UNIVERSITY OF TORONTO

OFFICE OF THE GOVERNING COUNCIL

FOR INFORMATION **PUBLIC** **CLOSED SESSION**

TO:	Executive Committee
SPONSOR: **CONTACT INFO:**	Kelly Hannah-Moffatt, Vice-President, People Strategy, Equity & Culture vp.psec@utoronto.ca Trevor Young, Vice-President & Provost provost@utoronto.ca
PRESENTER: **CONTACT INFO:**	Trevor Young, Vice-President & Provost provost@utoronto.ca
DATE:	November 24, 2025, for December 1, 2025
AGENDA ITEM:	4

ITEM IDENTIFICATION:

Annual Report on Complaints of Discrimination and Discriminatory Harassment at the University of Toronto, July 1, 2024 to June 30, 2025

JURISDICTIONAL INFORMATION:

5.1 The Executive Committee is responsible for the preparation of the agenda for meetings of the Governing Council. As part of this responsibility, the Committee receives and reviews reports of other committees for transmittal to the Governing Council.

GOVERNANCE PATH:

1. **Executive Committee [for information] (December 1, 2025)**
2. Governing Council [for information] (December 11, 2025)

PREVIOUS ACTION TAKEN:

No previous action. This is the first Annual Report on Complaints of Discrimination and Discriminatory Harassment at the University of Toronto.

HIGHLIGHTS:

In May 2024, the Government of Ontario enacted Bill 166 – *Strengthening Accountability and Student Supports Act*, *2024,* which amended the *Ministry of Training, Colleges and Universities Act*. The Act requires all publicly assisted colleges and universities in Ontario to implement

policies addressing racism and hate, including anti-Indigenous racism, anti-Black racism, antisemitism, and Islamophobia.

In September 2024, the Minister's Anti-Racism/Anti-Hate Directive for Publicly Assisted Colleges and Universities was issued under section 20 of the *Ministry of Training, Colleges and Universities Act*. The Directive requires:

- Each institution to report annually to its board of governors on the implementation and effectiveness of its anti-racism and anti-hate policies.
- Reports must be publicly available and submitted to the Minister by January 31 each year, starting January 31, 2026.
- Reports must protect individual privacy and meet minimum requirements:
    - Number and type of complaints from students, staff, faculty, and librarians
    - General description of complaints (e.g., verbal, physical, property)
    - Number of complaints not proceeding to review
    - Associated Ontario *Human Rights Code* grounds
    - Sub-category (e.g., anti-Black racism, anti-Indigenous racism, antisemitism, Islamophobia)
    - Outcomes of incidents
    - Response and resolution timelines
    - Findings of investigations
    - Disciplinary measures and any law enforcement involvement

The University lacked a reporting process that captured complaints from all constituents and all respondent types (students, staff, faculty, librarians, community members, non-community members, and University processes/systems). To meet requirements, the Office of the Vice-President, People Strategy, Equity & Culture and the Office of the Vice-President & Provost formed a cross-portfolio team with senior staff from the following offices:

- Institutional Equity Office (IEO),
- Workplace Investigations (WPI),
- Office of the Vice-Provost, Faculty & Academic Life (VPFAL),
- Office of the Vice-Provost, Students (OVPS), and
- Office of University Counsel (OUC).

The team designed a process to collect data from all University offices that receive discrimination or harassment complaints, including Offices of Deans and Principals, Divisional EDI Offices, the IEO, VPFAL, OVPS, and WPI. This process used learnings from an interim complaints report prepared in early 2025.The project team additionally consulted units that prepare annual reports on discrimination or misconduct, including the Learner Experience Unit in the Temerty Faculty of Medicine, the Sexual Violence Prevention and Support Centre, and the Office of the Ombudsperson.

For this report, the cross-portfolio team created a single definition for consistent reporting, noting that some University policies and guidelines define "complaint," but definitions vary by community group (e.g., Guideline for Employees on Concerns and Complaints Regarding Prohibited Discrimination and Discriminatory Harassment (Discrimination Guideline) for employees, The Student's Companion to the *Code of Student Conduct* for students). The definition is as follows:

> Formally communicating specific allegations in order for the University to take action that could result in discipline or other action against a member of the University community, and filing the allegations through an existing policy process via the intake mechanism set up for that process.

The annual report identifies 250 complaints matching this definition that were received by University offices between July 1, 2024 and June 30, 2025. Process details about assessments and outcomes are from the same period. The outcomes of any complaints still in process will be noted in the next annual report. Complaints received prior to or after the reporting period and any related process details are not included. In submitting complaints data, offices shared only the details required by the Minister's Directive and excluded any identifying information. Data captured in the annual report is reported in aggregate.

Status of 250 complaints received:

- 158 resolved
- 65 in progress (either at assessment or outcome stage)
- 27 discontinued (e.g., parties left University or no jurisdiction)

Complaints could involve more than one type of incident description, and more than one of the Ontario *Human Rights Code* grounds. In addition to the additional or "subcategories" included in the Minister's Directive, the University added Anti-Asian racism and Ableism to its list of categories because of its commitment following the Anti-Asian Racism Working Group and the *Statement of Commitment Regarding Persons with Disabilities*. These additional categories may not map directly to an Ontario *Human Rights Code* ground, so complaints may include multiple grounds plus one or more, or no, categories.

Of the 214 assessed complaints, 73 investigations occurred; of these 73, allegations were substantiated in 33 cases so far, but 30 are still in progress.

At the end of the reporting period, 104 complaints led to restorative, disciplinary and/or corrective and/or remedial actions. Informal resolution or investigation could result in these actions.

Since this legislated requirement is new and this is the first year the University has collected discrimination complaints data from multiple offices, this first annual report is part of an iterative process with an aim to improve efficiency, accuracy, and consistency of complaints data.

The Review of the *Statement of Prohibited Discrimination and Discriminatory Harassment*, launched in early 2025, will result in a new policy on discrimination and discriminatory harassment. The policy will include reporting as an accountability measure and will align with Bill 166 and the Minister's Directive. As part of policy development, complaint pathways are being reconsidered, and consistent tracking and reporting will be prioritized. The recommendation to create an institutional system for tracking complaints will be explored.

FINANCIAL IMPLICATIONS:

There are no financial implications.

RECOMMENDATION:

For information.

DOCUMENTATION PROVIDED:

- Annual Report on Complaints of Prohibited Discrimination and Discriminatory Harassment at the University of Toronto, July 1, 2024 to June 30, 2025

Annual Report on Complaints of Discrimination and Discriminatory Harassment at the University of Toronto

Reported to the Governing Council, December 2025

Introduction

This report provides information about complaints received by the University of Toronto between July 1, 2024, and June 30, 2025, involving Members of the University Community (students, staff, faculty members, and librarians) about discrimination and/or discriminatory harassment. This report is produced by the Office of the Vice-President, People Strategy, Equity & Culture, and the Office of the Vice-President & Provost, and fulfils the provincial requirement of annual reporting by January 31 of each year.

Each of the University's campuses and divisions, along with institutional offices, compiled data about complaints of discrimination and harassment on grounds prohibited by the Ontario Human Rights Code to prepare this report. The University addresses these complaints under a set of policies that align with the *Ontario Human Rights Code*.

For this report, the following is the definition of complaint:

> Formally communicating specific allegations in order for the University to take action that could result in discipline or other action against a member of the University community, and filing the allegations through an existing policy process via the intake mechanism set up for that process.

This report provides an overview of information regarding formal complaints filed at the University. The complaints resolution infrastructure also addresses concerns that may lead to informal resolution, community care, and other interventions not captured within the above definition. A concern can become a complaint, at which time it would be included in this report.

The University receives concerns and complaints about discrimination and discriminatory harassment through multiple offices and routes them to the appropriate resolution and decision-making bodies within institutional and divisional offices, faculties and colleges, or divisional units, depending on the persons involved. Early-stage resolutions are not logged as formal complaints, so this report may underrepresent the University's overall responses to racism and discrimination.

Background

The information in this report was gathered from the following sources:

- Principals and Deans of Faculties, Campuses, and Colleges
- Institutional Equity Office
- Vice-Provost, Faculty & Academic Life
- Vice-Provost, Students (including Housing Services)
- Workplace Investigations Office (WPI)

Incidents of discrimination and discriminatory harassment based on sex and gender managed under the *Policy on Sexual Violence and Sexual Harassment* are included in the Annual Report of the Sexual Violence Prevention and Support Centre. However, sex and gender discrimination complaints may also be addressed under other policy processes reported here.

This report does not include identifying information and data are reported in the aggregate only. Efforts were made to avoid duplicate complaints in the reported data.

The grounds on which discrimination and harassment are prohibited by the *Ontario Human Rights Code* are used as categories in this report.

Offices contacted for the data collection were also asked to indicate if any of the reported incidents included the following categories from the *Strengthening Accountability and Student Supports Act*, 2024 and the Minister's Anti-Racism/Anti-Hate Directive for Publicly Assisted Colleges and Universities: antisemitism, Islamophobia, anti-Black racism, anti-Indigenous racism. We have also included additional categories that align with existing institutional commitments: Anti-Asian racism, and Ableism.

Each added category may correspond to multiple Ontario *Human Rights Code* grounds, and complaints can identify several grounds together with one or more categories. For example, antisemitism may correlate with a number or combination of grounds like creed, race, place of origin, and ethnic origin.

Summary

Complaints of discrimination and harassment at the University of Toronto are primarily governed by the *Statement on Prohibited Discrimination and Discriminatory Harassment*, although other policies may apply. Related guidelines outline steps in the complaints processes.

Complaints Intake

Over the July 1, 2024 to June 30, 2025 reporting period, the University received 250 complaints regarding discrimination and harassment based on the definition set out above.

The breakdown of the details of these complaints is as follows:

Table 1 – Number of complaints by complainant and respondent role

	Respondents		
Complainants	Student	Staff	Faculty member
Student	33	31	43
Staff	<5	37	12
Faculty Member	<5	5	26

Fewer than 5 not reported to protect privacy of participants. Other roles, such as librarians, post-docs, and alumni, were involved in fewer than 5 complaints each. There were also complaints against University processes. Together these complaints account for the remainder.

Table 2 – Number of complaints by description of type

Description	Number of complaints
Verbal comment or exchange*	156
Social media*	100
Written comment or exchange (i.e., via email or another document)	43
Classroom interaction	37
Academic decision (i.e., grades, PTR, tenure and promotion)	26
Management / HR decision (i.e., hiring, shift/task assignment, discipline)	28
Physical** (i.e., unwanted physical contact, assault)	24
Accommodation	17
Property (i.e., vandalism)	12

N=250 complaints. The numbers do not add up to 250 because one complaint can have more than one category.

*For the data collected from July 1 to December 31, 2024, "Verbal comment or exchange" and "social media" were analyzed as a single category, "Verbal/Social Media"; complaints in this combined category were recorded under both "verbal comment or exchange" and "social media" for reporting purposes.

**Excluding incidents of discrimination or discriminatory harassment based on sex and gender managed under the *Policy on Sexual Violence and Sexual Harassment*, which are reported in the Annual Report of the Sexual Violence Prevention and Support Centre.

Table 3 – Number of complaints that include each *Ontario Human Rights Code* grounds

Ground	Number of complaints
Race*	110
Ethnic origin*	66
Gender Identity	42
Creed*	39
Disability	38
Gender Expression	31
Place of origin*	27
Sexual orientation	10
Sex/Pregnancy	10
Family status	10
Age	8
Colour	6
Citizenship	3
Ancestry	3
Marital status	1

N=250 complaints. The numbers do not add up to 250 because one complaint can have more than one category.

*Complaints that include one of more of these grounds may also be categorized as antisemitism, Islamophobia, or other anti-hate/anti-racism categories detailed on the next slide.

Table 4 – Number of complaints that include Anti-Hate/Anti-Racism categories

Bill 166 Categories	Number of complaints
Antisemitism	37
Anti-Black Racism	33
Islamophobia	24
Anti-Indigenous Racism	11

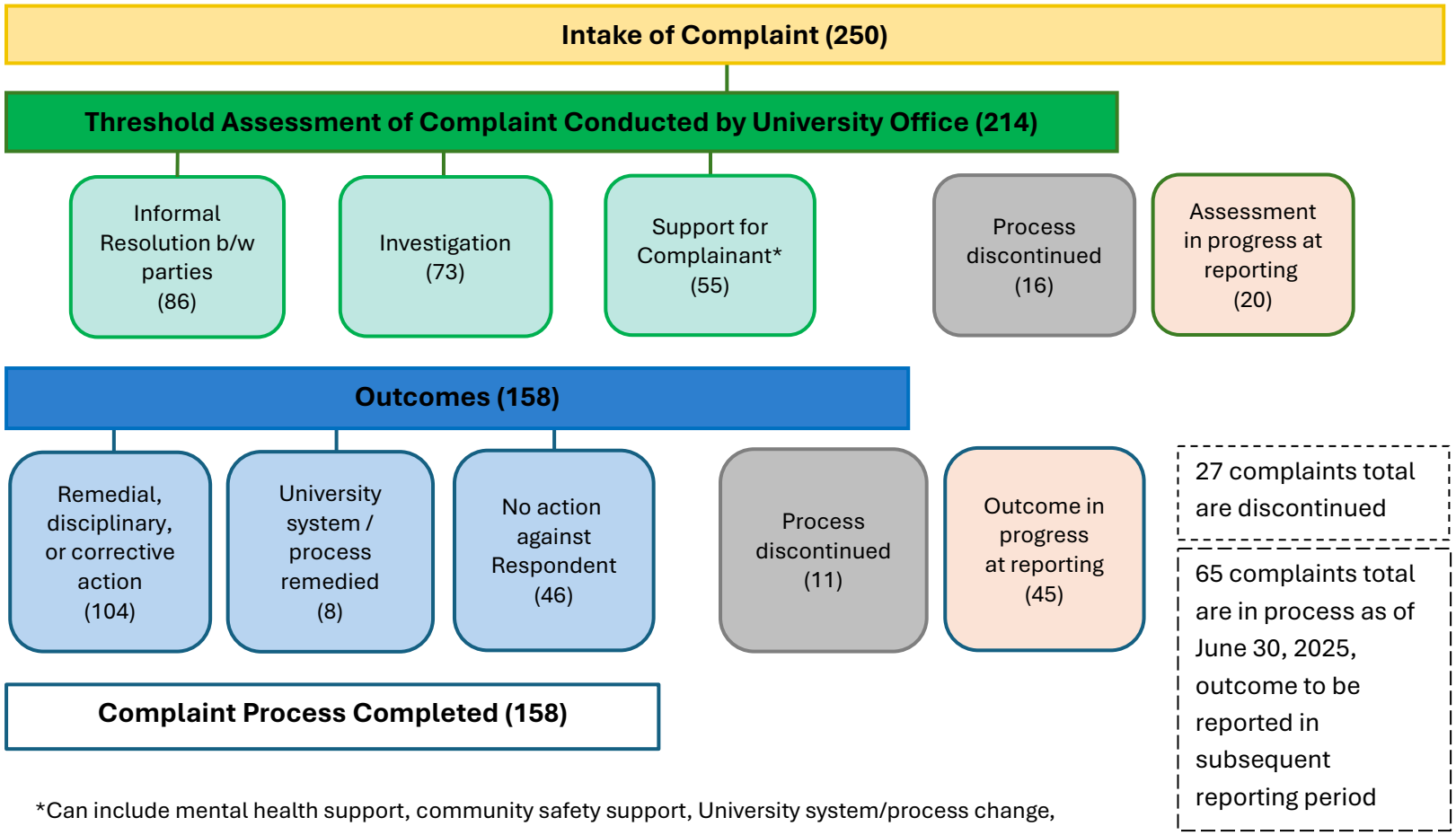
Note: The numbers do not add up to 250 because complaints can include the Human Rights Code ground(s) and no Anti-Hate/Anti-Racism categories.

In addition to the Bill 166 categories, the University has made institutional commitments to other categories: Ableism, 23 complaints; and Anti-Asian racism, 17 complaints.

Complaints Processing – Overview

Following intake, the University assesses the complaint to determine the next step. These steps include informal resolution between the complainant and respondent; investigation; or, in cases where there are no grounds for remedial action against the respondent, the complainant will be offered support. In some cases, the process is discontinued due to lack of jurisdiction, voluntary withdrawal by the complainant, or departure of the respondent or complainant from the University. The complaints that are not still in progress or discontinued move on to the outcome stage.

Figure 1 – Number of complaints by process stage



*Can include mental health support, community safety support, University system/process change, other resources.

Complaints Assessment

The following tables show the actions following assessment that are captured in this report (Table 5), and details of investigations (Table 6).

Note: 16 of the 250 complaints involved law enforcement (Campus Safety and/or police) during the complaints process. This involvement may have been at any point between intake and resolution.

Table 5 – Actions following assessment of complaint

Action following assessment of complaint	Count
Informal resolution process between complainant and respondent – addressed the complaint without an investigation.	86
Investigation – investigated in accordance with the relevant policy or guidelines.	73
Discussion or support for the complainant – resolved, no grounds for remedial action against the respondent.	55
Subtotal – assessment completed	**214**
In progress – assessment in progress at time of reporting.	20
Process discontinued – due to lack of jurisdiction, voluntary withdrawal by the complainant, or departure of the respondent or complainant from the University.	16
Total	**250**

Table 6 – Status of complaints, if investigated

Status if investigated	Count
Some or all allegations substantiated	33
In progress	30
No allegations substantiated	8
Process discontinued (i.e. the respondent is on medical leave, or left the University)	2
Total	**73**

Investigations initiated in this reporting period that remain in progress will be updated in subsequent reports.

Complaints Outcomes

Of the 214 complaints that progressed to the outcomes stage during the reporting period, **104 resulted in restorative, or disciplinary and/or corrective and/or remedial action for the respondent** by the University. The type of action taken depended on the respondent's role at the University, the applicable policies and procedures, the nature of the complaint, and the findings of any investigation.

Table 7 – Outcomes: Details

Outcomes	Count
Termination/Expulsion	14
Disciplinary and/or corrective and/or remedial actions* (excluding termination or expulsion)	18
Restorative action involving both complainant and respondent	72
System-level outcome: University system/process remedied	8
No disciplinary/corrective/remedial action taken against respondent (i.e. support for complainant only and/or no policy breach)	46
Process discontinued	11
Outcome in progress at time of reporting	45
Totals	**214**

*Disciplinary and/or corrective and/or remedial actions may include:

- Employees: oral or written warning, disciplinary suspension, restriction of duties and/or responsibilities (including demotion for some employee groups), restricted access to property/facilities and/or specific people, relocation of the workplace, denial of access to property/facilities and/or specific people, excluding termination of employment.

- Students: formal reprimand, mandated training or assignment, order for restitution, restitution, fine or bond for good behaviour, public service work, denial of access to services, activities, or facilities, suspension, excluding expulsion.

Of the 46 cases in which the complaint was closed and no restorative, or disciplinary, corrective, or remedial action was taken against the respondent, the University, in many cases, extended support to the complainant. The University may not be able to take disciplinary, corrective, or remedial action for many reasons, including:

- the University had no jurisdiction for action;
- the nature of the complaint did not meet the threshold of discrimination under our policies due to insufficient evidence, and/or there was no finding of wrongdoing; and/or,
- the respondent was not an individual (for example, complaints against a department or University practice/decision).

A complaint process can be discontinued at any stage, and for the 11 complaints where the processes were discontinued at the outcome stage, reasons include:

- the complainant or respondent left the University;
- the complainant did not continue with the complaints process and/or did not provide consent for the University to proceed further; and/or
- the respondent was not identified, and/or the complaint did not implicate a University process or policy.

Over the reporting period, the University **completed the process for 158 complaints** regarding discrimination and harassment as defined above.

Complaint Timelines

This Annual Report is required to report the number of days for complaints to reach an outcome and to provide a rationale for any complaints that take longer than 12 months to resolve.

Table 8 – Number of calendar days from complaint received to outcome communicated to complainant

	Number of calendar days per complaint (n=137)
Range	0 to 289
Mean	55
Median	31

For this report, time is calculated from the date of intake into the office managing the complaint to the date the outcome is communicated to complainant. The data presented above is from complaints received within the reporting period of July 1, 2024 to June 30, 2025 and for outcomes of those complaints communicated within the same period. The total number of complaints that included a date that the outcome was communicated to the complainant was 137. For the remaining complaints that had outcomes during the reporting period, the outcome was communicated to the complainant after June 30, the complainant or respondent may be on leave, or the case is in abeyance.

Timelines for the remaining complaints will be updated in a subsequent annual report.

Conclusion

This Annual Report shows how the University, across our three campuses, is being transparent, collecting data, and sharing information about discrimination and harassment complaints. We are grateful to the academic administrators, staff members, faculty members, and librarians who participated.

The report offers the U of T community a clearer understanding of the incidence of complaints and the impact of discrimination and harassment on our campuses, as well as how the University is addressing such incidents and experiences.

In preparing this report, reference was made to the work of many past and ongoing U of T working groups and task forces, including: the Antisemitism Working Group, the Anti-Asian Working Group, the Anti-Black Racism Task Force, Muslim, Arab, and Palestinian Discrimination Working Group, and the Truth and Reconciliation Report – Answering the Call: Wecheehetowin. As well, this report builds on the interim reporting on complaints of discrimination and harassment that was provided to Governing Council in May 2025.

The Review of the *Statement of Prohibited Discrimination and Discriminatory Harassment* was completed recently, led by Professor Brenda Cossman (Faculty of Law) and Caroline Rabbat (formerly of the Faculty of Arts & Science). Implementing the recommendations from the Review will necessitate amendments to the policy framework and to the processes used for addressing future complaints. The *Code of Student Conduct* is also in the process of a policy review and consultation, led by Professor Cheryl Regehr. In the meantime, the community is advised to continue to refer to University's web resource on Complaints & Concerns about Discrimination & Harassment.

University leaders are committed to these efforts to ensure that our policies and processes continue to address discrimination and harassment on our campuses, while reflecting our institutional values of diversity, equity, and inclusion. We invite you to join us in continuing these efforts to make U of T a place of belonging and excellence for all.

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