Date: September 6, 2022   File No: 5080-01

To: Donny van Dyk, Chief Administrative Officer

From: Adam Goodwin, Social Development Specialist; Blake Laven, Director of Development Services

Subject: **Social Framework Update**

Staff Recommendation

THAT Council endorse the work-to-date on the development of the Social Framework;

AND THAT Council direct staff to continue working with community partners and City departments on finalizing the Social Framework and associated action plans.

Strategic priority objective

Mission: Penticton will serve its residents, businesses and visitors through good governance, partnership and the provision of effective and community focused services.

Community Safety: The City of Penticton will support a safe, secure and healthy community.

Community Vitality: The City of Penticton, guided by the Official Community Plan, will promote the economic wellbeing and vitality of the community.

Background

On February 1, 2022, City Council directed staff to apply for a grant from the Union of BC Municipalities to support the development of a framework for the City of Penticton and Social Development Department (Council Resolution 22/2022). This body of work is meant to help the Social Development Department review some of its work over the last few years, and identify some priorities and areas of action for the next several years. The framework helps guide decision making, set future direction, and support alignment between various bodies of work.

During the February 1 presentation to Council, staff outlined that they would engage the support of a consultant to help facilitate interviews and workshops with partners if the grant funding from UBCM was received. The City was successful in receiving $25,000 from UBCM under the Poverty Reduction Planning and Action funding program to support this body of work, and began working with partners on the first phase of developing the framework.

Since receiving the grant, staff have worked with WRH Consulting and community partners to begin developing the Social Framework. Approximately 20 community partners were interviewed by WRH consulting, a survey went to community partners to help inform WRH Consulting's work, and then a workshop with approximately 40 participants was held in late June 2022 to help identify the major components of the Social Framework. The findings to-date are included in the report from WRH Consulting in Attachment A.

Financial implication

The City received a grant from UBCM under the Poverty Reduction Planning and Action funding stream for $25,000 to support this work. It is anticipated that the grant will cover the costs associated with the current scope of work for the development of the Social Framework. Any additional activities outside of the current scope of work may require additional funding sources to be identified. Staff time is necessary to complete this work.

Climate Impact

While this body of work is not specifically looking at climate, climate change is an important consideration in the Social Development Department's work. For example, extreme weather can negatively impact older adults (Age Friendly Action Plan) and is requiring more frequent deployment of the Penticton Emergency Support Services team.

Analysis

The purpose of this work is to work with community partners to review the Social Development Department's work over the last two years, and to help plan the Department's and associated City work for the next few years. Based on all of the work done to date, there are several emerging themes, as identified in the report from WRH Consulting in Attachment A.

During the engagement activities, partners identified several components that were important for the City and community to explore as part of the development of the Social Framework. This included:

- Successes and opportunities to learn from the last two years;
- Purpose and role for the City of Penticton in being a partner in supporting the social well-being of the community;
- Principles in which the Social Development Department should operate under;
- Priorities for the Social Development Department;
- Areas where it can enhance its impact in the community; and
- Action plans for areas identified that do not already have an associated action plan.

As noted, the early results of the engagement are included in Attachment A. Staff will continue to work with partners to further develop the Social Framework.

Staff Recommendation

Staff are recommending that Council receive the work completed to-date and support staff in continuing to develop the Social Framework. Staff will work with community partners as quickly as is reasonable to

complete this work. It will have important implications on informing the Department's work, areas of focus, and areas of investment of time and resources into the future.

Alternate recommendations

THAT Council direct staff to return with additional information.

Attachments

Attachment A – Update Report from WRH Consulting

Respectfully submitted,

Adam Goodwin   Blake Laven
Social Development Specialist   Director, Development Services

Concurrence

General Manager, Infrastructure	Chief Administrative Officer
KD	**DvD**

City of Penticton

Towards A Comprehensive Social Framework for the City of Penticton

Contents

Introduction

The City of Penticton is undertaking the work of developing its first Social Framework which will provide direction to the continuing work of its Social Development department. This document reports out on the results of work commissioned and supported by the City's Social Development Department to lay the groundwork for establishing a comprehensive Social Framework.

Official Community Plan

Penticton's Official Community Plan (OCP) was approved by Council in August 2019. The OCP was created to guide the evolution of the city to the year 2045, by which time it is expected the population will grow to about 42,000 people. The Plan establishes goals and policies for a broad range of interrelated areas to create a holistic vision for the sustainable growth of our community and is relevant to the creation of a Social Framework.

Vision:

A connected, vibrant, prosperous, and healthy small city
in a uniquely beautiful lakefront setting.

The Vision's elements:

- We are connected socially, across generations, with our neighbours and through technology.
- We are a vibrant and creative community, with a diverse arts and culture scene, exciting venues and events, festivals, markets, and restaurants.
- We are prosperous because of our strong, integrated, and unique local and regional economy.
- We are healthy, with a very active community, diverse sports events and opportunities, locally grown food from our agricultural lands, and a broad spectrum of health care.
- We are a small city: it is easy to make social connections and to get around, but we also have great amenities that are the envy of larger cities: concerts, arts, restaurants, sports, recreational facilities and events, warm-water lakes, and ready access to the outdoors and locally produced food and drink.
- We have a uniquely beautiful lakefront setting, nestled in a natural valley between two lakes and their adjoining parks, with unique ecosystems, four great seasons and a very amenable climate.

Achieving our vision requires that we support and sustain the social fabric of our community. The Provincial and Federal governments have primary responsibility for addressing many social issues that impact our community. Numerous local organizations are integral to the delivery of social programs and services to the community that are largely funded by these levels of Government. The City of Penticton, along with the Provincial and Federal governments and local organizations, also has a critical role in furthering social sustainability in the community through its policies, programs, and infrastructure.

Role of the City's Social Development Department

The Social Development department provides leadership in the interface with our community's social infrastructure and supports City priorities with the primary goals of enhancing community safety and well-being.

During the 2020 budget deliberations, Council supported the hiring of a Social Development Specialist. This position was also requested by organizations in the not-for-profit sector who were recommending that the looking for the City to play a role(s) in supporting the community around social issues and opportunities.

When making the decision to support the position, Council identified three main areas of focus for the department: age friendliness (older adults and childcare/youth), housing and homelessness, and mental health and substance use. Along with some administrative transitions when the department started (e.g., Emergency Support Services, Local Immigration Partnership, Provincial Nominee Program, and the Respect Network), Social Development has prioritized its efforts in these areas while providing general customer service to the community and providing day-to-day support to maintain the department.

In addition to the Specialist position hired in 2020, an additional staff resource in the role of Community Mobilizer, (via grant funding), was added in 2021 to support the various initiatives Social Development is working on (now referred to as a Social Development Coordinator).

As the department phases out of being a start-up and new department, there is an opportunity to review the department's work to-date and identify future opportunities for Social Development. A review of Social Development's work to-date and plans for the future were also all identified as recommended actions in the Age Friendly Action Plan, Child Care Action Plan, and youth homelessness research project work.

Furthermore, as the Social Development function is an outward facing service, that interacts with external organizations (e.g., not for profit housing and other providers) and other governmental agencies (e.g., BC Housing, Interior Health, Ministry of Family and Child Development), each organization has specific demands and ideas of what the Social Development function should and could be doing in the community. A Social Framework will assist with clarifying the department's roles in order to balance the expectations placed on the team.

Achievements of the Social Development Department

Despite lacking an overarching Social Framework to guide the work, the City's Social Development Department has been very proactive and successful in seizing opportunities to further its work. Some of the key achievements of the City's Social Development Department to date include:
- Approximately $6.4M in projects that are grant supported, plus have supported other organizations in receiving approximately $7M in grants.
- Overseeing 6,000+ hours of Emergency Support Services over the last 18 months.
- Representing the City on 18 external/public committees/working groups.
- Completing an average media interview/backgrounder every 5 days.
- Implementing the Age Friendly Action Plan, Child Care Action Plan, Community Action Team's Substance Use Strategic work, Food Security Strategy, UBCM Housing and Homelessness Response Project, and youth homelessness research project, among other initiatives.

- Overseeing and supporting approximately 45 community-led projects through the neighborhood small grants program co-administered with the Community Foundation (as recommended in the Age Friendly Action Plan).
- Supporting Bylaw Services with approximately 15 small projects around social issues.
- Working to support newcomers and immigrants as they establish themselves in the community in partnership with community based organizations.

Our Process to Create a Social Framework

To date, the process engaged in by the City's Social Development Department to lay the groundwork for the creation of a comprehensive social framework has included:
- Recruiting support for managing an engagement and community consultation process through WRH Consulting, a local consultancy that has worked with the City's Social Development department on other projects
- Hosting guided interviews with a cross-section of representatives from local organizations and entities working with and in our community to support improved social outcomes (IHA, SD, social services, partners, City staff)
- Hosting a facilitated workshop with 40+ invited stakeholders representing various local organizations and entities on June 29th, 2022.

Social Framework Context

What is a Social Framework?

A Social Framework helps to support equality and social well-being through pro-active leadership and collaborative action on issues that impact quality of life for all residents providing clarity to support implementation of City initiatives which have social impacts.

While the City of Penticton is not mandated to deliver health or social services directly, like many municipalities, senior leadership and elected officials understand that local government has an important role to play in building healthy, inclusive, and vibrant communities and creating the conditions for residents to thrive by
working with a variety of partners to promote health and well-being. These conditions in turn contribute to attracting and retaining businesses, promoting tourism, and attracting and retaining a stable workforce to maintain our services and build a resilient future for everyone who calls Penticton home and those who enjoy visiting.

A Social Framework looks beyond the day to day delivery of social services for residents and supports collaborative activity focusing on the social determinants of health, taking an asset based approach to respond to challenges such as poverty, food security, and housing. A Social Framework offers a structure that assists with coordinating the activities, internal and external communications, and future planning providing guidance and reinforcing:

- the quality of life of all individuals along with the health of the community,
- the interaction between both the built and natural environments,
- the prioritization of connection and sense of belonging.

Social frameworks ideally assist with providing:

- a method for evaluating and addressing community needs,
- a foundation for coordinating the strategic actions of the public, private, and community sectors,
- guidance about the role and realistic capacity of the City to address social goals and support the efficient and effective intersection between the various departments that comprise the services and supports provided.

Benefits of creating a Social Framework

The following are commonly acknowledged benefits of Social Frameworks:

- **Provides clarity regarding scope, roles, and priorities** – direction for the City about opportunities for involvement;
- **Defines the terms of a partnership** – who is leading what in areas to capitalize on opportunities and enhance transparency and trust;
- **Emphasizes that complex problems require thoughtful, collaborative solutions** – not a rush to simple options, but a multi-pronged approach that includes multiple strategies involving multiple partners;
- **Emphasizes the need for ongoing consultation and communication** – authentic partnerships are the goal;
- **Supports a Collective Impact model** –collaboration where there are several "doors" all supporting the same purpose and helps dispel the myth that social services don't work well together;
- **Anchors the work of Social Development as a legitimate arena for the City to endorse and support** – work towards reducing stigma associated with social issues and the people who are impacted most;
- **Assists with linking to the strategic goals of partner groups** – helping to ensure that efforts are coordinated and aligned;
- **Creates a clear vision that promotes opportunities for collaboration** – highlighting principles, values, and priorities supports more effective problem solving and helps to stabilize the outcomes;
- **Has the potential to attract resources and mobilize quickly when opportunities emerge**

Opportunities to enhance the Social Development Department's impact

As noted, the City's Social Development department has had been able to record substantial achievements to date despite the absence of a comprehensive framework to help guide that work. During guided interviews with a variety of key informants, and as an outcome of a facilitated workshop, there was consensus from partners that the role and value of the Social Development department has been proven and should be sustained. Feedback identified several opportunities to further enhance the impact of the department:

- **Supporting ongoing evaluation and a learning culture:** Collecting and sharing quantitative and qualitative data to inform evidence based approaches will assist with decisions across many issue areas and within organizations.
- **Proactive public education on social issues:** Opportunities exist to address stigma associated with substance use, mental health, racism, homelessness, and other topics identifying the causes and intersectionality of social issues and celebrating and promoting the successes which have ben achieved through collaborative partnerships.
- **Providing clarity regarding roles, scope of responsibilities, reporting relationships**: A clearer sense of what the department does or should be doing relative to other partners and stakeholders in the social space

- **Building and sustaining strong relationships and trust amongst partners and stakeholders**: Increasing social capital so that authentic collaborations can be fostered and sustained and ongoing consultation becomes a hallmark of engagement.
- **Fostering an action and solution focused approach to complex social issues:** There are no simple solutions that will "fix" either people or problems. The City can and should play a constructive role in addressing complexity through multi-pronged approaches that consider and support contributions from a variety of sectors and mandates.
- **Formalizing communication protocols and strategies:** To avoid missteps, assist with setting expectations that promote professionalism, build trust, and respect the structure and responsibilities of any potential partner(s) in a relationship.
- **Supporting cross departmental strategies within the City's infrastructure:** To enhance complimentary roles and actions.
- **Working to build a deeper understanding and appreciation of the complexity of issues within the political leadership of the City.**
- **Reviewing the demand of ESS coordination on the department's capacity.**

Collaborative partners in supporting social sustainability

Many of the social issues facing the City are complex. They have multiple causes and influencers that operate at local, regional, Provincial, national, and even international levels. Successfully addressing these issues typically requires the collaborative efforts of multiple partners and stakeholders that operate at different levels. Those partners include the following:

Establishing Guiding Principles

A first step in developing a comprehensive Social Framework for the City is the identification and definition of a set of shared principles to ground the framework and provide a common language and understanding for those involved in working to enhance the City's social fabric. The **draft** principles identified below were developed through a generative process involving participants in the consultations. The process, known as a Delphi, involved three steps; the creation of a list of candidate principles through research into other Social Frameworks nationally and internationally; a survey of participants in the consultative process to get initial feedback on the candidate list of principles, and a final round of review and voting on the principles during the facilitated event on June 29th 2022. This process produced a preliminary set of draft principles, which require further refinement by the participants as part of an iterative process. They are outlined below.

Guiding Principles for the Social Framework (from brainstorming)

- **Collaborative action and mutual respect and responsibility**
- **Sustainability (social, environmental, economic)**
- **Proactive and prevention oriented**
- **Honouring equity, diversity, and inclusion**
- **Evidence based and informed**
- **Flexible, adaptive, and responsive to, and of community need**
- **Equitable and just**
- **Grounded in dignity and well-being**
- **Honouring of responsibilities to decolonization and reconciliation**
- **Public participation and engagement (accessible, balancing perspectives, authentic)**

Establishing Social Development Priorities for the City

The facilitated event on June 29th, 2022, included exercises directed at establishing priorities for the City's Social Development department as well as defining the role that the City should take in these priority areas. The participants first generated a list of potential priorities and then ranked those priorities. The group then identified what role they felt the City should take in each of the areas, differentiating between priorities where they felt the city should play a primary role, a shared role (i.e., share responsibility), or a complementary role. The following are the results of the exercises, reflecting the collective wisdom and direction of the participants. Further discussion to define these initial priorities will form part of the ongoing engagement process. For clarity, these are a starting point for the next steps; this list has not been decided upon through consensus or another means of agreement yet.

Areas where the City should take a primary role in responding
(a primary role assumes leadership on infrastructure, coordination, financial support, and implementation)

1. **Community safety**
2. **Transportation:** (accessible, affordable)

Areas where the City should share responsibility in responding
(a shared responsibility offers opportunities to expand capacity by coordinating the resources, responsibilities, and mandates to build a collaborative response)

The following are ranked in priority order, with those identified as high priority in **bold:**

1. **Housing** (affordable, low barrier)

2. **Mental Health and Wellness Supports:** (increasing connectivity to resources, addressing complexity of substance use and mental health, reducing stigma)
3. **Supports for People Who Use Substances: (**trauma informed, accessible, harm reduction responses, abstinence based)
4. **Homelessness**
5. **Public education** (reduce stigma of substance use, challenge racism, change narrative)
6. **Poverty Reduction Strategies**
7. **Food security**
8. **Seniors' services**
9. Youth: (homelessness, emergency beds)
10. Child Care: (increasing # of spaces, affordability)
11. Building a respectful, inclusive community
12. Truth and reconciliation
13. Anti-oppressive policies & practices
14. Climate response

Areas where the City has a complementary role in responding:

(complementary roles offer opportunities for the City to support initiatives which are led by other entities and which have a social impact on our community)

1. **Complex care** (supports for individuals who have multiple and complex needs which require specialized services including housing, mental health, and substance use)
2. **Access to medical care** (attachment to physicians)
3. **Immigration and welcoming newcomers**

Next Steps in the Development of a Comprehensive Social Framework

Establishing shared principles to guide the shared work of addressing social issues and defining priority areas for the work of the Social Development department and their role in those areas, are critical first steps towards the creation of a comprehensive social framework for the city of Penticton. They provide practical touchpoints for the department's current and planned work and establish the basis for future work to define the full framework. The process of engagement with the various partners who work with the City and who must be part of supporting a vibrant community that enhances the quality of life for all residents is an iterative one which will continue throughout the coming months.

The next steps towards establishing a comprehensive framework include:

- Finalize consensus on the guiding principles framework and create definitions for the shared principles so that all partners and stakeholders understand their meaning and how they can be put into action;
- Further defining the City's role in areas identified as priorities, particularly where that role is shared;
- Developing shared plans with partners and stakeholders to address identified priority areas;
- Working with City leadership to leverage the groundwork outlined in this document to establish a comprehensive Social Framework for the City.