
Scarborough Newcomer Settlement Collective

Environmental Scan



Developing a Community-based, Participatory Governance Model for Newcomer Service Delivery Planning and Funding

July 2022

Completed by: Z. Ramji Associates Inc. & Peachtree Canada Wellness Inc.

Acknowledgements

The Scarborough Newcomer Settlement Collective would like to recognize the support of many collaborators in their valuable contributions to this document:

- Key Informants interviewed for this scan - for their time and for sharing valuable local knowledge
- The project's Advisory Committee - for their advice and guidance on our approaches
- Our partners at the University of Toronto Scarborough Campus - for their support in data collection

This report marks the beginning of an exploratory project to develop a community-based, participatory governance model for newcomer service delivery planning and funding.

For more information on this report and the Scarborough Newcomer Settlement Collective project, please contact Isobel Goddard via igoddard@ccscan.ca or visit our website for more information - <https://scarboroughlip.com/current-projects/snsc-project/>

Table of Contents

Executive Summary	5
1.0 Introduction	7
2. About the Process	7
3.0 Newcomers in Scarborough.....	9
3.1 Scarborough is a Predominantly Immigrant Community	10
3.2 More Sponsored Immigrants in Scarborough	11
3.3 Recent Arrivals from Syria, Afghanistan, and Ethiopia Settled in Scarborough	11
3.4 Higher Incidence of Poverty in Scarborough.....	12
3.5 Decreasing Population in Scarborough.....	13
3.6 Needs and Priorities	13
3.6.1 Employment and Economic Vulnerability	14
3.6.2. Housing.....	16
3.6.3 Health and Mental Health.....	16
3.6.4 Vulnerability of Women and Seniors	17
4.0 Agency, Institutional and Funder Landscape in Scarborough.....	18
4.1 Nonprofit and Community Organizations.....	18
4.2 Anchor Institutions	19
4.3 Funders of Services for Newcomers	20
4.3.1 Types of Services Provided & Size of Organization	20
4.3.2 Funding Received for Newcomer Services – Purposes, Amounts and Sources	21
4.4 Existing Local Networks and Decision-making Structures.....	23
4.4.1 Issue Specific Structures (Scarborough-wide)	24
4.4.2 Target Group Oriented Structures (Scarborough-Wide)	24
4.4.3 Neighborhood-based Structures	25
5.0 Community-based Funding - Key Concepts, Definitions & Lessons	25
5.1 Community.....	26
5.2 Community Connectedness.....	26
5.3 Community Participation and Engagement	27
5.4 Community-based Decision-making.....	28
5.5 Case Examples – Key Lessons.....	31
5.5.1 Communities as Designers and Decision Makers in Granting: Tamarack Institute, WES Mariam Assefa Fund (US)	31

5.5.2 Resident Led Processes: Toronto Strong Neighborhoods Strategy, City of Toronto ..	33
5.5.3 Residents as leaders, Funders and Service Providers as supports: Building Strong Neighbourhoods Strategy, United Way Greater Toronto	35
5.5.4 Citizens as Advisors and Reviewers: Ontario Trillium Foundation	37
5.5.5 Peer Review Process: Grants from The Canada Council for the Arts	38
6.0 Overall Summary & Recommendations	40
6.1 Going for Innovative and Impactful System Change Ideas	40
6.2. Breaking Down Walls Between Funders and Service Providers	40
6.3 Evidence Informed Decision-Making	40
6.3.1 Population-Based Disaggregated Data Collection, Analysis & Use	41
6.3.2 Depository of Evidence Informed Practices	41
6.3.3 Information for Assessment and Review of Applications	41
6.3.4 Promotion of Innovation	42
6.3.5 Accountability Framework	42
6.4 Community Capacity Building and Long-Term Commitment	42
SNSC References	44
Appendix A – Rapid Review of Literature: Parameters	47
Appendix B - Key Informant Interview Guides	49
Appendix C – List of Key Informants	53
Appendix D – Planning Networks or Decision-making Structures in Scarborough	54

Executive Summary

This environmental scan was undertaken to provide baseline information to inform the Scarborough Newcomer Settlement Collective (SNSC) with their goal of developing a model for community-based funding for services for newcomers in Scarborough. The key takeaways from this scan are based on a rapid review of peer-reviewed publications and grey literature, as well as key informant (KI) interviews.

Scarborough is primarily made up of an immigrant population, albeit significant numbers have resided here for many years and do not fit the definition of “newcomer” as someone having arrived in Canada within the last five years. Newcomers in Scarborough have many needs pertaining to their economic, cultural, social and political spheres of life. A holistic social determinants of health approach to addressing their needs requires cross-sectoral collaboration.

Vibrant and active local planning and coordination networks exist in various parts of Scarborough. Many of the players have been involved in community development and resident led initiatives funded by the City of Toronto and United Way Greater Toronto (UWGT) as several neighborhoods in Scarborough have been the focus of their respective Strong Neighborhoods Strategies. Lessons from these, as well as East Scarborough’s Connected Community Approach, focus on participatory and engaging processes that nurture relationships to provide the “glue” between community members or residents, nonprofit organizations, businesses, and funders, etc.

A rapid literature review and interviews with KIs with extensive experience in community participation and engagement provide insights about being focused and purpose driven when it comes to involving communities in decision-making. Given the level of diversity and vastness of Scarborough, there is a need to be thoughtful about who needs to be involved in what process and for what purpose.

Capacity building is key. Some KIs who were residents involved in community building strategies shared very positive experiences with participatory decision-making process in funding. They also exemplified the importance of building community capacity and the cultivation of resident engagement and leadership. However, other KIs cautioned that participatory decision making should not inadvertently shift or download the responsibility and accountability by funding bodies onto communities. Significant amounts of time, and investment is critical upfront and on an ongoing basis to level the playing field and address power differentials. There is a wide range of community participation approaches from advisory to decision making, and questions to be

considered, including: Who gets to select the community members? What criteria are used? How will biases in any selection and recruitment process be minimized?

Case examples of community-based decision-making about funding offer some valuable lessons including the need to closely monitor the participant, community, and field level outcomes. The scan's overall summary and recommendations focus on:

- ✓ Going for innovation and impactful system change ideas to bring about equity for newcomers
- ✓ Breaking down walls between funders and service providers to address newcomers' needs holistically
- ✓ Evidence informed decision-making that places emphasis on population-based disaggregated data collection, analysis and use; depository of evidence-informed practices; information for assessment and review of applications; promotion of innovation and accountability framework
- ✓ Community capacity building and long-term commitment is required on the part of all stakeholders.

1.0 Introduction

The Toronto East Quadrant Local Immigration Partnership (TEQ LIP) is a partnership that involves diverse service providers, stakeholders and newcomers in the planning and development of collaborative and innovative solutions to enhance newcomer settlement in Scarborough while promoting efficient and coordinated use of resources. The TEQ LIP is led by a consortium of agencies including ACCES Employment, Agincourt Community Services Association (ACSA), and Warden Woods Community Centre, with Catholic Crosscultural Services (CCS) as the lead agency and contract holder. As such, CCS provides oversight for the two-year Scarborough Newcomer Settlement Collective (SNSC) project, which is funded by Immigration, Refugee and Citizenship Canada (IRCC) through the Service Delivery Improvement Fund (SDI).

The overall aim of the SNSC is to engage with diverse stakeholders and build evidence on the viability and the potential benefits of a community-based planning approach to funding and planning settlement services. The SNSC is initiating this process by undertaking an environmental scan to provide baseline information to inform the model development.

This report documents the process and findings from the environmental scan. It includes:

- Summary of community needs, characteristics, priorities, and assets with focus on newcomer settlement in Scarborough
- Description of agency, institutional and funder landscape in Scarborough
- Description of existing local networks and decision-making structures
- Scan of promising practice models for community-based, participatory decision making on service planning and funding
- Data sources and recommendations for creating a streamlined process for evidence-informed decision-making
- Key stakeholders that need to be involved in the model development process.

2. About the Process

The environmental scan was carried out in two phases. An initial preliminary scan involved a review of key documents and interviews with members of SNSC's Advisory Committee focused on obtaining a snapshot of Scarborough – specifically, summarizing community and newcomer needs, characteristics, and priorities, describing the agency, institutional and funder landscape, and identifying existing local networks and decision-making structures. To obtain more complete

information about current funding of newcomer services in Scarborough, an online survey of TEQ LIP members and other stakeholder organizations was carried out,

The second phase involved conducting a rapid literature review (see parameters in Appendix A) with a focus on promising practice models for community-based, participatory decision making on service planning and funding. Key informant (KI) interviews in this phase focused on experiences with community engagement in Scarborough and beyond, as well as relevant data sources and recommendations for creating a streamlined process for evidence-informed decision-making and key stakeholders that need to be involved in the model development process. Appendix B contains the KI interview guides.

The consulting team consisted of two members with experiences in applied research, planning and advocacy within healthcare, social services and community development fields. The process and methodology were fine-tuned with input from CCS's designates for SNSC. Check-in meetings with CCS's designates took place at regular intervals to review progress and solicit relevant feedback (for example, identifying key documents/publications for review, input on interview questions and selection of KIs). CCS's designates were instrumental with the development and administration of the survey of the TEQ LIP's membership regarding funding for newcomer settlement services in Scarborough. Input was also sought from the SNSC's Advisory Committee at strategic points in the environmental scan process.

17 Key Informant Interviews in Total (see List of Key Informants in Appendix C)	
Survey on Current Funding of Newcomer Services 20 Respondents (Response Rate: 50%)	
31 Publications Reviewed in Total	
Peer-reviewed articles	10
Grey/community literature	21

The key findings from both phases of the scan, obtained through the multiple sources (i.e. document review, rapid literature review, key informant interviews and survey), are compiled and presented in this section in an integrated manner. They are organized under four main areas: (i) Newcomers in Scarborough; (ii) Agency, Institutional and Funder Landscape in Scarborough; (iii)

Existing Local Networks and Decision-making Structures; and (iv) Community-based Funding: Key Concepts, Definitions and Lessons. The final section provides an overall summary analysis and recommendations for likelihood of success in community-based funding.

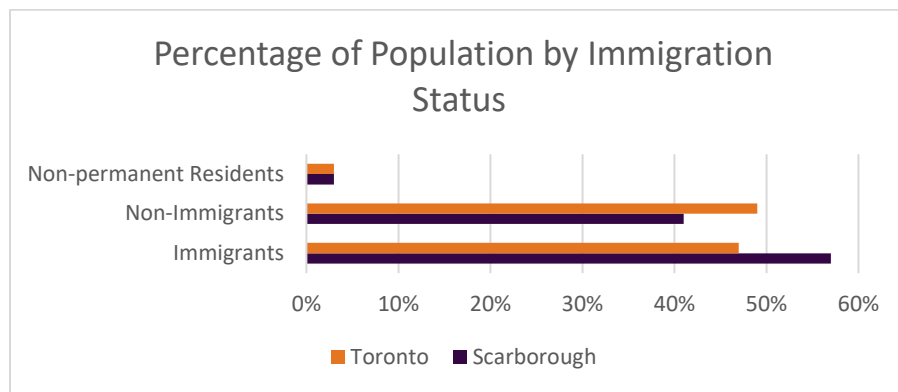
3.0 Newcomers in Scarborough

City of Toronto Neighborhood Profiles and Community Council Area Profiles provide socio-demographics data of the city by neighborhoods and community council areas based on census data. The current online data set reflects 2011 and 2016 census data (<https://www.toronto.ca/city-government/data-research-maps/neighbourhoods-communities/neighbourhood-profiles/>). Statistics Canada has started releasing 2021 census data. It is anticipated that the profiles will be updated by the city soon.

The socio-demographic dimensions included in the city's profiles are income, poverty rates, employment status, household sizes, dwelling types, languages, ethnic origin, education, and others. Data pertaining to immigrants include generation status, year, and categories of immigration, as well as place of birth. The data also provides some breakdown of the immigrant communities by year of arrival. The years of arrival are grouped every 5 years to coincide with the 5-year cycle of census data collection. With this kind of grouping, data would be easier to obtain for newcomers that arrive within the most recent five years of census cycle. Arrival in the last 5 years is also aligned with the commonly accepted definition of "newcomer" (Rural Institute of Ontario, 2017)

However, the custom profile of Scarborough created by the City of Toronto based on census data from 2016 is not disaggregated (further broken down) by race, gender, disabilities, gender identities, age, sexual orientation, or other identities, nor is the sociodemographic data disaggregated by immigration status. Without breaking down the data further, the lived realities of immigrants and newcomers, and more generally residents of the city are not fully captured. However, the data does provide a cursory understanding of Scarborough and specifically its immigrant population. The following are highlights of immigrant population according to 2016 census from the City of Toronto Community Council Area Profiles for Scarborough, unless otherwise stated.

3.1 Scarborough is a Predominantly Immigrant Community



Immigrants in Scarborough totaled at 352,653, which constituted a much higher percentage of the population (compared to the City of Toronto; 57% vs. 47%). Correspondingly, a higher percentage of the population in Scarborough than in the city overall, were of first generation, i.e., they were the first of the families to come to Canada.

It is also noteworthy that over a quarter of Scarborough's newcomer population came between 1991 to 2000. When compared with the city, a smaller percentage of the population in Scarborough came before 1981, which is the same trend noted for newcomers who arrived recently, between 2011 to 2016.

Scarborough			Toronto	
1 st Generation	371,770	59.7%	1,377,465	51.2%
2 nd Generation	165,375	26.5%	740,180	27.5%
3 rd Generation & over	85,985	18.8%	574,025	21.3%
Before 1981	67,300	19.1%	294,065	23.2%
1981-1990	49,990	14.2%	171,565	13.6%
1991-2000	91,175	25.9%	281,875	22.3%
2001-2005	51,780	14.7%	162,775	12.9%
2006-2010	48,340	13.7%	167,780	13.3%
2011-2016	44,055	12.5%	187,950	14.8%

3.2 More Sponsored Immigrants in Scarborough

In 2016, economic immigrants made up a smaller percentage of the total immigrant population in Scarborough vs. the city as a whole. Additionally, in comparison to the city, a higher percentage of immigrants in Scarborough were sponsored by families, and Scarborough also saw a slightly higher percentage of refugees.

Immigration Category	Scarborough		Toronto	
	2016	%	2016	%
Economic immigrants	122,985	42.5%	475,155	48.1%
Principal applicants	52,035	18.0%	201,860	20.4%
Secondary applicants	70,955	24.5%	273,290	27.7%
Sponsored Immigrants	106,715	36.9%	320,945	32.5%
Refugees	53,870	18.6%	176,125	17.8%
Other Immigrants	6,005	2.1%	16,105	1.6%
Immigrant Population	289,575	100.0%	988,330	100.0%

3.3 Recent Arrivals from Syria, Afghanistan, and Ethiopia Settled in Scarborough

The top four places of birth, i.e., China, Philippines, India, and Sri Lanka of all the immigrants in Scarborough mirror the top four in the city with a slight difference in order. However, there are differences in the ten places of birth amongst the more recent arrivals (2011 to 2016) between Scarborough and Toronto. Most noticeably, proportionally more newcomers from Syria, Afghanistan, and Ethiopia were settling in Scarborough.

Top Ten Places of Birth - Recent Immigrants (2011 - 2016)					
Scarborough			Toronto		
China	9,720	22.1%	Philippines	31,730	16.9%
Philippines	6,970	15.8%	China	23,200	12.3%
India	6,715	15.2%	India	20,100	10.7%
Sri Lanka	3,270	7.4%	Iran	10,930	5.8%
Bangladesh	3,070	7.0%	Pakistan	6,725	3.6%
Pakistan	1,695	3.8%	Bangladesh	5,790	3.1%
Syria	1,180	2.7%	Sri Lanka	4,350	2.3%
Afghanistan	1,005	2.3%	United States	4,015	2.1%
Jamaica	985	2.2%	Iraq	3,715	2.0%
Ethiopia	535	1.2%	Jamaica	3,525	1.9%
All Others	8,915	20.2%	All Others	73,870	39.3%
Total Recent Immigrants in Scarborough	44,060	100%	Total Recent Immigrants in Toronto	187,950	100%

3.4 Higher Incidence of Poverty in Scarborough

Based on 2015 After-Tax Low-Income Measure (LIM-AT), Scarborough had a slightly higher incidence of poverty than the city overall. The average annual household income in Scarborough in 2015 was \$78,749, versus \$102,121 for the city. Census data has also shown that generally higher and deeper incidences of poverty are experienced by racialized people, women, and people with disabilities in Ontario and Canada. The prevalence of poverty also differs within racialized communities, e.g., Bangladeshi Canadian communities have experienced higher poverty than other South Asian Canadian communities. It is therefore not surprising that given the high percentage of racialized immigrants in Scarborough, its incidence of poverty overall is higher than the city's. However, disaggregated data is required to have a better grasp of the issue of poverty experienced by the diverse immigrant and newcomer communities in Scarborough.

Low Income Households				
	Scarborough		Toronto	
Total population in private households	623,130		2,691,665	
Low income and % incidence of low income	133,635	21.4%	543,365	20.2%

3.5 Decreasing Population in Scarborough

Based on the 2021 census data released by Statistics Canada, the population in Scarborough has decreased by 0.3% while Toronto has seen an overall increase of 2.3%. Amongst the federal electoral districts, Scarborough North has seen a large decrease of 4.1%, one of the highest in the city.

Without further breakdown of data, it is not certain whether the specific decrease in population experienced by some areas in Scarborough is attributable to immigrant population or not. Further data is needed to take a deeper dive into this phenomenon.

Federal Electoral District	2016	2021	Pop'n Change	Pop'n Change (%)
Scarborough-Agincourt	105,542	104,423	-1,119	-1.1%
Scarborough Centre	112,603	113,104	501	0.4%
Scarborough-Guildwood	102,386	103,449	1,063	1.0%
Scarborough North	98,800	94,717	-4,083	-4.1%
Scarborough-Rouge Park	102,275	102,254	-21	0.0%
Scarborough Southwest	110,278	111,994	1,716	1.6%
Total for Scarborough	631,884	629,941	-1,943	-0.3%
Toronto	2,731,571	2,794,356	62,785	2.3%

3.6 Needs and Priorities

As they progress on their journey from settling down to integrating into the society, newcomers' goals and aspirations in the economic, social, cultural, spiritual and political spheres of life are not that dissimilar to those of other residents of Scarborough. The processes of settlement and integration can be long and complex whereby newcomers establish their roots and build a future for themselves and their families. Like non-newcomers, they need access to food, housing,

employment, health care, education, recreation, socialization, and spiritual support. The differences between newcomers and other community members are not in what they need but how the various systems have or have not responded to their needs. In many situations, barriers of the systems have prevented newcomers from accessing the supports and resources that they require to establish a foundation in the new country. Systemic discrimination such as racism, misogyny and other intersectional oppressions have further denied many the opportunities to participate and to succeed in social, economic, and political lives. Newcomers without status are even more vulnerable to exploitation.

In April 2020, the four Toronto Quadrant Local Immigration Partnerships (LIPs) conducted and published a needs assessment to provide a snapshot of the urgent needs of newcomers in Toronto during the COVID-19 pandemic. Through a survey of 51 organizations across the Greater Toronto Area (GTA) with 85 respondents, the report documented the needs of newcomers in many areas such as income support, employment, housing and health, etc. (Toronto InterLIP, 2020). Specifically, shelter, food security, access to affordable housing and income security were identified as critical areas that the agencies were not able to address. Even though the survey results were not specific to any region in the GTA, one can safely infer that the newcomer needs in Scarborough were similar, if not more pronounced given the higher incidence of poverty and higher percentage of newcomers, sponsored immigrants and refugees in the area. In fact, service providers and advocacy groups in Scarborough, such as Power in Community, have been lobbying through various submissions to draw public attention and government actions to tremendous community needs such as affordable housing and income security for marginalized communities including newcomers.

The following are highlights of some of the needs highlighted in the April 2020 report of the Toronto InterLIP needs assessment (Toronto InterLIP, 2020), as well as key informant interviews and other community research and reports.

3.6.1 Employment and Economic Vulnerability

Getting jobs, along with finding appropriate and affordable shelter, are the priorities of newcomers. Immediately, many encounter challenges in entering employment of their choice. As pointed out in the Toronto InterLIP survey, many newcomers are employed in sectors most vulnerable to layoffs during the pandemic such as service industry or small businesses that are considered non-essential. Many are holding part time second jobs to make ends meet. Their vulnerability is not only due to the precarious nature of the jobs but also their highly reported incidence of lack of health and safety measures such as proper personal protective equipment (PPE) in the

workplace. Many are not willing to speak up against potential violations of standards by employers for fear of losing their jobs.

The observations made by the Toronto InterLIP survey respondents clearly align with the findings of a report released by Statistics Canada in October 2020 on the impacts of COVID-19 on immigrants and people designated as visible minorities. The key findings were summarized as follows:

- Immigrants are disproportionately represented in jobs with greater exposure to COVID-19 – 34% of front-line/essential service workers identify as visible minorities (compared with 21% in other sectors).
- Visible minorities are also more likely to work in industries worst affected by the pandemic, such as food and accommodation services – compounding health and economic risks.
- Impact of COVID-19 on immigrants' employment could reverse gains made in recent years to close the gap.
- Immigrants and visible minorities are more likely to report facing harassment, attacks, and stigma.

One of the key informants noted a changing profile of recent newcomers and their aspirations for employment in Canada. More of them are interested in pursuing entrepreneurial opportunities to establish their own businesses. However, traditional employment services such as facilitating job search and preparing resumes do not help in their pursuit. Networks, supports and resources are lacking to assist and provide guidance to newcomer entrepreneurs in navigating the business world. They also encounter challenges in establishing credit with financial institutions.

Employment precarity of newcomers deepens income and food insecurity of newcomers as observed by the respondents to the Toronto InterLIP survey. Newcomers from racialized communities already experienced higher rates of poverty as pointed out by advocacy groups such as Colour of Poverty - Colour of Change (2019), and the pandemic has further entrenched the disparities.

The vulnerability of newcomers without status is particularly noted in the Toronto InterLIP survey as their employment opportunities, while already extremely limited, were significantly reduced during the pandemic. Additionally, they were not eligible for any government financial support.

3.6.2. Housing

Finding affordable housing is another major challenge for newcomers. According to the CMHC rental market reports (as pointed out in the Submission to Support HousingTO 2020-2030 Housing Action Plan by Power in Community), only 13% of private rental units in the city are found in Scarborough, there is simply a lack of housing, particularly affordable housing. Even for those who own a house, 29.5% of all households in Scarborough are spending more than 30% of household income on shelter costs versus 27.4% in the city overall (PIC, 2019). References and credit checks are commonly required by private landlords, being new to the country means that newcomers have difficulty in producing references and meeting credit requirements to gain initial access to housing.

In the same submission to HousingTO 2020-2030, Power in Community (2019) specifically highlighted the need for specialized housing, information, and services for newcomers and seniors from diverse cultural communities. It pointed out newcomers are one of the groups that rely a lot on rooming houses to provide affordable housing options and therefore called for legalization of rooming houses in Scarborough. Without the protection of the laws, newcomer tenants face unsafe housing conditions and are susceptible to uncontrolled rent increase and eviction.

The vulnerability of newcomers to eviction was echoed by the respondents to the Toronto InterLIP survey. They encounter landlords that harbor unfounded or even discriminatory beliefs or perceptions. As noted in the InterLIP survey (Toronto InterLIP, 2020), some landlords during the pandemic especially, have been leery in renting out to newcomers due to unfounded fear that they carry the COVID-19 virus. At least one case of eviction of a health care worker by a landlord due to fear of the virus was reported in the survey.

According to the same survey conducted by the Toronto InterLIP, newcomers are often living in overcrowded housing. As well, non-status newcomers are particularly vulnerable when it comes to housing needs (Toronto InterLIP, 2020).

3.6.3 Health and Mental Health

Settling in a new country is a very stressful process. The barriers that newcomers encounter to establish their new lives put additional toll on their physical and mental health. But the health care system is not always accessible and responsive to their needs. As pointed out in the Toronto InterLIP survey, the three-month waiting period for OHIP denies newcomers access to health care except for community health centres that may not be in their neighborhood. Even when providers

were mandated to provide care during the pandemic regardless of OHIP status, some providers did not follow provincial directives as noted by the respondents to InterLIP survey. Regardless of OHIP eligibility, InterLIP survey respondents suggested that linguistically and culturally appropriate services are not always assured for newcomers. Further, anxiety and fear due to COVID suggested by the respondents has hindered newcomers from accessing cancer care and care for chronic diseases. When newcomers' access to cancer care screening and chronic disease management has been compromised to begin with by a primary care system that is not responsive to their needs, their reluctance to seek care will have long term negative health effects. Such inequities e.g. inaccessibility to cancer screening by newcomer women has drawn attention of community health centres that are catered to providing and promoting culturally responsive care to newcomers (Access Alliance MHCS, 2018).

Because of the stigma of mental health and in spite of the aggravated mental health stress during the pandemic due to job precarity, income insecurity, isolation, lack of spiritual connections and social network, newcomers, as pointed out in the Toronto InterLIP survey, are even less likely to seek help. Additional mental health support for newcomers was needed before the pandemic. The survey also observed that service providers are not equipped with training and knowledge to identify and address mental health needs of newcomers.

3.6.4 Vulnerability of Women and Seniors

As seen in the data, a large percentage of immigrants in Scarborough are sponsored by families. It is likely they are parents or spouses of immigrants and are women. Gender-based violence against immigrant, refugee and non-status women has been well documented by numerous service providers (Toronto InterLIP, 2020) and advocacy groups. Yet, it remains an issue not addressed well by policy makers, service providers and the law enforcement and justice systems.

Newcomer seniors, especially those who do not speak English are reliant on family members for daily activities. Their isolation has been exacerbated by the pandemic and their need for appropriate and responsive community care was identified by many providers including the respondents to the survey by LIP (Toronto InterLIP, 2020).

In summary, the scan of key documents as well as interviews with KIs in this process echo how needs and issues have been summarized in other initiatives, including the IRCC commissioned *Report on Community Based Funding in Settlement Sector* (ParraigGroup, 2020). Interviewees in that process also identified settlement needs and issues faced by newcomers such as integration and a welcoming community, for which a wide variety of services and supports are

needed (ParraigGroup, 2020). There is concern voiced regarding service gaps for newcomers who are “not IRCC eligible” and the need to focus on both assets and needs of newcomers (ParraigGroup, 2020).

4.0 Agency, Institutional and Funder Landscape in Scarborough

Scarborough has a wide array of community organizations, nonprofit agencies and anchor institutions financed through different levels of public or government funding, foundations or philanthropic entities and private resources. This section provides an overview of the information gathered through online research, key informant interviews and a survey of the TEQ LIP membership. It is important to note that the aim was not to generate a directory or comprehensive list of organizations but to identify the commonly cited entities.

4.1 Nonprofit and Community Organizations

When inquiring about the key stakeholders, most KIs knowledgeable about Scarborough highlight the existing planning networks and coordinating or decision-making structures that exist for specific purposes and which are described in section 4.4.

Given that the focus of the SNSC is on newcomer settlement in Scarborough, the TEQ LIP (<https://scarboroughlip.com/about-us/project-structure/>) and its robust structure and membership of over 30 organizations on its Partnership Council as well as the wide range of stakeholders involved with its four Action Groups, is the natural place to look for key stakeholders for the SNSC.

KIs emphasize that newcomers’ needs must be viewed using a holistic lens and that organizations or groups external to the settlement sector should be mobilized depending on the issue and purpose. Becoming economically active through entering the job market or skills training and education, establishing connections with their ethnocultural and/or faith communities, developing diverse social networks, adapting to various aspects of a new lifestyle and becoming civically engaged, are just some examples of newcomers’ many needs that necessitate inter-sectoral collaboration.

Other commonly cited structures to examine closely for key stakeholders included the UWGT/City of Toronto led North and South Clusters, the four Hubs and SCAN. The 211.ca (www.211.ca) is named as another data source that can identify groups who might not be at other tables. Similarly, the recent Shape My City (<https://www.shapemycity.com/>) initiative to map community

development or grassroots organizing and mutual aid activities is also suggested as a potentially valuable resource.

4.2 Anchor Institutions

Increasingly there is an interest in the role of anchor institutions in the field of community wealth-building. The Mowat Centre and Atkinson Foundation are collaborating on an initiative to challenge Ontarians' thinking about prosperity in the province (Dragicevic, N, 2015), through a focus on “anchors” in communities. Anchor institutions and an anchor mission are defined as follows:

Anchor institutions are large public or nonprofit organizations – such as hospitals, universities, or municipal governments – that are rooted in community. An anchor mission is the process of deliberately deploying the institution's long-term, place-based economic power to strengthen a local community, especially neighborhoods where people facing historic and other barriers to economic opportunity live. (Dragicevic, N, 2015)

The Eastern GTA Anchor Institutions Network was established to achieve the above mission. This network is based in Scarborough that includes senior management representatives from Scarborough Health Network (acute care), Toronto Zoo, Rouge Park, and educational institutions such as Centennial College and University of Toronto Scarborough Campus. By working together, the anchor institutions will be able to generate more positive social impact.

Anchor institutions are among a region's biggest employers and purchasers of goods and services. Anchors also tend to have significant fixed assets, endowments and real estate holdings that can be used to drive economic development (Dragicevic, N., 2015). With a deliberate anchor mission, they consciously link institutional objectives to the health and wellbeing of surrounding communities. They have the influence to create decent work and share their prosperity, for example, by negotiating Community Benefits Agreements (The Toronto Community Benefits Network, 2016) with developers and officials responsible for public infrastructure projects. They can work on better procurement strategies, workforce development hubs, and collaborations with organizations that engage, train and support workers in low-income communities. They can mount “buy local” campaigns and promoting worker-owned businesses and co-ops, etc.

It is recognized that community wealth-building and the role of anchors is not necessarily new thinking (Dragicevic, N., 2015) but can be highly relevant and beneficial for newcomers for those who, upon arrival here, may find themselves significantly lacking in social connections and networks to help identify opportunities.

4.3 Funders of Services for Newcomers

In order to identify funding bodies from different levels of government as well as foundations that support and fund newcomer services in Scarborough, an online survey was sent to TEQ LIP members and other stakeholder organizations requesting information of funding being received for services for newcomers and the major sources. Based on a 50% response rate, the following information is summarized from what has been shared by the 20 organizations who completed the survey. This information has its limitations; it is a snapshot of the current funding received by the respondents. In addition, the data is only reflective of a relatively small number of organizations. It will be important for SNSC to develop strategies to update this information as it progresses through the planning process.

4.3.1 Types of Services Provided & Size of Organization

The majority of the respondents are multi-service organizations providing a range of services. A large percentage of the respondents indicate that they have a focus on employment, settlement, mental health, language training, food security, and/or children and youth services.

Types of Services Provided	% Respondents
Employment	45
Children & Youth	40
Mental Health	40
Settlement	40
Food Security	35
Language	35
Education	30
Housing	30
Community Development	20
Health	20
Legal	15
Francophone	10
Government (e.g. Public Health, Public Library, etc.)	5
Seniors/Recreation	5

Advocacy	5
Refugee Sponsorship Program	5

The size of the responding organizations was based on the number of staff or full-time equivalents (FTEs) they have. 55% percent of the respondents have more than 100 FTEs on staff; 20% of which have more than 350 employees.

Size of Organization (# FTEs)	% Respondents
< 10	5
11-25	10
26-50	10
51-100	20
101-200	30
201-350	5
350+	20

4.3.2 Funding Received for Newcomer Services – Purposes, Amounts and Sources

The survey questions inquired about the approximate amount of funding received in the fiscal year 2021-2022, for services for newcomers in Scarborough and the specific purpose or programming. Some respondents indicated that they could not disclose the funding amounts or did not have access to that information. As summarized below and not surprisingly, the main purpose of the funding disclosed is for language training, settlement and employment services.

While there is a significant emphasis on providing services in the areas of mental health and food security, this does not seem to be reflected in the responses received.

Funding Purpose	Range (\$)	Sources
Settlement Services	\$30,000 - > 4,000,000	IRCC; Ministry of Education; Ministry of Colleges & Universities; United Way
Language Training	\$150,000 - > \$2,000,000	IRCC; Ministry of Citizenship & Immigration;
Education	\$200,000 - 800,000	IRCC; Ministry of Education
Health/Mental Health	\$130,000 - 157,000	Ministry of Health and Long-Term Care; IRCC

Funding Purpose	Range (\$)	Sources
Food Security	\$150,000	Trillium Foundation, United Way, Daily Bread Food Bank
Employment	\$1,000,000	Employment Ontario

Most of the respondents indicated they have experience with IRCC as a funder. Amongst the various provincial government sources, it appears that there is the least experience in accessing the Ministry of Health and Long-Term Care for funding. Also, while 45% of the organizations shared that they provide employment-related services, there were limited responses about funding received from Employment Ontario.

Survey respondents were asked about questions/concerns they had related to funding of services for newcomers. Most respondents provided comments. The list below highlights that there is much interest in knowing more about funders' priorities with respect to services for newcomers.

The emphasis on mental health needs of newcomers emerges again, as well as the mental health of settlement service staff. It is apparent that some respondents are seeking more information on what supports are available for newcomers in Scarborough, including language and cultural interpretation services. There is anticipation about a potential increase of Francophone newcomers in Scarborough, as well as interest in learning about newcomer supports and services that may be provided informally by faith groups and grassroots communities.

Question: With respect to funding for newcomer services, what would you like to learn more about?

Seeking information on funding:

- *What funding is available to support newcomers and refugees*
- *What other foundation funding is available to support newcomers*
- *To learn more on how foundation funding can help to pilot any initiatives to support or enhance the newcomer services to address emerging needs*
- *Funding sources and opportunities for collaboration*
- *Funders and their priorities*
- *Funding programming needs*
- *Ministry of Health and Long-Term Care Ontario*

Seeking information on service provision & service needs:

Question: With respect to funding for newcomer services, what would you like to learn more about?

- *What services are delivered by what agencies in Scarborough (e.g. an online directory)*
- *It would be helpful to learn about the community services and agencies offering services to newcomers, as we would be able to direct patients looking to learn more about these services to the appropriate agencies.*
- *I'd want to learn more about what services are currently being funded for Scarborough residents (Newcomers)*
- *I'd be interested in finding out how many org's (churches, grassroots org's) are doing settlement work in the community.*
- *We would like to specifically track francophone newcomers and see the needs that they have. Are there sufficient services for them near their residence in Scarborough?*

Service provision & needs identified:

- *We need funding for providing Mental Health services to newcomers and settlement staff*
- *Education, housing, employment, mental health*
- *We have seen a growth of newcomer families choosing Scarborough as place of residence. Our schools have seen tremendous growth. We need to anticipate that there will be an influx of francophone arrivals in the near future.*
- *Interpretation and translation are always key for newcomers to receive services, but it's not easily accessible. My agency relies on volunteers, but it's not sustainable.*

4.4 Existing Local Networks and Decision-making Structures

Information about various planning networks and structures currently in existence in Scarborough was gathered primarily through KIs and members of the Advisory Committee, with follow-up online research. Some of the networks and structures are Scarborough-wide and focused on a specific issue (e.g., pandemic-related supports/ coordination, addressing poverty, advocating for affordable housing, promoting civic action, integrating healthcare services), while others are oriented towards the needs of specific target groups (e.g., newcomers, children and family).

Given the vast geography and the diversity of communities in Scarborough, a neighborhood-based approach to planning networks or coordinating structures has been encouraged by funders such as the City of Toronto and United Way of Greater Toronto.

While this environmental scan has not been exhaustive, the list of networks and structures below were commonly cited by key informants.

4.4.1 Issue Specific Structures (Scarborough-wide)

- **Eastern GTA Anchor Institutions:** A network of large public and nonprofit organizations with the mission to engage in a process of deliberately deploying the collective institution's long-term, place-based economic power to strengthen a local community, especially neighborhoods where people facing historic and other barriers to economic opportunity live.
- **North & South Clusters:** As part of the Community Coordination Plan, convened by United Way Greater Toronto and the City of Toronto in response to the COVID-19 pandemic, these clusters are made up of individuals from agencies, local government, community groups and other organizations to come together to rapidly identify local issues, troubleshoot, and respond in a cohesive way.
- **Power in Community: Fighting for Affordable Homes:** A coalition of Scarborough residents, low- and moderate-income tenants and housing advocates that advocate for an affordable housing plan.
- **Scarborough Civic Action Network (SCAN):** A non-partisan, community-driven network that aims to support civic engagement to address inequities and mobilize a civic voice for Scarborough.
- **Scarborough Ontario Health Team:** A network of over thirty partner organizations with a history of providing health and community services across the continuum of care, working together with the Scarborough Family Physicians Network of primary care physicians to help co-design practical solutions to providing care.
- **Voices of Scarborough:** A coalition that aims to amplify the voices that need to be heard to make real change in the community to fight, for example, against poverty and to advocate for those who are not able to access adequate legal services.

4.4.2 Target Group Oriented Structures (Scarborough-Wide)

- **TEQ LIP (Toronto East Quadrant Local Immigration Partnership):** Funded by Immigrants, Refugees, Citizenship Canada (IRCC) to support the development of local partnerships and service coordination for the needs of newcomers.
- **Toronto Child and Family Network:** Bringing together the many systems and leaders that affect the lives of children and their families, the network engages in cross-system

integration and collective impact work that aims to improve the shared child and family outcomes.

4.4.3 Neighborhood-based Structures

- **Community Hubs (Dorset Park; Victoria Park; Mid-Scarborough; Access Point):** The Hub is a key element in United Way Toronto's Building Strong Neighbourhoods Strategy — an initiative that creates accessible community space and brings together community health and social services in neighborhoods across Toronto.
- **Golden Mile Impact Network:** The Golden Mile Impact Network has been developing a Community Benefits Framework to build a proactive response to the redevelopment of the Golden Mile. The Golden Mile Community Benefits Framework is a community-informed response to the anticipated large-scale, transit-oriented development precipitated by the construction of the Eglinton Crosstown Light Rail Transit (LRT).
- **Woburn Local Planning Table:** As part of the City of Toronto Strong Neighbourhoods Strategies, (TSNS 2020) Neighborhood Planning Tables (NPTs) were the platform that the city launched for a community-led and managed process to identify and develop action plan to address local needs and concerns. Woburn Local Planning Table continues currently, led by community members.

Many of these networks or structures, especially those that are neighborhood-based, include residents. These residents may or may not be newcomers or even immigrants or refugees who have been settled for some time. However, given the overall make-up of Scarborough's population, many of the residents who are engaged are said to be immigrants and refugees and/or from racialized communities. The TEQ LIP is the only structure that specifically involves newcomer residents of Scarborough within its structure, both integrated within the governance and action groups, and as part of their own group, the Newcomer Council. The residents' degree and type of involvement varies in the different networks and structures found in Scarborough. Appendix D contains a brief description of each of these planning networks or structures including their purposes

5.0 Community-based Funding - Key Concepts, Definitions & Lessons

Before looking at specific models or approaches to community-based funding, this section reviews some key concepts and definitions. Notions of community, community connectedness,

community participation and engagement and participatory decision-making for service planning and funding are discussed next. This is based on information gathered from the rapid review of literature and KI interviews.

5.1 Community

“Community” is the focus of a growing body of research. While its meaning is complex and layered, Chavis & Lee (2015) emphasize that community is primarily about people; it is both a feeling and a set of relationships among people. Based on their multiple social identities and locations, people are “part of” or “live in” various communities simultaneously. Neighborhoods, schools, places of worship, etc. are not communities; they are simply the context or environment within which people come together to meet common needs and form “community”. It is erroneous to assume that people from a given community all “speak with one voice”; however, they may have shared values and a shared history – such as a history involving processes of marginalization (Poland et. al, 2021). Chavis and Lee (2015) state that “members of a community have a sense of trust, belonging, safety, and caring for each other. They have an individual and collective sense that they can, as part of that community, influence their environments and each other” (Chavis & Lee, 2015).

5.2 Community Connectedness

The sense of community is what can be lacking or under threat; it can especially be worsened for people living with low-income through gentrification of urban neighborhoods, resulting in displacement (Matsouka, 2017) and subsequent “disconnectedness” (CCA). Today, “social capital” is acknowledged as one of the key social determinants of health; loneliness and social isolation are increasingly recognized as serious problems affecting individuals’ and even entire communities’ health and well-being (Ontario MOHLTC, 2017).

Ontario’s Chief Medical Officer of Health’s Annual Report from 2017 has the theme of “connected communities: healthier together”. There is specific mention of how newcomers can be at greater risk for emotional and mental challenges as they may not have sufficient social support networks and connections. While made in the context of Ontario’s rural communities, recommendations of connecting newcomers to neighbors and for integration of newcomers into communities (Ontario MOHLTC, 2017) are of relevance right across the province, including in Scarborough. The MOH argues how helping people and communities (re)connect is everyone’s business and the Connected Community Approach is promoted as a proven way to have individuals, organizations

and businesses, communities, and all levels of government to work together, from the ground up (Ontario MOHLTC, 2017).

During the COVID-19 pandemic, a research study explored how six Toronto communities coped at the grassroots level (Morgan, 2021). The study found that “communities where the social infrastructure was already in place, grassroots efforts were more supported, connected, and resourced” (Morgan, 2021, p. 104) – in other words, they reflected the vision and met the criteria of a “connected community”. The interviewees in this study perceived that:

...the formalized, top-down responses to the pandemic from the city and service organizations faced many challenges trying to provide food and mental health support services to those in need in a timely way. Grassroot groups and leaders had to step in to fill the gaps (Morgan, 2021, p. 104)

CCA attributes its success of community building to its purpose driven ecosystem work which glues diverse community members together.

5.3 Community Participation and Engagement

Participatory approaches to involve communities are not new; they have been central to the fields of community development and community organizing. With its roots in underserved, or marginalized communities, Arnstein (2019) argues that traditionally the types of community participation (or “non-participation”) can be thought of in the form of a “ladder with eight rungs” to illustrate gradation – ranging from the bottom rungs of “manipulation and therapy” where the intent is to “educate or cure” the participants – to the topmost rungs of “delegated power and citizen control” where the community has the power to “make decisions and manage the process”. Fundamentally, when the purpose or specific objectives and the “rules” of decision-making are not clear, communities can feel “set-up” and misled (Arnstein, 2019). Processes can become frustrating for those without power, leading to mistrust and demoralization (Arnstein, 2019).

Community “engagement” is increasingly the language used by government and policy-making bodies. It is said to be an active form of participation to provide government decision makers and policy developers with the ability to enhance services to the community through improved communication and interaction (McCabe, 2006). Like Arnstein (2019), McCabe (2006) proposes that instead of community being limited to a “group or place of interest”, it can be reconceptualized as “governance” with actual ownership and responsibility for community engagement programs transferred to the community (e.g. to the Community Backbone Organization, CBO, in the context of the CCA). Such circumstances create higher levels of participation, interaction and enthusiasm

which are all essential in not just effective engagement but also what was discussed earlier as “connected community” (McCabe, 2006; CCA).

Gibson (2017) points out that the difference in today’s context is that a broader range of organizations and institutions from diverse public and private sectors are involving their stakeholder communities in giving them direction. This trend is driven by a changing global social context with various movements on the rise, making traditional closed-door and top-down approaches unacceptable (Gibson, 2017) and new approaches harnessing the younger generations’ attitudes towards social change, as well as the increased recognition for the need for diverse voices required to solve the complex problems of today (Gibson, 2017).

The foundational principles for authentic community participatory or engagement processes are:

- Involvement of people with the “lived reality” and most affected by an issue/problem
- Two-way or multi-directional communication, rather than didactic approaches that inform or “educate” people with no venue for their active engagement
- Equitable participation of diverse people, voices, ideas, and information
- Community organizations and government should work with—rather than for—the community
- Experts and professionals should not drive problem solving or decision making but are partners
- Transparency—about decision-making processes, who is involved, what decisions are made, and how they will be implemented (Gibson, 2017)

5.4 Community-based Decision-making

Gibson (2017) proposes a framework for community involvement with four clear purposes: Informing, Consulting, Involving and Deciding. Depending on what the goal or intention is for getting the community to participate, thoughtful selection of who is involved and clear communication of the parameters and responsibility for decisions and implementation is key. For community organizations to stay relevant, engaging their existing and potential clients and communities for purposes of understanding emerging issues and trends, assessing the appropriateness of programs, identifying unmet needs, and developing future priorities, is now a common and accepted practice.

At a community system or network level, joint planning amongst organizations to coordinate and integrate services is increasingly widespread within and across sectors. Such joint planning

processes are valued by funders as demonstrated by their commitment to funding resources for network's activities and/or dedicating their own staff. Examples of joint service planning and collaboration include:

- The City of Toronto and United Way Greater Toronto's (UWGT) clusters - established to address community/resident needs resulting from the pandemic as part of their Community Coordination Plan,
- Toronto's Strong Neighborhoods Strategy (City of Toronto, 2020)
- Building Stronger Neighbourhoods Strategies (UWGT),
- Connected Community Approach developed in East Scarborough by C3 & East Scarborough Storefront, and,
- Local Immigration Partnerships (LIPs) - funded by IRCC in communities across Canada also create a place for all local service providers, voluntary organizations, employers, governments, and others, to coordinate their efforts and develop a strategy for improving immigrant and refugee settlement in their communities (ParraigGroup, 2020).

The extent and way community members are engaged in such joint planning varies. Some have invited community members to be part of the decision-making structures and other have them involved on advisory committees to give input and/or make recommendations to the decision-makers. KIs interviewed for this scan concur with Gibson's framework (2019) and stress the importance of purposeful involvement of community members; that participation in decision-making should be thought of as a "process" and not limited to those "who are at the table".

For example, like Gibson's framework, KIs with experience using the Connected Community Approach recognize the different resources and capacities of communities to allow different levels of participation in decision-making. Classified as light, medium, and heavy touches, community members can participate in different levels of work of the Community Backbone Organizations as they wish. For example, those who choose to participate at a more cursory level can join the "Brain Trust". A higher level of engagement is found in committee and working groups. Others can devote more time and energy to sit on its Steering Committee. The Steering Committee tries to work towards consensus. If not achievable, 80% of majority votes will make decisions. Not forcing resolutions is seen to be one of its greatest assets. This type of differentiation in levels of involvement is also aligned with some planning networks' structures where three levels of membership e.g. participants, supporters and stewards – allow for varying degrees of participation in decision-making (JE Consulting, 2019) and can also be seen in less formalized ways in some

of this scan's key examples, including the Action for Neighbourhood Change initiatives as part of UWGT's Building Strong Neighbourhoods Strategy.

Decision-making for purposes of allocation of resources or community-based funding is generally "a community governance structure comprising of local stakeholders, who coordinate funding and service delivery at a local level to better respond to local community needs while avoiding gaps and duplications in funding coordination and service delivery" (ParraigGroup, 2020). Increasingly funders and policy makers are looking to communities to become more involved in community-based decisions, including funding for service delivery, with the view that will result in greater community capacity and resilience – perhaps with the aim of supporting themselves better so there is less pressure on public services (RSA, 2015; ParraigGroup, 2020).

However, to achieve such an outcome requires long-term commitment from funders with adequate resources to facilitate deliberate processes which are specific to the local context, but whose results will likely be unpredictable and non-linear (RSA, 2015). For the community to be truly resilient, there is a burden of responsibility on the funders' formal systems to adapt to local contexts (Poland, 2021). The lines of power separating government and community would have to be dissolved or at least blurred (McCabe, 2006). The flexibility and openness required from funders who are typically fixated on set notions of "accountability" is no doubt a significant issue (ParraigGroup, 2020).

In their research of community-based funding models and processes, ParraigGroup (2020) note the following as best practices: stable core funding; flexible long-term funding; collaborative frameworks; strategic planning; cooperation and partnerships. With respect to potential challenges regarding community-based funding practices, the following were the major themes relevant to the settlement sector in Canada: funding amounts, timelines, flexibility, and negotiating between IRCC funding parameters and community expectations; challenges with engagement, cooperation and collaboration at various levels; competition; fragmentation of services; excessive accountability rules; performance measurement challenges; and insufficient capacity (ParraigGroup, 2020).

Finally, Gibson (2017) stresses the importance of measuring the impact of community participation in community-based funding processes and suggests metrics for Participation Level; Quality of Engagement Experience; Actions Taken; Participant Outcomes; Community Outcomes and Field Outcomes. While the context of her work is participatory grantmaking in the philanthropy sector, this evaluative orientation is equally relevant in other environments.

5.5 Case Examples – Key Lessons

Community-based participatory initiatives are not new. Examples of Scarborough community connecting, planning, advocating, and taking actions were shared by KIs from which lessons can be drawn to inform community-based governance for funding and service delivery planning.

Different models of community participatory decision-making process in funding have been applied in Ontario and at the federal level. Communities' involvement in the granting process ranges from advisory to decision making capacity. These models all involve one single funder. Some involve members of communities that are targeted for funding, others are from the general population. One model identified involves the design of a funding program, another one engages community members in determining service priorities. One model utilizes a peer review process engaging people from the same sector. A description and key lessons have been provided for each example.

5.5.1 Communities as Designers and Decision Makers in Granting: Tamarack Institute, WES Mariam Assefa Fund (US)

As a learning centre with effective applications for community change and to end poverty, Tamarack Institute (Tamarack) collaborated with WES Mariam Assefa Fund, (WES MAF) a US based foundation to undertake a community participatory granting program in Ontario. Peel Newcomer Strategy Group (PNSG) was successful in its proposal to Tamarack and WES MAF that the community participatory granting program should take place in Peel Region. The case was made for supporting greater economic opportunities for immigrants and refugees in Peel Region, ensuring their ability to thrive.

Tamarack Institute was tasked with administering a grant of \$600,000 in Peel Region. It decided to adopt a community participatory grant making process to give the power of decisions of granting to a panel of residents in Peel. Half of the membership of the panel were refugees and immigrants with lived experience. The other were experts in the employment sector. Panel members were recruited through an open call process with extensive outreach to local, grassroots organizations, networks, government, and others. Applicants to the panel were selected with the assistance of the PNSG since they were the most knowledgeable about the communities in Peel Region. A 12-member panel was selected to ensure that attention is paid to balanced representation of diverse immigration status and identities of immigrant and refugee communities.

The panel went through an intensive capacity building process to co-design the funding program including its foci, priorities, eligibility, structure, and selection criteria. It reviewed all the

applications and made the decisions on grantees and grant size. As a result, funding was allocated to six projects in two streams: individual organization projects and collaborative projects. Two collaborative projects and four organizations received funding at the end. Panel members received compensation based on a living hourly wage. While the panel started with 12 members, three of them resigned due to interest in pursuing the funding opportunities. Nine members stayed and deliberated the decisions. The involvement of the panel ended after the granting decisions were made.

Tamarack played the role of building the capacity of the panel and facilitating the engagement of the members throughout the process. It also acted on behalf of the funder to ensure that due diligence was followed in the application process. It was also responsible in following up with and monitoring of grantees to ensure compliance with funding conditions.

Key Lessons:

No evaluation has been done yet of the whole process. However, Tamarack did build in evaluation from the initiation of the process. Panel members were asked to provide feedback on after each planning session about the facilitation and whether they felt that their voices were heard and incorporated into the decisions.

According to Tamarack, it is important to devote sufficient time and resources to build capacity of the panel to ensure that they were fully engaged throughout the decision-making process. Through this intensive building, co-designing and review process, panel members developed high level of trust in each other and confidence in the process. Therefore, even though their mandate had ended, some panel members expressed interest in continued engagement, if possible, in the program. Tamarack is developing strategies to respond to their requests and identify ways for them to engage in other related activities at their institute.

It was noted that the community participatory process has probably led to a funding program that differed from traditional top-down approaches used by funders. The grant program called for proposals to provide wrap around and integrated mental health and employment services to immigrants/refugees. These kind of wrap around services are usually not found in funding programs because of the separation of health and social services. Having the voices of people with lived experiences at the table helped inform and prioritize an integrated approach to services.

Panel members had designed the grant program such that they were hoping to encourage innovative projects and proposals from potential applicants. However, the outcome of the call for

proposals for integrated mental health and employment services was somewhat disappointing for the panel members. The panel members assessment at the end was that the proposals, while good, did not steer too far from the traditional delivery models. One of the reasons for this phenomenon could be that organizations were not often “encouraged” by traditional funders to take too many risks, hence chose to stick to a more cautious approach.

5.5.2 Resident Led Processes: Toronto Strong Neighborhoods Strategy, City of Toronto

In 2005, City of Toronto identified 13 Priority Neighborhoods as part of the Toronto Strong Neighborhoods Strategy. In 2011, residents, businesses, and agencies from across Toronto helped review the Strategy and suggested ways to improve it. The Toronto Strong Neighborhoods Strategy (TSNS) 2020, which identified 31 Neighbourhood Improvement Areas across Toronto and was launched in 2015. The Strategy encompassed five areas: Neighborhood Planning Tables, Neighborhood Action Grants, Legacy Fund, Neighborhood Advisory Committees, and Local Champions Program. The Neighborhood Planning Tables and Neighborhood Action Grants are two areas that involved participation of community members in funding decisions.

Neighborhood Planning Tables (NPTs) were the platform that the city launched for a community-led and managed process to identify and develop action plans to address local needs and concerns. Community Development Officers (CDOs) of the city were assigned to one or two priority neighborhoods to facilitate the community development and engagement processes. Through extensive outreach to residents’ associations, service agencies, public places (libraries, community centres), community events and promotional activities (postering etc.), a group of residents was convened to form the NPTs. These tables varied in size and structure across the city. Some also re-organized into smaller working groups.

Only the Chairpersons of the NPTs and those that provided support such as minute-taking were compensated. Transit tokens and dinners were provided as meetings were often held in the evenings. Other ways to support the members or to compensate them was through the availability of free professional development workshops and courses such as First Aid Certificate training.

Typically, each NPT created an action plan that reflected each of the Neighborhood Improvement Areas’ (NIA) priority issues identified by residents and other stakeholders. The action plan was categorized by five domains of wellbeing that were central to the TSNS 2020 (City of Toronto, 2020), and tracked and updated regularly to address changing needs. The five domains of

wellbeing included: Economic Opportunities, Healthy Lives, Participation in Civic Decision-Making, Social Development and Physical Surroundings

Residents, local agencies, and other stakeholders provided input to ensure actions were prioritized according to the need of the community, and to identify the resources needed to complete the actions. To help facilitate implementation of actions, NPTs had complete control over Neighborhood Action Grants provided by the city. Planning tables determined how the fund was to be used i.e. for what and to whom. They were responsible for developing the criteria for funding and the distribution. Some established review committees to oversee the process. The NPTs typically issued the call for proposal, reviewed applications and decided on the recipients and the amount of funds for each. Some tables had chosen to allocate the whole amount towards one project, others divided them up evenly amongst applicants.

The COVID-19 pandemic brought an end to all the activities of the TSNS 2020. The emergency response to address the impact of the pandemic on particularly hard-hit neighborhoods was the priority of the city. With collaboration from United Way Greater Toronto (UWGT), the city developed a Community Coordination Plan (CCP) forming 10 clusters across the city that were neighborhood/geographic based, as well as one city-wide cluster focusing on newcomers, specifically, migrant workers, refugees and non-status and another population-focused group referred to as the Black Resilience cluster. There are two clusters in Scarborough: north and south. Cluster membership includes service providers, City of Toronto, and UWGT staff. The main goal of the clusters was to coordinate services during the pandemic to ensure that services were not interrupted, particularly for those most vulnerable such as homeless, immigrants and refugees and those without status.

Key Lessons:

Because of the pandemic, the city has shifted from a resident led and managed process to an organization led and managed process in community engagement. Evaluations are to be released from the city regarding the lessons learned from the TSNS, specifically the NPTs. However, it is evident that when the CDOs' support was withdrawn due to the pandemic-driven lockdown, the NPTs did not sustain. It seemed to suggest that there might be an over-reliance of the NPTs on the CDO support. There were only a few places, for example the Woburn neighborhood, where residents and volunteers have maintained capacity to keep the local planning tables active.

Currently, the city has engaged the Social Planning Council of Toronto to revisit the TSNS. A 16-person community advisory committee has been formed to help review and develop a community engagement strategy that has lesser reliance on CDOs.

5.5.3 Residents as leaders, Funders and Service Providers as supports: Building Strong Neighbourhoods Strategy, United Way Greater Toronto

For over 15 years, UWGT's Building Strong Neighborhoods Strategy (BSNS) was developed to achieve 2 objectives:

1. To bring services to underserved neighborhoods by co-locating services which operated under co-developed and shared principles
2. To develop the existing capacity of community to ensure enduring infrastructure to support community needs beyond the timeline of the strategy.

To achieve these, a series of community Hubs (4), and Action for Neighbourhood Change (ANC) projects (7 in total, 4 of which were integrated within the Hubs) were established in collaboration with a series of lead agencies. The Hubs and ANCs were to be an innovative way of building stronger neighborhoods by strengthening local social infrastructure with the Hub as a central place co-governed by agency staff and residents, that brought many needed programs, services and vital space for resident use to one location in each identified underserved neighborhood. The purpose of the ANCs was to strengthen neighborhoods using a community development approach – specifically building capacity of individuals, families and neighborhoods and increasing government, funders', and other community stakeholders' capacity to respond to community concerns at the neighborhood level.

In addition to operating funds, each ANC received funds to coordinate engagement and resident led activities. Additionally, \$100K was allocated to each ANC to disburse through Resident Action Grants (RAG); these grants were to support projects that aligned with the neighbourhood priorities identified by residents. The strategy's lead agencies were responsible for overseeing the administration and monitoring of the grants. UWGT provided support and training to the lead agencies and residents, who in turn provided dedicated staff for Hub/ ANC to support resident leaders.

Priorities were identified through annual community consultations sessions led by lead agencies and community leaders and were open to all residents with support from UWGT. RAG grants were available for projects led by groups of 4-6 residents; the group requirement was designed as another layer of community building. Grant amounts were determined with resident input at the

ANC level, and ranged from \$500 - \$10,000; outreach, grant review and recommendations were conducted by resident-led review panels. Projects included after school programs and summer camps, cooking, fitness, celebratory events, seniors arts and crafts and community gardens; a significant number of grants focused on youth, with arts, music, sports, leadership development, etc. As community capacity was built, some projects were able to build on the outcomes of previous projects and seek funding for next steps, gradually increasing the impact on the community.

While the staff support of UWGT and some of the lead agencies have now wound down, the effects of staff support, and specific resident capacity and leadership building remain, and some have transformed into significant legacy projects that continue today, for example the Women's English Circle in Dorset Park Hub. By developing community capacity to decide its priorities and lead the initiatives that would affect change as needed within the neighborhood, BSNS set the groundwork for incorporating community-development into other community investment initiatives and building strong resident leadership in some communities. UWGT remains committed to funding the four Hubs and some issue-specific ANC initiatives in Scarborough.

Key Lessons:

The Resident Action Grants were a community engagement tool which allowed residents to build skills and connections while addressing community-identified priorities. They were not intended to provide sustainable funding for the specific projects.

Residents were integral in the strategy's outreach, and capacity building was key in building resident leadership, including topics such as Effective Outreach, Leading a Community Meeting and Conflict Resolution. Staff played a support role and residents took the lead.

However, it should be noted, the leads that were responsible for administering the grants found the work to be time and resource intensive as they had to monitor, mentor and support small resident groups in meeting their projects' goals, fulfilling the funding requirements and meeting their own fiduciary duty.

At the operational and programmatic levels, some of the major challenges faced by the Hub and ANC approaches include: lack of sufficient dedicated staff and skills for effective community engagement, community development philosophy not consistently understood and applied, lack of a collective orientation among the key agency partners, "tokenism" experienced by residents, power imbalances amongst staff and residents and between partnering agencies, increased

dependency on staff, resident mobility, resident burnout, competing interests of diverse residents, and misalignment between residents' and partner agencies' plans and priorities.

Some of the key achievements that have been attributed to the Hub and ANC approaches are increases in integrated and accessible services, community spaces, resident connections, skills in collaboration and community organizing and resident connection to decision-makers. There is a legacy of resident groups and individual community leaders who continue to be active in their neighborhoods, as well as permanent local infrastructure such as community gardens, parks, and youth spaces which exist as a result of ANC and Hubs supporting resident initiatives, some that continue today, including the Dorset Park Women's Circle, Malvern's Urban Farm and The Reading Partnership.

Evidence of impactful community capacity building of the Hub and ANC strategies can be found in the cultivation of leadership amongst residents that were engaged in Resident Action Grant process. These residents continued to provide leadership, mentorship, and support to individual residents and community as a whole in their different roles as volunteers and in some cases, as staff members.

5.5.4 Citizens as Advisors and Reviewers: Ontario Trillium Foundation

Ontario Trillium Foundation (OTF) has always engaged residents in its grant review process. OTF's community engagement model is like the peer review process for art and research funding. OTF's Grant Review Teams (GRTs) serve as advisory committees to the Board of Directors of the Foundation. Members are appointed by the Ontario Minister of Heritage, Sport, Tourism, and Culture Industries. Ontario residents interested in being on the GRTs apply to the province and are selected by the government. The OTF does not have any role in the selection of GRTs. While the OTF conveys the need for diversity and representation to the provincial Public Appointment Office, the decision of who is appointed on the GRTs rests with the Minister's office. Team members are volunteers and do not receive any compensation for their work.

The process of grant application review is published on the OTF website. It involves the following steps:

- Each of the grants includes customized application questions and requirements.
- Once submitted, an application is reviewed by an OTF Program Manager to ensure the organization is eligible for funding and fits with their Investment Strategy.
- Applications are assigned to the volunteer GRT members for purposes of reviewing and providing a score independently, using the assessment criteria for that grant.

-
- Applications are ranked according to the average of the Program Manager and the volunteer's scores.
 - At a GRT meeting, the ranking is reviewed and, as a group, the members recommend a list of applications to be approved by the OTF Board of Directors.
 - All applicants are notified of the final decision approximately 4-5 months from the deadline date. All OTF decisions are final and there is no appeal process.
 - Unsuccessful applicants can book a call with a Program Manager to discuss the application.

Key Lessons:

Having diverse voices from residents who are from various regions of Ontario at the GRT table enrich and broaden the perspectives of OTF and reduce potential biases. OTF has also put in place other measures to maintain staff objectivity and neutrality in reviewing the applications, for example, no staff are assigned to work with a specific organization.

Given that the selection of GRT members rests completely in the hands of provincial government, there is a risk of political influence in the appointment process. There is no assurance that GRT members reflect the diversity of the population. The appointment process is not a transparent one, no eligibility criteria are published and there is no accountability in the selection process.

5.5.5 Peer Review Process: Grants from The Canada Council for the Arts

Peer review funding process has been an integral part of the federal government granting regime for decades. An example is found in the Canadian Council for the Arts (The Canada Council). The Canada Council is an arm's length body established by federal statute. The Canada Council is mandated to foster and promote the study and enjoyment of, and the production of works in the arts. They invest in artistic excellence through a range of grants. Peer assessments apply to most of the grants given by the Council. The Peer Assessment Committee consisting of members appointed through the Canadian government appointment process. Routinely, the Canada Council invites external assessors to support and complement the work of the Peer Assessment Committee. These external peer assessors only provide input in writing and are not involved in the deliberation process of the Peer Assessment Committee. Peer Assessment Committee members are drawn from a wide range of artists and art professionals from across the country. Members evaluate and compare the applications against the program eligibility criteria, discuss their merits and rank each one of them. Council program staff are the ones that conduct the final

review and make recommendations on the amount of grants. The approval of the grant is determined by the level of authority required depending on the size of the grant.

Key Lessons:

The peer review approach is considered a model of excellence in scientific research granting programs. The Canada Council has on its website stated its commitment to uphold principles of accountability and transparency. It has also prioritized equity in its strategic plan.

However, the process of selecting case peer assessment committee members can be fraught with biases if membership is exclusive to certain communities. Peer led processes need to guard against such potential biases. The eligibility criteria to qualify as a juror or peer as well as the selection processes must be deliberately designed to minimize bias which may deny access to resources by communities that are marginalized.

5.5.6 The Connected Community Approach (CCA): Sustained Community Engagement Supporting Examples of Participatory Decision-Making

Although not a participatory decision-making body for funding or service planning, the Connected Community Approach (CCA) provides a good example of community engagement and connectedness and as in at least one example, is the basis for building governance structures i.e. within the community it originated - East Scarborough. CCA has the aim of intentionally focusing and strengthening social networks amongst residents, organizations, and cross-sector stakeholders in a neighborhood. The CCA, “home-grown” in the Kingston-Galloway-Orten Park neighborhood of Scarborough, is one practical example of a set of principles and practices for community development. The East Scarborough Storefront, as the Community Backbone Organization (CBO), also from the same neighborhood, has played the essential role of convening, facilitating and knowledge sharing to leverage the talents, skills, aspirations, assets and resources from a wide variety of actors so they can build trusting relationships and effectively mobilize to action (CCA). The CBO can also be instrumental in creating space for dialogue between the community and formal institutions e.g. government – which can lead to their greater understanding and responsiveness to the local context, need and issues (Morgan, 2021).

More than twenty years of experience with CCA in this East Scarborough community has provided several insights on the “keys to unlocking the potential of communities” if they are well connected (CCA). Trust is key in achieving results. To gain the trust of communities, the CCA prioritizes relationships – the earlier the engagement, the better; values are important tools; there is strength in diversity; regular and open communication is critical and finally, there is a need to create a plan

for potential staff and participant turnover as it is a long process and turnover is inevitable and not negative (CCA).

6.0 Overall Summary & Recommendations

Scarborough's newcomers' needs are multifaceted, complex, and not static. A funding model should contribute to the elimination of barriers, recognition of potentials, and provision of opportunities to bring about equity in outcomes for newcomers.

Upon learning that the current environmental scan is part of a longer-term project that will result in the development of a community-based participatory governance model, KIs, overwhelmingly expressed their support. Through their generous sharing of insight, experiences, and knowledge, together with the findings from the literature review and case examples, a number of factors emerged that were considered critical to the success of the ultimate governance model.

6.1 Going for Innovative and Impactful System Change Ideas

While provision of relevant programs and services is important, nothing short of system change will bring about equity for newcomers. Therefore, it is recommended a participatory funding model keep its focus on system change and not just programmatic responses. As stated eloquently by one KI: "It is not about settlement services. It is about a welcoming eco-system,"

6.2. Breaking Down Walls Between Funders and Service Providers

To enlarge the pool of resources, to address holistic newcomers' needs, and to bring about system change, multiple funders from public and private sectors not only have to work together but have to also forego their jurisdictional and organizational boundaries. Individual funding body's considerations have to be superseded by the commitment to collective good so that communities have a real voice and decision-making power over the allocation of funding.

Similarly, service providers have to pledge the same commitment to the collective interests and promote the development of robust responses to needs and innovative system change strategies through a participatory funding process.

6.3 Evidence Informed Decision-Making

The deliberation and decision-making process of participatory funding model must be based on both qualitative and quantitative data and information. Data and information are required at different stages of the funding process.

6.3.1 Population-Based Disaggregated Data Collection, Analysis & Use

For significant changes such as those being explored by this project, regularly updated data and information about newcomer communities in Scarborough should be kept and made available to all the participants involved in the funding program. This data and information would be important for communities to establish the priorities, eligibility criteria, foci and parameters for the funding program. They are also important for monitoring and trending of progress made through the years. In fact, making the data available not only to stakeholders involved in the funding program but accessible to the public is crucial in upholding accountability and transparency.

Specifically, the kind of population-based data required includes:

- Detailed disaggregated socio-demographic and social determinants of health data by race, gender, income, sexual orientation, gender identities, age, disabilities, and other identities about the lived experiences of newcomers as a baseline and to gauge progress and effectiveness of funding.
- Qualitative data and information from personal testimonies, community research studies, focus groups, key informants, and advocacy groups to deepen the understanding of newcomer needs in particular the nuances, distinctiveness, and uniqueness that are not conveyed through statistics.

6.3.2 Depository of Evidence Informed Practices

There is a need to keep a depository of evidence informed practices or community research concerning strategies, actions, programs, services and other efforts to help the deliberation of the governance structure, and help drive innovation and strive for excellence. It is critical to assure that excellence is defined within an intersectional equity lens. That means the impact of these practices is truly advancing the status and lives of all including the marginalized.

6.3.3 Information for Assessment and Review of Applications

As in any funding programs, there are requirements of data from the applicants. For example,

- Theory of Change or connecting the proposed intervention or strategies by applicants to specific measurable outcomes that improve newcomers' lives and advance system change
- Financial performance and accountability requirements
- Clear evidence of how diverse newcomer communities are engaged and not tokenistic in how they are represented in the development of the funding proposal.

6.3.4 Promotion of Innovation

To have an open, transparent, and accountable process that promotes innovation and creativity, the funding model should not inadvertently set up barriers to participation for any group or organization. Opportunities should be available to all organizations including neighborhood and resident groups. Mechanisms should be in place to encourage collaboration and partnership of groups and organizations and to facilitate the development of innovative responses to address prioritized community needs. Special attention should also be paid to ensure that communities that represent or work with newcomers can access funding/resources.

6.3.5 Accountability Framework

Participatory decision-making processes in funding and service planning should not be used by funding bodies to download its accountability and responsibility to communities. It is incumbent on the funding bodies to uphold accountability and transparency. Public reporting is one way of ensuring scrutiny by communities of funders' actions. Information about community engagement should be clearly stated in its objectives and strategies of how communities are engaged should be publicly shared. On-going reporting should include data about the grantees and size of grants and more importantly, how community impact has been affected. By keeping track of such data, funding bodies can also continue to identify gaps and trends in funding for system improvements.

6.4 Community Capacity Building and Long-Term Commitment

Newcomers' participation in funding processes must be premised by a commitment to a level playing field by the funding bodies. Other than relinquishing some of their power in decision making, it also means investing in capacity building so that communities are engaged in a meaningful way and not tokenized. Building capacity of communities should premise on the principles and values of system change. That means communities' voices guide the system change. As well, how the communities' capacities to participate as equal members of the funding program should be part of the goals of the model and be tracked and monitored.

Capacity building strategies should aim at providing intensive training to familiarize the newcomer communities with, for example, how to interpret qualitative and quantitative data, and how to establish funding priorities and criteria. More importantly, it is crucial to help newcomer communities translate their own lived experiences into identification of funding foci and priorities.

Resources should also be devoted to eliminating barriers to participation. Language translation and interpretation should be provided. Financial compensation, i.e., in terms of living wage should

be provided in recognition of the contributions of community members but also to ensure that those living in low income or poverty will not be denied the opportunities to participate.

Finally, system change takes time. Funding bodies must commit to long-term funding. Small time-limited project-based funding is not conducive to building capacity and sustain initiatives that aim at effecting long term impact. Similarly, funding applicants must commit to long-term engagement.

SNSC References

Access Alliance Multicultural Health and Community Services. (2018). Addressing Cervical Cancer Screening amongst Newcomer Women via HPV Self-Sampling. (Toronto: AAMHCS). Retrieved from: <https://accessalliance.ca/research-blog/addressing-cervical-cancer-inequity-among-newcomer-women-via-hpv-self-sampling/>

Arnstein, Sherry, R. (2019). A Ladder of Participation. *Journal of the American Planning Association*. Vol 85. No.1. pp 24-34.

Chavis, D. M. & Lee, K. (2015) What is Community anyway? *Stanford Social Innovation Review*. Retrieved from: https://ssir.org/articles/entry/what_is_community_anyway

Centre for Connected Communities. *The Connected Community Approach: What it is and why it matters*. (Toronto: Centre for Connected Communities).

City of Toronto. (2018). City of Toronto Community Council Area Profiles – 2016 Census. Retrieved from: https://www.toronto.ca/wp-content/uploads/2019/01/8f7c-City_Planning_2016_Census_Profile_2018_CCA_Scarborough.pdf

City of Toronto. (2020). Toronto Strong Neighbourhoods Strategy 2020. Retrieved from: <https://www.toronto.ca/city-government/accountability-operations-customer-service/long-term-vision-plans-and-strategies/toronto-strong-neighbourhoods-strategy-2020/>

Colour of Poverty Colour of Change. (2019). *Fact Sheet #2 Introduction to Racialized Poverty*. (Toronto: COP COC). Retrieved from: <https://colourofpoverty.ca/wp-content/uploads/2019/03/cop-coc-fact-sheet-2-an-introduction-to-racialized-poverty-3.pdf>

Dragicevic, N. (2015). *The Prosperous Province: Strategies for Building Community Wealth – Anchor Institutions*. (Toronto: Mowat Centre, Atkinson Foundation). Retrieved from: <https://anchorinstitutions.ca/>

Gibson, C. (2017) *Participatory Grant Making: Has Its Time Come?* (U.S.: Ford Foundation).

JE Consulting. (2019). *Scarborough Civic Action Network – Governance & Membership Project Final Report*. (Toronto: SCAN)

Matsuoka, M. & California Funders' Working Group on Gentrification and Displacement. (2017). *Democratic Development for Thriving Communities, Framing the Issues, Solutions, and Funding Strategies to Address Gentrification and Displacement*. (California: Urban & Environmental Policy Institute).

McCabe, A., Keast, R., Brown, K. (2006). Community Engagement: Towards Community as Governance. *Refereed paper presented to the Governments and Communities in Partnership conference*, (Australia: Centre for Public Policy, University of Melbourne).

Morgan, G.T., Poland, B., Jackson, S.T., Gloger, A., Luca, S., Lach, N., Ajani Rolston, I. (2021). A connected community response to COVID-19 in Toronto. *Global Health Promotion* 1757-9759; Vol 29(1): 101–104

Ontario Ministry of Health and Long-Term Care, Office of the Chief Medical Officer of Health, Public Health. (2017). *Connected Communities Healthier Together – 2017 Annual Report of the Chief Medical Officer of Health of Ontario to the Legislative Assembly of Ontario*. (Ontario: MOHLTC).

ParraigGroup. (2020). *Community Based Funding in the Settlement Sector, Research Findings Report, Final Report – Submitted to Immigration, Refugees and Citizenship Canada*. (Ottawa: ParraigGroup).

Poland, B.; Gloger, A.; Morgan, G.T.; Lach, N.; Jackson, S.F.; Urban, R.; Rolston, I. (2021). A Connected Community Approach: Citizens and Formal Institutions Working Together to Build Community-Centred Resilience. *Int. J. Environ. Res. Public Health*, 18, 10175. Retrieved from: <https://doi.org/10.3390/ijerph181910175>

Power in Community: Fighting for Affordable Homes. (2019). *A submission to support the HousingTO 2020 – 2030 Housing Action Plan*. (Scarborough: PIC)

RSA Action and Research Centre. (2015). *Community Capital – The Value of Connected Communities*. Editors: Matthew Parsfield, Professor David Morris, Dr. Manjit Bola, Professor Martin Knapp, Maximilian Yoshioka and Gaia Marcus. (UK: RSA)

Rural Ontario Institute. (2017). *Newcomer Engagement and Social Capital in Rural Communities*. (Guelph, ON: Rural Ontario Institute).

Statistics Canada. (2020). Impacts of COVID-19 on immigrants and people designated as visible minorities. Retrieved from: <https://www150.statcan.gc.ca/n1/pub/11-631-x/2020004/s6-eng.htm>

The Toronto Community Benefits Network. (2016). *Foundation Document on Track to Opportunities: Vision, Commitment and Objectives for Community Benefit Agreements*

The 4 Toronto Quadrant Local Immigration Partnerships (Toronto InterLIP). (2020). Urgent and Emerging Newcomer Needs Survey During the COVID-19 Emergency Toronto, Ontario - April 2020. https://scarboroughlip.com/wp-content/uploads/2021/01/Inter-LIP-COVID-19-Needs-Assessment-1-Results_-APRIL-2020.pdf

Appendix A – Rapid Review of Literature: Parameters

Project: Environmental scan to inform the development of a model of a community-based plan for settlement service delivery and funding

Objective: To carry out a scan of promising practice models for community-based, participatory decision making on service planning and funding.

Key Focus/Questions for Review of Literature:

- i) What are the key issues, challenges, and opportunities for engagement of communities (especially newcomer and/or marginalized groups) in local service planning?
- ii) What are case examples and promising practices (specially in terms of ingredients and mechanisms) that promote community-based and participatory decision-making on service planning and funding?
- iii) Who makes up the ecosystem of communities that need to be involved in decision making? (Generic examples beyond Scarborough)

Publication Date Range: Current literature (2010 onwards)

Geographic Focus: 70% Canadian context; Remaining from other countries for cross-country comparisons.

Literature Sources: Google Scholar, organizational websites for grey literature

Number and Types of Publications: 15-25 peer-reviewed journal articles and grey/community literature

Language: English publications

Keyword Terms: community-based planning; participatory planning; community engagement; community-based funding, community-based decision making in funding/service planning,

community ecosystems for decision making, community engagement and governance, evidence informed decision making.

Length of Final Rapid Review Document: 6 – 8 pages*

*Instead of a standalone document, references from rapid review are integrated in the Environmental Scan Report. Annotated Bibliography available as a standalone.

Appendix B - Key Informant Interview Guides

Scarborough Newcomer Settlement Collective Project

Initial Scan – Questions for Key Stakeholders

Preamble

The Scarborough Newcomer Settlement Collective Project (SNSCP) is developing a model of a community-based planning for settlement service delivery and funding. The SNSCP is undertaking an environmental scan which will build evidence on the viability and the potential benefits of a community-based planning approach to funding and delivering settlement services.

The initial phase of the environmental scan is to:

- Summarize community needs, characteristics, priorities, and assets with focus on newcomer settlement in Scarborough
- Describe the agency, institutional and funder landscape in Scarborough
- Describe the existing local networks and decision-making structures

We have identified a select number of key stakeholders to speak with to help us launch this process.

Thank you in advance for your assistance.

Newcomer Communities' Settlement Needs in Scarborough

1. What are the key initiatives that have been undertaken to understand the needs of newcomer communities in Scarborough in the last 5 years?

[Probes: What are the major reports/documents that you're aware of that we ought to review? Who were the key players in those initiatives?]

Planning Structures

2. When it comes to service planning or community/infrastructure development in Scarborough, what are the various platforms or networks that exist?

[Probes: What structures exist in Scarborough for services planning (legal, education, housing, health, etc? What about planning tables for other types of services or infrastructure? Who convenes those tables? Who is at those tables? How are they organized in terms of geographic catchments?]

3. How have these platforms prioritized needs of newcomers?

[Probes: To what extent have these platforms focused on newcomers? What are some examples of initiatives that had newcomers' needs in mind? What has been achieved? What remain as key challenges?]

Community Engagement

4. What comes to mind when you think of planning or community and infrastructure development related initiatives in Scarborough, how deliberate was the emphasis on engagement of community members? How were those experiences?

[Probes: Who were the key players in charge? What worked? What didn't work? How diverse were the communities who got involved? What about newcomer communities specifically?]

Scarborough Newcomer Settlement Collective Project
Environmental Scan (2nd Phase) – Questions for Key Informants

Preamble

The Scarborough Newcomer Settlement Collective Project (SNSCP) is developing a model of a community-based planning for settlement service delivery and funding. The SNSCP is undertaking an environmental scan which will build evidence on the viability and the potential benefits of a community-based planning approach to funding and delivering settlement services.

We have selected a number of key informants to help us identify promising practice models and develop recommendations for evidence informed decision making process.

We will present the data from KI interviews in aggregate manner and identities of the KI will be kept confidential.

If you don't mind, we would like to record this session only for note taking purpose. It will not be shared with anyone beyond the consulting team and will be erased as soon as the project is completed.

Thank you in advance for your assistance.

1. Can you please share with us your organization's/foundation's experience in participatory community processes for service planning/coordination or funding decisions? If you have any, please share with us processes that specifically engage newcomers?
[Probe: Where it is? Which communities? For what purposes?]
2. Can you please describe the structure of the planning and decision-making process?
[Probe: Who are involved? What role does community members (specifically newcomers if any) play in the structure? If you have more than one to share, please pick one that you think is the most successful from your view.]
3. How does the decision-making structure facilitate community participation/engagement?
[Probe: What works and what does not work from the perspective of community participatory decision making?]
4. What are the types of decisions made by the structure and how are they made? What kind of data or evidence is used in decision making process?

[Probe: e.g. decisions such as priority settings, service design, strategic alliance, formal contract agreements, and allocation/distribution of resources/funds etc. Types of data may include findings from needs assessment, community dialogues, research, service data/statistics etc.]

5. How has community participation/engagement impact/change the decisions?

[Probe: How has community participation/engagement led to enhanced community benefits?]

6. What kind of evaluative activities have been undertaken to review the process and outcomes of decision-making?

[Probe: Has there been any evaluation done on how community engagement process work or not specifically? What was the overall impact (or not) on communities?]

7. Within the context of Scarborough, who are the key players and funders that should be involved in community participatory decision-making process for settlement service planning and funding?

8. What recommendations would you make to SNSC for developing a model of a community-based planning for settlement service delivery and funding?

Appendix C – List of Key Informants

Anna Kim, Agincourt Community Services Association (ACSA)

Anne Gloger, Centre for Connected Communities

Colette Murphy, Atkinson Foundation

Jessica Kwik, United Way Greater Toronto (UWGT)

Juneja Varghese, UWGT

Kimberley Tull, University of Toronto Scarborough (UTSC)

Lee Soda, ACSA

Michelle Leslie, Resident Leader and Community Advocate, Steeles L'Amoreaux

Liben Gebremikael, TAIBU Community Health Centre

Lisa Webb, Ontario Trillium Foundation

Melanie Blackman, UTSC

Mohammad Al Khateb, Toronto East Quadrant Local Immigration Partnership

Myriam Berube, Tamarack Institute

Rebecca Wallace, City of Toronto

Regina David, West Scarborough Community Legal Services

Suganthine Sundaralingam, Resident Leader and Community Advocate, Dorset Park

Tereza Coutinho, UWGT

Appendix D – Planning Networks or Decision-making Structures in Scarborough

Voices of Scarborough is a group of community residents, activists, and individuals directly affected by issues such as Workers' Rights, Refugee Rights, and Tenants' Rights. The group's aim is to amplify the voices that need to be heard to make real changes in their community and advocate for those who are not able to access adequate legal services. Voices of Scarborough is committed to fighting poverty and being advocates for positive social change.

Contact: Regini David, West Scarborough Community Legal Services; reginid@lao.on.ca
--

Power in Community: Fighting for Affordable Homes is a coalition of Scarborough residents, low- and moderate-income tenants and housing advocates. They are advocates for an affordable housing plan so ALL tenants can live in decent, safe and legal affordable homes.

Contact: Regini David, West Scarborough Community Legal Services; reginid@lao.on.ca
--

Scarborough Civic Action Network (SCAN) is a network of agencies, community groups and residents working to improve the quality of life of Scarborough's diverse and growing population. SCAN works inclusively with diverse communities facing challenges to support equity, inclusion and opportunity. SCAN brings people together so that they can engage with each other, learn from each other, and speak out with a stronger voice about the issues that matter to them. SCAN promotes and supports active civic engagement and community involvement throughout Scarborough.

Contact: Anna Kim, Coordinator, kanna@agincourtcommunityservices.com
--

North and South Scarborough Clusters were established in response to pandemic by the City of Toronto and UWGT. The clusters are dynamic groups made up of individuals from community agencies, local government, community groups and other organizations. Representatives come together to rapidly identify local issues, troubleshoot, and then respond in a cohesive way. These clusters allow organizations to lead in the areas they are experts in, so that no one member is responsible for every aspect of their community's evolving needs.

As part of this cluster strategy, there is a city-wide cluster on newcomers (migrant workers/refugees/non-status individuals) facilitated by the City of Toronto only. This cluster's focus is not specifically on Scarborough; it is city-wide.

There is an expectation of senior leadership participation in these clusters. Even though over time, participation has shifted to management and frontline staff.

Contacts:		
Blaine Felix	North Cluster Coordinator	437-882-4212; Blaine.Felix@toronto.ca
Saida Osman	South Cluster Coordinator	416-320-8636; Saida.Osman@toronto.ca
Yao Togobo	Black Resilience Cluster Coordinator	437-833-6714; Yao.Togobo@toronto.ca
Adey Worku	Newcomer Cluster Coordinator	416-984-6418; Adey.Worku@toronto.ca

Toronto East Quadrant Local Immigration Partnership (TEQ LIP) is one of five local immigration partnerships in Toronto, including four regional LIPs and the Toronto Newcomer Office (City of Toronto), which acts as a city-wide LIP, all funded by Immigration, Refugee, and Citizenship Canada. They support the development of local partnerships and community-based planning for the needs of newcomers. TEQ LIP's vision is "Organizations and stakeholders across Scarborough are working hand in hand to establish a strong, inclusive, and welcoming network to support newcomer settlement. TEQ LIP strives to foster collaboration, partnerships, and equitable participation of all members by eliminating the complexities and making the newcomer experience more cohesive. With a variety of resources and years of experience, services are designed to simplify and aid the valuable members of the community."

TEQ LIP has an extensive membership of over 30 organizations/groups on its Partnership Council, who have expressed stake in promoting newcomer settlement in Scarborough. The members are grouped according to the following nine categories: Children & Youth; Employment; Faith-Based; Food & Housing; Francophone; Government (i.e. library, public health, etc.); Health & Mental Health; Language and Training, and Settlement

Contact: Mohammad Al Khateb, TEQ LIP Manager; malkhateb@ccscan.ca
--

United Way of Greater Toronto

UWGT supports local neighborhood-based initiatives to address concerns identified by residents. There are two issue-specific initiatives funded in the Malvern and Victoria Park neighborhoods. In addition, UWGT funds four Community Hubs in Scarborough, namely: Victoria Park, Dorset Park, Mid-Scarborough and Access Point. These hubs are accessible community spaces that bring together health and social services to serve priority neighborhoods. It is exploring another hub in the Finch and Warden neighborhood.

Contacts:		
Rejwan Karim, Hub Development Manager	Access Point	rkarim@accessalliance.ca
Shola Alabi, Community Engagement Manager	Mid-Scarborough	salabi@schcontario.ca
Yvette Bailey, Dorset Park Hub Coordinator	Dorset Park	byvette@agincourtcommunityservices.com
Luanne Rayvals, Program Manager	Victoria Park	LRayvals@victoriaparkhub.org

Eastern GTA Anchor institutions is a network of CEOs and principals from acute care, Metro Zoo, Rouge Park, education institutions such as Centennial College and University of Toronto Scarborough Campus to discuss and anchor strategies to align with local needs.

Contacts:		
Andrew Arifuzzaman,	CAO, U of T Scarborough	andrew.arifuzzaman@utoronto.ca
Kimberley Tull	Director, Community & Learning Partnerships and Access Pathways	kim.tull@utoronto.ca

Scarborough Ontario Health Team (SOHT) is a network of over thirty partner organizations with a history of collaboration providing health and community services across the continuum of care for the diverse community of patients and families in Scarborough. SOHT is working together with the Scarborough Family Physicians Network of primary care physicians and includes a Client and Family Advisory Committee to help co-design practical solutions to providing health care.

Contact: James Shembri, Director, Scarborough OHT

Woburn Local Planning Table

Each Neighbourhood Planning Table creates an Action Plan that reflects each of the Neighbourhood Improvement Areas' (NIA) priority issues identified by residents and other stakeholders. Residents, local agencies, and other stakeholders provide input to ensure actions are prioritized according to the need of the community, and to identify the resources that are needed to complete the actions.

The Action Plan below is categorized by the 5 domains of wellbeing that are central to the Toronto Strong Neighbourhoods Strategy 2020 (TSNS 2020), and tracked and updated regularly to address changing needs. The 5 domains of wellbeing include: Economic Opportunities, Healthy Lives, Participation in Civic Decision-Making, Social Development and Physical Surroundings (<https://www.toronto.ca/community-people/get-involved/community/neighbourhood-planning-tables/find-your-neighbourhood-planning-table/south-east-scarborough-planning-table/>)

Contacts:		
Wayne Robinson	Community Development Officer	Telephone: 416-206-1553; Email: Wayne.Robinson@toronto.ca
Woburn Local Planning Table Chair		woburncommunityresidents@gmail.com