

Supplementary Report – 2011 Progress Report on Equity, Diversity and Human Rights Achievements

Date:	May 29, 2012
To:	Executive Committee
From:	City Manager
Wards:	All
Reference Number:	

SUMMARY

This report provides the information requested by the Executive Committee for its consideration of the deferred 2011 Progress Report on Equity, Diversity and Human Rights Achievements.

The report clarifies how the Employment Equity workforce survey data analysis is done and the roles of the City Manager and City divisions in establishing benchmarks and goals for the planning and reporting of equity, diversity and human rights initiatives. It provides the social and economic context, current status and future directions of the City's youth employment strategies. It also outlines the impact of federal and provincial immigration policies on the City, including the recent federal government's initiative to reduce health care for refugees.

RECOMMENDATIONS

The City Manager recommends that:

1. The Executive Committee receive this report for information.

Financial Impact

This report will have no financial impact beyond what has already been approved in the division's budgets.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

Equity Impact Statement

Division's efforts to provide accessible, equitable and barrier-free services to their customers and clients help to enhance the City's capacity as a whole to achieve customer service excellence, meet legislative and policy obligations, and make Toronto an equitable, inclusive and prosperous city.

DECISION HISTORY

At the April 16, 2012 meeting, the Executive Committee deferred the 2011 Progress Report on Equity, Diversity and Human Rights Achievements until its meeting on June 12, 2012 and requested the City Manager to submit at that time:

1. Background information, including empirical data validating the conclusions of his report of March 27, 2012, as well as benchmarks, or goals which clarify what is expected of City employees.
2. A report on a plan to provide intern, co-op, part-time, and other job experiences to youth, as they are 17% of Toronto's population, and a report on opportunities within the Planning Department, Parks and Recreation, Technical Services, IT., Finance, Child Care, Housing, Nursing and other departments.
3. A report on immigration issues related to the federal and provincial governments, including financial impacts (both positive and negative) for the City of Toronto's equity, diversity and human rights goals.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX19.1>

ISSUE BACKGROUND

This report is a response to the request for information from the Executive Committee at its April 16 meeting. The information requested is stated above in Decision History.

COMMENTS

1. Background information, benchmarks and goals

City as Employer - Employment Equity workforce survey

In compliance with the City's Employment Equity Policy, the City conducts periodic workforce surveys and data analysis. This enables the City to accurately identify areas where under-representation of designated group members¹ occurs in the City's workforce, and focus efforts on identifying and removing barriers to full equity in employment. Improving designated groups' representation has the benefit of ensuring that the City will fully access and tap into the available talent pool and the City's workforce will reflect the diversity of the communities we serve.

¹ Aboriginal Peoples, people with disabilities, visible minorities and women

The City has adopted an 80 per cent response rate to the survey as the benchmark for reliable interpretation of survey data. (<http://www.toronto.ca/legdocs/2006/agendas/committees/elr/elr060912/it001.pdf>). This percentage was recommended by the Canadian Human Rights Commission, the established authority on Employment Equity, as a rate ensuring the survey results are statistically significant.

A workforce survey analysis consists of a comparison of the internal representation of designated group members in the City's workforce with the external labour pool of designated group members' availability according to the most recent Census data for the Toronto Census Metropolitan Area, from which the City can be expected to recruit.

The City can use the results of a workforce survey analysis to develop benchmarks and an action plan with accountabilities for implementation. Given the challenge of engaging employees across a large, complex organization, the City is now focusing on increasing the response rate from the current 46.4 per cent to the recommended 80 per cent.

The Office of EDHR has reported in the 2011 Progress Report on Equity, Diversity and Human Rights that it will continue to work with unions to build support for the survey and will hold an annual workforce survey with a specific emphasis on low-response divisions.

City as provider of Customer Service - New approach in action planning and reporting

A key objective of the City Manager's 2011 Progress Report on Equity, Diversity and Human Rights Achievements (March 27, 2012) is to inform the Executive Committee of a new approach on the tracking and reporting of the City's delivery of programs and services to diverse residents and clients. In this new approach, City divisions were asked to provide baseline data, which are clearly defined starting points from where program implementation begins, goals and targets are set, improvements are judged and comparisons are made.

Appendices 1-4 in the 2011 Progress Report present the details of the baseline data on key equity, diversity and human rights initiatives undertaken by the divisions. They include both quantitative and qualitative data, which tell us where divisions are at, and serve as critical reference points for assessing results over a period of time.

The City Manager does not set benchmarks or goals for the numerous programs and services divisions deliver to residents and clients. The rationale is that, divisions are better positioned to set benchmarks and goals for their programs and employees with the advantage of being on the front-line and having hands-on experience.

The City Manager's role is to provide leadership, strategic direction and oversight. In addition, the Office of Equity, Diversity and Human Rights (EDHR) in the City Manager's Office has a workplan to create the tools to enable divisions to deliver programs and services to diverse residents and clients. As indicated in the 2011 Progress Report on Equity, Diversity and Human Rights Achievements, the Office of EDHR will

continue to work with divisions and develop the tools to help them in service planning, setting benchmarks and goals and assessing outcomes through a Corporate Equity, Diversity and Human Rights Framework.'

2. A plan to provide internships, co-op and job experience programs for youth

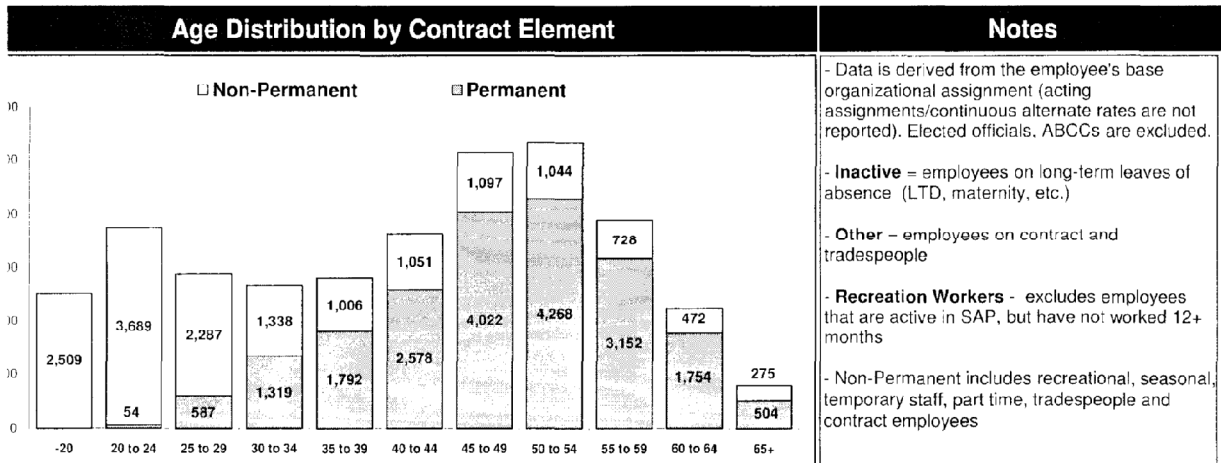
Social and economic context

In response to labour market and demographic changes, the City has been working to build a coherent approach to the development of the workforce in Toronto. The objective is to provide accessible and appropriate services to employers and residents, and better connect people with jobs. The current unemployment rate is over 9 per cent. Among youth and newcomers, the unemployment rate is twice as high and is concentrated within particular neighbourhoods in the city. Fewer than 25 per cent of unemployed people in Toronto qualify for Employment Insurance. The Ontario Works caseload has remained at an elevated level of more than 100,000. At the same time, with the retirement of the baby boomers, skill shortages are common in certain sectors and fields.

Current status

The City recognizes that youth are one of the under-represented groups participating in the labour force. It has in recent years initiated programs to support skills development, provide job experience and help to open up employment opportunities for youth. These programs often involve partnership among City divisions, agencies and boards and with other orders of government, employers and community organizations:

- Some 22 divisions reported to the City Manager's Office that they currently provide a range of paid and unpaid internships, co-ops, student placements, mentoring, training and volunteer experience to youth;
- Some divisions participate in corporate programs, such as the Urban Fellows program and the Public Policy Summer Internship program. However, there is no central funding for these programs. Salary costs are from approved division budgets;
- Divisions, such as Social Development, Finance and Administration, Employment and Social Services and Shelter, Support and Housing Administration also provide pre-employment preparation and employment support services to youth through partnership projects with community agencies or contracting out these activities to these agencies;
- Divisions also recruit and hire youth to fill job vacancies. According to the *Toronto Public Service Workforce Profile, January – December 2011: Corporate Data*, 5,829 employees (17 per cent) of the City's active workforce of 32,852 was made up of youth up to the age of 24, and only 1 per cent of the employees up to age 24 was permanent. See chart below.



Leading examples of youth employment initiatives

a. Increasing access to Toronto Public Service employment and work experience

The leading examples include:

- Youth Employment Strategy – Human Resources
- Toronto Urban Fellows Program – Strategic and Corporate Policy
- Public Policy Summer Internship Program - Strategic and Corporate Policy; Social Development, Finance and Administration
- Recreation workers – Parks, Forestry and Recreation; Economic Development and Culture; Facilities Management
- Student Preceptor Program – Toronto Public Health

See Appendix 1 for details.

b. Increasing skill building and employment opportunities with other employers

The leading examples include:

- Partnership to Advance Youth Employment (PAYE) -Toronto Employment and Social Services; Youth Employment Partnership (YEP) program and private sector employers
- Value-based procurement - Social Development, Finance and Administration; Toronto Community Housing Corporation; Toronto Employment and Social Services; Toronto Public Library; Youth Challenge Fund
- Employment programs for homeless and street involved youth - Shelter, Support and Housing Administration ; Homelessness Partnership Initiative; Toronto Enterprise Fund

See Appendix 1 for details.

Future directions

In March 2012, City Council adopted the report, *Working as One: A Workforce Development Strategy for Toronto*, from the General Manager, Employment and Social

Services. It sets out a framework and vision for workforce development in Toronto to specifically develop an integrated and forward-looking employment service system. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.ED11.5>

The report recognizes that youth are one of the resident groups that are most distant to the labour market, and it is important to increase their participation in the workforce. Under the Workforce Development Strategy, there is a focus on coordination. It talks about working with businesses, employers and jobseekers, connecting their needs, coordinating activities within the City and externally to leverage resources and reduce duplication and transforming employment service delivery. It stresses that the City's approach to workforce development "will and must evolve based on what is learned by doing, what is successful and where the City can do better".

As a next step, key divisions in Cluster A, including Toronto Employment and Social Services (TESS), Social Development, Finance and Administration (SDFA) and Parks, Forestry and Recreation (PFR), have agreed to a Cluster A Senior Management Team (SMT) Planning Initiative to maximize the impact of City investment in youth. A Directors Table, led by SDFA, will develop an internal youth framework to:

- Articulate City's goals and objectives
- Map existing City youth programs and services
- Identify program disconnects and duplication
- Lay foundations for youth focused inter-divisional service planning within a youth service continuum framework.

SDFA will convene the Directors Table with PFR and TESS, and relevant Directors from Toronto Public Health, Shelter, Support and Housing Administration, Toronto Public Library and Toronto Community Housing Corporation will be engaged.

The resulting framework will provide a common platform for all divisions serving youth, allow for increased coordination and more strategic messaging and positioning of City investment in youth programs and services.

In another development, the City, United Way and Laidlaw Foundation are partnering with institutions, agencies, academics and private sector leaders to develop a Youth Collective Impact Strategy. SDFA is leading this work for the City, and ensuring its connection to the Cluster A SMT Planning Initiative and ongoing interdivisional coordination efforts.

For access to the Toronto Public Service employment and work experience, there is a huge untapped potential for youth internships from post-secondary institutions. Some divisions have reported that they receive multiple calls from students and academic institutions seeking internship opportunities to meet academic requirements. Better coordination in the City to respond to these requests can be a cost effective way to access a pool of motivated students and contribute to workplace productivity, while providing opportunities to the students to develop their skills and gain on-the-job training.

Human Resources will explore whether there is an opportunity to broaden the existing strategies related to youth employment that would provide a more effective means for meeting the City's recruitment needs and increase the extent to which the City is able to tap into the market of unemployed and underemployed youth.

3. Federal and provincial immigration policies and impacts on City's equity, diversity and human rights goals

Roles of federal and provincial governments and municipalities

Under Canada's constitution, immigration is an area of shared responsibility between the federal government and the provinces. The federal government is responsible for overall immigration and refugee legislation and policies, the selection and admission of immigrants and refugees and the funding of settlement services. It is also the signatory of international agreements, such as the United Nations Geneva Convention on Refugees.

The Province of Ontario provides funding to community agencies to deliver settlement services through the Newcomer Settlement Program. Many of the responsibilities of the Province, such as health care, education, employment standards, community and social services also directly affect newcomers' settlement and integration.

Like all municipalities, the City has no formal responsibility in immigration and settlement. It does not fund or provide settlement services, but it provides essential municipal services to support the well being of all residents, including newcomers. These services range from drinking water to public transit, public health, child care, affordable housing and emergency medical services. The challenge to the City is to ensure these services are accessible and bring equitable outcomes to newcomers. The City's equity, diversity and human rights initiatives are intended to support the participation of all residents in the social, economic, cultural and political life of the city and to achieve the goal of being a welcoming, inclusive and prosperous city. The City therefore has an important role to play in the well-being and integration of newcomers.

One notable new initiative funded by Citizenship and Immigration Canada to engage municipalities in coordinated planning for newcomers are Local Immigration Partnerships. Local Immigration Partnerships (LIPs) are community-based planning tables that bring together multiple stakeholders from a range of sectors to support service planning around the needs of newcomers.

Since 2009, 45 LIPs have been funded in communities across Ontario. In most cases, municipalities or regional governments have led these partnerships. The City of Toronto, through the Social Development, Finance and Administration Division, leads a City-wide LIP, while four community-based agencies act as trustees to 17 LIPs across the city in Toronto. These partnerships help the City of Toronto and community-based agencies collaborate and coordinate to support newcomer's access to services. The LIPs will be reported as part of the Toronto Newcomer Strategy to the Executive Committee in fall 2012.

Positive impacts of immigration

Economic benefits

According to the 2011 Census, the City's population in 2006-2011 grew by 111,779 residents, an increase of 4.5 per cent. This population growth was entirely due to immigration. It helps the City to be on target with the population forecast in the Growth Plan for the Greater Golden Horseshoe for planning and growth management.

Since the majority of newcomers are skilled immigrants, they bring with them professional and technical knowledge and skills, and they are eager to integrate in the labour market. Their knowledge of the languages and cultures of their countries of origin also further Toronto's competitive advantage in the global market.

A recent report, *Knocking Down Barriers Faced by New Immigrants to Canada*, published by TD Economics (February 7, 2012) points out that there is widespread consensus that immigration has the potential to deliver substantial economic benefits to receiving countries and regions:

- Newcomers complement the skills of the domestic labour force, bring new investment and innovative practices and help to open trade routes with their countries of origin;
- A study by OECD (Organization for Economic Co-operation and Development) of 14 immigrant-receiving countries over a 25-year period indicates that immigration increases a receiving country's productive capacity without displacing low-skilled workers, driving down wages or acting as a drain on public resources;
- In the industrialized regions of the world, there is an increasing focus on immigration to fill the skills gaps brought about by the retirement of baby boomers. It is predicted that there will be fierce competition in the global economy for a relatively small pool of skilled labour.

The successful settlement of newcomers has the potential of giving Toronto a major competitive advantage and contributing to its economic success.

Social benefits

Toronto welcomes the cosmopolitan diversity from immigration. It brings with it tremendous cultural richness and cross-cultural knowledge. From street names, heritage architecture, cultural celebrations to art, music, literature and sports, the diversity created by immigrants and refugees has enriched the quality of life for all.

It is remarkable that Toronto is free from the social tension and conflict that trouble some American and European cities. Over the years, as a city government and as a diverse community, Toronto has developed the expertise in welcoming newcomers and helping them integrate into the social, economic, cultural and political life of the city. We have evolved an integrated approach to the delivery of services and programs that is suited to the reality of a racially, culturally and linguistically diverse population. Equity, diversity and human rights principles and practices are central to the creation of a positive climate

of welcome to newcomers, strengthening respect for diversity and sustaining the social cohesion and stability of the city.

Impact of federal and provincial immigration policies and programs

a. Inadequate federal settlement supports to meet newcomers' needs

Federal settlement programs only fund specific settlement services, such as reception, orientation and language training, and only newcomers who are permanent residents² in their first three years in Canada are eligible for these settlement services. But it is evident that newcomers need a much broader range of services beyond those provided by federally funded services to ensure successful settlement and integration in their first five to ten years. Newcomers need access to supports such as public health, housing, public transit and child care. This places many municipal services at the forefront of newcomers' needs.

In addition, temporary foreign workers, refugee claimants and even new Canadian citizens who have lived in Canada for more than three years do not have access to much of the federal supports that are in place only for permanent residents for their first three years.

Impact on municipalities

Municipalities are the only order of government that provides services to all residents, regardless of immigration status. Thus, municipalities are filling gaps that are created by federal and provincial policies. The community-based sector is also actively trying to fill gaps where possible by serving residents through innovative programs and with other sources of funding, such as the United Way.

In August 2011, the Federation of Canadian Municipalities (FCM) released the report, *Starting on Solid Ground: The Municipal Role in Immigrant Settlement*. In the report it made a strong case for the importance of immigrants to Canada's future economy and the important role municipalities need to play to ensure the successful integration of immigrants. The FCM made the following recommendations for change to the current federal policies and practices:

- Put settlement services on a longer term, expanded track
The federal government should expand the current package of settlement services to meet a broader range of needs, including adequate and affordable housing and reliable public transit. Federal, provincial and territorial governments must ensure that their immigrant settlement programs and funding are put on a longer term track to match the five- to ten-year settlement time frames for newcomers.
- Set clear targets for successful immigrant settlement
The current indicator for successful settlement used by the federal government is the

² Including permanent residents in the refugee category who are selected abroad for resettlement to Canada as Convention refugees under the *Immigration and Refugee Protection Act* or as members of the Convention Refugees Abroad class, and who receive resettlement assistance from the federal government.

employment rate among new immigrants. To better measure successful integration, the federal government must work with all orders of government and relevant stakeholders to develop a range of indicators, including access to adequate housing, transit and other quality of life measures.

- Recognize municipalities as key partners
The federal government should recognize the work municipalities are doing and find ways to engage municipalities in immigration policy development to tailor solutions to local needs.
- Fix the holes in the housing market
Canada must consider tax and other incentives to increase the supply of rental housing, renew expiring federal housing programs and subsidies, and design policies and programs to support provincial and municipal housing and homelessness strategies.
- Cut commute time and improve public transit
Newcomers are twice as likely to commute by public transit as Canadian born workers. The federal government must renew dedicated funding for public transit, legislate targets to stop rising commute times and implement transit-supportive tax policies, including a tax-deductible, employer-provided public transit pass.

b. Need for effective measures to respond to newcomers' health issues by all orders of government

Like the federal settlement programs, the Ontario Newcomer Settlement Program funds only specific services, such as reception, orientation and language training. Health care, for example, is a provincial responsibility and is essential to the settlement and integration of newcomers. But provincial policies, programs and funding have not yet fully recognized the health needs of newcomers.

Addressing barriers to newcomers' health

Delivering services that meet the health needs of Toronto's diverse communities is a priority for Toronto Public Health (TPH) because reducing barriers to preventive health care for diverse communities will help to improve the health of the whole population. The new *Canadian Guidelines for Immigrant Health*³ and TPH's report, *The Global City: Newcomer Health in Toronto*, in partnership with Access Alliance Multicultural Health and Community Services (November 2011) show that:

- Most newcomers arrive in good health, which is one of many assets that most newcomers bring with them to Toronto;
- Overall, newcomers lose their health advantage and experience a deterioration of health with length of stay, some groups faster than others because of social and economic factors that create barriers to preventive care and treatment;

³ Guidelines released by the Canadian Collaboration for Immigrant and Refugee Health and summarized in the Canadian Medical Association Journal
http://www.cmaj.ca/content/early/2010/06/07/cmaj.090313.full.pdf+html?ijkey=9a4b7a5ecb0364f0d07d85c2aed82a53b2ff0813&keytype=tf_ipsecsha

- Newcomers have diverse health needs, which require health service providers to strengthen their capacity to provide equitable, culturally sensitive preventive and primary care;
- Social and economic exclusion related to immigration and settlement often results in declining health among immigrants. Some examples of this exclusion include high rates of unemployment, precarious employment and work conditions, income insecurity, discrimination, social isolation, housing insecurity, and barriers to health services;
- Newcomers experience multiple barriers to accessing necessary health services - the three-month waiting period for OHIP coverage, unaffordable private health insurance for some newcomers during the waiting period and lack of OHIP coverage for undocumented residents.

The information in the TPH report supports efforts to address the barriers and the social and economic exclusion that negatively affects newcomers' health and the health for all in Toronto. Among a number of follow-up actions, the Board of Health has sent this report to the Premier of Ontario and strongly urges the government to:

- Develop a provincial newcomer health strategy to ensure that provincial policies, programs and funding address the health needs of newcomers
- Incorporate strategies that strengthen the monitoring of newcomer health, such as adding immigration status to the e-health system and related registries.

The Board of Health has also forwarded this report to the Chief Public Health Officer of Canada and urges the Public Health Agency of Canada to take a leadership role in developing national and local strategies that maintain and improve newcomer health.

TPH is convening with the Local Immigration Partnerships (LIPs) in the city and will report back to the Board of Health in late 2012 on initiatives to improve the health outcomes of newcomers. TPH is also strengthening the monitoring and assessment of newcomer health through its health surveillance systems.

Reduction to Interim Federal Health Program

With the recent federal budget cut and reductions to the Interim Federal Health Program (IFHP) for refugees⁴, Toronto Public Health and other public health agencies in Canada may find it more challenging to maintain and improve newcomer health and the overall public health and safety for all residents. Starting June 30, 2012, health care coverage for refugees will be provided only if the need is of an urgent or essential nature, and medications and vaccines will be offered only if needed to prevent or treat a disease that is a risk to public health or a condition of public safety concern.

As a result, primary and preventive health care for refugees will be restricted. This restriction will result in downloading the cost of primary and preventive health services

⁴ Refugees include government-assisted refugees, privately sponsored refugees, refugees landed in Canada and refugee claimants who request refugee protection upon or after arrival in Canada.

to provincial programs and services, including hospital emergency departments, local health services, such as community health centres and public health units.

There will certainly be an increased burden on community health centres and public health units, as access to physicians for routine primary care will be reduced. Refugees with chronic diseases, such as diabetes or heart disease will seek care in hospitals and through emergency departments, which is one of the most costly forms of care.

Critics of the cuts to IFHP caution that waiting until refugees require urgent care before intervening will end up costing the health care system more. Denying basic health care to refugees and not engaging them in health care earlier also pose a threat to public health and public safety. Without medical examinations, it is difficult to determine where someone is suffering from a transmissible disease (public health threat), or non-transmissible disease. There is a risk of undiagnosed and untreated health problems. For instance, tuberculosis, which is still quite prevalent in various regions of the world, may go unnoticed by health professionals, inevitably putting the greater public in harm's way.

The heads of the Canadian Medical Association, Canadian Nursing Association, Canadian Dental Association and Royal College of Physicians and Surgeons, among others, have called on the Minister of Citizenship and Immigration to "revise or rescind" the planned reductions to the Interim Federal Health Program.

The Board of Health, in its meeting on May 28, 2012, adopted as amended the report, *Health Impacts of Reduced Federal Health Services for Refugees*, from the Medical Officer of Health. The Board urges the Federal Minister of Citizenship, Immigration and Multiculturalism to reinstate the Interim Federal Health Program and to consult with provinces, municipalities, public health units, and refugee networks and agencies across Canada on any future changes to the Interim Federal Health Program.

CONTACT

Uzma Shakir, Director, Office of Equity, Diversity and Human Rights, Tel: 416-392-1108; ushakir@toronto.ca

SIGNATURE

Joseph P. Pennachetti
City Manager