

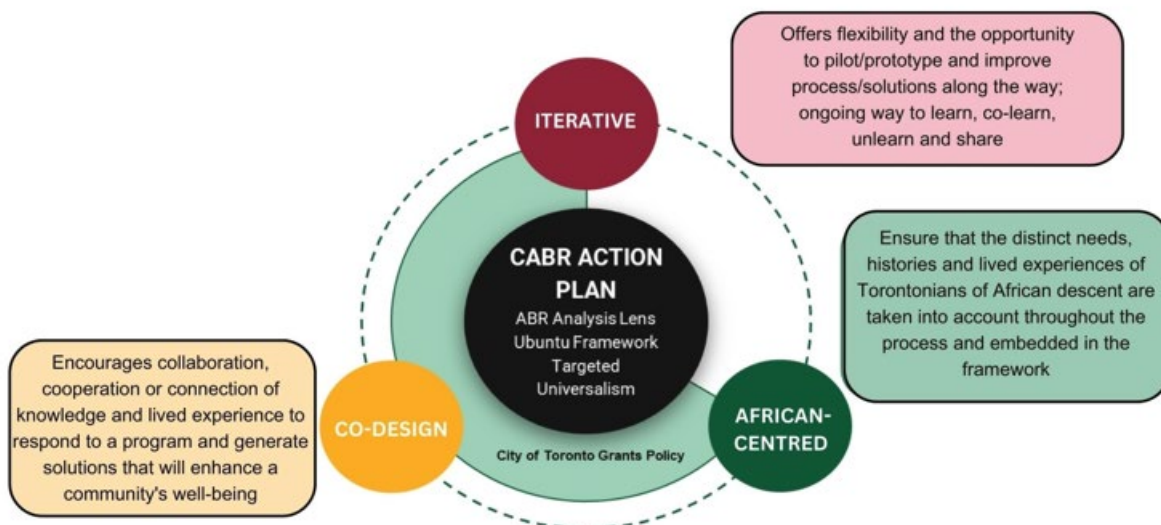
APPENDIX 2: BLACK-MANDATED FUNDING FRAMEWORK DEVELOPMENT PROCESS AND IMPLEMENTATION PLAN

Framework Development Approach

The development of the Black-Mandated Funding Framework is guided by the Toronto Action Plan to Confront Anti-Black Racism and grounded in commitments related to the [United Nations' International Decade for People of African Descent](#). The nine operational questions of the Anti-Black Racism Analysis Tool shaped how City staff engaged with Black communities to develop the Framework. The process was also grounded in the [Ubuntu Impact Assessment Framework](#). This Framework is a conceptual model that guides the Confronting Anti-Black Racism Unit and helps to define how to activate deep and holistic societal change. The Ubuntu Framework identifies four spheres of change – individual, group, institutional and societal – that can engender transformational results for historically disadvantaged. It involves robust and multilayered impact-driven work while remaining rooted in the historic experiences, practices and principles of People of African Descent. The Ubuntu Framework represents an innovative means for assessing systems change and evaluating impact in Black communities. As a result of applying this Framework to current issues and challenges in contemporary Black Toronto, it was determined that effective development of a Black-Mandated Funding Framework would require a co-designed, iterative, and African-centred process.

The Framework development process also served as an engagement tool for Black-mandated organizations, groups and residents to share their experiences of historical barriers, inequities and exclusion in City grant making processes. These experiences and opportunities for examination and redress are foundational to the Framework.

Figure 1: Framework Development Approach



The three prongs of the Framework development approach will be woven into the Implementation Plan and strategies for advancing the Framework.

Phases of the Framework Development

The Framework development process included three phases: (1) research and piloting; (2) engagement and consultation; and (3) Funding Framework design and implementation. Ongoing monitoring and evaluation was conducted by an external evaluator across all three phases of development.

Figure 2: Phases of Black-Mandated Funding Framework Development



Research

The following activities were completed in the research phase of this work: (1) an environmental scan of promising funding practices, as well as cross-jurisdictional review of government funding programs; (2) key informant interviews with 10 stakeholders, sector leaders and other funders; and (3) a survey of 47 members of the Black Resilience Cluster of the Community Coordination Plan to confirm initial findings from the key informant interviews and environmental scan.

From this research phase, a number of promising practices and themes were identified:

- Government funders are **leveraging the power of intermediaries** to support with the distribution of funds, facilitate capacity building, and create space for empowered communities to make their own funding decisions.
- Grant-makers are creating streams of funding that focus on **systems change** work, with opportunities **to test and scale-successful approaches to systems change**.
- Grant-makers are expanding their efforts on diversity, equity and inclusion to embedding principles and practices that explicitly **centre racial and restorative justice and anti-oppression**.
- Grant-makers are offering **direct and flexible funding** (e.g., multi-year, general operating grants) that is **unrestricted and long-term**, grounded in the principles of **trust-based philanthropy and participatory grant making**
- **Graduated streams** of funding (e.g., piloting phase) as well as “**rightsizing**” the grant-making process for the type, size and experience of grantees across the sector (e.g., grassroots, emerging or established) is a trend across funders.
- Providing **capacity-building and professional development** support, with particular emphasis on **coaching and mentoring** leaders is being offered.

- Guiding principles focused **on mutual trust** between funder and grantee are fundamental to enable culturally **meaningful relationships** (e.g., hiring of staff who represent the targeted community and understand the various norms/practices and principles).
- Application structures need to be **flexible, inclusive and accessible** (e.g., rolling deadline and two-step application), providing applicants with a choice between **multiple formats** (e.g., audio, video and written) to submit applications.

Survey

Social Development, Finance and Administration conducted a survey to verify initial findings and analysis from consultations with the Phase 1 Advisory Committee (described below), key informant interviews, and research on promising funding practices. The survey also informed the working definition of Black-mandated¹ and eligibility criteria for funding.

The survey was deployed to over 50 not-for-profit groups and organizations within the City of Toronto's Black Resilience Cluster (BRC) in 2021. It included 17 questions, that reflected a pre-screening self-assessment for eligibility as a Black-mandated group or organization. Out of the 68 respondents, 47 met the eligibility requirements to fully complete the survey. Twenty-one respondents represented grassroots and emerging groups, while the other 26 were considered established agencies.

Key survey highlights included:

- Emerging and grassroots organizations identified increased **access to core or annualized operating** as important, while established organizations reflected that **multi-year program funding** would be beneficial for longer-term projects and initiatives
- Clarity about the **distinctions between the definitions of grassroots, emerging and established** is needed
- The Framework should focus **on grassroots and emerging groups** to ensure that they can effectively and quickly respond to needs on the ground, as indicated by their prioritization of the ongoing need for increased emergency funding.

Advisory Committee

As a part of the co-design and African-centred approach, an advisory committee of Black community leaders was established to support, guide and co-design the Framework. The advisory committee was engaged in Framework development over two phases. The first phase included advisory committee recruitment from the Black Resilience Cluster in March 2021; this effort secured 12 members, and prioritized representation from grassroots, emerging and established Black-mandated groups, as well as strategic stakeholders, youth, and elders. Within the first phase, City staff also conducted three sixty-minute focus groups and brainstorm conversations. These initial conversations coupled with the research informed the development of the survey answered by 47 Black Resilience Cluster members.

The second phase of recruitment occurred in August 2022 and secured 10 members representing the diversity of Black community leadership across a range of areas including community engagement, volunteerism, grant management, and community development. The second advisory focused exclusively on the co-design of guiding principles, the theory of change, and definitions key to the Black-Mandated Funding Framework. The outreach for both advisories was intentional and intersectional as a diversity of Black voices - Black youth, Black

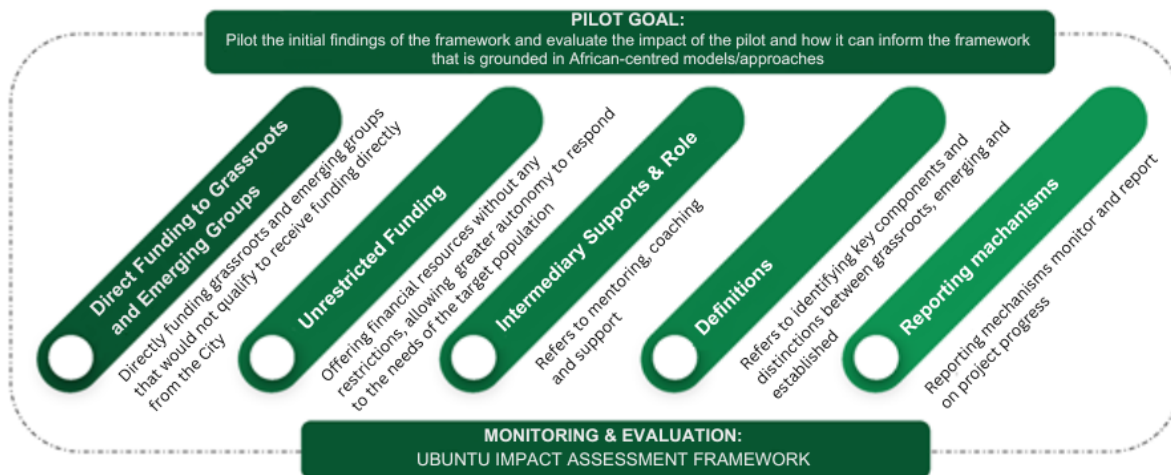
¹ Black-mandated, Black-led, and Black-serving/focused, often referred to as B3.

2SLGBTQ+ communities, newcomers, continental African, Black Francophone, and Black people with disabilities were centred, heard, and represented.

Piloting Key Fundings of the Co-Design Process

The research and survey detailed above informed the development and launch of the Black-Mandated Funding Framework Pilots. The objective of the pilots was to (1) provide direct and unrestricted funding to Black-mandated groups; (2) evaluate the impact of the pilots using an African-centered approach (the Ubuntu Framework); and (3) understand the investments needed to create an enabling ecosystem of supports for Black-mandated groups and organizations.

Figure 3: Elements of the Framework Pilot



Pilot for Grassroots and Emerging Groups

CEE Centre for Young Black Professionals and Delta Family Resource Centre were selected as the intermediaries for the Black-Mandated Funding Framework due to their extensive experience in successfully partnering with the City and Black community partners while supporting the capacity-building of grassroots and emerging organizations. Through programs like *Black to the Future* and the TO Supports grants, CEE continues to develop and enhance its infrastructure to work with Black-mandated groups. Similarly, Delta's role in the Community Crisis Response Fund and TO Supports grants has seeded the development of a shared platform that supports grassroots and emerging groups to deliver key community-based projects.

In the 2021 pilots, CEE and Delta each supported nine grassroots/emerging groups to deliver projects based on a self-directed funding model where groups identified priorities most aligned to the needs of their respective communities. Both intermediaries offered a range of capacity-building supports to the grassroots and emerging groups including workshops and mentorship.

Building on successful funding relationships already established with the City, the nine groups that received support from Delta received their funding directly from the City rather than via the intermediary as a trustee, which has been the City's historical approach to supporting organizations that don't fully meet eligibility criteria regarding organizational structure/capacity.

In 2022, an additional 18 groups were selected from a grant call led by CEE to receive funding via the intermediaries to further pilot the initial Framework findings.

Pilot for Established Groups

In fall 2022, an additional stream of pilot granting was added to support Black-mandated established organizations. The working definition of an established organization refers to an organization and/or agency with staff (full, part-time and/or contract staff), that is incorporated, has an annual financial audit and an established governance structure including a board of directors with a majority of members who self-identify as Black.

This phase of the pilot offered established, Black-mandated organizations receiving regular support from the Community Funding Unit with unrestricted funding to support their self-identified, mission-driven needs.

Table 1 Snapshot of Key Learnings from Pilot Granting

Pilot Components	Learnings
Intermediary Supports	Intermediary support had a positive impact on Black-mandated grassroots and emerging organizations, which have been traditionally under resourced.
Black Intermediary Non-profit Leadership	Black intermediaries serve as important mentors to Black-led and Black-serving organizations, offering culturally-specific guidance and support to help groups navigate the non-profit sector and overcome systemic barriers.
Tailored Supports	Funded groups differed in the value they received from group-sessions provided by intermediaries and requested additional opportunities for tailored and 1:1 supports.
Unrestricted Funding	Unrestricted funding encompasses flexible and empowering grant-making practices, characterized by clear and open communication and transparency.
Reporting Mechanisms	Grantees want to define and measure their own success and impact.
Definitions	While the pilots focused on offering funding opportunities based on interim definitions of grassroots, emerging and established organizations, the feedback indicated the need for deeper examination of these definitions as well as the development of an alternative, more fluid approach where organizations are supported across a spectrum of organizational growth and structure

Engagement and Consultation

A number of consultations and engagement sessions were held to socialize and receive feedback on the initial Framework components during the second phase of the development of the Black-Mandated Funding Framework. These engagements occurred between November 2022 and March 2023. Activities included: three engagement sessions with the Black Resilience Cluster; one consultation with the Confronting Anti-Black Racism Partnership and Accountability Circle; and two consultations with City Staff, one of which included the Toronto Grants Coordinating Committee. All engagement activities were held virtually.

Table 2 Summary of Themes Identified in Co-Design Process, Research Findings and Pilots

Themes	Descriptions
Need for increased access to funding	<ul style="list-style-type: none"> • Focus not only on increasing funding but creating more access to existing funding for Black-mandated organizations • Consistent funding needed to support Black-mandated organizations responding to the ongoing impacts of the pandemic, along with funding that supports administrative/operational capacity building, and the piloting and/or scaling of community-based initiatives • Black-mandated organizations would like to see increased access to a range of funding opportunities including operating funds, multi-year program funding, infrastructure funding and increased access to emergency funding across various City divisions and agencies • Black-mandated organizations identified that they would benefit from the opportunity to test, develop, and grow initiatives to support their communities
Shift in funding culture to better support Black-mandated organizations	<ul style="list-style-type: none"> • Community members recommended that the City needs to take a holistic and intersectional approach to how it funds and supports Black-mandated organizations, ensuring that an enabling funding environment exists to support their communities to thrive • Black-mandated organizations expressed concerns about the level of transparency, accountability and accessibility in the City’s funding processes and practices • Leveraging Black-led intermediaries to serve as important anchors for other Black-mandated organizations is a promising practice
Consistent funding practices and definitions	<ul style="list-style-type: none"> • Community members and City staff alike recognized the need for common monitoring and evaluation tools, including shared outcomes to track and monitor funding and investments to Black-mandated organizations and Black communities. • For City Staff, training is required for learning and dissemination of tools to embed an Anti-Black racism analysis lens and apply the Confronting Anti-Black Racism Unit’s Ubuntu Impact Assessment Framework within divisional funding processes. • Community members noted repeatedly that there needs to be consistency and a clear understanding of what it means to be Black-mandated and what it means to be a grassroots, emerging, or established organization. • The definitions of emerging, established and grassroots should focus on criteria that prioritizes impact on and value to community rather than on organizational structure and reporting capacity, as it creates an air of competition based on capability rather than impact and organizational status (e.g., non-profit, charity or grassroots).

Implementation Plan 2023 - 2025

Implementation of the Black-Mandated Funding Framework will consist of three phases that require long-term investments and commitments. The first phase focuses on strategic and sustainable reallocations of the Community Funding Unit's existing funding envelope. Current resources will be re-deployed to Black-mandated organizations and groups supporting Toronto's diverse Black communities that have been traditionally underfunded.

The medium and longer-term implementation phases will require additional resources in order to expand scale and deepen impact. Notably, the City recognizes that the resources allocated in the initial implementation of the Framework cannot be the singular stimulus for bringing about systemic change for the Black not-for-profit and charitable community sector. However, the funds dedicated in the initial implementation phase are a critical first step in moving towards a more equitable approach to funding and strengthening the ecosystem of Black-mandated organizations to be better positioned to support the critical needs of Black Torontonians.

The Framework does not currently include specific targets for increased investments in the Black community sector. The first phases of the Implementation Plan will focus on increasing investments year-over-year while benchmarking historical funding allocations. We will also collaborate with other funders to determine appropriate targets for effectively addressing historical funding inequities while supporting Black-mandated organizations to address current needs within their communities.

The information below provides a high-level outline of the Implementation Plan. As the Framework implementation will continue to take an iterative approach informed by the Black not-for-profit sector and residents, additional actions and activities will be informed by each phase.

The Community Funding Unit will report back on the implementation of the Framework annually.

<p>Phase 1: Framework Implementation in SDFA's Community Funding Unit</p> <p>Timeline: July 2023 to June 2024</p>	<p>July – December 2023: The goals, principles, theory of change and interim pilot evaluation results of the Black-Mandated Funding Framework informs the development of an approach to disbursing available 2023 funding while ongoing funding streams remain in development.</p> <p>January – June 2024: Develop and launch a new funding stream to support Black-mandated organizations and groups. This funding stream builds on the final evaluation results of the Black-Mandated Funding Framework granting pilots. It will align with Framework goals, the theory of change and strategic priorities identified throughout the co-design process.</p> <p>Ongoing: Share the Framework with stakeholder groups engaged in the co-designed process, Black-mandated organizations and groups, and within Toronto's diverse Black communities. A French version of the Framework will be</p>
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	<p>developed to support dissemination within Black Francophone communities.</p>
<p>Phase 2: Socialization in Social Development, Finance and Administration</p> <p>Timeline: July to December 2024</p>	<p>The Community Funding and the Confronting Anti-Black Racism Units collaborate with other units in SDFA to ensure alignment with the Framework. They continue to work and build relationships with Toronto’s Black-mandated organizations and groups. This will include the development of training tools to support SDFA’s ongoing partnerships with Black-mandated groups and organizations. This phase will also include working closely with the SDFA analytics teams to develop a comprehensive dashboard to enhance the tracking of investments and partnerships with Black-mandated organizations and groups.</p> <p>Phase 2 also focuses on the further development and enhancement of meaningful relationships with sector leaders to monitor and support Framework implementation. By connecting with other funders and sector leaders, we will embed and amplify the Framework principles across spheres of influence, increase opportunities for coordination and alignment, and maximize impact.</p>
<p>Phase 3: Streamlining and Coordination with City partners</p> <p>Timeline: January to December 2025</p>	<p>City divisions and agencies are taking concrete steps to address the historical underfunding of Black-mandated groups and organizations within their own funding portfolios. They are launching targeted funding streams and prioritizing investments to Black-mandated organizations. The Community Funding Unit and the Confronting Anti-Black Racism Unit continue to work with various City divisions and agencies, including members of the Toronto Grants Coordinating Committee, to support the streamlining and coordination of the work. The net result is the advancing of the Black-Mandated Funding Framework as a core element of the next iteration of the Toronto Action Plan to Confront Anti-Black Racism.</p>