



## STAFF REPORT ACTION REQUIRED

### Toronto Youth Equity Framework

<b>Date:</b>	June 12, 2013
<b>To:</b>	Community Development & Recreation Committee
<b>From:</b>	Executive Director, Social Development, Finance & Administration
<b>Wards:</b>	All
<b>Reference Number:</b>	AFS #17538

#### SUMMARY

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The purpose of this report is to respond to City Council's request for an update on Provincial-Municipal actions related to *The Review of the Roots of Youth Violence* and *The Ontario Youth Action Plan*, and to detail a framework for the development of a Toronto Youth Equity Strategy.

The 2008 Provincial Task Force Co-Chaired by the Hon. Roy McMurtry and Hon. Dr. Alvin Curling identified 30 recommendations to address the symptoms and underlying causes of youth violence and marginalization. While governments and their community partners have implemented a number of youth programs, services and initiatives since the McMurtry-Curling Review was completed, staff analysis indicates that few Provincial actions have addressed the causes and effects of youth marginalization as detailed in the *Review of the Roots of Youth Violence* report.

Four years after *Roots*, the Province launched the *Ontario Youth Action Plan* in the wake of the Eaton Centre and Danzig shootings. While the Plan has committed to actions that will benefit youth across Ontario, it does not specifically target those youth most at risk to violence and victimization. It also does not initiate any significant Provincial-Municipal partnership in support of high risk youth in response to the McMurtry-Curling Review or to advance the *Ontario Youth Action Plan*.

Despite some strategic youth actions since the McMurty-Curling Review, there still remains a significant need for a comprehensive, holistic and targeted approach to support youth at high risk of marginalization. In response, this report details a framework for the development of a Toronto Youth Equity Strategy to support high risk youth. It also recommends that City staff report back to the September meeting of Community Development and Recreation Committee, identifying potential program initiatives that

the City can implement to address the needs of youth at high risk of marginalization through the 2014 City Budget process.

## **RECOMMENDATIONS**

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The Executive Director, Social Development, Finance and Administration recommends that City Council:

1. Approve the Framework for the development of a Toronto Youth Equity Strategy contained in Appendix I of this report.
2. Request the Executive Director, Social Development, Finance and Administration, in consultation with the Chief of Police, the Medical Officer of Health, the Chief Executive Officer, Toronto Community Housing Corporation, the Chief Librarian, Toronto Public Library, the General Manager, Shelter, Support & Housing Administration, the General Manager, Parks, Forestry and Recreation and the Acting General Manager, Toronto Employment and Social Services, to review current service levels supporting youth at risk of marginalization and report to the September 18, 2013 meeting of the Community Development and Recreation Committee as to options and priorities for increasing service supports for youth at risk in Toronto.

## **FINANCIAL IMPACT**

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There is no financial impact associated with this report. Funding required to support the review proposal are included in the City's 2013 Approved Operating Budget.

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

### **Equity Impact**

The Toronto Youth Equity Strategy will be developed and implemented to reflect a targeted approach to addressing the needs of high risk youth. It will emphasize engaging and supporting the complex needs of youth furthest from social and economic opportunities and at highest risk of violence and victimization, while ensuring that generated solutions can be expanded and applied to the benefit of all Toronto youth.

The Toronto Youth Equity Strategy will define the City's priority outcomes for youth and facilitate an integrated youth service system based on a holistic approach to support the needs of high risk youth in areas of priority setting, funding, and service planning and delivery.

## DECISION HISTORY

At its meeting of February 20 and 21, 2013, City Council adopted Member Motion MM30.13 *Taking Action on the Roots of Youth Violence*. The Member Motion directed City staff to report to the Community Development and Recreation Committee by June 2013 on the status of Provincial-Municipal actions recommended in the reports, *The Review of the Roots of Youth Violence* and *Ontario's Youth Action Plan* and identify additional measures to address youth violence in Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.MM30.13>

At its Meeting on November 27, 2012, City Council adopted *Prevention Intervention Toronto - Final Evaluation*. This report summarized the findings resulting from the City's federally-funded three-year pilot project focused on developing effective policies and programs that support youth at high risk of youth gang attachment and marginalization. The City and National Crime Prevention Centre looked to the research pilot project to determine whether an intensive case management approach to youth with supports to family members and the wider community would prove to be an effective method of preventing and reducing youth gang violence. Consequently, the Centre of Criminology from the University of Toronto was engaged to help design an ethically sound evaluation from which the City and others could learn. The Prevention Intervention Toronto Final Evaluation report identified 15 recommendations for the consideration of City staff in the creation and delivery of youth development policies and programs for high risk youth.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.ED18.5>

## ISSUE BACKGROUND

All youth in Toronto deserve the opportunity to pursue their goals, dreams and ambitions with access to the tools and supports to overcome the specific social, economic, academic, health, geographic and/or criminal justice system challenges they may face. While many Toronto youth have the supports that allow them to live, learn, work and play in safe and nurturing environments, a segment of youth – particularly minority and racialized youth – face significant challenges that leave them at risk of social and economic marginalization, exposed to an elevated risk of violence, victimization and criminal justice system involvement.

The 2008 *Review of the Roots of Youth Violence* identified the marginalization of youth as an important contributing factor to the escalation of youth violence in communities. Increases in the social and economic marginalization of youth impact Toronto residents on neighbourhood and city-wide levels by expanding youth involvement in criminal activity. The cycle of violence negatively impacts individual and community perceptions of safety and social cohesion, and increases the stigmatization of youth, communities and neighbourhoods. Youth at high risk of marginalization require additional community-based mental health, substance abuse, social, recreational, employment, legal, education

and targeted engagement supports that exceed community-based resources traditionally available for youth at a neighbourhood level.<sup>1</sup>

### **Targeted, Place-Based Approach to Addressing Youth Marginalization**

In 2005, the City of Toronto adopted a targeted, place-based approach to strengthening communities, addressing unequal distributions of neighbourhood-based services and facilities with a particular focus on youth at risk of violence, and social and economic marginalization. The *Toronto Strong Neighbourhoods Strategy* designated 13 Neighbourhood Improvement Areas (NIAs, called "priority neighbourhoods" from 2005-2012) from the City's 140 social planning neighbourhoods based on research and analysis on demographics and service levels undertaken by United Way Toronto and the City's Social Development, Finance and Administration (SDF) Division. Emphasizing meaningful resident engagement, focused neighbourhood-level service coordination and accountability, targeted investment and the leveraging of City and community stakeholder resources to maximize community investments, the City moved to establish a range of specific employment, community safety, social, recreational and youth engagement supports in these 13 neighbourhoods. The City engaged various partners to also make a range of investments in resident-identified neighbourhood infrastructure priorities guided by local Neighbourhood Action Partnerships, led by senior City staff.

In 2006, the Ontario Government aligned its efforts to support marginalized youth in Toronto's designated 13 NIAs through the Ontario Youth Opportunities Strategy. Through this strategy, the Province invested \$30M in the Youth Challenge Fund (YCF), leveraging an additional \$15M. The YCF emphasized Afrodiasporic youth as the key beneficiaries for youth-led funding and innovative programs. Thirty (30) new Youth Outreach Worker positions were created to work with marginalized youth in the NIAs. The Province also took on funding responsibility for Jobs for Youth, a youth employment initiative created at the City in 2005. These early Provincial efforts created positive opportunities for marginalized youth.

On June 11, 2007, Premier McGuinty commissioned retired Ontario Chief Justice the Hon. Roy McMurtry and former Speaker of the Ontario Legislature the Hon. Dr. Alvin Curling to Co-Chair a Review of the Roots of Youth Violence in Ontario, reporting to the Premier the following year. The Review was specifically directed to:

- Build on existing investments in Ontario's public education system, in creating opportunities for young people, in making schools and communities safer and on the important work of previous reviews and key partners including the City of Toronto and the United Way;
- Consider existing provincial investments and programs related to child development, youth violence and youth at risk that are intended to create educational and employment opportunities for young people;

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<sup>1</sup> Canada. Ontario. Office of the Premier. *Review of the Roots of Youth Violence, vol. 2 –Executive Summary*. [Toronto, O.N.]: Queen's Printer for Ontario, 2008. p.6-16

- Assess approaches used in other jurisdictions to evaluate potential for successful application in Ontario's context; and
- Identify further opportunities for prevention of violence and the rehabilitation of youth.

The Roots of Youth Violence Review undertook an extensive examination of available research on youth violence and its contributing factors, and examined approaches to addressing youth violence and marginalization in a number of communities in Ontario and the United Kingdom. In recognition of the City of Toronto's efforts through the Toronto Strong Neighbourhood Strategy, the Review closely consulted with the City throughout the development of its report, noting the strength of the City's targeted, place-based approach and Neighbourhood Action stakeholder coordination model. The Review made 30 recommendations to the Premier to comprehensively and systematically evaluate and address both the immediate and underlying causes of youth violence in Ontario. The Review's findings were received by Premier McGuinty. Relevant Provincial Ministries' staff were directed to review the report's findings for consideration in ongoing efforts to support vulnerable communities and marginalized youth.

In August 2012 after the shootings at The Eaton Centre and in the Danzig community, the Ontario Ministry of Children and Youth Services (MCYS) and Ministry of Community Safety and Correctional Services (MCSCS) launched the *Ontario Youth Action Plan (OYAP)*. Building on the research and recommendations of the *Review of the Roots of Youth Violence* and additional stakeholder consultations, the *OYAP* identified 20 actions to support Ontario youth and families at varying degrees of risk of social and economic marginalization across Ontario. The *OYAP* included both immediate actions focused on "[filling] identified gaps in services to support underserved and disadvantaged communities"<sup>2</sup> and longer-term strategic initiatives "to address structural challenges, improve coordination and integration of service, and ultimately increase opportunities for youth and improve youth outcomes."<sup>3</sup> The *OYAP* also recognized the importance of employing a targeted, evidence- and place-based collaborative approach to strengthen communities and address social and economic marginalization.<sup>4</sup>

In the development and implementation of the *OYAP*, many community service providers have remarked on the importance of *The Review of Roots of Youth Violence* as a blueprint for how to support high risk youth. Yet, from a City of Toronto perspective, little of the strategic and systemic interventions called for by the McMurtry-Curling Review have unfolded, even through the new *OYAP*.

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<sup>2</sup> Canada. Ontario. Ministry of Children and Youth Services. *Ontario's Youth Action Plan*. [Toronto: ON]: Queen's Printer for Ontario, 2012. p. 2

<sup>3</sup> *ibid.*

<sup>4</sup> *ibid.*

## COMMENTS

### **City interests in Provincial Program Areas to Address Youth Marginalization**

The Ontario Government maintains a direct responsibility in the policy, programming, oversight and funding for a variety of human services that can directly influence youth marginalization in Toronto, including health, education, social and employment services, law enforcement and the criminal justice system. The City of Toronto is systems manager and a service provider in many of these areas.

In the Review's final report, three of the 30 recommendations made by the McMurtry-Curling Task Force specifically mandated the Province to engage with municipalities directly in implementing recommendations in regard to (1) the adoption of place-based models to assess and effectively respond to the highest concentrations of disadvantage; (2) the need for coordination to remove barriers to youth access to sports and arts programs; and (3) the planning and development of community hubs in priority neighbourhoods.

Of the 27 remaining recommendations that did not specifically direct Provincial engagement with the City, 12 mandated the Province to support greater participation, program delivery, service coordination and/or investment in areas where the City has direct interests as a human services systems manager and service provider. Examples include: the maintenance and quality of affordable housing stock, after-hours access to program space in schools and other community facilities, streamlined and stable funding systems for community youth service agencies, after-school child and youth care, private sector youth employment partnership development, youth outreach worker development and youth engagement supports, developing robust indicators to assess youth outcomes and place-based concentrations of youth marginalization.

### **Provincial Barriers Following the Review of Roots Violence**

Although the McMurtry-Curling Review did not identify a strong direct mandate and/or role for municipalities in its recommendations to the Province, the City welcomed the report's strong emphasis on place-based strategies, targeted and coordinated investments to create access, and requirement for Provincial partnership to provide sustainable funding for place-based programs, supports and community infrastructure that mitigates youth marginalization.

Despite the City's robust neighbourhoods strategy and local coordination tables in the 13 NIAs that the Review had identified as "a powerful new way to address some of the deepest roots of violence involving youth,"<sup>5</sup> the Province of Ontario did not pursue any significant partnership with the City to advance the Review's recommendations. Instead, from 2008 - 2012, there were no new major Provincial investments in Toronto's

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<sup>5</sup>Canada. Ontario. Office of the Premier. *Review of the Roots of Youth Violence, vol. 2 – Executive Summary*. [Toronto, O.N.]: Queen's Printer for Ontario, 2008. p.17

Neighbourhood Improvement Areas supporting youth at high risk of marginalization as a result of the *Review of Roots of Youth Violence*. Alignments in program funding that benefited the NIAs were the continuation of existing investments from the 2006 Ontario Youth Opportunities Strategy as a result of the City's Toronto Strong Neighbourhoods Strategy. (See Appendix III - City-Provincial Strategic Collaborations to support Youth at High Risk of Marginalization)

Using the structures of collaboration it created for the neighbourhoods work in 2005/2006, the City, working in partnership with community, private sector, and in some instances, other governments, worked to integrate and advance the *Review of Roots of Youth Violence* recommendations. In some instances, this meant achieving results in spite of Provincial policy and structural barriers and withdrawal of participation. The two most powerful examples relate to the development of community hubs and the advancement of a coordinated approach to monitor, evaluate and analyze the the state of Toronto's youth through data sharing:

### **1. Development of Community Hubs (Recommendation 30):**

In 2008, the local Neighbourhood Action Partnership in the Jamestown-Rexdale NIA identified the development of a multi-service community hub as an important need to serve vulnerable area residents. Working with United Way Toronto and local agencies, the City began the process to acquire the former Father Henry Carr School at 21 Panorama Court to create a 77,000 square foot community hub. Despite Ministry of Health commitment of funding and the Ministry of Education's "Facility Partnership Guidelines" (2008) affirming the joint use of schools, significant Provincial barriers made pursuing Recommendation 30 a difficult challenge. Regulation 444/98 of Education Act that directs how surplus schools are to be disposed of, creates a rigid process of timelines and order of precedence for public institutions and necessitates that market value be obtained from another public institution to maintain a public use, resulting in a very high cost of acquisition from one government to another, and competition among public institutions.

In the journey to create the Rexdale Hub, the Ministry of Health and Long Term Care, the first to announce a capital and operating commitment to the development of a hub in this community to deliver community health centres, took until 2013 to actually formalize its 2006 financial commitment, long after the City invested \$4M, United Way Toronto \$2M and \$5.46M in Infrastructure Stimulus Funds from the Federal and Provincial Governments were committed and spent. In March 2012, the fully renovated Rexdale Community Hub was open to the public, without the community health centre space built. In April 2013, the Ministry of Health and Long Term Care finally confirmed capital funding and work is now underway to build in the community health centre.

### **2. Data Coordination (Recommendations 8 and 12):**

At the request of the Prime Minister, Premier of Ontario and Mayor of Toronto, the Intergovernmental Working Group on Gun Violence ("Tri-Level") was established in January 2005 to better coordinate the work against gun and gang violence in Toronto.

All three orders of government discussed the initiatives underway and identified areas for greater collaboration and shared solutions.

As a member of the Social Development Sub-committee of the Tri-Level, the Province initially committed to share its data related to Toronto gang activity as part of the indicators for monitoring and understanding Youth Justice, Enforcement, Diversion and Gang Intervention. As the City became a leader building a strong, integrated Data Consortium that has resulted in multi-jurisdictional data sharing agreements and joint data acquisition approaches on a variety of population indicators at the neighbourhood level, the Province withdrew its support from the Tri-Level, declined to provide important gang-related data. Despite the McMurdy-Curling Review reinforcing the importance of data coordination about neighbourhood service levels and outcomes goals related to at-risk youth, the Province ended its involvement.

As the City and its data partners, including the Federal Government, continued to integrate data sets that have resulted in the development of the City's award winning open data tool, Wellbeing Toronto, repeated invitations to the Ministry of Education and Ministry of Children and Youth Services to share information has not been met. While Federal Departments have been proactive data partners, Provincial Ministries have been non-responsive and non-reciprocal.

Years later, City staff continue conversations with Provincial Ministries to access relevant data that will support greater evidence-based decision-making. Recent conversations with Ministry of Children and Youth Services reveal an openness to re-engage with the City on data sharing.

### ***Ontario Youth Action Plan Benefits***

The 20 *OYAP* commitments to action continue investments in a number of good youth/community initiatives. The following actions align with the City's actions for strengthening under-served neighbourhoods and creating opportunities for youth:

- four (4) new Parenting and Family Literacy Centres
- 260 new Jobs for Youth Program after-school placements, a program started by the City of Toronto in 2005
- 126 Youth in Policing Initiative (YIPI) positions with the Toronto Police Service in the 2013-14 school year
- a \$1 million expansion of the Focus on Youth Summer Program to provide 220 additional summer employment opportunities and 3,500 additional summer recreation activity placements for Greater Toronto Area children and youth
- \$2.5 million in additional funding for After School Programs in Ontario, allowing the addition of 11 new program sites in priority neighbourhoods
- the hiring of 20 additional Youth Outreach Workers to in Toronto by 15 community-based agencies
- 10 representatives on the Premier's Council on Youth Opportunities from Greater Toronto Area communities, cultures, backgrounds including frontline workers, representatives from youth-led organizations and youth.



Many Ontario youth and their families will benefit as a result of the *OYAP*. However, staff analysis reveals two concerns. First, while many youth and their families across the Province will benefit, there are still important gaps in meeting the complex needs of young people at the highest risk of violence, criminalization and trauma.

Second, no strategic government-to-government partnership has developed between the Province and the City to work to address these needs despite the McMurtry-Curling Review noting the strength and effectiveness of the City's neighbourhood coordination structures and recommendations arising out of them. The City of Toronto currently has no major role in the delivery of the *OYAP*'s Youth Outreach Worker efforts, youth funding coordination, private sector employment initiatives or participation on the Premier's Council on Youth Opportunities. As such, the City continues to face challenges in ensuring appropriate program alignments in its role as a human services system manager for Toronto youth services, potentially diminishing the impact of programs and supports for Toronto youth at risk of social and economic marginalization.

### **Development of a Toronto Youth Equity Strategy**

Following the deliberations of the McMurtry-Curling Review, a number of efforts and initiatives have been put in place to address both causes and impacts of youth marginalization identified in the report, including the Province's *Ontario Youth Action Plan*, and various City programs. While a number of these Provincial and Municipal initiatives address priorities identified by the McMurtry-Curling Review, there remain a insufficient programs and supports in critical areas that contribute to youth violence and marginalization – including poverty, racism, community infrastructure, housing and health and wellbeing. (See Appendix II – Actions to Address the Roots of Youth Violence and Marginalization)

While the City and its partners are engaging in specific initiatives to better focus on the root conditions that can lead to youth violence, victimization and marginalization, a comprehensive strategy of coordinated, consistent and targeted actions is required. A key step is for the City and our partners to better understand the young people requiring a comprehensive supports.

The McMurtry-Curling Review found that youth were most likely to be at an immediate risk of involvement in serious violence if they:

- have a deep sense of alienation and low self-esteem;
- have little empathy for others and suffer from impulsivity;
- believe that they are oppressed, held down, unfairly treated and neither belong to nor have a stake in the broader society;
- believe that they have no way to be heard through other channels; and
- have no sense of hope.<sup>6</sup>

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<sup>6</sup> *ibid.* p. 5-6

These youth face multiple barriers, including systemic racism, trauma filled experiences, and negative experiences with traditional systems such as the education system, the child welfare system, and the criminal justice system.

Building on the Review's findings and those of the City's Prevention Intervention Toronto (PIT) youth gang prevention research pilot project, the City has been working to move beyond the single category of “at risk youth” to differentiate between populations of youth at risk of marginalization so that programs and services can be customized for greater effectiveness. (See Appendix III – At Risk Youth)

The resources required to respond to incidents of violence, crime, substance abuse, mental health challenges, family instability and persistent poverty remain a significant cost for all orders of government, community service agencies and Toronto residents. Service alignment and co-investment between orders of governments and community funders is critical to meeting the needs of the highest risk young people in Toronto communities. In developing and delivering on the Strategy, the City will build on four (4) strategic collaborations that have emerged within the past eight months with key partners like United Way Toronto, Laidlaw Foundation, and the Ministry of Children and Youth Services to support Toronto youth. (See Appendix IV - Strategic Collaborations to support Youth at High Risk of Marginalization)

The development of a Toronto Youth Equity Strategy provides the City with the opportunity to work with other orders of government, funders, service providers and youth to develop an integrated service strategy to effectively address the varying needs of youth at high risk of marginalization. The Toronto Youth Equity Strategy will emphasize supporting those most furthest from social and economic opportunities and are at high risk of violence and trauma. A Framework for the development of a Toronto Youth Equity Strategy is included in Appendix I – Framework for a Toronto Youth Equity Strategy. The Framework ensures that the Strategy advances actions necessary to achieving equity of opportunity and quality of life for Toronto's most under-served and highest risk youth.

## **CONTACT**

Denise Andrea Campbell  
Director, Community Resources  
Social Development, Finance and Administration  
t. 416-392-8608  
e. [dcampbe6@toronto.ca](mailto:dcampbe6@toronto.ca)

## **SIGNATURE**

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Chris Brillinger  
Executive Director, Social Development, Finance and Administration

## **ATTACHMENTS**

Appendix I – Framework for a Toronto Youth Equity Strategy  
Appendix II – Actions to Address the Roots of Youth Violence and Marginalization  
Appendix III – "At Risk" Youth Categorization  
Appendix IV – Strategic Collaborations to support Youth at High Risk of Marginalization

## **Appendix I**

### **Framework for a Toronto Youth Equity Strategy**

The purpose of the Framework is to guide the development of a City of Toronto Youth Equity Strategy for consideration by City Council by December 2013.

#### **THE FOUNDATION:**

##### **Vision**

The City of Toronto strives to ensure all youth can equally pursue their hopes, dreams and aspirations free of barriers based on race, gender, economic status, geography and fear, and have the opportunity to meaningfully contribute to Toronto's strength, vitality and governance.

This vision requires a commitment on the part of all residents to support positive youth development and equitable access to meaningful opportunities, so current and future generations of Toronto youth may live, learn and thrive in an age-friendly city.

Governments, the private sector, organized labour and community partners have different roles, but each share in the responsibility for providing programs, services, supports and opportunities to ensure that youth that are most socially and economically marginalized are fully able to fully participate in the high quality of life Toronto offers.

##### **Principles**

To support this vision, the following four (4) principles need to guide the development of a Toronto Youth Equity Strategy:

##### ***1. An Age-Friendly City***

In April 2013, Toronto City Council adopted the Toronto Seniors Strategy. Focused on older adults, this strategy aligns with The World Health Organization's (WHO) Age-friendly Cities and Communities. In an age-friendly city or community, policies, services and structures related to the physical and social environment are designed to support and enable all residents to live in security, enjoy good health and participate fully in society. Age-friendly service providers, public officials, community leaders, faith leaders and business people:

- recognize the great diversity within and among all age groups,
- promote their inclusion and contribution in all areas of community life,
- respect their decisions and lifestyle choices, and
- anticipate and respond flexibly to the needs and preferences of all age groups.

The Toronto Youth Equity Strategy will be developed drawing from the age-friendly framework in that it will,

1. Reflect a commitment to support to all youth in Toronto, including those most distant from opportunity;

2. Identify holistic strategies, policies and investments that support those youth most distant from opportunity to become healthy, productive and engaged youth; and
3. Support opportunities for innovation to address the needs of youth through the leveraged contributions of traditional and non-traditional actors to achieve positive youth development.

## ***2. A Targeted Universal Approach to Youth Development***

Not all of Toronto's youth live in same context of opportunity and support. The issues they face and their life chances as a result, are not identical. In order to achieve equitable outcomes for Toronto's most socially and economically marginalized young people who are at risk of violence and victimization, particular attention must be made to their complex needs. The Toronto Youth Equity Strategy will be developed and implemented to reflect a targeted universal approach whereby program planning and policy development will happen from the perspective of the most high risk youth. In generating relevant and effective supports and opportunities to meet the complex needs of these youth, solutions will be generated that all Toronto youth can benefit from, regardless of risk status. This equity lens recognizes that when programs and policies are designed for low risk youth, youth with high risk factors do not benefit; however, when the complex needs of high risk youth are met, low risk youth will benefit.

## ***3. Meaningful Inclusion***

Youth inclusion means meaningfully involving young person in the planning, decision making and program delivery of all the important parts of our system – our government, our organizations and our communities. Through meaningful inclusion, youth develop an increased sense of belonging to their communities and gain valuable leadership experience. The Toronto Youth Equity Strategy's development and implementation will be more effective when youth's strengths, abilities and perspectives are added to those of other stakeholders as equal partners.

## ***4. A Commitment to Positive Youth Development***

The Toronto Youth Equity Strategy will be developed and implemented in a manner consistent with a Positive Youth Development (PYD) approach to youth services sector program development and delivery. Positive Youth Development is a proven approach that emphasizes the strengths and potential of youth. It also considers the family and environmental context that youth develop in so that effective supports can be provided. As an evidenced-based approach, the PYD program model employs four key success factors:

1. Strong relationships between youth and non-family adults
2. Youth engaged in designing programs and decision-making to positively influence themselves and their communities
3. Intentional skill-building in multiple aspects of a young person's life to achieve physical, emotional, intellectual, psychological and social health
4. High expectations for youth

## **Goals**

The following two goals are the priorities for the development of the Toronto Youth Equity Strategy:

1. Ensure the City of Toronto supports policies, programs and priorities for youth that are evidence-based and evaluated by both intent and outcome in a manner consistent with the principles of Targeted Universalism.

The Toronto Youth Equity Strategy should:

- Identify problems facing high risk youth in communities, propose a strategy and indicators of success, and then broaden its scope to cover as many people as possible to mitigate the impact of those risks and
- Identify key stakeholders who should have the opportunity to comment on the development of the strategy and indicators, express concerns or support, and complement factual information with their lived experiences and interactions.

2. Ensure the City of Toronto supports policies, programs and priorities for youth that are consistent with an equitable age-friendly city.

## **Target Population**

The City has a commitment to the positive development of all young people and works to provide a range of services, programs and facilities that support the positive development of young Torontonians. However, many youth who the City and its community partners seek to support are not engaged by current programs and supports. These youth face multiple barriers which include systemic racism and poverty, trauma-filled experiences and negative encounters with traditional systems of services and supports (e.g., criminal justice initiatives, education initiatives, the child welfare system.) These high risk young people will be at the centre of the Toronto Youth Equity Strategy.

The Toronto Youth Equity Strategy will define the City's priority outcomes for youth and facilitate an integrated youth service system based on a holistic approach to support the needs of high risk youth in:

- funding youth activities;
- youth priority setting;
- collaboration in service planning and delivery;
- involvement of diverse youth voices, parents and community-based organizations in planning and decision-making; and
- supporting innovation in policy development and program delivery.

## **THE IMPLEMENTATION PLAN**

### **City Coordination**

The development of the Toronto Youth Equity Strategy will be supported by an Interdivisional Staff Team comprised of two components: a Staff Technical Working Group that will coordinate the work and a Senior Management Steering Committee which will provide strategic direction to the work. These teams will be comprised of members from nine City of Toronto program areas:

- Equity, Diversity & Human Rights
- Parks, Forestry & Recreation
- Shelter, Support & Administration
- Social Development, Finance & Administration
- Toronto Community Housing Corporation
- Toronto Employment and Social Services
- Toronto Police Service
- Toronto Public Health
- Toronto Public Library

The Interdivisional Staff Team will be Chaired by the Executive Director, Social Development, Finance and Administration (or designate).

### **Consultation and Engagement**

Consultation and engagement supports the development of effective solutions that are well understood, widely supported, and create a foundation for success. To this end, the Strategy's Staff Technical Working Group will engage and consult with:

1. City Divisions and Agencies that have a program interest in youth
2. Key funders focused on positive youth development – the Youth Challenge Fund, United Way Toronto, Laidlaw Foundation, and the Ontario Trillium Foundation.
3. Existing City Partnerships to advance positive outcomes for young people – Toronto Collective Impact and the Youth Anti-Violence Task Force.
4. Key Provincial Ministries with a significant interest in the positive youth development and the Premier's Council on Youth Opportunities.
5. Toronto School Boards
6. Young people through youth-led organizations or agencies that work with high risk youth such as the Toronto Youth Cabinet, the legacy initiatives of the Youth Challenge Fund, the Grassroots Youth Collaborative, East Metro Youth Services, For-Youth Initiative, JVS and the Canadian Training Institute's - Breaking the Cycle Project.

The Toronto Youth Cabinet is a youth led civic engagement organization which strives to improve the quality of life for Toronto's youth. The Toronto Youth Cabinet works to engage youth in the workings of city government and to advocate for fair and quality

services for youth in Toronto. The efforts of the Toronto Youth Cabinet are supported by City staff. The Toronto Youth Cabinet will provide strategic advice and input into the development and implementation of the Toronto Youth Equity Strategy as a key strategic partner of the City.

### **The Deliverables**

The development of the Toronto Youth Equity Strategy will occur from July to November 2013. The Interdivisional Staff Team will work with internal and external youth services stakeholders between July and November to complete the following actions:

- Refine the Demographic context of high risk youth
- Develop service planning principles
- Clarify the themes/domains of impactful activity
- Develop recommendations for impact activity, including resource requirements
- Seek alignment with provincial strategies
- Set out accountability and monitoring process

The Toronto Youth Equity Strategy will be submitted to the Community Development and Recreation Committee for consideration at its meeting on December 3, 2013. If approved by City Council in December 2013, the Toronto Youth Equity Strategy Interdivisional Staff Team will work in consultation with relevant City program areas and external partners to develop guidelines, a toolkit and other support mechanism to assist in the successful integration and implementation of the Strategy across Toronto's youth services systems in 2014.



**Appendix II**  
**Actions to Address the Roots of Youth Violence and Marginalization for High Risk Youth**

Note: Many City and Provincial Program Areas provide supports to youth at varying levels of risk, along with other Toronto residents, as part of regular service delivery. The City and Provincial program examples contained in this document reflect only those programs and initiatives that specifically focus on addressing the **needs of high risk youth**.

<b>Priority Areas to Address Youth Violence &amp; Marginalization</b>	<b>Review of the Roots of Youth Violence Report Recommendations</b> (Summarized)	<b>Ontario Youth Action Plan Commitments</b>	<b>Examples of City of Toronto Actions to support Youth at High Risk of Violence &amp; Marginalization</b>
<b>Poverty</b>	<ul style="list-style-type: none"> <li>The Province must reduce the level of poverty in Ontario</li> </ul>	<ul style="list-style-type: none"> <li>As part of the Youth Action Plan, the Roots of Youth Violence will become a permanent mandate of the Poverty Reduction Strategy cabinet-level committee. The committee will be renamed “Poverty Reduction and Roots of Youth Violence” to reflect this expanded focus on social inclusion. Future Poverty Reduction Strategy annual reports will include progress on youth outcomes.</li> <li>Dr. Alvin Curling, former MPP and former Speaker of the Legislative Assembly, will be appointed Strategic Advisor to the Minister of Children and Youth Services on Youth Opportunities. Dr. Curling will also be made one of the external members of the Poverty Reduction and Roots of Youth Violence cabinet-level committee.</li> </ul>	<p><b>Social Development, Finance &amp; Administration</b></p> <ul style="list-style-type: none"> <li>Neighbourhood Action</li> </ul> <p><b>Toronto Community Housing Corporation</b></p> <ul style="list-style-type: none"> <li>Social Investment Fund-Supported Community-Based Programming for Youth at High risk Violence and/or Criminal Justice System Involvement</li> <li>YouthWorx</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>Investing in Youth Strategy (IY)</li> </ul> <p><b>Toronto Public Health</b></p> <ul style="list-style-type: none"> <li>Homeless At-Risk Prenatal (HARP) Program</li> <li>Health supports offered as part of the Investing in Families initiative for families receiving Ontario Works benefits in high-needs communities (coordinated through Toronto Employment and Social Services)</li> </ul>

<b>Priority Areas to Address Youth Violence &amp; Marginalization</b>	<b>Review of the Roots of Youth Violence Report Recommendations</b> (Summarized)	<b>Ontario Youth Action Plan Commitments</b>	<b>Examples of City of Toronto Actions to support Youth at High Risk of Violence &amp; Marginalization</b>
<b>Racism</b>	<ul style="list-style-type: none"> <li>• Establish a Cabinet Committee on Social Inclusion &amp; Anti-Racism with a clear mandate to develop a corporate agenda, approve coordinated work plans for ministries, monitor progress and report regularly to the public against published indicators of progress</li> <li>• Establish a Premier’s Advisory Council on Social Inclusion and Anti-Racism to support the Cabinet Committee and ensure that a variety of perspectives, including those of youth, informs the work of the Committee on an ongoing basis.</li> <li>• The Province must articulate more effectively its commitment to anti-racism and should address this urgent issue as a major priority in its response to the <i>Roots of Youth Violence</i> report</li> <li>• The Province should require all ministries and public sector agencies to develop and publish a specific anti-racism plan with measurable objectives and timelines.</li> <li>• The Province should proceed immediately to develop the methodology for the collection of race-based data in all key domains.</li> </ul>		<b>Social Development, Finance &amp; Administration</b> <ul style="list-style-type: none"> <li>– Access, Equity &amp; Human Rights Investment Program supports some youth-specific anti-racism initiatives</li> </ul> <b>Toronto Community Housing Corporation</b> <ul style="list-style-type: none"> <li>– Youth Anti-Racism Trainers Program</li> </ul>

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<b>Community Design &amp; Infrastructure</b>	<ul style="list-style-type: none"> <li>• The Province should ensure high-quality services, recreational and arts facilities, parks and schools are available to those who are the most disadvantaged.</li> <li>• The Province should implement measures to improve transportation services for disadvantaged areas.</li> <li>• The Province should ensure that the physical environment does not promote crime, but instead provides safe and welcoming places for gathering and play.</li> <li>• Community markets and other ways of fostering cohesion should be facilitated, and stores and businesses should be brought back to neighbourhoods that lack them.</li> <li>• The Province must recognize the value of sports and arts in supporting learning, development and creativity of youth. The Province should work with municipalities, school boards and community agencies to remove barriers that include income level, transportation and a lack of usable space. The Province should move to immediately embed accessible sports and arts programs in the priority</li> </ul>		<b>Social Development, Finance &amp; Administration</b> <ul style="list-style-type: none"> <li>– Neighbourhood Revitalization (Social Development Plan)</li> <li>– Community Hubs through the Partnership Opportunities Legacy Fund (now completed) and the School Lands Acquisition Framework</li> </ul> <b>Toronto Employment &amp; Social Services</b> <ul style="list-style-type: none"> <li>– Investing in Youth Strategy (IY)</li> </ul>

<b>Priority Areas to Address Youth Violence &amp; Marginalization</b>	<b><i>Review of the Roots of Youth Violence Report Recommendations</i></b> (Summarized)	<b><i>Ontario Youth Action Plan Commitments</i></b>	<b>Examples of City of Toronto Actions to support Youth at High Risk of Violence &amp; Marginalization</b>
	<p>neighbourhoods.</p> <ul style="list-style-type: none"> <li>• Within the identified disadvantaged neighbourhoods, the Province should support and ensure the funding of the following structural initiatives:               <ul style="list-style-type: none"> <li>– Community hubs to provide space for community activities, including for meetings, recreation and the arts, and service providers. Wherever possible, these hubs should be based in or near schools.</li> <li>– Full access to schools for community activities and services, by having a body with facilities management and program experience lease the premises in school off-hours and engage with the community to identify priorities for the use of the space.</li> </ul> </li> <li>• The Province should promptly initiate discussions with the municipal governments, to begin to plan for a hub if none exists and in particular to determine the availability of recreational and arts facilities.</li> <li>• The Province should work actively with the Ontario Realty Corporation and the municipality to lease alternative space for youth and youth services until a hub</li> </ul>		

Priority Areas to Address Youth Violence & Marginalization	<i>Review of the Roots of Youth Violence Report Recommendations</i> (Summarized)	<i>Ontario Youth Action Plan Commitments</i>	Examples of City of Toronto Actions to support Youth at High Risk of Violence & Marginalization
	is developed.		
<b>Housing</b>	<ul style="list-style-type: none"> <li>The Province should promote economic integration by ensuring that there is affordable, good quality housing in many different neighbourhoods and by substantially improving and diversifying the most disadvantaged neighbourhoods so that people do not leave as soon as their economic circumstances permit.</li> <li>The Province must increase the supply of decent, affordable housing units, diversify their locations and improve standards within both public and private accommodation.</li> </ul>		<p><b>Shelter, Support &amp; Housing Administration</b></p> <ul style="list-style-type: none"> <li>Specialized Hostel Services for Youth</li> <li>Specialized Hostel Services for Youth and their Parents</li> <li>Support for Youth to access Social Housing</li> <li>Housing Allowance Programs</li> </ul> <p><b>Social Development, Finance &amp; Administration</b></p> <ul style="list-style-type: none"> <li>Tower Renewal</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>Investing in Youth Strategy (IY)</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>The Province must remove the barriers and disincentives to education that exist for many children and youth.</li> <li>The Province should take immediate steps to put in place measures that will ensure that teachers and school administrators better reflect the neighbourhoods they serve.</li> <li>The Province should develop a curriculum that is racially and culturally inclusive.</li> </ul>	<ul style="list-style-type: none"> <li>The Ministry of Children and Youth Services will work with partners to launch a Private Sector Jobs Initiative led by a council of community and business leaders. This initiative will build on successful models and leverage existing partnerships. It will include a jobs/internships stream, a mentorship stream, an entrepreneurial stream, and a stream to engage schools and the community.</li> <li>The Ministry of Children and Youth Services will increase the number of</li> </ul>	<p><b>Parks, Forestry &amp; Recreation</b></p> <ul style="list-style-type: none"> <li>Youth Outreach Workers</li> </ul> <p><b>Toronto Public Library</b></p> <ul style="list-style-type: none"> <li>Toronto Public Library/Toronto Catholic District School Board Partnership Program for Suspended Students</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>Learning, Earning and Parenting (LEAP)</li> </ul>

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	<ul style="list-style-type: none"> <li>• The Province should address the continuing concerns about <i>Safe Schools Act</i> provisions.</li> <li>• The Province should better connect schools to families and communities.</li> <li>• The Province should provide ongoing educational and mentoring supports and incentives to encourage students to remain in school, engage in learning and seek further education, especially in priority neighbourhoods.</li> <li>• The Province must support the contribution of youth workers to initiatives that address the roots of violence involving youth. The Province should recognize that youth workers bridge the divide between youth and their communities and schools, provide counselling and connectivity to the most disadvantaged youth and serve as role models, especially when they are from the same neighbourhoods or share similar circumstances.</li> <li>• Within the identified disadvantaged neighbourhoods, the Province should support and ensure the funding of the following structural initiatives:               <ul style="list-style-type: none"> <li>– Full access to schools for community activities and services, by having a body with facilities</li> </ul> </li> </ul>	<p>Youth Outreach Workers in communities across Ontario from 62 to 97. The Ministry will also review the YOW program to ensure workers have the support and skills they need to improve outcomes for disadvantaged youth.</p> <ul style="list-style-type: none"> <li>• As recommended by the <i>Roots of Youth Violence</i> report, the Youth Strategy will create Local Youth Planning Tables to reduce duplication and better co-ordinate community programs for young people across the province. The tables will be comprised of representatives from various levels of government, school boards, police, the private sector, employers, youth-serving agencies and young people. The Ministry of Children and Youth Services propose to begin with a planning table in Toronto and will continue to roll them out across Ontario. This approach will support place-based solutions as recommended in the <i>Roots of Youth Violence</i> report.</li> </ul>	

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	management and program experience lease the premises in school off-hours and engage with the community to identify priorities for the use of the space.		
<b>Family Issues</b>	<ul style="list-style-type: none"> <li>▪ The Province should implement local, integrated, culturally specific services for families of all forms.</li> <li>▪ The Province should provide supports to families beginning with prenatal care.</li> <li>▪ The Province should include creative outreach to early-years programs and the new all-day learning initiative for four- and five-year-olds among the supports it provides to families.</li> <li>▪ Services for children and their families should be fully integrated, and particular attention should be given to youth who do not have, or do not live with, families.</li> <li>▪ After-school programs should be available from 3 p.m. to 6 p.m. to promote good nutrition and positive activity, and to help keep youth off the streets in what many consider to be prime time for crime.</li> <li>▪ The Province should implement programs to familiarize families,</li> </ul>		<p><b>Shelter, Support &amp; Housing Administration</b></p> <ul style="list-style-type: none"> <li>– Specialized Hostel Services for Youth and their Parents</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>– Investing in Families</li> </ul> <p><b>Toronto Police Service</b></p> <ul style="list-style-type: none"> <li>– Outreach programming for at risk youth in partnership with Pro Action Cops and Kids and other private sector partners</li> </ul> <p><b>Toronto Public Library</b></p> <ul style="list-style-type: none"> <li>– Outreach to Toronto East Detention Centre Inmates (Storybook Dads)</li> </ul>

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	<p>including new settlers, with and connect them to community structures and supports.</p> <ul style="list-style-type: none"> <li>▪ The Province must work actively with communities and agencies to assist every child and youth to have access to at least one adult who provides nurturing and support, and towards providing youth with a voice in matters that affect them.</li> <li>▪ The Province should act immediately to ensure that programs and safeguards are in place for children from First Nations communities who must move away from home to attend high school and to ensure that services are available to families who relocate to be with their children.</li> </ul>		
<b>Health &amp; Wellbeing</b>	<ul style="list-style-type: none"> <li>• The Province must take steps to bring youth mental health out of the shadows.</li> <li>• The Province should enhance prevention through programs that promote health, engagement and activity for youth.</li> <li>• The Province should immediately retain one or more associations with expertise in youth mental health to prepare a plan for universal, community-based</li> </ul>		<p><b>Social Development, Finance &amp; Administration</b></p> <ul style="list-style-type: none"> <li>– Community Crisis Response Program</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>– Investing in Youth Strategy (IY)</li> </ul> <p><b>Toronto Police Service</b></p> <ul style="list-style-type: none"> <li>– Toronto Police Service Outreach to address Bullying of LGBT Youth</li> <li>– Child Mental Health interventions</li> </ul>



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	<p>access to mental health services for children and youth for the earliest possible implementation.</p> <ul style="list-style-type: none"> <li>• The Province should retain one of more associations with expertise in youth mental health to prepare plans for all interim investments that are feasible within the limits of the available professional expertise in Ontario.</li> <li>• The Province should provide locally available mental health services that afford early identification and treatment for children and youth in the context of their families and schools, that are culturally appropriate and that are integrated with the community hubs we propose.</li> </ul>		<p><b>Toronto Public Health</b></p> <ul style="list-style-type: none"> <li>– Sexual Health Clinics</li> <li>– Harm Reduction Services (including needed exchange)</li> <li>– Homeless At-Risk Prenatal (HARP) Program</li> <li>– Health supports offered as part of the Investing in Families initiative for families receiving Ontario Works benefits in high-needs communities (coordinated through Toronto Employment and Social Services)</li> <li>– Coordination of funding for community-based AIDS prevention and drug prevention programming.</li> </ul>
<p><b>Youth Voice</b></p>	<ul style="list-style-type: none"> <li>• The Province's comprehensive youth policy framework should be developed in consultation with communities, youth and service providers.</li> <li>• The Province must support the contribution of youth workers to initiatives that address the roots of violence involving youth. The Province should recognize that youth workers bridge the divide between youth and their communities and schools, provide counselling and connectivity to the</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a permanent Action Committee on Youth Opportunities reporting to the Minister of Children and Youth Services. This Committee will be made up of individuals from a variety of communities, cultures and backgrounds, including front-line workers, representatives from youth-led organizations and youth. They will provide advice to government on how to better target existing programs and on any new directions that could be pursued by the ministry and the</li> </ul>	<p><b>Social Development, Finance &amp; Administration</b></p> <ul style="list-style-type: none"> <li>– Community Crisis Response Program</li> <li>– Toronto Youth Cabinet</li> </ul>

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	<p>most disadvantaged youth and serve as role models, especially when they are from the same neighbourhoods or share similar circumstances.</p> <ul style="list-style-type: none"> <li>• Within the identified disadvantaged neighbourhoods, the Province should support and ensure the funding of the following structural initiatives:               <ul style="list-style-type: none"> <li>– An arm’s-length funding board to support local initiatives to bring residents together to form networks of mutual assistance and community involvement, to plan the use of the hub and to participate in governance initiatives through the NSP, and also at least one youth-led organization to engage and serve youth based on local needs and priorities.</li> </ul> </li> <li>• The Province should put in place training, standards and supports for mentors across the province, and all sectors working with youth should adopt meaningful and sustained measures to include the youth voice in their governance structures.</li> </ul>	<p>government.</p>	
<b>Meaningful Economic Opportunities for Youth</b>	<ul style="list-style-type: none"> <li>• The Province must support the contribution of youth workers to initiatives that address the roots of violence involving youth. The Province should recognize that youth workers</li> </ul>	<ul style="list-style-type: none"> <li>• The Ministry of Children and Youth Services will work with partners to launch a Private Sector Jobs Initiative led by a council of community and business leaders. This initiative will</li> </ul>	<b>Social Development, Finance &amp; Administration</b> <ul style="list-style-type: none"> <li>– Youth Employment Toronto</li> <li>– Youth Employment Partnerships</li> <li>– Toronto Youth Job Corps</li> </ul>

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	<p>bridge the divide between youth and their communities and schools, provide counselling and connectivity to the most disadvantaged youth and serve as role models, especially when they are from the same neighbourhoods or share similar circumstances.</p> <ul style="list-style-type: none"> <li>• The Province must work with and encourage the private sector to create meaningful, long-term employment opportunities for youth.</li> <li>• The Province should adopt a broad strategy to prepare youth for work and to help marginalized youth obtain and maintain it.</li> <li>• The private sector should examine barriers to opportunity and employment of youth and work with the Province to shape holistic programs that provide learning opportunities leading to meaningful sustained employment and leadership development opportunities for youth.</li> </ul>	<p>build on successful models and leverage existing partnerships. It will include a jobs/internships stream, a mentorship stream, an entrepreneurial stream, and a stream to engage schools and the community.</p> <ul style="list-style-type: none"> <li>• The Ministry of Children and Youth Services will increase the number of Youth Outreach Workers in communities across Ontario from 62 to 97. The Ministry will also review the YOW program to ensure workers have the support and skills they need to improve outcomes for disadvantaged youth.</li> </ul>	<ul style="list-style-type: none"> <li>– Prevention Intervention Toronto</li> </ul> <p><b>Toronto Community Housing Corporation</b></p> <ul style="list-style-type: none"> <li>– YouthWorx</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>– Investing in Youth Strategy (IY)</li> </ul>

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<b>Community Safety &amp; Criminal Justice System Issues</b>	<ul style="list-style-type: none"> <li>• The Province should ensure that neighbourhoods are safe.</li> <li>• To address the pressing issues that arise in police-minority relations in a number of neighbourhoods, the Province should provide sustainable funding for youth-police liaison committees and front-line officer training programs before the summer of 2009.               <ul style="list-style-type: none"> <li>▪ After-school programs should be available from 3 p.m. to 6 p.m. to promote good nutrition and positive activity, and to help keep youth off the streets in what many consider to be prime time for crime.</li> </ul> </li> <li>• The Province must support the contribution of youth workers to initiatives that address the roots of violence involving youth. The Province should recognize that youth workers bridge the divide between youth and their communities and schools, provide counselling and connectivity to the most disadvantaged youth and serve as role models, especially when they are from the same neighbourhoods or share similar circumstances.</li> <li>• The Province should establish a Youth Justice Advisory Board to coordinate</li> </ul>	<ul style="list-style-type: none"> <li>• The Ministry of Children and Youth Services will expand the Youth in Policing Initiative across the province to provide 270 new after-school jobs during the school year.</li> <li>• The Ministry of Children and Youth Services will increase the number of Youth Outreach Workers in communities across Ontario from 62 to 97. The Ministry will also review the YOW program to ensure workers have the support and skills they need to improve outcomes for disadvantaged youth.</li> <li>• The Ministry of Community Safety and Correctional Services will provide \$500,000 in Safer and Vital Communities grants to community organizations across the province to work collaboratively with police to prevent crime. This is in addition to the \$500,000 already announced on July 23, 2012 for Toronto.</li> <li>• The Ministry of Community Safety and Correctional Services will direct the Proceeds of Crime program to support stronger co-</li> </ul>	<p><b>Social Development, Finance &amp; Administration</b></p> <ul style="list-style-type: none"> <li>– Community Crisis Response Program</li> </ul> <p><b>Toronto Community Housing Corporation</b></p> <ul style="list-style-type: none"> <li>– Social Investment Fund-Supported Community-Based Programming for Youth at High Risk of Violence and/or Criminal Justice System Involvement</li> <li>– Ontario Justice Education Network (OJEN) partnership</li> </ul> <p><b>Toronto Police Service</b></p> <ul style="list-style-type: none"> <li>– Youth Justice Diversion programs</li> <li>– Child Mental Health interventions</li> <li>– Outreach programming for at risk youth in partnership with Pro Action Cops and Kids and other private sector partners</li> <li>– Toronto Police Service Outreach to address Bullying of LGBT Youth</li> <li>– Neighbourhood Resource Officer Program (NRO)</li> </ul>

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	<p>the three ministries that operate parts of the youth justice system, ensure an overall policy focus and support a more balanced approach to resourcing.</p> <ul style="list-style-type: none"> <li>• The Province should take steps to reduce the over-criminalization of Ontario youth compared with those in other large jurisdictions,</li> <li>• The Province should reduce the ways in which the powers of the justice system can be misused to produce alienation, a lack of hope or opportunity and other immediate risk factors for violence.</li> <li>• All parts of the justice system need to adopt a more strategic approach to youth.</li> <li>• The Province should adopt a community-focused strategy to enhance its capacity to successfully intervene with, treat and reintegrate those youth who have committed acts of violence or have a propensity to do so. This strategy should, to the greatest possible extent, rely on initiatives that have been proven to work in similar contexts.</li> <li>• The Province should continue to press the federal government to implement a</li> </ul>	<p>ordination among the Toronto Police Service, other municipal police services and the Ontario Provincial Police to track guns and gangs and remove them from our streets. In addition, the Proceeds of Crime grant will focus on "Crime Prevention - Community Mobilization" to provide support to encourage police and community groups to work together in disadvantaged communities for the next two years.</p> <ul style="list-style-type: none"> <li>• The Ministry of Community Safety and Correctional Services will secure permanent funding for the Toronto Anti-Violence Intervention Strategy (TAVIS) and Provincial Anti-Violence Intervention Strategy (PAVIS).</li> <li>• The Ministry of Community Safety and Correctional Services will support Crime Stoppers to double the rewards for tips that get guns off the streets and support additional programs that encourage individuals to turn firearms over to the police.</li> <li>• The Ministry of the Attorney General will request that the</li> </ul>	

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	<p>handgun ban in Ontario,</p> <ul style="list-style-type: none"> <li>The Province should explore every feasible initiative it might take itself to minimize the risks of handguns while the federal government continues to permit these guns in Ontario apartments and homes.</li> </ul>	<p>federal government:</p> <ul style="list-style-type: none"> <li>Add federal prosecutors to the Province's guns and gangs taskforce.</li> <li>Add federal prosecutors to the Province's anti-gun-smuggling border initiative.</li> <li>Implement regulations to improve the markings on imported firearms to help police better trace illegal guns.</li> <li>The Ministry of Children and Youth Services will review and strengthen the Province's reintegration supports to ensure that young offenders can transition smoothly out of the youth justice system.</li> </ul>	
<b>Integrated Governance</b>	<ul style="list-style-type: none"> <li>The Province should create a comprehensive youth policy framework for Ontario to provide overall direction for the myriad of programs affecting youth.</li> <li>The Province's comprehensive youth policy framework should include a vision, a set of principles and a series of specific outcome indicators to align programs to meet common goals and</li> </ul>	<ul style="list-style-type: none"> <li>The Ministry of Children and Youth Services will build on the experiences and positive outcomes of the Youth Challenge Fund to work with provincial partners to develop a new \$5-million per year Youth Opportunities Fund. This new Fund will support community initiatives in priority and disadvantaged neighbourhoods, and will leverage private sector partnerships to further</li> </ul>	<p><b>Social Development, Finance &amp; Administration / Parks, Forestry &amp; Recreation</b></p> <ul style="list-style-type: none"> <li>Bi-Level Youth Outreach Training Opportunities</li> </ul> <p><b>Toronto Employment &amp; Social Services</b></p> <ul style="list-style-type: none"> <li>Investing in Youth Strategy (IY)</li> </ul>

<b>Priority Areas to Address Youth Violence &amp; Marginalization</b>	<b><i>Review of the Roots of Youth Violence Report Recommendations</i></b> (Summarized)	<b><i>Ontario Youth Action Plan Commitments</i></b>	<b>Examples of City of Toronto Actions to support Youth at High Risk of Violence &amp; Marginalization</b>
	<p>to measure whether progress is being made over time.</p> <ul style="list-style-type: none"> <li>• The Province should commit to measuring and publishing progress towards defined outcome goals as a central part of its approach to the roots agenda.</li> <li>• To the greatest extent possible, the Province's outcome goals should include minimum standards of achievement, a level below which no institution or community should fall (known elsewhere as “floor targets”). Progress towards those targets should be tracked by racial and other relevant differences.</li> <li>• The Province should adopt the place-based approach to addressing the roots of violence involving youth by working within and with the neighbourhoods where those roots are concentrated and where they are producing a downward cycle of disadvantage and violence.</li> <li>• To identify the neighbourhoods for the place-based approach, the Province should employ the Index of Relative Disadvantage proposed in the ROYV report to determine on a province-wide basis the areas where disadvantage is</li> </ul>	<p>meet its objectives.</p> <ul style="list-style-type: none"> <li>• The Ministry of the Attorney General will request that the federal government:               <ol style="list-style-type: none"> <li>i. Add federal prosecutors to the Province's guns and gangs taskforce.</li> <li>ii. Add federal prosecutors to the Province's anti-gun-smuggling border initiative.</li> <li>iii. Implement regulations to improve the markings on imported firearms to help police better trace illegal guns.</li> </ol> </li> <li>• The Ministry of Children and Youth Services will begin work with the Province's partners and youth on a province-wide long-term Youth Strategy that aligns programs and supports for young people around a common set of outcomes. The Strategy will also include evidenced-based decision-making and outcome-focused evaluation to ensure that we are funding the right initiatives and achieving intended results. The strategy will focus on youth opportunities and positive development and will look at additional targeted initiatives for youth who are disconnected and facing</li> </ul>	

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	<p>most concentrated.</p> <ul style="list-style-type: none"> <li>• Once the results of an index of areas where disadvantage is most concentrated are available, the Province should immediately open discussions with the affected municipalities to identify local factors, such as the availability of services, for inclusion in the determination of the most disadvantaged neighbourhoods and to define the boundaries of such neighbourhoods.</li> <li>• Within the identified disadvantaged neighbourhoods, the Province should support and ensure the funding of the following structural initiatives:               <ul style="list-style-type: none"> <li>– A Neighbourhood Strategic Partnership (NSP) to bring together the Province, other governments, community residents and service providers. The NSP would provide a forum for collaboration to develop and help implement a local plan to address the roots of violence as they manifest themselves in each disadvantaged community.</li> <li>– An arm's-length funding board to support local initiatives to bring residents together to form networks of mutual assistance and</li> </ul> </li> </ul>	<p>multiple barriers to success.</p> <ul style="list-style-type: none"> <li>• As recommended by the <i>Roots of Youth Violence</i> report, the Youth Strategy will create Local Youth Planning Tables to reduce duplication and better co-ordinate community programs for young people across the province. The tables will be comprised of representatives from various levels of government, school boards, police, the private sector, employers, youth-serving agencies and young people. The Ministry of Children and Youth Services propose to begin with a planning table in Toronto and will continue to roll them out across Ontario. This approach will support place-based solutions as recommended in the <i>Roots of Youth Violence</i> report.</li> <li>• Establish a permanent Action Committee on Youth Opportunities reporting to the Minister of Children and Youth Services. This Committee will be made up of individuals from a variety of communities, cultures and backgrounds, including front-line workers, representatives from youth-led organizations and youth. They will provide advice to government on how to better target existing programs and on any new directions that could be pursued by the ministry and the</li> </ul>	



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	<p>community involvement, to plan the use of the hub and to participate in governance initiatives through the NSP, and also at least one youth-led organization to engage and serve youth based on local needs and priorities.</p> <ul style="list-style-type: none"> <li>– A local coordinating body to help improve access to the services offered in the neighbourhood and to move towards better coordination amongst them.</li> </ul> <ul style="list-style-type: none"> <li>• The Province should engage with community-serving agencies to develop a mechanism to provide streamlined and stable funding, and continuity of service, for agencies meeting key community needs.</li> <li>• The Province must immediately put in place a governance structure that can align and sustain over the long haul the work required from a dozen or more ministries, and at the same time can also support effective collaborative work with other orders of governments and with communities.</li> <li>• The Province should establish a dedicated secretariat within Cabinet Office to provide policy advice and oversee the work by ministries to produce and implement coordinated</li> </ul>	<p>government.</p> <ul style="list-style-type: none"> <li>• The Ministry of Children and Youth Services will work with partners to develop tools to support the measurement and evaluation of community programs.</li> <li>• As part of the Youth Action Plan, the Roots of Youth Violence will become a permanent mandate of the Poverty Reduction Strategy cabinet-level committee. The committee will be renamed “Poverty Reduction and Roots of Youth Violence” to reflect this expanded focus on social inclusion. Future Poverty Reduction Strategy annual reports will include progress on youth outcomes.</li> <li>• Dr. Alvin Curling, former MPP and former Speaker of the Legislative Assembly, will be appointed Strategic Advisor to the Minister of Children and Youth Services on Youth Opportunities. Dr. Curling will also be made one of the external members of the Poverty Reduction and Roots of Youth Violence cabinet-level committee.</li> </ul>	

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	<p>plans to effectively address the roots we have identified. The secretariat should also have a research capacity to identify emerging needs and responsibility for monitoring the effectiveness of the structural initiatives established to advance this agenda.</p> <ul style="list-style-type: none"> <li>• The Province should put in place internal alignment mechanisms to ensure sustained and coordinated progress at the provincial level, including performance agreements for senior officials, impact analyses, public reporting, public sector agreements among ministries and a number of cross-ministry units.</li> <li>• The Province should meet with First Nations leaders to consider the potential applicability of the ROYV report findings to those communities and to consider whether a specific additional review concerning them is warranted.</li> </ul>		

## Appendix III At Risk Youth Categorization

While the term "at risk" is commonly used to describe vulnerable and marginalized youth, the term often lacks the precision needed to effectively address youth complex needs. Accordingly, building on the work of the *Review of The Roots of Youth Violence*, the City's Prevention Intervention Toronto gang research project, and ongoing best practice, the City has identified three "at risk" youth populations – (1) "low risk" youth, (2) 'medium risk" youth and (3) "high risk" youth. Table 1 describes the distinct resource needs and concerns that distinguish each of these youth population.

**Table 1: At Risk Categorization**

Youth Population	Primary Resource Need	Youth Support Concerns
<b>Low Youth</b>	<ul style="list-style-type: none"> <li>▪ Employment Supports</li> </ul>	<ul style="list-style-type: none"> <li>▪ Non-high school completion</li> </ul>
<b>Medium Risk Youth</b>	<ul style="list-style-type: none"> <li>▪ Employment Supports</li> </ul>	<ul style="list-style-type: none"> <li>▪ Non-high school completion</li> <li>▪ Chronic unemployment or no legitimate work history</li> <li>▪ May have dependents</li> <li>▪ Conflict with the law</li> </ul>
<b>High Risk Youth</b>	<ul style="list-style-type: none"> <li>▪ Employment Supports</li> <li>▪ Life Skills / Pre-Employment Supports</li> <li>▪ Housing needs</li> <li>▪ Mental health supports</li> <li>▪ System navigation support</li> </ul>	<ul style="list-style-type: none"> <li>▪ Non-high school completion</li> <li>▪ Chronic unemployment or no legitimate work history</li> <li>▪ May have dependents</li> <li>▪ Conflict with the law</li> <li>▪ Recently released from incarceration or on parole</li> <li>▪ Heavy illicit drug and/or alcohol user</li> <li>▪ Challenges to mental health</li> <li>▪ Homeless (relative or absolute)</li> </ul>

Traditionally, many services and supports seeking to address youth marginalization have been developed to reach the greatest number of youth at risk of marginalization to maximize resources and respond to program mandates. However, the youth that participate in such programs generally are drawn from the populations of low risk youth and medium risk youth, often due to:

1. the larger numbers of low risk youth and medium risk youth in communities in comparison to high risk youth;
2. the greater likelihood that the supports provided through the programs address the less complex needs of low risk and medium risk youth populations;
3. the willingness of low risk youth and medium risk youth to engage in such programs; and,
4. an unawareness of the demographic context of high risk youth's service needs.

High risk youth regularly face multiple barriers to opportunity and as such, high risk youth often exhibit a significant disinclination to engage with community-based services and programs without the support of dedicated high risk youth engagement resources. On occasions where high risk youth do engage in community-based services and programs of their own volition, many of the services have neither the capacity to address the complex support needs this population nor access to the systemic coordination to ensure the high risk youth is connected to the appropriate services and supports at that moment of engagement.

The Toronto Youth Equity Strategy will place high risk at the centre of its development; it will advance actions necessary to achieving equity of opportunity and quality of life for Toronto's "high risk" youth. In doing so, it will generate solutions that all youth can benefit from.

## **Appendix IV**

### **Strategic Collaborations to support Youth at High Risk of Marginalization**

Accurately identifying and addressing factors contributing to the social and economic marginalization of youth in Toronto remains a priority for the City of Toronto. Looking inward at City efforts, and outward, across our collaborations, there is more for the City to do to support the needs of high risk youth. The following are four examples of the recent strategic collaborations to address youth marginalization that the City aims to build on as part of the Toronto Youth Equity Strategy.

#### **1. FOCUS Rexdale Pilot Project**

FOCUS Rexdale is an innovative pilot project formed in Spring 2012 by the City of Toronto, United Way Toronto, Toronto Police Service, Toronto Community Housing and local community organizations to reduce crime and improve community resiliency in the Rexdale area. A unique Information Sharing Protocol has been developed as a foundation to the initiative. The Protocol allows an integrated team of community service providers, first responders, City staff and Provincial criminal justice and corrections system staff to effectively address specific situations where high risk youth and their families are at elevated risk of victimization or social disorder, while complying with federal, provincial and municipal policy and legislative confidentiality and information management requirements.

As a result of this integrated approach, the FOCUS Rexdale pilot project has been able to reduce the reliance upon traditional law enforcement/criminal justice methods of addressing situations identified through the Information Sharing Protocol and ensure situation resolution efforts draw upon the most effective mix of community resources, supports and services. Given the frequent incidence of criminal justice system involvement among youth at high risk of marginalization, collaborative models offer a greater range of potential support options for high risk youth while reducing instances of potentially traumatic community violence.

#### **2. Youth Anti-Violence Taskforce**

In response to a rise in youth violence in Toronto in 2012, For Youth Initiative (FYI), a non-profit youth organization committed to increasing the life-chances of vulnerable youth, convened the Youth Anti-Violence Taskforce to achieve collective action by senior leaders from private, not-for-profit, labour, education, government, law enforcement, as well as youth, parents, and the community. Co-chaired by the Executive Director of FYI and the Managing Partner at PWC, the Taskforce is focused on three areas of work to advance supports for high risk youth: i) development of a public education campaign; ii) supporting best practices reviews of services and supports for vulnerable youth; and iii) strategic actions focused on education, employment and family supports.

Members of the Taskforce include youth and mothers who have lost children to violence, as well as representatives from the private sector, labour and the Ontario Ministry of Children and Youth Services, the City of Toronto, United Way Toronto, Toronto Community Housing Corporation, the Toronto Police Service, and Civic Action.

### **3. Bi-Level Youth Outreach Table**

In 2006, as part of their commitment to align provincial resources to youth opportunities in the 13 priority neighbourhoods, the Ministry of Children and Youth Services formed a Bi-Level Youth Outreach Table with four community service delivery agencies to support the roll out of the Province's outreach workers into Toronto's youth service system. Given the City's leadership role in coordinating integrated service planning and delivery at the neighbourhood-level to achieve youth opportunities, the City was invited to the table to provide real time information about the neighbourhoods strategy, help the new youth outreach workers to connect into the Neighbourhood Action Partnerships, and to maximize opportunities for coordination around training and performance by building local youth worker networks inclusive of the new provincial workers, the City's youth workers through Parks, Forestry and Recreation, Social Development, Finance and Administration, Toronto Community Housing Corporation, and Toronto Public Library.

The Bi-Level Youth Outreach Table dissipated in 2010. However, in February 2013, Social Development, Finance and Administration and Parks, Forestry and Recreation, in partnership with the Ministry of Youth Services' Youth Justice Division, held the "Making the Connection – Making the Commitment" conference of over 200 youth outreach workers, reintegration workers and case management workers to rebuild meaningful connections between youth workers as a critical step in bridging the divide between marginalized youth and community and institutional supports. The City has re-started discussions with the Province about the need to reform the Bi-Level Youth Outreach Table to maximize Toronto youth outreach resources in support of the complex needs of high risk youth.

### **4. Youth Wellbeing Index**

In March 2013, as part of a collective impact process of funders, agencies and governments to achieve collaborative action to improve positive outcomes for Toronto youth, United Way Toronto, Success Beyond Limits, the City of Toronto, the Ministry of Children and Youth Services, and Ontario Trillium Foundation begun discussions about creating a digital 'youth wellbeing index.' Building on the success of data integration into the City's award-winning open data tool, Wellbeing Toronto, the youth wellbeing index is envisioned as a digital asset map combining the geography of youth programs and services data with demographic and statistical indicator data and data on youth service experience into a comprehensive, consistent tool to regularly generate a "picture" of how Toronto youth are doing over time in a number of key areas. The pending youth wellbeing index will provide a robust tool to support youth service providers to evaluate the quantity and quality of services and supports available to youth at risk of marginalization in Toronto neighbourhoods.