



2SLGBTQQIA+
Sub-Working Group

MMIWG2SLGBTQQIA+ National Action Plan

F I N A L R E P O R T



April 2021

2SLGBTQQIA+

Glossary of Terms



The terms 'Indigenous' and 'Indigenous peoples' in this report will be used to represent all First Nations, Inuit, and Métis peoples inclusively. 'Aboriginal', 'Native', and 'Indian' are used when reflected in the literature used. Métis and Inuit when used are specific in reference.

2SLGBTQQIA+ - 2-Spirit (Two-Spirit), lesbian, gay, bisexual, trans, queer, questioning, intersex, asexual. The + where used denotes the diversity of remaining identities not covered in the acronym.

Sixties Scoop - A period of time, from 1960 and the mid 1980s⁴, when Indigenous children were forcibly removed from their families by colonial state institutions, or "scooped up" and placed in foster homes, or adopted outside their families, communities, and cultures.

Gender and sexually diverse - Gender and sexuality are both wide spectrums. This term is used in place of 2SLGBTQQIA+ people as an umbrella term to note this spectrum of diversity outside of the term Two-Spirit, and is used in addition to Two-Spirit, as not all Indigenous LGBTQQIA+ people identify as Two-Spirit or apply this English language term to identify themselves.

Gendercide - Gendercide is the killing of a specific gender group. While this term is generally used to refer to a generalized history of girls and women as being targeted, it also includes trans and non-binary folks. Gendercide has three forms: feticide, infanticide, and gender-based violence.

Heteropatriarchy - A colonial social construct that places heterosexual males on top of societal hierarchies in positions of domination.

4 Sinclair, R. 2007. *Identity lost and found: Lessons from the sixties scoop*. https://fn-caringsociety.com/sites/default/files/online-journal/vol3num1/Sinclair_pp65.pdf



Indian - The use of "Indian" in this report denotes the legal term as used in the Indian Act or other historical documents.

Indigiqueer - Contemporary term that combines Indigenous and queer.

Indigiqueer - Contemporary term that is a combination of Indigenous and queer that has replaced the original spelling of "indigiqueer".

Millennium Scoop - The Millennium Scoop refers to the seizure of First Nations, Métis and Inuit children since the year 2000. The term was coined by John Beaucage, who wanted to distinguish this from the "sixties scoop," as the children are being placed in foster care. Both provincial and federal data show that there are double as many Aboriginal children in care now than during the Sixties Scoop.⁵

Neocolonialism - The continued exercise of political or economic influence over a society in the absence of formal political control.

Two-Spirit - A contemporary pan-Indigenous term used by some Indigenous LGBTQQIA+ people that honours male/female, and other gendered or non-gendered spirits, as well as spiritual and cultural expressions. The term may also be used interchangeably to express one's sexuality, gender, and spirituality as separate terms for each or together as an interrelated identity that captures the wholeness of their gender and sexuality with their spirituality.

Teachings - Traditional Indigenous lessons used to convey culture, messages, and values.

Turtle Island - Turtle Island is an Indigenous term to refer to what is now known as the continent of North America. The term originates in the origin stories of Anishinaabeg peoples, but is now widely used by many nations.

⁵ <https://www.decolonize-ed.com/single-post/2017/11/07/millennial-scoop>

Guiding Principles

Foundational principles such as those identified in the National Inquiry's Final Report may be used to guide the development and implementation of the National Action Plan. The principles outlined by the National Inquiry include:

- A focus on substantive equality and human and Indigenous rights
- Leadership of family and survivors is valued
- Indigenous-led/grassroots solutions and services
- Distinctions-based
- A decolonized approach
- Cultural safety
- Trauma-informed approach
- Flexible in response to regional and sectoral priorities and challenges
- Evergreen and subject to review and updates



The following 2SLGBTQQIA+ life-philosophy principles were first introduced at the 28th Annual International Two-Spirit Gathering which was held on August 13-16, 2015 at Batoche, Saskatchewan. After the gathering, 2SLGBTQQIA+ community leaders were consulted and affirmed these principles. They were later integrated into an organizational manifesto by the Two-Spirited People of Manitoba organization. The 2SLGBTQQIA+ Sub-Working Group also affirms these principles and includes them in these terms of reference.

2SLGBTQQIA+ Specific Guiding Principles⁶

SPIRITUALITY: 2SLGBTQQIA+ people are one of the conduits between the physical world and the spiritual world and can open doors to healing.

⁶ Adapted from TSPM Manifesto, Our Two-Spirit Teachings, Two-Spirited People of Manitoba Inc., 2020. <https://twospiritmanitoba.ca/tspm-manifesto>



Musqueam traditional weaving. Photo credit Corrina Sparrow.

BELONGING: 2SLGBTQQIA+ people are worthy of love, respect, and safety. 2SLGBTQQIA+ people carry the responsibility to give love, respect, and safety to everyone.

VISIONING: 2SLGBTQQIA+ people see and acknowledge the impact of harmful colonial constructs and work to challenge them within the Two-Spirit community and beyond. The vision and voice of 2SLGBTQQIA+ people must be recognized and integrated into Indigenous leadership structures to ensure inclusive, equitable and fair access to resources and entitlements.

TRANSFORMING: 2SLGBTQQIA+ people promote non-discrimination and acceptance by dismantling harmful colonial concepts of gender and sexuality and advocate for contemporary approaches to non-discrimination.

EQUALITY: 2SLGBTQQIA+ people challenge the concept of perceived race, ableism, gender, and sex-based privilege within the 2SLGBTQQIA+ collective and the broader community.

STRENGTH: 2SLGBTQQIA+ people are assets to their families and communities because of their role, purpose, gifts, and abilities.

SEXUALITY: 2SLGBTQQIA+ people are sex-positive, respect the continuum of sexuality, and believe that relationships, however they are constructed, are enhanced by the celebration of sex.

ADVOCACY: 2SLGBTQQIA+ people stand in solidarity with other equity-seeking groups and will assist or support these groups in their advocacy struggles, the civil and human rights of ourselves and others.

RESURGENCE: 2SLGBTQQIA+ people assert our inalienable Indigenous rights and work to reclaim our traditional roles and rightful place in our families, communities and nations.



RIGHT TO CULTURE

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>2SLGBTQQIA+ access to and understanding of traditional teachings with increased access to ceremony and cultural land-based activities.</p> <p>Educate Indigenous governance organizations and community service organizations about the historic and contemporary place of 2SLGBTQQIA+ people.</p> <p>National Indigenous Arts Centre</p> <p>2SLGBTQQIA+ Youth</p> <p>Recognizing and reaffirming 2SLGBTQQIA+ youth have a voice that is strong, creative, generous, loving, forgiving, future-imagining, ancestral-holding, with passion and love for their communities.</p> <p>Recognizing and reaffirming 2SLGBTQQIA+ feeling supported, and have access to cultural, recreational, language-revitalizing, gender and sexuality-affirming support, services and protection.</p>	<p>Research Indigenous languages in Canada for historical names, terms, and cultural roles for 2SLGBTQQIA+ people. Gather and protect.</p> <p>2SLGBTQQIA+ narratives, reinforcing identity and building inclusiveness in community. Language resurgence and revitalization must include gender, sexuality and sexual health that integrates Indigenous past, ongoing, and emerging knowledge and the understanding of beliefs, practices, ceremonies and traditions that represents 2SLGBTQQIA+ people.</p> <p>Dedicated 2SLGBTQQIA+ gender and sexually diverse language revitalization funding for First Nations/ Métis/Inuit names for the 2SLGBTQQIA+ spectrum of identities and orientations.</p> <p>Dedicated funding and positions to support 2SLGBTQQIA+ in obtaining and maintaining archival materials. Songs, dance, ceremony, education, media etc.</p>	<p>Increase access to ceremony and cultural activities for urban, rural, on-reserve & northern 2SLGBTQQIA+ relatives and communities.</p> <p>2SLGBTQQIA+ community members report positive experiences related to access to supportive services and increased community inclusion.</p> <p>Indigenous governing bodies receive funding based on their compliance with 2SLGBTQQIA+ policies and practice.</p> <p>To establish a National Indigenous Arts Centre that is lead and enriched by Métis, First Nations and Inuit, Urban and 2SLGBTQQIA+ Art Expressions which is showcased nationally and internationally.</p>	<p>2SLGBTQQIA+ ceremonial participation, cultural transmission and access to land-bases increases.</p> <p>2SLGBTQQIA+ community members report positive experiences related to access to supportive services and increased community inclusion.</p>



RIGHT TO CULTURE

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>Recognizing and reaffirming 2SLGBTQQIA+ youth are the foundation of our communities and future.</p> <p>Recognizing there is little, and sometimes no support for 2SLGBTQQIA+ students in schools on reserve.</p>	<p>Recognizing and reaffirming that 2SLGBTQQIA+ people have the right to practice culture and ceremony anywhere in the territory they live in or travel to, for the purpose of ceremony.</p> <p>Recognizing and reaffirming that 2SLGBTQQIA+ people have the right to participate and lead with autonomy, ceremonies that may or may not be gender specific.</p> <p>Indigenous governing bodies review current policies and procedures and revise the same in accordance with the rights of 2SLGBTQQIA+ community members.</p> <p>Guidance and support for Elders/Knowledge Keepers who are not versed in 2SLGBTQQIA+ terms, understandings, relationships and rights.</p> <p>Acknowledgement and inclusion of a 2SLGBTQQIA+ Band Council member/ Advocate.</p>		

RIGHT TO CULTURE

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
	<p>Acknowledgement, inclusion and representation of 2SLGBTQQIA+ people in cultural and sporting events, on and off reserve, including pageants, pow wows, gatherings and ceremonies. Encourage Grand Entry protocols to include 2SLGBTQQIA+ dancers, singers, drummers, and cultural representatives.</p> <p>2SLGBTQQIA+ community-based training and awareness campaigns for pow wow MCs, dance instructors, drum, shaker and instrument makers, regalia makers, hunters, fisheries, gaming, cultural practitioners, business, band council, recreational and housing departments.</p> <p>Design and create a National Indigenous Art Centre.</p> <p>Self-Determination of Indigenous students to fulfill ceremonial roles in support of gender and gender expression.</p> <p>Self-Determination of Indigenous students to access gendered sports and activities aligned with their gender and gender expression.</p>		



HEALTH & WELLNESS

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>Health Program and Services</p> <p>Health Policy</p> <p>Health services for disabled 2SLGBTQQIA+</p>	<p>Develop a 2SLGBTQQIA+ harassment free National Healing Strategy that promotes well-being that is tailored and in-line with gender and sexual expression and is nation-specific.</p> <p>Develop legislation at all levels of governments for 2SLGBTQQIA+ health services.</p> <p>Establish a 2SLGBTQQIA+ office at the Federal LGBTQ2 Secretariat.</p> <p>Develop a 2SLGBTQQIA+ Disability Affirming Health Strategy that ensures policy, programs and support services meet the wholistic needs of 2SLGBTQQIA+ living with disabilities.</p>	<p>Develop safe places for questioning 2SLGBTQQIA+.</p> <p>Develop 2SLGBTQQIA+ healing supports to address historical trauma and addictions.</p> <p>Develop health initiatives that lead to a positive cultural identity.</p> <p>Develop holistic support and prevention services for 2SLGBTQQIA+ people.</p> <p>Establish services and support for 2SLGBTQQIA+ 65+ for health care, mental health and ceremony.</p> <p>Develop decolonizing Indigenous gender and sexuality conceptions that includes 2SLGBTQQIA+ as part of Indigenous history and knowledge in the education sector and family/community healing institutions.</p> <p>Develop gender and sexuality health care systems with affirming care, support and space (policy and procedures, including birth and death rights for 2SLGBTQQIA+ people.</p>	<p>Establish a 2SLGBTQQIA+ position in every community to advocate and support sex workers who also identify as 2SLGBTQQIA+.</p> <p>Reassertion of historical 2SLGBTQQIA+ healing roles.</p> <p>Less violence and sexism in health services are reported by disabled 2SLGBTQQIA+ people.</p>

HEALTH & WELLNESS			
OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>Health services for youth</p> <p>Mental Health</p> <p>Health services for Elders</p> <p>Funding</p> <p>Health services for transgender</p>	<p>Develop health support resources 2SLGBTQQIA+ youth.</p> <p>Support the establishment of specialized mental health services for 2SLGBTQQIA+ people.</p> <p>Develop spouse/partner/ companion support programs that assist 2SLGBTQQIA+ ageing couples' unique health needs.</p> <p>Fund capital cost to develop 2SLGBTQQIA+ healing, addictions and mental health treatment centres throughout Canada.</p> <p>Fund 2SLGBTQQIA+ organizations to offer healing and wellness programs for Board and staff members in their efforts to prepare for front-line program design, development and delivery of healing and wellness programs for 2SLGBTQQIA+ community.</p> <p>Develop the needs of Trans/Two-Spirits for culturally specific assessment, treatment, and continued care that integrates Indigenous perspectives.</p>	<p>Health providers are positive support for 2SLGBTQQIA+ disabled people.</p> <p>Expanded services, increased use and improved outcomes.</p> <p>A network of services exists with an emphasis on addressing internalized homophobia, transphobia, suicide prevention supports and positive cultural, social, recreational interactions and self-acceptance.</p> <p>Fund the creation of 'traditional medicine chests and greenhouses' nationally, regionally, locally to support the ongoing healing needs of 2SLGBTQQIA+ populations through access and use of traditional medicines.</p>	<p>Increased positive health outcomes and pride in 2SLGBTQQIA+ youth.</p> <p>Less violence, less self-harm and increased pride, confidence and good mental health.</p>

RIGHT TO SAFETY & SECURITY

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>2SLGBTQQIA+ Violence Prevention Program</p>	<p>Include 2SLGBTQQIA+ history, education about 2SLGBTQQIA+ community needs, institutional liaison, cultural practices and supports in the Violence Prevention Program.</p> <p>Fund the development of 2SLGBTQQIA+ groups, including 2 Spirits in Motion, nationally, and regional and local bodies for expansion of direct delivery of 2SLGBTQQIA+ programs and services.</p> <p>Develop/implement Safe Spaces review of current service providers, including 2SLGBTQQIA+ sensitivity awareness and competency of service provision, with increased attention to competency training.</p> <p>Review existing service providers' practices and process in order to seek and receive funding for 2SLGBTQQIA+.</p>	<p>Training for band administration responsible for adoption records/death names/membership for 2SLGBTQQIA+ people.</p> <p>Address/repair internalized/systemic harms & multiple forms of violence (homo/transphobia).</p>	<p>Measurable reduction of violence against 2SLGBTQQIA+ community members.</p> <p>Improved levels of service in all areas.</p>

RIGHT TO SAFETY & SECURITY

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>Annual International 2SLGBTQQIA+ International Gatherings and Legacy Sites</p> <p>2SLGBTQQIA+ Representation in Decision-Making Bodies, Partnerships and Collaborations</p> <p>Housing, Community Facilities and Access to Land</p> <p>Education, Training, Employment and Economic Development</p>	<p>Dedicated multi-year funding for the Annual International 2SLGBTQQIA+ Gathering in Canada. nationally every 2 years and funding for regional gatherings (every year) and local gatherings (every year).</p> <p>Capital funding for the development of at least 10 - 2SLGBTQQIA+ Gathering legacy sites throughout Canada to reflect 2SLGBTQQIA+ facility needs/designs - "Places and spaces to call our own".</p> <p>Ensure equitable representation of 2SLGBTQQIA+ people at decision-making tables.</p> <p>Support annual national 2SLGBTQQIA+ summits to foster good relationships with QTPOC (Queer, Trans People of colour) and LGBTQQIA organizations.</p> <p>Physical/social protection of 2SLGBTQQIA+ locally owned and operated community safety initiatives.</p>	<p>Amendment of legislation and policies to ensure land access for healing, health, cultural renewal is established.</p> <p>A national strategy to address 2SLGBTQQIA+ homelessness with safe and affordable housing for all 2SLGBTQQIA+ as required and the establishment of a Guaranteed Annual Income.</p> <p>Provide specific financial services that lead to financial security and personal wealth. (Purchasing home, land).</p> <p>Capital funding for 2SLGBTQQIA+ organizations nationally, regionally, locally, on or off-reserve to purchase, renovate or add to facilities/buildings and appropriate maintenance funding in order to have our own secure spaces and places.</p>	



RIGHT TO SAFETY & SECURITY			
OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
	<p>Enact creative housing policies that ensure 2SLGBTQQIA+ have a safe and secure place to live based on meeting the needs of children, youth, adults, and seniors.</p> <p>Create an Education Strategy with direct funding for all levels of the education system to enhance positive outcomes for 2SLGBTQQIA+.</p> <p>Access to nation-specific employment and training programs that are tailored to meet 2SLGBTQQIA+ needs and lifestyles.</p> <p>Employ 2SLGBTQQIA+ support workers, training, work opportunities, leadership.</p> <p>Ensure education system materials are reviewed for transphobia and homophobia and provide supports for the restoration appropriate history.</p>	<p>Develop and implement strategies for economic development at various levels (personal-collective) that provide skills and training, apprenticeships, targeted employment recruitment and leadership training, opportunities for growth and targeted decision-making.</p>	

RIGHT TO SAFETY & SECURITY			
OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
	Access to social security services that take into consideration the effects that discrimination have on earning potential of 2SLGBTQQIA+. (CPP, Disability).		
Child Welfare	<p>Protect 2SLGBTQQIA+ children in the child-welfare system and encourage the recruitment of 2SLGBTQQIA+ to become foster and adoptive parents.</p> <p>Promote 2SLGBTQQIA+ training and safer placements for children in the foster care system.</p>		



RIGHT TO JUSTICE			
OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
Establish and undertake a National Inquiry that looks into the genocidal acts committed by Canada that were aimed at the 2SLGBTQQIA+ community.	Create a 2SLGBTQQIA+ Ombudsperson to oversee the response to the 32 2SLGBTQQIA+ Specific Calls for Justice regarding the arrests, charges, and those who have been subjected to force, and death of 2SLGBTQQIA+ people by Provincial, Federal police and municipal police forces.	Undertake a review and develop subsequent legislation that looks into removing past criminal convictions of 2SLGBTQQIA+ for crimes related to sexual orientation.	Establish a 2SLGBTQQIA+ seat on the Supreme Court of Canada and 2SLGBTQQIA+ seats on relevant Provincial judicial bodies.
Reformation of Justice system	Commit to upholding Indigenous transformative models and actualizing alternative justice models such as sentencing circles; trauma-informed culturally safe support in the prisons and probations that attend to the care and healing of trans folks through ceremony.	These would be created by each community/ nation to support Trans 2SLGBTQQIA+ folks to be accountable to the community in a community process and outside of the colonial justice system.	
Training within the Justice System	Promote the Canadian Human Rights Code to Indigenous governance organizations and community service organizations with a focus on 2SLGBTQQIA+ anti-discrimination, anti-racism, anti-homophobia and transphobia. Federal partners ensure that funding to Indigenous governance bodies is tied to their adoption and accountable implementation of protections and rights for 2SLGBTQQIA+ community members.	Design, deliver and evaluate relevant 2SLGBTQQIA+ training programs for all levels of the justice system. Mandatory positions/ training for 2SLGBTQQIA+ community policing and protection outside of RCMP/Provincial/existing law enforcement. Establish 2SLGBTQQIA+ positions in communities to address and hold accountable hate crimes specific to 2SLGBTQQIA+ outside of the existing policing systems.	

RIGHT TO JUSTICE

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
	<p>Access 2SLGBTQQIA+ awareness training needs for all levels of the justice system, including training for individuals responsible for Amber Alerts and missing person correspondence.</p> <p>Training includes 2SLGBTQQIA+ Identity Language and Related Supports in Policing; review police and corrections interface with gender diverse communities; remove transphobic and homophobic language in policing and death reporting.</p> <p>Immediately stop using names from original birth certificates and assumed gender by police when issuing a missing person report.</p> <p>Amber Alerts division to acknowledge and recognize 2SLGBTQQIA+ pronouns and visual descriptors.</p> <p>Ensure Courtwork, Probation, Corrections officers and Parole officers have attained competency in 2SLGBTQQIA+ community understanding and related requirements.</p>		



RIGHT TO JUSTICE

OVERARCHING THEMES/GAPS	IMMEDIATE (NEXT 2 YEARS)	SHORT TERM (3-5 YEARS)	LONG TERM (BEYOND 5 YEARS)
<p>Human Trafficking and Sex Trade Work</p> <p>Church Apologies</p> <p>Require an apology from the 7 Canadian churches/groups that ran Indian Residential and Days Schools for the erasure of the 2SLGBTQIA+ identity and further racism, homophobia, and transphobia promulgated in these schools and in First Nation, Inuit, and Métis communities.</p>	<p>Legalize sex trade and sex work. Create programs, services, health care roles, mental health support workers, sexual confirmation surgery support, ceremonial support and medicinal HIV+ /STD support and access for 2SLGBTQIA+ sex workers who wish to stay in the industry.</p> <p>Explore what legalizing sex-trade work would look like for 2SLGBTQIA+ populations and create supportive legislation, policies and exit planning programs for those wishing to leave the sex-trade.</p> <p>Establish support, services and safe plans for 2SLGBTQIA+ people/ children/youth/adults who are being trafficked.</p> <p>Establish 2SLGBTQIA+ positions in communities to advocate and support sex workers who also identify as 2SLGBTQIA+.</p>	<p>Establish 2SLGBTQIA+ liaison positions with existing police services throughout the country to help with ongoing liaison between 2SLGBTQIA+ and police as well as to support ongoing education, awareness and training of members of police services.</p> <p>Create affirming and supportive community policing specific for sex workers that would exist outside of existing enforcement systems and that would protect and advocate for sex workers, victims of hate, racial and gender and sexuality-based crimes.</p>	<p>Revise, deliver and evaluate 2SLGBTQIA+ training programs for all levels of the justice system.</p> <p>Create a national 2SLGBTQIA+ courtworker network to help 2SLGBTQIA+ people navigate the justice system.</p>