

Towards an Action Plan for Transgender Youth

Date: May 24, 2017
To: Community Development and Recreation Committee
From: Executive Director, Social Development, Finance & Administration
Wards: All

SUMMARY

Toronto is home to an estimated 32% of transgender Canadians, or 57,600 people¹. Trans people reflect the diversity of the broader population: they belong to all ethno-racial groups and are geographically distributed proportionately to the broader population.²

Transgender is an umbrella term referring to people with diverse gender identities and expressions that differ from stereotypical gender norms. It includes but is not limited to people who identify as transgender, trans woman (male-to-female), trans man (female-to-male), transsexual, cross-dresser, gender non-conforming, gender variant or gender queer.

Transgender or trans people experience particular forms of discrimination which limit access to the most basic essentials of life. Discrimination is a persistent reality for trans people: in their families and homes, in school systems, in access to services and supports, and in workplaces. The systemic nature of this discrimination means that trans people are frequently subject to poor health outcomes including high levels of mental health concerns, risk of violence, unemployment, poverty, substance use and suicide attempts.

This report provides education on gender identity and gender expression, and the issues that trans people experience in their daily lives. It is the result of City staff discussions with service providers and residents to better understand how the City can have a positive impact on gender-based youth violence, as per Council direction in 2014 (CD26.2)³ In 2015, City Council made important commitments to take action on intimate partner violence and human trafficking. Both address the critical need to prevent and address gender-based violence, especially for young women. While the City is making some positive gender-inclusive steps, there remains a gap in fully addressing the important complex needs of trans-identified youth. Accordingly, this report recommends

¹ Transgender People in Ontario, Canada: Statistics to Inform Human Rights Policy, 2015

² The Toronto Youth Equity Strategy,

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.CD26.2>.

³ Bauer GR, Travers R, Scanlon K, Coleman TA. High heterogeneity of HIV-related sexual risk among transgender people in Ontario, Canada: a province-wide respondent-driven sampling survey. BMC Public Health 2012; 12 (292).

the development of a targeted action plan focused on equitable access and service delivery to ensure that trans youth experience the wellbeing, safety and opportunities afforded to all Torontonians. This plan will strengthen current City strategies and create equitable outcomes for youth who identify as transgender.

RECOMMENDATIONS

The Executive Director, Social Development, Finance & Administration recommends that:

1. City Council direct the Executive Director, Social Development, Finance and Administration, in partnership with the General Manager, Toronto Employment and Social Services; Director Equity, Diversity and Human Rights; General Manager, Facilities Management; General Manager, Children's Services; Executive Director Human Resources; General Manager, Parks, Forestry and Recreation; Medical Officer of Health Toronto Public Health; General Manager Shelter, Support and Housing Administration; and Toronto Police Services to form an Interdivisional Working Group to work with the Trans Youth Advisory to develop a trans inclusive action plan for and report back to the November 2017 meeting of the Community Development and Recreation Committee.

FINANCIAL IMPACT

There is no financial impact from the adoption of the recommendations included in this report. Any financial impacts associated with the Trans Youth Action Plan will be reported in the Fall 2017 when the Action Plan is submitted to the Community Development and Recreation Committee. The Deputy City Manager and Chief Financial Officer have reviewed this report and agree with the financial impact information.

EQUITY IMPACT

Discrimination, harassment and violence are products of historic/contemporary social inequities in which non-dominant groups are viewed and treated as 'the other'. The Euro-centric construction of gender is based on a strict binary of man/woman and founded on two biological sexes, male or female. This gender binary has created societal norms, structures and attitudes that privilege those who identify, look and act in accordance with traditional gender stereotypes. Those who identify differently experience exclusion, discrimination and even violence as a result. Trans youth experience profound challenges across almost every area that affects their well-being.

The experiences of transgender people have traditionally been grouped with lesbian, gay, and bisexual issues. However, this conflation silences the specificity of the trans experience defined by gender identity and gender expression, as opposed to sexual orientation.

Race, class, sexual orientation, and gender identity intersect and make us who we are. It is at these intersections where multiple forms of discrimination lead to compounded social disadvantage. The combination of transphobia, systemic racism, and poverty intensifies the exclusion of homeless/under-housed trans youth, racialized trans youth and Two Spirit youth from places of care and safety.

An inclusive gender diversity approach to City policies and service provision is required to ensure Toronto truly supports wellbeing and opportunity for all.

DECISION HISTORY

At its meeting of February 19 and 20, 2014, City Council approved the Toronto Youth Equity Strategy focused on youth (aged 13-29) who are most vulnerable to involvement in serious violence and crime. Council requested City staff to consult and undertake the development of a second TYES Action Plan focused on gender-based youth violence. The current City of Toronto work to address gender-based violence – initiatives to address intimate partner violence and human trafficking is underway to address – further concerted action is required to the important and complex needs of youth who identify as transgender.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.CD26.2>

COMMENTS

Gender as A Spectrum

Gender, in Western culture, has been conventionally viewed as binary with two fixed categories – either man or woman – which are assigned based on two biological sexes – male or female. Individuals are understood to be one or the other, not possibly both, neither or in between. In this tradition, appropriate gender identity and gender expression are understood to be aligned with one's sex assigned at birth.

A binary notion of gender is both limiting and inaccurate. Growing societal understandings and scientific research are expanding simplistic gender norms and categorizations. Gender is increasingly recognized as fluid and on a spectrum, with man and woman on either ends. This more inclusive view leaves space for various gender identities and gender expressions. At the same time, the idea of a gender spectrum has also been contested. Theorists and activists have critiqued the gender spectrum as a re-institution of the gender binary because the category of man and woman are still situated on both ends. Therefore, it is important to recognize that people may identify completely outside the gender spectrum and/or define themselves as having no gender at all.

Gender identity is defined in the Ontario Human Rights Code as each person's internal and individual experience of gender – their inner sense of being a woman, a man, both, neither, or anywhere along the gender spectrum. A person's gender identity may be the same as or different from their classification as male, female or intersex. Gender

expression is defined as how a person publicly presents their gender. Gender expression can include voice, behaviour, and outward appearance such as dress, hairstyle, or body language. A person's chosen name and pronoun (e.g. she/he/they) are also common ways of expressing gender.⁴

Trans/transgender is an umbrella term that describes people with diverse gender identities and gender expressions that do not conform to stereotypical ideas about what it means to be a girl/woman or boy/man in society. "Trans" can mean transcending beyond, existing between, or crossing over the gender spectrum. It includes but is not limited to people who identify as transgender, transsexual, cross-dressers or gender non-conforming (gender variant or gender-queer). Trans identities include people whose gender identity is different from the gender associated with their birth-assigned sex. Trans people may or may not undergo medically supportive treatments, such as hormone therapy and a range of surgical procedures, to align their bodies with their internally felt gender identity.

The term cisgender refers to people whose gender identity and gender expression is in line with or "matches" the sex they were assigned at birth. This differs from trans people whose gender identity and gender expression is not aligned with their sex assigned at birth. Cisgender has its origin in the Latin prefix, cis- meaning "on the same side" (sex and gender are aligned). It is the opposite of trans-, meaning "on the other side" (sex and gender are not aligned).

The use of "cisgender" rather than "non-trans" represents an important socio-political move. Referring to cisgender people as 'non trans' implies that cisgender people are the default/normal identity. Using cis- and trans- gender recognizes differences without inferring abnormality or deviation.

Eurocentric notions of gender are cisnormative – defined by cisgender identity and expression as default, and rendering transgender identity as 'other', abnormal or invisible. Trans people have been contributing members of every society across history. The ongoing erasure of trans people through cisnormative and transphobic practices has resulted in their persistent social exclusion and marginalization, limiting opportunities and access to basic necessities.

Approximately 0.5% of the Canadian population or roughly 180,000 people identify as transgender.⁵ Toronto is home to an estimated 32% of transgender Canadians or 57,600 people. In Ontario, there are about equal numbers of trans people who identify as male and as female. About 20% identify as gender-fluid, which is understood to be somewhere along or outside of the gender spectrum, both masculine and feminine, or neither.⁶ Trans people reflect the diversity of the broader population: they belong to all

4 Ontario Human Rights Commission, Policy on preventing discrimination because of gender identity and gender expression, 2014.

5 Bauer GR, Zong X, Scheim AI, Hammond R, Thind A (2015) Factors Impacting Transgender Patients' Discomfort with Their Family Physicians: A Respondent-Driven Sampling Survey. PLoS ONE 10 (12): e0145046. doi:10.1371/journal.pone.0145046

6 Transgender People in Ontario, Canada: Statistics to Inform Human Rights Policy, 2015

ethno-racial groups and are geographically distributed proportionately to the broader population.⁷

Fifty-nine percent of transgender people in Ontario knew that their gender identity did not match their sex assigned at birth before the age of 10; 80% had this knowledge by age 14.⁸ The vast majority (approximately 80%) have socially transitioned to live their daily lives in expression of their gender identity, most on a full-time basis.⁹

Transition refers to a host of activities that some trans people may pursue to affirm their gender identity. This may include changes to their name, sex designation, dress, the use of specific pronouns, and possibly medically supportive treatments such as hormone therapy, gender-affirming surgery or other procedures. There is no checklist or average time for a transition process, and no universal goal or endpoint. Some trans people do not experience transition. Each person will decide what meets their needs.

Transitioning is a gender affirming process. However, transphobic harassment, discrimination and violence impose negative social consequences for transitioning. This includes experiences of rejection, increased emotional and physical violence, and stresses to mental health and wellbeing. A lack of social supports, lack of access to adequate health services, including financial barriers to accessing uninsured health services, are exacerbated by widespread employment and housing insecurity faced by trans people.

Binary and Non-Binary Transgender People

Gender is characterized by a multiplicity of identities and expressions. Some trans people are binary – trans woman or trans man. A trans woman generally describes someone assigned male at birth who identifies as a woman. A trans man generally describes someone assigned female at birth who identifies as a man. Trans women sometimes identify as male-to-female (also MTF, M2F, or trans feminine) and trans men sometimes identify as female-to-male (also FTM, F2M, or trans masculine).¹⁰

Other trans people consider themselves non-binary. They experience gender as fluid and diverse. For non-binary trans people, the gender binary is particularly oppressive because their gender identity and gender expression does not fit neatly into the standard category of man or woman.¹¹ Many non-binary trans people identify with more than one gender, or somewhere in between, or fluctuating, or neither. Some may adopt gender-neutral names and pronouns such as they/them/their. Non-binary trans people may choose to express themselves as androgynous, or they may mix aspects of multiple genders. Gender non-binary people may or may not identify as transgender and/or gender queer.

7 Bauer GR, Travers R, Scanlon K, Coleman TA. High heterogeneity of HIV-related sexual risk among transgender people in Ontario, Canada: a province-wide respondent-driven sampling survey. *BMC Public Health* 2012;12 (292).

8 Coleman T, Bauer G, Scanlon K, et al. Challenging the Binary: Gender Characteristics of Trans Ontarians. *Trans PULSE Project E- Bulletin* 2011; 2(2).

9 Coleman et al.

10 Trans Student Educational Resources, LGBTQ+ Definitions. <http://www.transstudent.org/definitions>

11 Trans Student Educational Resources.

Ultimately, it is best to refrain from making assumptions about peoples' gender identity and gender expression. It is most respectful to allow people to express their gender in ways that are authentic for them. Measures to protect trans people and to ensure equitable access and outcomes, should include gender non-binary and gender nonconforming people who do not necessarily identify as trans as well. Prioritizing trans inclusion promotes safety, and acceptance, as well as equitable access and outcomes for Trans communities. If trans people are safe, everyone is safer to also explore and express their gender more freely.

Gender Identity is not Sexual Orientation

Sexual orientation describes human sexuality, from gay and lesbian to bisexual and heterosexual orientations. A person's gender identity is fundamentally different from and not related to their sexual orientation. If a person identifies as trans, that does not predict or reveal anything about their sexual orientation. A trans person can be straight, gay, lesbian, bisexual, asexual, or any other sexual orientation, just like cisgender people.

The needs of trans people have traditionally been grouped with lesbian, gay, and bisexual issues. However, this conflation often misses the specificity of the trans experience as defined by gender identity and not sexual orientation.

Exclusion, Discrimination and Violence

Data on transgender people is still limited. However, the Trans PULSE Project, a community-based research initiative exploring the health of transgender residents of Ontario, revealed that 98% of trans people over the age of 16 have reported at least one incident of transphobia.¹² In everyday life, trans people experience the impacts of living in a society in which stigma and discrimination against trans people are common. Many programs and services are often based on unconscious cisnormative assumptions that lead to bias, exclusion, discrimination and, in some instances, violence.

Legal Identification

Many government and institutional intake processes don't allow for gender neutral pronouns, defaulting to the male/female binary. The financial burden associated with changing identification and long wait times for official validation document(s) creates a barrier for trans people trying to live their lives in alignment with their gender identity. In everyday life, the challenges of securing proper legal identification results in denial of employment, housing and public services. For example, 58% of transgender Ontarians could not get academic transcripts with the correct name or sex designation.¹³

¹² Longman Marcellin R, Scheim A, Bauer G, Redman N. Experiences of Transphobia among Trans Ontarians. Trans PULSE e-Bulletin, 7 March 2013. 3(2).

¹³ Bauer G, Nussbaum N, Travers R, Munro L, Pyne J, Redman N. We've Got Work to Do: Workplace Discrimination and Employment Challenges for Trans People in Ontario. Trans PULSE e-Bulletin, 30 May, 2011. 2(1).

Employment

According to the Trans PULSE study, 13% of transgender Ontarians were fired for being trans and another 15% believe their firing was because of their gender identity or gender expression.¹⁴ The study also found that 17% declined a job they had applied for and were actually offered, because of the lack of a trans-positive and safe work environment.¹⁵ Trans PULSE findings showed that while 71% of trans people have at least some college or university education, about half make \$15,000 per year or less.¹⁶ Poverty and hunger was also an issue for some trans youth: in a 2015 national trans youth survey, more than 1/3rd of trans youth (ages 19-25) reported going hungry in the past year because they could not afford food.¹⁷

Housing

Family rejection, discrimination and violence have contributed to a large number of LGBTQ2S youth becoming homeless in Ontario. The Canadian Homelessness Research Network found that 20% of youth in homeless shelters identify as lesbian, gay, bisexual, transgender, queer, and Two Spirit (LGBTQ2S), twice the amount for all age groups.¹⁸

Mental Health

The Canadian Trans Youth Health Survey (2015) revealed concerning findings about youth mental health. Of the study's sample, only 34% of trans youth rated their overall mental health as good or excellent. Nearly two-thirds of trans youth aged 14-25 reported self-harm and over 1/3rd had attempted suicide.¹⁹ The Canadian Medical Association Journal indicates that transgender youth disproportionately struggle with anxiety and depression; 50% of transgender youth aged 16-24 struggled with suicidal thoughts.²⁰

Safety

Vulnerability is created for many trans people in gendered spaces such as binary washrooms and locker rooms, as well as places where gendered dress codes are enforced. Transphobia is commonly expressed in stares and derogatory comments, but

14 Bauer G, Nussbaum N, Travers R, et al. We've got work to do: workplace discrimination and employment challenges for trans people in Ontario. Trans PULSE Project E-Bulletin 2011; 2(1).

15 Bauer G, Nussbaum N, Travers R, Munro L, Pyne J, Redman N. We've Got Work to Do: Workplace Discrimination and Employment Challenges for Trans People in Ontario. Trans PULSE e-Bulletin, 30 May, 2011. 2(1).

16 M. Tjepkema. Health care use among gay, lesbian and bisexual Canadians. Statistics Canada. Canada: Statistics Canada, 2008; G. Bauer, Boyce M, Coleman T, Kaay M, Scanlon K, Travers R. Who are trans people in Ontario? Toronto: Trans PULSE E-Bulletin; 2010. Report No.: 1(1).

17 Veale J, Saewyc E, Frohard-Dourlent H, Dobson S, Clark B & the Canadian Trans Youth Health Survey Research Group (2015). Being Safe, Being Me: Results of the Canadian Trans Youth Health Survey. Vancouver, BC: Stigma and Resilience Among Vulnerable Youth Centre, School of Nursing, University of British Columbia, 2-3.

18 The Homeless Hub. <http://homelesshub.ca/about-homelessness/population-specific/lesbian-gay-bisexual-transgender-transsexual-queer>.

19 Veale J, Saewyc E, Frohard-Dourlent H, Dobson S, Clark B & the Canadian Trans Youth Health Survey Research Group (2015). Being Safe, Being Me: Results of the Canadian Trans Youth Health Survey. Vancouver, BC: Stigma and Resilience Among Vulnerable Youth Centre, School of Nursing, University of British Columbia, 38-43.

20 Catherine Cross, CMAJ January 7, 2014 vol. 186 no. 1.

also in greater acts of violence. Toronto Police Services' 2016 Annual Hate/Bias Crime Statistical Report reveals that the LGBTQ2S community has been one of the three most targeted groups of hate crimes since 2006 (along with the Jewish and Black communities). Despite a lack of specific figures for transgender Torontonians, the report states that in 2016, the broader LGBTQ2S community was the most victimized group for all types of assaults. The victims (ages 15 to 49) were subject to derogatory comments and were either punched, or pushed by the suspect(s) during the assault.²¹ In the Canadian Trans Youth Health Survey, 70% of trans youth reported sexual harassment, and 36% of youth ages 14-18 had been physically threatened or injured in the past year.²²

Gender identity and gender expression are one part of a person's identity. Their race, religion, socioeconomic status, sexual orientation, among others, form other parts of their identity. Different combinations of these identities can create multiple threats of discrimination at the same time. For example, a Black trans woman will often face anti-Black racism in the broader LGBTQ2S community and even in the trans community; in the Black community and in the broader society, she'll likely encounter transphobia, as well as homophobia based on speculation about her sexual orientation. She may also face sexism. If she is Muslim, she will experience islamophobia. Not one of these identities can be divorced from the other. Racial discrimination may be further exacerbated by transphobia and vice versa. In the case of youth, a lack of support and safety combined with increased institutional discrimination leads to heightened chances for experiences of violence with few spaces for reprieve.

The cumulative way that these forms of discrimination intersect in an individual's experience is known as intersectionality. Despite limited data and research, anecdotal evidence overwhelmingly indicates that Black, Indigenous, and racialized trans people, especially trans women face high levels of discrimination, threats and actual violence. Meaningful policy and service improvements efforts to fully include and serve trans people require decision-makers and service providers to understand the complexity and diversity of trans people and the multiple barriers that sub-populations of trans people face, especially at the intersection of their race and gender identity and gender expression.

Provincial Legislative and Service Advancements

There were some important legal and service advancements for trans people in 2016. On May 17, 2016, the International Day Against Homophobia, Transphobia, and Biphobia, the Government of Canada announced Bill C-16, legislation to guarantee equal rights for transgender Canadians. The bill amends the Canadian Human Rights Act and the Criminal Code to protect individuals from discrimination and hate based on gender identity and gender expression. Bill C-16 is currently before the Senate Standing Committee on Legal and Constitutional Affairs.

21 Toronto Police Service, 2016 Annual Hate/Bias Crime Statistical Report, 2016. 2, 18.

22 Veale J, Saewyc E, Frohard-Dourlent H, Dobson S, Clark B & the Canadian Trans Youth Health Survey Research Group (2015). Being Safe, Being Me: Results of the Canadian Trans Youth Health Survey. Vancouver, BC: Stigma and Resilience Among Vulnerable Youth Centre, School of Nursing, University of British Columbia, 38-43.

On June 26, 2016, the Province of Ontario announced changes to the way it displays sex and gender information on health cards and driver's licenses. Immediately taking effect, sex designation is no longer displayed on new Ontario health cards. Starting this year, holders of Ontario drivers licenses are given the option to display an 'X' on their card as their gender identifier if they do not exclusively identify as male or female.

Because such gender-inclusive changes challenge cisnormative assumptions, the Ministry of Transportation is also exploring ways to work with law enforcement agencies and license-issuing authorities to raise awareness about the changes to the Ontario driver's license and to reduce the risk of negative encounters with law enforcement for holders of gender-neutral licenses. The Province also launched consultations on how ministries collect, use and display sex and gender information on public-facing forms and products as a step in developing a gender-inclusive policy for all ministries.

Towards a Transgender Youth Action Plan

In February 2014, City Council adopted the Toronto Youth Equity Strategy (TYES) – an action plan that focuses on youth most vulnerable to involvement in serious violence and crime. Council also requested City staff to consult and undertake the development of a second TYES Action Plan focused on gender-based youth violence.

In December 2014, City staff begun community consultations and literature and jurisdictional reviews to better understand community needs and service gaps. This work was done within a binary understanding of gender. In December 2015, City Council adopted the report, Action on Intimate Partner Violence against Women, which lays out a comprehensive public health approach to help prevent and mitigate health impacts of intimate partner violence – behaviours within an intimate relationship that causes physical, sexual or psychological harm, including acts of physical aggression, sexual coercion, psychological abuse and controlling behaviours. The important work of the Plan, begun with a focus on supports to women.²³ In December 2015 as well, City Council made financial commitments to completing work on new transitional housing for young victims of exploitation and trafficking. This investment provided much needed service infrastructure to support low-income young women who are victims of sexual exploitation and human trafficking. The transitional housing, opened in 2016, is one part of a broader City-community partnership to raise public awareness of the crime of human trafficking, increase services and supports for trafficked persons, and increase efforts to prevent human trafficking.²⁴

These important efforts by the City, in collaboration with community partners and other governments to address gender-based violence, meet critical needs for vulnerable Torontonians, largely within the context of the male/female gender binary. However, more recently, the work on Intimate Partner Violence has begun to consider the needs of gender diverse people. There is an opportunity to build on and strengthen this work through a targeted focus on the complex needs of youth who identify as transgender.

²³ Action on Intimate Partner Violence Against Women,
<http://www.toronto.ca/legdocs/mmis/2015/hl/bgrd/backgroundfile-85930.pdf>

²⁴ Completing Work on New Transition Housing for Youth Victims of Exploitation and Trafficking,
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX10.21>

Community conversations in 2016 helped City staff to better understand the added vulnerability of trans youth, especially racialized trans youth, given poor public and institutional understanding, transphobic attitudes and behaviours and key gaps in services and supports. A focused set of actions specifically aimed at the measures the City can take to achieve equitable access and service delivery for trans youth is needed. A trans youth action plan will complement existing gender-based violence initiatives and together, provide a more comprehensive City approach.

Several City divisions and agencies have started to take important steps to be gender-inclusive in policy and practice.

1. Toronto Public Health's Gender Inclusive Washroom Policy

Since 2007, Toronto Public Health has convened an internal Gender Diversity Work Group. This group has been working to creating staff opportunities to enhance their knowledge and skills in planning and serving transgender residents and their families. In 2016, the work group rolled out a new Gender-Inclusive Washroom Policy – the first of its kind at the City of Toronto. This policy promotes everyone's right to use the washroom that matches their self-determined gender identity and/or expression, regardless of their sex assigned at birth. Overall, the policy and promotional material is a step toward addressing the serious issue of violence and harassment against trans people in public washrooms.

3. New City Guidelines on Gender Identity and Gender Expression

On April 27, 2017, Equity, Diversity and Human Rights Division in collaboration with Human Resources, released new guidelines for accommodating persons based on their gender identity and/or gender expression. These guidelines were created to correspond with the City's Accommodation Policy. They were prepared to raise awareness and fulfil the City's obligation to ensure employees, job applicants, and service users are accommodated and treated fairly regardless of their gender identify and gender expression. The guidelines affirms that "good accommodation for gender identity and gender expression is individualized, promotes integration and full participation, is consistent with inclusive design whenever possible and respects privacy." They also set out options for accommodation, such as pronouns, name and gender title changes, wand access to washrooms and locker rooms, to provisions for transitioning employees and gender-affirming surgery.

4. Creation of a Trans Youth Advisory

In May 2017, SDFa created a Trans Youth Advisory comprised of trans youth ages 18-29. Members were recruited from community consultations held at The 519 in August 2016, and at Support Our Youth earlier this year. In these consultations, trans youth, especially racialized trans youth, spoke to City staff about their experiences and concerns with discrimination, safety and access to services. They also spoke about the importance of participating in decision-making around programs, services and policies to ensure their inclusivity and their effectiveness.

The Advisory's mandate is to identify and bring forward issues affecting trans youth for consideration and solutioning. The Advisory will work with City staff to further develop

recommendations for action that the City can take to better respond to the needs and aspirations of trans youth broadly, and racialized trans youth specifically.

4. Creation of a Public Education Awareness Campaign on Transphobia

The City is partnering with the Black Coalition for AIDS Prevention (BlackCAP), a Community Advisory Committee of racialized trans youth, and the social marketing firm, PUBLIC Inc., to co-design, develop and implement the fourth instalment of the Toronto For All public education campaign series, challenging transphobia. Toronto For All commenced in June 2016 with the first campaign addressing Islamophobia; the second campaign, challenging anti-Black racism, launched October 30th of that year. This year, the City's third Toronto For All Campaign launched on April 26, 2017 to challenge negative perceptions of Toronto's homeless.

The objective of the Toronto For All public education campaign series is to name issues of intolerance, bias and hate, and equip Torontonians with the knowledge and means to identify it, question it and challenge it. As the government closest to the people, the City has a duty to lead public dialogue and take actions that help Toronto become an inclusive and prosperous place for everyone.

This fourth campaign focused on confronting transphobia, will launch June 19, 2017, during PRIDE month, and run in transit shelter ad space and on social media until July 15th 2017.

5. The Open Dialogue on Trans Youth

In July 2017, Social Development, Finance & Administration staff will host an Open Dialogue on addressing transphobia. The dialogue, part of a series through the Specialized Program for Interdivisional Enhanced Responsiveness (SPIDER), aims to increase public awareness on issues impacting vulnerable Torontonians. Through a panel discussion, community organizations, community members, and the general public will be able to learn and engage on the multiple issues trans youth experience. The Open Dialogue will be able to reinforce some of the messages through the Toronto For All public education campaign.

6. Interdivisional Working Group

An Interdivisional Working Group will work with the Trans Youth Advisory to review City policies, programs and services to build a targeted action plan and report back to the Community Development and Recreation Committee in the Fall.

The Working group will be comprised of staff from Children's Services; Equity, Diversity and Human Rights; Facilities Management; Human Resources; Parks, Forestry and Recreation; Toronto Public Health; Shelter, Support and Housing Administration; Social Development, Finance and Administration; Toronto Employment and Social Services; and Toronto Police Services. These divisions and agencies are most relevant to the types of issues that trans youth are identifying.

The action plan will focus on the most impactful changes the City can make to better serve the needs of trans youth. As staff develop the targeted actions, they will compile any trans-inclusive actions from existing strategies, such as the new Toronto Action Plan to Confront Anti-Black Racism before Council for consideration in the July 2017

cycle, Children's Services' LGBTQ2S Inclusive Action Plan, and Toronto Public Health's Intimate Partner Violence work. Staff will also apply a gender-inclusive lens to existing strategies that do not specifically consider gender inclusivity, to better leverage existing commitments and form a more integrated support system for trans youth.

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ATTACHMENTS

Appendix 1: Relevant Transgender Definitions

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Terms evolve in LGBTQ2S communities. Here are key terms related to this report. Most definitions come from the Trans Student Educational Resources, a youth-led organization dedicated to transforming the educational environment for trans and gender nonconforming students through advocacy and empowerment.²⁵

Ally: Someone who advocates and supports a community other than their own. Allies are not part of the communities they help. A person should not self-identify as an ally but show that they are one through action.

Binary: A system of worldviews and institutions that recognizes two opposite and exclusive gender categories based on two biological sexes. Used as an adjective to describe the genders female/male or woman/man. Since the binary genders are the only ones recognized by general society as being legitimate, they enjoy an (unfairly) privileged status.

Bisexuality: An umbrella term for people who experience sexual and/or emotional attraction to more than one gender (pansexual, fluid, omnisexual, queer, etc).

Cisgender/Cis: Term for someone who exclusively identifies as their sex assigned at birth. The term cisgender is not indicative of gender expression, sexual orientation, hormonal makeup, physical anatomy, or how one is perceived in daily life.

Cisnormative: Cisnormativity centers and prioritizes cisgender people and experiences; it assumes that all people are cisgender therefore excluding the experiences and by extension, the needs of trans people. It is also the expectation for and act of trans people, especially trans women, assimilating to cisgender (and often heteronormative) standards of appearance and performance. Folks who fall out of cisnormative standards are vulnerable to experiences marginalization, violence and exclusion.

Gender Expression/Presentation: The physical manifestation of one's gender identity through clothing, hairstyle, voice, body shape, etc. (typically referred to as masculine or feminine). Many transgender people seek to make their gender expression (how they look) match their gender identity (who they are), rather than their sex assigned at birth. Someone with a gender nonconforming gender expression may or may not be transgender.

Gender Identity: One's internal sense of being male, female, neither of these, both, or other gender(s). Everyone has a gender identity, including you. For transgender people, their sex assigned at birth and their gender identity are not necessarily the same.

Heteronormative / Heteronormativity: These terms refer to the assumption that heterosexuality is the norm, which plays out in interpersonal interactions and society and furthers the marginalization of queer people.

Passing/Stealth: Being perceived by others as a particular identity/gender or cisgender regardless how the individual in question identifies, e.g. passing as straight, passing as a cis woman, passing as a youth. This term has become controversial as "passing" can imply that one is not genuinely what they are passing as. On the other hand, some trans people

²⁵ Trans Student Educational Resources, LGBTQ+ Definitions. <http://www.transstudent.org/definitions>

live in "stealth" in particular situations or contexts for safety reasons. Living in stealth is when one passes and chooses not to be out as trans. People who live in stealth may be granted opportunities otherwise withheld through access to perceived cisnormativity because of transphobia.

Queer: A term for people of marginalized gender identities and sexual orientations who are not cisgender and/or heterosexual. Queer is used as a more inclusive umbrella term for folks who fall outside of hetero and cis normative roles and relationships. This term has a complicated history as a reclaimed slur, particularly with older 2SLGBTQI folks.

Sex Assigned At Birth: The assignment and classification of people as male, female, intersex, or another sex assigned at birth often based on physical anatomy at birth and/or karyotyping.

Sexual Orientation: A person's physical, romantic, emotional, aesthetic, and/or other form of attraction to others. In Western cultures, gender identity and sexual orientation are not the same. Trans people can be straight, bisexual, lesbian, gay, asexual, pansexual, queer, etc. just like anyone else. For example, a trans woman who is exclusively attracted to other women would often identify as lesbian.

Transgender/Trans: An encompassing term of many gender identities of those who do not identify or exclusively identify with their sex assigned at birth. The term transgender is not indicative of gender expression, sexual orientation, hormonal makeup, physical anatomy, or how one is perceived in daily life.

Transphobia: Systemic violence against trans people, associated with attitudes such as fear, discomfort, distrust, or disdain. This word is used similarly to homophobia, xenophobia, misogyny, etc.

Transition: A person's process of developing and assuming a gender expression to match their gender identity. Transition can include: coming out to one's family, friends, and/or co-workers; changing one's name and/or sex on legal documents; hormone therapy; and possibly (though not always) some form of surgery. It's best not to assume how one transitions as it is different for everyone.

Two Spirit: A term used by Indigenous people to describe their sexual, gender and/or spiritual identities, which may be connected to their Nation's worldviews and traditions of gender, as they existed prior to colonization and European imposition of the gender binary. As an umbrella term, it may refer to a person who has both a masculine and a feminine spirit and encompasses same-sex attraction and a wide variety of gender variance, including people who might be described in Western culture as gay, lesbian, bisexual, transgender, gender queer, nonbinary, agender or who have multiple gender identities. The creation of the term "two-spirited" is attributed to Albert McLeod, who proposed its use during the Third Annual Inter-tribal Native American, First Nations, Gay and Lesbian American Conference, held in Winnipeg in 1990. The term is a translation of the Anishinaabemowin term *niizh manidoowag*, two spirits.-²⁶

²⁶ Re:searching for LGBTQ Health. <http://lgbtqhealth.ca/community/two-spirit.php>.