



CITY OF NORTH VANCOUVER

SOCIAL PLAN

BACKGROUND DOCUMENT

November 1997

SOCIAL PLAN BACKGROUND DOCUMENT

EXECUTIVE SUMMARY

BACKGROUND

The purpose of this document is to review social planning in the City, the context within which social planning operates, and the issues to which City policy and programs respond. This document will serve as a background report in the preparation of a Social Plan for the City. Council recently directed that a Social Plan be developed to provide a focus for responding to community social issues, which recognizes both the City's constraints and its opportunities.

ROLE OF SOCIAL PLANNING

Since the mid 1980s social planning functions in the City have grown considerably in scope. From an initial focus on limited issues of direct municipal interest, such as the review of municipal grants to community agencies, social planning has expanded to include broader responses to community social issues. This expansion in scope was largely in response to three factors: withdrawal of federal and provincial governments from many traditional social policy areas, increasing requests for municipal assistance from community organizations, and growing complexities in social issues.

Today the City responds to a range of social issues, with a focus on the social quality of community life and wellbeing of the City's residents. The City responds in three primary ways.

1. Social Planning staff provide professional advice to City Council in the development of municipal policies and programs to address community social issues. They also work closely with the community (citizens, the business sector and service providers) in the development of community responses to social issues.
2. The City provides funding in support of community responses to social issues. In 1997 the City allocated \$600,279 to social planning related issues, and had an additional \$837,700 set aside in social planning reserve funds. In 1986, when the first social planner was hired, the budget for social planning functions was \$359,189.
3. The City provides land and facilities for community services. For example, North Shore Neighbourhood House, a multi-service, non-profit agency, operates from a City-owned building.

SOCIAL PLANNING CONTEXT

Social policy and program planning occurs within the context of larger societal trends. These trends include:

- the changing concept of the family
- increasing concern with public debt leading to government restraint in the social services sector
- relationships the City has with other governments - regionally, provincially and federally; and
- the urban development occurring within the City which is raising questions about social, environmental and economic impacts within the context of urban sustainability.

There are certain characteristics of the City's population which also influence the policies and programs developed by the City. Some of the more salient characteristics include:

- steady population growth
- small household size
- the population is continuing to age with the proportion of children declining
- the City has an above average proportion of adults aged 20 to 34 years
- in 1991 the City had the highest incidence of single parent families of all Lower Mainland municipalities
- in 1991 the City had the third highest incidence of low-income families in the Lower Mainland
- the City's population is becoming more culturally diverse
- the City has the highest crime rate on the North Shore, with property crime rates declining since 1991 and violent crime increasing slightly.

In addition to the above population characteristics, a unique aspect to the City is the high proportion of multi-family housing compared to detached or single family homes. The City also has a high proportion of renters compared to owners, although the proportion of renters is declining as more market housing is built.

CITY POLICY TARGET GROUPS

The City's social policy, and program response, is directed at a number of target groups in the community that are age-specific, or which share common issues.

The City directs social policies and programs at four population target groups: families and children, preteens and teens, seniors, and people with disabilities.

Families and Children

As the basic unit of the community, the family is an important consideration in any policies and programs designed to address quality of life and wellbeing issues. The quality of the family environment has a significant impact on the quality of life generally in a community. As the nature of families changes, a range of considerations emerges, including the social, economic and physical environments, individual capacity, coping skills and personal health, social, educational and health services. A number of City programs, such as the Child Care Policy and Plan, Children and Youth Initiatives Fund, school-based Violence Prevention Grant Program, and Community Grant Programs, provide support for family and children's programs and services. In addition, the City participates on a number of community initiatives, such as the Queen Mary School Stakeholders Committee, which considers responses to parent and children issues in an inner-city school setting. The City also supports the Family Court and Youth Justice Committee which monitors Family and Youth Court proceedings and issues.

Pre-teens and Teens

Teens have been a City priority for many years. A number of reports have documented the needs of this group, which range from clinical services to safe places to "hang-out". At the core of the City's response to this group is the Outreach Youth Services program, which is funded by the City but delivered by a non-profit society. This program includes a Municipal Youth Policy and a Core Funding Policy. Integral to this program, and youth services in general, is the Youth Services Development Worker, jointly funded with the District of North Vancouver. This position works with youth, youth serving agencies, and the community, in developing programs and opportunities for youth. Since adoption of the municipal youth policy in 1991, the scope of the City's involvement with youth issues has grown considerably in response to need.

The City has not had a large role to play with respect to pre-teens in the past. However, recent evidence, from youth workers and agency consultations, has revealed the need to consider this group in future program planning. Programs for pre-teens and teens must consider the settings within which these groups function, including family, school, peers and community.

Seniors

Consistent with the national trend, the City's seniors population is growing. In particular, the number of older seniors is increasing. The specialized needs of this group include affordable and appropriate housing, home care services (as more seniors, particularly women, live alone), neighbourhood-based services, and community design considerations that allow seniors to stay active in their community. The City has adopted Adaptable Design Guidelines and

Strategies to Support Seniors Housing - two of the City's policies responding to the housing needs of this group.

People with Disabilities

Nationally, people with disabilities make up approximately 16% of the population. Issues concerning the ability of people with disabilities to participate in their community is of growing interest in Canada. At the municipal level such issues include physical access to buildings and public places, access to municipal literature, transportation and housing. The City works closely with the Advisory Committee on Disability Issues to address these issues in the City.

CITY POLICY ISSUE AREAS

The City responds to a number of issues in the community that are not necessarily age-specific, nor do they apply to a specific group of people. These issue areas include affordable housing, childcare, poverty, cultural diversity, arts and culture, safety and security and provision of community social services.

Affordable Housing

Affordable housing has been a priority issue for the City for the past decade. Continued low vacancy rates, combined with limited development of affordable rental housing or non-profit housing in the City, has resulted in a tight rental housing market. The City has one of the highest proportions (60%) of rental housing in the Lower Mainland. Rental accommodation in the City is also the most affordable on the North Shore. The current affordable housing stock includes six non-profit housing developments for seniors (458 units) and families (222 units), nine special needs housing (51 units), and four co-operative housing developments (177 units). There are an estimated 1,500 to 2,000 secondary suites in the City.

The City has recently initiated an Affordable Housing Task Force to look at ways to address housing affordability in the City.

Child Care

Child care continues to be an issue for many families in the City, particularly single parent families. Accessible, affordable and quality child care is viewed as a necessity by many families where both parents work. In 1995, only 7% of City children had access to full-time licensed childcare. The City adopted a Child Care Policy and Plan in 1995, which defines a role for the City that emphasizes the City's ability to facilitate the development of new, and the expansion of existing, child care facilities through land development and funding support.

Poverty

The City has limited means to address an issue as complex as poverty. Nevertheless, the fact remains that poverty is a very real issue for a significant number of City residents. In 1991, 29% of City residents lived on low income as defined by Statistics Canada, including 16.6% of the City's families. The incidence of low income among families in the City in 1991 was the third highest in the Lower Mainland. With increasing costs of living, continued high unemployment, and recent changes to Employment Insurance and BC Benefits, it is expected that many people will continue to live in poverty. Initiatives that provide the necessary support to empower people have proven to be an effective and feasible role for the City.

Cultural Diversity

The City is becoming increasingly more culturally diverse. This has resulted in some challenges for the City, both as a local government, and as a service provider. In order to address these challenges, Council has directed that a Cultural Diversity Policy be developed for the City. This policy is being developed in parallel with the Social Plan.

Arts and Culture

The development of arts and culture on the North Shore has had a long history. Current cultural planning reflects a direction developed largely under the 1988 Cultural Plan. The North Shore Arts Commission is the organization responsible for overall coordination of arts and cultural programming, services and municipal funding for local groups. The Commission recently became a bi-municipal body funded by the City of North Vancouver and the District of North Vancouver. Other arts sector recipients of City support include the North Vancouver Community Arts Council, Presentation House, B.C. Photographic and Media Arts Gallery, Museum and Archives, and North Vancouver Recreation Commission which operates the City owned Centennial Theatre. Issues currently facing the arts and culture area include ongoing funding, and the development of new facilities.

Safety and Security

The issues of safety and security have been raised in a number of recent community studies, despite a declining crime rate generally. Since 1990, the general crime rate in the City has declined steadily, with a slight increase recorded between 1995 and 1996. This overall decline has been due to a decrease in property crime rates since 1991 (violent crime rate increased slightly from 1991 to 1996). Youth crime accounted for 14% of all crime in the province in 1996. Statistics have shown that youth property crime is declining, while youth violent crime is increasing. In addition to RCMP programs, the City has pursued

a number of initiatives to address crime in the community, including urban design guidelines, publicity campaigns, violence prevention grant programs, and community development programs, which support children, pre-teens, youth and families. Social Planning staff have also helped establish, and coordinate, the City's community policing efforts.

Provision of Community Social Services

The North Shore has a comprehensive network of agencies providing a range of social services to local residents. In response to recent funding cutbacks and demands of funders, agencies have been increasingly pursuing networking and collaboration opportunities. Over the years there has been a shift in funding for local community services, from the provincial government and the United Way to fundraising via gaming, corporate sponsorships and other sources. Additionally, there has been an increased reliance on the municipality for funding. Over time, there has also been a change in provincial funding to more targeted contract funding. Processes currently underway with the Regional Health Board, and the Ministry for Children and Families, will have significant implications for the way services are provided to North Shore residents. Both processes are stressing the need to have the community more involved, with service design delivery and collaboration among service providers. In response to changes in the social services sector, the role of the municipality has broadened to better assist service providers in their service delivery function.

CONCLUSION

The Social Plan Background Document summarizes what has been achieved over the past decade of City social planning activities. The document provides a basis from which to develop a social plan as a framework to focus future social planning policies, programs and initiatives. Essential aspects of the Social Plan process, and the Plan itself, include the challenges in addressing social concerns, the constraints of a municipality, as well as the opportunities for the City and community to work together.

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PREFACE : INTRODUCTION TO THE SOCIAL PLAN

Much of what local government does can create and maintain a safe and healthy environment for the people who live and work in a community. All decisions of a municipality, from street design to support for community services, impact its citizens.

Role of Social Planning

Social planning has played, and continues to play, an integral role in maintaining and enhancing the quality of life and general wellbeing of City residents. This is due to the focus of social planning on community, through strengthening its planning and design with social considerations, and on enhancing the ability of the community to respond to social issues. As such, the social planning function at the City is a key contributor to achieving the City's mission statement which is: "Our business is to continue to provide effective government which balances community needs and resources thereby maximizing the City's potential".

Social issues require strategic plan

Much has been achieved throughout the past decade of social planning work in the City of North Vancouver. However, increasing demands for municipal resources requires the City to make decisions in responding to community issues that reflect a balance between ability and political will to respond, and the limitations of available resources. One of the main difficulties faced by the City is the continued cuts to federal and provincial social and health programs, while our community faces unmet social needs. There is also the challenge of controlling tax increases, while enhancing the quality of life desired by City residents. As a result, the City is aware of the necessity to be more strategic, efficient and effective in dealing with social issues.

Taking stock

The redevelopment of the City's core area also presents the City with a unique opportunity to address the City's social future. A variety of social issues, and the potential for developing community facilities, have both emerged in the consideration of redevelopment of the City's Lower Lonsdale lands.

Defining City roles

Undertaking a Social Plan allows the City to pause and take stock of what has been accomplished in addressing social issues, and supporting community endeavours. Continuing to support and enhance a healthy community for City residents requires understanding the context of change which the City works within, and determining appropriate ways in which City involvement will impact priority issue areas.

I WHAT IS A SOCIAL PLAN?

Defining priorities and a framework for action

The Social Plan will provide strategic direction for the City of North Vancouver in responding to social issues, identifying opportunities and priorities, as well as limitations. The development of a Social Plan provides an opportunity for the City to create an updated framework for social planning policies, programs and initiatives (both past and future), and allow for the integration of social goals with other municipal goals.

The Social Plan document will be of use to City Council and staff, City residents and local community service providers to:

Value of Social Plan document

- provide a background summary of the past and current functions of the City in addressing social issues
- reflect a comprehensive information gathering process, including consultation with community members and service providers
- define a direction for future City involvement in responding to social issues with the goal of maintaining and enhancing community wellbeing
- present a method of linking the City's Social Plan and implementation strategies on an ongoing basis, with regular feedback/input from the agencies and organizations addressing social concerns in the community.

Based in consultation

In summary, the Social Plan will result from a consultation and research process. The process of updating the Plan will also involve consultation and liaison with community organizations and residents to ensure that the Social Plan, and its implementation strategies, continually reflect and fit the changing factors affecting this community. This flexibility is required to effectively address social concerns within the broader context of change that has emerged over the past decade.

Social Plan goal

The Social Plan process allows the City to review its achievements and renew its goal of creating a healthy community for City residents. Assessment of the significant political, economic and social changes, which have emerged since the mid 1980s, will be a primary aspect in determining the most appropriate ways in which the City can impact priority community issues. Key resources in the Plan's strategic actions will be the resources and strengths, knowledge and experience of residents, community organizations, and the City working together on priority concerns.

II LEGISLATIVE SUPPORT FOR SOCIAL PLANNING

*Bill 25
legitimizes
municipal
social
planning*

The revisions to the Municipal Act, enacted in July 1994, known as Bill 25, gave local governments the legal basis from which to address social concerns. Prior to this legislative change, many municipalities, including the City of North Vancouver, had been involved in addressing social issues to varying degrees. Other municipalities were reluctant to take on more responsibilities than those mandated under the Act.

The Municipal Act now specifically identifies social planning as a legitimate municipal function or role, but does not direct how comprehensive the roles might be:

"Section 698.1 The council may provide for social planning to be undertaken, including research, analysis and coordination relating to social needs, social wellbeing and social development in the municipality."

Revisions to the Municipal Act also noted the inclusion of social planning aspects within the Official Community Plan of a municipality:

"Section 945 (2.2) A community plan may include policies of the local government relating to social needs, social wellbeing and social development."

*Support for
OCPs to
include social
aspects*

This recent empowering of municipalities for social concerns is another stage in the evolution of provincial / municipal roles and relationships. Permitting municipalities to respond to social issues does not, however, address the ability of municipalities to respond. A historical perspective on the involvement of the City in social issues is summarized in the following sections.

III CITY OF NORTH VANCOUVER – CONTEXT

Regional setting

The City of North Vancouver is a relatively small urban centre of approximately 41,000 population, occupying less than five square miles. It is located at the heart of the North Shore region on the Port of Vancouver, bounded by the District of North Vancouver on three sides (see Figure 1 following).

Urban centre

Its woodland/waterfront setting determined much of its historical importance, firstly as an industrial centre (logging and lumber, shipbuilding) and, more recently, as the North Shore sub-regional town centre. The City is a centre of employment (Lions Gate Hospital, Insurance Corporation of British Columbia, B.C. Rail), and transportation hub (SeaBus terminus, BC Transit regional bus exchange, the water terminus of CN Rail, B.C. Rail, Highway #1). The City is commercially diverse, and is a notable service centre with a wide array of medical and community services. The City also has the bulk of the rental and most affordable housing stock available on the North Shore, while offering a range of residential neighbourhoods. The City's urban nature results in a range of issues and community concerns.

Figure 1
CITY OF NORTH VANCOUVER
REGIONAL CONTEXT MAP

1.0 INTRODUCTION TO THE SOCIAL PLAN BACKGROUND DOCUMENT

Overview

The Background Document to the Social Plan takes stock of the evolution of social planning in the City, its main activities and achievements to date, and the main issues and themes of its focus. The purpose of the Background Document is to provide a summary from which consultation for the Social Plan will be based, and a context from which the issues and roles of the City, in addressing community issues, will be developed. It will also be useful as a reference document for information on specific issues, or as a comprehensive summary of City activities.

Linkages

Additional detailed information is attached in the Appendices, including lists summarizing the City's social planning related policies and programs (Appendix A, Attachment 1), and excerpts from the Official Community Plan (Appendix A, Attachment 2). It should be noted that when the City's current Official Community Plan is reviewed in 1998/99, the outcomes and recommendations of the Social Plan process will be incorporated into the draft document. A terms and definitions section is also provided for reference.

2.0 SOCIAL PLANNING IN THE CITY OF NORTH VANCOUVER

This section summarizes the evolution of City social planning activities, and presents the main aspects of City roles in addressing social and community concerns.

2.1 EVOLUTION OF CITY SOCIAL PLANNING

Long history of City support

City support for community services was well established by the time a Social Planning staff position was initiated in 1986. For many years prior, several City-owned facilities and sites were leased to community organizations. Community grants to a wide range of social service and community activities grew from \$104,086 in 1981 to over \$200,000 by 1986.

Growth in social and community concerns

Reduction of senior government policy and program support for community services became a recognized trend in the 1980s, resulting in a growing number of social and community concerns being brought to the attention of City Council and staff. In order to properly address the numerous requests for City support and response, a Social Planning staff position was created. The initial functions and responsibilities of City social planning on the interests of the municipality was evident in the rationale presented to Council for the new position.

- Incomplete and inconsistent review of development proposals, including limited consideration of social aspects of development or land use plans, and lack of policy background to assist reviews.
- Ad hoc assessment of community grant applications – history provided the only policy and Council was directly involved in the review process.
- No monitoring of how well City grants assisted community groups in responding to community issues, or the effectiveness of the expenditures in social and cultural areas.
- Need for a staff person to monitor, analyse and advise community service agencies, and act as a liaison between service providers and the City.

- Significant social issues were considered by Council without the benefit of research and analysis (social housing projects, youth outreach services, group homes policy, smoking bylaw, community use of schools, licence and permits for residential care facilities), and without a policy framework for the City's response.

Erosion of Canadian social policy

By 1990 major revisions to federal and provincial social policy, programs and services had occurred, and the focus of City social planning turned to addressing the social impacts of change. With the subsequent loss of basic funding sources such as the Canada Assistance Plan, the uncertainty of funding became an ongoing aspect of social planning activities.

Rise in requests for municipal support

Requests for social planning assistance increased, both in-house and from community organizations experiencing decreasing ability to respond to social concerns. Requests for municipal financial support also increased. By 1990 the City's community grants budget had grown to \$317,624.

Enhanced City response to increase in social issues

Social issues also grew in complexity, and broader societal changes became evident in the City's community concerns. As a result, the main areas of social planning responsibility (e.g. child care, youth, affordable housing, seniors, and access for persons with disabilities) became increasingly specialized, and staff functions focused on working with the community to resolve issues. The City added a second social planning position in 1990 to meet these increased demands, and to enable more effective development of responses in conjunction with local social service and community organizations. In 1991 the Social Planning Advisory Committee was established to provide the City with the advice of citizens on issues related to community social needs and social implications of major development projects, and to review Community Grant applications on behalf of Council. Social Planning staff work closely with this committee as part of the City's Social Planning program. The Committee is comprised of eight City residents, one City councillor, and a Recreation Commission representative.

Broad scope of social planning activities

Over the past decade of social planning activity in the City, the initial scope of roles and functions has remained, and further areas of responsibility and greater specialization have been added. These are discussed below in Section 2.2. Many areas of policy, programs and funding support have been achieved (see Appendix A, Attachment 1). A more detailed discussion of City social policy and programs can be found in Section 5.0.

2.2 CITY ROLES IN RESPONSE TO SOCIAL ISSUES

The City of North Vancouver assists community initiatives and services which support the wellbeing of residents in several ways. Two significant ways the City acts to address social issues are various leadership and advocacy roles. Throughout the history of the City, Council has acted to support the community through development of policy related to community concerns, and through innovative approaches to resolving community issues. The City has also acted in an advocacy role by requesting support from other governments for action on specific social issues or social policy change.

The main ways in which the City has been involved in community concerns is through provision of resources such as designated staff, funding, and facilities or land which are discussed below.

2.2.1 SOCIAL PLANNING STAFF ACTIVITIES

Importance of linking with the community

Overall quality of life and social wellbeing are now the focus of social planning activities. There is also evidence that a community based focus for City responses to social change has emerged. Evidence of this trend includes: several recent public participation processes, improved communication with community members, and the decision to develop a City Social Plan in consultation with members of the community. Whereas social planning was initially envisioned to primarily function and respond to municipal interests, social planning has developed greater links with the community on one level, and has also expanded to encompass working directly with senior governments in resolving social issues (see Appendix A, Attachment 3).

The primary functions of Social Planning staff are summarized below.

Chart 1 SOCIAL PLANNING ACTIVITIES

Municipal Social Planning Services

- ❑ Identification of social needs and trends.
- ❑ Provision of a social planning perspective in municipal decision making.
- ❑ Municipal policy and program development to address community and social issues (affordable housing, youth, child care, seniors, access issues, zero tolerance of violence against women, crime prevention, community amenities).
- ❑ Development and implementation of public involvement processes.
- ❑ Represent City on intergovernmental and organizational committees (e.g. Children and Youth, GVRD Social Issues, Family Court and Youth Justice, Pregnant and Parenting Teen program, North Shore Child Care Planning, Together Against Violence Network, Services to Seniors Coalition).
- ❑ Assistance to municipal committees: Social Planning Advisory Committee, Advisory Committee on Disability Issues (tri-municipal).
- ❑ Emergency Social Services: co-develop and co-lead the volunteer based ESS team and ESS plan to ensure a municipal response to emergencies involving evacuees.
- ❑ Monitor and advise on child care licences, community residential facilities and leases of City properties for community services.
- ❑ Review of development applications from a social perspective.

Support to Community Services and Initiatives

Building the capacities of agencies and organizations directly providing community services (youth, seniors, community services, arts and culture.

- ❑ Liaison and consultation regarding issues and trends.
- ❑ Service planning and coordination support.
- ❑ Facilitation of community problem solving and building bridges across sectors in the community.
- ❑ Administration of community grants, core funding for community agency programs and other special grant programs (Children and Youth Initiatives Fund, Violence Prevention Grant, Child Care Development and Enhancement Fund, Housing Initiatives Grant Program and the Affordable Housing Reserve Fund).

*Contributions
by other
municipal
organizations*

It should be noted that, in addition to social planning, there are a number of municipal organizations which deliver social or community-based programs. These include: the North Vancouver Recreation Commission, North Shore Arts Commission, RCMP, and the North and West Vancouver Emergency Program. These, combined with social planning functions, comprise the City's response to community and social issues.

2.2.2 PROVISION OF FUNDING

*Annual funding
allocations*

A primary way in which the City responds to social issues is in the provision of funding to support community-based initiatives. Appendix A, Attachment 4 provides a detailed overview of the funding allocated in 1997 to activities in which Social Planning staff have some responsibility.

In 1997, the City allocated a total of \$600,279 to social planning related functions, including:

Staff	\$ 169,500
Community Service grants	\$ 391,153
Municipal committees	\$ 30,626

Reserve funds

In addition to annual funding allocations in 1997, the City's special social planning reserve funds totalled \$837,700 including:

Affordable Housing Reserve Fund ...	\$ 651,700
Housing Initiatives Grant Program ...	\$ 6,000
Child Care Capital Fund	\$ 150,000
Child Care Enhancement and Development Fund	\$ 30,000

*Dramatic
increase in
funding social
issues*

In 1986, when the first Social Planner was hired, the City allocated \$359,189 to social planning related functions (including community grants). By 1997 this allocation had increased to \$600,279, a 67% increase. This does not include the \$837,700 in reserve funds in 1997. As a proportion of the City's annual operating budget, spending on social planning related functions increased from 1.48% in 1986 to 1.73% in 1997. On a per capita basis, spending on social planning related functions increased from \$10.06 to \$14.47 in 1997.

In 1997, for comparison, the City spent \$155 per capita on policing and \$112 per capita on fire prevention and suppression.

*33% increase
in community
grants*

The budget for community grants, which are those funds reviewed by the Social Planning Advisory Committee, increased by 33% between 1986 and 1997 from \$44,943 to \$59,939.

*Community
service grants*

The Community Service Grants listed in Appendix A, Attachment 4 are allocated in a number of ways. The service agency operating grants are funded under the core funding process. Agencies receiving more than \$10,000 are eligible to be designated "Core Funded". Once designated, the agency will receive one half of the previous year's grant in January, and the balance of funding requested following Council approval of the City's annual budget. Funding requests go directly to the Finance Committee of Council following a review by Social Planning and Finance staff.

The Social Planning Advisory Committee reviews annual community grant applications received from non-profit societies, and recommends the allocation of funds to the Finance Committee of Council. The remaining funds listed in Appendix A, Attachment 4 are administered by Social Planning staff.

2.2.3 PROVISION OF CITY LAND AND FACILITIES

In addition to funding, the City provides buildings, space, or land to organizations for social programs and accompanying services. These include:

Community Services:

- North Shore Neighbourhood House (leased land and building)
- North Vancouver City Library (City building)
- Lower Lonsdale Community Policing Centre (City space)
- Moodyville Community Gardens (licence agreement)
- North Shore Harvest (leased building)
- Navy League (licence agreement)

Housing:

- Cedar Village townhouse complex (land lease)
- Margaret Heights non-profit family housing (land lease)

2.3 CHALLENGES

Increased potential for municipal responses

The ability of municipalities to respond to social concerns has been enhanced through legislative changes to legitimize social planning functions, and through provision for municipal tools (e.g. density bonusing, housing agreements etc.) from which resources, such as affordable housing and child care, can be developed.

Emerging challenges for communities

Further senior government shifts such as downsizing, restructuring and revisions to programs and services continue to create challenging situations for local communities and municipalities. A positive outcome of the substantial societal change during the past decade is the current opportunity for creative problem solving through the collaborative participation of those not previously involved in addressing social concerns. This includes service providers, local and senior governments, and other community members.

Municipal governments are in the best position to be knowledgeable about local issues. Clearly there is a role for local government to play in responding to social issues, as part of an effort to maintain and enhance community wellbeing. The challenge is to define what the best response is, given existing limits and opportunities.

3.0 SOCIAL PLANNING CONTEXT

This section addresses the factors that influence City social issues, the ability and willingness of the municipality to respond, and the development of social policies and programs to meet those needs.

3.1 SOCIETAL TRENDS

Changing demographics

Communities are very different today than they were during the post-war period. Today we see considerable differences in the structure of households: generally, the population is aging; there is a much smaller proportion of school-aged children, and a higher proportion of senior citizens. The nuclear family is no longer the norm, being replaced by more non-traditional families such as unmarried couples, same sex couples, couples without children, combined households, etc. Household sizes are smaller as families have fewer children and divorce rates remain high. There is also a higher proportion of single parent families. Socio-economic changes have resulted in more families where both parents work. Our communities have also become more ethnically diverse. Poverty is also increasing, particularly among families with children.

Economic shifts

Economic restructuring, due to globalization and corporate downsizing, has resulted in considerable changes to the economy. Generally today there is greater unemployment, increasing underemployment, and less economic security. Corporate downsizing, in both the public and private sectors, has resulted in more people working from the home, and increasing numbers of people returning to school and retraining. Today people tend not to stay in the same job for long, having numerous career changes throughout their working lives.

Changing societal attitudes

In addition to the above changes, society's attitudes are also changing. Today there is increasing concern about safety and security, health, fiscal responsibility and environmental protection. Along with this have come increasing expectations that local government will deal with these issues. Municipalities are expected to maintain and expand services while, at the same time, controlling taxes.

3.2 GOVERNMENT RESTRAINT

Federal and provincial governments, under pressure to reduce government debt and to control taxes, have introduced significant cuts in funding to the social safety net, and to the public workforce in the past ten years.

Federal cutbacks in social spending

One of the most significant cutbacks in federal funding came with Bill C-76 announced in 1995. This bill resulted in a \$7 billion cut in federal transfer payments to provinces from 1996 to 1998, and replacement of the Canada Assistance Plan (C.A.P.) with the Canada Health and Social Transfer. For B.C. the reduction will amount to \$798 million between 1996 and 1998.

\$78,000 cutback in City funding

Bill C-69 introduced a limit to the C.A.P. for B.C., Alberta and Ontario (5% per year) resulting in a reduction in federal funding for MediCare and post-secondary education. As a result of these two bills, the City of North Vancouver lost \$78,000 in annual C.A.P. funding, which was committed to local community services.

Federal funding cutbacks wide ranging

Funding cutbacks at the federal level for social services affect a wide range of services including health care, post secondary education, welfare, child benefits, affordable housing, young offenders services and unemployment insurance benefits.

Shift responsibility from federal and provincial governments

The trend in funding cuts reflects a transfer of responsibility for health, education and welfare from the federal government to the provinces. This raises concerns about the adequacy of funding levels and the loss of national standards for social services and programs in Canada.

In addition to social program funding cutbacks, the City has also been directly affected by recent cutbacks in provincial municipal grants, thus reducing the funding available for municipal operating expenses.

3.3 INTERGOVERNMENTAL RELATIONS

The social policies and programs developed by the City are influenced by the relationships the City has with various levels of government.

North Shore context

In the local context, the City is situated on the North Shore in close proximity to the Districts of North and West Vancouver. This proximity, and the similarities shared by the three North Shore municipalities as a result of location, influences the type of social policies and programs developed by each municipality. Increasingly, areas of potential collaboration are being explored and pursued because of our proximity and shared interests. There are, however, considerable demographic and urban development differences among the three municipalities, leading to many municipality specific policies and programs.

Regional government

As a member of the Greater Vancouver Regional District (GVRD), the City has participated in the development of regional facilities and growth management plans. The City's policies and programs are in general alignment with the Transport 2021 and Livable Region Strategic Plan.

The GVRD also has a Social Issues Committee comprised of Social Planning and related staff from GVRD municipalities. This committee shares information on municipal social issues and responses, and advises the GVRD on social matters.

Provincial and federal influences

At the provincial level, the City has been influenced by recent cutbacks in provincial transfer payments to local governments, as well as changes resulting from health regionalization, and the creation of the new Ministry for Children and Families. Federally, cutbacks in transfer payments for health care, education and welfare, not to mention changes within ministries such as Human Resources Canada (employment services), have also had an impact on City social policies and programs.

First Nations

The City has had increasing involvement with the Squamish Nation in recent years concerning social planning issues. As the aboriginal people move closer to self-government, it is expected that the City's relationship with the Squamish Nation will become more formalized in this area.

3.4 URBAN DEVELOPMENT AND SUSTAINABILITY

Development impacts social and economic conditions

Land use planning and development decisions have a direct impact on the social and economic conditions of a community. Aspects of development, such as density, mix of land uses, transportation, type of employment opportunities created by development in the short and long term, location and accessibility of amenities, mix of housing types etc., all have an impact on the livability of a community. Communities are more than just places to live and work; they offer a wide range of services and facilities that provide people with opportunities which can enhance, or detract from, the quality of life experienced by people.

Increasing density

Increasing demand for community amenities

As with other Lower Mainland municipalities in recent years, the City of North Vancouver is experiencing considerable growth. The redevelopment of Lower Lonsdale and the Versatile Pacific Shipyards, and new townhouse and condominium construction throughout the City, will add 10% to 15% to the City's population. Such growth creates a need for community amenities and services, and raises questions about the potential loss of affordable housing, and subsequent displacement of rental housing and lower income families.

Sustainable community

Partly in response to this growth, and with an interest to improve urban livability, the City has begun to explore issues of urban sustainability, particularly in the areas of resource conservation and environmental impacts. In 1995 Council directed staff to embark on a work program to produce a new Strategic Plan and Capital Planning Process, based on sustainable development principles. This would have the effect of incorporating economic, social and environmental sustainability. Since then, Council has approved the Local Agenda 21 Action Plan initiative which recognizes the City's commitment to sustainable development principles. Such a process is intended to reduce the negative impact of current economic development today and in the future.

4.0 CITY POPULATION SNAPSHOT: SELECTED CHARACTERISTICS

Information about the residents of a community is essential in planning which addresses community social issues. Such information provides a picture of the human side of the community, and may reveal potential areas requiring specific attention for current and future planning efforts.

This section provides a snapshot of the City's population based on selected characteristics. Additional information about the City's population is provided in Section 5.0.

4.1 POPULATION SIZE

*1996
population
41,475*

*7.9%
increase
from last
census*

According to the 1996 Census, the City of North Vancouver had a population of 41,475 in 1996 (see Appendix B, Attachment 1). In comparison, the Districts of North and West Vancouver recorded populations of 80,418 and 40,882 respectively. The City's 1996 population is a 16.2% increase from 1986, and a 7.9% increase from the previous census in 1991. Since 1991, the Districts of North and West Vancouver grew by 7% and 5.4% respectively. Between 1991 and 1996 the population in the Greater Vancouver census area grew by 14.3%, a decrease from the 16% growth rate in the previous census period of 1986 to 1991.

*Strong growth
rate expected
to continue*

The higher growth rate in the City can be largely attributed to the growth in multi-family housing during that period. A strong growth rate is expected to continue well into the next census period (1996 to 2001), as vacant or under-developed parcels of land in Lower Lonsdale are developed. An additional 4,000 to 5,000 people are expected to move into the Lower Lonsdale area as a result of this development. Steady growth is also expected in Central Lonsdale in the form of higher density multi-family housing.

4.2 HOUSEHOLD SIZE

Average household size 2.12 people – smallest on North Shore

The 1996 Census figures indicate an average household size in the City of 2.12 persons per unit. This compares with an average household size of 2.63 in the Greater Vancouver census area. Average household size in the Districts of North and West Vancouver in 1996 were 2.87 and 2.54 respectively. The smaller household size in the City reflects the comparatively high proportion of multi-family rental housing.

For the first time in over 30 years, the City's average household size did not decrease. It is not certain, however, whether this reflects a short or long-term trend.

For planning purposes, the City has been divided into nine neighbourhoods, as shown on Appendix B, Attachment 2. In planning to address community social issues, it is important to know in which City neighbourhoods specific issues exist. Therefore, where useful, the following discussion will be based on these neighbourhoods.

4.3 AGE GROUPS

The table in Attachment 3, in Appendix B was assembled from the 1991 Census data, to show City aggregate population figures by neighbourhood and age group. Attachments 4 and 5, also in Appendix B, correspond with Attachment 3, showing total City population figures by age group and by neighbourhood, respectively.

Lower and Central Lonsdale largest City neighbourhoods

In the City publication *1991 Census Data by Neighbourhood* a number of characteristics of the City's 1991 population were noted. Most notable is that Lower and Central Lonsdale are, by far, the most populated City neighbourhoods, reflecting their largely higher density, multi-family development form.

Attachment 3, in Appendix B, shows the distribution of different age groups by neighbourhood. Of particular interest to social planning are the seniors' and children's populations, as these groups tend to have specialized needs and use a wide variety of community services.

Attachment 1 in Appendix B provides the 1996 Census figures from Statistics Canada, which compare the age structure of the 1991 and 1996 populations. Some population trends revealed in this table include:

- the newborn to 4 year age group increased 7.9% between 1991 and 1996, yet remained unchanged as a proportion of the overall population;
- the newborn to 19 year age group increased by 12% between 1991 and 1996, but only increased slightly as a proportion of the population (18% to 19%);
- a notable decrease occurred in the 20 to 29 year age group between 1991 and 1996 (11%). This age group also declined as a proportion of the population from 20% in 1991 to 17% in 1996;
- the 30 to 39 year age group increased by 13% in the subject period. As a proportion of the population, this age group increased from 20% to 22%;
- a significant increase of 39% occurred in the 40 to 59 year age group between 1991 and 1996. As a proportion of the population, there was an increase from 22% to 29%. This trend partly reflects the larger North American trend of the aging baby boom generation;
- among the senior age groups there was a 6% decline in the 60 to 74 age group between 1991 and 1996, and a 4.9% increase in the 75 and older group reflecting the trend of an aging population.

40 to 59 year age group experiences largest increase from 1991 to 1996

We are unable to provide an explanation for some of these trends, as additional data from the 1996 Census has not been released at the time of writing this report.

In comparing the 1991 age structure of the City with regional data from the GVRD, it was found that the City had a below average proportion of children, and an above average proportion of adults aged 20 to 34, and persons aged 55 and over.

Smaller proportion of 0 to 19 years than GVRD average

In 1991, 5% (2,120 people) of the City's population was in the newborn to four years age group, and 13% (4,955 people) was in the 5 to 19 years school age group. In the same year the GVRD reported 25% of its population in the newborn to 19 years age group, compared to 18% in the City of North Vancouver. Of the newborn to 19 year age group, 34%, or 2,405, lived in Lower and Central Lonsdale in 1991.

Strong school enrollment rates

Additional information on the school age population can be derived from school enrollment figures. The table below shows City school enrollment for 1995 to 1997. These figures include some students resident outside of the City. Enrollment for the three year period has increased by 7.9%, or 343 students. The most notable changes in school enrollment from 1995 to 1997 included increases in the kindergarten to grade 3 and grades 9 to 12 enrollments, and a decrease in the grades 5 and 6 enrollments.

**Table 1
CITY OF NORTH VANCOUVER SCHOOL ENROLLMENT, 1995 to 1997**

	K	1	2	3	4	5	6	7	8	9	10	11	12	SP	Totals
1995															
April	205	233	222	240	232	252	273	258	372	336	333	453	446	131	3986
1996															
May	261	248	313	241	227	241	271	280	409	376	335	494	486	90	4272
1997															
May	253	254	257	264	242	217	260	277	388	407	426	488	472	124	4329
Change	48	21	35	24	10	-35	-13	19	16	71	93	35	26	-7	

Source: School District No. 44

4.4 EDUCATION AND LABOUR FORCE

66% of City residents have post-secondary education

Residents of the City are well educated. In 1991, 66% of individuals 15 years of age and older had some form of post-secondary education (33% university and 28% other). According to the 1997 North Shore Health Profile, the percentage of North Shore youth graduating from high school increased by 1.2% from 1991 to 1992. North Vancouver had a higher graduation rate in 1992 (79.7%) than the provincial average (72.9%). In the same year graduation rates in West Vancouver were 86.5% and 84.5% on the North Shore generally.

The table below gives a breakdown of the labour force by industry in the City.

Table 2
CITY OF NORTH VANCOUVER
LABOUR FORCE BY INDUSTRY, 1991

Industry	Employees	% of Total Labour Force
Manufacturing and construction	3,655	15.6
Education, health and social services	3,285	14
Retail trade	3,045	13
Finance and insurance	2,350	10
Business service	2,120	9
Accommodation, food and beverage	1,730	7.4
Transportation and storage	1,430	6.1
Government service	1,280	5.5
Wholesale trade	1,045	4.5
Communications and utilities	875	3.7
Agriculture, fishing, mining, and logging related	385	1.6
Other service	2,215	9.4
Total:	23,415	

Source: 1991 Census

Manufacturing and construction largest employment sector

Based on the information presented in the table above, manufacturing and construction is the largest employment sector in the City, accounting for 15.6% of the total labour force over the age of 15 years. Education, health and social services is the next largest sector with 14% of the labour force.

Of the total labour force of 23,415 people in the City in 1991, 5.9% worked out of their homes and 9.8% were self-employed. The average unemployment rate in 1991 was 9.5% (10.3% for males and 8.6% for females). The participation rate for women in the labour market in the City was 66% in 1991, compared to a provincial rate of 67.7%. The participation rate for men in the City in 1991 was 78%.

Average household income lower than GVRD average

In 1990 the average household income in the City was \$41,979, compared to \$66,927 for the District of North Vancouver, \$87,407 for the District of West Vancouver, and \$50,610 for the GVRD. The City experienced a 40% increase in average household income between 1985 and 1990, attributable largely to increases in the \$50,000 and over group. This increase is probably due to new households with relatively higher incomes moving into the City. The GVRD also experienced a 40% increase in average income from 1985 to 1990.

The City issued 3,808 business licences in 1995, a 6.7% increase from 1991. The Districts of North and West Vancouver issued

3,945 and 2,695 business licences respectively. Increases from 1991 were 2.2% for the District of North Vancouver, and 19.7% for West Vancouver. The City issued 2,965 business licenses by October 1997, with approximately 800 more representing outstanding accounts (unpaid), reviews, or apartment ownership. Of the 2,965 business licences issued by October 1997, 60% (1,778) were located in the City, 31% (907) were from other jurisdictions, 8% (233) were home occupations, and 1.6% (47) were non-profit societies. The following list provides a breakdown of the types of businesses licensed in the City, including home occupations and non-profit societies. Retail trade is the largest business activity in the City.

□ Industrial service industries (fishing, logging, mining etc.)	10	.49%
□ Manufacturing, construction and transportation	278	13.8%
□ Communications and utility industries	59	.25%
□ Wholesale trade	102	5%
□ Retail trade	553	27.5%
□ Finance and insurance	69	3.4%
□ Business service	482	24%
□ Education, health and social services	315	16%
□ Accommodation, food and beverage service	157	7.8%
□ Other services	40	2%

5.0 CITY POLICY TARGET GROUPS AND ISSUE AREAS

This section presents the various target groups and issue areas for which the City has developed social policy and program responses.

5.1 CITY POLICY TARGET GROUPS

The City targets a number of specific groups in the community for social program planning. These groups are either age-specific, such as pre-teens and seniors, or have issues in common such as families and people with disabilities.

5.1.1 FAMILIES AND CHILDREN

Changing family structure

One of the most significant trends in our society today is the changing concept of the family. Two parent families with two or three children, where the women stay home, are not as prevalent as in previous years. Today we see a far greater range of family situations resulting in different demands on our institutions, and different stresses within families. One of the most notable changes in the family is the increasing proportion of single parents, due largely to separation and divorce.

City has high proportion of single parent families

The City has a high proportion of single parent families. In 1991 there were 1,630 families with one parent, 16.3% of all City families. This compares to lower averages in the Greater Vancouver Regional District (12.6%) and, more specifically, the District of North Vancouver (10.5%) and West Vancouver (8.4%). Single parent families made up 15% or more of all community families in six out of the City's nine neighbourhoods in 1991. Of all single parent families in the City, 85% are headed by a woman, of which 58% (935 people) lived in Lower and Central Lonsdale. Recent media coverage of 1996 Census findings would suggest that the proportion of single parent families will have increased from the 1991 level. Despite increases in the proportion of single parent families, most children live in two parent families (83.7%).

*Increasing
family
stresses*

More women work outside the home today than at any other time in history. This, coupled with changes in the labour force, job insecurity and longer hours of work, results in parents having less time to spend with their children, and generally increasing stresses on the family. This results in greater need for family support and child care programs.

Other common trends associated with the family include:

- increasing numbers of step-families
- families are becoming smaller
- children have older parents, and
- older youth are living with their families longer.

*Family
violence*

Another significant family-related issue is family violence. Three in ten women currently, or previously, married have had at least one incidence of physical or sexual violence at the hands of a marital partner (Canadian Council on Social Development, 1996). In a provincial survey conducted by Statistics Canada in 1993, British Columbia had the highest rate of violence against women (59%). The rate of wife assault is highest among young women between the ages of 18 and 24. Children witnessed violence against their mothers in almost 40% of violent marriages. The Canadian Council on Social Development (1996) reported that children and youth who witness violence in the family suffer profoundly. Their own physical and emotional needs are often neglected, and they learn to deal with conflict by use of violence.

*Determinants of
child health*

In a recent report by the National Crime Prevention Council of Canada (NCPCC), it was noted that a child's experiences affect health and wellbeing, not only during childhood, but throughout the life cycle. (NCPCC, September 1996 (b)). From extensive research, the report identifies the following four major determinants of a child's health.

1. The social and economic environment:
 - including such factors as poverty, social supports, family life, child care, violence, values, culture and social discrimination and gender.
2. The physical environment:
 - including such factors as housing conditions, presence of hazardous wastes, safety of playgrounds, roads and homes, and air quality.
3. Individual capacity, coping skills and personal health.

4. Health, social and education services
 - prevention and early intervention programs, particularly for the younger ages.

0 to 3 group highly vulnerable

Recent research confirms earlier assumptions that the younger ages, particularly newborn to three years, are the most critical times in a child's development. The environment within which a child is raised during this period can significantly influence its development. This has considerable implications for the provision of early childhood education, centres for families at risk, and programs that force single mothers on welfare into the workforce.

Communities important for child development

Communities can be stimulating and supportive environments that contribute positively to the growth and development of children. Communities that are designed with children in mind, with safe parks and neighbourhoods, and that provide a range of recreational and learning opportunities, will contribute to the positive development of children.

Child abuse

One of the more pervasive issues affecting children in our society is child abuse. Abuse early in life can lead to ongoing social and health problems that can significantly affect a child's life chances. Studies have shown that people who are abused as children, are more likely to commit criminal acts as adults and, therefore, be a burden on society. In a recent report by the NCPCC, it was noted that more than half of the federal penitentiary inmates surveyed for the study reported to have been abused as children (NCPCC, April 1997).

Crime prevention model

In another publication by the NCPCC, a model for prevention of delinquency for newborn to six year olds was presented. (NCPCC, June 1996). This model recommends a developmental process to address the needs of children in this age group, with the ultimate goal to improve their life chances. There are five steps to this process as follows.

1. Prenatal
 - Promote healthy babies through providing support to parents.
2. Birth
 - Facilitate attachments and prevent child abuse through home visits and supports, and through early identification of difficulties.
3. Family
 - Increase family cohesion and improve parenting skills through provision of supports to families.

4. Toddler / Preschool
 - Encourage cognitive / social development and reduce aggressive behaviours through early childhood education, with family involvement, to children whose families require assistance and community actions to prevent violence.
5. School
 - Improve school outcomes through school based initiatives.

Prevention and early intervention programs can significantly reduce the likelihood of children developing at-risk behaviours, and therefore improve their life chances. This is a benefit to society in the form of more positive contributions to communities, and lower costs for social programs and the justice system.

City Response

Prevention and early intervention programs are effective

The City has not developed overall child or family-specific policies or programs, but there are a number of initiatives that deal with aspects of this target group. The City's Child Care Policy and Plan, and related initiatives, adopted in 1995 articulates the City's role in the area of child care, and makes a commitment to facilitate the development of child care in the community. Refer to Section 5.2.2 for more details on this policy and plan.

Funding programs benefit children

Three City funding programs (the Children and Youth Initiatives Fund, the School Violence Prevention Fund and Community Grants) have contributed to programs in the community that benefit children. Applicants to these funds have commented that grants serve a significant purpose in providing seed money for programs that would not otherwise be developed.

Programs focus on the family

In terms of family related programs, the Grant McNeil Service Providers Committee, and the Queen Mary School Stakeholders Committee, are both directed at dealing with families and children at risk. The previous Lower Lonsdale Community Development Initiative, jointly sponsored by the City, North Shore Neighbourhood House and North Shore Health, is viewed by staff as being successful in dealing with at-risk family situations through a community development approach. This initiative was directed predominantly at low income families in Lower Lonsdale, and was designed to enable them to deal with challenges in their lives, and to become more involved in their community. The City also has a Zero Tolerance Policy on Violence Against Women, and supports the Family Court and Youth Justice Committee which monitors Family and Youth Court proceedings and issues.

Support to families is partly a community responsibility

To maintain the social quality of community life, it is necessary to have positive, supportive families where children can be raised. While this responsibility rests primarily with the family, it is also the responsibility of the community to contribute to the social and physical environment within which the family lives. As the old African saying goes:

"It takes an entire village to raise a child"

Families do not exist in isolation; they are an integral part of the community, and are affected by aspects of it.

5.1.2 PRE-TEENS AND TEENS

High priority target group for City

Teens and, to a lesser extent, pre-teens have consistently been one of the highest priority target groups for the City. Prior to hiring the first Social Planner, the City responded to issues concerning this group by providing community grants. Since 1986 the City's response has grown in scope to addressing a wide variety of issues and opportunities through a variety of means.

The nature of the City's response to this group reflects a number of influencing factors. The most significant of these factors includes a lack of consistent federal and provincial programs at the community level, the response of this group to services, and the ability of the City to respond to a variety of issues relating to this group. On the latter point, the community has a number of skilled, non-profit service agencies able to partner with the City in the delivery of services.

Target group not expected to increase

Based on the information presented in Section 4.0, particularly that concerning age groups and housing types, the City does not expect a huge increase in this target group in the coming years.

There have been a number of studies in recent years that have identified a variety of issues and opportunities concerning this target group. The findings of some of the more significant studies are given below.

1993 consultation with students and service providers

In 1993 the City undertook an extensive consultation involving organizations providing services to youth and students in City high schools (City of North Vancouver, June, 1993). The agencies recommended a number of actions noted below.

Agencies' input

- The City should be a catalyst in changing the community's attitude about youth.
- Responses to youth issues should be small scale and community based.
- Program development should involve youth and parents. There is a considerable role for the School Parent Advisory Councils.
- School District and Recreation Commission to participate in community program development.
- Quality activities more important than quantity.
- Better utilization of existing community facilities.
- More volunteer opportunities for youth.
- Review the operation of drop-in centres in order to better utilize these facilities.

In the consultations with youth, and the literature research completed for this project, the following issues were raised.

Youth input

- Youth feel alienated from society as they do not feel trusted or respected.
- Youth do not feel safe in their community.
- Youth are unable to easily access existing community facilities, such as recreation centres and schools.
- Youth would like to be involved in program development.
- Youth often lack seed money to start new projects.

1995 study of youth access centre concept

In 1995 the City commissioned a study of the potential need for a youth access centre to provide a variety of services for youth in a one-stop setting in the community (City of North Vancouver, 1995). This study revealed the need for youth health services, mental health services, outreach counselling in the area of social services, more drug and alcohol counselling, employment services, and legal aid for older teens. With respect to mental health services, it was noted that North Vancouver had a high incidence of attempted suicide, substance abuse, and eating disorders. Better outreach services to address mental health issues in youth were identified as a necessary response to this situation. The Ministry for Children and Families is currently pursuing many of these issues.

Strategic Plan for Child and Youth Health

A Strategic Plan for Child and Youth Health (1996), was developed by North Shore Health, and included extensive consultations with service users and providers. The Plan identified a number of gaps, or weaknesses, in current service provision for children and youth. In addition to some of the points mentioned above, the following issues were identified.

- Fully accessible and community-based services for children

and youth.

- Better information sharing among service providers.
- Additional support for behavior and psychological problems.
- Increased early intervention and prevention programs for youth.
- Volunteer shelter for youth at risk.
- Education on lifestyle and stress issues.
- Parental involvement in services.

1996 Pre-teen Study

A 1996 study of pre-teens in Lower Lonsdale identified a number of issues and opportunities for this age group (City of North Vancouver, January 1996). The following responses were among those included in the study.

Programs

Personal / Social

- | | |
|---|---|
| <ul style="list-style-type: none">□ Better promotion of existing programs□ Affordability□ Accessibility (transportation)□ Cultural / language barriers□ Need for a safe place□ Opportunities for input□ Programs for parents□ Areas for rollerblading□ Neighbourhood based programs□ More community involvement□ Intergenerational programs□ Non-sports activities□ Specific programs for 11 to 12 year olds not in daycare□ Male and female programs□ Inter-community programs | <ul style="list-style-type: none">□ Anger management□ Role models / mentors□ Someone to listen to□ Opportunities to develop positive relationships□ Nutrition |
|---|---|

Issues identified by youth service agencies and from youth forums

In addition to the above noted study findings, youth service agencies have reported continued concern with the following youth issues.

- Violence
- Drug and alcohol abuse
- Date rape
- Mental health issues
- Increasingly younger age groups (particularly 10 to 14 year olds) using Outreach Youth Worker services.
- Anger management.
- Teen pregnancies.
- Unemployment among youth.
- Lack of safe places, such as drop-in centres and coffee houses for youth.
- High school drop-out rate (30%).
- Need for more opportunities for youth to get involved in their community, and to utilize their skills and abilities.
- More active recreation uses in Lower Lonsdale, such as basketball.
- Smoking rates among youth, particularly young women.

Recently, two housing issues concerning youth have been raised by a number of groups. One is the need for short-term emergency housing for youth who are temporarily homeless. The other is an alternative to foster care where a youth can live somewhat independently, but under general supervision in private homes.

Crime prevention models

Two recent publications by the NCPCC present models of crime prevention for the age groups 6 to 12 years, and 12 to 18 years. (NCPCC, May 1997 (a), May 1997 (b)). The models, which are included in Appendix C, provide a comprehensive approach to addressing the positive development of pre-teens and teens as they interact with family, school, peers, and the community.

City Response

Existing youth services program

The City has a comprehensive youth services program consisting of a number of initiatives pursued independently, and in partnership with adjacent municipalities and / or community service providers. Appendix C provides a complete list of current City services for pre-teens and teens. These services are in addition to a number of recreation leisure programs provided by the Recreation Commission.

The goals of the Youth Services program, while not being

Program goals

documented, are reflected in the approach taken. Outlined below are some of the goals included in that program.

- An emphasis on prevention and early intervention.
- Developing skills in youth to assist with their social development.
- Increasing opportunities for youth in the community.
- Developing self-confidence and self-esteem.
- Partnerships with other municipalities and community service agencies.
- Best use of existing resources.
- Community based.
- Accessible and affordable.
- Youth involvement in program development.

*Youth
Development
Worker*

The delivery of this program has been enhanced by the addition of a Youth Services Development Worker to Social Planning staff. This position, which is jointly funded with the District of North Vancouver, is responsible for assisting community groups and professional staff with the development of social and leisure services, and programs for youth. A large percentage of the work of this position focuses on youth at risk and their needs.

*Municipal
Youth
Policy*

In 1991, the City adopted the Municipal Youth Policy that included principles, goals, objectives and actions. This policy defined a role for the City in relation to youth issues. Since the policy was adopted, the City's commitment to youth has grown considerably. The cities of Burnaby, Richmond and Vancouver have youth strategies that should be considered during any future review of the City of North Vancouver's youth policy.

Teens have been the primary focus of the City's response to this target group. Recently, information from community agencies suggests a need for more programs focused on the pre-teen age groups.

5.1.3 SENIORS

In planning the City's future, the aging of the population is a significant demographic trend. While the number of persons aged 65 and over may be increasing at a lower rate than other City age groups from 1986 to 1991, their housing, financial, and care issues are a particular concern for social planning.

*Future increase
in seniors
population*

Recently released 1996 Census figures indicate that 12.9% or 5,380 City residents were aged 65 and over, which is a slight drop from the 5,400 seniors comprising 13.0% of the 1991 City population. Attachment 1 in Appendix B summarizes the net loss of City seniors over the past five years. While the 75 and over age group has increased by nearly 5% or 115 persons, the numbers of older persons from age 60 to 74 has decreased by 270 persons. However, the latest census also reveals that the number of persons nearing retirement age (aged 50 to 64) is increasing. These population shifts reflect the general aging of the population, as well as the potential increase in the number of seniors in the City over the next decade. These increases also highlight the growing importance of planning for the services and formal and informal supports which are required by older persons.

*Concentration
of seniors in
Lower and
Central
Lonsdale*

Perhaps more significant than the numbers in the older age groups is the concentration of seniors in two City neighbourhoods: 30% of Central Lonsdale residents in 1991 were over age 65, while 39% of Lower Lonsdale residents were over age 65. This means that the majority of older persons in the City live in the rental or self-owned apartments prevalent in the City's core residential areas. Other factors drawing seniors to these two areas are convenient shopping, services, amenities, and transit access.

*Low average
income*

Evidence of the general numbers of seniors who are homeowners versus renters is found in claims made for City homeowner tax grants. In 1997 senior homeowner grant claims totalled 2,385, of which 48% were from single family dwellings, and 52% from strata unit owners.

While rents and market prices in the City are lower than those found in the other two North Shore municipalities, many seniors' incomes are very low relative to housing costs. Approximately 30%, or 1,511, of the City's seniors receiving federal Old Age Security in 1996 also received the Guaranteed Income Supplement (GIS). Lower income seniors are also eligible for a provincial benefit (GAIN). As of July 1997, the total maximum amount of federal and provincial benefits for seniors was \$935.87 per month.

*High rents
relative to
renters'
incomes*

There are limited numbers of non-profit seniors housing units in the Lower Lonsdale area (487 in total), which have monthly rents ranging from \$228 to \$375. However, most senior renters are likely to pay well above the City's affordability benchmark of 30% of income for rent. The current average rental rate reflected in newspaper advertisements for one bedroom apartments in the City is \$750. Evidence of the financial difficulties faced by senior renters also emerged in reports by the Lionsview Seniors Planning Society, which researched housing and service needs of North Shore seniors in 1992. This assessment has been continually reinforced by information from seniors' organizations, and North Shore Health staff, and reported in various staff reports on affordable housing.

*Frail seniors
of concern*

The desirability of Central and Lower Lonsdale neighbourhoods to seniors is likely to continue. Growth in the more frail seniors group has major implications for the planning of housing and community care services in these neighbourhoods. The 20% growth rate in the over 75 age group noted in the 1991 Census is expected to be a continuing trend in the 1996 Census data.

*Live alone
seniors most
vulnerable*

Also indicative of service needs in the City's core area is the large number of City seniors who live alone. In 1991 over 40% of those aged 65 and over lived alone, and of this group 85% lived in either Central Lonsdale or Lower Lonsdale. In 1996, of the total 5,000 City seniors receiving Old Age Security, over 70% of the 1,511 receiving the GIS income supplement to bring their monthly incomes up to approximately \$935 were women. For many years health and community service providers have found that persons living alone are often poorer, older, isolated, spend a lot of their income on housing, and are likely to be women.

These at-risk seniors have been the focus of recent research by seniors service agencies to determine a more effective and comprehensive system of service delivery on the North Shore.

Impacts during the transition from institutional care to community-based services during the restructuring of Health Ministry programs and services has emerged as a concern for City seniors. Following up on these issues by the North Shore Health Board is part of the development of the North Shore Health Plan.

City Response

City policy statements

In terms of the City's responses to seniors concerns, a variety of policy statements and initiatives have been achieved (see Appendix A, Attachment 1). Highlights are *Strategies to Support Seniors Housing*, 1994, and the initiation of *Adaptable Housing* policy development in 1996. In light of the City's continuing objective to add to existing non-profit housing, the City has continued to facilitate, wherever possible, the development of rental and affordable housing for seniors. Seniors affordable rental housing and adaptable housing are also two of the priorities endorsed by Council for portions of the Lower Lonsdale redevelopment revenues. The City's support for the adult day program centre, proposed on the edge of Mahon Park, has been one positive step toward meeting the care needs of frail seniors.

5.1.4 PEOPLE WITH DISABILITIES

Canada leader in issues concerning people with disabilities

Inclusion of people with disabilities is of growing importance in Canadian society. Canada is a leader in responding to the needs of people with disabilities, compared to many other countries in the world.

Participation in the community

There are essentially six disability types: mobility, agility, hearing, seeing, speaking and mental. People with disabilities have the same rights and responsibilities as any other member of the community. Local government has a responsibility to ensure that all people, including people with disabilities, have the opportunity to participate in their community.

Information on people with disabilities who reside in the City is difficult to assemble. There is, however, information about Canadians with disabilities that is available from Statistics Canada.

The Statistics Canada report entitled *A Portrait of Persons with Disabilities*, based on the 1991 Census, provides a variety of data on people with disabilities. Some of the highlights of this report are noted below.

16% of the population have disabilities

- In 1991, 4.2 million Canadians, 16% of the population, had disabilities. This figure is an increase from 13% in 1986. This increase does not necessarily mean that more people are becoming disabled, but rather more are self-identifying.
- Forty-seven percent of people with disabilities have mild disabilities, 32% have moderate disabilities, and 22% have severe disabilities.
- Seven percent of people with disabilities live in health-related institutions.
- Disabilities are most common among seniors, particularly senior women. As people grow older the likelihood of developing a disability increases. Of all people 65 years and older, 46% had a disability. Seniors are more likely to have severe disabilities.
- Twelve percent of people aged 15 years and older with disabilities, living in households, have some difficulty using basic household facilities such as bathtubs and showers.
- One in five people with disabilities is either housebound or requires assistance travelling short distances.
- In 1991, 65% of men aged 35 to 54 years with disabilities, and 58% of those aged 15 to 34 years were part of the paid workforce. In the same year 50% of women in the same age categories were in the workforce.
- In all age groups, the proportion of people with disabilities with a job, is well below the figure for those without disabilities. Unemployment rates for people with disabilities averaged 14.6% for all age groups from 15 years to 64 years in 1991, compared to 9.5% for people without disabilities.
- Many people with disabilities experience discrimination in the workplace.
- Income for people with disabilities is below that of people without disabilities. Wages for men and women with disabilities aged 35 to 54 years are 70% of those without disabilities.

City Response

The City's involvement with issues concerning people with disabilities began, for the most part, in 1989 with the decision to participate in the Advisory Committee on the Needs of the Disabled. This committee was initiated by the District of North Vancouver, and eventually expanded to include all three North Shore municipalities, at which time it was renamed the Advisory Committee on Disability Issues (ACDI). This committee, comprised of people with disabilities and municipal representatives, advises the three North Shore municipalities (staff and Council) on issues concerning people with disabilities. Through this committee

a number of issues have been dealt with, including access to municipal buildings and literature, accessible housing, street pedestrian access, transportation, and attitudinal barriers.

The work of the ACDI has contributed considerably to addressing issues of people with disabilities living and working on the North Shore. City Council and staff have found this committee to be invaluable in identifying issues, and for advising on actions to be taken by the City.

5.2 CITY POLICY ISSUES AREAS

5.2.1 AFFORDABLE HOUSING

Affordable housing issues have been a growing concern throughout the Lower Mainland since the 1970s. Rising rents, ongoing low vacancy rates, combined with very limited development of affordable rental housing, or non-profit housing, have resulted in a very tight rental housing market. The withdrawal of federal funding for cooperative and non-profit housing, and the decrease in provincial housing funds, have had a significant impact on the potential for development of affordable rental housing in the region.

For many years, the City of North Vancouver has been the main source of rental housing for North Shore residents. Due to the long standing pattern of a high proportion of City renters and rental housing units, rental housing and affordability are major City concerns.

The 1991 Census data revealed that approximately 60% of City residents were renters. While this was a decrease from the 64% mark of 1986, these proportions differ significantly from ownership / rental figures in adjacent municipalities. For example, in 1991 the number of homeowners, compared to renters, was 78% vs 22% in the District of North Vancouver and 64% vs 36% in B.C. overall.

In 1991, the City housing stock of 18,320 dwellings was 25% single family houses, 10% townhouses, and 60% apartments, of which 8,190 dwellings, or about half, were in buildings less than five storeys. Table 3 below provides an overview of housing types in the City.

Table 3
CITY OF NORTH VANCOUVER
HOUSING BY TYPE, 1991

Type	Total Number
Single detached	4,595
Semi-detached house	465
Row house	1,330
Apartment, detached duplex	1,100
Apartment building, five or more storeys	1,975
Apartment building, less than five storeys	8,765
Other	90
Total	18,320

Source: 1991 Census

Rental housing is predominantly found in the older walk up apartment blocks, and less so in more recent condominium or strata buildings. Lower Lonsdale had the majority of low rise apartment buildings with 4,385 units in 1991, while Central Lonsdale had 3,805 units.

Moderate rents

Rental rates are relatively lower in the City than in the other North Shore municipalities. In 1996 the Canada Mortgage and Housing Corporation (CMHC) rental survey found \$677 to be the average rent for a one bedroom apartment, \$812 for a two bedroom apartment, and \$915 for a three bedroom apartment. These rates were slightly higher than comparable statistics for the metropolitan Vancouver area. Vacancy rates have remained well below 1% for several years. In 1996 the vacancy rate was 0.1% for the City (up from .0.2% in 1995) and 1.1% for metropolitan Vancouver.

Low vacancy rates

The most affordable rental stock in the City is found in several non-profit and co-operative housing projects (see Appendix C, Attachment 1). Most of this housing was built during the 1970s and 1980s. Twenty of the units are classified as wheelchair accessible. Seven projects were built on City lands, three of which hold long-term leases, including the City's last non-profit project, the 19 unit Margaret Heights family project in Cedar Village built in 1991.

Limited non-market housing stock

As summarized in Appendix C, Attachment 1, there is a total of 399 family units in housing cooperative and non-profit housing projects. A total of 458 seniors non-profit units are located in the Lower Lonsdale neighbourhood. Eleven of the above units are

designated as accessible units, and rents range from \$228 to \$375 per month. As the older seniors projects redevelop (two were built in the late 1950s and mid 1960s), rents will undoubtedly increase due to the high costs of rebuilding. Special needs housing is provided in small group facilities or integrated units throughout the City for persons with various disabilities, or at risk adolescents. This includes nine licensed group facilities with a total of 51 beds. During the 1980s two old Lower Lonsdale hotels provided long term affordable housing for approximately 100 persons. Some of these residents relocated to Army and Navy Veterans (ANAVETS) or Kiwanis seniors' non-profit apartments when the hotels were redeveloped.

*Concentration
of rental
housing in
Lower and
Central
Lonsdale*

Much of the City's affordable rental stock is in older low-rise apartment buildings found in the Lower and Central Lonsdale neighbourhoods. In the period 1980 to 1987, there was an average of four apartment units demolished per year. During the rental housing crisis, 38 units were lost in 1988 and a further 13 units were demolished in 1989, prior to Council's enactment of demolition controls from November 1989 to June of 1990. With few exceptions, rental housing has not been produced by the private market since the last of the federal incentive programs for investors in the seventies. According to the 1996 CMHC Rental Housing Survey, the City has 232 rental housing buildings with a total of 6,122 units.

*Significance
of suites*

Secondary suites are another source of affordable housing. The erosion of affordable housing units, and the lack of market rental housing being built, led Council to direct a review of the illegal suites policy in 1990. In 1991 it was estimated that approximately 8% of the City's rental housing stock was in illegal suites, totalling approximately 1,500 to 2,000 suites. This estimate has not changed. Since the legalization of suites became possible in 1993, 13 existing and 26 new suites have been legalized. Based on available information, up to 50% of illegal suites investigated by the City are removed.

*Rental of strata
units*

Strata residential units are also a source of rental housing. In 1997 there are an estimated 5,561 strata units in the City. Homeowner grants were allocated to 4,469 strata home occupiers, leaving a difference of approximately 1,000 strata units, which are possibly part of the City's rental housing stock. This figure represents 18% of the total strata dwelling units. The City's recent policy, which provides for the legalization of existing suites in older apartment buildings, has the potential to facilitate more than 100 additional rental units.

City Response

Appendix C, Attachment 2 summarizes the City's main responses to housing and affordability issues. Evidence of the City's earliest role in affordable housing are the Kiwanis and ANAVETs seniors' non-profit housing projects, built on City property in the post-World War II years. More recent initiatives have focussed on City policies which seek to retain or facilitate affordable and specialized housing development.

Affordable Housing Task Force

In the continuing climate of high housing costs, difficult development conditions and severely limited senior government assistance, affordability issues will continue to be on the City's agenda. The most recent City initiative concerning affordability is the City's Task Force on Affordable Housing which will commence in October 1997 under the guidance of a citizen-based committee. The purpose of the Task Force is to review City policies, consult with the public and special interest groups, evaluate and prioritize allocation of City housing funds, and make recommendations to Council. The results of the work of the Task Force will be incorporated into the Social Plan upon completion.

5.2.2 CHILD CARE

Child Care Policy and Plan

In 1995 the City adopted a Child Care Policy and Plan that forms the basis for the City's response to this issue. In the Policy, the City's role in child care is stated as being related to its legislated responsibility to oversee land use and development to ensure the efficient use of land; its Official Community Plan goal of providing a sound framework for human development, accommodating a range of community services and achieving a safe and healthy environment for all City residents; its Mission Statement to balance community needs and resources and its practice of supporting preventative community services. The following main findings of the Policy and Plan were based on a consultant's study conducted in 1994.

The Child Care Plan identifies the following actions for the City during the period 1995 to 2000.

*Child Care
Study findings*

- The City's child care facilities (profit and not-for-profit) have shown a level of stability over time.
- Only 7% of City children, at the time of the study, had access to full-time licensed child care.
- There was a particular shortage of child care for children under 3 years, and for part-time care, drop-in or emergency care, and extended or flexible hours of care.
- Four out of seven elementary schools lacked school aged care.
- The City has among the highest child care fees in the province.
- There is a need for quality, secure, space for child care.
- There is a need for family support programs, particularly an emergency child care service.
- There is a need for increased support and training for child care services to better respond to cultural diversity.
- Group child care and family day care homes require administrative and financial management support.
- The appropriate use of park land for child care needs to be explored.

Actions

- Policies should be developed for child care in multiple family, commercial, industrial and park areas.
- Amend the Zoning Bylaw to allow one purpose built child care facility on school grounds, even if the addition contravenes zoning requirements for lot coverage, siting or setbacks. (Completed)
- Establish the Child Care Capital Fund with an initial allocation of \$150,000. (Completed)
- Create the Child Care Development and Enhancement Grant Program with an initial investment of \$50,000. (Completed)
- Provide annual financial support to the North Shore Child Care Resource Society to enable it to expand services on the North Shore. (\$10,000 per year has been allocated to the Resource Society from the Child Care Development and Enhancement Grant Program)
- Advocate to provincial and federal governments on child care issues. (Ongoing)
- Establish a common database on child care for North Vancouver. (Currently being developed)
- Continue to support the Mayors' Task Force on Work Related Child Care. (Ongoing)

Child care on school sites

Staff believe that the direction identified by the Child Care Policy and Plan is still relevant and, therefore, should be continued. Additionally, the issue of child care on school property has recently been raised and needs to be actively pursued with the School District, possibly through the Joint Use of Public Facilities process which is looking into the use of public facilities. School grounds offer the best location for child care, particularly out-of-school care, as children can easily move from one facility to the other. Furthermore, school sites are located in most neighbourhoods, and are often the only available land. The needs of the school, however, must be taken into consideration, if school sites are to be shared with child care.

Child Care Planning Committee

Emerging from the City's Child Care Plan was the North Shore Child Care Planning Committee, which has representation from a number of agencies with an interest in child care, including the three North Shore municipalities. This committee has been useful as a means to discuss shared child care interests, and recently has taken on a more active working group function.

5.2.3 POVERTY

Incidence of low income 29% in 1991

The incidence of low income among families in the City in 1991 was 16.6% (8,010 people), the third highest in the lower mainland. Of the 8,010 people living in low income families, 70% (5,610 people) lived in Lower and Central Lonsdale. The incidence of low income among single individuals in 1991 was 32.5% (3,245 people). A majority (80%) of single individuals on low income lived in Lower and Central Lonsdale. Combined, 29% of the City's residents (11,255 people) lived on low income in 1991.

5,000 seniors on financial assistance in 1996

In 1997, nearly 5,000 City seniors received either Old Age Security (OAS) or OAS and the Guaranteed Income Supplement (GIS). GIS recipients were predominantly women (1,097):

Table 4
CITY OF NORTH VANCOUVER
OLD AGE SECURITY AND GUARANTEED
INCOME SUPPLEMENT RECIPIENTS, June 1996

	Male	Female	Total
Old Age Security	1,476	2,042	3,518
Old Age Security and Guaranteed Income Supplement	416	1,051	1,467
Total	1,892	3,093	4,985

Source: Health and Welfare Canada

Compiled by: B.C. Statistics, Ministry of Finance and Corporate Relations

Other, more current, indications of poverty in the City can be obtained from the number of people on welfare and use of the City's food banks. Tables 5 and 6 below give the number of individuals on welfare by family structure and age group.

Table 5
CITY OF NORTH VANCOUVER
BASIC BC BENEFITS BY FAMILY STRUCTURE, 1993 to 1996

Recipients	December 1993	December 1994	December 1995	December 1996
Singles	1,399	1,365	1,309	976
Couples	154	168	144	106
2 Parent Families	583	621	725	571
1 Parent Families	1,325	1,318	1,363	1158
Total	3,461	3,472	3,541	2,811

Source: Ministry of Human Resources admin. files

Table 6
CITY OF NORTH VANCOUVER
BASIC BC BENEFITS BY AGE GROUP, 1993 to 1996

Age Group	December 1993	December 1994	December 1995	December 1996
Children < 14 yrs	1,079	1,095	1,174	980
Age 19 – 24	464	445	369	234
Age 25 – 54	1,754	1,749	1,788	1,415
Age 55 – 64	164	183	211	184
Total	3,461	3,472	3,541	2,813

Source: Ministry of Human Resources admin. files

Excludes: people with disabilities, seniors and child in the home of a relative

Singles and single parents largest proportion of people on welfare

Tables 5 and 6 show that, as of December 1996, there were 2,813 City residents on welfare, a decline of 23% since 1993. The decline between 1995 and 1996 is due largely to changes to eligibility criteria, which eliminated the eligibility of a number of people from claiming B.C. Benefits. Table 5 shows that singles, and single parent families, make up the largest proportion of people of welfare (2,134 in 1996). Children under 14 years, and people 25 to 54 years, make up the largest age groups. Combined, these two age groups make up 85% of those on welfare.

At the time of writing this report there were two food banks on the North Shore: the Vancouver Food Bank outlet at North Shore Neighbourhood House, and North Shore Harvest. In 1996 North Shore Harvest, which provides emergency food hampers to people in need, distributed 1,200 food hampers to individuals and families. Seventy-five percent of the recipients were City residents. North Shore Harvest also provides services for people on welfare, assisting them in identifying and obtaining suitable employment. In 1996, 500 people were assisted in this manner.

Records from the Vancouver Food Bank at North Shore Neighbourhood House indicate an increase in food distribution between 1994 and 1996. In 1996, 7,004 bags of food were distributed, compared with 6,465 bags in 1994, an 8% increase. However, there has been a decline since 1993, when 7,372 bags were distributed.

People living in poverty do not have the same opportunities in life as those who have financial security. Poor people are less likely to contribute to the community they live in, and are significantly more likely to place greater demands on health care and social service systems.

Poverty among children is increasing

Poverty is particularly hard on children. The *1996 Report Card on Child Poverty*, published by Campaign 2000¹, reported an increase of 46% in the number of children living in poverty in Canada since Parliament declared a war on child poverty in 1989. In 1996, 19.5% of children in Canada lived in poverty, an increase from 14.5% in 1989.

Life is difficult for children living in poverty

For a child, poverty likely means they won't have the same social opportunities as other children. Some of the potential effects of poverty on children are set out below.

- ❑ Families cannot meet nutritional needs.
- ❑ Greater chance of being hyperactive.
- ❑ Have emotional disorders.
- ❑ Exhibit disorderly conduct.
- ❑ Get into trouble with the law.
- ❑ Require the care of child welfare services.
- ❑ Tend to engage in riskier behaviours, such as smoking, drinking and drugs.
- ❑ Illness is more prevalent, leading to absences from school.
- ❑ As adolescents they often fall behind and drop out before completing high school.

As adults they are less likely to find secure jobs that pay well.

Income assistance in B.C. falls short of daily cost of living

The Social Planning and Research Council of B.C. (SPARC) recently did a comparison of the cost of living in B.C. with the maximum support available under current B.C. Benefits (welfare) (S.P.A.R.C., 1997). The report found that B.C. Benefits covered

- ❑ 48% of the daily living costs of a single adult,
- ❑ 64% for a single parent with a 5 year old child,
- ❑ 52% for two adults with no children,
- ❑ 57% for single parent with 16 and 14 year old children
- ❑ 55% for two adults with a 5 year old child and a 6 month old infant.

Given these results, SPARC concluded that current income assistance rates in B.C. are too low to sustain the wellbeing of anyone requiring income support.

Also noted in the SPARC report is the fact that income assistance rates between 1982 and 1997 declined by as much as:

Income assistance rates decline from 1982 to 1997

- ❑ 44% for a single person
- ❑ 40% for two adults
- ❑ 13% for a single parent with one child
- ❑ 10% for a single parent with two children
- ❑ 11% for two adults with two children.

This situation, together with recent changes to employment insurance, and high unemployment rates, means that many people will continue to experience very difficult and likely worsening living conditions in B.C.

Poverty rate likely to decline in City

With the redevelopment of Lower Lonsdale, and increasing housing costs, the City's population on low income will likely decline as a proportion of the total population and as absolute numbers. Meanwhile, a significant number of people are living in poverty in the City, and the needs of this group must be addressed.

City Response

Community development focus for children and families

The City's ability to specifically address a complex issue, such as poverty, is extremely limited. There are, however, a number of City initiatives, largely of a community development nature, that respond to the issue indirectly: community development work with Grant McNeil Place (social housing), support for the Lower Lonsdale Community Action Network, and the Lower Lonsdale Pre-teen Project. The City has had varying levels of involvement with all of these projects, and all are designed to increase opportunities for families and children. The focus for these projects is Lower Lonsdale, where a large majority of people on low income live. Community development initiatives in Lower Lonsdale, with an emphasis on children and families, are seen as a necessary and practical focus for the City to continue into the near future.

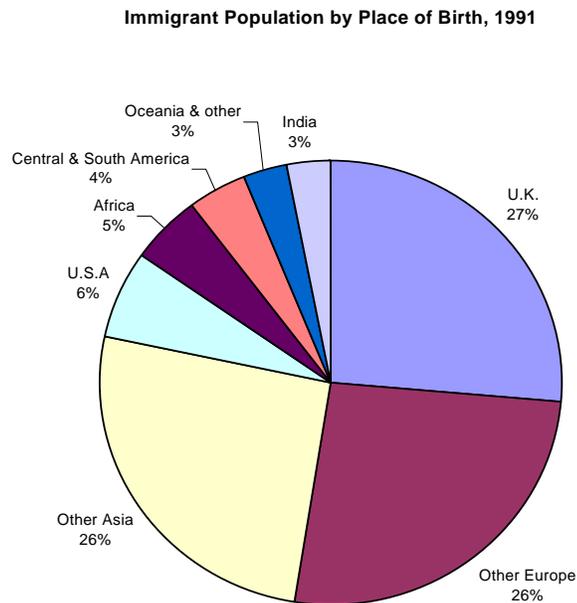
Elementary schools provide logical focus for services

Participation of the City on the Queen Mary Elementary School Stakeholders Committee is another important commitment, given the concentration of children in low income families attending Queen Mary. The City assists this committee by contributing to its facilitation, and providing seed funding for school-based services and activities. A number of school-based children and family programs have been lost since Queen Mary Community Services Society decided to focus on daycare only. In response, North Shore Neighbourhood House recently developed a position, with City funding, to take on a community development role with Queen Mary School and Lower Lonsdale families.

5.2.4 CULTURAL DIVERSITY

Cultural diversity is an emerging issue for the City. Data from the 1991 Census shows the increasing ethnic diversity occurring in the City. In 1991, immigrants made up 23% (10,815 people) of the City's total population. The figure below shows the place of birth of immigrants living in the City in 1991.

Figure 2
CITY OF NORTH VANCOUVER
IMMIGRANT POPULATION BY PLACE OF BIRTH, 1991



For comparative purposes, Table 7 below shows foreign born population figures for all three municipalities, based on 1991 Census data, as well as data on North Shore recent arrivals.

**Table 7
FOREIGN BORN POPULATION – NORTH SHORE, 1991**

	North Vancouver City	North Vancouver District	West Vancouver District	Total North Shore
Total Population	38,463	75,157	38,783	152,376
Foreign Born Population	10,820	19,665	12,295	42,770
(% Total Population)	(28%)	(26%)	(32%)	(28%)

Source: 1991 Census. Prepared by Immigrant Services Society, 1991

Increasing ethnic diversity

Census data for 1991, for the North Shore as a whole, also reveals that the immigrant population is increasing as a proportion of the overall population. In 1986, 86% of North Shore residents reported English as their first language, compared to 83% in 1991.

Shift in immigration patterns

Another trend revealed by data on immigration is that there is a shift in immigration patterns from European to predominantly Asian countries. Table 8 below shows this trend for B.C.

**Table 8
IMMIGRATION TO B. C.
TOP TEN SOURCE COUNTRIES (by last permanent residence)**

1962		1992	
U.S.A.	2,132	Hong Kong	9,614
Great Britain	1,593	Taiwan	3,961
Italy	719	India	3,176
Germany	541	Philippines	2,639
Australia	321	China	2,139
Portugal	292	Great Britain	1,608
India	206	U.S.A.	1,407
Netherlands	204	Fiji	1,100
Hong Kong	150	Vietnam	908
New Zealand	127	Iran	780

Source: Employment and Immigration Canada (1992); B.C. Ministry of Finance and Corporate Relations (1992). Prepared by Immigrant Services Society, 1993

In a 1993 study by the Immigrant Services Society of B.C., six groups were identified as significant on the North Shore due to their size and absolute rate of growth. These are:

- Filipino
- Hong Kong Chinese
- Iranian
- Japanese
- Mainland Chinese
- Taiwanese

The largest of these groups is from Iran.

For more information on cultural diversity in the City, please refer to the City Report *Exploring Directions in Diversity: Background Research for Cultural Diversity Policy Development in the City of North Vancouver*, August 1996.

City Response

As a local government, and a provider of services, it is incumbent upon the City to consider the implications of this trend, and to develop policies and programs to respond to it. In 1996 the City commissioned a background research report which reviewed a variety of aspects of cultural diversity in the City, including: definitions, demographics, municipal cultural diversity initiatives throughout the Lower Mainland, and current practices in the City. Resulting from this report was the recommendation that the City develop a Cultural Diversity Policy. This work is expected to begin in the fall of 1997, and will form the section on cultural diversity for the Social Plan.

5.2.5 ARTS AND CULTURE

The development of arts and culture on the North Shore has had a long history. Notable anniversaries have been marked by North Shore Community Concerts (37th), North Shore Light Opera (49th), North Vancouver Youth Band (58th) and North Vancouver Community Arts Council (27th). The oldest and main North Shore cultural facilities are located in City-owned buildings including Presentation House and Lonsdale Recreation Centre. With the exception of Centennial Theatre which is a facility operated under the North Vancouver Recreation Commission, the other cultural facilities are operated by non-profit societies.

This section does not review the history or operation of City cultural facilities, or provide details on the City's financial support to them over the years. Due to the focus of the Background document on past and current social planning activity areas, the discussion below addresses recent arts and cultural planning.

Recognition of the Need for a Cultural Plan

A number of issues related to municipal decisions concerning cultural facilities arose in the mid 1980s. An appropriate home was required for the museum collection, and the deterioration of the building housing Presentation House theatre and photographic art gallery was very evident.

*Facility issues
required
decision-making
policy
framework*

A primary issue was the complexities raised by plans for the Centennial Theatre renovations. In grappling with the question of how extensive the theatre renovations should be, it was realized that a sound concept required a context for making cultural facility decisions. The renovations were put on hold until recently, and in the intervening years the community of cultural organizations and groups created a framework for municipal cultural decisions. The Cultural Plan for the North Shore, the tri-municipal North Shore Arts Commission, was established to implement this plan.

*Review of Arts
Commission
structure and
mandate*

The District of West Vancouver is no longer a participant in the Arts Commission. The revised Commission mandate addresses the weaknesses of the initial structure, gives greater control and responsibility to the appointed commissioners, and allows the Commission to initiate program development.

City Response

Continuing City support for arts and culture

The City's long standing support of arts and cultural activities is evident in the financial grants to cultural and arts groups and facilities. In recent years, base or core funding for Presentation House, B.C. Photographic and Media Arts Gallery and the Museum and Archives have continued, or increased slightly, in spite of City financial constraints. City funding levels have also been retained for various types of arts grants.

The table below summarizes the 1997 City direct funding to various arts organizations and programs:

Table 9
CITY OF NORTH VANCOUVER
ARTS AND CULTURAL GRANTS, 1997

Organization	Grants
Museum and Archives	\$364,425
North Shore Arts Commission	63,958
North Vancouver Community Arts Council	11,000
Presentation House (excludes lease cost)	31,881
B.C. Photography and Media Arts Society	32,203
Arts Assistance Grants	19,218
Cultural Grants Contingency	1,500
Special Events	5,000
Arts and Culture Travel Grants	768
Total:	\$529,953

Other ways Council has supported culture include the change of the community Arts Council grant into core funding and the City's continuing commitment to arts and culture.

Funding concerns

Few municipalities have taken the significant steps in support of arts and culture which have occurred on the North Shore. This leadership has generated many achievements in the coordination of arts and cultural programs, services and events, and core municipal funding for local arts and cultural groups. However, the renewed Arts Commission faces many challenges in achieving the objectives of the Cultural Plan and Regional Cultural Facility Plan implementation. Adequate funding is a fundamental question.

The funding issues evident in other service sectors due to government cutbacks in funding programs and funding levels are

pronounced in the cultural sector. Funding has generally been more difficult for arts and culture, due to the broad scope of arts activities and a focus on experimentation. As is the case with other soft services, there is an unrealistic expectation that private sector fundraising will make up the funding losses from senior government sources.

Potential role for arts sector

Arts, as a tourism or economic generator, is a theme which has emerged in reaction to the fiscal issues and is a particularly good fit with the Lower Lonsdale redevelopment.

City challenges

However, the City faces difficult decisions in determining the extent of its ability to financially support the development of a number of cultural facilities which are envisioned in the Lower Lonsdale area. Two of the City's cultural facilities, Centennial Theatre and Presentation House, require renovation or rebuilding as soon as possible. The list of additional facilities noted in the Regional Cultural Facilities Plan dramatically increases the total amount of required capital, and the operational funds for these facilities would also need to be considered.

5.2.6 SAFETY AND SECURITY

The issue of safety and security has been identified as a concern in a number of studies conducted in the City in recent years. This is consistent with a recent study conducted by the Police Services Division of the Ministry of the Attorney General, which found that fear of crime is increasing in B.C., despite declining crime rates. (Attorney General of B.C., 1996). Table 10 below shows the trend in crime rates in British Columbia from 1981 to 1995.

**Table 10
BRITISH COLUMBIA CRIME RATES, 1981 to 1995**

YEAR	CRIME RATE PER 1,000 POPULATION
1981	130
1986	133
1987	132
1988	130
1989	132
1990	140
1991	152
1992	150
1993	144
1994	141
1995	139

Source: Police Services Division, Ministry of Attorney General,
Summary Statistics: Police and Crime, 1986 to 1995, 1996

B.C. crime rate declines since 1991

The British Columbia crime rate has been increasing steadily from 130 crimes per 1,000 population in 1988, to a high of 152 crimes per 1,000 population in 1991. Since 1991, however, the provincial crime rate has declined steadily to 139 crimes per 1,000 population.

Property crime makes up 62% of all crime

According to the Police Services Division of the Ministry of Attorney General, crime in British Columbia is comprised of the following: 62% property crime (break and enter, motor vehicle theft, theft, fraud and possession of stolen property), 10% violent crime (homicide, attempted murder, sexual and non-sexual assault, robbery and abduction), and 28% other (vandalism, prostitution, offensive weapons, arson and disturbing the peace). (Attorney General of B.C., 1996).

Property crime rate declining since 1991

In a trend analysis of British Columbia crime rates from 1986 to 1995, the Police Services Division found that property crimes remained constant throughout the 1980s, averaging around 80 offences per 1,000 population. In 1991 the property crime rate rose to 90 offences per 1,000 population, then began to decline to 86 in 1995.

Violent crime declining since 1993, but is 46% higher than 1986

During the same period, violent crime increased from 12 offences per 1,000 population in 1986, to 14 offences in 1995, a 17% increase. From 1986 to 1995 the actual number of violent crimes increased 46% from 36,400 to 53,300. Violent crimes have declined slightly since 1993, when there were 54,000 of these offences in the province.

Youth crime accounts for one-quarter of all crime

One of the most publicized types of crimes, and which therefore contributes to fear of crime, particularly among seniors, and people with disabilities, is youth crime. Youths represent about one-quarter of persons charged with Criminal Code offences in B.C. This proportion has remained consistent over the past ten years. Table 11 below shows the number of youth charged in B.C. with both violent and non-violent crime, as a percentage of total persons charged from 1986 to 1995.

**Table 11
NUMBER OF YOUTHS CHARGED IN B.C. AS A
PERCENTAGE OF TOTAL PERSONS CHARGED, 1986 to 1995**

YEAR	VIOLENT CRIME¹	% OF TOTAL PERSONS CHARGED	NON-VIOLENT CRIME²	% OF TOTAL PERSONS CHARGED
1986	1,176	11	12,395	36
1987	1,243	11	11,276	34
1988	1,333	11	10,799	33
1989	1,576	12	10,564	33
1990	1,925	13	11,777	35
1991	2,228	14	13,504	35
1992	2,470	13	11,981	32
1993	2,844	14	11,289	32
1994	3,063	14	10,748	30
1995	3,104	15	10,227	27

¹ Violent crime includes: homicide, attempted murder, sexual assault, non-sexual assault, robbery and abduction

² Non-violent crime includes: break and enter, motor vehicle theft, possession of stolen goods and fraud.

Source: Police Services Division, Ministry of Attorney General

Violent crime among youth has increased since 1986, but property crime is down

Table 11 shows that the number of youth charged with violent crime in B.C. has increased from 1,176 in 1986, to 3,104 in 1995. As a percentage of the total number of persons charged with violent crime, youth violent crime has also increased from 11% in 1986 to 15% in 1985. The number of property crimes involving youth has declined from 12,395 in 1986 to 10,227 in 1995. As a percentage of the total number of persons charged with property crime, youth property crime decreased from 36% in 1986 to 27% in 1995.

In North Vancouver, the number of young offenders (12 to 18 years) in Youth Court declined between 1990 and 1996. Youth Court statistics show the number of young offenders before the court declined from 51 in 1990 to 31 in 1996 (North Vancouver Family Court and Youth Justice Committee, 1996). Statistics also show that there has been an increase in breach, property and violent crime charges, and a decline in drug and alcohol charges during this same period. Youth 16 years of age and over make up the largest proportion of those charged (51% in 1996), which is unchanged from 1990. From 1990 to 1996 there has been an increase in the proportion of female young offenders charged, from 8% in 1990, to 21% in 1996. These statistics include youth who reside elsewhere on the North Shore.

Table 12 below provides comparative crime rate statistics (all ages) for the period 1987 to 1996 for the City of North Vancouver, Districts of North and West Vancouver, New Westminster, and the City of Vancouver. New Westminster is one of the better comparisons with the City of North Vancouver, given its similar socio-economic characteristics.

**Table 12
COMPARATIVE CRIME RATES¹, 1987 to 1996**

Municipality	'87	'88	'89	'90	'91	'92	'93	'94	'95	'96
City of North Vancouver	136	153	159	167	174	158	153	155	152	156
Dist. of North Vancouver	90	95	93	104	109	96	90	74	77	79
Dist. of West Vancouver	83	80	83	82	88	99	95	83	80	75
New Westminster	209	211	197	212	234	225	217	217	239	226
Vancouver	165	166	175	187	202	201	189	187	192	197

¹ Crime rate is the number of Criminal Code cases per 1,000 population
Source: Police Services Division, Ministry of Attorney General

City's crime rate increased 14.7% from 1987 to 1996

From 1987 to 1996, the City of North Vancouver consistently had the third highest crime rate, following the cities of Vancouver and New Westminister. The City's crime rate increased by 14.7% between 1987 and 1996, compared to 19.4% and 8% increases in Vancouver and New Westminister, and decreases of 12% and 9% in the Districts of North Vancouver and West Vancouver. The City's crime rate has declined to 156 from a high in 1991 of 174.

Tables 13 and 14 below provide greater detail of specific crime rates in the City of North Vancouver and four other municipalities.

**Table 13
SPECIFIC MUNICIPAL CRIME RATES¹
CRIMES TO PROPERTY, 1991 to 1996**

Municipality	'91	'92	'93	'94	'95	'96
City of North Vancouver	103	95	88	93	92	92
Dist. of North Vancouver	69	61	55	45	47	47
Dist. of West Vancouver	54	63	62	53	51	48
New Westminister	139	133	134	139	154	143
Vancouver	131	132	128	132	152	101

¹Crimes to property include: break and enter, business and residential motor vehicle theft, theft, fraud and possession of stolen property per 1,000 population.

Source: Police Services Division, Ministry of Attorney General

**Table 14
SPECIFIC MUNICIPAL CRIME RATES¹
CRIMES TO PERSONS, 1991 to 1996**

Municipality	'91	'92	'93	'94	'95	'96
City of North Vancouver	15	17	17	15	16	17
Dist. of North Vancouver	8	7	7	6	7	7
Dist. of West Vancouver	5	5	7	6	6	5
New Westminister	22	25	25	23	25	25
Vancouver	16	17	17	16	15	16

¹Crimes to persons include the violent crimes of: homicide, attempted murder, sexual and non-sexual assault, robbery and abduction, per 1,000 persons.

Source: Police Services Division, Ministry of Attorney General

The property crime rates for the municipalities shown actually declined between 1991 and 1996. Of the five municipalities listed in Table 13, the City of North Vancouver had the third highest property crime rate in 1996, following Vancouver and New Westminister. In the City of North Vancouver, residential property crime was almost double the business property crime in 1996.

Table 14 indicates that between 1991 and 1995 the rate of crimes to persons increased for both the City of North Vancouver and New Westminister, while declining in the District of North Vancouver, and remaining the same for Vancouver and West Vancouver. The City of North Vancouver had the second highest rate of crimes to persons, following New Westminister.

*Crime costs
\$35 to \$46 billion
annually*

Crime is very costly, both in terms of human suffering and financial resources. The National Crime Prevention Council of Canada (NCPCC) reports that the direct costs of crime in Canada, i.e. what we spend on the criminal justice system, is about \$10 billion per year, while the actual costs, which include the pain and suffering of victims, is in the range of \$35 billion to \$46 billion (NCPCC, September 1996 (a)).

The City of North Vancouver spent over \$6 million in 1996 for policing; 18.3% of the City's operating budget that year. Of this, approximately \$168,000 was spent on crime prevention, victim assistance and the Lower Lonsdale Community Policing Centre. Table 15 below gives a comparison of the per capita costs of policing in five municipalities.

**Table 15
COMPARATIVE PER CAPITA POLICING COSTS, 1996**

MUNICIPALITY	PER CAPITA COSTS
City of North Vancouver	\$ 152
District of North Vancouver	\$ 107
District of West Vancouver	\$ 179
New Westminister	\$ 224
Vancouver	\$ 217

Source: Police Services Division, Ministry of Attorney General

City spent \$152 per capita on policing in 1996

The table above shows that the 1996 per capita policing cost for the City in 1996 was average for the municipalities shown.

City Response

Safety and security a concern in the City

As noted previously, the issue of safety and security has been identified as a concern in a number of studies conducted in the City in recent years. This issue is of particular concern to residents and business owners in Lower Lonsdale, which has the highest crime rate of any City neighbourhood.

The concern with safety and security led the City to establish a Community Policing Centre in Lower Lonsdale in 1994, and subsequently to conduct a Safe City project in the same neighbourhood in 1996.

RCMP crime prevention programs

In conjunction with these two projects there have been a number of crime prevention initiatives. Through the Community Policing Centre the RCMP delivers a number of crime prevention programs including: business and neighbourhood watch, anti-graffiti, child identification, lock-it or lose-it, and speed watch. In addition to these programs, the RCMP also provides community-based policing through bike patrols and a Neighbourhood Constable assigned to Lower Lonsdale. The Centre Constable is also active in the community, with a number of community initiatives such as the Business Association, programs operated from North Shore Neighbourhood House, and several community events, such as Lower Lonsdale Community Celebration Days.

Zero tolerance policy on violence against women

A number of recommendations addressing safety, as it relates to the physical environment, resulted from the Lower Lonsdale Safe City Initiative. The two most significant actions were the creation of development guidelines to address Crime Prevention Through Environmental Design (CPTED), and the education of staff and the public to make the living and working environments safer from criminal activity. CPTED looks at ways the physical environment can be designed to reduce opportunity for crime, such as lighting and planting materials.

The City has also developed a zero tolerance policy on violence against women which, along with the policy of the District of North Vancouver, are unique in Canada. In addition to a number of other actions resulting from this policy, the City will train staff on the issue of violence against women to increase general awareness about the issue.

*Together
Against
Violence
network*

Many of the City's policies and programs for children, pre-teens and teens discussed in previous sections, while not being under the heading of crime prevention, are preventative in nature. The school-based Violence Prevention Grant is the only crime-specific program the City administers through Social Planning.

The City is also an active participant in the Together Against Violence Network on the North Shore and the annual Violence Prevention Awards program which recognizes community contributions to preventing crime.

*Crime prevention
through social
development*

Given the high human and financial cost of crime, and the continued high rates of crime and incarceration in Canada, the NCPCC believes that reliance on the criminal justice system alone is no longer socially or financially sustainable (NCPCC, September 1996 (a)). The Council strongly believes that well designed social development programs can prevent crime, and be cost effective. The Council also believes that municipalities can have a significant role to play in this regard.

Municipal role

In its report, *Guidelines for Cooperation and Technical Assistance in the Field of Urban Crime Prevention* (June 1997) the NCPCC argues that crime prevention, through social development, is the most effective crime prevention approach. Such an approach uses long term programs designed to alleviate the combination of problems that can increase the risk of criminal behaviour. The report also argues that municipalities can influence strategies that involve families, schools and the community, and that children and youth must be at the heart of any crime prevention strategy.

The NCPCC recommends an action plan with the following components.

1. Children
 - Emphasis on early childhood education, nurturing and secure, physically and emotionally safe environments through childhood.
2. Youth
 - Need to hold youth accountable for their actions, while recognizing the experiences and frustrations of young people, their families, their neighbours and the community. Also, the need to increase involvement of the community in crime prevention, and in the support, sentencing and follow-up of young people who come into conflict with the law.

3. Family Violence and Sexual Assault
 - Municipal policies should address the prevention of abuse and sexual assault of women and children.
4. Elderly, visible minorities and other vulnerable groups.
5. Housing
 - Range of services for tenants.
6. Policing

Police should support citizen and community crime prevention efforts, and be committed to community based, and problem oriented, policy approaches. Police should also be trained to work in a partnership capacity with the community.

Focus on children, pre-teens, teens and families

The crime prevention models developed by the NCPCC, emphasize prevention and early intervention programs for children, pre-teens and families. The City should continue to develop policies that support the development of these types of programs. As suggested earlier, such policies should be set within the context of long range strategies, which clearly articulate the role for the municipality in relation to other service providers.

5.2.7 PROVISION OF COMMUNITY SOCIAL SERVICES

Comprehensive range of community services

The Directory of North Shore Agencies and Organizations lists over 800 non-profit, business and government agencies, organizations and groups, many of which are either located in the City of North Vancouver, or serve City residents. The comprehensive network of community services which has evolved over the past three decades was facilitated in large part by the North Shore Division of the United Way until its refocus in 1990 on the eastern GVRD suburban areas. Over a 20 year period, the United Way social planning staff, board members and various committees provided crucial support to the development of local services, non-profit societies and individual community leadership. The current richness of the community services network attests to their planning, service development and coordination, and facilitation of community responses to specific issues. While the context has changed significantly, the issues of service integration and coordination present 20 years ago remain today.

Essential early role of United Way

Evolution to current communities

When the United Way refocused on the rapidly growing Fraser Valley communities, the committees were folded into the present day groups: Community Services Network (Interagency Forum); Children and Youth Committee (Children and Youth Committee); the Housing Committee of Lionsview Seniors' Planning Society (Housing Committee); and Services to Seniors Coalition (Seniors Services Committee).

Current Social Services Sector

Some of the larger North Shore service providers have developed as employee based agencies through provincial and federal service contracts. Large numbers of smaller organizations obtain grants for a limited number of staff positions and cost recovery of expenses in delivering services via teams of volunteers.

Networking committees tackle current issues

Many of the service providers are members of networks which meet regularly to share information and facilitate solutions to common issues and concerns. The Community Services Network and Services to Seniors Coalition are two of the main networking groups. Several important projects and events have been sponsored by these committees, including a vision and plan for services for North Shore seniors, and facilitation of a process concerned with agency collaboration and more efficient delivery of

local social services. Both of these initiatives are based upon the recognition by service providers that the current system is no longer effective in meeting current or future needs, and that the previous funding base is no longer available. Other projects and initiatives have been developed by groups of agencies with common interests and client bases.

*Current
funding issues
emerged
in 1980s*

Early evidence of funding concerns were reported in the findings of a 1990 District of North Vancouver survey of North Shore community service providers. In contrast to the expansion years, when the United Way was able to facilitate the development of many new services and programs, the District report found significant changes over the 1980s in local funding and service issues. Funding shifted from provincial grants and United Way funding to fundraising via gaming (casinos and bingo) and provincially contracted services. More time was spent on fundraising activities, in proportion to time for service planning and delivery. Programs, contracts, and service locations increased dramatically, indicating growing needs, but also an increase in contracted services and the numbers of agencies, and fragmentation of service delivery. Clients had multiple issues such as lower incomes and higher support needs.

*Elimination of
federal cost -
sharing CAP
program*

By 1996, when the District of West Vancouver Community Services Advisory Commission reported on a survey of community services issues and trends, the issues noted by the 1990 North Vancouver survey had been exacerbated. "Downloading" to the municipalities and local communities from the federal and provincial governments became very evident. Cost-shared funding under the Canada Assistance Plan was discontinued in 1996, resulting in a \$78,000 loss to the City. While the City continued most core funding grants at previous levels, the grant to one social service agency did not include the federal cost-shared amount. Other municipalities cut community grant budgets.

Cuts in federal transfer payments for health, social services and education have increased pressure on community service agencies and the City. Further cuts to the City will probably mean raising taxes, or cutting the City budget, which will directly affect community organizations and agencies.

Funding cuts

In the community sector, federal and provincial cutbacks have affected the scope and dollar amounts available from ongoing grant programs, or the initiation of new programs. As a result of inadequate funding levels, community service organizations face growing pressure on existing services, difficulties in maintaining basic service levels, and program cuts. At the same time, there is increasing competition for other funding sources. As a result, municipal grants and gaming revenues have increased in importance to local service providers. Recently announced changes to the provincial gaming system are expected to have significant future funding impacts. Several North Shore agencies have been refused gaming licences recently, and appeals are not always successful.

Local impacts of cuts

Other issues also decrease service provision

Funding availability aside, local organizations are also spending more time preparing grant applications and providing funders with greater accountability, which has lessened the amount of time for direct service provision. Service coordination is also a common goal, but comes at an administrative cost that is not funded. Sector wide collaboration to address the funding crises also requires time, resources and a greater level of trust, which is slowly building among North Shore service providers. Nevertheless, the North Shore is noted for its community assets and high level of cooperation in sharing information, and resolving specific issues. Also significant in the North Shore system is the quality of staff and volunteers delivering community services. These strengths will be vital in the process of defining a new social service model, which is flexible enough to respond to the challenges of a changing world.

Service providers have many strengths

At the provincial level there have been significant recent changes to service provision with the decentralization of health related services through health regionalization, and through the creation of a new Ministry for Children and Families. The reorganization of health related services under Regional Boards has resulted in changes to service provision and decision-making in a broad range of areas such as acute care, community and home care services, health prevention programs, drug and alcohol services and mental health services. The North Shore Region Board is currently consulting the community about health services, as a primary step toward the drafting of a Regional Health Plan.

The Ministry for Children and Families was created with the amalgamation of all services for children and youth previously provided by the Ministries of Social Services, Health, Attorney General, Women's Equality and Education. This new Ministry is currently reviewing a number of aspects of existing services, including funding contracts and potential opportunities for collaboration which could have implications for service provision.

The broader level changes emerging today also require organizational change by community service providers. Recent funding issues have resulted in the re-emergence of the concept of integration of community services or mergers, with the outcome of greater cost effectiveness and targeted service delivery. Whether service integration, or mergers of service providers, is the answer, the transition phase to a better system is fraught with issues. These issues include: preservation of agency mandates and priorities, which at times are inconsistent with broader community goals, and which prevent collaborative use or sharing of diminishing resources.

City Response

Potential reorganization of service providers

During the past decade of municipal social planning development in the North Shore municipalities, Social Planning staff have been increasingly relied on to fill roles provided earlier by the United Way. As summarized in Appendix A, Attachment 3, the City's Social Planning staff link with a wide range of service providers and issue areas. *Recent City-initiated Policy and Research*, Attachment 1, Appendix A, highlights some of the more recent outcomes of the roles undertaken by City social planners.

Staff roles and linkages

In addition to providing designated staff concerned with social and community issues, long standing City support for local service providers is also evident in the allocation of other types of resources allocated to community endeavours and services. These were discussed in section 2.2. The 1990 North Vancouver District Community Service Survey concluded that the municipal roles of financial support and provision of staff, land, and facilities, were effective means of supporting local community services.

Ongoing City support

6.0 CONCLUSIONS

The Background Document presents an historical look at the development of social planning activities in the City, and documents the City's responses to date in specific areas of community and social issues. In the process of developing a Social Plan, the achievements of the City in terms of policy, programs and general receptiveness to meeting community needs provide a basis from which to review and focus future social planning policy and program development.

The Background Document also provides an overview from which the City's role in addressing community issues can be reviewed in response to several changes currently facing the City and the community. These challenges include funding cutbacks to municipalities at a time of limited local finances and increasing demands, demographic shifts, redevelopment, and major changes to provincial and federal services and programs.

Two provincial initiatives currently underway, health regionalization and the transformation of the social services ministries, will have important outcomes for this community. How and what basic service needs will be met in the future will also affect the City's roles in community concerns. Although the basis of these provincial processes is largely a result of fiscal policy, there is also an underlying recognition that the community and local government are the best levels from which to address community concerns.

At the same time that senior governments are influencing community issues, they will be important partners in addressing community concerns as part of the Social Plan strategies. Similarly, opportunities to link and collaborate with local agencies, organizations and residents will be sought in meeting the challenges. Information gathered during the consultation processes regarding health and social services, as well as from the recent Lower Lonsdale study will be used in the development of the Social Plan. Integrating social considerations and goals with other City documents and processes will also be an important outcome.

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INTERVIEWS

- Lionsview Seniors Planning Society: Mary Segal, Coordinator
- Capilano Community Services Society Margaret Fraser, Executive Director
- North Shore Health Region staff Hilary King, Barbara Kroon
- North Shore Arts Commission staff Laurie Phillips
Mary-Ann Anderson
- North Vancouver Community Arts Council Ella Parkinson
(former Executive Director)
- United Way of the North Shore Anita Dadson,
Sheila Gilmore, Mary Segal, Gavin Perryman,
Michael Goldberg (former Board members and staff)
- North Vancouver Recreation Commission Oxana Dexter,
Cultural Officer
Gary Young,
Executive Director

TERMS AND MEANINGS

<i>Adaptable housing</i>	Housing which is designed to be easily adapted to the varying or changing needs of a wide range of persons, including those with moderate disabilities. The City of North Vancouver adopted a set of draft Adaptable Design Guidelines in June 1997 for a one-year trial period on a voluntary basis.
<i>Affordable housing</i>	Housing which is affordable (at 30% of gross annual income) to households of low and moderate incomes, and which is targeted to those whose incomes are below the Lower Mainland Income Ceiling levels established annually by BCHMC (<i>City of North Vancouver Definition of Affordability</i> , February 1995).
<i>Canada Assistance Plan (CAP)</i>	A federal government funding program which began in 1966 to help provinces provide adequate welfare and social services for people in need. Initially the federal government was to share with the provinces on a 50/50 basis the costs of welfare and social services. CAP was the only national program that explicitly helped to fight poverty.
<i>Canada Health and Social Transfer (CHST)</i>	A federal government block funding program enacted in 1996 which replaced the Canada Assistance Plan and the Established Program Financing (EPF) (provided block funding to the provinces for health and post-secondary education).
<i>Community</i>	Groupings of individuals interacting within a geographic area (neighbourhood, municipality). May also include an organized group such as (organization, school, workplace, business).
<i>Community grants</i>	Municipal grants which are allocated to local non-profit organizations and agencies in support of a range of community and social services; applications are reviewed by the City's Social Planning Advisory Committee.
<i>Crime rate</i>	Number of Criminal Code offences per 1,000 population.
<i>Greater Vancouver Regional District (GVRD)</i>	A federation or partnership of 18 municipalities and three electoral areas that make up the metropolitan area of Greater Vancouver.

Incidence of low income The proportion or percentage of economic families or unattached individuals in a given classification below the low income cutoffs. These incidence rates are calculated from unrounded estimates of economic families and unattached individuals 15 years of age and over.

Liveable Region Strategic Plan A partnership with member municipalities to create region-wide cooperation for managing growth.

Low income cutoff Based on the basic level of annual expenditure on necessities, differentiated by family size and degree of urbanization. For the 1991 Census the following low income cutoffs were used. Only the size of area of residence to which the City falls is included.

Family Size	Size of Area of Residence 30,000 to 99,999
1	\$12,146
2	\$16,464
3	\$20,926
4	\$24,094
5	\$26,324
6	\$28,573
7+	\$30,734

Municipal Act Provincial legislation which gives the municipalities their powers in specified areas, and also includes the prohibited actions or activities of municipalities.

Municipal social planning Social Planning is the primary way a municipality can respond to community social issues, while developing the wellbeing of its citizens. The basis of Social Planning is a commitment to build the community by strengthening its planning and its design, its social networks and its citizen participation.

Social Planning is a means to organize community response to the social impacts of community life, to determine priorities and to form effective partnerships to manage change. These partnerships involve residents, service agencies, community organizations, business, government services, and the municipality.

<i>Non-profit housing</i>	Housing which has been developed through government programs or subsidies from non-profit or not-for-profit groups and organizations; rental rates meet government definitions of affordability, or in the case of non-government funding projects, housing costs are below market rates for comparable units.
<i>Official Community Plan (OCP)</i>	A document which presents the vision for the future development of the land and its uses over a specified period of time; designated uses and zones, and future of the City.
<i>Squamish Nation</i>	A local Indian band with reserves in the City and District of North Vancouver and coastal lands extending from the North Shore to the Squamish area.
<i>Sustainability</i>	Economic development that meets the needs of the present without compromising the ability of future generations to meet their own needs (United Nations Conference on Environment and Development, 1992). Sustainability in this context seeks to integrate environmental, economic and social concerns.
<i>Transport 2021</i>	Transportation plan for Greater Vancouver.
<i>Wellbeing</i>	Results when an individual, family or a community feels that a wide range of needs (physical, emotional, spiritual, intellectual, social, cultural, occupational, material, financial and environmental) are being met or addressed. It is based on a sense of strengths and capabilities, and experiencing impact or control in meeting needs or addressing problems. Some of the fundamental outcomes of wellbeing are a safe and supportive community with wide participation in community processes, thriving children, stable supported families and youths with healthy behaviours.
<i>Young offenders</i>	Youth charged under the <u>Young Offenders Act</u> 12 to 18 years of age.

Chart 1
CITY OF NORTH VANCOUVER
1991 AGE STRUCTURE

(Source : 1991 Census)

