Essential Spaces
Real (Estate) Solutions for Community Needs

Appendices

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As the largest non-government funder of community services in the GTA, United Way Greater Toronto reinforces a crucial community safety net to support people living in poverty. United Way's network of agencies and initiatives in neighbourhoods across Peel, Toronto and York Region works to ensure that everyone has access to the programs and services they need to thrive. Mobilizing community support, United Way's work is rooted in groundbreaking research, strategic leadership, local advocacy and cross-sectoral partnerships committed to building a more equitable region and lasting solutions to the GTA's greatest challenges.

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Appendices List

7.0 Appendices

7.0 Appendix A: Criteria for Site Selection

This report focuses exclusively on the community and social services sector, including a sample of registered charities delivering services across Peel, Toronto and York Region.

The following criteria were used to identify the relevant organizations included in the study dataset:

Geography and Physical Location Criteria

Only organizations with a physical space and an address servicing communities in Peel, Toronto and York Region have been included. Spaces used to run administrative functions or facilitate international initiatives have been excluded (unless the space is mixed use and provides programs and services locally).

Data Years: 2021 and 2022

The year 2021 was selected because it is the most recent year that has data availability with the necessary classification/categorization structure for a reliable analysis. The 2021 Census and 2022 T1 Family File (T1FF) data are used as the data sources for the equity indicators.

Type of Services

The report focuses on registered charities providing community services for public benefit and specifically tailored to community members experiencing hardship, including services and programs focused on enhancing individual, family, and/or community physical, social, and/or spiritual and mental well-being. The following types of services have been included in the study:

Food Bank / Meals – Meals or food provided for low-income groups

Community Health Services – Healthcare services outside of hospitals and private health clinics dedicated to relieving pain and distress and promoting healing to groups/people with ongoing health concerns. These services fall within primary care and may include a blend of clinical and social services.

Career Development – Includes employment training, CV development, counselling, and other programs supporting diverse groups, including youth, newcomers, and others.

Free Distribution of Goods – Includes organizations that distribute free items, such as household goods and clothing, for low-income and structurally disadvantaged groups.

Professional Services for Structurally Disadvantaged Groups – Includes a broad range of services to groups/people otherwise facing barriers to accessing these services. This may include legal services, tax clinics, and more.

Educational - Includes education or skills courses for groups/people lacking access to conventional school programs or groups needing specialized learning programs. Examples may include social skills training for autistic individuals or life skills for those living with disabilities.

Settlement Services – Services geared to facilitating the full and equitable participation of all newcomers (immigrants / refugees / temporary residents) in Canadian society.

Housing Supports – Onsite services, caretaking, and other programs available for residents living in supportive housing.

Other Community Services – Other services provided to vulnerable groups and/or the public that foster the growth, development, and betterment of communities

Community Resource

- Employment and Training for People with Physical and Mental Disabilities
- Employment Training and Rehabilitation
- Legal Assistance and Services
- Rape and Sexual Assault and Abuse Support
- Rehabilitation of Offenders
- Youth Programs and Services

Core Health Care

- Addiction Recovery Programs and Centres
- Community Health Centre or Medical Clinic
- Counselling or Support Group Programs

Faith Space with Programming

- *An amalgamation of CRA categories "Christian", Judaism", and "Support of Religion" where subcategory descriptions captured the services of interest*

Organizations Relieving Poverty

- Operating a Food Bank
- Operating a Shelter
- Other
- Providing Low Cost Housing
- Providing Material Assistance
- Refugee Support and Settlement Assistance

Relief of the Aged

- Nursing Home or Seniors Home with Care
- Seniors Outreach Programs

Supportive Health Care

- Family Planning, Birth Control, and Pregnancy Crisis Counselling
- General Health Promotion and Prevention
- Providing Comfort Items to Cope with Hospitalization
- Respite for Caregivers of Persons with Serious Health Conditions
- Services for Adults and Children with Developmental Disabilities

Table 1: CRA Categories and subcategories

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7.0 Appendix B: Methodology

The mapping exercise captures agency spaces that are both owned and leased with a physical location operated by a community and social service organization. The research relies on two datasets.

Primary Dataset and Geospatial Analysis

The primary dataset captures registered charities whose primary function is to deliver community services. Captured in the primary dataset are agency names and locations, both owned and leased,of organizations delivering services under at least one of the categories listed above in *Appendix A: Type of Services.*

The primary dataset is a combination of the 2021 T3010 Registered Charity Information Return published by the Canada Revenue Agency (CRA) and the 2021 Findhelp | 211 community services list. The T3010 dataset provides a list of registered charities that are categorized by their social purposes, alongside their financial information such as land and building assets. The Findhelp | 211 dataset provides a list of individual locations for each community service organization. It was necessary to use both datasets as the T3010 only returns the address of one location, typically the primary place of operations, but does not capture additional sites used for service delivery. Using both datasets created a reliable data resource for the analysis of the agency spaces in this work.

The compilation of the primary dataset involved multiple steps. Based on the CRA categories and subcategories outlined in the T3010 form, organizations whose categories matched the type of services listed in *Appendix A: Criteria for Site Selection* were included. As organizations only report their primary address on the T3010 form, the Findhelp | 211 dataset was used to identify service locations in addition to the primary address. An approximate string-matching algorithm was used to match selected organizations from the CRA dataset to the Findhelp | 211 dataset,

returning only those organizations that appear in both datasets with all their service locations reported in Findhelp | 211's community services list.

Tenure Identification

As the primary goal of the study is to identify trends across owned and leased community service agency spaces, an additional step was required to identify tenure. To find this information, the CRA T3010 Schedule 6 and Section D data were examined, as any value present would indicate real estate ownership in Canada. For organizations only operating out of a single space, this would indicate ownership of that space. However, for organizations that operate out of multiple sites, the CRA T3010 Schedule 6 and Section D data would indicate the amalgamated value of all the assets owned by that particular organization, with no indication of which sites may be leased. To mitigate this limitation, ownership information was located through municipal assessment rolls and/or through direct contact with organizations.

Limitations in the Primary Data

Data collection discrepancies between the complete 2019 and 2021 datasets from CRA and Findhelp | 211 prevents the possibility of tracking changes in agency spaces over time using quantitative methods, placing a comparative analysis outside of scope.

The dataset utilized in this analysis is an initial compilation of community service agency spaces and does not comprehensively capture all organizations. Both the CRA registered charities status and Findhelp | 211 data are self-reported. Therefore, there is a possibility that the primary dataset has missed some agency spaces due to missing and under-reported data. Data reflects a subset of agencies, capturing only those charities who self-report to the CRA against the categories and subcategories matching to the services described in Appendix A: Criteria for Site

Selection. Community service agencies who have made errors in their self-reported service categories or who reported only against a primary category not captured in this study may also be excluded, despite offering services across the categories included in this analysis. This also means that the data does not provide an exhaustive list of non profit supportive housing providers, outside of the publicly-operated and owned community housing included in the secondary layers.

Furthermore, while the primary dataset includes charities that self-indicate as places of worship on CRA T3010 and as a service provider on Findhelp | 211, it is possible that some faith-based organizations and/or organizations that provide services through informal spaces may be omitted in this analysis.

Lastly, this study only captures data on registered community service charities that have filled out the T3010 form, leaving a large portion of agencies, especially grassroots organizations, out. However, existing research points to the extra challenges facing groups without charitable status[1]. As many organizations that are led by and serve structurally disadvantaged communities tend to be underfunded[2], it can be extrapolated that organizations beyond those studied in this report are facing similar challenges or challenges to a greater degree.

Secondary Layers

The need for secondary layers emerged from recognizing that community services often rely on other forms of social infrastructure owned and operated by the public sector. Beyond providing direct services and amenities to residents, these assets are sometimes leveraged to support the community services sector, offering sustainable spaces for program delivery. Two asset-types have been included in the secondary layers of the map:

Municipally owned/operated residential facilities:

- shelters

- publicly-owned community housing (e.g. rent geared to income, social housing)

Publicly-owned facilities:

- libraries

- community recreation centres

The formation of the secondary layers was developed with a much simpler methodology, drawing data from existing sources with minimal data manipulation. It was built using publicly available data on each of the municipalities, towns, and townships included in the study, including websites and geographic layers documenting addresses and locations of these facilities published by the municipalities.

Limitations in the Secondary Layers Data

The publicly-owned facilities have no publicly available or easily accessible data to identify the space usage by an organization belonging to the community services sector. Additionally, some of the secondary data are not as recent as the primary dataset and do not have clear data update schedules. Despite these limitations, additional layers were included given the value of these asset-types for the community services sector and communities broadly.

Rationale for Separating the Secondary Layers

The separation of the secondary layers from the main map helps form a reliable account of the sector's space usage trends. It helps prevent a skewed analysis since the primary dataset is formed by drawing from generally intact and complete data sources, thereby providing a high degree of confidence that the trends analyzed are representative of the sector.

1   Rogers 2022
2   Pereria et al., 2020

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The secondary layers are essentially additional layers of data showing publicly held assets that can be toggled on to understand their location in relation to the agency spaces included in the primary dataset. Taken together, the map provides a more comprehensive view of agency spaces and public infrastructure across the three regions.

Appendix C: Equity Indicators

Understanding the key indicators of service needs is necessary to identify current and potential future gaps in programs and services offered by agencies. While a true analysis would require user information from every agency, much of this is confidential. Instead, the study assumes that most service needs can be captured by key indicators that can illustrate where potential risks may be. Seven of these indicators have been grouped together to generate a composite index of service needs, broken into quintiles where Q1 represents areas of lowest need and Q5 represents areas of highest need across Census Tracts (CTs) in Peel, Toronto, and York Region. This index provides a high-level view of where the need for community services may be highest. The index includes the following indicators:

Factors Indicating Poverty

- % of working poor
- % of low-income household by low-income measure (LIM)
- % of low-income household by market basket measure (MBM)

Source: community data portal (data collected by Statistics Canada)

Factors indicating precarious work

- % of youth not in employment, education, or training (NEET)
- % of short-term workers

Source: community data portal (data collected by Statistics Canada); 2021 census, Statistics Canada

Factors indicating housing needs

- % of renters in core housing need
- % of renters in unaffordable housing

Source: Community Data Portal (Statistics Canada)

Equity Index

An equity index factoring all aforementioned] indicators was created to identify at a high-level where the need for community services may be highest. All aforementioned]variables were first standardized as standard scores and a sum was calculated by aggregating all standard scores for each CT. Next, the sums of standard scores across all CTs were normalized between 0 to 1, where a higher score indicates CTs with potentially more needs for community services. In the process, the creation of the index weighed all the indicators equally.

Additional Data Layers

Accompanying the index are three additional data layers included to provide insight into the social identities and intersecting structural disadvantages of communities across the CT quintiles. These factors were not included in the main index as they are not necessarily indicators of marginalization or a more pressing need for community services on their own. However, when combined with higher-than-average rates of poverty, unemployment, or housing hardship, they indicate structural disadvantage. Therefore, they have been included as separate lenses in the map to observe how these social identities intersect with the other variables. The accompanying data layers include:

Factors Indicating Structural Disadvantage (excluded from Equity Index)

- % of Recent Immigrants
- % of Visible Minorities
- % of Single-Parent Households
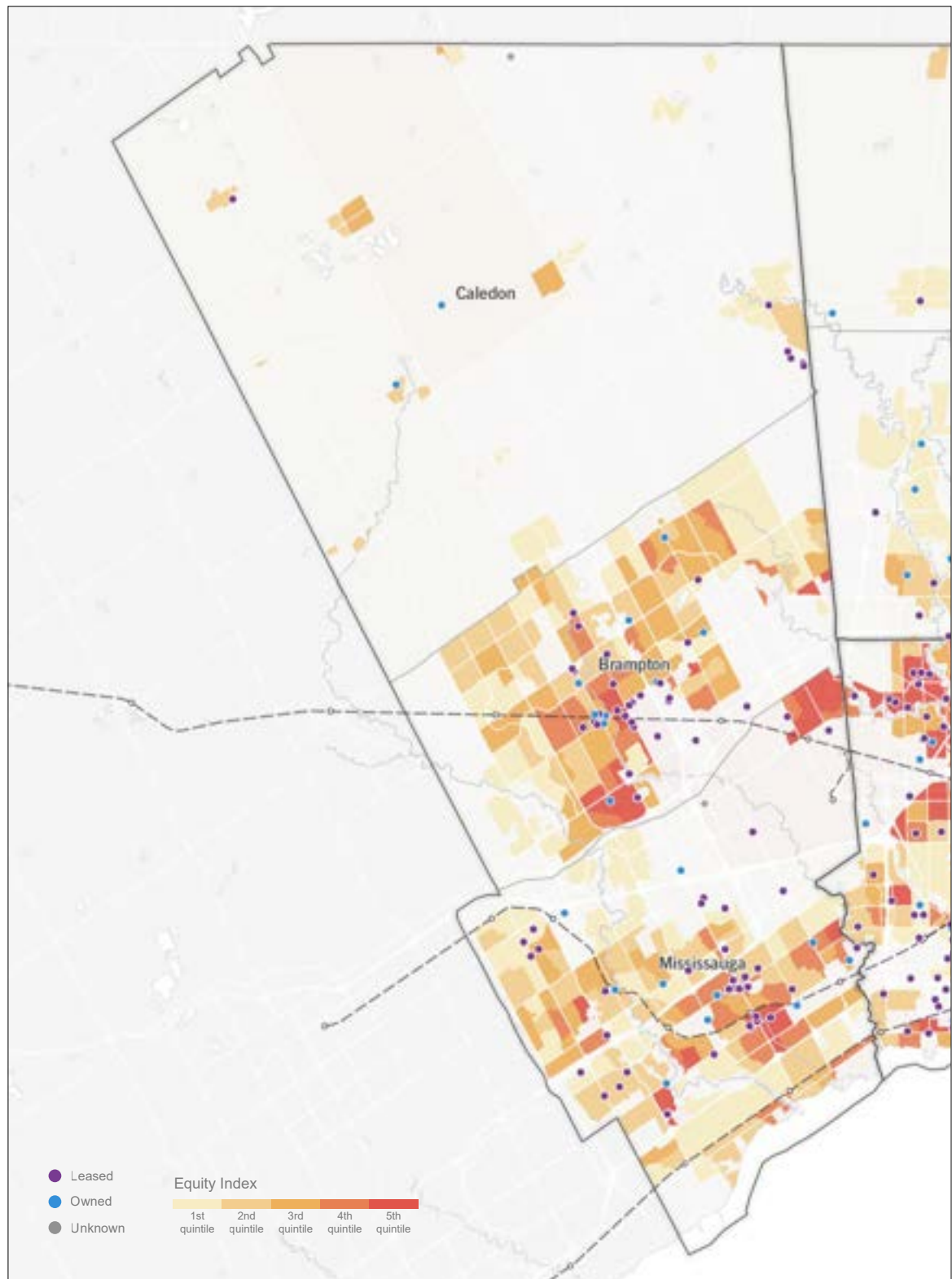
Source: 2021 Census, Statistics Canada

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Figure 1: Map of Agency Spaces Overlaid on Equity Index in Peel Region

3.2.1 Organization Characteristics

A total of 66 agencies operating 128 agency locations in peel Region are included in this study. Of these, 24 (19%) are community-owned real estate (CORE).

Peel Region CORE / CLRE Breakdown				
City	Owned (CORE)	Rented (CLRE)	Unknown Tenure	**TOTAL**
Brampton	8	38		**46**
Caledon	2	6	1	**9**
Mississauga	14	57	2	**73**
TOTAL	**24**	**101**	**3**	**128**
% by Tenure	**18.75%**	**78.91%**	**2.34%**	

Table 1: Peel Region CORE / CLRE Breakdown

Of the 66 agencies operating in Peel, just over half (36) have a single site and 21 have 2-3 locations.

Peel Organizations Organized by Count				
Agencies with 1 location	**Agencies with 2-3 locations**	**Agencies with 4-9 locations**	**Agencies with 10+ locations**	**Total**
36	21	8	1	66

Table 2: Agency location counts

Of the 36 single-site agencies, 14 are CORE. This accounts for more than half (58%) of all CORE agencies. These findings show a higher likelihood of ownership for single-site organizations in Peel.

Tenure of Single-Site Agencies in Peel Region			
	Own	**Rent**	**TOTAL**
OVERALL	**14**	**22**	**36**
Brampton	5	9	14
Mississauga	8	12	20
Caledon	1	1	2

Table 3: Tenure of Single-Site Agencies in Peel Region

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The type of services in Peel Region are predominantly characterized as *organizations relieving poverty*, which represents 73% of agency spaces included in the study, with most of them located in Mississauga. Services that fall under the *community resource* and *core health care* categories have more presence in Brampton.

Looking at the tenure and services offered by agency spaces provides insight into which types of services face more real estate-related precarity. All 14 *community resource* agencies as well as 79% of *organizations relieving poverty* and 80% of *core health care* agencies are CLRE. *Faith spaces with programming* have the lowest percentage of CLRE at 59%.
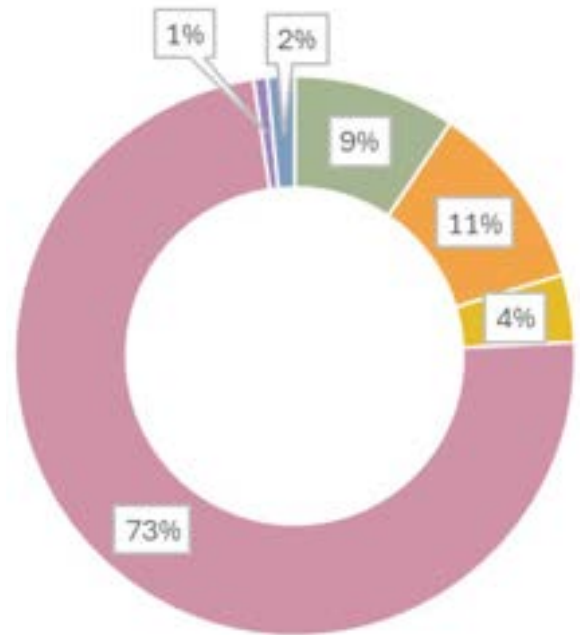

Figure 2: Peel Region Service Types

- Faith Space with Programming
- Organizations Relieving Poverty
- Community Resource
- Relief of the Aged
- Core Health Care
- Supportive Health Care

Count Breakdown of Agency Spaces by Service Category and Tenure									
	Brampton		**Caledon**			**Mississauga**			**TOTAL**
	Own	Rent	Own	Rent	Unknown	Own	Rent	Unknown	
Faith Space with Programming	3		1			2	6		**12**
Community Resource		8					6		**14**
Core Health Care	1	2					2		**5**
Organizations Relieving Poverty	4	27	1	6	1	12	41	2	**94**
Relief of the Aged							1		**1**
Supportive Health Care		1					1		**2**
Grand Total	**8**	**38**	**2**	**6**	**1**	**14**	**57**	**2**	**128**

Table 4: Count Breakdown of Agency Spaces by Service Category and Tenure

3.2.2 Spatial Trends

The interactive map can be accessed through this link for further viewing of spatial trends: https://schoolofcities.github.io/essential-spaces/map

Agencies in Peel Region tend to be clustered in the urban centres of Brampton and Mississauga or close to major transit stops and key intersections, enhancing accessibility to service spaces. Most of the service locations in Brampton cluster around the intersections of major north-south arterials of Hurontario St./Main St., Kennedy Rd., and Airport Rd., and the east-west arterial of Queen St. and Steeles Ave. The City of Mississauga displays a similar pattern, with service locations clustered around the intersections of the east-west arterials of Dundas St., Burnhamthorpe Rd., and Eglinton Ave W., and the north-west arterials of Winston Churchill Blvd. and Hurontario St. In the Town of Caledon, agency spaces are fairly dispersed outside a small cluster in Bolton.

While agencies are located in most areas with the highest population densities, gaps can be observed in Brampton in the Mount Pleasant and Deerfield neighbourhoods to the north and Churchville neighbourhood to the south. In Mississauga, these gaps include the Malton neighbourhood just north of Pearson International Airport, and the Erin Mills neighbourhood to the west.

With regard to tenure, the 24 CORE locations in Peel included in this study appear to be scattered across the region without much spatial consistency beyond some marginal clustering near downtown Brampton. Compared to most urban centres in the study, downtown Mississauga has few CORE agencies (10% of total agencies in Mississauga) and comprises a majority of leased spaces (47% of total agencies in Mississauga).
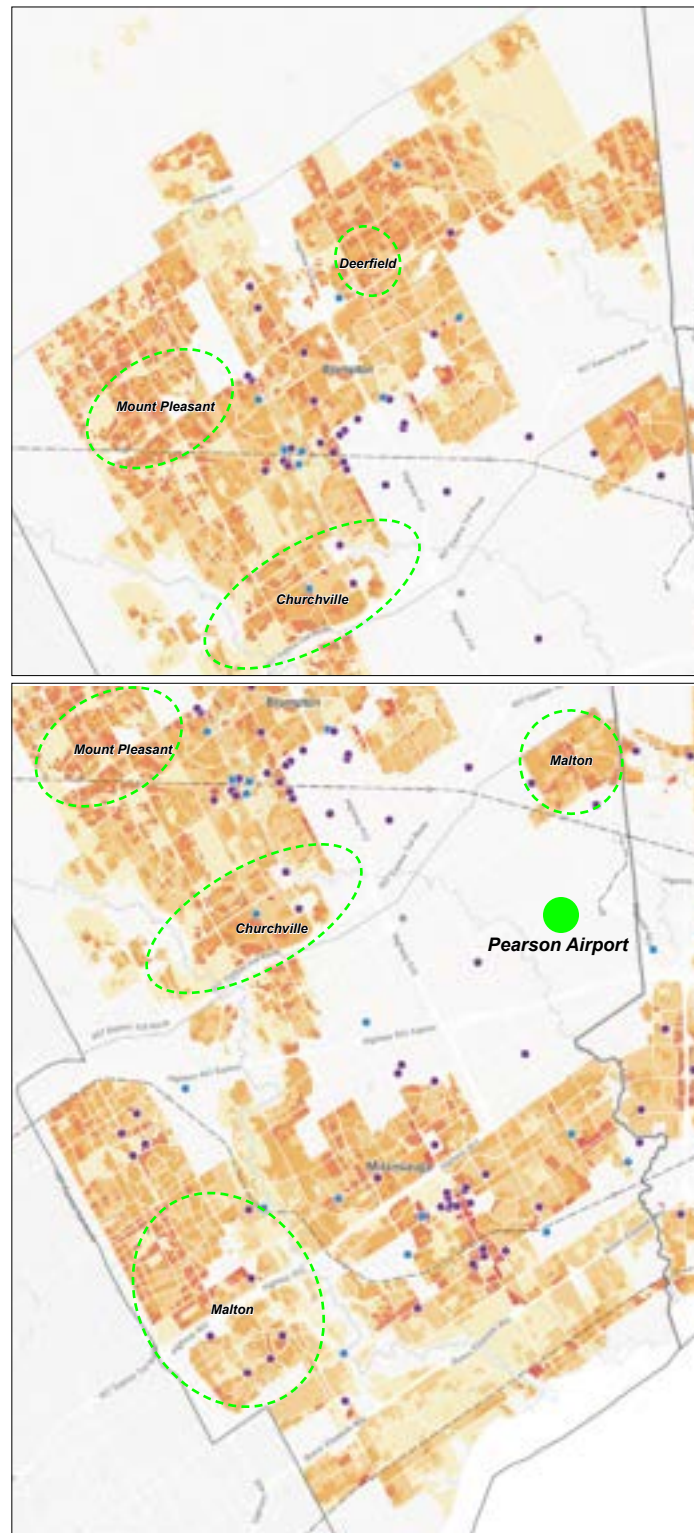

- Leased
- Owned
- Unknown

Population Density

<2000 4000 8000 >16000

Figure 3: Map of Agency Spaces Overlaid on Population Density in Brampton and Mississauga

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3.2.3 Equity Distribution

In Peel, there is a correlation between agency locations and areas with higher needs according to the equity index. Both tend to be clustered in the urban centres at major intersections or near major transit routes, with the fourth and fifth CT quintiles having the highest average number of agency spaces within 800m (5-6 locations).

Settlement patterns play a significant role in the gaps spatially observed in Peel Region. While it does not have as many CTs in the highest quintile in comparison to the other cities in the study, there are some high needs areas that have very few or no agency spaces in addition to swaths of mid-range quintiles spread across broad areas. Both lead to gaps. In other words, the challenge lies in serving a dispersed community that may not have the population threshold for a service center in every neighbourhood displaying high need. Accessibility is otherwise supported by concentrating agency locations at major intersections and transit stops and through program design that includes hybrid, virtual and mobile options.

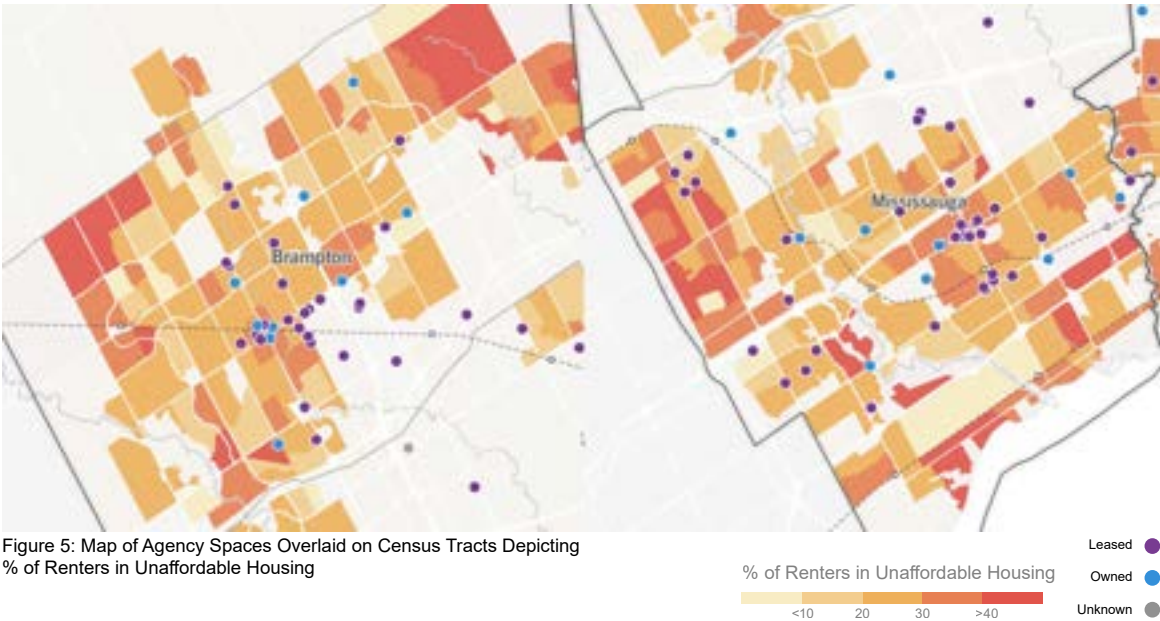| Peel Average # of CRE Locations in or near a Census Tract		
Overall Population Average		3.15
Equity Index	Q1 (least in need)	1.23
	Q2	2.29
	Q3	3.72
	Q4	6.29
	Q5 (most in need)	5.24

Table 5: Peel Average # of CRE Locations in or near a Census Tract

Figure 4: Example of Gaps - Left image shows gaps in high-needs areas and medium-need areas spread across larger geographies. Right image shows Isolates just one of the layers of the equity index: Low-income Housing Population, which shows medium-need populations dominating vast areas in contrast to clusters of agency spaces
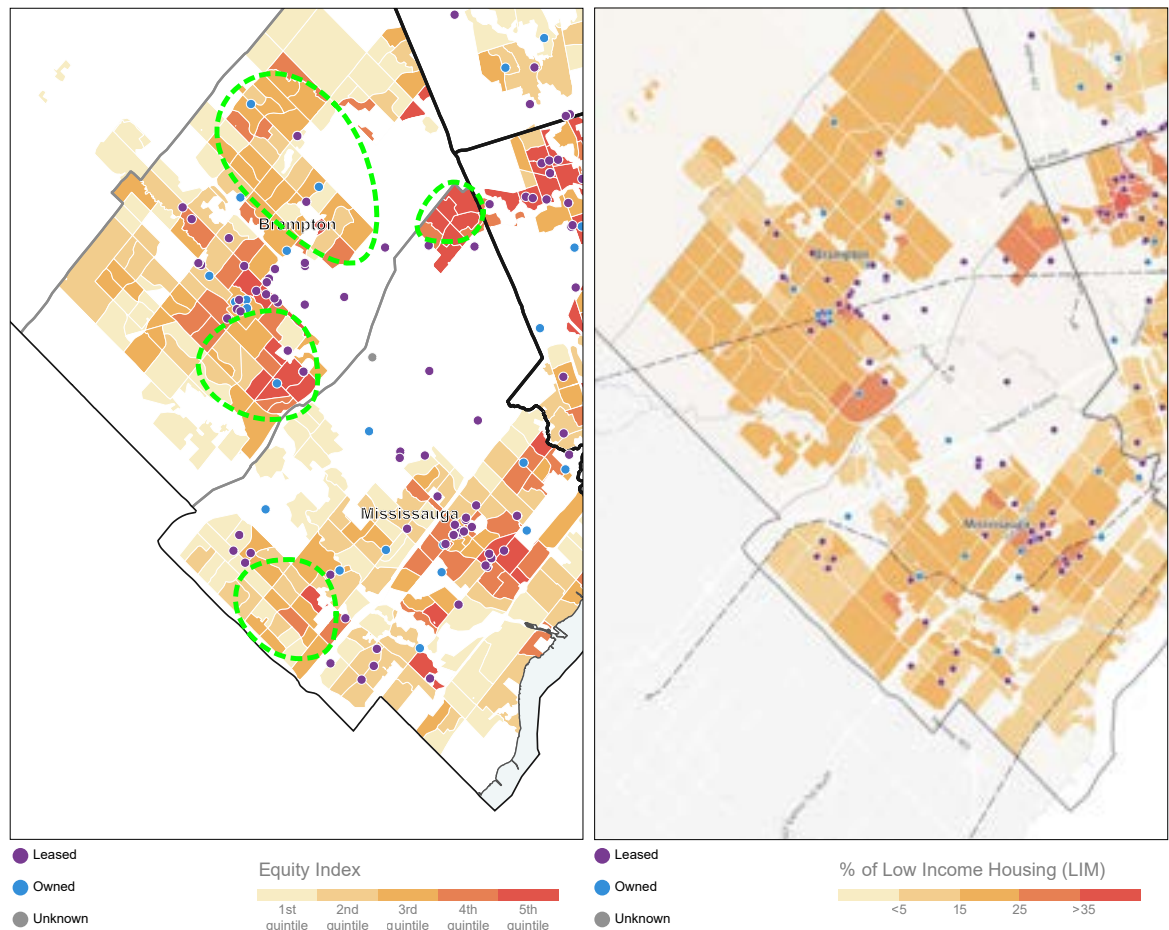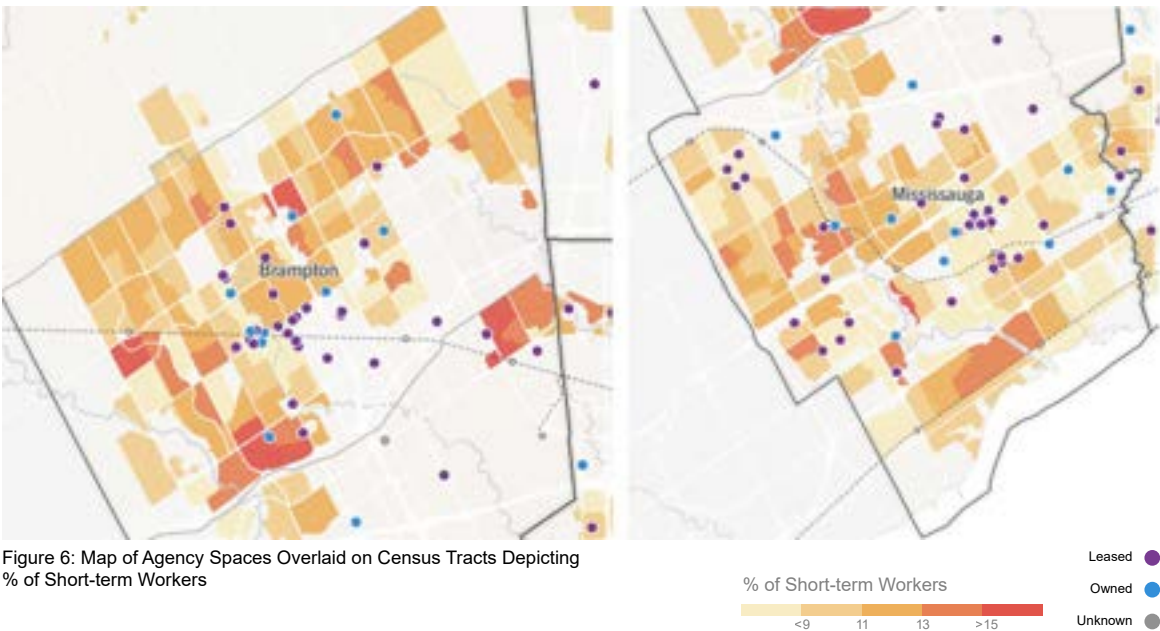
Of the indicators studied, those that showed the most potential spatial discrepancy with agency location distribution include:

1. **Renters in unaffordable housing:** a significant portion of renters in unaffordable housing are shown to reside in the peripheral neighbourhoods. These include western and southern Mississauga as well as along Brampton's northern border where in many neighborhoods over 30% and 40% of renters live in unaffordable housing and agency locations are sparse.

Figure 5: Map of Agency Spaces Overlaid on Census Tracts Depicting
% of Renters in Unaffordable Housing

% of Renters in Unaffordable Housing

<10   20   30   >40

Leased ●
Owned ●
Unknown ●

2. **Short-term workers:** the highest percentage (15%+) of short-term workers congregate away from the main cluster of agency locations. In Brampton, the largest congregation of short-term workers are located in neighborhoods south of the rail corridor and west of Main St. In Mississauga. Short-term workers can also be seen to congregate most dominantly near the western and southern peripheral boundaries.

Figure 6: Map of Agency Spaces Overlaid on Census Tracts Depicting
% of Short-term Workers

% of Short-term Workers

<9   11   13   >15

Leased ●
Owned ●
Unknown ●

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3. **Recent immigrants:** This additional demographic layer shows a discrepancy between the settlement patterns of recent immigrants and agency location distribution. Similar to short-term workers, recent immigrants tend to settle across larger swaths of land in Peel, with the most apparent gap in the northwestern Mount Pleasant neighbourhood in Brampton, situated in the highest quintile of need (15%+).

Figure 7: Map of Agency Spaces Overlaid on Census Tracts Depicting % of Recent immigrants

% of Recent Immigrants

<2.5   5   10   >15

Leased

Owned

Unknown
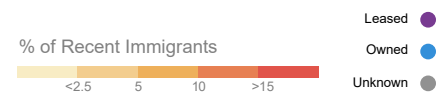
Appendix D: Findings by Region
Toronto

Figure 8: Map of Agency Spaces Overlaid on Equity Index in Toronto

- Leased
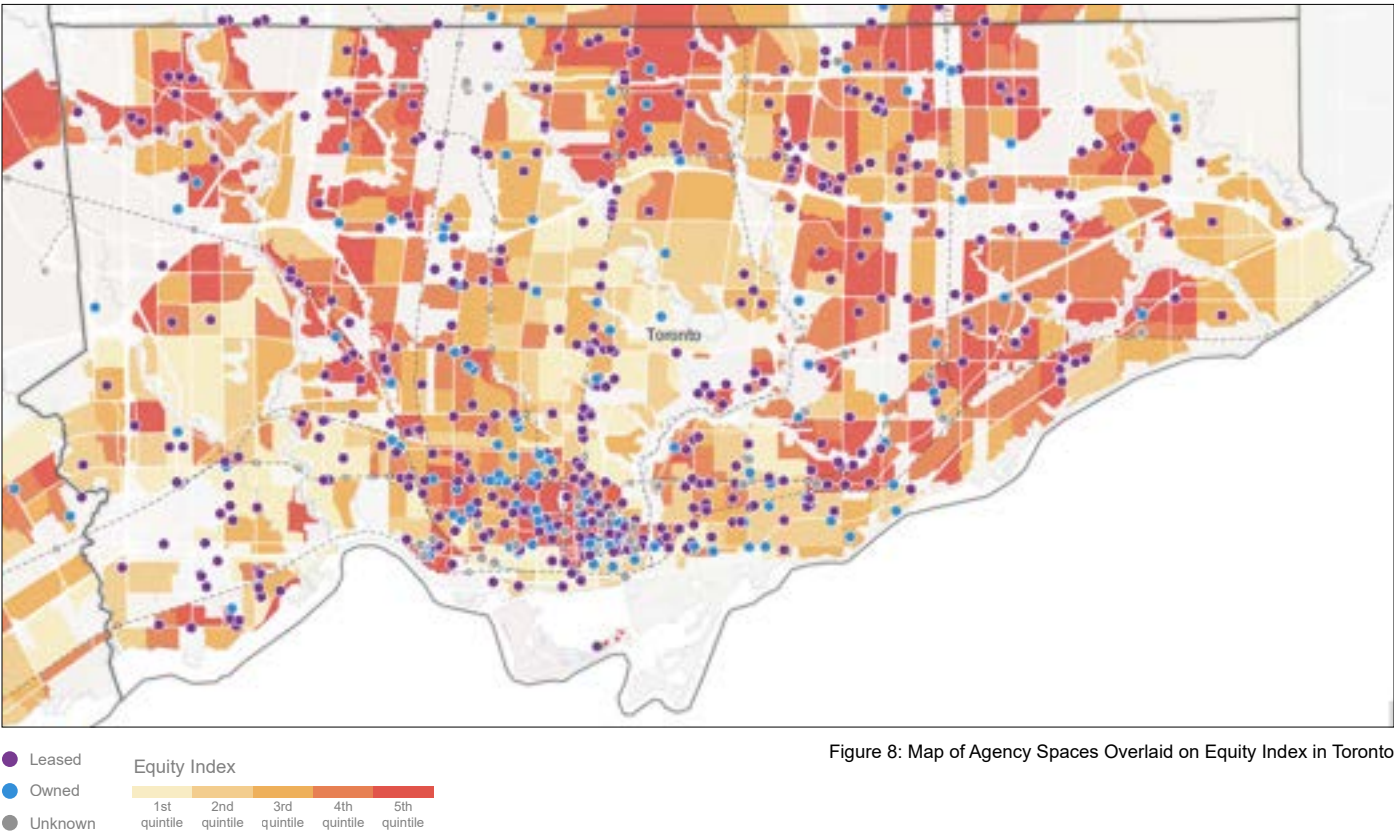- Owned
- Unknown

Equity Index

| 1st quintile | 2nd quintile | 3rd quintile | 4th quintile | 5th quintile |

3.3.1 Organization Characteristics

This study includes 326 agencies operating 879 spaces in the City of Toronto. Almost a quarter (24%) of all agency spaces in the City are CORE.

Toronto CORE / CLRE Breakdown by former Municipal Boundaries (pre-1998)				
Former City	**Owned (CORE)**	**Rented (CLRE)**	**Unknown Tenure**	**TOTAL**
East York	6	25	2	**33**
Etobicoke	8	54		**62**
North York	32	113	14	**159**
Scarborough	35	145	12	**192**
Toronto	102	238	42	**382**
York	8	30		**38**
TOTAL	**201**	**616**	**62**	**879**
% by Tenure	**23.87%**	**70.08%**	**7.05%**	

Table 6: Toronto Tenure Types

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The city has a high prominence of single-site agencies, at 62%. Just under a third (29%) of all owned spaces in Toronto are operated by agencies with a single site.

Agencies with 1 location	Agencies with 2-3 locations	Agencies with 4-9 locations	Agencies with 10+ locations	Total
Toronto Organizations Organized by Count				
202	64	47	13	326

Table 7: Toronto Agency Location Counts

Tenure of Single-Site Agencies in Toronto		
Own	**Rent**	**TOTAL**
59	143	**202**

Table 8: Tenure of Single-Site Agencies in Toronto

Services in Toronto are predominantly characterized as *organizations relieving poverty*, representing 71% of all agency spaces (623 locations). Around 25% of the agency locations in the *organizations relieving poverty* category are agencies with a single site (148 locations). The city also has a significant proportion of *faith spaces with programming*, comprising a total of 175 agency spaces. Around 14% of these run single-location operations. Service categories with the fewest agency spaces are *core health care* and *supportive health care*, comprising 13 and 4 locations respectively. Most of these, 6 and 3 respectively, are run by agencies with one site.

CLRE is prevalent across all categories, highest for *relief of the aged* (100%) and *community resource* (94%) agencies, and closely followed by *core health care* (69%), *organizations relieving poverty* (68%) and *faith spaces with programming* (67%).
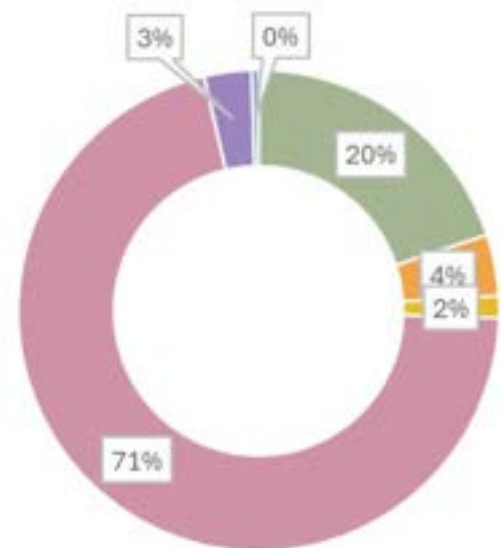

Figure 9: Toronto Service Types

- Faith Space with Programming
- Community Resource
- Core Health Care
- Organizations Relieving Poverty
- Relief of the Aged
- Supportive Health Care

Count Breakdown of Agency Spaces by Service Category and Tenure				
	Own	Rent	Unknown	Total
Faith Space with Programming	37	118	20	175
Community Resource	2	34		36
Core Health Care	4	9		13
Organizations Relieving Poverty	156	425	42	623
Relief of the Aged		28		28
Supportive Health Care	2	2		4
Grand Total	**201**	**616**	**62**	**879**

Table 9: Count Breakdown of Agency Spaces by Service Category and Tenure

3.3.2 Spatial Trends

The interactive map can be accessed through this link for further viewing of spatial trends: https://schoolofcities.github.io/essential-spaces/map

Community service agencies in Toronto are clustered most densely in the downtown core, where population density is highest. Outside of downtown, agencies are clustered densely in the east end and along several major transit lines, also consistent with relatively higher population densities.

With regard to tenure, owned spaces are unevenly distributed within the city. CORE is heavily concentrated in the downtown core with a steep decline in the suburbs. Etobicoke only contains 4% of the total CORE. On one hand, this can be viewed positively as there is more CORE downtown where rents tend to be higher. On the other hand, suburban areas where there are already fewer agencies may be more susceptible to displaced community services. Peripheral areas with greater amounts of CLRE and planned higher order transit infrastructure may be especially at risk.

Pre-1998 Amalgamation Boundaries of Toronto	# of CORE Locations
East York	6
Etobicoke	8
North York	32
Scarborough	35
Toronto	102
York	8
Unknown	10
Total result	**201**

Table 10: CORE Breakdown in Toronto

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3.3.3 Equity Distribution

The sheer amount of agencies in Toronto combined with their proximity to higher density neighbourhoods makes it very accessible to those who need services most. On average, populations with the most need (Q5) have 19 agency locations that are accessible from their neighbourhoods. On average, the population of the city as a whole has access to 17 agency spaces. Still, there is some discrepancy between the distribution of agency spaces and high need areas, with the lowest need areas (Q1 and Q2) having a higher number of accessible agency spaces than those in the third and fourth quintiles. The exact reason for this discrepancy requires further research. One hypothesis is that agencies in lower need areas are older and needs have shifted over time.

Relatively few service gaps exist in the city due to the abundance of agency spaces and major transit stations that improve accessibility to these sites.

Toronto Average # of Agency Spaces in or near a Census Tract (800m radius)		
Overall Population Average		17.11
Equity Index	Q1 (least in need)	17.21
	Q2	18.32
	Q3	14.56
	Q4	15.92
	Q5 (most in need)	19.10

Table 11: Toronto Average # of Agency Spaces in or near a Census Tract

Appendix D: Findings by Region
York Region

Legend:
- Leased
- Owned
- Unknown

Equity Index
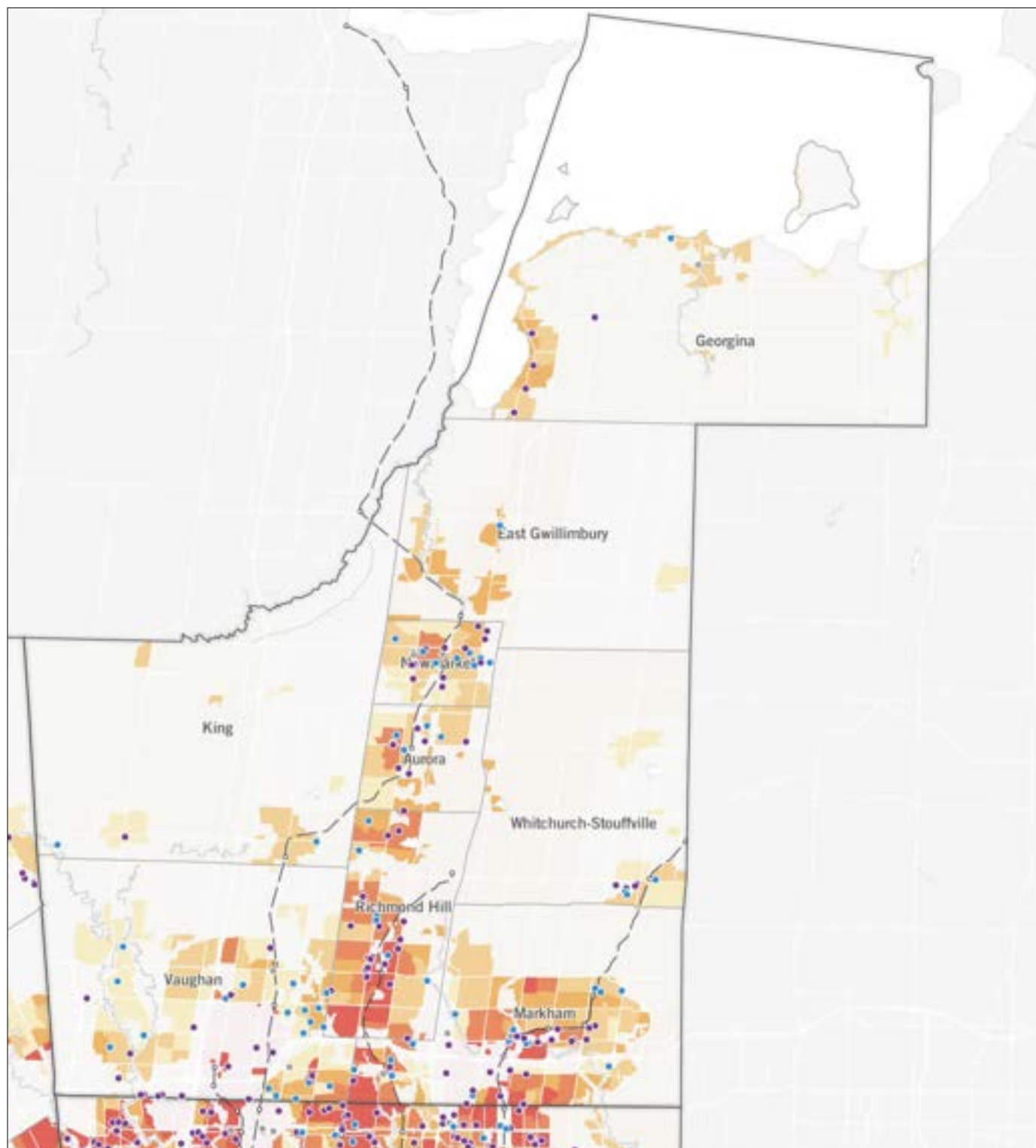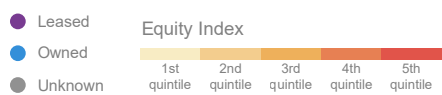1st quintile | 2nd quintile | 3rd quintile | 4th quintile | 5th quintile

Figure 10: Map of Agency Spaces Overlaid on Equity Index in York Region

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3.4.1 Organization characteristics

This study includes 105 organizations operating 239 agency spaces in York Region. Nearly 30% of these spaces are under ownership—the highest proportion of CORE among the three regions included in this study.

City	Owned (CORE)	Rented (CLRE)	Unknown Tenure	TOTAL
Aurora	5	37	1	**43**
East Gwillimbury	1	0	0	**1**
Georgina	1	8	2	**11**
King	2	1	0	**3**
Markham	20	33	4	**57**
Newmarket	10	25	3	**38**
Richmond Hill	8	26		**34**
Vaughan	19	24	2	**45**
Whitchurch-Stouffville	3	4	0	**7**
TOTAL	69	158	12	**239**
% by Tenure	28.87%	66.11%	5.02%	

Table 12: York Region CORE / CLRE Breakdown

York is characterized by a high proportion of single-site agencies, with 68 of the 105 agencies in the Region (65%) operating a single location.Of these 68 single-site agencies, 23 are CORE (34%) and 45 are CLRE (58%). Single-site agencies comprise a third of all CORE in York Region.

York Organizations Organized by Count				
Agencies with 1 location	**Agencies with 2-3 locations**	**Agencies with 4-9 locations**	**Agencies with 10+ locations**	**Total**
68	24	9	4	105

Table 13: York Organizations Organized by Count

Tenure of Single-Site Agencies in York Region			
	Own	**Rent**	**TOTAL**
OVERALL	**23**	**45**	**68**
Aurora	1	6	7
Georgina	1	2	3
King	1	0	1
Markham	7	9	16
Newmarket	5	6	11
Richmond Hill	3	12	15
Vaughan	4	8	12
Whitchurch-Stouffville	1	2	3

Table 14: Tenure of Single-Site Agencies in York Region

Count Breakdown of Agency Spaces by Service Category and Tenure

O= Own / R = Rent / U = Unknown	Aurora			East Gwillimbury	Georgina			King		Markham			Newmarket			Richmond Hill		Vaughan			Whitchurch-Stouffville		TOTAL
	O	R	U	O	O	R	U	O	R	O	R	U	O	R	U	O	R	O	R	U	O	R	
Faith Space w/ Programming	5			1		1		2		8	4	2	7	2		4	8	5	1	1	2		53
Community Resource										1	2			1					1				5
Core Health Care						1	1			1				1	1				7				12
Organizations Relieving Poverty		35	1		1	6	1		1	10	27	2	3	21	2	4	17	13	14	1	1	3	163
Relief of the Aged		2																1	1				4
Supportive Health Care																			1			1	2
Grand Total	5	37	1		1	8	2	2	1	20	33	4	10	25	3	8	26	19	24	2	3	4	**239**

Table 15: Count Breakdown of Agency Spaces by Service Category and Tenure

The types of services offered by agencies in York Region fall predominantly into the *organizations relieving poverty* category, at 68%. Of these, 76% are leased.

Notably, *faith spaces with programming* represent 22% of all agencies, the largest proportion amongst the three regions under study. Of all *faith spaces with programming*, 53% are CORE. This is the only category where ownership outnumbers rented spaces across the Region as a whole and in Markham, Newmarket, Vaughan and Aurora.
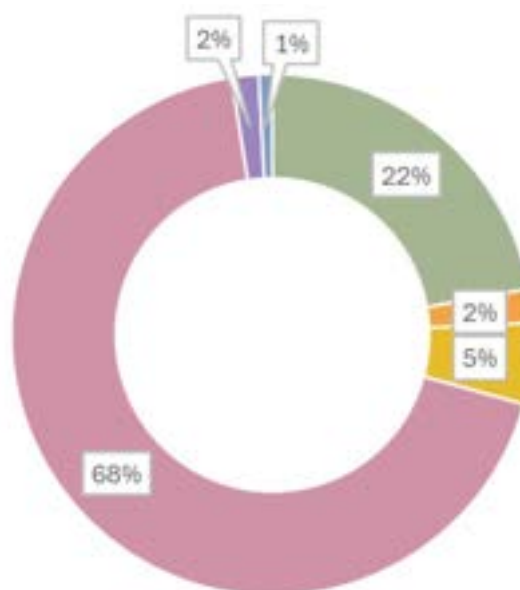

Figure 11: York Region Service Types

- Faith Space with Programming
- Community Resource
- Core Health Care
- Organizations Relieving Poverty
- Relief of the Aged
- Supportive Health Care

7.0

3.4.2 Spatial Trends

The interactive map can be accessed through this link for further viewing of spatial trends: https://schoolofcities.github.io/essential-spaces/map

True to the general patterns observed in Peel and Toronto, agency space distribution in York Region has a correlation with population density. The bulk of agencies are located in larger municipalities, including the City of Richmond Hill, Vaughan and Markham. Agency spaces in the northern smaller townships are sparsely dispersed: Georgina, East Gwillimbury and King only comprise 5% of all agency spaces in York Region combined.

Agency spaces tend to be clustered in proximity to the region's urban centres and major transit stops with the largest concentrations in Markham and Richmond Hill. The main exception is Vaughan, where agency spaces are dispersed across multiple neighbourhoods rather than congregating at any major intersection.

3.4.3 Equity Distribution

Like Peel and Toronto, agency locations in York Region positively correlate with areas of higher need, according to the equity index. The average prevalence of accessible agency spaces increases in accordance with the need for community services, with neighbourhoods in the 5th quintile of the equity index having an average 9 locations accessible to them.

Only three municipalities have CTs in the fifth quintile: Richmond Hill, Markham, and Vaughan, which are generally spatially aligned with agency locations as these cities contain the largest clusters of agencies. Specifically, the highest need quintiles flank Yonge St. from Richmond Hill up to Newmarket. They also flank the east-west corridor of Steeles Ave. and Highway 7 through Vaughan, Richmond Hill, and Markham.

York Average # of Agency Spaces in or near a Census Tract		
Overall Population Average		5.73
Equity Index	Q1 (least in need)	4.01
	Q2	5.12
	Q3	6.14
	Q4	6.66
	Q5 (most in need)	9.36

Table 16: York Average # of Agency Spaces in or near a Census Tract

Leased
Owned
Unknown

Equity Index

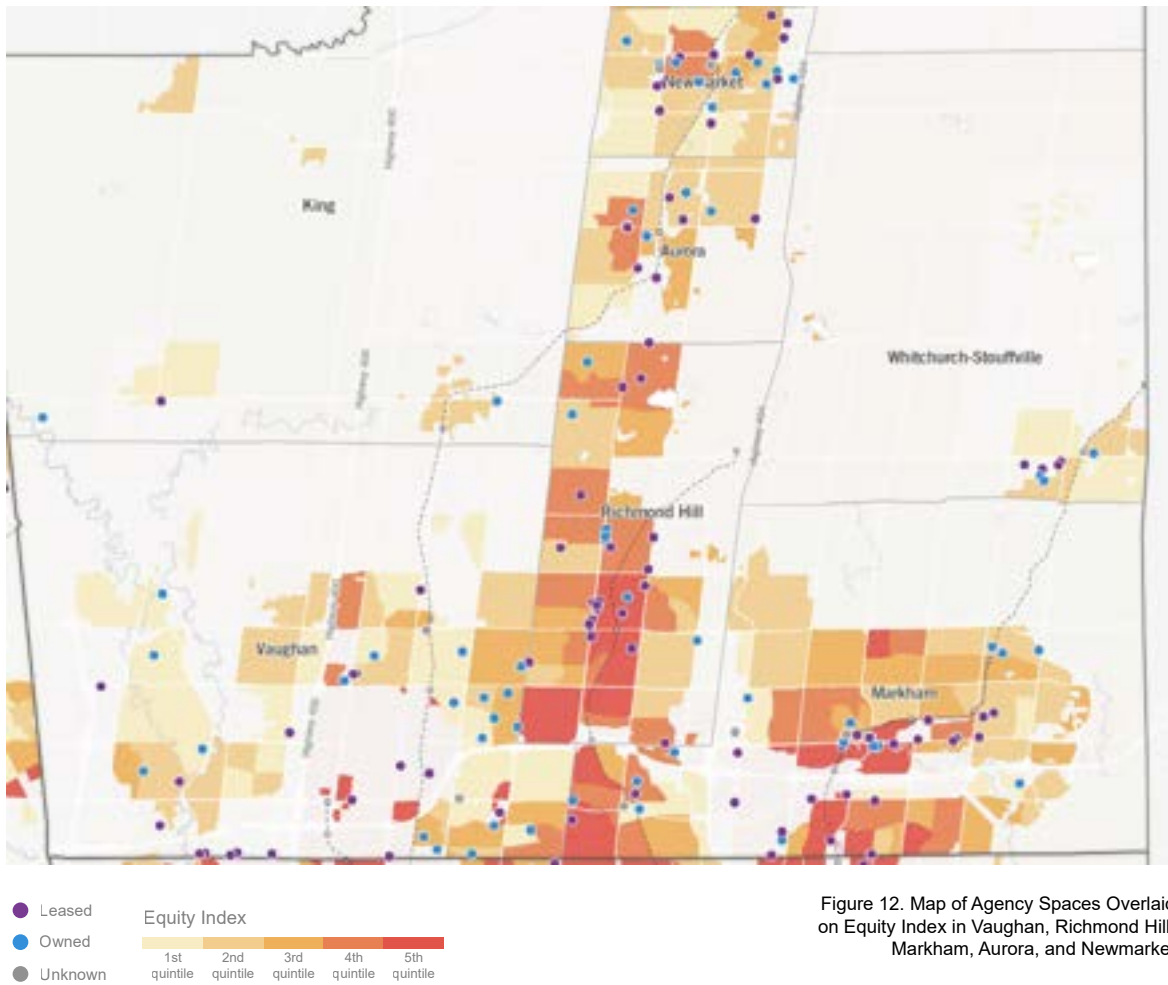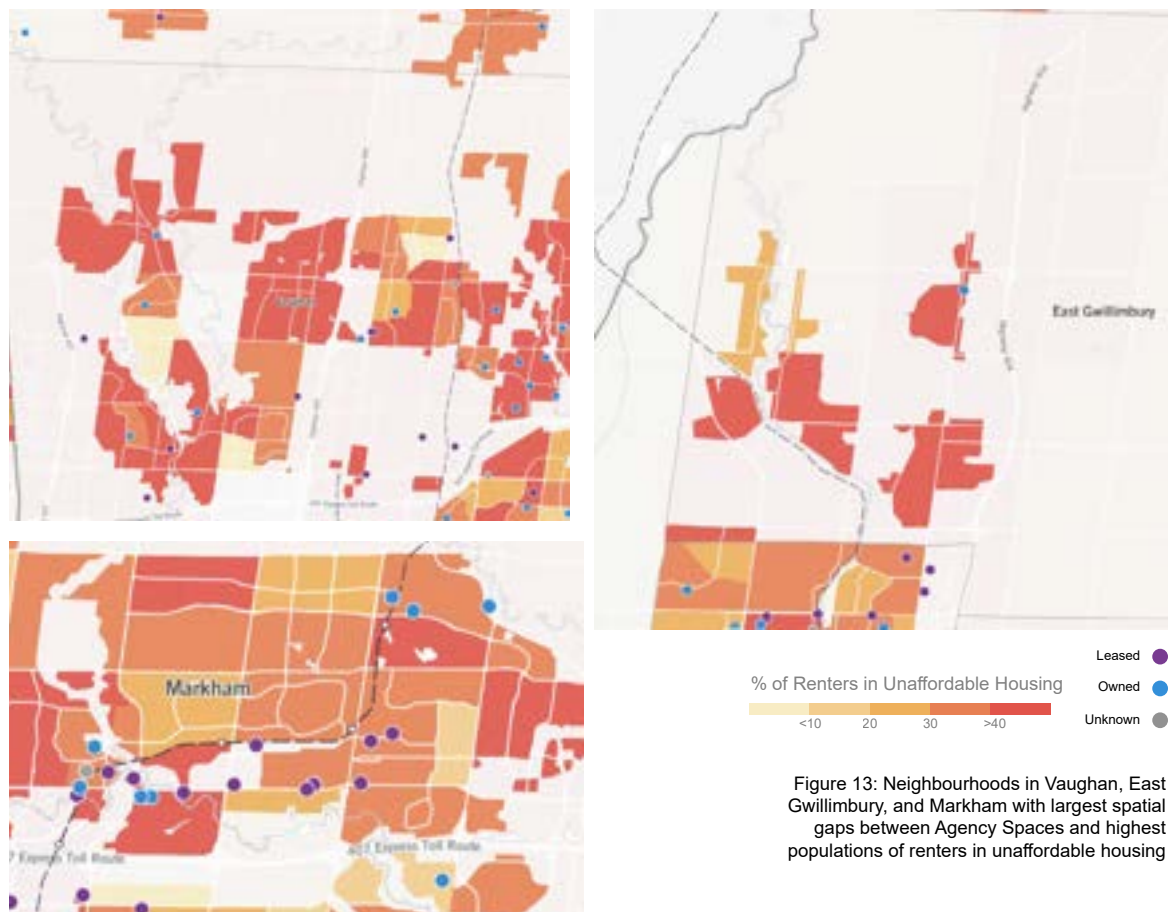| 1st quintile | 2nd quintile | 3rd quintile | 4th quintile | 5th quintile |

Figure 12. Map of Agency Spaces Overlaid on Equity Index in Vaughan, Richmond Hill, Markham, Aurora, and Newmarket

7.0

Of the equity indicators, the ones that showed the most potential spatial discrepancy with locations of agency spaces include:

1. **Working poor:** The largest observable neighbourhoods in which 15% or more of the population are in the working poor and have no nearby agency spaces are the Milliken Mills East and Middlefield neighbourhoods at the south of Markham.

2. **Short-term workers:** Interestingly, there is only one area in York that is in the highest quintile for short-term workers, located in the northwest corner of Aurora, and no agency spaces are found there (or included in our dataset).

3. **Renters in Unaffordable Housing:** Of all the indicators, the percentage of renters in unaffordable housing stood out as being markedly high in many areas of York Region. Specifically, those in the highest quintile (40% or more) of the population living in unaffordable housing can be observed across most of Richmond Hill, Aurora, Newmarket and swaths in Vaughan and Markham. While agency spaces are spatially aligned to most of these areas, gaps include the neighbourhoods of Holland Landing and Sharon in the southwestern portion of East Gwillimbury, Vellore neighbourhood in central Vaughan, and Berczy Village in Central Markham.

% of Renters in Unaffordable Housing

<10   20   30   >40

Leased ●
Owned ●
Unknown ●

Figure 13: Neighbourhoods in Vaughan, East Gwillimbury, and Markham with largest spatial gaps between Agency Spaces and highest populations of renters in unaffordable housing

United Way Greater Toronto • Infrastructure Institute • School of Cities

Appendix E: Case Study Research

Six case studies were developed to provide qualitative insight into how location, tenure and the real estate market impact agency operations and future planning. Agencies located and delivering diverse services across Peel, Toronto and York Region of varying sizes and tenure models were selected with the goal of representing a wide range of risks, challenges and opportunities facing agencies across the sector.

1. **Bathurst-Finch Hub**
   Toronto

2. **Family Service Toronto**
   Toronto

3. **Inn from the Cold, Newmarket**
   York Region

4. **Krasman Centre, Richmond Hill**
   York Region

5. **Miziwe Biik**
   Toronto

6. **St. Leonard's Place, Brampton**
   Peel Region

7.0 Bathurst-Finch Hub

Location
540 Finch Ave W, North York

Region
Toronto

Years in Operation
11 years, opened in 2013

Number of Locations
Unison Health has 6 locations, including 2 located in other hubs.

Ownership Model
Land lease

Service Type

- Immigrant Services
- Family Services - counseling, support for victims of domestic violence
- Employment Services
- Community space - community kitchen, community garden, community rooms, children's playroom
- Health Services - primary care, dental, mental health, nutrition
- Legal Services - tenant and landlord, family law
- Resident-led interest and activity groups

Mission

As part of the United Way's Building Strong Neighbourhoods Strategy, the Bathurst-Finch Hub was created to provide access to community space for organizations (and residents) looking to run programs in a priority North York neighbourhood where community services were considered limited. The hub unites several organizations under its roof, each with their own unique mission.

Description

The Bathurst-Finch Hub is a result of an agreement between Unison Health and Community Services (Unison) and the Toronto District School Board (TDSB) that delivers a wide range of services through over 10 individual organizations that share the site for their operations. Unison, a community health centre, acts as the lead agency while the hub partner organizations offer complementary services, making the hub "a one-stop-shop for social services[3]."

Unison is the lead agency and owner responsible for building management and leases space in the building to other community and social service agency tenants.

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3   Sunshine, 2023

Development Story

In 2003, United Way was exploring opportunities to implement the hub model in areas identified in their Poverty by Postal Code report[4], which were designated as Priority Neighbourhoods (subsequently Neighbourhood Improvement Areas) by the City of Toronto. The Ministry of Health's announcement that certain Community Health Centres (CHCs) would receive funding to expand their services to Priority Neighbourhoods opened an opportunity for closer partnership between CHCs and community service agencies. United Way approached Unison, who was already leasing space in the Bathurst-Finch area, to partner and leverage their new health capital funding to build a hub in the neighbourhood.

Together, the two organizations, with support from the City of Toronto, spent several years searching for potential space, including vacant space in Northview Heights Secondary School, before coordinating with the TDSB on a land lease agreement (a less expensive route to ownership that combines owning a building while leasing the land it is on). In 2011, the land lease was finalized to redevelop the former parking lot of the high school into a 16,000ft² hub.

Capital funding contributions to construct the hub came from United Way Toronto, the federal/provincial Infrastructure Stimulus Fund, Ontario Ministry of Health and Long-Term Care, Ontari Trillium grant, and Live Green Toronto.

Operations

Unison maintains ownership of the building that is located on the site. The land lease has a duration of 20 years with the option to extend for an additional 10 years. For the hub's partners, the model uses partnership agreements, licence agreements (for anchor partners) and shared overhead to make it financially possible for agencies to locate in communities with otherwise unaffordable commercial rents.

Following a community needs assessment completed early in the development period, several organizations already operating in the area and/or offering relevant services/programs were approached to join the hub, with most of the original organizations remaining there today. These include anchor organizations, with dedicated ground floor space in the building, and supporting partners that offer programs and services at the hub on a scheduled basis and function as equal members at internal meetings.

Current Challenges and Future Planning

The primary challenge faced by the Bathurst-Finch Hub is the growing space needs of partner organizations as the demand for community services grows in the area. Unison is in the process of generating creative space solutions, such as reappropriating certain spaces for desk hoteling or partner booking at specific times, to optimize the use of the space while balancing the privacy concerns of partners and service users. With the popularization of hybrid work since 2020, there is some anchor partner space that is not always fully utilized. Initial discussions about space sharing have not progressed very far.

The amount of storage space in the hub was limited due to funding considerations and this is posing a challenge, especially for partners and residents with no dedicated space. Storage needs are growing as well.

Additionally, there are concerns about the possible costs associated with ongoing building maintenance, for which there is a small reserve fund.

7.0

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4   United Way Greater Toronto, 2004

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Unison and all hub partners will continue to monitor demographic shifts in the area to ensure their service and program offerings align with those living in the neighbourhood and especially those with less access to health care and social services.

Lessons Learned

- A land lease agreement can result in lower operating costs and allow the lead agency to provide more cost-effective leases to its partners (based on a comparison of Unison Health's experience operating both the Bathurst-Finch Hub and the Jane Street Hub, a leased space).

- The hub model, when under nonprofit ownership and where capital costs are funded, can provide consistent and affordable spaces that community service organizations may otherwise struggle to acquire.

- Ownership models enhance an agency's capacity to adapt to the needs of service users and partners given flexibility to make changes to the building itself.

- The hub model provides long-term stability to partner organizations.

- A community needs assessment identifying community needs is critical to informing the right mix of programs and services to be made available in a hub model.

Interviewees

Julie Callaghan, *Senior Director, Unison Health and Community Services*

Tujuanna Austin, *Bathurst-Finch Hub and Satellite Manager, Unison Health and Community Services*

7.0

7.0 Family Service Toronto (FST)

Location
355 Church Street, Toronto

Region
Toronto

Years in Operation
110 years, began as the Neighbourhood Workers Association in 1914

Number of Locations
5

Ownership Model
Owned by the agency

Service Type

- FST

  - Counseling services
  - Settlement services
  - Mental health support
  - HIV/AIDS support
  - Seniors support
  - Grief support
  - Family support
  - Community development
  - Development services

- Partner Organizations

  - Immigrant Services
  - Employment Services
  - Family Services - children and youth programs
  - Supportive Housing Services
  - Health Services - counselling and mental health

Mission

Family Service Toronto (FST) works with individuals, families and communities destabilized by precarious mental health and/or socio-economic circumstances, to achieve greater resilience, stability and equity[5].

Description

FST owns three levels of office space in the podium of a 33-storey mixed use development with at-grade retail completed in 2018. FST itself operates its main counselling and central administrative office from the third level while its partner organizations offer an array of other community services out of the second level. Above the podium are 28 storeys containing

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5   Family Service Toronto, n.d.

350 residential units. Prior to redevelopment, counselling and 2SLGBTQ+ services were this location's primary role, making the location in Church Wellesley Village ideal.

Development Story

As a 110 year old organization, FST owns several properties around the city including 355 Church Street. The building was acquired roughly 25 years ago from the Catholic Archdiocese. The former Executive Director, Margaret Hancock, coordinated a development partnership with a private developer, Tridel, exchanging the property's air rights (the ability to build in the space above a property) for the construction and fit-out of the facility valued at approximately $14-million. Construction began in 2015 and FST, as a development partner, was heavily involved in the design process that focused on creating a bright, welcoming atmosphere that the previous building lacked.

In anticipation of temporarily relocating during the 4-year construction period, FST purchased 15% ownership in a building at 128 Sterling Road in Toronto's west end where it continues to operate today. This financially savvy decision turned the need for a temporary location into an opportunity to expand its service locations following the construction period and acquire a valuable real estate asset.

Operations

FST was open just one year before the pandemic and was the only organization operating from its large new facility. This was likely not reflective of the space's maximum utilization so, following the introduction of the hybrid work model, FST quickly leased the entire second floor to external organizations to form what is now referred to as the Citywide Commons.

FST leases office space to its "colleague organizations" at cost while this supplemental revenue allows the agency to absorb fluctuations in funding. FST strives to integrate "a decolonial approach" to its operations, resisting

the landlord-tenant relationship that is conventional to private property and, instead, sees sharing the space equally with its partners as a duty.

All of the organizations serve city-wide populations that are not specific to the area. Some colleague organizations, like Madison Community Services, who provide mental health services have faced difficulty in leasing from private landlords due to the stigma faced by their clients, and FST is able to fill this gap.

In many ways, this CRE location functions as a retroactive hub model that, although it was built without the intention to house several organizations, has resulted in strong synergy. For example, FST's workforce is primarily women who were connected to them through the settlement services of Newcomer Women's Services, a colleague organization in the facility.

Current Challenges and Future Planning

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Lessons Learned

- The benefits of CORE can accrue to community services agencies leasing in a sector-owned CORE site by providing affordable and welcoming spaces to organizations struggling to lease in the commercial market while ensuring the future financial viability of the CORE agency itself.

- Innovative development partnerships with the private sector can provide huge benefits as long as the community service agency can remain in control of how their space is designed and used.

- For agencies with existing CORE, the sale of air rights to a value-aligned private sector development partner can return positive financial outcomes.

- Policy tools, like MPAC tax-free status for property owners that lease to nonprofits, can be used to increase sustainable CLRE.

Interviewees

Chris Brillinger, *Executive Director, Family Service Toronto*

7.0

7.0 Inn From the Cold

Location
Current: 510 Penrose Street, Newmarket;
Upcoming: 17046 Yonge Street, Newmarket

Region
York

Years in Operation
20 years, opened in 2004

Number of Locations
1

Ownership Model
Will move into ownership following the construction of their new Yonge Street location in late 2025

Service Type
- Shelter
- Community meals
- Support services

Mission

Inn From the Cold (IFTC) meets the needs of people who are homeless or at risk of becoming homeless by working with the community and collaborating with partners to support those with basic to complex needs in York Region[6].

Description

From a single-story building in Newmarket, IFTC provides shelter space with wrap-around supports and five transitional housing beds. The agency also offers a range of housing supports and Drop-By programs at both its central and satellite locations. Since 2013, IFTC has operated a social enterprise, Eat Inn Catering—a kitchen training program that provides participants with valuable skills for the food industry.

IFTC began as a warming centre created by local volunteers at the Old Town Hall in 2004, opening on nights when temperatures dropped below -15°C. After two years, the organization moved to its current leased location. Now, IFTC is set to expand further with the construction of a three-story, 16,000 sq ft transitional and emergency housing development at 17046 Yonge Street, which will provide 44 beds and offer year-round shelter services.

Development Story

IFTC has been operating from their current location for 20 years. The current commercial lease is expensive and the agency is required to pay utilities and maintenance as well.

In October 2024, IFTC began construction of a three-storey, 16,000ft², 44-bed transitional and emergency housing development at 17046 Yonge Street that will provide shelter services

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6   Inn From the Cold, n.d.

year round and bring its number of transitional beds from 5 to 18. While they could have gotten a cheaper site in a more industrial area, a centrally located site was selected to ensure transit accessibility.

Purchasing a property had been on the minds of the board for roughly six years before a site was acquired. The team attributes the success of the development to several key factors: a highly knowledgeable and committed board, a capital campaign led by a committed cabinet of business leaders, and positive relationships with the Town of Newmarket and York Region.

The support and expertise of IFTC's carefully curated board members was integral to making the upcoming Yonge Street development possible. The Town of Newmarket has a strong culture of volunteerism, with the mayor's office offering a volunteer matching program, which is where IFTC turned to establish a board equipped with an architect, urban planner, real estate agent, and engineer. With this expertise, the Board provided visioning, planning and massing studies, a location needs assessment, and pro bono contributions.

IFTC did not want to be owned by the government, like most shelters are, and their established record of providing working solutions for homelessness made this a possibility. In addition to receiving regional funding from York Region, the City of Newmarket transferred ownership of a 6-foot walkway, which was considered surplus, to IFTC to increase the footprint of their new building.

A robust capital campaign was coordinated by a skilled and committed cabinet made up of business leaders from York Region and including Newmarket mayor John Taylor as the chair. This successful campaign brought in $2.5-million alone, exclusive of their regular fundraising. The project also received $7.5 million from the federal Rapid Housing Initiative[7].

Eventually SHS Consulting was hired when the development process surpassed the scope of what could be achieved by a volunteer-run team. The municipality supported an application for a Minister's Zoning Order (MZO)[8], which prevented the potential of the project being stalled for years through a typical development application process after their lease is set to expire.

Operations

IFTC seeks to improve people's situations beyond just temporary housing. While other shelters have time limitations of just a few months, IFTC allows extended stays at their sites, adapting to the needs of individuals to improve their success when they leave. This commitment is also seen in their head lease program, Please Come In, where they lease units from private landlords to sublet to tenants.

Programming increased during the pandemic, accompanied by increased funding provided by the Region when they realized how unsafe it was for the homeless community to be without a place to go. Portable toilets were placed on their property as public washrooms had been closed. IFTC's successful efforts in the pandemic were a turning point in their relationship with government partners, proving themselves as experts in serving the chronically homeless in a cost effective manner.

Current Challenges and Future Planning

With the new location, the cost per square foot will be significantly lower and time on maintenance will be freed up, so IFTC looks forward to dedicating more time and resources to fundraising and to the creativity necessary to develop solutions. Recognizing the needs not being met outside of Newmarket, they are committed to expanding their services to surrounding regions.

7   Quigley, 2023

8   Quigley, 2023

7.0

Ultimately, 18 transitional beds are insufficient to serve the needs of York's homeless population. The agency hopes to expand their *Please Come In* program to continue moving clients into more permanent homes and consider how they can further contribute to realizing more transitional units.

IFTC believes that developing community service spaces should be a collaborative effort involving regional and municipal governments as well as nonprofits. To facilitate this, the environment must adapt to make it easier for nonprofits to participate in development across the region. IFTC is also considering how their successful approach to development can be implemented throughout the region more easily.

Lessons Learned

- Property ownership makes applications for construction funding more desirable to funders. The ability to purchase a site is integral to securing construction financing. Achieving that initial capital is a large undertaking for a nonprofit organization.

- A carefully curated board of experienced development-adjacent professionals can increase organizational capacity and readiness to pursue a CORE development project.

- Purpose-built development allows agencies to design spaces intentionally suited to the needs of their service users.

Interviewees

Ann Watson, *Executive Director, Inn From the Cold*

Wayne Ford, *Board Chair, Inn From the Cold*

7.0

7.0   Krasman Centre

Location
10121 Yonge Street, Richmond Hill

Region
York

Years in Operation
26 years

Number of Locations
2

Ownership Model
Rented Space

Service Type
- Peer support programs
- Wellness and recovery programs

Mission

The goal of the Krasman Centre is to serve as a physical hub and resource for the community of psychiatric survivors and their families and friends serving York Region (Richmond Hill main location) and South Simcoe (Alliston satellite location) of the Central Local Health Integration Network.

Description

The Centre offers and operates a variety of peer support, mental health recovery, and social service programs serving people who experience mental health extremes or labels and substance use challenges, including people who experience homelessness.

Development Story

The Krasman Centre rents from a private landlord on Yonge Street in Richmond Hill, and the same is true for its second location in Alliston. The agency has operated from the same Richmond Hill location for 26 years, though the size has been inefficient for the past eight years. The more recent increase in homelessness following the pandemic has pushed the use of the space far beyond operational capacity.

With the pandemic came a growing need for survival services in the community, exceeding what the agency could achieve in a 2,000ft2 space. As administrative needs grew as well, the Yonge Street location became the administrative centre while service users were served from the basement of two nearby churches and a municipally-owned wave pool for roughly one year. Due to program participant preferences, Krasman prefers more neutral spaces than religious ones, but the churches

generously offered their sites at a time during the pandemic when most other facilities were unavailable. The wave pool site was made possible from York Region funding that covered municipal rental costs.

Krasman's operations returned to their original location when the municipality reclaimed their site. While many program participants prefer the Yonge Street space over the wave pool for the comfortable homeliness it offers, it remains unsuitable. Faced by growing space needs and community opposition, Krasman is searching for a new space in the area.

Operations

IFTC seeks to improve people's situations beyond just temporary housing. While other shelters have time limitations of just a few months, IFTC allows extended stays at their sites, adapting to the needs of individuals to improve their success when they leave. This commitment is also seen in their head lease program, Please Come In, where they lease units from private landlords to sublet to tenants.

Programming increased during the pandemic, accompanied by increased funding provided by the Region when they realized how unsafe it was for the homeless community to be without a place to go. Portable toilets were placed on their property as public washrooms had been closed. IFTC's successful efforts in the pandemic were a turning point in their relationship with government partners, proving themselves as experts in serving the chronically homeless in a cost effective manner.

Operations

The pandemic altered the operations of the Krasman Centre severely. In addition to the shift towards addressing survival needs, they had to become more high-barrier for safety reasons, transform drop-in programming to quicker "drop-by" programs, and moved peer support programming online (which some program participants now prefer and still use).

In the temporary pandemic locations drop-in hours increased from four days per week to seven days and three evenings. While many changes have reversed, these extended hours along with the funding from York Region have been sustained since. Many staff who were hired during the pandemic must now work exclusively from home and renting off-site storage is necessary due to inadequate space.

Current Challenges and Future Planning

Operating from their original space with even more services and the difficulty of finding a new, appropriately located one on the private market are Krasman's main space-related challenges. In their real estate hunt, the agency has been told by potential landlords in various ways that their services are an "inappropriate use" for their property.

Relatedly, the increasing visibility of homelessness has led to growing NIMBYism, with the community and some politicians often suggesting that Krasman relocate outside of Richmond Hill or to a more industrialized area.[9] Relocating far away could destabilize many long-term program participants or place the agency outside of their access. The current site is on a public transit route that makes it convenient for more participants, so relocating somewhere near but slightly off the main street would be ideal.

Krasman is also dedicated to ensuring their next space is fully accessible, further narrowing their real estate options. The current space is not accessible and the building's heritage status limits the changes they can make to accommodate accessibility needs.

Krasman Centre is interested in ownership for the perceived stability that could allow for greater long-term visioning and the feeling of empowerment it could provide both staff and service users. While the agency's building owners have not raised rents unreasonably, the fear of this always exists. However, with

9 Adler, 2024

7.0

ownership feeling out of reach, Krasman will continue to search for a new leasable space and remain open to development partnerships and shorter-term options. In the meantime they will continue to challenge myths and stigma about unhoused people, substance use/addictions and mental illness in the hopes that building support will make acquiring new space easier in the future.

Lessons Learned

- Stigmatization towards social service organizations and the people they serve limits the options available for CLRE.

- CLRE located in high density and transit accessible areas is ideal to enhance service accessibility

Interviewees

Susan Dobson, *Executive Director, Krasman Centre*

7.0 Miziwe Biik

Location
167 Gerrard St East, Toronto

Region
Toronto

Years in Operation
33 years, established in 1991

Number of Locations
2

Ownership Model
Owned by agency

Service Type
- Employment services
- Training programs
- Student support

Mission

Miziwe Biik provides services to the Aboriginal* peoples in the Greater Toronto Area; to work with employers to secure job opportunities; to deliver federal and provincial programs; and, promote Aboriginal* entrepreneurship and the development of Aboriginal* economies. Miziwe Biik works with individuals, other agencies and groups to provide these services and achieve their mission[10].

First Nations status and non-status, Inuit, and Métis

Description

Miziwe Biik currently operates out of two adjacent 2-storey buildings on a single site in Toronto's Cabbagetown neighbourhood and, as of late 2024, will operate a second location in the Block 10 West Donlands redevelopment in the Canary District.

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10   Miziwe Biik, n.d.

Development Story

Prior to purchasing its current site 20 years ago, Miziwe Biik leased office space at 415 Yonge Street. Faced by a large rent increase from their private property owner, the agency decided to purchase their current buildings on Gerrard Street East, with mortgage costs equivalent to the new rental cost. Today, this half-million dollar mortgage has been paid off and the land is valued at approximately 5 million dollars.

The current location was selected because it is in the heart of Old Toronto, home to many Indigenous peoples and relatively accessible to Indigenous peoples living throughout the GTA.

Miziwe Biik has entered a partnership to join the Block 10 West Donlands redevelopment[11]. The agency's 5-storey building in this mixed-use complex will include an early learning centre for 49 children and an Indigenous EarlyON Child and Family Centre in addition to their regular training services[12]. Payments for the 20 million dollar build have already begun in monthly installments through the agency's various income streams.

The Centre offers and operates a variety of peer support, mental health recovery, and social service programs serving people who experience mental health extremes or labels and substance use challenges, including people who experience homelessness.

Operations

Limited space has been a continued concern for Miziwe Biik, who has partnered with various schools and unions to provide their service users with opportunities to use additional space and equipment. These relationships were formed prior to their current location, which was sufficient for a time, but the agency's need for space grows with the needs of the community.

The pandemic had several impacts on the agency, which was considered an essential service. They offered personal support worker training and also moved much training online while keeping some in-person as many service users do not have a home or the technology necessary for online courses.

Current Challenges and Future Planning

A major challenge faced by Miziwe Biik and Indigenous peoples more broadly is the deprioritization of funding and concern for Indigenous peoples and rights. Reconciliation efforts for the ongoing effects of colonization have not been met and concern for achieving reconciliation has fluctuated over time.

Funding and land access are a challenge for Miziwe Biik, as they are for the majority of service agencies. There are cases in which City land has been leased to the Indigenous community for 100 years.   However, in the context of reconciliation with Indigenous peoples, the approach for funding and land holds a different meaning. For reconciliation to be taken seriously and with long-term impacts, these lands should be provided to the Indigenous community in perpetuity.

With their new building at the Block 10 West Donlands site comes a new opportunity to build more equity through real estate and as well as the ability to rent out some of its space for income. Since Miziwe Biik will not have a large mortgage to pay off, their financial position allows for future planning options of expanding services or moving into housing provision.

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11   Rice & Catán, 2021
12   Landau, 2023

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Lessons Learned

- For true reconciliation, Indigenous agencies should receive real estate assets without typical fundraising and land purchase processes. The establishment of Indigenous-owned CORE can reflect meaningful progress toward reconciliation only if it is supported with dedicated resources and recognition of Indigenous rights.

- Land appreciation is especially beneficial to nonprofits as it gives them equity to leverage in the event that government funding decreases or stops.

Interviewee

Nancy Martin, *Executive Director, Miziwe Biik*

7.0 St. Leonard's Place Peel

Location
1105 Queen Street East, Brampton

Region
Peel

Years in Operation
53 years, opened in 1971

Number of Locations
1

Ownership Model
Owned by agency

Service Type
- Shelter with wrap around supports
- Seniors community services
- Life skills programs

Mission

St. Leonard's Place Peel (SLPP) provides community-based residential support for men over 16 years of age who have significant mental health and substance abuse problems, as well as those who have had involvement with the justice system[13].

Description

For over 40 years, SLPP has provided supportive housing with intensive case management and a multidisciplinary care team. The 117-bed facility is supported by volunteers from diverse professions, including health care, fostering innovative solutions. SLPP's approach centers on equipping individuals with the skills needed for independent living, empowering them to transition into their own homes and move beyond homelessness.

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13   St. Leonard's Place Peel, n.d.

Development Story

SLPP's 2.5-acre site was donated by Bramalea Limited to Sir Robert Williams in 1971 to establish St. Leonard's Place Peel. Initially beds were provided for 21 men serving federal parole but residential expansions that occurred in 1987 and 2000 nearly doubled the agency's capacity and allowed it to provide services to people facing homelessness also. The 2000 expansion added a building on the existing site. In addition to forgivable loans, this development received multiple generous donations from the Rotary Club of Brampton.

In 2007, a 2-storey building was constructed at the rear of the property, adding 24 rooms and a professional kitchen. Like the earlier capital investments, this development was made possible through forgivable loans.

In 2012, two additional floors increased capacity by another 21 beds..

Operations

As a congregate living facility, SLPP was considered an essential service during the pandemic. They were fortunate to have large common spaces that made social distancing relatively easy. Costs increased for cleaning, to purchase gear for isolation rooms and to rework rooms for more effective accommodations such as isolation rooms. With full ownership and control over the site, needed adjustments were relatively easy and quick to implement. However, to offset rising costs, SLPP had to decrease their intake and move external services like psychiatry online.

SLPP rents out its indoor community space to neighbouring residents for free and has considered doing so for a fee to make a profit in future.

Current Challenges and Future Planning

SLPP has maximized development on their current site and is interested in expanding off-site to keep up with growing community needs. With their financial capital primarily reserved for upcoming repairs, including changes to comply with AODA requirements to their current spaces, SLPP does not have immediate plans to enhance their CORE portfolio.

Even though SLPP's property is very valuable, they are not interested in using traditional methods to leverage its value.They have seen success through forgivable loans so far and are inclined to continue with this less risky approach instead of taking out a loan on equity, though they are able to.

As the need for their services is predicted to grow, the agency sees 2025 as "the year of partnerships" and intends to pursue them with both new and old partners, including Peel Region and financial institutions. Partnerships are seen as a means of accessing specialized

funding to help expand their services. While not actively pursuing a new building, SLPP is open to partnerships across sectors and would operate a new space if it were an option.

Lessons Learned

- Before pursuing a new site, agencies with existing land can explore feasibility of expanding on their existing site through vertical and/or horizontal additions.

- Even for organizations with equity to borrow against, forgivable loans are a strong factor in motivating agencies to pursue development as debt of any kind is very risky for a nonprofit organization.

- Legacy organizations with owned sites or that have completed redevelopment over several decades are very advantaged. Costs have risen significantly over time, making expansion and redevelopment even of existing CORE sites costly.

Interviewees

Leslie Barnes, *Chief Executive Officer, St. Leonard's Place Peel*

Dennis Monk, *Property Manager, St. Leonard's Place Peel*

Melissa McDermott, *Director of Finance, St. Leonard's Place Peel*

Lindsay Butcher, *Director of Operations, St. Leonard's Place Peel*

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Appendix F: Average Number of Agency Spaces by Census Tracts and Equity Indicators

		Number of Agency Spaces in or near a Census Tract (pop weighted average)				Percent of Nearby Agency Spaces that are Rented (pop weighted average)			
		Peel	Toronto	York	Total	Peel	Toronto	York	Total
Overall Population		3.15	17.11	5.73	10.91	72%	80%	54%	73%
Equity Index	Q1 (least in need)	1.23	17.21	4.01	7.13	69%	82%	48%	68%
	Q2	2.29	18.32	5.12	9.00	75%	78%	51%	69%
	Q3	3.72	14.56	6.14	9.69	72%	80%	55%	74%
	Q4	6.29	15.92	6.66	12.32	70%	80%	61%	75%
	Q5 (most in need)	5.24	19.10	9.36	16.46	79%	79%	69%	78%
Low Income (MBM)	Yes	4.32	19.77	6.40	14.17	74%	78%	57%	74%
	No	3.04	16.72	5.68	10.52	72%	80%	54%	73%
Low Income (LIM)	Yes	3.50	18.54	5.83	12.42	72%	79%	54%	74%
	No	3.07	16.72	5.72	10.55	72%	80%	54%	73%
Working Poor	Yes	3.70	16.48	5.87	11.60	73%	80%	56%	74%
	No	3.11	17.17	5.72	10.85	72%	80%	54%	73%
Short Term Worker	Yes	2.88	16.86	6.01	10.68	71%	80%	55%	73%
	No	3.18	17.14	5.70	10.93	73%	80%	54%	73%
Youth NEET	Yes	3.54	15.82	5.78	10.73	73%	80%	56%	75%
	No	3.08	17.35	5.73	10.94	72%	79%	54%	72%
In Unaffordable Housing	Yes	3.29	18.40	5.86	11.48	73%	79%	53%	71%
	No	3.09	16.59	5.66	10.66	72%	80%	55%	74%
In Core Housing Need	Yes	3.62	16.06	6.24	11.14	72%	80%	56%	74%
	No	3.00	17.53	5.57	10.82	73%	79%	53%	72%
Recent Immigrant	Yes	4.13	18.11	6.05	12.22	75%	80%	53%	75%
	No	3.07	17.03	5.72	10.81	72%	80%	54%	73%
Visible Minority	Yes	2.99	16.39	5.22	9.96	71%	80%	51%	72%
	No	3.49	18.01	6.37	12.27	76%	79%	57%	74%
Single Parent Household	Yes	3.75	15.47	6.13	10.98	74%	81%	57%	76%
	No	3.02	17.54	5.67	10.89	72%	79%	54%	72%

Table 17: Average Number of Agency Spaces by Census Tracts and Equity Indicators

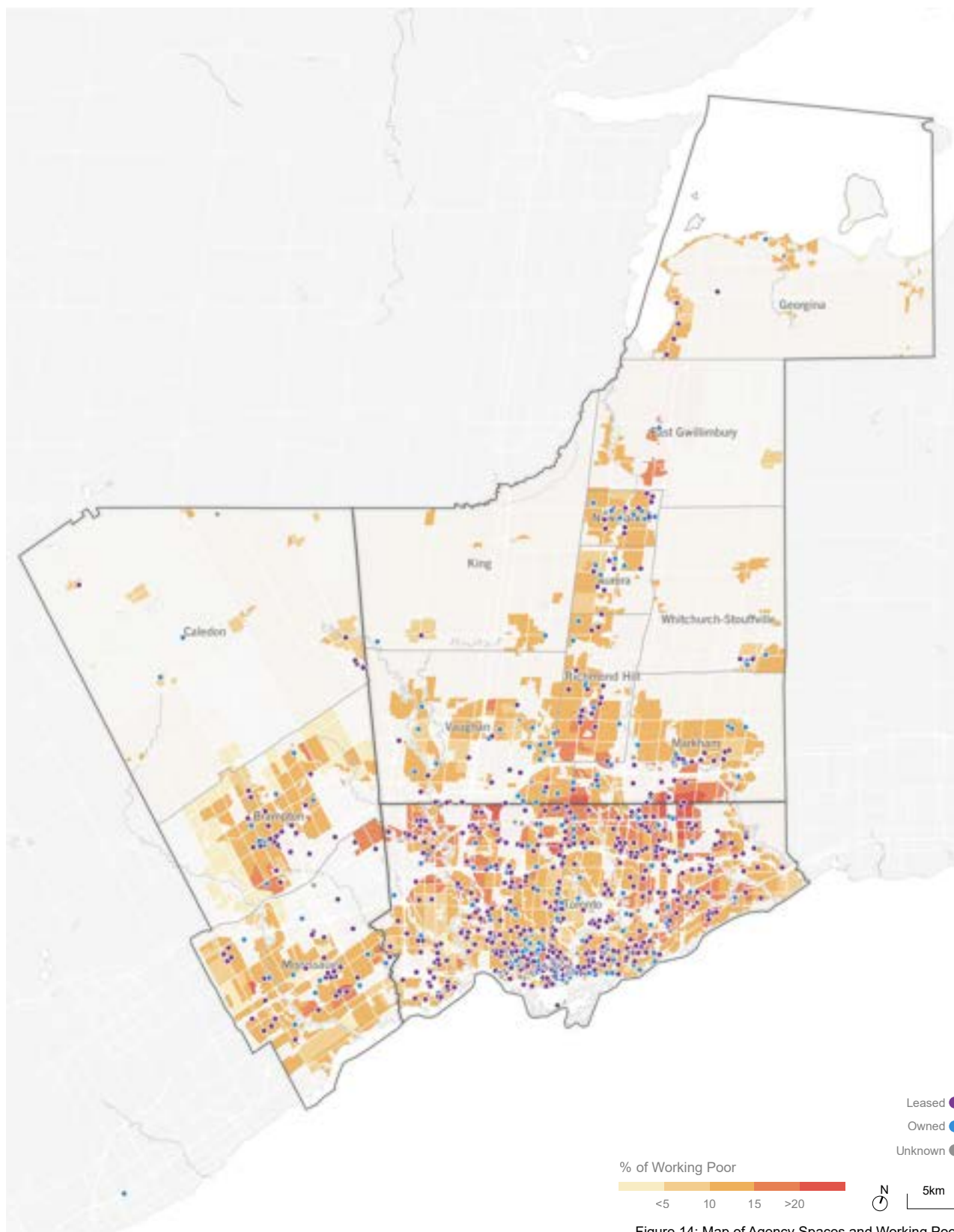# Appendix G: Maps of Agency Spaces and Equity Indicators

Leased ●
Owned ●
Unknown ●

% of Working Poor

<5   10   15   >20

N   5km

Figure 14: Map of Agency Spaces and Working Poor

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Figure 15: Map of Agency Spaces and Low-Income Housing by LIM
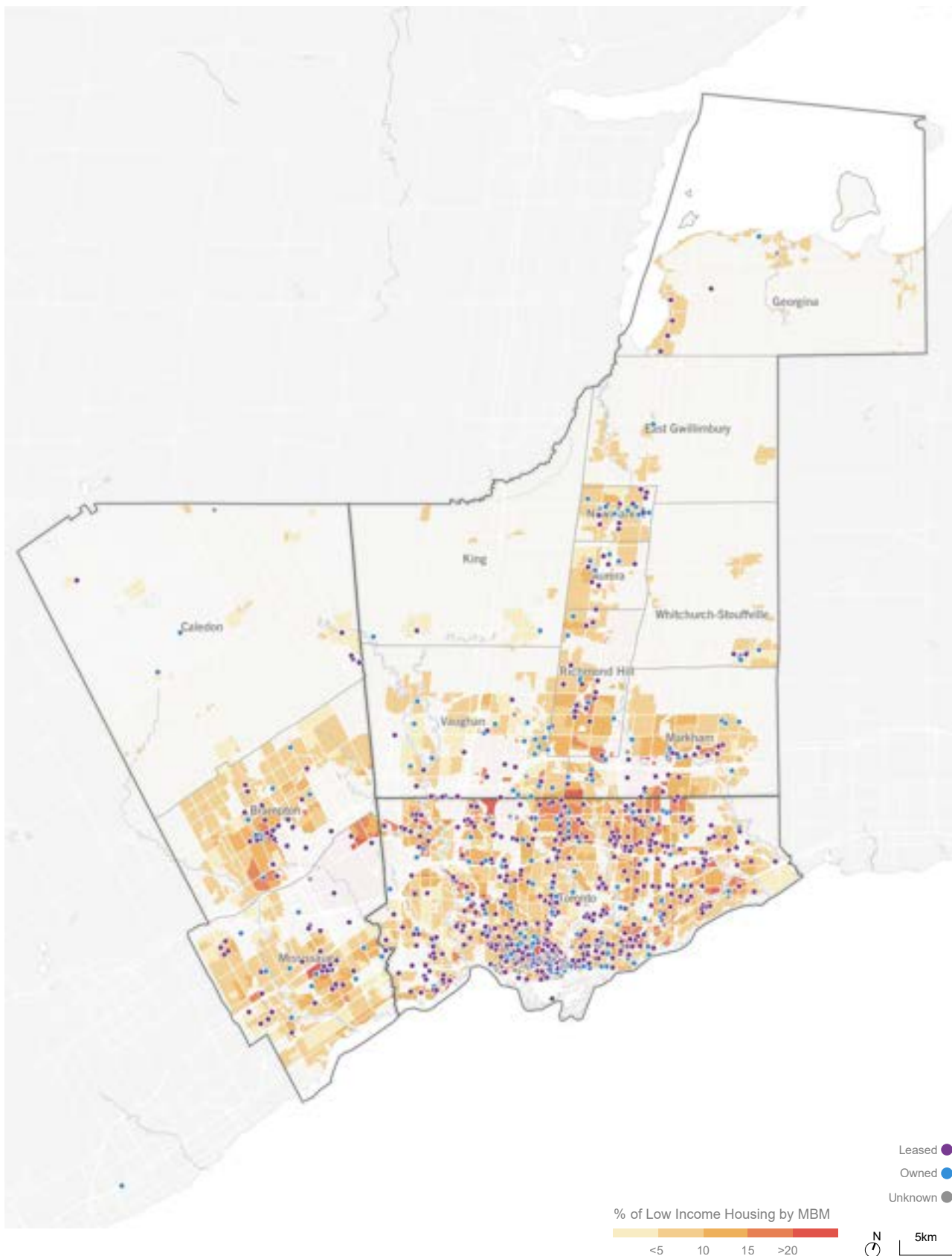
Leased ●
Owned ●
Unknown ●

% of Low Income Housing by MBM

<5   10   15   >20
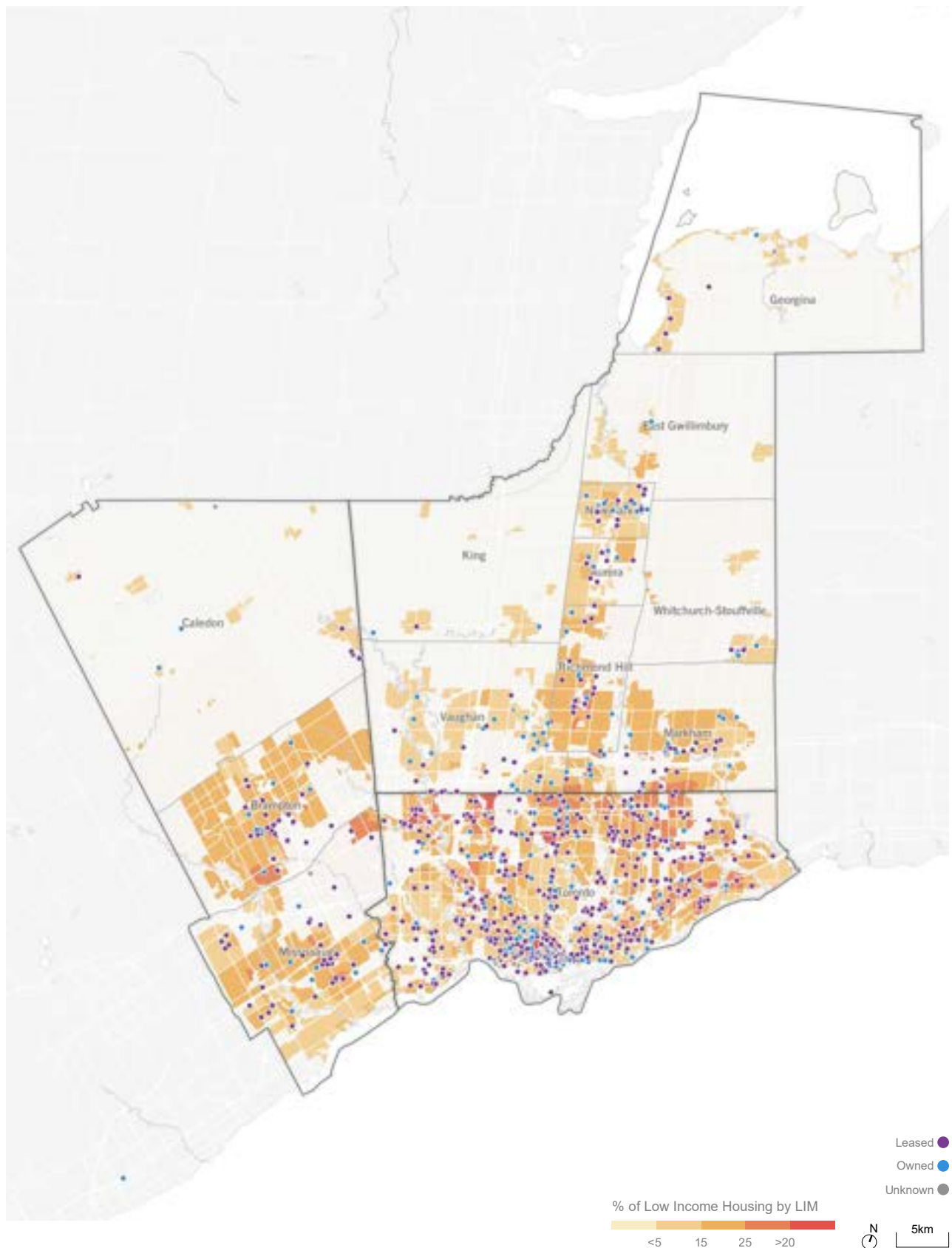
N   5km

Figure 15: Map of Agency Spaces and Low-Income Housing by MBM

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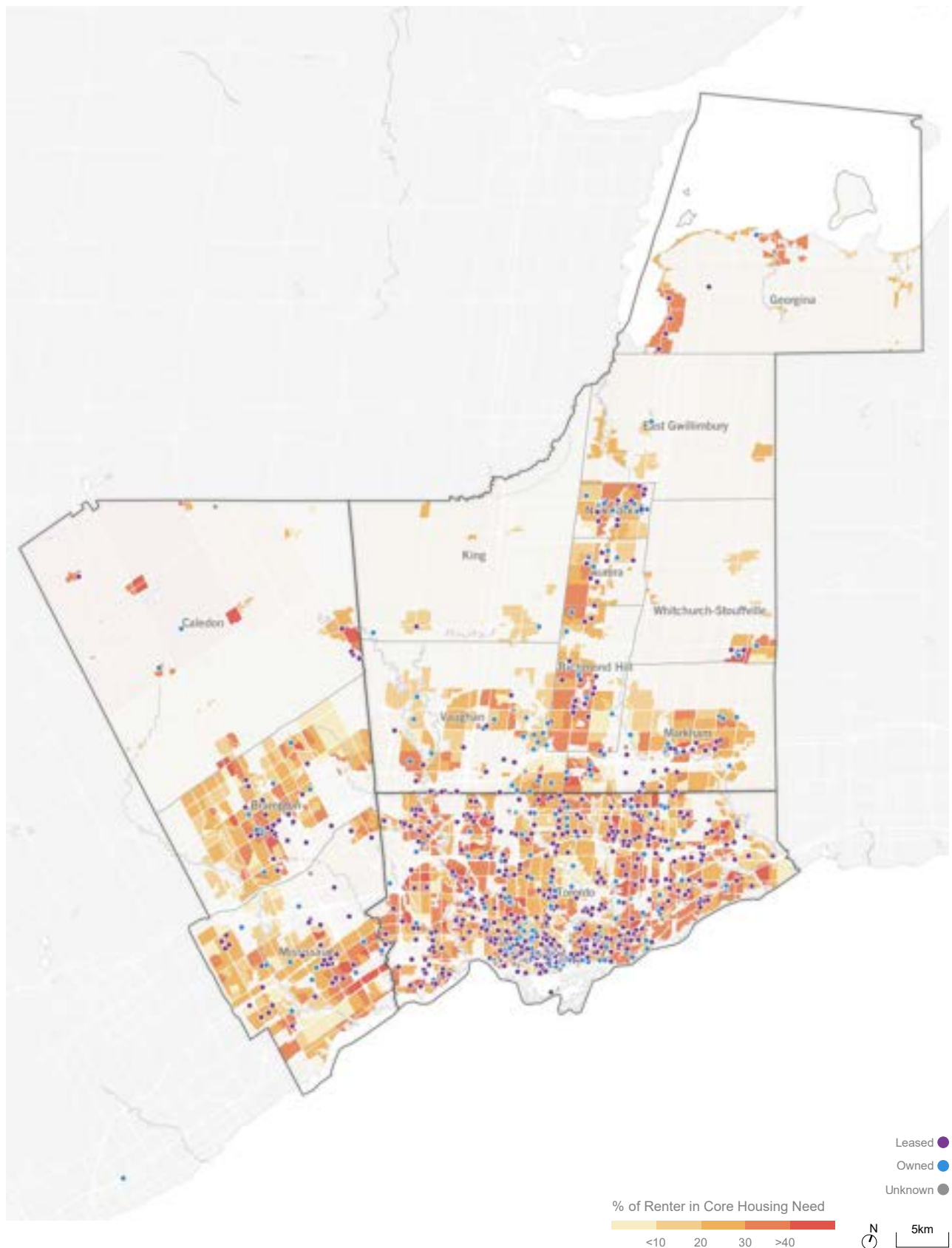
Figure 16: Map of Agency Spaces and Renters in Core Housing Need

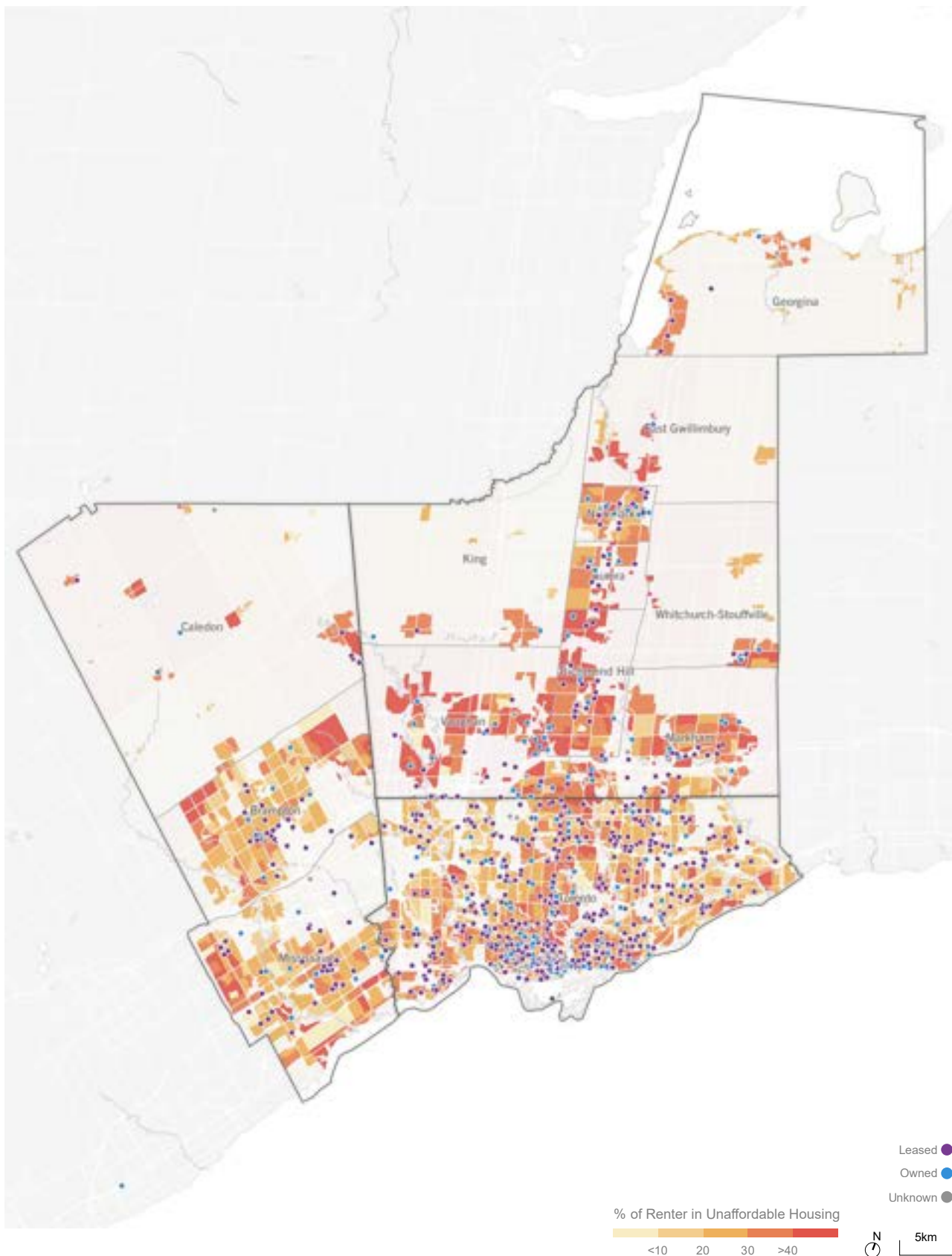Legend:
- Leased ●
- Owned ●
- Unknown ●

% of Renter in Unaffordable Housing
<10   20   30   >40

N   5km

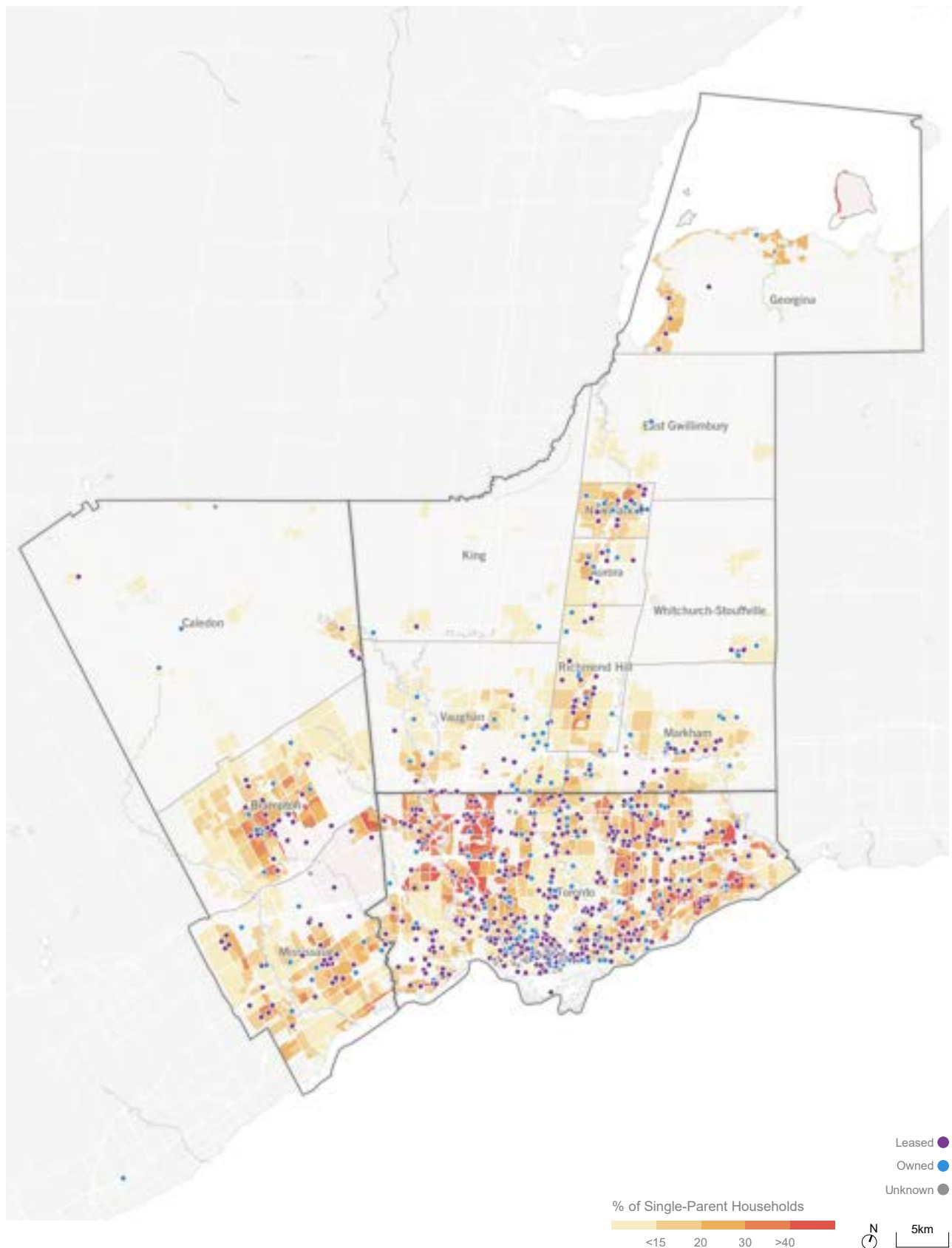Figure 17: Map of Agency Spaces and Renters in Unaffordable Housing

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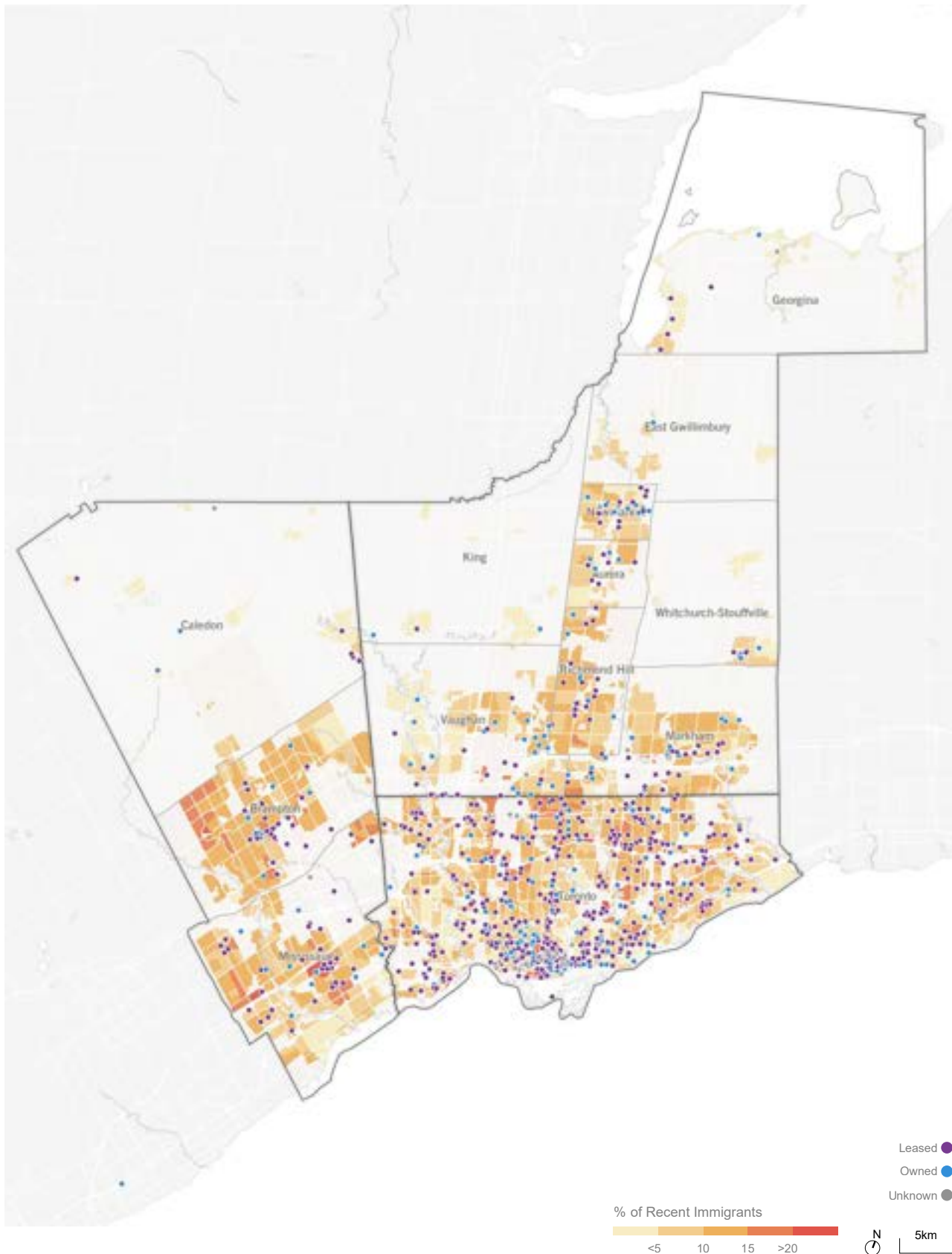Figure 18: Map of Agency Spaces and Single-Parent Households

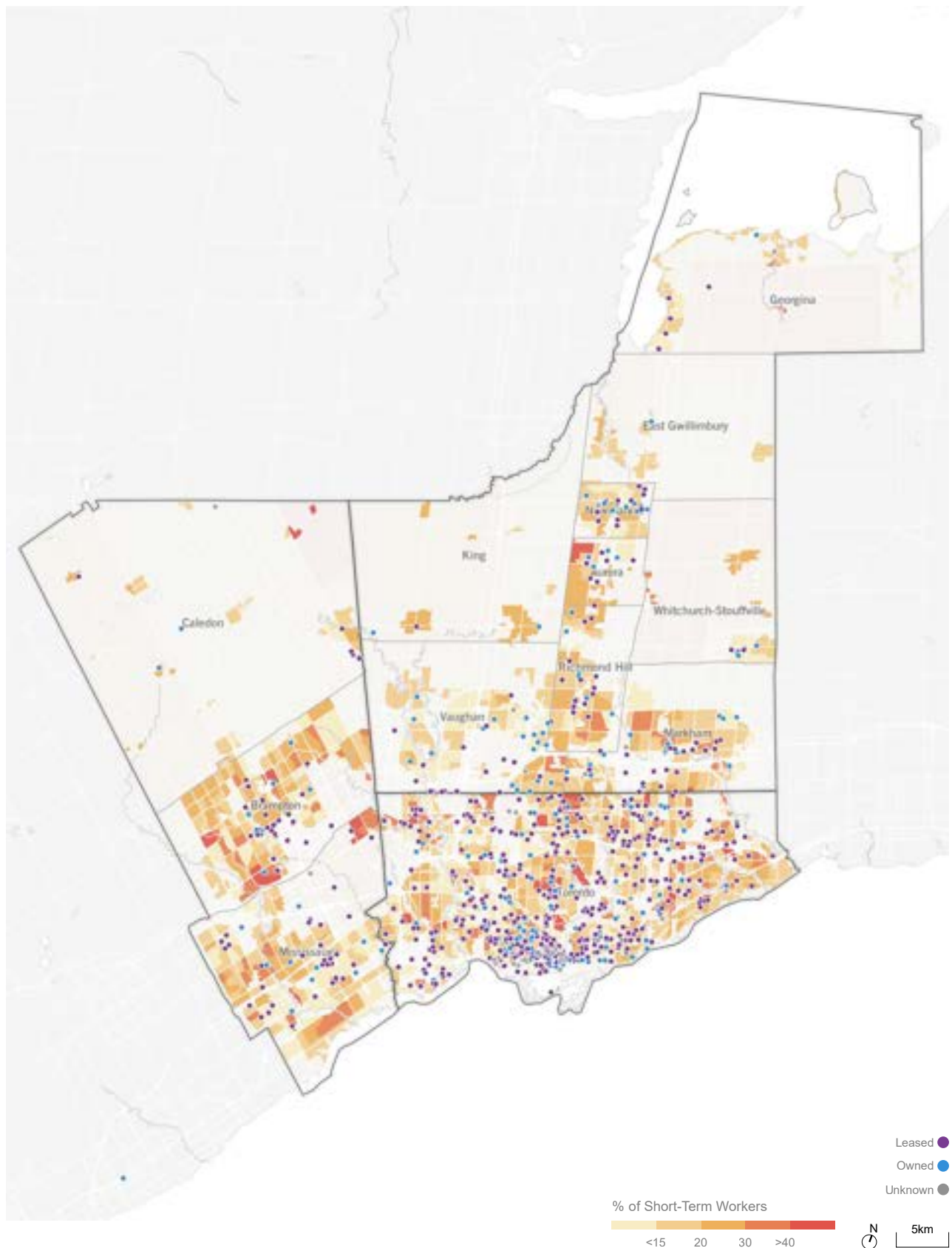Figure 19: Map of Agency Spaces and Recent Immigrants

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Legend:
- Leased (purple)
- Owned (blue)
- Unknown (grey)

% of Recent Immigrants
<5   10   15   >20

N

5km

7.0

Figure 20: Map of Agency Spaces and Short-Term Workers

Leased ●
Owned ●
Unknown ●

% of youth not in employment, education, or training (NEET)
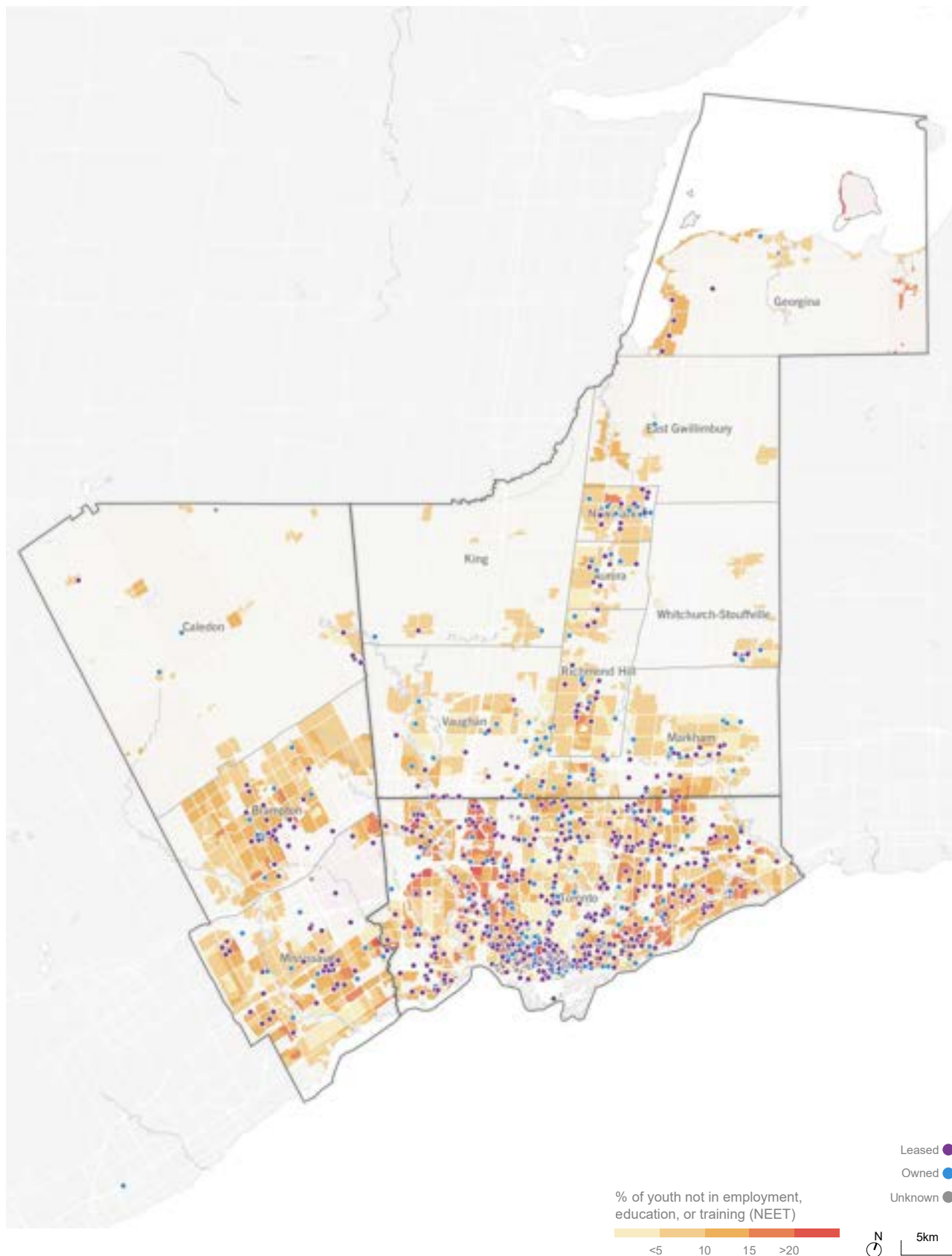
<5   10   15   >20

N

5km

Figure 21: Map of Agency Spaces and of Youth Not in Employment, Education, or Training (NEET)
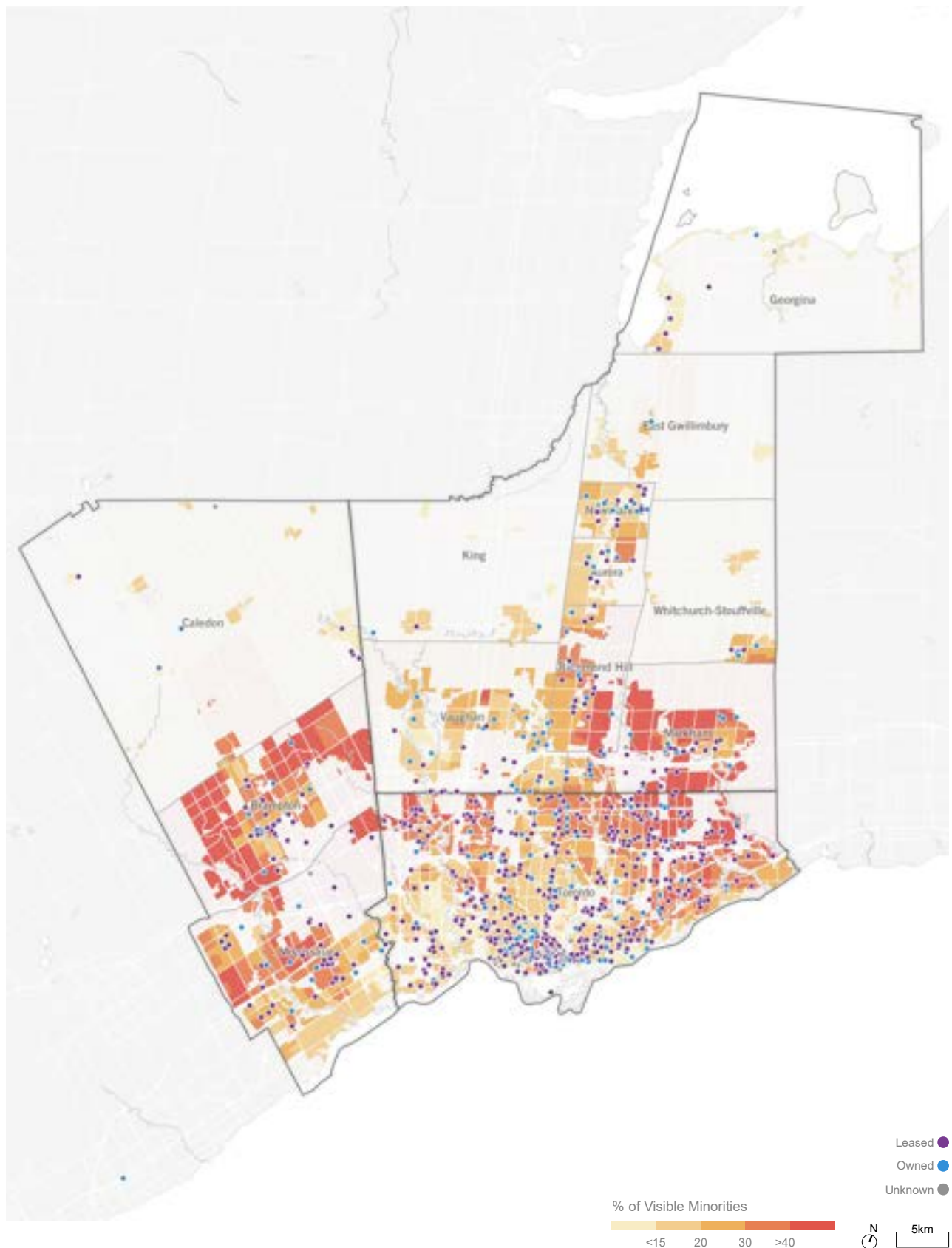
7.0

Figure 22: Map of Agency Spaces and Visible Minorities

Appendix H: Average Occupancy Costs

Average Occupancy Costs of Single-Site Operations by Tenure								
	2021 Avg Occupancy Costs - Rented	2021 Avg Occupancy Costs - Owned	2016 Avg Occupancy Costs - Rented	2016 Avg Occupancy Costs - Owned	2011 Avg Occupancy Costs - Rented	2011 Avg Occupancy Costs - Owned	Rented Spaces 10 year change	Owned Spaces 10 year change
PEEL	$107,376.06	$139,421.00	$105,067.33	$129,587.14	$98,515.20	$168,963.38	9.0%	-17.5%
Brampton	$61,436.38	$76,557.00	$58,487.43	$105,711.00	$68,024.43	$107,218.33	-9.7%	-28.6%
Mississauga	$161,945.50	$205,767.50	$165,502.14	$141,184.50	$139,245.14	$238,428.50	16.3%	-13.7%
Caledon	$38,338.00	$62,627.00	$8,083.00	$130,950.00	$26,841.00	$76,338.00	42.8%	-18.0%
TORONTO	$164,969.38	$568,552.31	$163,639.95	$507,758.47	$105,152.67	$378,076.89	56.9%	50.4%
YORK	$161,108.55	$257,452.40	$160,552.14	$274,584.89	$142,056.85	$219,000.06	13.4%	17.6%
Aurora	$64,510.80	$60,854.00	$87,303.00	$81,454.00	$85,908.60	-	-24.9%	-25.3%
Georgina	$5,011.00	-	$14,943.00	-	-	-	-66.5%	-
King	-	$39,647.00	-	$37,294.00	-	$90,210.00	-	-56.1%
Markham	$59,887.86	$118,663.86	$50,263.17	$102,565.57	$39,280.20	$72,054.67	52.5%	64.7%
Newmarket	$100,553.40	$277,100.40	$88,513.00	$288,704.25	$75,600.40	$179,188.80	33.0%	54.6%
Richmond Hill	$264,876.50	$659,219.33	$238,766.00	$639,238.67	$151,399.00	$511,936.67	75.0%	28.8%
Vaughan	$266,376.38	$284,913.33	$261,172.63	$516,644.00	$288,363.00	$549,709.00	-7.6%	-48.2%
Whitchurch-Stouffville	$46,401.00	-	$29,020.00	-	-	-	59.9%	-

Table 18: Average Occupancy Costs of Single-Site Agencies by Tenure

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Essential Spaces

Real (Estate) Solutions for Community Needs