

**About one in ten (9.5%) youth aged 13-17 identify as LGBTQI+.** <sup>1</sup> GLSEN’s national survey of LGBTQ+ students, including students in Guam found that most LGBTQ+ youth experienced anti-LGBTQ+ bullying, including 61% who were verbally harassed because of their sexual orientation and 29% who were physically harassed or assaulted because of their gender identity. <sup>2</sup> 62% of victimized LGBTQ+ youth never reported harassment to school authorities. In addition, 59% of LGBTQ+ youth experienced at least one form of anti-LGBTQ+ discrimination in schools, which disproportionately impacts transgender and nonbinary students.

GLSEN recommends **Four Supports** to foster safer schools where all students can thrive: comprehensive policies to address harassment and discrimination, inclusive learning, supportive school staff, and GSAs and LGBTQI+ Youth Leadership. This resource assesses how state policies impact access to the Four Supports.

Last Updated: 12/18/2024

**Overall Grade for Inclusive K-12 Education Policies:**

**C+**

*Does Not Meet Expectations*

GLSEN recommends: Comprehensive Policies	Restrictive Policies (If Any)
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Law prohibits sexual orientation and gender identity discrimination in schools</li> <li><input checked="" type="checkbox"/> Law prohibits bullying based on sexual orientation and gender identity                             <ul style="list-style-type: none"> <li>* Guam law prohibits bullying based on sexual orientation but not gender identity: <a href="#">GU Bill No. 41-31 (2011)</a></li> </ul> </li> <li><input checked="" type="checkbox"/> Law or regulation affirms equal opportunity and access for trans students</li> <li><input checked="" type="checkbox"/> Interscholastic athletics policy affirms equal opportunity for trans students</li> </ul> <p><i>Federal laws prohibit anti-LGBTQI+ discrimination and bullying in schools.</i></p>	Guam does not restrict school boards from adopting recommended policies.
GLSEN recommends: Inclusive Learning	Restrictive Policies (If Any)
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> LGBTQI+ inclusive core curricular standard</li> <li><input checked="" type="checkbox"/> LGBTQI+ inclusive sex education standard</li> <li><input checked="" type="checkbox"/> LGBTQI+ inclusive instructional materials standard</li> <li><input checked="" type="checkbox"/> Proactively protect against discriminatory book bans/removals</li> </ul>	Guam does not restrict school boards from adopting recommended policies.
GLSEN recommends: Supportive School Staff	Restrictive Policies (If Any)
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Educator prep standards address LGBTQI+ inclusion</li> <li><input checked="" type="checkbox"/> School staff training requirements address LGBTQI+ inclusion</li> </ul>	Guam does not restrict school or professional standards boards from adopting recommended policies.
GLSEN recommends: GSAs and LGBTQI+ Youth Leadership	Restrictive Policies (If Any)
<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Proactively support GSAs and other LGBTQI+ inclusive student-led clubs</li> <li><input checked="" type="checkbox"/> LGBTQI+ youth inform education policies and programs</li> </ul> <p><i>The federal <a href="#">Equal Access Act</a> protects LGBTQI+ affirming secondary student clubs.</i></p>	Guam does not restrict school boards from adopting recommended policies.

**How To Read This Table:**

- An adopted LGBTQI+ supportive state policy that GLSEN recommends
- A LGBTQI+ supportive policy the state can adopt that GLSEN recommends
- \* An adopted, partially supportive state policy (e.g., policy encourages, but does not set a standard for LGBTQI+ supportive local policies or practices)
- ! An adopted state policy that partially restricts local LGBTQI+ supportive policies or practices
- ✗ An adopted state policy that fully restricts local LGBTQI+ supportive policies or practices



## About this State Report Card

GLSEN analyzes state policies,<sup>3</sup> including laws and regulations that impact LGBTQI+ youth in K-12 schools based on available research, including the National School Climate Survey (NSCS) of LGBTQI+ students.<sup>4</sup> GLSEN recommends state policies that set a standard for LGBTQI+ supportive local policies or practices. LGBTQI+ youths' experiences in schools ultimately reflect local practices, but state policies shape what is possible, encouraged, and prioritized locally. School boards adopt curriculum and policies that implement local priorities and applicable state policies. Teachers, administrators, and other school staff implement curriculum and state and local policies in classrooms, hallways, playing fields, and beyond. In every state, [federal laws](#), including Title IX and the U.S. Constitution's Equal Protection Clause, protect LGBTQI+ students.

See [GLSEN State Report Card Appendix](#) for full methodology and related resources, including model policies. For questions or to report a missing policy, email [GLSENresearch@glsen.org](mailto:GLSENresearch@glsen.org).

Rubric	
<p><b>A</b></p> <p><b>Meets Expectations</b></p>	<p>A state meets GLSEN's expectations when the state has:</p> <ul style="list-style-type: none"> <li>Adopted recommended policies (✓) in at least 3 of GLSEN's Four Supports; AND</li> <li>No policies that restrict LGBTQI+ inclusive and supportive K-12 schools (✗ or !).</li> </ul> <p>Meeting expectations indicates that state policies set a standard for schools that are both affirming as well as safe and nondiscriminatory for LGBTQI+ youth. This is an accomplishment, but ongoing work is needed to ensure supportive policies are implemented and improve conditions for LGBTQI+ youth.</p> <p><i>+/- Considerations: States will be evaluated annually for their ongoing efforts to implement supportive policies and/or to advance new, affirming policies.</i></p>
<p><b>B</b></p> <p><b>Arriving at Expectations</b></p>	<p>A state is arriving at GLSEN's expectations when the state has:</p> <ul style="list-style-type: none"> <li>Adopted recommended policies (✓) in only 1 or 2 of GLSEN's Four Supports and/or the state has any partially restrictive policies (!); AND</li> <li>No policies that fully restrict access to LGBTQI+ inclusive and supportive K-12 schools (✗).</li> </ul> <p>Arriving at expectations indicates that state policies set a standard of safe, nondiscriminatory schools for LGBTQI+ youth, but additional steps are needed for schools to be proactively affirming.</p> <p><i>+/- Considerations: States are evaluated for the spread of supportive policies across GLSEN's Four Supports. States with supportive policies in 3+ of the Four Supports receive a B+. States with supportive policies in 2 of the Four Supports receive a B. States with supportive policies in 1 of the Four Supports receive a B-.</i></p>
<p><b>C</b></p> <p><b>Does Not Meet Expectations</b></p>	<p>A state does not meet GLSEN's expectations when the state has either:</p> <ul style="list-style-type: none"> <li>Both recommended policies (✓) and fully restrictive policies (✗) and the number of recommended supportive policies (✓) is greater than or equal to the number of fully restrictive policies (✗); OR</li> <li>Neither recommended supportive policies (✓) nor fully restrictive policies (✗).</li> </ul> <p>Not meeting expectations indicates state policies fail to set a standard for safe, nondiscriminatory schools for LGBTQI+ youth and thus provide no or minimal guidance to individual school districts, educators, and families in supporting their LGBTQI+ students.</p> <p><i>+/- Considerations: States are evaluated for all steps taken towards more-or less-safe, inclusive schools. Policies are assigned points as follows: +2 for each recommended policy, +1 for each partially supportive policy, -1 for each partially restrictive policy, and -2 for each fully restrictive policy. A positive point total earns a C+, 0 earns a C, and a negative point total earns a C-.</i></p>
<p><b>D</b></p> <p><b>Departing From Expectations</b></p>	<p>A state is departing from GLSEN's expectations when it has fully restrictive policies (✗) and either:</p> <ul style="list-style-type: none"> <li>Has some supportive policies (✓ or ✱), but the number of fully restrictive policies (✗) is greater than the number of recommended supportive policies (✓); OR</li> <li>No more than 2 policies that fully restrict access to LGBTQI+ inclusive and supportive K-12 schools (✗).</li> </ul> <p>Departing from expectations indicates that a state's policies discourage safe, nondiscriminatory K-12 schools for LGBTQI+ youth, creating substantial challenges for individual school districts, educators, and families in supporting LGBTQI+ students.</p>
<p><b>F</b></p> <p><b>Opposing Expectations</b></p>	<p>A state is opposing GLSEN's expectations when:</p> <ul style="list-style-type: none"> <li>It has no supportive policies for LGBTQI+ youth (✓ or ✱) AND</li> <li>It has more than 2 policies that fully restrict equal educational opportunity for LGBTQI+ youth (✗).</li> </ul> <p>Opposing expectations indicates that state policies are actively hostile towards the goal of safe, nondiscriminatory schools for LGBTQI+ youth, greatly burdening individual school districts, educators, and families working towards this goal.</p>

<sup>1</sup> Estimate from a [2020 Williams Institute](#) LGBTQ youth population study, which also shows that a majority of transgender youth identify as LGB. These numbers likely underestimate the LGBTQ youth population today. A [2022 Williams Institute](#) study of the transgender population in the U.S. resulted in higher estimates for trans youth nationally and in almost every state.

<sup>2</sup> Kosciw, J. G., Clark, C. M., & Menard, L. (2022). The 2021 National School Climate Survey. <http://www.glsen.org/research/2021-national-school-climate-survey>. % physically harassed or assaulted combines %physically harassed (e.g., pushed or shoved) and % physically assaulted (e.g., kicked, punched, or threatened with a weapon. % who did not report harassment includes all forms of harassment, including anti-LGBTQ+ harassment. Findings refer to students' experiences during the 2020-21 school year. Student respondents came from all 50 states, Washington, D.C., Guam, Puerto Rico, Northern Mariana Islands, and U.S. Virgin Islands.

<sup>3</sup>State policy data collected by [GLSEN, Movement Advancement Project, SIECUS: Sex Ed for Social Change, TransAthlete.com](#).

<sup>4</sup> GLSEN. National School Climate Survey Report Archive. <https://www.glsen.org/learn/research/nsccs-archive>.