



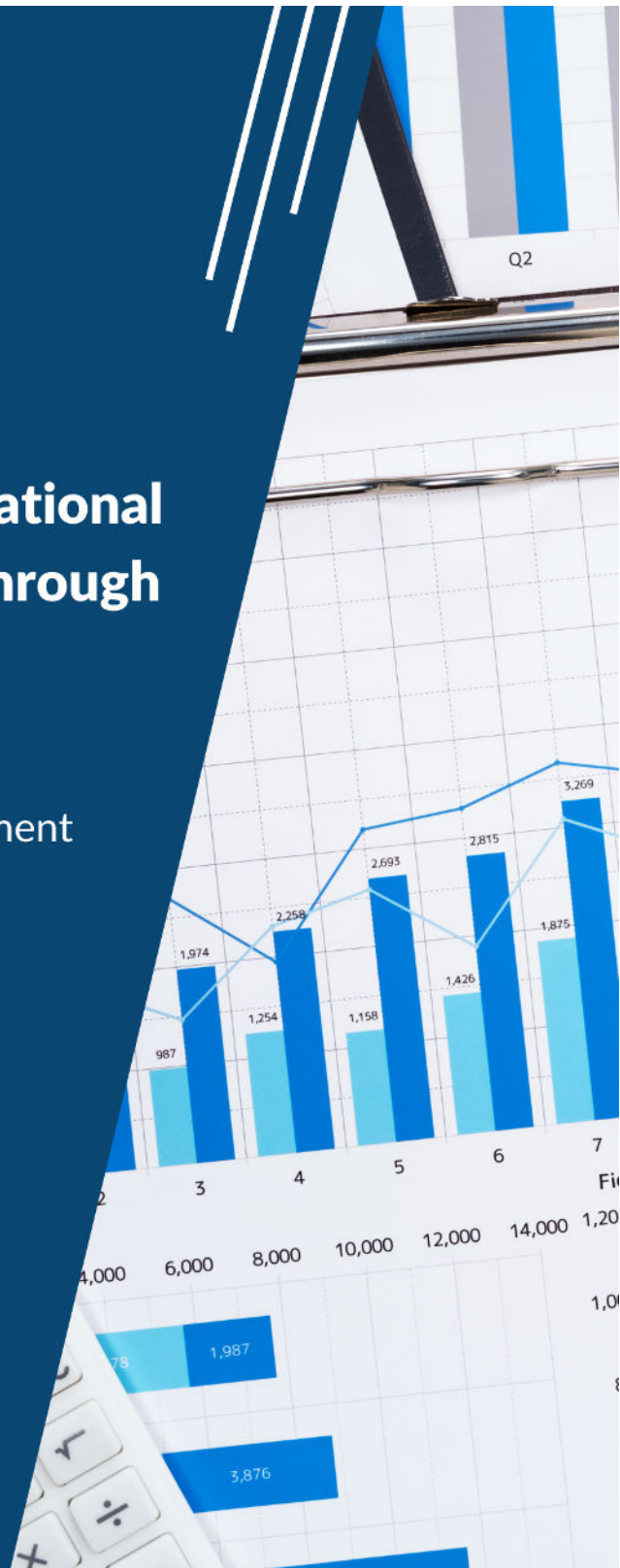
HELPSEEKER  
TECHNOLOGIES

# Igniting Transformational Systems Change Through Policing

Phase 1 Report to the  
Vancouver Police Department

**Submitted to:**  
Chief Adam Palmer

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## Recognition Of Territory

We would like to respectfully acknowledge that the land on which Vancouver is built is in traditional unceded Coast Salish territory including xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and Səlílwətaʔ/Selilwitulh (Tsleil-Waututh) Nations.

The peoples of these nations have lived on this territory for millennia.

Their culture and presence have nurtured, and continue to nurture, this land.

HelpSeeker respectfully honours the peoples and land of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and Səlílwətaʔ/Selilwitulh (Tsleil-Waututh) Nations.

HelpSeeker honours all First Nations, Inuit, and Métis peoples and their valuable past and present contributions to this land.

### Disclaimer

This report has been prepared for the exclusive use of the Vancouver Police Service and solely for the purposes of conducting a Social Impact Audit analysis of diverse funding sources in Vancouver and to propose areas for consideration in systems transformation. Limitations with respect to the data collected and presented within are provided throughout this report. HelpSeeker does not accept any liability if this report is used for an alternative purpose from which it is intended, nor to any third party in respect of this report.

## Foreword

“As a primary community partner responsible for public safety, the Vancouver Police Department (VPD) is invested in the city’s social safety net. The system is meant to support those living in circumstances that may include poverty, homelessness, substance use, mental health issues, sex work, and other challenges.

Following our 2009 Project Lockstep report, our ongoing work with many community service providers and our presentation to the Special Committee on Reforming the Police Act, we partnered with HelpSeeker to better understand the landscape in Vancouver and how we all fit together in the social safety net. The VPD is committed to working collaboratively with our partners to remove barriers, divert people out of the criminal justice system, and, where possible, improve social safety outcomes.

We believe that by improving the safety and quality of life for the most vulnerable in our community, we will improve the safety and quality of life for all people in Vancouver.”

*~ Vancouver Police Department*

## Executive Summary

Across North America, urban centres are facing ongoing and deep-rooted social challenges, amplified by a convergence of global crises that have reached a critical mass of negative impacts on individuals and communities. While COVID-19 has undoubtedly increased financial, health, and well-being pressures for individuals and families, it has also served to expose and deepen pre-existing fault lines in the Social Safety Net. These fault lines, specifically systemic inequity and the commodification of basic needs, existed long before the pandemic.

To probe these issues further, the Vancouver Police Department (VPD) engaged HelpSeeker, a social innovation and technology company, to support the VPD to better understand the social landscape in Vancouver and identify ways to work collaboratively with community stakeholders in removing barriers to improve social safety outcomes. Given the current narrative on the role of police services in different areas, the VPD wanted to ensure that a third party, employing proper data-driven analysis and methodology, could help identify what areas and which other organizations needed assistance. For the VPD, it is vital to stay in the current areas in which they are involved, but other organizations can provide specific services that may augment the VPD's work in those areas. HelpSeeker worked with existing open data sources to help gain a deeper understanding of the local Social Safety Net and, specifically, its key funders, organizations, and service network, including police responses.

### Main Findings

According to our methodology and the allocations we consider, it is estimated that at least **\$5 billion** per year is allocated to the delivery of social support and community services in Vancouver, accounting for a \$7,234 per capita investment. In 2019, these estimates include:

- **\$2 billion** in direct transfers from the federal government to support individuals and families;
- **\$1.4 billion** allocated to charities delivering community and social services in the community, with funding predominantly from the provincial government and other sources of revenue, such as donations, sales of goods and services, fundraising activities, and other;
- **\$139 million** from the City of Vancouver to social-related services;
- **\$680 million** from public and private foundations;
- **\$317 million** in expenditures from the Vancouver Police Department;

- **\$315 million** going to mental health and addiction services;
- **\$181 million** in allocations to non-charities from grants from the federal government; and
- **\$17 million** going to charities delivering mental health and addictions services.

Additionally, using HelpSeeker's mapping platform, unique insights were made about Vancouver's social service landscape. As of October 2021, HelpSeeker has identified **2,605** listings (programs, locations, benefits, and helplines) offering approximately **9,730** service elements (various areas of focus within that total number of listings) in Vancouver, concentrated closer to the downtown core, with 13% located in the DTES area.

These programs mainly focus on **Basic Needs** (37%), **Mental Health & Addictions** (17%), and **Community & Belonging** (17%), accounting for 71% of the total number of services available in the community. According to HelpSeeker data, Vancouver has a higher proportion of services available for **women**, **youth** and **mental health** services compared to other jurisdictions in Canada (Toronto, Ottawa, Calgary and Edmonton).

## Considerations

The considerable investments and thousands of service elements in Vancouver contrast with the rising number of social challenges in the community, including housing, substance use, and poverty, to name only a few. This raises questions about the real impact these investments and service elements have on people's lives.

The highlights and analysis provided in this report represent a starting point to identifying a way to achieve Vancouver's collective goals to move from siloed and reactive approaches on social issues to better coordination and alignment.

HelpSeeker has identified four initial considerations toward enhanced individual and community outcomes through more coordinated and aligned responses to social challenges. These considerations are:

1. **Enhanced Coordination of Services:** The abundance of overlapping services combined with differing service mandates makes seeking and receiving care difficult for many people. There needs to be a set standard for how services can align without overlapping, and to complement one another. Understanding the strengths and weaknesses for each service will enable partners to better coordinate support for community members, reducing the inefficiency and user anxiety that results from misinformation and misalignment. Adopting a culture in the social services sector that promotes effective, high-quality communication

and referrals between partnering agencies will ensure that support-services staff and people in need understand what services are available and how to access them.

2. **Data-Driven Approaches:** Available information to assess the actual performance and effectiveness of services in relation to the demand for services is lacking not only in Vancouver but in the social services sector in general. To address this gap and move towards data-driven approaches, it is important to establish a foundation of data on needs and outcomes to inform decisions.
3. **Community Engagement and Collaboration:** For systems to be mended, change needs to be embraced by all who work within it. Stakeholders and community members must be part of this change from the ground up, helping provide the momentum to make it happen. Empowerment of people whose cultures are silenced or diminished in the current system is paramount to first understanding the systemic privileges that plague the current system, and then changing them.

This will be effective only if the entire sector takes responsibility and commits to system transformation. By creating a mutual understanding that community ownership is the most important part of moving this change forward, there will be buy-in, responsibility, and accountability by all stakeholders in this process. Activating and nurturing communities of mutual learning and support in the Social Safety Net can help rebuild trust and relationships in the network.

4. **Measurement and Accountability:** Shared community priorities and consistent goals and milestones can allow for the creation of a clear accountability framework for tackling injustices, including both the voices of those with power and those whose voices have been unjustly muted. Shared goals to address inequalities in the social services sector would include having organizations report publicly on targets, integrate explicit equity goals into services, and implement independent third-party reporting mechanisms.

## Next Steps

This report is the first phase of a two-phase project that will include extensive community consultations with stakeholders, policy-makers and people with lived experience.

Through a collaborative community process, the goal for phase two is to:

- Understand the complexity of social needs;
- Identify gaps and opportunities in service delivery;
- Include lived experience in the estimation of needs and opportunities;

- Provide validation to fragmented systems of funding, service delivery, and coordination to meet the real needs of the community;
- Determine better funding strategies; and
- Promote systems change through better coordination and alignment in the social sector for better social outcomes.

This second phase aims to build on existing calls for transformation to community well-being, equity and Reconciliation. The goal is to support the VPD and the Vancouver community in general to take decisive, strategic steps that have the potential, when scaled and built upon, to support systems transformation.

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## Glossary

**Canadian Institute for Health Information (CIHI):** An independent, not-for-profit organization that provides comparable and actionable data and information used to accelerate improvements in health care, health system performance, and population health across Canada.

**Charities:** Can be defined as charitable organizations, public foundations, or private foundations, but are all created and reside in Canada, do not pursue profit, and use resources only for charitable activities and purposes, such as the relief of poverty.

**Charitable investments:** Investments made by charities toward activities and purposes like the relief of poverty, advancement of education, advancement of religion, or other purposes that benefit the community.

**Community and Social Services (CSS):** Services under this category are typically accountable for supporting needs arising from social issues like the reduction and prevention of homelessness, the alleviation of poverty, and gender equality, among many others.

**Direct government transfers:** Cash benefits received from federal, provincial, territorial and municipal governments. These types of benefits include payments made to individuals and households through programs such as Employment Insurance, Canadian Pension Plan, income supplements, tax benefits, and other social assistance programs.

**Foundations (Private):** Private foundations carry on their own charitable activities and/or fund other qualified donees. They receive the majority of their funding from a donor or group of donors who are not at arm's length.

**Foundations (Public):** Public foundations generally give more than 50% of their income annually to other qualified donees, and receive their funding from a variety of arm's-length donors. Their income cannot be used for the personal benefit of any of their members, shareholders, or governing officials, but they may carry out some of their own charitable activities.

**Service Mix:** This describes the various types of programs, benefits, and services currently available in a community. It also illustrates which types of services may be more prominent in the community compared to others.

**Social-related investment:** These are financial investments that promote positive social change, for example, social housing, community development programs, food banks, and youth outreach services, among others.

**Social Safety Net:** In this report, it is defined as the collection of programs and services delivered through charities to support community and individual well-being, and mitigate vulnerability.

**Systems Mapping:** A systematic approach to mapping all the programs, locations, helplines, and benefits available to people seeking help in the social sector.

# 1 Introduction

Vancouver's Social Safety Net has grown and diversified over the last century, becoming more complex, as is the case for other communities across North America. Once a government instrument, the Social Safety Net now represents a range of partners, relationships, priorities, and financial investments. It is no longer an instrument of social support, but represents an ecosystem of interdependent activities delivered by interdependent actors capable of driving immense social change — if set up to do so.

The City of Vancouver is one of 21 municipalities making up the greater Metro Vancouver region. For the purposes of this report, HelpSeeker initially focused on the City of Vancouver, recognizing that Vancouver organizations also serve a swell of daily commuters and seasonal tourists, complicating overall coordination of service delivery and systems-change efforts.

This report is the first of a two-phase project. The second phase will entail a collaborative process that calls for community stakeholders to participate in consultation to gain a further understanding of the strengths, challenges and opportunities possible through cooperation and alignment of service delivery and reporting mandates.

Through this process, Vancouver will have the opportunity to lead the community ownership to transform systems, and to make the social sector effective for those who depend on it and those who contribute to it.

In response to social challenges, significant daily efforts target a relatively small geographic area, resulting in an urgent need to align funding with shared community priorities, and coordinate the delivery of services across an ecosystem of supports. This change needs to build on shared ownership and an understanding of how the current situation has been built on structural racism, which cannot be resolved unless the entire system is rebuilt.

## 1.1 Defining the Social Safety Net

Vancouver has consistently been cited as one of the most liveable cities in North America. The city is also home to significant social challenges for which Vancouver offers thousands of services that aim to reduce crime, the experience of trauma, homelessness, mental health challenges, substance misuse, systemic racism, and criminalization of poverty.

These persistent and concentrated social challenges are seen and felt by not only the residents of this community, but also by local businesses and the many tourists that visit BC's most popular destination city. As a result, there are many questions and criticisms surrounding the efficacy of the current response, the return on investment for the Social Safety Net operators, and the need for reform. As a core provider of support in the Social Safety Net, the Vancouver Police Department (VPD) has to answer to these concerns as well, and examine its role in the transformational change required to tackle the root causes driving these challenges.

Canada's Social Safety Net<sup>1</sup>, including Vancouver's network, is composed of a range of social programs, benefits, and supports for people experiencing hardship, and is delivered by diverse players, including local, provincial/territorial, and federal governments, public and non-public charities, nonprofit organizations, and private-sector entities. The complexities, feedback loops, and network effects involved in the delivery of the Social Safety Net in Vancouver can be understood only through considering the broader context of the organizational and policy systems of which Vancouver is a part.

While a full systems-mapping effort is not within the scope of this report, the information presented here adds to our understanding of the boundaries, actors, and interactions in Vancouver's Social Safety Net. An important aspect to systems analysis involves systems mapping to identify the entities in the network, and how they are interacting. A key goal for this report was to generate a more up-to-date understanding of the support being offered in Vancouver, and to define the resources being delivered to address social challenges.

Some of these supports are delivered directly by service providers to community members themselves (e.g., shelters provide beds to those experiencing homelessness), while other programs offer a benefit (e.g., income assistance and tax credits). This report aims to locate as much publicly available information as possible about financial flows into all these supports. Additionally, this analysis is meant to help ground a better understanding of providers across the Social Safety Net in Vancouver, using available open data, setting the stage for further research and engagement to support systems change efforts.

Because of the reliance on publicly available data, this analysis is limited to certain aspects of the Social Safety Net, namely, services delivered to support community and individual well-being, and

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<sup>1</sup> Social Safety Net refers to programs, benefits and supports designed to temporarily protect people from experiencing hardships, and assist those already exposed to adverse social realities. Common examples of safety nets programs are pension plans, government transfers, food programs, income benefits, social services, among others.

mitigate vulnerability through charities and other nonprofits. Financial information was also available for all charities and some nonprofits operating in Vancouver, though the limits of this data mean there are still information gaps to fill and clarification needed for future transparency efforts.

As stated in the limitations section of this document, this report does not quantify the value added by civil society entities (non-governmental agencies engaged in humanitarian work) that advance well-being and safety outside formalized entities, although such grassroots, voluntary, and natural supports are essential to the operation of the Social Safety Net. Being unable to quantify these supports creates important gaps in fully analyzing the information, and must be considered in any interpretation of the findings presented here. As a result, it is not known how large the Social Safety Net truly is at this time, because of data availability limitations.

Although a technology infrastructure to map available civil society efforts exists, it has not been applied on a scale to clarify how informal and formal supports interact to generate social effects. The available data does not include private-sector operations contracted through government or philanthropic investments. Private sector operations have the lowest public transparency. This means the investments analyzed in this report do not represent the full expenditure to support social outcomes, but are a starting point toward determining the size of Vancouver's full Social Safety Net.<sup>2</sup>

Despite these limitations, this report's findings reinforce the need for a transparent and coordinated network of support that champions equitable community safety and well-being. This report helps advance the calls to action in several reports, and helps define a path forward for the VPD to support the vision for a Vancouver where everyone belongs and thrives.

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<sup>2</sup> Note that not all provincial government expenditures in the Social Safety Net are included in the financial estimates provided as part of this report. For example, \$3.6 billion was spent by the Ministry of Social Development and Poverty Reduction in 2019. While some of these funds are included indirectly in the form of allocations to the charitable sector (e.g., grants), the rest is not included as part of the \$5 billion tally.

Moreover, as detailed in the limitations section of this report, not all charities are included in the analysis. For example, educational and religious charities, such as the West Coast Christian Fellowship and the Boys and Girls Club, are excluded.

Finally, the analysis excludes capital investments, such as the government funds intended to build or acquire new social housing units in Vancouver (e.g., \$144 million allocated to affordable housing in the City of Vancouver's 2021 capital expenditure budget).

## 1.2 Analysis Highlights

- In total, an estimated \$5 billion per year (as analyzed from 2018 to 2019) is allocated to Social Safety Net-related investments in Vancouver, accounting for a \$7,234 per capita investment.
- Direct government transfers account for about 40% of all Social Safety Net investments in Vancouver, followed by charities, foundations, and public systems involved in community and social services.
- The primary funders of the local network of supports analyzed using available open data were provincial (\$670 million/46%), federal (\$92 million/6%), and other sources of revenue (\$582 million/40%) that encompassed diverse philanthropic and fundraising activities.
- From 2018 to 2019, the VPD's operating expenditures increased by about 3%. On average, between 2018 and 2019, the VPD's operating expenditure accounted for about 6% of total investments identified for Vancouver's Social Safety Net.
- As of October 2021, HelpSeeker has mapped 2,605 listings (programs, locations, benefits, and helplines) offering approximately 9,730 service elements in Vancouver.
- The distribution of different service categories in Vancouver was similar to the provincial and national averages in most categories.

### Investments by selected sources of financial information

#### Federal Investments

- The majority of federal grant investments identified to date in Vancouver's Social Safety Net are being made through Employment and Social Development Canada.
- Significant investments in the Social Safety Net from the federal government come from government transfers. These account for 7.4% of total revenue in the community, compared to 8.4% in 2011.
- The largest federal investment growth from 2018 to 2019 was in Employment and Social Development Canada (more than doubled, from \$50 million to \$110 million).

### **Provincial Investment**

- Provincial sources of funding to charities in Vancouver account for approximately 60% (over \$8 billion) of total charitable revenues annually.<sup>3</sup>
- Of the \$15 million investment through the Community Gaming Grants program in Vancouver's Social Safety Net, one-third is directed to organizations serving those who are disadvantaged, and those experiencing poverty.

### **Municipal Investment**

- Among the social-services investments made by the City of Vancouver (totalling \$139 million in 2019), the majority of investments were directed towards Fire and Rescue Services and the Office of Emergency Management, followed by Community Services.
- According to our calculations, from 2018 to 2019, health spending in Vancouver for mental health and addiction services increased from 2019 to 2020 by 4%, going from \$300 million (2018) to \$315 million (2019).

### **Charitable Expenditures**

- In 2018, there were 2,606 registered charities in Vancouver, registering total revenues of over \$14 billion. In 2019, both the number of charities and total revenues remained consistent, with total revenues at about \$14 billion.
- Approximately 41% of all charities in Vancouver were dedicated to the provision of Community and Social Services (CSS), with total revenues of \$1.5 billion, 2.8% of this coming from the City of Vancouver.<sup>4</sup>
- The City of Vancouver had the greatest CSS charities revenue per capita, as compared to other major Canadian cities (\$2,115 per capita in 2019).
- Investments made in Vancouver's Social Safety Net from mental health and addiction charities grew by 18.2% from 2018 to 2019 (\$14 million to \$17 million).
- Charities with a population focus of refugees, 2SLGBTQI+, immigrants, veterans, and couples received the lowest funding in the community, relative to selected service categories. Conversely, charities with a population focus of families and low-income individuals were among the top funded.

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<sup>3</sup> Note that only 8% (\$670 million) of these provincial investments to charities in Vancouver are allocated to Community and Social Services charities in the community. Hence, only this funding is included in the total estimates of investments going to Vancouver's Social Safety Net every year.

<sup>4</sup> Following the methodology described further in this report, only these allocations to Community and Social Services charities are included in the total estimates of investments going to Vancouver's Social Safety Net every year.



- Between 2018 and 2019, charities tagged with providing support related to *Domestic Violence, Safety, Human Trafficking, Harm Reduction, and Childcare* in the HelpSeeker Systems Map received the lowest funding among selected HelpSeeker service categories. Meanwhile, activities tagged as *Outreach* and *General Health* were among the most funded of selected activities.

### **Downtown Eastside (V6A postal code)**

- There was \$355 million of charitable investment in Vancouver's Downtown Eastside (DTES) in 2018, representing an increase of about 14% in 2019, amounting to about \$406 million. Over 50% of that investment came from charities in the Community and Social Services category.
- Approximately \$66 million was allocated from the Vancouver Coastal Health (VCH) to DTES every year from 2012 to 2015. It was unknown from the data whether these allocations go to charities or services delivered through other types of entities (nonprofits, grassroots organizations, etc.).
- Approximately 13% of service listings in the City of Vancouver were located in the DTES where a concentration of organisations operate to meet local needs. The DTES makes up 2% of the city's geographical area and 3% of the city's population.

These highlights and the analysis provided here are a starting point to identify a way to define a better service mix, based on evidence and data, to achieve collective goals for Vancouver. The systems map provided here is just the start to a true community effort to coordinate and better respond as a united front.

The methodology and access to data that we used does not include the occupancy and capacity in real time of these services. The financial data does not tell us how many unique people actually want specific service elements, nor whether they received what they sought, nor to what extent their needs were met. Finding these answers is something that HelpSeeker recommends the community and decision-makers move toward together.

## **1.3 Framework for Action**

### **Setting the Context**

As a colonial legacy, Canada's Social Safety Net has grown increasingly complex and diversified. With the 1980s onset of neoliberal policy regimes, which seek to transfer services from the public to the private sector, there has been increased fragmentation and downloading, as governments contracted social support to a range of private, nonprofit and charity entities. Two examples among many are the deinstitutionalization of those living with mental health challenges, and the reliance on the market to provide for Canadians' housing needs. The institutions responsible for addressing social challenges, including policing, education, and health care, to name three, were

established with values dating from colonial times. These values have persisted, thereby reinforcing the very inequities they are meant to alleviate.

The effects of these dynamics are that even being 'in need' of help is the result of the combined actions of the same systems that are meant to 'fix the problem.' While these effects are more pronounced for those who are systematically excluded by virtue of their Indigeneity, gender, health status, or other demographic factor, these systemic barriers are relatively consistent across Canada, across systems, and across population groups. These effects are also reinforced by practitioners at the political, policy, funding, service delivery, and research levels, regardless of whether we are examining homelessness, domestic violence, addictions, or another social challenge.

#### *Common Systemic Barriers*

- Lack of control over one's service participant journey through the support network, and poor overall experience or satisfaction with the entire system.
- Lack of transparency and coordination to create seamless pathways for service participants.
- Inability to access and receive the right supports, at the right time.
- Inconsistent feedback on outcomes. Simultaneous duplication and gaps in supports, with layers of task forces, initiatives, reports, and action plans, but little to no systems-level change to root causes.

Large-scale change has not been achieved to date, yet emerging strategies and new technologies, along with the 'rediscovery' of lived experience, practical wisdom, and cultural ways of knowing, and specifically, Indigenous worldviews, are providing a direction through which to innovate.

Being agile, focused, flexible, and data-driven, the VPD can take further measures on calls to action on Reconciliation and continue to work towards this goal, as cited in the Board's 2021 Resolution on Structural Racism. The VPD's continual efforts toward embedding principles of anti-racism and decolonization in its processes is integral to actualizing changes in systemic racism. To this end, the VPD Chief has stressed the importance of addressing systemic racism in all institutions including the VPD:

*"It is incumbent upon all of us to address this important issue and remain steadfastly committed to reconciliation... and to always do better. So important to listen to our communities and what they have to say. We can't sit back and be complacent, because racism is insidious, it's evil, and it's destructive. We have to do everything we can to root it out." - Chief Adam Palmer, Vancouver Police Department (July 27, 2021 - Speech to Special Committee on BC Police Act Reform).*

The VPB's 2021 resolution to use an external adviser to apply an anti-racism and decolonization lens to both the Board and the department is a starting point to ensuring that future systems change be rebuilt with the pillars of anti-racism, equity, and inclusion.

### Systems Change

Fundamentally, the resolution of these challenges will have to come from systems-level transformation. [Emerging practices](#) define key steps in the systems change process:

- Identify the **root causes** of problems;
- Identify the **key actors**;
- Find the **points of leverage**;
- Help **define the system** and establish its **boundaries**;
- Establish what can be **controlled**, and what can be **influenced**; and
- Clarify the **objectives** of taking action.

Emerging practices also call on those implementing systems change to:

- **Create Strategic Partnerships**: work with others—build movements, consortia, and networks to amplify efforts strategically.
- **Prioritize Focus**: avoid getting bogged down in the complexity of systems, or in analysis paralysis; focus and take action, even if it is imperfect.
- Consider **Prototype and Scale**: identify and act on leverage points where there is a realistic prospect of changing the system, scaling what works, and letting go of what doesn't.
- Have a **Culture of Learning**: learn from what you do, and use that learning to adapt what you do, while modelling core values based on equity through curiosity, experimentation, and collaboration, to build trust and strengthen collective efforts.

## 1.4 Considerations

The considerable investments in Vancouver's thousands of service elements contrast with the growing social challenges related to housing, substance use, and poverty, to name a few. This raises questions about the adequacy and effectiveness of these investments and the real impact these supports and services have on people's lives.

This report highlights many of the cracks that exist in the current social safety net ecosystem in Vancouver. For many years, it has been widely understood by those who work within the system, as well as by those who access the system, that it does not function in a way that is beneficial to either stakeholders or the community at large. There are clear issues of inequality woven throughout this ecosystem. To mend these inequalities, the community cannot see the system as an intangible entity unconnected to the actions and voices of those who are part of it as key stakeholders in systems design.

The highlights and the analysis provided here are a starting point to identify a way to achieve collective goals for Vancouver, to move from siloed and reactive approaches to social issues, to better coordination and proactive alignment. For a significant chance of system transformation in the City of Vancouver, the following are suggested starting points. These include systems leadership, aligned responses to social challenges, enhanced coordination, data-driven approaches, community engagement and collaboration, transparency and accountability.

### **Enhanced Coordination of Services**

With so many resources available, so many differing mandates of services, and such varied pathways to seeking and receiving support, there needs to be a set standard for how services can be offered without either overlapping or leaving gaps, and to instead complement one another. Understanding services' strengths and weaknesses will enable partners to better support the end user in a cohesive manner, and reduce the angst that comes with misinformation and misalignment. Adopting a culture within the social services sector that promotes effective, high-quality communication and referrals between partnering agencies ensures that support-services staff and individuals in need understand what services are available and how to access them. This can include:

- Mechanisms for feedback and accountability between partners, to ensure referral pathways are being used appropriately and effectively. This may include real-time and up-to-date training modules for new and existing staff, to establish a baseline of understanding of available services and referral pathways.
- Undertaking a detailed service and referral analysis that looks closely at systems mapping to understand interaction patterns with available services.
- Calls on all funders in the social safety net, including provincial, municipal, federal government, systems and service providers, to commit to transformational change.
- Creating a funders' table, where minimum basic information and decisions about funding that affects Vancouver residents are shared transparently. Federal, municipal and philanthropic sectors are significant players, and should be part of an aligned approach. This could go a long way in supporting an evidence-led, person-centred approach across funders.

## **Data-Driven Approaches**

Available information to assess the performance and impact of services in relation to the demand for services is lacking, not only in Vancouver, but in the social services sector in general. To address this gap and move toward data-driven approaches, it is important to establish a foundation of data on impacts and outcomes to better inform future decision making. To this end, it is important that not only the VPD, but also service providers in the community, will:

- Support further analysis to help define the scope of investments made by the various funding sources identified in this report, in order to assess these in relation to the pressing needs identified for the community. This would be an opportunity for a deeper dive into whether services provided are front line or directed to research, capacity-building, and/or coordination. The question is to what extent current funding benefits individual users and helps them address their needs.
- Generate a public interactive dashboard with information on service interactions and outcomes, with data separated by users' ethnicity, race, gender, housing and health status. This will enhance internal and external transparency, and kick-start the need for rapid application of data in decision making.
- Develop a process to create an initial minimum viable product (in prototype). Rather than waiting to get it perfect, and never putting anything out publicly, essential testing and refining through iteration will speed up the innovation cycle, leading to better results.

One innovation cycle, for example, might use common concepts and classifications to better coordinate service delivery and planning across systems that currently use different frameworks. Another step could address user levels and roles, as well as privacy and data sovereignty, in the Social Safety Net, enabling service users to manage their own journeys.

## **Community Engagement and Collaboration**

For the systems to be mended, the change needs to be embraced by all those who work within it. Stakeholders and service users must be part of this change from the ground up, providing the momentum to make it happen. Empowerment of people whose cultures are silenced or diminished in the current system is paramount to first understanding the systemic privileges that plague the current system, and then changing them.

By inviting those who have been silenced to the conversation, and giving weight to their experiences, an equitable system can be built, but we must first understand the currently embedded barriers. This work must be carried out safely and effectively, alongside capacity building, education, and equity training . This level of engagement can be achieved through:

- Formal mechanisms, such as steering committees and advisory boards that include ongoing representation and equal weight in decision making from those with lived and living experience, service providers, funders and decision-makers, as well as a feedback loop to show how decisions are being made.
- Capacity-building opportunities for those who have less experience participating at decision-making levels.

This will work only if the entire sector takes responsibility and commits to transforming the system. Without community ownership in this system's change, there will be a lack of accountability and an absence of mobilization. By creating a mutual understanding that community ownership is the most important part of moving this change forward, there will be buy-in and responsibility by all stakeholders in this process. Activating and nurturing communities of mutual learning and support in the Social Safety Net could help rebuild trust and relationships in the network.

Because of the overrepresentation of people who are members of demographic groups subjected to discrimination based on identity, ability, or health status, specifically Indigenous, Black, and 2SLGBTQ+ people, and those experiencing homelessness, health challenges (including substance use and mental health challenges), or poverty, the sector must take decisive action to disrupt itself as an institution, and use this creative destruction to develop effective interdependent systems and organizations, specifically in the areas of health, social services, education, and corrections.

Hundreds of recommendations have already been outlined in other reports and action plans,<sup>5</sup> so there is little to add in terms of breadth and diversity across sectors, actors, and organizational levels, with recommendations that include targets, measures, and timelines for specific action steps having been made. Therefore, it is vital that authentic power be given to the community to prevent the information presented in this document from becoming just another report.

This real power could be provided by:

- Giving systems change leadership roles to community members.
- Ensuring that community members have an active role monitoring and evaluating systems change and accountability measurement.
- Maintaining and fostering equity with all those affected by the system overhaul.
- Building trust in external agents by community members, and allowing for conflict to happen in a safe space.

## Measurement and Accountability

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<sup>5</sup> See [Appendix D](#) for more information.

By using shared community priorities, goals and milestones, a clear accountability framework for tackling injustices in the social services sector can be developed to include those with power, and those who feel they have none. This framework would call on organizations to report publicly on internal targets, integrate explicit equity goals into the services provided, and implement independent third-party mechanisms for reporting and addressing inequalities in the sector. These foundations are crucial, not only for holding organizations, funders and decision-makers to account, but also for the data they would provide.

Accountability and transparency are important at the broader community level, but are also essential at the person-to-person level. To this end, accountability to network participants should involve easy-to-use mechanisms to allow them to express their degree of satisfaction with Social Safety Net support. This should not be implemented solely at the front-line delivery level, where most constraints and pressures are. With an average of \$1.3 billion in funds going to charities, of which only 12% was traceable to charities delivering direct services, we have a considerable crisis, with work to do to define if this design is meeting our needs. Where it is not, we must determine how we might do it better by doing it differently.

We can do this if we:

- Use local data and shared community priorities to develop an evaluation framework based on specific Key Performance Indicators (KPIs), whereby key service providers submit transparent quarterly reports that include a snapshot of how individual programs are performing against individual and collective benchmarks, as well as how programs are performing collectively. Programs that are facing challenges can connect with and learn from programs performing well in a Community of Learning. When new contract allocations are to be made or renewed, program KPIs could be used as a guide to determine the highest-quality service delivery.
- Support a call to action for the charitable organizations, the City of Vancouver and the province of British Columbia to align their measurable outcomes of capital investments in housing with funding to social support services. By developing shared KPIs between the city and the province, the impact of investments can be measured, and using this data, a holistic and effective change can be achieved to prioritize residents' needs beyond housing.

## 1.5 Next Steps

This report is a first phase of a two-phase project that will include extensive community consultations with stakeholders, policy-makers and people with lived experience. Including the voices of society's most susceptible members must be leveraged by working alongside the decision-makers and community leaders, using their virtues and experience to make a stronger sector. When systematic inequality is questioned, the merit of often-unheard voices is acknowledged, and ideas are nurtured. If systems are to be changed, power must be spread out among all, as without this shared power and privilege, the sector cannot fulfill its purpose.

The community must endorse a vision based on community ownership, reconceptualizing public safety and care, accessibility to help and support, and the ways the social safety net should spend its dollars. In order to rebuild the ecosystem to address the inequalities in this sector, a clear understanding is needed of where the exact strengths and pain points are, and where the community has the responsibility and capacity to enact a transformation. We want the sector to take this report as an opportunity to reflect and reassess.

To this end, the second phase of this project will help to:

- Understand the complexity of social needs;
- Identify gaps and opportunities in service delivery;
- Include lived experience in the estimation of needs and opportunities;
- Provide validation to fragmented systems of funding, service delivery, and coordination to meet the real needs of the community;
- Determine better funding strategies; and
- Promote systems change through better coordination and alignment in the social services sector for improved outcomes.

This second phase will aim to build on existing calls for transformation to community well-being, equity, and Reconciliation. The goal is to support the VPD and the Vancouver community in general in taking decisive, strategic steps that have the potential, when scaled and built upon, to support systems transformation.



## 2 Methods

### 2.1 Social Impact Audit (SIA)

A Social Impact Audit (SIA) is a systematic approach developed by HelpSeeker that captures and analyzes all funding sources in the Social Safety Net of a region, to help decision-makers measure social return on investment. This involves working with a variety of datasets and decision-makers to gain access to critical information. Note, this is the first report in this process, which forms a basis to inform longer-term transformational systems-level change to engage those with living/lived experience in local Social Safety Nets.

#### 2.1.1 Why are SIAs important?

The SIA is a key first step in any assessment of service effectiveness and efficiency because it provides decision-makers with an analysis of all current financial investments and resources available in a community's Social Safety Net. This report helps get communities closer to leveraging available data. Ultimately, SIAs enable a community and its decision-makers to look at the Social Safety Net as a whole, to better track the types of services to which funds are being allocated, and to promote overall transparency and accountability. Lastly, the SIA aims to help communities follow the flow of financial investments, and assess where funding comes from, and the types of programs and services funding is directed to. In doing so, the SIA also sets the groundwork to implement coordinated models of service delivery in the future.

#### 2.1.2 How are SIAs accomplished?

HelpSeeker has obtained the following datasets for analysis in this project, allowing for year-over-year comparisons in investments between 2018, 2019, and 2020 (as of July 2020). This data supports the financial flows analysis to determine the available funding moving into various entities in the community's Social Safety Net. All this information is available publicly online, and does not disclose any private information. Datasets analyzed for this project came from:

- Canada Revenue Agency
- Government of Canada Proactive Disclosure
- Municipal data
- Protective Services
- Canadian Institute for Health Information
- Statistics Canada Census

The primary financial data used for SIAs is sourced through the Canada Revenue Agency (CRA). As such, this analysis relies on the accuracy and the timeliness of the information provided to the CRA.

## 2.2 Analysis Approach

In the social services sector, it is expected that funding allocations and investment strategies in communities should be adapted to most effectively address emerging needs and evolving priorities. The following report compiles and analyzes aggregate information publicly available regarding funding sources at the service delivery level in Vancouver, British Columbia. This analysis was only possible for 2018 and 2019, as these are the years with the most complete data available to the consulting team.<sup>6</sup> Of note, while this limited the comparative analysis across different years, some information from 2020 was also collected for this project and is provided, in [Appendix C](#), as a reference to the most current investments for which the team was able to access information.

It is important to note that the available data does not allow us to determine to what extent a service is being delivered well, what catchment area it serves, etc. Additional work is therefore required to help inform systems change efforts.

Whenever possible, only operating investments to the social safety net in the community are included in this report, without including capital investments. Although allocations to purchase, maintain and improve buildings and infrastructure needed for the delivery of social services in the community do serve an appropriate function, the focus of our analysis is the known funding available to run programs and directly support people in need on a daily basis.

### 2.2.1 Systems Mapping

Systems Mapping is a systematic approach to mapping all the programs, locations, helplines, and benefits available to people seeking help in the social services sector. HelpSeeker systems mapping provides a comprehensive real-time inventory of community services, and categorizes all programs by target population, eligibility criteria, geographic scope, and service model (including real-time occupancy) to show which resources are available.

To create an up-to-date picture of the Social Safety Net in Vancouver, the [HelpSeeker systems map](#) was used to collect information about the different community and social services available. The result is a comprehensive systems map of Vancouver's Social Safety Net that uses a common taxonomy and tagging system to describe the map listings as accurately as possible. The HelpSeeker systems map is kept up to date with real-time information as service providers update their own listings and the dedicated systems-mapping team continually refreshes and updates the national map with new information.

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<sup>6</sup> See the [Limitations](#) section for more information on this.

### 2.2.2 Cross-Referencing Financial Data with Systems-Mapping Data

Financial data alone is an incomplete picture of how funds are used by organizations to meaningfully impact the community, particularly in the absence of outcomes data. However, by aligning the merged financial datasets with the HelpSeeker systems-mapping data, a clearer vision of how these funds are used and who they benefit emerges.

This is accomplished in part by assigning HelpSeeker categories from systems mapping to each entity listed in all financial datasets used for this project. Note that organizations not providing direct services to individuals and families in the community are not included in the analysis.<sup>7</sup> There is manual categorization of entities when coding does not allow for a complete merging of datasets. Further details on the methodology used for this process are provided in the [Service Mix](#) section of this report.

### 2.3.3 Mitigating Double Counting

To account for possible double counting of flow-through funding in the total estimates of financial investments in Vancouver's Social Safety Net, the team has:

- Removed municipal revenues to charities dedicated to the delivery of social services, since funding from the City of Vancouver to social services-related departments is also included in the total estimates, some of which may be used to contract services through charities;
- Subtracted funding going to charities from other charities; and
- Removed charities from the federal government grants and contributions dataset to ensure allocations to charities from the federal government were only counted once.

Additionally, the provincial investments here presented in the "[Deep Dive: Provincial Investments](#)" section are not included in the total estimates to account for possible double counting. As some of these investments are expected to go to local organizations and municipal governments for the delivery of social-related services, these allocations would already be accounted for in the "[Charitable Sector](#)" section (where a breakdown of the sources of charitable revenue, including any from the provincial government, is provided), and "[The City of Vancouver](#)" (where we estimate the investments coming from the city to the social safety net in Vancouver is provided).

## 2.3 Description of Datasets

HelpSeeker, under contract with the Vancouver Police Department, has secured and processed the following datasets for analysis in this project. Note that all this information is obtainable under FOIP and does not disclose any private information; rather, it supports the financial flows analysis to determine the available funding moving into various entities in Vancouver's Social Safety Net.

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<sup>7</sup> This excludes organizations such as churches (unless providing food or clothing, for instance), cemeteries, museums, councils, private and public schools, etc.

HelpSeeker's partnership with the VPD to develop a real-time systems map of available support services across Vancouver, currently numbering over 9,730 services, was also leveraged in the analysis.

Table 2-3. Secured datasets.

Name	Overview	Time Frame
<b>Financial Datasets</b>		
List of Charities and Charity Information Return (Form T3010)	Provides information from the registered charity information return corresponding to the form T3010 and corresponding schedules with financial statements of each charity, such as assets, revenues, expenditures, and compensations. Information updated as of May 2021.	2018-2020
Government of Canada Proactive Disclosure - Grants and Contributions	Provides information on grants and contributions over \$25,000 submitted by federal institutions.	2018-2020
City of Vancouver Budget	Details the total funding distribution for the City of Vancouver by different segments (types of services).	2018-2020
British Columbia Grants Dataset	Includes Community Gaming Grants, which are distributed to eligible not-for-profit organizations that apply for funding to support community-based programs.	2018-2019
BC Budget Estimates	Provides additional information on proposed spending, organized into major categories such as salaries, grants, capital, travel, and operations.	2018-2020
Vancouver Coastal Health Authority Financial Statements	Provides information about the financial resources used to meet targets, maintain health services and develop new and innovative services for the future.	2018-2020
Vancouver Police Department	Details the Operating & Capital Budgets for the Vancouver Police Department (VPD). The data available is organized by programs of funding.	2018-2020
Canadian Institute for Health Information (CIHI)	Details private and public sector health expenditure by use of funds in Canada. Allocations to different settings of care are also provided.	2018-2020
Statistics Canada – Government Transfers	Information on the amount of money invested in government transfers. Government transfers cover a range of social assistance programs for various sociodemographic populations.	2016
<b>Systems Mapping Datasets</b>		
HelpSeeker Data	Social Service Ecosystem	2021

## 2.4 Limitations

Some limitations with the main CRA dataset analyzed result from the time lag between submission and publicly available data to the CRA. In particular, while all charities are required to file their

T3010 within 6 months of their fiscal year-end, some registered charities file their returns late. Therefore, the financial information used for this analysis relies on the information returned by charities to the CRA for 2018, 2019 and 2020 (as of July 2020).

Further, while the financial information used for this report relies mainly on charities in Vancouver, these groups represent only a portion of the total Social Safety Net in the community. This report also includes other financial information allocated to other relevant organizations from the municipal, provincial and federal governments.

Nonprofits that are *not* registered charities are not subject to the same levels of financial reporting as those located in the CRA dataset, so the financial information analyzed here does not represent a full picture of the monetary allocations to Vancouver's Social Safety Net. There are also other entities, such as private counsellors or treatment centres, that may receive public funding, donations, and fees for service. These play key roles in the Social Safety Net, yet remain unknown from a financial analysis perspective.

Organizations also control the reporting of what they deliver or what their focus is on public websites that are used in systems mapping, and this is not necessarily what they deliver according to clients or funders. This is not a limitation we can address in this phase of the work, and this is why additional phases of work are required to help inform systems change efforts.

It should also note that the data available does not allow us to determine to what extent a service is being delivered well, in what catchment area it serves, etc. Take caution interpreting data that speaks to financial allocations to particular issue areas (such as homelessness), or geographic areas and neighborhoods. Financial data does not provide insight into the social impact of an individual organization, quality of service delivery, capacity of the social safety net to meet demand, or user experience.

Lastly, the report does not quantify the value added by civil society entities (non-governmental agencies engaged in humanitarian work) that advance well-being and safety outside formalized entities, although such grassroots, voluntary, and natural supports are essential to the operation of the Social Safety Net.

These are important gaps in fully analyzing the information, and must be considered in any interpretation of the findings presented here. As a result, it is not known how large the Social Safety Net truly is at this time, because of data availability limitations.

## Interpreting the Neighbourhood-Level Financial Analysis

As stated in the limitations section, caution should be taken when interpreting a neighbourhood-based financial analysis. For instance, the service catchment areas of the organizations and programs in the DTES are unknown; many agencies provide services for

residents living in other neighbourhoods, and even other communities. Further, a financial flows analysis does not account for impact, quality of service delivery, client outcomes or user experience of people accessing services. Finally, without analysis for other Vancouver neighbourhoods, it is unknown the relative investment to organizations in the DTES, versus Vancouver communities.

Nonetheless, these findings are presented for consideration and discussion, given the prominence that the DTES-response holds within community discourse, and the adverse outcomes that housed and unhoused residents, service providers, and systems partners face daily.

This research is a phase one. It allows VPD and other community partners to undertake additional research, analysis and integration with other public datasets to, for example, explore financial flows into more neighbourhoods, measure the catchment areas that nonprofits and charitable organizations serve, and explore capacity of the social infrastructure relative to need.

## 3 Understanding Investments In Vancouver's Social Safety Net

Transparency of investments is essential to any systems change effort. Being accountable and transparent with public funds helps maintain public trust in the sector, and enables the public to understand why decisions are being made.

The following section outlines the amounts, objectives, and sources of investments in direct services that have been put to use to advance well-being and mitigate social issues in Vancouver.

### 3.1 Total Investments in Vancouver

Figure 3-1 and Table 3-1 outline the investments, on a percentage basis, made by different funding sources.

Figure 3-1. Social services-related investments made in Vancouver, 2018-2019.

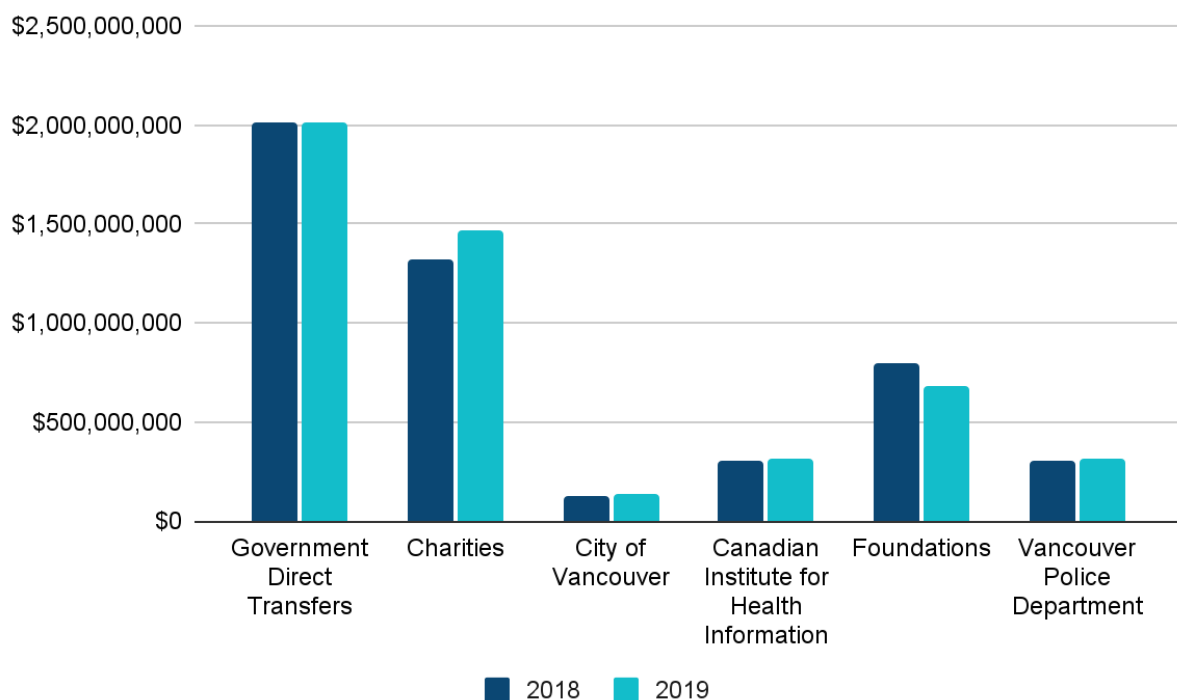


Table 3-1. Social services-related investments made in Vancouver, 2018-2019.

	2018	2019	2018 to 2019 (% Change)
Government Direct Transfers*	\$2,013,367,000	\$2,013,367,000	--
Charities	\$1,318,262,543	\$1,464,382,498	11.1%
City of Vancouver	\$129,922,499	\$139,328,975	7.2%
Canadian Institute for Health Information (CIHI)	\$300,260,985	\$315,632,546	5.1%
Foundations	\$798,354,058	\$680,848,064	-14.7%
Vancouver Police Department	\$307,693,000	\$317,288,000	3.1%
Mental Health & Addiction Charities	\$14,533,399	\$17,173,033	18.2%
Other CSS Entities	\$26,554,012	\$181,626,708	584.0%
<b>Total</b>	<b>\$4,908,947,496</b>	<b>\$5,129,646,824</b>	<b>4.5%</b>

\* Values used for Government Direct Transfers are taken from the most recent numbers published by Statistics Canada (2016).

From 2018 to 2019, investments in Vancouver's Social Safety Net have remained fairly consistent, amounting to \$5.1 billion in 2019. In both years, direct government transfers continue to account for about 40% of all social services investments in Vancouver, followed by charities, and then by investments made by foundations.

Sources that account for smaller investments in Vancouver's Social Safety Net include other Community and Social Services (CSS) entities (3.5%, 2019), the City of Vancouver (2.7%, 2019), and charities providing mental health and addiction services (0.3%, 2019).

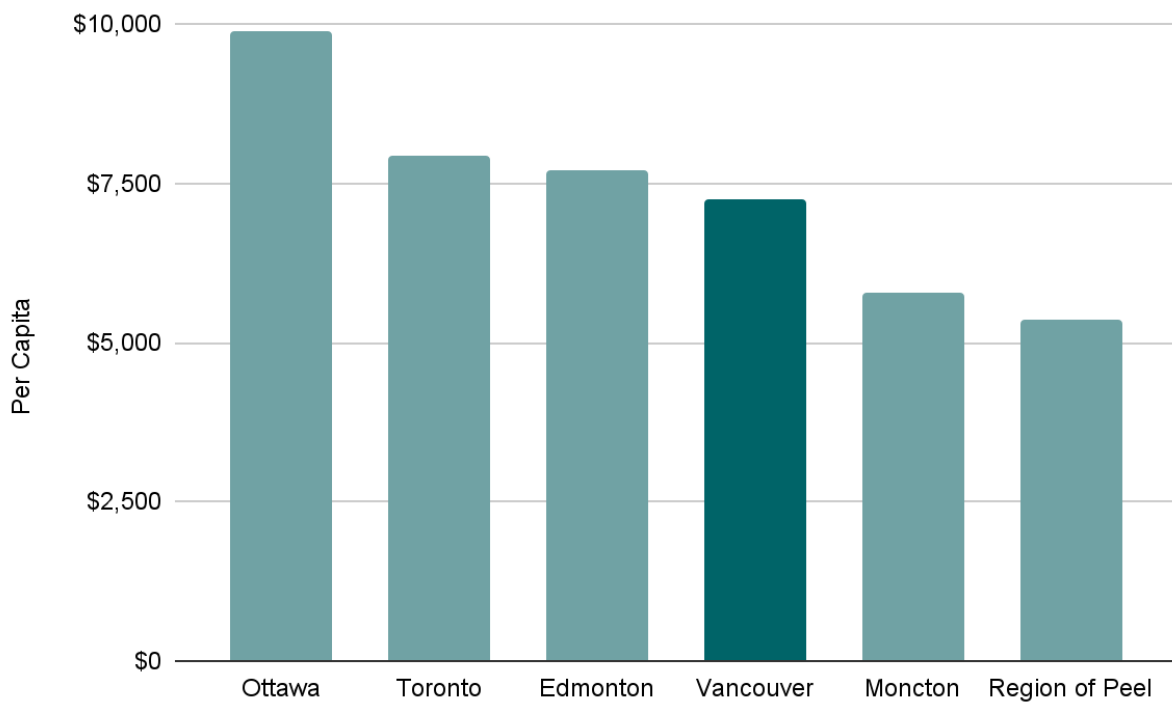
During this period, the amount invested by other CSS entities, as a percentage of the total investments, increased from 0.5%, or \$26.5 million (2018), to 3.5%, or \$181.6 million (2019)<sup>8</sup> Also during this time, investments by charities registered a 11.1% increase, from \$1.3 billion (2018) to \$1.4 billion (2019), while investments from foundations registered a 14.7% decrease, from \$798 million (2018) to \$680 million (2019).

Additionally, the average per capita investment for Vancouver's Social Safety Net in 2018 and 2019 amounted to \$7,234. Among the comparator communities outlined in Figure 3-1b, Vancouver's per capita investment is comparable to other Canadian cities such as Edmonton (\$7,714) and Toronto (\$7,945).

Figure 3-1b. Comparison of per capita investment in Social Safety Net, HelpSeeker 2021.

<sup>8</sup> Charitable information for the 2020 year has been obtained up to and including July 2020. For more details, please see Methodology.





### 3.2 Direct Government Transfers

According to Statistics Canada, government transfers refer to cash benefits received from federal, provincial, territorial or municipal governments, including:

- Old Age Security pension, Guaranteed Income Supplement, Allowance or Allowance for the Survivor;
- retirement, disability and survivor benefits from Canada Pension Plan and Québec Pension Plan;
- benefits from Employment Insurance and Québec parental insurance plan;
- child benefits from federal and provincial programs;
- social assistance benefits;
- workers' compensation benefits;
- Working income tax benefit;
- Goods and services tax credit and harmonized sales tax credit;
- other income from government sources.<sup>9</sup>

<sup>9</sup> Statistics Canada (2017). Government Transfers. Retrieved from: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop037-eng.cfm>

In 2016, the majority of government transfers to those residing in the City of Vancouver were primarily from OAS and GIS (33%), and the Canada Pension Plan (30%). Of the \$2 billion in transfers, 10% was distributed through EI benefits, and 10% through Child Benefits (Table 3-2a).

Figure 3-2a. Types of Government Transfers for recipients in the City of Vancouver, Statistics Canada, 2016.

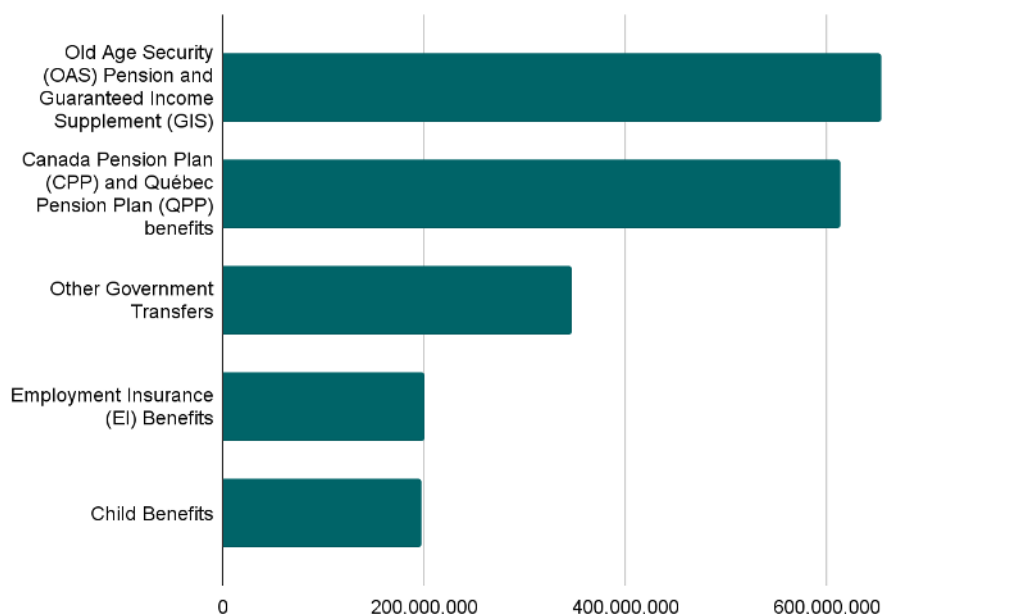


Table 3-2a. Types of Government Transfers for recipients in the City of Vancouver, Statistics Canada, 2016.

Government Transfers	Amount	%
Old Age Security Pension (OAS) and Guaranteed Income Supplement (GIS)	655,140,000	33%
Canada Pension Plan (CPP) and Québec Pension Plan (QPP) benefits	613,422,000	30%
Other Government Transfers	347,398,000	17%
Employment Insurance (EI) Benefits	200,909,000	10%
Child Benefits	196,502,000	10%
Total	2,013,371,000	100%

According to the 2016 census, about \$2 billion of income for individuals and families in the City of Vancouver stemmed from direct government transfers (Table 3-2.2). Across 2018-2019, on average, this amount accounts for about 40% of social services-related investments made in Vancouver's Social Safety Net. Additionally, direct government transfers accounted for 7.4% of total income in the City of Vancouver in 2016. This is compared to 8.4%<sup>10</sup> registered in 2011.

<sup>10</sup> NHS Profile, Vancouver, CY, British Columbia, 2011.

Table 3-2b. Direct Government Transfers

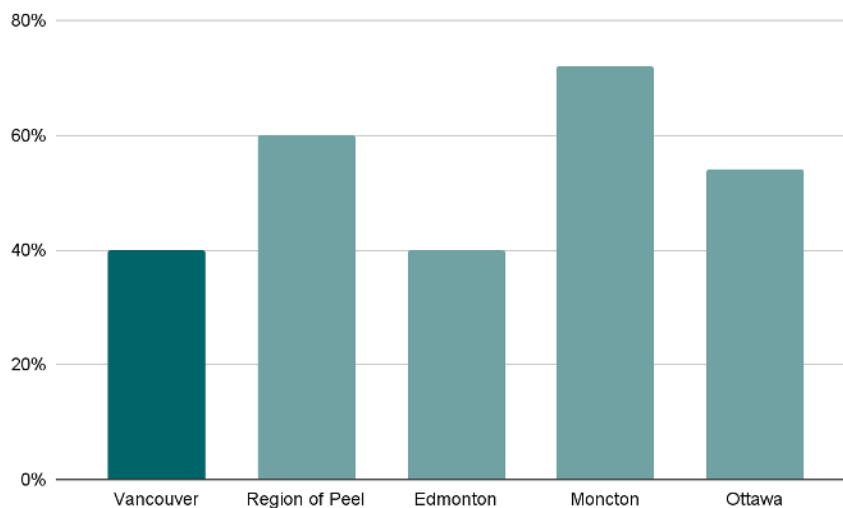
	2016	Proportion of Vancouver's Social Safety Net (Average 2018-2019)
Vancouver	\$2,013,367,000	40%

The City of Vancouver received less funding of its Social Safety Net in 2018-2019 through direct government transfers, at 40%, than most other communities that were used as comparators (see Table 3-2c).

Table 3-2c. Comparing Direct Government Transfers

Locality	Proportion of Social Safety Net (Avg 2018-2019)
Vancouver	40%
Region of Peel	60%
Edmonton	40%
Moncton	72%
Ottawa	54%

Figure 3-2b Comparing Direct Government Transfers



Although this value represents the most recent publicly available data for government transfers, it is the only data we can report on. However, it is estimated that investments through direct government transfers will continue to grow in later years, and particularly through 2020, as a response to income support related to COVID-19. This estimated growth suggests that direct government transfers will continue to play an important role in the community as a source of income for many individuals and households.

Ideally, direct transfers are an important protection for financially vulnerable individuals. Along with these direct transfers, there is an expectation that communities are to help recipients

transition into targeted programs and services designed to strengthen and support their resiliency. Ensuring the appropriate types of services and supports are provided to direct transfer recipients is key for this transition to succeed.

This can be accomplished by conducting comprehensive needs assessments and performance evaluations to identify investment gaps in current programs, and to develop recommendations for future investment decisions. Leveraging local data and using shared community priorities to develop an evaluation framework based on specific Key Performance Indicators (KPIs), and requiring agencies to submit transparent and accountable quarterly reports that include a snapshot of how individual programs are performing against benchmarks, as well as how programs are performing collectively, is also recommended. The goal is to incorporate measures that strengthen the quality and effectiveness of programs available to vulnerable populations, so these individuals and families will receive the support needed to thrive in their community and, eventually, will rely less on government transfers as a form of income.

### 3.2.1 Deep Dive: Government of Canada

According to the Federal Grants and Contributions dataset, federal contributions to organizations in Vancouver increased from \$149 million in 2018 to \$310 million in 2019 (Table 3-2.1). These values include the “Other” departments category, that is, departments with no mandate to the Social Safety Net (including agriculture, environment, fisheries, etc.). Comparing federal departments with a mandate related to the Social Safety Net versus those with a mandate that is not related allows us to compare the financial allocations between both types of federal departments, and observe how these allocations have changed over time.

Table 3-2.1. Source of Funding to Organizations in Vancouver by Department, Government of Canada 2018-2019.<sup>11</sup>

Ministry	2018		2019	
	Allocation	Percentage	Allocation	Percentage
Department for Women and Gender Equality	\$0	0.0%	\$8,392,487	2.7%
Employment and Social Development Canada	\$50,379,775	33.7%	\$110,719,015	35.7%
Immigration, Refugees and Citizenship Canada	\$21,442,100	14.3%	\$45,538,423	14.7%
Indigenous Services Canada	\$0	0.0%	\$0	0.0%
Public Safety Canada	\$1,031,619	0.7%	\$299,957	0.1%
Status of Women Canada	\$104,650	0.1%	\$27,000	0.01%
Veterans Affairs Canada	\$256,890	0.2%	\$44,390	0.01%
<b>Subtotal – Social Safety Net-related Departments</b>	<b>\$73,215,034</b>	<b>48.9%</b>	<b>\$165,021,272</b>	<b>53.2%</b>

<sup>11</sup> This is funding coming from various departments for the delivery of programs and services over different periods of time. The information provided here refers only to the funding received by organizations in 2018 and 2019. Hence, numbers in this section should be viewed with caution, as \$0 allocated to the community does not necessarily mean the departments do not provide any funding to the community. Instead, it may mean that funding from these departments for the delivery of services in 2018 and 2019 was provided in previous years.

Other	\$76,413,697	51.1%	\$145,313,759	46.8%
<b>Total</b>	<b>\$149,628,731</b>	<b>100.0%</b>	<b>\$310,335,031</b>	<b>100.0%</b>

Contributions from departments with a social services or community support mandate together account for 49% and 53% of the total federal contributions in 2018 and 2019, respectively, primarily from Employment and Social Development Canada, and Immigration, Refugees and Citizenship Canada. Of note, contributions from both these ministries doubled from 2018 to 2019. Most of the funding in 2019 for Employment and Social Development Canada and Immigration, Refugees and Citizenship Canada went to La Fédération des francophones de la Colombie-Britannique, S.U.C.C.E.S.S, Lu'ma Native Housing Society and the Musqueam, Squamish and Tsleil-Waututh Employment & Training Society. Contributions from Public Safety Canada, Status of Women Canada, and Veteran Affairs Canada experienced decreases of over 50%.

Further analysis could help define the scope of these investments and assess them in comparison to the pressing needs identified for the community. This would be an opportunity for a deeper dive into targeted groups and eligibility criteria of funded entities, and whether services provided are front-line or more directed to research, capacity-building, and/or coordination. The question is to what extent this funding benefits individual users and helps them address their needs.

### 3.3 Charitable Sector – Canada Revenue Agency

Registered charities are defined by the Canada Revenue Agency (CRA) as ‘charitable organizations,’ ‘public foundations,’ or ‘private foundations’ that are created and reside in Canada, do not pursue profit, and use resources only for charitable activities and purposes such as the (1) relief of poverty, (2) advancement of education, (3) advancement of religion, or (4) other purposes that benefit the community. Charitable organizations, public foundations, and private foundations differ in their structure, funding, operation, and tax requirements.

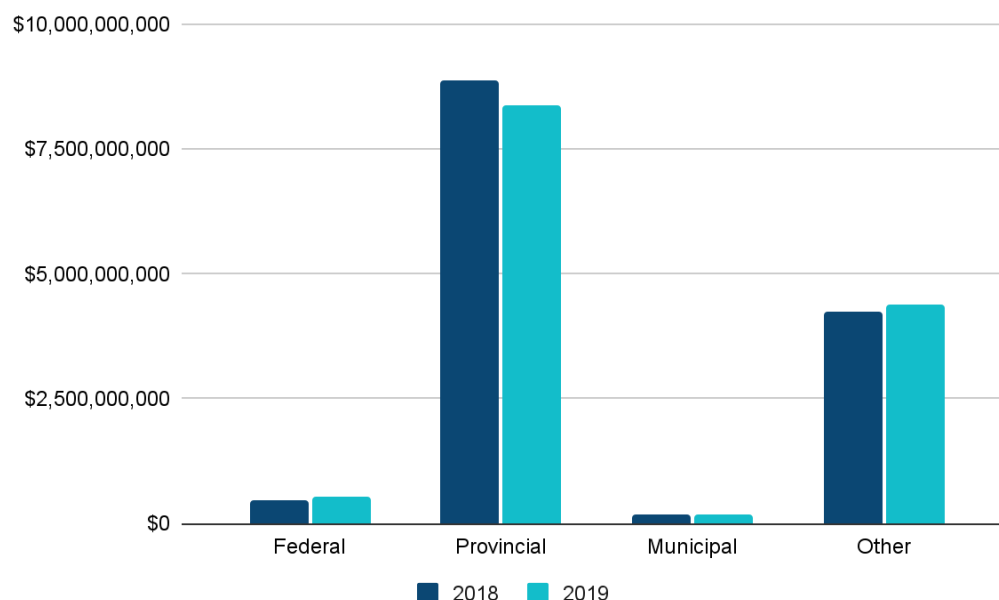
Charities are exempt from paying tax on their income, and the federal government allows taxpayers to claim a tax deduction or a tax credit for charitable donations to reduce the income tax they pay. Charities provide services that people might otherwise expect the government to provide directly, though many charities do receive revenues from different levels of government. It is therefore important to examine investments made by charitable organizations to understand their role in the Social Safety Net. By tracing investments from a variety of sources, we can more accurately determine funding sources, and the types of programs and services being funded, as declared in tax filings. Again, we rely on available open data; thus, this is the beginning of analysis, not the end.

#### 3.3.1 Revenues

In 2018, there were 2,606 registered charities in Vancouver, registering total revenues of over \$14.34 billion. In 2019, however, total revenues fell by about 0.5%, for revenues of over \$14 billion. This data is for charities with locations in Vancouver. Again, charities and nonprofits are different legally: a nonprofit is not necessarily a registered charity. We also do not know from the data to what extent services are delivered on the front line to local residents, or what impact those services have. Finding this out is an important future-phase focus.

As seen in Figure 3-3.1, provincial government sources of funding account for about 60% (over \$8 billion) of the total revenues for charities every year, followed by ‘other’ sources (e.g., donations, fundraising activities, investments, and sale of goods and services), which account for about 30% of revenues (\$4.3 billion) on average each year. Municipal sources provide the lowest revenues, averaging about 1.2% (\$167 million) in 2018 to 2019.

Figure 3-3.1. Sources of Funding to Vancouver Charities, by Source of Funding, CRA 2018-2019.



As seen in Table 3-3.1, no large changes to the amount of revenue from each source occurred from 2018 to 2019. The greatest change was seen in federal investments, where revenues increased by 12% (\$474 million to \$531 million), followed by a decrease in provincial sources of investment of about 6% (\$8.8 million to \$8.3 million).

Table 3-3.1. Sources of Funding to Vancouver Charities, CRA 2018-2019.

	2018	2019	% Change
Federal	\$474,572,685	\$531,459,241	12%
Provincial	\$8,873,190,722	\$8,373,098,659	-6%
Municipal	\$165,577,354	\$168,955,260	2%
Other	\$4,259,750,134	\$4,397,324,729	3%
Total Revenue	\$14,347,980,252	\$14,279,465,929	-0.5%

### 3.3.1.1 Deep Dive: Community and Social Services Programs

Approximately 41% of all charities in Vancouver are specifically dedicated to providing Community and Social Services (CSS). CSS charities have a mandate to address social issues, such as homelessness and the alleviation of poverty. In 2018, charities with a CSS mandate had total revenues of approximately \$1.3 billion. This increased by about 11% in 2019, amounting to almost \$1.46 billion. In 2018 and 2019, the largest percentage of funding for charities in the CSS sector came from provincial sources (46% on average), followed by 'other' (39% on average), then federal, and then municipal sources (Figure 3-3.1.1a). While CSS Charities in Vancouver account for 41% of all charities in 2019, they account for only 10% (\$1.46 billion) of overall charity revenues (\$14 billion) in the same year.

Figure 3-3.1.1a. Sources of Funding to Community and Social Services Charities, CRA 2018-2019.

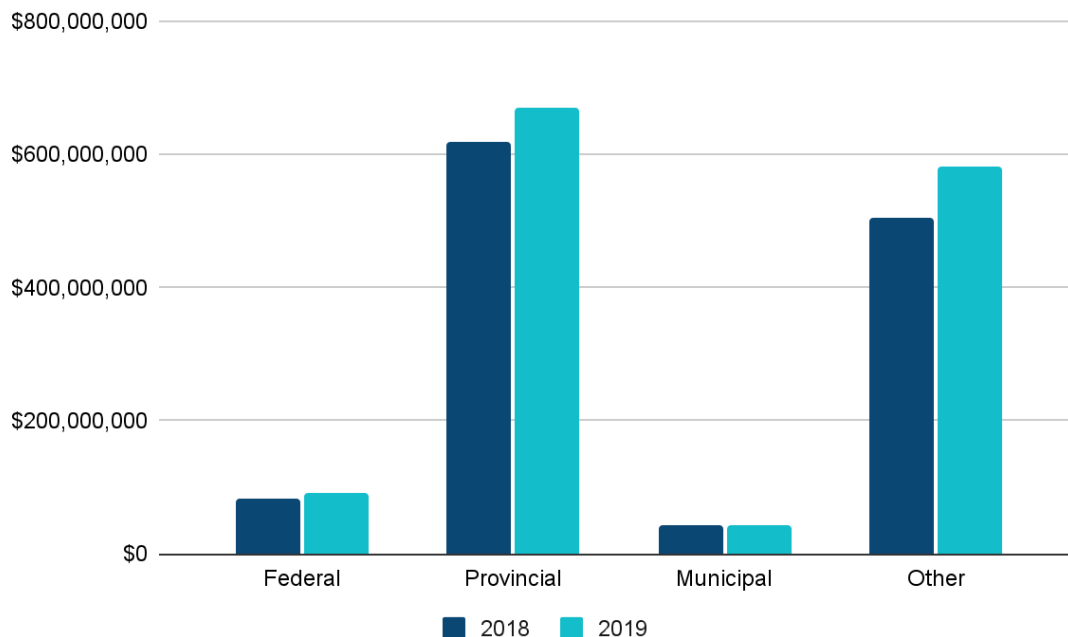


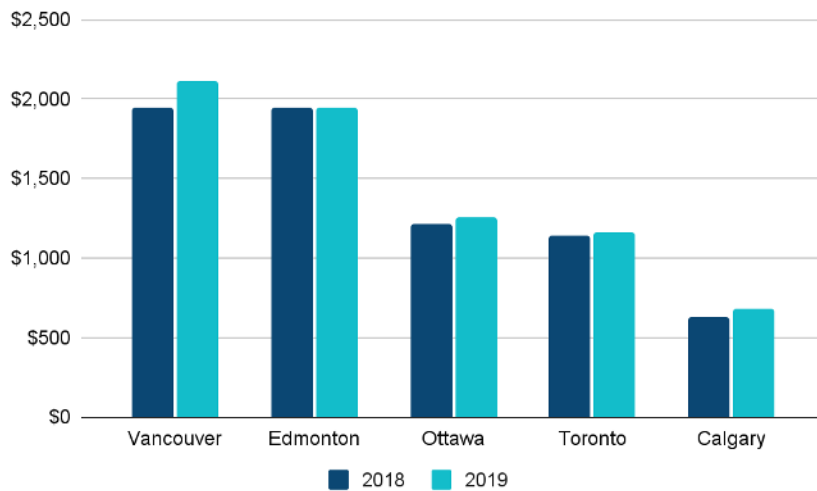
Table 3-3.1.1a. Sources of Funding to Community and Social Service Charities, CRA 2018-2019.

Community & Social Services	Revenue		Percent Change	
	2018	2019	2018	2019
Federal	\$82,813,795	\$92,220,777	--	11%
Provincial	\$618,680,446	\$670,739,106	--	8%
Municipal	\$44,282,501	\$41,714,025	--	-6%
Other	\$506,295,767	\$582,073,870	--	15%
Total Revenue	\$1,318,262,543	\$1,464,382,498	--	11%

Figure 3-3.1.1b provides reference points for other communities' CSS investments. On a per capita basis, Vancouver has the largest CSS investment compared to other major Canadian cities. In 2019, this amount was \$2,115 per capita, followed by Edmonton at \$1,947 per capita.

Figure 3-3.1.1b. CSS Investments per Capita, CRA 2018-2019.





Looking at some specific CRA categories, Table 3-3.1.1b offers a breakdown of the revenues going into CSS charities and those with related mental health and addictions services delivered in the community.

Investments for these charities have increased from 2018 to 2019. In 2018, these investments reached \$1.2 billion, rising by about 9% in 2019, now totalling to about \$1.3 billion (Table 3-3.1.1b). All categories experienced an increase in investments.

Categories with notable amounts of spending include Organizations Relieving Poverty (\$775 million, 2019), and Community Resources (\$507 million, 2019). Charities dedicated to the provision of addiction recovery programs and centres, counselling or support group programs, and rehabilitation programs and centres received \$17 million in 2019.

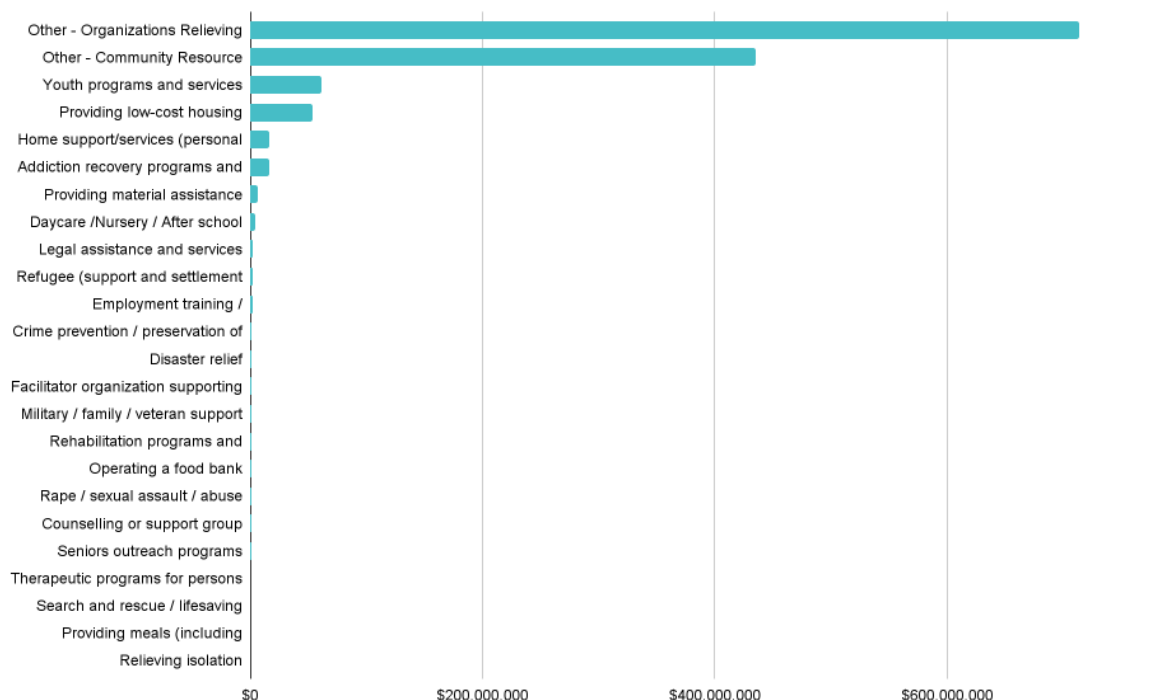
With multiple investment streams flowing through, combined with consistent fluctuations in investment amounts, coordinated funding and evaluation are needed to identify the impact of these fluctuations on front-line activity, and determine whether these investments are made in such a way that downstream negative effects are identified and planned for.

Supporting a call to action for the City of Vancouver, the Province of BC, and other funders to align their measurable outcomes of capital investments with the investment of funding to social support services is recommended. By developing shared KPIs between the city and the province, the impact of investments can be measured and, using this data, a holistic and effective change can be achieved to prioritize residents' needs.

Table 3-3.1.1b. Funding by Selected Community & Social Services and Mental Health & Addictions Categories and Program Types, CRA 2018-2019.

Category	2018	2019
<b>Community Resource</b>	<b>\$468,659,392</b>	<b>\$507,733,338</b>
Rape / sexual assault / abuse support	\$398,796	\$471,575
Facilitator organization supporting and enhancing the work of groups involved in the delivery of charitable programs	\$586,962	\$862,464
Military / family / veteran support	\$674,832	\$664,875
Employment training / rehabilitation	\$1,188,472	\$1,522,891
Crime prevention / preservation of law and order	\$1,239,616	\$1,262,045
Legal assistance and services (mediation)	\$1,252,212	\$1,879,047
Daycare / Nursery / After school care	\$4,049,945	\$4,390,194
Youth programs and services	\$53,562,771	\$61,510,688
Other	\$405,705,786	\$435,169,559
<b>Complementary or Alternative Health Care</b>	<b>\$280,508</b>	<b>\$304,935</b>
Therapeutic programs for persons with disabilities	\$280,508	\$304,935
<b>Core Health Care</b>	<b>\$14,582,605</b>	<b>\$17,257,716</b>
Counselling or support group programs	\$367,790	\$409,408
Rehabilitation programs and centres	\$635,494	\$661,560
Addiction recovery programs and centres	\$13,579,321	\$16,186,748
<b>Organizations Relieving Poverty</b>	<b>\$703,968,279</b>	<b>\$775,416,438</b>
Providing meals (including breakfast programs)	\$89,004	\$67,266
Operating a food bank	\$431,525	\$556,422
Refugee (support and settlement assistance)	\$1,748,674	\$1,859,659
Providing material assistance (clothing / computers / equipment)	\$5,915,219	\$6,197,314
Providing low-cost housing	\$52,247,265	\$53,077,138
Other	\$643,536,592	\$713,658,639
<b>Protective Health Care</b>	<b>\$1,015,167</b>	<b>\$1,320,157</b>
Search and rescue / lifesaving services	\$108,028	\$113,506
Disaster relief	\$907,139	\$1,206,651
<b>Relief of the Aged</b>	<b>\$16,518,680</b>	<b>\$17,139,545</b>
Relieving isolation (companionship / accompaniment to social outings)	\$115,028	\$13,948
Seniors outreach programs (housekeeping / tax preparation, etc.)	\$299,595	\$361,909
Home support / services (personal care / meals / housekeeping / shopping assistance / laundry / home repair)	\$16,104,057	\$16,763,688
<b>Total</b>	<b>\$1,205,024,631</b>	<b>\$1,319,172,129</b>

Figure 3-3.1.1 Funding by Category and Program Type, CRA 2019.



Delving even deeper into the data, we are able to identify the charities within each category that receive the highest allocations to Community and Social Services in Vancouver. Notable key findings are presented below. For more detailed information, please refer to [Appendix A](#).

In the Community Resource category, the Legal Services Society received the largest allocation (7.3%, or \$95 million, 2019). For Organizations Relieving Poverty, PHS Community Services reported the highest allocations (3.5% or \$46 million, 2019).

This reinforces the need to understand who operates locally, what is being delivered for key groups in real time, and who are the main funders of these specific activities. Organizations Relieving Poverty and Community Resources have an important role to play in the Social Safety Net. Strengthening and building strategic relationships between them and the Vancouver Police Department is key for better social outcomes.

### 3.3.2 Expenditures

Expenditures by charities in Vancouver increased from 2018 to 2019. The majority of the charities' spending was allocated to the delivery of charitable activities<sup>12</sup> such as the relief of poverty, advancement of education and religion, or other activities beneficial to the community

<sup>12</sup> Categories of charitable purposes accessed here: <https://www.canada.ca/en/revenue-agency/services/charities-giving/charities/registering-charitable-qualified-donee-status/applying-charitable-registration/charitable-purposes.html>

(i.e., promotion of health and protection of the environment). In 2019, 86% (\$11.9 billion) of total expenditures (\$13.9 billion) was going toward charitable activities (Table 3-3.2).

Of note, the expenditure information from this data does not tell us about the impact of the services or whether these funds result in clients being supported directly.

Table 3-3.2. Expenditures from Charities, CRA 2018-2019.

Expenditure Type	2018	2019
Charitable Activities	\$11,825,529,125	\$11,906,628,641
Gifts to other qualified donees <sup>13</sup>	\$103,574,242	\$112,914,658
Total Expenditures	\$13,808,841,016	\$13,907,372,836

### 3.3.3 Deep Dive: Foundations

Foundations are charitable organizations that differ in structure, funding, operation, and tax requirements.<sup>14</sup> Foundations help the community support the delivery of charitable activities, such as the relief of poverty, the advancement of education, the advancement of religion, or other purposes that benefit the community. Foundations are key funders of the Social Safety Net, allocating almost \$749 million in 2018 and \$629.5 million in 2019 to qualified donees in Vancouver. Foundations saw a 24% increase in total revenues from 2018 to 2019, though the percentage of revenues to other qualified donees decreased by 16% in Vancouver in that time.

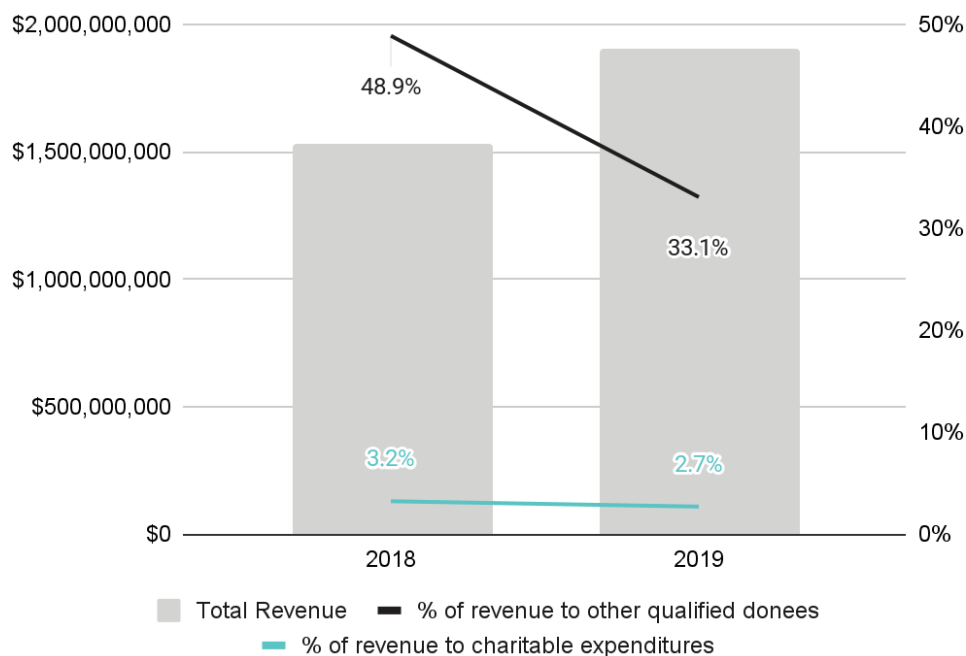
Table 3-3.3. Foundation Expenditures, Vancouver 2018-2019.

	2018	2019
Total Revenue	\$1,531,756,816	\$1,903,322,693
Gifts to other qualified donees	\$748,987,589	\$629,513,112
Charitable Activities	\$49,366,469	\$51,334,952
% of revenue to other qualified donees	49%	33%
% of revenue to charitable expenditures	3.2%	2.7%

Figure 3-3.3. Foundation Expenditures, Vancouver 2018-2019.

<sup>13</sup> Under the Income Tax Act, qualified donees are organizations that can issue official donation receipts for gifts that individuals and corporations make to them. Some examples of qualified donees include other registered Canadian charities, the Government of Canada, prescribed universities outside Canada, the United Nations and its agencies, and certain charitable organizations outside Canada to which Her Majesty in right to Canada has made a gift.

<sup>14</sup> For instance, public foundations generally give more than 50% of their income annually to other qualified donees and receive their funding from a variety of arm's length donors. Their income cannot be used for the personal benefit of any of their members, shareholders, or governing officials, but they may carry out some of their own charitable activities. Private foundations, in turn, carry on their own charitable activities and/or fund other qualified donees. They receive the majority of their funding from a donor or a group of donors that are not at arm's length. For more information about the differences between charitable organizations and private and public foundations, see: <https://www.canada.ca/en/revenue-agency/services/charities-giving/charities/registering-charitable-qualified-donee-status/apply-become-registered-charity/establishing/types-registered-charities-designations.html>



The data allows us to identify which public and private foundations received the largest allocations. For a more detailed breakdown, please refer to [Appendix A](#).

In 2019, the three public foundations with the highest reported expenditures were the British Columbia’s Children’s Hospital Foundation (\$105 million), the Vancouver Foundation (\$84 million), and VGH & UBC Hospital Foundation (\$69 million). The three private foundations with the highest reported expenditures were the Diamond Foundation (\$13 million), the Sitka Foundation (\$5.3 million), and the Audain Foundation (\$5.1 million).

Foundations provide a significant amount of funding for the delivery of essential services in the community, delivered through qualified donees, such as other charitable organizations and municipalities. A reduction of funding available to foundations should be a matter of concern, as it might impact the delivery of services in the community. Fluctuations in funding from foundations should be monitored as part of proactive, systematic resource coordination across funding sources, to lessen the impact of these fluctuations on individuals and families, and reduce their impact on any social change effort happening in the community.

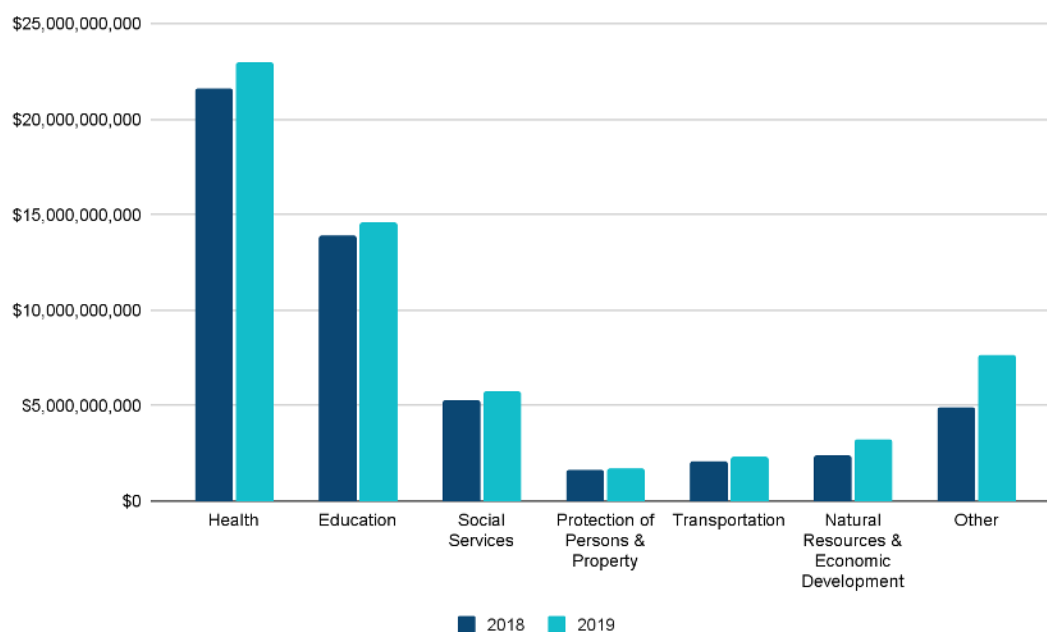
### 3.4 Deep Dive: Provincial Investments

Understanding the provincial landscape in which Vancouver's Social Safety Net operates provides important context for the overall investments made to the city.<sup>15</sup>

Figure 3-4a and Table Table 3-4a present budget expenditures from the province of British Columbia, sorted by function.

Overall, provincial expenditures increased by about 12% from 2018 to 2019. In 2019, this estimate amounted to just over \$58 billion. All function categories appear to have experienced growth in that period.

Figure 3-4a. BC Budget Expenditures by function, BC Provincial Budget 2018-2019.



Costs related to health and education account for the majority of provincial expenditures, at about 39% and 25% of total expenditures in 2019, respectively. Of note, social services represent less than 10% of provincial expenditures.

<sup>15</sup> This information on provincial allocations is meant to provide an idea of the focus of these investments and contextualize some of the main findings of this report. Unfortunately, more detailed information is needed to estimate how much of these investments are allocated to services or individuals in Vancouver.

Table 3-4a. BC Budget Expenditures by function, BC Provincial Budget 2018-2019.

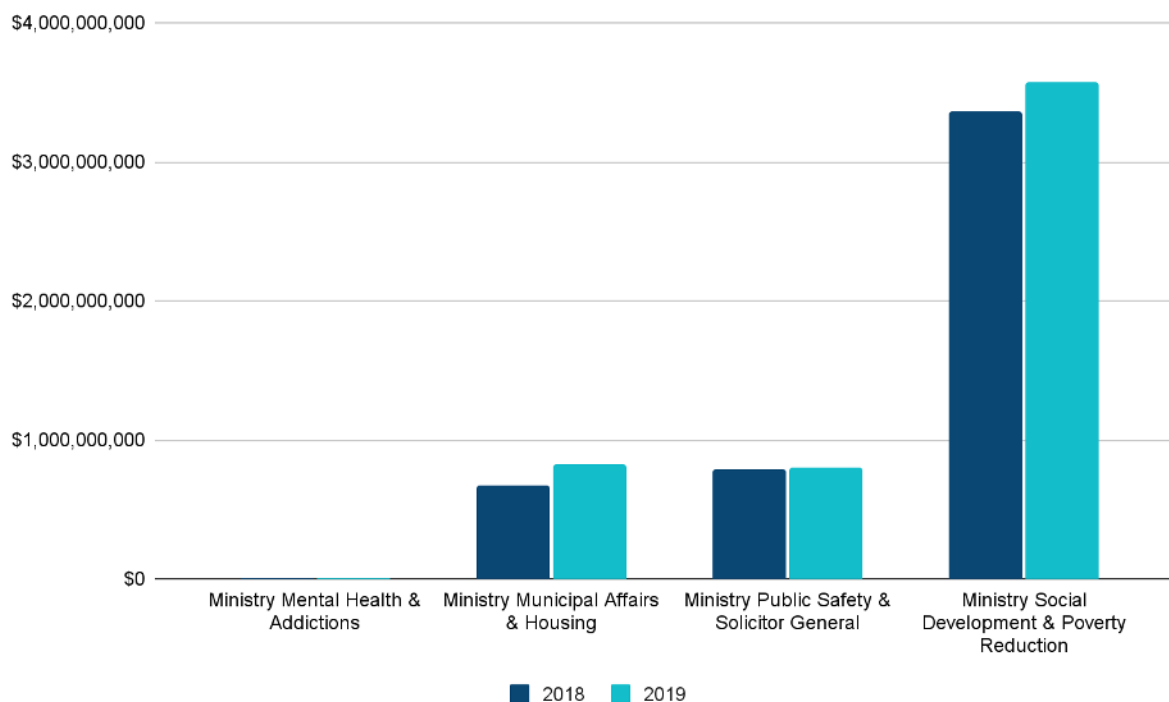
Function	2018	2019	% Change
Health	\$21,651,000,000	\$22,983,000,000	6%
Education	\$13,897,000,000	\$14,609,000,000	5%
Social Services	\$5,317,000,000	\$5,760,000,000	8%
Protection of Persons & Property	\$1,650,000,000	\$1,706,000,000	3%
Transportation	\$2,134,000,000	\$2,300,000,000	8%
Natural Resources & Economic Development	\$2,433,000,000	\$3,270,000,000	34%
Other	\$4,912,000,000	\$7,645,000,000	56%
Total	\$51,994,000,000	\$58,273,000,000	12%

Additionally, Table 3-4b and Figure 3-4b below present investments from provincial ministries whose activities are within the scope of the Social Safety Net. Investments from those ministries totalled \$4.8 billion in 2018, increasing by 8% in 2019 to about \$5.2 billion.

Table 3-4b. Provincial Social Safety Net investments by BC Ministries, BC Provincial Budget 2018-2019.

Social Safety Net-related Ministries	2018	2019	% Change
Ministry Mental Health & Addictions	\$9,983,000	\$10,067,000	1%
Ministry Municipal Affairs & Housing	\$674,224,000	\$828,303,000	23%
Ministry Public Safety & Solicitor General	\$784,576,000	\$800,504,000	2%
Ministry Social Development & Poverty Reduction	\$3,363,727,000	\$3,571,597,000	6%
Total	\$4,832,510,000	\$5,210,471,000	8%

Figure 3-4b. Provincial Social Safety Net investments by BC Ministries, BC Provincial Budget 2018-2019.



The majority of social services-related investments by BC Ministries came from the Ministry of Social Development and Poverty Reduction (accounting for about 70% each year). The Ministry of Mental Health and Addictions made up about 0.2% (\$10 million) of the overall social-related investment.

### 3.4.1 Community Gaming Grants Program

To further clarify investments being made in Vancouver's Social Safety Net, this section presents data on grants distributed from the Province of British Columbia to Vancouver. Information was taken from the Community Gaming Grants program delivered by the Community Gaming Grants Branch in the Ministry of Municipal Affairs and Housing.

Community Gaming Grants are distributed to eligible not-for-profit organizations that apply for funding to support community-based programs. Only grant types of 'Community Gaming Grant' and in the grant sectors of 'Human and Social Services' and 'Public Safety' are included, based on their close alignment with the Social Safety Net.

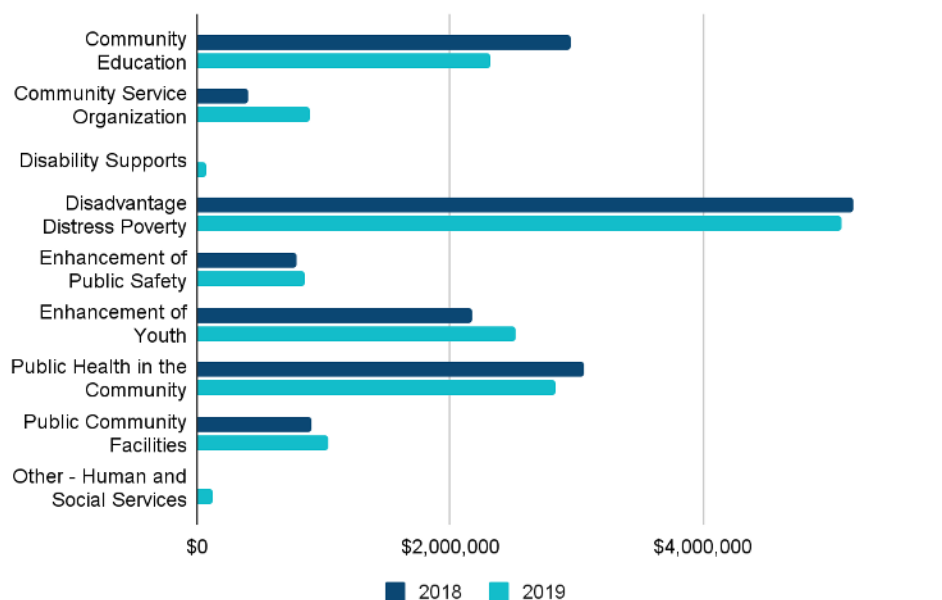


Table 3.4.1. Grant distributions by grant subsector, Community Gaming Grants, 2018-2019.

Grant Subsector	2018	2018 (%)	2019	2019 (%)
Community Education	\$2,948,975	19%	\$2,323,500	15%
Community Service Organization	\$404,900	3%	\$892,800	6%
Disability Supports	--	--	\$75,000	0.5%
Disadvantage Distress Poverty	\$5,188,685	34%	\$5,089,189	32%
Enhancement of Public Safety	\$783,000	5%	\$846,150	5%
Enhancement of Youth	\$2,172,325	14%	\$2,512,100	16%
Public Health in the Community	\$3,058,156	20%	\$2,833,600	18%
Public Community Facilities	\$907,740	6%	\$1,031,140	7%
Other - Human and Social Services	--	--	\$131,250	1%
<b>Total</b>	<b>\$15,463,781</b>	<b>100%</b>	<b>\$15,736,729</b>	<b>100%</b>

About \$15 million per year was directed to Vancouver's Social Safety Net through British Columbia's Community Gaming Grants program. The largest share of these grants was directed to organizations under the grant subsector of *Disadvantage Distress Poverty* (32%, or \$5 million, 2019). The smallest amount was directed to organizations under the grant subsector of *Disability Supports* (0.5%, or \$75,000, 2019).

Figure 3-4.1a. Grant distributions by grant subsector, Community Gaming Grants, 2018-2019.



Overall, there was a 2% increase in grant investments from the Community Gaming Grants program between 2018 and 2019. The largest change was for the grant subsector of *Community Service Organization*, where grants doubled from \$400,000 in 2018 to \$892,000 in 2019. Conversely, the largest decrease was for *Community Education*, where grants decreased by about 21%, from \$2.9 million in 2018 to \$2.3 million in 2019.

Table 3-4.1b shows the 5 organizations that received the highest grant values for 2018 and 2019. These organizations varied in scope (e.g., public health, addressing poverty, providing support to youth, etc.) and received grant amounts of either \$225,000 or \$250,000.

Table 3-4.1b. Top 5 recipients of Community Gaming Grants based on grant value, Community Gaming Grants Program, 2018-2019.

Name	Grant Subsector	Amount (2018)	Amount (2019)
Alzheimer Society of B.C.	Public Health in the Community	\$250,000	\$250,000
Canadian Paraplegic Association (BC)	Disadvantage Distress Poverty	\$250,000	\$250,000
Crisis Intervention and Suicide Prevention Centre of British Columbia	Disadvantage Distress Poverty	\$250,000	\$250,000
Boys and Girls Clubs of South Coast BC	Enhancement of Youth	\$225,000	\$225,000
The YMCA of Greater Vancouver	Enhancement of Youth	\$225,000	\$225,000

As noted before, further research is encouraged to determine the impact of these provincial investments in the overall well-being of Vancouver residents. Promoting and strengthening relationships with participation by provincial, municipal, police and key stakeholder

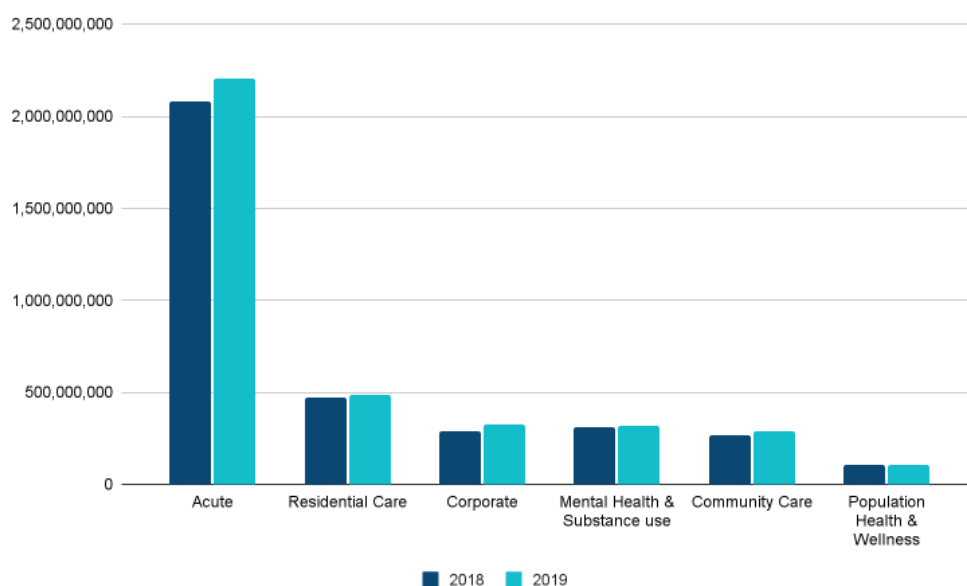
representatives is desirable to support effective alignment between municipal priorities and needs, and provincial investments. Shared KPIs between the city and the province are recommended to measure the impact of investments and to prioritize residents' needs.

### 3.4.2 Vancouver Coastal Health Authority <sup>16</sup>

The Vancouver Coastal Health Authority (VCHA) is the governing health authority for the City of Vancouver, and for other regions in the province.<sup>17</sup> Although the investments outlined in this section do not separate out investments made in the City of Vancouver alone, this section does provide an idea of the distribution of investments in different types of health care functions made by the VCHA.

In 2018, expenditures from the VCHA amounted to about \$3.5 billion. In 2019, there was a 6% growth in overall expenditures, bringing the total to just over \$3.7 billion. Expenditures for *Acute* care consistently accounted for over 50% of overall health expenditures, followed by costs associated with *Residential Care*. *Mental Health & Substance Use* expenditures accounted for about 9% of overall health expenditures from the VCHA.

Figure 3-4.2. VCHA Expenditures, VCHA Financial Statements 2018-2019.



<sup>16</sup> Rather than providing a detailed description of health expenditures in Vancouver, this section is intended to account for the health expenditures coming only from the regional health authority established by the province of BC to plan, deliver, monitor and report on health services in Vancouver and other communities. While we acknowledge the existence of other health funding allocated to Vancouver through Indigenous Health agencies, the Provincial Health Services Authority (PHSA) and Providence Healthcare (PHC), the information available to the consultants does not allow for a breakdown of this funding to estimate the proportion of these allocations going to Vancouver only, nor permit accounting for the existing overlap in funding to these entities whose health services are often contracted by VHC. In any case, this section is meant to offer an overview of health spending in Vancouver as the only health-related expenditures used to estimate the total funding available to Vancouver's Social Safety Net is described in the [3.6 CIHI – Mental Health and Addictions \(MHA\)](#) section of this report.

<sup>17</sup> VCHA serves a total of 1,149,425 people across the following communities: Vancouver (675,000), Richmond (216,288), North Shore (193,890), Sunshine Coast (29,970), sea to sky corridor (19,294), Powell River (13,157), Bella Bella (1,019) and Bella Coola (807).

Table 3-4.2. VCHA Expenditures, VCHA Financial Statements 2018-2019.

	2018	2019	% Change
Acute	2,080,714,000	2,202,700,000	6%
Residential Care	468,413,000	486,799,000	4%
Corporate	286,551,000	322,085,000	12%
Mental Health & Substance use	309,719,000	321,046,000	4%
Community Care	263,576,000	289,366,000	10%
Population Health & Wellness	104,051,000	108,989,000	5%
Total	3,513,024,000	3,730,985,000	6%

Unfortunately, because the VCHA covers several communities, we are not currently able to estimate how much of these expenditures are allocated to programs and services specifically for City of Vancouver residents' health needs. Data sharing is key to better estimate investments, promote transparency, measure impacts, identify gaps, and plan for future investment decisions for the City of Vancouver from VCHA.

### 3.5 The City of Vancouver

The City of Vancouver provided information pertaining to its budget and annual reports. Table 3-5 presents the investments in the City of Vancouver's Social Safety Net, according to three distinct categories. The following information was bracketed into these categories, as their functions contribute to the reduction of vulnerability for Vancouver residents.

1. **Vancouver's Fire & Rescue Services (VFRS) and Office of Emergency Management (OEM)**
  - a. VFRS provides emergency response to incidents as well as Community Safety programs and a framework for disaster resilience in the city.
  - b. The OEM manages the City's responsibilities under the *Emergency Program Act* and coordinates other emergency management activities across organizations. OEM also provides direct support to community organizations and to residents in times of emergency, such as through the activation of the city's Emergency Operations Centre and Emergency Social Services teams.
2. **Arts, Culture, and Community Services (ACSS) – ACSS engages and collaborates with program partners, city departments and external stakeholders to:**
  - a. Enable the provision of affordable housing, childcare spaces, integrated social and wellness services and spaces, and vibrant arts and cultural services and spaces.

- b. Enable the provision of programs and services to build capacity among the city's most marginalized residents through direct delivery and granting to nonprofits and community organizations.
  - c. Manage the city's diverse portfolio of leases with diverse not-for-profit organizations, including housing, childcare, social services, and arts and culture groups.
3. **Grants** – Among the different types of grants, grants awarded within the scope of 'Childcare' and 'Social Policy' were included in this category, due to their alignment with the Social Safety Net.

These were the categories selected as being most aligned with funding allocated to Community and Social Services.

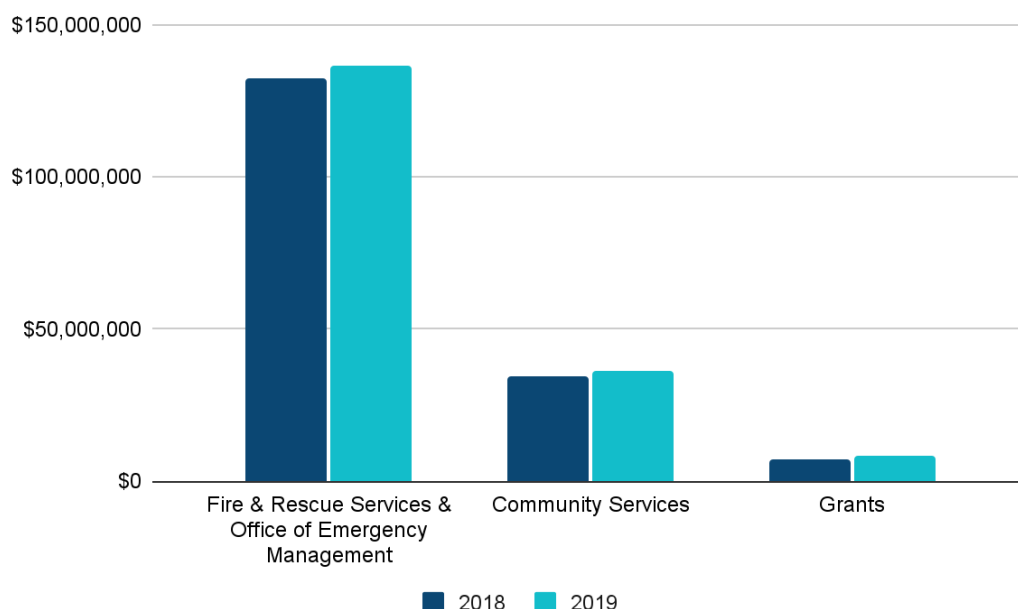
From 2018 to 2019 (Table 3-4), the City of Vancouver's investments in the Social Safety Net increased by 7.2%. In 2019, for the three categories listed, investments reached a total of about \$139 million, after accounting for potential double counting. The majority of these investments were directed towards Fire & Rescue Services & Office of Emergency Management, followed by Community Services (Figure 3-4).

Table 3-5. Social services-related investments by category, City of Vancouver 2018-2019.

Category	2018	2019
Fire & Rescue Services & Office of Emergency Management	\$132,515,000	\$136,807,000
Community Services	\$34,230,000	\$36,008,000
Grants	\$7,460,000	\$8,228,000
Total	\$174,205,000	\$181,043,000
<b>Total Estimated After Double Counting<sup>18</sup></b>	<b>\$129,922,499</b>	<b>\$139,328,975</b>

<sup>18</sup> To account for the possibility of double counting, HelpSeeker has subtracted money going to CSS-related charities from the municipality from **total** investments among the selected categories in the table.

Figure 3-5. Social services-related investments by category, City of Vancouver 2018-2019.



What makes the allocations through the city distinct is their focus on Vancouver residents, as compared to other funders. The city and other funders could examine how to advance common community safety and well-being priorities, and align their respective roles and resources to support shared goals in partnership with service providers.

### 3.5.1 Deep Dive: Downtown Eastside

Identified as a priority of the Vancouver Police Department, HelpSeeker has provided an analysis of investments into Vancouver's Downtown Eastside (DTES). Affected by a multitude of social issues, DTES is an area where many vulnerable populations live.

This analysis uses the V6A postal code to define the boundaries of Vancouver's DTES. While there have been many interpretations of the specific boundaries of this area, HelpSeeker has chosen to use the V6A definition because it is one of the more encompassing definitions. This enables the analysis to cast a wider net in capturing funding going into the area, showing that investments in DTES are, at the very least, the amounts presented here.

As stated in the limitations section, caution should be taken when interpreting a neighbourhood-based financial analysis. For instance, the service catchment areas of the organizations and programs in the DTES are unknown; many agencies provide services for residents living in other neighbourhoods, and even other communities. Further, a financial flows analysis does not account for impact, quality of service delivery, client outcomes or user experience of people accessing services. Finally, without analysis for other Vancouver neighbourhoods, it is unknown the relative investment to organizations in the DTES, versus Vancouver communities.

Nonetheless, these findings are presented for consideration and discussion, given the prominence that the DTES-response holds within community discourse, and the adverse outcomes that housed and unhoused residents, service providers, and systems partners face daily.

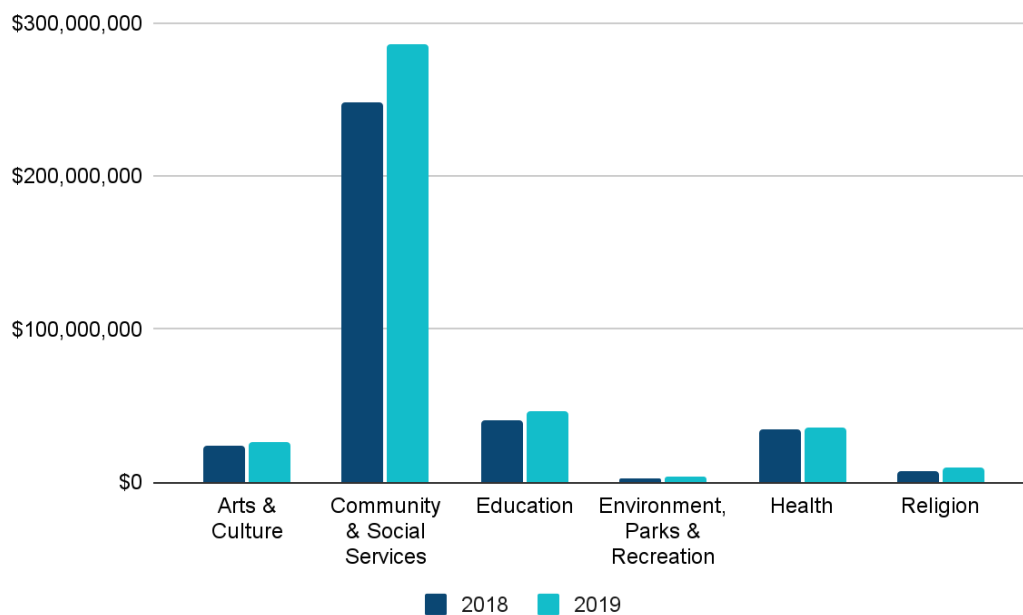
This research is a phase one. It allows VPD and other community partners to undertake additional research, analysis and integration with other public datasets to, for example, explore financial flows into more neighbourhoods, measure the catchment areas that nonprofits and charitable organizations serve, and explore capacity of the social infrastructure relative to need.

Through CRA data, HelpSeeker was able to identify \$355 million of charitable investments in DTES in 2018. This investment increased by about 14% in 2019, amounting to about \$406 million. Looking at Table 3-4.2 and Figure 3-4.2, charities in the scope of Community and Social Services provide the largest allocations to the area, accounting for over 50% of total investments.

Table 3-5.1. Downtown Eastside (DTES) Investments by HelpSeeker Category, CRA 2018-2019.

HelpSeeker Category	2018	2019
Arts & Culture	\$23,624,515	\$26,252,149
Community & Social Services	\$248,072,193	\$286,281,519
Education	\$40,476,759	\$45,928,944
Environment, Parks & Recreation	\$2,668,438	\$3,079,298
Health	\$33,978,831	\$35,747,293
Religion	\$7,035,691	\$9,141,731
<b>Total</b>	<b>\$355,856,427</b>	<b>\$406,430,934</b>

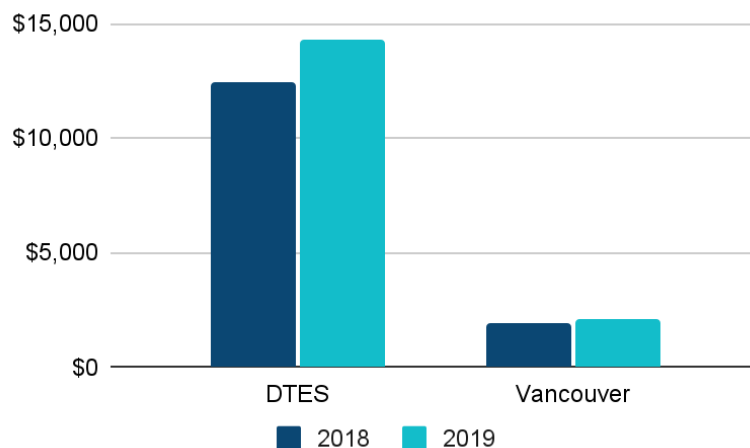
Figure 3-5.1. Downtown Eastside (DTES) Investments by HelpSeeker Category, CRA 2018-2019.



These numbers indicate that at least \$1 million of investment per day is being directed to charities located within the DTES postal code area, V6A. Of note, while this is a significant amount of funding, it does not include the allocations going to surrounding areas of the city that also support the delivery of services to residents of DTES, nor vice-versa.

As shown below (Figure 3-5.2), per capita allocations to charities delivering community and social-related services in DTES are significantly higher than those going to charities with a similar activity focus in Vancouver.

Figure 3-5.2. Downtown Eastside (DTES) Per Capita Investments by HelpSeeker Category, CRA 2018-2019.





Despite the investment allocated to this area, social issues have been exacerbated over the last few years, pointing to the need for continuous improvement required at the systems levels. Engaging with community associations operating in the DTES, such as Vancouver’s DTES Local Area Plan Committee and the DTES Neighbourhood Council, as well as building on the existing resiliency and social cohesion of this community to work with those who live in the community, is integral to formulating an engagement strategy to understand community needs. For example, it would be good to consider creating a space or forum where DTES businesses, service providers, community members, and various levels of government can come together to inform, engage, and work together on next steps for the community.

### 3.5.1.1 Vancouver Coastal Health Investments in DTES

In addition to the existing programs and partnerships previously referenced, Vancouver Coastal Health (VCH) also has many initiatives aimed at improving the health outcomes of the residents who live in the DTES, with many of these initiatives resulting from the VCH DTES Second Generation Strategy, which was a review conducted from 2012 to 2015.<sup>19</sup> At the initiation of this review, there were 21 agencies and VCH staff providing 68 health programs and services to between 8,000 and 12,000 individuals, at an approximate cost of \$66 million per year in the DTES.

20

## 3.6 CIHI – Mental Health and Addictions (MHA)

The health expenditure data presented in this section was based on information obtained from the Canadian Institute for Health Information (CIHI). This information shows that British Columbia received approximately \$31.8 billion for public and private health expenditures in 2018. Approximately 7%<sup>21</sup> of this health spending goes to mental health and addiction (MHA) services, accounting for \$2.2 billion of all health spending. This is provided through agreements separate from those of philanthropic funders or municipal sources.

In 2018, the City of Vancouver accounted for about 13.5% of British Columbia’s population. Extrapolating from this, we can estimate that MHA spending in Vancouver was approximately \$300 million (13.5% of British Columbia’s spending for MHA) in 2018. See Table 3-6 for estimates of Vancouver’s mental health and addictions (MHA) spending from 2018 to 2019.<sup>22</sup>

Table 3-6. Estimated MHA Spending, Vancouver 2018-2019.

	2018	2019
CIHI - MHA	\$300,260,985	\$315,632,546

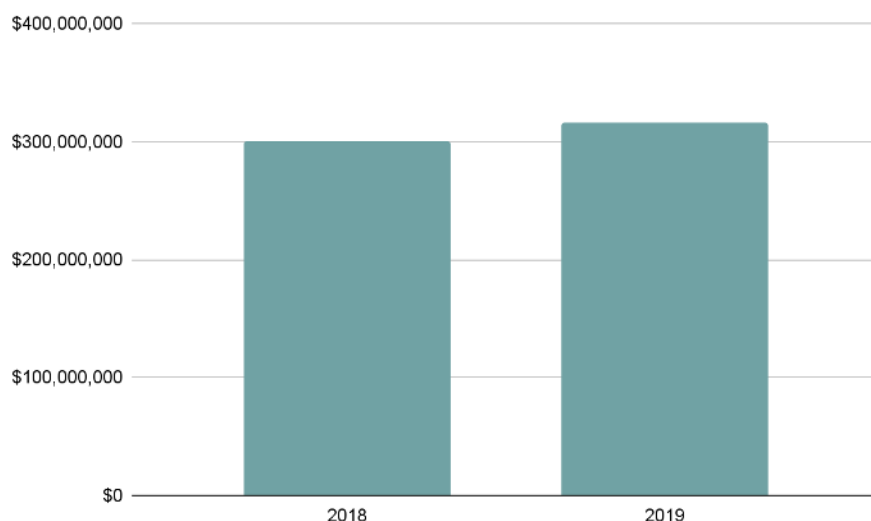
<sup>19</sup> A list of some of these initiatives is included in [Appendix E](#).

<sup>20</sup> It is unknown whether these allocations are going to charities or services delivered through other types of entities (nonprofits, grassroots organizations, etc.). Hence, to avoid possible double counting, this funding is not added to our estimates of allocations to the total Social Safety Net in Vancouver (\$5 billion).

<sup>21</sup> Health System Resources for Mental Health and Addictions Care in Canada, from <https://www.cihi.ca/sites/default/files/document/mental-health-chartbook-report-2019-en-web.pdf>

<sup>22</sup> These estimates assume that funding to mental health and addiction services is distributed on a per capita basis.

Figure 3-6. Estimated MHA Spending, Vancouver 2018-2019.



From 2018 to 2019, estimated MHA spending in British Columbia showed a 5% increase, from \$300 million to \$315 million. Of note, these allocations include only services or care reported by health ministries in Canada, not funding of mental health and addictions services through other entities, such as charities.

This supports the call for strengthening partnerships and coordination in the critical area of mental health and addictions, so that police and health and social support providers can work together to enhance local capacity, address key gaps in the supports continuum for participants with complex needs, and dismantle systemic barriers related to homelessness, systemic racism, mental health issues, and addictions.

It is also recommended to expand the existing model of programs that pair plainclothes police officers with nurses/mental health professionals, such as the VPD's Car 87 and Car 86 model, by adding additional clinicians, and social-navigating staff and peers to team up with VPD officers. By leveraging call data and outcomes to the existing program, the VPD can identify when these services have been most effective, and increase this dispatch option in triage.

As previously mentioned, it is important to leverage local data and use shared community priorities to develop an evaluation framework, based on specific KPIs. By requiring agencies to submit transparent and accountable quarterly reports, including a snapshot of how individual programs are performing against benchmarks, as well as how the overall cohort of programs are performing, will allow for a better understanding of how effective the services provided are, and where there is room for capacity building.

### 3.7 Other Community and Social Services (CSS) Entities

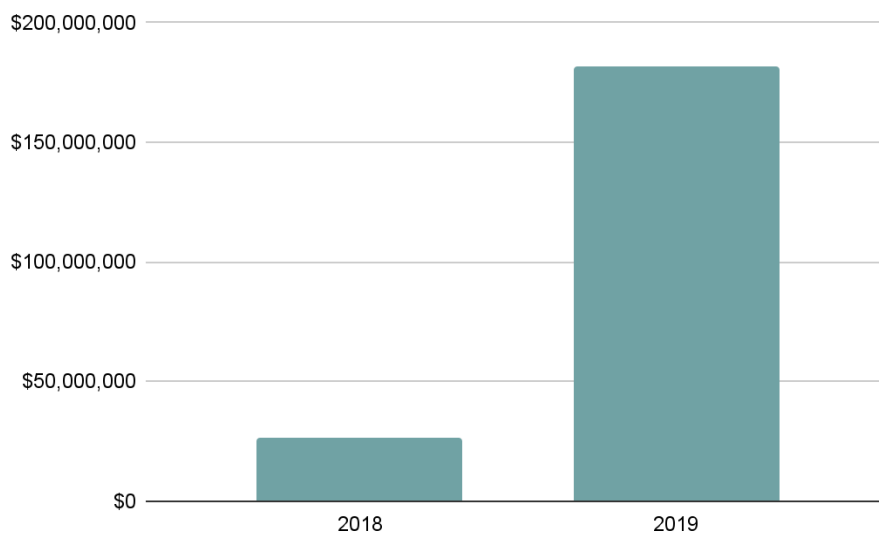
This section examines other available datasets providing additional information about other monetary investments in Vancouver’s Social Safety Net, particularly direct government transfers and investments from other CSS entities.

These entities include nonprofit organizations not registered as charities with the CRA, which also receive money for social services activities. Table 3-7 shows a large spike in investments by other CSS entities from 2018 (\$26 million) to 2019 (\$181 million). This shows another layer of complexity in the funding stream, created by the involvement of nonprofits, which are different from charities operating locally, but also need to be considered in a holistic systems-change effort. A second point is that large changes in investments by nonprofits from year to year, such as in Vancouver in 2018 and 2019, have ramifications for the delivery of support at client levels. Monitoring nonprofit contributions at the community level would be essential.

Table 3-7. Other CSS Entities, Vancouver 2018-2019.

	2018	2019
Other CSS Entities	\$26,554,012	\$181,626,708

Figure 3-7. Other CSS Entities, Vancouver 2018-2019.



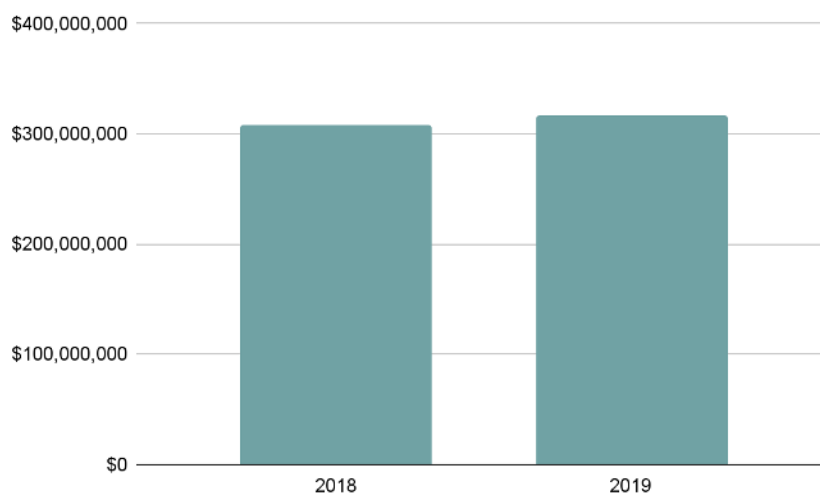
## 3.8 Vancouver Police Department

The Vancouver Police Department (VPD) maintains public safety and ensures community well-being in the City of Vancouver. Key services delivered by the VPD include responding to calls for service from the public, preventing and investigating crime, and continuing to build strong relationships within the community. Table 3-8 and Figure 3-8 show operating expenditures for 2018 and 2019 for the VPD.

Table 3-8. Operating Expenditures, Vancouver Police Department, Vancouver 2018-2019.

	2018	2019
Total	\$307,693,000	\$317,288,000

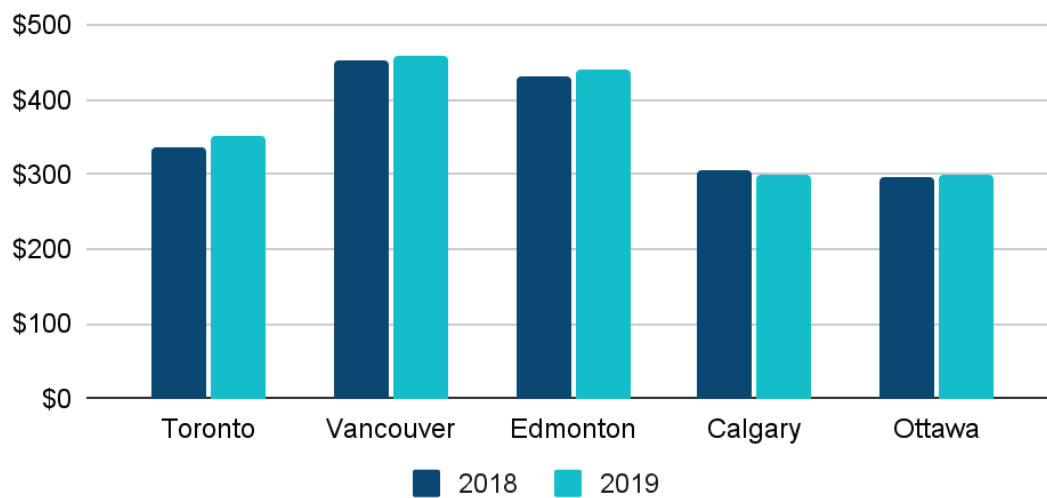
Figure 3-8. Vancouver Police Department, Vancouver 2018-2019.



From 2018 to 2019, there was overall growth of about 3.1% for the VPD's operating expenditure budget. In 2019, the VPD's operating expenditures accounted for about 6.2% of total investments identified for Vancouver's Social Safety Net.

To put the investments made by the Vancouver Police Department into context, Figure 3-8b outlines police expenditures per capita in Vancouver in comparison to other major Canadian cities. It appears that Vancouver has the greatest police expenditures per capita among comparator cities, amounting to \$458 per capita in 2019. This is followed by Edmonton's police expenditure per capita of \$441 in the same period.

Figure 3-8b. Police Service Expenditures per Capita, Police Budget Reports 2018-2019.<sup>23</sup>



### 3.8.1 Deep Dive: Vancouver Police Department's Existing Programs

Police officers regularly come into contact with people living with mental illness, including a majority who concurrently struggle with substance abuse, some of whom are not receiving necessary medical care and community support, and a small number who may be in a state of crisis. Given these inevitable interactions, the VPD has implemented different programs to provide care and mitigate risk by collaborating upstream with health care partners in an effort to get these vulnerable people the support they require.<sup>24</sup>

HelpSeeker has found many notable programs already in place in the VPD.<sup>25</sup> Part of what makes these programs stand out is the foundation of partnership and collaboration evident in their development. The continuing success of programs like these will depend on:

- The ability of the VPD and its partners to evolve and adapt these programs in a timely and effective way, as the needs of individuals change and additional best practices are shared and incorporated;
- A persistent determination by the VPD and its partners to ensure programs demonstrating successful outcomes and police involvement are sufficiently supported and funded; and

<sup>23</sup> Please note that these per capita estimates are based on the numbers of people living in Vancouver, but do not take into account the approximately 1.5 million people that come into Vancouver every day for work, for entertainment and shopping, for tourism, and much more.

<sup>24</sup> Daryl Wiebe. (2016). Vancouver Police Mental Health Strategy. A comprehensive approach for a proportional police response to persons living with mental illness.

<sup>25</sup> A (not-comprehensive) list of previous and current mental health and addiction programs implemented by VPD is provided in [Appendix D](#).

- The transparency and openness with which programs and outcomes are communicated and shared with stakeholders for constructive feedback and continuous improvement.

## 3.9 Systems Mapping

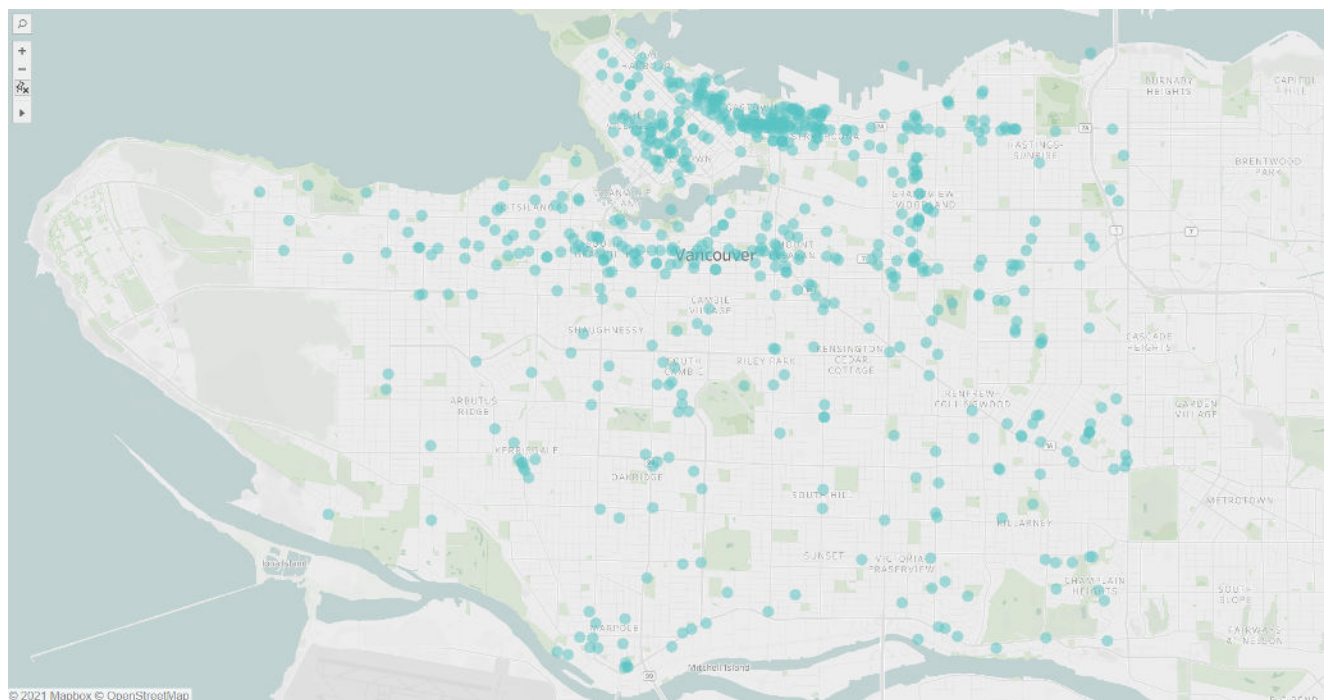
Systems Mapping is a process of creating an inventory of all the programs, locations, helplines, and benefits available to people seeking help in a Social Safety Net, as well as the associated service elements being offered to those seeking help. In this report, we outline the initial systems map for Vancouver as a start to what should be a dynamic inventory of transparent supports available to help-seekers.

### 3.9.1 Vancouver's Systems Map

Mapping the network of services in Vancouver is integral to understanding the types of services currently available in the community, and their geographic concentrations. This enables service providers and decision-makers to assess where the social sector is strained, and can also identify changes in the needs of the community.

As of October 2021, HelpSeeker has mapped 2,605 listings (programs, locations, benefits, helplines) offering approximately 9,730 service elements in Vancouver. This mapping requires ongoing maintenance and updating, as services change rapidly, particularly in the COVID context.

Figure 3-9.1. Distribution of Listings Mapped in Vancouver, HelpSeeker, 2021.



Examining Figure 3-9.1 above, it is apparent that the majority of listings (programs and locations) in Vancouver are concentrated closer to the downtown core, with 13% located in the DTES area. Listings appear more sparse in areas farther away from the downtown core. This may pose barriers to accessing services for people living further from the city centre, particularly for those who have trouble accessing transportation to services.

The infographic below outlines the number of services available in Vancouver by service category. *Basic Needs* (37%), *Mental Health & Addictions* (17%), and *Community & Belonging* (17%) together account for 71% of the total number of services available in the community.

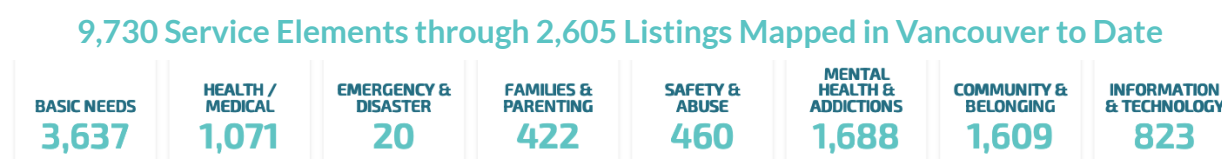


Table 3-9.1b. Service Elements by Category, HelpSeeker Listings, 2021.

Service Categories	Vancouver	British Columbia	Canada
Basic Needs	37.4%	30.1%	28.3%
Health / Medical	11.0%	10.7%	11.3%
Emergency & Disaster	0.2%	3.3%	4.6%
Families & Parenting	4.3%	7.1%	7.9%
Safety & Abuse	4.7%	5.0%	5.0%
Mental Health & Addictions	17.3%	16.0%	15.4%
Community & Belonging	16.5%	17.9%	17.2%
Information & Technology	8.5%	9.7%	10.4%

Table 3-9.1b shows the service mix in Vancouver's social services sector in comparison to the provincial and national mix. The service mix in a community describes the various types of programs, benefits, and services currently available for community members. HelpSeeker's tag categories provide additional insights as to which service categories may offer more programming in the community compared to others. For a detailed description of which types of services are included under each service category, please refer to [Appendix D: HelpSeeker Tags](#).

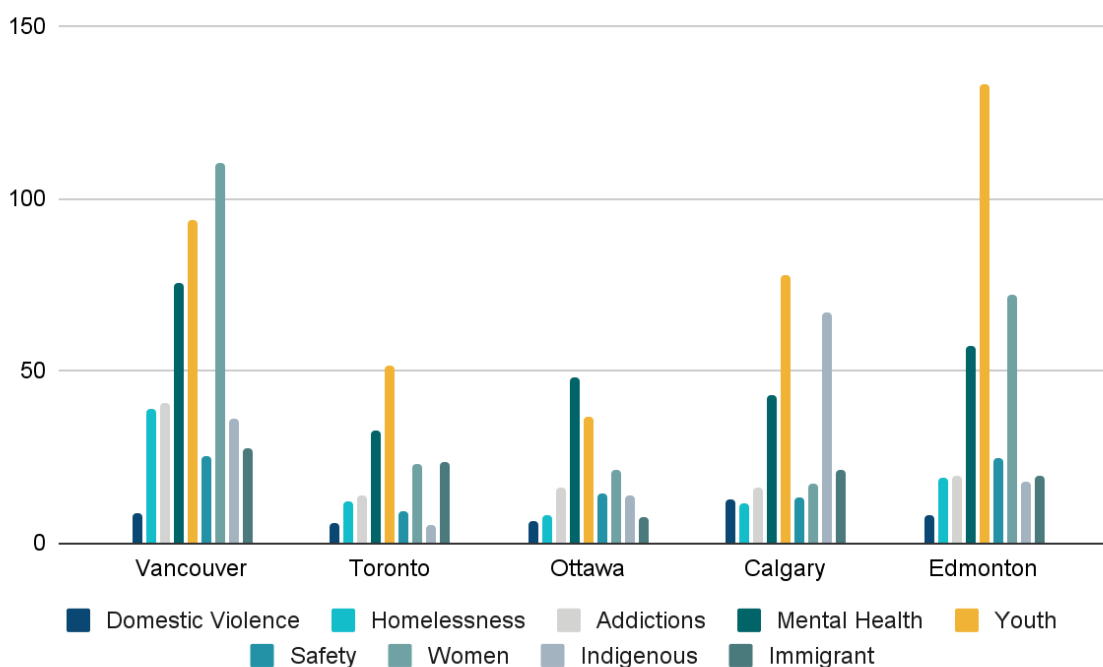
The distribution of different service categories in Vancouver is similar to the provincial and national averages in most categories. The greatest variation is in *Basic Needs*, with 7.3% more services mapped for *Basic Needs* in Vancouver compared to the provincial average, and 9.1% more than the national comparator. *Community & Belonging* represents a slightly lower percentage of services mapped in Vancouver than either provincially or nationally. *Health / Medical* have similar representation in Vancouver as provincially and nationally. Lastly, the percentage of services mapped for *Mental Health & Addictions* is slightly greater for Vancouver compared to provincial and national percentages. The variation in categories is likely due to local needs and structure of

organizations rather than any material difference, however a closer examination of services available may be necessary to ensure needs of residents are being adequately addressed.

Figure 3-9.1b provides a comparison of listings across other selected major cities in Canada, tagged under selected HelpSeeker tags that most closely align with aspects of Vancouver's Social Safety Net. Vancouver appears to have the most service elements (per 100,000) for all selected tags, with the exception of *Domestic Violence* and *Youth*, where Calgary and Edmonton have the highest rates, respectively.

Of these selected tags, listings tagged as *Women*, *Youth*, and *Mental Health* occur most frequently for Vancouver (110, 94, and 76 listings per 100,000 population, respectively). Listings that were least tagged for Vancouver include *Safety* and *Domestic Violence* (25 and 9 listings per 100,000 population, respectively).

Figure 3-9.1b. Number of Listings by Category (per 100,000), HelpSeeker 2021.



### 3.9.1.1 Systems Mapping and Financial Information

After completing the mapping process, HelpSeeker merged the financial information provided in the CRA dataset with HelpSeeker's inventory of programs and services in the community. By merging both types of data, HelpSeeker is able to conduct a descriptive analysis of the total operating costs of direct services relevant to Vancouver's Social Safety Net. Only programs and services that provide direct support to individuals in the community are included in these analyses, based on the aforementioned systems mapping effort.



The following tables outline the monetary allocations going to known entities in Vancouver, both registered charities and other nonprofits, and the percentage of funding the team was able to trace to the CRA and Federal Grants datasets for 2018 and 2019.

As shown in Table 3-9.1.1a, while 39% of the identified 1,808 charities in Vancouver are dedicated to the delivery of social services in the community in 2018, we could trace only 11% to HelpSeeker's systems map identifying them as providers of direct services to individuals.<sup>26</sup>

This is important, because it tells us only a fraction of the entities that are players in the social infrastructure of a city are providing front-line help. This insight aligns with service providers' stated concerns across policing, social, and health services, namely, that more capacity at the direct client level is needed. Could there be a way to examine the current investments and redeploy more investments to direct service delivery to meet this need? What would be the ideal front-line staff requirement to provide appropriate levels of services for residents?

A total of 66% of investments, through federal government grants, went to organizations providing community and social services in Vancouver in 2018.

Table 3-9.1.1a. Charities dedicated to CSS, HelpSeeker listings, 2018

2018 Category	Number of Entities	% of total CSS	% of them in HS Dataset	Funding Allocation	% of total CSS
CRA	1,808	39%	11%	\$14,347,980,252	9%
Federal Grants for selected department	586	35%	17%	\$73,215,034	66%

There were similar findings for 2019 compared to the 2018 data. The total number of charities in Vancouver dedicated to the delivery of social services in the community remained at 39% (Table 3-9.1.1b). However, the most notable difference between 2018 and 2019 is the percentage of funding through federal grants allocated specifically to social services, with a 23% increase between 2018 and 2019 (66% to 89%).

Table 3-9.1.1b. Charities dedicated to CSS, HelpSeeker listings, 2019

2019 Category	Number of Entities	% of total CSS	% of them in HS Dataset	Funding Allocation	% of total CSS
CRA	1,808	39%	12%	\$14,279,465,929	10%
Federal Grants for selected department	602	37%	15%	\$165,021,272	89%

<sup>26</sup> This excludes charities such as churches (unless providing food or clothing, for instance), cemeteries, museums, councils, private and public schools, etc.

### 3.9.2 Service Mix

This section presents an overview of the total funding directed to organizations operating in the community that serve individuals, according to population and service focus. This information is included to aid future efforts to identify potential gaps, duplications, and considerations for improved delivery.

An analysis of this funding is presented using the CRA and Federal Grants datasets separately, to ensure transparency on the potential gaps in the data, and to highlight the value of each dataset to the overall understanding of financial flows in this area. To account for double counting of funding from the federal government to charities, the information provided in this section from the federal government excludes charitable organizations - since that information is already captured in the CRA dataset - and includes only information on the distribution of funding by population and service focus for other entities, such as non profit organizations that are dedicated to the delivery of social services and do not have a reporting requirement to CRA.

Note that funding directed to each category of experience may not be mutually exclusive, as some organizations may be (and in most cases are) serving different populations or providing different types of services, and there is overlap in populations, so that community members may be eligible for support from more than one service provider. This means that adding up the funding from the various datasets will not yield accurate information. However, this section provides considerable information about the allocation of investments relevant to the Social Safety Net in the community.

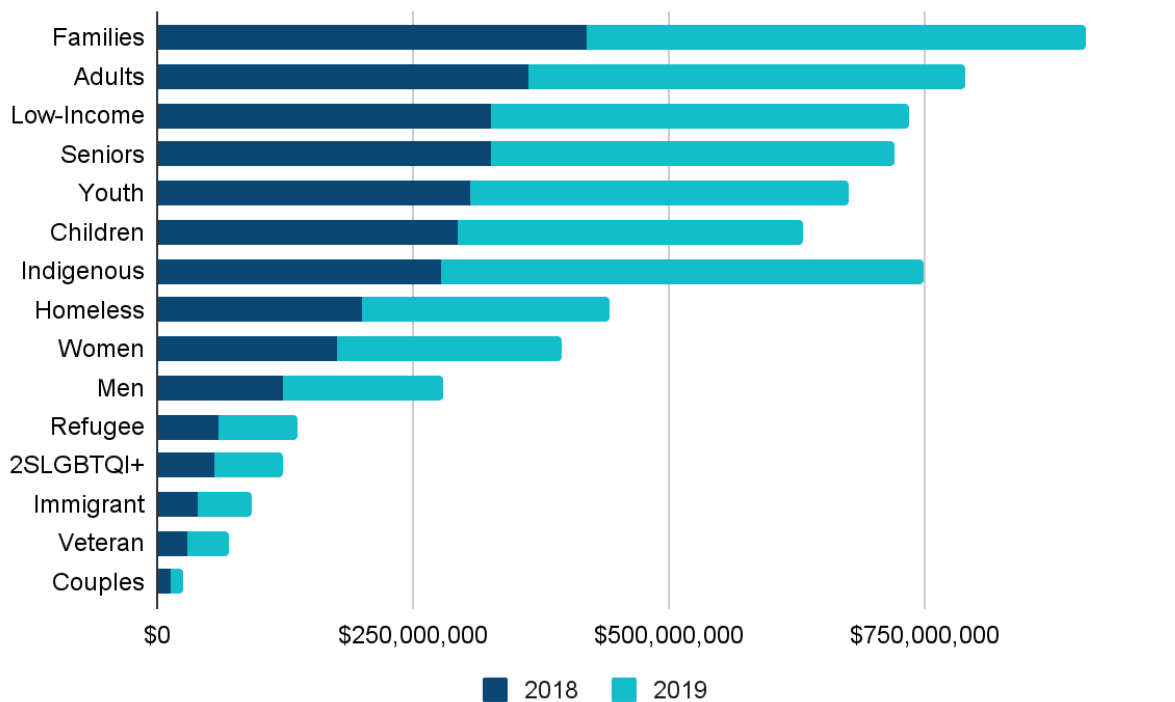
#### 3.9.2.1 Canada Revenue Agency (CRA) Dataset

The purpose of this section is to show the tremendous variety of service elements and target groups as a starting point for future coordination efforts. Ideally, communities would have a real-time understanding of who operates what service, and for whom, using consistent language and frameworks, regardless of whether they are operating under police, health, education, or social services banners, because those who need help likely interact with all those providers throughout their service journeys.

Figure 3-9.2.1a shows that registered charities captured in the CRA dataset delivering direct services to individuals in Vancouver with a focus on *Families*, *Adults* and *Indigenous* received the largest shares of funding in 2018 and 2019, with a slightly bigger investment in 2019. Of note, the growth in investments in charities tagged *Indigenous* had the greatest growth during this period, a 70% increase (\$276 million in 2018 to \$471 million in 2019).

By contrast, charities tagged *Couples*, *Veteran*, *Immigrant*, *2SLGBTQI+*, and *Refugees* received the lowest investments during the same period of time. Identifying as *Indigenous*, a *refugee*, *2SLGBTQI+*, or a *veteran* will not apply to as many people. However, it is important to recognize that if communities want to support those groups receiving smaller investments, the adoption of an equity lens is required. For service design at a systems level, decision-makers and service providers should have a common understanding of local priority needs and emerging gaps.

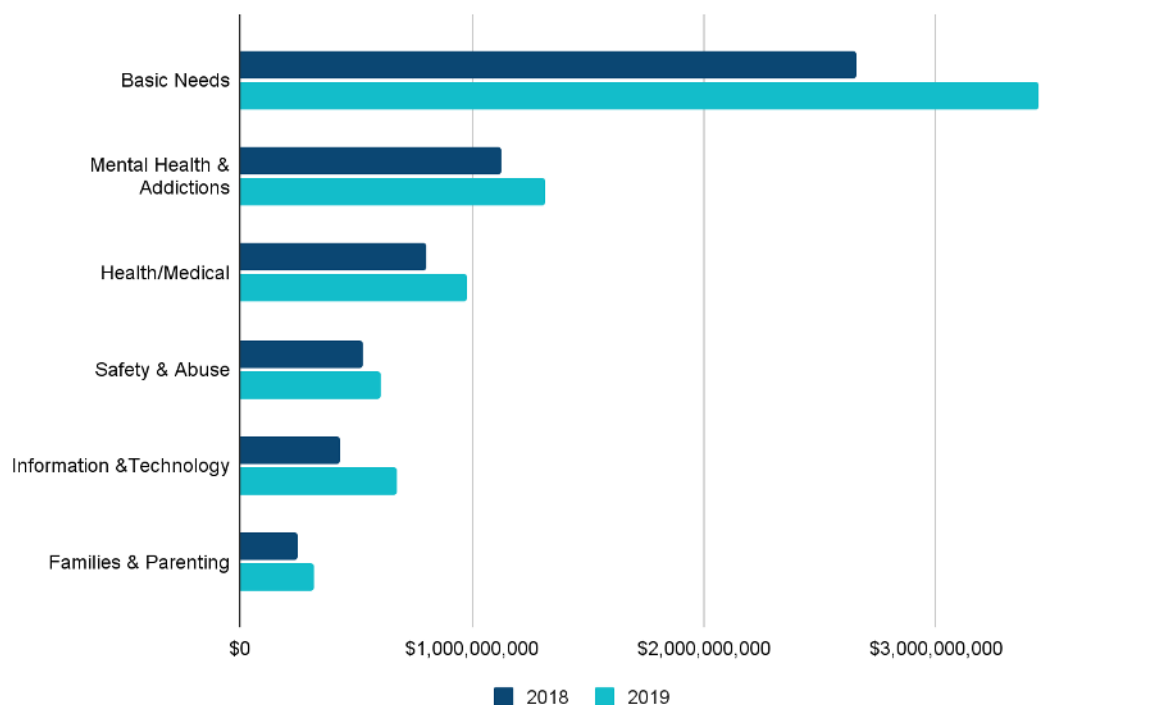
Figure 3-9.2.1a. Distribution of Funding by Population Target, CRA & HelpSeeker, 2018-2019



By selected service categories, charities tagged *Basic Needs*, *Health/Medical*, and *Mental Health and Addictions*, and *Community and Belonging* together received the majority of the funding in the community for 2018 and 2019 (Figure 3-9.2.1b). Charities tagged with providing *Families/Parenting* services (i.e., adoption, childcare, pregnancy), *Information & Technology* services (i.e., providing legal assistance, information and referral, language/translation), and services relating to *Safety and Abuse* (i.e., combatting domestic violence, sexual abuse, and human trafficking, and supporting safety) received less funding for the delivery of their activities in 2018 and 2019 together. Examples of agencies in each category are outlined in Table 3-9.2.1b.

It is important to note that the focus is to support changes; but the question is whether these changes happen in a coordinated, transparent and equitable manner. Future efforts could probe how common investment frameworks might identify and align funding *regardless of source* for maximum impact.

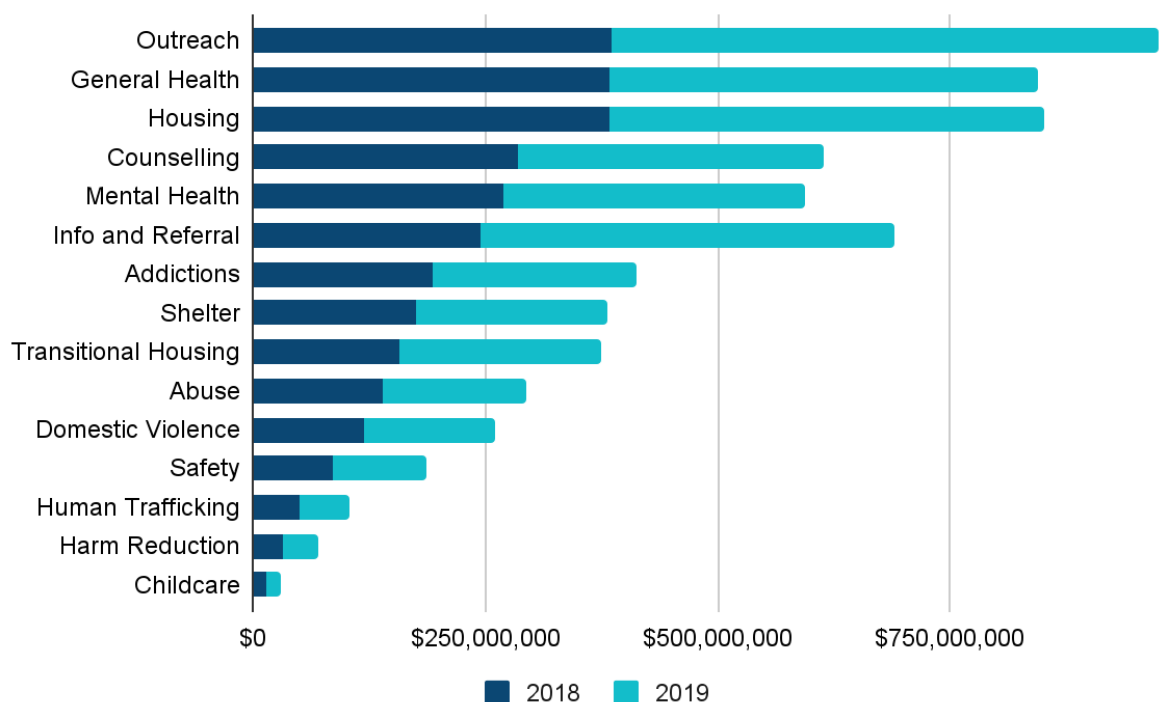
Figure 3-9.2.1b. Distribution of Funding by Category, CRA & HelpSeeker, 2018-2019



Charities providing *Outreach, General Health, Housing, and Info and Referral* services received more funding in 2018 and 2019, by selected activities, than organizations providing services dealing with *Domestic Violence, Safety, Human Trafficking, Harm Reduction, and Childcare*. *Health and Outreach* services continued to be a strong focus of Vancouver's social services sector, as evidenced by increases in funding to these services in 2019.

It is important for decision-makers in the community to consider whether changes in services offered align with community needs. Are certain groups consistently underserved because what is being offered is not what might be needed or asked for? How might we better understand and capture changes in the needs in the community?

Figure 3-9.2.1c. Distribution of Funding by Selected Activities, CRA & HelpSeeker, 2018-2019



### 3.9.2.2 Federal Grants Dataset

We can dive more deeply into one level of government and see a similar variation likely, though not exclusively, explained by federal jurisdiction. This section presents data from federal sources on grants (awards and contributions) directed to various groups and individuals in specific demographic categories.

As shown in Figure 3-9.2.2a, organizations serving families and children receive a larger share of funding as compared with other organizations in Vancouver. These other organizations do not include registered charities, but are typically other nonprofit organizations. According to the Federal Grants dataset, people experiencing homelessness, 2SLGBTQI+ people, and Indigenous peoples are the populations with some of the lowest funding allocations from other organizations that also receive funding from the federal government.

Of note, federal grant allocations for organizations serving families and children dropped significantly in 2019 compared to 2018, registering about a 90% decrease for each. This may indicate that organizations that serve families also provide simultaneous support for children. Conversely, allocations for organizations tagged as providing support to adults doubled in the same period.

Figure 3-9.2.2a. Distribution of Funding by Population Target, Federal Grants & HelpSeeker, 2018-2019

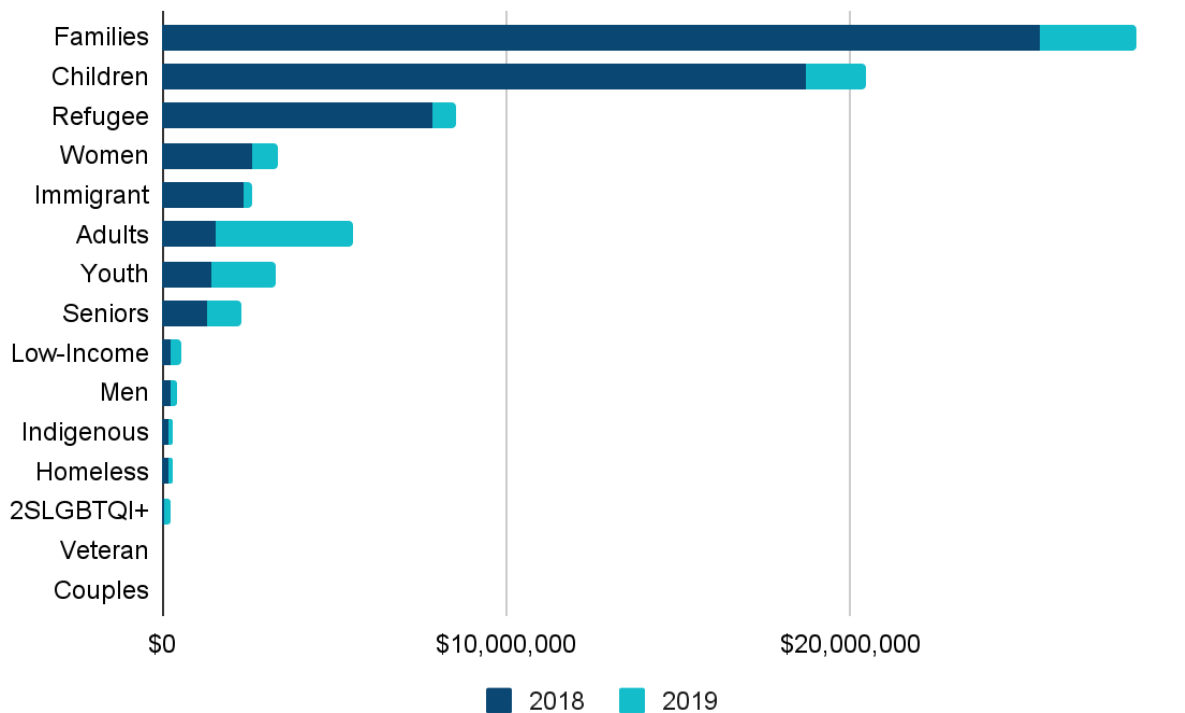
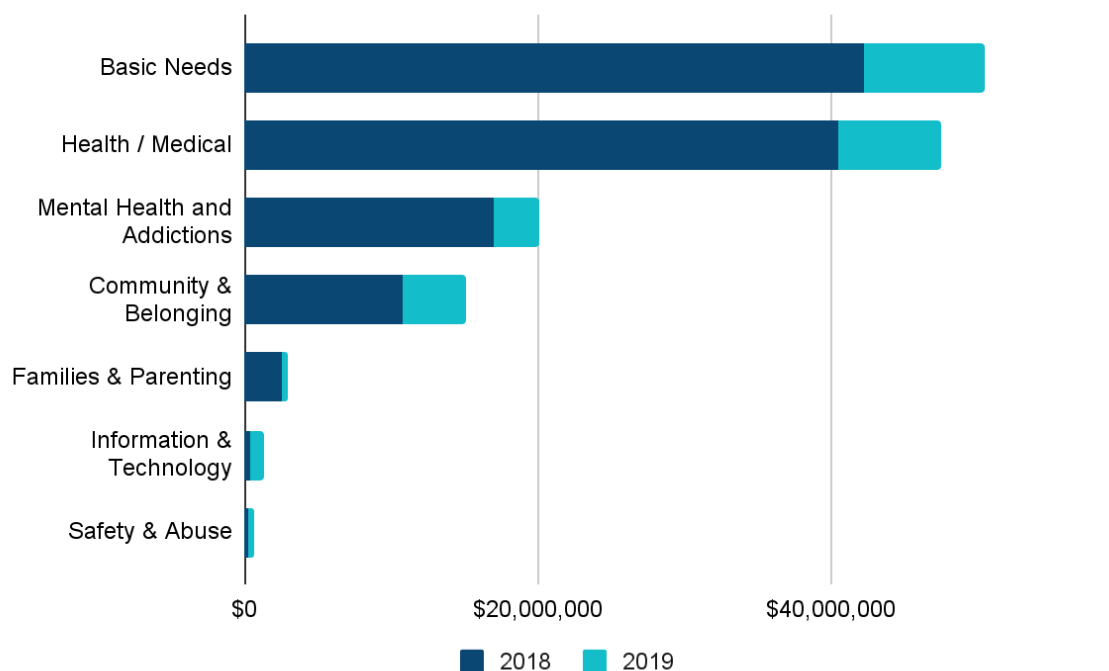


Figure 3-9.2.2b shows that, according to the Federal Grants dataset, organizations with the most funding include those tagged under *Basic Needs* (i.e., food, clothing, shelter) and *Health/Medical* (i.e., general health services, services for those living with disability or special needs). By contrast, *Safety and Abuse* (i.e., domestic violence, sexual abuse, human trafficking, and safety), *Information and Technology* services (i.e., providing legal assistance, information and referral, language/translation) and *Families/Parenting* services (i.e., adoption, childcare, pregnancy) received less funding for the delivery of their activities in 2018 and 2019 together.

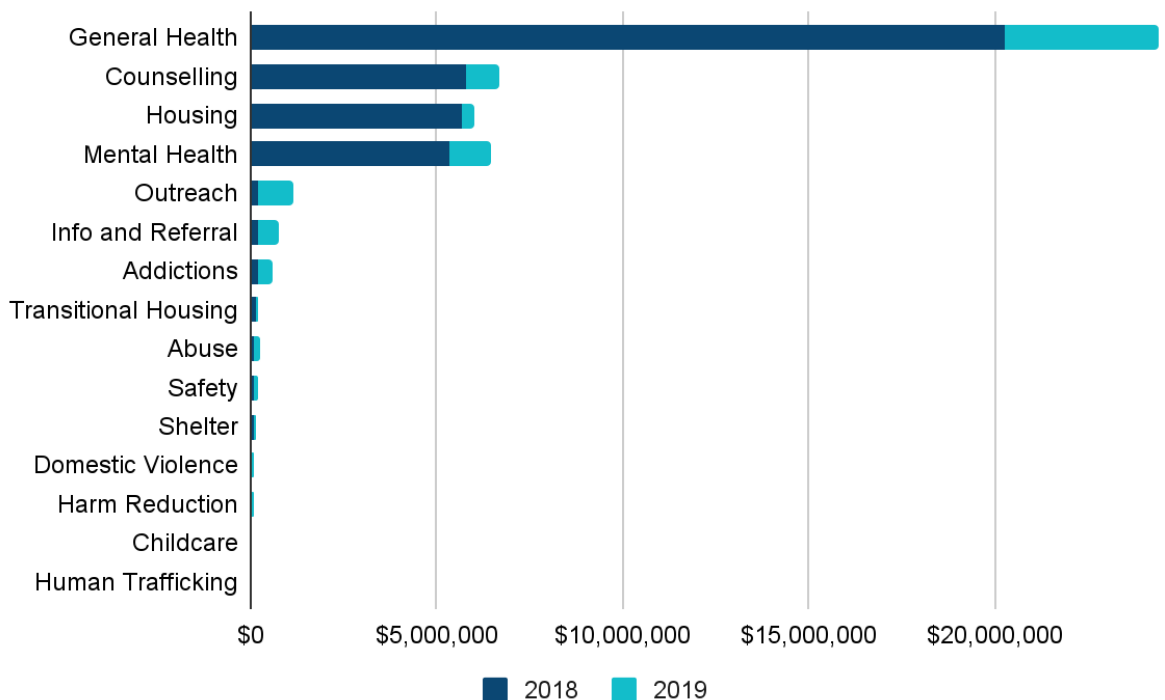
Again, large decreases in federal sources of investment occurred in 2019 when compared to 2018 for the majority of service categories, with the exception of *Information and Technology*, and *Safety and Abuse*.

Figure 3-9.2.2b. Distribution of Funding by Category, Federal Grants & HelpSeeker, 2018-2019



Looking at selected activities (Figure 3-9.2.2c), it can be seen that the majority of funding from the federal grants dataset in 2018 and 2019 was allocated to organizations delivering services related to *General Health, Counselling, and Mental Health*. However, funding for these services dropped significantly in 2019. Services tagged under *Domestic Violence, Harm Reduction, Childcare, and Human Trafficking* received the lowest funding amounts in 2018 and 2019, amounting to just over \$100,000 across both years. Once again, we need to know how much impact this has on Vancouver residents in need of these supports, and how these allocations are being coordinated with other funders.

Figure 3-9.2.2c. Distribution of Funding by Selected Activities, Federal Grants & HelpSeeker, 2018-2019



The systems map we provide here is just the start of a true community effort to coordinate and better respond as a united front. Further research is needed to determine the occupancy and capacity in real time of these services, how many people actually want specific service elements, whether they received what they specifically sought, and to what extent their needs were met. Finding these answers is what we have to move toward together.

These service mix figures are important when we consider, at the systems level, whether we have enough capacity in light of local needs. Of course, needs are dynamic, and so is capacity. The power of a collective impact model comes from maintenance, active use, and communication. A fulsome understanding of the service mix and demand can help funders and service providers coordinate priorities, based on a shared understanding. Further, the development of a detailed needs assessment that looks closely at systems mapping to understand what services are available, and where there are gaps and overlaps, on a sector-by-sector basis, is also recommended.



## 4 Conclusion

This technical report was created to raise questions and prompt discussion about Vancouver's Social Safety Net and how it might be transformed to better serve residents. The social challenges Vancouver faces require the collaboration of not only police, but other key systems, including community and social services, health, education, and diverse funders in government and philanthropy. It is through enhanced communication and collaboration that positive social outcomes will be produced for the City of Vancouver and its residents. Such enhanced communication will also help inform the current discussions on the future role of policing in the community.

## Appendix A: Foundation Revenues And Expenditures To Qualified Donees

Table AppA-1. Highest allocations to charities by selected service category: Community & Social Services Programs from Charities in Vancouver by Service Category, CRA 2018-2019.

Category	2018		2019	
Community Resource	Legal Services Society	\$84,579,964	Legal Services Society	\$95,798,310
	Forensic Psychiatric Services Commission	\$70,233,603	Forensic Psychiatric Services Commission	\$74,598,929
	The YMCA Of Greater Vancouver	\$52,441,446	The YMCA Of Greater Vancouver	\$60,274,253
	Vancouver Aboriginal Child And Family Services Society	\$37,855,820	Vancouver Aboriginal Child And Family Services Society	\$38,030,008
	S.U.C.C.E.S.S. (Also Known As United Chinese Community Enrichment Services Society)	\$35,604,994	Coast Foundation Society (1974)	\$36,034,563
Complementary or Alternative Health Care	Vancouver Adaptive Snow Sports	\$196,519	Urban Horse Project Society	\$144,117
	Southlands Therapeutic Riding Society	\$83,989	Southlands Therapeutic Riding Society	\$126,914
			AquaFit For All Association	\$33,904
Organizations Relieving Poverty	PHS Community Services Society	\$38,632,828	PHS Community Services Society	\$46,420,718
	Greater Vancouver Community Services Society	\$35,356,227	Atira Women's Resource Society	\$39,382,952
	Atira Women'S Resource Society	\$31,757,623	Greater Vancouver Community Services Society	\$38,252,850
	Raincity Housing And Support Society	\$26,502,614	Raincity Housing And Support Society	\$30,014,245
	Family Services Of Greater Vancouver	\$25,435,836	Lotte And John Hecht Memorial Foundation	\$28,805,410
Protective Health Care	First Steps Health Society	\$906,142	First Steps Health Society	\$1,206,651
	Canadian Lifeboat Institution Inc.	\$108,028	Canadian Lifeboat Institution Inc.	\$113,506
	Amazing Grace Foundation	\$997		
Relief of the Aged	Jewish Seniors Alliance Of Greater Vancouver	\$295,216	S.U.C.C.E.S.S. Multi-Level Care Society	\$14,912,823
	Southeast Vancouver Seniors' Arts And Cultural Centre Society	\$115,028	Faith & Action Mission Society	\$1,850,865
	Sincere Care Society For The Elderly	\$3,896	Jewish Seniors Alliance Of Greater Vancouver	\$325,069
	Agape Benevolent And Charitable Society	\$483	Elders In Community Foundation	\$35,000
			Senior Chinese Society Of Vancouver	\$13,948

Table AppA-2. Top 10 Public Foundations by Revenue, Gifts to Qualified Donees, Expenditures and Percentage of Gifts with Respect to Total Expenditures in Vancouver, CRA, 2018.

Foundation Name	Total Revenue	Gifts to qualified donees	Total Expenditures	Proportion of gifts with respect to total expenditures
Chimp: Charitable Impact Foundation (Canada)	\$182,013,413	\$130,874,268	\$145,284,475	90%
Aqueduct Foundation	\$116,778,923	\$39,525,187	\$45,825,032	86%
British Columbia's Children's Hospital Foundation	\$107,548,458	\$50,668,815	\$88,304,752	57%
VGH & UBC Hospital Foundation	\$94,922,393	\$42,921,007	\$69,955,437	61%
Vancouver Foundation	\$50,540,894	\$59,849,192	\$76,576,779	78%
The YMCA Of Greater Vancouver Foundation	\$49,286,480	\$2,979,823	\$3,796,336	78%
St. Paul'S Foundation Of Vancouver	\$35,703,290	\$23,884,073	\$30,303,584	79%
Jewish Federation of Greater Vancouver	\$22,709,484	\$9,315,153	\$14,003,151	67%
Vanchorverve Foundation	\$21,676,100		\$78,575	0%
St. George's School Foundation	\$19,760,284	\$4,227,949	\$7,319,397	58%

Table AppA-3. Top 10 Public Foundations by Revenue, Gifts to Qualified Donees, Expenditures and Proportion of Gifts with Respect to Total Expenditures in Vancouver, CRA, 2019.

Foundation Name	Total Revenue	Gifts to qualified donees	Total Expenditures	Proportion of gifts with respect to total expenditures
Aqueduct Foundation	\$226,880,091	\$55,991,499	\$63,878,276	88%
Vancouver Foundation	\$206,491,780	\$66,025,165	\$84,731,336	78%
Chimp: Charitable Impact Foundation (Canada)	\$140,775,754	\$35,165,729	\$46,237,828	76%
British Columbia'S Children's Hospital Foundation	\$113,570,162	\$66,506,348	\$105,531,606	63%
VGH & UBC Hospital Foundation	\$94,559,329	\$40,444,488	\$69,051,135	59%
St. Paul'S Foundation Of Vancouver	\$40,425,058	\$23,745,303	\$30,670,937	77%
Nicola Wealth Private Giving Foundation	\$27,559,275	\$9,865,466	\$10,525,046	94%
Vancity Community Foundation	\$26,052,174	\$13,311,007	\$20,787,182	64%
Jewish Federation of Greater Vancouver	\$20,244,901	\$9,108,607	\$14,494,972	63%
St. George's School Foundation	\$18,370,761	\$4,157,117	\$7,862,861	53%

Table AppA-5. Top 10 Private Foundations by Revenue, Gifts to Qualified Donees, Expenditures and Proportion of Gifts with Respect to Total Expenditures in Vancouver, CRA, 2018.

Foundation Name	Total Revenue	Gifts to qualified donees	Total Expenditures	Proportion of gifts with respect to total expenditures
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Telus Friendly Future Foundation - Fondation Telus Pour Un Futur Meilleur	\$107,816,317	\$8,008	\$27,710	29%
Audain Foundation	\$92,961,036	\$7,205,511	\$7,533,075	96%
Moffat Foundation Inc.	\$48,614,641	\$15,800,000	\$15,831,655	100%
The Jim Pattison Foundation	\$20,840,798	\$12,170,887	\$12,705,098	96%
Beedie Foundation	\$20,545,019	\$6,502,117	\$6,663,638	98%
The Sitka Foundation	\$19,555,153	\$4,044,206	\$5,243,963	77%
North Family Foundation	\$17,619,673	\$3,941,900	\$3,949,407	100%
Diamond Foundation	\$16,734,851	\$11,671,410	\$12,266,239	95%
Raymond James Canada Foundation	\$13,210,440	\$3,003,590	\$3,272,448	92%
Beedie Luminaries Foundation	\$9,850,896		\$552,683	0%

Table AppA-6. Top 10 Private Foundations by Revenue, Gifts to Qualified Donees, Expenditures and Proportion of Gifts with Respect to Total Expenditures in Vancouver, CRA, 2019.

Foundation Name	Total Revenue	Gifts to qualified donees	Total Expenditures	Proportion of gifts with respect to total expenditures
Wilson 5 Foundation	\$225,658,764	\$142,425	\$612,119	23%
Beedie Luminaries Foundation	\$47,835,589	\$802,500	\$1,723,747	47%
The Sitka Foundation	\$29,413,570	\$4,101,016	\$5,372,208	76%
Audain Foundation	\$25,879,719	\$4,585,414	\$5,119,178	90%
Chan Family Foundation	\$23,753,840	\$958,080	\$1,078,438	89%
Beedie Foundation	\$23,210,428	\$2,644,281	\$2,777,604	95%
The Paul Myers Family Foundation	\$20,223,207		\$120,585	0%
Diamond Foundation	\$19,741,314	\$12,709,416	\$13,282,520	96%
Apotex Foundation	\$18,619,891	\$3,774,217	\$3,789,679	100%
April 1 Foundation	\$17,968,921	\$4,051,917	\$4,089,277	99%

## Appendix B: Selected Charities Revenues And Foundations Expenditures To Qualified Donees, 2020.

Table AppB-1. Highest allocations to Community & Social Services Programs from Charities in Vancouver by Service Category, CRA 2020.

Category	2020	
Community Resource	Legal Services Society	\$105,729,209
	Forensic Psychiatric Services Commission	\$78,172,079
	Coast Foundation Society (1974)	\$43,083,256
	Vancouver Aboriginal Child And Family Services Society	\$39,906,046
	S.U.C.C.E.S.S. (Also Known As United Chinese Community Enrichment Services Society)	\$36,297,614
Complementary or Alternative Health Care	Urban Horse Project Society	\$222,873
	Southlands Therapeutic Riding Society	\$89,434
	AquaFit For All Association	\$35,090
Organizations Relieving Poverty	PHS Community Services Society	\$51,737,040
	Atira Women'S Resource Society	\$45,101,940
	Greater Vancouver Community Services Society	\$45,097,300
	Raincity Housing And Support Society	\$35,931,021
	M.O.S.A.I.C. Multilingual Orientation Service Association For Immigrant Communities	\$31,950,452
Protective Health Care	Amazing Grace Foundation	\$76,409
	Great Charity	\$65,000
	Burnaby Urban Search And Rescue Society	\$26,440
Relief of the Aged	Jewish Seniors Alliance of Greater Vancouver	\$420,499
	Agape Benevolent And Charitable Society	\$2,979

Table AppB-2. Top 10 Public Foundations by Revenue, Gifts to Qualified Donees, Expenditures and Proportion of Gifts with Respect to Total Expenditures in Vancouver, CRA, 2020.

Foundation Name	Total Revenue	Gifts to qualified donees	Total Expenditures	Proportion of gifts with respect to total expenditures
Chimp: Charitable Impact Foundation (Canada)	\$183,649,504	\$41,187,357	\$52,863,104	78%
British Columbia's Children's Hospital Foundation	\$159,809,279	\$54,684,749	\$94,245,879	58%
VGH & UBC Hospital Foundation	\$82,532,098	\$58,362,927	\$88,353,637	66%
St. Paul's Foundation of Vancouver	\$73,165,265	\$30,124,156	\$37,890,369	80%
Union Gospel Mission Foundation	\$19,618,256	0	\$963,149	0%
Makeway Foundation	\$18,905,527	\$16,086,028	\$20,525,320	78%
St. George's School Foundation	\$15,863,051	\$4,127,526	\$7,576,794	54%
Canucks For Kids Fund	\$14,059,510	\$4,841,660	\$11,558,867	42%
Zlc Foundation	\$11,135,558	\$5,339,444	\$6,299,941	85%
BC Women's Health Foundation	\$10,353,059	\$4,288,912	\$8,976,499	48%

Table AppB-3. Top 10 Private Foundations by Revenue, Gifts to Qualified Donees, Expenditures and Proportion of Gifts with Respect to Total Expenditures in Vancouver, CRA, 2020.

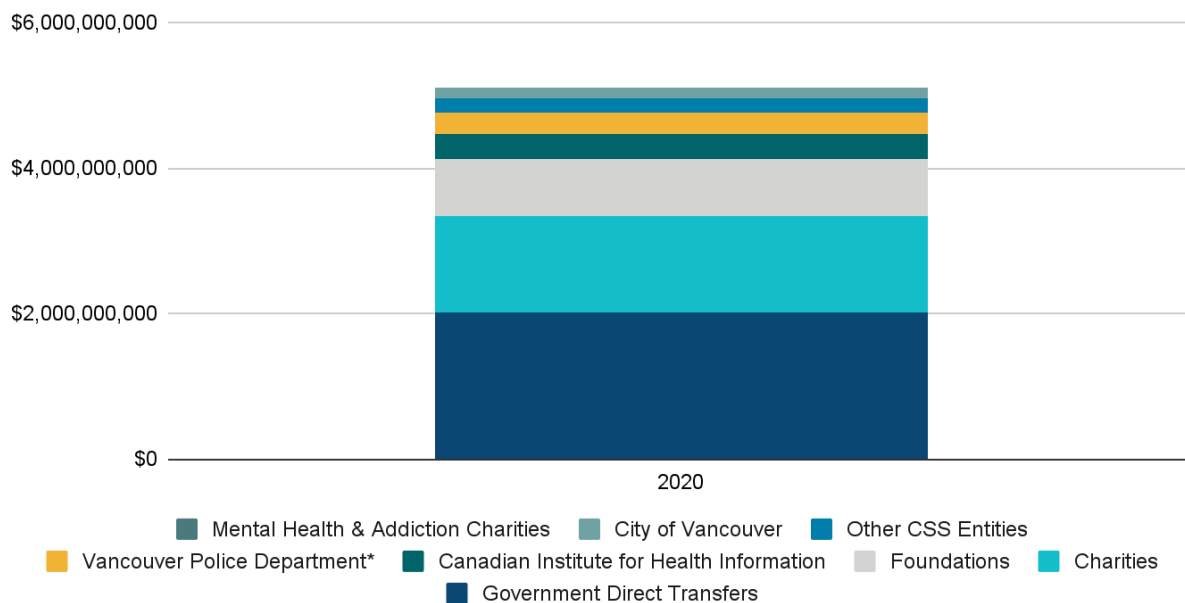
Foundation Name	Total Revenue	Gifts to qualified donees	Total Expenditures	Proportion of gifts with respect to total expenditures
Wilson 5 Foundation	\$91,670,293	\$2,760,803	\$4,903,780	56%
The Paul Myers Family Foundation	\$18,578,212	\$250,000	\$404,560	62%
Audain Foundation	\$16,221,346	\$6,722,339	\$7,300,929	92%
Apotex Foundation	\$6,020,676	\$67,829,898	\$67,945,583	100%
Sherman Foundation	\$5,983,821	\$4,321,300	\$132,258,557	3%
Louis Brier Jewish Residence Society	\$5,259,156	0	\$5,358,262	0%
The Chin-Wei Foundation	\$4,530,461	\$1,000,000	\$1,280,215	78%
Pooler Charitable Fund	\$3,793,999	\$181,000	\$300,802	60%
Leon Judah Blackmore Foundation	\$3,634,849	\$1,136,820	\$1,216,063	93%
Conconi Family Foundation	\$3,017,420	\$1,181,550	\$1,622,795	73%

## Appendix C: Investments In Vancouver’s 2020 Social Safety Net

The onset of the COVID-19 pandemic contributed to unprecedented changes in the social service sector. As noted in the [Methodology](#) section, the analysis in this section helps provide context for recent investments made in Vancouver’s Social Safety Net, and is provided as a reference to the most current investments the team was able to access for 2020.

In 2020, Vancouver’s Social Safety Net totalled about \$5.1 billion, similar to the amount calculated for 2019. Again, government direct transfers continue to account for the majority of Vancouver’s Social Safety Net, followed by charities and foundations (AppC-1).

AppC-1. Vancouver’s 2020 Social Safety Net.



Additionally, the table below outlines percentage changes in Vancouver’s Social Safety Net investments from 2019 to 2020.

AppC-2. Vancouver’s 2020 Social Safety Net.

	2019	2020	% Change
Government Direct Transfers	\$2,013,367,000	\$2,013,367,000	--
Charities	\$1,464,382,498	\$1,318,262,543	-10.0%
City of Vancouver	\$139,328,975	\$145,361,622	4.3%
Canadian Institute for Health Information	\$315,632,546	\$331,678,839	5.1%

Foundations	\$680,848,064	\$798,354,058	17.3%
Vancouver Police Department*	\$317,288,000	\$307,693,000	-3.0%
Mental Health & Addiction Charities	\$17,173,033	\$7,429,110	-56.7%
Other CSS Entities	\$181,626,708	\$183,408,525	1.0%
Total	\$5,129,646,824	\$5,105,554,697	-0.5%

The greatest change from 2019 to 2020 was the 56.7% decrease in investment from mental health and addiction charities (\$17 million in 2019 to \$7 million in 2020). Also of note, there was a 10% decrease in social services charitable investments (\$1.4 billion in 2019 to \$1.3 billion in 2020). While investments from charities decreased, investments from foundations increased by about 17% (\$680 million in 2019 to \$798 million in 2020).

### City Investments

The City of Vancouver has implemented policies through the Housing Vancouver Strategy to generate contributions to help deliver funds to the facilities and infrastructure necessary to support a growing population. Development Contributions, such as Community Amenity Contributions, Density Bonuses, and Development Cost Levies are noted, and will have further impact on Vancouver's Social Safety Net. More information on these capital investments can be found [here](#).

The City of Vancouver received a grant of \$16.3 million under the COVID-19 Safe Restart Grant for Local Governments in November 2020. The purpose of this investment was to provide aid in light of increased operating costs and lower revenues due to COVID-19. These investments in Vancouver's Social Safety Net help ensure communities can continue to deliver the services people depend on, both throughout the pandemic and in the post-COVID recovery period.

Throughout 2020 and extending into 2021, various additional capital investments continued to be made in Vancouver's Social Safety Net.<sup>27</sup>

### Canadian Emergency Response Benefit (CERB)

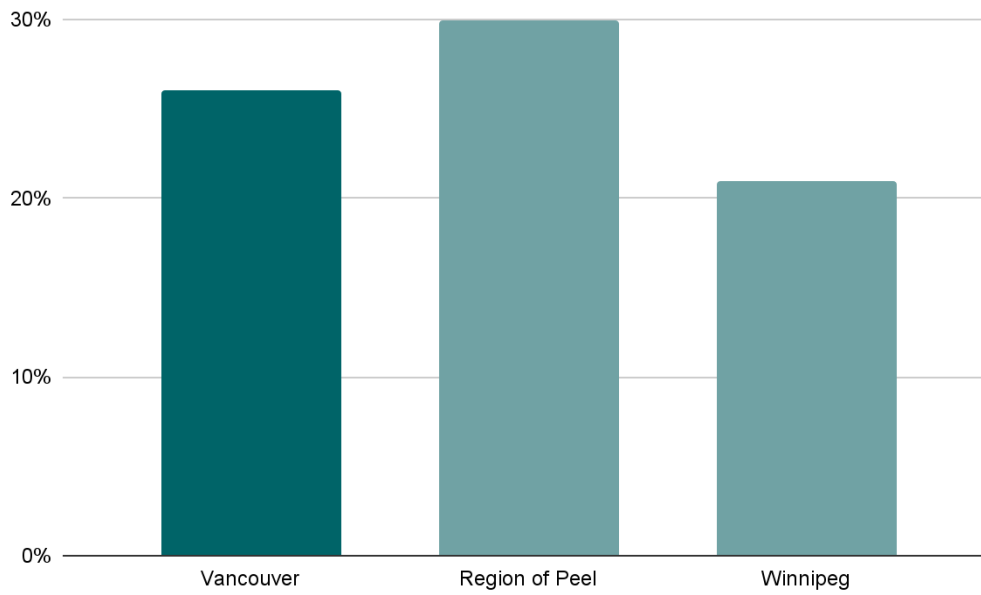
The Canadian Emergency Response Benefit (CERB) was created to help alleviate the financial struggle that many in Canada have faced due to unemployment caused by the pandemic. CERB was a program that provided eligible individuals a taxable benefit of \$2,000 per month. The program ran from March 2020 to September 2020.

<sup>27</sup> This includes the acquisition of various hotels in the community achieved through funding support from the federal government's [Rapid Housing Initiative Program](#) to be converted into housing units for individuals at risk of or currently experiencing homelessness. Additional investments in social housing units have also been made by the provincial government through BC Housing.



In Vancouver, it is estimated that about 26% of the total population received approximately \$1.3 billion in allocations through the CERB program.<sup>28</sup> This percentage is slightly greater than the one identified for Winnipeg, Manitoba (23%) and less than for the Region of Peel in Ontario (30%).

AppC-3. Percentage of population receiving CERB payments, Employment and Social Development Canada, 2020.



The City of Vancouver received a grant of \$16,371,000 under the COVID-19 Safe Restart Grant for Local Governments in November 2020, to support operating costs and revenues impacted by COVID-19.

<sup>28</sup> Of note, this estimate assumes all unique beneficiaries of CERB received payments for a total of 16 weeks.

## Appendix D: Selected Commissioned Reports And Strategies Developed In Vancouver

Name of Report	Commissioned by	Year
Project Lockstep	Vancouver Police Department	2009
Climate Change Adaptation Strategy	City of Vancouver	2012
Missing Women Commission of Inquiry on Sex Work and Sexual Exploitation	City of Vancouver	2013
DTES Social Impact Assessment	City of Vancouver	2014
Healthy City Strategy	City of Vancouver	2014
Reconciliation Framework	City of Vancouver	2014
Winter Response Strategy	City of Vancouver	2014
DTES Second Generation Strategy	Vancouver Coastal Health	2015
Communication Protocol: Vancouver Mental Health and Addiction, VGH & UBC Acute and Community Stakeholders	Vancouver Coastal Health	2015
Patient Journey - Current State (January 2015)	Vancouver Coastal Health	2015
DTES: Who Comes, Who Stays, and Who Goes?	Vancouver Coastal Health	2015
Downtown Eastside Second Generation Health System Strategy	Vancouver Coastal Health	2015
Mental Health & Addictions Clinical Redesign	Vancouver Coastal Health	2016
Vancouver Police Mental Health Strategy	Vancouver Police Department	2016
Aboriginal Health, Healing and Wellness in the DTES study	City of Vancouver	2017
Housing Vancouver Strategy	City of Vancouver	2018
Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside External link icon	City of Vancouver	2019
Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls ('Calls for Justice') External link icon	City of Vancouver	2019
Resilient Vancouver Strategy	City of Vancouver	2019
A Safer Province for Everyone: Responding to Violence Against Sex Workers	City of Vancouver	2019
Vancouver Heritage Program	City of Vancouver	2020
Culture Shift: Blanketing the City: Vancouver Culture Plan	City of Vancouver	2020
VanPlay Framework	City of Vancouver	2020
Equity Framework, Anti-Black Racism, Anti-Racism Policy	City of Vancouver	2021
DTES Plan: Three Year Summary of Implementation (2017-2019)	City of Vancouver	2017-2019
Hastings Corridor Sex Worker Safety Plan	City of Vancouver	2019-2020