Executive Committee

Professor Trevor Young, Acting Vice-President & Provost
Phone (416) 978-2122 / Email provost@utoronto.ca

Professor Sandy Welsh, Vice-Provost, Students
Phone (416) 978-3870 / Email vp.students@utoronto.ca

November 30, 2021 for December 7, 2021

Review of the University-Mandated Leave of Absence Policy

Section 5.1.4 of its Terms of Reference, the following matters fall under the purview of the University Affairs Board:

The Board is responsible for policy concerning multi-campus services campus and student services on the St. George campus and University-wide policies that apply to the St. George, UTM and UTSC campuses. It is also responsible for overseeing their operation.

Section 79 of the University-Mandated Leave of Absence Policy, provides that:

The Provost undertakes to review the Policy in the third academic year of its operation, and to report to the Governing Council about that review. Subsequent reviews shall be as requested by the Governing Council or as suggested by the Provost.

GOVERNANCE PATH:

For Information and Discussion:

1. UTSC Campus Council [For Information] (November 15, 2021)
2. UTM Campus Council [For Information] (November 16, 2021)
3. Academic Board [For Information] (November 17, 2021)
5. Executive Committee [For Information] (December 7, 2021)
PREVIOUS ACTION TAKEN:

The Policy was approved on June 27, 2018. Annual reports on the Policy have been brought to the University Affairs Board (UAB) for Information on November 13, 2019 and November 24, 2020. The 2021 annual report is scheduled to be presented to UAB in Cycle 2.

HIGHLIGHTS:

Summary

The University-Mandated Leave of Absence Policy (the “Policy”) was approved by Governing Council in June of 2018 and is intended to provide a compassionate and non-punitive option for students who are exhibiting serious and concerning behaviour that threatens their own or others’ health and safety, or results in negative and material impacts on the ability of the student to engage in the essential elements of the educational activity.

The Policy was developed in response to concerns raised by the University Ombudsperson about the University’s ability to address student behaviours during periods of extreme distress caused by serious health or mental health issues. The intention of the Policy is to ensure the safety of all members of the University community and to support students who may benefit from time away from their studies to engage with supports or other assistance. The Policy is intended to be applied in rare circumstances, detailed in two carefully circumscribed “scenarios,” and only after accommodative measures have been unsuccessful, or the student has declined those measures.

A Student Case Manager is appointed by the University to liaise with the student throughout the process and to ensure that appropriate accommodations are being offered. The Vice-Provost, Students also establishes a Student Support Team (SST) which brings together multi-disciplinary expertise to assist in a nuanced and comprehensive analysis of the student’s needs. Membership of the SST may include, student service representatives, registrarial personnel, medical professionals, academic administrators, equity officers, campus safety personnel, and others.

The terms and conditions identified in the Policy require a tailored approach and considerations for each student. To this end, the University has arranged for such measures as tuition refunds, on-going access to health and wellness services, continuation of health and dental benefits through respective student societies, and accommodations to maintain academic progress for students going through this process.

During the 2018-19 and 2019-20 academic years, the Policy was invoked nine times. A report on the Policy and its application is presented annually to the University Affairs Board (2018-19, 2019-20). The 2020-21 annual report will be presented to UAB in Cycle 2.
The University Ombudsperson has reviewed the factual specifics of each case in which a student has taken a leave through the Policy and has not identified any concerns with the relevant criteria not being satisfied.

We know, however, that some students and other community members continue to have questions about the Policy’s scope and application. For example, the Report of the Presidential and Provostial Task Force on Student Mental Health noted that the Policy is sometimes viewed as a potential barrier to students seeking mental health services. The Task Force recommended the University address this potential issue through a comprehensive educational strategy to ensure the supportive and compassionate intent of the Policy is made more apparent and that students understand they will not be put on leave for simply seeking medical care (Recommendation 18).

The University understands the significance of requiring a student to take a leave of this nature and the need to ensure that such actions are taken appropriately and with the utmost level of care and consideration. In recognition of the need for transparency and accountability with regard to the application of the Policy, Section 79 of the Policy states that “[t]he Provost undertakes to review the Policy in the third academic year of its operation, and to report to the Governing Council about that review.” The Provost initiated this review in February 2021, and asked Professor Donald Ainslie, Department of Philosophy, Faculty of Arts & Science, to lead it with the support of Varsha Patel, Assistant Dean of Student Success and Career Support, University of Toronto Scarborough. At the request of the representative student societies, the University extended the timeline for the review into the fall of 2021.

The focus of this review includes:

- Analysis of the intended purpose of the Policy and the extent to which the Policy and its application to-date align with that purpose.
- Review of the definition of terms for clarity and consistency.
- Assessment of the steps outlined for invoking the Policy for clarity, consistency, and the extent to which they align with the compassionate intent of the Policy.
- Consideration of the extent to which the Policy is understood by students, staff, and faculty across the University.
- Consideration of any unintended outcomes of the Policy.
- Evaluation of the annual reporting and periodic review requirements.

Consultations and Research

Over the course of the review process, the Reviewers engaged in a robust consultation process designed to gather input from students, staff, and faculty across the three campuses. The Reviewers hosted four virtual town halls that were open to all members of the University community. They also met directly with UTSU, UTGSU, APUS, UTMSU, and SCSU, in addition to several other student organizations. Over the course of summer 2021, the Innovation Hub hosted five student consultation sessions. Previous data related to the Policy collected by the Innovation Hub through consultations that took place as part of the Presidential and Provostial Task Force on Student Mental Health were also reviewed.
The Reviewers met with staff and faculty across all three campuses, including counselors, physicians, crisis response staff, equity officers, Deans of Students, Registrars, Academic Deans, Principals, and other senior administrators. They also consulted with the University Ombudsperson.

In addition to in-person consultations, an online consultation site has been available to all University of Toronto community since the launch of the review. The site will remain open until November 30, 2021.

The Reviewers reviewed some of the research and related materials related to university and college leaves of absence and mental health. They also attended workshops on this issue sponsored by Active Minds, a US non-profit organization “supporting mental health awareness and education for young adults.”

Key Themes from Consultation and Research

Throughout the consultations, the Reviewers were impressed with the care and concern students brought to the discussion and appreciated their many constructive suggestions. The feedback included specific recommendations for changes to the Policy, as well as suggestions for how to better communicate the purpose of the Policy and the circumstances under which it is invoked.

The following key themes emerged from the consultations with students:

- Some wanted the Policy to be rescinded but did not accept a return to the status quo ante (use of Code of Student Conduct).
- Some accepted the need for the Policy in cases where there are possible harms to others.
- Many expressed concern that the inclusion of cases of possible self-harm in Scenario 1 of the Policy is too broad and may deter some students from reaching out to University resources for support out of a concern that they may be placed on a mandated leave.
- Many were unsure about the circumstances in which Scenario 2 of the Policy would apply.
- Many asked for greater clarity about the possibility of voluntary leaves within the Policy, as well as greater access to voluntary leaves at the divisional level – outside the Policy. More generally, students requested greater transparency on how the university addresses illness, injury, and other health-related concerns that impact academic performance.

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• Some worried that the University fails to fully respect the autonomy of those students to whom the Policy is applied, especially with respect to the choice of a Case Manager, the construction of the Support Team, and the timelines for students to request to return to their studies.
• Some asked about the potential impact of mandated leaves on international students.
• Many wanted to know more about the potential financial impact of leaves (tuition reimbursement, residence fee reimbursement, scholarships, and fellowships).
• Some asked for on-going periodic review of the Policy.
• Many noted that the Policy is difficult to interpret and requested a companion guide to it; several pointed out that such a guide had been promised when the Policy was first passed.
• Many emphasized that additional mental health resources are required across the three campuses to ensure that the Policy is truly only used as a last resort.
• Some asked whether marginalized students were disproportionately being asked or required to take leaves under the Policy.

The following key themes emerged from the consultations with staff and faculty:
• Most expressed appreciation that the Policy exists to support students in severe crisis and provide a non-punitive option to address behaviour that would otherwise fall under the Code of Student Conduct.
• Many appreciated the care and concern shown to students when the Policy is used.
• Many were unsure about the circumstances in which Scenario 2 of the Policy would apply.
• Some suggested that some timelines within the Policy require clarification.
• Some asked for greater clarity on the role of Equity Officers on a Student Support Team (SST).
• Some were previously unfamiliar with the details of the Policy and requested a Companion Guide to help them understand when and how it should be used.

Preliminary Recommendations

The Reviewers are sharing for information the following preliminary recommendations for feedback and discussion:

• Maintain a version of the Policy, with some revisions.
• Rename the Policy to more accurately reflect its purpose and the options contained within the Policy.
• Restrict mandated leaves only to those cases where a student is posing a harm to others or actively interfering with the educational experience of fellow students, and all other options for reasonable accommodations have been exhausted.
• Clarify that mere discomfort about a student’s behavior resulting from mental illness does not qualify as a psychological harm under the Policy.
• Track and report on additional data related to the Policy, including demographic data, divisional referrals for consideration under the Policy, and timelines for those on leave.
• Conduct a further review of the Policy after three years. This review should consider whether there is a need for on-going periodic review of the Policy moving forward.
• Publish a companion guide to the Policy by Fall 2022.
• Establish divisional voluntary leave policies (where they do not already exist), with support available from the Office of the Vice-Provost, Students as needed.
• Provide additional student supports in situations where a divisional voluntary leave has been unsuccessful and/or a student may benefit from a higher level of institutionally coordinated resources, but does not meet the threshold for the Policy. Establish guidelines about when such additional supports would be available.

FINANCIAL AND/OR PLANNING IMPLICATIONS:

There are no financial implications.

RECOMMENDATION:

For Information.
November 8, 2021

Brian D. Lawson
Chair of the Governing Council
The Office of the Governing Council
University of Toronto
governing.council@utoronto.ca

Trevor Young
Acting Vice-President & Provost
Office of the Vice-President & Provost
University of Toronto
ltrevor.young@utoronto.ca

Dear Mr. Lawson and Mr. Young:

Re: University Mandated Leave of Absence Policy review

I hope this letter finds you well. I am writing about the current review of the University of Toronto’s University Mandated Leave of Absence Policy (UMLAP).

As you may be aware, the Ontario Human Rights Commission (OHRC) raised concerns with the UMLAP several times before it was approved by the Governing Council, both in writing and in meetings with University of Toronto staff.

The OHRC expressed concerns that the treatment of students contemplated in the UMLAP may result in discrimination based on mental health disability contrary to the Human Rights Code (Code). These concerns included the UMLAP falling short of meeting the duty to accommodate under the Code, not being consistent with the OHRC’s Policy on ableism and discrimination based on disability, and the UMLAP appearing to allow the university to immediately put the student on leave and withdraw essential services (housing, health and counselling services) at a time when the student is in crisis and most in need of support.

While later versions of the policy addressed some of the OHRC’s early concerns, the OHRC continued to have concerns with the final version. Following its release on May 17, 2018, former chief commissioner Renu Mandhane sent an email to former provost Cheryl Regehr, outlining the OHRC’s continuing concerns with the UMLAP. These included that the threshold relating to risk of harm to the student, others or the
educational experience, does not require objective evidence of risk, or measures to accommodate and reduce the risk before assessing whether the threshold is met. The OHRC also expressed concern the UMLAP continues to allow the university to withdraw essential services (housing, health and counselling services) from students who pose a serious risk of harm to themselves, without considering the student’s circumstances or the university’s duty to accommodate under the Code before the leave is initiated. These concerns were not addressed in the final version of the UMLAP that was approved by the Governing Council on June 27, 2018.

On September 27, 2021, Professor Donald Ainslie commented on the OHRC’s concerns, stating “there was a period where the Ontario Human Rights Commission had concerns about the policy, but those concerns were addressed in the revised policy that was eventually passed in 2018.” This statement is not accurate, as the OHRC continued to have concerns with the revised version of the UMLAP, which was ultimately approved.

The OHRC understands that a review of the UMLAP is currently underway, in accordance with paragraph 79 of the UMLAP: “The Provost undertakes to review the policy in the third academic year of its operation, and to report to the Governing Council about that review.” The OHRC has been following the progress of this review. We understand it is being conducted internally, led by Professor Donald Ainslie, Chair of the Department of Philosophy and Varsha Patel, Assistant Dean of Student Success and Career Support at the University of Toronto Scarborough, and has included several town hall sessions with students. The OHRC has reviewed the Presidential & Provostial Task Force on Student Mental Health final report and recommendations, which contained a recommendation to “Improve understanding of and ensure robust review of the University-Mandated Leave of Absence Policy.” We also reviewed the Administrative Response to this report which stated:

We will work to improve understanding of the University-Mandated Leave of Absence Policy, and we will ensure that the Policy is reviewed robustly through the means provided in its section on Annual Reporting and Periodic Review. Our efforts will emphasize the compassionate intent of the Policy, clarify its scope and processes, and address common misconceptions about its implementation, while reiterating the University’s strict adherence to legislation on privacy and the protection of personal health information.

The OHRC is pleased that the university states it intends to robustly review the UMLAP. However, the current review lacks several key components to ensure it is both robust and does not breach the rights of students. The focus of the review also appears to be on students misunderstanding the UMLAP and a consequent need for better communication to students, instead of on whether the UMLAP complies with the university’s obligations under the Code.

The OHRC remains concerned that the UMLAP does not require objective evidence of risk, or the involvement of medical professionals when assessing whether the risk of
harm threshold is met. Also, in "urgent situations" it allows the university to withdraw services from a student who is in crisis and most in need of support and temporarily dispense with procedural safeguards, including providing accommodations to the student. That is why it is essential that the university conduct a proper review of the UMLAP to address the human rights concerns that the OHRC and others have raised. A proper review should consider the policy as written and its implementation and impact on students, and should include the following elements:

**External review**
The UMLAP and its implementation should be reviewed by a person with expertise in mental health and human rights. The external review should include a review of the circumstances in every case where the UMLAP was considered and/or applied, including an objective assessment of whether:

- The threshold was met and appropriate procedures were followed
- Accommodation was available to the student before and after the policy was invoked
- Services such as housing and access to campus health were maintained
- The university involved the police and if so, whether it was appropriate to do so in the circumstances.

The external review should also look at the process and conditions for re-entry.

The OHRC notes the importance of independent review in evaluating human rights compliance. For example, the OHRC’s *Policy on accessible education for students with disabilities* notes: “To bring about real organizational change, the education institution will also need to engage in regular, independent monitoring and evaluation."

For conducting reviews of policies the OHRC states:

An internal review committee can be appointed for the purposes of conducting ongoing evaluation. However, the use of independent consultants or outside expertise can be particularly helpful in conducting this type of review and reporting back to senior management.

A review, evaluation and revision of an organization or institution’s vision statement and policy should occur on a periodic basis, with input from those affected by it. It is also prudent to conduct a review of situations in which complaints have been raised under the policy, how they were handled and where improvements can be made (See the OHRC’s *Policy and guidelines on racism and racial discrimination*).

Also, settlements and orders by the Human Rights Tribunal of Ontario in cases that raise systemic or public-interest concerns often require the involvement of an external expert to ensure *Code* compliance.
Given the concerns raised with the UMLAP by the OHRC and students, it is critical that the process include review by an independent external expert, and that the review consider the actual impact on students’ human rights, not just their perception of the policy.

**Intersectional issues**
The review should also include an assessment of the UMLAP’s impact on students who identify with intersecting protected grounds under the *Code*. It should examine the demographics of students who were subjected to the UMLAP if that can be ascertained, and consider whether students with intersecting *Code* grounds experienced any additional adverse impacts from applying the UMLAP. For example, racialized or international students with a mental health disability may experience additional stigma within their communities and/or consequences to their immigration study permits, and may be uniquely affected if the university involves the police.

**Accessibility Services**
A significant concern is whether students have meaningful access to accommodation to the point of undue hardship before and while they are subjected to the UMLAP. The review should examine the relationship between the UMLAP and Accessibility Services, as well as other supports available to students such as mental health services offered through Health and Wellness. The review should evaluate whether, based on the current availability levels of these services, students have meaningful access to accommodation to the point of undue hardship before the UMLAP is invoked. The review should look at potential barriers to accessing accommodation such as onerous documentation requirements, privacy issues and delays in meeting with accessibility advisors, and ensure compliance with the requirements set out in *With learning in mind*, the OHRC’s *inquiry report on systemic barriers to academic accommodation for post-secondary students with mental health disabilities*.

**Student involvement**
Students, and student organizations, must have an adequate opportunity to be involved in the review process. To facilitate a transparent consultation process with students, the university should provide the information they need to be able to provide meaningful input, and make any reports by reviewers publicly available, with identifying information redacted. Student organizations should be informed of the timing of the steps in the process, and be given an opportunity to address the University Affairs Board and the Governing Council when it is considering the review of the UMLAP.

The OHRC acknowledges that the university’s review of the UMLAP is currently underway and that additions to the review process may take more time. We urge the university to take the time to make sure it conducts a proper review, which includes the components in this letter, to identify and address human rights concerns that may arise from the UMLAP and its implementation. The OHRC asks that it be informed of the
status of the review, including when it will be before the University Affairs Board and the Governing Council.

I look forward to receiving a response to this letter. Please contact me directly if you wish to discuss this further. Consistent with our mandate to report on the state of human rights in the province, and in the interest of transparency and accountability, the OHRC will make this letter public.

Sincerely,

Patricia DeGuire
Chief Commissioner

cc:  Meric S. Gertler, President, University of Toronto
     Timothy Harlick, Secretary, University Affairs Board
     Hon. Doug Downey, Attorney General
     OHRC Commissioners
November 16, 2021

Chief Commissioner Patricia DeGuire
Ontario Human Rights Commission
180 Dundas Street West, 9th Floor
Toronto, ON M7A 2G5

Dear Chief Commissioner DeGuire,

Re: University-Mandated Leave of Absence Policy review

I am writing on behalf of the University administration with respect to your letter of November 8, 2021, regarding the University’s current review of the University-Mandated Leave of Absence Policy (the Policy).

The University appreciated the feedback provided by the OHRC during the original drafting and approval of the Policy. As part of that process, the University engaged in a robust consultation process and took into consideration comments received from various sources, including students, staff, faculty, experts in postsecondary student mental health, and the OHRC. The University also obtained external expert legal review of the draft Policy and our human rights obligations under the Ontario Human Rights Code. We believe that the current Policy is fully compliant with the Ontario Human Rights Code and addresses the concerns raised by the OHRC in January and May 2018.

Prior to its formal approval by University governance, revisions were made to the Policy to address concerns raised by the OHRC and to reinforce the principle that the application of the Policy remains subject to the duty to accommodate to the point of undue hardship. Accommodation is considered and available throughout the process, including when students are ready to return to their studies.

The University has a duty to protect the health and safety of all members of our community. The Policy is intended to provide compassionate and non-punitive options for students who are exhibiting serious and concerning behaviour that threatens their own or others’ safety, or results in negative and material impacts on the learning environment of others.
Although the *Policy* is deployed rarely\(^1\), it provides important protections for students – including facilitating the provision of services and supports to enhance opportunities for affected students to be successful in their university education. When the *Policy* is invoked, students’ access to essential supports is not restricted. Rather, the student is assigned a Case Manager and a Student Support Team is established to ensure that the student is fully supported in accessing services and supports, both internal and external to the University, that are appropriate to their individual circumstances. To this end, the University has arranged for tuition refunds, ongoing access to health and wellness services, continuation of health and dental benefits through respective student societies, temporary and long-term housing, and arrangements to maintain academic progress to support students going through this leave process. All Student Support Teams have included a licensed Psychiatrist with expertise in postsecondary student mental health. The University Ombudsperson has reviewed the handling of the cases where the *Policy* has been deployed and has confirmed that they have been handled fairly, with strict adherence to the *Policy*, as well as with compassion\(^2\).

Outside of the *Policy*, several academic divisions across the University have established voluntary leave policies for international students, providing them an opportunity to take a temporary leave from their studies without compromising their student visas.

The University is committed to the principles of equity and inclusion as foundational values which underpin all of our policies and practices. We recognize the need to ensure that students who identify with multiple intersecting protected grounds under the Ontario Human Rights Code are not adversely impacted by the application of the *Policy*. Due to the small number of students who have been placed on a leave under the *Policy*, we have been unable to release demographic information without the risk of identification. However, as the *Policy* enters its fourth year of existence, we anticipate that we will be able to provide aggregate demographic data moving forward. Since accommodations and consideration under the *Policy* are all approached on an individual basis reflecting the circumstances of the student, intersectional issues can be identified and addressed on a case-by-case basis.

The University is aware that some students and community members continue to have questions and concerns about the scope and application of the *Policy*. As you have noted in your letter, in February 2021, the University launched a review in accordance with paragraph 79 of the *Policy*, which states that “The Provost undertakes to review the policy in the third academic year of its operation, and to report to the Governing Council about that review.” The Reviewers were

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Total student enrolment for the University of Toronto for Fall. 2020-2021 was 95,055.

\(^1\) *University of Toronto Office of the Ombudsperson 2019-2020 Annual Report*

\(^2\) *University of Toronto Office of the Ombudsperson 2019-2020 Annual Report*
carefully selected for their demonstrated commitment to student engagement, support, and inclusion; their deep knowledge of the complex structure of the University of Toronto; and their current positions which are external to the development or implementation of the Policy.

The scope of the review, as outlined on the online consultation website3, includes:

- Analysis of the intended purpose of the Policy and the extent to which the Policy and its application to date align with that purpose.
- Review of the definition of terms for clarity and consistency.
- Assessment of the steps outlined for invoking the Policy for clarity, consistency, and the extent to which they align with the compassionate intent of the Policy.
- Consideration of the extent to which the Policy is understood by students, staff, and faculty across the University.
- Consideration of any unintended outcomes of the Policy.
- Evaluation of the annual reporting and periodic review requirements.

The Reviewers are engaging in a robust consultation process designed to gather input from students, staff, and faculty across the three campuses. To date, the consultation process has included:

- Four virtual town halls that were open to all members of the University community.
- Individual meetings with the five student unions that represent all students at U of T, in addition to several other student organizations.
- Five student-led consultation sessions hosted by the Student Life Innovation Hub.
- Review of data related to the Policy previously collected by the Student Life Innovation Hub through consultations that took place as part of the 2019 Presidential and Provostial Task Force on Student Mental Health.
- Meetings with staff and faculty across all three campuses, including counselors, physicians, crisis response staff, equity officers, Deans of Students, Registrars, Academic Deans, Principals, mental health experts, and other senior administrators.
- Consultation with the University Ombudsperson.
- An online consultation form, which has been available through the consultation website to all members of the University of Toronto community since the launch of the review, and will remain open until November 30, 2021.

The Reviewers considered research and other materials related to university and college leaves of absence and mental health. They also attended workshops on this issue sponsored by Active Minds, a US non-profit organization “supporting mental health awareness and education for young adults.” We also note that some student organizations/unions submitted their own recommendations to the Reviewers as part of the consultation process.

Beginning in mid-November, the Reviewers will be attending a series of University governance meetings across the three campuses to share the themes that have emerged from their consultations and their preliminary recommendations for information and discussion. Each of these governing bodies includes student representation and, as always, students are welcome to submit a request to speak. The process and timeline for the review, including the governance path, have been shared with student unions through multiple channels including at their regularly scheduled meetings with the Vice-Provost, Students. The timeline for the review has been extended twice in response to requests from student societies to ensure they had adequate opportunity to consult their members and submit their feedback.

The key themes and the preliminary recommendations from the review are publicly available on the Governing Council website⁴

At the conclusion of the consultation process in late December, the Reviewers will finalize their recommendations. Following careful consideration of their recommendations, any resulting amendments to the Policy are expected to move through the University governance process for ultimate consideration for approval later in the new year. This will provide an additional opportunity for feedback from members of the University community, including students. As we have done in the past, the Policy and any proposed amendments will be reviewed by both internal and external legal counsel with expertise in human rights law.

I appreciate you sharing your further questions related to the Policy; the University will consider them carefully as we contemplate any possible amendments.

Sincerely,

Trevor Young
Acting Vice-President and Provost

cc: Meric Gertler, President
    Brian Lawson, Chair, Governing Council
    Timothy Harlick, Secretary, University Affairs Board
    Hon. Doug Downey, Attorney General
    OHRC Commissioners

⁴ https://governingcouncil.utoronto.ca/system/files/agenda-items/2021115_UTSCcc_06.pdf