

COMMUNITY HUBS IN ONTARIO:

A Strategic Framework & Action Plan

An accessible version of this report is available at:
ontario.ca/communityhubs

Dear Premier Wynne,

Thank you for the opportunity to inform the government's approach to moving forward with community hubs as a key element of your vision for Ontario as the best place to work, live and raise a family.

As Special Advisor, I was given the mandate to review provincial policies and develop a framework for adapting existing public properties to become community hubs. With the support of a nine-member Advisory Group and a Cabinet Office Secretariat, I have spent much of the past 90 days immersed in the local 'lived' experience of community hubs. We participated in over 70 stakeholder meetings, read nearly 50 written submissions, reviewed a series of case studies and analyzed hundreds of responses to our online survey. Having been involved in a number of stakeholder engagement processes in the past, I can say I have never before received such a high level of response. The quantity of responses, the substantive thinking that was reflected and the passion behind the submissions was outstanding.

The Province and communities share the perspective that community hubs are vibrant centres of community life that generate economic and social benefits. While the benefits are clear, it is equally clear that one of the barriers to the evolution of community hubs are numerous rules and constraints imposed by the Province, among others. Provincial policies and processes are overly complicated, often fragmented and are driven by ministry-specific requirements rather than being viewed through a lens of community needs and outcomes. This Strategic Framework sets out how the Province can remove its barriers that hinder the adaptation of public properties into community hubs.

It is encouraging to report that we found a significant commitment at every level to drive real change in support of community hubs. All groups, both internal and external to government, have the same goals in mind – fostering strong and vital communities, making services accessible and timely, managing public properties thoughtfully. There are a number of great success stories across the province that have arisen largely due to the work of "local heroes": local champions who have managed to overcome the barriers of jurisdictional and sectoral silos to create delivery models that effectively meet their communities' needs.

In the attached report, we have done our best to accurately and comprehensively represent the wealth of input we received, centred on the question: What can/should the Province do to make community hub development easier and more sensitive to community needs? The report also outlines recommendations and

actions to move the government forward in a co-ordinated manner to empower communities. While many of the issues and ways forward are immediately clear, there are specific policy and process issues that are complex and need detailed thought and analysis. Our work as an Advisory Group must be seen as the beginning of a sustained conversation between communities, municipalities, local groups and the Province.

I cannot close this letter without acknowledging and thanking the Advisory Group – Michelle Baldwin, Michelle DiEmanuele, James Harbell, Richard Joy, Annie Kidder, Lois Mahon, Sevaun Palvetzian, Doug Reycraft, and Enid Slack – for the knowledge, insight and counsel they provided as I developed my report and recommendations. I would also like to thank the Cabinet Office Secretariat on Community Hubs for their ongoing support, tremendous dedication and strategic advice over a very compressed timeline; the hundreds of stakeholders who took the time and energy to contribute meaningful input; and importantly, the Ministers and their staff, Premier's Office staff, the Secretary of Cabinet, Deputy Ministers and their staff for their wealth of knowledge as to how best to leverage the considerable work that is currently underway in the ministries that will support the development and operation of community hubs.

This is a historical and exciting moment for communities, and I look forward to working with you on the implementation of the Action Plan.

A handwritten signature in black ink, reading "Karen Pitre". The signature is fluid and cursive, with the first name "Karen" and the last name "Pitre" clearly distinguishable.

Karen Pitre
Special Advisor to the Premier on Community Hubs

Executive Summary

On March 15, 2015, Premier Wynne appointed a Special Advisor on Community Hubs (Karen Pitre) to lead the Premier's Community Hubs Framework Advisory Group. On April 8, 2015, nine individuals were appointed to the Advisory Group, from a cross section of community, municipal government, health care and education sectors (Appendix A: "News Release & Members of the Premier's Community Hub Framework Advisory Group").

The mandate of the Advisory Group is to review provincial policies, research best practices and develop a framework for adapting existing public properties to become community hubs.

Over the past 90 days of its mandate, the Advisory Group has:

- Gathered targeted input from an online survey, written submissions, e-mails and letters
- Consulted with communities and stakeholders to ensure that the framework addresses local needs
- Examined best practices in Ontario and other jurisdictions, and
- Engaged ministries.

We heard from more than 350 organizations and held over 70 meetings with internal and external stakeholders, including sector organizations, local service providers, most provincial ministries and others.

An interactive Community Talk website was launched on April 29, 2015. It was designed to encourage public input, and has since received over 6,000 hits. Ministries notified stakeholders of the online survey, and approximately over 400 responses were received.

Findings from the engagement process indicated an overwhelming interest in and appetite for the development of community hubs. Input provided valuable insights into the challenges and barriers to the development of community hubs, as well as a number of examples of excellent community hubs now in operation across the province.

The Advisory Group's goal is to identify the provincial barriers that stand in the way of the implementation and operation of community hubs so they can be removed. The challenges that community hubs have encountered include: lack of government coordination within the Province and between provincial and municipal governments; conflicting policies; program silos; unco-ordinated

funding; unclear, confusing; time-consuming forms and eligibility criteria; and non-client-focused programs/services.

Issues tend to fall into three general categories:

1. Planning
2. Integrated Service Delivery
3. Community Infrastructure/Public Properties

This report frames these as challenges, but this exercise was really one of exploring opportunities. Key recommendations reflect these opportunities, and are accompanied by suggested concrete actions to achieve each recommendation:

- Provincial Lead for Community Hubs
- Foster Integrated Service Delivery
- Develop a Provincial Strategy for Public Properties
- Remove Barriers and Create Incentives
- Support Integrated and Long-Term Local Planning
- Ensure Financially Sustainable Community Hubs
- Increase Local Capacity
- Evaluate and Monitor Outcomes

Ontario's communities are ready, willing and able to drive change if barriers can be removed at all levels. So while we are extremely pleased to be offering recommendations about how the Province can better enable community hubs, we also hope this will spark change at all levels, and allow for the creation of new partnerships to provide the best service outcomes for Ontarians.

1. Introduction

What is a “Community Hub”?

Community hubs provide a central access point for a range of needed health and social services, along with cultural, recreational, and green spaces to nourish community life. A community hub can be a school, a neighbourhood centre, an early learning centre, a library, an elderly persons centre, a community health centre, an old government building, a place of worship or another public space. Whether virtual or located in a physical building, whether located in a high-density urban neighbourhood or an isolated rural community, each hub is as unique as the community it serves and is defined by local needs, services and resources.

When people think of community hubs, they think of places where people come together to get services, meet one another and plan together. We’ve heard that community hubs are gathering places that help communities live, build and grow together. No community hub is like another, as each brings together a variety of different services, programs and/or social and cultural activities to reflect local community needs. It is this diversity of activity that allows community hubs to play a critical role in building economic and social cohesion in the community.

What is the Hub for you?

1

Learning | Wellness | Commercial | Living | Culture



Why a Community Hub?

Community hubs are a concept that both communities and policy-makers agree make sense. There are currently over 13 million Ontarians, a figure that is projected to increase by 31 percent over the next two decades according to the Ministry of

Finance. Programs and services offered by the government need to keep pace with the complex needs of our growing and diverse population. In addition, the current fiscal environment requires a disciplined focus on finding smarter, better ways to deliver the best possible value for every dollar spent. The Province is faced with both demographic, economic, social and fiscal challenges.

Community hubs offer a number of benefits to respond to these challenges:

- **School-community partnerships** – enhance learning opportunities and well-being for students.
- **Respond to local needs** – community hubs offer a very concrete way that families can access a range of services. The collaboration between different community agencies and service providers puts residents first and is what makes this model truly unique.
- **More efficient and sustainable services** – providing access to local early-intervention programs can also forestall more intensive and costly programs later. Some economies of scale can also be achieved through shared back-office duties. Funders also benefit from co-location of service providers, increasing service access and reducing duplication.
- **Improved access to services and better outcomes for people** – co-locating and/or providing wrap-around services through a community hub provides individuals with access to a broader range of services through increased connectivity leading to improved results. For example, Public Health initiatives in schools can reach 95 percent of children and youth who attend Ontario’s 5,000 publicly funded schools (statistics provided by the Ministry of Education).
- **Social return on investment** – integrated service delivery models can save money in other sectors and generate a Social Return on Investment (SROI). There is currently a lack of evidence-based research on community hubs; however, SROI is an emerging model for measuring the social value relative to the resources invested.

Social Return on Investment is a combination of social, financial and environmental value. It’s designed to ensure the perspectives of all stakeholders are taken into account. ²

PARALLEL EXAMPLES TO COMMUNITY HUB MODELS	JURISDICTION	SOCIAL RETURN PER \$1 INVESTMENT
Craft Café (Seniors) ³	Scotland	8.27
Community Champions ⁴	Scotland	5.05
Beltline Aquatic & Fitness Centre ⁵	Calgary, Alberta	4.84

Minnesota Public Libraries' ROI ⁶	United States	4.62
Schools as Community Hubs ⁷	Edmonton, Alberta	4.60
Peter Bedford Housing Association ⁸	London, England	4.06
CentrepoinTE Early Childhood Resource Centre ⁹	Ottawa	2.39

[Table developed by WoodGreen Community Services]

The benefits of community hubs were validated again and again as we met with and reviewed input from hundreds of organizations and individuals representing a cross section of sectors. What became clear in this exercise is that community hubs embody incredible energy, leadership and creativity at the community level in Ontario. In developing community hubs, these communities are creating unique solutions to issues of accessibility and service delivery at the local level.

The Challenge and the Opportunity

The Province and communities share the perspective that community hubs are vibrant centres of community life that generate economic and social benefits. While the benefits are clear, it is equally clear that there are numerous rules and constraints imposed by the Province, among others. Provincial policies and processes are often complicated, fragmented and are driven by ministry-specific requirements rather than being viewed through a lens of community needs and outcomes.

However, through her mandate letters to ministers and the Speech from the Throne, the Premier has demonstrated the government's commitment to making progress. The good news is that there is already fantastic work that is happening in ministries and in communities across the Province. The challenge will be harnessing and expanding on that good work.

This Strategic Framework sets out how the Province can remove barriers that hinder the adaptation of public properties into community hubs; however, all levels of government and the broader community have a role to play.

2. **The Journey So Far**

The challenge presented by the Premier was to identify provincial barriers that get in the way of community hub development and to provide recommendations regarding processes and incentives to minimize and/or eliminate these barriers and to capitalize on emerging opportunities.

Our timelines have been very short, the rationale being that there has already been much written, a lot of discussion, and an existing clear and solid understanding as to the value of community hubs.

It did not take long for stakeholders and those involved in community development to find their way to us (See Appendix B: “List of Stakeholder Organizations”). To many, just starting the conversation was a positive signal that the Premier understands that community hubs play a vital role in our communities. The initial response was overwhelming, as it came from all over the Province and from multiple sectors.

While a number of Ministers (Education, Health and Long-Term Care, Municipal Affairs and Housing, Community and Social Services, and Seniors) have community hubs as part of their specific mandate, the interest across government was universal. As part of the process, there were two meetings with the Deputy Ministers’ Council, which includes all 24 Deputy Ministers, and further followup with 16 of the Deputy Ministers on specific initiatives to foster the development of community hubs (Appendix C: “List of Ministries Consulted”). All are determined to find a way to assist in the evolution of community hubs. There is a lot of support for better alignment within the government for a cross-ministry approach.

As part of the outreach strategy, ministries informed their stakeholders about the community hubs initiative. We established a designated community hubs website, launched on April 29, 2015 (www.ontario.ca/communityhubs) with a survey and designated email address. The website has received approximately 6,000 hits and over 400 survey responses/submissions to date.

We also received over 50 written submissions with representation across multiple sectors across the province. The quality of the responses is excellent and forms the foundation for both the Strategic Framework and the Action Plan. Clearly people have been thinking about this for a long time.

In addition, individual sectors did their own outreach. This included the Association of Municipalities of Ontario (AMO), Northern Ontario Service Deliverers Association (NOSDA), the Ontario Library Association and Aboriginal representatives. These organizations brought a unique perspective from the north

and rural Ontario. As another example, the Ontario Nonprofit Network (ONN) did a survey of their members. The survey resulted in 545 responses representing a wide cross section of interests with excellent 'lived' experience, information and suggested solutions. In addition, we participated in a webinar with 100 non-profit organizations from across the province.

We also received excellent advice from those who have planned, built, operated and managed community hubs – there is a wealth of knowledge and these community leaders have been an amazing resource.

We have attended numerous conferences and committee meetings, from the Association of Health Centres and the City School Boards Advisory Committee to the Ontario Coalition for Children and Youth Mental Health, as well as others. We also partnered with WoodGreen Community Services and asked them to conduct a review of the evidence base for community hub models (Appendix D: "Building the Evidence").

We attended over 70 stakeholder meetings with sector organizations, ministry officials and local service providers from multiple sectors, including:

- Non-profit
- Municipal
- Health
- Seniors
- Social Services
- Justice
- Education
- Aboriginal
- Francophone

Having said this, we know there are many more organizations that are interested in sharing their experiences and providing advice as to how to build stronger communities. These discussions will continue; this is the start of an ongoing, sustained conversation.

We have also received high-quality written submissions and reports to support our work. We will determine how best to share this information, as there is a wealth of knowledge that we have collected through this process.

3. What We Heard

We have gathered outstanding feedback from a number of rich and diverse communities. In addition, a number of ministries prepared presentations and background materials that provided information on their current programs and mandates. This information provided by ministries reaffirmed that solutions are possible, and, in some cases, work is already underway.

The examples and stories that we heard highlight successful service integration and demonstrate how barriers are overcome with leadership and collaboration. Libraries and daycare are just two of the many successful examples of community hubs:

“Public libraries are an infrastructure already located in many communities. Libraries are considered a friendly, safe space. They already are engaged in assisting people in accessing many of the services/resources that could be delivered through community hubs. They have established community partnerships, offer equity of access, and are staffed with professional information providers/interpreters who are familiar with the communities they serve.” - Survey Respondent

Child care in schools is another successful example of a community hub. Access to child care within schools provides family with accessible care and an easier transition when children go onto Full-Day Kindergarten. Child care and early learning are an integral part of serving the needs of families and children. Having child care in schools successfully demonstrates how partnerships can be adapted in schools across the province.

Although barriers do exist, there are currently a large number of community hubs responding to local needs through service integration. We recognize the success stories and outstanding examples of community hubs that currently exist across the province and appreciate the commitment to serving local needs. In the following pages, we have highlighted a few of these examples from across the Province.

Examples of Existing Community Hubs Across the Province



Langs (Cambridge)

Established as an organization in 1978, Langs established a community hub in Cambridge in 2012 that hosts close to 25 service agencies with a wide array of services, including an Early Years Satellite Centre, adult and seniors programs, as well as health and wellness education programs, all within an impressive 58,000 square feet of green space. The Langs Hub co-locates the organization's Community Health Centre with a municipal seniors

centre, along with diabetes education, mental health services and social services organizations that housing, employment, education, social support, food security, gender, and environment services to overcome many of the barriers associated with access to care.



The Mount Community Centre (Peterborough)

In August 2013, the Peterborough Poverty Reduction Network, supported by several non-profit community agencies, purchased the Mount St. Joseph convent, which was later renamed "The Mount Community Centre." The building will be transformed into five community hubs, including housing, food, arts and culture, health and social services, and ecology. The Mount Community Centre

will provide close to 100 affordable and market- housing units, a performing arts space, a community food service, health and social services, and a community garden. This is a great example of how vacant property can be remodeled into a community asset, with a strong social purpose.

Examples of Existing Community Hubs Across the Province



Fusion Youth Activity and Technology Centre (FYATC) (Ingersoll)

In 2005, the Town of Ingersoll developed a strategic plan for Downtown Revitalization, which focused on addressing the needs of youth over the age of 12. The Town purchased the Sacred Heart Catholic School so that it could be repurposed to serve as the location for the Fusion Youth Activity and Technology Centre (FYATC), for youth between the ages

of 12 and 18. This Centre provides various youth programs, including arts, music, sports, cooking, technology, job training, and leadership. The FYATC is municipally owned and operated under the Town's Parks and Recreation department, and is run by an on-site manager.



Le Centre de santé communautaire du Grand Sudbury

Le Centre de santé communautaire du Grand Sudbury (CSCGS) is a model with innovative practices, deep community engagement, and a specific demographic focus. Serving the third largest immigrant francophone population in Canada, CSCGS offers education, employment, and environment services and programs along with its mission

to address the social determinants of health. For instance, as per its agreement with the city, CSCGS holds the lead position on homelessness, and in turn coordinates with other service delivery agencies, to avoid service duplication. The four target groups for CSCGS are youth, women, seniors, and hard to reach populations.

Examples of Existing Community Hubs Across the Province



Petawawa

The Town of Petawawa in Eastern Ontario is entering an agreement with the Renfrew County District School Board to cement the concept of community hubs through developing and sharing community recreation facilities. With this agreement, students will have access to curling and hockey rinks, while the town's residents will be able to access gym facilities within the school. A nearby Catholic school will also be able to benefit from this

agreement. Working together, these local governments are finding a way to keep administrative burdens low while improving service access for their local citizens.



London Family Centre Service System (City of London)

Family Centres in London, Ontario are community hubs where different service providers can seamlessly offer support to families, under one roof, and in an integrated manner. Here, families not only have easy access to resources and information, they also benefit from parenting and early learning programs, education and child care, public

health and wellness, and recreation services. While all Family Centres share the core function of community development and engagement, each centre has also been successful in tailoring its services and programs to reflect its local character and uniqueness.

Examples of Existing Community Hubs Across the Province



The Wequedong Lodge (Thunder Bay)

In 2010, the Wequedong Lodge of Thunder Bay, in partnership with the Ontario Aboriginal Housing Services Corporation (OAHS), acquired and renovated an old school to create 110 units for urban and rural First Nation, Inuit and Métis people accessing health services in Thunder Bay. Wequedong Lodge offers services such as transportation, accommodation, translation and meals.

Wequedong Lodge demonstrates how old schools can be repurposed into community infrastructure and create a Social Return on Investment.

Examples of Existing Community Hubs Across the Province



Bathurst-Finch Community Hub (BFCH) (Toronto)

The Bathurst-Finch Hub offers medical as well as community services. On its 16,000 square feet of new build, the hub offers streamlined services to community residents with multiple social services, all in one location. Through a partnership of 11 organizations, with Unison Health and Community

Services as the lead, the hub houses a community health centre, a dental clinic, mental health programs, settlement services for newcomers, employment support, and help with legal matters. Moreover, it includes community space, free to the public, where local residents can meet and connect. The Bathurst-Finch Hub is just one of eight community hubs in Toronto, each with its own unique combination of organizations and community space. These eight hubs were developed with financial and organizational support from United Way Toronto.



Strathroy Public Library (Municipality of Strathroy-Caradoc)

The Strathroy-Caradoc Library not only serves as an information, learning and leisure hub for residents, but it also provides office space to Service Canada, Middlesex social services, and may be booked by other community agencies as needed. Middlesex county and the Library Board have partnered to

redesign the way services are delivered to the community, and have trained their librarians to provide enhanced government information. This re-design meets the needs of rural citizens, who may have limited access to public transit and limited ability to visit the closest urban centre.

Despite all these great local examples, stakeholders told us that there are number of barriers that inhibit the development of community hubs. Our stakeholder engagement has been intense over the past 90 days, and has demonstrated there is a real interest and appetite to change the way communities interact with the provincial government. This is what we heard with respect to the challenges:



To assist in understanding the issues that have emerged from the incredibly rich feedback we received, we have organized the responses according to three general categories:

1. Planning
2. Integrated Service Delivery
3. Community Infrastructure/Public Property

The dividing lines between these three categories and the corresponding feedback we received are not hard and fast; the stages and issues overlap. As an example, issues around funding and financing weave through each stage. However, we believe that categorizing the issues in this manner is the right approach to help us move forward.

1. Planning

Stakeholders raised planning time and time again as a central issue. Planning, whether locally or in conjunction with the Province, needs to be co-ordinated, and the right partners need to be at the table. There are two major challenges to co-ordinated planning:

- Need for a provincial community planning table
- Multiple local planning tables

NEED FOR A PROVINCIAL COMMUNITY PLANNING TABLE

The current structure at the Province results in ministry planning that is done vertically, not horizontally. This means that each ministry's planning process is developed for its specific mandate, whether it is Education, Health and Long-Term Care, Children and Youth Services, Aboriginal Affairs, etc. The Premier's Mandate letters to the six ministers to work together to develop a policy that supports the development of community hubs is a first step to bringing the ministries together. These letters, tailored for each minister, contain a list of priorities to be completed over the course of the government's four-year mandate, and each reference to the community hub strategy is slightly different depending on the ministry.

Despite the mandate letters, we have heard that there is currently no single place in government to bring together all community planning that is done at the provincial level, such as planning of infrastructure, long-term care and employment, social supports and training. We also heard that there is a strong support within government to change the way planning is done. But it will require changes in behaviour, policy, and legislation to make it happen. There is a need to remove these barriers and create incentives to make it successful. It will take time and strong leadership.

Leaders of community hubs say they face a daunting landscape of multiple contact points with the Province and a maze of incompatible policies and processes for service delivery integration and capital planning. As a result, agencies report they have to deal with multiple ministries and in some cases, multiple programs within the same ministry - each of which has separate funding agreements and different reporting, accountability and timelines requirements.

MULTIPLE LOCAL PLANNING TABLES

What we heard time and time again is that local communities know best what is needed for their community. Community hubs have developed due to the leadership of "local heroes" based on local needs, and they have faced a variety of challenges.

One of the major challenges identified for local community hubs is leadership and accountability. There is no designated lead for overall community planning; it currently includes municipalities, school boards, social services, health and long-term care agencies, as well as many others. It can be difficult to clarify roles, as community hubs involve these multiple local partners as well as provincial interests. It takes time to determine who should lead the process - "local hero," municipality, non-profit agency or another leader. In cases involving a Community Health Centre, there is a lack of clarity as to whether they are mandated by the Ministry of

Health and Long-Term Care to be the lead agency, but this may or may not be the best role in the local context.

The Local planning is further complicated by the geographical boundaries of school boards, municipalities, Consolidated Municipal Service Managers (CMSM), District Social Services Administration Boards (DSSABs), Local Health Integration Networks (LHINs) and other agencies that do not align. This leads to multiple planning tables, different mandates and complicated relationships. This is also the case when there are geographic boundaries between Northern and Southern Ontario that do not align with the other boundaries. For example, the Parry Sound DSSAB, which is responsible for the management and delivery of human services, must coordinate its local planning for social services across 22 municipalities, two unincorporated territories, and two Local Health Integration Networks. The DSSAB is considered part of Northern Ontario for the purposes of some programs and part of Southern Ontario for others. This is only one such example we heard from municipalities about complicated challenges associated with different provincial boundaries.

Some of the local planning challenges that have also been identified include:

- Lengthy and costly process to:
 - o assess the needs of the community
 - o identify the services and service providers to meet these needs
 - o develop and maintain the partnerships
- Zoning by-laws and differing regulatory regimes conflicting with the establishment of community hubs
- Government funding approval processes that are not aligned and with different eligibility criteria
- School boards with a mandate and a process to look at the education requirements in a community. In the absence of a community lead, they often have the burden to take into consideration the full value of schools as community assets
- No framework to determine the viability of public ownership of surplus property – either for a portion of the site or the entire site
- No inventory of surplus public properties available to local planners and community groups

Currently, the Province is undertaking multiple planning reviews, and it will be important to ensure the provincial interest and local mandate is reflected. There is an opportunity in the context of these reviews to require more integrated local planning.

Some ministries and Infrastructure Ontario (IO) have excellent Geographic Information Systems (GIS) that could be used to enhance capacity to plan community needs. For example, the Ministry of Education's GIS for Early Years programming provides a map that overlays a variety of services and demographics that allows for better service planning.

2. Integrated Service Delivery

Many respondents talked about the importance of going beyond co-location towards truly integrated service delivery. The Province funds several programs and services that could be leveraged or integrated. There are many ministries currently working on integrated service delivery. However, a number of barriers impede the progress towards an integrated service delivery model.

These barriers include:

- Start-up Funding
- Funding Silos
- Transfer Payments and Accountability
- Measuring Inputs, not Outcomes
- Sustainable Funding
- Privacy Legislation
- Local Capacity and Resources

START-UP FUNDING

Despite the demand for integrated services that meet a continuum of need, organizations and agencies face administrative burdens and funding complexities when trying to create a community hub to deliver integrated services. Various organizations have outlined that the costs associated with starting up a community hub do not always account for the costs associated with integrating services.

Some organizations recommend start-up funding to address costs associated with merging services, such as administrative support, leadership roles, long-range planning, service delivery, reporting and accountability, recruitment of staff, training, and ongoing evaluation.

There is recognition that the initial planning stage requires start-up resources. We have identified a few examples where funding is available for this stage of the process. Health Links is an interdisciplinary model of care at the clinical level, which seeks to improve the co-ordination of care for patients, improve patient outcomes and achieve better value for investment. As part of this program, funding was provided for the initial planning stage.

Ontario Trillium Foundation (OTF) has also recognized this as an important requirement for success. OTF is funding seed grants that support projects at the idea or conceptual stage to achieve a priority outcome.

FUNDING SILOS

We heard that individual needs are changing and becoming increasingly complex. Communities require government programs and services that respond to unique individual needs as they evolve and change over time. The continuum of service delivery required in local communities has generated a demand for accessible and integrated services.

Stakeholder feedback and submissions highlight funding silos as a key barrier to partnerships and integration of services with other agencies. Funding silos and their associated complexities have also led to the problem of funding programs rather than outcomes. Government should move away from a one-size fits all approach to service provision and should instead look at streaming clients according to the level and nature of support they require. Standardized approaches to the delivery of services results in ineffective use of program funds.¹⁰

Funding silos lead to rigid and inflexible funding parameters where agencies and organizations are restricted from integrating services to generate better outcomes. There may also be challenges from the multitude of providers in communities competing for delivery dollars. Often, integration of delivery is seen as leading to job loss as two entities merge resources and staff. Traditional organizations or agencies often take pride in their identity and currently thrive in an environment with specific donations, fundraising activities, or naming rights and prestige. Various groups recommend providing incentives to encourage partnerships between organizations/agencies and eliminate negative perceptions or barriers that prevent groups from coming together to enhance service delivery and outcomes.

Even when partnerships are established, there is still the ongoing challenge of managing the vitality, trust, and communication associated with the partnership. A large number of survey submissions highlight partnerships as an ongoing and complex challenge because each organization/agency has its own culture, identity, structure, priorities, vision, and mandate. Establishing a partnership with a common vision, charter, mandate and priorities, while also allowing space for each individual organization/agency, can be hard to achieve. Various groups suggest that strong leadership and establishing shared agreements between the organizations/agencies from the beginning of a partnership provides a strong and effective way to ensure services are integrated and not just co-located.

Providing greater funding flexibility to community hubs based on outcomes will help address these challenges by removing the program funding requirements that do not allow for service integration. The Province is currently conducting a comprehensive Program Review, Renewal and Transformation of all government programs. This review provides an opportunity for government to review program funding with a view towards supporting greater integration and achieving better client outcomes.

TRANSFER PAYMENTS AND ACCOUNTABILITY

Community hub service providers also face multiple transfer payment agreements and contractual/reporting requirements that can be duplicative and burdensome for the provider. Each program has its own mandate, funding rules, population focus, and delivery structure. In addition, multiple provincial programs from multiple ministries with different reporting timelines, benchmarks and requirements force agencies to spend resources on complicated and time-consuming deliverables that are inconsistent. A predominant theme through our survey feedback was the strong recommendation that consistent and transparent transfer payment agreements should be established across ministries. ONN has suggested the implementation of an integrated umbrella agreement for community hubs that receive more than one provincial funding stream. The government is undertaking a Transfer Payment Administrative Modernization project that is working with ministries to streamline business practices to help reduce administrative barriers for service providers and demonstrate better accountability for public funds.

MEASURING INPUTS, NOT OUTCOMES

In addition, there is no common measurement system. Therefore, even if there are measured outcomes, there is no standardized system that would allow for an analysis of what works and what does not. There is work to be done to develop outcome-focused indicators of success, taking into account the diversity of models and different objectives that apply to community hubs.

As a starting point, the Province has recently undertaken work to develop a framework to support youth outcomes through its Stepping Up Framework that could be used as a model. The Framework outlines a set of 20 outcomes that are designed to support service providers, foundations, community groups, governments, young leaders and families – to better align their work with what research and youth themselves say is important for their success.

SUSTAINABLE FUNDING

While funding in silos can be a problem in terms of community hub development, ongoing funding is also a challenge in terms of sustainability. Many groups have

stated that the long-term viability and flexibility of a community hub depends on its ability to adapt and respond to evolving community needs. This can often involve reallocating resources to achieve better outcomes, such as new integrated programing, data collection/analysis and changes to staffing requirements.

Community hubs are often precluded from including commercial operations to help defray some of their capital and operating costs. Consideration should be given to allowing for commercial space that is compatible with the community hub and serves the local community, and supports the sustainability of the community hubs business model. In addition, there are potential anchor tenants that might be a good fit for a community hub and provide a consistent revenue stream. Provincial opportunities could include Employment Ontario, community courts, Social Justice Tribunals or other provincial service providers that currently lease commercial or standalone space.

PRIVACY LEGISLATION

As organizations/agencies partner and strive towards integrated service delivery, many groups face privacy requirements regarding information sharing. Groups have expressed frustration when trying to provide wrap-around services that have separate guidelines or requirements that keep a client's file/information in separate protected systems for each service the client receives.

We heard that the sharing of personal information among different entities in a community hub can improve services for clients. However, navigating the different rules for protection of personal information can be challenging. We heard from the Ministry of Community Safety and Correctional Services that they are working with the Information and Privacy Commissioner on this issue.

The Ontario Working Group on Collaborative, Risk-driven Community Safety has suggested an approach to improving collaboration between multiple human service entities that could be useful in a community hubs context. Through a Four-Filter Approach to sharing of information, entities are better able to, within existing privacy policy, "identify the need and develop immediate plans for multi-agency interventions...intended to reduce elevated risk situations that, if left unattended, are highly likely to create harm to individuals, families or the community."¹¹

LOCAL CAPACITY AND RESOURCES

Organizations and agencies often experience a lack of centralized information or data sharing that would help assess community needs and outcomes. This could serve as an important building block for establishing new community hubs. Many groups would like to see a central place or point of contact that organizations/agencies could go to when considering the development of a community hub.

Many successful community hubs exist across the province and are models that others would like to learn from. Collecting the data and information in one open and transparent place can provide valuable resources and information to those considering a community hub model.

In addition, many groups would go even further than resource sharing. They suggest that a community hubs resource package be developed and include standard template forms for internal community hub operations (e.g., evaluation, planning, and partnership agreements), in addition to application forms that would streamline the funding application process. This could also include multi-stakeholder template agreements for organizations seeking to operate community hubs as partnerships.

While template forms could provide a tangible and consistent process for community hub operations, many groups have identified a need for additional training and resources. Skills training for budget planning, community engagement/consultation, and collaborative partnerships would help groups establish and successfully operate financially sustainable community hubs.

3. Community Infrastructure/Public Properties

Despite the innovation and planning happening on the ground, there are challenges in local communities when it comes to space and infrastructure. In some cases there is excess, underutilized space, and in other cases, there is a lack of space.

The Province has a role to play in this issue as the owner or capital contributor to many public spaces. We have heard about schools in particular, and we know this issue is top of mind for many communities that are facing the difficult decision of whether their school should remain open. While we recognize this issue, in the context of our mandate we see underutilized schools and the community use of schools as part of a larger, systemic planning challenge that requires a multi-pronged approach.

We heard from a number of groups that they had programs ready to offer, and partnerships in place, but could not find appropriate space at the right time. These are the key barriers related to retaining and using public properties for community hubs:

- No Accessible Comprehensive Public Properties Database
- Planning in Silos
- Sale at Fair Market Value (FMV)

- Circulation Process for Surplus Property
- Access to School Space
- Capital Funding for Community Hubs
- Property Management, Liability and Security Issues
- Design of New Buildings

NO ACCESSIBLE COMPREHENSIVE PUBLIC PROPERTIES DATABASE

Many organizations told us they were not aware of public properties that might become available in the future, so they couldn't plan properly to take advantage of the opportunities when they arose. They would like access to an up-to-date inventory of all public properties, including those at the municipal level. Currently the Province maintains a database at Infrastructure Ontario for surplus property, but it does not include a comprehensive inventory that can be accessed by all.

PLANNING IN SILOS

Individual ministries prepare their capital plans based on their ministry needs. This means there is no overall provincial lens to review the inventory of public properties prior to decisions being made to dispose of property that might be surplus to the needs of one ministry. It also means that there is no capital planning that looks at co-location of compatible uses, which could lead to integrated service delivery in a community hub. We also heard that ministries do not have a complete inventory of surplus properties to be used as part of the planning process. One ministry might need what is "surplus" to another ministry, but there is currently no comprehensive inventory of all assets to allow for this level of planning.

SALE AT FAIR MARKET VALUE (FMV)

The current mandate of the provincial government is to sell surplus property at fair market value to ensure taxpayers receive the highest value for the property.¹² Many people and organizations felt that selling public properties at market value does not properly recognize the economic and social value of the services that an asset repurposed for the public good could provide. As it stands now, there is no systematic cost-benefit analysis of the potential value of surplus property from a socio-economic perspective, including the social, recreation, cultural, park land, affordable housing, intensification and health requirements of a community. There is no framework for a comprehensive review to determine the requirement and viability of public ownership of surplus property – either for a portion of the site or the entire site.

Stakeholders told us that in the review of schools, the Province should not discourage the closure of schools altogether. There may be other socio-economic value which is not considered in the current Fair Market Value analysis, and therefore

opportunities may be missed. For example, one organization wanted to buy a school to leverage affordable housing funding, but could not get the financing to pay market value for the school. The need for affordable housing in the community was evident, but there was no way for the property to be “priced” in a way that recognized the broader social value of affordable housing to the community. This planning and broader consideration of socio-economic value is a challenge that should not be borne by the Ministry of Education and school boards alone.

CIRCULATION PROCESS FOR SURPLUS PROPERTY

We heard a number of issues around the circulation of property. There is a limited circulation list and not all potential end users are consistently included (e.g., DSSABs and Aboriginal communities). The other issue is the limited time for review. For schools specifically, we heard that the current process for reviewing schools does not give potential partners/bidders enough time to develop plans and proposals for use of the property.

ACCESS TO SCHOOL SPACE

If a school is being used by a community partner in part of its space, and students are being taught in another part and the school is therefore fully utilized by the community, only the student spaces are funded by the Ministry of Education. Although schools support community use of the space, they often end up subsidizing these uses, and may eventually have to declare the space “surplus” to the needs of education. We heard that it should not fall to the school boards to ensure these community services are being provided and paid for. There needs to be a way to recognize and value these partnerships.

There is no mechanism to assess this space in the school that is used by the community. If permit fees or lease/rent agreements do not fully cover the operating and renewal costs for this community space, it falls to the school board to subsidize the use of this space by community partners. There is a suggestion that a multilateral consultative relationship with the municipality, CMSM/DSSAB, the school boards and the province will provide a way to retain public ownership of schools when there is agreement among the parties that the site should be retained.

This does not mean that some underutilized school properties will not be sold. It does mean that this decision could be made in a more integrated way that allows for the full consideration of the potential school use into the future.

CAPITAL FUNDING FOR COMMUNITY HUBS

We heard from Ontario Nonprofit Network that the provincial government can support community assets by facilitating loans for the non-profit sector. Lending

institutions are often reluctant to loan to non-profits. Infrastructure Ontario already provides a loans program in which organizations in certain nonprofit sectors may qualify. Eligible sectors include narrowly defined community health/social service community hubs and arts training organizations, but many other sectors are excluded.

We heard of many examples where the funding cycles between the ministries were not aligned, and opportunities have been lost because the priority in one ministry is to sell while the other ministry doesn't have funding in the current funding cycle but might need the asset in the future. As an example, one emerging hub told us about losing the opportunity to co-locate a Community Health Centre (CHC) with a school when the CHC's earlier funding year allocation of capital money could not be held to await the new school funding decision.

We heard that the provincial health capital planning process is too long and lacking the flexibility to seize local opportunities as they arise. Once projects exceed a certain cost threshold, other requirements apply, including matching funding, that make it difficult for community hubs to obtain timely funding.

We heard from the Association of Ontario Health Centres that the current rules from the Province that guide the capital process for community health care organizations can be misaligned and too rigid to achieve integrated, person-centred care.

PROPERTY MANAGEMENT, LIABILITY AND SECURITY ISSUES

Once a site is found, we heard that to run a truly integrated community hub that organizations sometime need help finding/funding people to assist with property management. In schools, we heard that there is no one to assume the "property manager" role and it falls to the principal to manage.

"When utilizing schools as community hubs, building management during the months of July and August must be considered, as school principals are the designated site managers. Smaller boards, in particular, do not have large planning departments or the resources to coordinate the community development and ongoing maintenance of substantive hubs."

– Ontario Public School Board Association (Submission)

Many groups, including municipalities and school boards, have noted challenges with forming partnerships in schools. While schools can operate as community hubs, they face significant challenges with security and liabilities associated with community use.

DESIGN OF NEW BUILDINGS

Although many groups talked about repurposing existing public properties, we also heard that assets for the future need to be better designed to respond to the changing needs and demographics of local communities.

For example, while funding is available to integrate child care facilities into new schools, there is often no mechanism to plan for broader community partnerships that might include a multi-use, inter-generational design unless a community partner contributes to the development. Instead, the Province tends to build or fund single-purpose facilities that may not be open in the evenings, on the weekends or during the summer.

POPULATION/GEOGRAPHIC CONSIDERATIONS

We heard clearly that the policy solutions that work for urban and rural settings are very different. Urban settings are subject to increasing density, creating a need for public space to live active, healthy lifestyles. Rural settings are experiencing a decline in population and shifting demographics, which make it more difficult to keep public spaces viable. Access to services is also more difficult in remote, northern and rural communities. Notably, rural communities face the problem of not having access to transportation that could get them to and from the community hub. We heard that it would be helpful to explore the idea that a hub can be a “virtual entity” - a community networking group of people who ensure that all are served well, gaps are identified, and new services are incubated as needed.

It is also important to recognize the specific needs of unique communities including French-language and Aboriginal communities, newcomers, as well as people with disabilities. We heard that French-language communities need a model that is inclusive and of high quality to avoid supporting assimilation.

Similarly, we heard about unique needs and pressures on Ontario’s Aboriginal communities. The Aboriginal population in our province is growing at nearly five times the rate of the non-Aboriginal population. Between 2006 and 2011, the total number of people who identify as Aboriginal in Ontario has grown by an estimated 58,935, an increase of 24.3 percent, in comparison to 4.8 percent among non-Aboriginal people. Most Aboriginal people in Ontario live off-reserve, representing 84.1 percent of their total population. This population growth has placed additional service delivery and infrastructure pressures on Friendship Centres to meet the unique needs of urban Aboriginal people.¹¹

Seniors are the fastest growing sector of the population. The number of people aged 65 and over is projected to more than double from about 2.1 million, or 15.2 percent of the population, in 2013 to over 4.5 million, or 25.5 percent, by 2041. In 2015, for the first time, seniors will account for a larger share of the population than children aged 0–14.¹²

Many groups indicated that issues of accessibility often prevent access to integrated services in their community – both in terms of physical location as noted above, as well as through the lens of the Accessibility for Ontarians with Disabilities Act (AODA), which aims to achieve accessibility for Ontarians with disabilities by 2025 through a phased approach. The AODA requires all providers of goods and services to comply with customer service standards designed to ensure people with disabilities can obtain, use, and benefit from them.

4. Strategic Framework

We have learned that each community is unique, with a specific set of resources and a combination of service needs and capabilities. Each successful community hub is therefore a unique solution to local needs. It would be a mistake to attempt to control this community-driven process from the top down. The Province needs to play a collaborative role in facilitating co-ordination and addressing barriers at the provincial level. We have therefore attempted to capture the essence of a community hub in terms of vision, principles and goals. We want these to become a touchstone that provides common ground for continuing conversations and collaboration, as well as direction and guidance to ensure community hubs evolve successfully in Ontario. Based on consultation with community groups and the public service, I am optimistic that there are enormous opportunities available to enhance the role of community hubs in the province.

VISION

"We want Ontario to be the best place to work, live and raise a family, and community hubs are a part of that vision," – Kathleen Wynne, Premier of Ontario

PRINCIPLES

1. Strengthening communities requires provincial leadership
2. Community planning is done locally with strong local leadership
3. Community needs should drive integrated service delivery
4. Community use is an integral part of provincial public property planning
5. Community hubs are built through collaboration and shared responsibility

GOALS

- Co-ordinated Planning: A coordinated system of planning that encourages partnerships and builds on what works
- Client-focused Service Delivery: A delivery system that provides integrated services to people in their communities
- Community Infrastructure/Public Properties: A system that maximizes the use of public properties for community benefit

5. **Action Plan**

This exercise was really one of exploring opportunities and laying out a plan for action. While we did hear about challenges, one thing was universal – there is overwhelming support for integrated service delivery through community hubs. We see the opportunity to meet some of the challenge with specific fixes that we think can happen relatively quickly. There are also larger systemic challenges that may take longer to implement because they require a change in behaviour and procedures at all levels. In the words of one of the submissions to our website:

“The roots of these barriers may differ, but the first steps to overcoming them are the same: earnest, forward-thinking conversations that build relationships and trust between system partners. These conversations take time, planning and resources.”

Overall, this is an exercise in bringing people, groups and processes together.

Based on the feedback we heard and the principles we developed, we propose an Action Plan that allows the Province to have the greatest impact, as an enabler as well as a partner, in achieving our community hub vision. Most of these action items will address issues raised by the full range of community hubs. We have also identified a few actions specific to health and education that we believe can be accomplished quickly.

Our foundational recommendation for provincial leadership is one that is critical for successful implementation of the action plan.

FOUNDATIONAL RECOMMENDATION:

Provincial Lead for Community Hubs

To be successful, there is a requirement for strong provincial leadership to implement the Community Hub Framework and Action Plan. It will be crucial that the government sustain this work in order to generate longer-term benefits to communities throughout the province.

The Provincial Lead would work across ministries to implement the Action Plan and further develop the recommendations. This would require resources and accountabilities to be aligned across ministries to ensure effectiveness of the role, and structural realignment may be necessary.

It will be critical for the Provincial Lead to have relationships with the Treasury Board Secretariat and the Ministry of Finance, as they are responsible for the fiscal plan, ensuring stewardship of public funds, and leading government efforts on accountability, openness and modernization.

Many of our recommendations centre on processes and practices within ministries that were established to deliver services to Ontarians in an effective and accountable way. We know that ministries cannot act alone to solve these issues, and we know that some approaches cannot be changed without a full review of the impact on accountability and the fiscal plan. The Provincial Lead would be responsible for the integration required to implement the Strategic Framework and Action Plan.

Action Item:

- ☐ Formalize a structure to be responsible and accountable within government for overseeing the implementation of the Community Hubs Framework and Action Plan.

1. INTEGRATED SERVICE DELIVERY

Action Items:

- ☐ Establish incentives for agencies/organizations that demonstrate integrated service delivery.
- ☐ Simplify transfer payment accountability requirements to increase funding flexibility and reduce administrative burden for service providers.
- ☐ Work with the Information and Privacy Commissioner to leverage existing work to establish protocols that protect privacy while allowing appropriate sharing of client information.
- ☐ Evaluate the effectiveness of current and planned provincial integrated service delivery projects to examine opportunities as they might apply to community hubs.

2. DEVELOP A PROVINCIAL STRATEGY FOR PUBLIC PROPERTIES

Action Items:

- ☐ Assemble a comprehensive inventory of provincial and provincially supported public property, including those owned by the broader public sector (e.g., Community Health Centres, child care/early learning centres, libraries, elder person centres, affordable housing, schools, hospitals, colleges, universities, etc.).
- ☐ Using this inventory, conduct analysis on opportunities for service delivery integration and co-location.
- ☐ Change the disposition process for surplus public properties to review public needs and explore the feasibility of potential partnerships before a final decision is made.
- ☐ Review the government mandate to require disposition of public properties at fair market value, including those owned by the broader public sector, and develop methodologies for conducting cost-benefit analysis of surplus

properties that consider broader social and economic benefits to the communities.

- ☐ Build a broader and more complete realty circulation list and ensure sufficient time to review surplus properties before disposition.
- ☐ Develop measures to analyze the community use of provincially supported properties to better inform decision-making on surplus space.
- ☐ Implement a short-term strategy for schools (Appendix E: “Short-term Strategy for School Property”).

3. REMOVE BARRIERS AND CREATE INCENTIVES

Action Items:

- ☐ Continue to work with stakeholders to identify and find solutions to additional barriers that prevent the establishment of community hubs.
- ☐ Simplify the capital approval process for community health agencies (e.g., Community Health Centres) and offer flexibility in design, funding and operating requirements to enable programming that reflects community needs.
- ☐ Increase Local Health Integration Networks’ capital approval authority for community health projects.
- ☐ Review the liability, security, access and property management issues to maximize use of school space by community partners.

4. SUPPORT INTEGRATED AND LONGER-TERM LOCAL PLANNING

Action Items:

- ☐ Require integrated planning to ensure client-focused service delivery regardless of jurisdictional boundaries (provincial, municipal, school board, health and agency).
- ☐ Working with the municipal sector and local stakeholders, explore opportunities to use provincial policy levers and legislation (e.g. Provincial Policy Statement, Growth Plan for the Greater Horseshoe, Growth Plan for Northern Ontario The Municipal Act, and the City of Toronto Act) to strengthen and better enable community hubs.
- ☐ Explore how public buildings can be designed and built with greater consideration for multi-use, inter-generational and long-term requirements to meet the needs of today and tomorrow.

5. ENSURE FINANCIALLY SUSTAINABLE COMMUNITY HUBS

Action Items:

- ☐ Explore the use of innovative financing models for community hubs, including social enterprise, social finance (e.g., Social Impact Bonds), public/private partnerships, and Alternative Financing and Procurement (AFP).

- ☐ Revise the Infrastructure Ontario Loan Program to expand eligibility.
- ☐ Leverage provincial programs (e.g., ServiceOntario and Employment Ontario) as 'anchor tenants' to support community hub establishment and long-term sustainability.
- ☐ Review options to leverage municipal financial tools including business incubators, municipal capital facilities agreements and development charges, to support the creation of new community spaces.

6. INCREASE LOCAL CAPACITY

Action Items:

- ☐ Engage experts and local practitioners to develop a resource centre for service providers to support the establishment of community hubs and provide training for providers.
- ☐ To support local planning activities, and in keeping with the Province's Open Government initiative, make government data such as demographic, GIS mapping, service planning information and the surplus public properties inventory publicly available online.
- ☐ Explore opportunities to support virtual community hubs.

7. EVALUATE AND MONITOR THE OUTCOMES

Action Item:

- ☐ Working with the Treasury Board Secretariat's new Centre of Excellence for Evidence-Based Decision Making, develop an outcomes-based evaluation and measurement structure.

6. Conclusion

This Strategic Framework and Action Plan represents a concrete action plan in expanding community hubs in Ontario. It reflects the consensus of stakeholders that community hubs contribute tremendous value to local residents, value that can be measured and demonstrated in both social and economic terms. It also reflects the variety and depth of stakeholder concerns and identifies possible solutions to many of the barriers that impede the development of community hubs. And finally, it reflects the concentrated effort at the Province, which recognizes the value of delivering services that benefit communities.

It is clear the Province has a crucial role to play in changing the policy and planning environment to facilitate the further development of community hubs. This Strategic Framework and Action Plan offers a way forward, and includes specific actions to provide leadership, remove barriers, build capacity and ensure the success of existing and future community hubs. Once reviewed by government, this Strategic Framework and Action Plan should become an initial road map to guide further planning and implementation of a 'whole of government' approach to support the evolution of community hubs across the province.

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- ¹ Anishnawbe Health Toronto, Aboriginal Hub Design Concepts, Presentation April 22-25, 2015
- ² www.sroi-canada.ca/methodology/calculator.html
- ³ www.socialvaluelab.org.uk/2012/03/craft-cafe-sroi-report-launch<<http://www.socialvaluelab.org.uk/2012/03/craft-cafe-sroi-report-launch>
- ⁴ <http://communitychampionsuk.org/wp-content/uploads/2014/08/FullSROIreportCommunityChampions-No-Appendices-FINAL.pdf>
- ⁵ Research done by SiMPACT, the SROI-accredited agency working with SROI International
www.simpactstrategies.com/LiteratureRetrieve.aspx?ID=171987<<http://www.simpactstrategies.com/LiteratureRetrieve.aspx?ID=171987>
- ⁶ http://melsa.org/melsa/assets/File/Library_final.pdf
- ⁷ Research done by Leger Marketing Research Intelligence Group from Montreal
Mapsab.ca/downloads/events/april/2014/SchoolsAsHUBS.pdf
- ⁸ <http://peterbedford.org.uk/wp-content/uploads/2014/09/Peter-Bedford-Housing-Association-Value-for-Money-Statement-2013-14.pdf>
- ⁹ Burrett, John. Social Return on Investment: Centerpointe Early Childhood Resource Centre. Unpublished. Haiku Analytics. Ontario (February 2013).
- ¹⁰ KPMG International and The Mowat Centre. The Integration Imperative: Reshaping the delivery of human and social services. (2013). Retrieved 2015, from <http://www.kpmg.com/Global/en/IssuesAndInsights/ArticlesPublications/Documents/integration-imperative.pdf> p.22.
- ¹¹ Ontario Federation of Indigenous Friendship Centres, June 2014, p. 4.
- ¹² www.fin.gov.on.ca/en/economy/demographics/projections/

Appendices

Appendix A. News Release & Members of the Premier's Community Hub Framework Advisory Group

Appendix B. List of Stakeholder Organizations

Appendix C. List of Ministries Consulted

Appendix D. Building the Evidence

Appendix E. Short-term Strategy for School Property

Appendix A

News Release & Members of the Premier's Community Hub Framework Advisory Group

Premier Wynne Appoints Community Hubs Advisory Group

Experts to Help Develop Innovative Framework to Revitalize Public Spaces

April 8, 2015 1:00 P.M.

Ontario has appointed nine members to the Premier's Community Hub Framework Advisory Group. The group will work with the Premier's Special Advisor, Karen Pitre, to review provincial policies and develop a framework for adapting existing public properties to become community hubs.

A community hub can be a school, a neighbourhood centre or another public space that offers co-ordinated services such as education, health care and social services.

The nine members announced today have specialized knowledge and expertise in a variety of areas, including education, finance and community building. They will consult widely with community groups and other partners to harness a broad range of perspectives which will inform the government's approach to moving forward with community hubs.

Providing high-quality, accessible and efficient community services is part of the government's plan for Ontario. The four-part plan is building Ontario up by investing in people's talents and skills, building new public infrastructure like roads and transit, creating a dynamic, supportive environment where business thrives, and building a secure retirement savings plan.

QUOTES

"Community hubs are an important part of our efforts to make public services more accessible and efficient for the people of our province. I want to thank all of the members of the advisory group for lending their expertise to this project. With their help, we can ensure our framework will drive economic competitiveness, foster social cohesion and make communities more liveable." - Kathleen Wynne / Premier of Ontario

QUICK FACTS

- The Premier appointed Karen Pitre as Special Advisor on Community Hubs and Chair of the advisory group on March 20, 2015.
- There are different models for community hubs, both in Ontario and other jurisdictions. One of the key activities of the group will be to review experience and evidence from these areas and highlight best practices.
- In her mandate letters, the Premier directed several ministers to participate in the development of a policy on community hubs.

LEARN MORE

- [Read more about Karen Pitre, Chair of the advisory group](#)

Members of the Premier's Community Hub Framework Advisory Group

April 8, 2015 12:55 P.M.

KAREN PITRE

Karen Pitre has extensive stakeholder consultation, strategic planning and project management experience. Karen's experience includes working at Metrolinx as the consulting Executive Director of Electrification, a complex project involving stakeholder consultations developed with the input from a Community Advisory Committee¹. Karen is also a steering committee member of Community Assets for Everyone, which formed in spring 2013 with a vision of creating the appropriate legislative, political and infrastructure environments to establish Ontario's schools as hubs to support and strengthen the health of Ontario communities.

Karen has also worked with the Toronto District School Board-Toronto Lands Corporation where she developed a framework for stewardship of surplus capital assets. In this role, she managed consultations with key stakeholders including the Ministry of Education, Toronto District School Board trustees and staff, as well as community groups. She has worked with all three levels of government, including as part of her work with the Toronto 2008 Olympic Bid and with Waterfront Toronto. Karen was also the Founding Chair of the Toronto Sports Council.

She has a LL.B. from the University of Windsor and a Bachelor of Applied Science in Chemical Engineering from the University of Toronto.

ENID SLACK

Dr. Enid Slack is the Director of the Institute on Municipal Finance and Governance at the Munk School of Global Affairs at the University of Toronto. She has been working in the municipal finance field for over 35 years.

Enid was a member of the Who Does What Panel in 1996 and co-chaired the Learning Opportunities Grant Expert Panel for the Ontario Ministry of Education and Training in 1997. She is currently a member of the Advisory Committee of the Ontario Municipal Performance Measurement Program and the Advisory Committee of the International Property Tax Institute.

Enid received her B.A. in Economics from York University, and an M.A. and Ph.D. in Economics from the University of Toronto. In 2012, Enid was awarded the Queen's Diamond Jubilee Medal for her work.

MICHELLE DIEMANUELE

Michelle DiEmanuele is President and CEO of Trillium Health Partners. She has built a career in both public and private sectors, and is known for her ability to lead large, complex organizations through periods of significant change and cultural transformation. She has expertise in human resources management, information technology, business process reengineering, stakeholder management, strategy development, government relations and operations.

Michelle is in the Hall of Fame of Canada's Top 100 most Powerful Women and has been recognized as a Top 40 under 40. She also serves on a number of Boards and Councils.

DOUG REYCRAFT

Doug Reycraft was a Councillor and Reeve in the Village of Glencoe between 1971 and 1985, and served as a Warden of Middlesex County. From 1985 to 1990, Doug served as a member in the Legislative Assembly of Ontario. Doug also served as Mayor of Southwest Middlesex from 2000 until 2014.

Doug has also served as chair of the Middlesex-London Board of Health, chair of the London Middlesex Housing Corporation, president of the Association of Municipalities of Ontario, chair of the Board of Directors of the Municipal Employers Pension Centre of Ontario and co-chair of the National Municipal Rail Safety Working Group of the Federation of Canadian Municipalities.

MICHELLE BALDWIN

Michelle Baldwin is Executive Director of Pillar Nonprofit Network, and has extensive experience in nonprofit management, social innovation, communications, and fundraising.

Most recently, Michelle has been a key driver of the Social Innovation Shared Space in London. Michelle previously held positions with the Brain Tumour Foundation and Thames Valley Children's Centre. She currently serves on the Board of the Ontario Nonprofit Network, and serves on the London Health Sciences Community Advisory Council and is the Peace Bus Coordinator for Children International Summer Villages. Michelle previously sat on the board of Huron University College where she was the chair of the Campus Community Advisory Committee.

Michelle holds a Masters degree in Educational Psychology, a Bachelor of Arts degree in Psychology, as well as a Communications and Public Relations Professional Certificate from Western University. Michelle also holds a Volunteer Management Certificate from Fanshawe College.

SEVAUN PALVETZIAN

Sevaun Palvetzian is CEO at CivicAction, a Toronto-based group that brings together leaders from all sectors to tackle social, economic and environmental challenges. Before CivicAction, Sevaun held several senior executive roles within the Ontario Government including leading the Ontario Place Revitalization.

Prior to the Ontario government, Sevaun worked at the University of Toronto, the World Bank Group, and Presidential Classroom, a Washington D.C. –based civic education organization. Outside of work, she has been involved in a wide range of civic initiatives serving as Chair of the Board of Directors of Katimavik Youth Services and as a member of the Advisory Board to the University of Toronto's School of Public Policy and Governance. Sevaun currently sits on the Board of Directors of the Toronto Region Immigrant Employment Council and NPower Canada.

Sevaun completed the Ivey Executive Program at the Richard Ivey School of Business and has an M.A. in History from the University of Western Ontario.

ANNIE KIDDER

Annie Kidder is the Executive Director and one of the founders of People for Education, which is an independent organization working to support public education in Ontario's English, Catholic and French schools.

Annie is the recipient of numerous awards and has spoken about public education at conferences across Canada, in Europe and Africa. She is regularly quoted in the media as an expert on education issues.

LOIS MAHON

Lois Mahon was the former Executive Director of Child and Community Resources, a large multi-service non-profit children's service agency serving the whole North district.

During her career, Lois has been involved provincially in the development of new initiatives and advisory groups related to early years, special needs, and autism. Lois was also appointed to the Child and Family Services Review Board and was Chair of the City of Greater Sudbury's Best Start Network.

Lois was on the Transitional Council for the College of Early Childhood Educators and is its founding President. In that role, she currently sits on the Provincial Early Learning Advisory Group and the Minister of Education's Education Partnership Table.

RICHARD JOY

Richard is Executive Director of the Urban Land Institute, a non-profit education and research institute with a mission of providing leadership in the responsible use of land and in sustaining and creating thriving communities worldwide.

He has 20 years of urban leadership across municipal and provincial government and the private sector. Richard was Senior Policy Advisor to the Minister of Municipal Affairs and was the lead advisor on the City of Toronto Act, 2006 and key advisor on numerous major legislative reforms, including the Greenbelt Act and the Planning Act.

Richard has also served as Vice President, Policy and Government Relations for the Toronto Region Board of Trade.

JAMES HARBELL

Jim Harbell is a partner at Stikeman Elliott. He is also co-chair of the firm's Energy Group, member of the National Partnership Board, head of the Toronto Real Estate Department, and senior member of the Public-Private Partnerships/Infrastructure Group.

Jim has considerable experience providing strategic advice in a broad range of matters involving real estate development, mergers and acquisitions in the energy and infrastructure areas, regulatory approvals and related project finance matters.

Jim is a Certified Specialist in Environmental Law by the Law Society of Upper Canada. He has an LL.B. from Osgoode Hall Law School.

Appendix B

List of Stakeholder Organizations

A Child's World	Black River-Matheson Public Library
Afghan Association of Ontario	Bloor St. Culture Corridor
African Community Services of Peel	Bloordale Community Association
African Training & Employment Centre	Blue Mountains Public Library
Agincourt Community Services Association	Bonnechere Union Public Library
AIDS Committee of Toronto (ACT)	Braeburn Neighbourhood Place
Algoma District Services Administration Board	Brampton Library
Amelia Rising Sexual Assault Centre of Nipissing	Brantford Sign
Andrew Fleck Child Care Services	Brock Community Health Centre
Anishnabeg Outreach Inc.	Brockville Public Library
Anishnawbe Health Toronto	Bruce Grey Child and Family Services
Annisaa Organization of Canada	Burk's Falls, Armour & Ryerson Union Public Library
Anti-Hunger Coalition Timmins	Caledon Community Services
Applegrove Community Complex	Cambridge Council on Aging
Arnprior Public Library	Canadian Council of Muslim Women
Arraymusic	Canadian French Education
ArtsBuild Ontario	Canadian Hearing Society
Artscape Creative Spaces	Canadian Mental Health Association
Assault Response & Care Centre	Canadian Mental Health Association, Muskoka Parry Sound Branch
Association of Municipalities of Ontario	Canadian National Exhibition Association
Association of Ontario Health Centres	Canadian Parents for French (Ontario)
Aurora Public Library	Canadian Union of Public Employees (CUPE) 4400
Autism service organization	Catholic Crosscultural Services
Belka Enrichment Center	Catholic Family Services of Durham
Best Start Leeds and Grenville	Catholic Principals of Ontario
Bibliothèque publique de Moonbeam	Centennial College, Community Employment Services
Big Brothers Big Sisters of Leeds and Grenville	Central Community Health Centre
Big Brothers Big Sisters of Toronto	Centre for Education & Training
Billings Public Library	Centre for Immigrant and Community Services (CICS)
Birchmount Bluffs Neighbourhood Centre	Centre Francophone de Sault Ste. Marie
Bkejwanong First Nation Public Library	

Chair of Advisory Panel on Toronto District School Board	Community Living Huronia and Community Networks of Specialized Care
Champlain Township Public Library	Community Living Kincardine & District
Chatham-Kent Public Library	Community Living Toronto
Chatham-Kent Victim Services	Community Living York South
Child & Community Resources	Community Opportunity and Innovation Network Inc.
Child Care Algoma	Community Power Northumberland Co-operative Inc.
Childreach	Compass Early Learning and Care
Children Services Division Durham Region	Conestoga College Career Centre - Employment Ontario Employment Service Provider
Children's Treatment Centre of Chatham Kent	Cornerstone Family Violence Prevention Centre
Christian Horizons	Council of Ontario Directors of Education
Citizens for Affordable Housing York Region	Country Roads Community Health Centre
City Council School Board Committee	County of Renfrew Child Care
City of Ottawa Community & Social Services Department	Crossing All Bridges Learning Centre Inc.
City of Toronto	Daniels Corporation
Civic Action	Davenport Perth Neighbourhood and Community Health Centre
Clarence-Rockland Public Library	DeafBlind Ontario Services
Clearview Public Library	Deseronto Public Library
Coalition for Children and Youth Mental Health	Dilico Anishinabek Family Care
Cochrane Child Care Centre	Distress Centre of Ottawa & Region
Cochrane Public Library	District of Nipissing Social Services Administration Board (DNSSAB)
Community Door	Dixon Hall Neighbourhood Services
Community Foundation Grey Bruce	Doorsteps Neighbourhood Services
Community Heath Centre	Dovercourt Recreation Association
Community Innovation Lab	
Community Living Campbellford/Brighton	
Community Living Elgin	
Community Living Haliburton County	

DRIVEN	Georgian Bay Township Public Library
Drouillard Place	Glengary Interagency Group
Drum Artz	Go Green Cricket & Sports Field
Dryden Public Library	Gravenhurst Public Library
Dufferin County Community Services	Grey Bruce Public Health
Dundas Community Services	Guelph Community Health Centre
Durham District School Board	Halton Multicultural Council
Durham Region Employment Network	Halton Our Kids Network
East Metro Youth Services	Hamilton Public Library
Eastminster United Church	Harbourfront Community Centre
Elliot Lake Public Library	Hastings Highlands Public Library
Employment for People with Disabilities	Headwaters Communities in Action
Employment Ontario	Health Access Centre
Englehart Public Library	Healthy Minds Canada
Epilepsy Halton Peel Hamilton	Heartwood House - Au coeur de la vie
Essa Public Library	Hesperus Village
Etobicoke Community Council	Hockley Seniors & Community Hall
Etobicoke Youth Network	Human Services Agency Valoris in Prescott-Russell
Eva Rothwell Resource Centre	Humber College Art Gallery and Collection
Evergreen City Works	Huron County Library
Family & Children's Services of Guelph and Wellington County	Idea Exchange (formerly Cambridge Public Library)
Family Resource Centre	Infertility Network
Family Services Windsor-Essex	Information Orillia
Family Space Quinte Inc.	Inn From The Cold
FASworld Toronto	Innisfil Public Library
Federation of Ontario Public Libraries	Institute of Southern Georgian Bay
Finance for Good	Inter Faith Homes Group
FOCUS Community Development Corporation	Interdivisional Team and Inter-agency Team for City School Committee
Fort Erie Public Library	International Resource Centre for Performing Artists
Front of Yonge Township Library	KCWA Family and Social Services
Frontier College	
Gateway Centre for Learning	

Kenora Public Library
Keystone - Child, Youth & Family Services
Kirkland Lake Public Library
Kitchener Waterloo Ki Aikido Club
Knollcrest Lodge
Koala Place
La Fondation canadienne pour le dialogue des cultures
LAB B Coworking
Lambton County Developmental Services
Lambton County Library
LAMP Community Health Centre
Langford Conservancy
Langs Community Hub
Lansdowne Children's Centre
l'Assemblée de la francophonie de L'Ontario
Leamington District Memorial Hospital
Learning Disabilities Association of Halton
Learning Enrichment Foundation, The
Leeds and the Thousand Islands Public Library
Legal Aid Ontario
Les services à l'enfance Grandir ensemble
Link Community Connection Centre, Town of Georgina
Local Health Integration Network
Manor Park Community Council
March of Dimes Canada
Markham Public Library
Markham Region Community Health and Social Service Hub

Markstay Warren Public Library
Massey & Township Public Library
Maxville Manor
Maytree Foundation
McGarry Public Library
Mental health agency - Employment Support Agency
Métis Nation of Ontario
Middlesex County Library
Midland Public Library
Miles Nadal Jewish Community Centre
Mississauga First Nation Library
Mothercraft
Mount Community Centre, The
MyWomenSupport.com
Nation Municipality Public Library
National Reading Campaign
New Path Youth & Family Services
New Tecumseh Public Library
Newcomer Centre of Peel
Newmarket Public Library
Niagara Regional Native Centre Adult Literacy
Nipigon Public Library
Noojmowin Teg H.C.
North Algoma Literacy Coalition
North Hastings Children's Services
North Lambton Community Health Centre
North of Superior Counselling Programs
North York Women's Shelter
Northern Ontario Service Deliverers Association
Nourish and Develop

Oak Park Neighbourhood Centre	Ontario Works - Oxford Human Services
O'Hara Volunteers Association	Orchestras Canada
Ontario Arts Council	Ottawa Community Immigrant Services Organization
Ontario Association of Children's Rehabilitation Services	Parents for Community Living K-W Inc.
Ontario Seniors' Secretariat Liaison Committee	Parks and Recreation Ontario
Ontario Association Supporting Individuals with Special Needs	Parry Sound Public Library
Ontario Catholic Trustees Association	Pathways to Education Canada
Ontario Coalition for Children and Youth Mental Health	Peel Multicultural Council
Ontario Early Years Centre Sarnia-Lambton	Peterborough AIDS Resource Network
Ontario Federation of Indigenous Friendship Centres	Peterborough Communication Support Systems
Ontario Long Term Care Association	Peterborough County City Health Unit
Ontario Municipal Social Services Association	Peterborough Social Planning Council
Ontario Museum Association	Place Interactive
Ontario Native Women's Association	Places for People
Ontario Network of Employment Skills Training Projects (ONESTEP)	Port Colborne Public Library
Ontario NonProfit Network	Port Hope Public Library
Ontario Psychological Association	Powassan & District Union Public Library
Ontario Public School Boards' Association	Project READ Literacy Network
Ontario Secondary School Literacy Course	Punjabi Cultural Society
Ontario Secondary School Teachers' Foundation	Quality in Lifelong Learning Network
Ontario Trillium Foundation	Rainy River District School Board
Ontario Urban Forest Council	Ralph Thornton Centre
Ontario Works - District of Sault Ste. Marie Social Services Administration Board	Region of Peel
	Registered Nurses' Association of Ontario
	Rideau Lakes Public Library
	Riverdale Immigrant Women Enterprises
	Rural Family Resource Centre/Best Start
	Rural Health Solutions

Sarnia Lambton Workforce Development Board	Supporting Performing Arts in Rural Communities
Sault St. Marie Best Start Network	Tamarack Institute for Community Engagement
Scarborough Centre for Healthy Communities	Tecumseth Area Historical Society
Scarborough Swim Club	Teddy Bear Day Care
School of the Photographic Arts: Ottawa	Temiskaming Shores Public Library
Schroeder & Schroeder Inc.	Terrace Bay Public Library
SD&G County Library	Thames Valley District School Board
Seneca College	The District of Thunder Bay Social Services Administration Board
Seniors Network - Blue Mountains	The Gateway Hub
Sibi Employment & Training	The Regional Municipality of Durham
Sickle In Me Foundation, The	The Regional Municipality of York
Simcoe Community Services	Thinking Rock Community Arts
Simcoe County District School Board	Thornccliffe Neighbourhood Office
Sioux Lookout Public Library	Thunder Bay Public Library
Social Justice Tribunals	Tillsonburg and District Multi Service Centre
Social Planning Council Kitchener-Waterloo	Tillsonburg Community Services Initiatives
Social Planning Council of Kingston and District	Times Change Women's Employment Service
Social Planning Council of Sudbury	Timiskaming Home Support /Soutien à domicile
Social Planning Toronto	Tiny Tots Co-operative Nursery School of Aldborough Inc.
Social Services Network	TOPS Club
Sound Times Support Services	Toronto Artscape Inc.
South Essex Community Council	Toronto Catholic District School Board
South Georgian Bay Community Health Centre	Toronto Centre
South Muskoka Sailing Club	Toronto District School Board
Space Coalition	Toronto Lands Corp.
St. James Town Community Corner	Toronto Neighbourhood Centres
St. Stephen's Community House	Toronto Public Library
The Storefront	Toronto Spartan Volleyball League
Success Beyond Limits	
Sudbury Children Services	

Toronto Sports Council	Wellington County Learning Centre
Toronto Youth Cabinet	Wellington-Dufferin-Guelph Public Health
Township of Russell Public Library	Wesley Urban Ministries
Township of Seguin Public Library	West Neighbourhood House, formerly St. Christopher House
Township of South Algonquin Public Library	West Scarborough Neighbourhood Community Centre
Trent Lakes Public Library	Whitchurch-Stouffville Public Library
Trillium Housing Non Profit	Women's Rural Resource Centre
Tweed Public Library	WoodGreen Community Services
Tyendinaga Township Public Library	Woodstock and Area Community Health Centre
Unemployed Help Centre of Windsor Inc.	Woodstock Public Library
Unison Health and Community Services	Woodview Management Consultants
United Church of Canada, The	WorkInCulture
United Way - Caledon Community Service	Working Women Community Centre
United Way Kitchener Waterloo & Area	YMCA-YWCA of the National Capital Region
United Way of Chatham-Kent	Yonge Street Mission, The
United Way Toronto & York Region	York Region Centre for Community Safety
United Way of Peel Region	York Region Community Information and Volunteer Centre
University of Toronto	Young Men's Christian Association (YMCA) of Niagara
Valoris for Children and Adults in Prescott-Russell	Young Men's Christian Association (YMCA) of the Greater Toronto Area
Vaughan Public Libraries	Young Voices Toronto Children's Choir
VCCS Employment Services Inc.	Young Women's Christian Association (YWCA) Employment Ontario Centre
Victim Services Toronto	Youth Diversion Program
Waterloo Infant Toddler Daycare Association	
Wawa Public Library	
Welcome Home Refugee House	

Appendix C

List of Ministries Consulted

Ministry of Aboriginal Affairs
Ministry of Agriculture, Food and Rural Affairs
Ministry of Children and Youth Services
Ministry of Citizenship, Immigration and International Trade
Ministry Community and Social Services
Ministry of Community Safety and Correctional Services
Ministry of Economic Development, Employment and Infrastructure
Ministry of Education
Ministry of Finance
Ministry of Government and Consumer Services
Ministry of Health and Long Term-Care
Ministry of Municipal Affairs & Housing
Ministry of Tourism, Culture and Sport
Ministry of Training, Colleges and Universities
Ontario Seniors' Secretariat
Office of Francophone Affairs
Treasury Board Secretariat

Appendix D

Building the Evidence

Building the Evidence Base: The foundation for a strong community hub

Community hubs are an idea that both community and policy-makers agree make sense. Reports, conferences and symposiums have all addressed some of the many reasons that they do. This appendix will review some of the evidence for this.

METHOD

With the tight timelines set out for this work, WoodGreen Community Services did a rapid evidence review analysis on community hubs case examples and best practices. This approach was appropriate (1) given the general consensus that hubs are a community benefit and (2) the short timelines for the development of the framework. As evidence was collected, it was summarized and fed to the Special Advisor, Cabinet Office and the Advisory Group.

The definition used for “Community hub” was broadly inclusive, crossing government, the non-profit and private sectors, including neighbourhood centres, business incubators and community schools, where multiple services were offered in a single location with the intention of serving multiple or complex needs. Each case example studied incorporated some form of co-ordinated programming and open community access (although some hubs targeted specific populations). Broader public sector organizations, such as libraries and recreation centres, were not included unless they explicitly described a hub model.

The evidence review involved collating examples of hubs already in operation across the province and other jurisdictions through web-based searches and key informant interviews. The compiled evidence was fed back, on key topics such as the elements of successful hubs or their social return on investment (SROI) in the form of document reviews, report summaries, case studies, and presentations of thematic conclusions.

The focus of this review was guided by the questions set out at the start by the Special Advisor:

1. What works?
2. What are the barriers?
3. And what can do the Province do to support this work more systematically?

This appendix provides a summary overview of these findings.

WHAT WORKS?

Across the province and around the world, community hubs have emerged as a policy solution and as an important way to meet critical local needs and preserve community assets. Community hubs are one of those rare interventions driven both by the grassroots and by the “grasstops.”

Current Hub Initiatives

A rapid scan of community hubs within the province revealed close to 60 examples in communities across Ontario, in rural, suburban and urban neighbourhoods which are already established or in the planning stages. A preliminary mapping follows:

HUB	CITY	LOCATION	COMMUNITY	SECTOR	BUILDING FORM
Common Roof	Barrie	Central Ontario	Low density (town, suburb)	Community	Rebuild
David Busby Centre	Barrie	Central Ontario	Urban	Community	
W & M Edelbrock Centre	Dufferin County	Central Ontario	Low density (town, suburb)	Community	Rebuild
Bronson Centre	Ottawa	Eastern Ontario	Urban	Other	Rebuild
George Street Hub	Peterborough	Eastern Ontario	Low density (town, suburb)	Community	Rebuild
Hintonberg Hub	Hintonberg	Eastern Ontario	Rural	Health	Rebuild
Hub Ottawa	Ottawa	Eastern Ontario	Urban	Employment/Entrepreneur	
Petawawa Civic Centre & Renfrew District facilities co-sharing agreement	Petawawa	Eastern Ontario	Low density (town, suburb)	Government	New Build
Prince of Wales Public School	Peterborough	Eastern Ontario	Low density (town, suburb)	Community	
Shannon Park & Rideau Heights Community Centre	Kingston	Eastern Ontario	Low density (town, suburb)	Recreation	Rebuild
The Mount	Peterborough	Eastern Ontario	Low density (town, suburb)	Community	Rebuild

10 Carden	Guelph	GTA large	Low density (town, suburb)	Employment/ Entrepreneur	
Acton Hub – Our Kids Network	Acton (Halton)	GTA large	Low density (town, suburb)	Other	Rebuild
Aldershot Hub - – Our Kids Network	Burlington	GTA large	Urban	Other	Rebuild
Eva Rothwell Centre	Hamilton	GTA large	Low density (town, suburb)	Community	Rebuild
Durham Hub	Durham Region	GTA large	Urban	Education	
Helping Unite Belmont (HUB)	Belmont (Elgin County)	GTA large	Rural	Community	
McQuesten	Hamilton	GTA large	Urban		
Milton Hub – Our Kids Network	Milton	GTA large	Low density (town, suburb)	Other	Rebuild
Social Services Network	Markham	GTA large	Urban	Other	Rebuild
The Link	Georgina	GTA large	Low density (town, suburb)	Community	Rebuild
Wever Community Hub	Hamilton	GTA large	Urban	Recreation	Rebuild
Centre de Santé Communautaire (CHC)	Sudbury	Northern Ontario	Urban	Community	Rebuild
Community Corner	Sault Ste. Marie	Northern Ontario	Urban	Community	Rebuild
Etienne Brule Public School	Sault Ste. Marie	Northern Ontario	Low density (town, suburb)	Education	Rebuild
Evergreen a United Neighbourhood	Thunder Bay	Northern Ontario	Urban	Children & Youth	Rebuild
Gateway Hub	North Bay	Northern Ontario	Urban	Other	Virtual
Bluewater Health	Sarnia Lambton	SW Ontario	Low density (town, suburb)	Health	New Build
Centre Communautaire Francophone Windsor-Essex-Kent	Windsor	SW Ontario	Urban	Other	Rebuild

Chatham Kent Hub	Chatham	SW Ontario	Low density (town, suburb)		New Build
Eagle Place	Brantford	SW Ontario	Low density (town, suburb)	Education	Rebuild
East Ward (Major Ballachey School)	Brantford	SW Ontario	Low density (town, suburb)	Education	Rebuild
Fiddlesticks	Cambridge	SW Ontario	Urban		
Fusion Youth Activity and Training Centre	Ingersoll	SW Ontario	Low density (town, suburb)	Children & Youth	Rebuild
Langs	Cambridge	SW Ontario	Urban	Community	New Build
Northbrae Community Hub	London	SW Ontario	Low density (town, suburb)	Education	New Build
Northside Neighbourhood hub	St. Thomas	SW Ontario	Low density (town, suburb)	Community	Rebuild
Shelldale	Guelph	SW Ontario	Urban	Community	Rebuild
Strathroy-Caradoc Library	Town of Strathroy-Caradoc	SW Ontario	Low density (town, suburb)	Other	New Build
The LDMH (Leamington District Memorial Hospital) Neighbourhood of Care	Leamington (Essex County)	SW Ontario	Low density (town, suburb)	Health	Rebuild
SiG MaRS Hub	Toronto	Toronto	Urban	Employment/Entrepreneur	
AccessPoint on Danforth	Toronto	Toronto	Urban	Community	Rebuild
Artscape Young Place (formerly Givens-Shaw school)	Toronto	Toronto	Urban	Arts	Rebuild
Bathurst-Finch Hub	Toronto	Toronto	Urban	Community	New Build

Bridletowne Neighbourhood Centre	Toronto	Toronto	Urban	Community	New Build
Centre for Social Innovation	Toronto	Toronto	Urban	Employment/ Entrepreneur	
Dorset Park Hub	Toronto	Toronto	Urban	Community	Rebuild
George Street Hub	Toronto	Toronto	Urban	Community	New Build
Jane Street Hub	Toronto	Toronto	Urban	Health	
Junction Commons	Toronto	Toronto	Urban	Community	Rebuild
Mid-Scarborough Hub	Toronto	Toronto	Urban	Health	Rebuild
Rexdale Hub	Toronto	Toronto	Urban	Health	Rebuild
Victoria Park Hub	Toronto	Toronto	Urban	Community	Rebuild

Leaders from multiple sectors have led these initiatives, including municipalities, school boards, health centres and planners, non-profit, neighbourhood-based agencies and local residents.

Benefits of Hubs

Where community hubs operate, they demonstrate:

- Improved health, social and economic outcomes for individuals
- Demonstrated collective impact at the community level and integrated service delivery at the individual level
- Better social investment
- Protection of public properties
- Stronger communities across Ontario

From the health sector perspective, the Toronto Central Local Health Integration Network worked with the Ryerson University-based Canadian Network for Care in the Community to identify the design features and benefits of a hub-based model for service delivery. These were:

- Shared space using a hoteling concept, with scheduling of various programs offered by different providers to maximize the use of space and to provide extended hours of service
- Provision of Primary Health Care and community based services on-site
- Flexible design, multi-purpose, multi-size areas for programs
- Space designed for current community needs and readily adaptable as community needs change, warranting corresponding program and service changes

- Reduces stigmatization associated with some single-purpose facilities (e.g., mental health or addiction services) through provision of services in a multiple program setting
- Improves patient and client experience through a seamless front-end that:
 - o supports coordinated access to on-site services through centralized intake and scheduling
 - o reduces the risk of multiple and duplicative assessments
 - o improves hand-offs of clients across programs and providers
 - o improves access to multiple services in one location
 - o reduces the need for multiple visits to access services

In the education sector, schools which co-located with community services also demonstrate improved outcomes for students and families. The Inner City Model Schools within the Toronto District School Board¹ have tracked and demonstrated some of the strongest outcomes, including dimensions of academic achievement and health.

Social Return on Investment

One of the emerging areas of impact analysis is SROI. SROI is cost benefit analysis with a social purpose. Looking over the lifetime of an investment, it identifies a monetary value for the cost and benefits of the provision of human services. This form of analysis creates a strong case proof for the value of many of the elements of community hubs.

Examples from multiservice, place-based delivery of services demonstrate the following investment ratios:

PARALLEL EXAMPLES TO COMMUNITY HUB MODELS	JURISDICTION	SOCIAL RETURN PER \$1 INVESTMENT
Craft Café (Seniors) ²	Scotland	8.27
Community Champions ³	Scotland	5.05
Beltline Aquatic & Fitness Centre ⁴	Calgary, Alberta	4.84
Minnesota Public Libraries' ROI ⁵	United States	4.62
Schools as Community Hubs ⁶	Edmonton, Alberta	4.60
Peter Bedford Housing Association ⁷	London, England	4.06
CentrepoinTE Early Childhood Resource Centre ⁸	Ottawa	2.39

[Table developed by WoodGreen Community Services]

Completed SROI also demonstrated a range of other significant and specific impacts on local residents and communities in the social and health realms. These included lowered crime rates, avoidance of involvement with the youth justice system, higher school completion among youth, fewer falls for seniors, decreased diabetes rates, and higher levels of community trust.

Integrated Service Delivery

If hubs are examined from the program-side, they are most closely aligned with current discussions of Integrated Service Delivery (ISD). Community hubs provide the opportunity to enhance, coordinate and integrate service delivery to people and communities. ISD provides a sort of wraparound that allows concurrent needs to be met, thereby leading to more effective interventions and impacts.

Reviewed reports refer to an “integrated model of service delivery that looks like an inter-connected web of social services and supports at the community level that are supported by enabling policy frameworks at the systemic level that encourage and support formal planning, and integration activity between organizations” (A Report of the Community Social Planning Council of Greater Victoria, Albert, Marika, May 2013)

The following themes are useful when examining community hubs:

- “No wrong door” must be the baseline approach
- A regional integrated hub model for a specific geographic area
- Non-linear with multiple entry and exit points, but with a single point of contact for client (i.e., to either provide service or to help client navigate to appropriate one)
- Continuum of care
- Words used to describe power of ISD in reports include: seamless, one-stop shop, wraparound, client-centred, accessible, responsive, “right care, at the right place, at the right time” etc.

Accountability within Integrated Service Delivery Governance and Authorities:

- Cabinet level responsibility
- Clear single line of accountability within each ministry reporting through cabinet level structure (Nova Scotia Schools Plus)
- Lead agency at local or municipal level with partners mandated to be at tables (mentioned in an interview with Simcoe Community and Children’s Services that this was highly effective in creation of Best Start Hubs in the region)
- Single funding envelope and/or core funding (George Hull, Centre de santé Communautaire in Sudbury, OHA report)

Key Staff for ISD hub models:

- Right staff in the right places (How District and Community Leaders are Building Effective, Sustainable Relationships, IEL, 2012)
- Coordinators at both regional and local hub levels which are fully funded and recognize coordinators as 'lynchpins' of hub and key to hubs' success
- Centre de santé communautaire in Sudbury has two co-ordinators: Coordinator of Health Promotion identifies and brings in partner agencies, catalyst for synergy in hub, and Co-ordinator of Community Development (partnerships, outreach, capacity building).
- "Back office" support staff (reception, website updates, appointment scheduling, system navigator, etc.); has broad system knowledge of all services available.
- "Key players strategically placed....understanding that if no one is specifically designated and paid to organize/plan/communicate/outreach, etc., the work will not get done" (How District and Community Leaders are Building Effective, Sustainable Relationships, IEL, 2012)

Place-making & Community Building

Community hubs also demonstrate benefits with regards to "place-making" or community revitalization:

- Many community hubs purposefully set out to reinvigorate their local areas; foci can include local economic development, poverty reduction, supports for children and youth and/or seniors, mental health and health services, etc.
- Some hubs aspire to revitalize a particularly underserved community through a "social development lens" (Daniels Corporation and Regent Park project, Artscape Wychwood Barns, etc.)¹¹
- This process can unleash a 'dynamic synergy' which helps build community capacity, ultimately strengthening the local community and fostering a sense of ownership and pride of place

Leveraging Partnerships

- Without exception, every report studied identified the critical importance of strong, collaborative partnerships that were leveraged to benefit the target populations of hubs
- Some partnerships involved service delivery (e.g., public health, mental health programs etc.), while others included private partnerships, proving "private sector can play a pivotal role in addressing social infrastructure deficits in these communities" (Daniels Corporation)
- An imperative to collaborate: Partnerships and collaborations are an effective way to move a project forward, especially when resources are scarce" (Daniels Corp)

- “In times of declining fiscal resources and greater demand for public services, districts have learned that forming partnerships can be fiscally prudent: on average, three dollars from community partners for every dollar they allocate (partners can contribute dollars or in-kind support in the form of access to family programs, health services and more).” (How District and Community Leaders are Building Effective, Sustainable Relationships, IEL, 2012)
- Community Learning Centres (CLCs) have made great strides in assembling a wide array of partnerships. It has to be acknowledged that this is a major component of success for the initiative given that only a few of these partnerships existed prior to the establishment of the CLCs...CLC schools have generated over \$10.5 million in contributions (human, material and financial resources) over the last four years (2010-2014) for an estimated 2.13 return on investment.” (Fostering Engagement and Student Perseverance Community Learning Centres – Changing Lives and Communities, September 2014, Quebec)

The Value of Being Local

- Many reports identified the importance of hubs being ‘local,’ i.e., in and of the community and as close to the client/population they serve as possible
- “Improved client access based on a ‘care close to home’ philosophy” (Local Health Hubs for Rural and Northern Communities An Integrated Service Delivery Model Whose Time Has Come, OHA, 2012)
- Hubs should take into account accessibility (both in terms of public transport and ability), and ensure hubs are located where community and data has *clearly identified a gap/need*
- Local neighbourhood audits or scans (some referred to them as a “needs assessment”) are a ‘must’ and an excellent tool for identifying gaps in services, as well as broader demographic research data allowing hubs to then identify and clearly define their goals collaboratively based on evidence
- Audits/needs assessments can look at both social and physical infrastructure in community using a variety of tools (surveys, consultations, etc.) but must include involvement of *key community players*, especially in minority communities (e.g., Aboriginal, francophone, etc.) according to both the reports surveyed and several interviews (Simcoe County, Sudbury)
- Locally responsive: Hubs which deliver programs that “respond to, and are shaped by, the unique circumstances and needs and assets of their community” is a key characteristic cited in hub studies and interviews (*Study of Community Hubs*, Parramatta, Australia)
- *Shared vision from the ground up*: “A shared vision, set of principles and organizational strategies are a must for any place-based strategies” (*Community Hubs Report*, Parramatta, Australia; SPT Report, Victoria, B.C.; Artscape, etc.)

Common Elements for Community Building in Successful Hubs

In many reports, the value of hubs which are designed by the community for the community, and are therefore responsive to the needs of the community, could not be emphasized enough. As mentioned above, local communities and their inhabitants across Ontario are all unique, so a top down (policy and funding) and bottom up (local input and involvement from the very beginning) are a good way to approach hub development, i.e., "common tools, local design."

- Community connections matter – no matter the focus of the hub: "Community connections ground children and give a sense of belonging that can help counteract challenges in their lives" (Exploring Schools as Community Hubs, Regina, 2011, p. 21)
- "A school might be thought of as a two-way hub when children's learning activities within the school contribute to community development and when community activities contribute to and enrich children's learning within the school." (Ibid, D. Clandfield)
- "...the importance of having clear and focused goals when working with communities, the recognition of the importance of working from the beginning with the whole school community if trying to effect change, and again, the unquantifiable energy that can take place when school, community and partners come together in a common space to achieve a common goal." (OPHEA, The Living School Success Stories, 2004-2008)
- "Successful hubs include a variety of uses and services (including community services, health care, leisure and retail that attract different groups of people at different times of the day and meet a wide range of community needs and support community strengths" (Feasibility Study of Community Hubs, Parramatta, Australia)
- Centre Santé in Sudbury is community inspired and driven; 450 card-carrying members (cards have no value, but reflect community support for Centre), 13,000 volunteer hours per year and a Board of Directors which is "embedded in community" (not hospital-style governance as per many CHCs); "important to recognize that each community and therefore each hub is unique, if you create right conditions and allow hub to evolve with the community, then each site will be a reflection of the unique community in which it is situated" (Executive Director Denis Constantineau)
- "Have a civic quality, sense of stability and level of amenity that marks them [hubs] as an important place in the community...include an inviting public domain that encourages people to interact in the public realm" (Parramatta)

EVALUATION

Theories of change

Although hub advocates often describe hubs' benefits using an ingrained sense of their worth, evaluation tools such as Theories of Change and logic models allow more detailed descriptions to emerge. A theory of change should describe why an intervention is being used. A review of hub providers who had developed a theory of change showed common elements are service and space, which lead to community synergy.

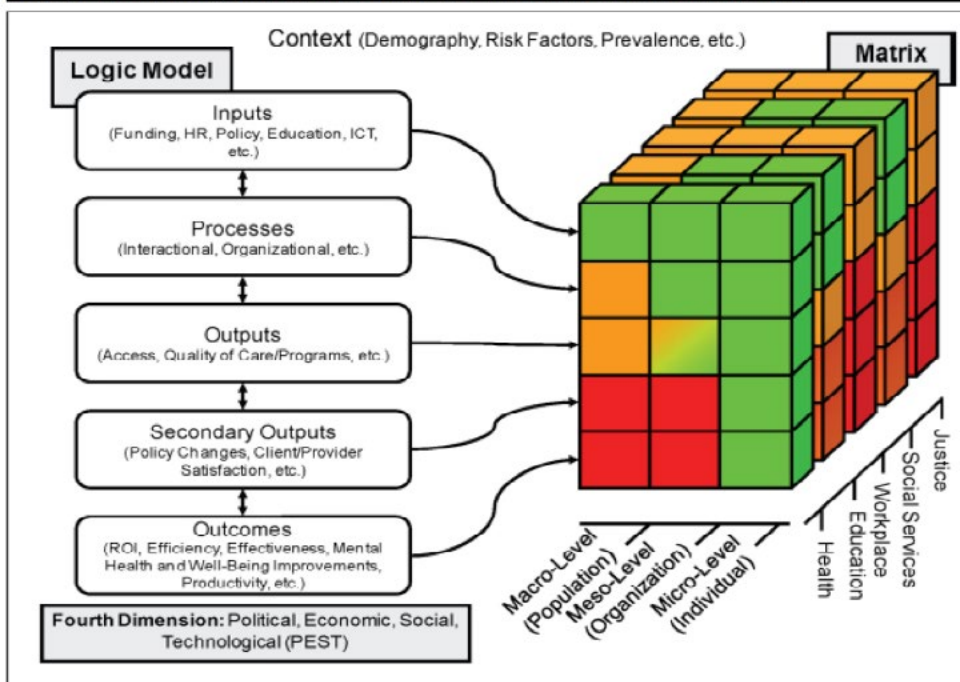
A graphic from the Centre for Social Innovation (CSI) depicts this most simply, with the synergy depicted as a wide series of swoops at the top of the theory of change. It is labeled "Innovation." CSI is so committed to this idea of what emerges when community and space are combined that it has also incorporated this pictorially into its organizational logo.



1: Centre for Social Innovation

Transecting a number of fields, hubs are expected to facilitate integrated service delivery and build collective impact. So, other theories of change attempt to capture and enumerate the multiple dimensions across which hubs cut. One mental health model¹² illustrated this complex matrix almost as a Rubik's cube.

Figure 1: Cube/Logic Model for Return on Investment in Mental Health



The 2005 Strong Neighbourhoods Taskforce also identified the complex interplay and importance of a place-based approach to community services and to communities. Subsequently, United Way Toronto developed community hubs in its Strong Neighbourhood Strategy. These are seen as important levers to bring programs to underserved areas, increasing access to community space.

Virtual hub models, which aim to co-ordinate and increase access to local services, have also emerged in places as wide ranging as North Bay, Ontario and Chicago.¹³ These places are using a hub model to co-ordinate service interventions and develop common evaluation standards.

WHAT DOESN'T WORK?

Despite the good work that is being done in the development and operation of hubs, a number of barriers were also identified.

Costs are long-term and broad, but funding is project-driven and siloed

What community hubs do not do is reduce costs. Some cases show, in fact, increased costs in the short term. But what they do instead is increase the efficiency of current program funding, reducing duplication and leveraging new opportunities, and reduce longer-term societal costs, demonstrating a "social return on investment" which makes the economic case for their creation and support.

Hubs also struggle with funding.

- Funding is siloed, so that a single entity reports to several provincial ministries, each with their own accountabilities.
- Funding cycles often do not align, creating additional administrative burdens for organizations.
- Three separate funding streams are necessary to create and operate hubs:
 - o Capital dollars for development, often raised through fundraising
 - o Capital dollars for sustaining operations, which are scarce
 - o Ongoing operating funding for programs, staff and core services.

Examples of tight funding restrictions, put in place by funders' narrow mandates, led in one case review to long-winded negotiations about which program clients might be using a bathroom in the hub.

Complex Legislative and Regulatory Environment

The review identified a range of large-bucket areas where hubs development and operations need to negotiate regulatory boundaries which affect their creation and operation. These include:

- Zoning and Planning
- Building codes, including AODA compliance
- Privacy
- Occupational Health and Safety
- Compliance with local by-laws

Issues of privacy and confidentiality have received some focus as service providers strive to provide wraparound services, meeting the needs of their clients, while respecting their rights under Ontario legislation. Health care service providers carry an additional burden of protections so that cooperation with non-health care providers can be difficult to negotiate. Some hub models have managed this by walling the two service sides off from each other. Compliance is critical but complex.

Condition	Issue	Recommendation
Funding Sources	Precedence of reinvesting city fees/charges and cash-in-lieu of parkland arising from a development locally	Approve funding strategy due to need to revitalize priority neighbourhood.
Construction Costs	Limited cost overrun protection	Report back to Council on whether to proceed with Proposal if fixed price term cannot be met, and if so, with funding sources for any cost overruns.
Securing the Community Benefits	Proposed LC terms inadequate in relation to project cost	More substantial LC be retained until project delivery. Mortgage value in favour of City on 33 King Street to be co-ordinated with LC to provide greater security.
Real Estate Processes	No issues	Sale of 22 John Street and expropriation of 14 John Street to proceed.

Municipal Capital Facilities Designation	Need to determine that use meets bylaw requirements	Confirm that use meets bylaw requirements and secure in Capital Facilities Agreement.
Development Charges Credit	No issues	Council approve DC credit.
Affordable Rental Housing Live/Work Units Community/Cultural Hub	Building condition will be studied in next phase of development	Council approve Investment in Affordable Housing funding. Ensure that Building Condition Assessment is completed for 33 King Street.
Open Space Area	City to retain ownership of Open Space Area	Ensure environmental and jurisdictional issues addressed.
Ownership and Tenure	Lease between Artscape and Woodbourne Capital, the owners of 33 King Street; in event of default, City recourse includes assuming lease or foregoing community benefit	Protect community benefit with conditions of lease reviewed and approved by City.
Tax Arrears	Artscape's Wychwood Barns hub in tax arrears due to MPAC assessment delay	Ensure arrears resolved prior to entering into agreements with Artscape.
City Planning	Securing of access easements and determination of Section 37 benefits	Planning review to be expedited once Rockport has made the necessary applications, following Council-approved Section 37 Implementation Guidelines and process.
Social Return on Investment	No issues	Approve funding strategy to support social, economic and cultural returns for the City and neighbourhood.

The Weston Community/Cultural Hub: Next Steps

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Site Development and Property Management

The expertise required to develop a community hub is often outside the experience of community service providers and local residents who have responded to the challenge.

One 2011 report, for the ICE Committee, described the long list of demands required during the development of community hubs:

- Partnership-building
- Feasibility studies
- Lease agreements
- Cost-sharing
- Program space design and allocation/hours
- Outreach and communication
- Itinerant partnering
- Protocol development
- Source funding
- Capital dollars fundraising
- Location identification
- Community consultations/needs assessments
- Zoning/permits, design and space allocation
- Visioning
- Service planning
- Governance and administration

Another case reviewed included a list of considerations which had to be worked through before further progress could be made (see figure 2). Hub providers made jokes about the needed heroics to move their projects forward and bewilderment at the extent of them. Re-built, re-purposed and renovated spaces have also been shown to be more complex and more expensive than new builds.

WHAT THE PROVINCE CAN DO?

The Work of Local Heroes

Most of the hubs already established within Ontario are the result of 'local heroes,' individuals, organizations, networks and sectors that have seen a need – or an opportunity – in their community and who have responded to it.

In Hamilton, both the Wever Hub, named after a local community police officer, and the Eva Rothwell Centre at Robert Land, named after the mother of a benefactor, were established in low-income neighbourhoods when local community members recognized a need. They built partnerships with public and private sector organizations and local government over a number of years to create a safe, shared space and set of programs the community could enjoy.

Social purpose real estate has emerged as a new model for self-organizing non-profit enterprises. Common Roof in Barrie and some of Artscape's hubs in Toronto emerged with the recognition of the effectiveness of shared space.

The most important support the province can provide to community hubs is to develop a system which is responsive to local demand, providing it is technical, regulatory and funding supports where needed, and stepping out of the way where not.

Next Steps

The provincial government has a number of policy, regulatory and funding levers with which it can support the continued development of hubs.

One of the more comprehensive summaries of how the province might respond was captured at the May 2014 Community Assets for Everyone Symposium on community hubs. Invited stakeholders identified key components in the development and creation of community hubs at a system (provincial) level.

These included:

- A citizen-focused vision of service delivery
- Provincial leadership and collaboration from the various government partners
- A cohesive legislative framework and mandate to foster co-location and coordination

- Appropriate structures, policies, incentives and resources to sustain the approach and people who will make this work
- Flexibility to support and enable community-driven solutions
- Start with co-location and build towards integration

This review was also able to identify the following areas for potential action by the province:

- *Mapping:* No province-wide mapping has been done, partly because of definitional breath and partly because of service silos. The Ministry of Education has mapped Best Start hubs across the province, while also providing local demographics and service features. The Intergovernmental Committee on Labour Force and Economic Development commissioned a 2011 study of the numerous initiatives underway in Toronto, mapping those.
- *Funding:* Hub operators have identified the numerous funding streams they access and the administrative burden this places on organizations and partnerships which offer multiple services. A common funding portal would ease some of this. Qualifications for capital funding loans, currently offered through Infrastructure Ontario, might also be reviewed in terms of their accessibility for hub developers.
- *Co-ordination Planning and Funding of Hubs:* Hub developers identified a range of overlapping jurisdictions, clashing planning definitions, program priorities, and funding deadlines which they must negotiate in order to create a hub with multiple stakeholder. The province can demonstrate leadership in coordinating these to ease the burden of developing and administering place-based delivery of services.

Some emergent solutions will be low-investment, quick start options. Others will require more consideration and commitment, using a 'whole government' approach. Change at this order will require a change management process with input from all involved stakeholders.

The development of a community hub framework is a strong step towards making the changes needed.

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- ¹ www.tdsb.on.ca/Community/ModelSchoolsforInnerCities/Research.aspx
- ² www.socialvaluelab.org.uk/2012/03/craft-cafe-sroi-report-launch
- ³ <http://communitychampionsuk.org/wp-content/uploads/2014/08/FullSROIreportCommunityChampions-No-Appendices-FINAL.pdf>
- ⁴ www.simpactstrategies.com/LiteratureRetrieve.aspx?ID=171987
- ⁵ http://melsa.org/melsa/assets/File/Library_final.pdf
- ⁶ [Mapsab.ca/downloads/events/april/2014/SchoolsAsHUBS.pdf](http://mapsab.ca/downloads/events/april/2014/SchoolsAsHUBS.pdf)
- ⁷ <http://peterbedford.org.uk/wp-content/uploads/2014/09/Peter-Bedford-Housing-Association-Value-for-Money-Statement-2013-14.pdf>
- ⁸ Burrett, John. Social Return on Investment: Centerpointe Early Childhood Resource Centre. Unpublished. Haiku Analytics. Ontario (February 2013).
- ⁹ In Ontario, housing, employment and mental health practitioners all use this concept.
- ¹⁰ Reports reviewed here which include this element and which are cited in this section are: George Hull Centre (Mental Health Hub), Local Health Hubs for Rural and Northern Communities (OHA 2012), Schools as Centres of Community (US, see example of PS 5 The Ellen Lurie School, New York), SchoolPLUS (Saskatchewan), SchoolsPlus (Nova Scotia)
- ¹¹ "Artscape Wychwood Barns is a community cultural hub that opened in 2008 where a dynamic mix of arts, culture, food security, urban agriculture, environmental and other community activities and initiatives come together to provide a new lease on life for a century-old former streetcar repair facility." (p. 1 of Hub Report Overview)
- ¹² Canadian Institute for Health Information, Return on Investment: Mental Health Promotion and Mental Illness Prevention, 2011, p 4.
- ¹³ Chicago Peace Hub: <http://peacehubchicago.org/about-us/the-peace-hubs-four-levers-of-change/>

Appendix E

Short term Strategy for School Property

Community hubs are an idea that both community and policy-makers agree make sense. The government has been encouraging school boards to right-size given changing demographics and in order to ensure educational program quality. Accordingly, school boards are and should continue to diligently review their short and long term needs. In some cases, this may result in the closure of a school, which could lead to a long-term lease or the potential sale.

To reduce barriers to the formation of community hubs as this work continues, we are recommending that an interim measure be put in place to ensure additional consideration of community and provincial interests when sale of school property is contemplated.

On an expedited basis, we recommend pursuing an interim amendment to O. Reg. 444/98 to extend the 90-day circulation period of surplus property to 180 days. Further, we recommend a limited exemption to the requirement that properties be sold at Fair Market Value (FMV) as outlined below. The Ministry of Education will conduct further consultations and review of this regulation.

This interim change would operate as follows:

Step 1:

As outlined in the Ministry of Education's new Community Planning and Partnership Guideline, municipalities/LHINs/agencies/the Province and other community partners (including Aboriginal and non-profit organizations) should be determining their local space needs to feed into the decision-making process around school buildings or land, before and during any pupil accommodation review that boards undertake to determine how to reorganize schools to best serve student achievement and well-being. Should the school board determine that a school is not needed for educational purposes, the community planning process will have identified if there is a community interest.

We would recommend that the Community Hubs Secretariat work with the Ministries of Education and Municipal Affairs and Housing to monitor this new Guideline to ensure it is meeting the needs that we heard from community organizations in the preparation of this report.

Step 2:

As the school board circulates the property to public entities in accordance with O. Reg. 444/98, where:

- the school is not sold to another school board; and
- there is a viable community plan supported by a strong business case for the purchase of that property for a community hub; and
- FMV is a barrier.

Then, the School Board and community partner(s) can apply to the Province for a limited exemption to the FMV requirement. The Province will determine if it is viable, serves a public purpose, and meets all the other requirements, and will then determine an appropriate purchase price. If approved, the offset for the partial variance on the fair market price would be found by either a revenue tool or through a provincial funding mechanism, to be defined, and the school board would be made “whole.” The purchase would need to be subject to a condition that the property could not subsequently be resold for profit.

Step 3:

The Province will change its internal process to more actively connect with ministries to determine if there is any provincial interest in the property. If so, the Province could purchase the site for its own requirements or to sell with a focus on meeting an identified need (e.g., sell to a municipality to provide affordable housing).

Note:

O. Reg. 444/98 currently requires circulation of surplus properties. School boards use Infrastructure Ontario’s Realty Circulation Publication website to notify the Ontario government about surplus school property. Infrastructure Ontario, in turn, circulates the information about surplus property to various public entities, including other provincial ministries. This recommendation contemplates a more active process.

Step 4:

If there is no provincial interest or viable community plan, a school board would proceed to sell at FMV.