

TORONTO STAFF REPORT

January 9, 2004

To: Audit Committee

From: Auditor General

Subject: Review of the Implementation of Recommendations of the Final Report of the Task Force on Community Access and Equity

Purpose:

This report presents the results of our review of the City's success in implementing the recommendations of the Final Report of the Task Force on Community Access and Equity as required by Recommendation number 85 of that report.

Financial Implications and Impact Statement:

There are no immediate financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

1. the Chief Administrative Officer complete the corporate Access Action Plan Guide by March 31, 2004 to facilitate departmental access and equity action planning for submission to the Policy and Finance Committee and Council by November 2004;
2. the Chief Administrative Officer take the necessary steps to ensure:
 - (a) the completion of a corporate access and equity plan that identifies corporate priorities, a multi-year implementation plan, interim targets and implementation timelines for adoption by City Council by November 2004; and
 - (b) that the Diversity Management and Community Engagement Unit leads and facilitates a corporate access and equity planning process that involves departmental representatives, the new Roundtable on Access, Equity and Human Rights, and other advisory committees on access and equity related matters;

3. the Commissioner of Community and Neighbourhood Services, in consultation with the Chief Administrative Officer, facilitate the development of a multi-year implementation plan for the Immigration and Settlement Policy Framework consisting of specific, attainable, and achievable implementation objectives with clear timelines, and report to the Community Services Committee and City Council by September 2004;
4. the Chief Administrative Officer take the necessary steps to ensure that:
 - (a) the Diversity Management and Community Engagement Unit assigns staff leads to support City departments in access and equity action planning, in accordance with Recommendation number 90 of the Task Force on Community Access and Equity; and
 - (b) there are clear linkages and co-ordination between the Diversity Management and Community Engagement Unit and Human Resources Division in their support to City departments in planning and achieving their access and equity goals;
5. the Commissioner of Corporate Services report to the Administration Committee by June 2004 on how the expertise and skills of the employment equity and human rights consultants are being used to enhance the activities of the Human Resources Business Units as required by Recommendation number 95(i) of the Task Force on Community Access and Equity;
6. the Chief Administrative Officer complete a review of the effectiveness of the structure and operation of the Access and Equity Community Advisory Committees and Working Groups, and consider the findings of the review in preparing her report to the Policy and Finance Committee and City Council on the terms of reference for the new Roundtable on Access, Equity and Human Rights, Aboriginal Affairs Advisory Committee and the Working Groups on Access, Equity and Human Rights Issues;
7. departmental Commissioners:
 - (a) identify in the departmental access and equity action plan opportunities for involving residents in program advisory committees; and
 - (b) ensure that the operational effectiveness of these program advisory committees is regularly reviewed for improvement;
8. the Commissioner of Corporate Services, in consultation with the Chief Administrative Officer and departmental Commissioners, report to the Policy and Finance Committee by September 2004 on the Accessibility Design Guidelines, including a City-wide strategy to implement the Guidelines on all City facilities and the resource implications;
9. the Commissioner of Corporate Services, in consultation with the Chief Administrative Officer and departmental Commissioners, finalize the draft Employment Accommodation Policy for reporting to the Policy and Finance Committee by June 2004. Such a report

- should include resource implications, options and target implementation timelines for consideration by City Council;
10. the Commissioner of Corporate Services, in consultation with the Chief Administrative Officer, develop, pilot and begin delivering, a diversity training program in 2004. The diversity training program, where appropriate, should be customized to meet the specific needs of departmental staff in providing services to the public;
 11. the Chief Administrative Officer:
 - (a) take over responsibility for the Human Rights Office and request Council approval to transfer all existing staff resources and approved budget of the Human Rights Office from the Corporate Services Department to the Chief Administrator's Office;
 - (b) ensure that the Human Rights Office is established as a distinct unit within the Chief Administrator's Office such that it has the profile and operational independence to carry out its functions specifically related to investigations, the provision of confidential advice, and raising contentious issues that require attention; and
 - (c) develop effective communication mechanisms to ensure that City staff are fully aware of the roles of the Human Rights Office in addressing human rights enquiries and complaints;
 12. the Chief Administrative Officer, in consultation with the Commissioner of Corporate Services:
 - (a) clearly define the roles and responsibilities of the Human Rights Office and consultants in Human Resources Business Units in their investigation and reporting of all complaints of discrimination regarding employment, access to services, and hate-related activities;
 - (b) develop mechanisms to maintain strong linkages between the Human Rights Office and Human Resources Division to ensure that all Human Resources policies, programs, and guidelines incorporate human rights standards and reflect the City's commitment to human rights and equity; and
 - (c) ensure that all data on human rights complaints, enquiries, and concerns received and addressed by the Human Resources Division are reported to the Human Rights Office for inclusion in its annual report to Council effective 2004;
 13. the Commissioner of Community and Neighbourhood Services expedite the development of the program standards and risk management and performance measures as a part of the implementation of the Grants Accountability and Risk Management Framework, and report on the progress to the Policy and Finance Committee by June 2004;

14. the Chief Administrative Officer, in consultation with the Commissioner of Community and Neighbourhood Services, review the current administration of the Access and Equity Grants Program with a view to identifying areas for improved efficiency through further co-ordination with the administration of the Community Services Grants Program; and
15. the Commissioner of Community and Neighbourhood Services ensure that the Grants Business Practice Improvement Project includes an assessment of grant application review procedures (particularly on Part A of the application form, site visits and information sessions) for opportunities to eliminate duplications among City grants programs.

Background:

In January 1998, City Council adopted Report No. 1 of the Striking Committee, which established a Task Force on Community Access and Equity. The Task Force's terms of reference, adopted as amended by Council in March 1998 (Special Committee to Review the Final Report of the Toronto Transition Team Report 3 (6)), described the goals and objectives of the Task Force as identifying the necessary policies, structural functions, program priorities and evaluation processes for implementing access and equity in the City of Toronto.

The Task Force submitted a draft report, containing 89 recommendations, to the Strategic Policies and Priorities Committee in January 1999. The Committee referred the report from the Task Force to the Chief Administrative Officer, and requested him to report back on the financial implications of the report. City Council, at its meeting held in February 1999, extended the mandate of the Task Force to enable it to consider the Chief Administrative Officer's above-mentioned report.

City Council, on receiving the May 1999 report from the Chief Administrative Officer (Report No. 10 of the Strategic Policies and Priorities Committee), requested additional information on the human resources and cost implications of the recommendations of the Task Force on Community Access and Equity, and clarification of the term "Employment Equity".

In December 1999, City Council adopted the Chief Administrative Officer's report entitled "Human Resources and Cost Implications of the Recommendations of the Task Force on Community Access and Equity and Clarification of the Term Employment Equity", and a joint report (December 14, 1999) from the Chief Administrative Officer and the Task Force on Community Access and Equity on the establishment of City-wide Community Advisory Committees.

At the above meeting, City Council adopted, as amended, the 89 recommendations of the Task Force on Community Access and Equity. With an additional eight recommendations made by City Council, the Final Report of the Task Force on Community Access and Equity contained 97 recommendations.

The Task Force Recommendation number 85, as amended, reads as follows:

85. “Once in each term of Council, the City Auditor oversee an internal audit of the performance by the corporation as a whole in achieving its access, equity and human rights goals.”
- (a) a reference group be established to advise the City Auditor in carrying out his responsibility to oversee an internal audit of the performance of the Corporation in achieving its access, equity and human rights goals once in each term of Council; and
 - (b) the membership of the reference group include members of the community advisory committees and be chaired by a member of Council.”

This report contains the results of our review conducted in accordance with Recommendation number 85 of the Task Force.

Scope and Objectives:

The objective of this review was to determine the extent to which the City has achieved its access, equity and human rights goals. This was accomplished by assessing the City’s progress in implementing the recommendations of the Task Force on Community Access and Equity.

The scope of this review, as described in our 2003 audit work plan, and confirmed in our Terms of Reference for this review (approved by the Audit Committee and Council in April 2003), was to select a sample of 25 per cent of the 97 Task Force recommendations for a detailed review. The Terms of Reference is attached as Appendix A.

To satisfy the recommendation for the establishment of a reference group, the Auditor General met with, and solicited input from the following groups:

- the Council Reference Group for the Plan of Action for the Elimination of Racism and Discrimination;
- the Aboriginal Affairs Community Advisory Committee;
- the Disability Issues Community Advisory Committee;
- the Status of Women Community Advisory Committee;
- the Race and Ethnic Relations Community Advisory Committee;
- the Community Advisory Committee on Lesbian, Gay, Bisexual and Transgender Issues;
- the Working Group on Language Equity and Literacy Issues;

- the Working Group on Immigration and Refugee Issues; and
- the staff of the Chief Administrator's Office.

We could not seek input from the Working Group on the Elimination of Hate Activity and the Working Group on Employment Equity because these two groups were not meeting regularly at the time.

After considering the suggestions of these various stakeholders, we increased our selection from 25 to 29 recommendations.

All 97 recommendations were reviewed by the Auditor General and 29 recommendations were selected for detailed examination based on their significant linkages to key principles in the Task Force's Final Report, and their broad impact on the general population or the specific groups identified in the Task Force's Report. We also ensured that the selection included a range of issues relevant to each of the Access and Equity Community Advisory Committees and Working Groups, and that it included both operational and policy related recommendations.

In completing this project, we reviewed related staff reports, meeting minutes, public submissions and deputations, corporate and departmental policies, and other documents and information related to access and equity initiatives in the City from January 1999 to November 2003. We also interviewed staff from various City departments involved in access and equity related activities as well as citizen members of the Community Advisory Committees.

Comments:

The new City of Toronto, in affirming its commitment to making Toronto an equitable and inclusive society, established the Task Force on Community Access and Equity in January 1998 to identify the necessary "policies, structural functions, program priorities and evaluation processes". In its comprehensive report entitled "Final Report of the Task Force on Community Access and Equity", the Task Force recommended the necessary directions and actions in 89 recommendations. At its meeting in December 1999, City Council adopted, as amended, the Task Force's 89 recommendations, and added eight recommendations increasing the total number of recommendations to 97. These 97 recommendations are listed in Appendix B (attached).

In response to Task Force Recommendation number 85 and as outlined in the Terms of Reference of this review, we assessed the City's progress through an examination of 29 recommendations of the Task Force.

Major Corporate Access and Equity Initiatives and Accomplishments

Since January 1998, the City has made progress in developing core policies and strategic directions to guide the planning and implementation of programs and services consistent with its access, equity and human rights goals.

Examples of the core policies and frameworks adopted by City Council are:

- the Workplace Human Rights and Harassment Policy (November 1998), Hate Activity Policy and Procedures (December 1998), Employment Equity Policy (May 2000), and the Multilingual Services Policy (February 2002);
- the City's Strategic Plan (August 2000), Official Plan (November 2002), and Culture Plan (June 2003), which embrace the principles of diversity and equitable access;
- a corporate Immigration and Settlement Policy Framework, an Immigration and Settlement Communications Framework, and an Accountability and Risk Management Framework for City Grants; and
- same sex spousal benefits and the principle of same sex marriage.

In addition to addressing the Task Force recommendations, the City has implemented a number of corporate initiatives since amalgamation, including the appointment of the City's first Diversity Advocate in December 2000, the commissioning of a study to examine ethno-racial inequality in Toronto, and its participation in the United Nations World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance held in Durban, South Africa in August 2001.

In 2001, City Council also made a submission on Bill C11, Immigration and Refugee Protection Act, to the House of Commons Standing Committee on Citizenship and Immigration, advocating for the inclusion of municipalities at the table with the federal and provincial government for the discussion of immigration policy, adequate allocation of funding for settlement services and reimbursement of City expenditures on shelter, public health and social assistance for immigrants and refugees.

Another important City initiative was its Plan of Action for the Elimination of Racism and Discrimination in 2002. The Plan of Action was directed by City Council in response to the results of the Ornstein Study on ethno-racial inequality in Toronto and other findings of similar studies. Between May and November 2002, the Council Reference Group on the Elimination of Racism and Discrimination invited residents, community groups and organizations to approximately 50 public consultation sessions held across the City. Based on input received from more than 1,000 participants in these sessions, the report on public consultations, "Just Do It" was released by the Council Reference Group in November 2002.

The "Just Do It" report identified a number of strategic directions for the City and other levels of government, school boards, and other sectors. In response, the Chief Administrative Officer developed a City of Toronto Plan of Action for the Elimination of Racism and Discrimination (March 2003), which outlines eight strategic goals and 33 specific City actions, with expected implementation timelines for the 14 task-specific action items. The Plan of Action for the Elimination of Racism and Discrimination was adopted by City Council in April 2003.

Key Audit Observations

For the purpose of this audit, we examined actions taken by City departments in implementing 29 Task Force recommendations, of which 21 are task-specific, and eight offer strategic directions requiring on-going action. Our approach to these direction-based recommendations was to assess whether the City has the capacity or infrastructure to continue to address the issues raised by the Task Force.

Our observations specific to each of the 29 Task Force recommendations are provided in Appendix C. Major findings that we identified during our review are summarized below. Additional issues may exist in areas not covered by the 29 recommendations.

1. Among the 29 Task Force Recommendations examined, our review found that nine of the 21 task-specific recommendations have been fully implemented, nine were either partially or nearly completed, and three had no action taken. For the eight direction-based recommendations, in general we found that the City has taken certain steps towards the Task Force directions but a more effective implementation would require the development of achievable and measurable implementation objectives with clear timelines. These would also facilitate future assessment of City progress towards the recommended directions and goals;
2. Since amalgamation, the City has developed a number of core policies and strategic frameworks to guide the planning and implementation of programs and services consistent with its access, equity and human rights goals. The City however has made minimal progress in implementing certain Task Force recommendations. Examples of the 29 recommendations examined and still outstanding are:
 - the provision of diversity training;
 - the establishment of an Office for Disability Issues;
 - the implementation of accessibility guidelines;
 - the adoption of an employee accommodation policy;
 - the development of program standards and performance measures for the City's grants programs; and
 - the completion of a corporate workforce survey.
3. Nearly four years after the adoption of the Task Force recommendations, the City has not implemented a corporate assessment and monitoring structure to hold departments accountable for actions and results and to facilitate objective assessment of City progress;
4. It will not be possible for City departments to implement all Task Force recommendations in a short period of time. Rather, implementation of the

recommendations contained in the Task Force final report, the Immigration and Settlement Policy Framework, and the Plan of Action for the Elimination of Racism and Discrimination needs to be a gradual, phased-in process with clear timelines;

5. The current level of staff resources in the Diversity Management and Community Engagement Unit is almost the same as the level authorized by City Council in June 1999. To focus City resources on issues that are critical to promoting access and equity, the Diversity Management and Community Engagement Unit, given its mandate and expertise, must lead and facilitate corporate priority setting and planning processes, and implement a corporate administrative structure that monitors progress and measures results. This Unit also needs to assign resources to assist departments in meeting access and equity objectives, as requested by Task Force Recommendation number 90 and indicated in the Chief Administrative Officer's May 1999 report;
6. The Employment Equity Unit and the Human Rights Office (within Human Resources) currently maintain the same staff level as in 1999. In addition, Human Resources was provided four professional staff and two administrative staff to their Business Units in 1999 to provide dedicated employment equity and human rights support to departments. We were advised that the principles of employment equity, access and human rights have since been included in the responsibilities and expectations of all Human Resources staff in Business Units. Consequently, there is no specific pool of access and equity resources in the Business Units, although the provision of explicitly defined employment equity and human rights consultants was recommended by the Chief Administrative Officer in his report on "Resources for Access and Equity Functions" (May 1999).

We also noted that a report on the implementation of the Human Rights Office and the use of access and equity expertise assigned to the Human Resources Business Units, as requested by Task Force Recommendation number 95 (i), has not been submitted to City Council;

7. The City has five Access and Equity Community Advisory Committees, four Working Groups and numerous program advisory committees to facilitate regular participation of the City's diverse population in planning, delivery and evaluation of municipal programs and services. There is a need to review the effectiveness of the current committee models and operational issues identified in this report;
8. Progress in facilitating disability access has been limited to establishing a Community Advisory Committee on Disability Issues and completing the City's first Accessibility Plan required by the new Provincial Ontarians with Disabilities Act. The City has not established an Office for Disability Issues, and staff are still working on finalizing the Accessibility Design Guidelines and Employment Accommodation Policy. However, in its 2003 Accessibility Plan to the Province, the City has included "exploring the role and options of an Office of Disability Issues" as one of its 2004 initiatives;
9. Diversity training, aimed at increasing employees' awareness and sensitivity of the needs of the different population groups, is not included in any corporate training courses. Nor

is there any dedicated corporate staff person who can assist departments in developing and delivering diversity training specific to their programs and services;

10. The current placement of the Human Rights Office within Human Resources Division is not commensurate with the degree of importance of this particular function, nor is it conducive to the perception of independence. In our view, locating the Human Rights Office in the Chief Administrator's Office would be more appropriate. There is also a need to clearly define the roles and responsibilities of the Human Rights Office and Human Resources Business Units in handling complaints of discrimination regarding employment, access to services, and hate-related activities, and to maintain effective communications between the Human Rights Office and Human Resources Division on policies, programs and guidelines;
11. The City adopted a Grants Policy and Guidelines in 1998, and an Accountability and Risk Management Framework in 2002. While they provide the City with a comprehensive policy framework to build a fair and equitable grants program, implementation has been deferred to the 2005 funding cycle due to delays in finalizing program standards and performance indicators. The administration of the grants approval process, including the Access and Equity Grants Program, could also be streamlined for productivity gains; and
12. During the public consultations for the development of the City's Plan of Action for the Elimination of Racism and Discrimination in 2001, participants questioned why they were being consulted again when the City and other governments had "a catalogue of actions" that could be taken. City staff have made progress in framework and policy development. It is now time to itemize, prioritize, and then implement, specific actions.

The foregoing observations are discussed in more detail below. A summary of management's response to our recommendations is provided in Appendix D.

Accountability Framework

Effective implementation of any project requires a sound monitoring and reporting process whereby results can be objectively measured and accountability clearly defined. Staff understanding of the core values and principles, and their sense of ownership of the project are also critical to the success of any implementation.

When the Task Force was considering an appropriate administrative model for the implementation of access and equity initiatives in the City, it was consistently advised by City commissioners and senior managers that the responsibilities of planning and implementation must rest with line departments if access and equity goals and values were to be truly integrated into normal business activities. Building on this principle, the Task Force in its final report provided the City with a corporate monitoring and measurement model in which each City department, agency, board, commission or special purpose body would prepare an action plan with identified resources and timelines, and would report annually to City Council on the progress. Included in the proposed model was that the Diversity Management and Community

Engagement Unit of the Chief Administrator's Office would develop a corporate Guide to assist departments in their action planning. The need for action planning and reporting at the departmental level was prescribed in Task Force recommendations number 77, 78 and 79 shown in Appendix B.

The proposed monitoring model was endorsed and further elaborated by the Chief Administrative Officer in a June 1999 report entitled "Resources for Access and Equity Functions and Final Recommendations of the Task Force on Community Access and Equity". The report also stated that departmental and corporate performance in the area of access and equity would be monitored and evaluated through the regular cycle of annual performance reviews, and that a template had been developed to assist departments in preparing their multi-year business plans. In the same report, City Council was cautioned that while the Task Force report sets out a direction for the City to follow, movement in such direction could vary from year to year "depending on Council's relative priorities and the resource constraints of the day".

Our review found that City Council has not been provided with any access and equity action plan from City departments, agencies, boards, commissions or special purpose bodies. We were advised that the multi-year business planning project was temporarily suspended due to other corporate priorities. As outlined in the City's 2003 Plan of Action for the Elimination of Racism and Discrimination, Action Item 2(a), the Chief Administrative Officer was to complete an Access Action Plan Guide and measurement indicators by June 2003 for departments to prepare and submit their action plans to City Council. A draft Access Action Plan Guide was provided to City departments/divisions for comment in 2003. The Diversity Management and Community Engagement Unit has advised us that a final draft will be circulated in February 2004 for further departmental review.

Despite the absence of a corporate Access Action Plan Guide, Toronto Public Health and the Economic Development, Culture and Tourism Department have taken initiatives to develop their multi-year action plans in response to the Task Force recommendations.

For the City to move effectively towards its access, equity and human rights goals, a corporate monitoring model, as proposed by the Task Force and endorsed by the Chief Administrative Officer in 1999, must be implemented to ensure that departments are held accountable for actions and results, and the City's progress can be objectively assessed.

Recommendation:

1. The Chief Administrative Officer complete the corporate Access Action Plan Guide by March 31, 2004 to facilitate departmental access and equity action planning for submission to the Policy and Finance Committee and Council by November 2004.

Corporate Priorities and Implementation Strategy

The Task Force recommendations, the Immigration and Settlement Policy Framework (adopted by City Council in 2001), and the Plan of Action for the Elimination of Racism and Discrimination (adopted by City Council in 2003) collectively provide a significant number of

goals and strategic directions. An expectation to achieve all of them at the same time would be unrealistic, particularly given the City's constraints and competing demands on resources. The City must therefore set priorities. From the comprehensive list of recommended directions and actions, a reasonable number must be selected as corporate priorities to help focus City resources on achieving meaningful and identifiable changes.

Another key to effective planning is the identification of measurable and attainable objectives with clear timelines for different phases of implementation. Many of the Task Force recommendations, the "action items" in the Plan of Action for Elimination of Racism and Discrimination, and the "strategic actions" in the Immigration and Settlement Policy Framework are intended to provide the City with long-term goals and strategic directions. Achieving these, however, requires an implementation plan or a "road map" to show how these long-term targets can be reached through careful planning and development of short-term objectives, specific implementation mechanisms (e.g., departmental activities or changes to current practices), and completion timelines for each phase of implementation.

Although one of the objectives of the Immigration and Settlement Policy Framework, according to its Terms of Reference adopted by City Council in June 2000, was "to recommend the mechanisms for implementing the policy framework", no details on specific implementation strategies or completion timelines were provided in the Framework, nor was an implementation plan developed following the adoption of the Framework.

The Diversity Management and Community Engagement Unit, reporting to the Director of Strategic and Corporate Policy/Health City Office of the Chief Administrator's Office, currently co-ordinates an inter-departmental access and equity staff team consisting of representatives from all City departments. The team was initially formed to assist the Chief Administrative Officer in preparing the March 2002 Status Report on the Implementation of the Task Force Recommendations.

In her March 2003 report on the Plan of Action for the Elimination of Racism and Discrimination, the Chief Administrative Officer identified the need for an oversight and co-ordination function, and indicated that the inter-departmental staff team will function as a corporate co-ordinating group for the implementation of the Plan of Action, Accessibility Plan, and the Task Force recommendations, and will assist the Chief Administrative Officer in preparing regular progress reports to Council.

In 2003, the inter-departmental staff team on access and equity identified the following priorities for 2004:

- completion of the employment equity workforce survey;
- submission of an Accessibility Plan as required by the Ontarians with Disabilities Act;
- access, equity and diversity, including human rights training; and
- service and program initiatives in departments.

While the effort to set priorities is a step in the right direction, improvement can be made to the process. The workforce survey, which started in 2001, is expected to be completed by early 2004. The submission of an annual Accessibility Plan to the Province is required by the Ontarians with Disabilities Act. The priorities for “access, equity and diversity training” and “service and program initiatives in departments” are both broad and do not provide specific measurable objectives to monitor progress. Furthermore, input from other key stakeholders such as members of the Community Advisory Committees and Working Groups was not sought in selecting these priorities.

A more systematic and thorough process, with input from departmental staff and the Community Advisory Committees and Working Groups, should be used to develop a multi-year corporate access and equity plan to help focus City efforts and resources. A clear corporate lead is essential to facilitate this consultative planning process.

The Diversity Management and Community Engagement Unit has been viewed as a corporate advocate, enabler and expert on access and equity matters. The Unit is therefore ideally positioned to lead the processes of identifying corporate priorities and specific implementation objectives through the existing inter-departmental access and equity staff team, as well as facilitating consultations with the Access and Equity Community Advisory Committees and Working Groups on this matter.

It should be noted that the Mayor, in his communication (January 2004) to the Policy and Finance Committee, proposed a number of changes to the current structure of the Access and Equity Community Advisory Committees, including the creation of a Roundtable on Access, Equity and Human Rights. The proposed changes were adopted, as amended, by City Council at its meeting on January 27 to 30, 2004. A more detailed account of the changes is provided in the section of this report entitled “Community Advisory Committees and Working Groups”.

Recommendations:

2. The Chief Administrative Officer take the necessary steps to ensure:
 - (a) the completion of a corporate access and equity plan that identifies corporate priorities, a multi-year implementation plan, interim targets and implementation timelines for adoption by City Council by November 2004; and
 - (b) that the Diversity Management and Community Engagement Unit leads and facilitates a corporate access and equity planning process that involves departmental representatives, the new Roundtable on Access, Equity and Human Rights, and other advisory committees on access and equity related matters.
3. The Commissioner of Community and Neighbourhood Services, in consultation with the Chief Administrative Officer, facilitate the development of a multi-year implementation plan for the Immigration and Settlement Policy Framework consisting of specific,

attainable, and achievable implementation objectives with clear timelines, and report to the Community Services Committee and City Council by September 2004.

Corporate Resources for Access, Equity and Human Rights

Corporate resources dedicated to access, equity and human rights functions are split between policy co-ordination and corporate support on the one hand, and employment equity and human rights on the other. The Diversity Management and Community Engagement Unit provides the corporate support while the Human Resources Division carries out the latter functions.

In the former amalgamated municipalities, there were 36 positions whose primary purpose was the performance of corporate access, equity and human rights functions. At the time of amalgamation, five professional staff and two administrative support staff were redeployed and assigned to the Staffing, Workforce Transition, Equity and Human Rights Unit to provide specialized employment equity and human rights services. A further four professional staff and two administrative support staff were assigned to work in Business Units within Human Resources to provide dedicated employment equity and human rights support to City departments.

The remaining 23 access and equity staff resources from the former municipalities were assigned to work in an interim basis in the Human Resources Division. A further 1.7 staff positions were deleted through attrition in 1998.

In adopting the recommendation of the Chief Administrative Officer (May 1999 report), City Council authorized the transfer of the remaining 21.3 staff positions (15 professional staff positions and 6.3 support staff positions) and a corresponding budget of \$1,501,000 from Human Resources to the Chief Administrator's Office.

It is important to note that City Council, in adopting the above recommendation, was assured by the Chief Administrative Officer (December 1, 1999 report) that the Task Force recommendations would not have direct resources implications over and above the application of resources to normal City business. Instead, they would provide the context for establishing priorities within City programs and activities.

Since that time, one professional staff position and 0.3 equivalent support position were transferred to the Parks & Recreation Division to provide additional functions in partnership building and race relations. A further three support staff positions in the Diversity Management and Community Engagement Unit were subsequently re-assigned to the Strategic and Corporate Policy Division to provide consolidated administrative functions such as reception, payroll and accounting. The Diversity Management and Community Engagement Unit currently consists of 14 professional staff and three support staff, representing a reduction of one professional staff and about three dedicated support staff since 1999. This level of reduction in professional staff should not substantially impact on the Unit's ability to perform its responsibilities.

According to the Chief Administrative Officer's May 1999 report, the Diversity Management and Community Engagement Unit is expected to perform functions including the provision of advice and support to senior management and Council, research and policy development, and community liaison and outreach. In addition, the Unit will provide dedicated staff persons to help "focus the department(s) on access and equity issues and objectives, co-ordinate access and equity activities across the department(s) and facilitate linkages to other supports". City Council endorsed this responsibility for the Unit and added Task Force Recommendation number 90, requesting the Unit work with each commissioner to define the functions and reporting relationships for the assignment of dedicated staff resources to assist departments in meeting access and equity objectives.

Our review found that the Diversity Management and Community Engagement Unit has not assigned dedicated staff resources to departments. At the present time, staff in the Unit are assigned by specific portfolio (such as aboriginal affairs, disability issues, and immigration issues). This issue-based approach has enabled the Unit's staff to develop and contribute their expertise on specific access and equity issues, and has facilitated the Unit's co-ordination of the Community Advisory Committees and Working Groups which are issue-specific. While all of the departmental staff whom we interviewed indicated that the Diversity Management and Community Engagement staff have always provided them with expert advice upon request, in most cases they do not actively participate in departmental access and equity planning. Since City departments will be required to prepare their access and equity multi-year action plans in 2004, the provision of dedicated corporate staff support to departments, as suggested in 1999, will be needed and beneficial. Since one of the Unit's responsibilities is to provide specialized advice, guidance and support to City officials and departments, staff of the Diversity Management and Community Engagement Unit should continue to develop their expertise on specific access and equity issue areas.

For employment equity and human rights issues, we verified that the Staffing, Workforce Transition, Equity and Human Rights Unit currently maintains the same staff level as in 1999. As to the six staff positions (four professional and two administrative support staff) assigned to Human Resources Business Units, we were advised that the principles of employment equity, access and human rights are included in the responsibilities and expectations of all Human Resources staff in Business Units. Consequently, there is no specific pool of access and equity resources in Human Resources Business Units, although the provision of explicitly defined employment equity and human rights consultants was recommended by the Chief Administrative Officer in his report on "Resources for Access and Equity Functions" (May 1999).

Based on our review of files and interviews with staff, many Human Resources services to client departments, such as labour relations and disability management, are for the primary purpose of upholding and promoting employment equity and human rights in the workplace. Access and equity principles are therefore embedded in the sound human resources practices, and cannot be viewed as a separate function. The six access and equity positions assigned to Human Resources Business Units in 1998, in practice, provide additional staff to the Business Units to carry out their normal human resources management functions.

We also found that City Council has not received the required report from the Commissioner of Corporate Services on the implementation of the Human Rights Office and how the expertise and skills of the employment equity and human rights consultants are being used to enhance the activities of the Human Resources Business Units, as directed by Task Force Recommendation number 95(i).

Recommendations:

4. The Chief Administrative Officer take the necessary steps to ensure that:
 - (a) the Diversity Management and Community Engagement Unit assigns staff leads to support City departments in access and equity action planning, in accordance with Recommendation number 90 of the Task Force on Community Access and Equity; and
 - (b) there are clear linkages and co-ordination between the Diversity Management and Community Engagement Unit and Human Resources Division in their support to City departments in planning and achieving their access and equity goals.
5. The Commissioner of Corporate Services report to the Administration Committee by June 2004 on how the expertise and skills of the employment equity and human rights consultants are being used to enhance the activities of the Human Resources Business Units as required by Recommendation number 95(i) of the Task Force on Community Access and Equity.

Community Advisory Committees and Working Groups

The Task Force recommended the establishment of Community Advisory Committees to strengthen participation of diverse communities in municipal decision-making and civic life.

Five Community Advisory Committees were established in accordance with the Task Force final recommendations. These five Committees are:

- Aboriginal Affairs Committee;
- Disability Issues Committee;
- Status of Women Committee;
- Race and Ethnic Relations Committee; and
- Committee on Lesbian, Gay, Bisexual and Transgender Issues.

According to the terms of reference recommended by the Task Force, the primary responsibilities of the Community Advisory Committees are to advise City Council through its Standing Committees, and act as a liaison with external bodies. Meeting minutes and Council

documents showed that the Community Advisory Committees contributed to advocacy, provided feedback on policies and initiatives, recommended changes to programs and practices, and raised a number of issues at City Council through its Standing Committees.

We interviewed Committee members and reviewed written comments to gain a better understanding of the operation of the Committees. We heard a mix of comments regarding their experiences. Certain members found their participation rewarding in that their effort finally led to changes in City practices, and used the words “growing” and “successful” in describing the Committee process. Other members, on the other hand, were frustrated by their inability to effect changes and by the differences between their expectations and the mandate of the committee, and described the process as an “opportunity lost”. A number of operational issues were also raised by these members, including level of staff support, frequency of meeting, and follow-up on issues raised by committee members.

Our review also noted that a number of Community Advisory Committee meetings had to be cancelled or re-scheduled because of quorum problem. To address this, City Council clarified at its meeting in April 2003 that quorum be calculated on the basis of half of the citizen members, with Council Members in attendance counted towards attaining quorum. Despite this clarification, certain Community Advisory Committees continued to have difficulties meeting quorum.

In addition to the establishment of the Community Advisory Committees, City Council also approved the formation of the following four groups to extend community input to additional access and equity issues:

- Working Group on Language Equity and Literacy Issues;
- Working Group on Immigration and Refugee Issues;
- Working Group on the Elimination of Hate Activity; and
- Working Group on Employment Equity.

Only two of the four Working Groups were meeting regularly during 2003. The Working Group on the Elimination of Hate Activity, for various reasons, has held only one meeting since its inception in 2002. The Working Group on Employment Equity has not been established. Staff decided to postpone establishing this Working Group because its effectiveness would be limited without the results of the Workforce Survey. The survey was recommended by the Task Force to help the City monitor the on-going participation of designated groups in its workforce. The survey, which was first piloted in Fire Services in November 2001, was officially launched across the City departments in 2003. Staff currently expect to report survey results by mid 2004.

Although the City Clerk’s Office provides administrative support to the five Community Advisory Committees, the Diversity Management and Community Engagement Unit is responsible for the overall co-ordination. No administrative support from the City Clerk’s Office was provided to the Working Groups and as a result, the Diversity Management and Community

Engagement Unit had to perform both administrative and co-ordinating functions. The current co-ordination and administration of the seven groups (five Community Advisory Committees and two Working Groups) require approximately two full-time equivalent staff positions from the Diversity Management and Community Engagement Unit which has a total of 14 professional staff.

In light of the issues identified above, a review of the effectiveness of the structure and administration of the Community Advisory Committees and Working Groups should be undertaken prior to commencing their next term of office. The principle of “strengthening the civic society” through broadening opportunities for public participation must be preserved in any revised structure.

According to Task Force Recommendation number 96, the Chief Administrative Officer was directed to review the effectiveness of the Community Advisory Committees mid-way through the next term of Council, which meant that the review should have been completed during 2003. Although staff of the Diversity Management and Community Engagement Unit initiated a review process in 2003, it has not yet been completed.

However, the Mayor in his communication (January 2004) to the Policy and Finance Committee, recommended changes to the City’s subcommittee and advisory committee structure, including the current Access and Equity Community Advisory Committees. The report was adopted, as amended, by City Council at its meeting commencing on January 27, 2004. The approved changes to the Access and Equity Community Advisory Committees are:

- consolidating the Race and Ethnic Relations Committee and the Committee on Lesbian, Gay, Bisexual and Transgender Issues into a new Roundtable on Access, Equity and Human Rights;
- re-establishing the Aboriginal Affairs Committee and the Disability Issues Committee;
- referring the re-establishment of the Status of Women Committee to the Mayor for further review and recommendations; and
- continuing as necessary, the existing four Access and Equity Working Groups which will report to the new Roundtable on Access, Equity and Human Rights.

The Chief Administrative Officer was requested to present a report to the Policy and Finance Committee in February 2004 on the terms of reference for the new Roundtable on Access, Equity and Human Rights (and four other new Roundtables) including details on purpose, composition, term of establishment, mandate, staff support, a process for appointment of non-Council members, and other information as required. The Chief Administrative Officer was also requested to review the terms of reference for the Aboriginal Affairs Committee, and revise the terms of reference for the Access and Equity Work Groups as necessary.

In preparing the requested report and terms of reference, the Chief Administrative Officer should review the effectiveness of the Access and Equity Community Advisory Committees (in accordance with Task Force Recommendation number 96) and Working Groups, and incorporate findings of the review into the development of the terms of reference for the new Roundtable on Access, Equity and Human Rights, the Aboriginal Affairs Committee and the Working Groups on Access, Equity and Human Rights Issues.

In addition to establishing the Community Advisory Committees and Working Groups, the City seeks community input through other venues such as program advisory committees that are recommended by Task Force Recommendation number 41. Our review found that many advisory committees have been established or are being established by City departments/divisions. Examples of them are: the Child Care Advisory Committee of Toronto, the Children and Youth Action Committee, the Seniors' Assembly, the Urban Aboriginal Economic Development Committee, and the Advisory Councils for City-operated community centres.

City departments, in developing their access and equity action plans, may identify further opportunities to involve residents in program advisory committees. During the course of our review, we noted that certain existing advisory committees are facing similar issues such as staff support, realistic objectives, linkages to the decision-making bodies, and membership. City departments should therefore periodically evaluate the operational effectiveness of their advisory committees.

Recommendations:

6. The Chief Administrative Officer complete a review of the effectiveness of the structure and operation of the Access and Equity Community Advisory Committees and Working Groups, and consider the findings of the review in preparing her report to the Policy and Finance Committee and City Council on the terms of reference for the new Roundtable on Access, Equity and Human Rights, Aboriginal Affairs Advisory Committee and the Working Groups on Access, Equity and Human Rights Issues.
7. Departmental Commissioners:
 - (a) identify in the departmental access and equity action plan opportunities for involving residents in program advisory committees; and
 - (b) ensure that the operational effectiveness of these program advisory committees is regularly reviewed for improvement.

Disability Access

In June 2000, City Council adopted a motion to make all City facilities accessible by the year 2008. In October 2000, Council further directed staff to develop new Accessibility Design Guidelines and to initiate accessibility audits of all City facilities.

Currently the Accessibility Design Guidelines are being finalized for submission to the Policy and Finance Committee. Staff advised that the Guidelines will be submitted for information in early 2004, followed by a second report in September 2004 to address how the Guidelines will be implemented in City facilities and the resource implications of a multi-year plan. Also, only 70 City facilities (representing about six per cent of all City-owned buildings, excluding those owned by the City's Agencies, Boards, and Commissions) have received an accessibility audit.

The key barrier to the immediate implementation of the new Accessibility Design Guidelines is the significant costs associated with the retrofit projects. Staff estimated that retrofitting a City facility could cost about \$100,000 on average (based on an audit of 70 City facilities), but it is likely to cost significantly more to bring an older City building to meet standards required by the new Accessibility Guidelines. Since a large portion of City buildings are independently managed by operating departments (rather than by the Corporate Services Department), each department will have to develop its own multi-year implementation plan and budget for their respective properties. Full implementation therefore would have to be phased-in over time, with the retrofitting projects properly prioritized and built into departments' and corporate multi-year capital work program.

The Task Force also recommended that City Council allocate sufficient resources to accommodate City employees with disabilities in the workplace. We were advised that a harmonized Employment Accommodation Policy has been drafted and is being reviewed by senior management.

In the mean time, there are no corporate resources specifically dedicated to accommodating City employees with disabilities. Each department is responsible for any costs incurred for employee accommodation (e.g., facility modification, equipment purchase). This has the potential for creating inequity across and within departments. City staff are currently working on an implementation plan and defining related resource implications, but a target date for presenting this policy to City Council has not yet been set.

The City has not established an Office for Disability Issues as recommended by the Task Force. However, in its first Accessibility Plan to the Province in 2003 (as required by the new Ontarians with Disabilities Act), the City has included "exploring the role and options of an Office of Disability Issues" as one of its 2004 initiatives. The existing Community Advisory Committee on Disability Issues was designated by City Council in February 2002 as "the Accessibility Advisory Committee" as required under the Ontarians with Disabilities Act.

Recommendations:

8. The Commissioner of Corporate Services, in consultation with the Chief Administrative Officer and departmental Commissioners, report to the Policy and Finance Committee by September 2004 on the Accessibility Design Guidelines, including a City-wide strategy to implement the Guidelines on all City facilities and the resource implications.

9. The Commissioner of Corporate Services, in consultation with the Chief Administrative Officer and departmental Commissioners, finalize the draft Employment Accommodation Policy for reporting to the Policy and Finance Committee by June 2004. Such a report should include resource implications, options and target implementation timelines for consideration by City Council.

Diversity Training

Diversity and sensitivity training for staff and elected officials is key to incorporating access and equity into City programs and business activities.

The Human Rights Office currently provides human rights training to City employees through the corporate training courses and customized courses at a department's request. The focus of the training is on human rights policies and legislation. City staff are currently developing a human rights/diversity training session for the new Council members.

Diversity training, aimed at increasing employees' awareness and sensitivity of the needs of the different population groups, is not included in any corporate training courses. Nor is there any dedicated corporate staff person who can assist departments in developing and delivering diversity training specific to their programs and services. As a result, few departments have initiated this form of training. The Ethno-cultural Access Co-ordinator of Emergency Medical Services has commenced diversity training to staff in 2003, and Toronto Public Health has recently received federal funding to develop such a training program.

Recognizing the need to educate City staff on issues and needs of diverse communities, the Chief Administrative Officer, in the Plan of Action for the Elimination of Racism and Discrimination (March 2003), listed diversity training as an action item to begin in May 2003. This training program is not yet being offered to staff.

Recommendation:

10. The Commissioner of Corporate Services, in consultation with the Chief Administrative Officer, develop, pilot and begin delivering, a diversity training program in 2004. The diversity training program, where appropriate, should be customized to meet the specific needs of departmental staff in providing services to the public.

Human Rights Office

The City of Toronto has established a Human Rights Office to investigate human rights complaints and to respond to human rights enquiries. The Office is structured as one of the three functional units of the Staffing, Workforce Transition, Equity and Human Rights Unit. The Manager reports to the Director of Employment Services, who in turn reports to the Executive Director, Human Resources Division, Corporate Services Department. The reporting relationship and responsibilities of the Human Rights Office are specified in the City's Human Rights and Harassment Policy and Procedures.

To maintain independence in complaint investigations, staff of the Human Rights Office (two senior consultants and one consultant) report complaint-related matters, when necessary, directly to the Executive Director of Human Resources, and report administrative matters to the Manager of Staffing, Workforce Transition, Equity and Human Rights.

Our observations with respect to the current placement of the Human Rights Office within the corporation are as follows:

- The Human Rights Office is placed at a level within the corporation that is not commensurate with the degree of importance of this particular function. It lacks the visible profile to allow it to function effectively and independently in the corporation.
- Having the Human Rights Office as a part of Human Resources may create a misleading perception that the Office is not entirely independent or objective, especially on employment related matters. Such a perception may diminish the comfort or confidence of those wishing to file a complaint. As well, the public may have the impression that the Office only deals with employment issues within the City.

The Human Rights Office must be perceived by City employees and the public as having the capacity to perform its functions independently and at “arm’s length” from senior management. Therefore locating the Office in a high profile and “neutral” department or division within the Corporation is necessary to provide this assurance. In our opinion, the Chief Administrator’s Office would be best suited for this purpose.

The placement of the Human Rights Office within the Chief Administrator’s Office must be such that it provides the prominent profile and operational independence required by this function. Strong linkages should still be maintained between the Human Rights Office and Human Resources, particularly in the areas of human rights training and on-going consultation on all Human Resources policies, programs and guidelines.

The Human Rights Office submits an annual report to City Council including an overview of its activities and the number of enquiries and complaints received within the year. Our review found that consultants in the Human Resources Business Units also receive from departments a fair number of enquiries and concerns that relate to grounds covered under the Human Rights Code, such as sexual harassment and employment equity matters. These consultants may, at their discretion, refer complaints of complex nature to the Human Rights Office. The number of enquiries and concerns handled by the Human Resources Business Units are however not included in the Human Rights Office’s annual report. To ensure that City Council is provided with a full picture of the trends and grounds of concerns from both City employees and the public on matters covered under the Human Rights Code, enquiries and concerns handled by Business Unit consultants should be systematically tracked and included in the annual report from the City’s Human Rights Office.

Recommendations:

11. The Chief Administrative Officer:
 - (a) take over responsibility for the Human Rights Office and request Council approval to transfer all existing staff resources and approved budget of the Human Rights Office from the Corporate Services Department to the Chief Administrator's Office;
 - (b) ensure that the Human Rights Office is established as a distinct unit within the Chief Administrator's Office such that it has the profile and operational independence to carry out its functions specifically related to investigations, the provision of confidential advice, and raising contentious issues that require attention; and
 - (c) develop effective communication mechanisms to ensure that City staff are fully aware of the roles of the Human Rights Office in addressing human rights enquiries and complaints.

12. The Chief Administrative Officer, in consultation with the Commissioner of Corporate Services:
 - (a) clearly define the roles and responsibilities of the Human Rights Office and consultants in Human Resources Business Units in their investigation and reporting of all complaints of discrimination regarding employment, access to services, and hate-related activities;
 - (b) develop mechanisms to maintain strong linkages between the Human Rights Office and Human Resources Division to ensure that all Human Resources policies, programs, and guidelines incorporate human rights standards and reflect the City's commitment to human rights and equity; and
 - (c) ensure that all data on human rights complaints, enquiries, and concerns received and addressed by the Human Resources Division are reported to the Human Rights Office for inclusion in its annual report to Council effective 2004.

Administration of City Grants Programs

The City of Toronto continues to provide about \$40 million annually to many community organizations through 17 grants programs.

To facilitate an equitable distribution of City grants, Council adopted a Grants Policy and Anti-Racism, Access and Equity Guidelines (1998) and a Grants Accountability and Risk Management Framework (2002). The objective of this Framework is to ensure "due diligence, effectiveness, consistency and fairness" in all grants programs. An implementation plan for the Framework was submitted to the Grants Sub Committee in November 2002.

Among the implementation items is the development of program standards and risk management and performance measures by August 2003. According to staff, the standards and the performance measures are still being developed, and completion has been delayed to the 2005 funding cycle to allow for an orderly phase-in of the program standards.

The Diversity Management and Community Engagement Unit also administers an Access and Equity Grants Program. This program has an annual budget of about \$0.47 million distributed across 69 recipient organizations in 2003. In both 2002 and 2003, about 50 per cent of the Access and Equity grant recipients also received funding from the City's Community Services Grants Program administered by Community Resources Division, Community and Neighbourhood Services Department. Although these two grants programs are intended for different purposes, they share certain common elements in their application review and approval process. In particular, both programs require applicants to complete a grant application form consisting of two parts: Part A is a standardized organizational overview that is the same for most grant programs, whereas Part B is specific to each program's objectives and criteria. In addition, both the Access and Equity Grants Program and the Community Services Grants Program include site visits to applicant organizations as a part of their approval process, and the Community Neighbourhood Services staff also host public information sessions and clinics on their grant application process.

The current administration of the Access and Equity Grants Program requires two full-time equivalent program positions in the Diversity Management and Community Engagement Unit. The administrative costs of approximately \$150,000 would appear to be disproportionate to the value of the Access and Equity Grants processed. The relatively high administrative costs, according to staff, is partly because each year about one-third of the applications are from newly established community organizations which require a considerable amount of "coaching" from staff in terms of understanding the application process and meeting the eligibility requirements.

Nonetheless, opportunities exist to streamline certain administrative procedures, such as the review of Part A of the application form, site visits and staff time spent on informing individual applicants of the grant application process, through further co-ordination with the Community Service Grants administrators. Similar duplication may also exist among other City grants programs and should be reviewed by the Corporate Grants Team as a part of the Grants Business Practice Improvement Project.

Recommendations:

13. The Commissioner of Community and Neighbourhood Services expedite the development of the program standards and risk management and performance measures as a part of the implementation of the Grants Accountability and Risk Management Framework, and report on the progress to the Policy and Finance Committee by June 2004.

14. The Chief Administrative Officer, in consultation with the Commissioner of Community and Neighbourhood Services, review the current administration of the Access and Equity Grants Program with a view to identifying areas for improved efficiency through further co-ordination with the administration of the Community Services Grants Program.
15. The Commissioner of Community and Neighbourhood Services ensure that the Grants Business Practice Improvement Project includes an assessment of grant application review procedures (particularly on Part A of the application form, site visits and information sessions) for opportunities to eliminate duplications among City grants programs.

Conclusions:

The City of Toronto has made progress in policy and framework development in keeping with its vision of building an inclusive and equitable community. In a number of cases, however, the City has been slow in implementing the Task Force recommendations and the City's Plan of Action for the Elimination of Racism and Discrimination.

Since City Council adopted the Task Force recommendations in December 1999, departments have had to deal with many significant challenges such as service harmonization, the accommodation of provincial downloading of services and financial responsibilities, and many other changes that accompanied municipal amalgamation. As a result, it has not been, and will not be possible to implement all Task Force recommendations in a short period of time. Rather, implementation of the recommendations needs to be a gradual, phased-in process.

To be successful a phased process requires two steps: the setting of implementation priorities, and detailed action plans on how implementation will occur. To focus City resources on issues that are critical to promoting access and equity, the Diversity Management and Community Engagement Unit, given its mandate and expertise, must lead and facilitate corporate priority setting and planning processes, and implement a corporate administrative structure that monitors progress and measures results. One key aspect of this will be the development of corporate and departmental multi-year access and equity action plan, that include measurable objectives, performance indicators, and timelines for completion. By doing all of this, the City will also be able to objectively demonstrate the extent to which it has achieved its access, equity and human rights goals.

Since amalgamation, the City has organized many public consultations on access and equity matters. The City has an excellent set of recommendations from the Task Force, as well as goals and actions identified in its Plan of Action for the Elimination of Racism and Discrimination and the Immigration and Settlement Policy Framework. As such, City resources should be focused on making real changes in the coming years rather than conducting more public consultations. Community members participating in the public consultations for the development of the City Plan of Action for the Elimination of Racism and Discrimination in 2001 questioned why they were being consulted again when the City and other governments had "a catalogue of actions" that could be taken. This sentiment was echoed and captured in the title of the Council Reference Group's extensive public consultations in 2002. The title of that report was, "Just Do

It". City staff have done significant work establishing frameworks and policies but it is now time to itemize, prioritize and then implement specific actions. The recommendations in this report will help move the City along the path of ensuring that it realizes its vision of building an inclusive and equitable community.

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dl

List of Attachments:

Appendix A: Auditor General's Office Terms of Reference

Appendix B: Recommendations of the Task Force on Community Access and Equity

Appendix C: Summary of Audit Observations Specific to Each of the 29 Task Force
Recommendations Examined

Appendix D: Summary of Audit Recommendations and Management's Response



AUDITOR GENERAL'S OFFICE
TERMS OF REFERENCE

Department/Board: Chief Administrator's Office
 Division: Strategic and Corporate Policy/Healthy City Office,
 Diversity Management and Community Engagement Unit
 Project Name: Access and Equity Task Force – Review of the Implementation of
 Recommendations
 Year of Audit: 2003
 Project Code: 03-CAO-01

A. Introduction/Background

In December 1999, City Council adopted, as amended, the recommendations of the Final Report of the Task Force on Community Access and Equity. Recommendation number 85 of that report, as amended, reads as follows:

85. “Once in each term of Council, the City Auditor oversee an internal audit of the performance by the corporation as a whole in achieving its access, equity and human rights goals.
- (a) A reference group be established to advise the City Auditor in carrying out his responsibility to oversee an internal audit of the performance of the Corporation in achieving its access, equity and human rights goals once in each term of Council; and
 - (b) The membership of the reference group include members of the community advisory committees and be chaired by a member of Council.”

In addition to the recommendation requiring an internal audit, the report required the Chief Administrative Officer to provide a status report 12 months after approval by City Council on the implementation of the recommendations. The required report was submitted to Council in April 2002.

Council considered a Supplementary report at its meeting commencing on February 4, 2003. This report provided an update on the implementation of access, equity and diversity in the City of Toronto, taking into consideration previous submissions from Community Advisory Committees (Aboriginal Affairs, Disability Issues, Lesbian Gay Bi-sexual and Transgender Issues, Race and Ethnic Relations and, Status of Women), Working Groups (Immigration and Refugee Issues, Elimination of Hate Activity, Language Equity and Literacy, and Employment Equity) and community organizations.

B. Audit Objectives and Scope

With the addition of Council's amendments, the Final Report of the Task Force on Community Access and Equity contained 97 recommendations. In effect, these recommendations represent the detailed actions to be taken by the City to achieve its access and equity goals.

The objective of this review is to assess the extent to which the City has achieved its access, equity and human rights goals. This will be accomplished by determining the City's success in implementing the 97 recommendations of the Final Report of the Task Force on Community Access and Equity.

Our approach will be to select a sample of 25 per cent of the Task Force recommendations with a view to ensuring the selection:

1. includes at least one recommendation for each of the City's major departments;
2. includes at least 1 recommendation related to specific issues being addressed by each of the advisory committees (five) and working groups (four) noted above; and
3. includes both operational and policy related recommendations.

To satisfy the recommendation for the establishment of a reference group, we will liaise with the Council Reference Group for the Plan of Action for the Elimination of Racism and Discrimination whose members sit on the various community advisory committees. In addition, we will meet with citizen members of those advisory committees to broaden the advice and input received regarding this project.

C. Expected Reporting Date

Audit Committee Meeting

September 23, 2003

Recommendations of the Task Force on Community Access and Equity

The following recommendations of the Task Force on Community Access and Equity were adopted, as amended, by City Council at its meeting held on December 14, 15 and 16, 1999:

1. (a) in addition to an Aboriginal Affairs Committee, City Council establish four City-wide Access, Equity and Human Rights Community as follows:
 - Disability Issues Committee
 - Status of Women Committee
 - Race and Ethnic Relations Committee; and
 - Committee on Lesbian, Gay, Bisexual and Transgendered Issues;
- (b) the Community Advisory Committees on Access, Equity and Human Rights consider rotating the location of their meetings across the City;
2. Community Councils establish working groups on access, equity and human rights issues, as needs currently exist or arise, and permit membership on these working groups to include individuals who work or reside in the City;
3. the Community Advisory Committees advise City Council, its agencies, boards and commissions, and advocate to external bodies on removing barriers that restrict human rights protected groups from participating in public life and achieving social, cultural, economic and political well-being;
4. the Community Advisory Committees include: individuals; individuals who work in community agencies serving the human rights protected groups; individuals with technical expertise; and that the membership represent all regions of the City, and reflect the diversity of the City's population;
5. the Community Advisory Committees on access, equity and human rights report to City Council through the appropriate Standing Committees on issues within the mandate of the Standing Committees, and to the Policy and Finance Committee for issues which are strategic in nature;
6. (a) the members of the City-wide Access, Equity and Human Rights Community Advisory Committees be recommended for appointment by the Nominating Committee using the existing Council Policy for Citizen Appointments and for the initial appointments, the Nominating Committee conduct the interview process using community persons nominated by the Task Force on Community Access and Equity;
- (b) the guidelines developed by the Task Force for appointments to these advisory committees be considered in making these appointments; and

- (c) the term for the initial appointments to these advisory committees continue until the end of the next term of Council;
7. City Council provide for at least one Member of Council to serve on each of the five City-wide Access, Equity and Human Rights Community Advisory Committees;
 8. City Council appoint a Member of Council as a special advocate on disability issues;
 9. the City provide sensitivity and awareness training and materials on access, equity and human rights issues to all persons involved with the municipal structure, including elected officials, emergency services personnel, staff, contractors and persons appointed to City committees;
 10. City Council endorse the principle of Aboriginal self-determination and work with Aboriginal people to achieve this goal;
 11. the Chief Administrative Officer work with the Aboriginal Affairs Advisory Committee towards the establishment of an Aboriginal Affairs Office;
 12. City Council establish initiatives to support the cultural, social, economic and political participation of Aboriginal communities in Toronto's civic life;
 13. the Chief Administrative Officer work with the Disability Issues Advisory Committee towards the establishment of an Office for Disability Issues;
 14. City Council and City staff review all disability-related policies of former municipalities, and compile best practices to remove systemic barriers in employment, goods, services and facilities, and that City Council endorse these best practices;
 15. City Council authorize an external review of the policies and services and establish time lines for changing or improving the mobility and access of people with disabilities including all forms of transportation services in the City, including:
 - adding streetscaping amenities (e.g., ramped corners with tactile warning strips, practical street door accesses, and enforcing clear paths on all pedestrian walkways);
 - installing specialized traffic signals (e.g., audio signals at which those users who cannot cross safely during the standard cycle timing can prolong the pedestrian walk cycle);
 - improving the services provided by the TTC, Wheeltrans and increasing the number of accessible taxicabs; and

- this be referred to the Toronto Transit Commission and the Commissioner of Works and Emergency Services for consideration during the preparation of their respective business plans and capital spending priorities;
- 16. City Council establish TTY's in all departments, in public areas of City facilities and in the community and that this be referred to the Commissioner of Corporate Services for consideration during preparation of the Corporate Services Department's business plan;
- 17. City Council continue to act as an advocate for the equal treatment of same-sex spouses;
- 18. City Council take steps to establish parallel pension benefits programs for same-sex spousal families and that these remain in place until other governments remove legislative prohibitions, and that no limits be set on retroactivity for these benefits;
- 19. work against hate activity include hate crimes and incidents motivated by racism, sexism, anti-Semitism, bigotry, or homophobia;
- 20. the City request the inter-agency working group on hate activity to continue its work;
- 21. (a) where required, City Council and City staff should work to establish inter-agency staff working groups to address specific problems;
- (b) working groups be established on Language Equity and Literacy, and that the International Literacy Decade be extended for another decade to the year 2010; and
- (c) the working group on Employment Equity include the City's bargaining agents as well as community organizations;
- 22. the City vigorously implement the already-approved implementation strategy arising from the Urban Forum on Immigration and Refugee Issues;
- 23. for the purpose of implementing City Council's policy on appointments to agencies, boards, commissions and special purpose bodies, the City will define "citizen" to include all persons who pay property taxes or who pay business taxes or who live within the boundaries of the City of Toronto, including permanent residents, refugees, refugee claimants and residents without homes;
- 24. the City use the foregoing definition of "citizen" in making appointments to agencies, boards, commissions and special purpose bodies, except where law requires Canadian Citizenship for an individual to serve as a member of these bodies;
- 25. the City remove the age restriction in making appointments to agencies, boards, commissions and special purpose bodies except where law requires an individual to attain a particular age to serve as a member of these bodies;

26. City Council advocate for changes to any law which creates barriers to civic appointments for persons who are residents or who pay property taxes or business taxes;
27. the Nominating Committee establish goals and timetables for increasing the diversity among persons it recommends for civic appointments;
28. City staff provide an annual report to City Council on the participation rates of the human rights-protected groups in appointments made to agencies, boards, commissions and special purpose bodies;
29. the City make resources available to facilitate members of the public in participating on advisory committees which City Council establishes and the advisory or management committees/boards of agencies, boards, commissions and special purpose bodies, including providing information in alternate formats, languages, attendant care, child care, and using accessible locations;
30. the communications strategies for municipal elections take account of the City's linguistic diversity and levels of literacy;
31. all graphic design, cultural programs and special events of the City reflect the diversity of the City's population;
32. the City continue to provide awareness and public education programs which support the principles of including all groups, respecting differences, achieving human rights, and eliminating harassment and hate activities;
33. the City continue its awards and scholarship programs which recognize and contribute to the City's objectives regarding access, equity and human rights;
34. the City provide space in its press gallery for the "ethnic and community" media to help expand coverage of municipal issues and that this recommendation be referred to the Commissioner of Corporate Services for a report on its implications;
35. the City maintain and enhance its multi-lingual capacity by encouraging staff to use the multi-lingual AT&T telephone service, providing printed materials in various languages, purchasing service agreements with community agencies, identifying and remunerating staff with language skills, and continuing to use in-house interpreters and community liaison staff;
36. the City extend guidelines regarding anti-discrimination which govern the use of Nathan Phillips Square to all "civic squares" and that the City amend the Municipal Code accordingly;
37. the City set annual targets for increasing the number of child care spaces and their hours of operation;

38. the City make housing services for refugees a priority;
39. the Official Plan and the Social Development Strategy respond to the barriers and specific needs identified during the consultations held by the Task Force;
40. the Official Plan provide for recognizing the ethno-racial and cultural heritage and needs of the diverse communities in the City;
41. City Departments involve residents in program advisory committees to evaluate services and make sure that these processes include persons who are from the City's diverse communities;
42. the City continue recreation programs which are targeted to specific communities, including lifeguard training for black youth, special hours for Muslim women, and leadership training for youth from high-risk populations;
43.
 - (a) the City review its zoning, building and fire regulations to address the barriers faced barriers faced by Aboriginal people and other communities practicing cultural and spiritual traditions, and identify those regulations which fall under the mandate of other levels of government, and advocate for changes as required; and
 - (b) appropriate civic officials be requested to report further on these matters, including the provision of residential uses at places of worship and various burial traditions;
44. City Council adopt a set of accessibility guidelines for all City-owned buildings and other properties and that it determine accessibility gaps and implement an action plan to address these gaps;
45. the City work to pro-actively respond to accessibility issues with architects and developers by seeking to enhance the legislated requirements under the Ontario Building Code and by more stringently enforcing them;
46. the City investigate means of augmenting the City's stock of affordable, accessible housing for people with disabilities, both privately and publicly-owned;
47. the City modify its subsidies program to create portability which matches the need of the tenant with the disability, rather than the unit;
48. the City adopt an employment equity policy to achieve a workforce which reflects the population at all occupational levels of the City;
49. the City conduct additional workforce surveys as needed to assemble a complete data base from which to monitor the ongoing participation of designated groups in the City's workforce;

50. when the City establishes any new compensation and benefit programs for employees, it arrange for an independent "gender equity"/"wage gap" analysis to determine the impact of new systems on the "wage gap";
51. the City establish "mentoring" and "job demonstration" programs to help individuals from groups who face barriers gain work experience, and that the City encourage and recognize employees who act as volunteers for these programs;
52. the City offer specialised training programs to employees to enhance their language and literacy skills or to facilitate entry into "non-traditional" work, paying particular attention to employees whose first language is not English, or for whom technology and high literacy levels have not been occupational requirements;
53. Council allocate sufficient resources to accommodate employees with disabilities in the workplace so that their productivity and work experience parallels as nearly as possible that of their peers;
54. the City's Fair Wage and Labour Trades Office continue to oversee the anti-discrimination requirement of the Workers' Rights Policy and that it update the grounds of anti-discrimination to include those covered by the Human Rights Policy;
55. the City continue its employee working groups, as needed, on issues related to the designated groups to address emerging issues, and that they liaise with the relevant Community Advisory Committees on an ongoing basis;
56. the City encourage employees to participate in corporate and community programs to help staff better understand the City's diverse communities;
57. the City establish a Human Rights Office to receive inquiries and investigate complaints of discrimination regarding employment, access to services, and hate-related activities;
58. the organizational placement of the City's Human Rights Office facilitate arm's-length investigations, including those relating to complaints of discrimination in employment, service delivery and hate activity;
59. the Human Rights Office submit:
 - (a) an annual report to City Council on its activities; and
 - (b) this Annual Report include the success rates of resolving complaints, including those which have been filed with the Ontario Human Rights Commission;
60. the City's Economic Development Strategy specifically outline pro-active strategies that include the City's diverse communities;

61. the City implement the implementation strategy arising from recommendations of the Urban Aboriginal Economic Development Seminar and that it provide progress reports;
62. to promote the image of Toronto as a "global city", City-endorsed programs, such as the Olympic Bid, The Gay Games, small business outreach, strategies be implemented to use these as opportunities for businesses owned and operated by members of the human rights protected groups;
63. the City use its purchasing process for communicating the City's leadership role on employment equity, anti-discrimination and against harassment in the workplaces of Toronto;
64. the City continue information and outreach activities, which make sure that businesses from various communities have access to the procurement process of the City and its agencies;
65. the City's purchasing process utilise strategies such as reducing the size of contracts and sub-contracts to increase the number of businesses owned by designated groups participating in the process and for achieving employment equity among firms seeking to do business with the City;
66.
 - (a) City staff submit an annual report to Council on the proportion of expenditure the City spent with businesses owned by the designated groups and that this report include information on the employment equity policies of firms who are suppliers to the City; and
 - (b) a report be submitted to Council every 5 years, coinciding with the Census, on the status of designated groups in supplier workforces;
67. City Council continue to support community organizations through its various grants programs and that it develop a strategy to facilitate the equitable distribution of grants funding;
68. the City continue to provide resource support, such as meeting space, information sessions and research information to community organizations to assist them in providing services to their communities and to facilitate their participation in civic society;
69. the City require all organizations receiving City grants to demonstrate their commitment to access and equity;
70. the City expand its Day Care grants program across the City, and refer to the Commissioner of Community and Neighbourhood Services for consideration in her forthcoming report on the former City of Toronto's day care grants program;
71. the City expand its Breaking the Cycle of Violence (BTCV) grants program across the City;

72. the Multicultural grants program maintain anti-racism and anti-hate as program criteria, if no new funds are available in 1999;
73. City Council work to establish a comprehensive access and equity grants program to support the advocacy efforts of human rights protected groups;
74. City staff modify the report template for all reports to Council to include an impact statement on access, equity and human rights;
75. City staff prepare comprehensive demographic profiles of all City wards to guide policy development, program planning and service delivery;
76. in order to ensure that there is an external perspective on the City's progress towards access, equity and human rights goals, the City organize an annual community consultation on access, equity and human rights issues that will provide input to planning, policy and program development in subsequent years;
77. each department, agency, board, commission or special purpose body submit an Access, Equity and Human Rights Action Plan to City Council;
78. each department evaluate its policies, programs and services to identify barriers experienced by the human rights protected groups and that measurement tools be prepared for this purpose;
79. City Council request its agencies, boards, commissions and special purpose bodies to provide an annual report on how they implemented employment equity, community access, service equity and human rights;
80. the annual employment equity report to City Council on the status of the human rights protected groups include data on its workforce as a whole and by departments regarding representation, occupations, promotions, compensation, training, benefits, exits, and developmental opportunities;
81. the City produce an annual consolidation of access and equity measures in a report card format;
82. the City establish organizational structures and resources for access, equity and human rights:
 - to provide policy development;
 - to facilitate community advisory processes including committees relating to the human rights protected groups and -other committees of City Council as required;
 - to administer anti-racism, access and equity grants;
 - to investigate human rights issues at arm's length;

- to implement awareness and public education programs on access, equity and human rights issues;
 - to liaise with community organizations regarding emerging issues and to assist them with civic involvement;
 - to conduct research on the needs of the human rights protected groups and to provide results to departments to use -in delivering services;
 - to monitor legislative proposals that impact on the human rights protected groups;
 - to implement communication strategies to increase involvement and access to services;
 - to promote the City's position to other levels of government and external bodies; and
 - to provide advice and research to Council committees;
83. agencies, boards and commissions be requested to implement access, equity and human rights policies and programs consistent with those of City Council;
84. the Workers Information and Action Centre be continued as a resource for addressing employment discrimination in the Toronto labour market and that the Small Business Centres operated by the City ensure that information regarding employment equity and human rights are provided to business owners;
85. once in each term of Council, the City Auditor oversee an internal audit of the performance by the corporation as a whole in achieving its access, equity and human rights goals;
- (a) a reference group be established to advise the City Auditor in carrying out his responsibility to oversee an internal audit of the performance of the Corporation in achieving its access, equity and human rights goals once in each term of Council; and
 - (b) the membership of the reference group include members of the Community Advisory Committees and be chaired by a member of Council;
86. the Chief Administrative Officer provide a status report 12 months after approval by City Council, on the implementation of recommendations;
87. the Toronto District School Board and all Boards of Education be requested to implement comprehensive access, equity and human rights policies;
88. the Government of Ontario be requested to provide resources for education, transportation, housing, etc., to improve the status of the human rights protected groups; and
89. the Government of Canada be encouraged to provide resources to the City and other agencies for settlement, education and employment certification for immigrants and refugees.

Additional Recommendations:

90. the corporate Access and Equity Unit work with each commissioner to define the functions and reporting relationships for the assignment of dedicated access and equity staff resources to assist departments in meeting access and equity objectives. (Toronto City Council, June 1999);
91. the 1999 approved budget of \$1,501,000.00 total gross expenditures (\$1,471,000.00 total net expenditures) and 21.3 equivalent funded staff positions for Access and Equity services be transferred from the Human Resources Division in the Corporate Services Department to the Strategic and Corporate Policy Division in the Chief Administrator's Office to facilitate the transfer of program management and administration of the corporate Access and Equity Unit from the Corporate Services Department to the Chief Administrator's Office, and the 1999 Operating Budget be adjusted accordingly. (Toronto City Council, June 1999);
92. a copy of the report on Council's adoption of the Task Force recommendations be forwarded to the Executive Committee of the Federation of Canadian Municipalities with a request that it be placed before the Standing Committee on Race Relations of the Federation of Canadian Municipalities and studied and compared with other best practice initiatives from other cities. (Toronto City Council, June 1999);
93. the Federation of Canadian Municipalities be advised that the City of Toronto assigns a high priority to this work. (Toronto City Council, June 1999);
94. the Executive Committee of the Federation of Canadian Municipalities be requested to consider the inclusion of Councillors McConnell, and Shaw on the membership of its Committee on Race Relations. (Toronto City Council, June 1999);
95.
 - (i) as part of her forthcoming report on the consolidated employment equity policy for the City of Toronto, the Acting Commissioner of Corporate Services report to Council through the Administration Committee, on the implementation of the Human Rights Office and how the expertise and skills of the employment equity and human rights consultants are being used to enhance the activities of the human resources business units;
 - (ii) the consolidated employment equity policy reiterate and reaffirm the fundamental principles of fairness and equal opportunity for each and every citizen of Toronto; and the policy explicitly reject the concept of "demographic mirrors" and "racial set-asides" - i.e. "demographic mirrors being the concept that the percentage or proportion of "designated" in the general community as defined in the repealed Employment Equity Act of Ontario should be reflected or "mirrored" precisely in the bureaucracy of the new City of Toronto; and racial set-asides" being the concept that a certain proportion of the City contracts should be set aside for businesses either owned and/or employing certain racial groups. (Toronto City Council, Dec. 1999);

96. the Chief Administrative Officer report to Council on the effectiveness of the City-wide Community Advisory Committees mid-way through the next term of Council. (Toronto City Council, Dec. 1999); and
97. Council thank the members of the various municipal advisory committees on access, equity and human rights and the members of the Task Force on Community Access and Equity for their work over the past two years and their important contribution to City policy. (Toronto City Council, Dec. 1999).

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Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	<u>Community Advisory Committees</u>			
1	<p>(a) In addition to an Aboriginal Affairs Committee, City Council establish four city-wide access, equity and human rights community advisory committees (CAC) as follows:</p> <ul style="list-style-type: none"> - Disability; - Status of Women Committee; - Race and Ethnic Relations Committee; - Committee on Lesbian, Gay, Bisexual and Transgender Issues. <p>(b) The community advisory on access, equity and human rights consider rotating the location of their meetings across the City.</p>	Task-specific	Fully Implemented	<ul style="list-style-type: none"> • Five Community Advisory Committees were established in accordance with the Task Force recommendation. <p>We noted that a number of Committee meetings had to be cancelled or re-scheduled because of difficulties meeting quorum. City Council clarified at its meeting in April 2003 that quorum be calculated on the basis of half of the citizen members, with Council Members in attendance counted towards attaining such quorum.</p> <ul style="list-style-type: none"> • City Council also approved establishment of four issue-based Working Group: Working Group on Language Equity and Literacy Issues; Working Group on Immigration and Refugee Issues; Working Group on Elimination of Hate Activity; and Working Group on Employment Equity. <p>The Working Group on Language Equity and Literacy Issues and the Working Group on Immigration and Refugee Issues were meeting regularly.</p> <p>City staff attempted to establish a Working Group on the Elimination of Hate Activity, but initial invitations received poor responses from community groups. Although the Working Group was eventually formed, it only met once in May 2003.</p> <p>The Working Group on Employment Equity has not been established. Staff decided to defer establishing this Working Group because its effectiveness would be limited without the results of the Workforce Survey (expected to be available by mid 2004).</p>

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
4	That the community advisory committees include: individuals who work in community agencies serving the human rights protected groups; individuals with technical expertise; and, that the membership represent all regions of the City, and reflect the diversity of the City's population.	Task-specific	Fully Implemented	<ul style="list-style-type: none"> Members of the community advisory committees were selected by a team of community members appointed by the Task Force. The Diversity Management and Community Engagement Unit co-ordinated the recruitment process. Based on the self-identification data (attached to the application form), committee members generally represent most regions of the City and reflect the City's demographic diversity.
5	That the community advisory committees on access, equity and human rights report to City Council through the appropriate Standing Committees on issues within the mandate of the Standing Committees, and to the Policy and Finance Committee for issues which are strategic in nature.	Task-specific	Fully Implemented	<ul style="list-style-type: none"> Each community advisory committee was chaired by a City Councillor. The community advisory committees contributed to advocacy, provided feedback on policies and initiatives, recommended changes to programs and practices and raised a number of issues at City Council through the Standing Committees.
9	That the City provide sensitivity and awareness training and materials on access, equity and human rights issues to all persons involved with the municipal structure, including elected officials, emergency services personnel, staff, contractors and persons appointed to City committees.	Task-specific	Recently initiated	<ul style="list-style-type: none"> Staff of the Human Rights Office currently provide human rights training to City employees through the corporate training courses and customized courses at a department's request. The focus of the training is on the Human Rights policies and legislation. Diversity training, aimed at increasing employees' awareness and sensitivity of the needs of the different population groups, is not included in any of the corporate training courses. Nor is there any dedicated corporate staff person who can assist departments in developing and delivering diversity training specific to their programs and services. As a result, very few City staff have received diversity training.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> • We noted that the Ethno-cultural Access Co-ordinator of Emergency Medical Services has commenced diversity training to staff. Toronto Public Health has recently received federal funding to develop the training and Parks and Recreation Division is exploring the feasibility of hiring external consultants to deliver the training. • The Diversity Management and Community Engagement Unit is currently organizing a diversity/human rights training session for the newly elected City officials.
	<u>Aboriginal Self-determination</u>			
12	That City Council establish initiatives to support the cultural, social, economic and political participation of Aboriginal communities in Toronto's civic life.	Direction -oriented	Initiated	<p>In the absence of any specific implementation targets, our approach to this direction-based recommendation was to assess whether the City has developed any measures to continuously support the Aboriginal communities in their participation in civic life.</p> <p>We noted that:</p> <ul style="list-style-type: none"> • an Urban Aboriginal Economic Development Committee, comprised of community members and representatives from the Province, has been established. The goal of this Committee is to act as a clearing house for aboriginal economic development issues in Toronto; • the Urban Aboriginal Economic Development Committee, together with the Aboriginal Affairs Community Advisory Committee (one of the five access and equity community advisory committees established by City Council), have helped form a mechanism through which the City can begin

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<p>to identify and respond to challenges faced by the Aboriginal communities; and</p> <ul style="list-style-type: none"> • a number of other initiatives have been undertaken by City staff including hosting the first aboriginal forum “Celebrating the Urban Aboriginal Entrepreneur” in October 2003, examining the needs and feasibility of developing entrepreneurship among aboriginal youth and exploring opportunities to promote aboriginal tourism in Toronto.
	<p><u>Disability Access</u></p>			
<p>13</p>	<p>The Chief Administrative Officer work with the Disability Issues Advisory Committee towards the establishment of an Office for Disability Issues.</p>	<p>Task-specific</p>	<p>Initiated</p>	<ul style="list-style-type: none"> • An Office for Disability Issues has not been established. A staff person in the Diversity Management and Community Engagement Unit currently carries a disability issues portfolio. • In May 2001, the Community Advisory Committee on Disability Issues requested that staff gather information on best practices respecting the establishment of an Office for Disability Issues. The Committee did not discuss this item again until its meeting in April 2003 when the preliminary results of the best practices research were presented. After hearing the preliminary results, the Committee requested that the establishment of an Office for Disability Issues be included as a component of the City’s Accessibility Plan which is required by the new Ontarians with Disabilities Act. • The City’s first Accessibility Plan submitted to the Province in 2003 lists “explore the role and options of an Office of Disability Issues” as one of its 2004 initiatives.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	<u>Advocacy and Partnership</u>			
19	That work against hate activity include hate crimes and incidents motivated by racism, sexism, anti-Semitism, bigotry, or homophobia.	Direction -oriented	Initiated	<p>This Task Force recommendation aims at broadening the scope of the City’s work against hate activities. While specific implementation objectives for this recommendation have not been developed, the City has put in place a number of policies, programs and resources to help reduce hate-motivated activities.</p> <ul style="list-style-type: none"> • In 1998 City Council adopted a Policy Against Hate Activity and Hate Activity Procedures to provide guidance for staff on how to respond to hate motivated incidents. • The City currently provides and supports the provision of a number of activities and programs to help reduce hate-motivated activities. They include three grants programs at the total cost of \$1.4 million annually (Access and Equity grants, Breaking the Cycle of Violence grants and Graffiti Transformation grants), anti-bullying workshops for staff of licensed child care centres, a number of youth projects and the annual bus shelter and recycling bin advertising programs which aim at promoting the values of the City’s diverse populations.
22	That the City vigorously implement the already-approved implementation strategy arising from the Urban Forum on Immigration and Refugee issues.	Direction -oriented	Initiated	<ul style="list-style-type: none"> • The Urban Forum on Immigration and Refugee Issues took place in 1997 with more than 400 community and government representatives participating in the event. They offered 64 recommendations for the City, communities, school boards and other levels of government. Based on the recommendations from the Urban Forum and a series of public and key stakeholder consultations, the City developed an Immigration and Settlement Policy Framework to provide more focused corporate directions. City Council in June

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<p>2001 adopted the Framework that consists of six strategic directions and 21 “strategic actions”.</p> <ul style="list-style-type: none"> • While the Policy Framework contains 21 “strategic actions”, they do not include any specifics on implementation mechanisms, expected levels of attainment, department(s) responsible, or targeted timelines. As a result, we were unable to form an objective opinion on whether the current level of activities is sufficient or adequate. • No City department has been designated as the corporate coordinator in the implementation of the Immigration and Settlement Policy Framework. Each department is expected to identify where and how it can incorporate the Framework into its existing policies and operations, without any corporate requirements for progress reporting. • City Council also adopted an Immigration and Settlement Communications Framework in 2002. An inter-departmental work group is currently developing the implementation strategies and activities for this Communications Framework. • Other major City initiatives for immigration and refugee issues include the following: <ul style="list-style-type: none"> (a) In 2002 City Council adopted a Multilingual Services Policy to affirm its commitment to making City information available to all residents and to provide staff with guidelines in determining how residents can best be served through the use of multilingual services.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<p>(b) The City’s Web site contains a “newcomer page” and a City Guide available in 11 languages.</p> <p>(c) The City has recently launched a pilot project “Profession to Profession” aimed at soliciting experienced City staff to volunteer as mentors to immigrant professionals.</p>
	<u>Participation and Communications</u>			
31	That all graphic design, cultural programs and special events of the City reflect the diversity of the City's population.	Direction -oriented	Initiated	<p>This Task Force recommendation presents the “goal” of reflecting diversity in all City graphic design, cultural and special events. For practical reasons, we could not examine all of the graphic designs or public events arranged by various City departments, nor do we have the expertise to determine their appropriateness in reflecting diversity. Our review therefore only focused on whether the City has a mechanism to ensure that, where appropriate, diversity is represented in its design work and various public events.</p> <p><u>Graphic Design</u></p> <ul style="list-style-type: none"> • Communications activities in the City are currently organized based on a de-centralized model in which each department is responsible for its own program-specific communications activities, including public education, media relations and graphic design. • There is no corporate standard or policy on reflecting diversity in graphic design, leaving the responsibility entirely to the communications team of each City department. However, we were advised that communications staff in general are aware of the needs to reflect diversity in creating graphic design.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> • Corporate Communications staff advised that a corporate policy on reflecting diversity in graphic design might not be practical as it might inadvertently impede creativity. <p>To this end, the provision of diversity training to all City staff may be a more effective means of assuring representation of diversity in the City’s graphic designs.</p> <p><u>Cultural Programs and Special Events</u></p> <ul style="list-style-type: none"> • Each year the City hosts, supports and participates in a number of cultural programs and events, many of which are initiated by the Culture Division, Economic Development, Culture and Tourism Department. • The City’s recently released Culture Plan, which states that “the City’s cultural programs will promote inclusivity and celebrate cultural diversity”, is an important document to guide the development of future cultural programs and events in the City. This Plan contains 63 recommended actions and directions including those that are specific to the Aboriginal people, persons with disability, culturally diverse groups, youth and children, seniors and other populations.
32	That the City continue to provide awareness and public education programs which support the principles of including all groups, respecting differences, achieving human rights, and eliminating harassment and hate activities.	Direction-oriented	Initiated	<p>In the absence of any specific short-term objectives, we were unable to objectively determine whether the current level of implementation is sufficient. Our review however verified that the City has provided a variety of public awareness programs that include different population groups. In 2003, the corporate public education and awareness programs/activities included:</p> <ul style="list-style-type: none"> - Official proclamations to recognize certain events, groups, individuals, or campaigns of significance to its population;

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> - the diversity section on the City’s Web site; and - the annual bus shelter and silver box (recycling bin) campaigns promoting human rights, diversity, literacy and lesbian, gay, bisexual and transgendered community.
	<u>Service and Planning</u>			
37	That the City set annual targets for increasing the number of childcare spaces and their hours of operation.	Task-specific	Fully Implemented	<ul style="list-style-type: none"> • The City’s targeted number of subsidized spaces has increased from 24,216 in 1999 to 26,496 in 2003. A strict interpretation of this Task Force recommendation would suggest that the City has fully implemented its goal since the City is only expected to “set” annual targets for increasing the number of childcare spaces. These targets however have not been met since 1999 due to gradual declines in provincial funding. • Under the cost-share agreement with the City, the Province funds 80 per cent of the City’s operating costs of subsidized child care spaces and 50 per cent of the City’s costs of administering the subsidy program, up to an annual maximum funding limit. To supplement the funding shortfalls caused by the gradual declines in provincial funding, the City has increased its share of the program costs from 20% in 1999 (as stipulated in the original cost-share agreement) to about 34% in 2003. However, the increases from the City were unable to fully compensate for the decreases in provincial funding. As a result, the number of subsidized childcare spaces available in the City has been decreasing from 23,211 in 1999 to 22,085 in 2003.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> • While the City has demonstrated its support to this Task Force recommendation by allocating more City funds to subsidize the childcare program, it was unable to achieve its goal because of the Province's gradual declines in annual funding.
41	That City Departments involve residents in program advisory committees to evaluate services and make sure that these processes include persons who are from the City's diverse communities.	Direction -oriented	Progress has been made	<ul style="list-style-type: none"> • Our review noted that in addition to the five community advisory committees and four issue-based Working Groups for access and equity issues, City staff have established or in the process of establishing mechanisms to involve residents from the City's diverse communities. For example: <ul style="list-style-type: none"> - the Parks and Recreation Division, currently working with 66 advisory councils for City-operated community centres, is planning to increase the number of advisory councils over time; - the Toronto Board of Health has established local community health committees to match the community council boundaries established by City Council; and - there are several advisory committees for specific population groups, including the Child Care Advisory Committee of Toronto, Children and Youth Action Committee, Seniors' Assembly and Urban Aboriginal Economic Development Committee. • The widespread use of community advisory committees could be indicative of a heightened awareness among City staff and elected officials of the importance of community involvement in the development and delivery of City programs and services.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> • While City departments should continue to involve and expand community participation, equal attention should be paid to ensure that these committees are functioning as intended through periodic evaluation of their effectiveness. During the course of our review, we noted certain existing community advisory committees are facing similar issues such as staff support, realistic objectives, linkages to the decision-making bodies and membership.
42	That the City continue recreation programs which are targeted to specific communities, including lifeguard training for black youth, special hours for Muslim women, and leadership training for youth from high-risk populations.	Direction -oriented	Considerable progress has been made	<ul style="list-style-type: none"> • This Task Force recommendation calls for on-going City actions to develop recreational programs suitable for its diverse communities. We noted that the Parks and Recreation Division, being the primary provider of the City’s recreational programs, has established a number of measures to help identify and respond to the needs of specific communities. • The Parks and Recreation Division has dedicated full time staff resources to a specific Access and Equity Program. A number of initiatives have arisen from the Access and Equity Program, including: <ul style="list-style-type: none"> - a study on the attitudes of youths from diverse cultures towards recreation (funded by Ontario Works for 2004-05); - provision of Human Rights training to all Parks and Recreation’s management staff in 2003 and non-management staff in 2004; - the planned establishment of a City-wide community advisory committee on recreation in 2004;

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> - the development of an access and equity manual for Parks and Recreation staff; and - the development of a multi-year access and equity workplan.
43	<p>(a) That the City review its zoning, building and fire regulations to address the barriers faced by Aboriginal people and other communities practising cultural and spiritual traditions, and identify those regulations which fall under the mandate of other levels of government, and advocate for changes as required; and</p> <p>(b) that appropriate civic officials be requested to report further on these matters, including the provision of residential uses at places of worship and various burial traditions.</p>	Task-specific	Initiated	<ul style="list-style-type: none"> • The implementation of this specific Task Force Recommendation requires on-going effort from both City officials and the faith communities because the issues of zoning and building barriers faced by Aboriginal people and other communities practising cultural and spiritual traditions are complex. • The City's Diversity Advocate has held two Faith Summits in 2003. • The Urban Development Services Department, in completing its project of consolidating 41 different sets of Zoning Bylaws from the six former municipalities to a single, comprehensive City Zoning Bylaw, has committed to an extensive public consultation process. This initiative provides an opportunity for Aboriginal people and other faith communities to provide input and to voice their concerns. <p>These venues provide ongoing opportunities for City staff to understand the importance of different cultural and spiritual practices and traditions to the communities and for the various community groups to appreciate the rationale behind the existing regulatory controls in the City.</p>
44	That City Council adopt a set of accessibility guidelines for all City-owned buildings and other properties and that it determine accessibility gaps and implement an	Task-specific	Initiated	<ul style="list-style-type: none"> • At its meeting in June 2000, City Council adopted a motion to make all City facilities accessible by the year 2008. In October 2000, Council further directed staff to develop new Accessibility Design Guidelines and to initiate accessibility audits of all City facilities.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	action plan to address these gaps.			<ul style="list-style-type: none"> To date, an accessibility audit has been conducted for 70 City buildings by an external consultant using recognized standards. The 70 audited buildings represent about six per cent of all City-owned buildings. The new Accessibility Guidelines have also been drafted for review and approval by the Chief Administrative Officer and department heads. A key issue with implementing the Guidelines is the costs of retrofitting existing City facilities. The estimated average of \$100,000 for retro-fitting a City building (based on an audit of 70 buildings) may not be applicable to the older facilities where the costs would be much higher. Staff are currently preparing a report to City Council on the new Accessibility Guidelines and an action plan to address accessibility gaps.
	<u>Employment and Leadership</u>			
48	<p>That the City adopt an employment equity policy to achieve a workforce which reflects the population at all occupational levels of the City.</p> <p>City Council, in adopting the above Task Force recommendation, amended it by adding the following recommendation:</p> <p>95 (ii) The consolidated employment equity policy reiterate and reaffirm the fundamental</p>	Task-specific	Fully-implemented	<ul style="list-style-type: none"> In July 2000 Toronto City Council approved an Employment Equity Policy which embodies the definition as specified in recommendation 95(ii). The Policy states that: “The citizens of Toronto are best served by a public service which reflects the diversity of the community which it serves. This will be achieved through employment equity programs that remove barriers and monitor outcomes rather than by establishing requirements to precisely reflect the percentage of designated groups in the community.”

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	<p>principles of fairness and equal opportunity for each and every citizen of Toronto; and the policy explicitly reject the concept of “demographic mirrors” and “racial set-asides” – i.e. “demographic mirrors being the concept that the percentage or proportion of “designated” in the general community as defined in the repealed Employment Equity Act of Ontario should be reflected or “mirrored” precisely in the bureaucracy of the new City of Toronto; and racial set-asides” being the concept that a certain proportion of the City contracts should be set aside for businesses either owned and/or employing certain racial groups.</p>			
49	<p>That the City conduct additional workforce surveys as needed to assemble a complete database from which to monitor the ongoing participation of designated groups in the City's workforce.</p>	Task-specific	Near completion	<ul style="list-style-type: none"> • According to the Chief Administrative Officer's March 2002 Status Report on the Implementation of the Task Force Recommendations, the workforce survey was originally set for completion by the end of 2002. Human Resources staff now expect to complete data collection by early 2004 and report survey results by mid 2004. • The delay in the implementation, according to Human Resources, was due to the labour strike in 2002 and extensive

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<p>discussions with the unions since 2001. We were informed that representatives of Local 79 are supportive of the survey and discussions with Local 416 are progressing.</p> <ul style="list-style-type: none"> The workforce survey is key to the implementation of the City’s employment equity policy. This voluntary survey seeks employee information in relation to four designated groups - women, Aboriginal peoples, persons with disabilities and visible minorities. The information will help determine the representation of the City’s workforce in these four designated groups in specific jobs and job levels.
53	That Council allocate sufficient resources to accommodate employees with disabilities in the workplace so that their productivity and work experience parallels as nearly as possible that of their peers.	Task-specific	Initiated	<ul style="list-style-type: none"> Currently there are no corporate resources specifically dedicated to accommodating employees with disabilities. Each department is responsible for any costs incurred for employee accommodation (e.g. facility modification, equipment purchase). This has the potential for creating inequity across and within departments. A harmonized Employment Accommodation Policy has been drafted and is being submitted for internal review. Target date for presenting this policy to City Council has not been set. Staff are also working on the resource issue as a part of the implementation plan of the draft Employment Accommodation Policy.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	<u>Complaints</u>			
57	That the City establish a Human Rights Office to receive inquiries and investigate complaints of discrimination regarding employment, access to services, and hate-related activities.	Task-specific	Fully Implemented	<ul style="list-style-type: none"> • The City has established a Human Rights Office to investigate human rights complaints and respond to human rights enquiries. The Human Rights and Harassment Policy and Procedures, approved by City Council in December 1998, outline the reporting relationship of the Office and its responsibilities.
58	That the organizational placement of the City's Human Rights Office facilitate arm's-length investigations, including those relating to complaints of discrimination in employment, service delivery and hate activity.	Task-specific	Initiated	<ul style="list-style-type: none"> • Section 4.6 of the Human Rights and Harassment Policy and Procedures provides for reporting to the Chief Administrative Officer through the Executive Director of Human Resources. • The Human Rights Office is currently structured as a sub-unit within the Staffing, Workforce Transition, Equity and Human Rights Unit which reports to the Director of Employment Services, Human Resources. • To maintain independence in complaint investigation, staff of the Human Rights Office report only administrative matters to a manager within Human Resources, but report complaint-related matters, when necessary, directly to the Executive Director of Human Resources. • We have the following concerns with the current organizational structure of the Human Rights Office: <ul style="list-style-type: none"> (a) The Office is presently placed at a level within the Corporation that is not commensurate with the degree of importance of this particular function and hence it lacks the prominent profile to function effectively and independently in the corporation; and

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				(b) The placement of the Human Rights Office within Human Resources may create a perception among staff and the public that the Office may not be operating entirely free from management interference, especially on employment related matters.
59	<p>That the Human Rights Office:</p> <p>(a) submit an annual report to City Council on its activities; and</p> <p>(b) that this Annual Report include the success rates of resolving complaints, including those which have been filed with the Ontario Human Rights Commission.</p>	Task-specific	Fully Implemented	<ul style="list-style-type: none"> • An overview of the Human Rights Office activities and initiatives was provided to City Council each year in a Human Rights Annual Report. • The Annual Report provides a summary of the number of enquiries received, the number of enquiries needing interventions and the number of formal complaints (which are filed when a resolution cannot be reached) by prohibited ground and type of intervention.
	<u>Building and Supporting Community Capacity</u>			
67	That City Council continue to support community organizations through its various grants programs and that it develop a strategy to facilitate the equitable distribution of grants funding.	Task-specific	Initiated	<ul style="list-style-type: none"> • The City of Toronto continues to provide over \$50 million annually to many community organizations through 17 grants programs. • City Council also adopted a Grants Policy and Anti-Racism, Access and Equity Guidelines in 1998 and a Grants Accountability and Risk Management Framework in 2002. The Framework was developed to ensure “due diligence, effectiveness, consistency and fairness” in all grants programs.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> An implementation plan for the Framework was submitted to the Grants Sub-Committee in November 2002. Among the implementation items is the development of program standards and risk management and performance measures by August 2003. According to staff, completion has been delayed to the 2005 funding cycle to allow for an orderly phase-in of the program standards.
	<p><u>Monitoring and Evaluation</u></p>			
77	<p>That each department, agency, board, commission or special purpose body submit an Access, Equity and Human Rights Action Plan to City Council.</p>	<p>Task-specific</p>	<p>Initiated</p>	<ul style="list-style-type: none"> City departments, agencies, boards and commissions have not submitted any Access, Equity and Human Rights Action Plan to City Council. Departments were waiting for corporate guidelines and standards for preparing the Action Plan. The Diversity Management and Community Engagement Unit is currently finalizing a corporate Guide and anticipate completing it by early 2004. This means that the earliest submission of departmental Access and Equity Action Plans will be in 2004. Some departments/divisions have taken steps to develop their Action Plans on their own. Toronto Public Health developed its own multi-year Divisional Access and Equity Action Plan in 2002 following the development of a Toronto Public Health Access and Equity Framework. The Economic Development, Culture and Tourism Department also established a departmental team in March 2003 to develop its multi-year action plan. The majority of City departments, however, have yet to make any substantial progress in this area.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
78	That each department evaluate its policies, programs and services to identify barriers experienced by the human rights protected groups and that measurement tools be prepared for this purpose.	Direction -oriented	Initiated	<ul style="list-style-type: none"> Various City divisions have taken some initiatives to identify barriers to access and equity in their policies and services. However, it is not evident that these efforts have been a part of a cohesive and systematic approach to evaluating policies, programs and services and measuring progress.
79	That City Council request its agencies, boards, commissions and special purpose bodies to provide an annual report on how they implemented employment equity, community access, service equity and human rights.	Task-specific	No Action	<ul style="list-style-type: none"> We are not aware of any Council request to its agencies, boards, commissions and special purpose bodies to provide an annual access and equity report.
	<u>Organization and Resources</u>			
82.	<p>That the City establish organizational structures and resources for access, equity and human rights:</p> <ul style="list-style-type: none"> To provide policy development; To facilitate community advisory processes including committees relating to the human rights protected groups and other committees of City Council as required; To administer anti-racism, access and equity grants; To investigate human rights issues at arm's length; 	Task Specific	Fully Implemented	<ul style="list-style-type: none"> Council approved a corporate structure and resources for access, equity and human rights that consist of: a corporate Employment Equity Unit; a Human Rights Office; and a corporate Diversity Management and Community Engagement Unit in the Chief Administrator's Office. The Employment Equity Unit's primary functions include the implementation of the Employment Equity Policy and the Workforce Survey, staff training and the provision of support and advice to other Human Resources staff and departmental staff on request. The Human Rights Office is responsible for investigating human rights enquiries and complaints and providing human rights training to staff. Our concerns about its ability to function at arm's length are illustrated in our response to Task Force Recommendation (58).

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	<ul style="list-style-type: none"> • To implement awareness and public education programs on access, equity and human rights issues; • To liase with community organizations regarding emerging issues and to assist them with civic involvement; • To conduct research on the needs of the human rights protected groups and to provide results to departments to use in delivering services; • To monitor legislative proposals that impact on the human rights protected groups; • To implement communication strategies to increase involvement and access to services; • To promote the City's position to other levels of government and external bodies; and • To provide advice and research to Council committees. 			<ul style="list-style-type: none"> • The Diversity Management and Community Engagement Unit has performed a number of functions including: <ul style="list-style-type: none"> - co-ordinating the Community Advisory Committees and Issue-based Working Groups; - administering the Access and Equity Grants Program which maintains a strong focus on ethno-racial equity and supported 69 organizations with a total grant budget about \$470,000 in 2003; - co-ordinating the gathering and reporting of access and equity information, such as the status reports on the implementation of the Task Force recommendations and the Accessibility Plan required by the Ontarians with Disability Act; - promoting respect for and acceptance of diversity among residents by supporting community activities, hosting events and implementing a public education campaign; - commissioning research on ethno-racial inequality in Toronto; - providing advice and support to the Chief Administrative Officer, Council members and departments; - initiating corporate programs such as launching a pilot project “Profession to Profession” mentoring program with Human Resources; - facilitating liaison with community organizations; and - monitoring and responding to legislative changes and emerging issues in relation to access and equity.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> In terms of the administration of the Access and Equity grants program, we noted opportunities to streamline the process through further coordination with the Community Services Grants Program (CSGP) administered by Community Neighbourhood Services. In 2002 and 2003, about 50% of the recipient organizations for the Access and Equity grants also received funds from the CSGP. Certain parts of the review and approval process were therefore duplicated between these two programs.
	<p><u>Additional Recommendations from City Council</u></p>			
90	<p>The corporate Access and Equity Unit work with each commissioner to define the functions and reporting relationships for the assignment of dedicated access and equity staff resources to assist departments in meeting access and equity objectives.</p>	Task-specific	No Action	<ul style="list-style-type: none"> We were informed that staff of the Diversity Management and Community Engagement Unit are currently organized based on the access and equity issues. For instance, a staff person is responsible for disability issues and another staff person is responsible for all race and ethnic relations issues. As a result, there is no staff resource specifically dedicated to work with each City department.
91	<p>The 1999 approved budget of \$1,501,000.00 total gross expenditures (\$1,471,000 total net expenditures) and 21.3 equivalent funded staff positions for Access and Equity services be transferred from the Human Resources Division in the Corporate Services Department to the Strategic and Corporate Policy Division in the Chief Administrator’s Office to</p>	Task-specific	Fully Implemented	<ul style="list-style-type: none"> We verified that in early 2000, 21.3 equivalent staff positions and a corresponding budget of \$1,501,000.00 were transferred to the Strategic and Corporate Policy Division in the Chief Administrator’s Office to establish a corporate Access and Equity Unit (currently the Diversity Management and Community Engagement Unit). The 21.3 positions consisted of 15 professional staff positions and 6.3 support staff positions.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
	<p>facilitate the transfer of program management and administration of the corporate Access and Equity Unit from the Corporate Services Department to the Chief Administrator’s Office, and the 1999 Operating Budget be adjusted accordingly. (Toronto City Council, June 1999)</p>			<ul style="list-style-type: none"> • Since the transfer in 2000, one professional staff position and 0.3 equivalent support staff position had been transferred to Parks and Recreation Division for functions such as partnership building and race relations. With another one professional staff position and three support staff positions either transferred or deleted through budget cuts and re-organization, the Diversity Management and Community Engagement Unit currently has 14 professional staff positions and three support staff positions.
<p>95</p> <p>95</p>	<p>(i) As part of her forthcoming report on the consolidated employment equity policy for the City of Toronto, the Acting Commissioner of Corporate Services report to Council through the Administration Committee, on the implementation of the Human Rights Office and how the expertise and skills of the employment equity and human rights consultants are being used to enhance the activities of the human resources business units.</p> <p>(ii) – Refer to Recommendation (48) above.</p>	<p>Task-specific</p>	<p>No Action</p>	<ul style="list-style-type: none"> • City Council has not received the required report at this time. • In 1998, Human Resources Division had five professional staff and two administrative support staff in the Staffing, Workforce Transition, Equity and Human Rights Unit to provide specialized employment equity and human rights services. A further four professional staff and two administrative support staff were assigned to work in business units within Human Resources to provide dedicated employment equity and human rights support to specific departments. • We verified that the Human Rights Office and the Employment Equity Unit of Staffing, Workforce Transition, Equity & Human Rights currently maintain a combined total of five professional staff and two administrative support staff as in 1998.

Summary of Audit Observations Specific to Each of the 29 Task Force Recommendations Examined

No.	Recommendations	Type	Implementation Status	Key Observations
				<ul style="list-style-type: none"> • As to the six staff positions assigned to Human Resources business units, we were advised that the principles of employment equity, access and human rights are included in the responsibilities and expectations of all Human Resources staff in business units and therefore there are no specific positions dedicated to access and equity functions. • According to staff in the Human Resources business units, the principles of employment equity and human rights are incorporated into the areas of employee recruitment and transition, employee and labour relations, accommodation and disability management and training to client departments.

Summary of Audit Recommendations and Management's Response

Audit Recommendations

Management's Response and Comments

<p>1. the Chief Administrative Officer complete the corporate Access Action Plan Guide by March 31, 2004 to facilitate departmental access and equity action planning for submission to the Policy and Finance Committee and Council by November 2004;</p> <p>2. the Chief Administrative Officer take the necessary steps to ensure:</p> <p>(a) the completion of a corporate access and equity plan that identifies corporate priorities, a multi-year implementation plan, interim targets and implementation timelines for adoption by City Council by November 2004; and</p> <p>(b) that the Diversity Management and Community Engagement Unit leads and facilitates a corporate access and equity planning process that involves departmental representatives, the new Roundtable on Access, Equity and Human Rights, and other advisory committees on access and equity related matters;</p>	<p>Response to Recommendation 1 A first Draft of the Guide was provided to departments in May 2003. A final draft of the Guide/Workbook was provided in February 2004. The November 2004 deadline is acceptable.</p> <p>Response to Recommendation 2 Priorities were set and approved in April 2003 by Council as the Plan of Action for the Elimination of Racism and Discrimination. The Plan of Action includes 8 strategic priority action items, a general timeframe, and identified departmental responsibilities.</p> <p>The Corporate Action Plan will be a combination of: (1) departmental action plans noted in Recommendation #1 above; (2) the Plan of Action for the Elimination of Racism and Discrimination, (3) the Accessibility Plan, (4) the work plan for the Roundtable on Access, Equity and Human Rights and (5) the workplan of the newly established community advisory bodies.</p> <p>(b) The CAO will consult with Commissioners on the implementation of this recommendation.</p>
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<p>3. the Commissioner of Community and Neighbourhood Services, in consultation with the Chief Administrative Officer, facilitate the development of a multi-year implementation plan for the Immigration and Settlement Policy Framework consisting of specific, attainable, and achievable implementation objectives with clear timelines, and report to the Community Services Committee and City Council by September 2004;</p> <p>4. the Chief Administrative Officer take the necessary steps to ensure that:</p> <p>(a) the Diversity Management and Community Engagement Unit assigns staff leads to support City departments in access and equity action planning, in accordance with Recommendation number 90 of the Task Force on Community Access and Equity; and</p> <p>(b) there are clear linkages and co-ordination between the Diversity Management and Community Engagement Unit and Human Resources Division in their support to City departments in planning and achieving their access and equity goals;</p>	<p>Response to Recommendation 3 The Commissioner of Community and Neighbourhood Services will provide a progress report on the Immigration and Settlement Policy Framework in December 2004.</p> <p>Response to Recommendation 4 The CAO will consult with Commissioners on the implementation of this recommendation.</p> <p>Flexibility in implementation has been required to use Diversity Management and Community Engagement (DMCE) staff expertise on specific issues. For example, the staff lead on Aboriginal Affairs has worked with the Economic Development Division on Aboriginal economic development initiatives. However, other staff have also worked with the EDCT Department on other access and equity issues. Similarly, the staff lead on disability issues has worked with Corporate Services and an interdepartmental staff team on the development of the Accessibility Design Guidelines.</p> <p>Departments have also used a variety of methods regarding staff assignments. The inter-departmental staff team has provided the mechanism for co-ordination and for information sharing.</p> <p>DMCE staff also have responsibilities for community liaison, policy development and policy support to advisory committees, monitoring legislative proposals, public education, community engagement, community capacity building, as well as the administration of access and equity grants.</p>
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<p>5. the Commissioner of Corporate Services report to the Administration Committee by June 2004 on how the expertise and skills of the employment equity and human rights consultants are being used to enhance the activities of the Human Resources Business Units as required by Recommendation number 95(i) of the Task Force on Community Access and Equity;</p>	<p>Response to Recommendation 5 A report will be submitted in June 2004.</p> <p>Corporate Services has included information on the use of the skills of the employment equity and human rights consultants in the CAO's status report on the implementation of the Recommendations of the Final Report of the Task Force on Community Access and Equity.</p>
<p>6. the Chief Administrative Officer complete a review of the effectiveness of the structure and operation of the Access and Equity Community Advisory Committees and Working Groups, and consider the findings of the review in preparing her report to the Policy and Finance Committee and City Council on the terms of reference for the new Roundtable on Access, Equity and Human Rights, Aboriginal Affairs Advisory Committee and the Working Groups on Access, Equity and Human Rights Issues;</p>	<p>Response to Recommendation 6. Council directed that the terms of reference for the Roundtables be submitted in February. The Terms of Reference for the Roundtable on access, equity and human rights has been submitted to the Policy and Finance Committee. The experience with the functions of the advisory committees and working groups will be considered in preparing the terms of reference of the Aboriginal Affairs Committees, Disability Issues Committee and working groups.</p>
<p>7. departmental Commissioners:</p> <p>(a) identify in the departmental access and equity action plan opportunities for involving residents in program advisory committees; and</p> <p>(b) ensure that the operational effectiveness of these program advisory committees is regularly reviewed for improvement;</p>	<p>Response to Recommendation 7</p> <p>(a) The CAO's Status reports on Access and Equity implementation have provided details on involving residents in program advisory committees. Future reports will continue to provide this information.</p> <p>(b) City Departments will provide this information as noted in 7 (a)</p>
<p>8. the Commissioner of Corporate Services, in consultation with the Chief Administrative Officer and departmental Commissioners, report to the Policy and Finance Committee by September 2004 on the Accessibility Design Guidelines, including a City-wide strategy to implement the Guidelines on all City facilities and the resource implications;</p>	<p>Response to Recommendation 8</p> <p>This commitment was made by Council which approved the Accessibility Plan in September 2003 for submission to the Province.</p>

<p>9. the Commissioner of Corporate Services, in consultation with the Chief Administrative Officer and departmental Commissioners, finalize the draft Employment Accommodation Policy for reporting to the Policy and Finance Committee by June 2004. Such a report should include resource implications, options and target implementation timelines for consideration by City Council;</p> <p>10. the Commissioner of Corporate Services, in consultation with the Chief Administrative Officer, develop, pilot and begin delivering, a diversity training program in 2004. The diversity training program, where appropriate, should be customized to meet the specific needs of departmental staff in providing services to the public;</p> <p>11. the Chief Administrative Officer:</p> <p>(a) take over responsibility for the Human Rights Office and request Council approval to transfer all existing staff resources and approved budget of the Human Rights Office from the Corporate Services Department to the Chief Administrator's Office;</p> <p>(b) ensure that the Human Rights Office</p>	<p>Two reports on the Accessibility Guidelines will be provided. The first report from the Chief Administrative Officer will be provided in May 2004. These guidelines will be a resource document that can be used by the City, the community and other public and private organizations.</p> <p>The second report, scheduled for September 2004, will provide a multi-year implementation plan and identify resource requirements.</p> <p>Response to Recommendation 9 A draft policy is being finalised for consideration by the CAO and Commissioners, for submission to Council in June 2004.</p> <p>Response to Recommendation 10 The development of a corporate training program on diversity was placed on hold due to the spending freeze. However, individual departments have provided specialised diversity and human rights training, details of which are also outlined in the CAO's Status Reports. This will be developed once the budget has been approved.</p> <p>Response to Recommendations 11 and 12. It is agreed that communications regarding the Human Rights Policy will be increased to ensure that those who are covered by the Policy are familiar with its provisions.</p> <p>The CAO will review the question of placement of the Human Rights Office in the context of experience to date. A Report will be submitted by the CAO in June 2004 on the</p>
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<p>is established as a distinct unit within the Chief Administrator’s Office such that it has the profile and operational independence to carry out its functions specifically related to investigations, the provision of confidential advice, and raising contentious issues that require attention; and</p> <p>(c) develop effective communication mechanisms to ensure that City staff are fully aware of the roles of the Human Rights Office in addressing human rights enquiries and complaints;</p> <p>12. the Chief Administrative Officer, in consultation with the Commissioner of Corporate Services:</p> <p>(a) clearly define the roles and responsibilities of the Human Rights Office and consultants in Human Resources Business Units in their investigation and reporting of all complaints of discrimination regarding employment, access to services, and hate-related activities;</p> <p>(b) develop mechanisms to maintain strong linkages between the Human Rights Office and Human Resources Division to ensure that all Human Resources policies, programs, and guidelines incorporate human rights standards and reflect the City’s commitment to human rights and equity; and</p> <p>(c) ensure that all data on human rights complaints, enquiries, and concerns received and addressed by the Human Resources Division are reported to the Human Rights Office for inclusion in its annual report to Council effective 2004;</p>	<p>changes to the staff reporting structure proposed by the Auditor General.</p> <p>Toronto City Council adopted a Human Rights Policy in December 1998 (Corporate Services Report 19 Clause 2).</p> <p>Section 4.6 of the Human Rights Policy provides the following.</p> <p>“The Human Rights Office is an office established by the City reporting to the Executive Director of Human Resources to implement the provisions of this Policy. For the purposes of this Policy, the Executive Director of Human Resources reports to the Chief Administrative Officer”.</p> <p>The Policy also makes provision for handling of complaints both by the Human Rights Office and by “qualified external consultants” as the applies to “Members of Council, employees, appointees, volunteers, contractors and consultants...”.</p>
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<p>13. the Commissioner of Community and Neighbourhood Services expedite the development of the program standards and risk management and performance measures as a part of the implementation of the Grants Accountability and Risk Management Framework, and report on the progress to the Policy and Finance Committee by June 2004;</p>	<p>Response to Recommendation 13: At its meeting on February 13, 14, and 15, 2002, City Council adopted the Policy and Finance Committee report titled “City of Toronto Grants Accountability and Risk Management Framework.” The purpose of this framework was to establish standards and common practices for all City grant-making activities to ensure due diligence, effectiveness, consistency and fairness. The City of Toronto Grants Accountability and Risk Management Framework identified five strategic directions as the basis for a grants accountability and risk management framework appropriate to the City’s grant making activities: a three-year priority setting cycle; the establishment of a roundtable on grant making; the development of common components and standards for grants programs; the development of a risk management approach to grant-making; and the development of performance measures for all grant programs.</p> <p>The Commissioner of Community and Neighbourhood Services will report to the Policy and Finance Committee by mid-2004 at the latest on the continued implementation of the Grants Accountability and Risk Management Framework. The report will include options for ensuring that the phase-in of grant program standards and performance measures can begin in the fall of 2004 for the 2005 funding cycle.</p>
<p>14. the Chief Administrative Officer, in consultation with the Commissioner of Community and Neighbourhood Services, review the current administration of the Access and Equity Grants Program with a view to identifying areas for improved efficiency through further co-ordination with the administration of the Community Services Grants Program; and</p>	<p>Response to Recommendation 14: The Commissioner of Community and Neighbourhood Services will give particular attention to opportunities for further co-ordination between the Access and Equity Grants Program and the Community Services Grants Program. (See also response to Recommendation 15.)</p>

<p>15. the Commissioner of Community and Neighbourhood Services ensure that the Grants Business Practice Improvement Project includes an assessment of grant application review procedures (particularly on Part A of the application form, site visits and information sessions) for opportunities to eliminate duplications among City grants programs.</p>	<p>Response to Recommendation 15: The Grants Business Practice Improvement Project (Grants BPIP) was undertaken in 2001 to review the City’s grants program administrative processes and grants organization structure with a view to implementing improvements to the City’s organizational framework for grant-making. The specific project objectives were to: complete business practice reviews of all City grant programs, document related best practices and performance benchmarks, develop a Municipal Grants Management Framework, and implement recommendations approved by Council.</p> <p>The Grants BPIP was completed in December 2001. The City of Toronto Grants Accountability and Risk Management Framework was the result of this project, and was adopted by Council at its meeting on February 13, 14 and 15, 2002.</p> <p>The continuing implementation of this framework includes the development of program standards and performance measures. These standards and measures will address administrative efficiency within and among grant programs, grant program effectiveness, relationships with other funders and other City services, and external client relations. The Auditor General’s recommendation to identify opportunities to reduce any remaining duplication among City departments will be addressed as a part of this development process</p>
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