Targeted OCP Review

SOCIAL EQUITY LENS PAPER

JANUARY 26, 2021

FOR WORKSHOP DISCUSSION
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Foster a safe, socially inclusive and supportive community that enhances the health and well-being of all residents.

Source: Our Official Community Plan for a Sustainable Future, 2011
1. INTRODUCTION

As part of the District of North Vancouver’s Targeted Official Community Plan (OCP) Review, this paper follows Council’s directive to apply a social equity lens to better understand the needs of equity priority groups\(^1\)\(^2\) in relation to the Targeted OCP Review’s four key topic areas: Transportation, Economy & Employment Lands, Housing, and Climate Emergency.

This paper provides an overview of key social equity considerations in relation to the Targeted OCP Review key topic areas. This Social Equity Paper is informed by established practices in the equity and inclusion field, and by the insights from District residents who participated in the Targeted OCP Review’s Social Services Stakeholder Workshop in December 2020. This Social Equity Paper provides the District with a resource to that complements the OCP’s social well-being objective of creating a social inclusive and supportive community.

Social equity is a collective aspiration that refers to the “just and fair inclusion in a society so that all can participate, prosper, and reach their full potential”.\(^3\) It recognizes that different groups of people – based on aspects such as race, gender, socioeconomic status, ability, and religion – have faced barriers to participate in society. These barriers were constructed over time through cultural practices, norms, and institutional factors.

There is growing social awareness and impetus to address social inequities due to events such as the Black Lives Matters movement, the Wet’suwet’en Pipeline Protests, the opioid overdose crisis, growing homelessness, rise in xenophobia and hate crimes, and the onset of the COVID-19 pandemic. These societal events have placed increasing pressure on governments to address the structural inequities that present barriers to living a healthy, fulfilling life and infringe on the basic human rights of equity priority groups.

The District’s OCP acknowledges that local governments have a critical role to play in making neighbourhoods healthy, vibrant, diverse and inclusive. The OCP also provides direction to strive to address the needs of all citizens, including those that are most vulnerable and marginalized. Here are some examples of how the District has taken steps to increase equity in the community:

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1. Populations who have been under-served, mis-served, or who are disadvantaged by governments, institutions, and systems have commonly been referred to as equity-seeking groups (see https://canadacouncil.ca/glossary/equity-seeking-groups). In this paper, we refer to these groups as equity priority groups to emphasize the responsibility of those who hold power to implement equity measures and facilitate inclusive community development.


• Including social equity considerations in the Targeted OCP Review (underway)
  o Social Services Stakeholders workshop for the Targeted OCP Review, which included people with lived experiences as well as staff from local social service organizations (December 2020)
• Council direction to join the Coalition of Inclusive Municipalities (December 2020)
• Council direction to support the municipal-specific Truth and Reconciliation Commission of Canada Calls to Action (December 2020)
• Ongoing Council committees that advise District staff (e.g., North Shore Advisory Committee on Disability Issues, Community Services Advisory Committee)
• Rainbow sidewalk installation (2019)
• Universal change rooms at the Delbrook Community Recreation Centre (2017)

The application of a social equity lens is an iterative process that seeks to continuously assess the advancement of social equity across all municipal functions. The process is typically guided under a strategic organizational framework that allocates resources (e.g., tools, training) towards ensuring local governance is inclusive and facilitates equitable community development. This Social Equity Paper demonstrates a commitment by the District to identify opportunities to support equity priority groups through its central planning directive, the OCP, and provides a foundation for further exploration into measures that advance social equity. This will contribute to fostering a safe, socially inclusive and supportive community that enhances the health and well-being of all residents.
2. KEY CONCEPTS

This section introduces a few key concepts in the field of social equity, diversity, and inclusion. It is not intended to be exhaustive as definitions, meanings and concepts may evolve over time with new research and as more equity priority groups gain ownership and control over information about them.

**Accountability**
Involves taking responsibility for actions that have had adverse impacts towards equity priority groups and taking steps to undo those harms.

**Ally**
A person who uses their privilege to actively support equity priority groups and address systems of oppression. Involves listening to and uplifting equity priority groups, as opposed to acting on their behalf.

**Bias**
Preconceived notions held about one group or individual. Unconscious (or implicit) biases are those that are unintentional or occur without conscious thought.

**Discrimination**
Refers to the unequal and inequitable treatment of certain groups, intentional or not. Discrimination can be along the lines of broad categories (e.g., racism = racial groups; classism = socioeconomic status; ableism = people with disabilities).

- **Structural discrimination** involves processes that reinforce and legitimize hierarchies within a society.
- **Systemic discrimination** refers to how discrimination is embedded in a society’s institutions, policies, and practices due to conscious or unconscious biases held by decision makers.

**Diversity / Diverse**
A diverse community is one that has variations in the lived experiences and perspectives of people (e.g., race, political and/or religious beliefs, gender identity or expression, education levels, income, marital status).

**Equality**
Refers to having the same access to power (e.g., resources and opportunities). Does not take into account the impacts of systemic and structural discrimination.

**Equity**
The process of providing equity priority groups the supports, resources, and opportunities they need to thrive. As opposed to equality, equity understands that equity priority groups require different levels of support because of ongoing and historic systemic discrimination.

Equity in planning can be achieved across the following, overlapping dimensions:  

- **Distributional:** the way power is spread through a community

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4 Canadian Institute of Planners. (2020). *Foundations of equity, diversity, & inclusion for the planning community* [webinar].  
• **Experiential**: an understanding that different groups move and interact with space (e.g., physical, social) in different ways

• **Procedural**: the ability to meaningfully participate in public decision-making processes

• **Structural**: the ways in which institutions and systems of government can maintain hierarchies of power and privilege through policies, programs, etc.

• **Transgenerational**: involves considering the needs of future generations and potential impacts of policies, programs, etc.

**Equity Priority Groups**

Individuals and populations who are collectively being under-served, mis-served, or disadvantaged by policies, procedures, and programs. These groups face barriers that impact their ability to participate in a society equally. See page 6 for more information.

**Inclusion**

Refers to the active and ongoing process of addressing inequity. It involves ensuring equity priority groups are present and have the power to influence decision-making processes.

**Intersectionality**

Conceptualized by American professor, Kimberlé Crenshaw, in 1989, intersectionality refers to the ways in which identity characteristics (e.g., race, gender, ability) can overlap, combine, and interact. Individuals can belong to many different groups at once, which creates unique experiences of discrimination and privilege.

**Oppression**

Refers to the reduced access to power experienced by equity priority groups because of systemic and structural discrimination.

**Privilege**

An increased access to power granted by one’s social group and its position within a particular social hierarchy. Can be due to characteristics at birth (e.g., race) or gained through the course of one’s life (e.g., obtaining higher education).

**Power**

Relates to the ability to access resources, opportunities, and control decision-making processes.

**Settler-colonialism**

In Canada, refers to the historic process and ongoing impacts of European settlers “taking control of the lands, resources, languages, cultures, and relationships”\(^7\) of Indigenous peoples (First Nations, Métis, and Inuit). It is embedded within Canadian institutions, policies, and programs. Dismantling settler-colonialism requires decolonization and Indigenization\(^8\).

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\(^8\) Centre for Teaching and Learning, (n.d.)
For further reading, please see:

*Useful Definitions Around Racism* by the Centre for Diversity and Inclusion:

*Intersectionality 101* by Olena Hankivsky:

*Long-range planning for health, equity, & prosperity* by ChangeLab Solutions:
https://www.changelabsolutions.org/product/long-range-planning-primer

*Equity & Inclusion Glossary of Terms* by The University of British Columbia:
https://equity.ubc.ca/resources/equity-inclusion-glossary-of-terms/

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**EQUITY PRIORITY GROUPS**

Advancing social equity requires prioritizing the needs and protecting the interests of equity priority groups across all municipal functions. In this section, a range of equity priority groups will be identified, not an exhaustive list, but some voices that may not always be heard. It is important to remember the concept of intersectionality when working on an approach to accommodating equity priority groups. Individuals who belong to multiple equity priority groups experience compounded layers of discrimination due to the intersection of identities.

A sincere commitment to social equity requires policy makers to continuously challenge their assumptions, identify groups whose voices may have been traditionally overlooked in the municipal policy-making processes, and working to remove barriers in order to ensure participation in the community is inclusive of equity priority groups. One of the first steps is to recognize and deepen the understanding about different equity priority groups.

<table>
<thead>
<tr>
<th>Equity Priority Group</th>
<th>Examples of Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td>2SLGBTQIA+</td>
<td>• A gendered approach seeks to remove any biases in decision-making that perpetuate and reinforce traditional gender roles and discrimination.</td>
</tr>
<tr>
<td></td>
<td>• Different gender identities experience unique challenges in accessing health, housing, and employment opportunities due to stigmas and traditional structures that may impact their overall economic growth, health, and safety.⁹</td>
</tr>
<tr>
<td></td>
<td>• Safety is a key planning priority for this demographic to ensure they have access to services, transportation, public spaces, economic and social opportunities that are safe and free from gender-based violence and exploitation.</td>
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### Equity Priority Group

**Individuals with extended care needs**

*Includes seniors, individuals with physical and cognitive disabilities, mental illnesses and/or who use substances.*

- These groups have extended care needs but often have limited resources to access the care they need. They are at higher risk of homelessness, are more vulnerable in emergency situations, and may face communication challenges.

- They may require access to income assistance and have limited employment opportunities available. Housing unaffordability leaves them with limited resources basic needs (e.g. food insecurity).

- They are at a higher risk of abuse or exploitation. They are also more susceptible to impacts of social isolation.

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**People experiencing or at risk of homelessness**

*Refers to people who are currently unsheltered, are in temporary emergency shelters, provisionally accommodated, or whose “current economic and/or housing situation is precarious or does not meet public health and safety standards”.*

- People who are experiencing or at risk of homelessness are at higher risk of poor health outcomes and premature death.\(^1\)

- People may become homeless for a variety of reasons including job loss, fleeing violence, death of a family member, trauma, mental illness, and substance use disorder.\(^1\) As such, a wide range of supports are needed depending on the specific circumstances of the individual.

- Stigma and shame associated with someone’s homelessness greatly impacts their ability to access essential services such as supportive housing and harm reduction services.

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**Low-Income Households**

*A household whose after-tax income is less than half of the after-tax median income of all households in Canada. Based on the Low-Income Measure or below the threshold set by the Market Basket Measure.*

- Low-income households face challenges in accessing secure and adequate housing, increasing their risk of homelessness and food insecurity.

- Increased likelihood of high levels of stress and poor health.\(^1\)

- They may also have employment vulnerability (e.g. insecure jobs, seasonal or gig economy work, limited or no benefits, hazardous occupations).

- May have longer commute times, which increases their exposure to pathogens and pollution.

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\(^{12}\) COH, 2017

\(^{13}\) Market Basket Measure refers to the measure of low income based on the cost of a specific basket of goods and services representing a modest, basic standard of living developed by Employment and Social Development Canada. https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/po165-eng.cfm

<table>
<thead>
<tr>
<th>Equity Priority Group</th>
<th>Examples of Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Indigenous and Racialized Communities</strong></td>
<td>• BIPOC groups face racism and discrimination in social and political spaces that increase their barriers in accessing support services, employment, and participating in local government decision-making processes.</td>
</tr>
<tr>
<td><em>Includes individuals who identify as BIPOC (Black, Indigenous, People of Colour).</em></td>
<td>• They may face affordability challenges in accessing adequate housing and to accommodate needs of providing space for larger and or multi-generational families.</td>
</tr>
<tr>
<td></td>
<td>• BIPOC face significant barriers due to the historical and ongoing impacts of colonialism. They are disproportionately impacted by issues such as over-incarceration and homelessness.</td>
</tr>
</tbody>
</table>

| Single Parent Households                      | • They are likely to face affordability challenges and may be at risk of homelessness and food insecurity. |
| Refers to lone parents, without a partner or spouse who live in a dwelling with one or more dependent children. | • They have limited resources to access recreational and early childhood development opportunities. |
|                                              | • The degree of barriers faced by single parent families depend on the parent’s income and education level and their access to safe and quality childcare services. |

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16 Hogan’s Alley Society. (n.d.). *Anti-racist resources*. Retrieved from [https://www.hogansalleyfoundation.org/resources/](https://www.hogansalleyfoundation.org/resources/)
3. DEMOGRAPHICS (EQUITY PRIORITY GROUPS) IN THE DISTRICT

Fostering safe, socially inclusive and supportive communities that enhance the health and well-being of all residents requires centering the needs of equity priority groups in the planning, design, and delivery of local government actions. An overview of equity priority group demographics can help to shape our understanding of the community’s social equity gaps and opportunities and serve as a baseline to monitor and evaluate future actions, decisions, and programs by the District.

<table>
<thead>
<tr>
<th>Equity Priority Group</th>
<th>Impacts</th>
</tr>
</thead>
</table>
| Individuals experiencing homelessness | • 72% male, 27% female, and 2% non-binary.  
• More youth who are experiencing homelessness were identified in the Extended Count (14%) than in the Point-in-Time count (6%).  
• 25% of people experiencing homelessness identified as Indigenous. |
| Single parent households | • Female lone parent households may face the compounded impacts of gender discrimination and economic disadvantage.  
• Children in single-parent households are a key equity priority group because they require a range of resources and services to facilitate their healthy development and ensure their safety. |

17 Unless specified otherwise, all population statistics are from the 2016 Census by Statistics Canada for North Vancouver, District municipality [Census subdivision]
18 All statistics in relation to people experiencing homelessness are according to a Point-in-Time Survey and Extended Count conducted in March 2020 by the BC Non-Profit Housing Association. These numbers may have fluctuated due to COVID-19.
## Equity Priority Group

### Low-income households

- **Median after-tax income of one-person District households (2015):** $38,800.
- **8,455 or 10.0% of individuals in the District are low-income (LIM-AT).**
- **2,020 or 11% of children (ages 0–17) are in low-income households.**
- **880 or 2.8% of households reported an income of less than $10,000.**
- **4,110 or 13.2% of households reported an income between $10,000 to $40,000.**

### Early Years

- **307 or 26% of North Shore Kindergarteners have developmental vulnerabilities in one or more areas of their development (e.g., physical health and well-being, social competence).**

### Older Adults

- **15,055 or 17% of people in the District are over the age of 65.**
- **2,130 or 14% of people in the District are between 55 to 64 years of age.**

## Impacts

- There is considerable variation between the income levels of one-person and two-or-more person households ($38,800 versus $104,195). One-person households are less likely to be able to afford to live in the District. Middle-income households are likely to be in core housing need, especially if renting.
- Households with an income less than $40,000 are at greater risk of experiencing homelessness and other risks associated with poverty, such as food insecurity, violence, exploitation, and poorer health outcomes.
- Social inequities in the conditions in which a child is born, grows, and lives can have long-standing impacts on their overall development and well-being.
- Older adults face a range of vulnerabilities, including limited incomes, growing mental and physical health concerns, and reduced mobility.
- The District has an aging population. Demand for services and supports for older adults will increase in the coming years as 31% of the population is above the age of 55.

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20 LIM-AT, Low-income measure, after tax, refers to a fixed percentage (50%) of median adjusted after-tax income of private households.
21 A household in core housing need is one whose dwelling is considered unsuitable, inadequate or unaffordable and whose income levels are such that they could not afford alternative suitable and adequate housing in their community.
<table>
<thead>
<tr>
<th>Equity Priority Group</th>
<th>Impacts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language Diversity</td>
<td>• The most common non-official languages spoken at home in the District are Persian, Korean, and Chinese languages.</td>
</tr>
<tr>
<td>10,445 or 12% of people in the District speak a non-official language at home.</td>
<td>• Individuals in the District who cannot understand English are highly vulnerable to social isolation. They also face significant barriers in accessing services and engaging in the community.</td>
</tr>
<tr>
<td>20,865 or 25% of people in the District consider a non-official language as their mother tongue.</td>
<td>• There is considerable language diversity in the District. This highlights a need to respect language diversity in the delivery of official messaging and services.</td>
</tr>
<tr>
<td>1,150 or 1% of people in the District cannot understand English or French.</td>
<td></td>
</tr>
<tr>
<td>Indigenous and Visible Minorities</td>
<td>• The most prevalent visible minority groups residing in the District include Chinese, Korean, Japanese, Persian, and South Asian.</td>
</tr>
<tr>
<td>1,360 or 1.6% of people in the District identify as Aboriginal.</td>
<td></td>
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<tr>
<td>21,750 or 26% of people in the District identify as a visible minority, 53% of which are women.</td>
<td></td>
</tr>
<tr>
<td>Recent immigrants</td>
<td>• Immigrants are people who have moved to Canada from any country. Recent immigrants are people who have recently moved to Canada (less than 5 years).</td>
</tr>
<tr>
<td>26,505 or 31% of people in the District belong to an immigrant household.</td>
<td>• People who have immigrated to the District have a vast range of experiences. Actively seeking insights that reflects this diversity can support a better understanding of their perception of and needs from municipal services.</td>
</tr>
<tr>
<td>3,240 or 3% of people in the District are recent immigrants.</td>
<td>• The District has one of the lowest population growth rates across Metro Vancouver (6.1% immigration, 1.8% overall). Many households, particularly those in equity priority groups, may have restricted opportunities to settle in the District as a result of the high cost of living.</td>
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27 (NewToBC, 2019)
4. SOCIAL WELL-BEING LENS ON KEY TOPIC AREAS

This section provides an overview of the key considerations for equity priority groups in relation to the four key topic areas’ potential actions identified in the respective White Papers. This section seeks to support the District in adopting actions that fulfill both the goals of the key topic areas and the needs of equity priority groups to collectively contribute to sustainable, inclusive, and equitable community development. A set of questions, informed by the GBA+ framework (see Section 5), have been provided to guide the District’s decision making in advancing social well-being within each key topic area. In addition, the District hosted the Social Services Stakeholder Workshop in December 2020 to gain insights into the challenges faced by equity priority groups in the District. These insights support the key considerations for equity highlighted throughout this section.
TRANSPORTATION

The access to safe, affordable, and reliable transportation is essential for people to remain mobile, participate in society and earn livelihoods. Traffic congestion, transit connectivity, reliability and safety have tangible impacts on the lives of residents, including equity priority groups, who are significantly more dependent on public and active transportation.28

KEY TRANSPORTATION CONSIDERATIONS FOR EQUITY PRIORITY GROUPS

Reliable and affordable transportation options are important in a community, lack of transportation options can disproportionately impact equity priority groups and could result in lost employment, safety risks, and reduced health and well-being. Some of the key impacts of transportation gaps on equity priority groups include:

- Risk of isolation and major disruptions to daily routines due to transportation disruptions for those who rely on public transportation as a primary mode of travel to commute to school, childcare, work, to fulfill social needs, and to access essential services such as groceries, doctors, recreation services.
- Increased accessibility challenges in navigating public transportation by people requiring assistance due to physical or cognitive disabilities or limited knowledge of language.
- Risk of gender-based violence and harm for women and 2SLGBTQIA+ who rely on public and active transportation to commute to school and work or to access essential services, i.e., groceries and childcare.
- Lower income people may have reduced employment opportunities that are reachable within a certain travel time on transit or active transport; they may have to travel longer to reach suitable employment.

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Key Transportation Concerns Raised by Participants During District’s 2020 Social Services Stakeholder Workshop

- Equity priority groups face reduced employment opportunities due to unreliable transportation. Workers in the care and service sectors are less likely to seek employment in the District due to unreliable transportation and housing unaffordability.
- Safety for pedestrians and cyclists remains a concern.
- Limited last-mile connectivity between transit centres and some residential areas increases commute time for transit users.
- Limited bike infrastructure to support cyclists.
- Parking restrictions are largely concentrated in multi-family residential neighbourhoods.
- Delays in snow removal on inner roads creates safety concerns as people with heightened vulnerabilities become stranded at home.
Given the dependence of equity priority groups on public transportation, the District can consider prioritizing actions that focus on facilitating a more efficient, sustainable, and equitable transportation system. In recognition of the social impacts of transportation gaps on equity priority groups, the District can pursue transportation actions that addresses the transportation needs highlighted below.

**RECOMMENDED ACTIONS**

**Multiple trips, at extended hours.** Equity priority groups who rely solely on public transportation are likely to carry out multiple trips throughout the day and into extended hours at night. Improving transit routes to encourage more frequent and regular transit service can ease commuting burden for equity priority groups. Prioritizing transit routes can improve the reliability of the transit system that further eases the commuting time for those relying on public transit for school and work.

**Complete, walkable neighbourhoods.** The development of complete 15-minute neighbourhoods that offer affordable housing options support equity priority groups in maintaining a healthy lifestyle and reduces the need for private vehicles. Neighbourhoods designed to meet the needs of pedestrians and cyclists also reduces the risk of harm and improves liveability. As identified in the Transportation White Paper, the current biking network is discontinuous, and lacks walking paths as approximately 60% of all roadways do not have sidewalk on either side.\(^{29}\)

**Well-connected and safe travel corridors.** The lack of public walkways and limited connectivity between transit centers and residential areas creates safety concerns for the women and 2SLGBTQIA+ who commute through those routes. Investing in more street lighting and last-mile connectivity can enhance the safety of commuters and reduce risk of gender-based violence.

**Snow removal.** Those who do not own a private vehicle are more likely to become stranded or face injury due to delays in snow removal and road maintenance of inner roads. Prioritizing the maintenance of inner roads and walkways can improve the safety of equity priority groups, especially women, who are more likely to be pedestrians during morning commutes.

**Accessible services.** People with disabilities face accessibility challenges that puts them at risk of injury or prevents them from taking trips using public transportation. When provisions for accessibility in the transportation planning are limited, it reinforces social inequities for people with accessibility challenges and for other equity priority groups. Inaccessible transportation infrastructure denies mobility for those who are largely or wholly dependent on public transportation. Language barriers may further challenge certain individuals to navigate the transportation networks as the District is home to a sizeable diverse population, including new immigrants.

**COVID-19 IMPACTS ON TRANSPORTATION FOR EQUITY PRIORITY GROUPS**

The COVID-19 pandemic has created significant disruption to transportation patterns across communities as public health orders restricted occupancy and more people have transitioned to remote work while others have preferred to choose cycling, walking and private cars over public transportation. Despite reduced ridership across communities, equity priority groups remain dependent on public transportation. This highlights the need to further understand the challenges faced when using public transit during the pandemic. A study analyzing transit ridership across US cities identified that the

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impacts across cities were not even. Cities with larger concentrations of essential workers in service and care sectors saw a less of a drop in transit ridership. The pandemic reinforced the need for local governments to prioritize enhancing the reliability of public transit and develop more pedestrian friendly neighbourhoods in support of equity priority groups.

PROPOSED TRANSPORTATION ACTIONS FOR THE TARGETED OCP REVIEW

The Transportation Social Equity Paper proposes a range of actions for the District to address transportation gaps that can support creating equitable transportation infrastructure for equity priority groups. The potential actions that are critical in creating more equitable transportation infrastructure include:

- Prioritizing transit through implementing transit priority measures, such as transit priority lanes and transit signal priority.
- Exploring opportunities to partner with TransLink to improve last mile service in parts of District with limited transit connectivity.
- Investing in sustainable transportation infrastructure such as sidewalks and bike lanes will make walking and biking more accessible for equity priority groups.
- Building complete communities as an effective way to lower trip distances and support more cycling and walking. It is important to assess actions to determine if equity priority groups are included in the planning process and identify strategies to support them in living in new developments.

Social Equity Lens to Guide Transportation Actions

- What transportation routes are most used by equity priority groups?
- What barriers exist for equity priority groups in navigating the transportation networks?
- How is the safety, health and well-being of equity priority groups impacted through transportation planning?
- Are equity priority groups likely to be negatively impacted by an action?
- What may be some unintended consequences of an action?

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ECONOMY & EMPLOYMENT LANDS

Economic inclusion of equity priority groups is critical to supporting a diverse and resilient local economy to address social inequities and facilitate equitable community development through quality employment opportunities. Social equity is congruent with economic prosperity and is the basis of sustainable development that produces growth and prosperity for all members of society. Without consideration of the needs of equity priority groups in economic planning, there will be continued economic disparities and social inequities that perpetuate cycles of poverty. The District can prioritize actions and strategies that encourage the economic inclusion of equity priority groups.

KEY ECONOMIC CONSIDERATIONS FOR EQUITY PRIORITY GROUPS

Social inclusion in economic opportunities for equity priority groups leads to sustainable livelihoods. Some of the key impacts of the lack of economic inclusion on equity priority groups include:

- Equity priority groups, especially women, and racialized individuals, are likely to be in low-wage, service sector jobs that are often susceptible to economic uncertainty and offer limited job security and benefits.
- People with lived and living experience of homelessness, substance use and mental illness face stigma and discrimination that limits employment opportunities.
- Seniors and people with disabilities face accessibility challenges in navigating workspaces.
- Women and 2SLGBTQIA+ are at risk of gender-based discrimination and harassment in the workplace.
- Low-income earners may work at multiple jobs to meet basic needs that increases their risk of exploitation and poor health outcomes. They may also have growing indebtedness and have limited access to capital to pursue entrepreneurship.
- Indigenous, racialized communities, new immigrants face barriers in finding suitable employment due to education, language, limited local work experience or accreditation, and discrimination (conscious or unconscious).
- Housing unaffordability and unreliable transportation reduces attractiveness of employment opportunities in the District.

Advancing social equity requires the removal of barriers to the economic inclusion of equity priority groups. The District can play a significant role in addressing social inequities through working with local business groups, like the Chamber of Commerce to encourage new employment opportunities for equity priority groups and support them in accessing employment in the District. To further economic
inclusion, the District can pursue actions that consider the needs of equity priority groups in accessing employment, as highlighted below.

RECOMMENDED ACTIONS

**Housing affordability and transportation.** Access to housing and reliable transportation is a key need for equity priority groups that is necessary for them to live and work in the District. Investing in affordable housing and transportation projects aimed at supporting equity priority groups are also effective in spurring economic activity as more families have the opportunity to live and thrive in the District.

**People with lived and living experience.** People with lived and living experiences face significant barriers in finding employment despite of the value they can add. The District can explore regional programming on the economic inclusion of people with lived and living experience. The integration of people with lived and living experience is a key step towards social equity, as it supports them in participating in society in a meaningful way.

**Childcare.** Women in service and care sector jobs often work irregular shifts that requires them to access safe and affordable childcare services at extended hours. Single parents who rely on public transportation face additional challenges in aligning timing of their work, commute time, and childcare closing times. The lack of a variety of childcare options reduces employment opportunities for families.

**Service and care sectors.** The growth of the service and care sectors in the District can benefit equity priority groups in accessing low-barrier jobs.

**Accessibility.** The physical workspace can present multiple hazards for people with accessibility challenges due to disabilities. The District can continue pursue implementing equity measures to address accessibility concerns within its own facilities and encourage accessible workspace design and operations across the District. Currently, the District works with the North Shore Advisory Committee on Disability Issues to receive feedback on public buildings, parks and public spaces, and pathways.

COVID-19 IMPACTS ON EMPLOYMENT FOR EQUITY PRIORITY GROUPS

The economic impacts of the COVID-19 pandemic have created economic tensions across communities. While there has been significant economic uncertainty across sectors, the economic impacts of the pandemic have been disproportionate and gendered. These impacts are likely to further exacerbate social inequities and increase the vulnerabilities of equity priority groups. The most significant economic impacts for equity priority groups due to the pandemic are:

- The pandemic has aggressively disrupted the lives of women as observed through the asymmetrical increase in direct and indirect impacts on women that include job losses, increased caregiving, and rise in gender-based violence. Women are overrepresented in the service and care sectors that comprise most frontline occupations leaving women at a greater risk of contracting the virus.\(^{32}\) Women in BC lost 60% more jobs than men in March 2020, as 50% of the women workforce is employed in sectors that have been most impacted by the pandemic such as healthcare, education, retail, and service, increasing the female unemployment rate to 28% in April 2020.\(^{33}\)

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- The closures of schools and childcare amplified gender disparities within households. Women in households with children faced a higher burden of childcare responsibilities and reported poorer health than men. The time women spent on childcare increased from 68 hours per week to 95 hours per week during the pandemic. The time men spent on childcare increased from 33 hours per week to 68 hours per week during the pandemic.  

- The pandemic also saw a rise in intimate partner violence as women found themselves trapped in unsafe situations with limited resources due to job losses and reduced access to social supports.  

- The BC Centre for Disease Control COVID-19 SPEAK survey was conducted online in May 2020 that successfully engaged almost 400,000 British Columbians. The survey provides insights into the experience and actions of BC residents during the pandemic. The survey responses for the District of North Vancouver indicate 70% of respondents experienced their work to be impaired due to the pandemic and 15% of respondents reported not working due to the pandemic. The ongoing economic uncertainty has impacted households in the District, as 33% of respondents reported facing current financial stress and 46% responded they are likely to face future financial stress.

PROPOSED ECONOMY & EMPLOYMENT LANDS ACTIONS FOR THE TARGETED OCP REVIEW

The Economy & Employment Lands White Paper proposes a range of actions for the District to facilitate economic growth and prosperity. In addition to prioritizing the economic inclusion of equity priority groups, the District can consider actions to facilitate equitable economic growth that include:

- Invest in housing and transportation to support low-income earners and those who work in service and care sectors to live in the District.

- Continue to facilitate the creation of a range of affordable and safe childcare services.

- Support convening of community businesses and partners to encourage community initiatives to further facilitate economic promotion and understand local business needs.

<table>
<thead>
<tr>
<th>Social Equity Lens to Guide Economy and Employment Lands Actions</th>
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<tbody>
<tr>
<td>☐ Are low-barrier employment opportunities available for equity priority groups?</td>
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<tr>
<td>☐ What barriers exist for the economic inclusion of equity priority groups?</td>
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<tr>
<td>☐ Are there identities that face higher discrimination in the workspace?</td>
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<tr>
<td>☐ Do new economic opportunities provide benefits to equity priority groups?</td>
</tr>
<tr>
<td>☐ Are there any training or social supports that can enhance employment prospects for equity priority groups?</td>
</tr>
</tbody>
</table>

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34 Johnston, R., Mohammed, A., & Van der Linden, C. (2020). Evidence of Exacerbated Gender Inequality in Child Care Obligations in Canada and Australia During the COVID-19 Pandemic. Politics & Gender, 1-16. doi:10.1017/S1743923X20000574


37 As of the end of 2020, the District has approved a Child Care Action Plan to build on the OCP objective to provide, facilitate, and support the establishment of child care spaces. See https://www.dnv.org/community-environment/child-care-action-plan
HOU SING

The access to safe, adequate, and affordable housing and shelter is critical to fostering a safe, socially inclusive, and supportive community. Affordable and diverse housing is important to accommodate healthy lifestyles for the well-being for an individual and community. However, as social inequities continue to persist alongside rising social pressures, equity priority groups are increasingly more vulnerable to homelessness or to living in unsuitable and inadequate housing conditions. The District can leverage available regulatory tools, programs, partnerships, and development processes to support equity priority groups in accessing adequate and affordable housing to live and thrive in the District.

KEY HOUSING CONSIDERATIONS FOR EQUITY PRIORITY GROUPS

A lack of affordable housing options across the District disproportionately impacts equity priority groups who face a higher risk of homelessness. While it is important to seek insights from each equity priority group to determine their specific needs, some of the key impacts of housing unaffordability on equity priority groups include:

- A higher risk of homelessness and reliance on emergency shelters and transitional housing.
- Higher likelihood of overspending on housing thus reduces available income for remaining basic needs (e.g., food and clothing). This can contribute to food insecurity.
- Greater dependence on public transportation, and housing that is further away from major transit routes restricts access to essential services and employment options.
- Larger families and people in shared accommodations live in overcrowded, which impacts their overall physical and mental health.
- Rising unaffordability forces equity priority groups to move away from the North Shore that separates families and reduces community cohesion.

Considering the depth of barriers faced by equity priority groups in accessing safe, adequate, and affordable housing, the District can establish equity measures within the development process to facilitate development in support of equity priority groups. In recognition of the impacts of housing unaffordability, the District can pursue residential development that addresses the housing needs highlighted below.

38 To-date, the District has completed the following equity measures: Rental and Affordable Housing Strategy, Residential Tenant Relocation Assistance Policy, Accessible Design Policy for Multi-family Housing, and Eligibility Criteria for Waiving Municipal Permit Application Fees Policy (for non-profit organizations).
RECOMMENDED ACTIONS

Transitional and supportive housing. Equity priority groups are more likely to face housing emergencies and require access to supportive and/or transitional housing. Local government support for these forms of housing includes options available for equity priority groups during times when they may face heightened vulnerabilities and are at highest risk of homelessness and harm. Lack of transitional housing increases the risk of gender-based violence and risk of death for 2SLGBTQIA+ groups.

- Limited supply of supportive housing contributes to overcrowding in shelter facilities compromising the health and well-being of those accessing shelters who often have complex health needs. Individuals with extended care needs require supportive housing for the duration of their lives and the continued growth of the aging population in the District increases the need for seniors specific supportive housing.

- Emergency shelters are essential in housing people who are experiencing homelessness, who also face an increased risk of death. The rise in homelessness in the North Shore further highlights the need for more emergency shelters and social supports to address homelessness in the community.

Larger, affordable homes. Indigenous and racialized communities tend to live in multi-generational households requiring them to live in larger homes. The rising unaffordability of housing restricts larger households to live in smaller and unsuitable homes that impacts their health and well-being. Low-income and single-parent households and individuals living in shared accommodation also face challenges in accessing affordable and suitable housing due to high rents and housing prices.

Proximity to services. Equity priority groups are more likely to rely on public and active transportation options. Limited affordable housing options in proximity to transit routes further deters people from the District. Households who identify with equity priority groups can benefit from complete 15-minute neighbourhoods that provide access to schools, green spaces, transportation, and essential amenities.

Access to green space. Households with children may face challenges in accessing spaces for play and access to green spaces.

Key Housing Concerns Raised by Participants During District’s 2020 Social Services Stakeholder Workshop

- Equity priority groups, especially renters, face greater housing insecurity and risk of homelessness.
- Housing suitability is a key concern, as larger households face challenges in finding housing that accommodates their family needs.
- People are unable to transition from social to market housing due to lack of affordable alternatives.
- Supportive housing is needed for seniors and people with severe health challenges.
- Emergency shelters are required to support people experiencing homelessness and women fleeing violence.
- Culturally safe housing required to support Indigenous renters who face discrimination in the rental housing market.
COVID-19 IMPACTS ON HOUSING FOR EQUITY PRIORITY GROUPS

The COVID-19 pandemic has exacerbated housing vulnerabilities faced by equity priority groups. Housing is critical in providing space for quarantine and remote work environments. The COVID-19 supplement to the Housing White Paper highlights the depth of challenges exacerbated by the pandemic. The most significant impacts on housing for equity priority groups due to the pandemic are:

- Loss of income has increased housing vulnerabilities across socio-economic groups; however, some equity priority groups face heightened risk of homelessness from job losses.
- Physical distancing measures limit space in emergency shelters that increases the risk of harm and death for people experiencing homelessness. The increase in gender-based and intimate partner violence across Canadian communities has raised awareness for the need for transitional housing for women fleeing violence.
- The pandemic amplified the overdose crisis resulting in 1,288 in illicit drug deaths in BC in 2020.
- Concerns have been raised over inadequate conditions of long-term care facilities due to a high percentage of COVID-19 deaths occurring among seniors who live in long-term care facilities.

PROPOSED HOUSING ACTIONS FOR THE OCP REVIEW

The Housing White Paper proposes a range of actions for the District to address housing unaffordability that can also support in meeting the housing needs of the equity priority groups. The actions that are critical in creating more equitable housing options include:

- Initiating municipal investments in affordable housing through contributions (e.g., tax incentives, reduced fees, housing reserve fund, community amenity contributions, etc.).
- Partnering with governments and not-for-profits to deliver affordable housing.
- Enacting land-use regulations to facilitate development of a diverse supply of affordable housing options directed towards Town and Village Centres.

Social Equity Lens to Guide Housing Actions

- Have the voices of equity priority groups been considered?
- What barriers exist for equity priority groups in accessing housing?
- Are equity priority groups supported in accessing housing in the District’s Town and Village Centres?
- Are housing options being created to meet the needs of diverse households?
- What may be some unintended consequences of these actions?

Always seek to challenge your assumptions and identify whose voices have not been heard.

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40 Additional spaces have been added due on the North Shore. https://www.bchousing.org/COVID-19/community-sites
As communities adopt more sustainable practices and technologies, it is important to maintain an awareness of the needs of equity priority groups who are likely to be disproportionately impacted by climate change and related natural disasters. The District can implement equity measures in its climate emergency initiatives to ensure the transition towards environmental stewardship is inclusive of equity priority groups.

**KEY ENVIRONMENTAL CONSIDERATIONS FOR EQUITY PRIORITY GROUPS**

The environmental impacts due to climate change increase the vulnerabilities of equity priority groups who are likely to be significantly impacted due to social disruption caused by the climate emergency. While it is important to seek insights from each equity priority group to determine their specific needs, some of the key impacts of the climate emergency on equity priority groups include:

- Risk of death, homelessness, and displacement due to climate-related emergencies.
- Risk of exploitation and gender-based violence for those displaced.
- Limited resources to retrofit housing and adopt energy efficient technologies.
- Rising cost of goods and services due to climate-related price hikes increases food insecurity among equity priority groups.

The heightened vulnerabilities of equity priority groups due to the climate emergency increases the need to create opportunities for their inclusion in climate-related initiatives. In recognition of barriers faced by equity priority groups, the District can lead program development that considers their climate emergency-related needs highlighted below.

**RECOMMENDED ACTIONS**

**Emergency shelters.** Natural disasters can cause significant displacement and increase homelessness in a community. The District can continue to support the development of emergency shelters to safeguard the interests of those who are at risk of homelessness.

**Economic incentives.** The costs of sustainable technologies may be too prohibitive for equity priority groups who may live in housing that is not energy efficient and relies on fossil fuels. During the design of programs to encourage building retrofitting and the use of electric vehicles and bikes, the District should consider that seniors and those from low-income households face challenges in purchasing these new technologies.

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COVID-19 IMPACTS ON CLIMATE EMERGENCY FOR EQUITY PRIORITY GROUPS

The COVID-19 pandemic has shown how equity priority groups have been disproportionately impacted, such as facing higher risks of contracting the virus, death, job losses, homelessness, and violence. Therefore, the pandemic has highlighted the need to prioritize equity priority groups in emergency planning, so that the most vulnerable are protected during a natural disaster. As the District pursues actions to advance sustainable practices and increase the resilience of the community to climate change, the inclusion of equity priority groups in these initiatives is essential.

PROPOSED CLIMATE EMERGENCY ACTIONS FOR THE TARGETED OCP REVIEW

The Climate Emergency White Paper proposes a range of actions for the District to address climate-related challenges that can also reduce risks for equity priority groups. The District can explore opportunities to ensure the participation of the equity priority groups in the key climate emergency actions that include:

- Increase energy efficiency of homes and building and switch to non-carbon energy sources.
- Encourage more people walking, biking, and taking transit and shift to electric vehicles.
- Increase the resiliency of municipal assets to climate change. The District can consider working with community social service organizations to increase resiliency of emergency and supportive housing facilities in the District.

Social Equity Lens to Guide Climate Emergency Actions

- Have the voices of equity priority groups been considered?
- What barriers exist for equity priority groups in participating in climate-related programs?
- Is information on emergency preparedness and climate emergency accessible to all equity priority groups?
- Are there groups who are more vulnerable to climate-related impacts? What are these impacts?
- What may be some unintended consequences of these actions?

Always seek to challenge your assumptions and identify whose voices have not been heard.
5. LEARNINGS & CONCLUSION

Section 4 explored social equity considerations for the four key topic areas. This exercise helps to deepen our understanding of social equity as it relates to Transportation, Economy & Employment Lands, Housing, and Climate Emergency to support decision making for the Targeted OCP Review’s Action Plan. It includes exploring the key considerations for equity priority groups and informed by input from participants in the Social Service Stakeholder Workshop held by the District in December 2020. This exercise offers valuable insights to inform decision making, in support of facilitating inclusive and equitable community development.

Proceeding from this exercise, the District can continue its progress towards social equity through leveraging the tools, resources and partnerships made available through its membership in the Coalition of Inclusive Municipalities. This exercise highlights the importance of continuing in this direction because it will support the District in creating a place where all members of society can live and thrive with their families and friends.

Advancing social equity across all municipal functions is essential in creating equitable and inclusive communities. To continue to deepen and broaden application of a social equity lens across the municipality, it requires a commitment to embed a comprehensive and iterative process that is facilitated through a collaborative approach to municipal governance. At every stage of the process, equity priority groups should be involved (e.g., in designing the engagement process, reviewing the policies, assessing impact, etc.). Below are some key considerations/reflection questions that decision- and policy makers should ask throughout the process:

<table>
<thead>
<tr>
<th>APPLYING A SOCIAL EQUITY LENS REQUIRES DECISION MAKERS AND POLICY MAKERS TO CONTINUOUSLY ASK:</th>
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<tbody>
<tr>
<td>• Who has benefitted or is benefitting from an action?</td>
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<tr>
<td>• Who may be excluded from those benefits? Who might be harmed?</td>
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<tr>
<td>• What may be some unintended consequences of the action? What impact will this action have in the future?</td>
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<tr>
<td>• What knowledge, tools, resources, etc. do we need to increase our capacity to integrate equity into our processes?</td>
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<tr>
<td>• Have important decisions been made in consultation with those who are most likely impacted? Who is missing/being excluded from this conversation?</td>
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<tr>
<td>• What procedures do we have in place to monitor, measure the impact of, and review our actions? From whose perspective is success being measured?</td>
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To further advance social equity, the District could consider developing an organizational strategic framework to embed a social equity lens across all its functions. Appendix A provides examples of ways to embed social equity into local governance (e.g., tools and frameworks), as well as suggestions for further reading.
6. REFERENCES


Canadian Institute of Planners, (2020, December 18) *Foundations of Equity, Diversity, & Inclusion for the Planning Community* [webinar].


Centre for Teaching and Learning. (n.d.) *What is decolonization? What is Indigenization*? Queen’s University: Kingston, ON. https://www.queensu.ca/ctl/teaching-support/decolonizing-and-indigenizing/what-decolonizationindigenization


Johnston, R., Mohammed, A., & Van der Linden, C. 2020. Evidence of Exacerbated Gender Inequality in Child Care Obligations in Canada and Australia During the COVID-19 Pandemic. *Politics & Gender*, 1-16. doi:10.1017/S1743923X20000574


Unmasking Gender Inequity. (2020). *BC Women’s Foundation*. [Link](https://www.unmaskgenderinequity.ca/)


APPENDIX A

Tools and Frameworks
### A.1 TOOLS AND FRAMEWORKS

<table>
<thead>
<tr>
<th>Tools/Frameworks</th>
<th>Examples and Further Reading</th>
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| **Organizational Needs Assessment** | • The District can undertake an Organizational Needs Assessment to evaluate past and current initiatives, as well as to establish a baseline for future evaluations.  
                                | • The Alberta Urban Municipalities Association (AUMA) has developed a *Measuring Inclusion Tool for Municipal Governments* (2019). The tool helps local governments to identify areas where it can become more inclusive across services areas, including leadership, housing, transit, and engagement.  
                                | **Establishing a Framework** | • This report has leveraged resources in the Government of Canada’s GBA+ tool to apply a social equity lens on the OCP key topic areas. The GBA+ framework provides an intersectional feminist lens to support equitable service delivery across government functions. Local governments seeking to establish a strategic framework to embed social equity within their functioning can access the Government of Canada’s GBA+ free online training, resources and guides.  
                                | • The Canadian Commission for UNESCO has developed toolkits around the role of municipalities in topics such as youth engagement, welcoming immigrants and refugees to Canada, and reconciliation with Indigenous peoples. These toolkits provide pathways for advancing social equity across municipal functions and highlight examples of good practices from Canadian municipalities that are members of the Coalition of Inclusive Municipalities.  
                                | https://en.ccunesco.ca/resources#f:_60C90EF1-0D93-4807-8C4D-7E7DC8F68595=[Toolkit]  
                                | **Principles of Data Collection** | • **Engaging People with Lived and Living Experiences**  
                                | In partnership with people with lived and living experiences (peers), the British Columbia Centre for Disease Control has developed best practices around how to ethically and equitably engage with peers, including guidelines around fair compensation.  
                                | www.bccdc.ca/our-services/programs/peer-engagement  
                                | • **OCAP Principles**  
                                | OCAP (Ownership, Control, Access, and Possession) is a set of
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<tr>
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<th>Examples and Further Reading</th>
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<tr>
<td><strong>First Nations principles</strong> that “assert First Nations have control over data collection processes, and that they own and control how this information can be used”. <a href="https://fnigc.ca/ocap-training/">https://fnigc.ca/ocap-training/</a></td>
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<tr>
<th><strong>Planning for Equity, Diversity, and Inclusion</strong></th>
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<tr>
<td>• The City of Calgary has developed a Gender Equity, Diversity and Inclusion Strategy that provides strategic actions for advancing equity through four key topic areas: leadership accountability; data-informed decision-making; addressing barriers to participation; and education and awareness. <a href="https://www.calgary.ca/csps/cns/gender-equality-week.html?redirect=/gender">https://www.calgary.ca/csps/cns/gender-equality-week.html?redirect=/gender</a></td>
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<th><strong>Implementing Equity</strong></th>
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<tr>
<td>• The Alliance for Innovation has compiled a list of some American cities that have integrated racial equity into their budgeting process. <a href="https://www.transformgov.org/programs-and-projects/racial-equity-budgeting-tools">https://www.transformgov.org/programs-and-projects/racial-equity-budgeting-tools</a></td>
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<td>• The City of Winnipeg recently adopted its Welcoming Winnipeg: Reconciling our History Policy. The Policy creates a guideline for creating new names, as well as creating additions to (e.g., a plaque acknowledging the harmful impacts of a person or event) or removing existing names. A Committee of Community Members was established to help Council make decisions on applicants related to the renaming of historical monuments, place names, and street names. <a href="https://winnipeg.ca/Indigenous/welcomingwinnipeg/default.stm">https://winnipeg.ca/Indigenous/welcomingwinnipeg/default.stm</a></td>
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<tr>
<td>• The City of Edmonton is creating a Gender-Based Analysis Plus (GBA+) and Equity Toolkit to guide administration as they draft new zoning legislation. The toolkit was developed after significant community consultation, including with people with lived and living experiences. This initiative extends from the City of Edmonton’s work in developing The Art of Inclusion: Our Diversity &amp; Inclusion Framework. <a href="https://www.edmonton.ca/city_government/urban_planning_and_design/equity-and-the-zoning-bylaw.aspx">https://www.edmonton.ca/city_government/urban_planning_and_design/equity-and-the-zoning-bylaw.aspx</a> <a href="https://www.edmonton.ca/city_government/documents/PDF/DI_ArtofInclusion_Final.pdf">https://www.edmonton.ca/city_government/documents/PDF/DI_ArtofInclusion_Final.pdf</a></td>
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<th><strong>Measuring Impact</strong></th>
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<td>• The City of Toronto has recently adopted a Data for Equity Strategy to collect and analyze high quality, disaggregated socio-demographic data. This data will be used to ensure decision making, planning, development, and service delivery is evidence-based, equitable, and inclusive, particularly for Indigenous, Black, and equity priority groups. A key aspect in advancing social equity is the establishment of social equity</td>
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<td>Tools/Frameworks</td>
<td>Examples and Further Reading</td>
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