not valued

Table 4: Vignette 3 – MTO's 100-Year Anniversary

Vignette 3 – MTO's 100-Year Anniversary		
	Cultural Practice	Barriers to Inclusion
	Hierarchy is important in interaction among people.	Not being able to be myself and express my thoughts and feelings.
	Celebration of past achievements but not diversity	Inclusion not valued
	Directors do not have a forum for cross-divisional dialogue and collaboration.	Organizational structure not conducive to collaboration
	Directors input is rarely sought to develop ministry-wide direction.	Org structure and processes do not allow for collaboration among middle managers.
	Central agency set policies that are aimed at good governance at the enterprise level.	Top down system. Leads to divergence in practices vary from corporate policies. This includes initiatives such as inclusion.
	Human resources director does not have influence on decisions made by senior management team.	Senior management team's decision making does not have input for the director who has the lead of inclusion.
	Decisions are made not by the governing body (SMT) rather in isolation by divisional management.	SMT does not make decisions about key programs.
		Divisions work in silos. ADMs do not collaborate as a team to make key business decisions.
	Ministries follow directives from head office	Top down system of program implementation
	SMT cancellation of meetings disrupt collaborative decision making. Program delays are caused due to cancellations.	Perpetuates divisions operating in silos.
	SMT, the governing body, does not make decisions on key programs.	Perpetuates divisions operating in silos.
	Agenda set by Deputy's office	Top down system
	Business planning and financial decisions are a higher priority and are made collaboratively than other strategic business decisions.	Key program decisions are made at divisional level, in absence of input from diverse perspectives.

	Cascading of information flow	Top down system for communication
	Directors and SMT do not interact regularly.	Directors who are middle managers have responsibilities that include having to be the communication link between SMT and staff.
	SMT does not adequately communicate with directors as a group, nor does it communicate with staff about their views on organization.	Ineffective communication between SMT and middle managers and staff which results in performance gap and weakened employee engagement.
	When individual Deputy Ministers does not communicate effectively with staff it is attributed to style.	Middle managers do not have the necessary system to be an effective link between the SMT and staff.
		Limited opportunity for directors to collaborate as a whole.
	Cascading of information flow	Lack of communication between divisions
	Office managers are not members of the divisional management committee.	Top-down planning and decision-making.
		Exclusion of office managers
	Serving the political masters in a fast paced environment leads to issues management taking priority.	Lack of commitment to inclusion. Implicit bias. Inclusion takes back seat when the going gets tough
	SMT reverts to old management practices when the pressure is taken off	Low level of interest in innovative management practices
	Effective team behaviour is practiced only when pressed.	Silos are tolerated.
	Issues management takes precedence. Working environment is such that issues management is urgent.	Often people take short cuts and do not behave thoughtfully and implicit bias dictates behaviour.

Table 5: Vignette 4 - Inclusive Design Experiment: CV/AV project

Vignette 4 - Inclusive Design Experiment: CV/AV project			
	Cultural Practice		Barriers to Inclusion
	Competition among branches get in the way of collaboration.		Competition rather than collaboration. Branches working in silos.
	Protect status quo.		Resistance to change. Rigid adherence to traditional way of planning.
	Supervisor's support for the program doesn't mean buy in from subordinates.		Protection of rigid rules.
	SMT lacked forming and communicating a vision for high business priority file.		Ineffective communication
	Passive resistance by not showing up.		Resist change without consequences
	Planning left to staff seen as the brightest people		Little tolerance for experimentation - must show immediate results.
			Diversity is not valued.
			Resistance to change.
	Competition among branches.		No consequences for bad behaviour.
			Silos; lack of collaboration.
	SMT members not engaged in priority initiative.		Silo mentality
	Uncooperative behaviour by leaders.		Resistance to change and experimentation.
	The resistance to change causes MTO organization to carry out business using the traditional methods that do not see the value of diversity and inclusion, and perpetuate the cycle of exclusion.		Resistance to change and experimentation.

Table 6: Expert Interview 1

Expert interview 1			
	Cultural Practice		Barriers to Inclusion
	OPS staff are not a clear definition of D & I		People not clear what the OPS is trying to do with D&I.
	Managers outside GTA feel diversity is a Toronto problem, not theirs.		Managers think it is someone else's problem not theirs.
	Leaders do not demonstrate inclusive behaviour. Middle managers do not have role models.		Gap between stated values and actual practices.
	Emphasis on getting the work done, not how the work gets done.		Low value on D&I
			Gap between stated values and actual practices.
	Recruitment does not test for D&I.		Gap between stated value and actual practice.
	Lack of understanding about Open Government.		Ineffective communication from the top
	Resistance to change appears in different forms: confidentiality, sticking to rules, no time or money to do things differently.		Resistance to change by managers and their staff.

Table 7: Expert Interview 2

Expert interview 2		
	Cultural Practice	Barriers to Inclusion
	Light skin colour is more acceptable.	Acceptance in group is proportional to the likeness to mainstream.
	There is often a gap between policy intent vs policy impact.	This gap is normal and not measured.
	Outreach is not targeted to increase diversity.	Hiring and promoting from a homogenous group leads to lack of diversity at the top management.
	Leadership practices that are learned from other OPS leaders	Vicious cycle of recruitment that results in homogenous group.
	Sponsorship program has not taken hold in the OPS.	Resistance from those who are in power to maintain status quo.
		Resistance to change by managers and their staff.
	The Inclusion Lens is not widely used.	Lack of commitment to diversity and inclusion.
	Low tolerance for mistakes, experimentation.	Serving the minister without mistakes is a high high er-priority.
	Bias awareness training without examining personal bias.	Lack of system to check personal bias in decision making including recruitment.
	Hire middle managers with the technical knowhow, who can "hit the ground running".	Recruitment practice does not give consideration to diversity.
		Business delivery is valued; inclusive leadership is less important and not rewarded.
	User input is not sought out.	Co-design with users not practiced.
	OPS seeks employees view on workplace practices. It does not see the survey data about race or racism with confidence. Employees do not disclose.	OPS needs a multiple and reliable data about race and racism in the workplace.
	Senior officials do not want to shame their colleagues.	Vicious cycle of exclusion not called out.

Table 8: Expert Interview 3

Expert interview 3		
	Cultural Practice	Barriers to Inclusion
	Inability to engage marginalized communities.	Implicit bias
	Cultural barriers in policy making	Leadership not engaged / value inclusion.
	Leadership is busy Management is disguised as leaders. They are caught up in risk aversion, issues management, stakeholder management. Rewarded for such behaviour, not inclusion	Inclusion not valued as other aspects of management/leadership
	Lack horizontality. Lack accountability for change.	Silo mentality
	Reward system doesn't promote inclusion	Reward system doesn't promote inclusion. Inclusion not valued.
	OPS needs to revamp for new governance focused on outcomes. Problem solving in different way.	Lack accountability to change and inclusion.
	Use of leadership assessments tools are outdated. As is leadership learning methods.	Outdated leadership development tools and methods that do not teach inclusive leadership.
	Middle managers are responsible to deliver the business but do not know how to de transform.	Lack of competence in inclusion transformation
	Lack of appreciation for customer perspectives.	Lack of appreciation for inclusion
		Lack of competence to create inclusion
	Reward system not supporting inclusion	Reward system biased
	Leadership needs to be able to lead a diverse group	Lack of competence to lead /create inclusion
	Implicit bias training done in isolation and no change occurs	Ineffective learning methodology

Table 9: Expert Interview 4

Expert interview 4			
	Cultural Practice		Barriers to Inclusion
	People with disabilities do not self-identify		Not being able to be oneself
	Stigmatization of people with disabilities.		Bias and stereotypes
	Emphasis on the politics of getting things done - at a cost to other competencies such as inclusive leadership		Not living the espoused value of inclusion
	Equity programs are seen as separate from normal operations		Resistance to change
			Not enough champions of diversity. Diversity is not valued.
	Learning bias awareness is done conducted through half day training.		Ineffective learning methodology
	Managers need to understand “special needs”. Managers don’t get mentoring, nor do their bosses.		Ineffective learning methodology
	Change initiatives planning miss context, not effective and does not always reach staff.		Top down change programs
	Lack of proper assessment tools to identify A11Y accessibility gaps.		Ineffective learning methodology

Appendix B – Dynamic Analytical Tool for Inclusive Organizational Culture

Dynamic Analytical Tool for Inclusive Organizational Culture Step 1: Self-examination to identify systemic barriers to inclusion
1. Review documents indicating your organization’s human capital plan, its priorities and performance. This will help you get insights into the progress and where gaps remain in the plan’s goals. a. Can everyone relate to the plan? b. Are there groups of people who reap benefits, or do not benefit, from the plan’s strategies and actions?
2. Evaluate the organization’s diversity and inclusion plan. a. Can every employee see how the plan will benefit them personally and the organization as a whole? b. What are the barriers that are preventing the plan from fully achieve its goals? b. What are the concerns marginalized groups have with the plan, if any?
3. Review employee survey results in the past survey periods, if available. Look for areas that stand out as having impact on inclusion in your organization. a. What are the trends shown in the surveys? b. Are there some groups who show signs of disengagement?
4. Examine the number and types of formal grievances that arose over the last several years. a. What insights do they offer? b. Are there divisions where grievances are concentrated? c. Are there particular types of grievances and how do they impact the organization as a whole? d. How are the cases handled? e. Do they impact certain groups of people differently?
5. Evaluate learning and development programs. a. How effective are the programs? b. Are the training programs accessible? c. Who gets to participate and in what type of training? d. Are there any signs of inequity in learning and development opportunities? e. Are the learning opportunity fair and equitable for everyone? F. Are there inclusion related training programs? g. How effective are they in their impact? Do they achieve the intended outcomes? h. What evidence exists that training programming, delivery and evaluation includes content and processes that are inclusive? i. Who benefits most and who is left out of informal learning opportunities such as mentoring programs, secondments, project work, special projects?

Dynamic Analytical Tool for Inclusive Organizational Culture (contd...) Step 1: Self-examination to identify systemic barriers to inclusion
6. Consider the organizational structure along with formal and informal processes. a. Are there processes that enable interconnectedness? b. Where are the opportunities and gaps for better interconnectedness and collaboration? c. How are the project teams formed? d. To what extent is true collaboration taking place as opposed to consultation after the ideas are formed? e. How are the members of marginalized groups represented in the hierarchy of the organization, job classifications, and types of jobs?
7. Scrutinize the communication processes. a. What are the communication channels and processes that hinder and help collaboration across diverse groups? b. What type of communication takes place? c. Which groups do not have effective communication content and/or processes in order to do their work? d. What is the biggest opportunity to improve collaboration and interconnectedness? e. Are there conflicts between units that could be mitigated through communication?
8. Examine the management and leadership practices a. How inclusive are the management and leadership practices? b. Do these practices have adverse impact on some groups of people? Who benefits from them? c. How would you characterize inclusiveness in those practices? d. Do the management and leadership model the organizational stated values? e. How inclusive are the management meetings in their content and processes? f. Which groups of people have advantage and which groups are disadvantaged by the management and leadership practices? g. How is inclusive management and leadership development take place and how effect are they?
9. Inspect the social environment. a. How would you describe the social environment in your organization? b. Are there groups of people who are left out? If so, why? c. What are the “water cooler talks” about? d. How do they affect inclusion? e. Does the language and written material have a negative impact on certain groups?
10. Review the built environment. a. Are the buildings and offices accessible? b. Have you conducted accessibility audits? c. Have there been complaints about inaccessible locations?

Dynamic Analytical Tool for Inclusive Organizational Culture (contd...) Step 1: Self-examination to identify systemic barriers to inclusion
11. Review various planning processes in your organization such as strategic and business planning, financial planning, human capital planning, inclusion planning and other types of planning that takes place cyclically and on “as needed” basis. a. Are there diverse groups of people doing the planning? b. Who is missing or under-represented? c. Are the processes and tools accessible?

Dynamic Analytical Tool for Inclusive Organizational Culture Step 2: Self-reflection and remediation of each systemic barrier to inclusion (Work through column 2 to 7)						
1. Systemic Barriers to Inclusion	2. Exploration and Insights	3. Best Practices from Literature survey / Environmental scans	4. Call to Action: Within Organizational Control	5. Responsibilities of Organizational Actors	6. Call to Action: Outside Organizational Control	7. Roles & Responsibilities of External Actors
Barrier #1: Select a systemic barrier in your own organization that you feel impedes change toward inclusion. Example: Ineffective learning strategies	Description: How can the barrier be defined within your organizational context? Prevalence: How prevalent is it in the organization? Does it appear throughout the organization? If only in some parts, then which parts? Impact on People: How does it impact people? Does it impact some people adversely? Impact on Processes: What organizational processes and practices does it effect? Describe the effect. Impact on Business Outcomes: How does the	Conduct a scan to learn about how others organizations, academic research, and other relevant publications show as practise that might be useful for your organization. Example: Schein's Organization Culture Change model (2009). Learning system required for culture change cause change in underlying assumptions. Learning by the organization as a total system. It must include "double loop or generative learning") which results in change in strategy and culture. Organizational investment in learning seen as necessary	What can be done in 90 days? List several actions that are to be taken: Example: Action #1 When learning events take place, ensure the work group attend and learn together. Action #2 What can be done within one year? List several actions that can be taken. What can be addressed beyond the first year?	Define responsibilities of each person or group. Example: Senior Management team members to sponsor training events. Union show endorsement by encouraging their members to support learning events.	What can be done within 90 days? List several actions that are to be taken: What can be done within one year? List several actions that are to be taken: What can be done beyond the first year? List several actions that are to be taken:	Who are the external actors? What action do they need to take? Who holds accountability for the action?

	<p>barrier impact the organization's ability to achieve its targeted business outcomes?</p> <p>Impact on Organizational Values: How does the barrier relate to the organization's stated values?</p> <p>Example: 1. Add characteristics of learning system found in your organization. Identify systemic barriers to learning. 2. Learning plans are developed for individuals only, not team learning needs. 3. Emphasis is on classroom-based learning without post-training support systems. Inclusion related training is implemented top-down. Learning outcomes are not evaluated to ensure transfer of learning.</p>	<p>process to innovate, sustained business success.</p>	<p>List several actions.</p>		<p>Example: Lobby for change in regulations; inclusion of people outside the usual parties.</p> <p>Example: Lobby for necessary financial support from funding sources.</p>	
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