



ADMINISTRATIVE REPORT

Report Date: November 21, 2016
Contact: Mary Clare Zak
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Meeting Date: November 30, 2016

TO: Standing Committee on Policy and Strategic Priorities

FROM: General Manager, Community Services

SUBJECT: Downtown Eastside Community Economic Development Strategy
(DTES CED Strategy) Phase II

RECOMMENDATION

- A. THAT Council approve the DTES CED Strategy (Phase II) as set out in Appendix B.
- B. THAT subject to approval of Recommendation A, Council approve four (4) grants totalling \$258,879 as outlined in table 1 of this report; source of funding is the 2016 DTES Capital Budget.
- C. THAT subject to approval of Recommendation A, Council approve the use of \$94,621 to fund feasibility studies and program development to assist in creating the work-plan for Phase III of the DTES CED Strategy (Long-Term Initiatives); source of funding is the 2016 DTES Capital Budget.

Recommendations B authorizes a grant and requires eight affirmative votes for approval.

REPORT SUMMARY

This report recommends adoption of a DTES Community Economic Development Strategy (Phase II) that was co-created by staff and the Community Economic Development Strategic Action Committee (CEDSAC) between February and October of 2016.

CEDSAC is made up of 35 community groups, businesses and other local stakeholders. The strategy contains nine *Core Ideas* and twenty-two actions, and is built on several years of partnerships supporting social innovation, social enterprise and other local economic initiatives in the DTES.

Phase I (adopted in June 2015) included the City's purchase of 501 Powell Street for future social housing and to create a low barrier employment 'hub' that provides a permanent space for the Street Market and operating funds. The site also hosts Portland Hotel Society Urban Farm and other activities to support low-income residents. The Market will continue to operate on the first floor of the site when the property is redeveloped.

Central to the Phase II vision is the creation of a full range of employment and income generation opportunities that are open regardless of gender, ethnicity, age or ability, with a view of the local economy as a continuum of opportunity from survival-work to formal employment. Further, the report recommends funding for eight (13) key projects that will inform longer-term initiatives as well as community implementation and monitoring of this shared vision for the local economy.

Table 1: DTES CED Strategy Phase II Recommended Funding Summary

Funding Recommendations	Total Funding
Quick Start Projects (Rec B) <ol style="list-style-type: none"> 1. \$150,200 to <i>Vancity Community Foundation</i> to support CEDSAC in Building Capacity and Developing Tools and Programs so that the CED Strategy implementation is tracked and monitored¹ 2. \$69,800 to <i>The Binnars' Project</i> to design, prototype and build safe and functional carts for self-employed low-income binnars 3. \$22,379 to <i>EcoTrust Canada (LEDLab)</i> for a Low-Income Self-Employed Needs Assessment project to understand the range of income generating activities undertaken by the DTES residents and actions to better support them 4. \$16,500 to the Sex Work Exiting and Transition Consortium of Vancouver for participant supports to address the survival needs of sex workers who are seeking options to transition into alternative employment 	Recommendation B \$258,879
Feasibility Studies and Program Development (Rec C) <ol style="list-style-type: none"> 1. \$25,000 to study potential incentives and other policy tools to align retail and industrial revitalization program with SIA, DTES Plan, Healthy City Strategy and City of Reconciliation Goals and Targets (RFP) 2. \$25,000 to study the feasibility and business case of an Import Substitution and Planned Manufacturing initiative to assist in improving material fulfilment of future Community Benefits Agreements (RFQ) 3. \$25,000 to engage community stakeholder groups to develop DTES residents with barriers & youth leadership development program for non-profit and small business sectors (RFEOI) 4. \$19,621 for a Design Charrette for 501 Powell Street CED Platform (RFQ) <i>Future needs for Street Market, Binnars, PHS Urban Farm in future VAHA development site</i> 	Recommendation C \$94,621
Total Allocation from 2016 DTES Capital	\$353,500

¹ For a more detailed itemized budget of capacity building and program development actions see table #8 on page 10 of this report. Within this grant to Vancity/CEDSAC are six initiatives/actions.

Staff will report back to Council in mid-2017 with additional funding allocation recommendations to implement Phase III *Long-Term Actions*, including various public spaces stewardship and activation ideas to create an enhanced business environment that are being explored by local BIAs and CEDSAC.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Innovation Fund Recommendations to support Healthy City Strategy Action Plan (2015-2018) Implementation, including funding for a CED staff coordinator for 2 years - June 2016
- Truth and Reconciliation Commission Recommendations and City Actions - 2015
- Healthy City Strategy - October 2014
- City of Reconciliation Framework - July 2014
- Mental Health and Addictions Task Force Priority Actions - September 2014
- DTES Community Economic Development Strategy: Phase I - June 2014
- DTES Plan, DTES Social Impact Assessment, and Council motion directing staff to facilitate a DTES Community Economic Development Strategy- March 2014
- Social Enterprise Development Project Grant, Innovation Fund Grants to VanCity and Potluck Café Society - May 2013
- Housing and Homelessness Strategy - June 2011

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends APPROVAL of the foregoing.

Phase II of the Downtown Eastside CED Strategy (January 2017 - August 2017) solidifies a foundation that the City, communities and industries have been collectively building towards over the past two years, in order to improve the economic health of the DTES and reduce poverty in its communities.

Extensive community workshops, roundtable discussions and committee deliberations throughout 2016, examined this range of work and identified major opportunities that can be leveraged through better coordination, capacity building, and key investments in programs and projects. The outcome of which is a broadly informed and focused strategy that the community is well positioned to implement and monitor with support from the City.

This collection of strategic initiatives helps to achieve goals and targets in the DTE Plan, lends support to the Mayor's Task Force on Mental Health and Addictions priorities, incorporates City of Reconciliation and Truth and Reconciliation actions, and helps reach objectives of the Healthy City Strategy; in particular poverty reduction and creating environments for all to thrive in.

The strategy signals Vancouver's continued leadership in CED in North America. As a City, it provides a comprehensive and cohesive vision to engage senior levels of government, other funders, partners, and residents on, as we continue committing to the potential of the DTES to be a healthy, safe, and inclusive community with opportunities for all.

REPORT

Background/Context

In March 2014, Council directed staff to facilitate the creation of a Community Economic Strategy for the DTES, along with its adoption of the DTES Plan (see Appendix A for the full motion).

Prior to Council's 2014 direction, several efforts were made to improve the DTES economy and create jobs for residents. In 2004 a DTES Economic Revitalization Strategy was launched as part of the Vancouver Agreement². This strategy brought together all three levels of government, the private sector and non-profit partners to provide training and supported employment to low income residents. Community Benefit Agreements were also piloted leading up to the construction of the 2010 Olympic Village at Southeast False Creek.

Federal funding for the 2004 Strategy ended in 2012. Between 2012 and present, a number of CED initiatives have been tested and implemented, but in a more ad hoc and often reactive fashion. Examples of these City supported initiatives from 2012 until present are identified in Table 2.

Table 2: City Supported Initiatives from 2012 to 2016

Year	City Initiative
2012	<ul style="list-style-type: none">• \$300,000 innovation grant to Vancity Portfolio Program built capacity for social enterprises and provided over 150 people with barriers to employment with jobs• \$80,000 innovation fund grant to Potluck Café to help create Recipes for Success program - the first its kind in Canada - providing employers with guidance to help workers with employment barriers to maintain employment
2014	<ul style="list-style-type: none">• Partnership with Vancity Community Foundation to refurbish 312 Main Street as a Social Innovation Hub
2015	<ul style="list-style-type: none">• CED Strategy Phase I, June 2015 report that includes the City's acquisition of 501 Powell Street for future social housing, used currently as a "Low barrier CED Hub" for the DTES Market and PHS Urban Farm
2016	<ul style="list-style-type: none">• DTES Women's Market pilot and a Mobile Vending Cart pilot• Request for Proposals issued for 65 West Hastings (The Lux) a ground floor city owned Commercial Retail Unit to centralize access to low-barrier employment, volunteerism, peer support, and other purposeful activities. Funding is being brought forward through the 2017 Operating budget process. Staff will seek Council approval to enter into lease terms with an operator in 2017.

² The 2004 Strategy evolved out of various reports undertaken by the City and partners: 1998 report "Building a Future Together"; 1999 report "Downtown Eastside Revitalization Initiative" (Vancouver Economic Development Commission); 2001 report "Revitalizing Vancouver's DTES: Outcomes from the Future Search Conference, March 2001 (Vancouver Agreement).

The City's Engineering Department has also granted funds for supplementary street cleaning services in the DTES and other high demand areas throughout the City, providing 32,000 work hours to over 400 individuals with barriers to traditional employment. In 2016, \$660,000 in grants were given to four organizations for supplementary street cleaning services with a further \$35,000 to The Binnners' Project to support expansion and development of various waste diversion initiatives involving the binning community.

Integrated Graffiti Management/Street Activities has also incorporated Social Sustainability goals into contracts for graffiti removal services for the City and Parks Board. Since 2014, this has resulted in over 6,630 of work hours provided to 'People with barriers to employment' in partnership with Coast Mental Health generating approximately \$100,000 of income to residents with barriers to employment.

The CED Strategy builds on these past initiatives and incorporates those currently underway.

CED Strategy Goals and Targets:

Goals and targets for the implementation of the CED Strategy will reflect those established in the DTES plan, the Healthy City Strategy and the City's City of Reconciliation and Truth and Reconciliation commitments as described in tables below.

➤ DTES Plan Focus Areas and Targets

Table 3: The Four "Focus Areas for Action" in the DTES Plan's Chapter 10 Local Economy

1. Inclusive Employment	2. Enhance Local Serving Retail
3. Attract New Businesses	4. Retail Local Serving Businesses

Table 4: Key Targets by 2044 in the DTES Plan's Chapter 10 Local Economy

Metric	Baseline	DATE: Target	Comment
Number of Businesses & Industries	2,800	Retain 2,800 businesses/ additional growth of 3-5% (2014-2044)	Approximately 84 to 140 new businesses over the life of the plan (30 yrs)
Vacancy Rate	24.5%	Reduce vacancy rate by half	Approximately 67 storefronts out of a 135 currently vacant (2016)
Jobs in DTES	19,500	23,000 (2014-2044)	
Unemployment Rate	11.3 %	Parity with rest of Vancouver	Estimated 5% if Vancouver economy stays healthy and stable barring any disruptive labour automation or other impacts
Local Employment Rate	13%	Increase local jobs by 1,500 over 10 years	Full-Time and Part-Time jobs not differentiated in census

➤ Healthy City Strategy Goals and Targets

Two of the Healthy City Strategy's thirteen goals are most relevant to the CED Strategy:

- Making Ends Meet and Working Well
- Being and Feeling Safe and Included

Targets related to these goal areas are described in table 5 and 6 respectively.

Table 5 Healthy City Strategy Targets

Metric	Baseline	20144 Target
Median Income	Median DTES Income (2006) \$13,691 (up from \$10,393 in 2000) compared to a City-Wide Median Income (2006) of \$24,625 ³	Increase by at least 3% every year
Poverty Rate	61% of DTES residents live below the poverty line (21% City-wide)	Reduce poverty rate by 75%
Sense of Community Belonging	58% DTES (54% City-wide)	Increase sense of belonging by 10%

Table 6: City of Reconciliation & Truth and Reconciliation Goals related to local economy

1. Increase Aboriginal ownership of business assets, including social enterprise, retail and light industrial by examining potential incentives and including urban Aboriginal entrepreneurship and cultural spaces as social purpose real estate priorities
2. Help build the capacity of local Aboriginal organizations to engage on social hiring and social procurement in partnership with community centres and Aboriginal organizations
3. Create opportunities for career advancement for Aboriginal youth, particularly youth at risk in the non-profit, and community social services career space
4. Continue engaging local First Nations and urban Aboriginal organizations on Aboriginal Economic Development opportunities
5. Increase awareness of and inclusion of Indigenous protocols and customs and seek ways to incorporate Indigenous economic ideas and values in local economy goals and outcomes

Strategic Analysis

The DTES has been recognized for years as an area with entrenched poverty and seemingly intractable challenges, but it is in fact a collection of communities filled with incredible skill, knowledge, ambition and creativity. People in the DTES are working or doing purposeful activity every day, just not always in the most normal, safe or structured of environments. By strengthening the connections along an employment continuum with community partners, we can work to create pathways so that more residents can thrive, and not just survive, by helping them navigate the local economy and find the most promising opportunities for where they are at in their lives and careers.

³ [Census](#) Canada

The October 2014 Council motion to approve the DTES Plan (Attached as Appendix A) recognized the need for a coordinated approach to community economic development. The CED strategy articulates that coordinated approach and builds on both past and current efforts to improve the health of the local economy. Support in coordinating, implementing and monitoring the range of work already going on, and to develop the various new initiatives identified in the strategy will help the community and the City to be more proactive and less reactive about community economic development, while new partnerships and collaborations highlighted in the strategy are opening up exciting possibilities to explore and develop further.

With so many large institutions, major development projects, the presence of a diverse and accomplished social enterprise and non-profit sector, the DTES is well positioned to increase things like social procurement, and social hiring, to help reach the range of goals in the DTES Plan, Healthy City Strategy and other important City initiatives.

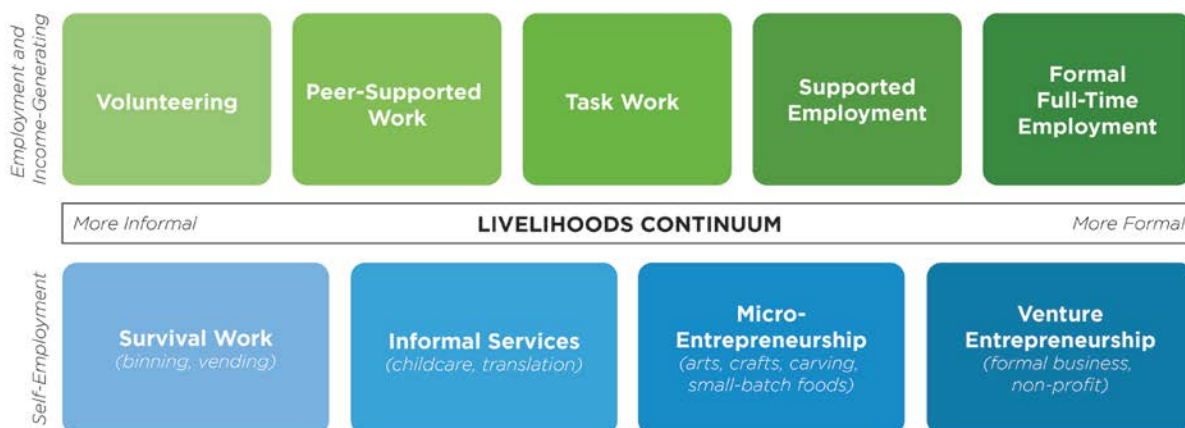
The draft CED strategy (Attached as Appendix B) seeks to improve connections between existing assets and community partners to improve income and livelihoods of DTES residents. It does this through a collection of 22 actions situated within nine Core Ideas.

This report will support in total approximately 15 of those actions, identified by CEDSAC as priorities requiring resources to design, develop and implement. Some of the remaining actions may require additional support in Phase III (Mid 2017) while others can be implemented with existing community resources. Phase III is anticipated to begin in mid-2017 once program development questions have been addressed by the research and feasibility studies recommended in this report (Recommendation C).

The 9 CORE IDEAS of the CED Strategy

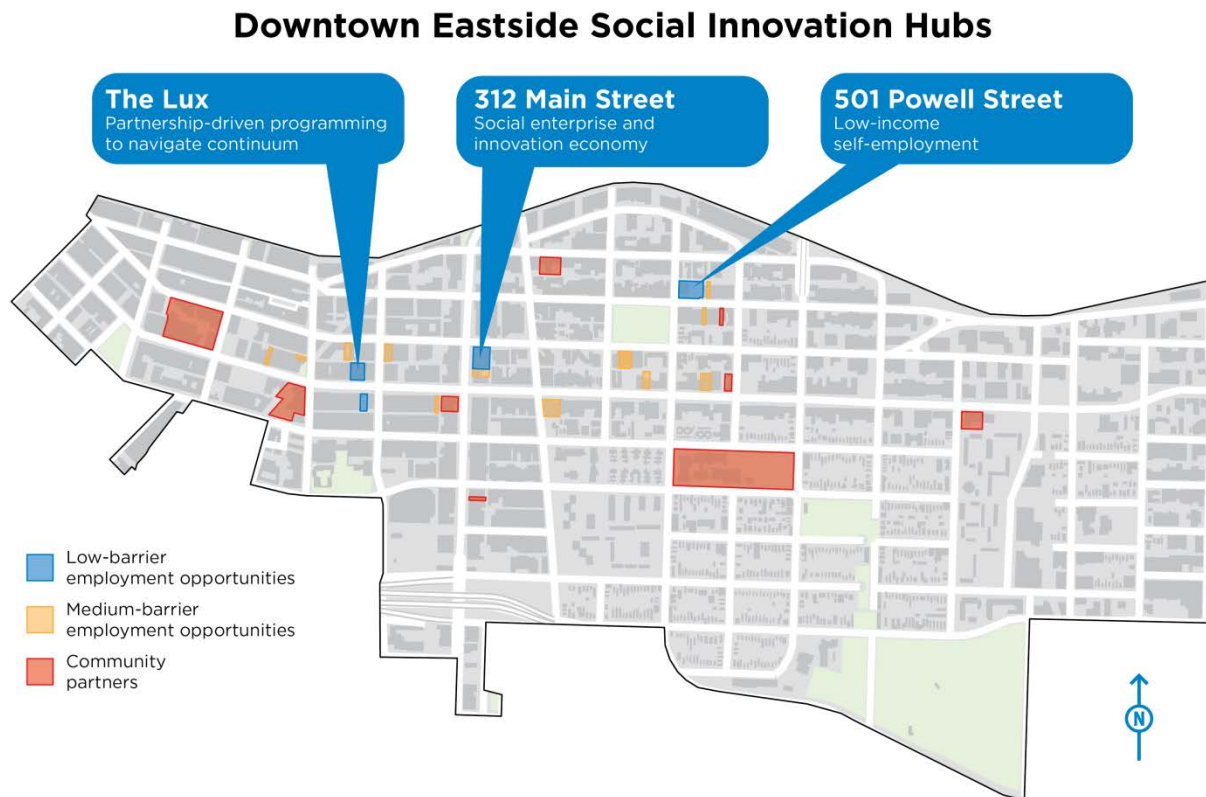
- 1) Seeing the local economy as a *Livelihoods Continuum*, where employment and income generating opportunities are sought, and creating pathways connected through nodes of activity (Social Innovation Hubs) that strengthen the links along that continuum.

Figure 1: The DTES Livelihoods Continuum



- 2) Acknowledging the important role of *Low-Income Self-Employment* and *Inclusive/Supported Employment* along that continuum, through which DTES residents make ends meet in the face of stagnant welfare rates or limited earnings exemptions, both of which have been identified as contributing to “poverty traps”
- 3) Practicing an *Asset Based Approach* to CED that leverages community strengths and resources and maximizes emerging opportunities. DTES assets include but are not limited to:
 - A mature and developed social enterprise sector that is well positioned for growth and diversification
 - Nearby major “Anchor Institutions” that collectively spend several hundred millions of dollars a year on goods, services and wages (Universities, Colleges Hospitals, Port etc.)
 - A diverse and creative local population engaged in a range of self-employment, entrepreneurship, organizing, advocacy and capacity building
 - City-owned properties where CED Programming is already taking place or scheduled to soon (501 Powell St, 312 Main St, The Lux etc.)
 - Community Centres, a Neighbourhood House and a talented non-profit social services sector developing actions in response to community needs
 - Four local Business Improvement Associations representing over 2,000 businesses and with budgets collectively totalling more than \$1.8 million
 - Potential Community Benefits Agreements that can direct local procurement to DTES businesses, industries and social enterprises, and provide local job opportunities for marginalized residents within major developments anticipated in immediately adjacent areas (False Creek Flats, Northeast False Creek etc.)
- 4) Animating *Social Innovation Hubs* with CED Partnerships and Initiatives. These *Social Innovation Hubs* are nodes of activity along the *Livelihoods Continuum* where community partners are able to find the appropriate opportunities for residents (low-barrier or medium-barrier employment and income generating opportunities, support for forms of low-income self-employment) and assist them to navigate pathways to other opportunities along that Continuum. Examples of *Social Innovation Hubs*, include 312 Main Street, 501 Powell Street, 62 West Hastings Street, and 65 West Hastings St (The Lux) where partnership driven CED programming and projects are taking place or are in the process of developing.

Figure 2: Location of Social Innovation Hubs and other Community CED Assets in the DTES Planning Area providing Low-Barrier and Medium-Barrier employment and income generating opportunities



- 5) Addressing Community Retail Needs through *Social Purpose Real Estate* Collaborations and exploring other incentives to retain important community assets that are under threat of displacement while attracting new ventures to the area that fit with resident needs
- 6) Increasing Incomes and Reducing Poverty by making connections between advocacy work on poverty with work to create inclusive low-barrier income and employment opportunities appropriate to a range of residents
- 7) Leveraging Community Benefits Agreements to Grow the Social Enterprise Sector and Revitalize Industrial Lands by exploring ways to help further localize the labour, services and material procurement needs of major development projects expected in the near future
- 8) Stewardship and Activation of Public Spaces to create animated, inclusive and engaging public spaces that support an enhanced business environment
- 9) Building Organizational Capacity and Fostering Partnerships to assist the community in implementing and monitoring the plan, developing further programming and projects and communicate success and learnings

ACTIONS AND RECOMMENDED FUNDING:

A total of \$353,500 in grant funding is recommended to implement Phase II of the CED Strategy to support the strategic 23 actions, this includes:

- Six (6) Quick Start Projects to aid in program development, capacity building and implementation of the strategy as identified in Recommendation B

Table 7 Itemized Vancity Community Foundation Grant to Assist CEDSAC with CED Strategy Program Development and Implementation (Recommendation B - Quick Start Project #1)

Funding Recommendation (Recommendation B - Quick Start Project #1)	Funding
Implementation Partner: Vancity Community Foundation and TBD Research into alternative governance models, Capacity building and partnership development to help CEDSAC and partner organizations implement and monitor strategy	\$50,000
Implementation Partner: TBD as per the discretion of CEDSAC Development of Collective Impact Framework and Collaborative Leadership Model	\$20,000
Implementation Partner: Buy Social Canada and CEDSAC CBA Working Group Continue Incubating and developing Community Benefit Agreement (CBA) multi-party co-creation model	\$10,000
Implementation Partner: BC Poverty Reduction Coalition/Round Table on Poverty Reduction Support and facilitate advocacy coordination with City and Community on Social Assistance and other Income and Poverty related areas	\$25,000
Implementation Partners: Strathcona, Gastown and Hastings Crossing BIA Strengthen the Employment Continuum Through Local Businesses Project	\$10,200
Implementation Partner: Buy Social Canada Development of Social Procurement and Social Hiring engagement strategy (CEDSAC)	\$25,000
Administrative Costs for serving as administrative backbone for CEDSAC	\$10,000
TOTAL	\$150,200

- Three (3) Recommendation B quick start projects to be launched immediately by Implementation Partners on CEDSAC

Table 8 Recommendation B Quick Start Project #2

Funding Recommendation (Recommendation B - Quick Start Project #2)	Funding
<p>Implementation Partner: The Binnners' Project</p> <p><i>The Binnners' Project</i> Universal Cart program (Quick Start Project #2)</p> <p>To design, prototype and build safe and functional carts for self-employed low-income binnners</p>	\$69,800

Table 9 Recommendation B Quick Start Project #3

Funding Recommendation (Recommendation B - Quick Start Project #3)	Funding
<p>Implementation Partner: EcoTrust Canada (LEDLab)</p> <p>A Low-Income Self-Employed Needs Assessment project to understand the range of income generating activities undertaken by the DTES residents and actions to better support them</p>	\$22,379

Table 10 Recommendation B Quick Start Project #4

Funding Recommendation (Recommendation B - Quick Start Project #4)	Funding
<p>Implementation Partner: Sex Work Exiting and Transition Consortium of Vancouver</p> <p>Participant supports to address the survival needs of sex workers who are seeking options to transition into alternative employment</p>	\$16,500

- Two (2) feasibility studies regarding potential programs and projects

Table 11 Recommendation C Feasibility Study #1

Funding Recommendation (Recommendation C - Feasibility Study #1)	Funding
<p>Study potential incentives and other policy tools to align retail and industrial revitalization program with SIA, DTES Plan, Healthy City Strategy and City of Reconciliation Goals and Targets (RFP)</p>	\$25,000

Funding Recommendation (Recommendation C - Feasibility Study #2)	Funding
To study the feasibility and business case of an Import Substitution and Planned Manufacturing initiative to assist in improving material fulfilment of future Community Benefits Agreements (RFQ)	\$25,000

- One (1) RFEI

Funding Recommendation (Recommendation C - RFEI for Program Development)	Funding
To engage community stakeholder groups to develop DTES residents with barriers & youth leadership development program for non-profit and small business sectors	\$25,000

- One (1) design charrette for one of the Innovation Hub sites

Funding Recommendation (Recommendation C - RFEI for Program Development)	Funding
501 Powell Street CED Platform (RFQ) <i>Future needs for Street Market, Binners, PHS Urban Farm in future VAHA development site</i>	\$19,621

PHASE II COMMUNITY ECONOMIC DEVELOPMENT STRATEGY	Total Funding
Recommendations B (Quick Start Projects) & C (Feasibility studies and program development)	\$353,500

Many other actions in the CED Strategy are already underway, have the resources currently and do not require immediate funding, or will be further costed and resource needs identified for their implementation in Phase III of the Strategy (2017). Most of these actions are dependent on partnerships and collaboration, and a hierarchy of organizations taking the Implementation Lead are included in the column to the right of the table. The first organization listed having most responsibility to lead. When "CEDSAC" is listed this denotes the committee itself as a whole, but similar to the Quick Start projects, one of CEDSAC's working groups, an individual CEDSAC member, or combination of CEDSAC members will be identified to take the lead as per project needs.

The entire list of 23 actions is as follows:

No.	Action included in Recommendations B & C funding	Implementation Lead
1	Create a Social Procurement Business and Job Development Program	CEDSAC/Buy Social
2	Strengthen the Employment Continuum through Local Businesses Project (Quick Start)	DTES Business Improvement Areas/CEDSAC
3	Conduct a Needs Assessment for DTES Low-Income Self-Employed Individuals (Quick-Start)	LEDLab (EcoTrust Canada)/ CEDSAC
4	Invest in infrastructure and capital supports for Binners and Vendors “Universal Carts” and Recycling Satellite Depots (Quick Start)	The Binners’ Project/CEDSAC
5	Engage in a design charrette for 501 Powell Street “CED Platform 2.0”	CEDSAC/DTES Market & PHS Farm
6	Design and Implement an Anchor Institution Strategy	CEDSAC
7	Connect the work of CEDSAC to the recently convened Poverty Reduction Table (Quick Start Project)	Poverty Reduction Table/CEDSAC
8	Support Sex Workers to Transition into new income and employment opportunities (Quick Start)	Sex Workers Transitioning Consortium/CEDSAC/COV
9	Re-localize purchasing options for development and construction through partnerships in Planned Manufacturing and Import Substitution	COV/CEDSAC
10	Create a Collective Impact Measurement Framework and Collaborative Leadership Model	CEDSAC
11	Develop a Social Procurement Directory	CEDSAC
12	Explore Economic Revitalization Incentives that help reach Social Policy Goals	City of Vancouver/CEDSAC
13	Pilot a Multi-Party Engagement Process for Community Benefits Agreements	CEDSAC/ Buy Social Canada/COV
14	A Shared Advocacy Action Calendar (Quick Start Project)	COV/Poverty Reduction Table/CEDSAC

	Actions where potential costing and resource needs will be identified in Phase II	
15	Explore changes to waste stream infrastructure that create low-barrier green jobs	DTES BIAs/COV/CEDSAC
16	Convene a Vancouver Social Procurement Round Table	CEDSAC/City
17	CIRES A Social Purpose Real Estate Collaboration	CIRES/CEDSAC
18	Invest in public realm improvements and ensure public spaces are accessible, inclusive, safe and animated	DTES BIAS/COV
19	Continue Supporting Social Purpose Real Estate Investments to Create and Strengthen Links along the Livelihoods Continuum	City of Vancouver (COV)
20	Engage community partners on a vision for pedestrian activation of select streets and alleys	COV/DTES BIAs/CEDSAC
21	Identify future opportunities for Heatley Overpass Removal and Site Activation	COV/CEDSAC
22	Continue supporting programming in Social Innovation Hubs to aid in socially inclusive retail revitalization	City of Vancouver
23	Continue supporting Community Retail Trends Research to inform CIRES of community impact retail priorities	CIRES/CEDSAC

Implications/Related Issues/Risk (if applicable)

Financial

A total of \$353,500 will be required to implement the various strategies and actions of Phase II of the DTES CED Strategy. The source of funding is the 2016 DTES Capital Budget.

Leveraging

During the CED Co-Creation Process community partners began committing resources towards Phase II projects and programs including:

\$10,000 Simon Fraser University Community Economic Development Program

Economic Development and Reconciliation Event co-hosted by the City and SFU

\$7,333 EcoTrust Canada/LEDLab

Towards the project Low-Income Self-Employed Needs Assessment

\$40,000 Buy Social Canada

Towards social procurement and CBA engagement related work granted to Vancity Community Foundation on behalf of CEDSAC (Capacity building, program development and implementation)

Staff and CEDSAC members have already begun approaching other funders regarding a range of projects contained within the draft strategy. If approved by Council an engagement process with these funders will continue in order to secure commitments for Phases II and major initiatives to be launched, if feasible, in Phase III.

Environmental

Aspects of the CED Strategy support goals in the Greenest City Action Plan around green job creation, waste diversion, recycling and circular economy.

CONCLUSION

If successful, the CED Strategy can help us move collectively beyond crisis response, to long-term actions that help reach goals in the DTES Plan, Healthy City Strategy, City of Reconciliation Framework and work underway on Mental Health and Addiction and Poverty Reduction.

By utilizing the impressive range of talent, local assets, knowledge and experience available in the community the City's resources can help community partners achieve these outcomes by enhancing the range of work already underway in the DTES and assisting in the development of new programs and projects to fill gaps and build towards major opportunities in the near future.

APPENDIX A: October 2014 Council Motion regarding the DTES Community Economic Development Strategy

STANDING COMMITTEE OF COUNCIL
ON CITY FINANCE AND SERVICES⁴
MARCH 12, 14 AND 15, 2014

MOVED by Councillor Reimer
THAT the Committee recommend to Council

A. THAT Council approve the Downtown Eastside Local Area Plan (“ the Plan”) as contained in Appendix A of the Policy Report dated February 24, 2014, entitled “Downtown Eastside Local Area Plan”, and thank the Co-chair organizations (Building Community Society and Downtown Eastside Neighbourhood Council), the Local Area Plan Process Committee members for their outstanding commitment and support over many voluntary hours to help create the Plan, and staff for their extraordinary commitment and dedication in supporting the Downtown Eastside community to develop the first-ever comprehensive community plan for this diverse and complex community.

B. THAT Council direct staff to proceed with the implementation of the Plan, including the implementation strategies and Action Plan described in the Plan and contained in Appendix B of the Policy Report dated February 24, 2014, entitled “Downtown Eastside Local Area Plan”, and recognizes further planning work needs to be prioritized for the following areas:

- Local Economy: properly coordinate and resource the implementation strategies such that a coherent community economic strategy is created for the DTES that recognizes Hastings Street as the local shopping street to reconnect the neighbourhoods and their economic hubs, and recognizes the need to plan appropriately for the preservation of industrial lands.
- Arts & Culture: develop a plan, in conjunction with Cultural Services and recognizing the need for a community arts approach, that outlines and costs out the arts and culture needs for the Plan. • Aboriginal Health & Wellness Centre: direct staff to report back to Council with a strategy aimed at engaging needed partners in an Aboriginal Health and Wellness Centre as described in section 6.14.3 of the Plan.
- Aboriginal Health & Wellness Centre: direct staff to report back to Council with a strategy aimed at engaging needed partners in an Aboriginal Health and Wellness Centre as described in section 6.14.3 of the Plan.
- Advocacy Strategy: develop an advocacy strategy that clearly outlines which actions in the Plan require funding or legislative changes from senior levels of government to be fully realized or achieved on an accelerated timeline including, but not limited to: funding for housing (social, scattered sites, and rental supplements), raising income assistance rates, supporting seniors with language barriers in accessing social housing; and needed changes to the Residential Tenancy Act to protect residents in SROs and supportive housing residents.

⁴ FINAL MOTION AS AMMENDED AND APPROVED, p14. Full report available at <http://council.vancouver.ca/20140312/documents/cfsc20140312min.pdf>

DTES Community Economic Development Strategy (Phase II)

CO-CREATED BY THE DOWNTOWN EASTSIDE COMMUNITY ECONOMIC DEVELOPMENT STRATEGIC
ACTION COMMITTEE (CEDSAC) AND CITY OF VANCOUVER

The DTES Community Economic Development Strategy is intended to help improve the lives of people living in the several neighbourhoods served by the DTES Local Area Plan, which are situated on the traditional and unceded homelands of the Coast Salish *xʷməθkʷəy̍əm* (Musqueam), *Səlilwətaʔ* (Tsleil-Waututh) and *Skwxwú7mesh* (Squamish) Nations. As guests in their territories we are grateful to them.



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Introduction

The Downtown Eastside Community Economic Development Strategy (DTES CEDS) was called for by Downtown Eastside Local Area Planning Committee members who believed a more comprehensive Local Economy chapter (Chapter 10) in the DTES Plan was needed to address issues of poverty, income inequality and the health of local serving businesses. The last Economic Revitalization Strategy for the area was created in 2004, as part of the Vancouver Agreement. While legacies of that strategy live on, no formally organized collective effort between the City, other levels of government, and DTES communities to improve the economic conditions of the DTES has existed since 2010. In response, upon approving the DTES Plan in March 2014, Vancouver City Council made the following amendment—mandating the creation of the Community Economic Development Strategy:

“Further planning work needs to be prioritized for the following areas:

Local Economy: properly coordinate and resource the implementation strategies such that a coherent community economic strategy is created for the DTES that recognizes Hastings Street as the local shopping street to reconnect the neighbourhoods and their economic hubs, and recognizes the need to plan appropriately for the preservation of industrial lands.”

In addition to the DTES Plan, the CED Strategy is directly informed by the Healthy City Strategy, DTES Social Impact Assessment, and the City of Vancouver’s ongoing work to implement recommendations from the Truth and Reconciliation Commission. Therefore, in addition to improving retail health along Hastings Street, and preserving Industrial Lands, targets and goals from these other policy documents are included in the CED Strategy.

About CEDSAC and the Process to Co-Create this Strategy

In February 2016 the call for neighbourhood and industry participation on a *Community Economic Development Review Committee* went out. The Committee was soon formed and working groups then developed within the committee to examine different areas of interest. These included Retail Gentrification and Social Inclusion, Incomes and Livelihoods and Community Benefits Agreements and Social Procurement. Business Improvement Areas met together with City staff to explore issues and opportunities as a working group too. In addition, the City partnered with Simon Fraser University’s Community Economic Development Program to hold a May 5th forum on Reconciliation and Economic Development. Building on this, workshops and roundtables inviting participation and input from community members were held on issues relating to urban aboriginal economic development, low-income self-employment, sex work, and the arts economy through August to October.

Input from other networks, associations and community organizing initiatives like The Vancouver Urban Core Community Workers Association and Our Place were also instrumental in providing additional perspective brought from their multi-stakeholder work with non-profit service providers and residents.

In many regards the months of work to co-create this strategy has provided an opportunity for the City to catch-up to the community in regards to the breadth and depth of Community

Economic Development related work already occurring in the DTES. Phase One of the CED Strategy now provides a foundation on which the City and communities in the DTES can start being more proactive about the many future opportunities identified through the process.

Thanks to initial support from the Great Beginnings Fund the process benefitted from having a Coordinator and Project Facilitator embedded in the community, reporting to and working closely with CEDSAC to support and inform City Staff. This iterative process yielded rich discussions about potential projects, programs and initiatives, and tangible Quick-Start actions that can begin right away.

Organizations Regularly Contributing to CEDSAC and Working Group Meetings:

Carnegie Community Centre, Carnegie Community Action Project (CCAP), DTES Neighbourhood House, Reboot, Megaphone Magazine, The Binnerns' Project, Potluck Café, Mission Possible Tradeworks Training Society, Inner City Economic Strategy /VEEES, EMBERS Staffing Solutions, Buy Social Canada, Aboriginal Live In Vancouver Enhancement Society (ALIVE), Vancouver Chinatown Revitalization Committee, Hua Foundation, Vancouver Chinatown Revitalization Committee (VCRC), Strathcona Resident's Association, Village Vancouver, UBC Learning Exchange, Open Door Group, Portland Hotel Society, Hastings Crossing Business Improvement Association (HXBIA), Chinatown BIA, Local Economic Development Lab (LEDLab - Facilitator, Process Design) with low-income residents sitting as representatives of four of these organizations.

Other key groups contributing input & feedback:

Vancouver Urban Core Community Workers Association, Our Place, Ray Cam Community Centre, Simon Fraser University (CED Program), Aboriginal Front Door Society, Gallery Gachet, Gastown BIA, Strathcona BIA, Hastings North BIA, DTES Market, Central City Foundation, Vancity Community Foundation, United Way of the Lower Mainland, the Transitioning Consortium for Sex Workers

Figure 3A community workshop exploring potential CED Strategy projects, policies and programs held by CEDSAC and Facilitated by LEDLab - an initiative of EcoTrust Canada and Simon Fraser University's RADIUS (Radical Ideas Useful to Society)



Policy Context

Economic Development and Community Economic Development in Vancouver

Economic Development in Vancouver is practiced formally through arms-length bodies like the Vancouver Economic Commission (VEC), but a range of other City Departments make policies, programs and decisions that also shape the conditions in which our city's economy develops. It is also important to recognize that a range of non-profits, agencies and advocacy organizations, some of them membership based, some of them client based, work on a range of issues relating to training, job creation and local businesses. Similar to other cities VEC supports prioritized industries and sectors that the city either already has a competitive advantage in or is competing with other cities to attract leading talent and investment in order to continue growing. In the Vancouver Economic Commission's own words:

"The Vancouver Economic Commission (VEC) works to position Vancouver as a globally recognised city for innovative, creative and sustainable business. We do this by strengthening our Tech, Digital Entertainment and Green Economy sectors through strategic programmes and initiatives that address each stage of the business growth continuum"⁵

The City's investment into creating a Community Economic Development Strategy for the DTES adds a new dimension to economic development work in Vancouver. Vancouver is often described as a City of Neighbourhoods. The health and diversity of neighbourhood retail, success of industries utilizing nearby industrial "employment lands", presence of community service providers, artistic and cultural venues, and access to inviting and inclusive public spaces are all foundational pieces of livable and economically healthy neighbourhoods.

While enjoying the strongest growth in terms of GDP of Canada's major cities and a comparatively low unemployment rate, Vancouver's median income is consistently one of the lowest of Canada's major cities. Increasing wages in the mid and higher earnings quartiles may statistically improve this, but will not result in a more affordable, livable city for the majority of Vancouverites, let alone lower-income residents and working families in the DTES.

The CED Strategy co-creation process invites us to consider the range of ways in which the City can continue partnering with communities and local industries to help ensure that economic growth doesn't benefit a limited pool of highly skilled labour while potentially putting strain on others. In order to do this, the Strategy builds on the core idea of a *Livelihoods Continuum* where a diverse range of residents engage in income generating and employment opportunities every day.

In response to mounting concern, the CED Strategy is also keenly focused on retaining those affordable, culturally accessible and socially inclusive businesses and non-profits that several thousand low-income residents and working families in DTES Neighbourhoods rely on. This work, while being different from that of the Vancouver Economic Commission, is complimentary. What has been learned in the DTES may also be applicable elsewhere in the city in the goal of ensuring Vancouverites can afford to live in the neighbourhoods they love. In doing so, they can enjoy *Being and Feeling Safe and Included* by *Making Ends Meet and Working Well*; two key goals of the Healthy City Strategy.

⁵ <http://www.vancouvereconomic.com/about/>

Mental Health, Addiction, and Poverty Advocacy

Vancouver, like other Canadian cities, is in the midst of a mental health and addiction crisis. It is also working to address an affordability crisis. Both of these challenges are felt most acutely in the DTES, and the connection between recovery and employment, even survival and employment, has been demonstrated by research at the BC Centre for Excellence in HIV/AIDS.⁶ In response, the CED Strategy includes advocacy work on housing and poverty reduction and other “social safety net” policies as an important part of this collective work to improve the economic security and health of individuals here.

In addition to recognizing the need for increases to welfare rates and other income supports the CED Strategy respects that low-income residents also try to get by as best they can and however they can. A range of *survival work* and informal income generation happens by necessity in the DTES because of things like stagnant welfare rates and restrictive earnings exemptions. Instead of considering these low-income self-employed individuals to be outside of the “normal” economy, the CED Strategy includes those activities along the Livelihoods Continuum. It seeks to better understand how to engage with residents in this space, to support them to be successful, and to create pathways to more formal employment and income generating opportunities for those who want them.

This is being done by investing in both infrastructure and programming to make those links between community health and economic opportunities on the Livelihoods Continuum stronger, clearer and more accessible.



Figure 4 The Lux Hotel, one of several "Social Innovation Hubs" where partnership driven programming will be developed and implemented as part of the CED Strategy, strengthening the connections between community health and economic

⁶ Employment predicts decreased mortality among HIV-seropositive illicit drug users in a setting of universal HIV care, Richardson, L. Kerr, T., Parashar, S., Montaner, J., Wood E., Milloy, M.J., (2014) *Journal of Epidemiology and Community Health*.

CED Strategy Key Performance Indicators

The DTES CED Strategy is built on a significant amount of previous work that the City and local communities have collectively engaged in. These policy documents have provided a set of metrics and targets that actions in the CED Strategy address.

DTES Plan Goals, Baselines and Targets (Chapter 10, p181)

With approximately 7,640 individuals on social assistance rates⁷ that provide \$610 per month for singles and \$910 for people on disability (including \$375 for shelter), the rate of persons falling below the low income measure continues to be much higher in the Downtown Eastside (61%), than citywide (21%). Between 2000 and 2012 cases increased by 13% in the welfare offices serving the Downtown Eastside while they decreased by 11% citywide. At the same time, from June 2007 (the last time social assistance rates changed) to April 2015, the Consumer Price Index in Metro Vancouver increased by almost 10%. With wages stagnant, income assistance falling further behind the cost of living, and purchasing power diminished, significant action is required. A new strategy has been needed for several years. The DTES goals and targets from the DTES Plan and Healthy City Strategy are shown in tables 1, 2 and 3. The impact areas identified in the Social Impact Assessment and goals of the City of Reconciliation Framework follow these.

Table 12 DTES Goals (Chapter 10 - Local Economy)

Inclusive Employment	Enhance Local Serving Retail
Attract New Businesses	Retail Local Serving Businesses

Table 13 DTES Plan Baselines and Targets (Chapter 10 - Local Economy)

Metric	Baseline	Target	Comment
Number of Businesses & Industries	2,800	Retain all 2,800 businesses/ additional growth of 3-5% (2014-2044)	Approximately 84 to 140 new businesses over the life of the plan (30 yrs)
Vacancy Rate	24.5%	Reduce vacancy rate by half	Approximately 67 storefronts out of a 135 currently vacant (2016)
Jobs in DTES	19,500	23,00 (2014-2044)	
Unemployment Rate	11.3 %	Parity with rest of Vancouver	Estimated 5% if Vancouver economy stays healthy and stable barring any disruptive labour automation or other impacts
Local Employment Rate	13%	Increase local jobs by 1,500 over 10 years	Full-Time and Part-Time jobs not differentiated in census

⁷ These are numbers referenced from the DTES Plan which utilized 2006 Census Data. Recent estimates put the number even closer to 10,000 as a crisis of inequality and affordability continues in Vancouver and across Canada.

The Healthy City Strategy Goals and Targets

Two sections of the Healthy City Strategy are most immediately relevant to the DTES CED Strategy. Found in the Healthy City Strategy - Four Year Action Plan 2015-2018 these are:

Making Ends Meet and Working Well (p20)
Being and Feeling Safe and Included (p24)

Table 14 Healthy City Strategy Goals and Targets

Metric	Baseline	Target	Comment
Median Income	Median DTES Income (2006) \$13,691 (up from \$10,393 in 2000) compared to a City-Wide Median Income (2006) of \$24,625 ⁸	Increase by at least 3% every year	
Poverty Rate	61% of DTES residents live below the poverty line (21% City-wide)	Reduce poverty rate by 75%	Addressing a poverty rate of 61% requires broad action that extends beyond employment, this is why connecting the CED Strategy to the work of the City's Round Table on Poverty Reduction, co-chaired by the City and the BC Poverty Reduction Coalition is so crucial. Many DTES advocacy organizations are members of the BC Poverty Reduction Coalition.
Sense of Community Belonging	58% DTES (54% City-wide)	Increase sense of belonging by 10%	The issue of retail gentrification and the loss of local arts and culture assets or non-profit service providers was identified in the CED co-creation process as a source of anxiety and concern for DTES residents

The DTES Social Impact Assessment

In order to identify community assets and community concerns about the experience of being a DTES resident, a Social Impact Assessment was conducted in 2011 in which 600 residents were interviewed and workshops with local organizations held. In April of 2013, the final report was published by staff indicating important policy and planning considerations as well as potential program areas regarding retail and public spaces in particular. Potential impacts of new developments on the low-income community in the DTES fall into seven key themes with *Our Livelihoods* being most immediately relevant to the DTES CED Strategy. These are displayed in figure 3.

⁸ [Census](#) Canada

DTES Social Impact Assessment	OUR LIVELIHOODS
Impact Area	Rationale
Retail Affordability and Access	More than half of all DTES residents are considered to have low-incomes and have very low purchasing power. DTES residents also rely heavily on shops and retail services that are close by because of transportation and other barriers. The ability to afford and access shops and retail services in their neighbourhood is vital to the long term tenure of vulnerable groups in the DTES. Furthermore, self-reported perceptions of exclusion from local shops/retail services affects general well-being and self-esteem. Access to affordable retail shops and services in the DTES would lead to better overall health and well-being outcomes for vulnerable groups.
Employment Opportunities	Over half of DTES residents are not part of the formal workforce. The availability of work opportunities for low-income residents (those who are capable of working) could lead to their future employment. Being employed can contribute to a better overall quality of life.
Local Hiring	Many vulnerable groups in the DTES face significant barriers to employment. The presence of local hiring practices could lead to better employment outcomes for these residents.
Low-Income Artist Space	Having space available for low-income artist work creation/sales is important for artists to remain in the neighbourhood over time. It could also affect their overall health and well-being.
Informal Economies	Informal economies are equally as important to vulnerable residents of the DTES as are formal ones are. They are often essential to people with low-incomes in order to make ends meet. Having general support for these is important to the financial stability of low-income community members.
Income Security/Financial Supports	Income security and financial supports such as income-assistance, low-barrier banks and credit in stores are important for residents with low incomes. The availability of such supports or space for such supports has a positive effect on the financial stability and overall well-being of vulnerable groups.

Figure 5 Social Impact Assessment: Our Livelihoods Impact Areas and Rationales

Interviews with residents further revealed the following gaps with nearly all of these addressed by this proposed CED Strategy:

- Employment (services, supports, centres, local hiring, employee regulations)
- Income security (low incomes, low purchasing power, high cost of living, high prices)
- Affordable shops, low-income supportive retail mix, anchor stores
- An organization where people can comfortably display, create and sell their art
- Local community (non-corporate or franchise) businesses
- 24-hour cafes and vending machines (not yet addressed)
- Respect for the underground economy (legitimizing binning and vending)
- Proper utilization of retail space and second floor spaces (Retail Continuity Supports and design guidelines currently being updated by staff)

The City of Reconciliation Framework

The City of Vancouver has committed itself to being a City of Reconciliation, and in so doing seeks ways to incorporate the recommendations of the Truth and Reconciliation Commission into our work as a local government. There are 94 Recommendations in the Report of the Commission, several of which pertain to local government and cities. The broad overarching goal of the City's Framework is to *"Form a sustained relationship of mutual respect and understanding with local First Nations and the Urban Aboriginal Community"* with a focus on three foundational components:

- Cultural competency
- Strengthening relations
- Effective decision-making

Through this the City's long-term goals are to:

- Strengthen local First Nations and urban aboriginal relations
- Promote aboriginal peoples arts, culture, awareness, and understanding
- Incorporate First Nations and urban aboriginal perspectives for effective City services

More specifically, in the context of the local economy, the CED Strategy aims to:

1. Increase aboriginal ownership of business assets, including social enterprise, retail and light industrial by examining potential incentives and including urban aboriginal entrepreneurship and cultural spaces as social purpose real estate priorities
2. Help build the capacity of local aboriginal organizations to engage on social hiring and social procurement in partnership with community centres and aboriginal organizations
3. Create opportunities for career advancement for aboriginal youth, particularly youth at risk in the non-profit, and community social services career space

The strategy recognizes that more work needs to be done to better understand the needs of urban aboriginal people in the DTES and to identify more opportunities to support urban aboriginal economic development there. Some immediate actions can be taken though in addition to the above directions.

During meetings on urban aboriginal concerns in the DTES cultural practices and protocol were noted as important areas where reconciliation could be supported and fostered. Examples included ensuring that gifts were provided to elders who performed ceremony and welcomes.

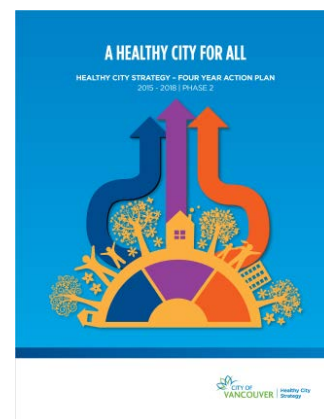
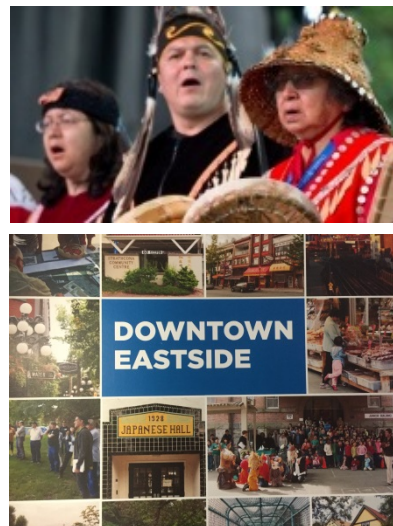
Another important area where more work could be done is in recognizing and fostering connections between Vancouver and aboriginal communities elsewhere in the Province where many DTES aboriginal residents come from; particularly in terms of economic empowerment and community economic development. Institutions like the Community Development Institute at the University of Northern BC in Prince George, or the numerous regional Community Futures offices throughout the Province as well as First Nations leadership in respective communities and regions could be better engaged. This may help us better understand the relationships between rural communities and economies where many aboriginal people come to the DTES from, and can also be back and forth between.

The Strategy overall however has been informed by the core tenet that if we, the City as Local Government, along with businesses, non-profits, and residents are to genuinely Incorporate First Nations and urban Aboriginal perspectives and partner on such things as Community Economic Development Strategies, then we must accept, respect and appreciate that there are other ways of being, other ways of knowing, and other ways of valuing that challenge the conventional western thinking of what *the economy* is and what it is supposed to do. In this regard, if we are to engage in the work of Reconciliation, form a new partnership between indigenous peoples and *settler* Canada we must be prepared to de-colonize our thinking of ‘the economy’ and reconcile how certain aspects of it as it now stands (i.e. the late capitalist neoliberal free market) are inherently at odds with building a fundamentally just, inclusive, and sustainable society. This invites a cultural shift, in the way we think about and imagine ‘the economy’ and ourselves as individuals and community.

This was a key takeaway from a May 5th event on Community Economic Development and Reconciliation hosted by Simon Fraser University’s Community Economic Development Program and the City of Vancouver on May 5th 2016.⁹

Summary of Policy Context

In summary, it is clear that the CED Strategy goes beyond what City Council directed in its motion responding to the Local Area Planning Committee members’ concerns. However, it does specifically address the directives in that motion and builds on and around them with further policy and programming relating to the larger context of the DTES Plan, Social Impact Assessment, Healthy City Strategy and City of Reconciliation Framework



⁹ Event proceedings and video of the speakers available at https://www.sfu.ca/cscd/professional-programs/community-economic-development/news_events/photo-essay-from-may-5-event1.html

Core Ideas, Directions and Actions of the DTES CED Strategy

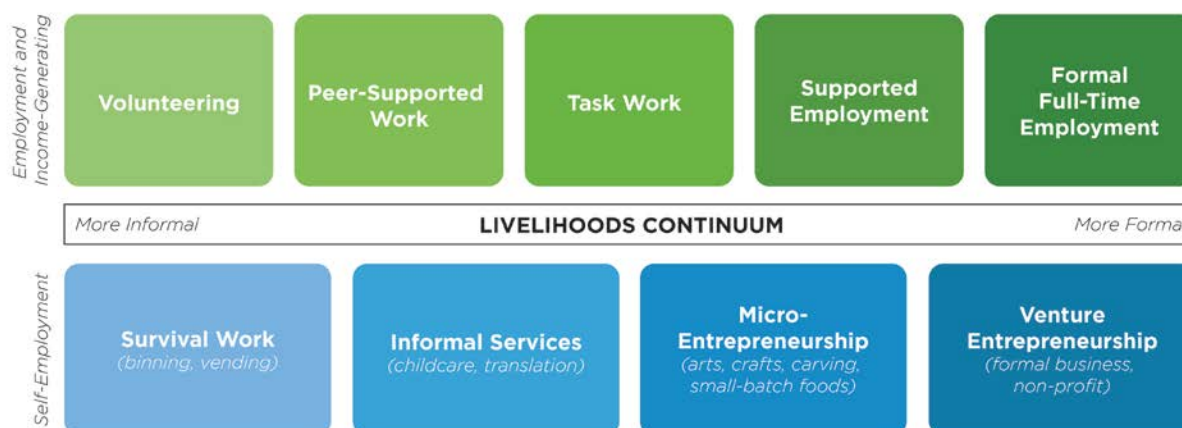
Core Idea # 1- Seeing the Local Economy as a Livelihoods Continuum

Serious challenges around poverty, mental health and addiction and affordability have persisted in the DTES for decades, but tremendous opportunity also exists. Rather than taking a view of the economy that focuses only on “traditional” forms of employment and entrepreneurship the DTES CED Strategy sees the economy as a continuum of income and employment opportunities through which residents create their livelihoods.

This *Livelihoods Continuum* (Figure 4) has emerged in view over the years as employment services organizations, social enterprise, small-businesses and large alike have all sought to create opportunities for low-barrier job creation, but also as low-income residents themselves have become increasingly resourceful and organized.

Not everyone in the DTES can work a traditional “nine to five” job, but everyone needs to make more money.

Figure 6 the DTES Livelihoods Continuum



Core Idea #2 – Animating Social Innovation Hubs with CED Partnerships and Initiatives

Phase II of the Strategy builds on City investments made in Phase I to create spaces where partnership driven programming can strengthen links along this continuum. By doing this, pathways to improved incomes can become more clear and accessible to residents seeking opportunities. This builds on a concept that has become increasingly adopted in the social enterprise sector, *meeting people where they are at*. Previous strategies in the DTES have focused primarily on supported employment in formal work environments mainly; jobs on construction sites, in restaurants, janitorial services etc. Some of this previous work, like the 2004 Economic Revitalization Strategy, has resulted in the DTES Social Enterprise Sector growing exponentially over the past decade. However, by respecting and including survival work and other forms of low-income self-employment in the Strategy, residents with barriers who aren’t ready to work in more structured formal environments are not excluded from CED investments and proposed programs and projects.

This is an example of how the Strategy seeks to break out of “silos” where things like community health and wellbeing, poverty advocacy and low-income self-employment are disconnected from traditional employment and entrepreneurship programs. If *employment* has been identified as a helpful activity to stabilize and lead a healthier safer life, it is critical to not take a limited view of what *employment* is. By ‘meeting people where they’re at’ we can ensure they have spaces and supportive programs to explore and create those employment and income generating opportunities that will improve their livelihoods.

Action: Continue Supporting Social Purpose Real Estate Investments to Create and Strengthen Links along the Livelihoods Continuum

By taking pressure off their financial overhead through investments that secure spaces like the Lux or 501 Powell St. for programming, the City can empower community partners through these hubs to address complex and challenging issues in the DTES. By encouraging these spaces to be used for partnership and collaboration, links along that continuum of employment and income generating opportunity can be created and strengthened.

Example: The Lux

After sitting vacant for nearly 15 years, an RFP for the Lux Hotel ground floor space was released on September 27th of 2016 seeking a programming partner for this storefront commercial retail unit (CRU). It envisions the Lux as a catalyst project that can fill major gaps in current service delivery and connect residents with appropriate employment and income generation activities along the Livelihoods Continuum. This includes peer supported work, volunteering, and flexible part-time and full-time formal employment. *This Social Innovation Hub* would connect to other Social Innovation Hubs like 501 Powell Street and 312 Main Street and nearby supportive services addressing mental health and addiction and cultural healing. What Insite did for Harm Reduction and Drug Policy, and what the Boseman Hotel did as a demonstration project for ‘Housing First’ policy, the Lux aims to do for poverty reduction and community economic development.

Figure 7 Social Innovation Hubs along the Livelihoods Continuum



Action: Strengthen the Employment Continuum through Local Businesses Project (Quick Start)

Local Businesses have been engaged with a number of social hiring pilot projects undertaken by partners like Potluck Café and Hastings Crossing BIA over the past three years. These include projects like “Knack” and “Community-Wise” (See Figure 4) which have both been supported by funding from the City. These pilot programs have shown potential and there is interest from the other local BIAs to explore opportunities further. The *Strengthen the Employment Continuum by Engaging Local Businesses* Quick-Start Project brings together experienced supported employment actors in the non-profit and social enterprise sector and small businesses, to explore opportunities for Social Hiring, including task-based work, and small-scale social purchasing opportunities with low-income self-employed.

This Quick-Start Project creates a complimentary social hiring initiative that is in-line with the proposed “Anchor Institutions” social procurement and social hiring strategy explored on page 18 of this strategy document.

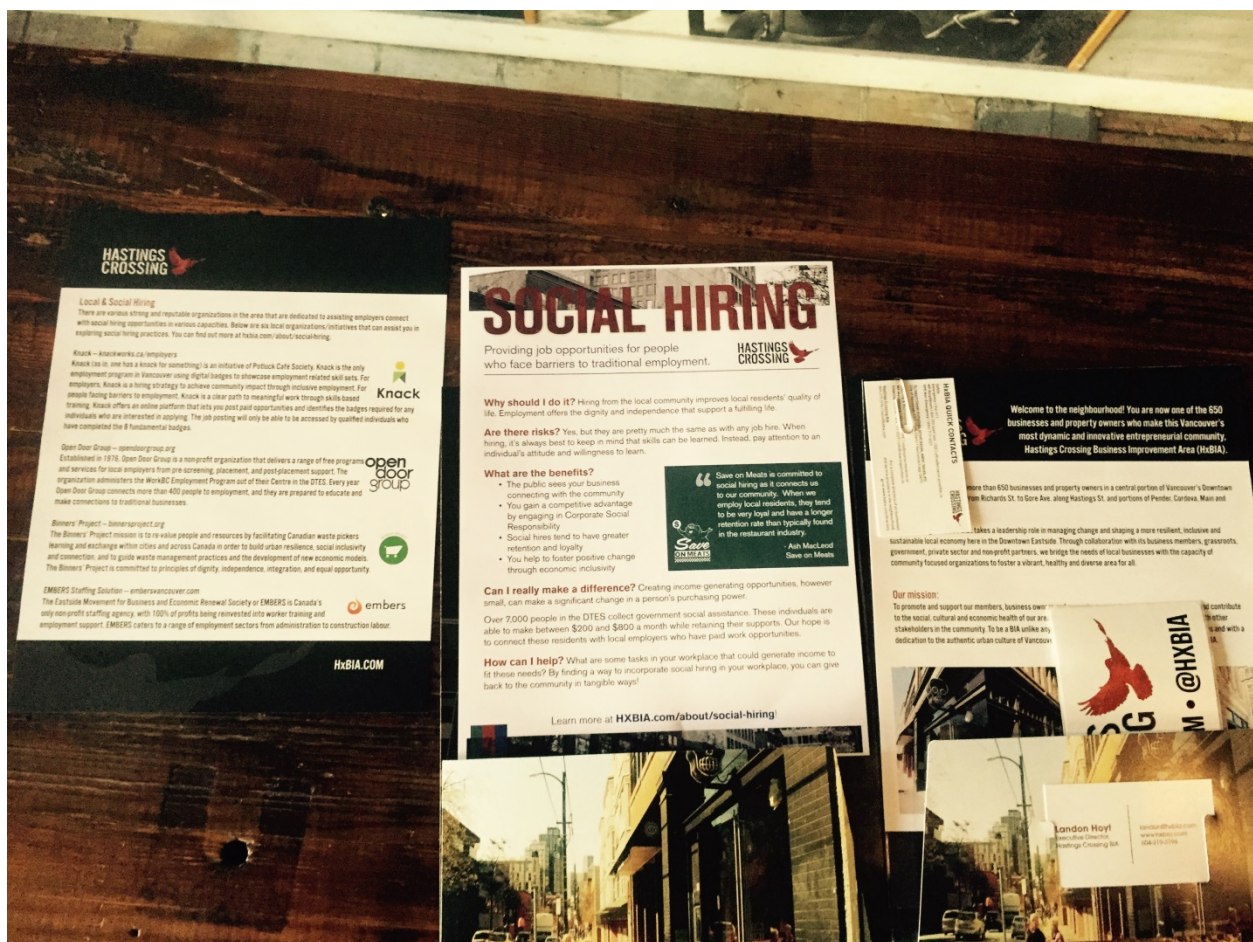


Figure 8 Hastings Crossing BIA Community Wise Social Hiring and Social Procurement Information Brochures for Small Businesses. The Strengthening the Employment Continuum through Small Business Project continues to build on this and previous efforts

Core Idea #3 - Low-Income Self-Employment

The Strategy respects the fact that out of necessity or choice, residents in the DTES engage in activities like Binning, searching for recyclables and other reusable or resalable items in alleys. Those ‘Binners’ then sell these items, including at the DTES Market at 501 Powell Street, one of several key Social Innovation Hubs in the DTES. While concerns have been raised by local BIAs and some of their individual business members about contraband items being sold on the street, low-income self-employed individuals have become increasingly more organized through the DTES Market and projects like the Binners Project, and as the capacity building in this space continues the potential for individuals to seek other opportunities along the Livelihoods Continuum will likely increase.

Low-income self-employment also includes those who work from home, offering childcare services, translation, tutoring, event coordination, odd jobs etc. What was acknowledged in the Strategy co-creation process with CEDSAC, and with the Urban Core Workers Group, was that a lot of DTES residents are engaged in this kind of self-employment, little is known about their needs and how they can be supported.



Figure 9 The Binners' Project 1st Generation “UBU Cart” was agreed to be a good initiative but could be improved and expanded according to Binners and Street Vendors who engaged in numerous workshops and roundtables about how they make their livelihoods and the value a new “universal cart” could bring.

Also acknowledged in the Strategy co-creation process was that women, and men, working low-wage jobs or on inadequate income supports, are engaged in Sex Work in the DTES in order to pay for rent, bills, grocery, and their children's school supplies and clothes. Many of these women and men, given the opportunity, would choose to make their livelihoods in other ways. In response Sex Worker support and advocacy organizations have formed a new Sex Worker Transition Consortium. Opportunity exists to explore the ways in which new pathways to improved incomes can be created for these individuals seeking to transition out of sex work. In particular, social hiring strategies arising through Community Benefits Agreements and an Anchor Institution and Small Business social procurement strategy proposed in the Strategy.

Action: Conduct a Needs Assessment for DTES Low-Income Self-Employed Individuals (Quick-Start Project)

Engaging the range of Low-Income Self-Employed individuals in DTES communities can help community service providers and the City better understand how we can support Vancouverites in this often overlooked portion of the economy.

In order to answer this question one of the CED Quick Start projects is to conduct a 24-week (part-time) user discovery and needs assessment in order to inform what value a 'platform to support self-employment' might look like for low income entrepreneurs living in the DTES.

Members of CEDSAC believe the Downtown Eastside is already a creative, hardworking, and innovative community. There is an opportunity to substantially increase the number of income-generating opportunities for DTES residents by focusing on self-employment as a lever, and better supporting those working in home based businesses. Building on the economic activity that already exists, from vending and window cleaning, to art-making and graphic design business - this project will help further legitimize and support these forms of entrepreneurship in order to increase the personal incomes of DTES residents.

Action: Invest in infrastructure and capital supports for Binnners and Vendors "Universal Carts" and Recycling Satellite Depots (Quick Start)

This Quick-Start Project will see the design, building and circulating of 30-40 carts over three years, to be shared amongst a range of end users. Carts will be designed to suit multiple stakeholders, including but not limited to Binnners, street vendors, street artists, and people living without homes engaging in survival economies and self-employment.

Users of shopping carts often struggle with health and mobility issues; members of CEDSAC believe that low-income self-employed individuals engaged in binning and vending would benefit from a better designed alternative that is less physically demanding. In other words, provide a lighter, sturdier and overall easier cart to roll through the city. For example, CEDSAC member *The Binnners' Project* regularly receives requests from businesses to pick up their bottles, but not all binnners can fulfil these requests due to the distance to the depots while transporting heavy loads of bottles. This work would become less cumbersome with the use of an appropriate cart or trailer.



Figure 10 Binners and DTES Market Vendors engage in a workshop visioning session on the concept of a "universal cart"

This first phase of the project builds capacity and assists the Binners Project to bring on a dedicated fundraiser to leverage existing resources and develop a fundraising strategy to be implemented.

The City and the Binners' Project have already contacted other funders about this initiative and interest from two different parties has been expressed as of November 2016. One from a Community Lending and Investment Fund the other from a Community Foundation.

Action: Engage in a design charrette for 501 Powell Street "CED Platform 2.0"

On June 4th 2015 Vancouver City Council approved a licensing agreement with the DTES Street Market Society for "the non-exclusive use of four of seven contiguous City-owned lots with the civic addresses of 519 to 533 Powell Street". This site was identified as a "CED Platform" on which programming and capacity building would take place and to which the DTES Market would eventually move to full-time. After extensive site improvements were made to accommodate health, safety and functional concerns the Market moved in October of 2016.

As the DTES Market continues to build capacity and grow alongside Hastings Urban Farm this site will be developed by the Vancouver Affordable Housing Agency (VAHA) and the "CED Platform" needs in the future ground floor Commercial Retail Unit (CRU) will need to be considered.

Action: City staff issue an RFP for a design charrette to be completed in support of the DTES Market, Portland Hotel Society, HiVES for Humanity and the Binners' Project needs at 501 Powell St. "CED Platform", a key Social Innovation Hub in the DTES CED Strategy. This charrette will also support VAHA to accommodate as best it can, the CED Platform as a future resource for low-income residents.



Figure 11 Market goers partake in a Smudge at 501 Powell Street, the new site of the DTES Market

Core Idea #4 - Practicing an Asset Based Approach to CED

The DTES is blessed with some incredible assets that have been built up over time, including what is possibly the largest and most mature cluster of award winning and industry shaping social enterprise in Canada. Social Enterprises are broadly understood as businesses that exist to achieve social goals. Employment based social enterprise practice *social hiring* sometimes referred to as *social impact employment*, through supportive employment practices that accommodate and empower residents with barriers. They are commonly owned by a non-profit to generate income to support mission based work, or can also be a non-profit or Community Contribution Company¹⁰ directly engaged in selling goods and services.

The DTES is also home to a large non-profit sector that has produced work emulated and studied around the world. Over 250 non-profits are active every day in the DTES. The area is also home to large “Anchor Institutions” like universities, colleges, an adjacent Port and major convention centres and hotels nearby in the Downtown Core. Some of these institutions already practice social hiring and social procurement, Simon Fraser University’s Usher

¹⁰ Community Contribution Companies are a newly created corporate designation in which mission based social aims are combined with the ability to attract investment for more information see <http://www.fin.gov.bc.ca/prs/ccs/>

Program being a good example. Originally created through the Building Opportunities with Business (BOB) Supported Employment Program (SEP) in 2009 the Usher Program partnership was later continued by EMBERS Staffing Solutions after funding for BOB was discontinued.¹¹

An Asset Based Approach to CED maximizes the potential that these institutions and sectors present by better connecting groups engaged in supported employment and social hiring (aka social impact employment) to those who are in need of goods, services and labour on an ongoing basis. This is called an Anchor Institution Strategy.

Action: Design and Implement an Anchor Institution Strategy

A program to engage local anchor institutions on a social procurement and social hiring strategy can leverage the several hundreds of millions of dollars that flow annually through them (See Figure 9). These institutions also bring the added benefit of permanence, this can aid in business planning for social enterprises and staged scaling up, as it may take some ventures years to develop the capacity to meet demand for goods and services.

This strategy action is modelled on an initiative from the United States, the *Cleveland Model* and Evergreen Cooperatives. This model sees Anchor Institutions in Cleveland (universities, hospitals etc.) procure materials, goods and services from local community owned co-operatives.¹² In Vancouver's DTES the social enterprise sector is similarly positioned to play the role that these co-ops play in Cleveland.

Broadly speaking, when a company or institution chooses to purchase goods and services from social enterprises, community co-ops or social purpose businesses this is called *Social Procurement*. Similar to *Green Procurement*, where environmental standards and impacts are considered, social procurement is about supporting employers who hire people with barriers ranging from criminal records, to mental health and addiction issues, to age or language barriers. Better leveraging the presence of major institutions, sectors and industries is one of the cornerstones of the strategy, along with preparing to deliver the material needs, services and labour of Community Benefits Agreements for anticipated major developments noted earlier.

¹¹ See <http://www.sfu.ca/sfuwoodwards/community-engagement/partnerships.html>

¹² Case Study: Cleveland, OH: The Cleveland Evergreen Cooperatives, Elaine Wang and Nathaly Agosto Filion, *Sustainable Economic Development: A Resource Guide for Local Leaders*, Institute for Sustainable Communities (2011)
<http://community-wealth.org/content/case-study-cleveland-oh-cleveland-evergreen-cooperatives>

Figure 12 Snapshot of 2014 Expenses of Anchor Institutions and Large Non-Profits in or near the DTES

2014 Expenses of Anchor Institutions & Large Non-Profits in or near the DTES ¹³			
Anchor Institutions & Large NPOs	Total Expenses	Largest Cost Areas	Outliers (High expense) \$100 million + annual expenses 3 Organizations
Total Count = 31	\$715,000,000	Other Costs ¹⁴	SFU Downtown
BRACKETS*		\$148,540,546	\$334,728,000
\$100k - \$750k 9 organizations		Compensation \$144,409,791	VCC Downtown \$112,210,006
\$1mil-\$7mil 8 organizations		Office Supplies \$3,290,421	Port Metro Vancouver \$114,403,000
\$10 mil - \$65 mil 10 organizations		Travel/Vehicle \$840,334	Vancouver Convention Centre \$65,920,000

Figure 13 2014 Expenses of Anchor Institutions and Large Non-Profits in the DTES

DTES Social Enterprises with employment, arts, and CED focus ¹⁵					
Note: Plus \$8 million economic impact through Farmers' Market for local/regional food producers					
Full time workers	Part time workers	Total Workers	Gross revenue	Total sales	Total expenses
92	1,470	1,562	\$14.9 million	\$12.14 million	\$14.32 million

Figure 14 Table 2 DTES Social Enterprise Sector Snapshot (2016) Summer 2016: Sample Size = 24

Action: Develop a Social Procurement Directory

CEDSAC Members are well posed to create a directory of *verified* social impact employers and engage anchor institutions on procurement on their behalf. A directory can help facilitate the introduction of social enterprise, community-accountable social purpose businesses and institutional decision makers and continue to help develop measurement practices for the growing social purpose business sector.

¹³ Research conducted by EcoTrust Canada and UBC GIS Student Devin Tinney and available in Map form at <http://data.ecotrust.ca/mapping/DTESanchors> NOTE: the Map uses 'Total Revenue' data whereas the table above uses 'Total Expenses' data.

¹⁴ Further research into 'Other Costs' may reveal significant social enterprise and small business procurement opportunities or import substitutions rationales see p10 "Leverage presence of major anchor institutions and large non-profits

¹⁵ Research conducted by David LePage (Accelerating Social Impact), Dr. Peter V. Hall (Director of SFU Urban Studies) and Graduate Student Oliver Keane (SFU, Geography)

*Four smaller non-profits below the \$100k to \$750k are omitted in this chart

Action: Create a Social Procurement Business and Job Development Program

Engage local institutions, non-profits and the small business sector to identify employment needs, employable skills, and types of training and development required to assist in job creation for DTES residents with barriers. Develop a partnership driven program fostering leadership capacity and transferable skills in the non-profit and private sector for people facing barriers to stability including, low-income residents, DTES youth, and urban aboriginal people.

Action: Convene a Vancouver Social Procurement Round Table

By convening a Social Procurement Round Table major corporate and institutional partners and the non-profit/social enterprise sector can engage with each other and the City to identify actions supporting the advancement of Social Impact objectives in Vancouver's economy. CEDSAC and the City will remain engaged on the issues of Social Procurement as a Healthy City Strategy focus and key part of the DTES CED Strategy and work to bring other institutional and corporate partners into the discussion.



Core Idea #5 - Addressing Community Retail Needs through Social Purpose Real Estate Collaborations



In the past several years no single sector of Vancouver's economy has towered over others as much as Real Estate. While Vancouver's residential real estate trends are well known and subject to much attention, commercial real estate has also been breaking records. According to the Real Estate Board of Greater Vancouver:

"There were a total of 2,307 commercial real estate sales in the Lower Mainland in 2015. This is a 16.2 per cent increase over the 1,985 sales in 2014, which was the previous five-year record holder." ¹⁶

Property values in the four DTES Business Improvement Areas have risen sharply as a result, to the extent that the 2014 report from the Property Tax Policy Review Commission described Chinatown and Hastings Crossing BIAs as experiencing 'serious volatility problems'¹⁷. This makes for a doubly difficult situation with a mix of chronically vacant retail space whose use value is secondary to the total resale value of the site, and new sites that are far more expensive to lease than existing stock. Neither are good trends for existing local serving retail, vacant storefronts attract street disorder and deter shoppers while sudden increases in the tax portion of triple net leases disrupt cash flow, even leading small businesses to close.

Community partners addressing a range of issues in the DTES also experience strain from rising commercial lease rates and property speculation. A 2013 Report from Central City Foundation found that overhead from increasing lease rates impacted the ability of mission based organizations to deliver that range of services and programming,¹⁸ meanwhile the Social Return on Investment of Social Purpose Real Estate is becoming increasingly tangible.¹⁹

A social purpose real estate collaboration addressing these concerns, led by BC Housing, the City of Vancouver and Vancity Community Foundation, has been created in response. It will help in both attracting new affordable and socially inclusive businesses to the area, as well as retain important service providers and other community assets. [The initiative is being led by a newly formed non-profit commercial real estate management company called CIRES - Community Impact Real Estate Society] Priority retail needs have been informed by community-led research undertaken by members of CEDSAC.

¹⁶ <http://www.rebgv.org/news-statistics/lower-mainland-commercial-real-estate-sales-reach-five-year-record-8-billion-2015>

¹⁷ <http://vancouver.ca/taxcommission/assets/pdf/report-property-tax-policy-reivew-2014-colour.pdf> P34 (43 of 84 in digital pdf linked)

¹⁸ https://www.centralcityfoundation.ca/wp-content/uploads/2014/05/CCF-Community-Report-_low-res.pdf

¹⁹ The 2015 Report, Putting a Dollar Value on Doing Good Things for Community shows that for every dollar spent, CCF creates \$3.90 in social benefits. The overall social return on capital investment in social purpose real estate is 18 per cent, with \$2.4 to \$3.4 million in direct community value created each year, and \$4 to \$11 million in indirect <https://www.centralcityfoundation.ca/sroi-community-report/>

Action: CIRES A Social Purpose Real Estate Collaboration

During the CED Strategy co-creation process, staff from BC Housing approached the City of Vancouver about the potential to work together on retail concerns as they related to affordability and social inclusion in the DTES. City of Vancouver staff then brought the concept to CEDSAC for input. The Community Impact Real Estate Society (CIRES) was incorporated in October 2016 with the City of Vancouver, BC Housing and Vancity Community Foundation comprising three incorporating Directors.

CIRES acts similar to a land trust by holding the head lease for a portfolio of ground floor commercial retail units in BC Housing properties. This portfolio enables a cross-subsidization model where some spaces generate a profit to reduce the lease rates of other spaces where community needs are being met. These needs include things like low-barrier job creation, affordable, culturally accessible and socially inclusive small businesses and services, and cultural or community spaces that cater to low-income residents. Moving ahead some key functions of CEDSAC have been identified.

Action: Continue supporting Community Retail Trends Research to inform CIRES of community impact retail priorities

There is tremendous opportunity to further develop CIRES as a non-profit community retail management company in the DTES. If successful it may even show the potential to expand to other inner-city communities that share similar concerns about the displacement of culturally significant, affordable local serving retail, office or even industrial space.



Figure 15 Potluck Cafe is an example of a local-serving and local-employing social enterprise in a publicly owned building's ground floor commercial retail unit

Action: Action: Explore Economic Revitalization Incentives that help reach Social Policy Goals

During the co-creation process to develop the CED Strategy a number of major initiatives and policy considerations were identified by CEDSAC and other stakeholder groups. While at first glance these show promise and appear worth pursuing it was agreed that further studies into their feasibility, impacts and design would be a prudent first step before committing to their adoption and implementation.

On the policy side of this research includes:

- The range of possible property owner and business incentives within the City's power, as defined in the Vancouver Charter, to bridge local Economic Revitalization Goals pertaining to retail corridors and industrial lands with targets in the Social Impact Assessment, Healthy City Strategy, DTES Plan and City of Reconciliation Framework
- Determining the feasibility and potential impacts of the most attractive of these options, as determined by CEDSAC and the City

The learnings from this research may be complimentary to the "Neighbourhood Fit Assessment Tool" pilot currently under way in the DTES and "Legacy Businesses" research planned to take place in other DTES Plan implementation work.²⁰

Action: Continue supporting programming in Social Innovation Hubs to aid in socially inclusive retail revitalization

Continue supporting activation of vacant storefronts in City-owned property by exploring the potential to include City-retail spaces or head leases as additions to the CIRES property management portfolio.

As was explored earlier in the Action the City has recently released an RFP for partnership driven programming in the Lux Hotel at 65 West Hastings Street, it has also committed to subsidizing the lease of the space in order to reduce financial strain on partners who are addressing challenges and opportunities in the community.

312 Main Street meanwhile continues to progress under the leadership of Vancity Community Foundation and is on schedule for 2017 while the strategy also calls for funding for a Design

²⁰ In response to concerns about the displacement of culturally accessible and affordable small businesses DTES planning staff developed a Neighbourhood Fit Evaluation Tool which has been piloted for the past year. For more information about the evaluation tool see: NEIGHBOURHOOD FIT CONSIDERATIONS - HELPING DEVELOPMENT AND BUSINESSES TO MEET SOCIAL IMPACT OBJECTIVES IN THE DOWNTOWN EASTSIDE (DTES) Authority - Director of Planning Effective February 29, 2016 <http://former.vancouver.ca/commsvcs/Bylaws/bulletin/N004.pdf>

DTES Planning and Social Policy staff are also as of November 2016 in the process of developing an RFP for a contractor consultant or research team to assist them in engaging communities in the DTES Planning area about the concept of "Legacy Businesses" and how to define them in a Vancouver context, drawing from the *Legacy Business Historic Preservation Fund* created by San Francisco's Proposition J. For more information visit <http://legacybusinesssf.com/how-it-works/> full text of the legislation available at http://sfgov2.org/ftp/uploadedfiles/elections/candidates/Nov2015/LegacyBusiness_Text.pdf

Charrette for the future development site of 501 Powell Street, to inform how the needs of the DTES Market, PHS Farm, and the Binners Project can best be accommodated.

Vacant storefronts are known to contribute to perceptions of crime and safety and have long been associated with street disorder. By the City of Vancouver itself investing in tenancing its own vacant sites with culturally accessible, social impact creating tenants, it is contributing to reducing the vacancy rate while also helping to ensure that DTES residents feel safe and included in their neighbourhood.

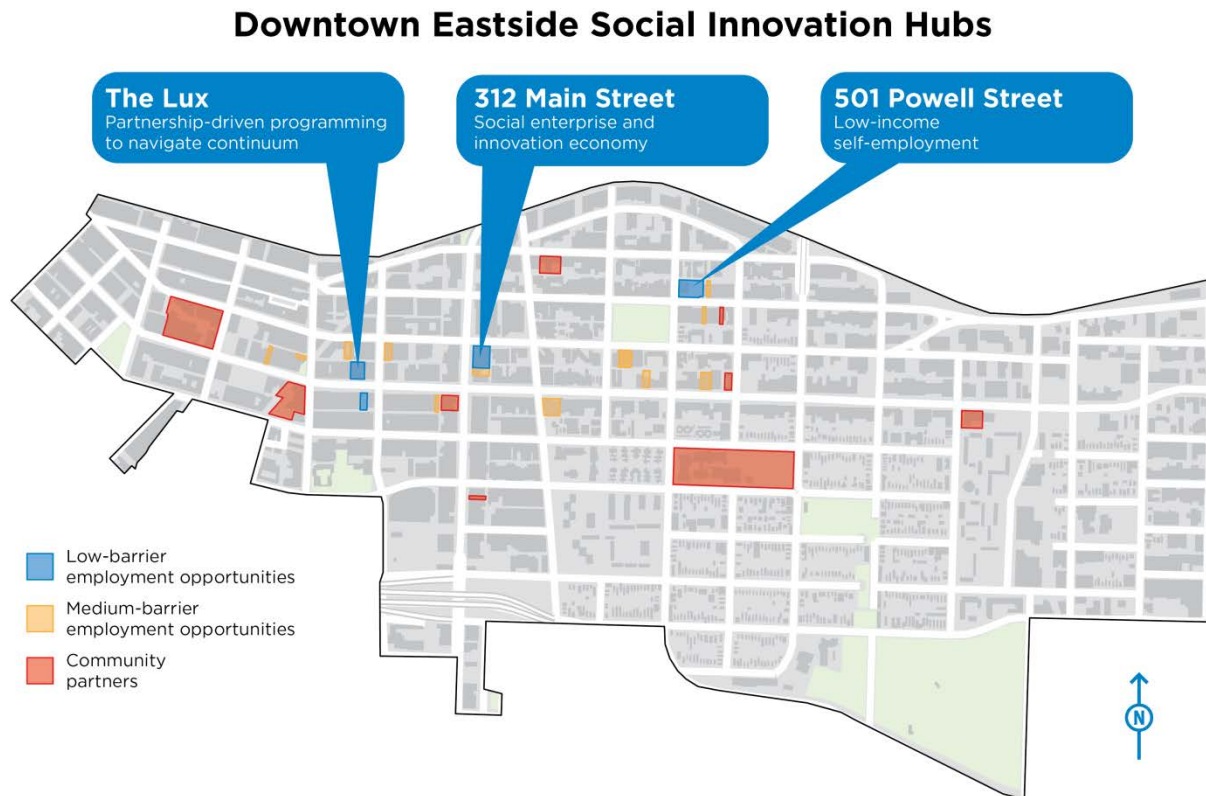


Figure 16 Several City-Owned sites are being programmed in innovative ways to foster Community Economic Development. These sites compliment work taking place in other spaces owned or leased by non-profits or large institutions, like the University of British Columbia, Simon Fraser University, or BC Housing.

Core Idea #6 - Increasing Incomes and Reducing Poverty



Several thousand DTES residents are on welfare, disability and other forms of income support, and several thousand “working poor” are either “under-employed” or earning inadequate wages. The strategy recognizes the importance of effective collaboration and coordination between the City, the community, non-profit service providers and poverty advocates to address several policy concerns identified in the CED Strategy Co-Creation Process including:

- The need to increase welfare rates which have been stagnant for a decade
- Elimination of claw backs and increases to allowable earnings exemptions
- Increasing shelter rates and rent supplements
- The potential piloting of Guaranteed Basic Income (aka Guaranteed Livable Income)
- Improving access to affordable quality childcare
- The need to increase minimum wage and advance a Living Wage

Many partners addressing housing and homelessness have begun to embrace principles of Community Economic Development over the past several years. Atira Women’s Resource Society and The Portland Hotel Society have grown cohorts of Social Enterprises addressing a range of community needs. In addition to the recent founding of CIRES, BC Housing has launched its Skills Plus training for Social Housing staff and residents, located at McLean Park Housing. Street to Home Foundation is also developing programmatic connections between housing, mental health and addiction recovery and purposeful activity and employment. Rain City Housing provides Supported Employment services to help local small businesses employ residents who live in Rain City housing, while Central City Foundation has matched funds from the City and other funders to support initiatives like the DTES Market. With so much going on a shared advocacy calendar could help better connect all this work.

Action: A Shared Advocacy Action Calendar *(Quick Start Project)*

Better align and coordinate advocacy work undertaken by non-profits, residents groups and activist organizations in the DTES with the City’s own advocacy work by developing a shared calendar of upcoming actions and priority advocacy pushes

Figure 17 Near-Term Advocacy Calendar (Phase II)

October	November	December	January	February
16 th Welfare Food Challenge <i>Mayor and Council Participation</i>	Mid Cost of Poverty Report (Raise the Rates)	TBD	TBD Preparation for Provincial Election Cycle	TBD DTES-Plan Implementation update
17 th Day for Eradication of Poverty <i>COV Proclamation</i>	Mid-to-Late Potluck Café/LEDLab Report on Earnings Exemptions & poverty trap policies 29 th DTES CED Strategy Report Presented to City Council for Approval	TBD	TBD Preparation for Provincial Election Cycle	TBD COV Prepares and Releases Short Report co-authored with CEDSAC and Poverty Reduction Table on Poverty Situation in DTES and Vancouver

Action: Connect the work of CEDSAC to the recently convened Poverty Reduction Table (*Quick Start Project*)

As the City of Vancouver continues to work towards achieving the goals and actions of the Healthy City Strategy it has recently formed a Poverty Reduction table co-chaired by the BC Poverty Reduction Coalition. To bridge the advocacy work being done by the Table with the policy, program and project development work being done by CEDSAC, the strategy recommends investing in a coordinator to “bridge” these two respective initiatives. This coordinator will perform a similar role for the Poverty Reduction Table that CEDSAC’s Coordinator plays and bridge the two initiatives.

Action: Support Sex Workers to Transition into new income and employment opportunities (*Quick Start*)

Connect opportunities that arise through Community Benefits Agreements and Social Procurement to the newly formed *Sex Work Exiting and Transition Consortium of Vancouver*.

An important point that came up during a round table workshop on Sex Work in the DTES was that by not acknowledging sex work and sex workers in public policy we risk further marginalize women and men who are often already in precarious or vulnerable situations. As the City, CEDSAC and other community partners work together to implement the CED Strategy, making this connection can help ensure that sex workers seeking options to exit and transition to new employment opportunities are considered as programs and projects in these and other areas are developed and implemented.²¹

²¹ Aboriginal Front Door Society, Battered Women Support Services, HUSTLE at Health Initiative for Men, PACE Society, and WISH each has a variety of expertise in working with different groups and individuals engaged in the sex industry, including self-identified female and male sex workers, survival and outdoor sex workers, First Nations women, migrant and immigrant indoor workers and victims of violence. The Consortium has worked within the City of Vancouver’s Task Force on Sex Work and Sexual Exploitation, which was formed in September 2011 with the

Core Idea #7 – Leveraging Community Benefits Agreements to Revitalize Industrial Lands



As has been illustrated the social enterprise sector in the DTES is already having a major presence in the local economy. It is estimated that roughly 50-60 non-profit social enterprise exist in the DTES. There are major opportunities on the horizon that projects and programs can strategically leverage to help scale up well positioned social enterprises, or create new ones altogether. These include the removal of our aging viaducts and the development of North East False Creek, the relocating of St. Paul's Hospital, the expansion of the Port and other potential large-scale

projects that may arise in the years to come. This can help ensure that the community's residents, business, industries, and sectors are able to fully capitalize on opportunities presented by Community Benefits Agreements that are included in these large scale projects. A number of actions are recommended to ensure this.

Action: Re-localize purchasing options for development and construction through partnerships in Planned Manufacturing and Import Substitution

Conduct a Feasibility Study to determine the business case for an Import Substitution Strategy where a social enterprise or Public-Private-Partnership can create low-barrier jobs in manufacturing or assembly of materials and items.

The most recent Community Benefits Agreement in Vancouver was signed as part of Paragon Gaming's Parq Casino and Urban Resort, on the edge of Yaletown. This project has seen over \$25 million dollars in procurement directed towards the DTES and adjacent inner-city communities. While successfully surpassing its employment targets, the project struggled to reach targets for materials procurement beyond concrete and some furnishings and woodwork. The following recommendation is taken from the final report from Paragon Gaming and its Project Management and Procurement Team:

"If the City can preserve and/or create areas in the city that will be dedicated to the manufacturing/warehousing/distributing of construction materials, it would be a windfall to the local economy, given the incessant demand for construction goods in Vancouver- one of the most stable urban construction markets in North America."

Capitalizing on the opportunity to manufacture or assemble at large scale or quantity, common materials that are in demand for development, and combine this with a social hiring component may require partnership between the City, private sector, and non-profit social

mandate of addressing sexual exploitation and protecting vulnerable adults and neighbourhoods affected by sex work. "Transitions" is funded by the Crime Prevention Action Fund, Public Safety Canada, and provides sex workers with options to exit and transition to alternative employment.

enterprise partners. It may also require exploration of potential incentives to support feasibility as well as seed funding directly from a Community Benefits Agreement or other funding sources. There is much potential to explore further.

Action: Pilot a Multi-Party Engagement Process for Community Benefits Agreements

Pilot a multi-party Community Benefits engagement process to help communities better prepare and deliver the range of materials, labour and services major developments with CBAs require.

During CEDSAC meetings the bilateral nature of CBAs thus far in Vancouver was identified as potentially limiting the impact of agreements and the ability of communities to help identify opportunities to help developers and their contractors maximize public benefits in terms of employment and procurement and training or skill development.

Core Idea #8 - Stewardship and Activation of Public Spaces



Local businesses rely not only on the goods and services they provide to attract customers but on the public realm those people experience when visiting them. Is it safe? Is it clean? Is it well lit? Is it unique and interesting? Are things happening there that I want to see and experience? These and other questions are asked by people every day when they choose to shop or dine in or explore a local commercial area. In the DTES both businesses and several thousand low-income residents have concerns about public spaces. In addition to them being safe or clean are they inclusive? Are they

accessible? And with several thousand residents on welfare and other income supports, how can we ensure that low-income residents who don't have a lot of money feel welcome and safe too?

Action: Invest in public realm improvements and ensure public spaces are accessible, inclusive, safe and animated

A number of City departments engage with community organizations on public realm improvements and animating public spaces. New opportunities to create low-barrier jobs through stewardship of public spaces are currently being piloted by the City, in partnership with Business Improvement Areas and non-profit social enterprises. These micro-cleaning partnerships include removal of needles and other unsafe street debris. BIAs in the DTES have stressed that increasing the frequency of street and alley flushing, and additions of new street furniture, lighting and litter receptacles would create an enhanced business environment.

Action: Explore changes to waste stream infrastructure that create low-barrier green jobs

Waste stream infrastructure changes are currently being explored with community partners to incentivize green business opportunities in the social enterprise and micro-enterprise sector (eg. Blood Alley redesign) and further opportunity may be identified to grow these opportunities. This also connects to work in False Creek Flats on circular economy opportunities for upcycling, recycling and remanufacturing.

Action: Engage community partners on a vision for pedestrian activation of select streets and alleys

Some of the most memorable events in Vancouver occur when we close our streets to traffic and Vancouverites pour into the public realm. Options for extended pedestrian activation have been suggested by DTES Business Improvement Areas, including but not limited to Maple Tree Square, Blood Alley, Market Alley, Heatley Street Overpass, Trounce Alley, and Water Street. In engaging in the exploration of pedestrian activations and other programming of public spaces, it is important to ensure that low-income residents are involved and included.

Action: Identify future opportunities for Heatley Overpass Removal and Site Activation

As changes to transportation and other Port Lands infrastructure continues a piece of aging infrastructure, the Heatley Overpass, has been identified for demolishing/deconstruction. This opens up potential for the site to be used for a range of community uses, including as an industrial innovation hub, a container market “business in a box” site similar to concepts like Market 707 in Scadding Park in Toronto or Hawkers Wharf in North Vancouver.²²

²² For an overview of Market 707 visit http://www.scaddingcourt.org/business_out_of_the_box For an overview of Hawker’s Market in North Vancouver visit <http://www.metronews.ca/news/vancouver/2016/06/21/hawkers-wharf-a-food-market-made-of-shipping-containers.html>

Core Idea #9 - Build organizational capacity and foster partnerships

Early on in the CED Strategy Co-Creation process a number of CEDSAC members recalled their experiences contributing to the 2004-2010 Economic Revitalization Strategy's implementation. While the previous strategy did achieve positive outcomes, one key takeaway from this most recent effort was that a "top-down" approach to CED can overlook local knowledge and creative problem solving. At worst, it can even create strain, competition and even conflict communities. One of the recommendations from the 2009 Report on the implementation of the Community Benefits Agreement for the Vancouver Olympic Village Site stresses this point:

There is an opportunity for improvement, however, on the community engagement front. Some inner-city organizations feel strongly that their role in shaping the agreement was largely forgotten once the terms were set and the agreement signed. As one community stakeholder put it, "the professionals took over" and the community was forgotten... Increased reporting out and a role for active and interested community groups in the governance and delivery of the agreement could strengthen this and other CBAs²³

This sentiment was shared by CEDSAC. This being said, during the co-creation process discussions of governance and organizational models were put aside in favor of discussing the opportunities, current work underway, and gaps in programming and resources. In short, once we know what it is we're going to do, we can answer how best to do it together.

On the final Committee meeting of CEDSAC it was unanimous that participants were interested in exploring further the potential creation of an organization and/or partnership model that can help enhance and support the range of CED work already going on in the DTES and fill gaps where major opportunities have been identified²⁴

Whether this is a new organization, or simply a partnership framework remains to be seen, but Phase II of the Strategy calls for a number of actions to build capacity and develop an ideal governance model to assist in the implementation and monitoring of the Strategy.

²³ *Building on Success: An evaluation of the Community Benefits Agreement for the Vancouver Olympic Village Site*, Karen Peachey, June 22nd 2009, Prepared for Building Opportunities with Business Inner-City Society

²⁴ Early discussions on the expectations of CEDSAC resulted in issues of governance and formalization being deferred as the strategy itself was prioritized. The Committee engaged in the fashion of a Consensus Model as the work of the CED Coordinator to draft recommendations, policy considerations and programming details, was critiqued, guided and examined by its members. This is not to say that Consensus was always achieved, nor that there exists consensus within the group regarding the details of the Strategy as a whole, but rather a Majoritarian Model of 50% plus 1 was not employed in discussion, recommendations etc. and that the group negotiated, debated, compromised and synthesized content with the Planner to inform the content of the DTES CED Strategy.



Figure 18 Figure 12 CEDSAC members and City staff engage in a workshop

Action: Create a Collective Impact Measurement Framework and Collaborative Leadership Model

With such a diverse range of community actors already implementing parts of the CED Strategy, or taking on new *Quick Start* projects, the concept of a Collective Impact measurement framework and Collaborative Leadership Model were both identified. Models that are able to incorporate a diverse range of partners who are implementing aspects of the strategy can potentially help CEDSAC or a new implementation partnership monitor the range of work going on in DTES communities (projects, social ventures, community initiatives, programming, community investment) and measure success.

But what that measurement framework and collaborative leadership model looks like will require facilitation, consultation and other support to help answer.

Members of CEDSAC have already brought current projects underway to the committee or participated in identifying new opportunities during the Co-Creation process. These and other organizations are already showing leadership on key issues in the local economy, and there is no need to “reinvent the wheel” regarding a range of CED work that has been happening in a highly responsive ad hoc way for years. To illustrate, in 2014 the City conducted an assessment of “CED Initiatives” in the DTES and found a broad array of actions being taken - Ninety-Four in total by over 60 separate organizations. As was stated earlier in this strategy:

“In many regards several months of work to co-create this strategy has provided an opportunity for the City to catch-up to the community in regards to the breadth and depth of Community Economic Development related work already occurring in the DTES”.

The community and City are now in a position to begin better coordinating and monitoring this work, and build a more proactive and long-term set of strategic initiatives along with a dashboard to monitor them.

Focus Area	Quantity	(2014) CED Initiatives
Local Procurement	7 initiatives 7 organizations	Local Goods for conference bags Labour and procurement coordinator Buy social campaign Local food movement Local product → education/signage/workshops Collective procurement mechanism Tool share library Community supported agriculture
Local Hiring with Training, Mentorship & Supports	53 initiatives 27 organizations	Local hiring partnerships (7) Social enterprise predominantly hiring people with barriers (10) Employment readiness, mentoring and training (3), Aboriginal (3), Youth (2), women Support for businesses who hire people with barriers Commissary kitchen program Learning centre (2), for Aboriginals (1) Digital lab Graduation strategy Skills/trades training (3) Arts studio training (1), arts workshops (1), theatre training (1) Work experience program Urban agriculture
Affordable Space & Security Tenure	5 initiatives 4 organizations	Social purpose real estate projects (2) Co-working space Storefront pop up retail space Free art studio space
Micro & Social Enterprise	14 initiatives 12 organizations	Small loan/microloan program (2) Small business/microenterprise assistance program Microenterprise incubator (in development) Street vending/street market/calendar and magazine sales Social impact business and entrepreneur accelerator Self-employment program Self-employment initiative for women Small arts grant Sustainable start up enterprise development training
Government Tools & Incentives	9 initiatives 6 organizations	City-wide entrepreneur initiative Innovative and tech hub, incubator and accelerator DTES capital grants program Social assistance HOPE campaign Labour market agreement for people with disabilities Skills connect for immigrants Employment service centre Social innovative grants CED advocacy and awareness-building
Intensification of Industrial Lands	1 initiative 1 organization	BIA Campaign (Strathcona BIA)
Local Serving Tenant Recruitment	3 initiatives 6 organizations	Good Neighbourhood Program SIA information and awareness package
Revitalization of Commercial Corridors	2 initiatives 3 organizations	Neighbourhood-Specific Economic Revitalization Strategy BIA Campaigns

Figure 19 - A 2014 Assessment of CED Initiatives in the DTES, City of Vancouver, DTES Planning Team

Several new programming ideas have also been identified through the CED Strategy's Co-Creation. These are both Quick Start projects and larger initiatives that require feasibility studies or additional resources to conceptualize and design. CEDSAC may find itself in the position to lead some of these moving ahead, or in a position to support as a "backbone organization" that helps to coordinate and liaise between existing community organizations.

Funding

Phase II

- 1) Funding from Great Beginnings which has been committed to 2018 (\$150,000 + \$25,000 for community retail research)
- 2) City of Vancouver granting CEDSAC an initial operational budget and programming support for *quick-start* initiatives and feasibility research (Total \$353,500.00)
 - a. The City and CEDSAC will then leverage these funds and approach other funding partners including different levels of government, foundations, philanthropic investors, private sector partners etc.

Additional Funding and Commitments Secured in Co-Creation Process

Partners in the community have already brought additional funding to the CED Co-Creation process and Phase II of the CED Strategy.

\$10,000 Simon Fraser University Community Economic Development Program
 \$7,333 EcoTrust Canada/LEDLab
 \$40,000 Buy Social Canada

Future Fund Development to Support Phase III Implementation

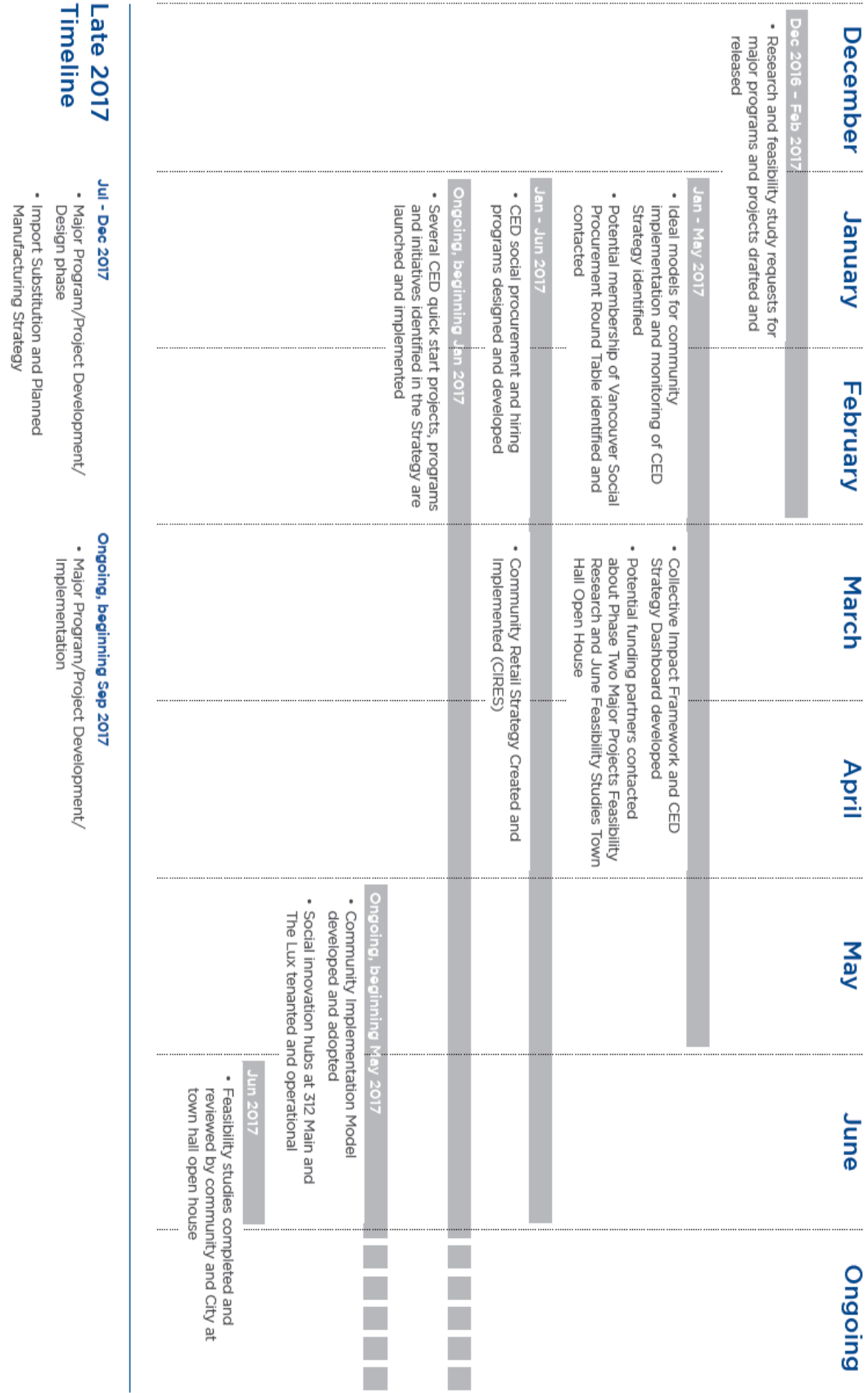
The City of Vancouver has invested significantly in a process to co-create a Community Economic Development Strategy, and the community has responded in-kind with several hundred hours of input and engagement to inform the content of this document. As major projects and programs are informed by feasibility studies, and work continues to conceptualize their design and implementation, other major funders will be approached to match the City and community's commitments.

In October of 2016 Vancity Community Foundation agreed to serve as the administrative backbone of CEDSAC as it deliberates on the future role it will play in assisting the community to implement the strategy. City staff recommended to City Council that many of the funding pieces identified in the Strategy flow through the Foundation for capacity building and program development, until such time as CEDSAC decides whether it is formally incorporating or adopting a less formal structure through which to support implementation of the strategy. The Vancity Community Foundation and City of Vancouver sit as *Institutional (non-voting) Partners* on CEDSAC. For exploration and further consideration in Phase III implementation:

Legacy Fund created through a Community Benefit Agreement	Commitments from Senior Levels of Government to match and leverage COV investment in CED strategy
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Phase II Implementation Timeline

Many community groups involved in the CED Co-Creation Process have already begun laying the groundwork for many of the following actions, particularly in 'Phase II Program and Project Development' and the 'Several CED Quick Start Projects, Programs and Initiatives' that are planned to be launched in January once the strategy is approved by Vancouver City Council



Detailed Timeline of Phase II Actions

December 2016 to February 2017

- Requests for Proposals (RFPs) Requests for Qualifications (RFQs) and Requests for Expression of Interest (RFEIs) drafted and released to answer questions about program and project feasibility and impacts of potential strategy actions

Feasibility and Impact Studies	Program Development	Project
<p>Explore the range of possible incentives allowable in the Vancouver Charter, to bridge local Economic Revitalization Goals pertaining to retail corridors and industrial lands with targets in the Social Impact Assessment, Healthy City Strategy, DTES Plan and City of Reconciliation Framework</p> <p>-----</p> <p>Determine the feasibility and potential impacts of the most attractive of these options, as determined by CEDSAC and the City</p>	<p>Engage community stakeholder groups to develop DTES residents with barriers & youth leadership development program for non-profit and small business sectors</p>	<p>Design Charrette for 501 Powell Street CED Platform</p>
Import Substitution and Planned Manufacturing Feasibility Study		

December 2016 - June 2017

Phase II Program and Project Development

- Anchor Institution and Major Industries Social Procurement and Hiring Strategies
- Create a directory of *verified* social impact employers and other mission drive social enterprise
- Youth at Risk and DTES Residents With Barriers Leadership Development Program for Non-Profit and Small Business Sectors
- CBA Co-Creation Engagement Process Visioning and Design
- Strengthening the Employment Continuum with Small Business program
- Social Innovation Hubs *The Lux* and *312 Main Street* come online, development of infrastructure and programming at *501 Powell Street* continues
- Pedestrian activation of select streets and alleys visioning and public engagement process with BIAs and residents groups
- Continued development of Community Impact Real Estate Society collaboration between City of Vancouver, BC Housing, Vancity Community Foundation and Community (CEDSAC)
- Creation/implementation of Community Retail Strategy
- Programming connections between CED (CEDSAC) and Poverty Reduction Table developed and strengthened

- *Sex Work Exiting and Transition Consortium of Vancouver engaged on potential pathways for exiting created by Social Procurement and Hiring Strategies and Community Benefits Agreements*

January - April 2017

- *Ideal Models for Community Implementation and Monitoring of CED Strategy Identified*
- Collective Impact Framework and CED Strategy Dashboard Developed
- Potential membership of Vancouver Social Procurement Round Table identified and contacted
- Potential funding partners contacted about Phase III Major Projects Feasibility Research and June Feasibility Studies Town Hall Open House

March-Ongoing 2017

- Community Implementation Model Developed and Adopted

January - Ongoing 2017

- Several CED Quick Start Projects, Programs and Initiatives are launched and implemented

June 2017

Feasibility Studies Completed and reviewed by Community and City (Town Hall - Open House)

2017 II Two Near-Term Timeline July 2017 - December

Major Program/Project Development/Design phase
Import Substitution and Planned Manufacturing Strategy

September 2017 - Ongoing

Major Program/Project Development/Implementation

Conclusion

The DTES has been recognized for years as an area with entrenched poverty and seemingly intractable challenges, but it is in fact a collection of communities filled with incredible skill, knowledge, ambition and creativity. Along that Livelihoods Continuum of income and employment opportunities, people in the DTES are working every day, just not always in the most normal, safe or structured of environments. By strengthening the connections along that continuum with community partners we can work to create pathways so that more of them can thrive, and not just survive. With so many large institutions, major development projects, the presence of a diverse and accomplished social enterprise and non-profit sector, the DTES is well positioned to increase things like social procurement, and social hiring.

Support in coordinating, implementing and monitoring the range of work already going on, and developing these various new initiatives identified in the strategy will help the community and the City to be more proactive and less reactive about community economic development. While new partnerships like the Community Impact Real Estate Society collaboration open up exciting possibilities.

The foundation laid by Phases I and II of the CED Strategy are instrumental in building towards larger scale initiatives that feasibility studies can help answer questions about, informing their designing, resourcing and implementation.

APPENDIX C COMMUNITY ENGAGEMENT REPORT

Community Economic Development Strategic Action Committee

Written by: Alisha Maxfield, CED Coordinator



Introduction & Context:

As the Community Economic Development Coordinator for the Community Economic Development Strategic Action Committee, my role is to be a key resource for the committee, and the broader Downtown Eastside community. My duties consist of organizing meetings for various stakeholders and individuals to connect and develop partnerships, support the efforts of several community economic development projects on the ground, and provide opportunity for broader engagement with community groups and members to retrieve valued feedback on the committee's process and recommendations.

Engagement Process:

From the end of July to mid-October, I have had the opportunity to engage with 31 different organizations and 62 residents within Vancouver's Downtown Eastside. My approach was to show up and meet with people in person to ensure that a connection and rapport could be established more authentically. My engagement techniques included knocking on the doors of various organizations, attending different services' and group meetings, executing pop up engagements at festivals and events within the neighbourhood, and at the very least, cold calling and speaking with residents and organizations over the phone. I obtained information by taking the time to learn who the person was, or understand the roles their organization served in the community.

I proceeded with providing information about the Community Economic Development Strategic Action Committee and the recommendations developed at that time, and then obtained people's feedback with regards to such recommendations. The organizations and residents were also given the opportunity to share their own economic development ideas that the committee had not considered yet.

Lastly, I would inquire if the individual resident or organization would like to remain updated on the process or if they would like to be directly involved in participating on the CEDSA Committee. Several organizations and individuals wanted to remain in contact with the CEDSA committee, not as many had time to participate in monthly meetings, but were willing to follow up with me in person or online as the committee moved forward.

Who was interviewed

Strathcona residents at the Union St Block Party
Chinese Senior's Outreach Worker
Residents occupying the tent city on 58 W Hastings
DTES Market Vendors & Manager
Powell St Festival Staff/volunteers and local residents attending the event
Downtown Eastside Women's Centre (DEWC)
DEWC Saturday Flea Market Vendors
Culture Saves Lives
Our Place (RayCam Cooperative Centre)
Carnegie Community Action Project
Volunteers and residents
Gallery Gachet
Mission Possible Staff & Volunteers
Salvation Army Harbour Light Program residents
Salvation Army James McCready Residents
The Binnars' Project
Youth Collaborative for Chinatown

312 Main Innovation Centre
Aboriginal Front Door
Native Education College
Vision for Chinatown Event, Chinatown residents
Eastside Culture Crawl
Community Arts Council of Vancouver
Enterprising Women Making Art (EWMA)
EarthHand Gleaners Society
HAVE Cafe
ALIVE
RainCity Support Services
Theatre Terrific
The Bloom Group Community Services
Urban Native Youth Association
VANDU

Limitations

Given my engagement process was conducted within three short months, time constraints and other job commitments did not allow for enough time to capture feedback from a more broader representation of residents and organizations in the Downtown Eastside. Some key goals moving forward with this process, are to create opportunities to engage further with Aboriginal services in the community, hire a Cantonese speaking resident to have more direct conversations with Chinese seniors, and do further engagements with the youth in the community. I also experienced challenges arranging meetings with people due to a history of mistrust with the City of Vancouver and other committees similar to CEDSAC. Many organizations and members of the Downtown Eastside have felt their voices and ideas have been ignored and disrespected, and that too many promises had fallen through in the past.

What I learned from the community:

The Downtown Eastside is a vibrant and diverse community that is filled with hope, a desire for enhanced well-being, a place that honours and values neighbourliness, and potential to showcase various skills and talent. Organizations want to learn and share with one another and have space to connect and create partnerships. The residents of the Downtown Eastside want to be recognized for who they are, and be acknowledged for the value and purpose they bring to their community every day.

What was heard

“I want to work, I knock on a door, the employers asks what I do, I tell them I’m on welfare, the door closes. I look for housing, the landlord asks what my income is, I say welfare and the door closes again”

“There’s so much talent in the DTES, so many artists, amazing what they can create with so little support and supplies. We need maker and vending spaces for artists and people who are good with their hands”

“Need to advocate that employers in the community be patient, give people a chance, and provide support and training internally for people with barriers to work for them. Sometimes these business people need to stop thinking about the money and think how they’re contributing to the community’s well-being and do the right thing”

“There are not enough part time, flexible jobs in the community for people who are graduating from Work BC training programs, or other training services, people are struggling to find work after they obtain work ready skills”

“less application forms, and automated telephone operators and more talking face to face with people”

“Licenses and permits will just create more hoops for people to jump through. It’s already hard enough for people to make money down here.”

“Create more indoor spaces for vendors, and storage. We need storage space.”

“Women’s’ organizations need to be a primary thought and group at these committee tables that discuss economic development”

“People also need a space where they can go and say this is what I know and can do, here is the type of work I enjoy, what opportunities are available and who is hiring?”

“Need a support program that will help people to start their micro jobs, or self-employment business idea, but refrain from using language like business plan or micro entrepreneur, you’ll scare folks away.”

“Increase the welfare rates, make necessary changes to the income assistance system so people can have a chance to escape poverty.”

“The idea of making people into small scale entrepreneurs may be difficult to achieve, there are many people on disability because they cannot work, so why should the City be forcing them to work, it could be disruptive. But what is needed for residents who can work is accessible/affordable education and life skills training, and higher welfare rates”

“Single mothers in the Strathcona neighbourhood don’t have many opportunities to make money, they are pushed into using resources they rather not access, they feel like nobody wants to hire them”

“Don’t fix capitalist models with more capitalism, the question to ask people is, what do you need to be able to live and be human? Focus on what the people are saying who are trying to survive on these streets”

“People do not want to report all of their self-employment income because they will lose the other supports which they cannot afford if they don’t receive income assistance anymore.”

“There’s a guy in the DTES that goes around to different businesses and starts washing their windows. Many businesses are starting to know him and when they see him come by, they will just go out and pay him cash. There needs to be more awareness and support from the general public about money making opportunities like this.”

“People should be able to loiter on the streets where they live, but it should also be safe for a family to walk on these sidewalks. What I am trying to say, is there needs to be more community spaces outside where people can gather in a safe and positive way.”

“We need to give more employers in this area incentives to hire street people.”

“We need an affordable grocery store, and maybe help the bannock ladies to open their own food truck or restaurant one day.”

“There is no social infrastructure in Chinatown, there’s no opportunities for young people to develop leadership skills beyond owning a business. A lot of the community is relying on volunteer labour.”

“Need incentives for the planning society’s to open their doors and create space for programming and learning opportunities for young people.”

“There cannot be culture without noise! We need affordable and supportive spaces to host cultural events in the city where everyone is welcomed to participate.”

“Often what gets dealt with is the symptom, so the symptom may be that people are not getting jobs, but this is not the cause. Need to work with the cause first, in order to create a strategy for support.”

“It is important to show how we can all engage the community and system barriers that exists to do the work of reconciliation in the community. Success stories need to be shared, so that others can understand how to do this work well. Such as hiring Aboriginal people out of the DTES community to be in leadership roles.”

Key Themes & Findings

1. Support advocacy and any actionable efforts to increase the welfare rates, eliminate earning claw backs, increase the rental portion of income assistance, and increase the number of affordable housing units in the DTES.
2. Increase the safety and security of the neighbourhood by hiring local community members as cleaners and security staff in the laneways. Increase the number of

- public washroom facilities that are available 24 hours in the neighbourhood.
3. Increase the number of low barrier income generating opportunities within the Downtown Eastside and provide various incentives and supports to local employers and social enterprises who are involved in social impact hiring.
 4. Develop a central employment “hub space” that operates with flexible hours, where people may go and organizations can liaise with regarding support and information about various income generating opportunities in the DTES. The same place can serve as a recruitment space for employers to hire locally, as well as provide one to one guidance for developing and planning client centred self-employment opportunities and micro jobs.
 5. Provide more affordable community spaces, both indoors and outdoors, that allow for people to connect and activate the neighbourhood in a positive way. Whether that be through art and cultural activities, inclusive park space, enhancing laneways with local food stands, security and activities, and build year round market space for vendors.
 6. Increase support and resources for the local markets in the neighbourhood with regards to infrastructure (indoor space, storage space, and mobile carts), marketing, and increase supply of donated goods for vendors to sell.
 7. There is a strong need for affordable commercial retail spaces, where people can buy their basic goods and sit down for a local meal, as well as have the opportunity to be employees of these spaces.
 8. Increase and support the development of leadership opportunities for Aboriginal people and youth in the Downtown Eastside.
 9. Adapt City planning policies and Community Benefit Agreements, to include that members of the community be involved in decision making and planning that truly benefits the livelihood of their community and their commercial retail needs.
 10. Provide more accessible life skills training programs and techniques for residents with barriers to maintain their employment and relationships.

11. Support and develop opportunities for employers to be educated in the following; cultural sensitivity training that recognize the Truth and Reconciliation calls to action, training on how to maintain positive relationships with low barrier employees, and education to understand the unique challenges of the income assistance system.

Next Steps:

The Community Economic Development Strategic Action Committee (CEDSAC) is valuable to this community and there is a longing for its community minded process to enhance the wellbeing and economic development of the Downtown Eastside. For several years, members of this community have asked to be involved in decision making and be given the opportunity to self-organize. Moving forward with CEDSAC there is a need for broader representation at the committee table, that which includes more Aboriginal people, youth and low income residents.

We could also benefit from providing more public town halls and information sessions during the development of our recommendations to increase neighbourhood awareness, as well as spreading the news of the committee's ongoing work more broadly via local newspapers and social media. Nevertheless, the committee has done an excellent job of following up with community groups and members in person, and sharing meeting notes and updates of the work completed through various community organizations' newsletters, and the City of Vancouver website.

It is pertinent that the City of Vancouver support the CEDSA Committee and the partnered organizations doing community economic development work in the Downtown Eastside. Resources and actionable support from all levels of government are needed in order to implement these recommendations, measure their impact, remain accountable to the community and be able to provide various follow up opportunities to those who cannot participate, yet whose lives are impacted immensely by the recommendations from this committee.

APPENDIX D

TERMS OF REFERENCE FOR RECEIPT OF GRANT ON BEHALF OF CEDSAC

REGARDING SUPPORT FOR CHARITABLE PROGRAM ACTIVITIES
Beginning January, 2017

Between:

Vancity Community Foundation (VCF) and CEDSAC Committee (the Program)

BACKGROUND

CEDSAC:

The Community Economic Development Strategic Action Committee (CEDSAC) is a working committee convened by the City of Vancouver to assist in the creation and implementation of the DTES Community Economic Development Strategy²⁵

Key charitable activities:

Job creation and other economic opportunities for residents with barriers
Advocacy on poverty reduction and livelihoods
Identification of community retail needs and social procurement opportunities
Facilitate dialogue and identify priority needs and opportunities regarding issues of economic importance to DTES communities

VCF:

VCF is a public foundation and registered charity in Canada. The purposes of the Foundation include funding, promoting and carrying out activities and initiatives that contribute to social and economic inclusion, environmental sustainability, and community well-being. VCF is a public foundation and registered charity in Canada and a member of the Committee. VCF strives to be a catalyst for change, investing in the vision of communities.

Agreement Terms

VCF agrees to:

serve as the legal recipient for grants, contributions, charitable donations and other income directed towards the defined activities and expenses within the *Program*;

To contract with and process payments to contract staff, consultants and other service providers or suppliers, based on agreed upon budget and/or expenses approved by CEDSC / COV to carryout *Program* activities.

manage segregated financial accounts for the *Program* and provide financial reports to the Committee on monthly basis

²⁵ For more information visit <http://vancouver.ca/people-programs/ced-strategy.aspx#committee>

It is understood that:

\$ 150,200 amount will be moved as a grant from COV to VCF, in order to effectively begin delivery of the relevant *Program* activities outlined in THE Appendix (Budget CED Strategy Phase II) and where Vancity Community Foundation (VCF) has been named on behalf of CEDSAC as the recipient of said funds²⁶;

an amount equal to 5% from all revenue will be allocated as an administration fee by VCF, with the remainder of all funds received to be tracked and used to cover expenses associated with defined charitable activities as part of the *Program*.

the expenses associated the *Program* activities will not exceed the revenues which have been secured to deliver these defined program activities

VCF will assign a staff member to participate in the committee, in a non-voting role on the *CEDSAC*

Based on clear written notice, as delivered to VCF from COV or CEDSAC it is agreed that best efforts would be made to terminate or transfer *Program* activities to another mutually acceptable organization within 90 days.

Accepted:
For the CEDSAC

For VCF

Name: _____

Date: _____

Name: _____

Date: _____

Witnessed:

City of Vancouver

Name and Title

²⁶ Including Item 4 "Support and facilitate advocacy coordination with City and Community on Welfare and other Income and Poverty related areas" on behalf of CEDSAC and the Poverty Reduction Coalition

Date: _____

APPENDIX E

Detailed Budget Tables for CED Strategy (Phase II)

Itemized Vancity Community Foundation Grant to Assist CEDSAC with CED Strategy
Program Development and Implementation

Funding Recommendation (Recommendation B)	Total Funding
Implementation Partner: Vancity Community Foundation and TBD Research into alternative governance models Capacity building and partnership development to help CEDSAC and partner organizations implement and monitor the strategy	\$50,000
Implementation Partner: TBD as per the discretion of CEDSAC Development of Collective Impact Framework and Collaborative Leadership Model	\$20,000
Implementation Partner: Buy Social Canada and CEDSAC CBA Working Group Continue Incubating and developing Community Benefit Agreement (CBA) multi-party co-creation model	\$10,000
Implementation Partner: BC Poverty Reduction Coalition/Round Table on Poverty Reduction Support and facilitate advocacy coordination with City and Community on Social Assistance and other Income and Poverty related areas	\$25,000
Implementation Partners: Strathcona, Gastown and Hastings Crossing BIA Strengthen the Employment Continuum Through Local Businesses Project	\$10,200
Implementation Partner: Buy Social Canada Development of Social Procurement and Social Hiring engagement strategy (CEDSAC)	\$25,000
Administrative Costs for serving as administrative backbone for CEDSAC	\$10,000
TOTAL	\$150,200

Feasibility Studies and Program Development

Funding Recommendation (Recommendation C)	Total Funding
Study Potential Incentives and other Policy Tools to align retail and industrial revitalization program with SIA, DTES Plan, Healthy City Strategy and City of Reconciliation Goals and Targets (RFP)	\$25,000
Import Substitution and Planned Manufacturing Feasibility Study to assist in improving material fulfilment of future Community Benefits Agreements (RFQ)	\$25,000
Engage community stakeholder groups to develop DTES residents with barriers & youth leadership development program for non-profit and small business sectors (RFEOI)	\$25,000
Design Charrette for 501 Powell Street CED Platform (RFQ) <i>Future needs for Street Market, Binnars, PHS Urban Farm in future VAHA development site</i>	\$19,621
TOTAL	\$94,621