

Clause embodied in Report No. 2 of the Policy and Finance Committee, as adopted by the Council of the City of Toronto at its meeting held on March 1, 2 and 3, 2004.

**2****Community Safety Plan and Malvern Youth  
Employment Initiative**

*(City Council on March 1, 2 and 3, 2004, amended this Clause by:*

- (1) *further amending the report dated February 17, 2004, from Mayor David Miller, as amended by the Policy and Finance Committee, by inserting in Part (c), under Initiative No. 2, entitled “Community Safety Secretariat”, after the words “service clubs”, the words “the Toronto Police Service, Toronto Community Housing Corporation and”, so that such Part shall now read as follows:*

*“(c) building productive relationships with community agencies, ethno-racial groups, businesses, faith groups, service clubs, the Toronto Police Service, the Toronto Community Housing Corporation and other organizations to collaboratively address community safety issues;”*; and

- (2) *adding the following:*

*“It is further recommended that:*

- (a) *the Mayor be requested to invite representatives from the Federal/Provincial governments, e.g. Immigration and Customs, and crime experts from the United States, to the upcoming Crime Summit to be held March 30, 2004, in order to bring international attention to this matter;*
- (b) *the Mayor, as an activity to assist his Community Safety Plan, meet and encourage all appointees to the Toronto Police Services Board to review and implement a program whereby an officer would identify himself and provide reasons for stopping and questioning the general public, similar to the program currently in place in New Jersey;*
- (c) *as part of the Mayor’s Community Safety Plan, appropriate City staff be directed to make every attempt to locate service agencies within the community by facilitating permanent City space wherever possible, including the review of relocating staff out of ‘Neilson House’;*
- (d) *appropriate City staff or the Community Safety Secretariat be requested to report to City Council, every six months, on the activities of the Plan and results of improvements achieved within the communities targeted;*

- (e) *the Mayor be requested to consider appointing Councillor Balkissoon to the Mayor's Panel on Community Safety;*
- (f) *the final Terms of Reference and timeline for the Mayor's Panel on Community Safety be submitted to Toronto City Council for information;*
- (g) *Members of City Council be notified and consulted, prior to any anti-crime and youth-related initiatives taking place in their respective Wards;*
- (h) *the Commissioner of Community and Neighbourhood Services be requested to consult with individual Members of Council on crime prevention initiatives in place in their respective Wards;*
- (i) *the Community Safety Plan, as a strategic component of its mandate, continue to utilize the Youth Gang Work Group which has an extensive and pro-active record for improving safety in Toronto;*
- (j) *the Toronto Police Services Board be requested to re-instate the Gun Amnesty Program, effective as soon as possible;*
- (k) *the Community Safety Secretariat be requested to look at recommendations dealing with tougher sentencing for gun-related crimes;*
- (l) *the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee on New York City's 'COMSTAT' Program, such report to include how the program operates, the capital and operating costs to set up the program, the time taken to implement the program and its effectiveness;*
- (m) *the Commissioner of Economic Development, Culture and Tourism be requested to submit a report to the Budget Advisory Committee on the status of the 'Big Five' report on the need for Recreation Centres, and on how to accelerate the building of the remaining community centres;*
- (n) *the City Solicitor, in consultation with the appropriate City staff, be requested to submit reports to the Policy and Finance Committee on:*
  - (i) *requesting the Province, the Toronto Police Services Board and the appropriate City Commissioners to investigate the possibility of the City taking over responsibility for the issuing of citations for traffic violations, including, but not limited to, 'Parking', 'Do Not Enters', 'Stop Signs', etc.;*
  - (ii) *an amendment to legislation that would not require the actual stopping of a vehicle in order to identify the driver, so that charges could be levied against the owner of the vehicle; and*

- (iii) *the possibility of changing the status of all City by-law enforcement officers to 'Special Constables';*
- (o) *the following motion be referred to the Roundtable on Children, Youth and Education:*

*Moved by Councillor Ford:*

*'It is further recommended that the City of Toronto establish a Sports Committee to focus on the establishment of high school sports teams in the 416 area; and the Commissioner of Economic Development, Culture and Tourism be requested to submit a report to the Policy and Finance Committee on the Terms of Reference and membership for such Committee.'* ”)

**The Policy and Finance Committee recommends:**

- (I) the adoption of the report (February 17, 2004) from Mayor David Miller subject to amending Initiative No. (4) (b) “Targeted City Programs and Services in Designated at-risk Neighbourhoods”, to read as follows:**

**“(b) developing job placement, private sector training partnership, special education, literacy programmes and training programmes that provide marketable job skills to youth who are out of school and out of work;”;** so that Initiative No. (4) now reads as follows:

**“(4) Targeted City programs and services in designated at-risk neighbourhoods:**

**The targeted programs and services will support existing community based initiatives and will build on the pride, resilience and commitment of residents to improve the image and quality of life in these communities. The initiatives will include:**

- (a) targeted implementation of some of the programs funded through the Ontario Works Incentives, e.g. “Youth Cents”, Youth Safety Community Forums, etc.;**
- (b) developing job placement, private sector training partnership, special education, literacy programmes and training programmes that provide marketable job skills to youth who are out of school and out of work;**
- (c) increasing co-ordination of outreach workers and service planning; and**

- (d) encouraging private sector investment in these neighbourhoods; and**
- (II) the adoption of the report (February 18, 2004) from the Commissioner of Community and Neighbourhood Services, wherein it is recommended that:**
- (1) the \$212,000.00 under expenditure in the 2002/03 Ontario Works Incentive Fund be allocated to extend the Life Skills in the Community program; and**
  - (2) the appropriate City Officials be authorized and directed to take the necessary action to give effect thereto; and**
- (III) that the presentation material submitted by Councillor Pam McConnell to the Policy and Finance Committee on February 24, 2004, be referred to the Mayor's Panel on Community Safety.**

The Policy and Finance Committee reports, for the information of Council, having:

- (1) referred the following motion to the Office of the Mayor for consideration:

Moved by Councillor Mark Grimes:

“That the Mayor be requested to call a Mayor's Summit on Crime and invite representatives from the Federal/Provincial governments e.g., Immigration and Customs, crime experts from the United States, in order to bring international attention to this matter.” and

- (2) received the communication (February 4, 2004) from the City Clerk.

**The Policy and Finance Committee submits the following report (February 17, 2004) from Mayor David Miller:**

In recent months Toronto communities have experienced a disturbing number of shooting deaths and other crimes involving guns. Many of these incidents have involved young people. The Listening to Toronto consultations confirmed that people generally feel that Toronto is a safe city. It was also clear that community safety is an issue that troubles many Toronto residents. Even though overall crime has actually decreased in many areas, we cannot ignore the tragic loss of life and serious injury that has resulted from the increased prevalence of guns in our city.

The Toronto Police Service is dedicated to keeping our streets safe, to stopping the illegal importation and use of guns, stemming from the drug trade and the violence which is associated with it, improving public cooperation with criminal investigations and protecting all residents, including those most at risk of being victims or becoming involved in illegal activities. The Service needs and deserves our full support in its efforts.

There is, however, much more that must be done. The Mayor and Council must take decisive action to address the violence, and every resident of Toronto must become an active partner in stemming the violence and increasing the peace.

The causes of crime are a complex mix of social and economic factors. Thus, solutions must also be multi-faceted. To be successful, the City's approach to improving community safety must balance enforcement with prevention. The central role of the Toronto Police Service in enforcing the law must be complemented by an effective blend of programs and services - particularly for youth who live in at-risk neighbourhoods.

An effective strategy must build on the strengths in our neighbourhoods, and must engage parents, agencies and youth in determining the fate and future of our communities. The strategy must acknowledge that there are no quick fixes and no 'one size fits all' solutions. The plan must recognize the need to address all forms of public violence, but must focus on immediate, short and long-term initiatives that address immediate concerns – the recent increase in gun violence and incidents of violence where young people are involved.

Finally the plan must recognize that significantly increasing economic opportunities for young people is critical to the success of any strategy. At a recent public meeting in Malvern, a youth was quoted as saying, "It's easier to get a gun than a job". This must be a wake-up call for Council and for the public, private, and voluntary sectors to act on employment opportunities and program initiatives.

In preparing this plan, I and my staff have met with and drawn on the experience and expertise of front line city staff, police officers, community leaders, youth, residents in at-risk neighbourhoods, business owners and community agencies. We have been in contact with other levels of government and other jurisdictions from whose experience we can learn. We have met with a number of Councillors and endeavoured to incorporate their recommendations into the overall plan.

#### Community Safety Plan:

I am therefore proposing a Community Safety Plan and requesting that City Council, through the 2004 budget process, approve the resources needed to put it into motion.

The Community Safety Plan is a package of prevention initiatives that will act as a catalyst for civic action to improve public safety and will build on existing strengths in our communities. We will:

- (1) establish a Mayor's Panel on Community Safety;
- (2) establish a Community Safety Secretariat;
- (3) develop neighbourhood action plans for key at-risk communities;
- (4) target programs and services to designated at-risk neighbourhoods;
- (5) fast track the development of innovative programs to combat gun use and gang involvement;
- (6) engage the corporate sector in developing additional employment opportunities;
- (7) advocate with senior orders of government regarding required legislation;

- (8) expand the Community Crisis Response program; and
- (9) engage Councillors in developing or expanding community safety initiatives in their wards.

(1) Mayor's Panel on Community Safety:

This advisory group will bring together civic and community leaders to focus on solutions to gun related violence, with a particular focus on youth. The Panel will be chaired by Ontario Chief Justice Roy McMurtry. Members will include the Mayor, two City Councillors, the Attorney General of Ontario, the provincial Minister of Community Safety and Correctional Services, members of the judiciary, chairs of both school boards, as well as representatives of youth, business, labour, the media and other individuals with extensive experience and expertise in the field. The work of the Panel will include:

- (a) providing expert, informed guidance to the City and other orders of government on how to enhance community safety and effectively coordinate their enforcement and prevention initiatives;
- (b) advising on the development of Neighbourhood Action Plans to ensure that resources for prevention programs and services are directed to the neighbourhoods most at risk for crime and violence, and seek public and private partnerships and funding sources for programs; and
- (c) in conjunction with designated neighbourhoods, developing success measures to evaluate the effectiveness of programs and recommend successful models that could be introduced into other neighbourhoods and communities.

The Panel will ensure active participation by Toronto's communities and residents in developing appropriate solutions and contributing to their success, in partnership with the public, private and community-based sectors. It will also recognize the critical role and encourage the active participation of the faith communities.

(2) Community Safety Secretariat:

The Secretariat, located within Community and Neighbourhood Services, will support the work of the Mayor's Panel on Community Safety and City Council, co-ordinate the initiatives it recommends and co-ordinate the components of the overall Community Safety Plan.

The Secretariat will, in collaboration with residents and local agencies, develop and implement neighbourhood action plans in identified at-risk neighbourhoods. The Secretariat will also share information with Councillors as the City develops neighbourhood specific initiatives.

The Mayor will request that the Toronto Police Service designate a senior officer to act as an ongoing liaison to the Secretariat.

Specific functions of the Secretariat would include:

- (a) working with City departments, agencies boards and commissions to ensure that sufficient resources are allocated for programs and services in at-risk communities and that those services are provided in a co-ordinated, effective manner, and to identify employment, job training and or internship opportunities for youth;
  - (b) develop neighbourhood action plans, in collaboration with residents, community leaders and local agencies (see No. 3 below);
  - (c) building productive relationships with community agencies, ethno-racial groups, businesses, faith groups, service clubs and other organizations to collaboratively address community safety issues;
  - (d) facilitating ongoing community dialogue, input and reporting out on the progress the City is making on community safety; and
  - (e) linking with other levels of government and jurisdictions on community safety issues, such as the FCM Standing Committee on Crime Prevention, the National Crime Prevention Centre and the International Centre for the Prevention of Crime
- (3) Develop neighbourhood actions plans for key at-risk communities:

The Listening to Toronto sessions sent several clear messages to Council, one of which was “spend for impact”. In keeping with this recommendation, specific neighbourhoods have been identified as at-risk, requiring focussed attention and targeting of resources. The neighbourhoods identified are strong, resilient communities where residents and community groups are actively working to improve the quality of life in the area. Residents are proud of their community, however a recent increase in gun-related incidents, has adversely affected their sense of safety and the community’s image.

To assist these communities, neighbourhood action plans will be developed in collaboration with residents, community leaders and local agencies. The action plans will include targeted programs and services, innovative programs to combat gun and gang involvement and specific initiatives to increase economic opportunities. The first designated neighbourhood will be Malvern in Scarborough, followed by Jamestown in Etobicoke and Jane-Finch in North York.

- (4) Targeted City programs and services in designated at-risk neighbourhoods:

The targeted programs and services will support existing community based initiatives and will build on the pride, resilience and commitment of residents to improve the image and quality of life in these communities. The initiatives will include:

- (a) targeted implementation of some of the programs funded through the Ontario Works Incentives, e.g. “Youth Cents”, Youth Safety Community Forums, etc.;

- (b) developing job placement, private sector training partnership and training programs that provide marketable job skills to youth who are out of school and out of work;
  - (c) increasing co-ordination of outreach workers and service planning; and
  - (d) encouraging private sector investment in these neighbourhoods.
- (5) Innovative City programs to combat gun and gang involvement:
- (a) a case management approach to enable individual youth to disengage from gang activity. Supports might include income maintenance, skills training, housing re-location, educational alternatives, counselling and court liaison; and
  - (b) a comprehensive system of referral and diversion programs as envisioned in the *Youth Criminal Justice Act*, drawing on the experience of the Youth Referral Program and youth justice council.
- (6) Develop employment opportunities:
- The Secretariat will engage business – both small and large – to help develop employment, internship, and training opportunities for young people living in at-risk neighbourhoods.
- (7) Advocate with senior orders of government:
- The Mayor will convene a meeting with the provincial Attorney General and Minister of Community Safety and Correctional Services, and the federal Minister of Justice to discuss gun control, a gun amnesty and the enactment and endorsement of legislation and sentencing provisions which would deter the importation, possession and use of illegal firearms. The meeting will include Councillors, the Chief of Police and other relevant federal and provincial Ministers.
- (8) Community Crisis Response program:
- This program will be expanded to work with community organizations to provide immediate assistance to neighbourhoods coping with violent crimes and other traumatic occurrences and to support longer-term community development. A Community Crisis Fund will be available to support neighbourhood response initiatives.
- (9) Ward Specific Community Safety Initiatives:
- Many Councillors already have developed innovative community safety initiatives, in conjunction with residents, local police divisions and community organizations. Other Councillors are interested in developing similar programs. The Secretariat would provide support to Councillors by providing information on community safety models, and advice on available resources. The Mayor will request that the Toronto Police Service assign a

police officer from each division to assist local Councillors in the development and/or expansion of community safety programs.

Recommendations:

Specifically, I am recommending that:

- (1) City Council adopt the proposed Community Safety Plan; and
- (2) the Commissioner of Community and Neighbourhood Services be directed to report to the Budget Advisory Committee, as part of the 2004 budget process, to establish the Community Safety Secretariat and related programs.

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Attachment

Executive Summary

Mayor's Report to the Policy and Finance Committee – Community Safety Plan

Following January's Policy and Finance Committee meeting, at which the Mayor's office assumed direction of the work of the Community Safety Task Force, the Mayor set out to prepare a plan to address current safety and crime issues in the city.

The Mayor will ask Council to invest strategically in key communities and neighbourhoods that are seen to be "at-risk", and to ensure that the City's approach to improving community safety is driven by a balance of prevention and enforcement.

The Mayor's Community Safety Plan includes:

- (1) Establishment of a Mayor's Advisory Panel on Community Safety, to be chaired by Ontario Chief Justice Roy McMurtry. The advisory panel will include the provincial Attorney General and Minister of Community Safety and Correctional Services, members of City Council, civic and community leaders with relevant experience, who will focus on solutions to gun-related violence.
- (2) Establishment of a Community Safety Secretariat, to be located within Community and Neighbourhood Services. The secretariat will ensure a coordinated approach to safety and anti-crime work involving the City of Toronto. The Mayor will request that the Toronto Police Service designate a senior officer to act as an ongoing liaison to the Secretariat.
- (3) Development of neighbourhood action plans in consultation with residents, community leaders and local agencies. This will be one of the key functions of the secretariat. Coordinated action plans will allow the City to use its resources in the most needed areas and in the most effective ways.

- (4) Targeting City of Toronto programs and services to key at-risk communities.
- (5) Development of innovative programs to combat gun use and gang involvement.
- (6) Engaging the corporate sector in creation of job opportunities.
- (7) Advocating with senior orders of government for legislative change, on issues such as gun control and sentencing.
- (8) Expansion of the City's Community Crisis Response Program.
- (9) Engaging City Councillors in developing or expanding community safety initiatives in their wards. The Mayor will ask the Toronto Police Service to assign a police officer from each division to assist Councillors with these initiatives.

The Mayor's Report to Policy and Finance Committee recommends that City Council adopts the proposed Community Safety Plan, and that the Commissioner of Community and Neighbourhood Services be directed to report to Budget Advisory Committee, as part of the 2004 budget process, to establish the secretariat and related programs.

**The Policy and Finance Committee also submits the following report (February 18, 2004) from the Commissioner of Community and Neighbourhood Services entitled "Malvern Youth Employment Initiative":**

Purpose:

To request Council authority to allocate 2002/03 Ontario Works Incentive funding to extend the Lifeskills in the Community program in the Malvern area, as an initial component of the Mayor's Community Safety Plan.

Financial Implications and Impact Statement:

The 2002/03 Ontario Works Incentive Fund program is under-spent by 4.15 percent, or \$212,000.00. This one time provincial funding cannot be accrued as savings, be used to address municipal budget pressures, or offset costs related to regular program expenses. The recommended allocation has no impact on the 2004 net operating budget and does not result in additional pressure on the 2004 City budget.

Recommendations:

It is recommended that:

- (1) the \$212,000.00 under expenditure in the 2002/03 Ontario Works Incentive Fund be allocated to extend the Life Skills in the Community program, and
- (2) the appropriate City Officials be authorized and directed to take the necessary action to give effect thereto.

### Background:

At its meeting of May 21, 22 and 23, 2002, Council adopted a report titled "Allocation of Ontario Works Targets Incentive Funds", which recommended the expenditure of \$5.1 million to fund 55 projects. Ontario Works Incentive Funds were a financial incentive offered by the province to increase the number of clients participating in the Community Participation component of Ontario Works. Ministry of Community and Social services guidelines stipulate that the funds must be used to meet local human service needs and that they cannot accrue as savings, be used to address municipal budget pressures, or offset costs related to regular program expenses.

The 55 projects were funded for a two-year period ending December 31, 2003. 33 of the 55 projects were under spent. The under expenditures were a result of capital projects coming in under budget and projects starting later than planned. Of the 33, 9 had under-expenditures of less than \$1,000.00, 18 had under-expenditures between \$1,000.00 and \$10,000.00, and 6 had under-expenditures greater than \$10,000.00. The largest single under-expenditure, \$35,481.81, was a result of grant recipients not meeting funding conditions under the Food and Hunger Action Fund. Staff have identified that the 2002/03 round of projects are under-spent by \$212,000.00, or, 4.15 percent of the total budget of \$5.1 million.

### Comments:

The 2002/03 Incentive Fund supported a youth employment initiative, "Lifeskills in the Community", in the Malvern area. The program targeted "at risk" youth who were out of school and unemployed and who were reluctant or unable to access existing community resources to meet their needs. Youth participated in a comprehensive life skills program to enhance their employability skills and to explore potential future options available to them. In the Malvern community 54 youth participated in the program. The outcomes included 52 percent of the youth obtaining employment and 24 percent returning to school.

Funds are available within the 2002/03 Incentive Fund to extend the "Lifeskills in the Community" program in Malvern for a twelve month period. Expansion of this demonstrably successful program is an immediate and appropriate initial step to providing targeted programs and services in at risk neighbourhoods as proposed in the Mayor's Community Safety Plan.

### Conclusion:

Sufficient funds exist within the 2002/03 Incentive Fund to extend the Malvern Lifeskills in the Community programs for a twelve-month period. This program will provide targeted youth outreach, case management and employment support to at risk youth in the Malvern community.

### Contact:

Chris Brillinger, Director, Community Resources, Social Development and Administration,  
Tel: 392-8608, Fax: 392-8492; e-mail: cbrillin@toronto.ca

**The Policy and Finance Committee also submits the following communication (February 4, 2004) from the City Clerk:**

City Council, at its meeting held on January 27, 28 and 29, 2004, referred the following Motion to the Policy and Finance Committee:

J(13) Request for a Special Meeting of Council Regarding Violent Crime

Moved by: Councillor Mammoliti

Seconded by: Councillor Ootes

“Whereas notwithstanding the consistent denial by various media outlets and pundits that there is no violent crime problem in Toronto, our City has recently been gripped with a wave of violent crime the likes of which the City has never before seen; and

Whereas criminals are becoming more brazen and more vicious in their attacks on our residents; and

Whereas this criminal activity is not some isolated anomaly, but part of an escalating pattern of violent crime within our City; and

Whereas trivializing and understating our City’s violent crime problem will not stop our streets from being overrun by the criminal element and will not save any lives; and

Whereas there has been an average of 60 murders over the last five years; and

Whereas there were a total of 65 homicide victims in the City of Toronto in 2003; and

Whereas the number could climb as high as 69, if four pending cases are all ruled homicides; and

Whereas of the 65 homicides, 31 victims were shot, 13 victims died from stab wounds, 11 victims were beaten or bludgeoned with weapons, 6 victims were strangled, 3 victims died from fire, 1 victim was killed by a car, and 1 victim died from a cocaine overdose while bound; and

Whereas of the 65 homicides, 52 victims were men and 13 victims were women, 14 of the victims were teens, 7 victims were under 18, 5 victims were charged with killing partners or ex-partners, and four sex trade workers were killed; and

Whereas 31 cases involved gangs, 9 cases were robbery-related, 1 case was counted as a revenge killing, and 1 case was part of a sex assault; and

Whereas in the first three weeks of 2004 there have already been 5 homicides;

Now Therefore Be It Resolved That City Council urge Mayor Miller to call a Special Meeting of Council to discuss the violent crime crisis in the City of Toronto, and that senior Police staff be made available.”

—————  
Ms. Stephany Hanson, Toronto Youth Cabinet, appeared before the Policy and Finance Committee in connection with the foregoing matter.

The following Members of Council also appeared before the Policy and Finance Committee in connection with the foregoing matter:

- Councillor Raymond Cho, Scarborough-Rouge River;
- Councillor Mike Del Grande, Scarborough- Agincourt;
- Councillor Doug Holyday, Etobicoke Centre;
- Councillor Giorgio Mammoliti, York West;
- Councillor Case Ootes, Toronto-Danforth; and
- Councillor Michael Thompson, Scarborough Centre.