

City of Toronto's Role in Immigration and Settlement

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Introduction

This report examines the role of the City of Toronto in immigration policy and settlement and integration programming. Toronto continues to be the most significant centre in Canada for newcomer settlement and a leading factor behind the rapid population growth of this global city (the fourth largest centre on in North America). Fully 35.9% of the total immigrant population in Canada call Toronto home and the city continues to be a powerful magnet for secondary migration. 46.1% of the city's population, based on the 2016 Census, is made up foreign-born residents (Praznik and Shields, 2018, p. 4). Toronto is truly a 'world a city' (Anisef and Lanfphier, 2003) and is profoundly shaped by the impact of mass migration and the immigrant experience.

While there has been considerable study of the role of higher levels of government regarding immigration and settlement, much less is known about the role of the municipality, especially more detailed information about the range and depth of supports that positively impact immigrants. Consequently, we document the many different policies, programs and actions adopted by the City of Toronto up to the period before the 2018 municipal election, and frame this by placing these developments in the context of a critical literature review.

At the point of writing this report, there is considerable uncertainty about the shape of Toronto's political structure. The city and other progressive forces are in a struggle with the newly elected Progressive Conservative government under Premier Doug Ford concerning the 2018 municipal election and the size of city council. The Ontario government introduced legislation in the midst of the Toronto election campaign to cut the size of the council almost in half. This issue is being fought out in the provincial legislature and the courts (Pagliaro, 2018), although the city election will be held using a new 25 seat council a cut from a 47 seat council the city had planned. This could have significant impacts on the political direction of the council makeup and it will severely affect the committee structure of city government including many of the committees that directly concern immigrants.

The Ford government has also been in conflict with the Federal Liberal government over their handling of refugee claimants fleeing across the US-Canada border (Giovannetti, Gray and Zilio, 2018). Moreover, the Ontario government eliminated the Ministry of Citizenship and Immigration (MCI) in a move to shrink the size of the Cabinet with immigration related responsibilities transferred to other ministries. As of yet the Progressive Conservative government has not articulated a clear and comprehensive set of priorities around immigration although given the government's commitment to cut public spending many settlement support programs funded by the province are vulnerable. Additionally, the province's conflict with the federal government calls into question the recent MOU struck between Ottawa, Ontario and the City of Toronto, which could negatively affect the cooperative multilateral relationship between these bodies. Consequently, this report serves as a bench mark from which future developments

with respect to the role of the City of Toronto in immigration, settlement and integration can be assessed.

Setting the Context: A Critical Literature Review

Municipalities are where newcomers settle, live, and work, and they are starting to be seen as the first government that newcomers come in contact with after they settle in Canada due to their daily interaction with various local services (Gunn, 2012, p. 1). Canadian municipalities are increasingly getting more directly involved in the settlement and integration of newcomers in their communities and the academic literature is beginning to capture this development. Constitutionally the federal government and provinces share the responsibility for immigration and settlement related matters. The federal government has historically taken a leading role in immigration and settlement matters, but increasingly since the mid-1990s the provinces have become much more active. Consequently, what comes to be highlighted in the literature is the power over immigration and settlement related matters in the upper levels of government. The frontlines of immigrant settlement, however, occurs at the local level and in particular in large Gateway cities where most migrants settle. Many municipalities due to limited financial resources scramble to support the integration of their newcomers residents.

The following section of this report is a brief review of the English Canadian literature¹ on the role played by municipalities concerning immigration in Canada and the settlement and integration of newcomers. This section briefly unpacks literature that highlights immigration federalism and the effect this has had on municipal governments; municipal involvement with immigration policies (and lack thereof); the impact of neoliberalism and the downloading of settlement and integration responsibilities to municipalities; and how municipal governments provide integration supports for newcomers while also meeting their responsibility to serve all of their residents. The literature captures the resilient nature of municipalities in their ability to adapt to changes in immigration and settlement policy made by upper levels of government, while also highlighting issues that continue to challenge local authorities.

Section 95 of the *Constitution Act*, 1867, provides joint jurisdictional responsibility of immigration for both the federal and provincial governments. Therefore, legislatively municipalities do not hold any constitutional authority over immigration in their regions. Almost all of the literature reviewed highlighted this key point while simultaneously arguing that municipalities play a key role in the settlement and integration of newcomers. Consequently, what is noted in the literature is that municipalities do not have much control over immigration policies or approaches, however, increasingly they are needed to be responsive to how those immigration policies and approaches impact the settlement and integration of newcomers in their communities.

Multilateral communication and cooperation about immigration and settlement matters historically has been rare between federal, provincial and municipal governments, as local governments more commonly worked with either their respective province or the federal

¹ The literature reviewed for this section is either focused on municipalities in general and their role in immigration and settlement or on the City of Toronto and its role in immigration and settlement. Literature that focused on other cities across Canada or rural communities was beyond the scope of this section.

government, but not both (Tolley, 2011, p. 28). However, in 2005 with the signing of the first Canada-Ontario Immigration Agreement, a sub-agreement was established that focused on trilateral partnerships with municipalities. This sub-agreement created more space for local activities around immigration and settlement. Provisions included municipalities, in particular the City of Toronto as the foremost gateway city in Canada, in discussions about and coordination around immigration and settlement (Andrew and Hima, 2011, p. 61). This gave Ontario municipalities, most notably Toronto, a more explicit role in immigration than municipalities in other provinces (Biles et al., 2011, p. 225). As part of the sub-agreement the Canada-Ontario-Toronto Memorandum of Understanding on Immigration and Settlement (MOU) was signed in October of 2006 between Canada, Ontario, the City of Toronto and the Association of Municipalities of Ontario. The signing on the MOU highlighted the impact that immigration had on Toronto and the substantial role that the city played in development and delivery of settlement services (Tolley, 2011, p. 28). The details of the MOU are provided below in this report. This was the first federal-provincial immigration agreement to include a specific municipality and one of the first times the federal government collaborated on immigration matters with both a provincial and municipal government at the same time (Rose and Preston, 2017, p. 31).

The sub-agreement and MOU may have provided Ontario municipalities more chances for immigration and settlement dialogue with the other levels of government. However, municipalities did not receive any legislative authority. Authors differ in their opinions on the power the MOU provided to the City of Toronto. For example, Alexander Gunn (2012) argues that the City of Toronto became an equal partner due to the wording used in the MOU (p. 6) and that the MOU was an example of a municipalities being a “policy innovator” in newcomer settlement and integration (pp. 1-2). By contrast, Janine Rose and Valerie Preston (2017) contend that the City of Toronto’s role was restricted to a consultative one and that the City was not rewarded with additional resources (p. 32). Furthermore, Rose and Preston’s (2017) study found that there were different opinions on the effectiveness of the MOU for dealing with the challenges of immigration and settlement. Their interviews with various government officials indicated from their perspective the MOU improved intergovernmental immigration and settlement consultations and relationships. By contrast interviews from key informants from the settlement sector were of the view that the MOU did very little to make structural changes necessary to improve services for newcomers in Toronto (p. 33).

Beyond the lack of jurisdictional authority, the literature also highlighted other reasons for municipalities’ hindered ability to become involved in immigration and settlement matters. For example, municipalities are ‘creatures of the provinces’ and thus lack jurisdictional authority; there is a lack of direct funding and resources for municipal governments to provide settlement and integration supports; and in some instances there is a lack of political will (Tolley, 2011; Stasiulis, Hughes and Amery, 2011; Rose and Preston, 2017; Gunn, 2012). Such obstacles make it difficult for municipalities to support immigrants more directly, even though demands on municipalities have increased over time (Stasiulis, Hughes, and Amery, 2011, p. 79).

There is also a focus on how neoliberal restructuring by federal and provincial governments negatively impact municipalities. Daiva Stasiulis, Christine Hughes and Zainab Amery (2011) point to the general neoliberal restructuring in the 1990s across the country and the enormous

cuts in federal and provincial transfers with a corresponding down-loading of responsibilities on to municipal governments that significantly affected settlement and integration services (p. 81). In Ontario, this was prominent during Mike Harris' premiership as the provincial government dismantled and cut funding to immigrant support programs (Stasiulis, Hughes, and Amery, 2011, p. 81). Similarly, Rose and Preston (2017) note how funding that was provided by federal and provincial governments for settlement services placed significant restrictions around spending which worked to disempower municipalities and non-government organizations. For example, strict eligibility criteria regarding who qualifies for settlement supports forced the municipalities and non-government organizations to look for other funding an attempt to support non-eligible newcomers. Settlement providers were restricted in many other ways regarding what and how supports would be supplied (p. 30). Interestingly the working of neoliberalism has served to push municipalities more centrally into serving the needs of newcomers.

While neoliberalism is seen in the literature as one reason for the growing involvement of municipalities in the settlement and integration of newcomers, Livianna Tossutti (2012) also argued that the opening up of jurisdiction authority, the shift from government to governance, and the local innovation permitted by provincial and municipal relationships were also responsible for the growing involvement of municipalities (p. 610). Three main types of municipal government responses to address the settlement and the integration of newcomers have been identified. Ellen Tate and Louise Quesnel (1995) described *proactive municipalities* as being those local governments that worked with community groups and city departments to identify and address needs before issues developed. The City of Toronto falls within this grouping. *Reactive municipalities* developed mechanisms to deal with newcomer issues but only after major problem arise. A third type of municipal response is described by Frances Frisken and Marcia Wallace (2000) as *inactive municipalities*, that is municipalities that fail to acknowledge the impact of newcomer settlement on their community and hence do not act on this issue.

Generally, municipal services, of course, are available for all residents of a community, which include newcomers. Consequently, most municipal services and activities can impact the settlement and integration of newcomer residents. John Biles, Erin Tolley, Caroline Andrew, Victoria Esses, and Meyer Burstien (2011) identify the various ways that municipalities through their provision of standard services and activities can affect the settlement and integration of newcomers. Their list includes: city planning; police, recreational and public health services; cultural policies and initiatives; employment and economic development initiatives; school boards; and the way municipalities respond to public concerns can all effect their ability to welcoming newcomers (pp. 227-228). Biles et al. (2011) note that municipalities can impact the settlement of newcomers as a major employer who can encourage positive workplaces and can collaborate with other settlement actors to improve the economic integration of newcomers (p. 229). These involve service, policies and practices that are not explicitly targeted to immigrants but are more generally directed toward the more general needs of all residents. Such activities, of course, are also central to many of actual settlement needs of newcomers.

Some municipal services, policies and activities can be directed to immigrant populations. Hence, some of the academic literature examines municipal settlement specific services, or the lack of such services. In general, the federal and provincial governments provide funding to non-

profit centred community organizations to deliver settlement services for newcomers with little such resources directed to municipalities. Stasiulis, Hughes, and Amery (2011) observe settlement supports for municipalities are largely “unfounded mandates” (p. 83). Immigration and settlement decisions are made by the upper levels of governments and municipalities may need to administer and act on these decisions using whatever limited resources and experience they can gather (Stasiulis, Hughes, and Amery, 2011, p. 83). Helga Leitner and Valerie Preston (2011) suggest that municipalities, such as Toronto, do want to have a say in the provision of settlement services and want to increase their involvement in the planning of newcomers’ settlement and integration (p. 9). Rose and Preston (2017), however, note that this approach does run against most urban planning ideologies, which contend that the municipal mandates should be to serve all residents and not target specific populations such as immigrants (p. 30). In the case of Toronto, for example, even though there is a wide recognition for the need for specialized settlement services for newcomers, municipal officials often argue that services should serve all residents (Rose and Preston, 2017, p. 36). Such officials also believed that since roughly half of the city’s population are immigrants, municipal services are already designed in a way that addresses needs catering to newcomers (p. 36). Rose and Preston (2017) called for future research to assess why municipalities are often reluctant to support equitable services based on ethnicity, race, and place of birth, while by contrast they frequently provide targeted services for seniors and youth (p. 35).

Two areas of the literature that capture municipal involvement in settlement and integration related matters are those that address local immigration partnership and sanctuary city policies. Kathleen Burr (2011) notes that Local Immigration Partnerships (LIPs) were established through the COIA (p. 3) in Toronto and across Ontario, and more recently LIPs have been established across Canada. Many local governments now host local immigration partnerships. In Toronto there are four LIPs divided in a quadrant model which are each led by non-governmental organizations, but the fifth city-wide LIP is hosted by the City of Toronto (Rose and Preston, 2017, p. 32) but funded by IRCC. More information on the Toronto-wide LIP is described below in this report. The literature on LIPs have emphasized their ability to build welcoming communities as they promote the need for both newcomers and host communities to adapt and adjust to one another in a two-way street model of integration and adaption (Burr, 2011, p. 7). This is further enhanced through the acceptance of a multi-level governance approach (Burr, 2011, p.1). In this spirit there has been increased municipal interest in creating newcomer strategic plans (Tossutti, 2012, p. 610).

There has also been growing academic interest on sanctuary city policies. This literature highlights local governments and their policies in relation to undocumented migrants, the city’s need to develop such a policy, or how the policy is failing in practice to provide services or protect undocumented migrants (Atak, Hudson, and Manocchi, 2017). In the Canadian context, Toronto is the most referenced case study since it was the first city to implement a sanctuary city type policy (Flynn and Bauder, 2013, p. 7; Atak, Hannan, Hudson, and Manocchi, 2017; Aery and Cheff, 2018). In the US the Trump administration has taken political aim at sanctuary cities. It is unclear at this point whether sanctuary cities will come under similar pressure in Ontario and Quebec due to a growing criticism of refugee claimants who have been crossing the Canadian border due to anti-refugee policies and actions in America. It is likely, however, that such policies will come under greater scrutiny due to the election of a Ford government in Ontario.

Methodology/Approach

In collecting information on the City of Toronto's role in the settlement of newcomers we undertook an analysis of City of Toronto documents, websites and other online resources related to City of Toronto initiatives. We began by conducting an initial online scan of the City of Toronto's website through searching key words such as "newcomer", "immigrant", "refugee" and "settlement". Through these searches we were able to find basic information about the Toronto Newcomer Office and some of the City's newcomer related activities. We began categorizing these activities into four groups: 1. policies/strategies/action plans (commitments made by the City of Toronto) 2. divisions/offices 3. committees/working groups 4. programs and initiatives. We then did a similar search in the Toronto City Council and Committees Meetings, Agendas and Minutes database which produced many City Council documents related to decisions made about newcomers and settlement. On these City Council documents there were links to background information documents and/or reports. These documents and reports were mainly developed by the Social Development, Finance and Administration Division (Toronto Newcomer Office) and provided substantial information of the activities of the Toronto Newcomer Office and other City Divisions. The documents were linked to the City Council documents but were also located in the Toronto City Council and Committees By-Laws and Municipal Code website.

Once we gathered a list of the strategies, committees, and projects that were discussed by City Council and reported on by the Toronto Newcomer Office, we did a google search of further possible information to find copies of strategies/action plans, committee/working group documents and information about the programs initiated by the City. Source of funding for projects were typically described in the City Council decision documents or background reports, however if this was unclear I would search on the projects webpages/websites (a "funded by" logo commonly could be found on the projects webpage).

At this stage we only reviewed a few pieces of scholarly literature on the City of Toronto's role in immigration and settlement when we needed clarification on a specific topic (jurisdiction) or if the literature was referenced in a City of Toronto document. Next steps will include an in-depth review of scholarly and grey literature on the City of Toronto's role in immigration and settlement in Toronto. And more generally a review of the broader literature on the role of cities in immigrant settlement, integration and services to place our work into broader context.

Jurisdiction

The role of immigration and settlement is under federal and provincial jurisdiction, not municipal as highlighted in the literature review above. However, with the signing of the Canada-Ontario-Toronto Memorandum of Understanding on Immigration and Settlement (MOU) on September 29th, 2006, Toronto became the only municipality in Canada to have signed such an agreement.² The goal was to collaborate on addressing immigrant needs (Rose & Preston, 2017, p. 30). Part of the MOU included City representation on different immigration and settlement related committees (Government of Canada, 2006).

² It is important to note that the Association of Municipalities of Ontario was also a signatory to this MOU (Rose & Preston, 2017, p. 29).

The MOU, focused on “improving outcomes for immigrants through several areas of interest to all three governments, including citizenship and civic engagement, and facilitating access to employment, services and education and training opportunities” (Government of Canada, 2006). However, this did not change the power relations towards immigration and settlement issues, nor did it act as a funding agreement, rather it has focused on information sharing and consultation (Rose & Preston, 2017, p. 32).³ The MOU was part of the first Canadian-Ontario Immigrant Agreement (COIA) which expired in 2011.⁴

A new COIA was signed on November 24th, 2017, with an Annex on partnerships with municipalities later added in 2018 that highlighted Toronto’s large immigration population. Consequently, a new Canada-Ontario-Toronto MOU on Immigration was signed on May 3, 2018. The primary areas of interest for the MOU are highlighted as access to employment, settlement, and citizenship and civic engagement.

Policies/Strategies/Action Plans

City of Toronto Strategic Actions 2013-2018

In 2012, the City Manager’s Office developed the City of Toronto’s second strategic plan, titled *City of Toronto Strategic Actions 2013-2018*. The strategic plan, which was adopted by City Council, outlined 26 Strategic Actions that were to “complement the City’s initiatives and programs” of its five-year life span (Pennachetti, J. as cited in City of Toronto, 2012a, p.2). Out of the 26 strategic actions three directly related to newcomers, which are highlighted below:

1. Strategic Action #5: Accelerate Economic Growth
 - Through the implementation of an economic growth plan the City would leverage “Toronto’s diversity as an economic driver and asset” (City of Toronto, 2012a, p. 14).
2. Strategic Action #10: Enhance the City’s Quality of Life
 - One of the complements of supporting the collective health and quality of life is to develop the Toronto Newcomer Strategy to improve newcomers access City services, civic engagement and community capacity building (City of Toronto, 2012a, p. 21).
3. Strategic Action #11: Advance Toronto’s Motto ‘Diversity our Strength’
 - Ensuring that Toronto’s diversity is integrated into all the City of Toronto’s business (City of Toronto, 2012a, p. 22).

³ While the City of Toronto was enthusiastic to be part of the MOU they also appeared to be concerned over the potential of downloading of responsibilities onto the municipality by upper levels of government without commensurate resources – a common approach adopted under neoliberal governance (Lowe et al., 2017). In such a context the city seemed to be satisfied with a more limited role of information sharing and consultation outlined in the MOU (Rose & Preston, 2017). This approach recognized the important role that cities play in immigration settlement while providing some shelter from the threat of predatory offloading.

⁴ The MOU expired during the tenure of the Harper Conservative government in Ottawa and a Liberal government in Ontario. A shift in policy direction around immigration and more generally frosty relations between Ottawa and Ontario blocked a MOU at this time.

Toronto Newcomer Strategy

In 2013, Toronto City Council passed the *Toronto Newcomer Strategy* to “improve newcomer settlement through shared leadership, stronger collaboration and a more seamless and well-coordinated service system” (City of Toronto, 2013, p.7; Toronto City Council, 2013a). The Toronto Newcomer Strategy Secretariat was, and currently continues to be, funded by Citizenship and Immigration Canada (now known as Immigration, Refugees and Citizenship Canada) (p. 8). The strategic approach has three interrelated components: The Newcomer Leadership Table, Local Immigration Partnerships and Strategic Pillars (p.8). This report will explain the Newcomer Leadership Table and Local Immigration Partnership in sections below.

Five Guiding Principles:

- Foster partnerships, collaboration and accountability;
- Enable shared leadership;
- Utilize complementary knowledge and skills;
- Nurture and support change agents;
- Promote dignity, equality and fairness.

Strategic Pillars

The four strategic pillars that are incorporated into the *Toronto Newcomer Strategy* are meant to address many of the socio-economic factors that affect the settlement and integration of newcomers (City of Toronto 2013, p. 21). The four pillars, which are interconnected with other City of Toronto priorities, are: Advancing Labour Market Outcomes, Promoting and Supporting Good Health, Improving Access to Municipal Supports, and Supporting Civic Engagement and Community Capacity (p.21). Below is the role of the Toronto Newcomer Strategy Secretariat’s in addressing each of the pillars:

- Advancing Labour Market Outcomes: The Secretariat will conduct ongoing research to identify and promote practices, and will help to develop and support newcomer-focused labour market partnerships (City of Toronto, 2013, p.25);
- Promoting and Supporting Good Health: The Secretariat will enhance collaboration between the health and settlement sectors, address the social determinants of newcomers’ health by facilitating new partnerships and create and implement programs and policies focused on newcomers’ health (City of Toronto, 2013, p. 29);
- Improving Access to Municipal Supports: The Secretariat will promote the “inclusion of a newcomer lens in the development and implementation of City programs and policies” and improve newcomers’ access to City services and information by leveraging City resources (City of Toronto, 2013, P. 30);
- Supporting Civic Engagement and Community Capacity: The Secretariat will work to enhance newcomer participation in the City’s processes and will provide information, research and training to community-based organizations to increase their capacity (City of Toronto, 2013, p. 31).

Toronto Newcomer Strategy 2014-2016 Implementation

In June 2014, City Council adopted the *Toronto Newcomer Strategy 2014-2016 Implementation* which included (Toronto City Council, 2014):

- Adoption of the Toronto Newcomer Strategy's implementation activities, including an anti-rumour campaign and annual Newcomer Fair (to be monitored by Social Development, Finance and Administration, in consultation with the Newcomer Leadership Table);
- Adoption of the Integrating Cities Charter;
- Declaring a Newcomer Day in Toronto;
- Making recommendations to Bill C-24;
- Adopting the Immigrant Friendly City Project as a framework.

Integrating Cities Charter

On December 18, 2014 the City of Toronto became the first City outside of Europe to sign the *Integrating Cities Charter*, which is a formal commitment to provide "equal opportunities for all residents, to integrate immigrants, and to embrace the diversity of all communities across the city" (Brillinger, 2016b, p. 5). The *Charter*, signed by Toronto Mayor John Tory, states that the following for the City of Toronto (City of Toronto, 2014):

- As policy makers we will:
 - Actively communicate our commitment to equal opportunities for everyone living in the city;
 - Ensure equal access and non-discrimination across all policies;
 - Facilitate engagement from migrant communities in our policy-making processes and remove barriers to participation.
- As service providers we will:
 - Support equal access for migrants to services to which they are entitled; particularly access to language learning, housing, employment, health, social care and education;
 - Ensure that migrants' needs are understood and met by service providers.
- As employers we will:
 - Take steps where required to reflect our city's diversity in the composition of our workforce across all staffing levels;
 - Ensure that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues;
 - Ensure that staff understand and respect diversity and equality issues.
- As buyers of goods and services we will:
 - Take steps where required to reflect our city's diversity in the composition of our workforce across all staffing levels;
 - Ensure that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues;
 - Ensure that staff understand and respect diversity and equality issues.

The *Charter* was adopted as part of the *Toronto's Newcomer Strategy*.

Toronto Integrating Cities Action Plan 2016-2020

In 2015 and early 2016 the Newcomer Leadership Table and the Toronto Newcomer Office developed the *Toronto Integrating Cities Action Plan 2016-2020* which is being implemented through the Newcomer Office and is framing the City's work moving forward on its Integrating Cities commitment (Brillinger, 2016b, p. 5,7). The document provides a "framework to identify and track key actions supporting newcomer settlement and integration across City divisions and strategy planning processes (Brillinger, 2016b, p. 7)." In 2017, the plan is for the Newcomer Office and Newcomer Leadership Table to analyze EuroCities performance indicators and benchmarks and adapt them to the Toronto context, which will then be inserted into the Action Plan (Brillinger, 2016b, p. 7). The *Action Plan* can be found in Appendix A of this report.

Immigrant Friendly City Project

CUPE Local 79 developed the report *Creating Immigrant Friend Cities: A Program for Toronto* in April 2014. The report highlighted that the implementation of the Toronto Newcomer Strategy had been inconsistent and the City had more to do to make it inclusive for all (CUPE Local 79, 2014, p.1). The project provided 22 recommendations which were adopted as a framework on June 10th, 2014 by City Council (Toronto City Council, 2014). The 22 Recommendations can be found in Appendix B of this report.

Sanctuary City (Access T.O.)

In February 2013, Toronto City Council reaffirmed itself a Sanctuary City and in 2014 it adopted a Sanctuary City policy titled *Access to City Services for Undocumented Torontonians (Access T.O.)*. Access T.O. directed City staff to identify opportunities for residents to access City services without fear of being asked for personal identification (Brillinger, 2017, p. 6). In 2017, the City of Toronto again reaffirmed itself a Sanctuary City (Brillinger, 2017, p.4). The City stated that in regard to its role in Federal/Provincial policy influence on the topic of undocumented Torontonians its "focus should remain on what is within its scope of influence and expertise – ensuring access to municipal services and supports for all residents of Toronto, regardless of immigration status" (Brillinger, 2017, p. 6).

In February 2017, Ryerson University's Centre on Immigration and Settlement, released a working paper that revealed that City staff had been inconsistently applying the policy (Brillinger, 2017, pp.8-9). Therefore, the City has stated that their focus for Access T.O. in 2017-2018 will be for staff education and training, policy and administrative alignment and ongoing provincial and federal government dialogue (Brillinger, 2017, p. 9).

Toronto Action Plan to Confront Black Racism

The *Toronto Action Plan to Confront Black Racism* is a five-year plan that includes 22 recommendations and 80 actions to address five issues around black racism in Toronto. The five areas are: children and youth development, health and community services, job and income supports, policing and the justice system and community engagement and Black leadership (City

of Toronto, *Interim Toronto Action Plan to Confront Black Racism*, p.1). The Action Plan is not exclusive to Black newcomers in Toronto but the Plan does highlight the diverse Black communities, including Black newcomers. For example, Action 9.2 states “increase settlement sector knowledge of programs and services for Black newcomers” and Action 9.3 states “Ensure Black newcomers are representing in the Toronto Newcomer Strategy and the Integrating Cities Charter” (p. 24).

City of Toronto Divisions/Offices

Newcomers make up a significant portion of the residents that live in Toronto, so it should be acknowledged that all City Services provide services for newcomers simply as residents of Toronto. However, there are Divisions within the City that have unique services and programs specifically for newcomers. City Divisions that either provide tailored services or sit on newcomer Committees or Working Groups are identified below. (Also see Appendix C for a diagram of the administrative structure of the City of Toronto as of the beginning of 2018.)

City Council

On December 9, 2015, City Council Approved Councillors Joe Cressy and Joe Mihevc to be Toronto City Council’s Newcomer Advocates. Their role was to promote the integration and inclusion of refugees in Toronto’s civic, economic and culture life (Toronto City Council, 2015). In 2016, Councillor Jim Karygiannis replaced Councillor Joe Cressy and in 2017 Councillor Neethan Shan took over for Joe Mihevc (Toronto City Council, 2017). Therefore, as of the period prior to the 2018 city election Newcomer Advocates for Toronto City Council were Neethan Shan and Jim Karygiannis.

Community Development and Recreation Committee

The Community Development and Recreation Committee's primary focus is social cohesion, with a mandate to monitor, and make recommendations to strengthen services to communities and neighbourhoods (City of Toronto, (n.d.), *Community Development*). This is the Committee responsible for considering newcomer related initiatives coming out of the Newcomer Office.

City Manager’s Office

Member of: Newcomer Leadership Table.

Social Development, Finance and Administration Division (S DFA)

The S DFA is the most active City of Toronto Department in regard to the settlement and integration of newcomers as it houses the Toronto Newcomer Office and is responsible for putting forth policies and reports on its behalf to the City Manager, City Council, and the Community Development and Recreation Committee.

Toronto Newcomer Office

The Toronto Newcomer Office, originally established in 2010 as a part the Toronto Newcomer Initiative, is funded by Immigration, Refugees and Citizenship Canada as a Local Immigration partnership; therefore, it does not provide direct client service delivery. The Office has three staff members and is responsible for (City of Toronto, n.d., *Toronto Newcomer Office*):

- Providing leadership in promoting the inclusion and local prosperity of newcomers in Toronto by facilitating the implementation of Toronto Newcomer Strategy and the Toronto Refugee Resettlement Program;
- Providing management support to the Newcomer Leadership Table;
- Working closely with Local Immigration Partnerships, City Divisions and other stakeholders.

Members of: Newcomer Leadership Table (Co-Chair), Refugee Resettlement Inter-Divisional Team (Chair), Refugee Resettlement Program Inter-Agency Task Force (Chair), Advisory Committee on Syrian Youth, Immigrant and Refugee Housing Committee, Welfare of Immigrant Children Workgroup (co-chair), Access T.O. Working Group.

Office of Equity, Diversity and Human Rights

Members of: Newcomer Leadership Table, Refugee Resettlement Inter-Divisional Team, Access T.O. Working Group.

Toronto Public Library

Members of: Access T.O. Working Group.

Shelter, Support and Housing Administration

Members of: Refugee Resettlement Inter-Divisional Team, Immigrant and Refugee Housing Committee (Affordable Housing Office), Access T.O. Working Group.

Toronto Public Health

Members of: Newcomer Leadership Table, Toronto Newcomer Strategy Health Pillar Steering Committee, Refugee Resettlement Inter-Divisional Team, Immigrant and Refugee Housing Committee, Access T.O. Working Group, Welfare of Immigrant Children Workgroup.

Employment and Social Services

Members of: Newcomer Leadership Table, Refugee Resettlement Inter-Divisional Team, Immigrant and Refugee Housing Committee, Access T.O. Working Group.

Parks Forestry and Recreation

Members of: Newcomer Leadership Table, Refugee Resettlement Inter-Divisional Team, Access T.O. Working Group.

Long-Term Care Homes and Services

Members of: Access T.O. Working Group.

Children's Services

Members of: Newcomer Leadership Table, Refugee Resettlement Inter-Divisional Team, Welfare of Immigrant Children Workgroup (co-chair), Access T.O. Working Group.

Economic Development and Culture

Members of: Newcomer Leadership Table, Access T.O. Working Group.

Strategic Communications

Members of: Refugee Resettlement Inter-Divisional Team, Access T.O. Working Group.

Committees/Working Groups

Newcomer Leadership Table

As part of the *Toronto Newcomer Strategy* the Newcomer Leadership Table is one of the strategic approaches and is designed to share information and take action on issues related to newcomers and their successful settlement and integration in Toronto (City of Toronto, 2013, p. 15). The table brings together a wide range of government agencies (all levels), community and institutional organizations (ex. hospital and school boards) stake holders. The Table is co-chaired by United Way Toronto and York Region, the Social Development, Finance and Administrative City Division and OCASI (City of Toronto, 2013, p.15).

Current Members: ACCES Employment, Agincourt Community Services Association, Canadian Centre for Victims of Torture, Catholic Crosscultural Services, Centre for Addiction and Mental Health, Children's Services – City of Toronto, City Manager's Office – City of Toronto, COSTI Immigrant Services, Economic Development & Culture – City of Toronto, Employment & Social Services – City of Toronto, For Youth Initiative, George Brown College, Immigrant, Refugee and Citizenship Canada, JobStart, JVS Toronto, Laidlaw Foundation, Office of Equity, Diversity & Human Rights – City of Toronto, Ontario Council of Agencies Serving Immigrants (OCASI), Ontario Ministry of Citizenship and Immigration (now Ministry of Children, Community and Social Services), Ontario Trillium Foundation, Parks, Forestry & Recreation – City of Toronto, Polycultural Immigrant & Community Services, Rexdale Women's Centre, Social Development, Finance & Administration – City of Toronto, St. Stephen's Community

House, Thorncliffe Neighbourhood Office, Toronto Catholic District School Board Toronto, Toronto Central Local Health Integration Network (TCLHIN), Toronto Community Housing Corporation, Toronto District School Board, Toronto Hospital for Sick Children, Toronto Public Health – City of Toronto, Toronto Regional Immigrant Employment Council (TRIEC), United Way Toronto & York Region, United Nations High Commissioner for Refugees (UNHCR), Warden Woods Community Centre, WoodGreen Community Services, Working Women Community Centre, YMCA of Greater Toronto.

Toronto Newcomer Strategy Inter-Divisional Working Group

An Inter-Divisional Working Group was developed to advise and support the Newcomer Strategy Strategic Pillar of Improving Access to Municipal Supports (Brillinger, 2014, p. 5). The working group focused on developing tools to improve access to City services for newcomers. The Working Group developed a direct services assessment tools for front-line supervisors and a brochure of City services for newcomers (which is described below) (Brillinger, 2014, p. 5).

Members: List unavailable.

Toronto Newcomer Strategy Health Pillar Steering Committee

As a result of the Toronto Newcomer Strategy's Strategic Pillar of Promoting and Supporting Good Health, the Toronto Newcomer Strategy Health Pillar Steering Committee was developed. Under the leadership of Toronto Public Health, the Committee's goal was to provide ongoing health equity leadership, increase system service collaboration, facilitate new partnerships and provide information and advice to organizations that support newcomer health (Brillinger, 2014, p. 9).

Members: Toronto Public Health, list unavailable.

Refugee Resettlement Program Inter-Divisional Team (Inter-Divisional Team)

The Refugee Resettlement Program Inter-Divisional Team was established to identify and mobilize the City of Toronto's internal resources and response activities for Syrian refugee resettlement (Brillinger, 2015a, p. 4). The Newcomer Office Chairs the Inter-divisional team. In light of the increasing number of refugee claimants coming to Toronto in late 2016 and 2017 the Inter-Division Team expanded its mandate to include all refugee claimants (Brillinger, 2017, p.5).

Members: Shelter, Support & Housing Administration, Toronto Employment & Social Services, Toronto Public Health, Children's Services, Strategic Communications, Equity, Diversity & Human Rights, Parks, Forestry & Recreation, Social Development, Finance & Administration.

Refugee Resettlement Program Inter-Agency Task Force

The Refugee Resettlement Program Inter-Agency Task Force was established to developed, coordinate and streamline response activities, including communications and information sharing

(Brillinger, 2015a, p. 4). The Task Force is chaired by the Newcomer Office and members are composed of key humanitarian, community and government agencies (Brillinger, 2016a, p. 6). The Task Force was responsible bringing together the Toronto District School Board, the Toronto Catholic District School Board and OCASI Immigrant Services for the 'school readiness' programs for children staying in hotels (Brillinger, 2016a, p. 6).

In light of the increasing number of refugee claimants coming to Toronto in late 2016 and 2017 the Inter-Agency Task Force expanded its mandate to include all refugee claimants (Brillinger, 2017, p. 5).

Members: List unavailable.

Advisory Committee on Syrian Youth

As part of the Syrian Refugee Resettlement Program the Toronto Newcomer Office formed the Advisory Committee on Syrian Youth to provide advice on strategies to support Syrian newcomer youth integration in Toronto (Brillinger, 2016b, p.12).

Members: Toronto Newcomer Office, list unavailable.

Immigrant and Refugee Housing Committee

The Immigrant and Refugee Housing Committee was established to develop strategies to deal with the housing issues of refugees and vulnerable immigrations (City of Toronto, *Immigrant and Refugee Housing Committee*).

Members: Joint Centre for Research on Immigration and Settlement, Ryerson University, York University, University of Toronto, Shelter, Support, and Housing Administration Division, Affordable Housing Office, Toronto Employment and Social Services, Toronto Public Health, Toronto Newcomer Office – Social Development and Finance Administration, Advocacy Centre for Tenants – Ontario (ACTO), Canadian Red Cross, Centre for Equality Rights in Accommodation, Centre for Addiction and Mental Health, Centre Francophone du Toronto Metropolitan, Christie Refugee Welcome Centre, Canada Immigration and Citizenship Services, COSTI IIAS Immigrant Services, East York, East Toronto Family Services, FCJ Refugee Centre, Fred Victor Centre, Hispanic Development Council, Homeless Connect Toronto, Interval House, Mathew House, Midaynta Somali Community Services, Multilingual Community Interpreter Services, Ontario Legal Aid, Regent Park Community Health Centre, Roma Community Centre, Romero House, Salvation Army, Scarborough Housing Help Centre, Sojourn House, Street Health Community Nursing Foundation, Toronto Drop-in Network, Thorncliffe Neighbourhood Services, West neighbourhood Group (St. Christopher House), West Toronto Community Legal Services, WoodGreen Community Services, WoodGreen Red Door Family Shelter, YMCA.

Welfare of Immigrant Children Workgroup

The Welfare of Immigrant Children Workgroup is focused on identifying ways to improve service coordination, lack of data and service gaps for immigrant and refugee children to be

reunited with family members (Brillinger, 2016b, pp.8-9). The Workgroup is Co-chaired by the Newcomer Office and Children Services.

Members: Toronto Public Health, Children's Services, Toronto Newcomer Office, Children's Aid Society of Toronto, Catholic Children's Aid Society of Toronto, Peel Children's Aid Society, Toronto District School Board, Toronto Catholic District School Board, Citizenship and Immigration Canada, Canada Border Services Agency, and the Office of the Provincial Advocate for Children and Youth.

Access T.O. Working Group

The Access T.O.'s Working Group established itself in 2012 and comprises of 21 City divisions, agencies and corporations with a focus on staff training, community awareness and compliance assessment to the Access T.O. program (Brillinger, 2017, p. 7). In March of 2017 the working group and community partners identified actions needed to improve the City's performance as a Sanctuary City which included staff training, policy and administrative alignment and dialogue between the federal, provincial and City governments (Brillinger, 2017, p. 7).

Members: List unavailable.

Programs and Initiatives

Settlement Workers

There are settlement workers available in various City locations such as City Hall, Toronto Public Libraries and Community Recreation Centres.

Funding: Immigration, Refugees and Citizenship Canada, and they are run in partnership with host organizations.

Newcome Kiosks

The settlement services provided at City Hall are provided by settlement workers from 3 agencies: Thorncliffe Neighbourhood Office, North York Community House and Culturelink. The settlement workers located at City Hall provide access to interpretation and translation services, provide help finding employment training opportunities and provide information and referrals. There are other Newcomer Kiosks located in the Housing Connections Office and at Toronto Employment Social Services sites and there are plans to have them at Toronto Parks and Recreation sites (City of Toronto, n.d., *City of Toronto Newcomer service*).

Settlement Workers in Libraries (Library Settlement Partnership)

Sixteen Toronto Public Library sites have partnered with community agencies to have settlement workers available to provide one-on-one settlement information and referrals, group sessions and community outreach (City of Toronto, *Newcomer Services in City Facilities*). The partnered agencies are Catholic Crosscultural Services, Rexdale Women's Centre, Centre for Immigrant and Community Services, YMCA Newcomer Information Centre, CultureLink Settlement and Community Services, Thorncliffe

Neighbourhood Office, Kababayan Multicultural Centre, and North York Community House (Toronto Public Library, n.d.).

Settlement Workers in School (SWIS) Program

SWIS is a provincial initiative that is funded by IRCC and designed to provide service delivery for newcomer students and their families and refer them to program and services. This program is ran out of elementary and secondary schools in Toronto and throughout Ontario (Settlement at Work, n.d.).

Local Immigration Partnerships

Local Immigration Partnerships (LIPs) are one of the strategic partners of the *Toronto Newcomer Strategy*. In 2010, a city-wide LIP became housed in the City of Toronto's Social Development, Finance and Administration Division and was established as the Toronto Newcomer Office in 2014. In 2012, there were 17 LIPs consolidated into four quadrant-style LIPs based in local agencies: Toronto West, Toronto South, Toronto North and Toronto East (City of Toronto, 2013, p. 17). The city-wide LIP (Toronto Newcomer Office) works collaboratively with the four area specific LIPs. Over 200 community-based agencies that provide services to newcomers are linked to at least one of the five LIPs (City of Toronto, 2013, p. 19). LIPs do not provide direct clients services, rather they facilitate coordination between government, community organizations and the for-profit sector to improve the settlement outcomes of Toronto's newcomer population.

Funding: Immigrants, Refugees and Citizenship Canada.

City of Toronto Refugee Resettlement Program

With the Federal Government's plan to resettle 25,000 Syrian Refugees in Canada in the later part of 2015 and early 2016, Toronto was expected to receive over 7,000 of those Syrian refugees through both the privately sponsored and government assisted programs (Brillinger, 2015b, pp. 2-3). Consequently, in October 2015, City Council approved the Refugee Resettlement Program to mobilize existing City and community supports and facilitate improvements where needed for the resettlement of Syrian refugees moving to Toronto (Brillinger, 2016a, p. 1). The Newcomer Office is responsible for its coordination. The program incorporates three key roles: coordination of municipal services and community settlement agencies services, enhancing community-based supports by using council-directed resources, and supporting the newcomers' integration by ensuring access to City services while Sponsors fulfill the refugee's most urgent needs (Brillinger, 2016a, p. 1). As part of the Resettlement Program the Inter-Division Team and the Inter-Agency Task Force were created which were explained in the previous section of this report.

Funding: City of Toronto: \$600,000 from the 2015/2016 operating budget of the City's SCFA budget (from the Tax Rate Stabilization Reserve) to fund the program and in February 2016 the City approved \$220,000 on a one-time basis (from the Property Tax Stabilization Reserve) for Syrian youth integration initiatives and the public education campaign (Brillinger, 2017, p. 3).

There are various initiatives as part of the program:

Public Awareness Anti-Rumors Campaign

The City provided six months (January-June 2016) of funding (\$60,200) to OCASI to develop an anti-racism, violence and intolerance public awareness campaign (Brillinger, 2016a, p. 5). The campaign also is interrelated to the Toronto For All campaign, described below.

Syrian Youth

The Toronto Newcomer Office designed a 2-phase Syrian newcomer youth strategy between June to December in 2016. The first phase focused on research and information gathering, while the second phase (September-December) focused on community engagement and would include a Youth Open Dialogue. A third phase would include a framework/strategy to support the settlement and integration of newcomer youth (Brillinger, 2016b, p. 12).

Resources for Sponsors

The City funded the Arab Community Centre, Catholic Crosscultural Services and Lifeline Syria to provide supports for private sponsors including workshops, one to one post-arrival assistance and referrals (Brillinger, 2016a, p. 4). The Toronto Newcomer Office also launched their website Toronto.ca/refugees that highlights settlement supports to help sponsors and potential sponsors. The Newcomer Office also hosted Information Fairs in partnership with OCASI and Toronto's LIPs (Brillinger, 2016a, pp. 6-7).

Programming at Hotel Sites

The Newcomer Office coordinated with COSTI and City Divisions to implement programming for refugee children and youth who were temporarily staying at hotels (Brillinger, 2016a, p. 5). The City provided \$20,000 in funding for programming at the Toronto Plaza Hotel, the largest site (Brillinger, 2016a, p. 5). Parks, Forestry and Recreation, Children's Services and Toronto Public Health all provided a service or program at one or more of the hotel sites. \$40,000 from the City's funded for the resettlement program went to urgent dental care for children and adults who did not have coverage under other programs (Brillinger, 2016a, pp. 5-6).

Housing Supports

The City entered into service agreements with COSTI Immigrant Services and WoodGreen Community Services to provide housing support services for Privately Sponsored Refugees and their sponsors (Brillinger, 2016a, p. 4).

H.O.M.E: Housing Opportunities and Marketplace Exchange

WoodGreen Community Services, in partnership with Deloitte (who donated their services) developed a housing registry that connects Syrian refugees and private sponsors with offers of housing, goods and services (Brillinger, 2016a, p. 4). It can be accessed online at woodgreen.org/homeportal. This registry has been so successful that a funding agreement of \$420,000 was negotiated to extend the program until March 2019 and

expand its client base to include refugees and refugee claimants in the City's shelter system (Brillinger, 2017, p. 5).

Welcome Fund (Rent Supplement) for Syrian Refugees

Community Foundations of Canada in partnership with the City of Toronto, Toronto Foundation and COSTI developed the Welcome Fund Program. Manulife, CN and GM all provided seed funding for different projects across Canada and Toronto received \$750,000 to work with landlords and property management groups to identify new reduced-rent units to meet the needs of Syrian GARS (Community Foundations of Canada, 2016).

Toronto Newcomer Day

In 2015, the Toronto Mayor, John Tory, declared May 29 every year to be Newcomer Day. May 29th 2015 was also the first Annual Newcomer Day Event, hosted by the Newcomer Office, in partnership with other City services and partnering agencies. The event welcomes newcomers to Toronto, helps them understand and access a range of services and celebrates their contributions to the Toronto community (City of Toronto, n.d., *Toronto Newcomer Day 2015*).

Newcomer Welcome Brochure (English and Arabic)

The Newcomer Welcome Brochure is printed in English and Arabic (with plans to translate into other languages) and outlines City of Toronto services and how to access these services.

These are the services that the City has highlighted for newcomers in the brochure: Subsidized Housing (Emergency Shelter, Housing Supports, Subsidized Housing), Health Services (Public Health), Employment and Financial Assistance (Employment and Social Services), Child Care (Toronto Children's Services), Long Term Care (Long-Term Care Homes and Services), Starting a Business (Enterprise Toronto), Family Activities (Toronto Public Library, Parks Forestry and Recreation, Free Recreation Programs and Welcome Policy), Other Services (Emergency Services, Community Services, TTC, Garbage and Recycle, Toronto Water, Immigration and Settlement Portal).

The brochure can be found at:

[https://www1.toronto.ca/City%20of%20Toronto/Social%20Development,%20Finance%20&%20Administration/Newcomer/PDFs/Newcomer%20Brochure%20\(English\).pdf](https://www1.toronto.ca/City%20of%20Toronto/Social%20Development,%20Finance%20&%20Administration/Newcomer/PDFs/Newcomer%20Brochure%20(English).pdf)

Funding: Immigrants, Refugees and Citizenship Canada.

Immigration and Settlement Portal

The Immigration and Settlement Portal for the City of Toronto is an online tool for newcomers to learn about resources, services and general information for immigrating to Toronto. It is administered by the City of Toronto, and categories of information include: pre-arrival, post-arrival, everyday life in Toronto, working in Toronto, and learning in Toronto (City of Toronto, n.d., *Immigration Portal*).

Funding: The Ontario Ministry of Citizenship and Immigration (now disbanded) and Immigrants, Refugees and Citizenship Canada.

Toronto For All

The Toronto For All campaign is a public education campaign to address transphobia, racism and issues experienced by indigenous groups. Both the Social Development Finance and Administration and Equity, Diversity and Human Rights City divisions consulted to implement the campaign. The Toronto For All campaign focuses on homelessness, anti-black racism, Islamophobia and trans youth of colour (City of Toronto, *Toronto for All*).

Funding: City of Toronto in partnerships with community organizations.

Access T.O. Initiative

As part of the Access T.O., staff from the FCJ Refugee Centre provided training for City and community staff to work with undocumented Torontonians, the City created awareness materials to publicize the Access T.O./Sanctuary City policy and the Newcomer Office and FCJ Refugee Centre conducted a compliance assessment of the City's progress towards implementing the Access T.O. policy (Brillinger, 2017, pp. 7-8). The results of the compliance assessment showed that there was an ongoing lack of information and understanding about the Access T.O. which led to the inconsistent application of the policy by City staff. Therefore, members of the Access T.O. Working Group agreed to work with their divisions to ensure the policy is being adopted (Brillinger, 2017, p. 8).

Mail Back Process (Toronto Public Library)

Library clients can arrange to have the Toronto Public Library mail them a registration postcard to confirm their address rather than use a government issued photo I.D. Once the client receives the post card, the client just needs to bring it to a Library, which a proof of name documents, and a Library card will be issued (Brillinger, 2017, p. 10). This program is meant to ensure all Toronto residence, regardless of immigration status, can access the library.

Recommendation that Permanent Residents be allowed to Vote in Municipal Elections

In June 2013, City Council voted in favour of requesting the Ontario Minister of Municipal Affairs and Housing amend the necessary legislation to allow Permanent Residents the right to vote in municipal elections and to begin discussions with the Federal Government of Canada to do the same (Toronto City Council, 2013b). City Council made their request to the Ontario Minister of Municipal Affairs and Housing to "amend the necessary legislation to allow permanent residents the right to vote in municipal elections" and received a response stating that there was insufficient time to consider the request for Toronto's 2014 election, but that the Ministry would consider it prior to the 2018 municipal election (Social Development Open Dialogue, 2014, p. 2).

Youth Civic Engagement Food Justice project

In 2016, the City received a one-time grant of \$70,000 from Abbotsford Community Services in British Columbia for the Youth Civic Engagement Food Justice project. The project recruited 20 indigenous, immigrant and refugee youth to participate in workshops and to develop new skills around indigenous world views, indigenous food systems and concepts of food justice and food sovereignty. This project aimed to increase community building and enhance the engagement among the youth. The project ran out of the Toronto Newcomer Office (Social Development, Finance and Administration, 2016, p. 12).

Funding: \$70,000 from Abbotsford Community Services in B.C. (funding from Heritage Canada).

On Board

On board is a pilot project started by Toronto Public Health and Community Health Centre's in February 2017 which is a central referral and intake system that connects people who do not have insurance with Community Health Centres for primary care with a physician or a nurse practitioner (Brillinger, 2017, p. 10). Shelter, Support and Housing Administration are collaborating with Toronto Public Health on the pilot project (Brillinger, 2017, p. 10).

Community Food Works for Newcomers Settlement

The Community Food Works for Newcomer Settlement (CFWN) started in early 2017 for Syrian newcomers as an employability/skills program run through Toronto Public Health. CFWN provides newcomers with food handler training, nutrition education and employment support which language supports and a Peer-to-Peer model. The program is delivered in partnership with North York Harvest and Working Women Community Centre (Medical Officer of Health, 2017, p. 3). In October of 2017 the program received the international Milan Urban Food Policy Pact Award for showing leadership through its use of "food policy as a tool for refugee resettlement and integration" (Ministry of Citizenship and Immigration, 2015, p. 15).

Funding: provided by the Ontario Ministry of Citizenship and Immigration's Municipal Innovation Fund (now the Ministry of Children, Community and Social Services).

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Appendix A

Toronto Integrating Cities Action Plan 2016 - 2020						
Charter Pillars	Strategic Directions	Recommendations	Actions	Lead City Division(s)	NLT Partner(s)	Corporate Inputs
1. The City as Policymaker	1.1 Actively communicate the City's commitment to equal opportunities for all its residents.	The City demonstrates an understanding of newcomers in the development and implementation of City policy and programs.	Provide advice to City Divisions on integrating a newcomer lens into emerging policies.	SDFA (TNO)	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program
			Align implementation activities with Eurocities benchmarks to assess equity impact as signatory of the Integrating Cities Charter.	SDFA (TNO)	TBD	Toronto Newcomer Strategy
			Report on the implementation of Excellence Toronto, a common management framework that incorporates equity and diversity assessment measures.	Executive Management, HR, EDHR	TBD	EDHR - Strategic Plan, Talent Blueprint
			Assess results of the "Count Yourself In" survey to monitor and promote staff diversity as part of the City's Employment Equity Policy.	EDHR, HR	TBD	EDHR - Strategic Plan, Talent Blueprint
	1.2 Ensure equal access and non-discrimination across all City policies.	The City commits to working with municipal and community partners to address issues facing newcomer populations.	Work in partnership with City divisions and stakeholders to facilitate access to services for international students.	SDFA (TNO)	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program, Economic Development & Culture
			Expand the Refugee Resettlement Program to address additional refugee populations.	SDFA (TNO)	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program

			Work with the provincial and federal government to increase access to services for undocumented Torontonians (eg. reviewing policies around "proof of identity" and the sharing of information).	SDFA	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program, Access T.O.
			Apply strategies to promote meaningful civic engagement (eg. host culturally-sensitive events in community spaces; implement resident-led, youth-led and peer-to-peer project models; invest in and empower local newcomer-serving organizations).	SDFA (TNO), City Planning, EDHR, PFR	TBD	Toronto Newcomer Strategy, TSNS 2020, Growing Conversations, EDHR - Strategic Plan, Recreation Service Plan
			Regularly monitor and evaluate the City as a corporation against best-practices in equity and diversity.	EDHR	TBD	EDHR - Strategic Plan
	1.3 Facilitate engagement from newcomer communities in the City's policy-making processes and remove barriers to participation.	The City implements formal participation mechanisms for newcomer residents to provide feedback and input into policies and practices.	Host meetings, consultations and advisory groups that encourage participation from residents, community agencies and other community stakeholders (eg. TSNS Resident Advisory Table, TYES Table, Toronto Seniors Forum, Growing Conversations Stakeholder Advisory Group, Newcomer Leadership Table, etc).	SDFA	TBD	TSNS 2020, Toronto Youth Equity Strategy, Gender-Based Violence, Toronto Newcomer Strategy

			Clearly articulate how community feedback has been used in decision making.	SDFA, EDHR, City Planning	TBD	TSNS 2020, Toronto Youth Equity Strategy, Gender-Based Violence, Toronto Newcomer Strategy, EDHR - Strategic Plan, Growing Conversations
2. The City as Employer	2.1 Take steps to reflect the City's diversity in the composition of the workforce across all staffing levels.	The City commits to building a public service that reflects the population it serves and values and champions diversity, access, inclusion and respectful behaviour.	Apply the Equity Lens Tool and EDHR key performance indicators to evaluate equity, diversity and newcomer considerations in hiring and recruitment policies.	EDHR, HR	TBD	Strategic Theme: Social Development Action #11: Advance Toronto's Motto "Diversity Our Strength", EDHR - Strategic Plan, Talent Blueprint,
			Integrate diversity considerations into the City's gateway programs (eg. Urban Fellows, profession-to-profession mentoring, career bridging, etc) to establish a culture that links learning and development with career aspirations.	EDHR, HR	TBD	EDHR - Strategic Plan, Talent Blueprint
	2.2 Ensure that all staff, including staff with a newcomer background, experience fair and equitable treatment by their managers and colleagues.	The City ensures equity of opportunity in the recruitment, development and promotion of newcomers within its workforce.	Embed considerations of equity and diversity throughout the entire employment process (outreach, recruitment, leadership competencies, executive on-boarding) to become a welcoming and inclusive employer of newcomers.	EDHR, HR	TBD	EDHR - Strategic Plan, Talent Blueprint
			Employ new tools and approaches to increase the accuracy and reliability of hiring decisions that support the creation of diverse teams by eliminating unconscious bias.	EDHR, HR	TBD	EDHR - Strategic Plan, Talent Blueprint

	<p>2.3 Ensure that staff understand and respect diversity and equity issues.</p>	<p>The City takes an active role in increasing staff knowledge of equity and diversity issues.</p>	<p>The City develops the diversity competencies of its staff through the creation of clear standards and training (eg. implement staff training to ensure access for undocumented Torontonians; coordinate staff trainings for divisions on settlement services; develop trainings for CDOs working in NIAs, etc).</p>	<p>SDFA, EDHR, HR, Strategic & Corporate Policy</p>	<p>TBD</p>	<p>Access T.O., TSNS 2020, Toronto Newcomer Strategy, Talent Blueprint, EDHR Strategic Plan</p>
			<p>Promote the benefits of employee diversity within and beyond the public sector,</p>	<p>SDFA (TNO), EDHR, HR, Strategic & Corp. Policy</p>	<p>TBD</p>	<p>Toronto Newcomer Strategy, EDHR Strategic Plan, Talent Blueprint</p>
<p>3. The City as Service Provider</p>	<p>3.1 Support equal access for newcomers to services to which they are entitled (eg. housing, employment, health, social care and education).</p>	<p>The City leverages resources to enhance newcomer access to information and City services.</p>	<p>Develop and implement policies, programs and initiatives that support refugee resettlement in collaboration with internal and external partners.</p>	<p>SDFA, Children's Services, EDHR, HR, TPH, PFR, Economic Development, TCH, TPS, TPL</p>	<p>TBD</p>	<p>Toronto Newcomer Strategy, Refugee Resettlement Program, Toronto Youth Equity Strategy, Toronto Poverty Reduction Strategy, Children's Services 2015-2019 Service Plan, EDHR - Strategic Plan, Talent Blueprint, A Healthy City for All, Recreation Service Plan, Collaborating for Competitiveness, Homeward 2016, Toronto Police Service Business Plan, Toronto Public Library Strategic Plan, etc.</p>
<p>Develop tools to support newcomer access to municipal services in partnership with various City divisions (eg. the City services for newcomers brochure).</p>	<p>TBD</p>					
<p>Create opportunities to connect newcomers and settlement service providers to City services through information sessions and community events (eg. welcome events for refugees and sponsors; NOW and WIN program; local consultations, etc).</p>	<p>TBD</p>					

		The City strives to implement innovative service models that are responsive to the needs of newcomers.	Expand the settlement workers in City facilities initiative and track outcomes.	SDFA	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program
			Examine the potential of implementing portions of the Reunification and Adaptation Project (RAP) within existing resources.	TPH, SDFA	TBD	A Healthy City for All, Toronto Newcomer Strategy, Toronto Youth Equity Strategy
			Facilitate new partnerships that address the social determinants of health and enhance collaboration between the health and settlement sector.	TPH, SDFA (TNO), TCH	TBD	Toronto Newcomer Strategy, Healthy Kids Initiative, A Healthy City for All, Homeward 2016
			Work with other orders of government, child protection agencies, school boards and other relevant organizations to address lack of data and coordination gaps related to services for immigrant children.	SDFA (TNO), Children's Services	TBD	Toronto Newcomer Strategy, Children's Services 2015-2019 Service Plan, TDSB/TCDSB
			Facilitate new cross-sectoral partnerships that address immigrant attraction and labour market integration (eg. explore collaborative opportunities with LIPs, RIFs, IECs and inter-governmental partners; nurture and support newcomer-focused labour market partnerships, etc).	SDFA (TNO), TESS, Ec.Dev	TBD	Toronto Newcomer Strategy, Workforce Development Strategy, Collaborating for Competitiveness

			Engage newcomer communities directly in the design of services through co-design of advisory bodies.	SDFA, TESS, Children's Services, PFR	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program, Toronto Youth Equity Strategy, Toronto Poverty Reduction Strategy, Children's Services 2015-2019 Service Plan, EDHR-Strategic Plan, Talent Blueprint, A Healthy City for All, Recreation Service Plan, Collaborating for Competitiveness, Homeward 2016, Toronto Police Service Business Plan, Toronto Public Library Strategic Plan, etc.
3.2 Ensure that newcomers' needs are understood and met by service providers.	The City supports capacity building within City divisions and among community-based organizations to facilitate enhanced services for newcomers.	Increase access to training to ensure staff are sensitive of and respond proactively to the needs of newcomers.	SDFA (TNO), EDHR, HR, TPH	TBD	Toronto Newcomer Strategy, Refugee Resettlement Program, Toronto Youth Equity Strategy, Toronto Poverty Reduction Strategy, Children's Services 2015-2019 Service Plan, EDHR - Strategic Plan, Talent Blueprint, A Healthy City for All, Recreation Service Plan, Collaborating for Competitiveness, Homeward 2016, Toronto Police Service Business Plan, Toronto Public Library Strategic Plan, etc.	
		Facilitate cross-sector information sharing on funding opportunities and best practices to enhance support to services for newcomers.	SDFA, Children's Services, EDHR, HR, TPH, PFR, Economic Development, TCH, TPS, TPL	TBD		

4. The City as Purchaser of Goods and Services	4.1 Apply principles of equity and diversity in procurement and tendering.	The City adheres to clear policies on equity and diversity in the procurement processes for municipal contracts, encouraging a diverse supplier base and promoting the benefits of diversity to employers and service providers in the city.	Increase economic opportunities for unemployed and underemployed Torontonians, particularly those who are disproportionately impacted by systemic factors and are most distant from the labour market.	SDFA	TBD	Social Procurement Strategy (Toronto Poverty Reduction Strategy)
	4.2 Promote principles of equity and diversity amongst contractors.	The City leverages its economic power to stimulate job growth, support local businesses, and drive inclusive economic growth.	Bring greater diversity to the City's contracting process by understanding and addressing barriers to access for small and medium-sized enterprises (SMEs), especially those owned by members of equity-seeking groups, to compete for City contracts.	SDFA, Economic Development & Culture	TBD	Social Procurement Strategy (Toronto Poverty Reduction Strategy), Collaborating for Competitiveness
	4.3 Promote the development of a diverse supplier-base.	The City commits to purchasing goods and services from employers who provide decent work and quality jobs for disadvantaged and racialized communities.	Increase access to City contracts for small diverse suppliers and social enterprises.	SDFA, Economic Development & Culture	TBD	Social Procurement Strategy (Toronto Poverty Reduction Strategy), Collaborating for Competitiveness

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(Brillinger, C.,2016b, pp. 18-24)

Appendix B: The Immigrant Friendly City Project's 22 Recommendations
(Toronto City Council, 2014; CUPE Local 2014)

- Recommendation 1: That the City of Toronto adopt a charter committing it to equity in access to service, inclusion in society, and the enjoyment of economic and social benefits by all residents.
- Recommendation 2: That the City of Toronto develop and apply meaningful equity evaluation tools to systematically review services and programs to ensure they are accessible to all of Toronto's residents.
- Recommendation 3: That City divisions develop, publish, and widely distribute services plans, describing how they will identify and address barriers to immigrant access to services.
- Recommendation 4: That City divisions create systematic, inclusive, and equitable processes for engaging diverse communities in service planning, implementation, and evaluation as well as delivery, and engage them in the basic planning processes and customer service standardization processes for every division and corporations as a whole.
- Recommendation 5: That all City divisions develop and publish language plans that address linguistic access issues and assign accountability for delivering on that plan to the general manager of the division, with regular reports being made available to the public and key stakeholders.
- Recommendation 6: That the City adopt, as corporate policy, the elimination of language barriers, and create corporate strategies to support divisions in achieving that goal.
- Recommendation 7: That the City support partnerships between municipal staff and NGOs, community organizations, and cultural groups as well as to assist municipal staff in their systematic outreach to connect with immigrant communities, inform and include newcomers, and link new Torontonians to the systems and supports they need.
- Recommendation 8: That the City use a variety of strategies, such as creating visible "welcome stations," implementing outreach processes, developing partnerships, and establishing measurable goals and targets for engagement in order to reach, involve, and include immigrants in the full range of city processes.
- Recommendation 9: That the City support municipal staff in forging partnerships with NGOs, community organizations, and cultural groups to enhance municipal efforts to facilitate civic engagement and system navigation.
- Recommendation 10: That the City provide training to all staff and volunteers who deal directly with the public, integrating equity training, cultural appropriateness, anti-oppression and anti-racism into training for customer service.
- Recommendation 11: That the City use its systems for tracking, measuring, and monitoring customer service to assess the creation of divisional plans that support access and inclusion for all communities, assess the implementation of those plans, and measurable outcomes, such as the rate of access to City services by immigrants, or the inclusion of immigrants in City processes. That evaluation systems include gathering and assessing disaggregated data in order to understand the specific

ways in which race, gender, language, ability, culture, and citizenship status impede access to services and to provide for monitoring and accountability on these aspects of customer service.

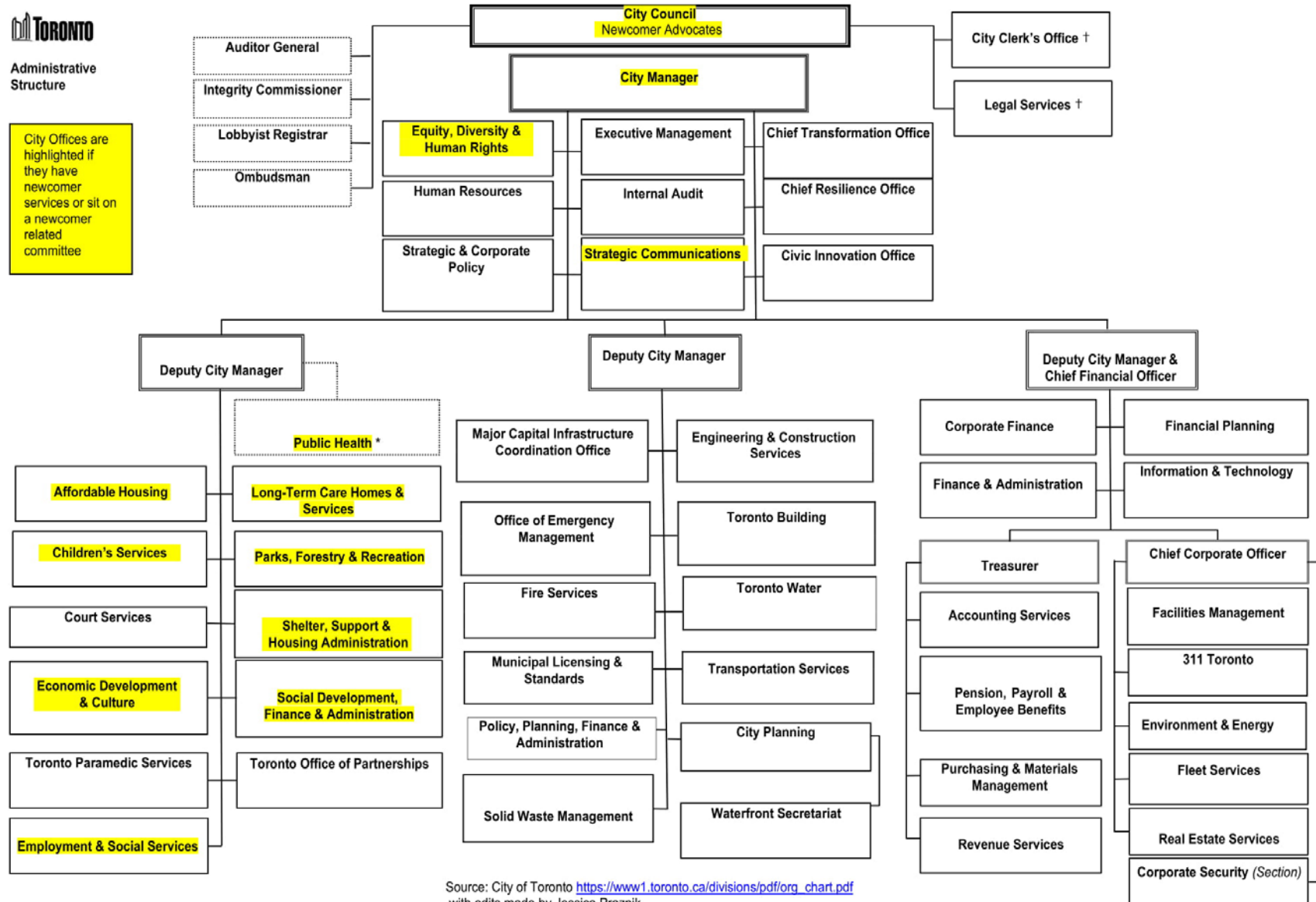
- Recommendation 12: That the General Manager in each division will be accountable for ensuring the development, implementation, measuring, and monitoring of immigrant-friendly divisional policies.
- Recommendation 13: That the Toronto Newcomer Office and Office of Equity and Diversity be staffed and mandated to provide guidance, direction, and monitoring to support all divisions in meeting these goals.
- Recommendation 14: That Toronto establish active strategies for ensuring that all communities are represented in the bodies that govern our city services. That Toronto create policies for our residents by partnering with organizations like the Maytree Foundation, which facilitate the participation of all communities.
- Recommendation 15: That the City review community consultation procedures to ensure that processes designed to gain resident input are as oriented toward the needs and practices of new communities as they are to more established ones.
- Recommendation 16: That the City broaden its partnership with the newcomer serving community to include not only settlement organizations and Local Immigration Partnerships, but also faith groups and cultural groups, in order to provide ongoing feedback on newcomer and immigrant issues.
- Recommendation 17: That programs that support City staff in partnering with settlement services be facilitated and expanded, and that they be extended to include faith groups and cultural groups interested in sustainable partnership.
- Recommendation 18: That purchasing, employment and financial processes incorporate social procurement policies that identify and facilitate opportunities to leverage municipal purchasing power to facilitate the development of our diverse work force and our multicultural business community.
- Recommendation 19: That Toronto look at its business regulation framework to identify ways to accommodate micro-business, promote economic development opportunities for new communities, and provide new entrepreneurs with the information they need to navigate our systems.
- Recommendation 20: That Toronto advocate strongly with the federal government on immigration policy and the implementation of immigration laws and practices that protect the wellbeing of Toronto residents.
- Recommendation 21: That Toronto actively communicate its advocacy efforts to the communities they are meant to support
- Recommendation 22: That Toronto, as the representative of the nation's largest community of immigrants, continue to seek as large a place as possible at policy making tables affecting immigration and settlement issues.

Appendix C: Diagram of the Administrative Structure of the City of Toronto



Administrative Structure

City Offices are highlighted if they have newcomer services or sit on a newcomer related committee



Source: City of Toronto https://www1.toronto.ca/divisions/pdf/org_chart.pdf with edits made by Jessica Praznik

