POLICY PAPER

Two Spirit and LGBTQ+ Students

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ABOUT OUSA

OUSA represents the interests of 150,000 professional and undergraduate, full-time and part-time university students at eight student associations across Ontario. Our vision is for an accessible, affordable, accountable, and high quality post-secondary education in Ontario. To achieve this vision we’ve come together to develop solutions to challenges facing higher education, build broad consensus for our policy options, and lobby government to implement them.

The member institutions and home office of the Ontario Undergraduate Student Alliance operate on the ancestral and traditional territories of the Attawandaron (Neutral), Haudenosaunee, Huron-Wendat, Leni-Lunaape, Anishnawbek, and Mississauga peoples.

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EXECUTIVE SUMMARY

Students pursuing post-secondary education should never face discrimination, harassment, or exclusion on their campuses. Yet on many Ontario university campuses, LGBTQ+ students face such realities and are marginalized because of who they are. In some cases, these students become the targets of deliberate, hate-motivated actions, and in other instances, the blame lies in ignorance or apathy. It is OUSA’s hope that the recommendations provided in this paper will contribute to improving access to and safety in postsecondary education for LGBTQ+ students.

THE PROBLEM

Identity Erasure

Students are concerned that support services are siloed based on singular identities, and often fail to consider marginalized and intersecting communities. This is compounded by the fact that students with multiple marginalized identities may choose to identify with one reference group, which can lead to internalized homophobia and isolation from identity groups.

Negative Campus and Community Climate

Students also have concerns regarding campus and community climate and safety. First, there is no centralized database where students can go to access information on institutional policies, procedures, and climate as it relates to their communities; institutions often lack specific data and information as it relates to LGBTQ+ communities on their campuses; and the data and information that is collected by individual institutions are often outdated, limited, and/or not reported on consistently.

Additionally, students are concerned that Two Spirit and LGBTQ+ students do not always have access to appropriate academic, service-oriented, and physical accommodations to support their identities and experiences, as decisions around programming do not adequately incorporate lived experiences of these communities. There are further barriers, as the quantity and quality of accessibility services vary depending on the geographic location of the university and many students do not have access to materials about Two Spirit and LGBTQ+ resources and education in their first language. Further, there are no minimum training and education requirements for students or for academic and administrative or support staff when it comes to inclusivity and awareness of Two Spirit and LGBTQ+ communities on university campuses.

Students are concerned about safety when interacting with campus security personnel and police. Two Spirit and LGBTQ+ students may experience oppressive or traumatic interactions with campus security personnel or police as a result of larger systemic and historic oppressions; Two Spirit and LGBTQ+ students who occupy further marginalized identities may experience greater physical or emotional barriers as a result of police brutality; and trans people experience higher rates of police brutality. Adding to these concerns is the lack of appropriate training for campus security personnel and police to address institutionalized stigmatization, marginalization, and oppression experienced by Two Spirit and LGBTQ+ students during interactions with law enforcement, and there is minimal research to show the effectiveness of local police on campuses.

Another aspect of campus climate and safety is recognition on campus. Students are concerned that universities often do not dedicate permanent physical space for Two Spirit or LGBTQ+ groups, and those that do often lack the ability to continue operating them. A lack of consistent promotion, information, and awareness about Two Spirit and LGBTQ+ identities contributes to the ongoing stigmatization, marginalization, and oppression of Two Spirit and LGBTQ+ students. Those LGBTQ+ specific spaces and services that do exist often have little knowledge of Two Spirit identity or the unique concerns of Indigenous communities and often lack representation from racialized students and communities. Students are also concerned that intersex individuals may be more hesitant to seek help from LGBTQ+ services if they do not identify as LGBTQ+ as well as being intersex, and international, immigrant, and refugee students may fear being outed to their communities due to usage of LGBTQ+ services.
There are also barriers to participating in athletics or recreational activities, as many aspects of athletics can create barriers for, or negatively impact, Two Spirit and LGBTQ+ students who may have fluid or non-binary gender identities, and many of Ontario’s universities and recreational facilities are not adequately equipped with gender-neutral washrooms or change rooms. Where they do exist, they are not always well-signed or easily accessible. This is particularly concerning as people who are trans or gender non-conforming often experience societal prejudice which may result in harassment, discrimination, and safety concerns and lack of access to safe washroom space can lead to health concerns. Further, menstrual product disposal units and infant change tables are often not accommodated for in male-designated or gender-neutral washrooms.

Finally, students are concerned about safety and comfort in student housing. Two Spirit and LGBTQ+ students are often forced to apply for housing arrangements that are based on binary divisions of gender, and trans students choosing to begin their transition when they come to university may no longer identify with the gender they identified in their residence applications. Two Spirit and LGBTQ+ students can experience ongoing harassment and other forms of violence in residence spaces because of their identity, and when looking for a new place to live as a result of a gender transition may be especially financially vulnerable – these students are also more at risk of experiencing precarious housing and/or homelessness. The specific housing needs and/or accommodations of Two Spirit and LGBTQ+ students may not be recognized and supported by university administrators. This can be even more of a challenge for international LGBTQ+ students who may rely exclusively on residence support systems. Students are further concerned that there is a lack of protection against discrimination in cases where a student lives in a dwelling with the owner or the owner’s family and shares a bathroom or kitchen facility with them.

**Gaps in Health and Wellness Services**

Students are concerned that members of the LGBTQ+ community may have their identities treated as illnesses and have practitioners treat without consideration of the harms of pathologizing. This is also a concern for intersex individuals who may be more hesitant to seek medical care due to a history of infringement on dignity and autonomy by medical practitioners. Some LGBTQ+ identities may be at greater risk for having their identities pathologized.

There are also barriers to accessing safe healthcare where students are attending post-secondary institutions away from their home. Two Spirit and LGBTQ+ students can become isolated from their health care supports as a result of attending post-secondary institutions in a different region and may lose access to their preferred care provider. Transferring medical records and history can take time, a process which is a burden on students.

Students are also concerned about mental health risks – Two Spirit and LGBTQ+ students struggling with their identity are at higher risk for developing mental health issues. Yet, the counsellors working for Good2Talk: Post-Secondary Student Helpline do not have standardized training to support these students.

Students are further concerned about the disjointed and hard-to-navigate system of services that can create barriers to access for Two Spirit and LGBTQ+ students. In addition to being difficult to navigate, on-campus health care providers often do not have appropriate training and knowledge to support the diverse needs these students, and inadequate campus resources can force students off campus to seek additional support, or cause students to abandon help seeking behaviour. Community resources and supports for Two Spirit and LGBTQ+ students are not well-promoted on university campuses and Two Spirit and LGBTQ+ students may not feel the information provided to them is sufficient, especially as health care providers often do not have the knowledge or practice to bridge LGBTQ+ and Indigenous health care.

There are also barriers to wellness that result from lack of coverage as not all students have equal access to affordable and necessary medication, including those requiring medication to combat HIV and/or AIDS. OHIP and UHIP lack comprehensive coverage to support Two Spirit and LGBTQ+ students, which may force Two Spirit and LGBTQ+ students to pay for necessary medical procedures that they cannot
afford. Further, UHIP does not provide the same coverage as OHIP and international students are not able to opt-in to OHIP. This is complicated by the fact that campus clinics are not readily identified as public or private, which can compromise the OHIP billing process and negatively impact Two Spirit and LGBTQ+ students who are rostered with their family physician. (Students often come to campus unaware of the nature of their relationship with their family physician, putting them at risk of being penalized if they access services from a private clinic.)

Further, Two Spirit and LGBTQ+ students that are not covered by OHIP may not know that they can get free and anonymous STI testing at sexual health clinics, and students with disabilities are given access to even fewer resources as they are often not seen as sexual beings which contributes to disproportionately high rates of sexual violence.

**Ineffective Policies**

Students are also concerned about the inadequate protection and support offered through provincial policies, specifically concerning financial aid and sexual violence prevention and response. LGBTQ+ students are at a higher risk for sexual violence, harassment, and gender-based violence. These risks are heightened even further for those with intersecting identities and given that they are more likely to experience financial insecurity. Two Spirit and LGBTQ+ students who are estranged from their families may still be classified as “dependent students” when applying for OSAP funding and may not receive appropriate financial aid to support the cost of their post-secondary education. Financial precarity can have negative impacts on physical and mental health as well as academic success and campus involvement.

**Lack of Research and Information**

One of the challenges of supporting and advocating for Two Spirit and LGBTQ+ students is a lack of research and information available. Students are concerned that there is a lack of awareness on many campuses about the history as well as the issues, realities, and challenges that Two Spirit and LGBTQ+ students continue to face. Often the unique experiences of LGBTQ+ students are lumped together leading to certain marginalized identities within the LGBTQ+ community leading to erasure. There is also limited research about the barriers faced by certain identities under the LGBTQ+ umbrella, and research tends to ignore intersex students as well as Two Spirit and LGBTQ+ students with intersecting identities, which can mean that, for students such as international, immigrant, and refugee students who identify as LGBTQ+, post-secondary institutions may not adequately address their needs.

Research gaps continue to exist, in part because there is inadequate provincial funding allocated to research work that explores Two Spirit and LGBTQ+ student issues and students conducting research on Two Spirit and LGBTQ+ student experiences and campus climate who are unable to locate an appropriate supervisor may be unwilling, less successful, or unable to complete this research.

Students are not only concerned about the lack of research, but also with how information is collected. Asking non-binary, questioning, and trans individuals to repeatedly mark their legal gender identity being asked to indicate sex when gender is the more appropriate question on documentation can be dysphoric and harmful. There is also no standard method across universities to address name changes/pronoun use on administrative documentation. Using gendered language on documentation is exclusionary to trans, non-binary, intersex, dysphoric, and questioning individuals. There are also no frameworks in place to ensure the collection of administrative data that includes data on race, religion, ethnicity, identity, or cultural demographics, is done in a fair, equitable, and ethical manner.

**Ineffective Training and Education**

Two Spirit and LGBTQ+ students participating in academic and support spaces can face stigmatization, marginalization, and oppression due to their identities, and instructors often teach in academic spaces lacking an awareness or understanding of the diversity of the student population and how to support that diverse population. This is further challenging as stigmatization, marginalization, and oppression contribute to a lack of representation of the Two Spirit and LGBTQ+ communities in faculty positions.
Administrative staff may not have the appropriate training to respectfully interact with Two Spirit and LGBTQ+ students or have the tools to connect students to the resources they need. Students are further concerned that organizations may use “Positive Space” stickers to indicate allyship without any training or education about the lived experiences of Two Spirit or LGBTQ+ students.

**Lack of Pre- and Post-University Supports**

Students are concerned about the ineffectiveness of supports provided to improve attitudes towards and experiences of Two Spirit and LGBTQ+ students as they move into and out of post-secondary. Lack of proactive education can reinforce existing systemic oppression, and Two Spirit and LGBTQ+ youth can experience stigmatization, marginalization, and oppression at all educational levels. As students begin their post-secondary career, it can be difficult, confusing, and isolating particularly for those without adequate support to express their identity. Universities may not have the resources necessary to increase education and awareness about Two Spirit and LGBTQ+ issues including among alumni, and Two Spirit and LGBTQ+ students may be discouraged from becoming meaningful and engaged alumni in response to a negative post-secondary experience.

**RECOMMENDATIONS**

In response to these concerns, students have proposed a number of recommendations that they believe the provincial government should adopt in order to support the experiences of Two Spirit and LGBTQ+ students on post-secondary campuses.

**Recognizing Intersecting Identities**

Students recommend that MCU encourage institutions to connect various student resources to capture all student needs and that they develop resources targeted to support specific intersecting identities within Two Spirit and LGBTQ+ student communities.

**Improving Campus and Community Climate and Safety**

Students ask that the provincial government establish a Committee on Two Spirit and LGBTQ+ Students that is responsible for advising and supporting the Ministry of Colleges and Universities on Two Spirit and LGBTQ+ student issues and priority areas. Prior to the creation of the Advisory Committee, the provincial government should conduct comprehensive consultation and engagement with Two Spirit and LGBTQ+ students and advocate on policy decisions. The Advisory Committee should be composed of one representative from MCU and student representatives from university campuses across the province; specifically, student representatives who identify as members of the LGBTQ+ community or as Two Spirit. These members should be supported with relevant resources in order to do the following:

- advise the Council of Ontario Universities (COU) in the development of relevant frameworks mandating clear minimum standards for training and education for students, academic, and administrative staff;
- provide guidance and insight to regular review of the Centralized Accessibility Database to ensure that the information made available reflects the current needs of Two Spirit and LGBTQ+ post-secondary student communities;
- be constituted annually and consulted semi-annually to inform, and guide policy developments targeted at improving inclusivity and climate for Two Spirit and LGBTQ+ post-secondary students;
- be utilized by MCU to provide consultation and feedback on relevant metrics and performance criteria as they relate to the assessment of Two Spirit and LGBTQ+ inclusivity and awareness on post-secondary campuses;
- be consulted during the development of any relevant materials that pertain to Two Spirit and LGBTQ+ post-secondary student concerns.

In addition to establishing an Advisory Committee, MCU, in collaboration with COU, should provide envelope funding to institutions for the recruitment and retention of individuals with lived experience
into frontline support roles within university accessibility and accommodation services. The Council of Senior Administrative Officers Committee under the COU should help develop and facilitate the creation of policies or practices that ensure Student Accessibility Services, or their equivalents, address intersecting identities through an anti-oppression lens in academic accommodations. MCU should also consult with the Advisory Committee to develop appropriate education and training resources for all frontline staff members in university accessibility and accommodation services. MCU should consult with
individuals with lived experiences in Two Spirit and LGBTQ+ communities as well as academic researchers to establish minimum accommodation and accessibility standards. Students also ask that the provincial government provide grant funding to incentivize the expansion of resources for Two Spirit and LGBTQ+ students in all students’ first languages, including students with visual impairments.

Students also ask that the provincial government take steps to address concerns related to campus security personnel and police. They recommend that the provincial government: task the Ontario Association of College and University Security Administrators (OACUSA) with developing accessible incident reporting tools for Two Spirit and LGBTQ+ students; mandate campus security personnel and police utilize gender-neutral language during any investigations and/or incident reporting; mandate that the Ministry of Children, Community and Social Services work with the Advisory Committee to identify issues relating to interactions between campus security personnel and police and Two Spirit and LGBTQ+ communities; work with the Ontario Provincial Police and OACUSA with developing minimum standards to address the issues identified by the Advisory Committee; work with the Ministry of Municipal Affairs and the Ministry of the Solicitor General to establish a protocol for how campus security engages with police and community enforcement stakeholders; work with the Ministry of Municipal Affairs and the Ministry of the Solicitor General, in collaboration with the partners utilized for the Best Practices in Policing and LGBTQ+ Communities in Ontario report, to develop joint training and educational opportunities for local police to improve their interactions with Two Spirit and LGBTQ+ students and review and update police training courses to include information about the historical oppression of Two Spirit and LGBTQ+ communities and the discrimination these communities continue to face; support COU and OACUSA to consult with student groups to revise current campus security personnel and police training initiatives to include intersecting identity training; task the Attorney General with opening a special inquiry into the state of policing and the justice system in relation to Two Spirit and LGBTQ+ communities. At the same time, the Higher Education Quality Council of Ontario (HEQCO) should conduct research on the effectiveness of police on campus and their effect on Two Spirit and LGBTQ+ students as well as racialized students.

Campus spaces, washrooms, change rooms, and athletic spaces can create barriers for safety and participation by Two Spirit and LGBTQ+ students. Students therefore ask that the provincial government; make funding available for the establishment of permanent, physical spaces for Two Spirit and LGBTQ+ students on university campuses as well as the ongoing costs associated with staffing and maintaining these spaces; provide grant funding to support Indigenous-led initiatives for Indigenous students identifying as Two Spirit or under the LGBTQ+ umbrella; provide envelope funding to pride groups and services to accommodate all identities, including intersex persons, and encourage gender-neutral spaces where applicable; work with the various governing and regulatory bodies that make up university athletics in Ontario to develop minimum standards for inclusive and accessible athletic and recreational spaces; support Ontario University Athletics with investigating Two Spirit and LGBTQ+ student experiences with, and attitudes towards, university athletics to identify potential barriers to Two Spirit and LGBTQ+ student involvement; mandate that all institutions have gender-neutral washrooms and that all new institutions and infrastructural expansions dedicate spaces, including in recreational facilities, for gender-neutral washrooms and change rooms that are easily accessible for all students; mandate that universities display information about the location of gender-neutral washrooms in an accessible manner, and that menstrual disposal units and infant change tables be available in all washrooms. MCU should provide capital funding as an incentive for institutions to renovate existing buildings to provide gender-neutral accessible washrooms.

Housing is a particular area of concern for Two Spirit and LGBTQ+ students, and as such, students ask that the provincial government: engage with leading advocates and establish best practices that ensure Two Spirit and LGBTQ+ representation and safety within university residences; provide universities with envelope funding to develop emergency bursaries for LGBTQ+ students in precarious housing situations;
make grant funding available for institutions to ensure that reservation of residence spaces for accommodations does not increase the cost of living for Two Spirit and LGBTQ+ students; and amend the *Ontario Human Rights Code* to ensure that the right to be free of discrimination applies to tenants who share bathroom and kitchen facilities with their landlord or fellow tenants. Additionally, MCU should work with institutions to incorporate solutions to address concerns raised by the Advisory Committee as they relate to residence life staff. Any strategic residence plans should consider the unique needs of Two Spirit or LGBTQ+ students who may be Indigenous, belong to a visible minority, or live with a disability.

**Enhancing Health and Wellness**

Two Spirit and LGBTQ+ students have unique health needs that the provincial government must support. To this end, students ask that MCU provide funding to institutions to implement training for all counsellors that addresses the needs of Two Spirit and LGBTQ+ students with intersecting identities based on standards developed by Rainbow Health Ontario and set standards for how information about on-campus sexual health resources and access must be displayed and promoted to students.

Student also ask that the MCU work with the Ministry of Health to: provide mandatory training for on-campus practitioners on the history and current experiences of Two Spirit and LGBTQ+ students with specific awareness to the needs of asexual and intersex students; ensure that all Two Spirit and LGBTQ+ students, physicians, and practitioners, have access to Ontario Telemedicine Network services; increase referrals and integration between community health care agencies and campus clinics; develop awareness resources targeting promotion of appropriate community resources on university campuses; provide all front-line care workers with cultural sensitivity training in consultation with Indigenous elders and Indigenous advocates who identify as Two Spirit or under the LGBTQ+ umbrella; engage with leading advocates, such as Rainbow Health Ontario, to expand and promote the coverage available to international students seeking medical procedures in support of their identity, until international students are able to opt into OHIP; broaden OHIP coverage to include medications targeting and preventing HIV/AIDS; and encourage promotion of sexual health clinic availability.

The Ministry of Health should: work with Rainbow Health Ontario to develop training for medical and administrative staff to support the higher rates of physical health, mental health, and sexual health concerns among the LGBTQ+ population; partner with the Canadian Medical Association to include inclusive and intersectional training on the unique health concerns of Two Spirit and LGBTQ+ students in residency requirements; and mandate campus physicians receive intersectional training on Two Spirit and LGBTQ+ health issues on a regular basis.

Students also ask that the provincial government: expand OHIP and UHIP to cover prescription drugs of all kinds; extinguish the Trillium Drug Program and expand the Ontario Drug Benefits program to include eligibility for Ontarians across their lifespan to receive Hormone Replacement Therapy treatment; develop grant funding for sexual health resource centres to work with Two Spirit and LGBTQ+ advocacy groups around education addressing sexuality from an accessibility lens; and expand the Good2Talk: Post-Secondary Student Helpline to include resources and support for LGBTQ+ students.

**Strengthening Policies**

The provincial government should amend the *Sexual Violence and Harassment Action Plan Act* to: ensure that gender-neutral language is used in post-secondary institutions’ sexual violence policies; include an appeal process that allows for appeals based on infringement on the safety of the students during the complaint process; adopt a third-party reporting protocol for disclosures of sexual violence that is available for Two Spirit and LGBTQ+ students. Additionally, the Women’s Campus Safety Grant should be renamed to a gender-neutral title that continues to focus on campus safety.

The provincial government should also provide envelope funding to universities to develop emergency funds accessible to Two Spirit and LGBTQ+ students that may experience financial crises and amend the OSAP eligibility process to allow students to declare independent status where they have been out of secondary school for fewer than six years but are estranged from the persons they are dependent on.
**Improving Research and Information**

Students are asking the provincial government to support knowledge dissemination, research, and data collection frameworks in order to increase knowledge of Two Spirit and LGBTQ+ student needs. To this end, MCU should work with Two Spirit and LGBTQ+ advocacy groups to create a website to act as a comprehensive resource for prospective students and mandate that this website be included on all existing student resource and application websites. The provincial government should also mandate that all institutions display accurate information about Two Spirit and LGBTQ+ communities in a prominent, accessible, and respectful way.

The provincial government should work with HEQCO to conduct research on the quality of education as it relates to Two Spirit and LGBTQ+ students, particularly as they relate to concepts of bisexual, pansexual, and transfobias and erasure. Students asked that HEQCO be tasked with investigating marginalized identities under the LGBTQ+ umbrella in order to identify and report on the unique barriers faced by these students, specifically, research on the needs of racialized LGBTQ+ students. The provincial government should also provide grant funding for further research on international, immigrant, and refugee Two Spirit and LGBTQ+ students and students who are intersex to better assess their needs.

Students are also asking for the elimination of barriers to name change processes. They recommend the provincial government work with COU and the Council of Senior Administrative Officers to identify barriers and use this information to set standards for clear and transparent processes for students to change names and pronouns on all university documentation, including the confidential protection of student identity information.

Regarding data collection and dissemination, the Advisory Committee should: provide feedback and consultation relating to user demand and support MCU on the publication, usage, and distribution of data collected for the purposes of addressing campus inclusivity and awareness; annually review the Centralized Accessibility Database to ensure that the information available accurately reflects the current needs of the communities it seeks to support; and work with LGBTQ+ organizations to support the dissemination of resources and inform the creation of a resource library, cataloguing information as it relates to Two Spirit and LGBTQ+ student post-secondary experiences.

Finally, students are asking for funding to support their research efforts. Specifically, they ask that MCU: work with the Tri-Council of federal research agencies to make specific grant funding available for researchers whose work focuses on Two Spirit and LGBTQ+ student identities and experiences and who seek to support/recruit/retain future student researchers; provide research grants that mirror both the financial contributions and programmatic intent of programs available at the federal level; and provide envelope funding targeting the education of the broader campus student population.

**Enhancing Training and Education**

There is a need for the provincial government to support training and education on Two Spirit and LGBTQ+ student needs. The provincial government should collaborate with the Ontario Confederation of University Faculty Associations (OCUFA) to develop faculty training, in consultation with Two Spirit and LGBTQ+ students, on Two Spirit and LGBTQ+ issues and inclusivity in academic spaces. OCUFA should also develop a tiered training model on Two Spirit and LGBTQ+ issues. COU’s Accessible Campus working group should create and disseminate toolkits to institutions to ensure administrators understand the barriers that students with disabilities who identify as Two Spirit or LGBTQ+ face.

The provincial government should provide institutions with envelope funding for: resources to provide training on inclusion of Two Spirit and LGBTQ+ students on campus; international student support centres; the conversion of existing campus spaces to positive spaces; bystander intervention and sensitivity training for student leaders, staff, and volunteers; training for all student-facing administrative roles. Students also ask that all new programs and cyclical reviews approved by the MCU should be evaluated with an anti-oppression lens before approval.

**Pre- and Post-University Support**
Students also believe that the provincial government should support students as they enter and exit post-secondary education. As such, the MCU should work with the Ministry of Education to: develop and provide an appropriate educational curriculum that adequately addresses Two Spirit and LGBTQ+ identities, issues, and histories; develop best practices around promoting and encouraging allyship within school spaces; revise the Private Schools Policies and Procedures Manual to provide Two Spirit and LGBTQ+ students with the knowledge and preparation they need to be healthy, to thrive, and to feel represented and safe; amend all primary and secondary Health and Physical Education curriculums to take an intersectional lens; and develop guidelines to support mentorship programs connecting Two Spirit and LGBTQ+ secondary and post-secondary students. Students also ask that the provincial government maintain Ontario’s Equity and Inclusive Education Strategy and recommend that the MCU work with Two Spirit and LGBTQ+ advocates to support Two Spirit and LGBTQ+ students adjusting to post-secondary education.

The MCU should also develop best practice guidelines to support improved relationships between university advancement and alumni relations offices and Two Spirit and LGBTQ+ students and student groups, and work with appropriate community agencies to develop guidelines for alumni relations to improve interactions with Two Spirit and LGBTQ+ alumni.
PREFACE

TERMINOLOGY

This paper uses Two Spirit and LGBTQ+ to refer to anyone who identifies as Two Spirit, Lesbian, Gay, Bisexual, Transgender, Queer, Questioning, Intersex, Asexual, Pansexual, and other identities and sexualities that are not cisgender or heterosexual. Two Spirit is written in full before the LGBTQ+ acronym to reflect the fact that a person who identifies as Two Spirit may not identify within the LGBTQ+ community and to ensure that Two Spirit identities are not hidden in initialism. It is also written this way to "affirm that marginalization of Two Spirit people is an extension of settler-colonial marginalization of Indigenous people and people of diverse sexual orientations and gender identities, rather than the result of Indigenous cultural tradition." 1

Over the years, the LGBTQ+ acronym has evolved and variations, including LGBTQIA+ and LGBTQ2+, have become more commonly used. This paper uses the term LGBTQ+ because it is more widely used and recognized at this time, particularly when compared to alternatives, such as MOGAI (Marginalized Orientations, Gender, and Intersex). The plus sign (+) in LGBTQ+ indicates the intention to recognize a diverse and fluid range of gender identities, gender expressions, and sexual orientations. Additionally, in this paper the terms "trans" and "transgender" are used interchangeably. It is important to note that language and nomenclature evolves over time and therefore terminology may need to be adjusted in order to best reflect the communities represented. It is also important to note that terminology can be deeply personal, and not all persons will identify with the terminology used herein and that should be respected.

DEFINITIONS

Ally: Someone who does not identify as a member of the LGBTQ+ or Two Spirit community but supports the community.

Intersectionality: Kimberlé Williams Crenshaw coined this term to acknowledge the ways that different aspects of individuals' identities aggravate, intensify, or magnify experiences of privilege and/or oppression.2

Intersectional identity: the multiple, intersecting factors that constitute the dynamic and fluid nature of an individual’s identity.3

Transphobia: "the aversion to, fear or hatred of trans people and communities...based on stereotypes that are used to justify discrimination, harassment and violence toward trans people."4

Homophobia: “the irrational aversion to, or fear or hatred of gay, lesbian or bisexual people and communities, or to behaviours stereotyped as “homosexual”.”5

Bi-erasure: “pervasive problem in which the existence or legitimacy of bisexuality (either in general or in regard to an individual) is questioned or denied outright.”6

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1 Suzanne Mills, Michelle Dion, Daniel Thompson, Christ Borst, & James Diemert, Mapping the Void: Two Spirit and LGBTQ+ Experiences in Hamilton (McMaster University, The AIDS Network, June 11, 2019) [Mapping the Void].
SCOPE AND LENS

Not all Two Spirit individuals to whom the term LGBTQ+ refers face the same issues and barriers. These identities and communities have distinct experiences and face unique challenges. While efforts have been made to address specific issues, such as bi-erasure, it is not within the scope of this policy paper to engage in all of these important and more nuanced discussions. Rather, more general issues of inclusion, awareness, safety, and respect are explored with an aim to ensure campuses are safer and more accessible for gender and sexually diverse students.

Relatedly, the topics discussed cannot be fully understood without a greater examination of intersectionality and the role of racism, ableism, ageism, and other forms of discrimination in the oppression of LGBTQ+ people. To this end, the authors of this paper have taken steps to address intersecting identities, noting, for example, how physical and mental health issues and financial precarity impact rural students, students with disabilities, and racialized students who are Two Spirited or identify within the LGBTQ+ community differently or more acutely. Every effort has been made to highlight particularly marginalized or intersecting identities within the LGBTQ+ community as requested by the Ontario Undergraduate Student Alliance Spring Assembly delegation of 2019.

Further, though this paper tackles problems that are manifestations of larger systemic and historical structures that continue to oppress the Two Spirit and LGBTQ+ communities, it is also beyond the scope of this paper to offer an academic exploration of these root causes. Rather, we hope to address some of these underlying causes through the tools we propose in this paper, including education and policy change. Ultimately, however, this paper maintains a problem-solving and policy-oriented lens, primarily offering short-term prescriptions intended to improve the experiences of Two Spirit and LGBTQ+ students on their campuses.

The following paper attempts to offer policy solutions in the context of broad and complex topics and, as such, there are still many important issues to be discussed. This paper does not claim to serve as a comprehensive list of challenges faced by all students who identify as Two Spirit or LGBTQ+, nor as an authoritative description of the nature of these problems. Instead, it intends to serve as a first step towards introducing improvements and to fill a gap in the policy landscape in support of gender and sexually diverse students in Ontario.

LGBTQ+ VOICES

This policy paper and its recommendations were written and finalized following consultation with Ontario university students (attending one of OUSA’s membership schools) who identify under the LGBTQ+ umbrella. This paper also uses data from OUSA’s 2017 Ontario Post-Secondary Student Survey, which provided information about LGBTQ+ student experiences and identities. Interviews and focus groups were also conducted by OUSA board members at the following institutions: Alma Mater Society at Queen’s University; Brock University Students’ Union; Federation of Students at the University of Waterloo; McMaster Students’ Union; Students’ General Association at Laurentian University; Trent-Durham GTA Students’ Association; Western University Students’ Council; and Wilfrid Laurier University Student Union.

The Research and Policy Analyst on this file would like to especially thank the students and student leaders who participated in OUSA’s LGBTQ+ Student Experiences Interview Series throughout the fall of 2018. Thank you to the students from Trent-Durham GTA University, the University of Waterloo, Wilfrid Laurier University, Queen’s University, Brock University, and Laurentian University who gave their time and shared their stories. Your voices and experiences helped build the foundation of this paper.

However, while attempts were made to consult with a broad range of identities who identify as Two Spirit or LGBTQ+, it is important to note that there are many voices who we missed in these efforts. For example, Two Spirit and Indigenous LGBTQ+ students were underrepresented in these consultations, as were students with disabilities, racialized students, asexual students, intersex students, and students who
are geographically marginalized. These identities are more likely to face unique stigma as a result of intersecting identities, and to be erased or silenced in discussions of LGBTQ+ student experiences. It is therefore important to be explicit about our own limitations in this regard. We have relied on the limited research - where available - that speaks to the concerns of these communities but recognize that engaging these communities in future advocacy and policy work is something that OUSA as an organization must make a priority.

INDIGENOUS STUDENTS

In the spirit of recognizing those students who are missing and whose voices are silenced or erased from discussions of gender and sexually diverse student experiences, and to support reconciliation in post-secondary education, it is important that we acknowledge Two Spirit and Indigenous LGBTQ+ students explicitly. The experiences of these students are unique in that they are also shaped and impacted by colonialism.

Ontario’s post-secondary sector is only at the beginning of the long and difficult process of reconciliation, and there is much more to be done to ensure that all Indigenous students, including Two Spirit and LGBTQ+ students are encouraged and enabled to equitably access, engage, and succeed throughout their post-secondary careers and beyond. Likewise, OUSA also has a long way to go towards reconciliation and is taking steps to ensure that as we continue to advocate for gender and sexually diverse students we are inclusive of Indigenous student voices and worldviews. As we continue down our path to reconciliation there will be opportunities to strengthen our policy stance to better meet the needs of Two Spirit and Indigenous LGBTQ+ students.

STUDENTS WHO ARE INTERSEX

While the focus of this paper is on Two Spirit and LGBTQ+ students, this paper also identifies concerns and makes recommendations to support students who are intersex. “Intersex is a general term used for a variety of conditions in which a person is born with a reproductive or sexual anatomy that doesn’t seem to fit the typical definitions of female or male...[and] is a socially constructed category that reflects real biological variation.” People who are intersex represent a range of sexual orientations and gender identities, and there is debate within the intersex community about wanting to be included under the LGBTQ+ umbrella. However, while OUSA does not take a stance on this point, the concerns of students who are intersex require attention and many overlap with concerns from the Two Spirit and LGBTQ+ communities. These concerns and recommendations to address them are therefore included in this paper in an effort to ensure that they are recognized and given the attention of the provincial government and post-secondary institutions, policy makers, and stakeholders.

COMMUNITY AND CAMPUS CLIMATE

Community climate plays a large role for Two Spirit and LGBTQ+ students in their post-secondary experiences. Lack of education and understanding within a community about Two Spirit and LGBTQ+ identities increases the likelihood of judgement and discriminatory behaviours which marginalizes and isolates students of these identities. This can be incredibly detrimental to the mental health of these students and further disadvantage them from continuing post-secondary education.

Therefore, it is critical that universities and their surrounding communities practice meaningful allyship and openly welcome and celebrate all genders and sexual identities.

9 "About the Q," PFLAG, accessed December 5, 2019, online: https://pflag.org/blog/about-q.
INTRODUCTION

Students pursuing post-secondary education should never face discrimination, harassment, or exclusion on their campuses. Yet on many Ontario university campuses, LGBTQ+ students face such realities and are marginalized because of who they are. In some cases, these students become the targets of deliberate, hate-motivated actions, and in other instances, the blame lies in ignorance or apathy. Despite growing awareness about sexual orientation and gender identity, homophobia, transphobia, and gender-based violence continue to exist on university campuses, which creates barriers to access and causes significant harm.

Statistically, LGBTQ+ students are at higher risk of experiencing physical and sexual assault; they are also more likely to develop physical and mental health issues, including depression, anxiety, trauma, and lack of self-acceptance, as a result of past and ongoing discrimination. This risk is heightened for those in the LGBTQ+ community who are managing a disability, identify as a person of colour, or are living in rural areas. LGBTQ+ youth are also more likely to face financial challenges and job insecurity, and are more likely to need to work multiple jobs or to experience homelessness. At the post-secondary level, many of these issues arise and are intertwined with the experiences of LGBTQ+ students on their campuses. University experiences have a profound impact on LGBTQ+ students who may be uncomfortable or unsafe on their campus and in their community.

Historically, student-based movements have been foundational to creating change on campuses and providing supports for LGBTQ+ folk in their communities, and these efforts have been led by many LGBTQ+ students themselves. Even today, many of the LGBTQ+ services, supports, and resources on campuses are student-led. For example, the University of Waterloo is home to the Glow Centre for Gender and Sexual Diversity, the oldest student-led LGBTQ+ support and resource centre in Canada. At McMaster University, the Pride Community Centre (serviced by the McMaster Student Union) provides LGBTQ+ students with programs and resources, including a physical space for LGBTQ+ students to meet and socialize, as well as peer supports. Similar groups and services exist on other OUSA membership campuses as well—many of which are entirely volunteer-based.

While these efforts are necessary and admirable, LGBTQ+ students should not be left to combat these issues alone. Post-secondary students want to see our elected officials and policy makers commit to addressing LGBTQ+ student issues by acting to create learning spaces that are safe and accessible for all. This policy paper provides a series of recommendations directed at the provincial government to improve the experiences of LGBTQ+ students on Ontario’s campuses.

11 Ibid; Jason C. Garvey, Laura A. Sanders and Maureen A. Flint, “Generational Perceptions of Campus Climate Among LGBTQ+ Undergraduates,” Journal of College Student Development 58, no. 6 (2017): 795-817 [Garvey, Sanders, & Flint].
12 CAMH, “LGBTQ Identified People and Mental Health”, n 10.
13 Garvey, Sanders, & Flint, n 11.
INTERSECTING IDENTITIES

<table>
<thead>
<tr>
<th>Principle:</th>
<th>Students with intersecting identities deserve a holistic approach to their access to student services.</th>
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<tbody>
<tr>
<td>Concern:</td>
<td>Student services are siloed based on singular identities and student services often fail to consider marginalized and intersecting communities, leading to erasure.</td>
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<tr>
<td>Concern:</td>
<td>Students with multiple marginalized identities may choose to identify with one reference group, which can lead to internalized homophobia and isolation from identity groups.</td>
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<tr>
<td>Recommendation:</td>
<td>The Ministry of Colleges and Universities should encourage institutions to connect various student resources to capture all student needs.</td>
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<tr>
<td>Recommendation:</td>
<td>The Ministry of Colleges and Universities should develop resources targeted to support specific intersecting identities within Two Spirit and LGBTQ+ student communities.</td>
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Intersecting identities is often misunderstood as an additive of the multiple factors that shape an individual’s identity and experiences. However, intersecting identities references the multiple, intersecting factors that constitute the dynamic and fluid nature of an individual’s identity and cannot be reduced to the sum of a person’s characteristics. Having intersecting identities creates an entirely new and unique experience. For example, the sexism transwomen face (also known as trans misogyny) is uniquely different than the sexism faced by cisgender women, not because transwomen experience sexism directed at their transness in addition to their femaleness, but because the intersection of transness and femaleness is rooted in a dynamic and fluid relationship between these characteristics. This is the exact reason why it is vitally important that students with intersecting identities receive a holistic approach when accessing student services. When accessing services, students who are marginalized on the basis of intersecting identities may opt to identify with one group or characteristic, usually the most visible. This can lead internalized homophobia or transphobia and isolation from other identity groups and corresponding support services. This becomes an issue where, as is often the case, “LGBTQ+ resources” are siloed from resources for racialized communities, feminine-aligned communities, and/or communities with disabilities. This siloing makes it more difficult for students with intersecting identities to access the entirety of the supports they may need. Additionally, this siloing can lead to erasure, whether it be the erasure of Two Spirit or LGBTQ+ identities or the erasure of race or disability in LGBTQ+ spaces. The Ministry of Colleges and Universities can address this issue by encouraging institutions to connect various student resources to create a more accessible care network for students to rely on, and by developing resources targeted at supporting intersecting identities within Two Spirit and LGBTQ+ communities. The recommendations in the remainder of this paper have taken intersecting identities into account and as such can serve as a guide for the development of these resources.

### CAMPUS AND COMMUNITY CLIMATE AND SAFETY

#### ADVISORY COMMITTEE: TWO SPIRIT AND LGBTQ+ STUDENTS

<table>
<thead>
<tr>
<th><strong>Principle:</strong> The lived experiences of Two Spirit and LGBTQ+ students should be recognized, respected, and treated as legitimate.</th>
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<tr>
<td><strong>Principle:</strong> Two Spirit and LGBTQ+ students’ perspectives and experiences should be prioritized and incorporated in the development of policies that affect their communities.</td>
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<td><strong>Principle:</strong> Two Spirit and LGBTQ+ students should have access to data and research pertaining to their communities to support inclusion and awareness.</td>
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<td><strong>Principle:</strong> Post-secondary institutions should have a greater understanding of the unique needs of Two Spirit and LGBTQ+ students, and the diversity of needs within those communities.</td>
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<td><strong>Principle:</strong> A sector-wide approach should be utilized as an initial means of addressing barriers and inequities facing Two Spirit and LGBTQ+ students.</td>
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<th><strong>Concern:</strong> Decisions around programming for Two Spirit and LGBTQ+ communities do not adequately incorporate lived experiences of that community.</th>
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<td><strong>Concern:</strong> There are no minimum training and education requirements for students or for academic and administrative staff when it comes to inclusivity and awareness of Two Spirit and LGBTQ+ communities on university campuses.</td>
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<td><strong>Concern:</strong> The data and information collected by individual institutions are often outdated, limited, and/or not reported on consistently.</td>
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<td><strong>Concern:</strong> There is no centralized database where students can go to access information on institutional policies, procedures, and climate as it relates to their communities.</td>
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<tr>
<td><strong>Concern:</strong> Institutions often lack specific data and information as it relates to LGBTQ+ communities on their campuses.</td>
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<tr>
<th><strong>Recommendation:</strong> Prior to the creation of the Advisory Committee on Two Spirit and LGBTQ+ Students, the provincial government should conduct comprehensive consultation and engagement with Two Spirit and LGBTQ+ students and advocate on policy decisions that would have an impact on Two Spirit and LGBTQ+ communities.</th>
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<tr>
<td><strong>Recommendation:</strong> The provincial government should establish a Committee on Two Spirit and LGBTQ+ Students that is responsible for advising and supporting the Ministry of Colleges and Universities on Two Spirit and LGBTQ+ student issues and priority areas.</td>
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<td><strong>Recommendation:</strong> The Advisory Committee on Two Spirit and LGBTQ+ Students should be composed of one representative from the Ministry of Colleges and Universities and student representatives from university campuses across the province; specifically, student representatives who identify as members of the LGBTQ+ community or as Two Spirit.</td>
</tr>
<tr>
<td><strong>Recommendation:</strong> Members of the Advisory Committee on Two Spirit and LGBTQ+ Students should be supported with relevant resources, including personnel resources in the form of community advocates, leaders in identity inclusion, and other campus stakeholders, targeting support from those with relevant lived experience from Two Spirit and LGBTQ+ communities.</td>
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</table>
Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should advise the Council of Ontario Universities in the development of relevant frameworks mandating clear minimum standards for training and education for students, academic, and administrative staff.

Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should provide guidance and insight to regular review of the Centralized Accessibility Database to ensure that the information made available reflects the current needs of Two Spirit and LGBTQ+ post-secondary student communities.

Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should be constituted annually and consulted semi-annually to inform, and guide policy developments targeted at improving inclusivity and climate for Two Spirit and LGBTQ+ post-secondary students.

Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should be utilized by the Ministry of Colleges and Universities to provide consultation and feedback on relevant metrics and performance criteria as they relate to the assessment of Two Spirit and LGBTQ+ inclusivity and awareness on post-secondary campuses.

Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should be consulted during the development of any relevant materials that pertain to Two Spirit and LGBTQ+ post-secondary student concerns.

Students in the Two Spirit and LGBTQ+ communities continue to face barriers regarding their identity, in part due to the limited education, awareness, and exposure that individuals may receive before, during, and after formal education periods. Understanding language and the impact it has is a critical, but often absent, aspect of policy development pertaining to marginalized groups. This is particularly significant for Two Spirit and LGBTQ+ students, as language use can support ongoing marginalization and stigmatization. Students have identified the need to be knowledgeable on Two Spirit and LGBTQ+ communities and the particular issues they face beyond a surface-level recognition. Policy development can often exclude Two Spirit and LGBTQ+ perspectives, and a lack of lived experience reflected in policy decisions contributes to a cycle of Two Spirit and LGBTQ+ omission in policy development. Two Spirit and LGBTQ+ students attending post-secondary institutions therefore encounter landscapes and frameworks that are often designed with little input from members of their communities, and as a result, many of their needs and concerns are neglected. For example, students may encounter academic or administrative staff who are not receptive to Two Spirit and LGBTQ+ needs and concerns as there are no minimum training or education requirements to promote inclusivity and awareness of Two Spirit and LGBTQ+ students on university campuses.

Further, there is limited institutional data or information available on campus climates and resources available for Two Spirit and LGBTQ+ students. This is, in part due to the outdated, limited, and inconsistently reported data from institutions themselves, as well as the lack of centralized database for students to access such information. This gap in knowledge leaves students unprepared and ill-informed about the realities of university campus life and the supports available to them.

In order to better address the lack of Two Spirit and LGBTQ+ engagement in decision-making and policy development, the provincial government should establish a province-wide advisory committee aimed at increasing engagement and addressing the systemic stigmatization and marginalization facing these

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18 Mapping the Void, n 1.


communities on post-secondary campuses. The Advisory Committee on Two Spirit and LGBTQ+ Students (Advisory Committee) would utilize the lived experience of Two Spirit and LGBTQ+ students to inform policy and program development impacting these communities. This committee should be constituted annually and should meet between two and three times a year.

Committees of this kind have been used under previous governments and have differing iterations based on mandate. Most are formed as a “Minister’s Advisory Council” (MAC), with the intention of providing direction and support to a specific minister on a specific topic(s). These committees have typically followed one of two models, centralized or decentralized, based on mandate and representation. In the centralized model, representatives are selected from across the province, seeking to maintain regional balance and distribution, serving on a single province wide council which is tasked with advising a particular minister on a particular issue, or set of issues. For example, the 2017-18 Minister’s Advisory Council of Students – aimed broadly at the whole of the post-secondary sector, with student representation from both the university and college populations – is an example of a centralized model.

A decentralized model was used, and continues to be used, for the Special Education Advisory Committee (SEAC). In this example of a decentralized model each school board is required to have an advisory committee focused on the issue. These committees are selected, evaluated, and populated with students from within that district. Structure of the committee, including membership, must follow the guidelines outlined by the ministry, but each school board may be modified to reflect local need. For the purposes of this Advisory Committee, a centralized model will do more to identify needs within the sector as gaps in support and care exist province wide. While there may be merit to a decentralized model once the landscape has become more supportive, the first iteration requires the Advisory Committee to embrace a system wide approach, informed by the experiences of students with lived experience across all campuses, not simply localized efforts to treat systemic problems.

In addition to its mandate, an effective advisory committee requires meaningful and intentional composition. The most equitable approach to recruitment under a centralized provincial model is a hybrid process where each campus nominates an individual to serve on the advisory committee without precluding individuals from applying themselves. A hybrid process would ensure that each campus has a minimum of one voice on the committee. This process was employed by the 2017-18 Minister’s Advisory Council of Students.

Membership of the committee should be composed entirely of students, with the addition of a representative from the Ministry of Colleges and Universities and assisted and supported by a rotating group of experts and staff depending on the specific task or needs identified. Students are to be individuals with lived experience in Two Spirit and LGBTQ+ student life within the campus community. The purpose of expert and staff support is to provide the committee with the resources necessary to shape direction for future mandates and determine and prioritize advocacy efforts. Those responsible for support should recognize the need for greater consultation and engagement with the community and should make every effort to ensure that the committee has representation from all identities within the Two Spirit and LGBTQ+ student communities. The Advisory Committee should actively engage relevant stakeholders for additional information as it pertains to Two Spirit and LGBTQ+ student life on campus. In particular, consultation with the Council of Ontario Universities, the Higher Education Quality Council of Ontario, and the Ontario Council of University Faculty Associations provide an opportunity to leverage existing resources networks in pursuit of research pertaining to these communities.

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The Advisory Committee is to focus on advocacy and information rather than direct operational oversight, and should meet approximately once per term, with a total number of meetings not to exceed three per year. It will work towards dismantling ingrained systems that marginalize and oppress Two Spirit and LGBTQ+ identities through contributions to the development of a clear framework and minimum standards for training and education. While the short-term purpose is to identify needs and opportunities to change perceptions, the long-term purpose of the Advisory Committee is to inform conversations around relevant next steps. To this end, the Advisory Committee will collect information to inform the need for increased ministerial support and the form that support should take. The Advisory Committee will also provide guidance on the development and regular review of a Centralized Accessibility Database where students can access information about campus climates and resources.

After several iterations, the Advisory Committee should be able to put forward recommendations around the need for a permanent unit within the Ministry of Colleges and Universities that specifically addresses Two Spirit and LGBTQ+ student issues and concerns. Conversations around the need for a specific unit should take into consideration leading practices to incorporate inclusive education, such as the inclusive Education Branch created by the Ontario Ministry of Education. This unit would act as a resource to the MCU and to other ministries seeking to improve the experiences of Two Spirit and LGBTQ+ students before, during, and after their post-secondary education. In determining the need for such a permanent establishment such conversations by the Advisory Committee should consider the direct and indirect impacts that a unit would have. Namely: (1) contribution to increased visibility for a community that often struggles to be seen amongst competing priorities; and (2) reflect a commitment by the provincial government to address post-secondary issues specific to Two Spirit and LGBTQ+ students. By fulfilling this mandate, the Advisory Committee should be able to contribute to immediate amplification of marginalized voices through specific advocacy efforts, as well as participating in meaningful conversations to address long term changes.

SUPPORT SERVICES

| Principle: Two Spirit and LGBTQ+ students should have the opportunity to receive services from individuals who have lived experiences in the Two Spirit and LGBTQ+ communities when possible. |
| Principle: Two Spirit and LGBTQ+ students should be able to access services and supports provided by staff who are well-informed on Two Spirit and LGBTQ+ issues. |
| Principle: Two Spirit and LGBTQ+ students should be able to access academic, service-oriented, and physical accommodations that support their identities and experiences. |
| Principle: Students should have access to materials about Two Spirit and LGBTQ+ resources and education in their first language. |
| Principle: All students, regardless of their identities, should feel comfortable accessing the resources they need. |

| Concern: Quantity and quality of accessibility services vary depending on the geographic location of the university and whether it is in an urban or rural community. |
| Concern: Support staff are not required to undergo training or receive education specific to Two Spirit and LGBTQ+ student barriers and concerns and are therefore not always well-informed on how best to support Two Spirit and LGBTQ+ students. |
| Concern: Two Spirit and LGBTQ+ students do not always have access to appropriate academic, service-oriented, and physical accommodations to support their identities and experiences. |

Concern: Many students do not have access to materials about Two Spirit and LGBTQ+ resources and education in their first language.

Recommendation: The Ministry of Colleges and Universities, in collaboration with the Council of Ontario Universities, should provide envelope funding to institutions for the recruitment and retention of individuals with lived experience into frontline support roles within university accessibility and accommodation services to better reflect the diverse needs of their students.

Recommendation: The Council of Senior Administrative Officers Committee under the Council of Ontario Universities should help develop and facilitate the creation of policies or practices that ensure Student Accessibility Services, or their equivalents, address intersecting identities through an anti-oppression lens in academic accommodations.

Recommendation: The Ministry of Colleges and Universities should consult with the Advisory Committee on Two Spirit and LGBTQ+ Students to develop appropriate education and training resources for all frontline staff members in university accessibility and accommodation services.

Recommendation: The Ministry of Colleges and Universities should consult with individuals with lived experiences of in Two Spirit and LGBTQ+ communities as well as academic researchers to establish minimum accommodation and accessibility standards for services directed at Two Spirit and LGBTQ+ students at all post-secondary institutions.

Recommendation: The provincial government should provide grant funding to incentivize the expansion of resources for Two Spirit and LGBTQ+ students in all students’ first languages, including students with visual impairments.

There is a noticeable gap in research on accessibility issues for students from Two Spirit and LGBTQ+ groups, making it a challenge to identify the needs of these students, particularly as they pertain to support, accommodation, and accessibility services. This is significant, as Two Spirit and LGBTQ+ students are more likely to experience barriers throughout their post-secondary education than their heterosexual peers, especially those students with intersecting marginalized identities. For example, rural and northern students may have greater difficulty accessing services due to barriers based on geographic location; and there are limited resources available for students whose first language is not English and those with disabilities. While all students benefit from increased supports and accommodations, members of the Two Spirit and LGBTQ+ communities have distinct and unique needs that support staff may be unable to meet as they are not well-trained to support these communities.

To address this concern, the Ministry of Colleges and Universities should consult with individuals with lived experiences of Two Spirit and LGBTQ+ student life as well as academic researchers to develop minimum accommodation and accessibility standards that take into consideration the recommendations provided by the California Postsecondary Education Commission (CPEC). CPEC collected data and met with experts, advocates, and students to determine minimum access requirements for members of the LGBTQ+ community, including access to a designated LGBTQ+ advocates on campus, a campus resource.


30 Angeli, Access and Equity for All Students, n 27.
Based on CPEC’s findings, the following support services should be implemented:

- Counselling services, including emotional counselling and financial counselling for those who are estranged from their family after coming out;
- Education and counselling services for students and families to educate parents on how to support their Two Spirit and/or LGBTQ+ child; advising parents on current research findings that negative reactions to a child’s identity or gender may negatively influence the child’s physical and mental health;
- A grievance system specific to Two Spirit and LGBTQ+ issues where students can report a dispute or grievance without fear of retribution based on their identity or gender;
- Career advising to support Two Spirit and LGBTQ+ students concerned about interviewing and company climates toward Two Spirit and LGBTQ+ employees;
- Workshops or programs for residence life assistants responsible for ensuring that student housing is safe and welcoming to all students; and
- Workshops or programs that address homophobia and heterosexism, especially for fraternities, sororities, and athletic teams.

The proposed Advisory Committee on Two Spirit and LGBTQ+ Students should provide feedback to ensure that all recommendations and initiatives address the ability to access services from students who are from Two Spirit and LGBTQ+ communities. Beyond broad-based, accessible services for Two Spirit and LGBTQ+ students, it is important that minimum standards reflect the importance of individuals with lived experience providing these services. However, while lived experience is preferable, this is not always feasible, and, in such cases, training should be increased for those in support services roles. Policies and minimum standards should also be set to ensure Student Accessibility Services and their equivalents recognize and address the distinct needs of Two Spirit and LGBTQ+ students with attention to unique needs stemming from intersecting identities.

There should be a greater focus on researching the needs of these communities, as well as on how existing accommodations often fail to provide the necessary supports that students who do not identify with these communities might take for granted. Ideally, this research would be conducted by those with lived experience in the community. Clear guidelines need to be established around best practices as they relate to accommodating Two Spirit and LGBTQ+ students’ concerns. Through active recruitment of students across institutions to participate in ongoing surveys and questionnaires and proposed guidelines for accessibility services and frameworks, these services can better reflect the needs of the population across the post-secondary sector as a whole.

The provincial government can support the implementation of these recommendations by providing funding; specifically, grant funding to support resource expansion in multiple languages so that students whose first language is not English can more comfortably access comprehensive support. This should include the creation of resources that are accessible for students with visual impairments. It is also important that Student Accessibility Services are attentive to the needs of Two Spirit and LGBTQ+ students, which is why the Council of Ontario Universities, through their Council of Senior Administrative Officers Committee, should develop policies and practices for these services to adopt an anti-oppression lens. The Ministry of Colleges and Universities can also work with the Council of Ontario Universities to support recruitment and retention of persons in frontline support roles who identify as Two Spirit or LGBTQ+ or have lived experience supporting these communities.

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31 Ibid.
32 Ibid.
Principle: All members of campus security personnel and police should receive the training and tools necessary to support Two Spirit and LGBTQ+ students.

Principle: All members of Two Spirit and LGBTQ+ communities should be able to access security services and support without fear or stigma.

Principle: Reporting mechanisms should be accessible to all Two Spirit and LGBTQ+ students.

Principle: Two Spirit and LGBTQ+ students should feel comfortable on their campuses.

Concern: Two Spirit and LGBTQ+ students who occupy further marginalized identities, including those living with a disability or belonging to a visible minority, may experience greater physical or emotional barriers as a result of police brutality when interacting or attempting to interact with campus security personnel and police.

Concern: Trans people experience higher rates of police brutality.

Concern: Two Spirit and LGBTQ+ students may experience oppressive or traumatic interactions with campus security personnel or police as a result of larger systemic and historic oppressions.

Concern: Campus security personnel and police may not have the appropriate training to address institutionalized stigmatization, marginalization, and oppression experienced by Two Spirit and LGBTQ+ students during interactions with law enforcement.

Concern: There is minimal research to show the effectiveness of local police on campuses.

Recommendation: The provincial government should task the Ontario Association of College and University Security Administrators with developing accessible incident reporting tools for Two Spirit and LGBTQ+ students.

Recommendation: The provincial government should mandate that the Ministry of Children, Community and Social Services work with the Advisory Committee on Two Spirit and LGBTQ+ Students to identify issues relating to on campus interactions between campus security personnel and police and Two Spirit and LGBTQ+ communities.

Recommendation: The provincial government should work with the Ontario Provincial Police and the Ontario Association of College and University Security Administrators with developing minimum standards to address the issues identified by the Advisory Committee on Two Spirit and LGBTQ+ Students.

Recommendation: The provincial government should mandate campus security personnel and police utilize gender-neutral language during any investigations and/or incident reporting.

Recommendation: The Ministry of the Solicitor General should review and update police training courses to include information about the historical oppression of Two Spirit and LGBTQ+ communities and the discrimination these communities continue to face.

Recommendation: The provincial government should work with the Ministry of Municipal Affairs and the Ministry of the Solicitor General to establish a protocol for how campus security engages with police and community enforcement stakeholders.

Recommendation: The provincial government should work with the Ministry of Municipal Affairs and the Ministry of the Solicitor General, in collaboration with the partners utilized for the Best Practices in...
Two Spirit and LGBTQ+ students should not face barriers when accessing campus security systems, yet barriers often exist that stem from larger systemic and historic oppressions. A strong, positive relationship between campus security personnel and police and the Two Spirit and LGBTQ+ communities is essential for a safe campus environment where all students feel safe. Two Spirit and LGBTQ+ community members may face stigmatization and general threats to their identity while interacting with campus security personnel and police, and so, to ensure all students can access security services without facing restrictions or discomfort, it is important to identify all relevant stakeholders whose involvement would address concerns from those who continue to have these negative experiences. Campus security has a distinct role to play in the event of an emergency, incident, or investigation on campus as they are often the first point of contact for a victim experiencing an emergency. On-campus enforcement services should be committed to respectful communication with all students and should not be a source of discrimination, trauma, or oppression for members of the Two Spirit and LGBTQ+ communities.

Violence against LGBTQ+ communities is often underrepresented and under-policed. Statistics show that only 52% of LGBTQ+ individuals who were victims of hate violence reported the crimes to the police. The stigma and fear of rejection from law enforcement is an important issue and is a product of mistrust among the LGBTQ+ community. Two Spirit people are also more likely to underreport experiences of hate violence due to the mistrust that Indigenous people have of the justice system and of law enforcement. These issues must be addressed with solutions that set high standards and expand inclusivity practices on campus. This is particularly important as research has demonstrated that law enforcement personnel are often “indifferent” and may be reluctant to acknowledge the anti-LGBTQ+ nature of a reported crime, leading to erasure, distrust, and reinforcing barriers to reporting.

Campus security personnel and police should be trained and informed about issues affecting the Two Spirit and LGBTQ+ communities. For example, the practice of designating a Two Spirit and LGBTQ+ liaison in police departments and providing sensitivity training has been found to produce positive change among enforcement agents. The committees assigned to research and suggest best practices should encourage representation from the Two Spirit and LGBTQ+ communities, including racialized students and students with disabilities, as well as active on-campus advocacy groups. To maintain order, local police must build a level of trust within their community, and so local police and campus security should collaborate to build trust with the Two Spirit and LGBTQ+ communities on campus. The primary source of this

35 Ibid.
36 Sarah Hunt, An Introduction to the Health of Two-Spirit People: Historical, Contemporary, and Emergent Issues (National Collaborating Centre for Aboriginal Health, 2016).
38 Ibid.
relationship-building should be the service provider: the local policing service. Local police and campus security should understand that promoting civil rights includes protecting Two Spirit and LGBTQ+ groups both on and off campus.40

To address these issues holistically, a number of steps can be taken specifically addressing existing security structures as well as improving training opportunities. To improve security structures on campus, the provincial government should task the Ontario Association of College and University Security Administrators (OACUSA) with creating an accessible incident-reporting tool that allows students to anonymously provide concerns or recommendations about campus security. The provincial government should also mandate that all campus security personnel and police utilize gender-neutral language in their duties, including investigations and incident-reporting.

To strengthen training for campus security personnel and police, the provincial government should collaborate with universities, the Ministry of Municipal Affairs, and the Ministry of the Solicitor General, in addition to the partners utilized to inform the development of the Ontario Association of Chiefs of Police Resource Document, Best Practices in Policing and LGBTQ+ Communities in Ontario.41 These partners include LGBTQ+ community organizations throughout the province such as:

- The 519 Church Street Community Centre;
- The HIV & AIDS Legal Clinic of Ontario (HALCO);
- The Canadian HIV/AIDS Legal Network; Egale Canada;
- Jer’s Vision (now the Canadian Centre for Gender and Sexual Diversity);
- The LGBTQ Community Wellness Centre of Hamilton (“The Well”);
- The Mark S. Bonham Centre for Sexual Diversity Studies;
- Osgoode Hall OUTLaws;
- Outlaw Western (Western Law School);
- Parents, Families, and Friends of Lesbians and Gays (PFLAG);
- Pride and Prejudice;
- Rainbow Health Ontario; Serving with Pride;
- University of Windsor (Office of Human Rights, Accessibility, and Equity); and
- Victim Services of York Region.

At the same time, the Ministry of the Solicitor General should review and update police training courses to include information on the historical and current oppression faced by members of the Two Spirit and LGBTQ+ communities to ensure that law enforcement is able to approach interactions with these communities from a position of knowledge and understanding, rather than indifference. A similar approach should be taken to address the gaps in training for campus security personnel. Specifically, the provincial government should support the Council of Ontario Universities (COU) and OACUSA to consult with student groups to revise campus security personnel and police training initiative to include intersecting identity training. Community organizations, including the Canadian Centre for Gender and Sexual Diversity and Rainbow Health Ontario, offer intersecting identities training and resources for a range of audiences,42 and with the support of student groups this training could be adapted for use in the post-secondary sector

Finally, the provincial government should fill gaps in research and knowledge on the effectiveness of campus security personnel and policing in order to ensure that any security models are meeting the needs of all members of a university community. The Ministry of Children, Community and Social Services should work with the Advisory Committee on Two Spirit and LGBTQ+ Students to identify issues relating to interactions between campus security personnel and police and Two Spirit and LGBTQ+ students. This information should then be used by the Ontario Provincial Police and OACUSA to develop minimum

standards to address identified issues. At a broader level, the Higher Education Quality Council of Ontario should be tasked with investigating the effectiveness of police on campus, with attention to the effects on Two Spirit and LGBTQ+ students, particularly racialized students, students with disabilities, and Indigenous students. Recognizing that campus security and police exist within our provincial policing and justice system, it is also important that the provincial government acknowledge the history and current oppression faced by Two Spirit and LGBTQ+ communities as a result of these systems. To this end, the Attorney general should open a special inquiry into the state of policy and the justice system in relation to Two Spirit and LGBTQ+ communities.

**TWO SPIRIT AND LGBTQ+ SPACES**

**Principle:** All Two Spirit and LGBTQ+ students should see their identities represented and accurately reflected in their communities and on their university campuses.

**Principle:** Every university should have permanent and physical representations of Two Spirit and LGBTQ+ communities on their campuses.

**Principle:** Campus LGBTQ+ student centres should be able to operate regardless of physical space and funding limitations.

**Principle:** Encouraging consistent promotion of information, resources, and awareness campaigns supporting Two Spirit and LGBTQ+ students is an integral component of addressing and preventing the oppression and marginalization of Two Spirit and LGBTQ+ students and ensuring that all students have access to resources relevant to their needs.

**Principle:** LGBTQ+ specific spaces and services should be culturally safe and Indigenous students should be able to access them without fear of their identities being erased.

**Concern:** Universities often do not dedicate permanent physical space for Two Spirit or LGBTQ+ groups, and those that do often lack the ability to continue operating them, leading to marginalization and safety concerns for individuals who identify as Two Spirit or LGBTQ+.

**Concern:** A lack of consistent promotion, information, and awareness about Two Spirit and LGBTQ+ identities at post-secondary institutions across Ontario contributes to the ongoing stigmatization, marginalization, and oppression of Two Spirit and LGBTQ+ students.

**Concern:** LGBTQ+ specific spaces and services often have little knowledge of Two Spirit identity or the unique concerns of Indigenous communities.

**Concern:** Intersex individuals may be more hesitant to seek help from LGBTQ+ services if they do not identify as LGBTQ+ as well as being intersex.

**Concern:** LGBTQ+ student centres often lack representation from racialized students and communities due to the racism and xenophobia that often exists within LGBTQ+ communities on campuses.

**Concern:** International, immigrant, and refugee students may fear being outed to their communities due to usage of LGBTQ+ services.

**Recommendation:** The provincial government should make funding available for the establishment of permanent, physical spaces for Two Spirit and LGBTQ+ students on university campuses as well as the ongoing costs associated with staffing and maintaining these spaces.

**Recommendation:** The provincial government should provide grant funding to support Indigenous-led initiatives for Indigenous students identifying as Two Spirit or under the LGBTQ+ umbrella.
Recommendation: The provincial government should provide envelope funding to pride groups and services to accommodate all identities, including intersex persons, and encourage gender-neutral spaces where applicable.

All students should be able to feel included and represented on their campuses. However, on many Ontario university campuses, Two Spirit and LGBTQ+ students do not have such experiences and can feel excluded from campus spaces and the broader university community. Moreover, designated LGBTQ+ spaces and educational resources (e.g. Pride centres) are often difficult to locate and not well promoted to students, despite the recognition that “higher rate[s] of LGBTQ student organizations on campus [are] associated with decreased levels of experiences of heterosexism.” Further, a lack of permanent space for Two Spirit and LGBTQ+ students and resources can result in infrastructural marginalization. Without dedicated financial support at a ministry level, Pride centres may be forced to engage in alternate fundraising activities, competing for already limited funds in spaces typically dominated by LGBTQ+ groups that operate within broader communities. In addition, LGBTQ+ services that are entirely student-run often have difficulty retaining institutional memory and ensuring continuity of services from year to year. Often, student-led service providers encounter additional problems in securing resources, assistance, and permissions from the university for certain initiatives. The visibility of physical representations of the Two Spirit and LGBTQ+ communities is also important to each student’s perception of their campus climate, and while some universities have taken steps to include such representations, gaps remain. Providing supports and developing social groups can help fill some of these gaps so that Two Spirit and LGBTQ+ students can create and feel a sense of purpose that contributes to positive self-esteem and self-actualization.

To address these concerns, institutions should be encouraged to foster the development of “safe spaces” for Two Spirit and LGBTQ+ students, in a way that is ongoing and supports their voices and self-actualization. Safe physical spaces are essential to addressing high rates of violence, substance abuse, suicide, alienation, and dropout rates that disproportionately affect Two Spirit and LGBTQ+ students. “Safe spaces” also provide a platform for Two Spirit and LGBTQ+ visibility, increase awareness about issues this community faces, and address the presence of homophobia and heterosexism on campus. These spaces help Two Spirit and LGBTQ+ students establish solidarity and a sense of belonging; however, care must be taken to ensure that all identities within the LGBTQ+ umbrella are equally validated and represented. For example, transgender students encounter added complexity when navigating sexual development and, as a result, may require additional support.

The lives of Two Spirit and LGBTQ+ students are profoundly impacted by the lack of such spaces and communities on university campuses. It is therefore important that the provincial government take these concerns seriously and address them meaningfully. The government can demonstrate its commitment by providing capital funding available for the establishment of permanent, physical spaces for Two Spirit and LGBTQ+ students on university campuses to ensure institutions have the financial resources required for the creation and maintenance of said spaces. This will also help incentivize institutions to prioritize the creation of designated Two Spirit and LGBTQ+ spaces on campus.

The provincial government should also support these spaces to be inclusive of all identities by providing envelope funding to address underrepresentation of students in these spaces, including representation and support for intersex students who may or not identify as LGBTQ+. For example, LGBTQ+ student

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44 Garvey, Sanders, & Flint, n 11.
46 Catherine O. Fox and Tracy E. Ore, “(Un)Covering Normalized Gender and Race Subjectivities in LGBT “Sage Spaces”,” Feminist Studies 36, no. 3 (Fall 2010): 630.
47 Ibid, 646.
48 Jaimie Veale, Elizabeth M. Saewyc, Helene Frohard-Dourlent, Sarah Dobson, Beth Clark and the Canadian Trans Youth Health Survey Research Group, Being Safe, Being Me: Results of the Canadian Trans Youth Health Survey (Vancouver, BC: Stigma and Resilience Among Vulnerable Youth Centre and the University of British Columbia, 2015): 30 [Veale et al. Being Safe, Being Me].
centres on campus may lack representation from members of racialized communities. Further, racism and xenophobia are sometimes present in LGBTQ+ communities, which presents additional barriers to racialized LGBTQ+ students.\textsuperscript{49} In a recent study, racialized trans students were reportedly more likely than cisgender people of colour to experience harassment, and in general, racialized respondents were more likely to have been harassed based on their race than non-racialized respondents.\textsuperscript{50} Social class may also contribute to how often a student experiences harassment on campus.\textsuperscript{51} As well, it is important to note that within racialized communities, LGBTQ+ students may face homophobia and/or transphobia, which could be reflected in racialized student groups on campus. Equally important to note, is the fact that LGBTQ+ students from a racialized background, including international students, may not be “out” to family and could be concerned with their LGBTQ+ identity being relayed without their information or consent.\textsuperscript{52}

Indigenous-led initiatives often lack adequate funding support from the provincial government or post-secondary institutions regardless of identity. During OUSA’s consultation process a number of Indigenous students expressed concerns regarding LGBTQ+ specific spaces and services having little knowledge of the Two Spirit identity or the unique concerns of Indigenous communities, leading Indigenous students to feel isolated and misunderstood. In order to ensure there are spaces and services available for Indigenous students where they feel safe and comfortable, more Indigenous-led initiatives are required. To help incentivize and support the creation and implementation of culturally relevant programming, the provincial government should provide grant funding to support Indigenous-led initiatives for Indigenous students identifying as Two Spirit or under the LGBTQ+ umbrella. This funding should be provided to students and/or student lead groups through way of an application process to determine project funding needs on a case-by-case basis.

**ATHLETICS**

<table>
<thead>
<tr>
<th>Principle:</th>
<th>Students should feel comfortable accessing and using campus athletic and recreational facilities, regardless of gender or sexual identity.</th>
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<tbody>
<tr>
<td>Principle:</td>
<td>Every effort should be made to identify and reduce barriers preventing or hindering Two Spirit and LGBTQ+ participation in organized physical activities.</td>
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<tr>
<td>Concern:</td>
<td>Many aspects of athletics can create barriers for, or negatively impact, Two Spirit and LGBTQ+ students who may have fluid or non-binary gender identities, which can deter them from participating in physical activity.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The provincial government should work with the various governing and regulatory bodies that make up university athletics in Ontario to develop minimum standards for inclusive and accessible athletic and recreational spaces on university campuses in consultation with a Two Spirit and LGBTQ+ advocacy group.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The provincial government should mandate that institutions implement the minimum standards in all recreational and athletic spaces.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The provincial government should support Ontario University Athletics with investigating Two Spirit and LGBTQ+ student experiences with, and attitudes towards, university athletics to identify potential barriers to Two Spirit and LGBTQ+ student involvement.</td>
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\textsuperscript{50} Kristie L. Seelman, “Transgender Adults’ Access to College Bathrooms and Housing and the Relationship to Suicidality,” *Journal of Homosexuality* 63, no. 10 (2016): 1378-1399 [Seelman].

\textsuperscript{51} Ibid.

\textsuperscript{52} Shanshan Yan, "Through an Intersectionality Lens: Service provider Views on the Sexual Health Needs of Racialized LGBTQ Youth in Toronto," M.A. Thesis (Wilfrid Laurier University, 2014).
Physical activity is essential for good physical health, and it contributes significantly to mental wellbeing. Students can be physically active and enhance their campus experience by participating in competitive or intramural athletics. Opportunities to participate in these activities contribute to an overall healthy campus climate. However, involvement in post-secondary athletics can be difficult for Two Spirit and LGBTQ+ students, especially those who do not subscribe to binary gender identities. Sport culture often revolves around divisions based on biological sex and socially constructed notions of gender, and this creates barriers for students who do not conform to these constructs. As a result, Two Spirit and LGBTQ+ students can be subjected to hostile situations and abuse; such negative experiences, or fear of these experiences, can discourage LGBTQ+ students from participating in athletic activities on campus.

Additionally, locker or change rooms can be restrictive for Two Spirit and LGBTQ+ students, and for trans or gender non-conforming students in particular.53 The division of change rooms along binary gender lines creates barriers for students who are non-binary or genderfluid. Notably, transgender students who replied to the Canadian Trans Youth Health Survey indicated that while they felt safe at school overall, they felt least safe in washrooms and change rooms.54 Non-binary students may experience targeted verbal or physical aggression when attempting to use gendered change rooms. Aquatics facilities are particularly daunting, as they are often only accessible through binary-gendered locker rooms; moreover, shower and changing areas are often communal with little privacy, creating a hostile environment for trans and gender non-conforming students.55

Two Spirit and LGBTQ+ students should not be excluded from participating in these athletics on campus. It is, therefore, essential that the provincial government work with the various governing and regulatory bodies that make up university athletics in Ontario, in consultation with the Advisory Committee on Two Spirit and LGBTQ+ Students, to develop minimum standards for inclusive and accessible athletic and recreational spaces on university campuses. These standards should be mandated by the provincial government to be implemented at all post-secondary institutions. It is also vital that the government support Ontario University Athletics to investigate Two Spirit and LGBTQ+ student experiences with athletics to better understand the barriers these students face.

GENDER-NEUTRAL WASHROOMS AND CHANGE ROOMS

**Principle:** Every student should have access to washrooms and change rooms they feel safe and comfortable using, regardless of gender identity, sexual orientation, sex, or accessibility needs.

**Principle:** Gender-neutral washrooms should be readily available and easily accessible for students who may need or desire them.

**Principle:** Gender-neutral washrooms are essential facilities to provide to students, particularly those who identify as Two Spirit, trans, non-binary, gender fluid, or those who are intersex.

**Principle:** Menstrual needs are not defined by gender.

**Concern:** Many of Ontario’s universities and recreational facilities are not adequately equipped with gender-neutral washrooms or change rooms on their campuses.

**Concern:** Gender-neutral washrooms are not always well-signed or easily accessible to students.

**Concern:** People who are trans or gender non-conforming often experience societal prejudice which may result in harassment, discrimination, and safety concerns for students who identify as Two Spirit, trans, non-binary, or gender fluid.

54 Veale et al. *Being Safe, Being Me*, n 55, 57.
55 Thorpe, n 60, 5.
Concern: When trans students do not have access to safe washroom space, they are at a greater risk for health concerns.

Concern: Menstrual product disposal units and infant change tables are often not accommodated for in male-designated or gender-neutral washrooms.

**Recommendation:** The provincial government should mandate that all institutions have gender-neutral washrooms and that all new institutions and infrastructural expansions dedicate spaces, including in recreational facilities, for gender-neutral washrooms and change rooms that are easily accessible for all students. Consideration should be made for proportional gender-neutral washroom representation to gendered-washroom representation.

**Recommendation:** The Ministry of Colleges and Universities should provide capital funding as an incentive for institutions to renovate existing buildings to provide gender-neutral accessible washrooms.

**Recommendation:** The provincial government should mandate that universities display information about the location of gender-neutral washrooms in an accessible manner, both physically on campuses in high-traffic areas and online.

**Recommendation:** The provincial government should mandate that menstrual disposal units and infant change tables be available in all washrooms.

Washrooms play an important part in establishing a sense of positivity and overall safety. The strict labelling of public washrooms is an example of gender bifurcation, as bathrooms have traditionally been separated on the basis of binary gender identities. As a result, transgender students have reported that bathroom access is one of the most pressing challenges they encounter in a post-secondary environment, citing negative experiences including being stared at, questioned, denied access, and told to leave. In severe cases, students have been assaulted for using or attempting to use the bathroom of their choice. There is currently a lack of gender-neutral bathrooms on campuses and students that do not feel safe or comfortable in washrooms or change rooms designated according to binary genders, and are often not offered an alternative. OUSA’s own research revealed that having gender-neutral spaces on campuses (including bathrooms) was a significant priority for respondents, particularly LGBTQ+ respondents. This lack of access is detrimental to students’ experiences: research has shown that the stress related to not being able to access gender-appropriate bathrooms and housing is strongly linked to deteriorated mental health for LGBTQ+ persons and lack of access to appropriate bathrooms can lead to negative physical health consequences as well.

To ensure that all students are able to access public washrooms without concerns around safety or comfort, the provincial government should incentivize post-secondary institutions to provide students with accessible, gender-neutral washrooms and change rooms. This requires the provincial government to: (1) mandate that infrastructural expansions dedicate space to gender-neutral washrooms and change rooms; (2) mandate that institutions display information about the location of gender-neutral washrooms and change rooms; and (3) provide funds so that existing spaces can be updated to include such facilities.

The creation of gender-neutral washrooms and change rooms should reach a number that is proportionate to gendered washrooms and change rooms on the campus. Further, while gender-neutral

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56 Ibid, 2.
58 Thorpe, n 60; Herman, “Gendered Restrooms and Minority Stress”, n 64.
59 Thorpe, n 60, 2.
62 Seelman, n 57, 1393.
63 Thorpe, n 60, 2.
accessible washrooms are vitally important, it is equally important that there be gender-neutral washrooms other than designated single stall accessible washrooms. First, these washrooms are often used as gender-neutral washrooms because it is easiest to do so, with little regard for how that may make students feel like an afterthought. Secondly, by making these the only gender-neutral washrooms, it can single out students who use them who may not have a visible disability - effectively outing students, in an environment that may not always be safe. Finally, by utilizing the few single use accessibility washrooms as the only gender-neutral washrooms means that there can be longer wait times for students who also need to go out of their way to find these few washrooms. In order to make sure that students requiring a gender-neutral washroom do not feel as though they are taking space from those that require an accessible washroom (recognizing that there are often limited accessible washrooms to meet the needs of all students who require them), the inclusion of gender-neutral washrooms should be in addition to already existing accessible washrooms on campus.

Another important aspect to ensuring that all students have access to washrooms and change rooms that meet their needs and that they feel safe and comfortable in is recognizing that some of the needs that have been defined in infrastructure and in social structures as gendered are not necessarily so. For example, menstrual needs are not gendered, which is why students are concerned that menstrual product disposal units are not accommodated for in male-designated or gender-neutral washrooms. A simple solution for this concern is for the provincial government to mandate that institutions provide menstrual disposal units in all washrooms.

HOUSING AND RESIDENCE

**Principle:** Universities should be equipped to provide a range of residence accommodations for Two Spirit and LGBTQ+ students.

**Principle:** Two Spirit and LGBTQ+ students should have the opportunity to transfer to a residential space of their choice or private residence room upon request in the event of harassment or a crisis situation.

**Principle:** Two Spirit and LGBTQ+ students should be made aware of the protections provided to them from housing-related discrimination and harassment by the *Ontario Human Rights Code*.

**Principle:** Landlords and residence housing administrators have a duty to accommodate Two Spirit and LGBTQ+ students under the *Ontario Human Rights Code*.

**Concern:** Trans students choosing to begin their transition when they come to university may no longer identify with the gender they identified in their residence applications.

**Concern:** Two Spirit and LGBTQ+ students looking for a new place to live as a result of a gender transition may be especially financially vulnerable.

**Concern:** Two Spirit and LGBTQ+ students are often forced to apply for housing arrangements that are based on binary divisions of gender.

**Concern:** Two Spirit and LGBTQ+ students can experience ongoing harassment and other forms of violence in residence spaces because of their identity.

**Concern:** The specific housing needs and/or accommodations of Two Spirit and LGBTQ+ students may not be recognized and supported by university administrators.

**Concern:** Two Spirit and LGBTQ+ people often experience precarious housing and/or homelessness.

**Concern:** If a student lives in a dwelling with the owner or the owner’s family and shares a bathroom or kitchen facility with them, the right to be free from discrimination in housing does not apply.
Concern: International LGBTQ+ students may lack family support and rely exclusively on residence support systems.

Recommendation: The provincial government should engage with leading advocates and establish best practices for institutions to adopt that ensure Two Spirit and LGBTQ+ representation and safety within university residences.

Recommendation: The provincial government should make grant funding available for institutions to ensure that the reservation of residence spaces for such accommodations does not increase the cost of living for Two Spirit and LGBTQ+ students.

Recommendation: The Ministry of Colleges and Universities should work with institutions to incorporate solutions to address concerns raised by the advisory committee as they relate to residence life staff.

Recommendation: Any strategic residence plans should consider the unique needs of Two Spirit or LGBTQ+ students who may be Indigenous, belong to a visible minority, or live with a disability.

Recommendation: The provincial government should amend the Ontario Human Rights Code to ensure that the right to be free of discrimination applies to tenants who share bathroom and kitchen facilities with their landlord or fellow tenants.

Recommendation: The provincial government should provide universities with envelope funding to develop emergency bursaries for LGBTQ+ students in precarious housing situations.

Housing and living arrangements can be difficult or even threatening for students who identify as Two Spirit or LGBTQ+ who are more at risk of experiencing precarious housing and/or homelessness. With the rise of mixed gender housing it is challenging for people to feel comfortable with coming out to other people or be sure if their roommate knows of their identity. Students can feel insecure and out of place in university residences, particularly if they are assigned to a residence that is not gender-appropriate, which can lead to stress and other negative impacts on their mental health. Dividing residence spaces by binary gender definitions further marginalizes and invalidates students who are gender fluid or non-gender-conforming. The National Transgender Discrimination Survey indicated that transgender respondents were significantly more likely to be afraid for their safety, to consider leaving university, or to stay away from LGBTQ+ spaces. Additionally, student respondents shared that they did not believe that their home institutions adequately supported LGBTQ+ people. Statistically, transgender students were more likely to experience harassment on their campuses, compared to their cisgender peers. Students may feel abuse for revealing their identity or appearing to be non-conforming. As well, students coming into university may be beginning their transition or coming out, and as such they may no longer identify in the same way as their original residence documentation. These specific housing needs are not always recognized or supported by university administrators. This is especially concerning for international LGBTQ+ students, as they may rely more heavily on residence support systems since they may not have family support.

To support feelings of safety and belonging on campuses, the provincial government should engage with leading advocates to establish best practices for Two Spirit and LGBTQ+ representation and safety within university residences. These practices should take special consideration for Two Spirit and LGBTQ+ students who may also be Indigenous, belong to a visible minority or be living with a disability. In addition, Two Spirit and LGBTQ+ students are more likely to have precarious housing, and as such the government should provide universities with envelope funding for emergency bursaries to support Two

64 CAMH, “LGBTQ Identified People and Mental Health”, n 10.
65 Seelman, n 57, 1378-1399.
66 Jaime M. Grant, Lisa A. Mottet and Justin Tanis, Injustice at Every Turn: A Report of the National Transgender Discrimination Survey (Washington: National Center for Transgender Equality and National Gay and Lesbian Task Force, 2011), 1380 [Injustice at Every Turn].
67 Seelman, n 57.
68 Injustice at Every Turn, n 73.
Spirit and LGBTQ+ students in these positions. Institutions should also reserve residence spaces, where possible, to support Two Spirit and LGBTQ+ when they experience a housing emergency, and the provincial government should provide grant funding to institutions, so they can do so.

Two Spirit and LGBTQ+ students also have a right to know housing protections that apply to them under the Ontario Human Rights Code, and as such, that universities and landlords have a duty to accommodate them. Additionally, if students are living in a shared space with their landlord, the Residential Tenancies Act and the Ontario Human Rights Code do not offer protection against discrimination on the basis of sexual orientation and gender identity and expression. This is especially concerning that, should a student come out or be forced out to a potentially homophobic or transphobic landlord, they could lose their housing situation without notice or agreement. As such, the provincial government should amend the Ontario Human Rights Code to ensure that the right to freedom of discrimination applies to all, even those sharing a space with their landlords.

HEALTH AND WELLNESS

PATHOLOGIZATION OF LGBTQ+ STUDENTS AND STUDENTS WHO ARE INTERSEX

| Principle: | No member of the Two Spirit, LGBTQ+, or intersex communities should have their identity pathologized. |
| Principle: | Intersex students should have access to health care services that recognize the history of pathologization and best practices to minimize further trauma. |
| Principle: | Students should not have to seek medical intervention for their sexual identity - especially asexual identities. |
| Concern: | Members of the LGBTQ+ community may have their identities treated as illnesses and have practitioners treat without consideration of the harms of pathologizing. |
| Concern: | Intersex individuals may be more hesitant to seek medical care due to a history of infringement on dignity and autonomy of intersex individuals by medical practitioners. |
| Concern: | Some LGBTQ+ identities (including, but not limited to asexual, aromantic, non-binary, trans, etc.) may be at greater risk for having their identities pathologized. |
| Concern: | Many intersex students may have negative experiences with health care practitioners due to pathologization. |
| Concern: | Practitioners may not recognize asexuality as a sexual orientation and opt to medicalize and treat persons with this identity. |

Recommendation: The Ministry of Colleges and Universities should work with the Ministry of Health to provide mandatory training for on-campus practitioners on the history and current experiences of Two Spirit and LGBTQ+ students with specific awareness to the needs of asexual and intersex students.

Two Spirit and LGBTQ+ identities have a history of being pathologized. For example, the American Psychiatric Association’s Diagnostic and Statistical Manual of Mental Disorders, a guide which continues to be a key influence in Canadian health care and public policy decisions, has included sexual orientation

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and gender identity as conditions or diseases. Although updated versions of this text have removed mention of homosexuality as a mental illness, the history and consequences of this error are still felt today and biases within the medical community still exist. The current iteration of the DSM, DSM-V, identifies “gender dysphoria” as a disorder. However, trans activists do not advocate for its removal as a diagnosis of gender dysphoria is important for receiving OHIP coverage for transition surgeries. By contrast, intersex activists have pushed for a change of the label “disorders of sexual development” away from a conversation around “disordered” genitalia to that of “variant”. It is important to recognize the complexity of this history while still recognizing the harmful effects that medicalization of identity can have.

Asexual identities are also at high risk for medical intervention as their identities are often erased from the larger conversation around sexual identities, and students who are intersex are particularly vulnerable to pathologization due to a history of medical intervention at birth and in childhood and the lack of open and honest communication surrounding such interventions. It is important to note that intersex people may not identify as LGBTQ+ but many of the resources they wish to access are often available at these centres. As many intersex individuals may not know they are intersex until they are at the age of arriving to post-secondary school, resources should be available at all campus health clinics. The Ministry of Colleges and Universities should work with the Ministry of Health to provide mandatory training for on-campus practitioners about the harmful history of unnecessary medical interventions for intersex people and best practices for providing them care.

IMPROVEMENT TO PROVINCIAL REMOTE COUNSELLING AND PRACTITIONER SUPPORTS

<table>
<thead>
<tr>
<th>Principle:</th>
<th>All students should have access to the best practitioner for their needs.</th>
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<tbody>
<tr>
<td>Principle:</td>
<td>Students should not face barriers to accessing existing health care relationships as a result of attending post-secondary education.</td>
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<tr>
<td>Principle:</td>
<td>Two Spirit and LGBTQ+ students should be able to access their preferred physician, regardless of location.</td>
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<td>Principle:</td>
<td>Access to counselling services for Two Spirit and LGBTQ+ students should follow a “No Wrong Door” policy for referral and service provision.</td>
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<tr>
<td>Concern:</td>
<td>Two Spirit and LGBTQ+ students may lose access to their preferred care provider when they return home from post-secondary institutions if they do not live in the same catchment area as they study.</td>
</tr>
<tr>
<td>Concern:</td>
<td>Two Spirit and LGBTQ+ students can become isolated from their health care supports as a result of attending post-secondary institutions in a different region.</td>
</tr>
<tr>
<td>Concern:</td>
<td>Transferring medical records and history can take time, a process which is a burden on students who may be required to transfer this information for an 8-month school term and then again in the summer when students typically return home.</td>
</tr>
</tbody>
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71 Amy Bours, Guidelines and Protocols for Hormone Therapy and Primary Health Care for Trans Clients (Sherbourne Health Centre, 2009).
72 Ibid.
75 Ibid.
76 Ibid.
77 Ibid.
**Concern:** Two Spirit and LGBTQ+ students struggling with their identity are at higher risk for developing mental health issues.

**Concern:** The counsellors working for Good2Talk: Post-Secondary Student Helpline do not have standardized training to support Two Spirit and LGTBQ+ students, or Two Spirit and LGTBQ+ students with intersecting identities.

**Recommendation:** The Ministry of Colleges and Universities should partner with the Ministry of Health to ensure that all Two Spirit and LGBTQ+ students, physicians, and practitioners, have access to Ontario Telemedicine Network services.

**Recommendation:** The provincial government should expand the Good2Talk: Post-Secondary Student Helpline to include resources and support for LGBTQ+ students. Specifically, ensuring that any expansion of the Good2Talk program includes provisions for the recruitment of counsellors with lived experience supporting Two Spirit and LGBTQ+ students as well as adequate additional training for staff expected to interact with Two Spirit and LGBTQ+ students.

All students should have access to the best practitioner for their physical and mental health needs. This includes practitioners who students feel comfortable with and who are knowledgeable and understanding of the unique health concerns facing specific identities. However, post-secondary students face unique barriers to accessing preferred physicians which stem from the context of many students attending institutions that are in different cities than their hometowns. This can mean that they live or study in a different catchment area than their preferred physician, and therefore risk losing access when they return home for a summer or while they are away at school, especially given the lengthy process required to transfer medical records. The result of this is often isolation from health care supports which can make it difficult for students to ensure their needs are met.

It is important that Two Spirit and LGBTQ+ students do not face added barriers to receiving health care support, particularly as these students are at a higher risk of struggling with mental illness. According to recent statistics, one in five people will experience a mental health concern in their lifetime, a rate that is even higher among young people between the ages of 18-25, of whom one in four will experience a mental health concern. Notably, for LGBTQ+ community members, these rates are three times higher than the rest of the population and are compounded by the marginalization that many LGBTQ+ students experience. Because of this increased risk, current systems should be modified to better support Two Spirit and LGBTQ+ individuals; the goal should be to prevent or mitigate mental health concerns and ensure that, should they arise, appropriate facilities are in place on campuses.

While the LGBTQ+ community has many mental health challenges mirroring that of the broader population, certain social determinants of health, such as social inclusion or exclusion, experiences of discrimination and violence, and access to economic resources, put LGBTQ+ students at greater risk for developing certain mental health issues. For example, bi-sexual and trans individuals are over-represented among low-income earners, and bi-sexual individuals have higher rates of substance-use disorders when compared to gay men or lesbians. Experiences of discrimination or historical trauma are

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79 Ibid.

80 CAMH, “LGBTQ Identified People and Mental Health”, n 10.


82 CAMH, “LGBTQ+ Identified People and Mental Health”, n 10.

also important social determinants of health, and these are more likely to impact certain groups such as Indigenous peoples. Stigma and discrimination persist across lifespans, and LGBTQ+ persons remain targets of harassment, assault, and hate crimes. Other factors may impact the mental health of LGBTQ+ persons, including the process of coming out or sharing one’s LGBTQ+ identity with others, gender transition, internalized oppression, isolation and alienation, loss of family or social support, and the impact of HIV and AIDS. As a result, members of the LGBTQ+ community may experience multiple forms of marginalization, stigmatization, and oppression simultaneously.

Each of these factors contributes to the increased risk of mental health issues for LGBTQ+ community members. The LGBTQ+ community experiences higher rates of depression, anxiety, obsessive-compulsive and phobic disorders, suicidality, self-harm, and substance use. In addition, members of this community are twice as likely to develop post-traumatic stress disorder compared to heterosexual and cisgender people. For LGBTQ+ youth (who make up the majority of LGBTQ+ community members transitioning from secondary to post-secondary education), there are additional concerns not reflected in those of the broader community: in particular, LGBTQ+ youth are at an increased risk for suicide and substance abuse disorders, at fourteen times the rate of heterosexual youth, with trans youth being at the greatest risk for suicide – over three quarters of trans youth surveyed in Ontario reported having considered suicide, and nearly half had attempted suicide.

Many members of the LGBTQ+ community have cited access to health care and LGBTQ+-specific education among health care professionals as being a barrier to proper care. In OUSA’s consultations, it was found that some trans students felt as though they had less access to comprehensive health care, given that most campus clinics are not equipped or trained to understand trans-related health concerns, such as the needs of students who are transitioning. Other research shows that some LGBTQ+ persons may delay or avoid seeking services because of their experiences of past discrimination or perceived homophobia within the health care system.

One important approach to addressing these concerns is the “No Wrong Door” concept. This is the idea that whenever someone identifies a need, whether that be within a service setting or an educational system, they should be provided with information and access to the services necessary to address their concerns rather than being turned away. This concept should be applied to the LGBTQ+ community on campus, building on existing frameworks to better utilize current resources and programs. One such program is Good2Talk, a provincial hotline that operates twenty-four hours a day, three-hundred sixty-five days a year. The confidential service provides professional counselling and referrals, and covers subjects including mental health, addictions, and well-being; the service is available to all post-secondary students attending a publicly-assisted college or university in Ontario. Expanding the Good2Talk program to include access to trained counsellors with lived LGBTQ+ experience, as well as providing counsellors without lived experience access to LGBTQ+ specific training, would help address the mental health concerns that LGBTQ+ students face.

To address health concerns that cannot be met through program like Good2Talk – namely physical health concerns – the provincial government can support greater accessibility of health care services through Ontario Telemedicine Network services. Specifically, the Ministry of Colleges and Universities should partner with the Ministry of health to provide greater access to these services for Two Spirit and LGBTQ+ students and their preferred physicians.

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85 “CAMH, “LGBTQ Identified People and Mental Health”, n 10.
86 Ibid.
87 Ibid.
CAMPUS MENTAL HEALTH AND HEALTH CARE SERVICES

**Principle:** Two Spirit and LGBTQ+ students should be able to easily access the health services and information they need on their campus.

**Principle:** Two Spirit and LGBTQ+ students should be able to access health services in their community without facing barriers especially when the technology exists to make this possible.

**Principle:** Two Spirit and Indigenous and immigrant students who identify under the LGBTQ+ umbrella should have access to readily available and culturally appropriate resources and care.

**Principle:** All campus health care workers should be trained to support and understand the needs of Two Spirit and LGBTQ+ students and students who are intersex on campus.

**Principle:** Two Spirit and LGBTQ+ students and students who are intersex should be provided with equivalent care to the general population, regardless of where they go to access services.

**Principle:** Two Spirit and LGBTQ+ students and students who are intersex should be able to easily access the counselling services they require.

**Concern:** Two Spirit and LGBTQ+ students face a disjointed and hard-to-navigate system of services that can create barriers to access.

**Concern:** Two Spirit and LGBTQ+ students struggling with their identity are at higher risk for developing mental health issues.

**Concern:** Health care providers often do not have the knowledge or practice to bridge LGBTQ+ and Indigenous health care.

**Concern:** Campus resources can be inadequate for students who are Two Spirit, LGBTQ+, or intersex.

**Concern:** Inadequate campus resources can force students off campus to seek additional support, or cause students to abandon help seeking behaviour.

**Concern:** Two Spirit and LGBTQ+ students face increased risk of mental health concerns while attending post-secondary institutions away from their home medical resources.

**Concern:** Two Spirit and LGBTQ+ students may not feel the information provided to them through health care resources on campus and in the community is sufficient.

**Concern:** Community resources and supports for Two Spirit and LGBTQ+ students are not well-promoted on university campuses.

**Concern:** On-campus health care providers often do not have appropriate training and knowledge to support the diverse needs of Two Spirit and LGBTQ+ students or students who are intersex.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Health to increase referrals and integration between community health care agencies and campus clinics.

**Recommendation:** The Ministry of Health should work with Rainbow Health Ontario to develop training for medical and administrative staff to support the higher rates of physical health, mental health, and sexual health concerns among the LGBTQ+ population.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Health to develop awareness resources targeting promotion of appropriate community resources on university campuses.
**Recommendation:** The Ministry of Colleges and Universities should provide funding to institutions to implement training for all counsellors that addresses the needs of Two Spirit and LGBTQ+ students with intersecting identities based on standards developed by Rainbow Health Ontario.

**Recommendation:** The Ministry of Health should partner with the Canadian Medical Association to include inclusive and intersectional training on the unique health concerns of Two Spirit and LGBTQ+ students in residency requirements.

**Recommendation:** The Ministry of Health should mandate campus physicians receive intersectional training on Two Spirit and LGBTQ+ health issues on a regular basis, including comprehensive sexually transmitted infection testing.

**Recommendation:** The Ministry of Health, in consultation with Indigenous elders and Indigenous advocates who identify as Two Spirit or under the LGBTQ+ umbrella, to provide all front-line care workers with cultural sensitivity training.

Two Spirit and LGBTQ+ persons face health care disparities that make it difficult to access appropriate and comprehensive health care services.\(^9\) This is also a challenge for students attending post-secondary institutions, many of whom are seeking access to medical care specific to their sexuality or gender identity for the first time. The lack of campus resources or referral services available to Two Spirit and LGBTQ+ students (including those in co-operative education, experiential or work-integrated learning programs and placements) can result in those students being forced to rely on other services that do not address their unique concerns. For example, members of the Two Spirit and LGBTQ+ communities face unique mental health concerns that stem from several factors, including level of social inclusion or exclusion, experiences of discrimination and violence, and access to economic resources.\(^9\) Many LGBTQ+ students have trouble accessing mental health services that address their unique needs; this difficulty is heightened for those subjected to multiple forms of marginalization.\(^9\)

Indigenous students may face additional barriers to receiving adequate health care on-campus. Traditional healers, ceremonial practises, Indigenous elders, and culture, all play an important role in Indigenous health and wellness.\(^9\) However, most support services offered at post-secondary institutions are often not culturally appropriate and reflective of diverse cultural, linguistic, and traditional approaches. Two Spirit students and Indigenous students who identify under the LGBTQ+ umbrella should have access to readily available and culturally appropriate resources and care. Existing data on the experiences of lesbian, gay, bisexual, trans, queer, and Two Spirit Indigenous people suggests that they experience unique barriers to culturally safe health care, and are at a greater risk for negative mental and physical health outcomes than their non-Indigenous peers and their non-LGBTQ+ Indigenous peers.\(^9\)

The needs of Two Spirit and Indigenous students identifying under the LGBTQ+ umbrella may differ from those of their peers and as a result the way care is accessed and provided should properly reflect the specific needs of Indigenous students. Unfortunately, health care providers often do not have the knowledge or practice to bridge LGBTQ+ and Indigenous health care nor are they properly equipped to provide culturally appropriate care. Research indicates that non-Indigenous service providers adopting the principle of cultural safety can lead to more equitable health outcomes for Indigenous communities. The Truth and Reconciliation Commission highlighted the importance of cultural competency training for all health care professionals in response to current practices. Developed in collaboration and consultation with Indigenous elders and Indigenous advocates who identify as Two Spirit or under the LGBTQ+ umbrella, providing all front-line care workers with cultural sensitivity training, focusing on cultural safety, would lead to more equitable care. Some key tenets of cultural safety include: “education about

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\(^9\) Fidelindo A. Lim, Donald V. Brown, Jr. and Sung Min Justin Kim, “Addressing Health Care Disparities in the Lesbian, Gay, Bisexual, and Transgender Population,” *Continuing Education* 114, no. 6 (June 2014): 24-34.

\(^9\) CAMH, “LGBTQ Identified People and Mental Health”, n 10.

\(^9\) Ibid.


Canada’s history of colonization, the Indigenous communities on whose land Canada exists, Indigenous beliefs and practices, education around Two Spirit communities and identities, examination of one’s own biases, and addressing the root causes of health disparities.” 96 During all cultural sensitivity training, local Indigenous elders should be present to oversee the training and share specialized knowledge on the needs of the community.

One of the challenges to providing appropriate care is that on-campus resources are limited and can be inadequate for students who are Two Spirit, LGBTQ+, or intersex. If students are unable to have their needs met by their campus service providers, they are more likely to turn to community resources where they can access Two Spirit and LGBTQ+-specific health care. This creates additional challenges for students as community resources are not well-promoted on university campuses, even where these resources supplement the healthcare provided on campus.

These concerns require the provincial government to take steps to improve both on-campus and community health care for Two Spirit and LGBTQ+ students. To strengthen on-campus supports: the Ministry of Colleges and Universities (MCU) should provide institutions with targeted funding to implement training for counsellors based on standards developed by Rainbow Health Ontario to address the needs of Two Spirit and LGBTQ+ students;97 the Ministry of Health (MoH) should mandate campus physicians receive intersectional training on Two Spirit and LGBTQ+ health issues; and the MCU and the MoH should work together, in consultation with Indigenous elders and advocates who identify as Two Spirit or under the LGBTQ+ umbrella to ensure all front-line care workers receive training in providing culturally sensitive and competent care. However, it is important to recognize that Two Spirit and LGBTQ+ students will also need to access community resources to support their health needs, and as such, the provincial government should support campus-community connections by helping to facilitate referrals and developing resources that inform students of appropriate community resources.

The provincial government should also support training for all health care professionals to improve their ability to support the needs of Two Spirit and LGBTQ+ students. To do this, the MoH can partner with Rainbow Health Ontario to develop training on the higher rates of physical, mental, and sexual health concerns among these populations, as well as work with the Canadian Medical Association to ensure residency requirements include intersectional identity training.

ONTARIO AND UNIVERSITY HEALTH INSURANCE PLANS

<table>
<thead>
<tr>
<th>Principle:</th>
<th>Access to a reasonable standard of health care and the medical care necessary to transition should be available to all students.</th>
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<tbody>
<tr>
<td>Principle:</td>
<td>Medication such as HIV/AIDS prevention and treatment drugs and gender-affirming transition medication are life-saving necessities for students.</td>
</tr>
<tr>
<td>Principle:</td>
<td>Two Spirit and LGBTQ+ students should not have to pay out of pocket for life saving medication or medical treatment.</td>
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<tr>
<td>Principle:</td>
<td>The Ontario Health Insurance Plan and the University Health Insurance Plan should provide comprehensive care and coverage for the unique needs of Two Spirit and LGBTQ+ students.</td>
</tr>
<tr>
<td>Principle:</td>
<td>Two Spirit and LGBTQ+ students should be aware and understand coverage plans that are available to them under both the Ontario Health Insurance Plan and the University Health Insurance Plan.</td>
</tr>
<tr>
<td>Concern:</td>
<td>Two Spirit and LGBTQ+ students requiring medication to combat HIV and/or AIDS may be at greater risk due to a lack of coverage for medication.</td>
</tr>
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96 Ibid.
Concern: Not all students have equal access to affordable and necessary medication.

Concern: The Ontario Health Insurance Plan and the University Health Insurance Plan lack comprehensive coverage to support Two Spirit and LGBTQ+ students, which may force Two Spirit and LGBTQ+ students to pay for necessary medical procedures that they cannot afford.

Concern: The University Health Insurance Plan does not provide the same coverage as the Ontario Health Insurance Plan and international students are not able to opt-in to the Ontario Health Insurance Plan.

Recommendation: The University Health Insurance Plan should be expanded to include prescription drug coverage.

Recommendation: The provincial government should expand the Ontario Health Insurance Plan to cover prescription drugs of all kinds.

Recommendation: The Ministry of Colleges and Universities should work with the Ministry of Health, as well as the Sun Life Assurance Company of Canada, to engage with leading advocates, such as Rainbow Health Ontario, to expand and promote the coverage available to international students seeking medical procedures in support of their identity, until international students are able to opt into the Ontario Health Insurance Plan.

Recommendation: The provincial government should extinguish the Trillium Drug Program and expand the Ontario Drug Benefits program to include eligibility for Ontarians across their lifespan to receive Hormone Replacement Therapy treatment administered by the Ontario Health Insurance Plan and accessible with presentation of an Ontario Health Card.

Recommendation: The Ministry of Colleges and Universities should partner with the Ministry of Health to broaden the Ontario Health Insurance Plan coverage to include medications targeting and preventing HIV/AIDS.

LGBTQ+ students may require unique services from Ontario’s health care system, and they are often among the most financially vulnerable populations. As a result, these students are likely to depend on the Ontario Health Insurance Plan (OHIP) and the University Health Insurance Plan (UHIP; if they are international students) to help cover their health care expenses. However, neither health care insurance plan covers the needs of all LGBTQ+ students. For example, OHIP does not cover all health care procedures, including hormone replacement therapy and all aspects of gender confirmation surgery, and neither plan covers the full cost of all prescription drugs. These gaps in coverage are particularly an issue for Two Spirit and LGBTQ+ students who face greater financial barriers and are therefore less likely to be able to pay out-of-pocket for needed health care. As such, OHIP also needs to be revised in order to include prescription drugs of all kinds, so that LGBTQ+ persons are financially and medically cared for and not at risk of further harm, simply because they cannot afford lifesaving treatment. In addition, OHIP and UHIP are not equal in terms of health care access, and as such international students who are unable to opt-in to OHIP are at a financial and medical disadvantage in regard to their health care coverage. Although insurance plans will cover some gender-confirming procedures, many students are unaware that these plans exist, which presents a further barrier to LGBTQ+ students obtaining these services. Coverage is also prescriptive, meaning that persons in transition may be required to have pre-established plans in order to qualify for funding. This is a significant barrier and coverage should be more comprehensive in order to better support transitioning students of all identities.

98 CAMH, “LGBTQ Identified People and Mental Health”, n 10.
There is a need to apply an anti-oppression framework to avoid continued oppression of marginalized groups within the LGBTQ+ community.\textsuperscript{100} LGBTQ+ people occupy as diverse a range of identities as exists throughout Canada, and they often face significantly higher risks for mental and physical health issues.\textsuperscript{101} Equal access to a reasonable standard of care should be available to all, and this applies to all LGBTQ+ people, but especially those from communities of colour or who are Indigenous, as they are at a higher risk of HIV/AIDs than cisgender and/or heterosexual peers.\textsuperscript{102} As such, it is especially vital that lifesaving medication in relation to HIV/AIDS be covered. Further, there is a notable lack of research on LGBTQ+ health concerns. However, the research that is available highlights the need for greater collaboration with insurance providers to develop plans that reflect the needs of the LGBTQ+ community.\textsuperscript{103}

To address these gaps and barriers to adequate healthcare, the provincial government should make a number of changes to existing insurance schemes for post-secondary students. First, the provincial government should expand OHIP to include coverage of all prescription drugs. (The same should be done with UHIP to ensure international students are not unfairly disadvantaged from accessing necessary medications.) Additionally, the Ministry of Colleges and Universities (MCU) should work with the Ministry of Health and Sun Life Assurance Company of Canada to engage with leading LGBTQ+ advocates, such as Rainbow Health Ontario, to expand and promote the coverage available to international students seeking medical procedures in support of their identity, until international students are able to opt into OHIP. Engagement and partnership with leading LGBTQ+ advocates will provide a necessary first step in addressing knowledge gaps as well as the lack of research on the LGBTQ+ community’s health care needs (including hormone replacement therapy and/or surgery).\textsuperscript{104} This is especially important for members of the LGBTQ+ community who rely primarily on UHIP, as that program does not offer coverage for these medical interventions.\textsuperscript{105} The provincial government should also extinguish the Trillium Drug Program\textsuperscript{106} and expand the Ontario Drug Benefits program so that all Ontarians are eligible to receive hormone replacement therapy treatment through OHIP. Finally, OHIP should be expanded to include all medications aimed at targeting and preventing HIV/AIDS.

### STI TESTING & SAFE SEX EDUCATION

<table>
<thead>
<tr>
<th>Principle: Two Spirit and LGBTQ+ students should be able to easily access adequate health care on their campuses, regardless of the delivery model.</th>
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<tbody>
<tr>
<td>Principle: Two Spirit and LGBTQ+ students should have access to a family physician who is well educated on the unique health concerns of members of the Two Spirit and LGBTQ+ communities.</td>
</tr>
<tr>
<td>Principle: All Two Spirit and LGBTQ+ students should have access to sexually transmitted infections testing and safe sex education.</td>
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\textsuperscript{100} RHO, \textit{Training for Change}, n 43.  
\textsuperscript{104} Safer et al., n 122.  
\textsuperscript{105} “What is Covered Under UHIP,” University Health Insurance Plan, accessed April 1, 2019, http://uhip.ca/Enrollment/PlanDetails#toc2.  
Concern: Campus clinics are not readily identified as public or private, which can compromise the Ontario Health Insurance Plan billing process and negatively impact Two Spirit and LGBTQ+ students who are rostered with their family physician.

Concern: LGBTQ+ students often come to campus unaware of the nature of their relationship with their family physician, putting them at risk of being penalized if they access services from a private clinic.

Concern: Two Spirit and LGBTQ+ students may be at risk of removal from their family physician’s roster, and associated consequences, for accessing private, walk-in clinics.

Concern: Two Spirit and LGBTQ+ students that are not covered by the Ontario Health Insurance Plan may not know that they can get free and anonymous sexually transmitted infections testing at sexual health clinics.

Concern: Students with disabilities often are not seen as sexual beings which has negative impacts such as fewer sexual health resources and disproportionately high rates of sexual violence.

Recommendation: The Ministry of Colleges and Universities should set standards for how information about on-campus sexual health resources and access must be displayed and promoted to students.

Recommendation: The Ministry of Colleges and Universities should partner with the Ministry of Health to encourage promotion of sexual health clinic availability.

Recommendation: The provincial government should develop grant funding for sexual health resource centres to work with Two Spirit and LGBTQ+ advocacy groups around education addressing sexuality from an accessibility lens, including greater representation of students with disabilities in existing education resources.

Having a family physician is fundamental to accessing and navigating Ontario’s health care system. This access can be compromised as students transition into post-secondary education, often leaving behind a family physician and acclimatizing to a completely new health care landscape.

For members of the LGBTQ+ community, it can be challenging to find a doctor who supports LGBTQ+ identities; this can act as a barrier to accessing health care services. Many family physicians are not strong allies of the LGBTQ+ community, which can result in members of the LGBTQ+ community receiving inadequate care. Medical students have also reported feeling underprepared for roles where they may interact with members of the LGBTQ+ community. These gaps highlight the need to train physicians so that they can provide Two Spirit-, LGBTQ+- and trans-specific health care. Further, the Ministry of Colleges and Universities (MCU) should work with the Ministry of Health to promote and encourage relationships between LGBTQ+ students and their family physician.

To limit the negative impacts of rostering, it is important to support relationships between Two Spirit and LGBTQ+ students and their family physician. Rostering is a process by which patients register with a family practice, family physician, or team, and through which family physicians are able to collect government stipends for patients who appear formerly on rosters as their patients. When students access private health care services in addition to their family doctor, their family physician may be at risk of losing their stipends, and students may be at risk of being dropped from their family physician as a result. This is a particular challenge on campuses where health clinics are not readily identified as public or private. Rostering can also lead to documentation being sent to the family homes of Two Spirit and

Safer et al., n 122.
Best Advice: Patient Rostering in Family Practice (The College of Family Physicians of Canada, November 2012).
LGBTQ+ students after they have visited a private on-campus clinic, compromising the privacy of students who may not wish to share their gender or sexual identity with their families.

Because of the concerns listed above, it is critical that the provincial government supports students and acts as an ally to the Two Spirit and LGBTQ+ communities. Two Spirit and LGBTQ+ students should be able to access physicians who understand the unique concerns of LGBTQ+ persons and conduct themselves professionally. Additionally, Two Spirit and LGBTQ+ youth often use language that may be unfamiliar to health care providers, especially as it relates to sexual orientation and gender identity, and therefore the government should offer training to health care providers to ensure that they have the information they need to provide adequate support. Further, to support ease of access, MCU should set standards for how information about health care resources and access must be displayed and promoted to students and partner with the Ministry of Health to promote the availability of sexual health clinics.

For students with disabilities, there has been a history of erasure when it comes to their sexuality. Often times, LGBTQ+ people have been hyper sexualized, whereas people with disabilities have been asexualized. These conflicting stereotypes can lead to a harmful erasure of a student’s identity, which in turn can either exclude them from receiving or seeking supports and services. It is vitally important then, that students with disabilities be actively included in the development of new and existing supports on campuses so that access to these services can be broadened to include students with all abilities. The provincial government can support this by developing grant funding that will allow sexual health resource centres to work with Two Spirit and LGBTQ+ advocacy groups and persons with disabilities to develop educational resources to better address sexuality from an accessibility lens.

POLICIES

PROVINCIAL SEXUAL VIOLENCE AND HARASSMENT POLICIES

<table>
<thead>
<tr>
<th>Principle:</th>
<th>All students should be free from sexual violence, harassment, and gender-based violence.</th>
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<tbody>
<tr>
<td>Concern:</td>
<td>LGBTQ+ students are at a higher risk for sexual violence, harassment, and gender-based violence. These risks are heightened even further for those with intersecting identities.</td>
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<tr>
<td>Recommendation:</td>
<td>The provincial government should amend the Sexual Violence and Harassment Action Plan Act to ensure that gender-neutral language is used in post-secondary institutions’ sexual violence policies.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The provincial government should amend the Sexual Violence and Harassment Action Plan Act to include an appeal process that allows for appeals based on infringement on the safety of the students during the complaint process.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The provincial government should adopt a third-party reporting protocol for disclosures of sexual violence that is available for Two Spirit and LGBTQ+ students.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The Women’s Campus Safety Grant should be renamed to a gender-neutral title that continues to focus on campus safety.</td>
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Sexual violence and harassment are prevalent on university campuses. The results of the provincial government’s Student Voices on Sexual Violence survey, 60 percent of students at Ontario’s universities have experienced sexual harassment and one in four students have had a non-consensual sexual experience. While these results have not been disaggregated to identify which students experience sexual violence at higher rates sexual orientation has been found to be a risk factor for men to experience

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gender-based violence, \(^{113}\) bisexual Canadians have experienced sexual violence nine times more than their heterosexual peers, \(^{114}\) and Two Spirit and LGBTQ+ are at heightened risk for experiencing sexual violence. \(^{115}\)

In an effort to address sexual violence on university and college campuses, the Government of Ontario developed the *Sexual Violence and Harassment Action Plan*. These efforts to keep students safe are essential to making post-secondary education attainable to all people. However, to better address Two Spirit and LGBTQ+ student needs in this policy, the provincial government should amend the sexual violence policy criteria for universities and colleges to include gender-neutral language and an appeal process that allows for appeals based on infringement of the safety of the student throughout the complaint process. These minor changes would make this policy more inclusive of Two Spirit and LGBTQ+ identities and would allow for greater agency for a complainant during an investigation.

The provincial government can also support Two Spirit and LGBTQ+ students through provincial policy against sexual violence by adopting a third-party reporting protocol for disclosures of sexual violence, and by renaming the Women’s Campus Safety Grant to a gender-neutral title that better reflects its intent to protect all students from gender-based violence.

**FINANCIAL AID**

**Principle:** Post-secondary education should be affordable and accessible for all people.

**Principle:** Students should have access to Two Spirit and LGBTQ+ resources regardless of financial security, and financial barriers should not impact the academic success of Two Spirit or LGBTQ+ students.

**Concern:** Students who identify as LGBTQ+, especially those with intersecting marginalized identities, are more likely to experience financial insecurity, which can limit access to LGBTQ+ resources.

**Concern:** Financial precarity can have negative impacts on physical and mental health as well as academic success and campus involvement.

**Concern:** Two Spirit and LGBTQ+ students who are estranged from their families may still be classified as “dependent students” when applying for OSAP funding and may not receive appropriate financial aid to support the cost of their post-secondary education.

**Recommendation:** The provincial government should provide envelope funding to universities to develop emergency funds accessible to Two Spirit and LGBTQ+ students that may experience financial crises.

**Recommendation:** The provincial government should amend the OSAP eligibility process to allow students to declare independent status where they have been out of secondary school for fewer than six years but are estranged from the persons they are dependent on with a simple and comprehensive application.

Access to post-secondary education is an increasingly important criteria for success in society and the workforce. However, the high-cost of post-secondary programs can be a barrier to access for Two Spirit

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\(^{115}\) Alex Bucik, *Canada: Discrimination and Violence against Lesbian, Bisexual, and Transgender Women and Gender Diverse and Two Spirit People on the Basis of Sexual orientation, Gender Identity and Gender Expression* (Egale Canada Human Rights Trust, prepared for the Committee on the Elimination of Discrimination against Women for consideration at the 65th session, 2016).
and LGBTQ+ students who are often among the most financially vulnerable populations. For example, bi-sexual and trans individuals are more likely to be low-income and Two Spirit and LGBTQ+ students are at greater risk of accumulating debt. Additionally, Two Spirit and LGBTQ+ youth face challenges to financial security, particularly those who do not have financial support from parents or guardians and those who are at risk of losing this means of support should they be required to disclose their gender identity or sexual orientation on applications.

Research has shown that for a significant portion of LGBTQ+ youth, financial insecurity remains a major issue – especially for those without financial support from their family or guardians. Applying for loans can be especially challenging for LGBTQ+ students who fear that revealing their sexual orientation or gender status will result in their family refusing to support them financially. OUSA’s interview series with LGBTQ+ students in the Fall of 2018, in addition to data from its Ontario Post-Secondary Student Survey, shows that there is a significant group of students who have lost the financial support of their parents, or who fear losing that support, due to their sexual orientation and/or identity. For students estranged from their families, the process of applying for financial aid loans or seeking parent/guardian signatures can be even more challenging. Additionally, on any documentation, students should not be forced to disclose their sexual or gender identity when attempting to register or access resources essential for post-secondary education.

Financial precarity not only creates a barrier to access of post-secondary education, but it also creates challenges for Two Spirit and LGBTQ+ to succeed once they get there. For example, Two Spirit and LGBTQ+ students may have to contend with health challenges given the well-established link between income insecurity and poor health outcomes. Two Spirit and LGBTQ+ students are more likely to be low-income, may not have financial support from parents or guardians, and may face barriers to accessing financial aid, such as having to disclose gender identity or sexual orientation, and therefore can face health challenges that can impact their ability to thrive throughout their post-secondary career.

Two Spirit and LGBTQ+ people are more likely to live in poverty than their non-LGBTQ+ counterparts. They are also more likely than the general population to require mental health professionals, but least likely to have their needs met. This is due to a multitude of reasons, from a lack of service provider knowledge, to failure to acknowledge “the fundamental impact of social discrimination on mental health for poor LGBTQ, and other marginalized, communities.” These pieces are not unique to post-secondary students, but may be magnified for this group as the cost of education rises and becomes more unattainable for those who are financially vulnerable.

Challenges to physical and mental health can also leave Two Spirit and LGBTQ+ students at risk of experiencing financial crises that require emergency funding assistance. Not only that, but Two Spirit and LGBTQ+ students who rely on parental support to subsist financially may face unexpected financial insecurity if they have a falling out with their family. It is therefore important that the provincial government provide universities with envelope funding that Two Spirit and LGBTQ+ students can access when faced with a financial crisis.

Given that Two Spirit and LGBTQ+ students have unique financial barriers that can negatively impact their physical and mental health and ability to succeed in post-secondary, it is important that financial aid
processes do not create more barriers so that all willing and qualified Two Spirit and LGBTQ+ students are able to access and persist in post-secondary education. This is why the provincial government should reverse the changes to OSAP and include meaningful student consultation on developing any new framework with special attention to populations like low income LGBTQ+ students. Importantly, this reversal should include the reduction of the wait-period to qualify for independent status from six years out of secondary school back to four years.

### RESEARCH AND INFORMATION

#### RECOGNITION AND INFORMATION

<table>
<thead>
<tr>
<th><strong>Principle:</strong></th>
<th>All identities in Two Spirit and LGBTQ+ communities should be recognized as facing distinct concerns.</th>
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<tr>
<td><strong>Principle:</strong></td>
<td>Information about Two Spirit and LGBTQ+ communities and services should be permanently available, visible, and easily accessible to students on campus.</td>
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<tr>
<td><strong>Principle:</strong></td>
<td>Two Spirit and LGBTQ+ students should never have their identity tokenized or misrepresented, especially in promotional material.</td>
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<td><strong>Principle:</strong></td>
<td>Seeking information about the Two Spirit or LGBTQ+ community should not out the individual who is accessing the resources.</td>
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<tr>
<td><strong>Principle:</strong></td>
<td>Two Spirit and LGBTQ+ students from other marginalized communities deserve to have specific research on their needs and desires.</td>
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<tr>
<th><strong>Concern:</strong></th>
<th>There is a lack of awareness on many campuses about the history of the Two Spirit and LGBTQ+ communities as well as the issues, realities, and challenges that Two Spirit and LGBTQ+ students continue to face.</th>
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<tr>
<td><strong>Concern:</strong></td>
<td>The unique experiences of LGBTQ+ students are often lumped together leading to certain marginalized identities within the LGBTQ+ community, including bisexual, pansexual, and asexual students, to be erased and require additional support.</td>
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<tr>
<td><strong>Concern:</strong></td>
<td>There is limited research about the barriers faced by certain identities under the LGBTQ+ umbrella, such as asexual or gender fluid individuals.</td>
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<tr>
<td><strong>Concern:</strong></td>
<td>Two Spirit and LGBTQ+ students with intersecting identities are often underrepresented in research.</td>
</tr>
<tr>
<td><strong>Concern:</strong></td>
<td>Due to a lack of research about their needs, post-secondary institutions may not adequately address the needs of international, immigrant, and refugee students who identify as LGBTQ+.</td>
</tr>
</tbody>
</table>

**Recommendation:** The Ministry of Colleges and Universities should work with Two Spirit and LGBTQ+ advocacy groups to create a website to act as a comprehensive resource for prospective students.

**Recommendation:** The provincial government should mandate that this comprehensive resource website be included on all existing student resource and application websites.

**Recommendation:** The provincial government should mandate that all institutions display accurate information about Two Spirit and LGBTQ+ communities in a prominent, accessible, and respectful way.
**Recommendation:** The provincial government should task the Higher Education Quality Council of Ontario with conducting research on the needs of racialized LGBTQ+ students to inform best practices for institutional policies on LGBTQ+ inclusion and visibility.

**Recommendation:** The provincial government should provide grant funding for further research on international, immigrant, and refugee Two Spirit and LGBTQ+ students and students who are intersex to better assess their needs.

In general, there is a lack of awareness on many campuses about the challenges and issues that Two Spirit and LGBTQ+ students face. Information about the history of Two Spirit and LGBTQ+ communities and the barriers they face is not readily available. Where such information is available, the unique experiences of Two Spirit and LGBTQ+ students are often lumped together, failing to recognize that each student has a unique story and set of lived experiences. In other cases, marginalized identities under the LGBTQ+ umbrella are overlooked, including bisexual, pansexual, and asexual students, as are many intersecting identities, specifically LBGTQ+ international students.

Some efforts have been made to improve data collection and research on LGBTQ+ identities; examples at the provincial level include the *Thriving on Campus* LGBTQ+ survey and the research conducted by Egale Canada. However, there is still a lack of research on Two Spirit and LGBTQ+ individuals’ unique experiences, both across academia and in the policy realm. Understanding the interaction and overlap between race, ethnicity, religion, disabilities, socioeconomic status, and previous experiences of discrimination and violence is essential for developing effective policies.

Additionally, having accurate and abundant data helps inform policy decision-makers on how institutions and service providers can best support students (particularly those experiencing psychological distress); as such, Two Spirit and LGBTQ+ student experiences should be a critical research area. It is essential to improve access to information and communicate to Two Spirit and LGBTQ+ community members that their identities and concerns matter. The provincial government should, therefore, take steps to improve information platforms and mandate that institutions recognize and promote essential information. As one of these steps, the government should work with Two Spirit and LGBTQ+ advocacy groups in the creation of a website to act as a comprehensive resource for prospective students; moreover, this website should be made available on existing student resources and university applications. As it stands, some students are not made aware of the presence or treatment of Two Spirit and LGBTQ+ students at the universities they apply to, and the above recommendations aim to remedy this. Additionally, the provincial government should mandate that all institutions display accurate information about Two Spirit and LGBTQ+ communities in a prominent, accessible, and respectful way.

There is also a need to address gaps in research and understanding on the particular needs of underrepresented Two Spirit and LGBTQ+ students. Specifically, the provincial government should have the Higher Education Quality Council of Ontario conduct research on what supports racialized LGBTQ+ students need to succeed. This research should then inform the best practices for institutional policies on LGBTQ+ inclusion and visibility. They should also provide grant funding for further research on the needs of international, immigrant, and refugee Two Spirit and LGBTQ+ students, and students who are intersex to better assess their needs.

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126 Ibid.
128 Seelman, n 57, 1392.
**DATA COLLECTION AND REPORTING**

**Principle:** All data collection activity should clearly outline its purpose and respect the safety, confidentiality, and anonymity of Two Spirit and LGBTQ+ students.

**Principle:** Identities under the LGBTQ+ umbrella should be recognized by institutions as distinct from each other, facing unique concerns and with unique needs.

**Principle:** Students should not have to reveal information about their gender or sexual identity on any documentation if they do not want to do so.

**Principle:** Non-binary, intersex, questioning, and trans individuals should be able to easily self-identify (if they so choose) on any institutional documentation and in data collection.

**Principle:** People of all genders should be able to change their name to best reflect their identity with as few barriers as possible throughout the process.

**Principle:** Data on race, religion, ethnicity, and culture adjacent to LGBTQ+ identities should be collected in a safe and ethical manner to prevent furthering systemic barriers and/or increasing discrimination.

**Concern:** Asking non-binary, questioning, and trans individuals to repeatedly mark their legal gender identity as specified by the government or being asked to indicate sex when gender is the more appropriate question on documentation can be dysphoric and harmful.

**Concern:** Gendered language on documentation is exclusionary to trans, non-binary, intersex, dysphoric, and questioning individuals.

**Concern:** There is no standard method across universities to address name changes/pronoun use on administrative documentation.

**Concern:** By adhering to a heteronormative standard, some data collection forms, such as surveys, do not allow students to indicate their gender identity or sexual orientation.

**Concern:** There are no frameworks in place to ensure the collection of administrative data that includes data on race, religion, ethnicity, identity, or cultural demographics, is done in a fair, equitable, and ethical manner.

**Recommendation:** The provincial government should work with the Council of Ontario Universities and the Council of Senior Administrative Officers to identify barriers that exist for students attempting to change their name and affirm their gender identity and make recommendations to address these barriers.

**Recommendation:** The provincial government should collaborate with the Council of Ontario Universities to set standards for clear and transparent processes for students to change names and pronouns on all university documentation, including the confidential protection of student identity information.

**Recommendation:** The provincial government should task the Higher Education Quality Council of Ontario with investigating marginalized identities under the LGBTQ+ umbrella in order to identify and report on the unique barriers faced by these students.

**Recommendation:** The Advisory Committee on Two Spirit and LGBTQ+ Students should provide feedback and consultation relating to user demand and support to the Ministry of Colleges and Universities on the publication, usage, and distribution of data collected for the purposes of addressing campus inclusivity and awareness.
Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should annually review the Centralized Accessibility Database to ensure that the information available accurately reflects the current needs of the communities it seeks to support.

Recommendation: The Advisory Committee on Two Spirit and LGBTQ+ Students should work with LGBTQ+ organizations to support the dissemination of resources and inform the creation of a resource library, cataloguing information as it relates to Two Spirit and LGBTQ+ student post-secondary experiences.

For many Two Spirit and LGBTQ+ students, changing the information listed on university documentation to reflect their gender identity is a vital step in affirming their identity. Unfortunately, the process for doing so is often complex, uncomfortable, and difficult to navigate. Moreover, asking non-binary, questioning, or transgender individuals to repeatedly mark their legal gender identity on documentation can be dysphoric, and it can lead to hostile feelings and a sense of othering. In general, requests for gender information, as well as gendered language, have an exclusionary effect on non-binary and questioning individuals.

For example, a Two Spirit or LGBTQ+ student may face procedural and social hurdles when engaging with their university registrar office to change their name and gender on official university documents. At many universities, the process of changing your name or gender relies on the approval of external legislation and policies, and there is no standardized process across institutions. For trans students in particular, this can be a source of stress and it can deny their right to affirm their identity, as outlined in the Ontario Human Rights Code. It is essential, therefore, that the provincial government act to ensure that the process to make such changes is efficient and barriers are removed. The alternative – Service Ontario’s process – can also be burdensome: it offers name changes by application and payment of a processing fee, and sex designation changes require a letter from a licensed physician in addition to the application and fee.

To address these concerns, the provincial government should first work with the Council of Ontario Universities (COU) and the Council of Senior Administrative Officers in order to identify name change barriers that students face, and then develop recommendations to overcome these barriers. Together with COU, the provincial government should use these recommendations to set standards for name and pronoun change processes on all university documentation that are clear and transparent. These standards should include measures to ensure student are protected in terms of confidentiality.

There are also challenges related to data collection. For example, there is a lack of frameworks in place to ensure that administrative data – which includes racial, religious, ethnic, identity, or cultural demographic data – is collected in a fair, equitable, and ethical manner. Additionally, surveys and other data collection forms often adhere to heteronormative standards: they might ask the respondent whether they are male or female, without offering other options, and they often do not allow students to indicate their gender identity or sexual orientation. Finally, diverse identities that exist under the LGBTQ+ umbrella are often assumed to be facing identical barriers.

To respond to these issues, the provincial government should have the Higher Education Quality Council of Ontario investigate marginalized identities under the LGBTQ+ umbrella so that they can identify and report on the unique barriers faced by these students. The Ministry of Colleges and Universities (MCU) should heed the advice of the Advisory Committee on Two Spirit and LGBTQ+ Students regarding the publication, usage, and distribution of data collected for the purposes of addressing campus inclusivity and awareness. In addition to advising the MCU, the Advisory Committee should review the Centralized Accessibility Database on an annual basis and work with LGBTQ+ organizations to support the dissemination of resources and the creation of a resource library to catalogue information related to the Two Spirit and LGBTQ+ student post-secondary experiences.

129 Code, n 69.
**RESEARCH**

**Principle:** Research on Two Spirit and LGBTQ+ students should be inclusive of all identities within those communities.

**Principle:** Financial barriers should not impact research done in support of Two Spirit and LGBTQ+ communities.

**Principle:** Research on the topics surrounding and issues affecting Two Spirit and LGBTQ+ students should additionally focus on students whose identities are underrepresented, even within the broader communities.

**Principle:** Continuous and relevant research is important for improving the personal safety, and the physical and mental health, of LGBTQ+ students, as well as their overall experience attending post-secondary institutions.

**Principle:** Students interested in research focusing on Two Spirit and LGBTQ+ student identity and experience should have access to faculty with relevant expertise to support and explore student interest.

**Principle:** Establishing meaningful student/faculty relationships is an integral component in the cultivation of student interest in further academic study.

**Principle:** Improved retention of student researchers leads to an increased number of researchers interested and qualified to conduct research about Two Spirit and LGBTQ+ student identities and experiences.

**Concern:** Students conducting research on Two Spirit and LGBTQ+ student experiences and campus climate who are unable to locate an appropriate supervisor may be unwilling, less successful, or unable to complete this research for their program.

**Concern:** LGBTQ+ identities that have traditionally been marginalized and underrepresented continue to see this through omissions in research.

**Concern:** There is inadequate provincial funding allocated to research work that explores Two Spirit and LGBTQ+ student issues.

**Concern:** Research often omits communities under the LGBTQ+ umbrella, while continuing to utilize the whole acronym, including, for example, using “LGBTQ+” in research even in cases where only lesbian and gay participants were interviewed).

**Concern:** There is a lack of research into specific needs and desires of students who are intersex.

**Recommendation:** The provincial government should work with the Higher Education Quality Council of Ontario to conduct research on the quality of education as it relates to Two Spirit and LGBTQ+ students.

**Recommendation:** The Ministry of Colleges and Universities should work with the Tri-Council of federal research agencies to make specific grant funding available for researchers whose work focuses on Two Spirit and LGBTQ+ student identities and experiences and who seek to support/recruit/retain future student researchers.

**Recommendation:** The Ministry of Colleges and Universities should provide research grants that mirror both the financial contributions and programmatic intent of programs available at the federal level.
**Recommendation:** The Ministry of Colleges and Universities should provide envelope funding targeting the education of the broader campus student population. Funding should be optimized by focusing on research aimed at addressing the stigmatization, marginalization, and oppression of Two Spirit and LGBTQ+ students.

**Recommendation:** The provincial government should task the Higher Educational Quality Council of Ontario with investigating the experiences of Two Spirit and LGBTQ+ students, particularly as they relate to concepts of bisexual, pansexual, and transphobias and erasure.

**Recommendation:** The provincial government should create specific grant funding for research about the needs and desires of intersex individuals.

There is often a lack of academic research focusing on the diverse experiences of the Two Spirit and LGBTQ+ communities. A recent study found that less than two percent of academic research articles surveyed identity demographics and less than one percent included gender-identity demographics.131

Universities should acknowledge the unique nature of each sexual orientation and gender identity. Researchers and support staff sometimes assume that all identities within the Two Spirit and LGBTQ+ communities face similar or identical barriers and concerns, which can result in a lack of services and support for LGBTQ+ community members. Individuals who identify as Two Spirit, questioning, intersex, asexual, pan-sexual, or bi-sexual may face issues and challenges that go unaddressed by campus services aimed at assisting the LGBTQ+ community, and this is largely the result of insufficient research.132

According to Rainbow Health Ontario, resources are shrinking, and this has contributed to the lack of research and policy advocacy to improve LGBTQ+ health and safety issues.133 Policies created without relevant research and an understanding of these particular experiences can have a harmful impact on these identities. To help eliminate and better understand issues like bi-erasure, bisexuality needs to be explicitly brought into LGBTQ+ literature and featured more widely in information and research on campuses. Research is an integral tool for addressing the concerns around the lack of representation of different sexual identities in the LGBTQ+ community, and deeply embedded bi-erasure has had severely negative health impacts on those in the community.134 The provincial government should have the Higher Education Quality Council of Ontario (HEQCO) investigate marginalized Two Spirit and LGBTQ+ identities and identify barriers that exist within these communities. HEQCO's research should specifically target Two Spirit and LGBTQ+ student experiences as they relate to the concepts and experiences of bisexual, pansexual, and transphobias and erasure.

Research is one of the core components of university operations and a pivotal part of their mandates. Students see this most often through the lens of their instructors’ expertise and experiences. Relatively few instructors openly identify as members of the Two Spirit or LGBTQ+ community; as a result, the instruction that Two Spirit and LGBTQ+-identifying students receive may omit the experiences of their community. This, in turn, can limit the research potential of those students. Whether a student is interested in undergraduate research or looking to pursue graduate studies, they should be able to find relevant supervisors who have experience and conduct research in the areas they are looking to explore. Two Spirit and LGBTQ+ students (and their allies) interested in researching their own identities should have access to researchers with specific content knowledge relating to their interest. Post-secondary institutions’ senior levels of administration have remained predominantly heteronormative (or, at least, there is a lack of evidence which suggests otherwise), and a significant contributing factor to this is the low number of Two Spirit and LGBTQ+ students who continue their studies beyond the undergraduate level.

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132 RHO, *Training for Change*, n 43.
133 Ibid.
One of the barriers to conducting research is funding, and the provincial government can address many research gaps by providing the financial support researchers require to investigate the experiences of Two Spirit and LGBTQ+ students. Specifically, the Ministry of Colleges of Universities (MCU) should work with the Tri-Council of federal research agencies to make grant funding available for researchers conducting this work, as well as those who are in positions and are willing to support future student researchers. These grants should mirror the financial contributions and programmatic intent of programs at the federal level. Grants should also be available to support research specific to students who are intersex, as this population is often ignored in research. Finally, the MCU should provide targeted funding to support education of the broader campus population in order to address stigmatization, marginalization, and oppression of Two Spirit and LGBTQ+ students.

**TRAINING AND EDUCATION**

**FACULTY, STAFF, AND VOLUNTEERS**

**Principle:** All Two Spirit and LGBTQ+ students should be free to participate in academic and support spaces without experiencing stigmatization, marginalization, and oppression due to their identity.

**Principle:** The climate in academic and support spaces should be open, positive, and welcoming for members of the Two Spirit and LGBTQ+ communities.

**Principle:** Organizations that wish to identify themselves with any form of “Positive Space” sticker should have the appropriate accompanying education and training for all staff of the organization.

**Principle:** Student leaders, staff, and volunteers often have the first contact with new students and this contact should be respectful of all identities.

**Concern:** Two Spirit and LGBTQ+ students participating in academic and support spaces can face stigmatization, marginalization, and oppression due to their identities.

**Concern:** Instructors often teach in academic spaces lacking an awareness or understanding of the diversity of the student population and how to support that diverse population.

**Concern:** Stigmatization, marginalization, and oppression contribute to a lack of representation of the Two Spirit and LGBTQ+ communities in faculty positions.

**Concern:** Organizations may use “Positive Space” stickers to indicate allyship without any training or education about the lived experiences of Two Spirit or LGBTQ+ students.

**Recommendation:** The provincial government should collaborate with the Ontario Confederation of University Faculty Associations to develop, make available, and implement faculty training, in consultation with Two Spirit and LGBTQ+ students, on Two Spirit and LGBTQ+ issues and inclusivity in academic spaces, including pedagogy and course syllabi.

**Recommendation:** All new programs and cyclical reviews approved by the Ministry of Colleges and Universities should be evaluated with an anti-oppression lens before approval.

**Recommendation:** The provincial government should provide institutions with envelope funding for resources to provide training on inclusion of Two Spirit and LGBTQ+ students on campus, for course coordinators, teaching assistants, and other academic staff, with comprehensive consultation from Two Spirit and LGBTQ+ students.
Recommendation: The Ontario Confederation of University Faculty Associations should develop a tiered training model to provide faculty with the opportunity to receive accredited training on Two Spirit and LGBTQ+ issues.

Recommendation: The Ministry of Colleges and Universities should provide specific envelope funding for international student support centres to train all staff on LGBTQ+ issues and encourage connection with LGBTQ+ resources to address gaps in service.

Recommendation: The Ministry of Colleges and Universities should provide financial resources to institutions to assist in the conversion of existing campus spaces to positive spaces through the training of existing personnel, specifically those employed in frontline, student-facing roles.

Recommendation: The provincial government should provide financial resources to support bystander intervention and sensitivity training for student leaders, staff, and volunteers.

According to the results of OUSA’s LGBTQ+ Student Experience Survey, 63 percent of student respondents reported that they “sometimes” or “often/always” felt uncomfortable about their gender or orientation as a result of the language or assumptions of their professors in class. Other studies conducted throughout North America have also revealed a common trend in which LGBTQ+ students have expressed negative experiences with faculty and students on campus. In one study, 74 percent of students surveyed reported that their campus was “homophobic,” with 60 percent of respondents claiming to have concealed their gender or orientation in order to avoid being discriminated against. This data highlights the problems that the LGBTQ+ community faces due to stigmatization and lack of awareness among campus faculty and students in general. This stigma may also result in a lack of faculty members who identify as part of the LGBTQ+ community, and in a lack of promotion and retention for faculty who have lived experience (specifically to positions of greater influence). With students in the LGBTQ+ community experiencing negative campus climates across North America, it is crucial to address these concerns as well as where they stem from.

To address these concerns, the provincial government should collaborate with the Ontario Confederation of University Faculty Associations (OCUFA) – and, importantly, consult with LGBTQ+ students – to develop, make available, and adopt training around Two Spirit and LGBTQ+ issues and inclusivity. This initiative should be aimed at promoting Two Spirit and LGBTQ+-inclusive pedagogy and gender-neutral course syllabi, something which is currently lacking throughout Ontario’s post-secondary institutions.

The Ministry of Colleges and Universities (MCU) should provide incentives and funding to institutions so that they can implement training – developed in consultation with Two Spirit and LGBTQ+ students – on including Two Spirit and LGBTQ+ students as an essential step toward safer campus climates. Universities should consider including all types of campus faculty and staff as part of this training. This includes individuals involved in mediating seminars and assisting classes alongside professors, as well as teaching assistants, exam markers, and course coordinators. Students may wish to conduct research on Two Spirit and LGBTQ+ student experiences and campus climate, and this may require an appropriately trained supervisor. The MCU should take a collaborative approach toward mandating this training for unionized academic staff. Many institutions in the U.S. have already begun to independently develop appropriate campus inclusion training for faculty and other academic staff. This training is designed to

135 Zachary J. Rose, LGBTQ+ Student Experience Survey Report: LGBTQ+ Students’ Experiences and Attitudes at Universities (Toronto, ON: Ontario Undergraduate Student Alliance, 2015).
139 University of Southern California, “Faculty Diversity Training Programs and Best Practices,” Academic Senate, accessed April 1, 2019, https://academicsenate.usc.edu/files/2015/08/Climate-Committee-Faculty-Diversity-Best-Practices-11-10-
help faculty members support inclusion within their classrooms, and it seeks to address the fact that, because of their sexual orientation, more than 74 percent of LGBTQ+ students have reported being verbally harassed and 36 percent have reported being physically harassed.140 Some of these materials are more specific, concentrating on how to respond to the students depending on the nature of their disability; others are broader and encompass inclusive higher education (inclusive classroom methodology, curriculum adaptation, etc.). To facilitate participation by faculty members, training should be offered online, and faculty should be permitted to go at their own pace.141

It is worth noting, however, that mandatory training may not always be the most effective way to engage staff members because institutions have different collective agreements pertaining to their academic staff. Recognizing these differences, developing system-wide training through OCUFA would likely facilitate easier movement of academic staff from institution to institution. This training would also allow individuals to recognize a lack of diversity (if one exists) within their academic units, and in turn, encourage them to push for greater diversity of course content reflecting queer and trans experiences and histories, including how queer and trans students have endured both marginalization and erasure.142 The development of inclusivity training reflects the fact that, to this point, few institutions have appointed full-time staff for Two Spirit and LGBTQ+ inclusivity and awareness training on campus.

An additional concern around education is in regard to “positive space” training. Sometimes, organizations do not provide appropriate or any training before individuals can put the “positive space” stickers on their offices, desks or other areas. As a result, Two Spirit or LGBTQ+ students may confide in these individuals, thinking they have training, and can be shocked when they learn that the staff member does not have training. It can be especially difficult if the staff member is, inadvertently or not, homophobic or transphobic. It is vital then that the MCU provide financial resources to institutions to properly train existing personnel around positive spaces.

Funding support should also target staff and volunteers where there are particular gaps in supporting Two Spirit and LGBTQ+ students. For example, the MCU should provide envelope funding for the training of all staff at international student support centres to understand and be knowledgeable in Two Spirit and LGBTQ+ student issues and resources. The provincial government should also provide financial resources to support bystander intervention and sensitivity training for student leaders, staff, and volunteers. Finally, all new programs and cyclical reviews approved by the Ministry of Colleges and Universities should be evaluated with an anti-oppression lens before approval.

140 Lowenthal, “Teachers as LGBTQ Allies”, n 138.
141 Morgado et al., “Inclusive University Classrooms”, n 139.
142 Syrus Marcus Ware, “‘No One Like Me Seemed to Have Ever Existed’: A Trans of Colour Critique of Trans Scholarship and Policy Development in Post-Secondary Schools,” M.A. Thesis (University of Toronto, 2010), https://tspace.library.utoronto.ca/bitstream/1807/25681/1/Ware_Syrus_M_201011_MA_thesis.pdf.
Administrative staff are often not considered as part of a broader conversation around front-line workers and interactions. Many administrative staff, regardless of their role titles are often involved as the first point of contact for students about concerns they may not know the best way to address. Help seeking behaviour may be exhibited by anyone, toward anyone, so it is important that administrative personnel be provided with the necessary resources to support any student looking for support. However, administrative staff may not have the appropriate training or tools to support Two Spirit and LGBTQ+ students who reach out for help.

Given specific limitations that may be faced as it relates to providing meaningful training to other members of the campus community, it is important to target administrative staff as a first step towards broader engagement across campuses. These individuals often exist in spaces that have significantly more flexibility when it comes to role requirements and provisions for educational opportunities as a result of organizational structure. This presents a critical opportunity for campuses to being training at this level, where there are greater assurances for uptake and a higher degree of flexibility when it comes to the kind of content that can be provided and required by more senior administrative groups.

The provincial government can support these efforts by providing funding through the Ministry of Colleges and Universities to human resource departments so that they can provide training for all staff in student-facing administrative roles. Additionally, the Council of Ontario Universities should develop and disseminate toolkits through their Accessible Campus working group, that can be used by university administrative staff to better support Two Spirit and LGBTQ+ students on their campuses.
## EARLY OUTREACH

**Principle:** Family and peer support is a proactive and integral component of Two Spirit and LGBTQ+ student success in adjusting to post-secondary education from secondary education.

**Principle:** Positive health outcomes for Two Spirit and LGBTQ+ communities can be encouraged by providing proactive and targeted support groups as well as by providing all students with accessible education on allyship.

**Principle:** Two Spirit and LGBTQ+ students should not face barriers to access or achievement in post-secondary education because of a lack of early outreach efforts.

**Concern:** Lack of proactive education can reinforce existing systemic oppression, resulting in some post-secondary students holding negative and oppressive attitudes towards the Two Spirit and LGBTQ+ communities.

**Concern:** Two Spirit and LGBTQ+ youth can experience stigmatization, marginalization, and oppression at all educational levels, including prior to entering post-secondary education.

**Concern:** Beginning post-secondary education can be difficult, confusing, and isolating for Two Spirit and LGBTQ+ students, who may not have adequate support to express their identity.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Education to develop and provide an appropriate educational curriculum that adequately addresses Two Spirit and LGBTQ+ identities, issues, and histories.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Education and appropriate community agencies to develop best practices around promoting and encouraging allyship within school spaces.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Education to revise the Private Schools Policies and Procedures Manual to provide Two Spirit and LGBTQ+ students with the knowledge and preparation they need to be healthy, to thrive, and to feel represented and safe.

**Recommendation:** The provincial government should maintain Ontario’s Equity and Inclusive Education Strategy.

**Recommendation:** The Ministry of Colleges and Universities should work with Two Spirit and LGBTQ+ advocates with situated knowledge to establish strategic outreach plans designed to support Two Spirit and LGBTQ+ students adjusting to post-secondary education from secondary education.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Education to amend all primary and secondary Health and Physical Education curriculums to take an intersectional lens that addresses particular aspects of sexual health for Two Spirit and LGBTQ+ students' intersecting identities.

**Recommendation:** The Ministry of Colleges and Universities should work with the Ministry of Education to develop guidelines to support mentorship programs connecting Two Spirit and LGBTQ+ secondary and post-secondary students.

Early outreach initiatives provide an opportunity to address the stigmatization, marginalization, and oppression of Two Spirit and LGBTQ+ community members who may be unable to fully live in their
identity out of fear for their safety or fear of losing financial support. It is important to address mental health concerns that may stem from these issues early on: often, mental health concerns are made worse by a lack of awareness or understanding within the broader population, and overall mental health literacy remains relatively low on a national level and among Ontario’s youth.\textsuperscript{143}

K-12 curriculum documents in Ontario fail to address the marginalization experienced by the Two Spirit and LGBTQ+ communities.\textsuperscript{144} Students often have little exposure to the Two Spirit and LGBTQ+ communities due to underrepresentation in curriculum and lack a basic understanding of their history and experiences;\textsuperscript{145} in a recent survey, roughly 63 percent of students said they had never learned about the Two Spirit and LGBTQ+ communities’ histories, major figures, or events in school.\textsuperscript{146} Such educational limitations mean that Two Spirit and LGBTQ+-identifying students have significantly less opportunity to see their identities reflected throughout history than their heteronormative peers. Moreover, many Two Spirit and LGBTQ+ youth are born to heterosexual parents and, as a result, may be less close with their parents than their heterosexual peers.\textsuperscript{147} All of this underscores the need for greater education, outreach, and allyship in support of the Two Spirit and LGTBQ+ communities.

As such, the Ministry of Colleges and Universities (MCU) should work with the Ministry of Education to include and mandate that all primary and secondary schools teach information about Two Spirit and LGBTQ+ identities, issues, sexual health, and healthy relationships in both the primary and secondary Health and Physical Education curriculums. The MCU should also ensure that these curriculums use an intersectional lens that addresses particular aspects of sexual health for Two Spirit and LGBTQ+ students’ intersecting identities.

While much of this information has yet to be developed comprehensively for Ontario’s post-secondary education sector, there have been significant developments in other jurisdictions that could serve as precedents for Ontario. Using already-established resources such as Egale, the MCU should work with the Ministry of Education to develop best practices around promoting and encouraging allyship\textsuperscript{148} within the post-secondary sector. Ontario’s Equity and Inclusive Education Strategy is one such example.\textsuperscript{149} A greater partnership with both the Ministry of Education and the Ontario College of Teachers would allow the MCU to build on existing research and avoid unnecessary pitfalls. Similarly, the MCU should work


\textsuperscript{148} It is important to recognize that the term “allyship” has many connotations. In this paper, the terms “ally” and “allyship” are used to reflect heterogeneous persons who are driven by two broad sets of motivations to support Two Spirit and LGBTQ+ persons: professional roles or personal relationships. The first category includes individuals that hold a professional position and, as a result, a political agenda to have close relationships with those who have lived experience of issues affecting the Two Spirit and LGBTQ+ communities. The second category includes individuals with a general concern about addressing society’s injustices. These two motivations can be further explored through their links to values or principles, particularly those in the areas of justice and civil rights, as well as moral or religious beliefs. These areas can underpin the attachments that individuals may have to members of the community, and they are often seen in personal relationships between family, friends, or coworkers. Building allyship is an integral part of early outreach within the Two Spirit and LGBTQ+ communities, as it seeks to address persistent feelings of othering. Engaging individuals who advocate on behalf of the Two Spirit and LGBTQ+ communities helps eliminate homophobia, transphobia, bi-erasure, and other ongoing issues affecting the community: Mia Fischer, “The Cistakes of Allyship,” Women & Language 41, no. 1 (2018): 159–61; Glenda M. Russell and Janis S. Bohan, “Institutional Allyship for LGBT Equality: Underlying Processes and Potentials for Change,” Journal of Social Issues 72, no. 2 (2017): 335–54, doi:10.1111/josi.12169; Robert A. Marx, Leah Marion Roberts and Carol T. Nixon, “When Care and Concern Are Not Enough: School Personnel’s Development as Allies for Trans and Gender Non-Conforming Students,” Social Sciences 6, no. 1 (2017): 11, doi:10.3390/socsci6010011.

\textsuperscript{149} Realizing the Promise of Diversity, n. 26.
with the Ministry of Education to revise the Private Schools Policies and Procedures Manual in a way that provides Two Spirit and LGBTQ+ students with the knowledge and preparation they need to be healthy, to thrive, and to feel represented and safe. These initiatives would allow for a more seamless transition from secondary to post-secondary spaces for Two Spirit and LGBTQ+ students.

The transition from secondary to post-secondary education can often be more complex for members of the Two Spirit and LGBTQ+ communities, with families and peer groups often acting as their primary support system. Early outreach efforts should involve family, peers, and secondary institutions to make the transition as inclusive and affirming as possible for the Two Spirit and LGBTQ+ communities. Efforts should include mentorship and peer-to-peer interactions, and institutions (both secondary and post-secondary) should establish environments that support these programs. Through incentivization, the MCU should support the creation of mentorship programs for Two Spirit and LGBTQ+ students, similar to the program already in place at the University of California, Irvine.150

Through partnerships with the Ministry of Education, the MCU can provide targeted incentives that prioritize the development of early outreach and allyship in meaningful spaces. In addition, providing direction to post-secondary institutions regarding mentorship can help ensure that incoming Two Spirit and LGBTQ+ students are not overwhelmed by the university environment. More than workshops or training and awareness events, mentorship helps make Two Spirit and LGBTQ+ members feel included and welcome on campus.151

**ALUMNI**

<table>
<thead>
<tr>
<th>Principle:</th>
<th>Alumni relations should be reflective of the diverse nature of alumni communities, specifically inclusive of Two Spirit and LGBTQ+ graduates.</th>
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<tbody>
<tr>
<td>Concern:</td>
<td>Universities may not have the resources necessary to either develop or expand these initiatives to increase education and awareness about Two Spirit and LGBTQ+ issues and raising that awareness among alumni.</td>
</tr>
<tr>
<td>Concern:</td>
<td>Negative campus experiences can discourage Two Spirit and LGBTQ+ students from becoming meaningful and engaged alumni.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The Ministry of Colleges and Universities should develop best practice guidelines to support improved relationships between university advancement and alumni relations offices and Two Spirit and LGBTQ+ students and student groups.</td>
</tr>
<tr>
<td>Recommendation:</td>
<td>The Ministry of College and Universities should work with appropriate community agencies to develop guidelines for alumni relations to improve interactions with Two Spirit and LGBTQ+ alumni.</td>
</tr>
</tbody>
</table>

Alumni relations should be reflective of the diverse nature of alumni communities, and education around effective support of Two Spirit and LGBTQ+ communities, both among students needs to account for the time in which students spend within institutions as well as outside of them. However, universities may not be equipped to educate or support alumni to address the needs of Two Spirit and LGBTQ+ students and alumni. While a relatively new concept, life-long learning has continued to progress and expand as it seeks to identify new avenues and opportunities to address the stagnation that may develop for people once they leave formalized learning spaces. Two Spirit and LGBTQ+ education presents an alternative viewpoint and recognizes the role that all members of the population, not just students, play in eliminating marginalization, stigmatization and oppression for members of the community. The Ministry of Colleges and Universities (MCU) can support life-long learning in this area by developing best practice guidelines that support improved relationships between university advancement and alumni relations offices and Two Spirit and LGBTQ+ students and student groups.

151 Ibid.
Beyond graduation, students of all backgrounds continue to remain members of the university community, and integral to serving as positive ambassadors and role models for the institution in access to relevant resources. This is particularly important for Two Spirit and LGBTQ+ communities as they continue to face attacks from sectors beyond those specifically affiliated with post-secondary education. However, a negative campus experience can discourage Two Spirit and LGBTQ+ students from becoming engaged alumni. The MCU should therefore work with community agencies to develop guidelines for alumni relations to improve interactions with Two Spirit and LGBTQ+ alumni.
POLICY STATEMENT

Whereas: Students with intersecting identities deserve a holistic approach to their access to student services.

Whereas: The lived experiences of Two Spirit and LGBTQ+ students should be recognized, respected, and treated as legitimate.

Whereas: Two Spirit and LGBTQ+ students’ perspectives and experiences should be prioritized and incorporated in the development of policies that affect their communities.

Whereas: Two Spirit and LGBTQ+ students should have access to data and research pertaining to their communities to support inclusion and awareness.

Whereas: Post-secondary institutions should have a greater understanding of the unique needs of Two Spirit and LGBTQ+ students, and the diversity of needs within those communities.

Whereas: A sector-wide approach should be utilized as an initial means of addressing barriers and inequities facing Two Spirit and LGBTQ+ students.

Whereas: Two Spirit and LGBTQ+ students should have the opportunity to receive services from individuals who have lived experiences in the Two Spirit and LGBTQ+ communities when possible.

Whereas: Two Spirit and LGBTQ+ students should be able to access services and supports provided by staff who are well-informed on Two Spirit and LGBTQ+ issues.

Whereas: Two Spirit and LGBTQ+ students should be able to access academic, service-oriented, and physical accommodations that support their identities and experiences.

Whereas: Students should have access to materials about Two Spirit and LGBTQ+ resources and education in their first language.

Whereas: All students, regardless of their identities, should feel comfortable accessing the resources they need.

Whereas: All members of campus security personnel and police should receive the training and tools necessary to support Two Spirit and LGBTQ+ students.

Whereas: All members of Two Spirit and LGBTQ+ communities should be able to access security services and support without fear or stigma.

Whereas: Reporting mechanisms should be accessible to all Two Spirit and LGBTQ+ students.

Whereas: Two Spirit and LGBTQ+ students should feel comfortable on their campuses.

Whereas: All Two Spirit and LGBTQ+ students should see their identities represented and accurately reflected in their communities and on their university campuses.

Whereas: Every university should have permanent and physical representations of Two Spirit and LGBTQ+ communities on their campuses.
Whereas: Campus LGBTQ+ student centres should be able to operate regardless of physical space and funding limitations.

Whereas: Encouraging consistent promotion of information, resources, and awareness campaigns supporting Two Spirit and LGBTQ+ students is an integral component of addressing and preventing the oppression and marginalization of Two Spirit and LGBTQ+ students and ensuring that all students have access to resources relevant to their needs.

Whereas: LGBTQ+ specific spaces and services should be culturally safe and Indigenous students should be able to access them without fear of their identities being erased.

Whereas: Students should feel comfortable accessing and using campus athletic and recreational facilities, regardless of gender or sexual identity.

Whereas: Every effort should be made to identify and reduce barriers preventing or hindering Two Spirit and LGBTQ+ participation in organized physical activities.

Whereas: Every student should have access to washrooms and change rooms they feel safe and comfortable using, regardless of gender identity, sexual orientation, sex, or accessibility needs.

Whereas: Gender-neutral washrooms should be readily available and easily accessible for students who may need or desire them.

Whereas: Gender-neutral washrooms are essential facilities to provide to students, particularly those who identify as Two Spirit, trans, non-binary, gender fluid, or those who are intersex.

Whereas: Menstrual needs are not defined by gender.

Whereas: Universities should be equipped to provide a range of residence accommodations for Two Spirit and LGBTQ+ students.

Whereas: Two Spirit and LGBTQ+ students should have the opportunity to transfer to a residential space of their choice or private residence room upon request in the event of harassment or a crisis situation.

Whereas: Two Spirit and LGBTQ+ students should be made aware of the protections provided to them from housing-related discrimination and harassment by the Ontario Human Rights Code.

Whereas: Landlords and residence housing administrators have a duty to accommodate Two Spirit and LGBTQ+ students under the Ontario Human Rights Code.

Whereas: No member of the Two Spirit, LGBTQ+, or intersex communities should have their identity pathologized.

Whereas: Intersex students should have access to health care services that recognize the history of pathologization and best practices to minimize further trauma.

Whereas: Students should not have to seek medical intervention for their sexual identity - especially asexual identities.

Whereas: All students should have access to the best practitioner for their needs.
**Whereas:** Students should not face barriers to accessing existing health care relationships as a result of attending post-secondary education.

**Whereas:** Two Spirit and LGBTQ+ students should be able to access their preferred physician, regardless of location.

**Whereas:** Access to counselling services for Two Spirit and LGBTQ+ students should follow a “No Wrong Door” policy for referral and service provision.

**Whereas:** Two Spirit and LGBTQ+ students should be able to easily access the health services and information they need on their campus.

**Whereas:** Two Spirit and LGBTQ+ students should be able to access health services in their community without facing barriers especially when the technology exists to make this possible.

**Whereas:** Two Spirit and Indigenous and immigrant students who identify under the LGBTQ+ umbrella should have access to readily available and culturally appropriate resources and care.

**Whereas:** All campus health care workers should be trained to support and understand the needs of Two Spirit and LGBTQ+ students and students who are intersex on campus.

**Whereas:** Two Spirit and LGBTQ+ students and students who are intersex should be provided with equivalent care to the general population, regardless of where they go to access services.

**Whereas:** Two Spirit and LGBTQ+ students and students who are intersex should be able to easily access the counselling services they require.

**Whereas:** Access to a reasonable standard of health care and the medical care necessary to transition should be available to all students.

**Whereas:** Medication such as HIV/AIDS prevention and treatment drugs and gender-affirming transition medication are life-saving necessities for students.

**Whereas:** Two Spirit and LGBTQ+ students should not have to pay out of pocket for life saving medication or medical treatment.

**Whereas:** The Ontario Health Insurance Plan and the University Health Insurance Plan should provide comprehensive care and coverage for the unique needs of Two Spirit and LGBTQ+ students.

**Whereas:** Two Spirit and LGBTQ+ students should be aware and understand coverage plans that are available to them under both the Ontario Health Insurance Plan and the University Health Insurance Plan.

**Whereas:** Two Spirit and LGBTQ+ students should be able to easily access adequate health care on their campuses, regardless of the delivery model.

**Whereas:** Two Spirit and LGBTQ+ students should have access to a family physician who is well educated on the unique health concerns of members of the Two Spirit and LGBTQ+ communities.

**Whereas:** All Two Spirit and LGBTQ+ students should have access to sexually transmitted infections testing and safe sex education.
**Whereas:** All students should be free from sexual violence, harassment, and gender-based violence.

**Whereas:** Post-secondary education should be affordable and accessible for all people.

**Whereas:** Students should have access to Two Spirit and LGBTQ+ resources regardless of financial security, and financial barriers should not impact the academic success of Two Spirit or LGBTQ+ students.

**Whereas:** All identities in Two Spirit and LGBTQ+ communities should be recognized as facing distinct concerns.

**Whereas:** Information about Two Spirit and LGBTQ+ communities and services should be permanently available, visible, and easily accessible to students on campus.

**Whereas:** Two Spirit and LGBTQ+ students should never have their identity tokenized or misrepresented, especially in promotional material.

**Whereas:** Seeking information about the Two Spirit or LGBTQ+ community should not out the individual who is accessing the resources.

**Whereas:** Two Spirit and LGBTQ+ students from other marginalized communities deserve to have specific research on their needs and desires.

**Whereas:** All data collection activity should clearly outline its purpose and respect the safety, confidentiality, and anonymity of Two Spirit and LGBTQ+ students.

**Whereas:** Identities under the LGBTQ+ umbrella should be recognized by institutions as distinct from each other, facing unique concerns and with unique needs.

**Whereas:** Students should not have to reveal information about their gender or sexual identity on any documentation if they do not want to do so.

**Whereas:** Non-binary, intersex, questioning, and trans individuals should be able to easily self-identify (if they so choose) on any institutional documentation and in data collection.

**Whereas:** People of all genders should be able to change their name to best reflect their identity with as few barriers as possible throughout the process.

**Whereas:** Data on race, religion, ethnicity, and culture adjacent to LGBTQ+ identities should be collected in a safe and ethical manner to prevent furthering systemic barriers and/or increasing discrimination.

**Whereas:** Research on Two Spirit and LGBTQ+ students should be inclusive of all identities within those communities.

**Whereas:** Financial barriers should not impact research done in support of Two Spirit and LGBTQ+ communities.

**Whereas:** Research on the topics surrounding and issues affecting Two Spirit and LGBTQ+ students should additionally focus on students whose identities are underrepresented, even within the broader communities.
Whereas: Continuous and relevant research is important for improving the personal safety, and the physical and mental health, of LGBTQ+ students, as well as their overall experience attending post-secondary institutions.

Whereas: Students interested in research focusing on Two Spirit and LGBTQ+ student identity and experience should have access to faculty with relevant expertise to support and explore student interest.

Whereas: Establishing meaningful student/faculty relationships is an integral component in the cultivation of student interest in further academic study.

Whereas: Improved retention of student researchers leads to an increased number of researchers interested and qualified to conduct research about Two Spirit and LGBTQ+ student identities and experiences.

Whereas: All Two Spirit and LGBTQ+ students should be free to participate in academic and support spaces without experiencing stigmatization, marginalization, and oppression due to their identity.

Whereas: The climate in academic and support spaces should be open, positive, and welcoming for members of the Two Spirit and LGBTQ+ communities.

Whereas: Organizations that wish to identify themselves with any form of “Positive Space” sticker should have the appropriate accompanying education and training for all staff of the organization.

Whereas: Student leaders, staff, and volunteers often have the first contact with new students and this contact should be respectful of all identities.

Whereas: Administrative staff should be as well educated as possible on Two Spirit and LGBTQ+ issues on their campuses.

Whereas: Administrative staff set an important cultural tone in their workplace and should make every effort to ensure this tone is Two Spirit and LGBTQ+-friendly.

Whereas: Administrative staff should be able to refer to appropriate and relevant resources, including university policy.

Whereas: Administrative staff are often the first interactions students have with university processes and supports.

Whereas: Family and peer support is a proactive and integral component of Two Spirit and LGBTQ+ student success in adjusting to post-secondary education from secondary education.

Whereas: Positive health outcomes for Two Spirit and LGBTQ+ communities can be encouraged by providing proactive and targeted support groups as well as by providing all students with accessible education on allyship.

Whereas: Two Spirit and LGBTQ+ students should not face barriers to access or achievement in post-secondary education because of a lack of early outreach efforts.

Whereas: Alumni relations should be reflective of the diverse nature of alumni communities, specifically inclusive of Two Spirit and LGBTQ+ graduates.
Be it resolved that: The Ministry of Colleges and Universities should encourage institutions to connect various student resources to capture all student needs.

Be it further resolved that (BIFRT): The Ministry of Colleges and Universities should develop resources targeted to support specific intersecting identities within Two Spirit and LGBTQ+ student communities.

BIFRT: Prior to the creation of the Advisory Committee on Two Spirit and LGBTQ+ Students, the provincial government should conduct comprehensive consultation and engagement with Two Spirit and LGBTQ+ students and advocate on policy decisions that would have an impact on Two Spirit and LGTBQ+ communities.

BIFRT: The provincial government should establish a Committee on Two Spirit and LGBTQ+ Students that is responsible for advising and supporting the Ministry of Colleges and Universities on Two Spirit and LGBTQ+ student issues and priority areas.

BIFRT: The Advisory Committee on Two Spirit and LGBTQ+ Students should be composed of one representative from the Ministry of Colleges and Universities and student representatives from university campuses across the province; specifically, student representatives who identify as members of the LGBTQ+ community or as Two Spirit.

BIFRT: Members of the Advisory Committee on Two Spirit and LGBTQ+ Students should be supported with relevant resources, including personnel resources in the form of community advocates, leaders in identity inclusion, and other campus stakeholders, targeting support from those with relevant lived experience from Two Spirit and LGBTQ+ communities.

BIFRT: The Advisory Committee on Two Spirit and LGBTQ+ Students should advise the Council of Ontario Universities in the development of relevant frameworks mandating clear minimum standards for training and education for students, academic, and administrative staff.

BIFRT: The Advisory Committee on Two Spirit and LGBTQ+ Students should be constituted annually and consulted semi-annually to inform, and guide policy developments targeted at improving inclusivity and climate for Two Spirit and LGBTQ+ post-secondary students.

BIFRT: The Advisory Committee on Two Spirit and LGBTQ+ Students should be utilized by the Ministry of Colleges and Universities to provide consultation and feedback on relevant metrics and performance criteria as they relate to the assessment of Two Spirit and LGBTQ+ inclusivity and awareness on post-secondary campuses.

BIFRT: The Advisory Committee on Two Spirit and LGBTQ+ Students should be consulted during the development of any relevant materials that pertain to Two Spirit and LGBTQ+ post-secondary student concerns.

BIFRT: The Ministry of Colleges and Universities, in collaboration with the Council of Ontario Universities, should provide envelope funding to institutions for the recruitment and retention of individuals with lived experience into frontline support roles within university accessibility and accommodation services to better reflect the diverse needs of their students.

BIFRT: The Council of Senior Administrative Officers Committee under the Council of Ontario Universities should help develop and facilitate the creation of policies or practices that ensure Student Accessibility Services, or their equivalents, address intersecting identities through an anti-oppression lens in academic accommodations.
The Ministry of Colleges and Universities should consult with the Advisory Committee on Two Spirit and LGBTQ+ Students to develop appropriate education and training resources for all frontline staff members in university accessibility and accommodation services.

The Ministry of Colleges and Universities should consult with individuals with lived experiences in Two Spirit and LGBTQ+ communities as well as academic researchers to establish minimum accommodation and accessibility standards for services directed at Two Spirit and LGBTQ+ students at all post-secondary institutions.

The provincial government should provide grant funding to incentivize the expansion of resources for Two Spirit and LGBTQ+ students in all students’ first languages, including students with visual impairments.

The provincial government should task the Ontario Association of College and University Security Administrators with developing accessible incident reporting tools for Two Spirit and LGBTQ+ students.

The provincial government should mandate that the Ministry of Children, Community and Social Services work with the Advisory Committee on Two Spirit and LGBTQ+ Students to identify issues relating to on campus interactions between campus security personnel and police and Two Spirit and LGBTQ+ communities.

The provincial government should work with the Ontario Provincial Police and the Ontario Association of College and University Security Administrators with developing minimum standards to address the issues identified by the Advisory Committee on Two Spirit and LGBTQ+ Students.

The provincial government should mandate campus security personnel and police utilize gender-neutral language during any investigations and/or incident reporting.

The Ministry of the Solicitor General should review and update police training courses to include information about the historical oppression of Two Spirit and LGBTQ+ communities and the discrimination these communities continue to face.

The provincial government should work with the Ministry of Municipal Affairs and the Ministry of the Solicitor General to establish a protocol for how campus security engages with police and community enforcement stakeholders.

The provincial government should work with the Ministry of Municipal Affairs and the Ministry of the Solicitor General, in collaboration with the partners utilized for the Best Practices in Policing and LGBTQ+ Communities in Ontario report, to develop joint training and educational opportunities for local police to improve their interactions with Two Spirit and LGBTQ+ students.

The provincial government should support the Council of Ontario Universities and the Ontario Association of College and University Security Administrators to consult with student groups to revise current campus security personnel and police training initiatives to include intersecting identity training.

The Higher Education Quality Council of Ontario should conduct research on the effectiveness of police on campus and their effect on Two Spirit and LGBTQ+ students as well as racialized students.

The provincial government should task the Attorney General with opening a special inquiry into the state of policing and the justice system in relation to Two Spirit and LGBTQ+ communities.
**BIFRT:** The provincial government should make funding available for the establishment of permanent, physical spaces for Two Spirit and LGBTQ+ students on university campuses as well as the ongoing costs associated with staffing and maintaining these spaces.

**BIFRT:** The provincial government should provide grant funding to support Indigenous-led initiatives for Indigenous students identifying as Two Spirit or under the LGBTQ+ umbrella.

**BIFRT:** The provincial government should provide envelope funding to pride groups and services to accommodate all identities, including intersex persons, and encourage gender-neutral spaces where applicable.

**BIFRT:** The provincial government should work with the various governing and regulatory bodies that make up university athletics in Ontario to develop minimum standards for inclusive and accessible athletic and recreational spaces on university campuses in consultation with a Two Spirit and LGBTQ+ advocacy group.

**BIFRT:** The provincial government should mandate that institutions implement the minimum standards in all recreational and athletic spaces.

**BIFRT:** The provincial government should support Ontario University Athletics with investigating Two Spirit and LGBTQ+ student experiences with, and attitudes towards, university athletics to identify potential barriers to Two Spirit and LGBTQ+ student involvement.

**BIFRT:** The provincial government should mandate that all institutions have gender-neutral washrooms and that all new institutions and infrastructural expansions dedicate spaces, including in recreational facilities, for gender-neutral washrooms and change rooms that are easily accessible for all students. Consideration should be made for proportional gender-neutral washroom representation to gendered-washroom representation.

**BIFRT:** The Ministry of Colleges and Universities should provide capital funding as an incentive for institutions to renovate existing buildings to provide gender-neutral accessible washrooms.

**BIFRT:** The provincial government should mandate that universities display information about the location of gender-neutral washrooms in an accessible manner, both physically on campuses in high-traffic areas and online.

**BIFRT:** The provincial government should mandate that menstrual disposal units and infant change tables be available in all washrooms.

**BIFRT:** The provincial government should engage with leading advocates and establish best practices for institutions to adopt that ensure Two Spirit and LGBTQ+ representation and safety within university residences.

**BIFRT:** The provincial government should make grant funding available for institutions to ensure that the reservation of residence spaces for such accommodations does not increase the cost of living for Two Spirit and LGBTQ+ students.

**BIFRT:** The Ministry of Colleges and Universities should work with institutions to incorporate solutions to address concerns raised by the advisory committee as they relate to residence life staff.

**BIFRT:** Any strategic residence plans should consider the unique needs of Two Spirit or LGBTQ+ students who may be Indigenous, belong to a visible minority, or live with a disability.
**BIFRT:** The provincial government should amend the *Ontario Human Rights Code* to ensure that the right to be free of discrimination applies to tenants who share bathroom and kitchen facilities with their landlord or fellow tenants.

**BIFRT:** The provincial government should provide universities with envelope funding to develop emergency bursaries for LGBTQ+ students in precarious housing situations.

**BIFRT:** The Ministry of Colleges and Universities should work with the Ministry of Health to provide mandatory training for on-campus practitioners on the history and current experiences of Two Spirit and LGBTQ+ students with specific awareness to the needs of asexual and intersex students.

**BIFRT:** The Ministry of Colleges and Universities should partner with the Ministry of Health to ensure that all Two Spirit and LGBTQ+ students, physicians, and practitioners, have access to Ontario Telemedicine Network services.

**BIFRT:** The provincial government should expand the Good2Talk: Post-Secondary Student Helpline to include resources and support for LGBTQ+ students. Specifically, ensuring that any expansion of the Good2Talk program includes provisions for the recruitment of counsellors with lived experience supporting Two Spirit and LGBTQ+ students as well as adequate additional training for staff expected to interact with Two Spirit and LGBTQ+ students.

**BIFRT:** The Ministry of Colleges and Universities should work with the Ministry of Health to increase referrals and integration between community health care agencies and campus clinics.

**BIFRT:** The Ministry of Health should work with Rainbow Health Ontario to develop training for medical and administrative staff to support the higher rates of physical health, mental health, and sexual health concerns among the LGBTQ+ population.

**BIFRT:** The Ministry of Colleges and Universities should work with the Ministry of Health to develop awareness resources targeting promotion of appropriate community resources on university campuses.

**BIFRT:** The Ministry of Colleges and Universities should provide funding to institutions to implement training for all counsellors that addresses the needs of Two Spirit and LGBTQ+ students with intersecting identities based on standards developed by Rainbow Health Ontario.

**BIFRT:** The Ministry of Health should partner with the Canadian Medical Association to include inclusive and intersectional training on the unique health concerns of Two Spirit and LGBTQ+ students in residency requirements.

**BIFRT:** The Ministry of Health should mandate campus physicians receive intersectional training on Two Spirit and LGBTQ+ health issues on a regular basis, including comprehensive sexually transmitted infection testing.

**BIFRT:** The Ministry of Colleges and Universities should partner with the Ministry of Health, in consultation with Indigenous elders and Indigenous advocates who identify as Two Spirit or under the LGBTQ+ umbrella, to provide all front-line care workers with cultural sensitivity training.

**BIFRT:** The University Health Insurance Plan should be expanded to include prescription drug coverage.

**BIFRT:** The provincial government should expand the Ontario Health Insurance Plan to cover prescription drugs of all kinds.
BIFRT: The Ministry of Colleges and Universities should work with the Ministry of Health, as well as the Sun Life Assurance Company of Canada, to engage with leading advocates, such as Rainbow Health Ontario, to expand and promote the coverage available to international students seeking medical procedures in support of their identity, until international students are able to opt into the Ontario Health Insurance Plan.

BIFRT: The provincial government should extinguish the Trillium Drug Program and expand the Ontario Drug Benefits program to include eligibility for Ontarians across their lifespan to receive Hormone Replacement Therapy treatment administered by the Ontario Health Insurance Plan and accessible with presentation of an Ontario Health Card.

BIFRT: The Ministry of Colleges and Universities should partner with the Ministry of Health to broaden the Ontario Health Insurance Plan coverage to include medications targeting and preventing HIV/AIDS.

BIFRT: The Ministry of Colleges and Universities should set standards for how information about on-campus sexual health resources and access must be displayed and promoted to students.

BIFRT: The Ministry of Colleges and Universities should partner with the Ministry of Health to encourage promotion of sexual health clinic availability.

BIFRT: The provincial government should develop grant funding for sexual health resource centres to work with Two Spirit and LGBTQ+ advocacy groups around education addressing sexuality from an accessibility lens, including greater representation of students with disabilities in existing education resources.

BIFRT: The provincial government should amend the Sexaul Violence and Harassment Action Plan Act to ensure that gender-neutral language is used in post-secondary institutions’ sexual violence policies.

BIFRT: The provincial government should amend the Sexual Violence and Harassment Action Plan Act to include an appeal process that allows for appeals based on infringement on the safety of the students during the complaint process.

BIFRT: The provincial government should adopt a third-party reporting protocol for disclosures of sexual violence that is available for Two Spirit and LGBTQ+ students.

BIFRT: The Women’s Campus Safety Grant should be renamed to a gender-neutral title that continues to focus on campus safety.

BIFRT: The provincial government should provide envelope funding to universities to develop emergency funds accessible to Two Spirit and LGBTQ+ students that may experience financial crises.

BIFRT: The provincial government should amend the OSAP eligibility process to allow students to declare independent status where they have been out of secondary school for fewer than six years but are estranged from the persons they are dependent on with a simple and comprehensive application.

BIFRT: The Ministry of Colleges and Universities should work with Two Spirit and LGBTQ+ advocacy groups to create a website to act as a comprehensive resource for prospective students.

BIFRT: The provincial government should mandate that this comprehensive resource website be included on all existing student resource and application websites.

BIFRT: The provincial government should mandate that all institutions display accurate information about Two Spirit and LGBTQ+ communities in a prominent, accessible, and respectful way.
**BIFRT:** The provincial government should task the Higher Education Quality Council of Ontario with conducting research on the needs of racialized LGBTQ+ students to inform best practices for institutional policies on LGBTQ+ inclusion and visibility.

**BIFRT:** The provincial government should provide grant funding for further research on international, immigrant, and refugee Two Spirit and LGBTQ+ students and students who are intersex to better assess their needs.

**BIFRT:** The provincial government should work with the Council of Ontario Universities and the Council of Senior Administrative Officers to identify barriers that exist for students attempting to change their name and affirm their gender identity and make recommendations to address these barriers.

**BIFRT:** The provincial government should collaborate with the Council of Ontario Universities to set standards for clear and transparent processes for students to change names and pronouns on all university documentation, including the confidential protection of student identity information.

**BIFRT:** The provincial government should task the Higher Education Quality Council of Ontario with investigating marginalized identities under the LGBTQ+ umbrella in order to identify and report on the unique barriers faced by these students.

**BIFRT:** The Advisory Committee on Two Spirit and LGBTQ+ Students should provide feedback and consultation relating to user demand and support to the Ministry of Colleges and Universities on the publication, usage, and distribution of data collected for the purposes of addressing campus inclusivity and awareness.

**BIFRT:** The Advisory Committee on Two Spirit and LGBTQ+ Students should annually review the Centralized Accessibility Database to ensure that the information available accurately reflects the current needs of the communities it seeks to support.

**BIFRT:** The Advisory Committee on Two Spirit and LGBTQ+ Students should work with LGBTQ+ organizations to support the dissemination of resources and inform the creation of a resource library, cataloguing information as it relates to Two Spirit and LGBTQ+ student post-secondary experiences.

**BIFRT:** The provincial government should work with the Higher Education Quality Council of Ontario to conduct research on the quality of education as it relates to Two Spirit and LGBTQ+ students.

**BIFRT:** The Ministry of Colleges and Universities should work with the Tri-Council of federal research agencies to make specific grant funding available for researchers whose work focuses on Two Spirit and LGBTQ+ student identities and experiences and who seek to support/recruit/retain future student researchers.

**BIFRT:** The Ministry of Colleges and Universities should provide research grants that mirror both the financial contributions and programmatic intent of programs available at the federal level.

**BIFRT:** The Ministry of Colleges and Universities should provide envelope funding targeting the education of the broader campus student population. Funding should be optimized by focusing on research aimed at addressing the stigmatization, marginalization, and oppression of Two Spirit and LGBTQ+ students.

**BIFRT:** The provincial government should task the Higher Educational Quality Council of Ontario with investigating the experiences of Two Spirit and LGBTQ+ students, particularly as they relate to concepts of bisexual, pansexual, and transphobias and erasure.
**BIFRT:** The provincial government should create specific grant funding for research about the needs and desires of intersex individuals.

**BIFRT:** The provincial government should collaborate with the Ontario Confederation of University Faculty Associations to develop, make available, and implement faculty training, in consultation with Two Spirit and LGBTQ+ students, on Two Spirit and LGBTQ+ issues and inclusivity in academic spaces, including pedagogy and course syllabi.

**BIFRT:** All new programs and cyclical reviews approved by the Ministry of Colleges and Universities should be evaluated with an anti-oppression lens before approval.

**BIFRT:** The provincial government should provide institutions with envelope funding for resources to provide training on inclusion of Two Spirit and LGBTQ+ students on campus, for course coordinators, teaching assistants, and other academic staff, with comprehensive consultation from Two Spirit and LGBTQ+ students.

**BIFRT:** The Ontario Confederation of University Faculty Associations should develop a tiered training model to provide faculty with the opportunity to receive accredited training on Two Spirit and LGBTQ+ issues.

**BIFRT:** The Ministry of Colleges and Universities should provide specific envelope funding for international student support centres to train all staff on LGBTQ+ issues and encourage connection with LGBTQ+ resources to address gaps in service.

**BIFRT:** The Ministry of Colleges and Universities should provide financial resources to institutions to assist in the conversion of existing campus spaces to positive spaces through the training of existing personnel, specifically those employed in frontline, student-facing roles.

**BIFRT:** The provincial government should provide financial resources to support bystander intervention and sensitivity training for student leaders, staff, and volunteers.

**BIFRT:** The Ministry of Colleges and Universities should provide dedicated funding to campus human resource departments to provide training for all student-facing administrative roles to support training and educational initiatives focused on supporting Two Spirit and LGBTQ+ students.

**BIFRT:** The Council of Ontario Universities’ Accessible Campus working group should create and disseminate toolkits to institutions to ensure administrators understand the barriers that students with disabilities who identify as Two Spirit or LGBTQ+ face.

**BIFRT:** The Ministry of Colleges and Universities should work with the Ministry of Education to develop an appropriate educational curriculum that adequately addresses Two Spirit and LGBTQ+ identities, issues, and histories.

**BIFRT:** The Ministry of Colleges and Universities should work with the Ministry of Education and appropriate community agencies to develop best practices around promoting and encouraging allyship within school spaces.

**BIFRT:** The Ministry of Colleges and Universities should work with the Ministry of Education to revise the Private Schools Policies and Procedures Manual to provide Two Spirit and LGBTQ+ students with the knowledge and preparation they need to be healthy, to thrive, and to feel represented and safe.

**BIFRT:** The provincial government should maintain Ontario’s Equity and Inclusive Education Strategy.
BIFRT: The Ministry of Colleges and Universities should work with Two Spirit and LGBTQ+ advocates with situated knowledge to establish strategic outreach plans designed to support Two Spirit and LGBTQ+ students adjusting to post-secondary education from secondary education.

BIFRT: The Ministry of Colleges and Universities should work with the Ministry of Education to amend all primary and secondary Health and Physical Education curriculums to take an intersectional lens that addresses particular aspects of sexual health for Two Spirit and LGBTQ+ students' intersecting identities.

BIFRT: The Ministry of Colleges and Universities should work with the Ministry of Education to develop guidelines to support mentorship programs connecting Two Spirit and LGBTQ+ secondary and post-secondary students.

BIFRT: The Ministry of Colleges and Universities should develop best practice guidelines to support improved relationships between university advancement and alumni relations offices and Two Spirit and LGBTQ+ students and student groups.

BIFRT: The Ministry of College and Universities should work with appropriate community agencies to develop guidelines for alumni relations to improve interactions with Two Spirit and LGBTQ+ alumni.