



REPORT

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Meeting Date: December 8, 2021
[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services

FROM: General Manager, Arts, Culture, and Community Services

SUBJECT: Spaces to Thrive Phase I: Vancouver Social Infrastructure Strategy Policy Framework

RECOMMENDATION

- A. THAT Council approve Phase I of *Spaces to Thrive: Vancouver Social Infrastructure Strategy Policy Framework* as set out in Appendix B, including the vision, guiding principles and commitment statements, and policy directions;
- B. THAT Council approve four principles to guide target setting as described in Appendix B; and, direct staff to report back by May 2022 on a feasible 4-year and 10-year social infrastructure *Spaces to Thrive: Implementation Plan and Financial Strategy*, encompassing innovative business models, service delivery approaches, and strategic partnership and alignment with senior levels of government, non-profit and the private sector;
- C. THAT Council approve the seven "Actions while Planning Initiatives" to be implemented within the current 2019-2022 Capital Plan to achieve the *Spaces to Thrive: Vancouver Social Infrastructure Strategy* objectives as outlined in Appendix D.

REPORT SUMMARY

The purpose of this report is to seek Council's approval of Vancouver's first strategic 10-year policy and partnership framework for City-owned and City-supported social infrastructure. The *Space to Thrive: Vancouver Social Infrastructure Strategy* includes the *Spaces to Thrive Policy Framework* (Phase 1) supported by the *Spaces to Thrive: Current State Data Book* and a *Spaces to Thrive: Implementation Plan and Financial Strategy* (Phase 2). Spaces that are within the scope of this strategy include social service centres, including but not limited to:

neighbourhood houses, Indigenous wellness and social cultural centres, social enterprise, informal gathering spaces and others. Within the social infrastructure ecosystem – but not within the scope of this strategy – include formal education, Park Board facilities, libraries, cultural facilities, social housing, health clinics and childcare.

As with many cities across the globe, Vancouver continues to experience significant and growing inequities within a pandemic context. This continues to shine a bright light on the complex vulnerability factors for certain populations and the insufficient ability of local governments, non-profits and community to respond quickly during cycles of crisis. Having a practical and innovative strategy, the City will be in a better position to attract proactive senior government partnership and funding opportunities, as well as social purpose investment, financial and in-kind contributions and expertise of community partners. The outcomes will be predictable, with Vancouver continuing to experience inter-connected issues related to the lack of safety, justice and belonging, including racial disparities and colonial violence, poverty, toxic drug supply and substance use, mental health challenges and more extreme shocks like earthquakes, and seasonal impacts due to climate change such as winter storms, heat domes and provincial fires.

Space to Thrive Policy Framework proposes a strong vision, four guiding principles, and six policy directions. If approved, this framework will align a vision for social infrastructure investments to related City policy (see Appendix B) and priorities and guide the City's decisions for investment, regulation, and advocacy. This strategic approach strives for better outcomes for Vancouver by supporting social and community-serving non-profits, spaces, and facilities, thereby providing all Vancouver residents with better opportunities to thrive. Subject to Council approval of this strategic framework, staff will develop the *Spaces to Thrive: Implementation Plan and Financial Strategy*. The *Implementation Plan and Financial Strategy*, expected in the spring of 2022, will identify social infrastructure space targets to be delivered through an intergovernmental strategy, a city-wide public investment approach to be developed as part of the implementation phase of the Vancouver Plan (after 2022) and the next 4-year Capital Plan, and innovations and efficiencies across and within existing spaces.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Healthy City Strategy (2014)
- Reconciliation Framework (2014)
- Housing Vancouver (2018)
- Culture|Shift: Blanketing the City in Arts and Culture (2019)
- Resilient Vancouver (2019)
- Vancouver Plan – Update and Quick Start Actions (2021)
- Establishment of the Council Covid-19 Recovery Committee (2020)
- Motion for 'Access to Water and Washrooms as a Human Right' (2020)
- Equity Framework (2021)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

Introduction to Social Infrastructure

Social infrastructure refers to the relationship between: 1) physical buildings and gathering spaces 2) social activities, services or programs offered within these places, and 3) the interconnected networks within and across physical and social locations where people come together and enhance overall well-being. Social infrastructure can be physical spaces, technology platforms, or even mechanisms that enable relationships such as programs.

To truly thrive and flourish, all aspects of basic human needs must be included for holistic integration. Indigenous ways of knowing emphasize cultural community well-being and resilience, leaving no one behind. *Spaces to Thrive* acknowledges the need to deepen partnerships with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliwətał (Tsleil-Waututh) Nations and to integrate their teachings on what it means to be in good relationship with community on these lands. A diversity of Indigenous perspectives reflect the value of collective-actualization – where we arrive in belonging, held within the places and spaces where we eat together, are sheltered, clothed and protected.¹ For urban Indigenous people, access to cultural and culturally-safe spaces and places in the city is essential to address disproportionate impacts of colonization, including the loss of connection to lands, family and culture. Prioritizing Indigenous-led initiatives and rebuilding efforts driven by and for Indigenous people requires an empowerment model of service delivery versus a deficit model. *Spaces to Thrive* recognizes the importance of a holistic, culturally appropriate and integrated approach that values and plans for a diversity of spaces for cultural and social well-being, where safety, belonging and trust create spaces to thrive.

Vancouver's Social Infrastructure Ecosystem

A healthy city requires a diversity of social infrastructure spaces, essentially, a social infrastructure ecosystem.

Such an ecosystem is comprised of a wide range of spaces, programs, and services to meet diverse community needs. Such services and spaces range from publicly owned and operated to privately owned and operated spaces (see Figure 2) and their existence either directly or indirectly supports relations and interactions between community members and thus supports community connectedness and belonging.

It is important to note that equity denied community members typically face barriers participating in or benefiting from market-driven social infrastructure and thus rely on government to use their diverse tools to address those barriers and support equitable access.



Figure 1: Social Infrastructure Ecosystem

¹ Dr.Cindy Blackstock, University of Alberta, 2014 Conference of the National Indian Welfare Association

Proposed Strategy's Scope

Recognizing the complex inter-jurisdictional governance and limited financial capacity of the City, the proposed strategy focuses narrowly on services and spaces where the City activates its roles as investor, partner, and regulator to support community building and participation. Specifically, the focus is on the type of services and spaces for which the City may provide grant support, either direct funds or in-kind: a) broad reach social service centres offering local-serving multi-service, age or stage-based programs such as neighbourhood houses; (b) specialized social service centres, including Indigenous wellness and cultural centres, 2SLGBTQQIA (two-spirit lesbian gay transgender queer questioning intersex and asexual) spaces, social enterprise; informal gathering spaces; and some others.

Some important forms of civic supported social infrastructure are already addressed in other City or City-affiliated plans, such as *Places for People Downtown*, *Culture Shift* and *Making Space for Art and Culture*, *VanPlay: Parks and Recreation Master Plan*, the VPL's *Facilities Master Plan*, and *Housing Vancouver*. Childcare will also soon be addressed in its own strategy currently under development. While these services and spaces are not addressed in this strategy, they share social impact objectives with shared goals. Through strategic and collaborative partnership, such as co-locations and shared resources, the City will improve alignment between and across various related strategies and plan implementation.

Social infrastructure that expands beyond the City's municipal roles and responsibilities – such as formal health care and formal education – are recommended to be out of scope as senior governments are required to allocate resources to meet these needs. Broader social infrastructure may also be found in the private realm, such as cafes and restaurants, fitness clubs, and commercial theatres and galleries. These privately run spaces and programs provide important connections and belonging and contribute to well-being for Vancouver residents, however they are beyond the scope as the City does not grant to commercial businesses.

Partnerships & Roles

Senior governments

Senior governments have the primary jurisdictional mandate and appropriate funding tools to provide social services, with cities and non-profit organizations as frontline partners in service provision. In addition to social service facilities, infrastructure programs at the senior government level often include major projects such as health facilities (e.g. hospitals, withdrawal centres), transportation infrastructure (e.g. skytrain), heritage projects (e.g. museums) and educational and childcare facilities (elementary and secondary schools, universities and colleges). Senior governments also fund operational components of projects, including the majority of Neighbourhood House operations. Senior governments also hold direct responsibility for upholding international human and Indigenous rights obligations. In Canada, human rights obligations are within the Canadian Charter of Rights and Freedoms and protected by provincial legislation. The Province of BC passed the Declaration on the Rights of Indigenous Peoples Act in 2019 to implement the UN Declaration on the Rights of Indigenous Peoples Act. A human rights-based approach to implementation that aligns with the City of Vancouver Reconciliation and Equity Frameworks will strengthen the City's inter-governmental strategy to align with human rights and the distinct rights of Indigenous people (including urban Indigenous people).

City/Local government

The City supports social infrastructure and non-profits in its role with three main areas making up the municipal toolkit: investment, regulation, and partnership. The City: develops and renews City-owned and operated community spaces; provides nominal leases for non-profit operators for some City-owned spaces; provides core funding for programs and operators; and provides rent subsidies and capital grants to support renovations and redevelopment of non-profit owned social facilities. In terms of space, the City's current social infrastructure portfolio includes over 50 social non-profit tenants across 52 facilities comprising over 650,000 sf. An overview of City of Vancouver's investments for social infrastructure between 2017 and 2021 may be found in Appendix A.

While the City has used granting and other tools to support the social sector in operation and space needs for decades, this has been done without a long-term vision and sustainable financial strategy for non-profits and neighbourhood houses. Staff were directed to explore whether Community Amenity Contributions (CACs) could be used towards operating endowment funds for services in January 2020 with approval of the CAC Policy. Staff have completed this review and do not recommend CACs be used towards operating endowment funds: limitations include misalignments with the City-wide CAC Policy and the City's Financing Growth framework which require CAC spending to be on capital costs of building new facilities to support growth. Furthermore, the BC Provincial Guidelines on CACs suggest lifecycle and operating costs should be taken into account when planning for CACs, with property taxes and user fees supporting operating cost components. The *Spaces to Thrive Implementation Plan and Financial Strategy* to be completed in Q2 2022 will explore options to address non-profits' operating funding challenges.

Given the intensifying demand due to increasing inequities and limited City resources, a strategy for the next ten years is needed to provide a clear path to address space challenges. Such a plan will provide clarity for the community and its diverse service providers as to the City's investment priorities and support for the sector. This will help manage community expectations about the City's capacity to support while leveraging senior government partnership and funding, social purpose investment as well as financial and other contributions from our community partners.

Indigenous Partners

Indigenous-led organizations provide self-determined spaces and programs that are culturally safe, meeting social and cultural needs for local and urban Indigenous communities. The City continues to work with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations individually and collectively through the MST Development Corporation on major projects such as the Jericho and Heather Lands redevelopment plans, and with urban Indigenous service organizations through a Memorandum of Understanding with Metro Vancouver Aboriginal Executive Council (MVAEC), an organization representing over 20 member agencies serving urban Indigenous populations across Vancouver. City has partnership agreements with each of xʷməθkʷəy̓əm, Skwxwú7mesh and səliłwətał Nations, and MVAEC to work collaboratively on long-term planning through the Vancouver Plan.

Non-Profit Partners

Vancouver non-profits are dynamic, innovative and essential in fostering social inclusion and connectedness. In addition to adapting quickly to ‘on the ground’ service and program needs and providing multiple opportunities to thrive for newcomers, women and gender diverse people, cultural community members and people who experience deep levels of poverty and systemic discrimination, community partners contribute a significant proportion towards GDP, jobs and other socioeconomic successes. Social non-profit partners were critical during the onset and progression of the COVID-19 pandemic, which added pressures including an increased demand for services/programs while facing drop in revenues. During this time, 65% of social non-profits introduced new services and programs to respond to the crisis demonstrating the resiliency and responsiveness of the sector.

Neighbourhood Houses

Neighbourhood Houses are a vital part of Vancouver’s social infrastructure ecosystem providing local-serving programs within each neighbourhood. The programs of these wide-ranging social service hubs respond directly to the local community need and demand, including drop-in services available in different languages and age-based programs. A wide array of services and programs develop both individual and community capacity; promote social inclusion and foster a sense of belonging. Local residents benefit through active participation and self-determined and supported leadership when they step through the doors of a neighbourhood houses looking for services like childcare, English classes, meals, housing, employment counselling, tutoring and counselling or to volunteer.

Private Sector Partners

The City of Vancouver has a Memorandum of Understanding with the United Way of B.C.’s Social Purpose Institute to support social purpose business. This November, the City was the first jurisdiction in the world to proclaim Purpose in Business Week (Nov 15-21, 2021). The Social Purpose Institute (SPI) held a national virtual Social Purpose Summit that week, with over 350 registrations, including some city staff as participants and speakers. Research demonstrates that businesses who adopt a social purpose as the reason they exist are able to leverage this to create positive change in communities while building value for employees, customers, and suppliers and at the same time strengthen their business. Local examples include financial institutions, property management companies and information and technology and supply companies². Social purpose businesses are businesses whose core reason for being is to create a better world. They seek partners to collaborate with to achieve their social purpose, including local governments and NPOs. The SPI helps business to adopt and implement a social purpose and then to collaborate with stakeholders to realize their purpose.

² Vancouver businesses working with UWLM SPI include: Coast Capital; Public Design; BrandLive; Briteweb; BsiBio Packing Solutions; Gray Line Westcoast Sightseeing; Hollyburn Properties Limited; Image Group Inc.; Keela; Lafarge; LGM Financial Services Inc.; Miller Titerle + Company; Mills Office Productivity; Modo; Pure Pharmacy; Recycling Alternative; Renaissance Mergers & Acquisitions

Strategic Analysis

As with many cities across the globe, Vancouver continues to experience significant and growing inequities which are further exacerbated because not everyone has access to the spaces, services and programs needed for overall well-being. The disproportionate and negative impacts of crisis such as the pandemic or extreme weather events on individuals and local communities continues to shine a bright light on a multitude of vulnerability factors for certain populations and the insufficient ability of local governments, non-profit and community to respond quickly during cycles of crisis, currently being experienced in a dual public health emergency. Social Infrastructure plays a critical role in fostering strong social ties and resilience day-to-day, and often performs significant duties to support community members amid crises. Through analysis of the health and resilience of the social infrastructure ecosystem as well as engagement with many partners and stakeholders, it is clear the City has ongoing and clear roles to play in promoting and investing in the health and resilience of the social infrastructure ecosystem. These include partnering with senior governments and non-profit partners to: (1) increase equity and access to human rights for people and communities; (2) address operational risks for non-profit and community agencies; and (3) support increased access to affordable and sustainable spaces.

Documenting Challenges in Vancouver

In creating *Spaces to Thrive*, staff engaged with community government, and internal partners, including social non-profit organizations, equity-serving groups, community-serving spaces, SPRE Collaborative, City Advisory Committees, Community Centre Associations, and the Urban Development Institute (UDI). Staff engaged with 285 unique non-profit organizations and community groups, 505 individuals from organizations and groups, and 51 total engagement opportunities through both listening and share-back phases from May 2017 through February 2021. Staff across City departments were also engaged through a technical team, individual meetings, and senior directors committee.

Combining data analysis with engagement findings, four key challenges facing Vancouver's social infrastructure ecosystem were identified:

- 1. Increasing inequity:** A lack of prioritization for the distinct needs of Indigenous, Black and cultural community spaces, accessible, women and gender diverse and other equity social-serving spaces have limited the City's ability to meet basic human needs.
- 2. Insufficient social and community serving spaces:** the City lacks a plan to determine how community facilities would meet population growth and the changing needs of a diverse city, both in times of crisis and in times where building strong neighbourhood and community assets is necessary for safety, wellbeing and resilience.
- 3. Insufficient and unsustainable operational and capital funding for non profits:** Without strategic alignment and investment in all parts of the social infrastructure – programs and spaces – access to basic human needs and meaningful places for people cannot be sustained. Currently, senior government provides the majority of operating funding to non-profit agencies. Non-profits struggle with adequate funding and operational stability due to resourcing and the lack of multi-year core funding agreements. Due to COVID, the City better understands the impacts of increasing complexity in terms of service demand, and the mismatch in funding allocated to address align the appropriate level of resources. Non-profits often do not have sufficient

access to small and large capital funding for maintaining and renewing facilities. The opportunity is to better align the level and area of immediate and longer-term needs of community-serving agencies with senior government and municipal strategic investment.

4. Loss of community-serving spaces: Non-profit owners and tenants in privately owned spaces and in high development areas face affordability and displacement challenges.

Below is a summary of the background research informing the proposed Policy Framework. The full analysis can be found in *Appendix A – Current State Data Book*. Four key areas of analysis were: (1) People and Communities, (2) Programs, Services, and Service Delivery, (3) Spaces and Facilities, and (4) Community Networks.

1. People and Communities

COVID-19 daylighted the ongoing and significant systemic barriers many residents have faced for decades, due to impacts of colonialism, racism, class and gender discrimination, ageism and ableism. The unique circumstance of intersectionality increases vulnerability factors for people including reduced access to spaces and services, social isolation, and cycles of poverty. A systemic response that considers disproportion

Equity-Denied Communities

Equity-denied communities are disproportionately impacted by systemic barriers and experience more challenges accessing social, cultural and economic opportunities, resulting in poorer health outcomes. Without access to these opportunities, more costly investments are needed in areas such the criminal justice and health care systems, homelessness services, and many individual and societal costs for those experiencing ongoing trauma and violence.

Further, disproportionate impacts require disproportionate resourcing; the unique circumstance of intersectionality have increased exposure to impacts of oppressive systems, including reduced access to services, social isolation, and poverty. Within population groups, race is a significant predictor of unequal outcomes. Poverty is created by overlapping and intersecting systems of oppression, and some of the populations disproportionately impacted by these systems include: Indigenous communities, people in many racialized groups, newcomers, lone parent families and young adults under the age of 25³. 20% of Vancouver residents have incomes below Canada's Official Poverty line, meaning one in five are prevented from meeting their most basic needs, and people in many of the groups noted face even greater barriers as shown in Appendix A.

Urban Indigenous Populations

Urban Indigenous peoples and organizations continue to face greater disparities. The legacy of colonization has left many urban Indigenous people 'landless' with intergenerational social, economic and health inequalities that cross institutional government jurisdictions when it comes to accessing education, justice system and

³ Poverty rates are based on data from Statistics Canada, 2016 Census of Population. (Note: Target group profile accessed through Community Data Program).

service funding.⁴ Many reports show that access to services is disrupted by discrimination and anti-Indigenous racism, from health care to education to front-line services. Urban Indigenous non-profit agencies create a network of cultural well-being for off-reserve Indigenous people living in Vancouver, including host local nations and people from communities across Canada. Given the social infrastructure and service delivery focus, *Spaces to Thrive* offers a unique opportunity to build up support for urban Indigenous people and to address key challenges for urban Indigenous agencies finding service, program and facility space design innovation on the path to reconciliation through self-determination. Continuing to decolonize ‘how’ the City partners with urban Indigenous agencies and ‘where’ resources are prioritized over the next 10 years will make meaningful and significant impacts for Indigenous people in Vancouver.

Women, Girls and 2SLGBTQQIA People

Women, girls, and 2SLGBTQQIA (two-spirit lesbian gay transgender queer questioning intersex and asexual) people are disproportionately impacted by gendered and sexualized violence. Four themes emerged from the *Getting to the Roots (2014)* community mapping survey, which explores systemic violence against women in the Downtown Eastside of Vancouver: women’s safety is systematically compromised and undermined by pervasive violence, and in particular violence targeting women, women’s safety includes access to safe spaces and being freely and safely mobile between those spaces, women’s safety means living without fear or wariness that requires the adoption of personal violence prevention strategies in daily life, and women’s safety is reinforced with strong and healthy personal relationships⁵. Indigenous women, girls, and 2SLGBTQQIA people are disproportionately impacted by gendered and sexualized violence, which is especially damaging given the important cultural role of Indigenous women as matriarchs.⁶ *Spaces to Thrive* proposes clear City responses to improve gender safety in already identified actions from community leaders and partners. Further the City’s response to the Missing and Murdered Indigenous Women and Girls (MMIWG) Inquiry’s Calls for Justice and the scoping study for the UN Safe Cities for women and girls will also focus on strengthening gender safety between safe places and services for women and gender diverse people.

While senior governments hold direct funding and jurisdictional responsibility for fulfilling international human and Indigenous rights obligations, cities also hold obligations at the local level and experience the impacts of a lack of access to basic human needs on the frontlines. A human rights-based approach to both the Policy Framework and implementation will also align with the City of Vancouver Reconciliation and Equity Frameworks. This approach will strengthen the City’s inter-governmental strategy to align with human and Indigenous rights. By increasing prioritization for Indigenous, Black and cultural community spaces, accessible, gender and other equity social-serving spaces, *Spaces to Thrive* provides a plan for how community facilities would meet population growth and the changing needs to align and invest sustainably in social program and spaces; and, to increase resiliency of service networks for facilities at risk of loss.

⁴ Congress of Aboriginal Peoples (2019) Urban Indigenous People: 2019 Research Report <http://www.abo-peoples.org/wp-content/uploads/2019/09/Urban-Indigenous-Report-FINAL.pdf>

⁵ DTES Women’s Coalition (2014) *Getting to the Roots: Exploring Systemic Violence Against Women in the Downtown Eastside of Vancouver*

⁶ Martin, Carol Muree and Walia, Harsha (2019) *Red Women Rising: Indigenous Women Survivors in Vancouver’s Downtown Eastside*

2. Programs, Services, Service Delivery

Many non-profits are experiencing challenges when it comes to service delivery, including the lack of long-term operating funding commitment from senior levels of government, with compounding vulnerability due to increase in service demand complexity and a fatigued non-profit sector. Of the three levels of government in Canada, provincial governments provides the majority of investment to the charity sector (90.5%), which includes many social-serving non-profits^[1]. While some funding is provided for core operation, most grants are program-focused and do not provide core funding for administration and operations including space costs. Similarly, federal funding for human rights-based program such as the Reaching Home program through Service Canada (e.g. Washroom Trailer Program), or the Substance Use and Addictions Program (SUAP) through Health Canada (e.g. peer washroom overdose safety program in City-owned sites) provides application-based, time-limited funding for urgent program initiatives.

Overall, senior government funding is often unpredictable and application-based, targeted to specific uses and programs compared to grants that are broad-based that support the organization. As a result, common operational challenges include limitations to technological investment or upkeep and flexibility of staff resourcing. To enable non-profit service providers to thrive, multi-year core funding is necessary to provide optimal operational resilience and sustainability.

The City provides approximately \$7.25M in grants annually to support programs which focuses on reducing conditions that create vulnerability for residents. These grants can be applied towards core operations such as space costs. Demand for these grants is 45% higher than currently allocated funds.

3. Spaces & Facilities

The social sector also face insufficient affordable, suitable and secure spaces. Stability and safety of facilities must also include considerations related to risks such as earthquakes, heatwaves, air quality advisories, and other environmental conditions. Not only can these events potentially damage facilities beyond repair, triggering disaster displacement, but these facilities must also be able to function as a safe space for community members during crises: e.g., deployment as Cooling Centres, Clean Air Shelters, and Warming Centres.

Space For Community Survey (2020) results from Social Purpose Real Estate Collaborative (SPRE) identified affordable space as the top challenge for social sector in Vancouver (57%). Of survey respondents, 45% of social non-profits in Vancouver expressed a lack of suitable space community-serving program and administration need.⁷

Displacement and loss of community-serving spaces (CSS) and non-profit tenancy in commercial spaces is another challenge often resulting from development pressures and pace of change, contributing to the shortfall of community services and programs city-wide.

The risk is increased with tenants in privately-owned property located in rapid growth areas, which makes up 36% of total social non-profits or 43% of those with a fixed address.

^[1] Mark Blumberg and Canadian Charity Law (2017) *Snapshot of Canadian Charity Sector, 2015*

⁷ Social Purpose Real Estate (2021) *Space For Community: Understanding the Real Estate Challenges Affecting the Social Purpose Sector in BC*

Approximately half of social non-profits are located in areas with high development pressures, which may benefit from City regulatory policies and other incentives to retain or expand key services and spaces. These areas often have networks of social non-profit tenants that rely on proximity of partners to deliver key programs to residents. As well, community plans and development may offer opportunities to establish new social infrastructure such as NPO offices, neighbourhood houses, places of worship integrated with affordable housing and community uses.

An analysis of community-serving spaces used for social, cultural, and recreational programs included those owned by places of worship, and non-profits, specifically, community halls, legions, cultural centres, and non-city owned community centres. Many programs are delivered by their tenants or rental clients, including numerous non-profit and community groups who access affordable spaces to offer community building services. Due to high land values and aging infrastructure (61% built before 1960) that requires high maintenance costs, places of worship and NPO sites are increasingly looking toward redevelopment as an option. These sites and community uses may be at risk of change or loss due to factors including high land values and aging infrastructure. The trend of redevelopment of places of worship sites may result from declining congregations and limited capacity. Many are cash poor, some face high taxes and have limited funding to secure new, upgrade, or maintain spaces.

4. Community Networks

Due to ongoing financial and resourcing challenges, social infrastructure owners and operators seldom have the capacity to coordinate collaborative partnerships. Recent Network Areas indicate that rich connections exist between some organizations, but are not formalized and gaps exist in critical locations to ensure base level resilience. Given members and service users often access multiple organizations to meet different needs, the community serving sector could benefit from the establishment of collaborative planning efforts in partnership with City-owned sites. This is supported by the Resilient Vancouver objective related to empowering communities to support each other during crises, and recover from disasters – including the direction to support a community-led Downtown Eastside resilience planning process and the scaling of the Resilient Neighbourhoods Program. The COVID-19 pandemic demonstrated the power of collaboration between non-profits, social enterprises, and socially minded businesses in the Downtown Eastside. This collaboration should continue in times of non-crisis.

Arising from the engagement and research phases, main themes, which informed the strategy development included: facilities and space needs, City policies and process challenges, funding and financing, reconciliation, equity, and balancing of priorities, and capacity support. (See *detailed summary in Appendix B.2*)

Proposed Framework for the Social Infrastructure Strategy

Upon completion and if approved by Council, the final *Spaces to Thrive: Vancouver Social Infrastructure Strategy* will be comprised of two components: (a) a policy framework and (b) a 4 and 10 year implementation plan and financial strategy. As noted already, this report presents the proposed policy framework for Council consideration, with the implementation plan and financial strategy to follow in the spring of 2022, either by memo update or report to Council.

The *Spaces to Thrive: Policy Framework* proposed in this report suggests four crosscutting principles and six policy directions with accompanying actions, each mapping back to both the challenges facing the sector, the increasing recognition of how marginalization and lack of equity impact both individual and community resilience, the City's jurisdiction as local government, and the limited tools and resources the City has to deploy.

If approved, the policy framework and eventually the implementation plan and financial strategy will work together to ensure the City has a coherent and transparent roadmap for the next 10 years to inform investment and policy decisions, and guide strategic alignment with senior levels of government, community partners, social impact businesses and the private sector.

The proposed Policy Framework can be found in full in *Appendix B*. Several Action While Planning initiatives are also outlined for Council consideration in *Appendix D*.

Implementation Plan Development: Target Approach & Strategy Implementation

Pending Council approval of the *Policy Framework* presented in this report, as a next step, staff will develop the *Spaces to Thrive: Implementation Plan and Financial Strategy* in Q2 2022. Staff will either report back to Council through memo or report, subject to further analysis. The *Implementation Plan and Financial Strategy* will provide directions for policy/regulation, partnership and investment to deliver the strategy, detailing priority projects and processes, indicators and targets (see Implementation and Measuring Progress section in *Appendix B - Spaces to Thrive: Policy Framework*). As part of this work, staff will begin to establish attainable 10-year targets that consider addressing equity, reconciliation and overall population growth gaps. A 4-year achievable targets plan with clear roles and investment strategies for the City, senior government and community partners will be created. Coordination and alignment with the Vancouver Plan implementation financial framework (post 2022) will be required.

The scope of the Implementation Plan is outlined in Appendix B, Section III.

Public/Civic Agency Input

Council Advisory Committees or advisory members that have engaged with the development of the strategy include: 2SLGBTQ+ Advisory Committee; Children, Youth and Families Advisory Committee; Chinatown Historic Area Planning Committee; Persons with Disabilities Advisory Committee (PDAC); Seniors Advisory Committee; Urban Indigenous Peoples' Advisory Committee (UIPAC); and Vancouver Food Policy Council (VFPC).

Financial Implications

Senior governments have the primary jurisdictional mandate and appropriate funding tools to provide social services, with local governments and non-profit organizations as frontline service delivery partners. Currently, the City deploys a variety of tools to enable social infrastructure:

City-owned and operated social infrastructure: The City owns and operates three important social facilities that serve Vancouver's low-income communities: Carnegie Centre and Evelyne Saller Centre in the DTES and the Gathering Place in the Downtown South.

Nominal leases of City-owned land or space: The City leases a number of City-owned land or buildings (or portions of buildings) to non-profit partners at nominal rent.

Capital grants: The City provides capital grants to eligible non-profit partners to renew or renovate existing social infrastructure and/or build new social infrastructure, allocating funding collected from property taxes and/or development contributions.

Operating grants: The City provides operating grants to eligible non-profit partners to support general and/or targeted programming at a number of social facilities.

Contributions through development: Where appropriate, the City can require a social facility to be provided “turnkey” by the developer. Non-profit operators are then selected to operate and maintain the facility.

Exemption from Community Amenity Contribution: If a rezoning application includes the provision of a social facility operated by a non-profit society and open/accessible to all (e.g. neighbourhood houses), the social facility component will be exempt from making a CAC contribution.

Reduced Development Cost Levies: Social facilities operated by a non-profit society and open/accessible to all (e.g. neighbourhood houses) pay a reduced DCL rate of \$10 per building permit.

The next stage of work involves the preparation of *Spaces to Thrive: Implementation Plan and Financial Strategy*, with a practical delivery approach that takes into consideration the role of the City versus other governmental jurisdictions, as well as the significant fiscal constraints of the City. In particular, social infrastructure targets must be attainable and financially viable (from both capital and operating perspectives) for the City and its partners. Given the growing fiscal constraints, the City needs to be creative in leveraging the “municipal toolkit” to maintain and potentially enhance social services through advocacy/partnerships and policy/regulation. The City is committed to explore new approaches and alternative service delivery models with its community partners in recognition of their social mandate, desire to grow in capacity, ability to leverage senior government funding and garner community support.

If approved, the Strategy will also be integrated into the City’s financial planning, including the next 10-year Capital Strategic Outlook, and 4-year Capital Plan for prioritization and funding consideration, and through the Vancouver Plan financial/public investment framework. The Strategy and its implementation plan and financial strategy will be reviewed and refined periodically.

CONCLUSION

When people cannot access the social spaces and programs they need, when and where they need most, everyone across Vancouver experiences the negative impacts. The City has demonstrated commitment to increasing access, resiliency and wellbeing across Vancouver, especially in the context of rising inequities, social isolation, and climate change. The Policy Framework is an important first step in taking a comprehensive, longer term view to guide City policy, partnership and investment in social infrastructure and service delivery and to increase clarity and transparency with regard to City priorities. It contains bold recommendations that require innovation and commitment from the City, senior levels of government, and community partners for the next decade.

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Spaces to Thrive: Current State Data Book

*We gratefully acknowledge the feedback and contributions of internal and external stakeholders through engagement including community partners, non-profit organizations and places of worship. Further information can be found in the Acknowledgement section in **Spaces to Thrive: Policy Framework**.*

Spaces to Thrive: Vancouver Social Infrastructure Strategy

Current State Data Book | DECEMBER 2021

The City of Vancouver occupies the unceded and ancestral homelands of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations.

We honour and acknowledge the people, culture and visions leading us towards a much different future.

*We gratefully acknowledge the feedback and contributions of internal and external stakeholders through engagement including community partners, non-profit organizations and places of worship. Further information can be found in the Acknowledgements section in **Spaces to Thrive: Policy Framework**.*

1. People and Community: 'Who' has Access to Spaces to Thrive

In 2017, the City of Vancouver conducted the Access to Services survey that measured residents' access to community and social services when needed as an indicator to achieve the Healthy City Strategy goal of 'access to human services'. Responses showed that residents with lower incomes generally rate access to these services less favourably, while men, older people, and people born in Canada rate their overall access more favourably. Sufficient services, program, and spaces need to be accessible to all residents to ensure all Vancouver residents have spaces to thrive.

Equity-Denied Communities & Applied Intersectionality

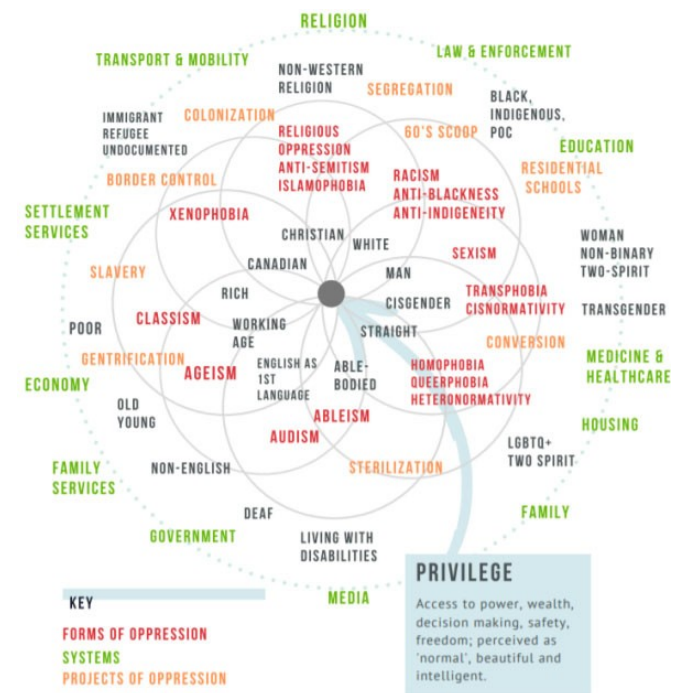
Equity-denied communities are disproportionately impacted by systemic barriers and experience more challenges accessing social, cultural and economic opportunities. Different forms of systemic oppression, such as racism, sexism, classism, and ableism create compounding negative effects and individuals are often situated within more than one identity.¹

Intersectionality is "a lens through which you can see where power comes and collides, where it interlocks and intersects."² The unique circumstance of intersectionality have increased exposure to impacts of oppressive systems including reduced access to services, and increased social isolation, and poverty. Within population groups, race is a significant predictor of unequal outcomes, with poverty notably not improving as significantly for Black visible minorities from first generation (born outside of Canada) to third or more generation (parents born in Canada) compared to other visible minorities (Figure 1).

Poverty rate by Indigenous identity, racial identity and generations in Canada	Indigenous	Arab	Black	Chinese	Filipino	Japanese	Korean	Latin American	South Asian	Southeast Asian	West Asian	Other or Multiple	White
First generation (born outside Canada)		48%	31%	26%	14%	30%	38%	32%	18%	27%	37%	25%	19%
Second generation (parent(s) born outside Canada)	41%	41%	28%	14%	13%	16%	24%	31%	10%	24%	36%	17%	15%
Third+ generation (parents born in Canada)	--	28%	8%	12%	10%	--	45%	8%	9%	--	13%	17%	

Data source: Statistics Canada, 2016 Census of Population, custom tabulation for City of Vancouver.
Poverty rate is Canada's Official Poverty Line, the Market Basket Measure based on disposable individual or family income.

Figure 1: Intergenerational racial identities and poverty rate



¹ Ontario Tech University (2018) *Oppression, discrimination, and prejudice explained* <https://community.ontariotechu.ca/blog/awareness/lets-talk-equity/oppression,-discrimination,-and-prejudice-explained.php>

² Crenshaw, Kimberlé (1989) *Marginalizing the Intersection of Race and Sex: A Black Feminist Critique of Antidiscrimination Doctrine, Feminist Theory and Antiracist Politics*

Human & Indigenous Rights

While senior governments hold direct funding and jurisdictional responsibility for fulfilling international human and Indigenous rights obligations, cities also hold obligations at the local level and experience the lack of access to basic human needs on the frontlines.

A human rights-based approach to implementation will also align with the City of Vancouver Reconciliation and Equity Frameworks. By increasing prioritization for Indigenous, Black cultural community spaces, accessible, gender and other equity social-serving spaces, the city can better plan for how community facilities would meet changing and growing needs to align and increase resiliency.

Intersectionality and Gender Safety

Four themes emerged from the *Getting to the Roots (2014)* community mapping survey, which explores systemic violence against women in Vancouver's Downtown Eastside: women's safety is systematically compromised and undermined by pervasive violence, and in particular violence targeting women, women's safety includes access to safe spaces and being freely and safely mobile between those spaces, women's safety means living without fear or wariness that requires the adoption of personal violence prevention strategies in daily life, and women's safety is reinforced with strong and healthy personal relationships¹. Indigenous women, girls, and 2SLGBTQQIA (two-spirit lesbian gay transgender queer questioning intersex and asexual) people are disproportionately impacted by gendered violence:

- Indigenous women and girls in Canada have been murdered or gone missing at a rate four times higher than their rate of representation in the population.
- Indigenous women are 12 times more likely to be murdered or missing than non-Indigenous women.
- Indigenous women make up 24 percent of homicide victims, and are seven times more likely to be murdered by serial killers than non-Indigenous women.
- Among Indigenous women, the self-reported rate of sexual assault is three times higher compared to non-Indigenous women.
- Indigenous two-spirit and trans people face the added jeopardies of homophobia and transphobia. Two-spirit and trans people are violently victimized nearly five times as often².

Many residents struggle to make ends meet and access basic human needs

- One in five residents of Vancouver have incomes below Canada's Official Poverty Line²
- Poverty is created by overlapping and intersecting systems of oppression, and some of the populations disproportionately impacted by these systems include: Indigenous communities, people in many racialized groups, newcomers, lone parent families and young adults under the age of 25.

City of Vancouver: Poverty Rate by Indicated Demographics, 2016



¹ DTES Women's Coalition (2014) *Getting to the Roots: Exploring Systemic Violence Against Women in the Downtown Eastside of Vancouver*

² Martin, Carol Muree and Walia, Harsha (2019) *Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside*

³ Poverty rates are based on data from Statistics Canada, 2016 Census of Population, target group profile accessed through Community Data Program

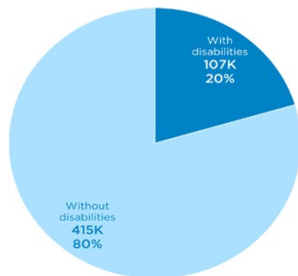
Equity-denied communities more likely to experience loneliness¹

- 46% of people don't report a strong sense of community belonging
- Seniors, newcomers and young people, are experiencing increased rates of loneliness and isolation region-wide

Vancouver's Population is Changing

- In 1996, 44.6% of Vancouverites self-identified as a visible minority – by 2016, this increased to over half the population (51.5%)
- Between 1996 and 2016, the number of seniors (age 65 and older) in Vancouver increased by 46%, double the overall population growth rate
- An estimated 20% of Vancouverites have a disability—this will likely increase in future

City of Vancouver Estimated Population with Disabilities, 2017
Data Source: Statistics Canada, Canadian Survey on Disability
Table accessed through Community Data Program



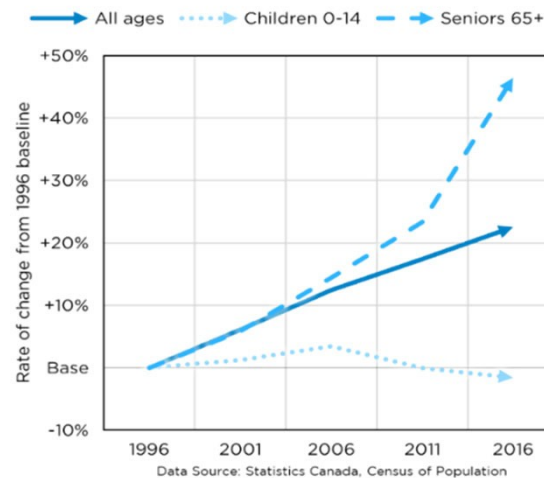
¹ Vancouver Foundation (2019) *Connect & Engage Mini Reports*

IN METRO VANCOUVER:

1 in 7 RESIDENTS IS LONELY

1 in 4 RESIDENTS IS ISOLATED

City of Vancouver: Pop. change from 1996 baseline

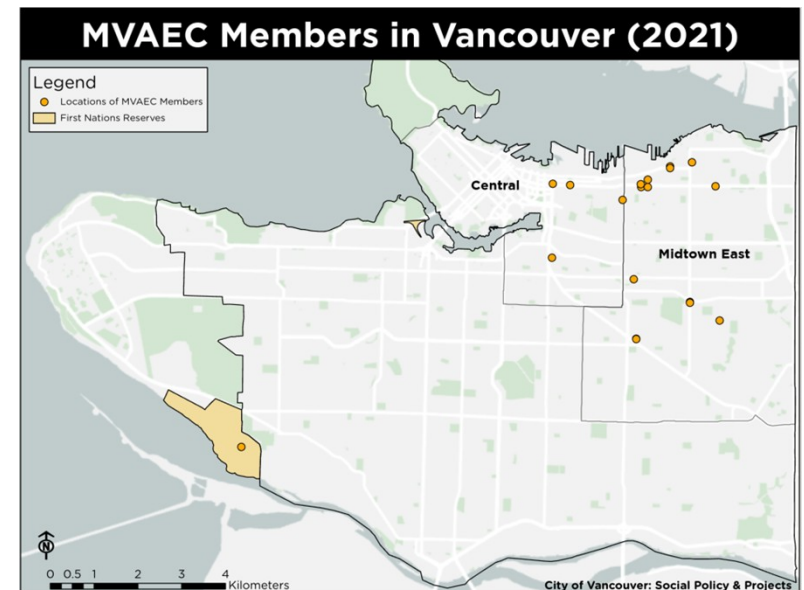


Indigenous Population is Urban

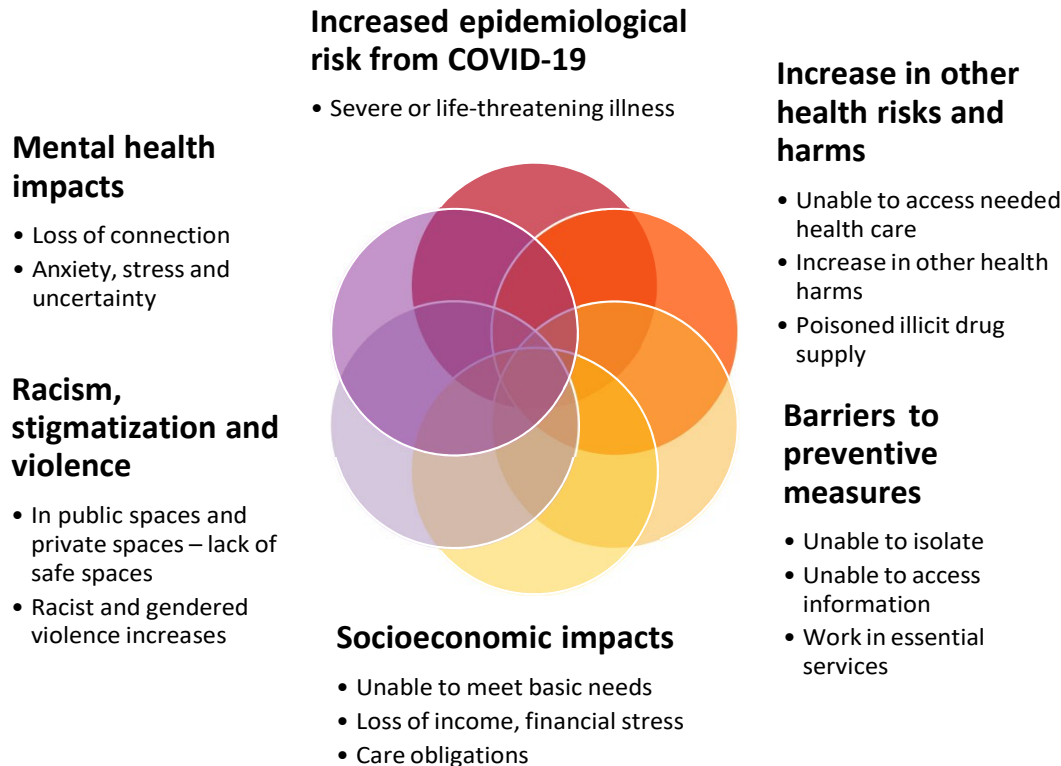
95% of Indigenous residents in Vancouver live in neighbourhoods outside the Musqueam reserve (Statistics Canada 2016), increasing the need for cultural and culturally-safe spaces and places in the city and respond to disproportionate impacts of colonization, including the loss of connection to lands, family and culture.

Prioritizing Indigenous-led initiatives and rebuilding efforts driven by and for Indigenous people believes in an empowerment model of service delivery versus a deficit model.

The City continues to work with urban Indigenous service organizations through a Memorandum of Understanding with Metro Vancouver Aboriginal Executive Council (MVAEC), an organization representing over 20 member agencies serving urban Indigenous populations across Vancouver.



COVID-19 Accentuated Inequities & Disproportionate Impacts



Populations Disproportionately Impacted

- As of October 2021, BC **unemployment rate** for people in racialized groups was estimated to be 6.6%, compared to 4.5% for people not in Indigenous or racialized groups.¹
- In 2020, Indigenous residents **died of overdose** at over five times the rate of other BC residents, with Indigenous women dying at nearly ten times the rate of non-Indigenous women.²
- **Hate crimes** incidents increased 97% from 142 incidents in 2019 to 280 in 2020.³

Graphic: Social Policy and Projects Research and Data Team (January 2021) *Populations Disproportionately Impacted by COVID 19: Current State Assessment*. City of Vancouver

¹ Statistics Canada, Labour Force Survey Supplement, October 2021

² First Nations Health Authority, *First Nations Toxic Drug Deaths Doubled During the Pandemic in 2020*, May 27, 2021

<https://www.fnha.ca/about/news-and-events/news/first-nations-toxic-drug-deaths-doubled-during-the-pandemic-in-2020>

³ Monojlovic, Drazen (February 2021) *Year end 2020 year-to-date key performance indicators report*. Vancouver Police Board

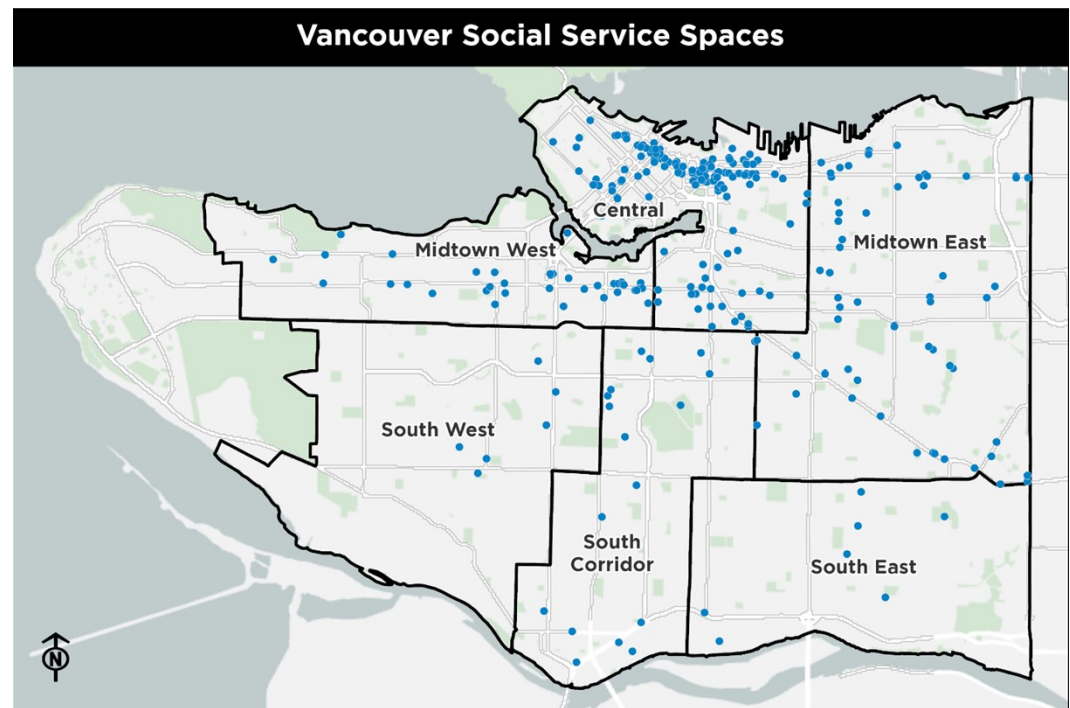
2. Social-Serving Sector: Populations Disproportionately Impacted by Systemic Barriers Require Disproportionate Resourcing

Non-profit organizations are essential in fostering social inclusion and connectedness to build social capital, encourage participation and strengthen resilience in the community. While governments and funders can play important roles in building and regulating spaces for non-profits, providing grants, and advocating for the importance of social infrastructure, community-based non-profits give purpose to these spaces. Non-profit organizations work by responding to needs in their communities, delivering critical social programs and services to residents, and contributing to vital improvements to the quality of life and economy of the city.

Based on data from BC211's comprehensive directory of social service agencies and other sources, approximately 400 social-serving organizations provide over 2,000 social programs and services within Vancouver.

The reach of non-profits range from serving residents within the local neighbourhood, to Vancouver and regional residents and is diverse in types of service delivery:

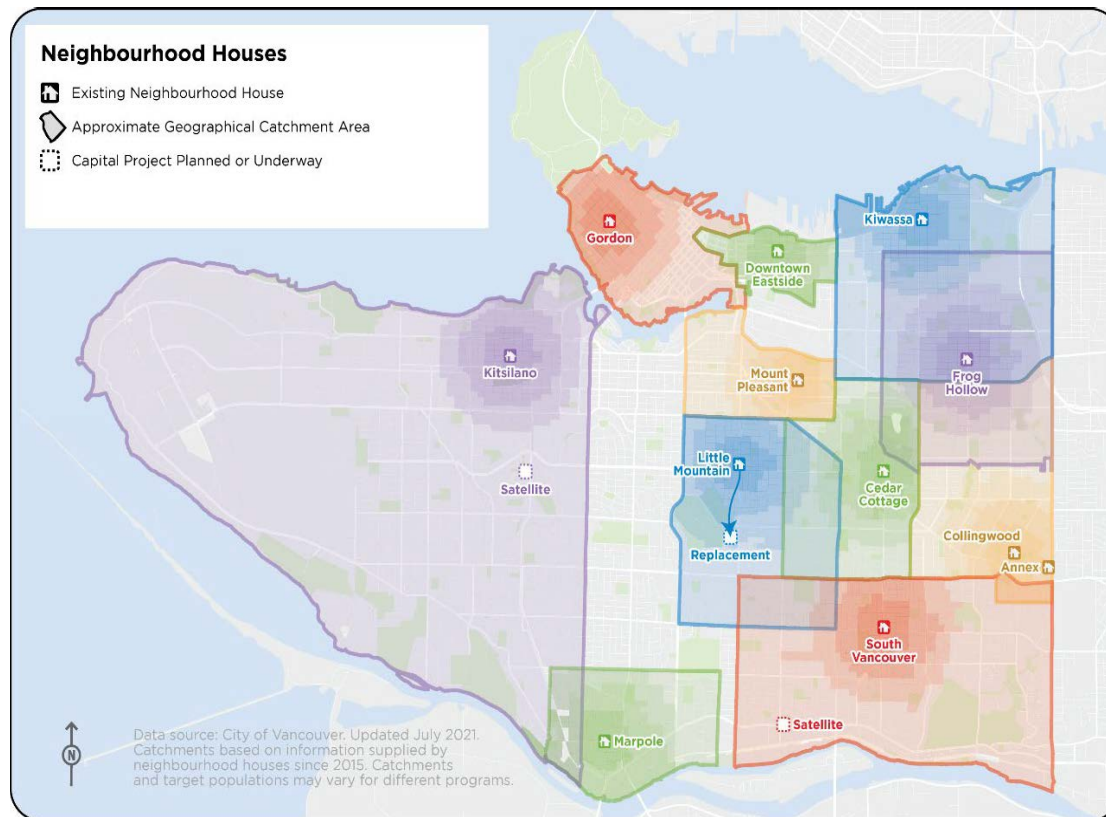
- Over 20 urban Indigenous-led organizations are members of Metro Vancouver Aboriginal Executive Council (MVAEC), leading innovative initiatives within a range of programs for urban Indigenous residents
- 23 organizations in the DTES Women's Coalition, including allies, have committed to implement a collaborative framework that will decrease and prevent gendered violence against women (especially Indigenous); increase a full continuum of services/support for women's only/-led/dominant spaces and resources to better reflect gender representation
- DTES has one of the largest social enterprise ecosystems in North America – For every \$1 invested in social enterprises, \$4.13 in social benefits is generated¹
- Vancouver is a leader in supporting urban health including overdose prevention sites, safe injection programs, and safe supply programs.
- Vancouver is a member of the Social Purpose Real Estate (SPRE) Collaborative, focused on improvements for non-profits and social enterprises through strategies and programs



¹ Buy Social Canada (2020) *Downtown Eastside Social Enterprise Impacts Report 2019*

Neighbourhood Houses: Investing in Communities

Neighbourhood Houses (NH) are a vital part of Vancouver's social infrastructure ecosystem. Bringing together people from different backgrounds to build connections and community, these local-serving social service agencies tailored to residents have a history in Vancouver dating back to 1891.



Pathways to Leadership

NHs build individual capacity while also providing pathways to leadership



- The 11 NHs in the city have a broad reach with over 200,000 people involved in 444 programs which are split between programs for children, seniors and families.
- Each NH attracts an average of 250 volunteers who contribute an average of 15,000 volunteer hours per year.
- For neighbours who step through the doors of a neighbourhood houses looking for services like childcare, English classes, meals, housing, employment counselling, tutoring and counselling or to volunteer, they can become active citizens and leaders through participation

Yan, Miu Chung and Lauer, Sean R. (2021) *Neighbourhood Houses: Building Community in Vancouver*

Social-serving Sector: Challenges

Operational Challenges

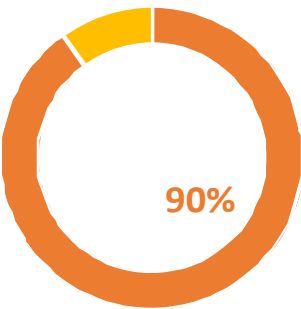
- Most grants are program-focused and do not provide core funding for administration and operations including space costs
- CoV grant programs provides more flexibility to cover these costs

Space Challenges

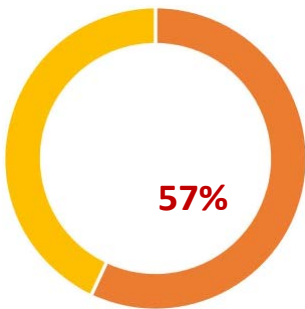
- 1 – Affordability of spaces in immediate and longer-term
- 2 - Unsuitable and Insufficient Space – Facility maintenance in aging buildings, Indigenous spaces insufficient
- 3 - Security of tenure - 75% of NPO respondents of the Space 4 Community survey have only up to 5yr lease term; 24% include renewal terms.

NPO hubs

Co-located centres allow for complementary organizations to collaborate and deliver efficient and effective services to meet community needs



Current space size
does not fully meet
needs

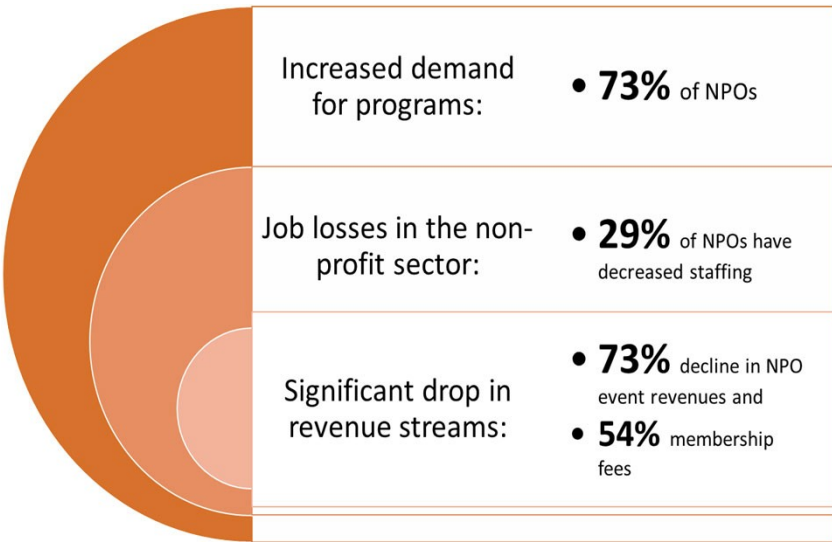


Top challenge:
lack of affordable
space¹

COVID-19 Compounded Inequities in Vancouver

Decreasing Resilience for NPOs & Community Serving Sector²

- Complexity of service demands increasing (e.g. toxicity of drug supply, increased economic and food insecurity, grief and trauma)
- Capacity challenges, including staffing and revenue



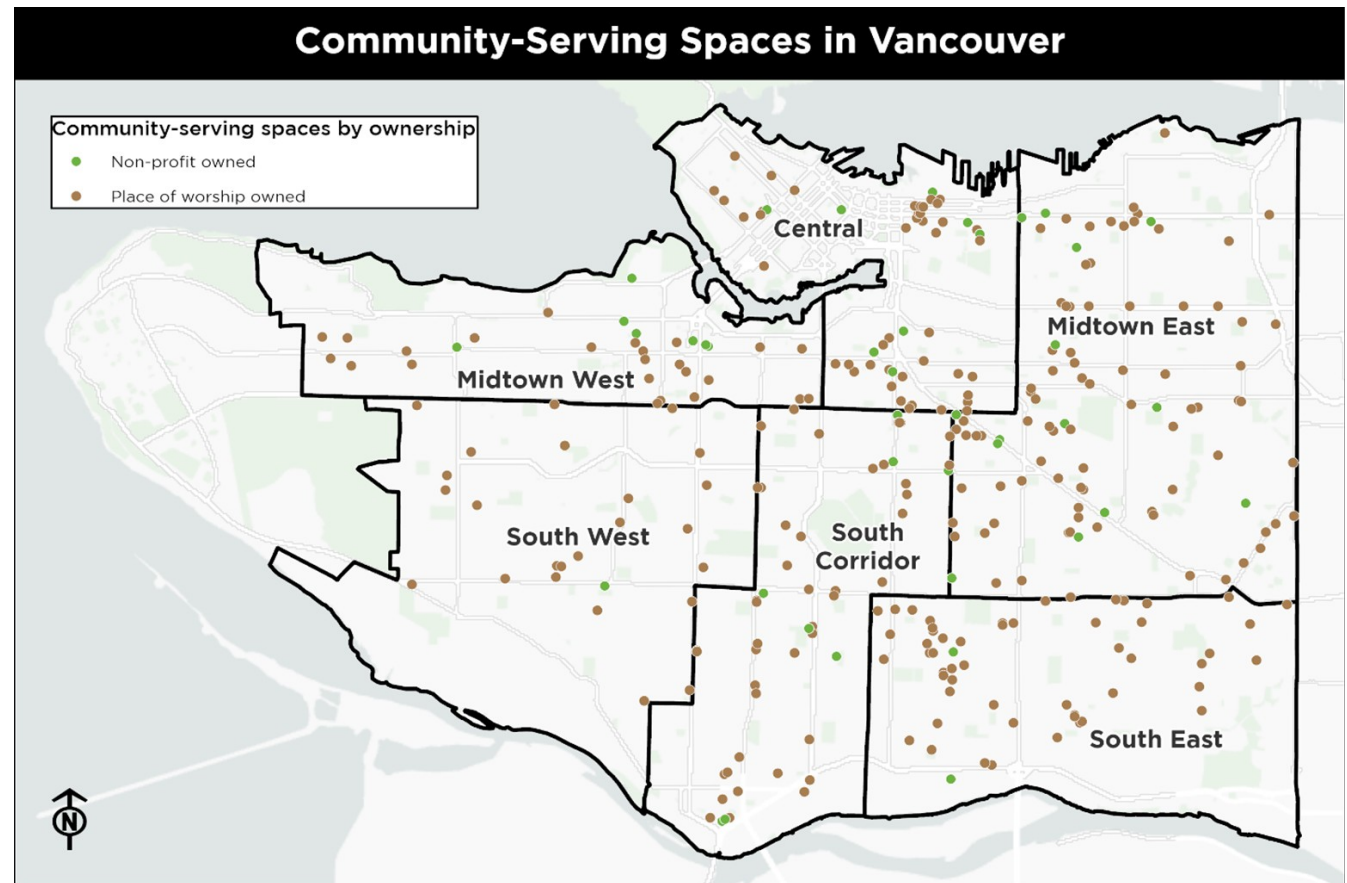
¹ Social Purpose Real Estate Collaborative (2020) *Space 4 Community* survey results
²Vantage Point (November 2020) *No Immunity Non-Profit* survey results

Loss and Displacement - NPO-Owned and Places of Worship Sites

Development pressures pose significant challenges by increasing the risk of displacement of community-serving spaces (CSS) and non-profits in commercial spaces, with loss of these spaces contributing to the shortfall of community services city-wide.

CSS are flexible and multi-use spaces within non-City-owned buildings that support social, cultural, recreational, and community programs and services. Examples of CSS include Places of Worship, and Non-Profit owned gathering spaces such as Legions, Cultural Centres, and Community Halls. Sites identified in the CSS Study had:

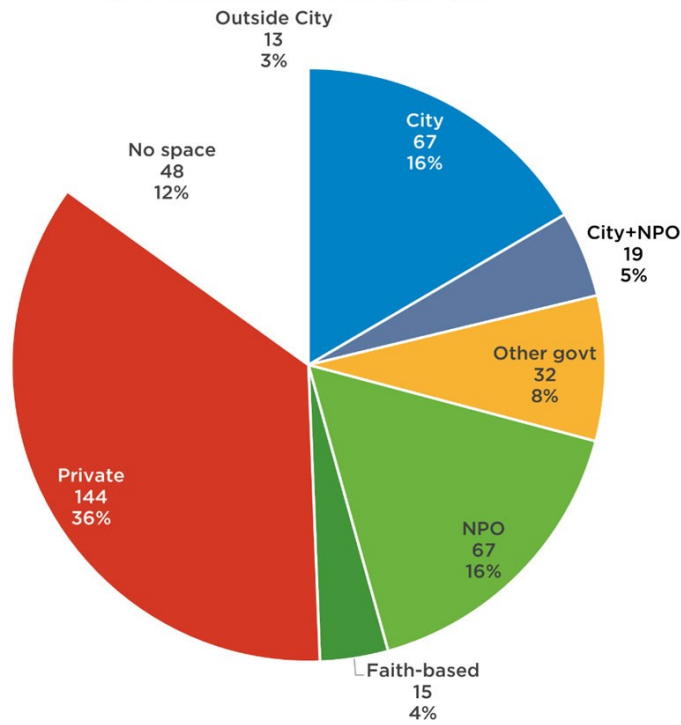
- Nearly 2000 childcare spaces
- Over 60 kitchen permits; and
- 61% were built before 1960



BC Assessment data limitations may result in undercounting for some CSS sites

Risk of Redevelopment and Ownership – Displacement of Social NPOs

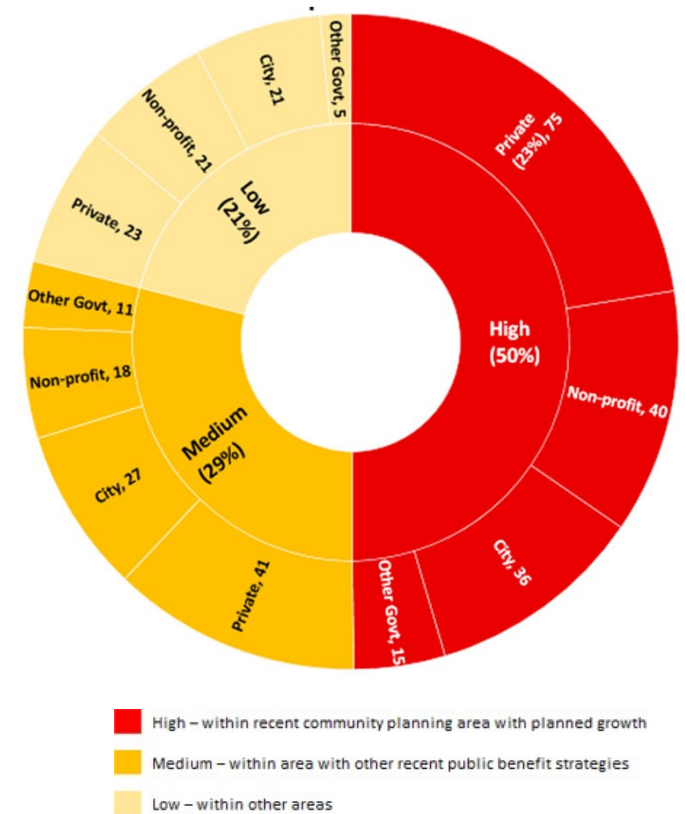
**City of Vancouver Social Service Organizations
by Ownership of Primary Space**



*Does not include satellite or other program space

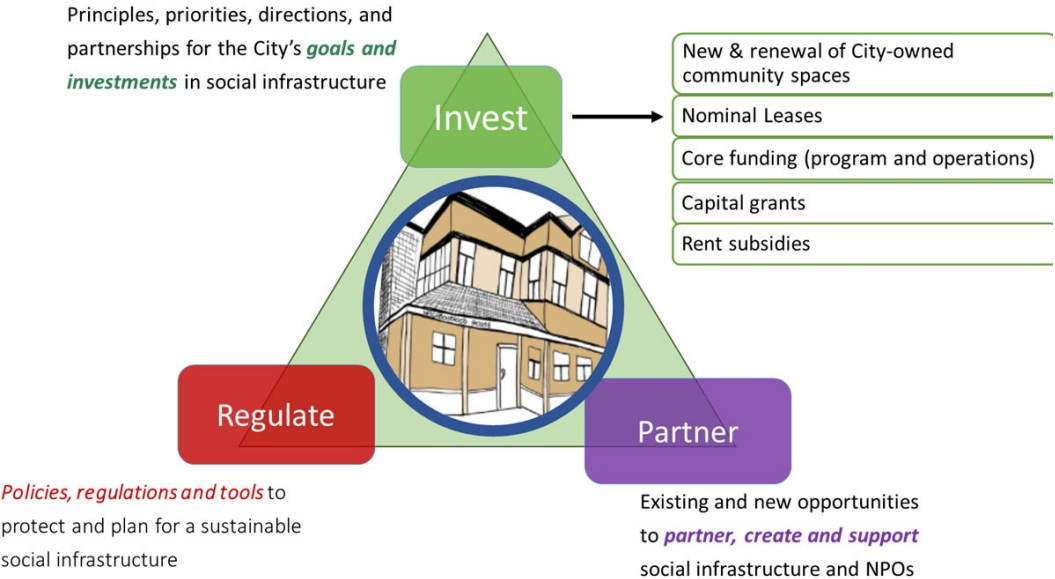
- Risk of displacement is increased with tenants in privately-owned property located in high development areas, which makes up 36% of total social non-profits or 43% of those with a fixed address.
- Many high-risk areas have networks or clusters of social non-profit tenants that rely on proximity of partners to deliver key programs to residents. The top reason cited in the *Space 4 Community* survey (2020) for eviction of social non-profits was that the property was going to be redeveloped, renovated or demolished.
- Approximately half of social non-profits are located in community plan areas with high development pressures, which may benefit from City incentives retain or expand key services and spaces shown.

Non-Profits in Development Areas



- High – within recent community planning area with planned growth
- Medium – within area with other recent public benefit strategies
- Low – within other areas

Invest, Partner, Regulate: Roles of the City



City investments: 5 year snapshot (2017-2021)

- Provided core operating support to 150+ social non-profits annually**
- \$36.2M total grants over 5 yrs (average of \$48,000/NP/yr)
- Provided 50+ small capital grants to upgrade existing spaces**
- \$500K total grants over 5 yrs

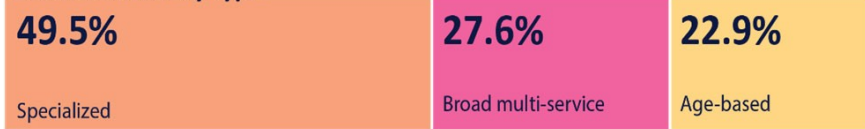
City-owned Current Social Facilities and Spaces



New facilities in operation (2017-2021)

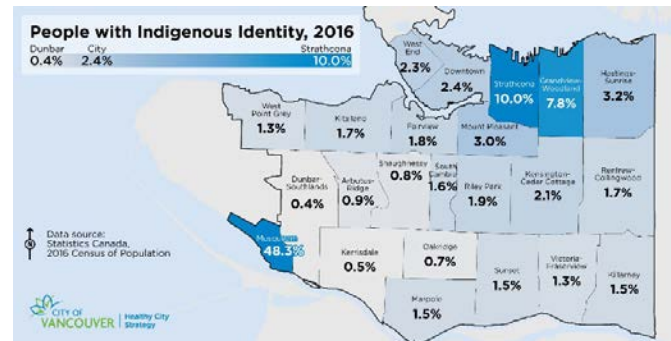
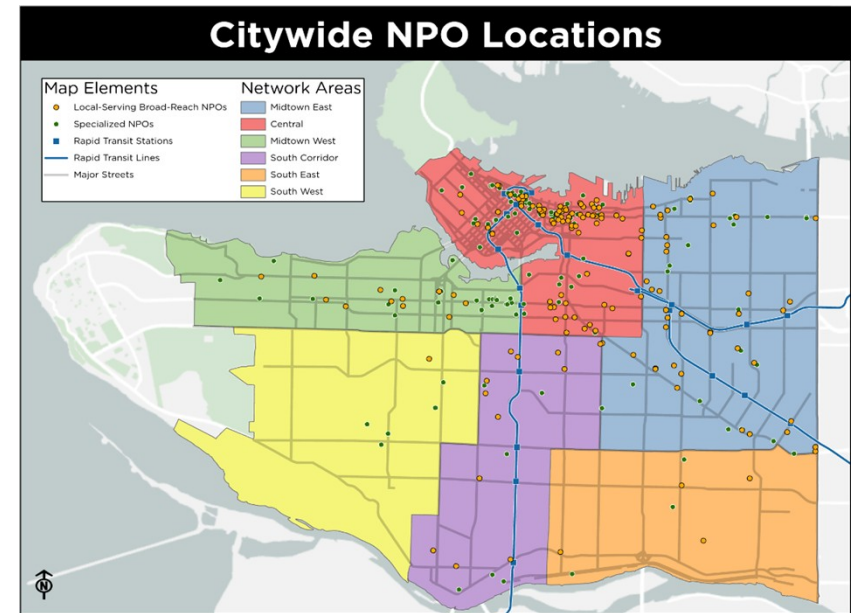
Marpole Family Place | ISS Welcome Centre | 312 Main | MOSAIC | Collingwood NH Annex | Marpole Neighbourhood House | The Lux | Evelyne Saller Centre | Killarney Senior Centre

Social Facilities by type



3. Social Infrastructure Network Areas and Profiles

- *Spaces to Thrive* groups Vancouver's neighbourhoods into six service areas, called Network Areas for additional planning and analysis.
- These areas were identified to enable a level of analysis that sits somewhere between the broad scope of a citywide perspective, and the fine-grained detail of a neighbourhood perspective. The public spaces 'in between' are made safer with the anchoring of services.
- Many social service organizations have reach beyond their neighbourhood boundaries, and will collaborate through cross-neighbourhood networks to identify common needs and find ways to meet those needs collectively.
- Neighbourhoods in each of these Network Areas are geographically close, and share commonalities in terms of demographics, population trends, as well as opportunities and challenges for the creation and delivery of social and community facilities.
- Network Areas also attempt to approximate some of the spatial clusters or networks of non-profit or community-serving facilities working together to meet community need.
- Understanding where access gaps exist across the Network Areas for Indigenous, Black and Communities of Colour, persons with disabilities, women and gender diverse and other equity-denied groups is important to recognize when it comes to where to prioritize both broad and specialized services.
- Understanding where gaps exist across types of Social Infrastructure also informs planning to meet a broad range of needs. For example, need for NPO office space serves a different need than community food systems infrastructure.



Central Area: West End, Downtown, Mount Pleasant and Strathcona

Social Infrastructure in the Central Area

- Approximately 50% of all organizations listed in our sample of ~400 social non-profit organizations.
- Area with the largest number of social programs in nearly every category.
 - More than half of all Social Enterprises listed in the sample.
 - More than half of programs that provide Organizational Capacity-building/admin functions.

Broad-reach programs:

- Residents in Central area receive the second-best service level in the city in terms of residents per neighbourhood house although facilities have small sizes
- There are roughly even numbers of programs available for children, youth, families seniors and general population.

Equity programs:

- Highest number of programs offering services and support for Indigenous people, people of colour, and other specialized demographics (e.g. women, 2SLGBTQIA).
- By far the most programs dedicated to supporting people experiencing low income or poverty, and high numbers of programs for people with mental health challenges, people experiencing homelessness, employment barriers, food insecurity, or substance use, and people who identify as women.

City Support:

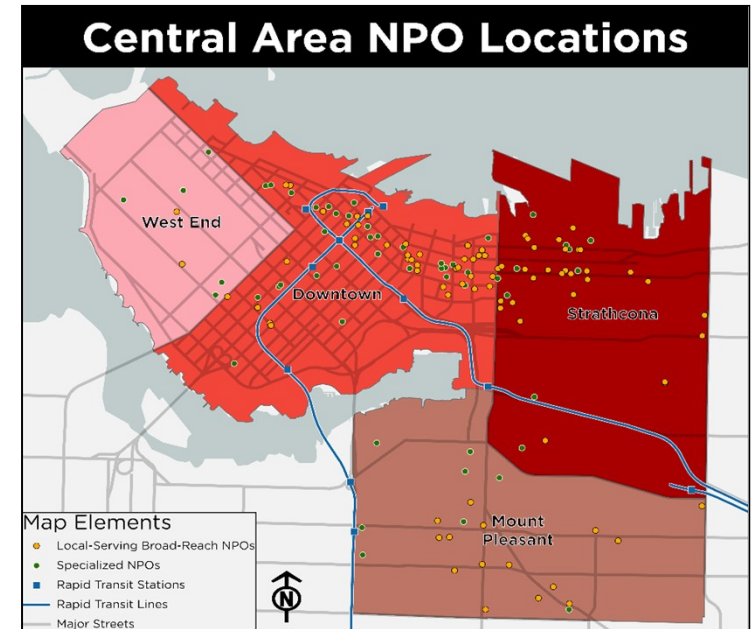
- 41% of Social NPOs (84 organizations) in Central area received facility support and/or core grant support in 2020.
 - 54 NPOs received facility support (such as nominal lease rates in City-owned facilities), and 45 NPOs that received core grant funding. 15 of these facilities received both facility and grant support from the City.

- The largest urban farm in Vancouver is located on City-owned land in Mount Pleasant. Among other benefits, this NPO farm provides low-barrier employment for community members experiencing mental health and addictions challenges.

Networks or Key Concentrations of Social Services:

- DTES (38 organizations), focusing on programs offering supports for substance use, homelessness, low income and poverty, free and low cost food access, and DTES residents
- 23 organizations in the DTES Women's Coalition and allies committed to implement a collaborative framework that will decrease and prevent gendered violence against women (especially Indigenous); increase a full continuum of services/support for women's only/-led/dominant spaces and resources to better reflect gender representation.
- Central Business District (22 along West Pender and West Hastings, between Bute and Hamilton) with emphasis on capacity-building/administration, employment, homelessness, and health-related services (supports for chronic health, and mental health)
- Linear networks along Main Street and Kingsway: 14 organizations located on key arterials in Mount Pleasant, with some focus on children and families, but also including organizations for Indigenous populations, physical disability and anti-violence.
- Chinatown district and Law court district
- Low access to food and medicine garden (DTES, Downtown, West End). In Strathcona, Indigenous Food Sovereignty Working Group provides Indigenous food programming (Strathcona Park, Field House).
- Four of the nine farmers' markets in Vancouver are in this area and operate on a temporary basis. One additional market in this area was recently closed due to construction.

Spaces to Thrive: Current State Data Book (DRAFT)



Midtown East: Grandview Woodland, Hastings-Sunrise, Kensington-Cedar Cottage, Renfrew Collingwood

Social Infrastructure in the Midtown East

- Approximately 20% of the Social NPO sample of ~400 organizations, second to Central Area in terms of largest number of social non-profit organizations.
- Services are well distributed between broad-reach and equity-focused programming, with just over half of all Midtown East programs and services listed as equity-focused.
- Similar to the Central area, Midtown East has a relatively high number of social NPOs which rely on a central, accessible location, including:
 - second-largest number of Social Enterprises (10 out of 50)
 - second-largest number of NPOs
 - NPOs that provide organizational capacity-building and administrative functions
- One summer farmers market and one winter farmers' market are located in this area and operate on a temporary basis.

Broad-Reach programs:

- Midtown East has the second-largest number of broad-reach facilities in any area (second to Central). Midtown East has the best service level in terms of neighbourhood houses per capita, as well as the greatest amount of neighbourhood house space per capita.
- While above average in the number of facilities for seniors, youth and families, Midtown East also has the highest population of these age groups, which results in increased demand for these age/stage-of-life services in the area.

Equity programs:

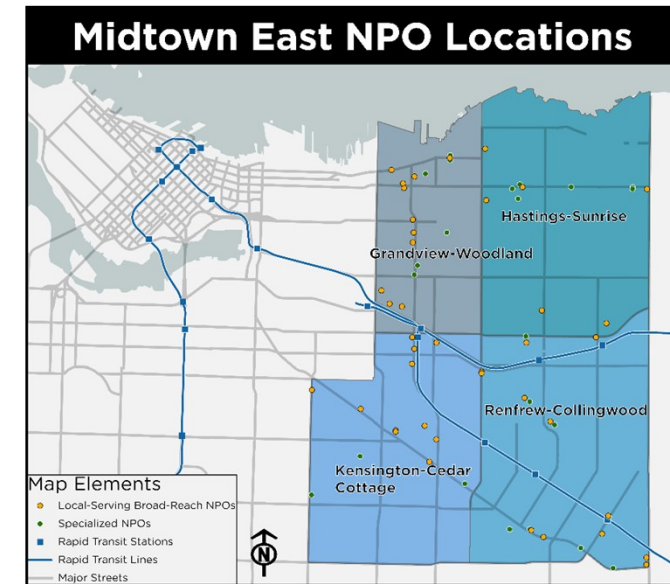
- Compared to other areas, Midtown East has a relatively high proportion of services dedicated to equity services; about half of those equity services (or ~25% of all services) are dedicated to Indigenous people, immigrants and refugees and people of colour.
- Midtown East also has a higher than average number of equity services that address basic needs, including services for people experiencing mental health challenges, poverty/low-income, and substance use, second only to Central area.

City Support:

- Approximately 45% of Social NPOs in Midtown East (34) received facility support or a core-funding grant from the City, the second-highest amount of City support in 2020.
 - 21 organizations received City facility support, and 22 organizations received core funding grants from the City. Nine received facility and grant support.
- Numerous community gardens are located on City and Park Board land, though demand exists for additional land for this use.

Networks or Key Concentrations of Social Services:

- Minor spatial networks in this area include linear networks on East Hastings, Commercial Drive, Kingsway and along Expo and Millennium Skytrain Lines, emphasizing the importance of access to arterials and transit.
- Three of these neighbourhood houses (Cedar Cottage, Collingwood and Collingwood Annex) are located right on the border of the South East area and provide service to some of those residents



Midtown West: West Point Grey, Kitsilano, Fairview

Social Infrastructure in Midtown West

Broad-reach programs:

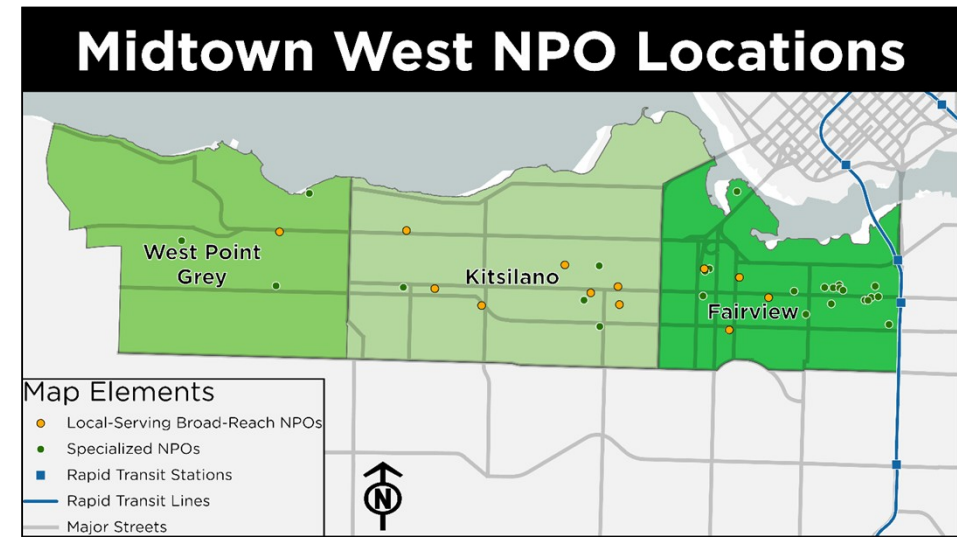
- Of the modest number of social service programs in Midtown West, approximately three-quarters are considered to deliver broad-reach services to age-specific and/or general populations.
 - The Kitsilano Neighbourhood House, recently renewed in 2015, is the only neighbourhood house facility serving this area, so neighbourhood house service levels are currently among the lowest in the city; however per-capita services for seniors facilities and family places ranks high.
- Needs for children, families and seniors may continue to change in future, as population shifts continue. In recent years, there has been notable growth in the seniors population of Fairview and West Point Grey. Fairview, and particularly Kitsilano have also shown continued growth in recent years in the population of children and families, despite citywide trends in the opposite direction
- This area has a lower concentration of food and medicine gardens compared to midtown east and central. It has no community food markets, and very few free and low cost food programs.
- One farmers market is located in this area and operates on a temporary basis.

City Support:

- 14% of Social NPOs in Midtown West (3 organizations) received facility support or core funding grants from the City (1 nominal lease facility, 2 grants), one of the areas with lowest incidence and proportion of City support.

Networks, Minor spatial clusters in this area include:

- Hospital District:** organizations surrounding Vancouver General Hospital, between West 8 and West 12th between Cambie and Fir
- Linear networks:** West 4th and West Broadway through Kitsilano and Point Grey



South West: Dunbar-Southlands, Arbutus Ridge, Shaughnessy, Kerrisdale

Social Infrastructure in the South West

- South West area is tied with South East for housing the lowest number and share of organizations in the 400-organizational sample; as a result, it is difficult to provide analysis of the existing services, as they are too few organizations from which to draw trends or conclusions.
- This area has a very low concentration of food / medicine gardens, no community food markets, and very few free and low cost food programs. There are no farmers markets, although some farms in Southlands offer farm gate sales.

Broad and Equity services:

- Social needs in this area are likely to be unserved or underserved in all aspects of Broad services, except for slightly above average for seniors-primary services (2 organizations)

City Support:

- 1 out of 7 Social NPOs located in South West received City facility support, and no South West NPOs received core funding grants. This area is with South East for the area with lowest number of organizations, as well as the lowest amount of City support.

Clusters:

- Hospital district: a small number of organizations can be found on the eastern border of this area, linked to the cluster found in South Cambie near BC Children's Hospital, and adding strength to the concept that hospitals may provide a 'sticky factor' in determining the location of some NPO services, particularly those providing health-related supports.
- Three agencies are also located near W 41st and West Boulevard. This is the current location of the ASK seniors centre, as well as the Kerrisdale Community Centre; as social infrastructure in this area develops, clusters of NPOs in this area may continue to grow, particularly for seniors and general programming drawn by the existence of these well-established organizations.



South Corridor: South Cambie, Riley Park, Oakridge, Marpole

Social Infrastructure in the South Corridor

- A modest number of social NPOs (~5% of all social NPOs in our sample) are located in South Corridor, which puts the area at a tie with Midtown West for 3rd most social NPOs in the city (and following Central and Midtown East).
- One winter farmers market and one summer farmers market is located in this area and operate on a temporary basis.

Broad reach programs:

- Residents in South Corridor are relatively well-served by the two local NHs (Little Mountain and Marpole), ranking third best service in terms of residents per neighbourhood house after Midtown East and Central areas.
- South Corridor also comes in second best for service in terms of neighbourhood house square footage-per-resident, despite the average size the South Corridor neighbourhood houses (8,700 sq.ft) being smaller than the citywide average (12,000 sq ft).
- Marpole has undergone recent renovations (2019) and an expanded Little Mountain NH replacement is currently under construction.
- However, expected growth in housing and population along the Cambie Corridor means that additional services will be required, and social infrastructure commitments have been included in the planned growth of these neighbourhoods. The presence of rapid transit (Millennium Line) through this area also indicates potential for the success of additional broad-based services.

Equity programs:

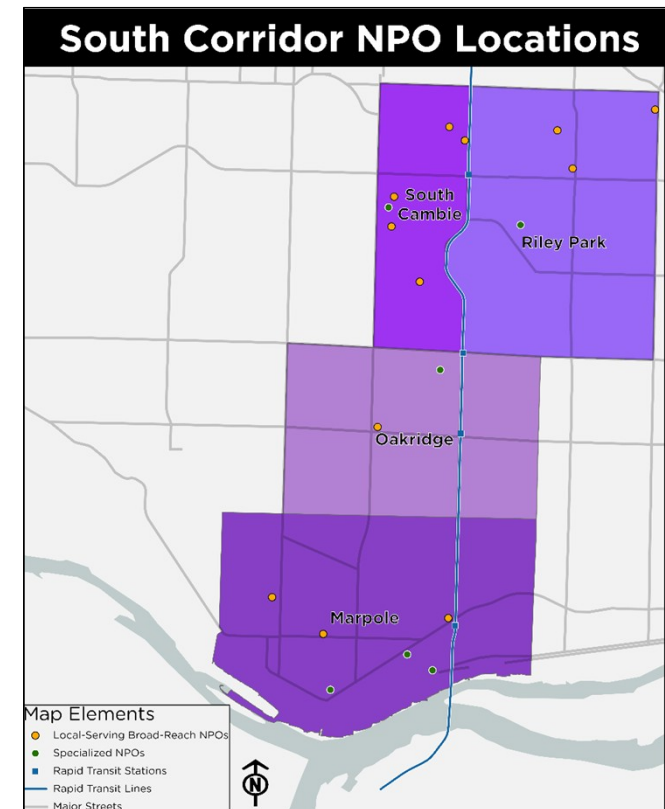
- Organizations in the area tend to focus on broad-reach services, including age/stage of life programming for children, families, seniors and youth.
- A handful of programs are available for immigrants and refugees, and people experiencing chronic illness (other than mental health).

City Support:

- 33% of Social NPOs in South Corridor (7 organizations) received facility support or core funding grants from the City of Vancouver.
- A 1 acre urban farm location has been secured on Park Board land at the Pearson Dogwood redevelopment.

Clusters:

- A sparse cluster in the northern portion of this area, roughly around BC Children's Hospital (Granville (in Southwest) to Heather), with a focus on health-related social supports; and
- Another sparse cluster in the south along SW Marine Drive, one of the major arterials in this area.



South East: Sunset, Victoria-Fraserview, Killarney

Social Infrastructure in the South East

- With only 7 organizations listed as being based in South East, the area has one of the lowest number of Social NPOs in our sample size (n=405), accounting for 2% of the orgs in our sample.
- This area is tied with South West for lowest number and share of Social NPOs; as a result, it is difficult to provide analysis of the existing services, as they are too few organizations from which to draw many trends or conclusions.
- This area has a very low concentration of food / medicine gardens, no farmers markets or community food markets, and very few free / low cost food programs.

Broad services:

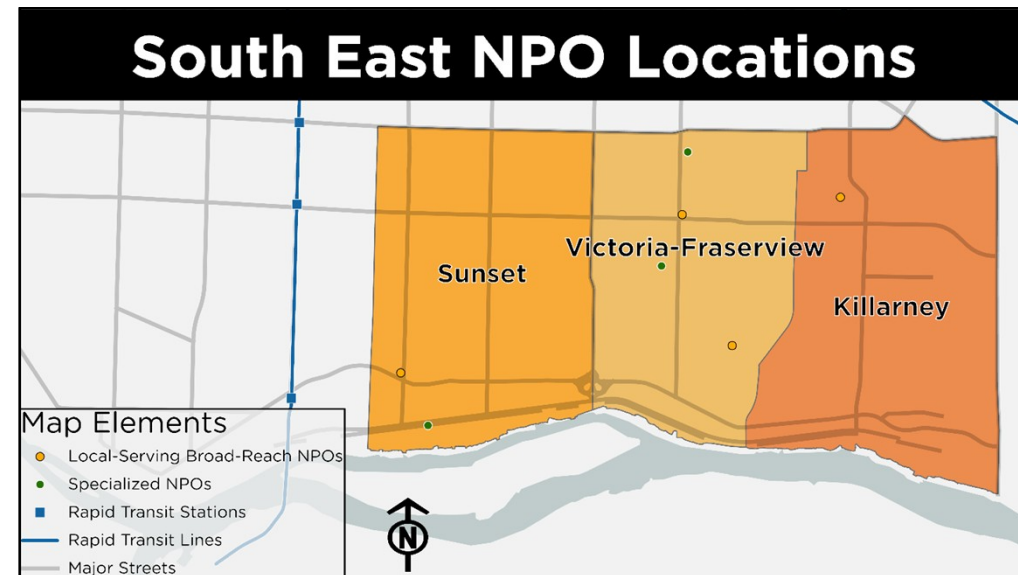
- This area includes four (60%) broad-reach organizations offering programs and support for a range of populations and ages: South Vancouver Neighbourhood House (SVNH), South Vancouver Family Place (SVFP), Killarney Community Centre, and Victoria Community Hall)

City Support:

- While South East is tied with South West for the area with the fewest number of social organizations in the NPO sample, it has a higher incidence of City Support for those organizations, with 3 of the seven Social NPOs located in the South East receiving City support through facility or core funding grants.

Clusters:

- Of the seven social infrastructure organizations listed in South East, four are located in Victoria Fraserview, including SVNH, SVFP, the Starting Over Society (mental health) and Victoria Community Hall. A few organizations are located along South West Marine Drive; though too few to determine a trend. SW Marine is one of the main arterials across this area.



Spaces to Thrive: Policy Framework (Draft)

Preface

This place known as Vancouver is situated on the traditional, ancestral, and unceded homelands of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations

Since time immemorial, the host Nations have resided on and stewarded these lands with values of relationship, knowledge, responsibility, and reciprocity.

The City of Vancouver acknowledges the cultural, social and physical harm, and systemic violence that resulted from colonization, the process in which western European settlers sought to replace Indigenous laws and take land without consent to build wealth.

We acknowledge the ongoing and intentional work of decolonization, removal of systemic barriers, and relationship-building required to re-centre Indigenous laws, governance and relationships to these lands, and to honour the peoples, places and spaces that have been lost due to colonization and genocide.

We honour and acknowledge the people, culture and visions leading us towards a much different future.

The City recognizes Indigenous rights, self-determination, service delivery for the benefit of Indigenous people, and the end of violence against Indigenous women, by committing to: the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), United Nations Safe Cities, BC Declaration of Rights of Indigenous Peoples Agreement (DRIPA), the Truth and Reconciliation Commission (TRC) Calls to Action, the National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice and the Red Women Rising report recommendations. City of Vancouver's dedication towards Reconciliation and equity through the Reconciliation Framework, Equity Framework, Healthy City Strategy, Culture Shift, Apology to the Chinese Community, and Hogan's Alley Working Group are further aligned with these commitments.

The implementation of the Vancouver Social Infrastructure Strategy will reflect and reinforce the responsibilities of being a City of Reconciliation, committing to work together with local First Nations and urban Indigenous people. This includes seeking ways to advance UNDRIP's framework to guarantee the rights of Indigenous peoples to enjoy and practice their cultures and customs, their religions, and their languages, and to develop and strengthen their economics and their social and political institutions towards spaces to thrive.

Executive Summary

Spaces to Thrive: Vancouver Social Infrastructure Strategy is the City of Vancouver's first 10-year policy framework and implementation and financial strategy. Over the next decade, strategic policies and intentional investments will be required to advance equity, reconciliation and resilience in partnership with the non-profit sector, senior governments and other community partners. *Spaces to Thrive* embodies a vision where all residents enjoy the highest level of connectedness and well-being through access to basic human needs and equitable, resilient social infrastructure.

Social infrastructure refers to the relationship between; 1) physical buildings and gathering spaces 2) social activities, services or programs offered within these places, and 3) the interconnected networks within and across physical and social locations where people come together and enhance overall well-being.

The strategy scope includes social service centers, but is not limited to Indigenous healing and wellness spaces, social enterprises, low-barrier vending markets, social cultural spaces, community centres, and local neighbourhood houses. As the City decolonizes practices, working with Cultural Services and Culture|Shift to increase social cultural spaces will also be an important partnership in delivering spaces to thrive.

Spaces to Thrive Vision
All Vancouver residents access and enjoy the highest level of health and well-being possible through self-determined, equitable, and resilient social infrastructure spaces, programs and networks.

Spaces to Thrive aims to address **four key challenges** facing Vancouver's social infrastructure ecosystem, which if not addressed, will continue and deepen:

- 1. Increasing inequity** – A lack of prioritization for Indigenous, Black and cultural community spaces, accessible, women and gender diverse and other equity social-serving spaces have limited the City's ability to meet Indigenous and human rights obligations.
- 2. Insufficient social and community serving spaces** – Vancouver lacked a plan to determine how community facilities would meet population growth and the changing needs of a diverse city.
- 3. Insufficient and unsustainable operational and capital funding** – Without strategic alignment and investment in all parts of the social infrastructure – programs and spaces – access to basic human needs and meaningful places for people cannot be sustained.
- 4. Loss of community-serving spaces** – The resiliency of service networks requires an immediate and long-term view for services and spaces, especially for non-profit owners and tenants in privately owned spaces and in high development areas.

COVID-19 daylighted the ongoing and significant systemic barriers many residents have faced for decades, due to impacts of colonialism, racism, class and gender discrimination, ageism and ableism. The unique circumstance of intersectionality increases vulnerability factors for people including reduced access to spaces and services, social isolation, and cycles of poverty. Of note, within population groups, race is a significant predictor of unequal outcomes. Disproportionately impacted communities

experience more challenges accessing social, cultural and economic opportunities, resulting in poorer health outcomes. Without access to these opportunities, more costly investments are needed in areas such as the criminal justice and health care systems, homelessness services, and many individual and societal costs for those experiencing ongoing trauma and violence.

Spaces to Thrive is grounded in four crosscutting principles and six policy directions that will ensure the City changes course quickly, guiding the City's directions, objectives and actions for social infrastructure to align with existing City priorities. The **Four Principles** include: **A) Reconciliation & Decolonization; B) Equity & Social Impact; C) Resilience & Adaptability; and D) Collaboration & Stewardship.**

The **6 Key Policy Directions** will guide implementation and key investments for the next decade:

1. **Partnerships and Capacity Support: Strengthen the City's role in partnerships and capacity support for the social sector** – The City will advocate for social infrastructure needs and better coordinate social spaces with partners. Capacity support for the social sector may be expanded in regards to planning, securing, managing of spaces and resources, making operational and capital grants more accessible, increasing access to affordable spaces for non-profits with limited capacity, and supporting community ownership.
2. **Plan to Meet Priorities and Goals: Plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals** – The City will demonstrate the value of investing in social infrastructure, and improve its data and metrics on social service provision in the community. We will establish and implement social infrastructure renewal and growth targets to meet current and future needs. To ensure the right type of social infrastructure, the City will incorporate reconciliation, equity, and resilience in priority setting and planning goals, support Indigenous-led and Black spaces and programs, and support cultural redress through addressing cultural community space needs.
3. **Support What Already Exists: Enable renewal, renovation, replacement, and expansion of existing social-serving facilities** - The City will work with partners to assess and determine social facility renewal needs that meet current and future service needs, focusing on equity priorities. We will develop policy, incentives and requirements to promote retention, replacement, and expansion of social infrastructure, and support non-profit applicants to renovate and maintain social-serving spaces.
4. **Plan for the Future: Enable new social infrastructure to meet growth and equity priority needs** - The City will plan for new and expansion of City-owned social facilities where needed, considering population growth, shifts in demand and existing facility capacity. We will develop policy, incentives and requirements to promote creation of new social infrastructure, and support non-profit applicants to develop new social-serving spaces.
5. **Innovate for Efficiency: Support transformation, adaptation, and optimization of social infrastructure** - The City will improve efficiency and

effectiveness of private and non-profit owned space use and service delivery. We will continue to develop and maintain shared NPO administration and program centres to support more service providers and residents, and design adaptable, functional, inclusive, and accessible social-serving spaces for the future.

6. **Improve Ecosystem Health: Foster resilient, adaptable and sustainable social infrastructure** – The City will prioritize actions for social infrastructure recovery and resilience through its alignment with Resilient Vancouver Strategy. We will ensure City-owned social spaces are financially sustainable over the long term and able to operate throughout unexpected events.

When people cannot access the social spaces and programs they need, when and where they need most, everyone across Vancouver experiences the negative impacts. The City is committed to increasing access, resiliency and wellbeing across Vancouver, especially in the context of rising inequities, social isolation, and climate change. The upcoming ***Spaces to Thrive: Implementation Plan and Financial Strategy*** will provide directions for operations and capital to deliver the strategy detailing priority projects and processes, indicators and targets, and financial plan for the next 10-years. Innovation, growth, and partnerships will be key to achieving our vision of connectedness, wellbeing and belonging.

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Introduction

We gratefully acknowledge the feedback and contributions of internal and external stakeholders through engagement including community partners, non-profit organizations and places of worship. The important work of the social sector is key in meeting community need on a day-to-day basis and during crisis and beyond. Critical in delivering City objectives, the sector is responsive, adaptable and resourceful in fostering spaces to thrive. Further information can be found in the Engagement Summary and Acknowledgements section in Appendix B.

Spaces to Thrive: Vancouver Social Infrastructure Strategy provides the first 10-year framework and pathway for the City of Vancouver to support the social-serving non-profit sector and related spaces through the City's various roles as regulator, partner, investor, and advocate for social development. The Strategy is comprised of three books: Current State, Policy Framework, and Implementation and Finance Plan.

To achieve proposed objectives in this **Policy Framework**, it is important to understand current opportunities and challenges for residents disproportionately impacted by systemic barriers, the Vancouver social sector, the role of the City of Vancouver and social facility profiles. Read more in **Spaces to Thrive: Current State Databook**

Many Vancouver residents continue to face systemic barriers to access opportunities and resources due to social, cultural and economic conditions, resulting in poorer health outcomes. The unique circumstance of intersectionality increases exposure to impacts of oppressive systems including reduced access to services, social isolation, and poverty. Within population groups, race is a significant predictor of unequal outcomes.

Vancouver non-profits are dynamic, innovative, and essential in fostering social inclusion and connectedness. While they contribute a significant proportion towards GDP, jobs and other socioeconomic successes, challenges in the sector includes the lack of operational funding and the lack of or insufficient affordable, unsuitable and secure spaces. Displacement and loss of non-profit spaces is another challenge often resulting from development pressures and tenancy in privately owned facilities.

In the wake of a global pandemic, pre-existing systemic challenges have been exposed and deepened, especially for those disproportionately impacted by COVID-19. Challenges include employment, finances, food security, social isolation, overdose deaths, racism and stigmatization. The non-profit sector has also been negatively impacted amidst an increased demand for service and programs while facing a drop in revenues.

The City of Vancouver supports the social non-profits in its role as investor, regulator and partner. In its effort to invest, the City develops and renews City-owned community spaces, provides nominal lease for non-profit operators, provides core funding for programs and operators, capital grants for renovations, and rent subsidies and major grants to support redevelopment of non-profit owned social facilities.

As our city changes, social services change as well.

*Non-profits are adaptive:
"Don't define us based on what we have now, we evolve."*

- Social NPO Participant

Two types of social facilities have been identified, **Broad-Reach** organizations that include age-based services and local-serving multi-serving organizations such as neighbourhood houses, and **Specialized** organizations that provide services to specific populations or to address specific issues. Social service trends and gaps vary between six service areas called Network areas that may inform the social infrastructure planning for the next 10 years.

In preparing for the decade ahead, the City has the opportunity to work with the social infrastructure sector to develop mutual aid and resilience plans – enabling them to connect, share, and thrive during normal operating conditions, and creating continuity, redundancy, and critical coordination during crises. This would allow for closer connection and collaboration of the sector with civic Social Infrastructure like Community Centres and Libraries – as part of a broad ecosystem of social service providers – while also being financially prudent by planning proactively versus more costly reactive responses.

I. What is Social Infrastructure?

Social infrastructure refers to the relationship of social and community spaces, programs and networks where people and communities come together and enhance well-being.

Just as the operation of our city depends on infrastructure to meet basic needs such as our roadways, lighting, and water system, social infrastructure is fundamental for residents in our communities to meet basic needs and all the social determinants of health in order to connect and thrive.

Centred around **people and communities**, social infrastructure is comprised of programs and services delivered by operators (e.g. public, non-profit, community), and spaces and facilities (e.g. institutional, informal), and networks as part of a broader ecosystem working together to meet community needs to ensure resilience and wellbeing.



The range of spaces meet diverse social needs. For instance, these are spaces for people to **play, learn and grow** (Civic Community Centres, Parks, Schools, Libraries, Community Gardens, Art Galleries), **to heal, connect and belong** (Health Centers, Indigenous Wellness, Aboriginal Friendship Centers, Cultural Centers, Neighbourhood Houses, Social Service Centers, Places of Worship, Online Social Platforms, and to **gather in the private sphere** (Cafés, Community Kitchens, Restaurants, Stadiums, Plazas & Public Space, Markets).

A Social Infrastructure Strategy for the City of Vancouver

Spaces to Thrive: Vancouver Social Infrastructure Strategy focuses on **social spaces and services** and the various municipal roles available to support them. The Strategy provides a 10-year framework and pathway for the City of Vancouver to support the social-serving non-profit sector and related spaces through the City's various roles as regulator, partner, investor, and advocate for social development.

Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls has Calls for Justice to ensure Indigenous women, girls, and 2SLGBTQQIA people live in dignity

1.1 ... Ensure that equitable access to basic rights such as employment, housing, education, safety, and health care is recognized as a fundamental means of protecting Indigenous and human rights...see more in Appendix B.3

The overall vision of the Strategy is that Vancouver residents, especially those disproportionately impacted by systemic barriers, can access spaces to thrive and help meet diverse needs in a dynamic and changing city. **The Strategy uses a human and Indigenous rights based approach, focusing ensuring fundamental provision of access to human rights for those facing ongoing systemic violence and exclusion.** This includes the right to access social services and

a standard living for the health and well-being of individuals through meeting basic needs, and right to social security as part of the Universal Declaration of Human Rights and the distinct rights of Indigenous peoples, including urban Indigenous peoples, as set out in the United Nations Declaration of Rights for Indigenous Peoples (UNDRIP).

While Europe has hosted 'Human Rights Cities' networks, Toronto, Montreal and Winnipeg have begun strengthening human rights policy infrastructure to better protect, promote and fulfill social and economic human rights within areas such as housing, food security, water and sanitation, and standards of living. Aligned to the *Equity Framework*, *Spaces to Thrive* envisions a city where those who are most disproportionately impacted by marginalization are systemically prioritized and disproportionately resourced.

Social infrastructure within the scope of the Strategy serve a wide range of population groups (e.g. children, youth, families, seniors, newcomers, urban Indigenous peoples), and provide a diversity of programs to support various social needs (e.g. food security, low-barrier employment, safety, social connections).

In Vancouver, there are a wide range of social infrastructure facilities, from City-owned buildings, to buildings under the jurisdiction of senior government such as health and educational

Social infrastructure strategies and plans in other places vary from jurisdiction type, focus and scope.

While many are at a municipal level such as Toronto, Calgary, and London (UK), others are regional, including South East Queensland (Australia) or federal such as Canada's Social Infrastructure Investments.

Some focus on social and community facilities only, others focus on services only, while others focus on both programs and facilities. The scope ranges from comprehensive (arts and culture, recreation, schools, and hospitals), to specific.

All strategies show that social infrastructure needs and service level is complex with a range of approaches and methodologies to determine community needs and provision plans to meet demands.

facilities. Non City-owned social and community-serving spaces include non-profit and faith-based owned buildings and spaces and commercially-owned spaces that lease space to non-profits and other community uses. Programs and services delivered at these sites complement those supported or provided by the City, and contribute to community health and well-being. All these programs and spaces form the social infrastructure ecosystem that depend on reciprocity, collaboration, and distinct roles to foster spaces for residents to thrive.

Spaces to Thrive aims to address **four key challenges** facing Vancouver's social infrastructure eco-system, which if not addressed, will continue and deepen, further eroding individual and community resilience for all of Vancouver:

- I. **Increasing inequity** – A lack of prioritization for Indigenous, Black and cultural community spaces, accessible, women and gender diverse and other equity social-serving spaces have limited the City's ability to meet Indigenous and human rights obligations.
- II. **Insufficient social and community serving spaces** – Vancouver lacked a plan to determine how community facilities would meet population growth and the changing needs of a diverse city.
- III. **Insufficient and unsustainable operational and capital funding** – Without strategic alignment and investment in all parts of the social infrastructure – programs and spaces – access to basic human needs and meaningful places for people cannot be sustained.
- IV. **Loss of community-serving spaces** – The resiliency of service networks requires an immediate and long-term view for services and spaces, especially for non-profit owners and tenants in privately owned spaces and in high development areas.

II. Determining the City's Social Infrastructure Need & Scope

Spaces to Thrive is at the heart of a healthy social infrastructure ecosystem, comprised of spaces, programs and services to meet community need, especially those disproportionately impacted by systemic barriers. Spaces that are within the scope of the Strategy include social service centres (Neighbourhood Houses, Indigenous wellness, other social cultural centres (in partnership with Cultural Services and *Culture|Shift / Making Space for Arts and Culture*), social enterprise, informal gathering spaces. Places of worship with social programs are also included.

Others in the social infrastructure ecosystem include formal education, Park board facilities, libraries, cultural facilities, social housing, health clinics and childcare. Still broader social infrastructure may be found in the public realm or private businesses such as cafes, restaurants, public spaces, theatres, and art galleries. All these spaces and programs may provide connections, belonging and well-being for Vancouver residents

These facilities will not be directly included in the plan:

- Parks, plazas, community centres focused on recreation, affordable housing, libraries, galleries and museums. They are the focus of our other plans, such as *Places for People Downtown*, *Culture|Shift* and *Making Space for Art and Culture*, *VanPlay: Parks and Recreation Master Plan*, *VPL's Facilities Master Plan* and *Vancouver's Housing and Homelessness Strategy*, among others.
- Schools, health clinics, and hospitals, which are governed and funded by other jurisdictions or levels of government.

A Social Service Centre is a facility used by non-profits in order to:

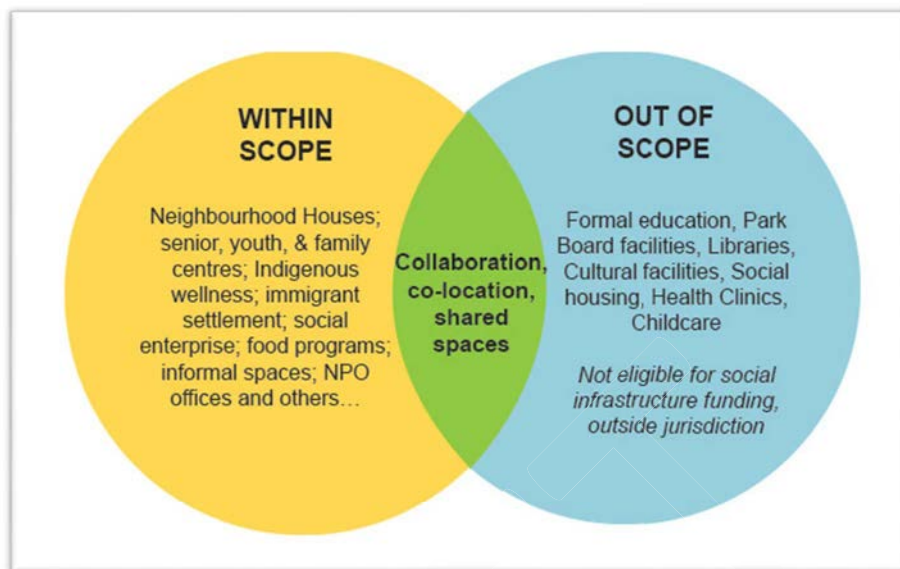
- Provide information, referral, counselling, advocacy or health care services; or
- Dispense aid in the nature of food or clothing; or
- Provide drop in or activity space, but does not include premises used for residential purposes or detoxification centre.

Examples of a social service centre include:

- Neighbourhood House
- Family Place/drop-in
- Youth Centre
- Senior Centre
- Food programs/meals
- Friendship Centre
- Immigrant and Refugee-Serving Centre
- Adult Day Centres

"A Neighbourhood House is a type of social service centre with a mandate to provide a range of programs that meet social development needs of local residents, originally established as hubs to serve newcomers."

A Social Enterprise refers to a revenue-generating organization with a social impact objective. Part of the business' revenue is to sell goods or services where the profits would go back to serving its mission. Often times, people facing barriers to traditional employment would be hired.



The above social infrastructure types have some shared social impact objectives with the Social Infrastructure. The aim is to create strong links between the strategies and plan implementation through continued collaboration and partnerships including co-location, shared resources and approach.

Spaces to Thrive: Policy Framework

The Policy Framework will set the City's course for the next 10-years with a strong vision, four key principles, and six set directions. Each of the directions have objectives and actions to guide the implementation of social infrastructure. *Spaces to Thrive* sits within the City's policy family, strategically aligning and multiplying impact with existing City priorities at various stages of implementation and development.

The Policy Framework will strengthen and expand the City's roles to strategically support the development of new social infrastructure facilities, program space, and resilient networks, as well as ensure existing social infrastructure is not lost due to development and displacement or a lack of strategic planning and partnership.

During the strategy implementation phase, the City will continue to work with all partners to leverage shared priorities, assets, resources and innovations to accelerate positive change towards spaces for all Vancouver residents to thrive.

1. Vision

All Vancouver residents access and enjoy the highest level of health and well-being possible through self-determined, equitable, and resilient social infrastructure spaces, programs and networks.

2. Principles

The Strategy commitments to the four principles, embedded within and across all directions, objectives and actions

a) Reconciliation & Decolonization

We commit to decolonized practices, Indigenous rights, cultural redress and benefit for Indigenous people and Indigenous-led and social serving agencies for Black, racialized and cultural communities.

b) Equity & Social Impact

We prioritize human-rights based service-delivery with adequate resourcing and a relationship-centered approach to create safe spaces to thrive for those experiencing disproportionate impacts from ongoing systemic barriers.



Reclaiming Power and Place Calls for Justice

15.7 ... learn about Indigenous principles of relationship specific to those Nations or communities in your local area and work, and put them into practice in all of your relationships with Indigenous Peoples...

c) **Resilience & Adaptability**

We commit to supporting stability, sustainability and community leadership towards strategic capital and operational investments that support community resilience, response and recovery.

d) **Collaboration & Stewardship**

We will be strong partners with NPOs, NHs and other levels of government to best serve a diversity of community residents, today and in the future.

Policy Directions & Objectives

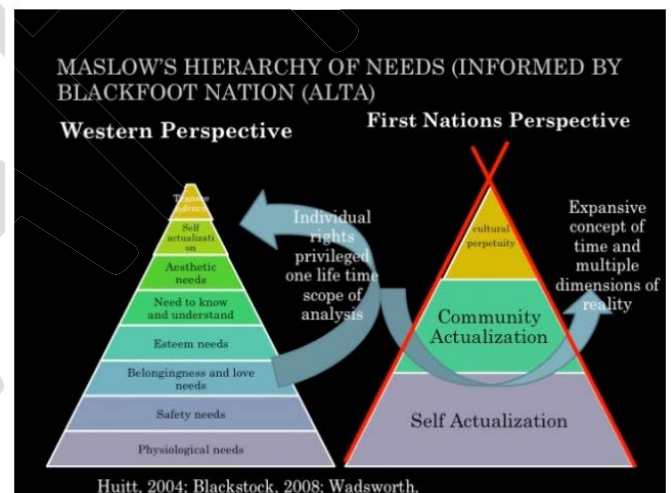
Collaborative work with community and senior government partners across City departments will achieve *Spaces to Thrive* objectives. 'How' the City prioritizes equity, reconciliation and resilience goals through City policies, processes and decisions will shape the transformative and long-lasting change.

Maslow's Hierarchy of Needs suggests that in order to truly thrive and flourish, all aspects of basic human needs must be met before belonging and self-actualization or 'thriving' may occur; however, the hierarchy

approach has also been interpreted as a linear approach for cultural and holistic integration. Maslow's work was co-opted from the Blackfoot Nation model that begins with self-actualization

and belonging as the basis for collective-actualization, the places and spaces we come to in community to eat together, be sheltered, clothed and protected.⁸ *Spaces to Thrive* acknowledges the need to deepen partnerships and the integration of with x̣ẉṃə̣θ̣ḳẉə̣ỵəm (Musqueam), Skwxwú7mesh (Squamish) and sə̣ḷiḷẉə̣ṭə̣ł (Tsleil-Waututh) Nations teachings on what it means to be in good relationship with community on their ancestral and unceded lands. *Spaces to Thrive* will seek to expand

holistic, culturally appropriate and integrated approaches that values and plans for a diversity of spaces for cultural and social well-being with safety, belonging, trust in community at the forefront. By also acknowledging human rights and the distinct rights of Indigenous peoples, *Spaces to Thrive* takes an all of government approach, looking to local partners and cities as frontline actors to prioritize investments where they should be prioritized most.



Priorities for Equity-denied Communities

The City currently supports social non-profits serving general and age-specific demographics and providing specialized services to equity-denied populations. Increased space support and investment will be given to social non-profits providing these specialized services for specific populations.

⁸ Cathy BlackStock, University of Alberta, 2014 Conference of the National Indian Welfare Association

A part of the Social Infrastructure Strategy's focus is to embed Reconciliation and equity principles in the City's future approach to social infrastructure. In 2021, City Council approved the Equity Framework, which points to evidence of populations in Vancouver that continue to experience disproportionate adverse social impact, and have not been addressed through ample or additional City support. All non-profits work to address inequities that impact the groups they serve, but the City has not always taken an explicit equity approach to determine which organizations and facilities it supports.

Building a more equitable system of support for social non-profits and commitment to reconciliation means acknowledging these disproportionate impacts, and proactively identifying ways to better support organizations with programs, services and spaces for Indigenous Peoples, Black Peoples, People of Colour, newcomers / immigrants and refugees, 2SLGBTQQIA identifying people, and People with Disabilities, especially those facing multiple barriers because of intersectional identities. The Strategy aligns with these approaches to increase access to social infrastructure for populations facing multiple barriers and support to non-profits with limited capacity.

In addition to the intersections of social, economic and health inequities, it is important to acknowledge and recognize that urban Indigenous peoples and organizations face distinct disparities. The legacy of colonization has left many urban Indigenous people 'landless' with intergenerational social, economic and health inequalities that cross institutional government jurisdictions when it comes to accessing education, justice system and service funding.⁹ Many reports show that access to services is disrupted by discrimination and anti-Indigenous racism, from health care to education to front-line services. Urban Indigenous non-profit agencies create a network of cultural well-being for off-reserve Indigenous people living in Vancouver, including host local nations and people from communities across Canada. *Spaces to Thrive* offers a unique opportunity to build up support for urban Indigenous people and to address key challenges for urban Indigenous agencies finding service, program and facility space design innovation on the path to reconciliation through self-determination. Continuing to decolonize 'how' the City partners with urban Indigenous agencies and 'where' resources are prioritized over the next 10 years will have make meaningful and significant impacts.

New types of specialized programs and spaces are also required to meet the need of underserved populations and equity priorities. Many of these facilities are social-cultural facilities that provide a range of integrated community programs and spaces for intergenerational users, and may be co-located with other uses to meet community need.

⁹ Congress of Aboriginal Peoples (2019) Urban Indigenous People: 2019 Research Report <http://www.abo-peoples.org/wp-content/uploads/2019/09/Urban-Indigenous-Report-FINAL.pdf>

Priorities identified for social spaces that address the needs of disproportionately impacted population are as follows:

- Spaces for Indigenous healing, wellness and gathering
- Black and African diaspora spaces
- Cultural & civic community spaces
- Safe spaces for women, 2SLGBTQQIA
- Spaces for low barrier employment including spaces to vend/earn an Income
- Food security
- Neighbourhood houses – redevelopment & expansion

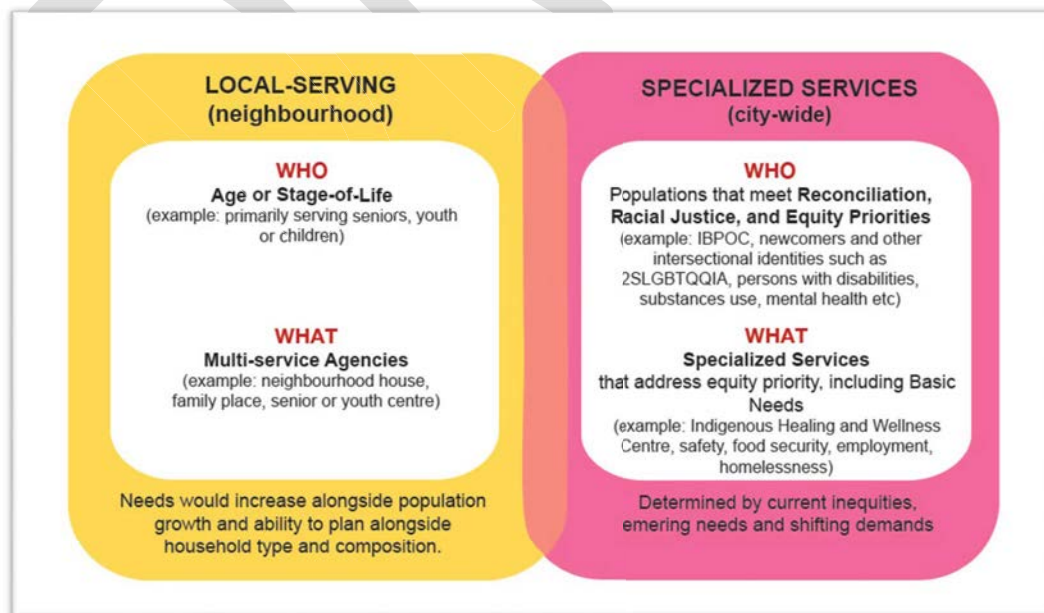
Reclaiming Power and Place Calls for Justice

7.1 ... Indigenous Peoples...are the experts in caring for and healing themselves, and that health and wellness services are most effective when they are designed and delivered by the Indigenous Peoples they are supposed to serve...

Spaces to Thrive provides direction to increase co-location of multiple non-profits, for complementary programs; but continue offering standalone spaces for programs that require increased security and privacy. An example of complementary programs are neighbourhood houses, family places, and childcares.

Right Type and Supply Approach

The *Housing Vancouver* Strategy changed the way the City set housing targets by ensuring the right type of housing supply was being delivered for the corresponding population and income level. For the next ten years, *Spaces to Thrive* will align with the 'right supply' approach to that both local-serving and specialized services will be accessible to Vancouver residents, especially those disproportionately impacted by systemic barriers. These are general categories with the intention to better plan for the right type and supply of social space. Local-serving facilities may also offer specialized services.



Local-serving organizations address needs in their catchment area, and should increase in proportion to **population growth**.

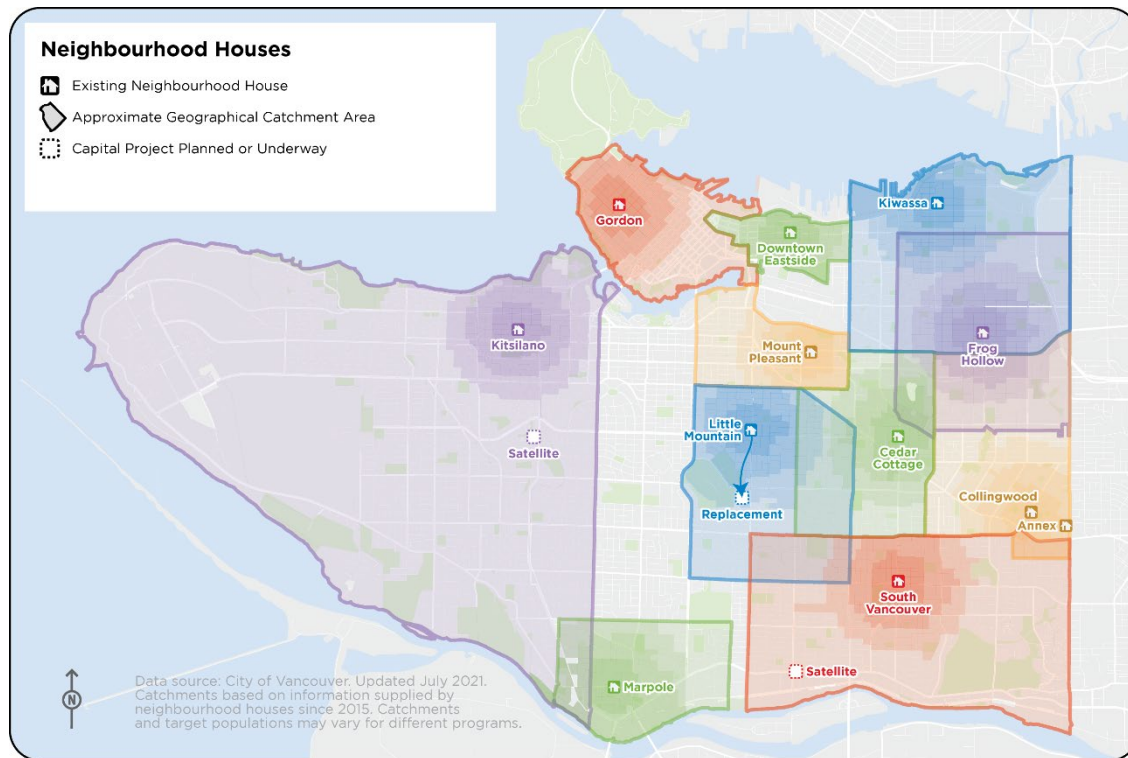
- **Location priorities:** equitable geographic distribution across the City, with consideration for current population, population growth, and accessibility for local residents (walkability and transit access)
- **Provision ratios:** As part of targets development a general ratio will be established for local-serving broad-reach social service type-to-population served (e.g. number of resident seniors per Seniors Centre)

Specialized services respond to **equity priorities and shifting demands**.

Organizations that respond to specific needs of disproportionately impacted populations may not be related to population numbers or growth.

- **Location priorities:** These non-profits may serve local residents and employees but more often have a wider geographic focus, serving one or more Network Area, citywide, or beyond.
- **Provision ratios:** No ratio can be determined in advance of planning with NPOs and potential service users. Services may be offered in response to emergent issues (e.g. opioid response), and previously unmet or under-served needs.

An example of local-serving and neighbourhood-building organizations are neighbourhood houses, which should be distributed across the City. The Strategy will look at ways to support underserved areas that are not part of an existing catchment:



NPO Spotlight: South Vancouver Neighbourhood House (SVNH)

SVNH is a community-based organization that focuses on connecting people and strengthening the neighbourhoods of Killarney, Victoria-Fraserview, and Sunset in South Vancouver. When you walk through the doors of SVNH, you find a unique and vibrant place where people can build their social connections by participating in wellness or cultural activities, or improve their personal capacity through volunteering, workshops, courses and employment counselling.

Story of Change:

The Youth Action Project (YAP) addresses the social issues of mental health, civic engagement among preteens and youth ages 9-19, and employment among youth ages 13-19. The YAP program has connected with approximately 200 preteens and 200 youth per year, including V:

V enrolled in YAP's preteen programs when she was in grade 6. In a program where she had positive youth volunteer mentors, V transitioned into the youth leadership program when she entered high school. As a youth volunteer, V was active in multiple youth volunteer programs and collaborated with other youth leaders to deliver multiple community engagement projects and events. V was able to join as a preteen, continue throughout high school, and become an empowered young adult who is aware of social issues and rising concerns in her community and city.

Towards Complete Communities

1. To ensure the right type and supply of social infrastructure, different types of social facilities must be prioritized and planned across the city:
 - a. Local-serving multi-service and age-based or 'stage of life' facilities should be available across neighbourhoods.
 - b. More specialized services and spaces in locations where it has most needed to meet shifting demands and equity priorities.
2. Prioritize population-serving social infrastructure in underserved areas and for disproportionately impacted populations.
3. Need for anti-displacement and tenant protection policies to address space loss for priority social and community-serving spaces.

Planning and delivery of social infrastructure

Location

1. Locate close to transit for easy access and along or within close proximity to arterials/commercial areas.
2. Locate close to existing clusters of social-serving spaces as part of social infrastructure network:
 - Ensure priority in underserved areas with identified service gaps (i.e. south east); and/or
 - Locate in proximity to housing.

"Can't age in place: WHO can walk to access services especially in severe weather conditions?"

- Social NPO Participant

Approach

1. On large development sites, prioritize built forms to accommodate large-scale non-profit administrative and program hubs.
2. In areas envisioned for low and medium density, identify opportunities to deliver medium or large-scale social facilities.
3. Identify co-location opportunities with multiple non-profit tenants, in civic facilities with social and cultural spaces (non-profit hub), and in mixed-use projects.
4. Identify community-serving opportunities within non-profit and/or housing developments.
5. Specialized facilities may need to be standalone.
6. Identify opportunities for shared spaces or temporary community use of underused or vacant commercial, retail and/or institutional spaces.

Spaces to Thrive: Policy Directions & Objectives

DIRECTION 1: Strengthen City role in partnerships and capacity support for the social sector	A	Develop and strengthen partnerships to advocate for social infrastructure needs
	B	Better coordinate social serving spaces across City departments and partners to serve residents
	C	Support capacity of social non-profits to plan, secure, and manage spaces and resources
	D	Make City processes for grants and spaces more accessible to non-profits
	E	Increase access to affordable, suitable, and secure spaces for non-profits with limited capacity
	F	Support community ownership
DIRECTION 2: Plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals	A	Demonstrate and acknowledge the value of investing in social infrastructure that support Vancouver residents and meet City objectives
	B	Improve City's quantitative and qualitative data and metrics on social service provision in the community
	C	Implement social infrastructure renewal and growth targets, to meet current and future needs
	D	Incorporate reconciliation, equity and resilience in priority setting and planning goals
	E	Support Indigenous-led and Indigenous-serving spaces and programs
	F	Support cultural redress through addressing community space needs
DIRECTION 3: Enable renewal, renovation, replacement and expansion of social-serving facilities to meet current and future service needs, focusing on equity priorities	A	Assess and determine social facility renewal needs
	B	Develop policy, incentives and requirements to promote retention, replacement and expansion of social infrastructure
	C	Support non-profit applicants to renovate and maintain social-serving spaces
DIRECTION 4: Enable new social infrastructure to meet growth and equity priority needs	A	Plan for new and expansion of City-owned social facilities where needed, considering population growth, shifts in demand and existing facility capacity
	B	Develop policy, incentives and requirements to promote creation of social infrastructure
	C	Support non-profit applicants to develop new social-serving spaces
DIRECTION 5: Support transformation, flexibility, and optimization of social infrastructure	A	Improve efficiency and effectiveness of private and non-profit owned space use and service delivery
	B	Continue to develop and maintain shared NPO administration and program centres to support more service providers and residents
	C	Design adaptable, functional, inclusive, and accessible social-serving spaces for the future
DIRECTION 6: Foster resilient, adaptable, and sustainable social infrastructure	A	Prioritize actions for social infrastructure operations recovery and resilience
	B	Ensure City-owned social spaces are financially sustainable over the long term and through unexpected events

Direction 1: Strengthen City role in partnerships and capacity support for the social sector

The City of Vancouver will continue and strengthen its role to support major facilities through renewal and creation of new City-owned spaces (See *Direction 3 & 4* for details), support non-profits through grants, and continue delivering programs at City's three social-serving community centres (i.e. Carnegie Community Centre, Evelyn Saller Centre, and Gathering Place). Steps towards increased support for non-profits include changes to the small capital grant program starting 2022 that will make the program more accessible.

In the next ten years, the City will focus its work on fostering and developing new partnerships. This includes coordinating social and community serving spaces across City departments and civic bodies including Parks and Recreation, and the Vancouver Public Library. It will also focus partnerships with the Vancouver Board of Education.

With limited funding and tools to maintain existing, upgrade or secure new social infrastructure on the municipal level, the City will also strengthen relationships with senior government and private and non-profit partners to deliver space needs to meet social infrastructure objectives. This is key to enable and incentivize social infrastructure beyond housing. There is currently no single funding stream at either provincial or federal levels where social non profits can access capital funding. Typically senior government provides funding on a 'one off' basis, not dissimilar to the City's current practice. The City also needs to prioritize resources to develop relationships with senior government.

City as Investor and Partner:

- City to continue working with developers and enhance relationships with senior government to develop new non profit or city-owned facilities;
- City to provide capital funding and support for non-profit partners to expand and develop priorities spaces and services in a planned way, based on a ten year approach;
- City to build on a relationship centred approach to grants, informing how to work with NPO partners, identifying their needs, and connecting them with other partners.

Objectives

1A: Develop and strengthen partnerships to advocate for social infrastructure needs

1. **1A1:** Strengthen intergovernmental and private sector partnerships and advocacy to retain, expand, and create new social community spaces.
 - Includes exploring social impact investment analysis.

NPO Spotlight: Marpole Oakridge Family Place (MOFP)

The MOFP Drop-In is a full-service resource program that provides daily support, resources and education that benefit the families with young children aged 0-6 in the Marpole Oakridge community. Families include parents, grandparents and caregivers. The program is family-driven, involving parents in design, planning, implementation and evaluation.

Family Places act as a bridge for families to the community. The MOFP Seniors Outreach Coordinator is co-lead of the South Vancouver Seniors Network that offers weekly webinars for seniors and monthly meetings for agencies supporting seniors and vulnerable adults.

Story of Change:

MOFP programs serve multiple generations. Take 'C' for example, after fleeing an abusive relationship in her country of origin C, who communicates using sign language, was able to bring her mother and daughter to attend programs at MOFP on a regular basis. C's daughter attends the drop-in, C attends parenting education classes, and the grandmother attends seniors' programs where her English language skills increased and she is now more confident.

1B: Improve coordination of social and community serving spaces across City departments and partners to serve Vancouver residents

- **1B1:** Cultivate innovative partnerships across City departments to ensure residents have access to affordable and inclusive social-serving spaces and programs.
- **1B2:** Explore an integrative approach in the long term to deliver social programs across City departments and partners where suitable.
 - Examples including accelerating and integrating social facilities in mixed-use VAHA (Vancouver Affordable Housing Agency) projects.

Building on Successes: Supporting Equity Priorities and Co-location

QMUNITY is a queer, trans, and Two-Spirit resource centre, working to improve the lives of the LGBTQ2SAI+ community through support, connection and leadership. A relocation and expansion of the QMUNITY facility is underway through a City-led development opportunity that will co-locate a social service centre (approximately 13,500 sq.ft) with 154 units of social housing at 1190 Burrard St. QMUNITY was identified in the West End Community Plan (2013) as urgently requiring a new and larger facility to replace their current space at Davie and Bute. The new centre is intended to provide office administration and multi-purpose space to accommodate gatherings, workshops, counselling and education events.

This co-location opportunity was made possible in part by the collection of cash Community Amenity Contributions (CACs) to fund the social-service component of the project. The social housing component was developed through VAHA, the development agency of the City. As part of the City's Social Housing or Rental Tenure (SHORT) program, the development approval process is being fast tracked to deliver this high impact multi-family housing and social service project sooner. This model offers complementary delivery of social housing and much-needed specialized social services, optimizing the use of City owned land to address multiple priorities and increasing opportunities for community connection and mutual support.

1C: Expand social purpose real estate options to support social non-profits to plan for, secure, and manage spaces and resources

To support non-profits' essential role to deliver services and programs to meet community needs, the City may convene and invest in social purpose real estate models to align with the shared priority to plan for, secure, and manage spaces, strengthen leadership, and increase sustainability to help address community needs.

- **1C1:** Work with social purpose real estate and other partners to develop and implement workshops or programs for NPOs on real estate related topics.
- **1C2:** Invest in community-led knowledge sharing models and platforms, partnerships, and capacity building around operation and management of their spaces.

"We outgrew our space within a year of moving in. Turn down people all the time for weekend events. Space use is often relational, who you know and have connection with."

- Social NPO Participant

1D: Make City processes for grants and spaces more accessible to non-profits with facility needs

The City will focus its efforts on reducing any barriers to granting and operator selection processes and to allow for a greater range of non-profit applicants offering programs that align with City objectives.

- **1D1:** Improve granting processes for NPOs to have easier and equitable access to funds and spaces to meet shared priorities.

- **1D2:** Engage with potential non-profit operators of City-owned facilities by sharing information on City-owned space priorities, opportunities, and processes.

1E: Increase access to affordable, suitable and secure spaces for non-profits with limited capacity

Reclaiming Power and Place Calls for Justice
1.3 ... pursue prioritization and resourcing of the measures required to eliminate the social, economic, cultural, and political marginalization of Indigenous women, girls, and 2SLGBTQIA people when developing budgets and determining government activities and priorities...

Most non-profits with more financial and governance capacity have had easier access to become operators in City-owned space. The City will look into new models to provide more support for NPOs with limited capacity to access affordable, suitable and secure spaces.

- **1E1:** Explore ways to support non-profits with limited capacity to access space as users, tenants, operators or owners.
- **1E2:** Encourage and support new social service hub models to include and co-locate with smaller organizations with limited capacity.

1F: Support community ownership

While City-owned and non-profit owned spaces offers more secure and stable tenure for operators, non-profit ownership of spaces and facilities tend to be low. The City will continue to support those facilities that are owned by non-profits that wish to maintain existing ownership through larger capital grants using innovative models, including partnership with senior government and donors.

- **1F1:** Identify opportunities to support non-profit-owned social infrastructure through City contributions and other sources for funding.
- **1F2:** Explore feasibility and undertake further review of community ownership and other ownership models that may be supported by the City.

"The cost of rental space (including property taxes) for NPOs means that most of the revenue earned by the NPO is given to landlord rather than being used to increase the scope of the NPO, augment operations, increase programming and expand the operation."

- Social NPO Participant

Building on Successes: Supporting Community Ownership

The renewal and expansion of the NPO-owned Kitsilano Neighbourhood House (KNH) was completed in 2014. KNH meets a variety of community needs in Vancouver's west side through a range of programs and services for persons on low incomes, children, youth, families, seniors and newcomers. KNH also operates childcare and affordable seniors housing. While the redevelopment was led by the neighbourhood house, the City of Vancouver provided a capital grant of \$1.6 million to support its expansion. The City's contribution to this project leverage funding from other levels of government and private donors and it aligns with City objectives to enhance the City's livability and the development of social capital for residents.

Direction 2: Plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals

Currently service gaps exist in underserved areas in the City and for disproportionately impacted populations. *Spaces to Thrive* aims to plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals.

Objectives

2A: Demonstrate the value of investing in social infrastructure that support Vancouver residents and meet City objectives

Quantitative and qualitative social and economic contributions of social-serving non-profits and infrastructure that support Vancouver residents and meet City objectives will inform social return on investment and existing service levels that create equitable and resilient neighbourhoods and city. This will provide rationale to advocate for social infrastructure that meet City objectives across City departments and to external stakeholders and partners.

- **2A1:** Explore ways to quantify and qualify the community and economic impacts that social non-profits have in neighbourhoods and citywide.

2B: Improve City's quantitative and qualitative data and metrics on social service provision in the community

Ongoing collection and analysis of data to update an inventory of social-serving spaces, and analysis will increase the City's understanding of social service provision in the community, as statistical data about the NPO sector is limited. Additional and improved data is needed to identify and monitor social service level metrics to determine existing facility capacity and shifts in demand. Data will use a racial justice and intersectional lens including the use of Indigenous equity data. City will have a better understanding of where additional support may be needed to optimize service delivery and space use.

- **2B1:** Compile and update an inventory of social and community-serving spaces and organizations using internal and external data.
- **2B2:** Identify and monitor social service level metrics across multiple populations (i.e. children, youth, families, seniors, women, persons with disabilities) to inform planning and implementation.
 - Incorporate findings from internal and external consultation, reporting data, and research to determine existing facility capacity and shifts in demand.
 - Monitor existing facility capacity and shifts in demand.
 - Respond to equity, and Missing and Murdered Indigenous Women and Girls (MMIWG) priorities with racial justice and Indigenous equity lens

2C: Implement social infrastructure renewal and growth targets to meet current and future needs

Social Infrastructure Strategy targets and approach will be implemented to meet current and future community space needs. Current service levels may be compared with targets to determine service gaps and needs.

- **2C1:** Identify renewal and growth targets and priorities for an optimal mix of social infrastructure based on network areas and neighbourhoods.
 - Local-serving multi-service and age-based facilities should be available across neighbourhoods.
 - Specialized services and spaces in locations most needed to meet shifting demands and equity priorities.
 - Prioritize local-serving social infrastructure in underserved areas and for disproportionately impacted populations.
- **2C2:** Compare current City service levels with targets to determine service gaps.

2D: Incorporate reconciliation, equity, and resilience in priority setting and planning goals

- **2D1:** Continue to build on engagement with Indigenous and other disproportionately impacted communities to inform social infrastructure policies and projects.
 - City to work with a relationship-based approach with community partners

2E: Support Indigenous-led and Indigenous-serving spaces and programs

Through ongoing community, engagement and consultation with non-profit providers a need for dedicated Indigenous gathering spaces and Indigenous-led non-profit spaces have been identified to foster community and cultural identity, ceremony and healing. Priorities identified include Indigenous women-led spaces for Indigenous women, health and wellness centres, treatment centres, and low-barrier employment.

- **2E1:** Support self-determined xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh), and urban Indigenous spaces.
- **2E2:** Support upcoming Urban Indigenous Strategy to ensure space-related needs are met.
 - Partner with Metro Vancouver Aboriginal Executive Council (MVAEC) that represent member agencies serving urban Indigenous populations to develop strategy for service delivery.
- **2E3:** Continue and prioritize the provision of grants to support key Indigenous-serving spaces.

Reclaiming Power and Place
Calls for Justice
2.3 ... ensure that all Indigenous women, girls, and 2SLGBTQIA people are provided with safe, no barrier, permanent, and meaning full access to their cultures and languages in order to restore, reclaim, and revitalize their cultures and identities...

"We need culture. This is a basic need for indigenous folks. If space is carved out for them to talk about culture then, folks will come. Connection to culture, access to culture, is a core need."

- Indigenous Participant, Indigenous-led Organization

- **2E4:** Work with Indigenous-serving groups to incorporate Indigenous health and wellness spaces in upcoming community centres.

NPO Spotlight: Urban Native Youth Association (UNYA)

UNYA serves Indigenous youth that are facing complex trauma from colonization and the intergenerational impacts of residential schools. Indigenous youth and their families largely benefit from services where they feel welcome, safe, supported, and free with low or no barriers. UNYA works hard to provide non-judgemental and unconditional support in working with their clients, which helps empower and reconnect Indigenous youth with their culture.

Story of Change

J was introduced to UNYA's Aboriginal Youth Worker program (AYW). J had expressed that she was lacking a sense of belonging, connection, and stability and was struggling both at home and in school.

The AYW met with J where she was at in her life (including out in the community when requested) to explore with her which of UNYA's programs would best meet her needs. Eventually she was matched with a Mentor through one of UNYA's mentorship programs, and they began to attend some of UNYA's drop-ins together.

When the AYW learned that J loved to cook, she invited her to the Bannock & Jam cooking program, which she now attends weekly. Since her introduction to the AYW over a year ago, J has been thriving and developed new friendships, and continues to learn how to positively navigate difficult situations she encounters.

2F: Support cultural redress through addressing community space needs

The City continues to support communities seeking redress through ongoing engagement to identify and address social-serving space needs. Identified priorities include supporting spaces needs for the Chinatown community, the Black and African diaspora communities in planning for Hogan's Alley area and through the upcoming Anti-Black racism plan, and Pauru-gai Powell Street objectives in support of the Japanese Canadian community were identified through the DTES Plan. Upcoming work in the Punjabi Market and related support through the South Asian Apology provide opportunities to support community spaces. Many of these spaces have both social and cultural components and will be supported inter-departmentally and through the implementation of strategies like *Culture Shift* and *Spaces to Thrive*.

Keeping non-City owned community-serving spaces of racialized and cultural communities, and supporting the development of new spaces is important. Racialized populations have historically had unequal access to government supports to help realize buildings. Additionally, due to space unaffordability, many disproportionately impacted groups from systemic barriers are being pushed out of the City.

"Social Facilities that aren't just about crisis services, communities need to connect through social and cultural spaces too."

- Social NPO Participant

The City will also support and facilitate other emerging space needs of other cultural communities including racialized communities. Space needs for Indigenous and ethno cultural groups include flexible programming facilities that are used for a range of social and cultural uses. These community spaces have a holistic purpose to bring people together for social connections. Design considerations for these facilities will enable shared and multi-purposes uses for a range of uses that meet community space needs.

- **2F1:** Support and facilitate social infrastructure for Black and African diaspora communities, including Hogan's Alley.
- **2F2:** Support improvements to existing, and creation of new and repurposed social and community spaces in Chinatown to meet community need.
 - Social gathering spaces needed for underserved Chinatown residents.
- **2F3:** Support South Asian community identified needs for commercial and social spaces, including the Punjabi Market.
- **2F4:** Support the Japanese Canadian community to identify, preserve and improve places with social and cultural meaning, including Paueru Gai (Powell Street area).
- **2F5:** Support other emerging social cultural space needs for ethno cultural communities.

Direction 3: Enable renewal, renovation, replacement, and expansion of social-serving facilities to meet current and future service needs, focusing on equity priorities

While social-serving organizations and programs provide valuable community connections and basic needs, spaces and facilities where they deliver services may be in need of renewal, replacement or maintenance.

To ensure that these facilities focus on equity priorities and continue to meet current and future service demands, the condition and service level contribution of City-owned social facilities will be assessed to determine renewal needs. The City will also develop policy, incentives and requirements for retaining existing social infrastructure and support non-profit applicants to renovate and maintain social-serving spaces especially those at risk of displacement. This could also include mutual aid and resilience plans – enabling Vancouver to connect, share, and thrive during normal operating conditions, and creating continuity, redundancy, and critical coordination during crises.

Objectives

3A: Assess and determine social facility renewal needs

City of Vancouver regularly assesses the condition of City-owned social facilities. Renewal priority is given to facilities providing services and programs that meet equity objectives and are in need of upgrades.

- **3A1:** Consider City-owned social facility condition and service level contribution to determine renewal needs.
- **3A2:** Prioritize renewal needs and retention of partner-owned amenities.
- **3A3:** Consider the renewal and management of City-owned social facilities through the development of a Land Acquisition and Management Strategy.

3B: Develop policy, incentives and requirements to promote retention, replacement, and expansion of social infrastructure

Community-serving spaces owned by places of worship, and non-profit organizations (NPO), may be at risk of change or loss due to factors including high land values and aging infrastructure. Non-profit and charities who are tenants are also at risk especially in commercial spaces in high development areas of Vancouver.

An analysis of community-serving spaces included those owned by places of worship, and non-profits, specifically, community halls, legions cultural centres, and non-city owned community centres as shown above. These spaces have a long history and mandate of providing community-serving space for social, cultural, and recreational programs and services, and have been a key part of faith, cultural and community life.

“Church space is becoming more multipurpose and used outside of Sundays. Spaces are reconfigured with sound proofing to be multi-use”

- Place of Worship Participant

Some of the critical community services and programs on-site are provided by the owners themselves, while many are delivered by their tenants or rental clients, including numerous non-profit and community groups who rely on these sites to access affordable spaces to offer community building services. Among community uses are approximately 1,500 childcare spaces and over 60 kitchen permits, which allow them to serve the greater community.



Due to high land values and aging infrastructure, with 61% built before 1960, that requires high maintenance costs, places of worship and NPO sites are increasingly looking towards redevelopment as an attractive option. These sites and community uses may be at risk of change or loss due to factors including high land values and aging infrastructure. The trend of redevelopment of aging places of worship sites may result from declining congregations and limited capacity. Many are cash poor, some face high taxes and have limited funding to secure new, upgrade, or maintain spaces. Between 2019 and 2021, places of worship sites had a decrease of 400 childcare spaces.

Incentive and policies to promote retention

Currently incentives, policies, and bylaws are limited to encourage retention, expansion and creation of social infrastructure. Strengthening existing and exploring new policies, incentives and municipal tools can help to retain existing priority social and community spaces. Working closely with industry, staff would provide options to achieve this objective and enhance key community space to avoid unintended consequences.

Making Space for Arts and Culture, which articulates the need to “develop policies and tools to prevent the loss of space and secure arts and cultural spaces, including developing supportive policy for the retention and enhancement of existing arts and

cultural spaces in places of worship, legions, cultural centres, community halls and others.” *Spaces to Thrive* will continue this work for other priority social-serving spaces.

To ensure the continuity of priority social and community-serving uses in the city, policy and supports would be explored for social tenants facing eviction from community-serving spaces through redevelopment.

- **3B1:** Strengthen existing and explore new incentive tools, policies, and programs for the replacement and expansion of priority social and community spaces.

Building on Successes: Replacement Policy in Richmond

City of Richmond recently passed a *NPO Replacement and Accommodation Policy*. Under this policy, non-profit organization (NPO) tenants displaced through development are provided with replacement space at 50% of market rent in perpetuity, assistance with securing a temporary location and related moving costs and the first right of refusal to return as a tenant in the new development. If the original NPO tenant declines their first right of refusal, the space may only be occupied by a NPO acceptable to the City of Richmond. Additionally, the policy proposes three months free rent for NPO tenants that have leased the space for longer than one year. Overall, this process is secured with legal agreements registered on title prior to rezoning bylaw adoption or issuance of a development permit.

- **3B2:** Support Heritage to implement the Vancouver Heritage Program to protect social and intangible heritage.
- **3B3:** Explore policy and supports for social tenants facing eviction from community-serving spaces through redevelopment.
 - Elements of this policy may include the development of a community-serving tenant relocation process and policy, and explore options to support administration and programs in swing transition spaces during redevelopment.
 - This work will be aligned with broader work to support all commercial tenants through the redevelopment process being led by Planning, Urban Design and Sustainability. The emerging Commercial Tenant Assistance Program (CTAP) is being developed in close consultation with industry experts and will focus on provision of education and resources to assist a wide range of commercial tenants with relocation planning and decision making.

3C: Support non-profit applicants to renovate and maintain social-serving spaces

City of Vancouver will assist non-profit applicants to improve the development process as part of the improved and expanded Commercial Renovation Centre (CRC). In addition, the development of a new capital grant program will support non-profits in the planning of renovations or maintenance of existing social-serving spaces.

- **3C1:** Improve development process and support for non-profit organizations and spaces as part of the improved and expanded Commercial Renovation Centre (CRC).
- **3C3:** Establish a Capital Grant to contribute to ongoing maintenance of social-serving spaces.
- **3C2:** Implement new Capital Grant Programs to better support non-profits in the planning of renovations or maintenance of their spaces.
 - Grants for existing spaces includes renovations with a focus on accessibility, maintenance, and emergency/critical funding.
- **3C3:** Establish a Capital Grant to contribute to ongoing maintenance of social-serving spaces.

"Increased flexibility for NPO building adjustment and renewal without imposing excess financial burdens to match current code would be beneficial to the local community."

- Social NPO Participant

Direction 4: Enable new social infrastructure to meet growth and equity priority needs

The City will plan for new and expansion of City-owned social facilities where needed, considering population growth, changes in demand, equity priorities and the capacity of existing facilities. The City will also need to develop policy, incentives and requirements for creating new social infrastructure and support non-profit applicants to develop new social-serving spaces.

Objectives

4A: Plan for new and expansion of City-owned social facilities where needed, considering population growth, shifts in demand and existing facility capacity

Reclaiming Power and Place: Calls for Justice
13.5 ... Social infrastructure must be expanded and service capacity built to meet the anticipated needs of the host communities in advance of the start of projects...

The City will also partner with other funders to develop new facilities to address the gap in equity services and spaces, and continue to maintain or grow levels of service for existing core work supporting neighbourhood houses and age-focused social services.

A forthcoming land acquisition and management strategy will provide a more comprehensive strategy to determine which acquisition for social purpose would enable the City to provide the most support within its means. The City's acquisition of property has occurred through different processes and opportunities over the

years including facilitating the construction of new social facilities in private developments, strategically purchased property, acquisition of property through public benefit contributions of adjacent developments, and transfer titles of property from federal government.

Building on Successes: Facility Acquisition

St. James Community Square model of operation is unique with other City facilities and service providers. Operated by the Community Square Society for 26 years, it offers affordable uses including: sport programs for youth, music lessons, art, childcare, Japanese language preschool, Vancouver Youth Society performances. The 18,000sq.ft building hosts approximately 10,000 people and there are about 5,000 people registered in or regularly programs a week.

"Accessibility of services have to be revisited and considered especially with changing demographics and understanding of current uses"
-Social NPO Participant

The City of Vancouver acquired the former St. James United Church site in 2016 at a cost of \$6.8M through the Property Endowment Fund, after Council identified the need for the City to be proactive in preserving Vancouver's social, arts and culture spaces and resources for community benefit. Through a 20-year lease/operating agreement with the society, the City is ensuring the venue will maintain existing and future uses of the building for community use.

- **4A1:** Articulate City priorities for new social facilities and capital grants as part of the 10-year outlook, 4-year plan and annual budget.

- **4A2:** Consider the space growth needs of City-owned social facilities through the development of a Land Acquisition and Management Strategy.

4B: Develop policy, incentives and requirements to promote creation of new social infrastructure

Incentives and regulations may address challenges with decreased opportunities to secure development contributions with competing City objectives. The City can encourage the development of new social- and community-serving spaces by strengthening its current policies for social infrastructure as well as exploring new tools and incentives to enable these uses. For example, the Sustainable Large Sites Policy could have an expanded scope, such as considering social and land-based food assets as a Community Amenity Contribution (CAC).

- **4B1:** Strengthen existing and explore new incentive tools, policies, and programs for the development of priority social and community spaces, including density bonusing.

NPO Spotlight: South Granville Seniors Centre (SGSC)

SGSC is a community based organization that provides low cost programs and services to seniors 55 years and older. Offering more than 40 responsive programs a month and embracing both in-person and virtual program and service delivery, staff and volunteers work with seniors to support their health and independence through programs that promote friendship and recognize diversity and individual worth. Programs promote the physical, social, mental and emotional wellbeing of seniors while also addressing food insecurity, need for information and referrals, issues stemming from social isolation, or the reduction of disposable income.

Story of Change:

"Initially, I heard of the benefits of Tai Chi when I was diagnosed with Meniere's Syndrome, a balance and dizziness disorder. I was pleased to hear that SGSC (where my Dad enjoyed playing Bridge) offered Tai Chi classes. My friend encouraged me to attend the classes many years back now. That was probably the most important decision for my healthy aging routine, not only limited to turning up for a weekly exercise class... but a decision that truly did change my course of aging! Not only from a perspective of exercise - but from a most comfortable gathering of like-minded individuals." - SGSC user

4C: Support non-profit applicants to develop new social-serving spaces

NPOs, places of worship and other charities encounter difficulty navigating City systems like the development and permitting process, as they are perceived to be lengthy and confusing. Non-profit applicants need improved communication and transparency when dealing with the City of Vancouver.

- **4C1:** Develop resources for prospective applicants with general resources, City processes, and opportunities for funding to support redevelopment of existing and new community-serving spaces projects.
- **4C2:** Embed and formalize partner liaison position and protocols into development process.

- **4C3:** Improve clarity and usability of land use policies, regulations, and process for all users. Where possible, work to streamline processes.
- **4C4:** Develop new Capital Grant Programs to support non-profits in the planning of new social spaces to meet immediate and long-term priorities.
 - The development of a new capital grant program will support non-profits in the planning of new social-serving spaces. This includes pre-planning, planning, process pre-development loans, and functional plans.

DRAFT

Direction 5: Support transformation, adaptation, and optimization of social infrastructure

The City has a unique role to provide affordable, secure, and suitable spaces for non-profit social-serving uses that is not provided by the market. These spaces should be able to maximize its use and be safe and welcoming for disproportionately impacted communities.

To increase facility capacity for social purpose, the City will increase social and community uses through co-location, shared spaces and use of underutilized or vacant spaces for community. It will improve efficiency and effectiveness of private and non-profit owned space use and service delivery, and continue to develop and maintain shared non-profit administration and program centres to support more service providers and residents. Spaces would be made available for community use, and are designed to be accessible, flexible, and adaptive have the potential to accommodate diverse programming uses and needs.

Objectives

5A: Improve efficiency and effectiveness of private and non-profit owned space use and service delivery

While demand for affordable, secure and suitable spaces for social-serving NPOs and uses is high, some spaces in the City are underused or vacant for a range of reasons. These spaces may be owned by the private sector or other non-profits that lack capacity and resources to manage and operate these spaces. The City may facilitate, support, or partner with property owners with vacant or underused spaces for social and community uses. Having access to additional intermittent space (32%) and shared space arrangement (24%) may help sustain operations (Vantage Point Survey, 2020)

Social non-profits of all types have a spectrum of space needs that may be supported or facilitated by the City ranging from nominal long-term leases, swing spaces, satellite spaces, and part-time shared spaces.

- **5A1:** Facilitate access to affordable and underused vacant spaces in private sector and non-profit-owned facilities for non-profits needing space.
- **5A2:** Explore partnerships or agreements with non-profit owners and social housing operators to include community spaces in new mixed-use developments.
- **5A4:** Review community use agreements to develop new policy and refine approach to secure new non-City owned spaces for shared community use.
- **5A3:** Partner with NPOs and places of worship to increase use and improve management in existing underused and new community-serving spaces.

5B: Continue to develop and maintain shared NPO administration and program centres to support more service providers and residents

Co-location and shared space for non-profit organizations (NPOs) that are amenable to this delivery model can improve operation efficiency by accommodating multiple tenants and can encourage shared resources and collaboration between complementary programs and organizations. However, the City continues to deliver stand-alone facilities

for NPOs that deliver programs for populations that require increased privacy, security or have safety concerns. These shared centres or hubs can include a range of multipurpose programming spaces and offices and can be co-located and shared with other complementary uses such as culture and recreation to provide holistic programming and spaces for community. Multi-tenant social and cultural non-profit hubs meet objectives for both *Spaces to Thrive* and *Making Space for Arts and Culture*.

Building on Successes: Non-profit Hubs

In 2016, Immigrant Settlement Services of BC (ISSofBC) opened the Welcome Centre, a 58,000 ft² facility owned and operated by the organization on land leased from the City of Vancouver. The Welcome Centre is a co-located facility with short-term housing units, support services delivered by ISSofBC, and additional immigrant-serving programs provided by social non-profits that tenant the space. The Centre is a unique model, providing streamlined access to care for newcomer immigrants and refugees seeking looking to get settled, learn English and find employment in Canada.

For users, the Centre delivers wraparound services under one roof, such as childcare, youth programs, settlement based English language learning, employment services and healthcare. For the non-profit tenants, co-location fosters collaboration, knowledge sharing of services needs, and sharing of resources, such as meeting room space. Notably, smaller non-profits are able to secure offices for their organizations through the shared benefits and opportunity that a co-located model provides.

- **5B1:** Develop a resource guide for purpose-built multi-tenanted NPO administrative and program hubs.
- **5B2:** Develop basic typologies, design principles, and guidelines for multi-tenanted City-owned NPO administrative and program spaces.
- **5B3:** Pilot a non-profit hub model in a City-owned facility with a focus on shared resources, governance, and collaboration opportunities.
- **5B4:** Co-locate social facilities and community-serving spaces with civic buildings including civic centres, community centres, and libraries.

"We all have aspirations to co-work more in order to engage better with community, but it is a lot of pressure for non-profits to coordinate and participate in co-working activities when we are already stretched so thin."

- Social NPO Participant

5C: Design adaptable, functional, inclusive, and accessible social-serving spaces for the future

Inclusive, flexible and adaptable design includes:

- Universal design to ensure social and community spaces meet the needs of all abilities, in particular persons with disabilities.

- Incorporation of culturally appropriate Indigenous design principles that is safe, and welcoming including spaces for and by Indigenous peoples for daily uses, cultural practices, and ceremony, such as brushing off and smudging.
- Washroom and facility design for non-binary uses ensures inclusion of all genders and identities.
- Consideration of flexible design allows spaces to be used in different ways over time including co-location and shared used with multiple groups. Design elements may include increased storage and flexible, expandable, and dividable rooms.
- **5C1:** Develop adaptable, functional, and flexible social amenity standards, including typologies, design principles, and guidelines, to facilitate the efficient and effective incorporation of social infrastructure in regulations, policies, and plans to address future needs.
- **5C2:** Expand and implement guidelines for universal design to increase accessibility to social spaces for all abilities, particularly persons with disabilities.
 - Support space-related work under the emerging Accessibility Strategy.
- **5C3:** Expand and implement guidelines for inclusive design for safer and more welcoming spaces for all identities, genders, and cultures (i.e. non-binary, overdose prevention washrooms, cultural practices such as brushing off/smudging).
- **5C4:** Develop design guidelines for long-term care facilities and adult day care facilities
- **5C5:** Increase opportunities for welcoming and inclusive public spaces and plazas for social and community uses.

"Thinking about space needs should include Indigenous friendly design principles: a policy to support cultural practices, and spaces that accommodate family (intergenerational)."

- Social NPO Participant

Direction 6: Foster resilient, adaptable, and sustainable social infrastructure

Resilient social services and spaces are adaptable enough to continue meeting community needs through crisis situations. One of the impacts of COVID-19 is how it highlighted and deepened existing challenges to continuous service delivery and need for space in the social non-profit sector.

Stability and safety of facilities must also include considerations related to risks such as earthquakes, heatwaves, air quality advisories, and other environmental conditions. Not only can these events potentially damage facilities beyond repair, triggering disaster displacement, but these facilities must also be able to function as a safe space for community members during these crises. Current examples include Cooling Centres, Clean Air Shelters, and Warming Centres.

The operational resilience of social infrastructure will also depend on financial sustainability throughout time. The City will need to prioritize actions for social infrastructure recovery and resilience and ensure City-owned social spaces are financially sustainable over the long-term and through unexpected events.

The City will need to work strategically to strengthen intergovernmental relationships for a more streamlined approach to support social infrastructure.

Building on Successes: Facility Reserves

In 2011, the City secured two on-site amenity spaces one on two separate rezoning sites. Through a procurement process, these spaces are leased at nominal rents to social non-profits. MOSAIC and the Collingwood Neighbourhood House Annex were the successful non-profits that tenant the spaces through a five-year lease with two five-year renewal options.

As part of the rezonings, a cash contribution of \$1.5M was provided to the City for a Facility Reserve Fund (FCF), a temporary fund to support and cover the direct maintenance and common area maintenance for approximately 10-15 years for both spaces. The non-profit tenants are responsible for their own utilities, insurance and maintenance of interior spaces. With this reserve, the City eases the financial and capacity-related transition for the tenants to operate and program their new spaces.

While MOSAIC operates a 23,000 sq.ft. facility, focusing on multi-service programs for recent immigrants and refugees, the Collingwood Neighbourhood House (CNH) Annex operates a 10,250 sq.ft. facility that includes a large multi-purpose gathering space with an adjoining commercial-grade kitchen, and provides local-serving art and cultural activities and community celebrations.

Objectives

6A: Prioritize actions for social infrastructure recovery and resilience

Spaces to Thrive is aligned with the Vancouver Resilience Strategy.

- **6A1** Support non-profits by developing tools, training, and resources to prepare for emergency situations, including developing service continuity plans to ensure that services remain open and accessible in the event of disruptions.
- **6A2:** Identify, retain and build on spaces, amenities or infrastructure that could strengthen networks and support community response to and recovery from emergencies or disasters.
 - Based on determined critical attributes for community response infrastructure, including food assets, indoor and outdoor gathering spaces, alternative power, water, and communication sources.
 - Retain and build on local networks of social services for resilience social infrastructure eco-system.
- **6A3:** Strengthen the non-profit network of food infrastructure, including spaces for growing, preparation and distribution of food in day-to-day programming by community organizations and during disaster response recovery, and beyond.

"Land based practices in city should be holistic, and this includes food systems. There should be a focus to build more resilience for communities."

- Social NPO Participants

NPO Spotlight: Kiwassa Neighbourhood House

Kiwassa Food Programs operate from Kiwassa Neighbourhood House, a 15,000 sq.ft social facility in Hastings-Sunrise. There, programs can access a commercial kitchen, cold storage, a community garden, and an urban food forest in development. The high quality, accessible programs support participants from preschool age to seniors and include low cost produce markets, meal programs, garden and kitchen literacy workshops, and food rescue.

These programs are responsive to immediate and emerging food insecurity in the community, while also creating opportunities to learn and share, and increase community capacity to build neighbourhood food security, strengthen neighbourhood and city-wide food networks, and address systemic food system issues. With their knowledge of community members, needs, and their strong community relationships, Kiwassa food programmers were able to respond during COVID-19 with food supports ranging from outreach, providing grocery vouchers and delivery of culturally appropriate food hampers, wayfinding, and volunteer matching.

- **6A4:** Explore ways to support retrofitting and upgrading existing and new community-serving spaces to improve retention and capacity to provide service in all operating conditions.
 - New, retrofits, and upgrades to minimize or reduce carbon footprint of facilities, and bolster adaptation and resilience in the face of climate impacts and seismic events.
 - Spaces should be designed to provide comfort and safety, considering cooling and clean air shelters during heat wave events.

6B: Ensure City-owned social spaces are financially sustainable over the long term and through unexpected events

Social non-profits have concerns about the stability and predictability of current funding, as there is extremely limited operation and core funding for non-profits to ensure sustainable operations over the long-term and through unexpected events. The lack of centralized senior government operational funding to cover maintenance and facility costs as well as for delivering a range of social services and programs. Innovative financial tools may provide operational funding to support non-profits.

- **6B1:** Explore financial options to stabilize and increase funding and service levels for social programming and facility needs.
- **6B2:** Develop an improved approach for operating and systems funding.

III. Implementation and Measuring Progress

The overall approach to implement *Spaces to Thrive* Strategy to meet objectives is to evaluate service delivery decisions through ways the City supports social infrastructure. The upcoming *Spaces to Thrive: Implementation Plan and Financial Strategy* will provide directions for operations and capital to deliver the strategy by detailing priority projects and processes, indicators and attainable targets, and financial plan.

Working Toward Targets

As the city grows, social infrastructure should keep pace with changes and consider types of spaces to meet specific community needs.

The approach towards setting 10-year social infrastructure targets needs to consider flexibility to determine which types and where social and community spaces are needed. These may be addressed through the provision of space and other innovative service delivery models that may optimize use of social-serving and community spaces.

Social Infrastructure targets need to be feasible and involve active roles of senior government as investor and partner to meet human and Indigenous rights obligations.

The four principles that will include:

1. **Move the Dial** – Increase social impact to decrease inequities and support population growth with optimal 10-year targets;
2. **Feasibility and Practical Delivery Model** – Achievable and measurable investment strategy and outcomes for first 4 years;
3. **Clear City Roles** – City and senior government roles and commitments on delivery is clear, with increased opportunities to attract and partner with funders; and
4. **Bright Innovation** – New models and collaborative partnership to increase resilience, reconciliation and equity goals, bringing light to bold action needed that responds to truth-telling, relationship centering and partnership.

Target breakdown will include:

1. New City-owned facilities
2. Renewal: City-owned facilities
3. Support of non-City owned facilities
4. Space matching
5. Non-profit and charity sector

Space targets to be confirmed in the upcoming *Spaces to Thrive: Implementation Plan and Financial Strategy* to meet objectives and goals of the Strategy.

City-wide Approach to Public Amenities
With the range of City objectives that comprise healthy and complete communities, in achieving these targets, a more holistic approach will be required to consider trade-offs in the context of other public amenities including housing, culture, and other infrastructure. The Public Investment Framework to be delivered by the Vancouver Plan and a City-wide Land Acquisition and Management Strategy aim to address this challenge.

1. New City-owned facilities: City as Owner

Increase the number of social facilities to address inequities, geographic service gaps, and population growth.

- Ensure good distribution of local-serving multi-serving facilities to maximize accessibility for residents.
- Ensure right supply and type of specialized facilities to meet reconciliation, equity and resilience priorities.

City Role: Investor and Partner with other funders

2. Renewal of City-owned facilities: City as Owner

- Maintain / renew existing social facilities, minimizing those in poor condition.
- Ensure social facilities are safe, welcoming, and physically accessible for populations disproportionately impacted by systemic barriers.
- Ensure high quality of accessibility, safety and maintenance to three City-owned community centres: Carnegie, Gathering Place, and Evelyne Saller.

City Role: Investor and Partner with other funders

3. Support of non-City owned facilities: City as Partner

The City will continue to support non-profit owned sites that offer services to deliver City objectives though major capital grants to renew, replace, or create facilities with funding partners.

- Priority will be for the City to support retention, expansion, and creation of non-City owned social and community spaces in neighbourhoods that are underserved.
- Support non-profit ownership especially for priority facilities including Indigenous-led and –serving non-profits. Much of the major capital grants will be dedicated to facilitate population-serving non-profit owned facilities.

City Role: Investor and Partner with other funders

4. Space Matching: City as Partner and Match Maker

Another City role to support partners is to facilitate social-serving spaces through space matching and security of spaces for community uses through legal agreements in non-city owned to contribute to this target (See *Direction 5*).

City Role: Partner with other funders

5. Non-profit and charitable sector: City as Regulator/Liaison

A multi-pronged approach is needed that includes incentives, policies, and tools that are clear, achievable, economically viable, and based on community need to promote, guide, and inform increased new and redevelopment of community-owned social facilities.

City Role: Regulator and Partner

Retention and Replacement

Due to development pressures, especially in areas of high growth, social and community-serving spaces and facilities have been lost due to redevelopment.

Spaces to Thrive will promote the retention and/or replacement of inclusive spaces for priority social programs that meet community needs. This includes non-profit, places of worship, and commercially owned sites that provide community-serving services such as food programs, community-building and cultural activities. Planning in high growth areas should also include considerations to prevent or mitigate the loss of key social non-profit services and spaces, especially if they are located close to each other in a cluster

forming a local network. Non-profits often collaborate with each other in delivering programs and services. The retention of key social infrastructure is important as the City works towards targets for spaces to thrive in the next 10 years.

The Implementation Plan and Financial Strategy will include:

A. Senior Government, Public & Private Sector Partnerships

A focus on intergovernmental relations to partner with senior government and other funders is key to achieve social infrastructure project funding and programs. An intergovernmental relations strategy will also help accelerate VAHA projects that include social facilities.

B. Efficiency & Innovation (Design)

Using innovation and space optimization to achieve efficiency will relieve pressure to rely mostly on acquisition of additional City-owned assets to enable community and social uses. Actions include determining and implementing best practices to co-locate and design social/cultural/community space through operational and space feasibility.

C. Growth & Development (Policy & Funds)

Implementation of actions will enable the right type and supply of social infrastructure to meet population growth, shifting demands and equity priorities. Actions include ensuring that social infrastructure needs are reflected in current and upcoming City policies including Vancouver Plan, and Broadway-Corridor Plan and ways to better support partners through: City-owned NPO Office Spaces, support of Neighbourhood Houses, strategic location of social infrastructure equity and growth projects, community-serving spaces in Places of Worship.

D. Capital Plan Integration (4-Yr Plan)

Alignment with capital plan to deliver on social infrastructure targets is key including the 4-year capital plan (2023-2026). Actions include accelerating VAHA projects with social infrastructure, prioritizing social infrastructure equity projects, and renewal of City-owned projects.

To ensure that the Vancouver Social Infrastructure Strategy implementation is meeting strategy objectives, Staff will report back to Council in to track the progress towards objectives and related actions.

Appendix B.1: Glossary & Terms

2SLGBTQQIA - Two-Spirit, lesbian, gay, bisexual, transgender, queer and questioning, intersex and asexual people.

Adult Day Centre or Services - Provides a range of health, social and therapeutic recreational day programs to help improve and maintain the well-being of older adults in the community. The program includes health status monitoring, medication support, therapeutic activities, respite for family and caregivers, and access to health education.¹⁰

Brushing Off Ceremonies - Cedar Brushing is a traditional cleansing ceremony that helps heal the mind, and clears body of negativity. It also purifies and restores the spirit. The ceremony involves brushing an individual with cedar bows dipped in water from a sacred area.^{11 12}

Child Day Care Facility (Childcare Facility) - The use of premises to provide care, supervision, social or educational training to children as defined by the Community Care and Assisted Living Act (British Columbia) and the Child Care Licensing Regulation made pursuant to that Act. It includes but is not limited to group day care, preschool, special needs day care, out of school care, emergency care, child minding or overnight care.¹³

Community Amenity Contributions (CACs) - In-kind or cash contributions provided by property developers when City Council grants development rights through rezoning. CACs lessen the impacts of additional demand on City facilities and the community as a result of development and the increase in the population of an area. CAC contributions could go towards building and expanding facilities such as affordable housing, parks, childcare, community facilities (example: community centres and libraries), transportation, public realm, and arts and culture spaces.¹⁴

Community Kitchens - Kitchens available for public or non-profit use to prepare and share food together, supporting: food literacy and leadership programming, social connection, food access, social enterprises, and/or emergency response. Community kitchens are typically, but not always, located in or managed by neighbourhood houses, community centres, housing providers, cultural centres, places of worship, or other social service centres.

Community Non-Profit Organizations - Operate for the public good, reinvest and retain assets in the public domain for public good, demonstrate the value of care and

¹⁰ "Adult Day Services", Government of British Columbia, last accessed September 2021, <https://www2.gov.bc.ca/gov/content/health/accessing-health-care/home-community-care/care-options-and-cost/adult-day-services>

¹¹ Hamilton, Wawmeesh G. "An Ancient Coast Salish Ceremony Comes to City Hall," *The Tyee*, December 17, 2014, <https://thetyee.ca/News/2014/12/17/Coast-Salish-Ceremony-City-Hall/>

¹² "Teachings (ʔəms təʔaw)", Salish Sea Sentinel: The Voice of the Naut'sa Mawt Tribal Council, last accessed August 2021, <https://salishseasentinel.ca/2015/02/written-as-i-remember-it-teachings-%CA%94%C9%99ms-ta%CA%94aw-from-the-life-of-a-sliammon-elder/>

¹³ Zoning and Development By-law: Section 2 Definitions," City of Vancouver, last modified July 2021, <https://bylaws.vancouver.ca/zoning/zoning-by-law-section-2.pdf>

¹⁴ "Community Amenity Contributions," City of Vancouver, last accessed August 2021, <https://vancouver.ca/home-property-development/community-amenity-contributions.aspx>

service to others as a core value, help drive the economic strength and stability of communities, and play an active role in public policy through channeling community voices and ensuring accountability. The term community-based non-profits is an administrative economic-based categorization set by the Federal Government to differentiate from business or government non-profit institutions, such as schools, hospitals or universities.¹⁵

Community Serving Spaces (CSS) - Community Serving Spaces are flexible and multi-use spaces within non-City-owned buildings that support social, cultural, recreational, and community programs and services. Some examples of CSS include places of worship, and non-profit owned gathering spaces such as legions, cultural centres, and community halls. They are often affordable spaces for activities and uses such as childcare and community kitchens, and complement social service centres, and other social infrastructure provided by the City.

Development Contribution Levies (DCLs) – DCLs are paid by property developers as part of development. The purpose is to assist the City in paying the capital cost of providing, constructing, altering, or expanding infrastructure like parks, childcare facilities, social and non-profit housing, and engineering projects. While they can be waived, DCLs generally apply to all development, whether or not rezoning is required.¹⁶

Equity - Equity is both a process and an outcome that names and addresses systemic inequities that benefit and favour some groups and often disproportionately impact cultural communities, Indigenous, Black and other racialized groups. Individuals and communities with intersecting identities of Indigeneity, race, gender, gender expression and sexual orientation, ability and class can be, and often are, negatively affected by favoured social systems.

Equity commitments seek ways to transform current structures, policies, and processes in order to balance power and influence, expand access, and create new ways of walking together that nourish all people by embedding intersectionality in institutional and sectoral change.

Equity amplifies and affirms the dignity and rights of all people by centering the diverse voices of Indigenous and racialized peoples and communities in creative and resilient processes, informed by Indigenous knowledge and different world views across the ways we do our work.¹⁷

Multi-purpose room - Type of room with open space and ample storage that is compatible for various social-serving uses and programming set-up. Some rooms may also include modular walls to divide the space. Due to its flexible function, it supports shared uses compared to dedicated spaces that are intended for a specific function.

Non-profit Hub or Centre - Nonprofit hubs are multi-tenant facilities shared by non-profits or groups with a common mission of supporting communities in their quest for

¹⁵ Profile of Sector: Non-profit Organizations," Factsheet, Employment Lands and Economy Review, City of Vancouver, <https://vancouver.ca/files/cov/other-sectors-non-profit.pdf>

¹⁶ "Bulletin: Development Cost Levies," City of Vancouver, last modified September 30, 2021, <https://bylaws.vancouver.ca/bulletin/bulletin-development-cost-levies.pdf>

¹⁷ "Equity Framework Report," City of Vancouver, last modified July 20, 20210, <https://council.vancouver.ca/20210720/documents/p1.pdf>

equity, social justice and inclusion. Typologies for hubs or centres are diverse, which usually includes a shared aspect ranging from space-sharing to sharing of administration or operations.

Public Benefits Strategy (PBS) - Provides municipalities with strategic direction for future capital investments in a community over the long term. A PBS covers six key areas: community facilities, parks and open spaces, affordable housing, public safety, transportation and utilities. Each public benefits strategy takes into account the existing network of amenities within the community, as well as district serving and city-serving infrastructure located beyond the community boundaries.¹⁸

Reconciliation - Reconciliation is about establishing and maintaining a mutually respectful relationship between Aboriginal and non-Aboriginal peoples in this country. In order for that to happen, there has to be awareness of the past, an acknowledgement of the harm that has been inflicted, atonement for the causes, and action to change behaviour.¹⁹

Resilience – Resilience is about our ability to survive, adapt, and thrive in the face of challenges and changes.

Smudge Ceremony - Smudging is to purify a person's body and spirit as well as a home or area. Smudging is ceremony where certain herbs are burned, and the smoke is taken in one's hands to rub over the body. Usually a stone or shell is used as a contained to hold the smudge while burning. A feather is used to guide the smoke in the direction desired.²⁰

Social Enterprise - A revenue generating organization that:

- 1) Have at least 50% of the business' revenue comes from selling goods and/or services in the marketplace.
- 2) Is an entity that has an embedded mission to achieve social, cultural or environmental aims through the sale of goods and services.
- 3) Have at least 50% of the business' profits go back into executing its social, cultural or environmental mission; and
- 4) Often includes the hiring of people with barriers to traditional employment.

Social Infrastructure - Social Infrastructure is made up of the facilities and services that help individuals, families, groups, and communities meet their social needs, maximize their potential for development, and enhance community well-being. Social infrastructure is an essential ingredient in building strong, resilient communities, and some examples include senior centres, youth centres, multi-purpose rooms, community kitchens, childcare facilities, neighbourhood houses, family places, social enterprises, social service centres, and non-profit office space.

¹⁸ "Community Amenity Contributions Implementation Procedures", City of Vancouver, last modified March 11, 2021, <https://vancouver.ca/files/cov/community-amenity-contributions-implementation-procedures.pdf>

¹⁹ Honouring the Truth, Reconciling for the Future: Summary of the Final Report of the Truth and Reconciliation Commission of Canada," Truth and Reconciliation Commission of Canada (2015), 6. https://ehprnh2mwo3.exactdn.com/wp-content/uploads/2021/01/Executive_Summary_English_Web.pdf

²⁰ "The Smudge Ceremony," Squamish Lil'wat Cultural Centre, last modified 2019, <https://shop.slcc.ca/learn/the-smudge-ceremony/>

Social Return On Investment (SROI) - A method of measuring values that are not traditionally reflected in financial statements including social and economic factors. This can evaluate service level impact and determine how to allocate resources to create value for the community.

Social Service Centre - The use of premises by a non-profit society:

- a) provides information, referral, counselling, advocacy or health care services; or
- b) dispenses aid in the nature of food or clothing; or
- c) provides drop in or activity space, but does not include premises used for residential purposes or detoxification centre.²¹

²¹ "Zoning and Development By-law: Section 2 Definitions," City of Vancouver, last modified July 2021, <https://bylaws.vancouver.ca/zoning/zoning-by-law-section-2.pdf>

Appendix B.2: Engagement Summary & Acknowledgements

As part of the development of *Spaces to Thrive*, staff reached out to and engaged with stakeholders to inform the policy framework and actions for the City of Vancouver to better support the social-serving non-profit sector and related spaces through the City's various roles for the next ten years. The engagement process included a general listening phase and a share-back phase.



Listening Phase

A needs assessment and gap analysis were conducted based on baseline research, comparative case study research, survey results, and targeted engagement findings. The needs assessment and gap analysis identified four main categories of concern: (1) Facilities and spaces; (2) City policies and processes; (3) Funding and finance; and (4) Capacity Support. Within these four categories, a number of common themes emerged:

1. Facilities & Spaces

- Spaces are unaffordable
- Spaces are not suitable (e.g. due to space itself, proximity to target populations, proximity to transit)
- Spaces are not available
- Tenure is insecure
- The rate of NPO ownership of space is low
- Shortage of space appropriate for Indigenous programs and cultural practices
- Shortage of office space and program space
- Shortage of opportunities for Hubs/Co-location/Integrated Services/NPO Centres

2. City Policies & Processes

- NPOs encounter difficulty navigating City system
- Need to ensure equity, diversity and inclusion in planning and implementation of social infrastructure goals
- There is a need to ensure integration with other City departments including Culture, Parks, Libraries, and Planning

3. Funding & Finance

- City mechanisms are needed to support NPO operational costs
- City mechanisms are needed to support NPO expansion and renewal

- No dedicated provincial or federal social infrastructure funding
- Difficult for NPOs to secure financing to purchase or renovate their facilities

4. Reconciliation, Equity, and balancing of priorities

- Need equity embedded throughout
- Social infrastructure low priority
- Social impact of NPOs should be valued
- Groups with lower capacity may be unable to access and navigate resources, resulting in being further marginalized
- Need for informed participation

5. Capacity Support

- External partners (NPOs): Financial and technical tools/mechanisms are needed to support NPOS from concept to reality in their real estate projects (e.g. organizational readiness; vision, strategy, concept development; feasibility and business planning; pre-development, pre-construction)
- Internal (COV): Need for education and awareness on supporting NPOs, using tools in the toolbox
- Internal (COV): Need for education and awareness on the role of social infrastructure in building complete, resilient communities



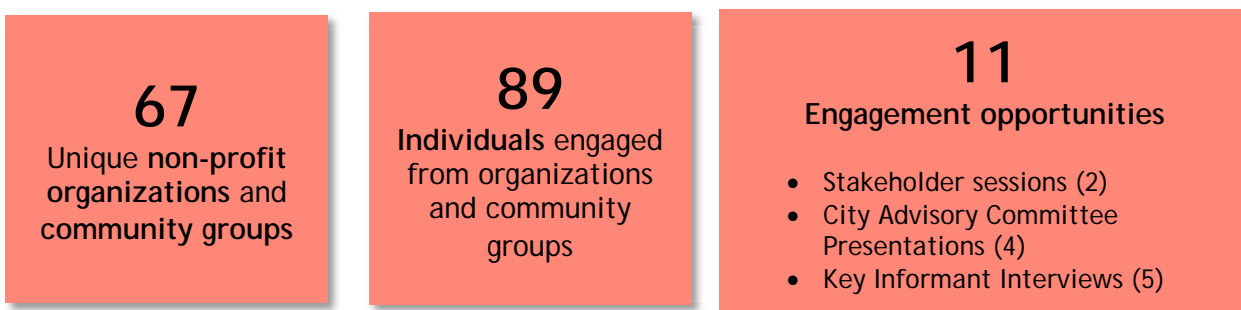
Engagement for the strategy started in May 2017. The goal was to share the scope of work for the strategy and capture the emerging context and issues organizations face about social facilities and spaces. These insights were foundational to forming the themes for the strategy. Organizations shared their infrastructure needs and facility gaps and to establish strategic and sustainable short, medium and long-term recommendations to address City frameworks for decision making, service delivery models and potential financial/operational partnerships.

Engagement method were primarily large workshop formats, open houses and an in-depth online survey. Stakeholders involved general included social and community organizations, City Advisory Committees, Social Purpose Real Estate (SPRE) Collaborative.

From 2018 to early 2020, strategy themes continued to be refined and adjusted. The scope was expanded to include directions and objectives that address ways the City may support non City-owned facilities, such as community-serving spaces. Additional engagements were held with community organizations that own their facilities, community-serving spaces such as places of worship and non-profits, complementing the outreach to existing stakeholders.

Share-back Phase

After further research, consideration of findings from the listening phase, staff proposed draft policy directions to share back to stakeholders for input from September – November 2020.



Stakeholders included social non-profit organizations, equity-serving groups, community-serving spaces, SPRE Collaborative, Advisory Committees, Community Centre Associations, and the Urban Development Institute (UDI). Generally, stakeholders liked the directions and framework for the strategy. In most sessions, participants showed strong interest in the implementation phase, noting the proposed framework and direction is much-needed first step to approach the needs and gaps to social-serving facilities.

Internally, VSIS has been informed by an inter-departmental Staff Working Group, and focused engagement with numerous City departments including Housing, Corporate Communications, Finance, City-wide and Regional Planning, and others. A cross-departmental director-level committee was established as part of the governance structure, providing updates on the progress of the strategy and feedback throughout its development at key milestones.

Acknowledgements

City of Vancouver Internal Stakeholders

- Planning and Development Services
- Development Building and Licensing
- Financial Services
- Real Estate and Facilities Management
- Park Board
- Cultural Services

- Housing Projects
- Social Policy and Projects

City of Vancouver Advisory Committees

Thank you to the advisory committees or advisory members that have engaged with the development of the strategy:

- 2SLGBTQ+ Advisory Committee
- Children, Youth and Families Advisory Committee
- Chinatown Historic Area Planning Committee
- Persons with Disabilities Advisory Committee (PDAC)
- Seniors Advisory Committee
- Urban Indigenous Peoples' Advisory Committee (UIPAC)
- Vancouver Food Policy Council (VFPC)

Partners, Connectors, Facilitators and Presenters

- Irene Gannitsos, Vancity Community Foundation
- Jacqueline Gijssen, Social Purpose Real Estate
- Jonathan Bird, Union Gospel Mission
- Kari Bergrud, Union Gospel Mission
- Robert Brown, (formerly with Catalyst Community Developments Society)

THANK-YOU!

We would like to thank the 285 organizations we have engaged with for the development of the strategy. We acknowledge the time and generosity of the organizations and groups to have shared their insights and experiences, which reflects the diverse mandate, work and commitment to the communities they serve.

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| • 211 British Columbia Services Society (bc211) | • BC Crisis Centre | • Canadian Memorial United Church |
| • 411 Seniors Centre Society | • Bethany Indonesian Church | • Canadian Mental Health Association, Vancouver-Fraser Branch |
| • A Better Life Foundation | • Big Brothers of Greater Vancouver | • Capri Hall |
| • Aboriginal Front Door Society | • Big Sisters of BC Lower Mainland | • Carnegie Community Centre |
| • Aboriginal Life In Vancouver Enhancement society | • Billy Bishop Legion (Royal Canadian Legion Branch 176) | • Catalyst Community Developments Society |
| • All Nations Outreach Society | • Binnars' Project | • Cedar Cottage Neighbourhood House |
| • ANAF Unit 100 | • Blessed Sacrament Parish | • Central Presbyterian Church |
| • Anglican Diocese of New Westminster | • Boys and Girls Clubs of South Coast BC - Fraserview, Grandview, Kimount & Kivan Clubs | • Cerebral Palsy Association of BC |
| • Association of Neighbourhood Houses of BC | • Britannia Community Services Centre | • Check Your Head: Youth Global Education Network |
| • Atira Women's Resource Society | • Broadway Church | • Children of the Street Society |
| • Aunt Leah's Place | • Broadway Youth Resource Centre (Pacific Community Resources Society) | • Chinatown BIA |
| • Battered Women's Support Services | • Buy Social Canada | • Chinatown Peace Church |
| • BC Conference of United Church of Canada | | • Chinese Benevolent Association of Vancouver |

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- Chinese Community Policing Centre
 - Chinese Cultural Centre of Greater Vancouver
 - Christ Church Cathedral
 - Church of the Good Shepherd
 - City Gate Leadership Forum
 - City Life Church
 - Citygate Leadership Forum
 - CityReach Care Society - "The Warehouse"
 - CleanStart BC
 - Co:Here Housing
 - Coast Mental Health
 - Colliers
 - Collingwood Neighbourhood House Society
 - Committee for Domestic Workers and Caregivers Rights -Vancouver (CDWCR)
 - Community Builders Foundation
 - Community Food Centres Canada
 - Concert Properties
 - Congregation Beth Israel
 - CPA Development Consultants
 - Crisis Intervention & Suicide Prevention Centre of BC
 - Disability Alliance BC
 - Disability Foundation DIGA program
 - Douglas Park Community Association
 - Downtown Eastside Women's Centre
 - DTES Neighbourhood House
 - Dugout Drop-in Centre Society
 - Dunbar Community Centre Association
 - Eastside Culture Crawl Society
 - Eastside Family Place
 - Ecotrust Canada
 - Exchange Inner City
 - Fairview Baptist Church
 - Fairview Church
 - Fairview Presbyterian Church
 - Faith Fellowship Baptist Church
 - False Creek Community Association
 - Family Services of Greater Vancouver
 - Fantastic Space Enterprises
 - First Christian Reformed Church of Vancouver
 - First Church of the Nazarene
 - Forest and the Femme
 - Fresh Roots Urban Farm
 - Frog Hollow Neighbourhood House
 - Gallery Gachet Society
 - Glasshouse Capacity Services Society
 - Gold Buddha Sagely Monastery
 - Gordon Neighbourhood House
 - Grace Vancouver Church
 - Grandview Calvary Baptist Church
 - Grandview Church
 - Granville Chapel
 - Greater Vancouver Baptist Church
 - Greater Vancouver Law Students Legal Advice Society
 - Greek Orthodox Community of East Vancouver
 - Hastings Community Association
 - Hastings Crossing Business Improvement Association
 - Hastings North BIA
 - Hastings Sunrise Community Policing Centre
 - Health Initiative for Men
 - Helping Spirit Lodge Society
 - Hives for Humanity Society
 - Hon Hsing Athletic Club of Vancouver
 - Hope Action Values Ethics Culinary Training Society
 - Hoy Ping Benevolent Association
 - Hua Foundation
 - I-Kuan Tao Ming Hwa Temple
 - Il Centro Italian Cultural Centre Society
 - Immanuel Baptist Church
 - Inland Refugee Society of BC
 - Inner City Safety Society
 - Intersections Media Opportunities for Youth Society
 - ISSofBC
 - Japanese Community Volunteer Association - Tonari Gumi
 - Jewish Community Centre of Greater Vancouver
 - Jewish Family Services Agency
 - Jewish Seniors Alliance
 - Justice for Girls Outreach Society
 - JustWork Economic Initiative
 - Kerrisdale Community Centre Society
 - Kerrisdale Presbyterian Church
 - Kids Up Front Foundation (Vancouver)
 - Killarney Community Centre Society
 - Killarney Lutheran Church
 - Kinbrace Community Society
 - King's Gate Community Church
 - Kitsilano Community Centre Association
 - Kitsilano Neighbourhood House
 - Kiwassa Neighbourhood House

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- Le Centre culturel francophone de Vancouver
 - Learning Disabilities Association of Vancouver
 - Leave Out Violence (LOVE) BC
 - Little Mountain Neighbourhood House
 - Lookout Society
 - Lord's Grace Church
 - Lu'ma Native Housing Society
 - Marpole Neighbourhood House
 - Marpole Oakridge Family Place
 - Marpole-Oakridge Community Association
 - Megaphone
 - Mennonite Central Committee Legacy Trust
 - Meta Communities
 - Metro Vancouver Aboriginal Executive Council (MVAEC)
 - Metro Vancouver Alliance (Faith Caucus)
 - Migrante BC
 - Mom2Mom Child Poverty Initiative
 - MOSAIC
 - Mosaic Church
 - Mount Pleasant Community Association
 - Mount Pleasant Family Centre
 - Mount Pleasant Neighbourhood House
 - MPA Society
 - Multicultural Helping House Society
 - Native Education College (NEC)
 - Network of Inner City Community Services Society
 - Oakridge Adventist Church
 - Oakridge Lutheran Church
 - Ohel Ya'akov Community Kollel
 - Our Social Fabric
 - PACE Society
 - Pacific Association of First Nations Women
 - Pacific Community Resources Society
 - Pacific Grace MB Church Vancouver
 - Pacific Immigrant Resources Society (PIRS)
 - Parish of Holy Trinity Anglican Church
 - Peace Church on 52nd
 - PeerNet Association of BC
 - Peretz Centre for Secular Jewish Culture
 - PHS Community Services Society
 - Pilgrim Church
 - Pinoy Pride Vancouver Society
 - PLEA Community Services Society of BC
 - Point Grey Inter-Mennonite Fellowship
 - Potluck Cafe Society
 - PovNet
 - PTT Buddhist Society
 - Punjabi Market Regeneration Collective
 - QMUNITY
 - RayCam Cooperative Centre
 - Reach Community Health Centre
 - Red Fox Healthy Living Society
 - Redemption Church
 - Regent College
 - Renfrew Park Community Association
 - Renfrew-Collingwood Seniors' Society
 - Roman Catholic Archdiocese of Vancouver
 - Roundhouse Community Arts and Recreation Society
 - S.U.C.C.E.S.S.
 - Sanctuary Mental Health Society
 - Scottish Cultural Centre
 - Shaughnessy Heights United Church
 - Shon Yee Benevolent Association
 - Slavic Evangelical Baptist Church
 - Social Justice Action Committee Presbytery of Westminster
 - Social Purpose Real Estate Collaborative (SPRE)
 - Social Venture Partners
 - South Granville Seniors Centre
 - South Vancouver Family Place
 - South Vancouver Neighbourhood House
 - SpencerCreo Foundation
 - Spinal Cord Injury Organization of BC (SCI BC)
 - Spirit of Life Lutheran Church
 - Sri Ganesh Temple Society of BC
 - St. Andrew's Hall (UBC)
 - St. Andrew's-Wesley United Church
 - St. Augustine's Anglican Church
 - St. Chad's Anglican Church
 - St. Columba Presbyterian Church
 - St. Faith's Anglican Church
 - St. James' Anglican Church
 - St. Mary's Church
 - St. Mary's Kerrisdale Church
 - St. Peter's Fireside Church
 - St. Thomas Anglican Church
 - Strathcona Business Improvement Association
 - Strathcona Community Centre Association
 - Street Church
 - Subud Vancouver
 - Supporting Women's Alternatives Network (SWAN) Vancouver

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- Taiwanese Cultural Centre
 - Tenant Resource & Advisory Centre Society (TRAC)
 - Tenth Church
 - The Elizabeth Fry Society of Greater Vancouver
 - The John Howard Society of the Lower Mainland of BC
 - The Kettle Friendship Society
 - The KidSafe Project Society
 - The Lord's Love Church Society
 - The Old Catholic Church of BC & Society
 - The Salvation Army
 - The Writers' Exchange Society
 - Theatre for Living
 - Thunderbird Community Centre
 - Trinity-Grace United Church
 - Trout Lake Community Centre Association
 - Tulayan Filipinx Diaspora Society
 - Ukranian Cultural Centre
 - United Church of Canada in BC
 - United Gospel Mission
 - University Chapel
 - Urban Development Institute
 - Urban Native Youth Association
 - Vancity (Community Investment)
 - Vancouver Aboriginal Community Policing Centre
 - Vancouver Aboriginal Friendship Centre Society
 - Vancouver Alpen Club
 - Vancouver Association for Survivors of Torture (VAST)
 - Vancouver Buddhist Temple
 - Vancouver Chinese Alliance Church
 - Vancouver Chinese Presbyterian Church
 - Vancouver Coastal Health, Healthy Built Environment Table
 - Vancouver Community Network
 - Vancouver Eastside Vineyard Christian Fellowship
 - Vancouver First Christian Reformed Church
 - Vancouver Monthly Meeting of the Religious Society of Friends
 - Vancouver Neighbourhood Food Networks
 - Vancouver Odd Fellows
 - Vancouver Rape Relief and Women's Shelter
 - Vancouver Rape Relief Society
 - Vancouver Recovery Club
 - Vancouver Second Mile Society
 - Vancouver Taiwanese Presbyterian Church
 - Vancouver Welsh Society
 - Vancouver Yuan Yung Buddhism Centre Society
 - Vantage Point
 - Victoria Drive Gospel Hall
 - Warriors Against Violence Society
 - Watari Counselling and Support Services
 - WAVAW Rape Crisis Centre
 - Welsh Society of Vancouver
 - WePress Community Arts Space Society
 - West Coast Christian Fellowship
 - West Coast Christian School
 - West End Community Centre Association
 - West End Seniors' Network
 - West Point Grey Presbyterian Church
 - Westcoast Family Centres
 - Western Institute for the Deaf and Hard of Hearing Westside Baptist Church
 - Wilson Heights United Church
 - WISH Drop-In Centre Society
 - Wongs' Benevolent Association
 - Yarrow Intergenerational Society for Justice
 - Yo Bro | Yo Girl Youth Initiative
 - Youth Collaborative for Chinatown
 - Yue Shan Society
 - YWCA Metro Vancouver

Appendix B.3: Reclaiming Power and Place: Calls for Justice

Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls (2019) contains Calls for Justice to ensure Indigenous women, girls, and 2SLGBTQQIA people live in dignity. These Calls for Justice require a decolonizing approach, include family and survivors, require Indigenous-led solutions and services, require interpretation and implementation in an equitable and non-discriminatory way, include the necessity for cultural safety, and incorporate knowledge of trauma.

As part of the City of Vancouver's fulfillment of governmental obligation for human and Indigenous rights, *Spaces to Thrive* have identified opportunities to respond to the following Calls for Justice, in advance of the report back on the full analysis of the Calls for Justice. Staff will work with the MMIWG Steering Committee during the redevelopment of the implementation strategy (and the development of the City's responses to the 'Calls for Justice' and Red Women Rising report recommendations) to strongly align and detail investment strategies for the City of Vancouver.

Calls for Justice	Connection to <i>Spaces to Thrive</i>
<p>Main Text - The National Inquiry heard many truths connected with the deliberate actions and inactions of all levels of government. In addition, the evidence makes clear that changing the structures and the systems that sustain violence in daily encounters is not only necessary to combat violence, but is an essential legal obligation of all governments in Canada. We target many of our Calls for Justice at governments for this reason, and identify how governments can work to honour Indigenous women, girls, and 2SLGBTQQIA people, and to protect their human and Indigenous rights, in the thematic areas examined within the Final Report.</p>	<p><i>Spaces to Thrive</i> uses a human and Indigenous rights approach including principles of Reconciliation & Decolonization, Equity and Social Impact, Resilience and Adaptability, and Collaboration and Stewardship</p>
<p>Human and Indigenous Rights and Governmental Obligations:</p> <p>1.3 We call upon all governments, in meeting human and Indigenous rights obligations, to pursue prioritization and resourcing of the measures required to eliminate the social, economic, cultural, and political marginalization of Indigenous women, girls, and 2SLGBTQQIA people when developing budgets and determining government activities and priorities.</p>	<p>Supporting culturally safe and relevant spaces (i.e., priority in capital granting support/ space) specific to Indigenous women, girls and 2SLGBTQQIA people, inter-governmental relations).</p> <p>Prioritize barrier elimination and highlight importance for capital planning for Indigenous Healing & Wellness and other self-determined projects, land-use plans (e.g. Jericho, Heather Lands) and programs.</p>

<p>Human and Indigenous Rights and Governmental Obligations:</p> <p>1.4 We call upon all governments, and in particular Indigenous governments and Indigenous representative organizations, to take urgent and special measures to ensure that Indigenous women, girls, and 2SLGBTQQIA people are represented in governance and that their political rights are respected and upheld. We call upon all governments to equitably support and promote the role of Indigenous women, girls, and 2SLGBTQQIA people in governance and leadership. These efforts must include the development of policies and procedures to protect Indigenous women, girls, and 2SLGBTQQIA people against sexism, homophobia, transphobia, and racism within political life.</p>	<p>Diversity of non-profit and neighbourhood house volunteer boards in addition to CoV advisory boards.</p> <p>Alignment with Red Women Rising - include Indigenous (women, girls, 2SLGBTQQIA voices in processes (e.g. advisory group) Allow for representative decision-making</p>
<p>Human and Indigenous Rights and Governmental Obligations:</p> <p>1.6 We call upon all governments to eliminate jurisdictional gaps and neglect that result in the denial of services, or improperly regulated and delivered services, that address the social, economic, political, and cultural marginalization of, and violence against, Indigenous women, girls, and 2SLGBTQQIA people.</p>	<p>Social spaces, services, & programs should have clear ways of addressing service denial stemming from intersectional marginalization & violence, to be accessible and prioritize disproportionately impacted communities facing systemic barriers</p>
<p>Culture:</p> <p>2.3 We call upon all governments to ensure that all Indigenous women, girls, and 2SLGBTQQIA people are provided with safe, no-barrier, permanent, and meaningful access to their cultures and languages in order to restore, reclaim, and revitalize their cultures and identities. These are rights held by all segments of Indigenous communities, from young children to Elders. The programs and services that provide such access should not be tied exclusively to government-run cultural or educational institutions. All governments must further ensure that the rights of Indigenous children to retain and be educated in their Indigenous language are upheld and protected. All governments must ensure access to immersion programs for children from preschool into post-secondary education.</p>	<p>Need to provide safe spaces to enable cultural safety in social facilities, especially in social cultural centres that are Indigenous-led, to celebrate and revitalize Indigenous culture and for Black women, gender diverse and people and the agencies that support.</p>

<p>Health and Wellness:</p> <p>3.1 We call upon all governments to ensure that the rights to health and wellness of Indigenous Peoples, and specifically of Indigenous women, girls, and 2SLGBTQQIA people, are recognized and protected on an equitable basis.</p>	<p>Continue to support the growth & development of Indigenous-led Health & Wellness centres and prioritize investment in cultural safety and service design for Indigenous people in non-Indigenous-led projects and programs.</p>
<p>Human Security:</p> <p>4.1 We call upon all governments to uphold the social and economic rights of Indigenous women, girls, and 2SLGBTQQIA people by ensuring that Indigenous Peoples have services and infrastructure that meet their social and economic needs. All governments must immediately ensure that Indigenous Peoples have access to safe housing, clean drinking water, and adequate food.</p> <p>*Also relates to rec 4.2</p>	<p>Priority for community economic development hubs, food hubs, social enterprise spaces & community resiliency.</p> <p>Basic human needs and rights, access to washroom and water.</p>
<p>Industries, Institutions, Services, and Partnerships: Health and Wellness Service Providers</p> <p>7.1 We call upon all governments and health service providers to recognize that Indigenous Peoples – First Nations, Inuit, and Métis, including 2SLGBTQQIA people – are the experts in caring for and healing themselves, and that health and wellness services are most effective when they are designed and delivered by the Indigenous Peoples they are supposed to serve, in a manner consistent with and grounded in the practices, world views, cultures, languages, and values of the diverse Inuit, Métis, and First Nations communities they serve.</p>	<p>Health & wellness services designed, delivered, & led by Indigenous non-profits and communities.</p> <p>Establish Community Use Agreements (CUAs) in non-Indigenous projects (e.g. New St. Paul's Hospital).</p>

<p>Industries, Institutions, Services, and Partnerships Extractive and Development Industries:</p> <p>13.2 We call upon all governments and bodies mandated to evaluate, approve, and/or monitor development projects to complete gender-based socio-economic impact assessments on all proposed projects as part of their decision-making and ongoing monitoring of projects. Project proposals must include provisions and plans to mitigate risks and impacts identified in the impact assessments prior to being approved.</p>	<p>Continue impact assessment for community plans, including consideration of gender-based socio-economic elements for Indigenous Women, Girls, and 2SLGBTQQIA people.</p> <p>Alignment with <i>Spaces to Thrive</i> objective to set clear goals and develop metrics for monitoring and evaluation through data. Mitigate risks to vulnerable groups in SI spaces & programming.</p>
<p>Industries, Institutions, Services, and Partnerships Extractive and Development Industries:</p> <p>13.5 We call upon resource-extraction and development industries and all governments and service providers to anticipate and recognize increased demand on social infrastructure because of development projects and resource extraction, and for mitigation measures to be identified as part of the planning and approval process. Social infrastructure must be expanded and service capacity built to meet the anticipated needs of the host communities in advance of the start of projects. This includes but is not limited to ensuring that policing, social services, and health services are adequately staffed and resourced.</p>	<p>The pace of development in Vancouver is outpacing social infrastructure development. Existing spaces are insufficient to serve increasing population across the city.</p> <p>Spaces, programs, & services must keep up with population growth and changing demands.</p>
<p>Value Statement - All Canadians: As the Final Report has shown, and within every encounter, each person has a role to play in order to combat violence against Indigenous women, girls, and 2SLGBTQQIA people. Beyond those Calls aimed at governments or at specific industries or service providers, we encourage every Canadian to consider how they can give life to these Calls for Justice.</p>	<p>Work in direct partnership with Indigenous, women-serving and gender-diverse organizations to identify system and project-level issues and solutions.</p>

<p>All Canadians. We call on all Canadians to:</p> <p>15.7 Create time and space for relationships based on respect as human beings, supporting and embracing differences with kindness, love, and respect. Learn about Indigenous principles of relationship specific to those Nations or communities in your local area and work, and put them into practice in all of your relationships with Indigenous Peoples.</p>	<p>An overarching approach to better understand Indigenous communities and embed this to our work. Key is to re-enforce importance of relationship building between communities, operators, and local government. Spaces to Thrive can serve as a vessel to move towards this.</p>
<p>2SLGBTQQIA-Specific Calls for Justice:</p> <p>18.1 We call upon all governments and service providers to fund and support greater awareness of 2SLGBTQQIA issues, and to implement programs, services, and practical supports for 2SLGBTQQIA people that include distinctions-based approaches that take into account the unique challenges to safety for 2SLGBTQQIA individuals and groups.</p>	<p>Provide funding and support to non-profits led and serving 2SLGBTQQIA community.</p>
<p>2SLGBTQQIA-Specific Calls for Justice:</p> <p>18.4 We call upon all governments, service providers, and those involved in research to modify data collection methods to</p> <ul style="list-style-type: none"> i. Increase accurate, comprehensive statistical data on 2SLGBTQQIA individuals, especially to record the experiences of trans-identified individuals and individuals with non-binary gender identities. ii. Eliminate “either-or” gender options and include gender-inclusive, gender neutral, or non-binary options – for example, an “X-option” – on reporting gender in all contexts, such as application and intake forms, surveys, Status cards, census data and other data collection. iii. Increase precision in data collection to recognize and capture the diversity of 2SLGBTQQIA communities: for example, the experiences of Two-Spirit women/ lesbians, and differentiations between Two-Spirit and trans identified individuals and between trans-masculine and trans-feminine experiences. 	<p>Work with staff and MMIWG Steering Committee partners to identify and monitor social service level metrics across multiple populations to inform space planning and implementation. Data to more representatively consider the historical exclusion, diversity, & intersections. Specifically look to embedded unique identities to satisfy diverse needs responding to equity, and Missing and Murdered Indigenous Women, Girls and 2SLGBTQQIA</p>
<p>2SLGBTQQIA-Specific Calls for Justice:</p> <p>18.7 We call upon all governments and service providers to increase support for existing successful grassroots initiatives, including consistent core funding.</p>	<p>City of Vancouver to improve provision of core funding using a sustainable and relationship-based approach to better support non-profits groups with limited capacity (e.g. DTES Women’s Coalition).</p>

<p>Human and Indigenous Rights and Governmental Obligations:</p> <p>1.6 We call upon all governments to eliminate jurisdictional gaps and neglect that result in the denial of services, or improperly regulated and delivered services, that address the social, economic, political, and cultural marginalization of, and violence against, Indigenous women, girls, and 2SLGBTQQIA people.</p>	<p>Social spaces, services, & programs should have clear ways of addressing service denial stemming from intersectional marginalization & violence, to be accessible and prioritize disproportionately impacted communities facing systemic barriers</p>
<p>Culture:</p> <p>2.3 We call upon all governments to ensure that all Indigenous women, girls, and 2SLGBTQQIA people are provided with safe, no-barrier, permanent, and meaningful access to their cultures and languages in order to restore, reclaim, and revitalize their cultures and identities. These are rights held by all segments of Indigenous communities, from young children to Elders. The programs and services that provide such access should not be tied exclusively to government-run cultural or educational institutions. All governments must further ensure that the rights of Indigenous children to retain and be educated in their Indigenous language are upheld and protected. All governments must ensure access to immersion programs for children from preschool into post-secondary education.</p>	<p>Need to provide safe spaces to enable cultural safety in social facilities, especially in social cultural centres that are Indigenous-led, to celebrate and revitalize Indigenous culture.</p>
<p>Health and Wellness:</p> <p>3.1 We call upon all governments to ensure that the rights to health and wellness of Indigenous Peoples, and specifically of Indigenous women, girls, and 2SLGBTQQIA people, are recognized and protected on an equitable basis.</p>	<p>Continue to support the growth & development of Indigenous-led Health & Wellness hubs.</p>
<p>Human Security:</p> <p>4.1 We call upon all governments to uphold the social and economic rights of Indigenous women, girls, and 2SLGBTQQIA people by ensuring that Indigenous Peoples have services and infrastructure that meet their social and economic needs. All governments must immediately ensure that Indigenous Peoples have access to safe housing, clean drinking water, and adequate food.</p> <p>*Also relates to rec 4.2</p>	<p>Priority for community economic development hubs, food hubs, social enterprise spaces & community resiliency</p> <p>Basic human needs and rights, access to washroom and water.</p>

<p>Industries, Institutions, Services, and Partnerships: Health and Wellness Service Providers</p> <p>7.1 We call upon all governments and health service providers to recognize that Indigenous Peoples – First Nations, Inuit, and Métis, including 2SLGBTQQIA people – are the experts in caring for and healing themselves, and that health and wellness services are most effective when they are designed and delivered by the Indigenous Peoples they are supposed to serve, in a manner consistent with and grounded in the practices, world views, cultures, languages, and values of the diverse Inuit, Métis, and First Nations communities they serve.</p>	<p>Health & wellness services designed, delivered, & led by indigenous non-profits and communities</p>
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Policy Alignment with Spaces to Thrive Strategy

Direction		Objective	Healthy City Strategy (2014)	Reconciliation Framework (2014)	Equity Framework (2021)	Culture Shift (2020)	Housing Vancouver (2018)	Resilience Vancouver (2019)	VanPlay (2018)	Employment Lands and Economy Review
Plan is generally aligned with <i>Spaces to Thrive</i> directions and objectives			●	●	●	●	●			
1. Strengthen City role in partnerships and capacity support for the social sector	A	Develop and strengthen complimentary and synergistic partnerships to advocate for social infrastructure needs	●			●	●			●
	B	Better coordinate social and community serving spaces across City departments and partners to serve Vancouver residents.	●			●		●	●	●
	C	Support capacity of social non-profits to plan for, secure, and manage spaces and resources	●			●	●			
	D	Make City processes for grants and spaces more accessible to non-profits with facility needs	●			●				
	E	Increase access to affordable, suitable, and secure spaces for non-profits with limited capacity	●			●				●
	F	Support Community Ownership	●			●				
2. Plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals	A	Identify and acknowledge the value of investing in social infrastructure that support Vancouver residents and meet City objectives	●			●	●			●
	B	Improve City's quantitative and qualitative data and metrics on social service provision in the community	●			●	●	●		●
	C	Implement social infrastructure renewal and growth targets, to meet current and future needs	●	●		●	●	●		
	D	Consider and incorporate reconciliation, equity and resilience in priority setting and planning goals	●	●		●	●	●	●	●
	E	Support Indigenous-led and Indigenous-serving spaces and programs	●	●		●	●	●		●
	F	Support cultural redress through addressing community space needs	●			●		●		●

Direction		Objective	Healthy City Strategy (2014)	Reconciliation Framework (2014)	Equity Framework (2021)	Culture Shift (2020)	Housing Vancouver (2018)	Resilience Vancouver (2019)	VanPlay (2018)	Employment Lands and Economy Review
3. Enable renewal, renovation, replacement and expansion of social-serving facilities to meet current and future service needs, focusing on equity priorities	A	Assess and determine social facility renewal needs				●				
	B	Develop policy, incentives and requirements to promote retention, replacement and expansion of social infrastructure				●	●	●		●
	C	Support non-profit applicants to renovate and maintain social-serving spaces				●				
4. Enable new social infrastructure to meet growth and equity priority needs	A	Plan for new and expansion of City-owned social facilities where needed, considering population growth, shifts in demand and existing facility capacity				●				
	B	Develop policy, incentives and requirements to promote creation of social infrastructure				●	●			●
	C	Support non-profit applicants to develop new social-serving spaces				●				
5. Support transformation, adaptation, and optimization of social infrastructure	A	Improve efficiency and effectiveness of private and non-profit owned space use and service delivery								●
	B	Continue to develop and maintain shared NPO administration and program centres to support more service providers and residents					●			
	C	Design adaptable, functional, inclusive, and accessible social-serving spaces for the future							●	
6. Foster resilient, adaptable, and sustainable social infrastructure	A	Prioritize actions for social infrastructure operations recovery and resilience					●	●	●	
	B	Ensure City-owned social spaces are financially sustainable over the long term and through unexpected events				●				

Action While Planning

To meet immediate *Spaces to Thrive* objectives, five actions are proposed to begin in Q1 2022. These actions have allocated funding and are key to achieving key objectives of the Strategy:

1. ***Urban Indigenous Service Delivery & Resilience Strategy - Objective 2E is to support Indigenous-led and Indigenous-serving spaces and programs.*** A related action is to support the upcoming Urban Indigenous Strategy to ensure social and cultural space-related and service resilience needs are met through partnership with Metro Vancouver Aboriginal Executive Council (MVAEC). Specific space needs, including for Indigenous women and gender diverse people, have been presented through the *Murdered and Missing Indigenous Women and Girls Calls for Justice*, *Red Women Rising* report, and *Truth and Reconciliation Commission Calls to Action* among others. The City will continue working with local organizations to develop a strategy to optimize social service delivery and resilience for urban Indigenous communities in Vancouver.
2. ***Space Matching Database and Facilitation to optimize spaces- Objective 5A is to improve efficiency and effectiveness of private and non-profit owned space use and service delivery.*** A related action is to facilitate access to affordable and underused or vacant spaces for social-serving non-profits in private and non-profit owned facilities for non-profits and community groups needing space. Due to development pressures and land values, staff have been aware of evictions and non-profits needing space. To ensure service continuity, the City would facilitate a streamlined approach to space matching to meet space needs. Non-profits that need space may not be aware of available spaces, missing an opportunity to deliver critical services and spaces for residents. Non-profits approach the City seeking available spaces to deliver services and programs but a centralized database and matching platform is missing. As part of the facilitation of space, an internal online platform will be developed to store data to better understand current space needs from long-term, part-time to swing spaces and to match space with needs. Spaces made available through this database facilitation will count towards the social space targets.
3. ***Development of design typologies for social and cultural non-profit centres – Objective 5B is to continue to develop and maintain shared NPO administration and program centres to support more service providers and residents.*** A near term actions is to develop basic typologies, design principles, and guidelines for multi-tenanted City-owned NPO administrative and program spaces. These shared centres or hubs can include a range of multipurpose programming spaces and offices, and can be co-located and shared with other complementary uses such as culture, food programming and recreation to provide holistic programming and spaces for community. Multi-tenant social and cultural non-profit hubs meet objectives for both *Spaces to Thrive* and *Making Space for Arts and Culture*. Design typologies that include a mix of community uses through engagement with non-profit and design communities will enable more diverse and flexible spaces for residents to gather and access space and programs.
4. ***Pilot Non-Profit Hubs governance and head tenancy model – Objective 5B also includes an action to pilot a non-profit hub model in a City-owned facility with a focus on shared resources, governance, and collaboration opportunities.*** Co-

location and shared space for non-profits that are amenable to this delivery model can improve operation efficiency by accommodating multiple tenants with a non-profit head tenant, and can encourage shared resources and collaboration between complementary programs and organizations. As the City moves towards increased co-located and shared uses in City-owned facilities, the operations of multi-tenanted non-profit hubs must be optimized. Piloting non-profit social and cultural tenant governance models at a City-owned site will allow greater efficiencies to better operate as part of local networks and the larger social infrastructure ecosystem to foster spaces to thrive.

5. ***Develop resource program to support non-profit and community groups in redevelopment or retrofits – Objective 4C is to support non-profit applicants to develop new social-serving spaces. A near term action is to develop a resource program for prospective applicants with general resource, City process, and opportunities for funding to support redevelopment of existing and new community-serving spaces projects. As part of the consultation process, we heard that non-profits encounter difficulty navigating City systems. They also need financial and technical tools and mechanisms to support them from concept to reality in their real estate projects (e.g. organizational readiness; vision, strategy, concept development; feasibility and business planning; pre-development, pre-construction). The creation of a resource guide for non-profits about the City's development process, incentives, regulations, as well as outside resources and funding would provide capacity support for non-profits and charity wishing to retain, expand, replace, or create social-serving facilities.***

6. ***Explore service delivery through non-City-owned Social Infrastructure amenities: Pursue service delivery opportunities with non-profit partners and private landowners through non-City-owned social infrastructure amenities provided that eligibility criteria are met and public benefits are secured. Staff to recommend policy parameters and report back as part of the Social Infrastructure Strategy Implementation report in Q2 2022 – Objective 1F2: Explore feasibility and undertake further review of community ownership models that may be supported by the City.*** In recent years, the City of Vancouver has been actively pursuing alternate service delivery models with its community partners in recognition of their social mandate, desire to grow in capacity, ability to leverage senior government funding and garner community support. As well, given the financial fiscal constraints, the City needs to be creative in leveraging the "municipal toolkit" to maintain and potentially enhance public services through advocacy/partnerships and policy/regulation, thereby limiting the growth of City assets and associated long-term operating and capital costs. Non-City-owned social infrastructure may be secured through development or rezoning conditions. At present, to qualify, the owner/operator has to be a senior level of government, an Indigenous or non-profit organization with demonstrated organizational, operational, and financial capacity to operate the facility with the programs and services to the satisfaction of the City. Private ownership, potentially with a non-profit partner, has not been actively considered to-date but will be explored as part of the report back in Q2 2022. Applicable policies will be developed or updated, including the City-wide CAC policy, to formalize key parameters for the non-City-owned social infrastructure including, but not limited to, the following:
 - must meet a demonstrated community need
 - must provide community access that is affordable, equitable and accessible;
 - must be secured through legal agreements with the City for ongoing long-term use as if it were a City-owned and operated facility;

- must be operated and maintained in a sustainable way to ensure long-term viability
- must be operated by a non-profit operator that has a demonstrated organizational, operational, and financial capacity to run a facility with the programs and services to the satisfaction of the City

Implementation of any new and/or amended policies would likely proceed on a pilot program basis, and proposals will be considered on a site-by-site basis.

7. ***Collaborate with the Private Sector to engage the private sector and the United Way of the Lower Mainland's Social Purpose Institute in social purpose business that will explore new co-location space with community-serving agencies -***

Objective 1A is to develop and strengthen partnerships to advocate for social infrastructure needs to retain, expand, and create new social community spaces.

As a medium term strategy, the UWBC Social Purpose Institute is interested in engaging social purpose businesses to create opportunities to progress the growth of potential reciprocal solutions for Vancouver, mobilizing the resources of social purpose business in partnership with NPOs. Learnings will also include exploring how other cities are partnering with the private sector ways that promote longer-term stability of community-serving assets, both in terms of operations and security of tenure, and work towards the prototyping of social purpose reciprocal solutions for Vancouver. As an initial step, UWLM will convene existing social purpose businesses in 2022 to identify interest in exploring.

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