

ACCESS PLAN FOR TWO-SPIRIT, TRANS AND NON-BINARY YOUTH



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As Chair of the Two-Spirit, Lesbian, Gay, Bisexual Transgender and Queer Advisory Committee, it is with pride and enthusiasm that I introduce the City of Toronto's Access Plan for Two-Spirit, Trans, and Non-Binary Youth. This is a ground-breaking initiative designed to address gender-based violence and improve outcomes for Two-Spirit, trans, and non-binary (2STNB) youth between the ages of 12 and 29 in Toronto.

It has only been since 2021 that the census began capturing data on trans and non-binary Canadians. We now know that the trans and non-binary population in Canada is growing. Those born after the late 1990s are exponentially more likely to identify as trans or non-binary compared to older generations. If we are to live up to our commitment to Toronto's motto "Diversity is our strength," we must ensure the City is prepared to support this historically underserved population.

The Access Plan incorporates 56 actions across six key areas: Service and Program Access, Housing Stability and Shelter Access, Employment and Poverty Reduction, Mental Health and Wellbeing, Data Collection and Accountability, and Community Safety. This Access Plan also includes actions tailored specifically for Two-Spirit and Indigenous trans and non-binary youth.

Although the Access Plan will improve outcomes for 2STNB youth in the near term, more must be done. The City needs a holistic strategy that addresses the underlying issues that these youth face - especially those who face intersecting forms of oppression.

I extend my deepest gratitude to the hundreds of Two-Spirit, trans and non-binary youth who contributed through community engagements and as advisors to the work. In addition, I thank community partners who supported the City's development of this Access Plan and for their tireless work in support of the gender-diverse community in Toronto. This Plan is a testament to the City's civic responsibility and our commitment to an equitable public service for all residents of Toronto.

Chris Moise

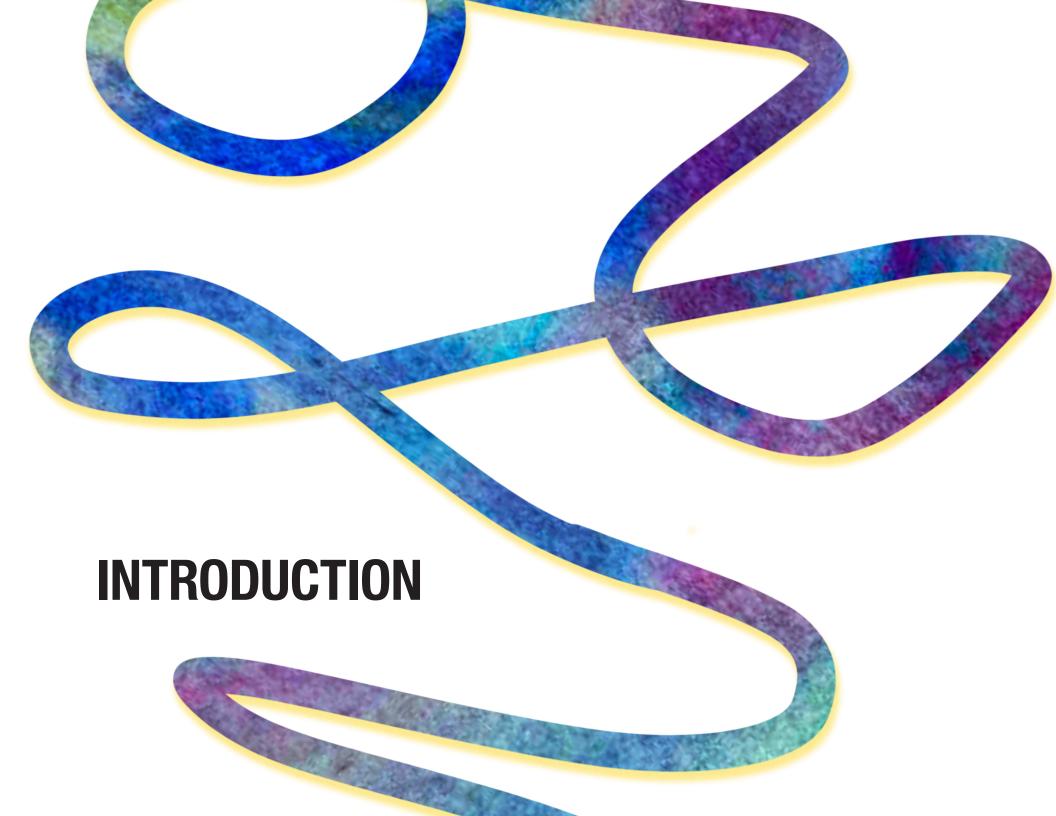
City Councillor Ward 13 - Toronto Centre October 2024



The City of Toronto acknowledges that we live, work and play on the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples and is now home to many diverse First Nations, Inuit and Métis peoples. We also acknowledge that Toronto is covered by Treaty 13 with the Mississaugas of the Credit.



The City of Toronto acknowledges all Treaty peoples – including those who came here as settlers – as migrants either in this generation or in generations past – and those of us who came here involuntarily, particularly those brought to these lands as a result of the Trans-Atlantic Slave Trade and Slavery. We pay tribute to those ancestors of African origin and descent.



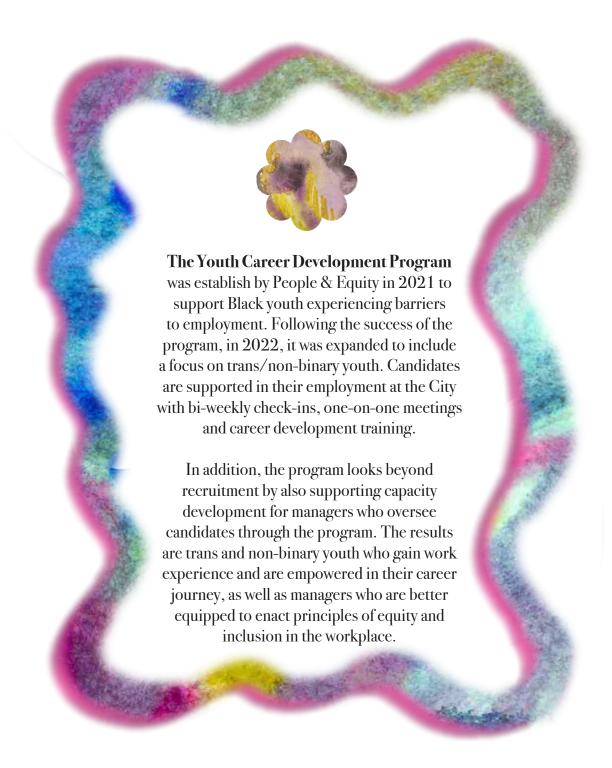
The City of Toronto is committed to upholding the right to equality, equal opportunity, fair treatment, and an environment free of discrimination on the basis of gender identity or expression. Policies and programs aimed at increasing gender-inclusivity, reducing barriers to service access for Two-Spirit, trans and non-binary (2STNB) residents and to improving workplace safety for staff are in place at the City. However, more can be done.



Living fully and openly in one's transgender identity comes with risks but can be lifesaving. Recent census data shows that the number of people identifying openly as gender-diverse is on the rise. Canadians born between 1997 and 2006 - known as Gen Z - are three to seven times more likely to identify as trans or non-binary than Gen X Canadians (people born between 1966 and 1980)1. However, even as self-identification and coming out as trans and/or non-binary are increasingly seen as options, gender-diverse youth are facing global threats to their freedoms and to program and service access. The data shows that this is no different here at home.

Canadian municipalities play important roles in alleviating some health and social burdens of transphobia. The City of Toronto has several tools for improving access to gender-based rights as both a service provider and as a large-scale employer. Policy changes, program and service delivery enhancements, interdivisional and community

¹ Statistics Canada (2022). The Daily — Canada is the first country to provide census data on transgender and non-binary people (statcan.gc.ca). Ottawa, Canada: Government of Canada. Accessed April 27, 2022



partnership development, and advocating to other orders of government are all opportunities that can be leveraged to improve the lives of gender-diverse youth. This report outlines the City's goals for enhancing outcomes for 2STNB youth (ages 12-29) and the broad-ranging actions that will be implemented by 15 divisions and agencies between 2024 and 2027.

The Access Plan for Two-Spirit, Trans and Non-Binary Youth has gone through several iterations in its 10-year development period. The time has been used advantageously to develop a strengthened Access Plan that reflects the most up-to-date information about a rapidly changing landscape. Most recently, staff have been able to incorporate findings from a number of new and expanded public data sets and research initiatives that have emerged across Canada and in Toronto since 2021. Importantly, we've also had time to speak with more young 2STNB Torontonians and their advocates through additional rounds of community engagement.

The Access Plan is designed to promote self-determination for 2STNB youth and therefore the priorities for the plan are tied closely to what was heard in community consultations. In addition, a distinct section was created to highlight actions that relate to the unique needs and experiences of Two-Spirit and Indigenous trans and nonbinary youth.

The result is a first-of-its-kind initiative that includes six outcome areas encompassing 56 total actions including 14 priority actions. The actions span program, housing and employment access along with wellbeing supports, community safety interventions and improvements to data practices. The City recognizes that shifting landscapes mean that the work is evolving in nature. These actions create a strong foundation on which the City of Toronto can continue to improve outcomes for Two-Spirit, trans and non-binary youth into the future.

Updates on the progress of the Access Plan can be found at toronto.ca/2STNByouth.





A Note on Language

Many terms are used by people who identify with genders that are not cisnormative. The City recognizes that the popularity and acceptability of these terms changes over time. We're using "Two-Spirit, trans and non-binary (2STNB)" and "gender-diverse" to refer collectively to the diverse communities of youth that we hope will benefit from this Access Plan. This includes but is not limited to those who used the following terms to describe themselves:

- agender
- androgyne
- androgynous
- bigender
- demiboy
- demigirl
- enby
- FTM
- genderfluid
- genderqueer
- genderf*cked

- gender expansive
- gender non-conforming
- GNC
- Indigiqueer
- intergender
- man (of trans experience) trans woman
- MTF
- multigender
- netrois
- non-binary
- NB

- pangender
- polygender
- trans
- transgender
- trans man
- Two-Spirit
- two-spirited
- woman (of trans experience)

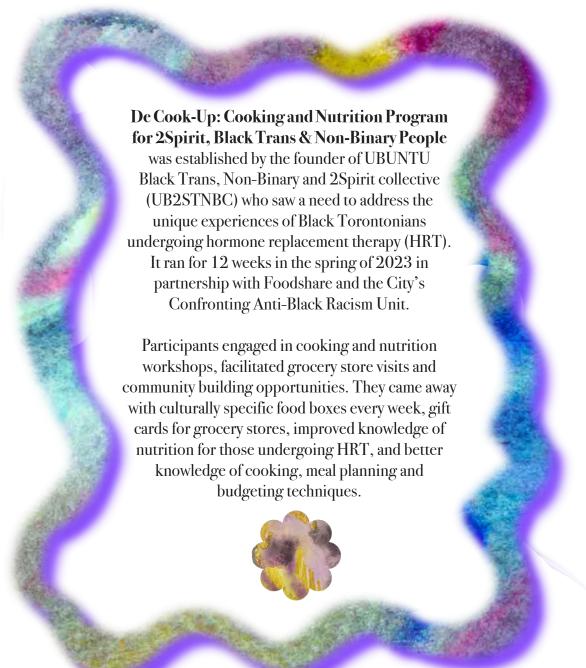


The Access Plan for Two-Spirit, Trans and Non-Binary Youth builds on the Toronto Youth Equity Strategy (TYES), adopted by City Council in 2014. TYES identified 28 priorities for the City to address key issues faced by youth aged 12-29, most vulnerable to involvement in violence and crime. Subsequently, City Council directed staff to develop a second phase of TYES that addresses gender-based violence with a focus the experiences of transgender youth.

Since that time, staff have reviewed research and data; looked at gender-inclusivity initiatives in other municipalities; met and partnered with community agencies and other professionals in Toronto that serve gender-diverse youth and adults; and spoken directly with Toronto's 2STNB youth. Equipped with insights and information from these undertakings, staff at City divisions and agencies were engaged to build the City's capacity to better serve 2STNB youth.



Transphobia presents itself in numerous ways at the interpersonal, institutional and systemic levels. Division and agency partners have made significant commitments through the Access Plan to enhance polices, programs and services over the next few years. However, jurisdictional boundaries mean that the City has limited, if any, opportunities to intervene on key issues for this population such as healthcare access (a provincial responsibility) or curriculum design (a school board responsibility). Instead, the Access Plan is comprised of opportunities to enhance City of Toronto programs and services for greater relevance to, and reduced barriers for, 2STNB youth, within the bounds of what is both feasible and sustainable.





Community consultation reports that capture the stories of violence and discrimination faced by gender-diverse youth paint a bleak picture. Trans and non-binary youth at the intersections of other forms of systemic discrimination such as racism, ableism, colonialism or poverty experience exacerbated challenges. The data describing these experiences demonstrate in numbers how largescale and widespread those circumstances are. Research from across Canada shows that trans and non-binary youth experience disparities across every major health and social indicator that is measured when compared to cisgender youth.

The following are highlights of only a few statistics to provide context. There are many more that similarly demonstrate the urgency and timeliness of efforts to combat systemic transphobia and support diverse 2STNB youth communities in leading authentic, joyful lives.

Canadian trans and non-binary youth avoid a wide range of public and community spaces because of experiences of transphobia. 36% reported not feeling safe at school with 74% reporting that they avoid public and school washrooms. 66% avoid sports and recreation facilities while 44% avoid clubs and/or social groups intended for their age group². Three quarters of Black LGBTQ+ youth avoid youth programs despite strong interest because of experiences with anti-Black racism in addition to risks of other forms of discrimination³.

Racialized trans youth are more likely to have even more negative experiences and outcomes overall. Experiences of harassment occur at very high rates. Almost one third report having been physically or sexually assaulted. Nearly twice as many report that their experiences of violence are gender-based compared to non-racialized gender-diverse youth. Avoidance of police and emergency medical services also occurs at very high rates among racialized genderdiverse youth for fear of violence and harassment⁴.

Intersecting experiences of transphobia and ableism can often be overlooked in the design of programs and services despite overrepresentation. In a survey of trans and non-binary Canadians, 43% identified as psychiatric survivors, mad or a person with a mental illness; 30% identified as neurodivergent and, 57% identified as having a disability and/or living with chronic pain⁵. In a Quebec study, 72% of trans youth participants identified having a disability⁶.

² Taylor, A.B., Chan, A., Hall, S.L., Saewyc, E. M., & the Canadian Trans & Non-binary Youth Health Survey Research Group (2020). Being Safe, Being Me 2019: Results of the Canadian Trans and Non-binary Youth Health Survey. Vancouver, Canada: Stigma and Resilience Among Vulnerable Youth Centre, University of British Columbia. 3 Black Queer Youth Collective (2020), The Domino Project: Black LGBTQ+ Youth Needs Assessment, Toronto, Canada.

⁴C. Chih, J. Q. Wilson-Yang, K. Dhaliwal, M. Khatoon, N. Redman, R. Malone, S. Islam, & Y. Persad on behalf of the Trans PULSE Can-ada Team (2020). Health and well-being among racialized trans and nonbinary people in Canada.

⁵ The Trans PULSE Canada Team (2020). Health and health care access for trans and non-binary people in Canada.

⁶ Baril, A., Pullen, Sansfacon, A., & Gelley, M.A. (2020). Digging Beneath the Surface: When Disability Meets Gender Identity. Waterloo, Canada. Canadian Journal of Disability Studies.

Gender-diverse youth are also not only significantly overrepresented in Toronto's homeless population but they become homeless at a younger age than others. Conflict with or abuse from parents or guardians was cited as the reason for most recent housing loss for 41% of 2STNB youth vs 20% of their homeless cisgender counterparts⁷. 25% of 2STNB youth have lost relationships with family members due to their gender identity⁸ and 10% of Canadian trans and non-binary youth have experienced physical violence at the hands of a family member 9,10.

barriers to program and service access that compound experiences of interpersonal transphobia. Lack of access to clear program information, high program costs, prohibitive registration processes, gaps in Indigenous cultural competency, lack of gender-inclusive washrooms and changerooms, a concentration of services in the downtown core, and a general lack of trust in the City of Toronto all further limit 2STNB youth in accessing much needed supports^{11,12,13}.

In Toronto, gender-diverse youth report other

⁷ Street Needs Assessment (2021). Toronto, Canada. City of Toronto. 8 J. Navarro, F. Johnstone, J. Temple Newhook, M. Smith, j Wallace Skelton, K. Prempeh, L. S., C. Lopez, A. Scheim, G. Bauer, on behalf of the Trans PULSE Canada Team (2021). Health and well-being among trans and non-binary youth.

⁹ Street Needs Assessment (2021). Toronto, Canada. City of Toronto. 10 Taylor, A.B., Chan, A., Hall, S.L., Saewyc, E. M., & the Canadian Trans & Non-binary Youth Health Survey Research Group (2020). Being Safe, Being Me 2019: Results of the Canadian Trans and Non-binary Youth Health Survey. Vancouver, Canada: Stigma and Resilience Among Vulnerable Youth Centre, University of British Columbia.

¹¹ Hixson-Volpe, J. & Hooton, R. City of Toronto LGBTQ2s Check Ins (2018) Toronto, Canada. The 519

¹² Anne Marie Shrouder International (2020). LGBTQ2S+ Community Consultation Summary of Findings. Toronto, Canada. City of Toronto 13 Social Planning Toronto (2022). Advancing gender equity in the city of Toronto: elevating the voices of women and gender diverse residents, Key findings from the Gender Equity Strategy Consultation. Toronto, Canada. Social Planning Toronto. City of Toronto.

Content warning: self-harm is mentioned

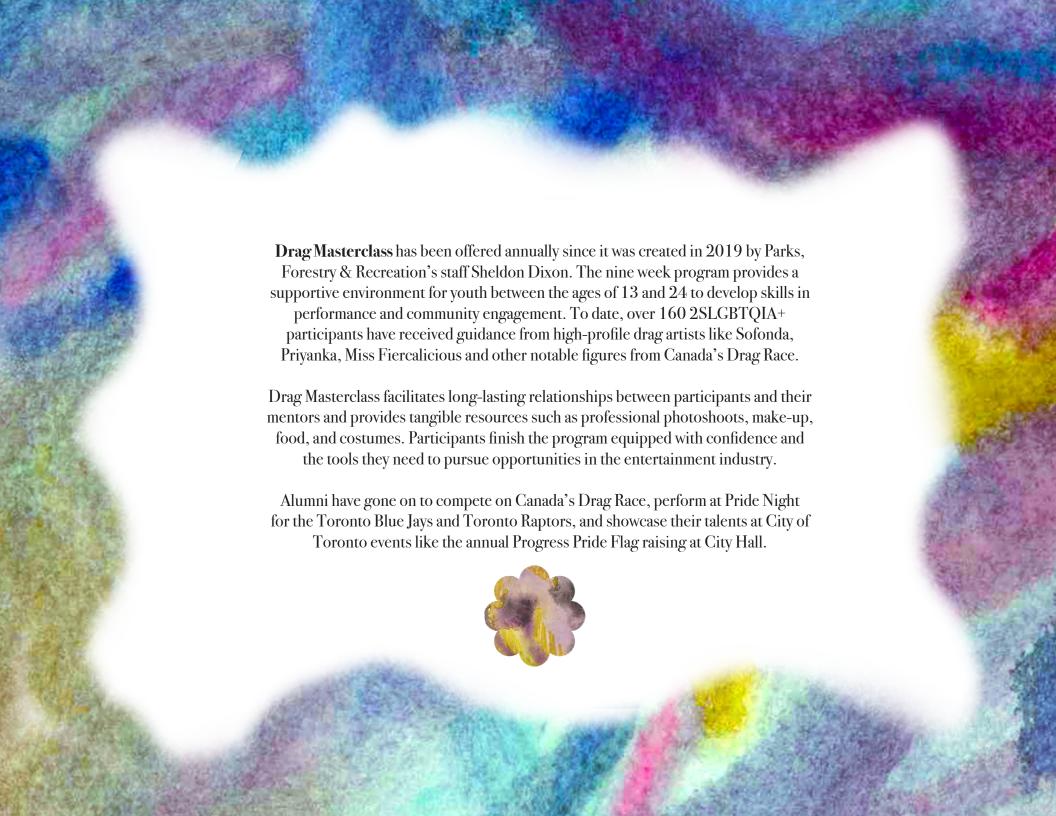
The impacts of these experiences on the health and wellbeing of gender-diverse youth are profound. 31% have reported feeling like they had nothing to contribute to society. 84% of trans and non-binary youth in Canada – including 66% of Indigenous gender-diverse youth¹⁴ – report fair or poor mental health¹⁵. However, 71% reported avoiding mental health services for a variety of reasons including 49% having faced negativity in the past¹⁶. Gender-diverse Canadians of all ages were three times as likely to have seriously contemplated suicide in their lifetimes compared to their cisgender counterparts (40% versus 15%). 64% of trans and non-binary youth reported having seriously considered suicide within the past year and 21% reported having made a serious attempt¹⁷.

¹⁴C. Merasty, F. Gareau, R. Jackson, R. Masching, S. Dopler on behalf of the Trans PULSE Canada Team (2021). Health and well-being among Indigenous trans, two-spirit and non-binary people.

¹⁵ Taylor, A.B., Chan, A., Hall, S.L., Saewyc, E. M., & the Canadian Trans & Non-binary Youth Health Survey Research Group (2020). Being Safe, Being Me 2019: Results of the Canadian Trans and Non-binary Youth Health Survey. Vancouver, Canada: Stigma and Resilience Among Vulnerable Youth Centre, University of British Columbia.

¹⁶ Ibid.

¹⁷ J. Navarro, F. Johnstone, J. Temple Newhook, M. Smith, J Wallace Skelton, K. Prempeh, L. S., C. Lopez, A. Scheim, G. Bauer, on behalf of the Trans PULSE Canada Team (2021). Health and well-being among trans and non-binary youth.





February 2014

City Council requested the Executive Director, Social Development, Finance and Administration to consult and undertake the development of a Toronto Youth Equity Strategy: Phase Two to address gender-based/relationship violence. (2014.CD26.2)

June 2017

City Council directed the Executive Director, Social Development, Finance and Administration to develop a trans inclusive service action plan. (2017.CD21.1)

June 2017-February 2018

A Trans and Non-Binary Youth Advisory group was convened for consultation on the development of a trans-inclusive plan. 70 recommendations to guide the City's work were identified across five thematic areas. The consultations also resulted in additional, culturally specific consultations to better understand the needs of gender-diverse Indigenous and African, Caribbean and Black (ACB) youth.

March 2018-December 2020

Native Youth Sexual Health Network partnered with the City to engage Indigenous gender-diverse youth. Through the establishment of a youth advisory council followed by a two-day gathering, an intergenerational focus group, a youth focus group and one-on-one interviews. 18 recommendations were provided to the City.

Black Coalition for Aids Prevention (BlackCAP) partnered with the City to engage Black trans youth on barriers to employment. The initiative resulted in recommendations across five issue areas. In addition, 100 ACB trans youth participated in employment readiness trainings, attended an employment networking event and joined a virtual job network.

December 2021

A draft of the Access Plan (then called the Service Plan for Transgender and Non-Binary Youth) was presented to the 2SLGBTQ+ Advisory Committee of City Council who recommended enhanced community consultations. (2021.QS4.3)

April 2023-September 2023

Staff reviewed new research and data that had been developed during the pandemic. The Access Plan draft was updated to reflect new information about the lived experiences and needs of 2STNB youth.

September 2023-September 2024

An advisory table of community service providers with lived experience provided insights into barriers to gender-affirming service provision. Committee members participated in four meetings and provided insights and priority areas for intervention across six thematic areas.

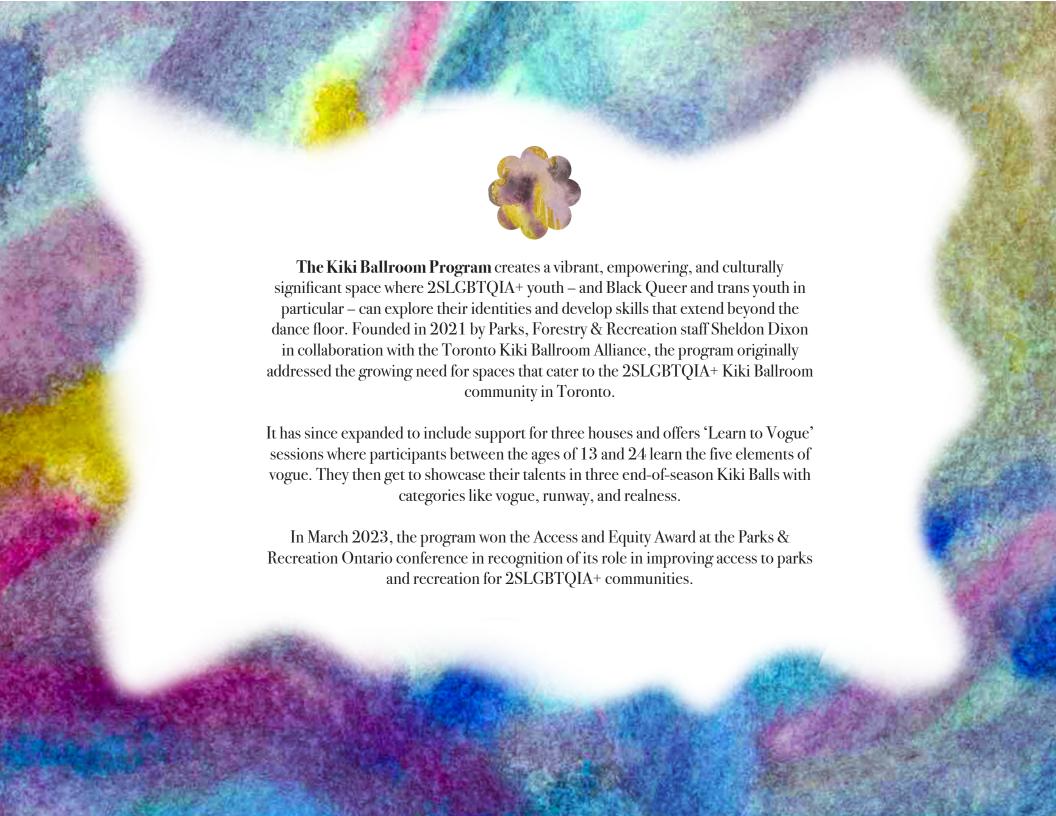
Indigenous gender-diverse community members participated in Sharing Circles led by an Indigenous facilitator and supported by a Ninoshe. 21 recommendations were shared for meeting the needs of Indigenous community through the Access Plan.

Interviews were conducted with 10 professional/subject matter experts to inform gender-inclusive implementation of the Access Plan through the development of promising practice guides.

An initial round of consultations was conducted with gender-diverse youth to inform the implementation of the Access Plan. Eight engagement sessions were held with 42 Two-Spirit, trans and non-binary youth. 2-Spirited People of the 1st Nations partnered to host engagements that were offered only to Indigenous youth in the community.

October 2024:

The Access Plan for Two-Spirit, Trans and Non-Binary Youth finalized and presented to the 2SLGBTQ+ Advisory Committee. Division and agency partners begin implementation.



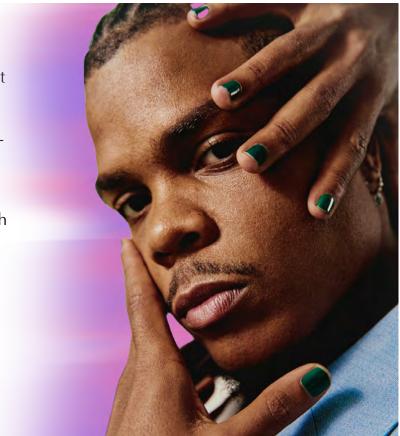


ACCESS PLAN OVERVIEW

The Access Plan for Two-Spirit, Trans and Non-Binary Youth was designed to achieve a wide range of improvements for 2STNB youth in Toronto. 56 actions have been developed across six outcome areas to reflect the many types of support that division and agency partners are eager to provide going forward. Of the 56 actions, 15 are designed to advance Reconciliation through a focus on the specific needs of Two-Spirit and Indigenous trans and non-binary youth.

Below, 14 priority actions are highlighted. They reflect the most pressing concerns shared with the City by 2STNB youth as well as what the data tells us about the largest disparities. Some actions have been prioritized because they're foundational and enable other components of the Plan. Taken together, these priority actions and the 43 additional actions reflect the City's determination to comprehensively and sustainably serve 2STNB youth.

The full list of 56 actions can be found in Appendix B.



Service & Program Access

Two-Spirit, trans and non-binary youth, especially those with intersecting experiences of systemic marginalization, face numerous barriers to accessing vital services and programs that should be available to all. Experiences of transphobia and irrelevant program offerings, among other issues, stop 2STNB youth from feeling welcome and included. Division and agency partners have committed to improving access for 2STNB youth through enhancements to the design and delivery of existing programs and services and, in some cases, the development of new ones.

Action 17

Apply promising practices Improve access to for gender inclusivity programs and services to policies, programs for Two-Spirit, trans and services to enhance and non-binary youth relevance for Two-spirit, through tailored outreach trans and non-binary youth and greater geographic with a focus on those who diversity experience racism, **Division & agency partners:**

City Clerk's Office, **Economic Development** & Culture, Social Development, Finance & Administration, and Toronto Public Health

Action 20

Enhance capacity of staff to provide safe, welcoming and intersectional genderaffirming programs and services to Two-Spirit, trans and non-binary youth through training and capacity building for staff

Division & agency partners:

City Clerk's Office, **Economic Development &** Culture, Employment & Social Services, Housing Secretariat, People & Equity, Social Development, Finance & Administration

Outcome:

Reduced barriers to access for Two-Spirit, Trans and non-binary youth across a range of City of Toronto service and program areas.

Action 21

Increase access to genderinclusive washrooms and changerooms at City facilities and in other facilities used for City-led programs and services

Division & agency partners:

Toronto Public Library, **Toronto Shelter & Support** Services

or poverty

Division & agency partners:

disability, xenophobia and/

Action 16

City Clerk's Office, Court Services, Economic Development & Culture, **Employment & Social** Services, Parks, Forestry & Recreation, People & Equity, Social Development, Finance & Administration

Housing Stability & Shelter Access

2STNB youth are significantly over-represented in Toronto's homeless and underhoused populations. Rejection from family/community of origin and transphobia in the housing market make the situation worse. Divisions and agency partners have committed to improving the gender-inclusivity of youth and family shelters for all 2STNB youth and to reducing barriers to housing. Through tailored referrals, staff training, and enhancements to policies and protocols, 2STNB youth facing homelessness will have improved access to the supports they need.

Outcome:

Improved access to gender affirming and culturally appropriate shelter spaces and affordable housing for Two-Spirit, trans and non-binary youth.

Action 23

Improve access to intersectional gender affirming shelter options tailored for Two-Spirit, trans and non-binary youth through enhancements to policies and protocols

Division & agency partners:

Toronto Public Library and Toronto Shelter & Support Services

Action 29

Increase the supply of gender-affirming affordable and supportive housing for Two-Spirit, trans and nonbinary youth

Division & agency partner:

Housing Secretariat

Employment & Poverty Reduction

2STNB youth report experiences of transphobia both while attempting to gain employment as well as once they're established in a workplace. Low employment rates across Canada are despite high rates of education in the gender-diverse population of all ages. The Access Plan's division and agency partners have committed to enhancing access to the City's workforce development programs for youth as well as improvements to workplace safety for 2STNB staff. In addition, partners have made commitments to reducing experiences of poverty in other ways such as improving access to public transit, food, financial literacy and grants supports.

Outcome: Reduced barriers to employment and greater economic inclusion and workplace safety for Two-Spirit, trans and non-binary youth.

Actions 8 & 32

Increase the number of employment and training programs and services tailored to Two-Spirit and Indigenous trans and non-binary youth. Reduce barriers to existing City of Toronto employment programs and services for Two-Spirit, trans and non-binary youth

Division & agency partners:

Parks, Forestry & Recreation, People & Equity, Employment & Social Services, Social Development, Finance & Administration, Toronto Public Library and Toronto Shelter & Support services

Action 37

Promote employability of Two-Spirit, trans and nonbinary youth through tailored programming and increased access to existing workforce development programs, with a focus on those who experience racism, disability, xenophobia and/or poverty

Division & agency partners:

Court Services, Social Development, Finance & Administration, Toronto Public Library

Mental Health & Wellbeing

Statistics on mental health outcomes for 2STNB youth show that the population is facing uniquely high rates of depression, anxiety and suicidality. Research shows that a wide range of interventions – from crisis support to opportunities for greater self-determination – can have lasting impacts. Division and agency partners have committed to increasing access to tailored mental and sexual health programs for 2STNB youth as well as to supportive staff who share their lived experiences. Commitments have also been made to increase opportunities to shape programs, services and policies at the City of Toronto through reduction in barriers to leadership positions.

Outcome:

Improved access to mental health and well-being supports and increased opportunities to shape City of Toronto programs, services and policies that affect 2STNB youth.

Action 10

Enhance the City's capacity to promote health and wellbeing for Two-Spirit and Indigenous trans and non-binary youth through training to staff and the provision of culturally appropriate and trauma-informed programs and services

Division & agency partners:

Economic Development & Culture, Employment & Social Services, People & Equity, Social Development, Finance & Administration, Toronto Emergency Management, Toronto Public Health and Toronto Public Library

Action 40

Create and resource leadership opportunities for Two-Spirit, trans and non-binary youth on advisories, boards, and other governing bodies

Division & agency partners:

City Clerk's Office, Court Services, Employment & Social Services, Social Development, Finance & Administration, Toronto Public Library, Toronto Shelter & Support Services

Action 42

Increase access to affordable, genderaffirming mental health, harm reduction and sexual health programs for Two-Spirit, trans and non-binary youth

Division & agency partners:

Parks, Forestry & Recreation, Social Development, Finance & Administration, Toronto Public Health, and Toronto Public Library

Data Collection & Accountability

The experiences of 2STNB people are under-researched and often go unaccounted for in surveys on populations demographics. This erasure contributes to ongoing stigma and systemic marginalization, and it creates major limitations to designing tailored programs and services. Division and agency partners have committed to enhancing data collection and registration processes at the City including introducing opportunities for 2STNB youth to participate in data collection and analysis to ensure that experiences of 2STNB youth are captured. Commitments have also been made to use data collected from 2STNB community members to improve the gender-inclusivity of services and programs to meet their needs.

Outcome:

Relevance of programs and services enhanced with the new and ongoing collection of gender-based program data.

Action 46

Review Data for Equity guidelines to ensure gender section reflects current needs of the community, in consultation with community

Division & agency partner:

People & Equity

Action 50

Expand access to gender-based data and evidence to inform programs and services, where feasible, by incorporating age- and gender-based indicators in monitoring and evaluation

Division & agency partners:

Court Services, Economic Development & Culture, Employment & Social Services, Housing Secretariat, Social Development, Finance & Administration, **Toronto Transit Commission**

Community Safety

Gender-diverse people of all ages face significantly higher risks of harassment and violence in public than their cisgender counterparts. The negative impacts are compounded by barriers to accessing social services, crisis intervention, and other crucial prevention and intervention supports. Division and agency partners have committed to improving public safety for 2STNB youth through program design enhancements, additional staff training, public education and enhanced prioritization of the population in sector conversations.

Outcome:

Increased public safety for Two-Spirit, trans and non-binary youth.

Action 52

Promote public safety for Two-Spirit, trans and nonbinary youth through safety networks, public campaigns and other public-facing initiatives

Division & agency partners:

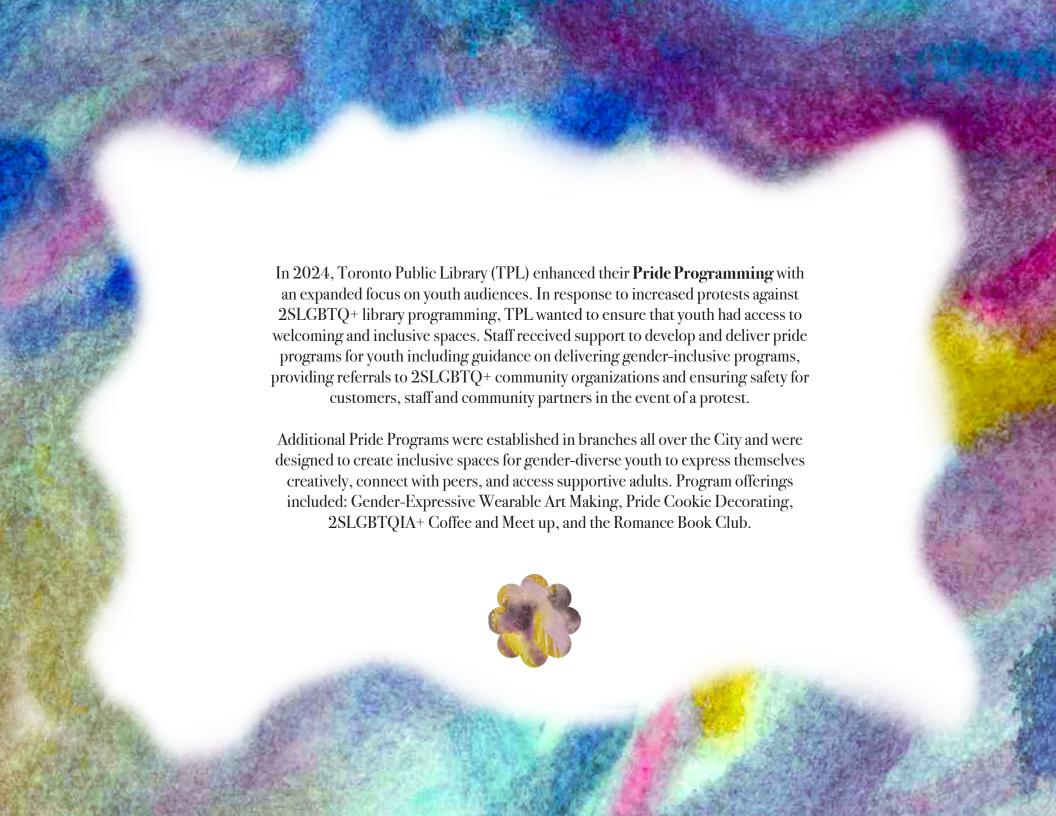
Social Development, Finance & Administration and Toronto Public Library

Action 53

Increase access to trauma-informed crisis prevention and intervention programs and services tailored to Two-Spirit, trans and non-binary youth

Division & agency partners:

Social Development, Finance & Administration, **Employment & Social Services and Toronto Public** Library



Monitoring and Evaluating the Access Plan

The City recognizes that work of this nature is iterative. Program, policy and service enhancements need to be responsive to the emerging needs of the community we serve and to the ever-changing landscape of the municipality itself.

While partners implement their activities, staff will be collecting information on how well activities are implemented and how effectively they achieve the shared goal of improving outcomes for 2STNB youth. This information will be used to guide additional enhancements that may be needed and to inform staff on how gender-inclusivity interventions can work best in Toronto's context.

Specifically, staff will monitor process indicators (outputs of the activities) for at least one year of implementation. Following which, staff will monitor indicators that measure impacts and outcomes resulting from the Access Plan. The Access Plan will leverage existing measurement tools at the City where possible – such as the Youth Outcomes Framework and the Streets Need Assessment – and will develop new ones as needed. Information gathered will be used to continue making gender-inclusive and affirming improvements in City policies, programs and services into the future. Given the historic exclusion of this population from research, the monitoring and evaluation process is also an opportunity for the City to address, to some degree, the gaps in information that exist about genderdiversity in Toronto.



ACKNOWLEDGEMENTS

This Access Plan would not have been possible without the contributions of all the Two-Spirit, trans and non-binary youth who participated in the numerous community engagements that Social Development, Finance & Administration (SDFA) held between 2018 and 2024. The countless insights that were shared grounded the data on the experiences of gender-diverse youth in stories from real people and has enabled a more responsive and sustainable plan.

The division extends a sincere thank you to the members of the Advisory Table that met in 2023 and 2024 for all their feedback and guidance from the perspective of community service providers and as people with lived experience.

Thank you, as well, to the many staff across all our partner divisions and agencies whose efforts were integral to the creation of this Plan.

In addition, SDFA offers a special thank you to the following people who provided insights, guidance and other critical contributions:

Dr. Alex Abramovich (he/him), Canada Research Chair in 2SLGBTQ+ Youth Homelessness and Mental Health; Senior Scientist, Institute for Mental Health Policy Research, Centre for Addiction and Mental Health (CAMH); Associate Professor, Dalla Lana School of Public Health, University of Toronto

Amanda Lomas (she/her), Program Manager, 2-Spirited People of the 1st Nations

Barb Besharat (they/them), Co-Chair, Pride Network (City of Toronto)

Erin Whitton (she/her), Senior Communication Advisor, Strategy & Relationships, Strategic Public & **Employee Communications (City of Toronto)**

Jean-Pierre Fernandes (he/him), Senior Consultant, Reconciliation & Equity Learning, People & Equity, (City of Toronto)

Dr. Kate Greenaway (she/her), Medical Director, Foria Clinic

Nick Rossi (he/him), Co-Chair, Pride Network (City of Toronto)

Rose Morrissette (she/they), Indigenous Youth Research Associate, Youth Development Unit, Social Development, Finance & Administration (City of Toronto) **Samantha Holness** (she/her), Counsellor Youth Outreach (2SLGBTQ+ & all youth), Youth Development Unit, Social Development, Finance & Administration (City of Toronto)

Sheldon Dixon (he/they), Community Recreation Programmer, Wellesley Community Centre, Parks Forestry & Recreation (City of Toronto)

Terrence Rodriguez (he/him), Founder, REX Pride and Member, City of Toronto 2SLGBTQ+ Advisory Committee





APPENDIX A: GLOSSARY

Ableism: A system of oppression based on the underlying assumption that people with disabilities are unable to contribute to society and are less worthy of respect. This assumption results in a society that limits the access of people with disabilities to physical and virtual spaces, opportunities, and their communities.

Colonialism: A historical and ongoing system of oppression in which one group takes control over a territory belonging to Indigenous people. This process may include various social, political, and economic policies that function to steal Indigenous land, break apart families, deplete resources, and devalue or erase Indigenous language, knowledge, and culture. In the Canadian context, examples include but are not limited to the Indian Act, the Residential School system, the 60s scoop, and the millennium scoop.

Cisgender: A term used to describe people whose gender identity and expression matches the sex they were assigned at birth.

Cissexism: A system of oppression based on the underlying assumption that being cisgender is natural, desirable, and superior to being transgender or gender diverse. Cissexism presumes that all people are or should be cisgender. This assumption is often used to justify transphobic stigma and discrimination.

Cisnormative: The idea that cisgender people are the cultural, social and/or biological norm.

Gender: Refers to the socially constructed roles, behaviours, expressions and identities of girls, women, boys, men, and gender diverse people.

Gender expression: External appearance of one's gender identity, usually expressed through behaviour, clothing or haircut, and which may or may not conform to socially defined behaviours and characteristics.

Gender identity: A person's internal and individual sense of self as male, female, both, neither or anywhere on the gender spectrum.

Gender non-conforming: Individuals who do not follow gender stereotypes based on the sex they were assigned at birth. Also referred to as gender diverse, genderqueer or gender variant.

Intersex: A term used to describe a person born with reproductive systems, chromosomes and/or hormones that are not easily characterized as male or female.

Non-binary: Umbrella term for individuals who do not fit into traditional "man" and "woman" gender categories.

Racism: A system of oppression based on the underlying assumption that one racial group is inherently superior to others. In Canada and many other parts of the world, racism emerges out of white supremacy, a belief that it is natural, desirable, and superior to be white.

Sex: The classification of people as male, female or intersex. Sex is usually assigned at birth and is based on an assessment of a person's reproductive systems, hormones, chromosomes and other physical characteristics.

Trans/transgender: An umbrella term used for people whose gender identity and/or expression is different from societal expectations based on the sex they were assigned at birth.

Transphobia: The aversion to, fear, hatred, or intolerance of Trans people and communities, including negative stereotypes, harassment, discrimination and acts of violence. Cissexism is the system of oppression underlying Transphobia.

Two-Spirit: A term created by and for LGBTQ+ Indigenous people to express gender and sexual orientation from an Indigenous lens. It can describe someone who identifies as having masculine and feminine spirit or, it can describe a person's sexual, gender and/or spiritual identity.





APPENDIX B: FULL LIST OF ACTIONS AND PARTNERS

OUTCOME AREA 1: Service and Program Access

Actions to advance Reconciliation

Action 1

Increase access to culturally appropriate referrals and service navigation supports for Two-Spirit, and Indigenous trans and non-binary youth

Division and agency partner:

Social Development, Finance and Administration

Action 2

Enhance staff capacity to provide safe, welcoming and culturally appropriate programs and services to Two-Spirit, and Indigenous trans and non-binary youth through training to staff

Division and agency partners:

Court Services, Toronto Shelter & Support Services

Action 3

Create and resource leadership opportunities for Two-Spirit and Indigenous trans and non-binary youth on City of Toronto advisories, boards and other reference bodies. Implement genderaffirming and culturally relevant policies to promote welcoming, meaningful and safe experiences for Indigenous youth members

Division and agency partners:

City Clerk's Office, Employment & Social Services, Parks, Forestry & Recreation, Social Development, Finance & Administration, Toronto Public Health, Toronto Public Library

Action 4

Increase the number and relevance of programs and services that promote access to traditional cultural practices for Two-Spirit, and Indigenous trans and non-binary youth

Division and agency partners:

Economic Development & Culture, Parks, Forestry & Recreation, Toronto Public Library, Toronto Shelter & Support Services

OUTCOME AREA 1: Service and Program Access (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 16

Apply promising practices for gender inclusivity to policies, programs and services to enhance relevance for Two-spirit, trans and non-binary youth with a focus on those who experience racism, disability, xenophobia and/or poverty

Division and agency partners:

City Clerk's Office, Court Services, Economic Development & Culture, Employment & Social Services, Parks, Forestry & Recreation, People & Equity, Social Development, Finance & Administration

Action 17

Improve access to programs and services for Two-Spirit, trans and non-binary youth through tailored outreach and greater geographic diversity.

Division and agency partners:

City Clerk's Office, Economic Development & Culture, Social Development, Finance & Administration, Toronto Public Health

Action 18

Increase access to gender-affirming referrals for, and service navigation supports of City of Toronto and community-level programs and services that are tailored to Two-Spirit, trans and non-binary youth

Division and agency partners:

City Clerk's Office, Economic Development & Culture, Social Development, Finance & Administration

OUTCOME AREA 1: Service and Program Access (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 19

Establish strategies for increasing the number of Two-Spirit, trans and non-binary staff employed at the City through tailored recruitment, workforce planning, and supportive workplace culture, including pathways to senior level positions and permanent roles

Division and agency partners: Children's Services, People & Equity

Action 20

Enhance capacity of staff to provide safe, welcoming and intersectional gender-affirming programs and services to Two-Spirit, trans and non-binary youth through training and capacity building for staff

Division and agency partners:

City Clerk's Office, Economic Development & Culture, Employment & Social Services, Housing Secretariat, People & Equity, Social Development, Finance & Administration

Action 21

Increase access to gender-inclusive washrooms and changerooms at City facilities and in other facilities used for City-led programs and services

Division and agency partners:

Toronto Public Library, Toronto Shelter & Support Services

OUTCOME AREA 2: Housing Stability and Shelter Access

Actions to advance Reconciliation

Action 5

Increase access to housing benefit and subsidy programs for Two-Spirit and Indigenous trans and non-binary youth

Division and agency partners:

Housing Secretariat, Social Development, Finance & Administration

Action 6

Invest in shelter system policies and protocols that support Two-Spirit and Indigenous trans and non-binary youth to access medicines and engage in cultural practices

Division and agency partners:

Housing Secretariat, Social Development, Finance & Administration

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 22

Reduce harms of homelessness for Two-Spirit, trans and non-binary youth through referrals to, and/or development of informational materials about, gender-affirming services and supports

Division and agency partners:

Social Development, Finance & Administration, Toronto Public Library, Toronto Shelter & Support Services

Action 23

Improve access to intersectional gender affirming shelter options tailored for Two-Spirit, trans and non-binary youth through enhancements to policies and protocols.

Division and agency partners:

Toronto Public Library, Toronto Shelter & Support Services

Action 24

Improve gender inclusivity of family shelter spaces for Two-Spirit, trans and non-binary diverse youth through enhancements to policies and protocols

Division and agency partner:

Toronto Shelter & Support Services

OUTCOME AREA 2: Housing Stability and Shelter Access (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 25

Improve access in family shelters for queer family structures ("chosen family") through enhancements to policies and protocols

Division and agency partner:

Toronto Shelter & Support Services

Action 26

Improve access to gender-affirming shelter spaces for newcomers and refugee youth

Division and agency partners:

Social
Development,
Finance &
Administration,
Toronto Shelter &
Support Services

Action 27

Enhance capacity of shelter, respite, and drop-in staff to provide genderaffirming services to youth through training to staff

Division and agency partner:

Toronto Shelter & Support Services

Action 28

Enhance capacity of outreach staff to provide referrals to gender-affirming shelter, respite, drop-in services for youth through resource development and training to staff

Division and agency partner:

Toronto Shelter & Support Services

Action 29

Increase the supply of gender-affirming affordable and supportive housing for Two-Spirit, trans and non-binary youth

Division and agency partner:

Housing Secretariat

OUTCOME AREA 2: Housing Stability and Shelter Access (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 30

Reduce barriers to gender-affirming affordable and supportive housing and housing services for Two-Spirit, trans and non-binary youth

Division and agency partner:

Housing Secretariat

Action 31

Enhance capacity of outreach staff to provide referrals to gender-affirming housing and housing-related services for youth through resources development and training to staff

Division and agency partners:

Social Development, Finance & Administration, Toronto Shelter & Support Services

OUTCOME AREA 3: Employment and Poverty Reduction

Actions to advance Reconciliation

Action 7

Increase recruitment and employee retention of Two-Spirit and Indigenous trans and non-binary youth at the City through tailored programs and culturally appropriate supports

Division and agency partners:

Court Services, Employment & Social Services, Parks, Forestry & Recreation, Social Development, Finance & Administration, Toronto Public Library

Action 8

Increase the number of employment and training programs and services tailored to Two-Spirit and Indigenous trans and non-binary youth

Division and agency partners:

Employment & Social Services, Social Development, Finance & Administration, Toronto Public Library, Toronto Shelter & Support Services

Action 9

Increase supply of and cultural appropriateness of grants tailored to Indigenous and Two-Spirit and Indigenous trans and non-binary youth

Division and agency partner:

Economic Development & Culture

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 32

Reduce barriers to existing City of Toronto employment programs and services for Two-Spirit, trans and nonbinary youth

Division and agency partners:

Parks, Forestry & Recreation, People & Equity, Social Development, Finance & Administration, Toronto Public Library

Action 33

Increase gender inclusivity of recruitment including by increasing the number of Two-Spirit, trans and nonbinary staff participating in recruitment processes and on hiring panels

Division and agency partners:

Employment & Social Services, People & Equity, Toronto Public Library

Action 34

Reduce the risks of dead-naming and increase opportunities for the use of chosen names for employment candidates and existing employees through enhancements to policies and protocols

Division and agency partners:

Court Services, Employment & Social Services, Toronto Public Library

OUTCOME AREA 3: Employment and Poverty Reduction (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 35

Develop a mentorship program for Two-Spirit, trans and non-binary youth employed at the City to promote improved workplace experience and longevity of tenure

Division and agency partner:

Employment & Social Services

Action 36

Promote financial stability of Two-Spirit, trans and non-binary youth through tailored training and supports on financial literacy, accounting and investing, and by increasing pathways to grants, funding and other business incubation supports tailored to entrepreneurial Two-Spirit, trans and non-binary youth

Division and agency partners:

Economic
Development &
Culture,
Employment &
Social Services

Action 37

Promote employability of Two-Spirit, trans and non-binary youth through tailored programming and increased access to existing workforce development programs, with a focus on those who experience racism, disability, xenophobia and/or poverty.

Division and agency partners:

Court Services, Social Development, Finance & Administration, Toronto Public Library

Action 38

Improve access to affordable public transit for lowincome Two-Spirit, trans and non-binary youth

Division and agency partners:

Social
Development,
Finance &
Administration,
Toronto Transit
Commission

Action 39

Improve access to gender-affirming free or low-cost, high-quality emergency food and community food programs for youth

Division and agency partners:

Employment & Social Services, Social Development, Finance & Administration

OUTCOME AREA 4: Mental Health and Wellbeing

Actions to advance Reconciliation

Action 10

Enhance the City's capacity to promote health and wellbeing for Two-Spirit and Indigenous trans and non-binary youth through training to staff and the provision of culturally appropriate and trauma-informed programs and services

Division and agency partners:

Economic Development & Culture, Employment & Social Services, People & Equity, Social Development, Finance & Administration, Toronto Emergency Management, Toronto Public Health, Toronto Public Library

Action 11

Prioritize resource allocation to gender-affirming and culturally appropriate health and wellness services for Two-Spirit and Indigenous trans and non-binary youth

Division and agency partner: Toronto Public Library

Action 12

Promote inclusive public attitudes towards traditional Indigenous cultural activities for Two-Spirit and Indigenous trans and non-binary youth through public campaigns and/or educational resources

Division and agency partner: Economic Development & Culture

OUTCOME AREA 4: Mental Health and Wellbeing (continued)

Actions to advance Reconciliation

Action 13

Increase access to affordable and culturally appropriate harm reduction supports in for Two-Spirit and Indigenous trans and non-binary youth

Division and agency partner:

Employment & Social Services

Action 14

Increase access to and supply of affordable and culturally appropriate sports and recreation opportunities for Two-Spirit and Indigenous trans and non-binary youth

Division and agency partner:

Employment & Social Services

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 40

Create and resource leadership opportunities for Two-Spirit, trans and non-binary youth on advisories, boards, and other governing bodies

Division and agency partners:

City Clerk's Office, Court Services, Employment & Social Services, Social Development, Finance & Administration, Toronto Public Library, Toronto Shelter & Support Services

Action 41

Highlight the City's initiatives to publicly honour all days of significance for Two-Spirit, trans and non-binary communities through outreach and promotional materials

Division and agency partners:

Economic Development & Culture, Employment & Social Services

Action 42

Increase access to affordable, genderaffirming mental health, harm reduction and, sexual health supports for Two-Spirit, trans and non-binary youth

Division and agency partners:

Parks, Forestry & Recreation, Social Development, Finance & Administration, Toronto Public Health, Toronto Public Library

OUTCOME AREA 4: Mental Health and Wellbeing (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 43

Increase access to free or low-cost community gathering space for Two-Spirit, trans and non-binary youth

Division and agency partners:

Social Development, Finance & Administration, Toronto Public Library, The 519

Action 44

Increase representation of Two-Spirit, trans and non-binary communities amongst staff of youth-serving programs

Division and agency partner:

Parks, Forestry & Recreation

Action 45

Enhance staff capacity to provide referrals to gender-affirming healthcare services for Two-Spirit, trans and nonbinary youth through training to staff and referral pathways

Division and agency partners:

Employment & Social Services, Social Development, Finance & Administration, Toronto Public Health

OUTCOME AREA 5: Data Collection and Accountability

Actions to advance Reconciliation

Action 12

Tailor monitoring and evaluation practices for youth programs to capture data specific to the uptake, barriers and experiences of Two-Spirit and Indigenous trans and non-binary youth

Division and agency partner:

Economic Development & Culture

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 46

Review Data for Equity guidelines to ensure gender section reflects current needs of the community, in consultation with community

Division and agency partner:

People & Equity

Action 47

Review registration, recruitment, and other data collection processes to ensure that gender and sex information is only collected from youth when necessary

Division and agency partners:

Children's Services, Parks, Forestry & Recreation, Social Development, Finance & Administration, Toronto Public Library, Toronto Shelter & Support Services

Action 48

Increase opportunities for genderdiverse youth to have direct roles in the design of data collection processes and analysis through employment and community engagement

Division and agency partners:

Economic Development & Culture, Social Development, Finance & Administration, Toronto Shelter & Support Services

OUTCOME AREA 5: Data Collection and Accountability (continued)

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 49

Enhance the Youth Outcomes Framework for applicability to genderbased violence programs and services that serve 2STNB youth

Division and agency partner:

Social Development, Finance & Administration

Action 50

Expand access to gender-based data and evidence to inform programs and services, where feasible, by incorporating age- and gender-based indicators in monitoring and evaluation.

Division and agency partners:

Court Services, Economic Development & Culture, Employment & Social Services, Housing Secretariat, Social Development, Finance & Administration, Toronto Transit Commission

Action 51

Promote gender-inclusive data practices through data sharing agreements with youth-serving institutions

Division and agency partner:

Social Development, Finance & Administration

OUTCOME AREA 6: Community Safety

Actions to support all Two-Spirit, Trans and Non-Binary Youth

Action 52

Promote public safety for Two-Spirit, trans and non-binary youth through safety networks, public campaigns and other public-facing initiatives

Division and agency partners:

Social
Development,
Finance &
Administration,
Toronto Public
Library

Action 53

Increase access to trauma-informed crisis prevention and intervention programs and services tailored to Two-Spirit, trans and non-binary youth

Division and agency partners:

Employment & Social Services, Social Development, Finance & Administration, Toronto Public Library

Action 54

Improve tailored supports for Two-Spirit, trans and non-binary youth involved in the sex industry

Division and agency partner:

Employment & Social Services

Action 55

Enhance capacity of Toronto Transit Commission staff to provide genderaffirming services to Two-Spirit, trans and non-binary youth through training

Division and agency partner:

Toronto Transit Commission

Action 56

Improve genderaffirming access to washroom facilities available on the Toronto Transit Commission

Division and agency partner:

Toronto Transit Commission

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