

# GOVERNMENT ACTION PLAN

## AGAINST HOMOPHOBIA AND TRANSPHOBIA

2017-2022

QUÉBEC, RICH IN  
ITS DIVERSITY



This document was produced by the Ministère de la Justice, in collaboration with the main government departments involved in the fight against homophobia and transphobia.

The *2017-2022 Government Action Plan against Homophobia and Transphobia* is also available on the website [www.justice.gouv.qc.ca](http://www.justice.gouv.qc.ca)

Legal deposit – Bibliothèque et Archives nationales du Québec, 2017  
ISBN : 978-2-550-78672-6 (print version)  
ISBN : 978-2-550-78673-3 (electronic version)

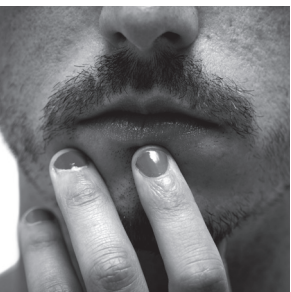
©Gouvernement du Québec

# GOVERNMENT ACTION PLAN

## AGAINST HOMOPHOBIA AND TRANSPHOBIA

2017-2022

QUÉBEC, RICH IN  
ITS DIVERSITY



## Message from the Premier



The values of respect, openness and tolerance lie at the heart of the actions taken every day by our government. We believe that they have helped build the Québec we know today, that they are part of what defines our identity, and that they will allow us to continue to build a strong and prosperous nation.

Since 1977, the year in which Québec included sexual orientation as one of the grounds of discrimination prohibited by the *Charter of Human Rights and Freedoms*, successive governments have taken significant steps to fight homophobia and transphobia. Québec was a forerunner in the field and was the first Canadian jurisdiction to adopt, in 2009, a policy against homophobia. The objectives of the *Québec Policy Against Homophobia* were to recognize the realities faced by sexual minority members, promote respect for their rights, promote wellbeing, and ensure a concerted approach.

Today, in the *2017-2022 Government Action Plan against Homophobia and Transphobia*, we continue the efforts made in the past and we renew our commitment to support lesbian, gay, bisexual and trans individuals.

The fight against homophobia and transphobia is a collective responsibility. I thus urge you all to make a contribution to building an inclusive society.

Today, we can make Québec rich in its diversity.

**Philippe Couillard**  
Premier

A handwritten signature in black ink, which appears to be the name 'Philippe Couillard' written in a cursive, stylized script.

## Message from the Minister



I am pleased to present the *2017-2022 Government Action Plan against Homophobia and Transphobia: Québec, rich in its diversity*. The title reflects the vision of all of us who work to ensure the legal and social equality of sexual minority members. Diversity, whether sexual, cultural or other, makes our society stronger and richer.

This action plan, like the previous plan, is part of a broader strategy to raise awareness, train workers, create safe and inclusive environments and adapt public services. We must focus in particular on the most vulnerable groups, such as young people, seniors, trans individuals, the members of Aboriginal and ethno-cultural communities, as well as people living in regions with fewer resources.

The new action plan draws on the recommendations made by many different partners in the government, community and university sectors, as well as organizations in civil society, as a way to improve our actions. Actions will be defined within our respective organizations and networks to ensure that our mission of respect and justice is heard by the groups we serve and by the Québec population in general.

I would like to call on all groups, institutions and individuals to help us ensure the success of this second plan. Together, I know that we can help improve the quality of life of sexual minority members and their families. We can be proud of a society that offers full recognition for sexual and gender diversity.

**Stéphanie Vallée**

Minister of Justice, Attorney General of Québec and  
Minister responsible for the fight against homophobia

A handwritten signature in black ink, consisting of a stylized 'S' and 'V' followed by a horizontal line.



## Acknowledgements

The *2017-2022 Government Action Plan against Homophobia and Transphobia* results from discussions and joint work by stakeholders and partners in the government, community and university sectors.

We thank all the individuals and organizations that contributed to the consultations, brought current issues and challenges to our attention, made observations and suggested possible solutions.

Their input was essential to ensure that the actions proposed meet the needs of sexual minority members.

## Government departments and bodies involved in the Action Plan

Directeur de l'état civil

Ministère de la Famille

Ministère de la Justice

Ministère de la Santé et des Services sociaux

Ministère de la Sécurité publique

Ministère de l'Économie, de la Science et de l'Innovation

Ministère de l'Éducation et de l'Enseignement supérieur

Ministère de l'Immigration, de la Diversité et de l'Inclusion

Ministère des Affaires municipales et de l'Occupation du territoire

Ministère des Relations internationales et de la Francophonie

Ministère du Travail, de l'Emploi et de la Solidarité sociale

Secrétariat à la condition féminine

Secrétariat à la jeunesse

Secrétariat aux affaires autochtones

Secrétariat aux aînés

# Table of Contents

<b>QUICK-REFERENCE CHART</b>	6
<b>ABBREVIATIONS</b>	9
<b>INTRODUCTION</b>	10
<b>PRIORITY 1 Openness to sexual diversity</b>	12
OBJECTIVE 1 Implement awareness-raising actions adapted to various target groups	13
<b>PRIORITY 2 Respect for the rights of and support for members of sexual minorities</b>	14
OBJECTIVE 2 Inform target groups about the rights of sexual minority members	16
OBJECTIVE 3 Support community actions to fight homophobia and transphobia	16
<b>PRIORITY 3 Creation of safe and inclusive environments</b>	17
OBJECTIVE 4 Provide support for partners	18
<b>PRIORITY 4 Adaptation of public services</b>	19
OBJECTIVE 5 Improve administrative practices in public services	20
OBJECTIVE 6 Improve training for public service staff	21
<b>PRIORITY 5 Coherence and effectiveness of actions taken</b>	23
OBJECTIVE 7 Document current situations to intervene more effectively	24
OBJECTIVE 8 Improve coordination, in particular in outlying regions	25
<b>CONCLUSION</b>	26
<b>DEFINITIONS</b>	27

# Quick-reference chart

<b>PRIORITY 1</b> <b>Openness to sexual diversity</b>	<b>PRIORITY 2</b> <b>Respect for the rights of and support for members of sexual minorities</b>	<b>PRIORITY 3</b> <b>Creation of safe and inclusive environments</b>
<b>Objective 1</b> <b>Implement awareness-raising actions adapted to various groups</b>	<b>Objective 2</b> <b>Inform groups about the rights of sexual minority members</b>	<b>Objective 4</b> <b>Provide support for partners</b>
<p><b>Measures</b></p> <ol style="list-style-type: none"> <li>1. Define and implement an awareness strategy to fight homophobia and transphobia (MJQ)</li> <li>2. Make staff at family community bodies and childcare services aware of the realities facing homoparental families (Famille)</li> <li>3. Produce and distribute, in childcare services and family community bodies, an information document on the realities facing homoparental families (Famille)</li> <li>4. Include homophobia and transphobia as concerns on the web platform Sportbienetre.ca (MEES)</li> <li>5. Make municipalities aware of the issues connected with the fight against homophobia (MAMOT)</li> <li>6. Include information about sexual and gender diversity on the MSSS website to make the public and the various sectors more aware of the realities and needs of sexual minority members (MSSS)</li> </ol>	<p><b>Measures</b></p> <ol style="list-style-type: none"> <li>7. Raise awareness about the rights of sexual minority members as part of the services provided for immigrants to prevent and fight against homophobia and transphobia (MIDI)</li> <li>8. Highlight Québec government actions on the international stage in support of LGBT individuals, support discussions of best government practices, and create partnerships within networks (MRIF)</li> </ol> <p><b>Objective 3</b>  <b>Support community actions to fight homophobia and transphobia</b></p> <p><b>Measures</b></p> <ol style="list-style-type: none"> <li>9. Support community organizations involved in the fight against homophobia and transphobia (MJQ)</li> </ol>	<p><b>Measures</b></p> <ol style="list-style-type: none"> <li>10. Help partners (in the public and community sectors) define and implement initiatives for LGBT seniors (Famille - SA)</li> <li>11. Promote recognition for sexual and gender diversity in higher education and in society (MEES)</li> <li>12. Insert a section dealing specifically with the management of sexual diversity in an employment context as part of a more general guide on the management of diversity to help enterprises integrate and retain a range of workers (MTESS)</li> <li>13. Cooperate with the Table nationale de lutte contre l'homophobie et la transphobie des réseaux de l'éducation and the Table provinciale de concertation sur la violence, les jeunes et le milieu scolaire, which promote the prevention of violence and make young people and families aware of sexual diversity (MEES)</li> <li>14. Include the realities faced by young sexual minority members when implementing actions to prevent and deal with violence, especially under the anti-bullying and anti-violence plan that each school must adopt in accordance with the <i>Education Act</i> and the <i>Act respecting private education</i> (MEES)</li> </ol>



**PRIORITY 4**  
**Adaptation of public services**

**Objective 5**  
**Improve administrative practices in public services**

**Measures**

- 15. Take sexual and gender diversity into account when implementing sex education strategies defined by the Ministère de l'Éducation et de l'Enseignement supérieur in the area of social justice and equal relationships, in particular in sex education (MEES)
- 16. Continue, when required, to adapt the terminology used in administrative documents such as forms to reflect the *Act instituting civil unions and establishing new rules of filiation* (MEES)
- 17. Update the body of Québec legislation to ensure equality for sexual minority parents (MJQ)
- 18. Facilitate the administrative process at government departments and bodies for trans individuals who have changed their name or sex in the registers kept by the Directeur de l'état civil (MTESS)
- 19. Adapt the terminology used in forms in the employment and social assistance sectors of the Ministère du Travail, de l'Emploi et de la Solidarité sociale to reflect new family realities (MTESS)
- 20. Adapt the publications and websites of the Québec Parental Insurance Plan and the Conseil de gestion de l'assurance parentale (MTESS)
- 21. Ensure departmental coherence in the adaptation of services to meet the needs of sexual minority members and take emerging realities into account (MSSS)

**Objective 6**  
**Improve training for public services staff**

**Measures**

- 22. Integrate the notion of diversity in departmental guidelines concerning professional skills for teachers, in particular as regards homophobia and transphobia (MEES)
- 23. Support the preparation and implementation of training and workshops on the realities and needs of LGBT seniors for staff members (Famille - SA)
- 24. Raise awareness among staff in the health, social service and education sectors and in public or community services about the realities faced by sexual minority members (MJQ)
- 25. Make training available for front-line MTESS staff about the realities faced by sexual minority members (MTESS)
- 26. Equip police officers to intervene suitably and in an adapted way when dealing with homophobia and transphobia (MSP)
- 27. Train new correctional services staff to take charge of inmates while respecting their dignity (MSP)
- 28. Continue to make coroners aware of contributing factors, including homophobia and transphobia, when investigating suicides (MSP)
- 29. Ensure that the training provided for professionals on the 24/7 psychosocial helpline is adapted to the realities faced by sexual minority members, and that the necessary tools are made available (MSSS)
- 30. Establish and provide access to training on discrimination against racialized LGBT individuals in the health and social services system (MSSS)
- 31. Distribute the awareness-raising tool *Les jeunes de minorités sexuelles et la problématique du suicide* (MSSS)

**PRIORITY 5**  
**Coherence and effectiveness of actions taken**

**Objective 7**  
**Document current situations to intervene more effectively**

**Objective 8**  
**Improve coordination, in particular in outlying regions**

**Measures**

- 32.** Support research on LGBT realities (MJQ)
- 33.** Encourage research and the transfer of knowledge about the realities faced by sexual minority members in the health and social services system (MSSS)
- 34.** Compile and publish annual data from the Uniform Crime Reporting Survey (hate crimes and incidents motivated by sexual orientation) (MSP)
- 35.** Document needs and services for the defence of LGBT rights in outlying regions (MTESS)
- 36.** Produce a statistics bulletin on homoparental families, *Quelle famille?* (Famille)
- 37.** Conduct a survey on judicial pathways for sexual minority parents (MJQ)

**Measures**

- 38.** Assist the deployment of the activities of the Bureau de lutte contre l'homophobie (MJQ)

# Abbreviations

<b>Famille</b>	Ministère de la Famille
<b>LGBT</b>	Lesbian, gay, bisexual and trans
<b>MAMOT</b>	Ministère des Affaires municipales et de l'Occupation du territoire
<b>MEES</b>	Ministère de l'Éducation et de l'Enseignement supérieur
<b>MIDI</b>	Ministère de l'Immigration, de la Diversité et de l'Inclusion
<b>MJQ</b>	Ministère de la Justice
<b>MRIF</b>	Ministère des Relations internationales et de la Francophonie
<b>MSP</b>	Ministère de la Sécurité publique
<b>MSSS</b>	Ministère de la Santé et des Services sociaux
<b>MTESS</b>	Ministère du Travail, de l'Emploi et de la Solidarité sociale
<b>SA</b>	Secrétariat aux aînés

# Introduction

In 1977, Québec took the first steps in the process to ensure equality for sexual minority members by including sexual orientation as one of the grounds of discrimination prohibited by the *Charter of Human Rights and Freedoms*. Other legislative measures were gradually introduced to extend this legal protection.

Laws alone, however, are not enough to ensure the full equality of lesbian, gay, bisexual and trans (LGBT) individuals, and in 2009 Québec introduced the *Québec Policy Against Homophobia*, which targeted greater social equality. Its four main aims were to recognize the realities faced by sexual minority members, promote respect for their rights, promote wellbeing, and ensure a concerted approach. The policy also provided for the drafting and implementation of measures to give effect to the government's intentions.

This work resulted in the *2011-2016 Government Action Plan against Homophobia*. It was extended for one year to allow time to assess the situation and organize consultations to identify issues and challenges and gather comments and proposals for future action. Although Québec has clearly made progress, social equality has not yet been achieved. A major effort is still necessary to fight ongoing prejudice and discrimination and to eliminate the hidden mechanisms for exclusion that rely on denial and depreciation. Discrimination, stereotypes and rigid social standards all contribute, in various ways, to injustice and distress.

The 2017-2022 *Government Action Plan against Homophobia and Transphobia* (the Action Plan) reflects the principles of the *Québec Policy Against Homophobia*, and is structured in a way that meets current needs. It continues the actions undertaken under the previous action plan, but extends their scope to take better account of emerging realities. It sets five priorities: openness to sexual diversity, respect for the rights of and support for members of sexual minorities, the creation of safe and inclusive environments, the adaptation of public services, and the coherence and effectiveness of the actions taken.

The actions set out in the Action Plan complement the measures already included in the recurrent practices of various government departments and bodies, and in other government strategies and action plans. They will help, directly or indirectly, to combat homophobia and transphobia and to improve the situation of sexual minority members. They are described in the shaded areas below.

The Action Plan sets priorities in response to specific needs. The resulting objectives are stated, along with the government actions that will help achieve the desired outcome.

The measures intended to give concrete effect to the objectives are summarized to make it easier to understand the nature and scope of each action.

The government undertakings that will ensure the implementation and monitoring the Action Plan are set out under the last priority, *Coherence and effectiveness of actions taken*.



### **Actions for Two-Spirit and LGBT individuals in Inuit and First Nations communities**

The actions implemented under the Action Plan will benefit the whole of Québec's population, including the Inuits and First Nations. However, to ensure a concrete response that is better adapted to the problem of homophobia and transphobia in the Aboriginal community, the government supports an independent approach that will take into consideration the particularities and differences of the First Nations and Inuits, in particular in cultural and sociological terms. As a result, the measures designed to meet the needs of these groups in connection with homophobia and transphobia will be defined in a separate action plan covering Aboriginal social issues in general. This comprehensive approach will take into account the various projects under way within the Québec government administration in the area of Aboriginal social development.

### **Stratégie gouvernementale pour prévenir et contrer les violences sexuelles 2016-2021**

The *Stratégie gouvernementale pour prévenir et contrer les violences sexuelles 2016-2021* pays particular attention to LGBT individuals. Although the actions defined for the victims of sexual violence are available for all victims, three actions concern LGBT individuals directly: the documentation of sexual violence against LGBT individuals and the adaptation of some information-gathering and awareness-raising tools, the design and implementation of training for staff members who work with LGBT individuals following a sexual assault, and support for actions targeting prevention and intervention (actions 6, 44 and 49 in the strategy). For more information, see the website of the Secrétariat à la condition féminine.

## PRIORITY 1 › OPENNESS TO SEXUAL DIVERSITY

Positive attitudes and visible signs of openness to sexual and gender diversity help make environments inclusive and safe, and strengthen the ability of sexual minority members to be assertive, defend their rights, if necessary, and take control of their own lives.

This priority for action includes measures to increase acceptance for differences in terms of sexual orientation and gender identity and expression, and to value differences in a way that makes it normal to be different. The target objective is to implement a range of awareness-raising actions adapted to various groups.

The actions that will help achieve this objective will make the general public, or specific groups within civil society, more aware of various facets of the realities faced by LGBT individuals, and encourage them to recognize the stereotypes and prejudice that may be present in their daily lives.

Government efforts to ensure equality between women and men, and to support the fight against homophobia and transphobia, help promote openness to sexual diversity in Québec society. Sexism is one of the foundations for homophobia and transphobia. It includes a stereotyped view of femininity and masculinity, along with separate roles for each gender that are perceived as being essential for the proper functioning of families and society. Some individuals are subjected to negative attitudes or harassment because they do not conform to the perceived standards of behaviour or gender expression. The fight against sexual stereotypes and sexism is a key dimension of the *Stratégie gouvernementale pour l'égalité entre les femmes et les hommes*, released in 2017. The actions set out in the strategy complement those included in this Action Plan.

### ***Stratégie gouvernementale pour l'égalité entre les femmes et les hommes***

The fight against sexual stereotypes and sexism poses a challenge of equality that concerns the whole of the Québec population, regardless of sexual orientation or gender expression or identity. The issue will be addressed in the *Stratégie gouvernementale pour l'égalité entre les femmes et les hommes* and in its implementation. For more information, see the website of the Secrétariat à la condition féminine.



## **OBJECTIVE 1 › Implement awareness-raising actions adapted to various groups**

To raise awareness in all sector about the realities faced by sexual minority members, the government undertakes to:

- 1. Define and implement an awareness strategy to fight homophobia and transphobia (MJQ)**  
The government departments involved in the implementation of the Action Plan will work together to raise awareness in all sectors about the realities faced by sexual minority members, using a range of platforms.
- 2. Make staff at family community bodies and childcare services aware of the realities facing homoparental families (Famille)**  
Thanks to partnerships with the community sector, staff members at family community bodies and childcare services will be better informed about the realities facing LGBT families and have more tools at their disposal to meet the needs of all families.
- 3. Produce and distribute, in childcare services and family community bodies, an information document on the realities facing homoparental families (Famille)**  
A document setting out the realities facing homoparental families will be produced and distributed to staff members working in educational childcare and family community bodies. The data used will be drawn, in particular, from Statistics Canada's 2016 Census and a review of the documentation on homoparental families.
- 4. Include homophobia and transphobia as concerns on the web platform sportbienetre.ca (MEES)**  
The web platform sportbienetre.ca is a unique source of information about threats to the integrity of athletes of both sexes, and will take homophobia and transphobia in sports into account by promoting existing studies and research, tools, guides, training programs and resources.
- 5. Make municipalities aware of the issues connected with the fight against homophobia (MAMOT)**  
Publications and news about the fight against homophobia and transphobia will be communicated to municipalities when relevant to their roles and responsibilities. Municipalities will also be asked to fly the rainbow flag to mark International Day Against Homophobia and Transphobia.
- 6. Include information about sexual and gender diversity on the MSSS website to make the public and the various sectors more aware of the realities and needs of sexual minority members (MSSS)**  
To reach out to the general public and raise awareness, the MSSS will include sexual and gender diversity on its website and health and wellbeing portal when they are updated.

## PRIORITY 2 › RESPECT FOR THE RIGHTS OF AND SUPPORT FOR MEMBERS OF SEXUAL MINORITIES

Homophobia and transphobia can lead to discrimination, violence, bullying and hate crime. All citizens, whatever their opinions and moral values, must adhere to the principle of respect for human rights, which forms the basis for life in society and ensures harmonious cohabitation. Raising awareness about the rights of LGBT individuals therefore constitutes an essential priority for action.

The second objective of the Action Plan, *Inform groups about the rights of sexual minority members*, is designed to ensure that information is adapted to the characteristics and needs of various sectors. It applies, in particular, to the bodies that work with newly-arrived immigrants. The measures also reinforce some of the actions implemented under the previous plan.

Awareness of and information about the rights of LGBT individuals are also increasingly important on the international stage, and defence of the rights of LGBT individuals will become an integral part of Québec's international policy. This major advance will help promote respect for the rights of sexual minority members and increase their safety elsewhere in the world.


Given the essential role played by community organizations and by civil society, the third objective is *Support community actions to fight homophobia and transphobia*. It will improve the support provided for missions of organizations that defend the rights of sexual minority members and for projects that contribute to the fight against homophobia and transphobia. This will help organizations, especially outside the major urban centres, consolidate and even extend the services they offer.

Some government programs help fight homophobia and transphobia or meet the needs of sexual minority members, and some of the measures included in the *2011-2016 Government Action Plan against Homophobia* have become part of the regular actions or services dispensed by the government departments or bodies responsible for implementing them. To avoid duplication, these measures have not been included as actions under the new Action Plan.

### **Actions targeting workers, employers and unions**

To support victims of harassment and discrimination, the Ministère du Travail, de l'Emploi et de la Solidarité sociale, with assistance from the Commission des normes, de l'équité, de la santé et de la sécurité du travail, released the *Guide sur les droits des personnes face à l'homophobie en milieu de travail* in 2014 and updated it in May 2016. The guide provides support for employers, unions and organizations defending workers' rights or the rights of sexual minorities.





It includes a general description of employers' responsibilities, examples of homophobic discrimination and harassment in the workplace, information about possible recourses, and links to other resources. The guide is available on the website of the Secrétariat du travail.

### **Actions targeting immigrants**

Under the 2011-2016 *Government Action Plan against Homophobia*, the Ministère de l'Immigration, de la Diversité et de l'Inclusion implemented a range of awareness-raising measures to support prevention and the fight against homophobia and transphobia. An information document, *L'homophobie et la transphobie en contexte interculturel : comprendre les réalités, agir sur les préjugés*, was published in 2015. The educational document *Agir pour interagir*, used in French classes for adult immigrants, includes activities that cover the topic of sexual minority rights. In addition, the Ministère has published three editions (2008, 2011 and 2014) of the guide *Réalités juridiques et sociales des minorités sexuelles dans les principaux pays d'origine des personnes nouvellement arrivées au Québec*, and plans to continue updating the guide every three years. These actions have become an integral part of the activities of the Ministère de l'Immigration, de la Diversité et de l'Inclusion, which will ensure that the situation of sexual minority members is accurately reflected when its documents and information activities are updated.

### **Actions to support the community sector**

Through its support program for community organizations, the Ministère de la Santé et des Services sociaux continues to provide financial assistance for community organizations that help sexual minority members deal with the realities they face and work to prevent homophobia and transphobia.

The Secrétariat à l'action communautaire autonome et aux initiatives sociales (SACAIS), under the responsibility of the Ministère du Travail, de l'Emploi et de la Solidarité sociale, provides support for organizations and clusters of organizations whose principal mission is to defend the rights of certain groups. This approach is intended to ensure full recognition for and the universal application of human rights. The organizations that receive funding promote rights that are not yet fully recognized or implement actions to uphold existing rights. The human rights concerned may concern all individuals, or certain segments of the population facing specific situations, such as inequality, discrimination, vulnerability, distress or exclusion. Organizations in the LGBT community are among those that receive funding.

## **OBJECTIVE 2 › Inform groups about the rights of sexual minority members**

To continue and reinforce the work launched under the *2011-2016 Government Action Plan against Homophobia*, the government undertakes to:

### **7. Raise awareness about the rights of sexual minority members as part of the services provided for immigrants to prevent and fight against homophobia and transphobia (MIDI)**

In partnership with the community sector, information and training will be made available, including activities for all MIDI staff members, structured training for members offering French classes for newly-arrived adult immigrants, and the promotion of information and training activities for organizations that help integrate immigrants.

### **8. Highlight Québec government actions on the international stage in support of LGBT individuals, support discussions of best government practices, and create partnerships within networks (MRIF)**

The Ministère des Relations internationales et de la Francophonie (MRIF) will present the actions taken by the Québec government in connection with LGBT rights in the appropriate international forums and bilateral discussions. In addition, it will establish links with governments, international organizations and other relevant networks to discuss best government practices and promote cooperation projects. Partnerships could also be established with recognized organizations, such as international organizations, specialized non-governmental organizations, research chairs, international cooperation organizations and Les Offices jeunesse internationaux du Québec, to determine support for events and projects and the creation of student placements. These actions would be designed to help advance LGBT rights abroad.

## **OBJECTIVE 3 › Support community actions to fight homophobia and transphobia**

To strengthen the actions introduced to date, the government undertakes to:

### **9. Support community organizations involved in the fight against homophobia and transphobia (MJQ)**

This action aims to increase the assistance received by LGBT organizations, to help them pursue their mission and provide suitable services. It will also involve support for projects to inform and raise awareness and projects to support the groups most vulnerable to homophobia and transphobia.



## PRIORITY 3 > CREATION OF SAFE AND INCLUSIVE ENVIRONMENTS

Among the key protection factors for LGBT individuals are acceptance from their families, friends and peers, and intervention by organizations and caseworkers following homophobic or transphobic incidents.

This priority focuses on actions that help create safe and inclusive environments in businesses, and in public spaces and services. The outcome will depend on the creation of a climate of trust and the adoption of policies to prevent and combat intimidation and violence. It will be necessary to mobilize and involve agents for change, since they have a determining influence over the quality of various environments, for example educational institutions, workplaces, and residential environments for seniors. Agents for change can be employers, the staff of public and private organizations, community partners, or individuals and organizations in civil society. The initiatives taken may, however, be limited by a lack of resources.

The objective for this priority is *Provide support for partners*. The actions taken in connection with the objective will support the implementation of projects defined by stakeholders that have no institutional resources allocated for that purpose.

Other government actions help create safe and inclusive environments, including the 2015-2018 Concerted Action Plan to Prevent and Counter Bullying and the 2016-2021 Youth Action Strategy. In addition, the provisions of the *Education Act* and *Act respecting private education* that deal with the prevention and treatment of violence are implemented in elementary and secondary schools, in particular in connection with bullying and violence motivated by prejudice based on sexual orientation or gender identity.

### **Concerted Action Plan to Prevent and Counter Bullying 2015-2018**

The action plan, coordinated by the Ministère de la Famille, is designed to counter bullying at all ages and in all environments, including cyberspace. It includes actions to promote cohabitation and prevention, to provide support for caseworkers, victims, witnesses and perpetrators, and to develop knowledge.

### **2016-2021 Youth Action Strategy**

The Secrétariat à la jeunesse coordinates the 2016-2021 Youth Action Strategy, launched on December 12, 2016. The strategy is designed to promote harmonious interpersonal relations and equal relationships. The Government of Québec has committed to a range of actions, including a partnership with the Montréal Coalition of LGBT Youth Groups in order to maintain the activities of L'Astérisk, a meeting-place where young people can meet and obtain information on sexual diversity. The strategy also supports other activities to combat violence and bullying.

## Projet Mosaïk

Projet Mosaïk provides user-ready tools for sex education for young people and their families. These prevention and promotion tools can be used by professionals in the health and social services sector and the education sector, and by community caseworkers. The tools support the establishment of networks of allies and the creation of inclusive environments free from homophobia, and are available on the website of the Ministère de la Santé et des Services sociaux.

### OBJECTIVE 4 > Provide support for partners

To meet this objective, the government undertakes to:

**10. Help partners (in the public and community sectors) define and implement initiatives for LGBT seniors (Famille – SA)**

Initiatives to meet the specific needs of LGBT seniors, implemented by public or community partners, will be supported through the program Québec ami des aînés (QADA).

**11. Promote recognition for sexual and gender diversity in higher education and in society (MEES)**

Colleges and universities will receive financial support to implement activities or projects that help ensure recognition for and the inclusion of sexual and gender diversity, including awareness-raising and training activities, seminars and socio-cultural activities.

**12. Insert a section dealing specifically with the management of sexual diversity in an employment context as part of a more general guide on the management of diversity to help enterprises integrate and retain a range of workers (MTESS)**

Content on the six best human resource practices will be prepared for businesses in order to integrate and retain LGBT workers. The aspects covered will include recruitment, health, workplace wellbeing and productivity, internal policies to recognize and value diversity, and external policies on visibility and participation in LGBT activities.

**13. Cooperate with the Table nationale de lutte contre l'homophobie et la transphobie des réseaux de l'éducation and the Table provinciale de concertation sur la violence, les jeunes et le milieu scolaire, which promote the prevention of violence and make young people and families aware of sexual diversity (MEES)**

The MEES will assist in the dissemination of information, joint action and networking by the organizations that take part in the work of the two discussion tables.

**14. Include the realities faced by young sexual minority members when implementing actions, especially under the anti-bullying and anti-violence plan that each school must adopt in accordance with the Education Act and the Act respecting private education (MEES)**

Work to raise awareness about sexual diversity and prevent and treat violence will increase, via various types of support for caseworkers in schools that have adopted an anti-bullying and anti-violence plan.



## PRIORITY 4 > ADAPTATION OF PUBLIC SERVICES

To ensure access to public services, the needs and particularities of the people who use the services must be taken into account. The improvement of public services has two dimensions: organizational and administrative practices, and staff training.

The fifth objective of the Action Plan, *Improve administrative practices in public services*, covers all the actions needed in connection with organizational and administrative practices, meaning the practices relating to service types, service delivery, and the effective dissemination of information and tools. Expertise and resources must be accessible to cover possible gaps, for example in relation to emerging problems or resulting from the small number of individuals concerned, for example outside the major urban centres. Administrative forms and documents must be adapted to reflect the realities faced by LGBT individuals, in particular in accordance with the *Act instituting civil unions and establishing new rules of filiation*.

The sixth objective, *Improve training for public service staff*, focuses on service delivery. To achieve the objective, the training provided for caseworkers will have to be upgraded on an ongoing basis, and a positive and respectful attitude towards sexual minority members must be maintained. A professional approach will encourage the use of public services.

### **Recurrent measures contributing to the fight against homophobia and transphobia**

The Ministère de la Santé et des Services sociaux intends to continue its work to support adaptation and the identification of users, in order to move towards the standardization of administrative documents, including forms and the systems supporting the work process of caseworkers. Given the complexity and inter-relation of systems within the government administration, the work must be a government-wide process.

The Ministère also supports transsexuals who want to have gender reassignment surgery. Access to the necessary services is facilitated within the shortest period of time.

## **OBJECTIVE 5 › Improve administrative practices in public services**

To improve organizational and administrative practices in public services, the government undertakes to:

**15. Take sexual and gender diversity into account when implementing sex education strategies defined by the Ministère de l'Éducation et de l'Enseignement supérieur that concern social justice and equality, in particular with respect to sex education (MEES)**

The MEES will use all the guidelines and strategies at its disposal to help caseworkers in schools understand sexual and gender diversity and take it into account in their daily actions.

**16. Continue to adapt the terminology used in administrative documents to reflect the *Act instituting civil unions and establishing new rules of filiation* (MEES)**

The necessary corrections will be made to computer systems to reflect the realities faced by homoparental families, giving concrete effect to the work begun under the *2011-2016 Government Action Plan against Homophobia*.

**17. Update the body of Québec legislation to ensure equality for sexual minority parents (MJQ)**

The body of legislation must be revised and adapted to ensure that homoparental families benefit from fair treatment, since specific obligations are associated with the notions of "father" and "mother". When required, laws, regulations and the forms they prescribe may be amended.

**18. Facilitate the administrative process at government departments and bodies for trans individuals who have changed their name or sex in the registers kept by the Directeur de l'état civil (MTESS)**

The Directeur de l'état civil will extend the scope of the service to use a single declaration for a change of name or change of sex designation. The service allows a set of government departments and bodies to be notified of a trans person's change of name or sex. Additional administrative requirements and processing delays are reduced by eliminating the need to file a certificate of change of name or change of sex designation.

**19. Adapt the terminology used in forms in the employment and social assistance sectors of the Ministère du Travail, de l'Emploi et de la Solidarité sociale to reflect new family realities (MTESS)**

Forms that have not yet been modified in compliance with the *Act instituting civil unions and establishing new rules of filiation* will be amended when they are updated.

**20. Adapt the publications and websites of the Québec Parental Insurance Plan and the Conseil de gestion de l'assurance parentale (MTESS)**

The documents and communications tools of the Québec Parental Insurance Plan and the Conseil de gestion de l'assurance parentale will be amended, as needed, to reflect the new legal realities of homoparental families and to provide better information and service.

**21. Ensure departmental coherence in the adaptation of services to meet the needs of sexual minority members and take emerging realities into account (MSSS)**

A departmental committee will ensure that the adaptation of services to meet the needs of sexual minority members is harmonized throughout the health and social services system to take into account emerging realities and related issues.



## **OBJECTIVE 6 › Improve training for public service staff**

To ensure suitable training and the professional delivery of public services, the government undertakes to:

### **22. Integrate the notion of diversity in departmental guidelines concerning professional skills for teachers, in particular as regards homophobia and transphobia (MEES)**

The target skills for future teachers in general youth education and vocational education will include an updated notion of diversity. The reference frameworks will be used to guide the drafting and accreditation of teacher training programs in Québec universities and for the hiring and continuing education of teaching staff. They will also be used as reference and evaluation tools during the practical training of future teachers.

### **23. Support the preparation and implementation of training and workshops on the realities and needs of LGBT seniors for staff members (Famille – SA)**

Regional coordinators specializing in the fight against the mistreatment of seniors will be trained and made aware of the realities and special needs of LGBT seniors. Training and awareness-raising workshops will also be offered as part of the working initiatives for vulnerable seniors (Initiatives de travail de milieux aux personnes âgées en situation de vulnérabilité, or ITMAV).

### **24. Raise awareness among staff in the health, social service and education sectors and in public or community services about the realities faced by sexual minority members (MJQ)**


Caseworkers in the health, social services, education and public or community services sectors will have increased access to the training sessions *Sexe, genres et orientations sexuelles : comprendre la diversité* and *Adapter nos interventions aux réalités des personnes de la diversité sexuelle*. This action concerns the promotion and deployment of training sessions by the Institut national de la santé publique du Québec (INSPQ).

### **25. Make training available for front-line MTESS staff about the realities faced by sexual minority members (MTESS)**

Front-line staff dealing with MTESS clients, including staff at Services Québec, Emploi-Québec and the Québec Parental Insurance Plan, will be made aware of the realities faced by sexual minority members through training provided by the INSPQ.

### **26. Equip police officers to intervene suitably and in an adapted way when dealing with homophobia and transphobia (MSP)**

The *Guide des pratiques policières* will be updated with respect to LGBT individuals and various communications tools will be used to make police officers aware of the problems of homophobia and transphobia and the realities faced by LGBT individuals. In addition, the sharing of expertise and best practices, and a review of the problems encountered by police force, will be encouraged.

- 
- 27. Train new correctional services staff to take charge of inmates while respecting their dignity (MSP)**

New correctional services staff will be prepared to intervene suitably with offenders and accused persons, taking the realities they face into account. The complaints examination procedure will make it possible to verify whether the integrity of the individuals under their responsibility is respected.
  - 28. Continue to make coroners aware of contributing factors, including homophobia and transphobia, when investigating suicides (MSP)**

Through annual seminars and the activities of the committee on LGBT issues, coroners will continue to be made aware that homophobia and transphobia must be considered as contributing factors in suicides.
  - 29. Ensure that the training provided for professionals on the 24/7 psychosocial helpline is adapted to the realities faced by sexual minority members, and that the necessary tools are made available (MSSS)**

The Info-Social intervention guides used by professionals on the 24/7 psychosocial helpline will be updated to include specific information on the differentiated realities faced by transsexual and transgender individuals.
  - 30. Establish and provide access to training on discrimination against racialized LGBT individuals in the health and social services system (MSSS)**

Training on violence and discrimination against racialized LGBT individuals will be introduced and made available to caseworkers and managers in the health and social services throughout Québec, in particular using communications technologies.
  - 31. Distribute the awareness-raising tool *Les jeunes de minorités sexuelles et la problématique du suicide* (MSSS)**

The awareness-raising tool *Les jeunes de minorités sexuelles et la problématique du suicide* will be promoted on a regular basis for use by caseworkers in the health and social services system and partner organizations.





## PRIORITY 5 › COHERENCE AND EFFECTIVENESS OF ACTIONS TAKEN

This priority focuses on actions to support, enrich and increase the effectiveness of interventions by government departments and bodies.

Government actions must be based on an accurate, rigorous documentation of the realities faced by sexual minority members in various situations. They must also take into account the initiatives introduced under existing public policies and the assessments of such initiatives. The data will help target actions and understand their effects. The importance of research is reflected in objective 7, *Document current situations to intervene more effectively*.

The actions associated with this objective are designed to fill gaps in the knowledge base and take advantage of the experience of various organizations. Over the long term, the actions will also help measure the progress made and assess the effectiveness of the measures implemented.

To meet the objectives of the Québec Policy Against Homophobia and maximize the impact of the actions taken, a concerted and coherent effort is necessary. Objective 8, *Improve coordination, in particular in outlying regions*, will ensure that government actions are implemented and monitored.

### **Increased transfer of knowledge**

To ensure that all caseworkers benefit from research, the Ministère de la Justice will participate in a project to examine the inclusion and exclusion of LGBT individuals, *Savoirs sur l'inclusion et l'exclusion des personnes LGBT*, directed by a group of researchers affiliated with the Chaire de recherche sur l'homophobie at Université du Québec à Montréal (UQAM). The Ministère will help define the strategy for transferring the findings of the research project to potential users.

## **OBJECTIVE 7 › Document current situations to intervene more effectively**

To place its interventions on a firm foundation, the government undertakes to:

### **32. Support research on LGBT realities (MJQ)**

The characteristics of and problems faced by LGBT groups must be documented to ensure appropriate and effective interventions. This action will involve maintaining financial support for the Chaire de recherche sur l'homophobie at UQAM and supporting research projects to transfer the findings to policies and programs.

### **33. Encourage research and the transfer of knowledge about the realities faced by sexual minority members in the health and social services system (MSSS)**

Research, and the application of the resulting knowledge, will support professional practices and the organization of services in the health and social services system to ensure that they are better adapted to the realities faced by sexual minority members. This action will focus on themes, issues and realities that are currently poorly documented.

### **34. Compile and publish annual data from the Uniform Crime Reporting Survey (hate crimes and incidents motivated by sexual orientation) (MSP)**

The analysis of annual statistical data on hate crimes motivated by sexual orientation will help define the extent and growth of this trend.

### **35. Document needs and services for the defence of LGBT rights in outlying regions (MTESS)**

An overview of needs and services for the defence of LGBT rights in outlying regions will help determine the strategies needed to meet priority needs in those regions.

### **36. Produce a statistics bulletin on homoparental families, *Quelle famille? (Famille)***

This statistics bulletin, produced using data from the 2016 Statistics Canada Census, will provide an updated view of the characteristics of homoparental families. It will be accessible via the website of the Ministère de la Famille and will also be distributed as an e-newsletter.

### **37. Conduct a survey on judicial pathways for sexual minority parents (MJQ)**

A survey of the judicial pathways followed by sexual minority parents will be completed and used to design new training tools and improve the process used for court cases.



## **OBJECTIVE 8 › Improve coordination, in particular in outlying regions**

To maximize the effectiveness of its actions, the government undertakes to:

### **38. Assist the deployment of the activities of the Bureau de lutte contre l'homophobie (MJQ)**

The Bureau de lutte contre homophobie will strengthen its coordination activities and partnerships in various regions of Québec, in particular by establishing a network of respondents and by maintaining contact with organizations in the LGBT community. Through its increased involvement in support for research, it will provide more assistance for its partners and for the definition of structuring projects.

#### **Undertakings**

The Ministère de la Justice is responsible for the fight against homophobia and transphobia. In performing its role, it makes the following undertakings:

- › to ensure governmental coordination and monitoring in order to achieve optimal results;
- › to publish a periodic report on its actions;
- › to assess the structural measures implemented under the *2017-2022 Government Action Plan against Homophobia and Transphobia* to measure the progress made and adjust future actions as required.



## Conclusion

**The 2017-2022 Government Action Plan against Homophobia and Transphobia gives effect to the Government of Québec's undertaking to fight the prejudice and discrimination that affects the daily lives of too many sexual minority members.**

The previous government action plan has led to significant progress. Some measures will be extended or strengthened, in addition to the new priorities for action, to enhance openness to sexual diversity and respect for the rights of LGBT individuals. All the proposed actions will help make Québec a more open, inclusive and egalitarian society.

However, the government cannot act alone, and this action plan will provide support for the initiatives implemented by various groups. The mobilization of groups, organizations and individuals will be a key factor in ensuring respect for the rights of all Quebecers.

Full recognition for sexual minorities and its effective application in all dimensions of our collective lives will generate benefits for the whole of society. Giving all individuals the possibility to achieve their full potential and apply their talents will contribute to Québec's social and economic development.



## Definitions

For the purposes of this Action Plan, the following terms are used with the meaning indicated.

**Gender expression** › Outward expression of a person's gender identity using clothing and ways of behaving and interacting that is independent of the person's biological sex.

**Gender identity** › An intimate and personal experience of one's own gender, whether or not matching assigned sex at birth. A person can identify as a man or woman or as somewhere between the two, independently of the person's biological sex.

**Homophobia** › Negative attitudes toward homosexuality that can lead to direct or indirect discrimination against people who are, or are perceived to be, gays, lesbians or bisexuals.

**Sexual minorities** › General term including lesbian, gay, bisexual and trans individuals.

**Sexual orientation** › Sexual or emotional attraction to people of the opposite sex (heterosexuality), the same sex (homosexuality) or both (bisexuality).

**Trans** › Umbrella term used to refer neutrally to transsexual and transgender individuals.

**Transgender** › A person who feels to be or identifies as a person of the sex opposite to the assigned sex at birth, and who wants to live as such. A transgender individual does not generally ask for a reassignment of sex.

**Transphobia** › Negative attitudes toward transsexual, transgender or transvestite individuals, or toward any person who transgresses gender or sex roles or the standards and representations of gender and sex, that can lead to direct or indirect discrimination.

**Transsexual** › Person who has changed sex or is in the process of changing sex, whether by surgery or hormone treatment, and wishes to live in accordance with that new sex. A sex change cannot generally be reversed.

**Two-spirit** › Generic term whose meaning varies depending on the Aboriginal community concerned, describing Aboriginal individuals who take on the roles, attributes, clothing and attitudes of multiple sexes for personal, spiritual, cultural, ceremonial or social purposes. The term may refer to an individual's sexual orientation, gender identity or gender expression. Not all Aboriginal individuals belonging to a sexual minority identify as two-spirit—some may identify as lesbian, gay, bisexual or trans.

[JUSTICE.GOUV.QC.CA](http://JUSTICE.GOUV.QC.CA)

