

### The Interim Toronto Action Plan to Confront Anti-Black Racism

**Date:** June 7, 2017

**To:** Executive Committee

**From:** Executive Director, Social Development, Finance & Administration

**Wards:** All

#### SUMMARY

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Toronto is the most diverse city in the world. However, studies continue to show that anti-Black racism still exists in this city, affecting the life chances of more than 200,000 Black people who call Toronto home.

Anti-Black racism is beliefs, attitudes, prejudice, stereotyping and/or discrimination that is directed at people of African descent and is rooted in their unique history and experience of enslavement and colonization here in Canada.

The legacy of anti-Black racism lies in the current social, economic, and political marginalization of Black Torontonians. It is experienced as a lack of opportunity, poor health and mental health outcomes, poor education outcomes, higher rates of precarious employment and unemployment, significant poverty, and overrepresentation in the criminal justice, mental health, and child welfare systems.

To begin confronting anti-Black racism in Toronto, the City of Toronto partnered with Black leaders and organizations to create and implement a three-phase process. Phase one was the development and launch of the Toronto For All public education campaign in November 2016, naming and challenging anti-Black racism. Phase two was the review of 41 years' worth of research and recommendations about addressing anti-Black racism in Toronto. This review created the foundation for 41 Community Conversations in phase three to determine how best to take meaningful action going forward. Conversations ran from January to March 2017. Black Torontonians reviewed a draft action plan at a citywide workshop in May 2017 and provided feedback.

The Interim Toronto Action Plan to Confront Anti-Black Racism is the result of this collaborative effort between the City of Toronto and Black Torontonians to take corrective action.

This interim five-year plan leverages the talents, knowledge, and experiences of Black residents and Black organizations as partners in making municipal services, spaces and policies fully inclusive and accessible to Black Torontonians in both intent and in practice. The Action Plan includes 22 recommendations and 80 actions to address five

issue areas: children and youth development; health and community services; job and income supports; policing and the justice system; and community engagement and Black leadership. The recommended next steps include further collaborative development of multi-year work plans and a partnership model for implementation oversight, and identification of related costs required to initiate appropriate action with a report back from staff in the Fall 2017

## **RECOMMENDATIONS**

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The Executive Director, Social Development, Finance & Administration recommends that:

1. Executive Committee request the Executive Director, Social Development, Finance & Administration to work with relevant Division Heads to convene eight Expert Working Groups to:
  - a. develop focused multi-year work plans for the following eight Intervention Strategies: (1) Staff Training; (2) Staff Recruitment; (3) Race-based Data; (4) Collaborative Service Planning; (5) Community Investment; (6) Youth Mentorship & Employment; (7) Public Education; and (8) Policy Development;
  - b. identify corresponding resource implications for the work plans;
  - c. develop a model for an effective Partnership Table to oversee the implementation of the Toronto Action Plan to Confront Anti-Black Racism;
  - d. consist of relevant City division and agency staff and Black community leaders with expertise in the specific area of intervention; and,
  - e. report back to Executive Committee in Q4 2017 with the results of this work.

## **FINANCIAL IMPACT**

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The Toronto Action Plan to Confront Anti-Black Racism is proposed as a five-year strategy. It will comprise 5 annual work plans, starting in 2017, and a corresponding progress report. Annual work plans will include a mix of initiatives that can be completed within existing resources and initiatives that may require additional funding.

The 2017 Work Plan outlined in Appendix E contains actions that can be initiated with funding included in the 2017 Approved Operating Budgets for relevant City divisions.

Should additional incremental funding be required to deliver the 2018 Work Plan, the funding requirements will be considered as part of the 2018 budget review process. As

well, funding requirements for the 2019 and future-year Work Plans will be considered as part of the City's annual budget review processes.

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

## **EQUITY IMPACT**

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Systemic barriers prevent Black people from enjoying the full benefits of living in the city of Toronto, including equitable access to resources, services, and life chances. Anti-Black racism is normalized and deeply entrenched in institutions, policies, and practices, often making anti-Black beliefs, stereotyping, and discrimination appear invisible to non-Black people. Yet, the realities of anti-Black racism are demonstrated in the many social, economic and political disparities of Black people's lives today.

The Toronto Action Plan to Confront Anti-Black Racism centres on Black Torontonians as an equity-seeking group. It also specifically examines the experiences and recommendations of Black residents who are also members of other equity-seeking groups, including women, youth, newcomers, queer and transgender people, Francophones, people with dis/abilities, and people living with HIV/AIDS.

To be effective, the final Toronto Action Plan requires the use of an Anti-Black Racism Lens towards the full implementation of all 22 recommendations and 80 actions, with specific mention in 11 actions. Appendix B provides detail on the Anti-Black Racism Lens and the 11 specific municipal actions requiring the Lens. On an ongoing basis, the Anti-Black Racism Lens can be integrated into the Equity Lens recently created by Equity, Diversity and Human Rights for use within City divisions and agencies.

The recommended Action Plan addresses key areas where diverse Black people face disparity and where City action can make demonstrable impact. The Action Plan mandates shared leadership and ownership with people with lived experiences of anti-Black racism at every stage of implementation.

The Action Plan utilizes an equity approach of targeted universalism in order to address anti-Black racism. Targeting equity measures for Black Torontonians will ensure they have access to the full benefits of living in this city like other Torontonians, and simultaneously, benefit other Toronto communities experiencing racism and marginalization, and all Toronto residents.

## **DECISION HISTORY**

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On April 20, 2016, Mayor Tory and Chief Saunders of Toronto Police Services hosted a meeting with Black leaders to discuss issues of systemic racism following Black Lives Matter Toronto's two-week encampment in front of police headquarters. During the meeting, Mayor Tory committed to holding a community process with Black

Torontonians to talk about the impacts of anti-Black racism in Toronto and measures to address it. The Mayor requested the Director of Social Policy, Analysis and Research in Social Development, Finance and Administration Division to initiate this process.

## COMMENTS

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### Anti-Black Racism is Deeply Rooted

“Despite Canada’s reputation for promoting multiculturalism and diversity... Canada’s history of enslavement, racial segregation, and marginalization has had a deleterious impact on people of African descent which must be addressed in partnership with communities.”<sup>1</sup> These were the findings of the United Nations Working Group of Experts on People of African Descent in their first official visit to Canada in October 2016 to study the human rights situation of people of African descent. The Working Group expressed their deep concern for the human rights situation of Black Canadians after meeting with representatives from governments, community organizations, and Black leaders working on issues of racism and racial discrimination in Toronto, Ottawa, Montreal and Halifax.

During their fact-finding mission, the Working Group was confronted with clear evidence of disparities faced by Black Canadians due to racism. Anti-Black racism is beliefs, attitudes, prejudice, stereotyping and/or discrimination that is directed at people of African descent. It is rooted in their unique history and experience of enslavement and colonization. Anti-Black racism is micro (as seen in day-to-day interactions) and it is structural (as seen in governing laws and policies).

Anti-Black racism challenges the popularly held narrative of Canada as a welcoming, safe haven for enslaved Africans escaping to freedom, and as a country where race relations with Black people lacked the viciousness of American slavery and segregation. Legalized slavery and segregation is also rooted in Canadian history. In 1628, Oliver Le Jeune, an eight year old African boy, became the first recorded enslaved African in Canada. The 47<sup>th</sup> Article of Capitulation of Montreal, the Peace Treaty of 1763 and The Quebec Act of 1774 were Canadian laws that legally recognized Blacks as property. In Upper Canada, slavery was reinforced by court interpretations of last wills and testaments, transferring the ownership of Black people from one white Canadian to another.<sup>2</sup>

Courageous white Canadians did support enslaved Black Americans to come to Canada through the Underground Railroad, but often when they arrived, they were met with stereotyping, fear and discrimination. Black Loyalists to Ontario were granted land

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<sup>1</sup> Working Group of Experts on People of African Descent. *Statement to the media by the United Nations’ Working Group of Experts on People of African Descent, on the conclusion of its official visit to Canada, 17-21 October 2016*. Office of the United Nations High Commissioner for Human Rights (OHCHR), 2016. Retrieved May 25, 2017:

<http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=20732&LangID=E>

<sup>2</sup> Sadler, R. *Anti-Black Racism in Canada: A Historical Perspective*. Black History Society. 2003.

Retrieved May 28, 2017: [http://www.crrf-fcrr.ca/images/stories/Anti-Black\\_Racism\\_in\\_Canada.pdf](http://www.crrf-fcrr.ca/images/stories/Anti-Black_Racism_in_Canada.pdf)

that was isolated and unsustainable for living. The Commons Schools Act of 1850 segregated schools along racial and religious grounds. In the early 1900s, the media was used to reinforce negative stereotypes about Black people, suggesting sexual aggression in particular was in their nature, in an effort to limit Black Americans from settling in Canada en masse after changes to segregation laws in Oklahoma.<sup>3</sup> In 1911, federal policy was introduced to deny entry to Black immigrants because "the Negro race... is deemed unsuitable to the climate and requirements of Canada."<sup>4</sup> Order-in-Council P.C. 1324 was repealed and never took formal effect, but when compared to simultaneous efforts to encourage immigration from Eastern Europe, the discriminatory message at the time that Black people were unwelcomed in Canada was evident.<sup>5</sup>

First enslavement laws, then segregated institutions and customary practices denying Black people from restaurants, hotels, and other businesses, became the norm, embedding anti-Black beliefs, attitudes, stereotypes and practices in Canadian society and institutions.<sup>6</sup> This distinct history of African descendants in Canada has resulted in the perpetuation of anti-Black racism embedded in systems and practices.

The term, "anti-Black racism" was spoken by Ryerson University social work professor Dr. Akua Benjamin to language the unique nature of systemic racism Black people experience in Toronto. In his 1992 report on race relations in the province, the Ontario Advisor on Race Relations, Stephen Lewis, first captured the term. Within the opening paragraphs of this seminal report commissioned by the Province of Ontario following the 1992 Yonge Street Riots, Stephen Lewis wrote: "First, what we are dealing with, at root, and fundamentally, is anti-Black racism. While it is obviously true that every visible minority community experiences the indignities and wounds of systemic discrimination throughout Southern Ontario, it is the Black community which is the focus. It is Blacks who are being shot, it is Black youth that is unemployed in excessive numbers, it is Black students who are being inappropriately streamed in schools, it is Black kids who are disproportionately dropping-out, it is housing communities with large concentrations of Black residents where the sense of vulnerability and disadvantage is most acute, it is Black employees, professional and non-professional, on whom the doors of upward equity slam shut. Just as the soothing balm of 'multiculturalism' cannot mask racism, so racism cannot mask its primary target."<sup>7</sup>

Twenty-five years later, the situation of anti-Blackness described by Stephen Lewis has remained consistent. The legacy of anti-Black racism lies in the current social, economic, and political marginalization of Black Torontonians. It is evidenced by a lack of opportunity, poor health and mental health outcomes, poor education outcomes,

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<sup>3</sup> Sadler, 2003.

<sup>4</sup> Yarhi, E. *Order-in-Council P.C. 1911-1324 — the Proposed Ban on Black Immigration to Canada*. *Historica Canada*. September 30, 2016. Retrieved May 28, 2017: [http://www.thecanadianencyclopedia.ca/en/article/order-in-council-pc-1911-1324-the-proposed-ban-on-black-immigration-to-canada/#h3\\_jump\\_4](http://www.thecanadianencyclopedia.ca/en/article/order-in-council-pc-1911-1324-the-proposed-ban-on-black-immigration-to-canada/#h3_jump_4)

<sup>5</sup> Yarhi, 2016.

<sup>6</sup> Diversity and Human Rights. *Racism Against Blacks*. Retrieved on May 29, 2017: University of Guelph. <https://www.uoguelph.ca/diversity-human-rights/book-page/racismagainst-blacks>

<sup>7</sup> Lewis, S. *The Report of the Advisor on Race Relations to the Premier of Ontario Bob Rae*. June 9, 1992. Retrieved on January 15, 2017: <http://www.ontla.on.ca/library/repository/mon/13000/134250.pdf>

higher rates of precarious employment and unemployment, significant poverty, and overrepresentation in the criminal justice, mental health, and child welfare systems.

## **Black in Toronto**

Toronto, the most diverse city in the world, is not exempted from the recent United Nations' findings. Studies continue to show that anti-Black racism still exists in Toronto today, affecting the life chances of more than 200,000 Black people who call Toronto home. Since anti-Black racism is deeply entrenched in institutions, policies and practices, this particular form of racism often appears normal or invisible to non-Black people. Yet, evidence shows the great disparities Black Torontonians face in the areas of children and youth development; health and community services; job and income supports; and policing and the justice system.

### **Children & Youth Development**

Almost 88,000 Black children and youth, ages 0-24 live in Toronto.<sup>8</sup> While dedicated parents and strong communities are raising many thriving Black children, as a whole, Black children and youth experience differential outcomes to their non-Black peers.

Forty-two percent of Toronto children in the care of the Children's Aid Society of Toronto are Black children, five times their representation in the population overall.<sup>9</sup> Despite the formal ending of academic streaming in 1999, Black students in the Toronto District School Board are twice as likely to be enrolled in applied courses instead of academic courses compared to their non-Black counterparts, closing off their opportunity for a university education.<sup>10</sup> Black youth have higher drop out and expulsion rates than other Toronto children. Black students become "early leavers" of high school at twice the rate – 23% compared to 12% of white students.<sup>11</sup> At 23%, the unemployment rate of Black youth in Toronto is two times higher than the national average.<sup>12</sup> And Black youth report often feeling unwelcome or unsupported in many of the programs that are funded to assist them.

### **Health & Community Services**

Anti-Black racism impacts the health and wellbeing of Black Torontonians. Toronto Public Health's 2013 study examining racialization and health inequities found that experiencing racial discrimination contributes to poor health outcomes by "triggering

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<sup>8</sup> Statistics Canada. *2011 National Household Survey: Data Tables*, Statistics Canada Catalogue no. 99-012-X2011038.

<sup>9</sup> Contenta C, L Monsebraaten, and J. Rankin. *CAS study reveals stark racial disparities for blacks, aboriginals*. The Toronto Star, June 23, 2016. Retrieved May 25, 2017: <https://www.thestar.com/news/canada/2016/06/23/cas-study-reveals-stark-racial-disparities-for-blacks-aboriginals.html>

<sup>10</sup> James, C. & Turner, T. *Towards Race Equity in Education: The Schooling of Black Students in the Greater Toronto Area*, April 2107. Retrieved May 28, 29, 2017. <http://edu.yorku.ca/files/2017/04/Towards-Race-Equity-in-Education-April-2017.pdf>

<sup>11</sup> Ministry of Children and Youth Services (MCYS). Newsroom: Ontario's Black Youth Action Plan. Queen's Printer for Ontario, March 7, 2017. Retrieved May 25, 2017: <https://news.ontario.ca/mcys/en/2017/03/ontarios-black-youth-action-plan.html>

<sup>12</sup> Ministry of Children and Youth Services. March 7, 2017.

harmful biological, psychological and behavioural responses.”<sup>13</sup> Compared to non-racialized people, Toronto’s Black residents report higher rates of pain and discomfort, high blood pressure, and overweight and obesity.<sup>14</sup>

Limited access to relevant, safe, affordable, and effective health and community services remain a challenge for Black residents and families living in Toronto. Black Torontonians often experience a ‘service desert’ in their neighbourhoods. And when services are available, many Black residents report that though these services are funded to support all Torontonians, they are often inadequate in meeting the needs of Black residents.

### **Job Opportunities & Income Supports**

Black Torontonians experience lower graduation rates, higher rates of unemployment, and are more likely to be living in poverty than the general population in the city. Black families are about three times more likely to be living on low incomes than white families.<sup>15</sup> Forty-eight percent of Black children live in families with incomes of less than \$30,000 a year compared to only 9% of non-racialized children.<sup>16</sup>

Black Torontonians have an unemployment rate of 13%, nearly two times the provincial rate.<sup>17</sup> Reviewing national trends, the United Nations’ Working Group of Experts on People of African Descent concluded its official visit to Canada in fall 2016 noting concerns over anti-Black racism in the country’s labour market. For example, they found a much higher unemployment rate for Black women at 11% compared to 7% for the general Canadian population, and when employed, Black women make 37% less than white men and 15% less than their white female counterparts.<sup>18</sup> Black residents are often concentrated in part-time and precarious work that is inadequate to meet their basic needs and fails to leverage their talents.

### **Policing & the Justice System**

For over a decade now, Black Torontonians have been the second most targeted community for hate crimes in the city. In 2016, Black residents were victims of 85% of hate crimes in Toronto where racism was the motivating factor.<sup>19</sup> Yet, lack of community trust in police means many incidents of anti-Black harassment and violence go unreported.<sup>20</sup>

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<sup>13</sup> Toronto Public Health. *Racialization and Health Inequities in Toronto*. October, 2013. Retrieved May 25, 2017: <http://www.toronto.ca/legdocs/mmis/2013/hl/bgrd/backgroundfile-62904.pdf>

<sup>14</sup> Toronto Public Health. 2013.

<sup>15</sup> Morgan, A. "*The Blackening Margins of Multiculturalism*": *ACLC's Feb 2016 United Nations Report on the Economic, Social and Cultural Rights of African Canadians*. African Canadian Legal Clinic, Toronto, Ontario, 2016.

<sup>16</sup> Statistics Canada. 2011.

<sup>17</sup> Ibid.

<sup>18</sup> Working Group of Experts on People of African Descent, 2016.

<http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=20732&LangID=E>

<sup>19</sup> Toronto Police Services (TPS). *2016 Annual Hate/Bias Crime Statistical Report*. Intelligence Services, Hate Crime Unit, Toronto Police Services, December 2016. Retrieved May 25, 2017:

<https://www.torontopolice.on.ca/publications/files/reports/2016hatecrimereport.pdf>

<sup>20</sup> Xing, L. *Hate crime reports up, arrests down in 2016, Toronto police say*. CBC, March 17, 2017.

Retrieved May 25, 2017: <http://www.cbc.ca/news/canada/toronto/hate-crime-reports-up-arrests-down-in-2016-toronto-police-say-1.4029286>

Black Torontonians face many disparities related to law enforcement. They are disproportionately impacted by racial profiling and over-policing, and over-represented in federal and provincial prisons. Twenty-seven percent of all carding incidents are focused on Black Torontonians, three times their representation in the overall Toronto population.<sup>21</sup> Over the last 10 years, the number of federally incarcerated Black people has increased by 75%, now accounting for 9.3% of the total federal population despite representing just 2.9% of the Canadian population. Black women and girls are one of the fastest growing incarcerated groups.<sup>22</sup>

This ongoing reality of anti-Black racism in Toronto stands as an obstacle to a truly fair and just city. The City of Toronto, as a government, has a duty to make decisions and take actions that help Toronto become an inclusive and prosperous place for everyone.

### **Development of a City Response**

In April 2016, Mayor Tory requested staff in Social Development, Finance & Administration Division (S DFA) to initiate a process to acknowledge anti-Black racism in Toronto and develop a comprehensive plan to address it. To begin the process, S DFA partnered with Black leaders and organizations to create and implement a three phase process, guided by three principles that emerged from a meeting Mayor Tory held with Black leaders in April 2016 following protests by Black Lives Matter Toronto: (1) build on existing research and recommendations; (2) partner with the community; and (3), engage young leadership in the process.

In phase one, City staff took 3 actions. First, in fall 2016, the City Manager hosted an Open Dialogue session for City senior leaders to better understand anti-Black racism and its impact on the city. Second, City divisions, in partnership with OCASI (Ontario Coalition of Agencies Servicing Immigrants) launched the second instalment of the Toronto For All public education series to name and support public dialogue on anti-Black racism in Toronto. Third, City staff reviewed 16 seminal reports already written by Black leaders, activists, educators, community groups, and public servants between 1975 and 2016 as the starting point. Staff analyzed these reports and grouped over 113 recommendations into five themes: (1) Children & Youth Development; (2) Health & Community Services; (3) Job Opportunities & Income Supports; (4) Policing & the Justice System, and (5) Community Engagement & Black Leadership.

In phase two, S DFA partnered with 11 community agencies serving Toronto's diverse Black communities to host Community Conversations structured around 41 years' worth of recommendations. Seven additional agencies stepped forward to host conversations, leading to a total of 41 Community Conversations from January 21 to March 22, 2017. Fifteen young leaders were trained and engaged to guide the Community Conversations about what actions needed to still be taken against past recommendations and current issues.

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<sup>21</sup> McIntyre, C. *Canada has a Black Incarceration Problem*. Torontoist.com, April 21, 2016. Retrieved May 25, 2017: <http://torontoist.com/2016/04/african-canadian-prison-population/>

<sup>22</sup> Office of the Correctional Investigator. *A Case Study of Diversity in Corrections: The Black Inmate Experience in Federal Penitentiaries Final Report*. Government of Canada, 2014. Retrieved May 25, 2017: <http://www.oci-bec.gc.ca/cnt/rpt/oth-aut/oth-aut20131126-eng.aspx>



More than 800 Black Torontonians, from across the city – young and elder, Caribbean and Continental African, Black queer and Black trans youth and adults, Francophone women, parents and caregivers, community workers, artists, and business and faith leaders – shared with us how they would like to build on past recommendations to achieve meaningful action today.

City staff worked with the community facilitators to analyze and compile these community ideas into a draft action plan. Relevant City of Toronto divisions reviewed the draft action plan for clarifications and additions from their service and policy perspectives. The resulting draft action plan was presented to Black community leaders, organizers and residents on May 13, 2017 in an open feedback workshop hosted by Mayor Tory at Toronto City Hall. This community feedback was used to refine and finalize the recommendations and actions.

The Interim Toronto Action Plan to Confront Anti-Black Racism is the result of this collaborative effort.

### **The Interim Toronto Action Plan to Confront Anti-Black Racism**

The City of Toronto has direct administrative responsibility over a number of critical systems that affect Toronto residents on a daily basis:

- The City is one of the largest employers in Toronto, with a wide variety of professional positions and entry-level jobs with pathways to middle income earnings
- The City supports Canada's financial and business capital, as one of the most business-friendly cities in North America with more than 89,800 businesses operating from the Toronto
- The City owns a large portion of the housing stock, through the largest landlord in Canada, Toronto Community Housing, home to 110,000 Torontonians, and provides active support for other social housing providers and affordable housing in Toronto for low-income and vulnerable residents
- Through recreation infrastructure, the City supports the second largest system after the school system for social inclusion for children and youth
- Through local planning and community service investments, the City has intimate knowledge of 140 neighbourhoods and leads place-based planning with community partners
- Through the Toronto Police, the City operates the frontline service to the criminal justice system
- The City operates the crisis support systems for Toronto residents through Fire, Paramedics, Police, and shelters.

These are important systems that a municipal government provides to its residents. They need to be leveraged to create a fair, accessible and supportive city for all Toronto residents.

Like other Toronto residents, Black Torontonians want to live in a city where the services and spaces meant to serve residents are also accessible to them – this requires removing anti-Black bias, prejudice, and discrimination.

Black residents want to be afforded the same life chances and opportunities to participate as all other Torontonians. Currently, without acknowledgement of anti-Black racism and intentional effort to address it, measures to achieve universal equity often fail to effectively serve Black Torontonians, leading to disparities and disproportionate negative outcomes. Targeting equity measures for Black people will ensure they have access to the full benefits of living in this city like other Torontonians.

The Interim Toronto Action Plan to Confront Anti-Black Racism is presented as a five-year plan to leverage the talents, knowledge, and experiences of Black residents and Black organizations as partners in making municipal services, spaces and policies fully inclusive and accessible to Black Torontonians in both intent and in practice. The Action Plan includes 22 recommendations and 80 actions to address five issue areas: children and youth development; health and community services; job and income supports; policing and the justice system; and community engagement and Black leadership. The Interim Toronto Action Plan to Confront Anti-Black Racism is attached in Appendix A.

Whenever governments and service providers work to target the removal of systemic barriers experienced by the most disadvantaged communities, all residents benefit. The Interim Toronto Action Plan to Confront Anti-Black Racism follows this approach of targeted universalism. The actions, when taken as a whole and executed fully, will benefit all Torontonians, especially other Toronto communities experiencing racism and marginalization.

The Interim Toronto Action Plan lays out actions to help ensure that municipal services, spaces and policies become fully inclusive and accessible to Black Torontonians:

- Some actions leverage Black cultural knowledge and practices to better support positive child and youth development
- Some actions require targeted communication and outreach to ensure Black communities are reached by universal service efforts and job opportunities
- Some actions assess current policies, practices and structures to identify anti-Black bias and take corrective and preventative actions
- In other cases, actions are about piloting new approaches and sustainably investing in programs and organizations that are already achieving successful outcomes.

## **Intervention Strategies**

An intervention is an act of intentional involvement to interrupt a negative situation in order to improve it. The 80 actions of the Interim Toronto Action Plan are summarized into nine Intervention Strategies meant to intentionally interrupt anti-Black bias and discrimination in policies and practices in order to improve conditions and opportunities for Black Torontonians, and by extension, benefit all Torontonians. The nine

Intervention Strategies are summarized in Table 1 with the corresponding number of actions for each strategy. A detailed list of the Intervention Strategies is attached in Appendix C.

Table 1

| Intervention Strategies           | Actions |
|-----------------------------------|---------|
| 1. Staff Training                 | 6       |
| 2. Staff Recruitment              | 7       |
| 3. Race-based Data                | 6       |
| 4. Collaborative Service Planning | 7       |
| 5. Community Investment           | 20      |
| 6. Youth Mentorship & Employment  | 6       |
| 7. Public Education               | 5       |
| 8. Policy Development             | 15      |
| 9. Intergovernmental Advocacy     | 8       |

This proposed five-year Interim Action Plan intentionally aims to impact levers within the City of Toronto’s influence, including the following priority actions within municipal jurisdiction:

1. recruitment, hiring, promotion and training at the City;
2. meaningful, sustained investments in Black youth mentorship and employment;
3. consistent investment in critical Black-led community services; and,
4. policy development using an Anti-Black Racism Lens.

The final Action Plan will comprise of five annual work plans, starting in 2017, and a corresponding progress report. Annual work plans will identify key initiatives to advance the inclusion of Black Torontonians and the deliverables expected in the short-term. The work plans will also include a mix of initiatives that can be completed within existing resources and others requiring new investments. An annual progress report for each implementation year will be reported publicly to help ensure accountability.

**Provincial Matters**

During the process to develop the Interim Toronto Action Plan, Black Torontonians shared recommendations and actions that fall within the jurisdiction of the Province of Ontario. These include calls for:

- Improvements to the Education System to support safe and effective learning for Black children and youth
- Improvements to the Child Welfare System to better serve and support Black children and youth
- Improvements to the quality and availability of mental health services, and the effectiveness of community and health services for Black Ontarians
- Expanding access to high quality mentorship, training and employment programs for Black youth

- Improvements to job quality and income supports for precariously employed Black Ontarians
- Improvements to human rights protection and employment equity for Black Ontarians
- The implementation of measures to stop racial profiling and over-policing of Black Ontarians
- The development of a more transparent, accountable and effective police oversight system to better serve Black people and to strengthen community trust in police to serve and protect them.

A full list of community recommendations and actions is provided in Appendix D. Among these, the priority actions that emerged within provincial jurisdiction are:

1. fundamental changes to the Education System
2. fundamental changes to the Child Welfare System
3. fundamental changes to the Criminal Justice System

The City of Toronto does not have the legislative authority to act on these matters. However, given their importance to Black residents in Toronto, Mayor Tory shared the draft recommendations and actions with Minister Coteau, responsible for the Ministry of Children and Youth Services, and the Anti-Racism Directorate as they align with a number of current Provincial efforts under the Anti-Racism Plan and the Ontario Black Youth Action Plan. Additionally, the Interim Toronto Action Plan requires provincial and federal collaboration and co-investment to fully realize a number of actions that are within municipal authority.

## **2017 Work Plan**

After 41 years of reports and recommendations, Black residents shared one central priority – the focus now must be on taking meaningful actions in partnership with Black community leaders. Residents were clear in their concern that the City not provide yet another report without clear commitment and investment to act. They felt hopeful about the leadership shown by the Mayor and the partnership process facilitated by City staff to develop the plan; however, they have witnessed decades of failure on the part of governments to effectively address systemic anti-Black racism that have serious consequences for their own lives and those of their families and communities. With serious commitment by the City, diverse Black leaders are ready to step forward again to be partners in working to challenge and change systemic practices and policies that can materially affect the life chances of Black people in Toronto.

The first Annual Work Plan for the Toronto Action Plan to Confront Anti-Black Racism is attached in Appendix E. In addition to actions to finalize the Toronto Action Plan, the 2017 work plan includes 7 concrete actions that the City can take in 2017. These actions can be achieved within existing resources. It also highlights a need to finalize the Toronto Action Plan with key implementation details – work plans, a partnership model, and cost implications.

## **Next Steps**

Implementation of the Action Plan will be organized around the nine Intervention Strategies listed in Appendix C. It is recommended that following Executive Committee consideration of the Interim Toronto Action Plan, Social Development, Finance & Administration (SDFA) establishes eight Expert Working Groups around the Intervention Strategies to develop a focused multi-year work plan for each Intervention Strategy, and to articulate the corresponding resource implications, prioritizing 2018. SDFA will report back to City Council in the fourth quarter 2017 with the multi-year implementation plan and associated budget implications.

The Expert Working Groups will consist of relevant City division and agency staff and Black community leaders with expertise in the specific area of intervention. An Expert Working Group will form around the following eight of the nine Intervention Strategies: (1) Staff Training; (2) Staff Recruitment; (3) Race-based Data; (4) Collaborative Service Planning; (5) Community Investment; (6) Youth Mentorship & Employment; (7) Public Education; and (8) Policy Development. The ninth Intervention Strategy, Intergovernmental Advocacy, contains very straight forward actions that can be implemented by City staff beginning this year, should City Council adopt the Toronto Action Plan to Confront Anti-Black Racism.

The creation of Expert Working Groups to help finalize the Toronto Action Plan to Confront Anti-Black Racism honours one of three principles to guide the implementation: partner with Black communities. The process to develop the Interim Plan was one of partnership between the City, residents, and community leaders. The finalization of the Plan and its successful implementation necessitates shared leadership and ownership with Black people and Black organizations.

The next phase of work over the summer and early fall also includes the development of a model for an effective Partnership Table/Process to oversee the implementation over the 5 years. Staff will work with community leaders on the model and report back in the fourth quarter 2017 with the other results of the Expert Working Groups. This phase of work allows for further internal implementation conversations with City staff, including Black staff at all levels, with City Councillors, and the opportunity to share the Interim Plan back to Black Torontonians who participated in local conversations.

## **Conclusion**

In 2016, multiple consultations processes were launched in Toronto and across Ontario, including through the Provincial Anti-Racism Directorate and the Independent Police Oversight Review, and municipally, through the Toronto Police Transformation Taskforce Review. On June 1, 2017, Bill 114, an Act to provide for Anti-Racism Measures was passed in the Ontario Legislature and received Royal Assent. The new legislation, the Anti-Racism Act, 2017 strengthens the Ontario's government's ability to identify and combat systemic racism in policies, programs and services and provides support for the efforts the City of Toronto is beginning to take. Combined, these reviews and the new legislation, coupled with the Toronto Action Plan, create the opportunity for meaningful, comprehensive change. Two years into the United Nation's International

Decade for People of African Descent (2015 to 2024), coordinated, aligned and integrated government action is required to fully address anti-Black racism in Toronto and in Ontario.

## **CONTACT**

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## **SIGNATURE**

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## **ATTACHMENTS**

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Attachment A: The Toronto Action Plan to Confront Anti-Black Racism  
Attachment B: Anti-Black Racism Lens  
Attachment C: Intervention Strategies  
Attachment D: Provincial Matters  
Attachment E: 2017 Work Plan