



COUNCIL REPORT

Report Date: February 14, 2025
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Meeting Date: February 25, 2025
[Submit comments to Council](#)

TO: Vancouver City Council
FROM: Deputy City Manager
SUBJECT: Uplifting the Downtown Eastside and Building Inclusive Communities that Work for All Residents Motion: Progress Update

Recommendations

THAT Council receive the updates in this report for information.

Purpose and Executive Summary

The Uplifting the Downtown Eastside and Building Inclusive Communities that Work for All Residents motion consists of directions across multiple policy areas and departmental work programs. This report provides an update on work related to the motion's resolutions and have been grouped together into related areas: Single room occupancy stock (Resolutions A and B); Regional approach to homelessness and mental health and substance use (Resolutions D and I); Land-use and housing policy (Resolutions C, E, F, I); Community and low-income economic development (Resolution G); Social infrastructure (Resolution H). This report also highlights the importance of addressing insufficient income and income precarity.

Council Authority/Previous Decisions

See Appendix H.

City Manager's Comments

This report is for information.

Context and Background

The Downtown Eastside (“DTES”), often considered the historic heart of the city, is one of Vancouver’s oldest neighbourhoods. The neighbourhood holds cultural significance to the many diverse communities who call the area home, including many residents living in and with conditions that cause deteriorated wellness and place them at greater risk of stressors and shocks (“vulnerable residents”).

The City’s work in the DTES is guided by the DTES Local Area Plan (“DTES Plan”), which was approved by Council in 2014. The DTES Plan sets out the policies, strategies, quick-start and short-term actions needed to achieve the long-term vision that: “the neighbourhood will be made up of mixed-income communities with a range of affordable housing options (including social housing) for all residents, local serving commerce, social services and cultural activities where all feel welcome, valued and at home.” While the City has made progress on commitments in the DTES Plan, many of the issues facing the neighbourhood require policies and programs beyond the City’s jurisdiction.

Over the last decade, the DTES has been impacted by the province’s rapid simultaneous growth of the homelessness and mental health and substance use (“MHSU”) crises, exacerbated by the persistent toxic drug supply, deepening and unabated poverty, the COVID-19 pandemic, and the deteriorating and/or increasingly unaffordable SRO stock.

While many of the pressures are experienced across the city and are not localized only to the DTES, the DTES is a long-time low-income community that continues to serve as a destination for people from across the city, region, province, and country who are in need of services and a sense of belonging. As a result, Vancouver and the DTES continues to be the nexus of the region’s intersecting homelessness and MHSU crises, and the deepening and persistent poverty experienced by a growing number of British Columbia residents. Homelessness and unmanaged mental health and substance use also place people at greater risk of violence. For the City of Vancouver, responses to the pressures in the DTES represent significant and disproportionate operating and capital costs borne by Vancouver taxpayers.

In November 2023, Council passed the motion [Uplifting the Downtown Eastside and Building Inclusive Communities that Work for All Residents](#), directing staff to explore policy and actions to improve housing and wellness outcomes in the DTES through local, regional, and senior government levers and partnerships.

Discussion

The motion consists of a number of directives across departments that are managing pre-existing Council directions and policies. The approach and progress on the items vary, subject to the specific items in the final approved resolution. This report provides an update on departmental work related to the motion’s resolutions that have been grouped together into related areas of work:

1. Single room occupancy stock (Resolutions A and B);
2. Regional approach to homelessness and mental health and substance use (Resolutions D and I);
3. Land-use and housing policy (Resolutions C, E, F, I);
4. Community and low-income economic development (Resolution G); and
5. Social infrastructure (Resolution H).

Recognizing the complexity of systems and inter-connectedness of various levers, this report also highlights the importance of addressing insufficient income and income precarity.

1. Single Room Occupancy Stock (Resolutions A and B) – Appendix A

Resolutions A and B relate to addressing the deteriorating conditions in many of the city's Single Room Occupancy (SRO) hotels, stock generally recognized as housing of last resort before homelessness for many low-income residents. The motion directs staff to explore how to accelerate the full replacement of existing SROs, including discussing with and advocating to senior government for a pilot funding program to support the interim repair and renovation of existing publicly and privately owned SROs on an urgent basis. Council also directed staff to determine whether culturally appropriate health services provided via pop-up on-site clinics, such as the Vancouver Urban Health Centre model, could enhance housing outcomes, with consideration to endorse, advocate for, and/or pilot such health services.

Appendix A provides a summary response to these motion resolutions. As well, some opportunities to enable SRO replacement will be contemplated in the response to the DTES Plan and the motion's directed housing policy considerations.

2. Regional Response to Homelessness and Mental Health and Substance Use (Resolutions D and I) – Appendix B

Council directed staff to explore opportunities for an improved regional approach to address the Metro Vancouver region's homelessness and housing issues. The Mayor was requested to write an advocacy letter to the Province of British Columbia, on behalf of City Council, seeking a greater supply of shelter spaces and supportive housing units across the Metro Vancouver region to stabilize and better support people in their home communities, including an increase in complex care housing and harm reduction and mental health services to support individuals with severe mental illness and addiction issues. The letter was sent on December 14, 2023.

Housing systems are regional in nature, and it is important that every Metro Vancouver municipality provide housing options for all incomes and populations. Increasingly, the Provincial government is taking steps to ensure all municipal governments in BC proactively plan to meet housing needs. In 2022, the Province introduced the *Housing Supply Act*, which enables the Province to set housing supply targets for municipalities based on need and projected growth. In 2023, the Provincial government introduced mandatory Housing Target Orders (HTOs) for a first cohort of ten municipalities, including Vancouver. There are now 12 Metro Vancouver member municipalities with Provincial HTOs. The needs assessment used to develop the HTOs incorporated a regional approach to addressing homelessness, including identification of supportive housing units needed. The regional targets show a higher rate of increase is needed for supportive housing in municipalities outside of the City of Vancouver, as Vancouver has

already delivered significantly more of this type of housing than neighbouring communities. However, notwithstanding the needs assessments, the Provincial HTOs do not presently include mandatory targets for supportive housing.

City staff have completed two sets of analyses to further model a more proportional homelessness response across the region. First, staff extrapolated the supportive housing target from the 12 HTOs that have been issued to the entire Metro Vancouver region. This analysis anticipates that the five-year regional target for supportive housing for the region will range from 2,200 net new units (75% of need) to 2,900 net new units (100% of need). Staff estimate that three-quarters of these new supportive housing units will be allocated to municipalities outside of the City of Vancouver. Second, staff developed rough models of a regional proportional distribution of emergency shelter, supportive housing, and mental health and substance use services, accounting for existing shelter spaces, housing stock, and service availability. Appendix B includes these models, as well as details on the significant contributions of the City towards meeting the housing and homelessness crises and mental health and substance use crises, and the proposed policy and advocacy priorities for the City. For supportive housing specifically, staff will be discussing the targets within the context of Housing Vancouver, the recent Provincial HTOs, and the urgent need to focus our efforts on replacement of aging SROs and Temporary Modular Housing.

The City has supported the direction provided by the Province and staff assess that the continued use of HTOs across Metro Vancouver will reinforce the need for a proportional regional response to the crisis. The Province will then need to work with municipalities to allocate the funding to deliver this critical type of housing, as well as shelter and other services to address homelessness.

3. Land-Use and Housing Policy (Resolutions C, E, F, I) – Appendix C

Resolutions C, E, F, and I relate to land use and housing policy:

- Resolution C: Aligning the City's definition of social housing and supportive housing with Provincial definitions and funding program requirements
- Resolution E: Explore Options to Update the DTES Plan
- Resolution E: Consideration for Resourcing a New Social Impact Assessment
- Resolution F: Accelerate Council's previous direction to explore a Pre-emptive Right by-law
- Resolution I: Update the Supportive Housing Needs Assessment

Appendix C provides an update on each of these resolutions.

Staff are currently undertaking technical analysis to support the work described in the appendices. Staff anticipate bringing the results of this analysis, and proposed policy and zoning amendments to the public for feedback in Q2 2025. The proposed amendments will be brought to Vancouver City Council for decisions in Q4 2025. Staff will also return to Council later this year to present an update on the SRO Investment Strategy and related actions.

4. Community and Low-Income Economic Development (Resolution G) – Appendices D and E

Resolution G directs staff to explore opportunities for the City to partner with non-profit organizations to support low-income economic development and to embed social procurement as a core consideration to enabling low-threshold economic engagement opportunities.

In 2016, the City of Vancouver co-created a (DTES) [Community Economic Development \(CED\) Strategy](#) with 35 community organizations, businesses and residents. The strategy 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 or directions.

While employment and employment readiness programming are the jurisdiction of senior government, multiple City departments are involved in advancing the CED Strategy and enabling safer and low threshold employment opportunities for people with very low income and those who face multiple barriers to employment. Appendix D outlines the City's initiatives in the areas of low-income community economic development and includes an overview of an integrated workplan across multiple departments. Appendix E provides an update on the planned DTES CED Hub, a cornerstone of the City's Community Economic Development Strategy.

In addition, Appendix D provides an update on the City's robust Social Value Procurement Framework (SVF), which generates positive social outcomes and advances inclusive economic opportunities for Vancouver residents and communities.

5. Social Infrastructure (Resolution H) – Appendix F

Resolution H directs staff to explore policy options and strategies that enable below-market commercial spaces in the DTES and elsewhere in the city to create a diversity of spaces, programs, and services that meet community needs and enable a thriving social infrastructure ecosystem and a healthy city.

Approved by Council in December 2021, [Spaces to Thrive: Vancouver's Social Infrastructure Strategy](#) is a 10-year framework for the City to support social services, land and facilities and services of non-profit and community organizations through its various roles as regulator, partner, investor and advocate. During the development of the strategy, staff consulted widely with non-profit organizations and worked with colleagues across the City to discuss and explore policy options and social benefit strategies to enable the creation of affordable spaces for non-profits to access to deliver community services, including in the DTES.

Appendix F provides an overview of *Spaces to Thrive* and an update on its implementation and social infrastructure deployment in the DTES.

Financial Implications

In the fall of 2024, staff compiled a rough estimate of the incremental operating costs to the City associated with municipal efforts to ameliorate the impacts of homelessness and the MHSU crisis, both in terms of supporting services to people experiencing homelessness and MHSU as well as managing the impacts in the public realm across the city's neighbourhoods. The

estimates accrued to \$46.7M per year not including VPD costs incremental to supporting public safety, non-market housing operations, or one-time housing capital investments. See Appendix G.

Legal Implications

There are no legal implications at this time. Any legal implications associated with resolutions noted in this report will be brought forward to Council at a later date and in conjunction with the advancement of this work and any proposed regulatory or policy changes.

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Appendix A

SRO Replacement and Tenant Supports

1. Accelerating Replacement of SROs

SROs consist of small 10 by 10 rooms, with shared kitchen and bathrooms and serve as housing of last resort before homelessness for many marginalized residents. Roughly half of the SRO stock is owned by government or non-profits (~4,000 rooms), and the other half is privately owned (~3,700) or Chinese Benevolent Society owned (~200 rooms). There is significant diversity in the stock with respect to rents, tenant demographics and building condition as shown in the graphic below.

SROs by Ownership, 2024



- Owned by government and non-profits
 - Operated by housing providers, often with supports
 - Rents are low, usually at shelter rates
 - Many residents have complex health needs
 - Some buildings have a stable tenant base & are providing long-term homes for tenants
 - Some NPO operators & Chinese Societies struggling to afford operating costs, given low rents
- Privately owned
 - Building conditions vary widely, from poor condition to upscale
 - Rents range from shelter rates to over \$1,000/ month
 - Some owners struggling to meet rising costs, afford repairs
 - Gentrified buildings better able to afford costs
 - Mix of low-income and higher income tenants
 - Some residents have complex health & MH needs; other tenants are able to live independently with minimal supports

Data source for numbers: COV administrative data, 2023 Low-Income Housing Survey. **Non-market building numbers** include open and closed SRA designated buildings and registered rooms. In order to categorize buildings, **private building numbers** include only open buildings and exclude buildings operated by non-profits; categorization of private buildings utilizes multiple criteria & data sources.

SRO Tenant Survey (2024)

A recent SRO tenant survey revealed that some SROs are providing long-term homes and a sense of community and connection for low-income tenants.¹ Preliminary survey results show that:

- Over a third of tenants (38%) reported talking to ten or more people in their building;

¹ Staff will share the SRO Tenant Survey with Council via a memo in the coming weeks.

- 59% of tenants indicated that they had a neighbour they could ask for help, including help with necessities as well as interactions that created social connection.

Research and engagement indicate that some SROs are operating well and providing homes for low-income residents but are at-risk due to a variety of pressures on the private SRO stock. Investments targeted to these buildings can help stabilize and preserve these SROs as an interim measure while long-term work of replacing SROs advances.

Existing City SRO Policy

The City's longstanding policy – as articulated in the DTES Plan (2014), the SRO Revitalization Action Plan (2017), and Housing Vancouver (2017) – is to replace SRO rooms with self-contained social housing over time and through partnership with and investment by senior levels of government.

It is acknowledged that replacement will take time and a significant investment and therefore interim measures are needed to maintain affordability, stabilize the condition of buildings and address the well-known challenges of building deterioration, liveability and life safety issues in SROs. City tools, such as the Single Room Accommodation By-law (2003) which manages the rate of change in the stock and SRA Vacancy Control (2024) which limits rent increases between tenancies are stop-gap measures needed until longer term replacement is possible.

Engaging with Senior Government

An intergovernmental working group was convened (including the City, BC Housing, the Ministry of Housing and Municipal Affairs and Canada Housing and Mortgage Corporation) to explore strategies for SRO replacement, interim measures, and working towards an SRO Investment Strategy. The work to date includes consideration of actions to address both immediate and long-term measures to replace SROs with self-contained social housing including renovation and repair funding, supporting the community housing sector in their efforts to maintain SROs and advancing renovation and redevelopment to self-contained social housing.

As part of these efforts, several publicly owned (“non-market”) SRO buildings are in various planning and regulatory stages for redevelopment or renovation to self-contained social housing: the Balmoral, the Regent, Carl Rooms, and the Shaldon Hotel. Thus far, the federal government has indicated that any federal funding contributions for repair or renovation of SROs would need to occur through applications to existing CMHC programs. Staff have assessed that the existing CMHC renovation and repair funding programs for multi-unit housing buildings are not accessible for SRO projects due to the unique characteristics and age of this stock. Staff discussions indicate that CMHC do not plan to launch a targeted renovation and repair fund for which SRO building owners could meet eligibility requirements. The advocacy letters directed by Council were both sent on December 14, 2023, however based on staff conversations to date, staff assess that further advocacy for this type of fund will be required.

Staff will continue to advance this work with the goal of presenting an update on the SRO Investment Strategy and related actions to Council later this year.

2. Health Supports in SROs

While there is recognition that many tenants would require additional supports in replacement housing, the City's work on SRO revitalization and replacement does not include programmatic elements such as embedded healthcare services.

In public or non-market SROs, BC Housing funds a varying degree of supportive services that may range from: meal programs, help with daily living, peer support groups, life-skills training, access to health/mental health/medical supports, access to addiction services, community connection and social events, off-site referrals to services such as primary health care, mental health, substance-use services, income assistance and pensions depending on the supportive housing model. VCH also funds non-profit SRO operators for dedicated respite beds/rooms in some buildings.

For public SROs, the non-profit operator would be the organization to work with VCH or other formal health partners to assess and determine to what extent in-building pop-up health care clinics are appropriate given their tenant cohort and building space availability. BC Housing is engaged with VCH and would be well-positioned to facilitate such a partnership subject to funding considerations.

In private SROs, the City has funded the SRO Collaborative to offer tenant-led programs focused on fire safety, heat preparedness, safety and community connections, and support for minor repairs and cleaning. As well, the Province has provided core funding for other SRO-C programs, including overdose response, healthy food, and cultural reconnection.

VCH's new Integrated Care Teams provide clinic and outreach services through their community health centres and provide support for some SRO residents.

Outside of SROs, the City has supported key initiatives to enhance access to health services, including culturally appropriate health and wellness care aimed at improving health and social outcomes in the DTES. Examples from this year that will continue to be advanced into 2025 include:

- Providing funding to Vancouver Coastal Health for the Mobile Crisis De-Escalation Team, a non-police same-day mental health and substance use crisis support service, expansion of the police-health partnership program (Car 87/88), and the Indigenous Crisis Response Team;
- Planning to activate interim uses at the Balmoral redevelopment site for Spring 2025, which will result in a much-needed daytime drop-in healing and wellness space;
- Granting capital funding for tenant improvements for the re-located Saa'ust (healing and wellness) Centre within an Aboriginal Land Trust Society mixed use development at 425 Columbia.
- Granting capital funding of \$700,000 to the Atira Women's Resource Society to support renovations of a retail unit (41 E Hastings) to enable operations of an Indigenous Healing and Wellness Centre funded by VCH.

- Offering onsite wound care services through a partnership program with St. Paul's Hospital at the City-owned and operated Evelyne Saller Centre which provides services to people who are inadequately housed or unhoused.
- Providing access to City-owned space at 320 Alexander St where Watari operates the Provincially funded DTES Wellness Hub, providing services to people who are inadequately housed or unhoused, including onsite wound care services through a partnership with VCH.

Further to the above, VFRS inspects each SRO on an annual basis. This in-person inspection provides VFRS inspectors with insight into situations that exacerbate fire risk, such as hoarding. Over the past year, VFRS worked with VCH to establish a new protocol for when Inspectors have assessed that a health intervention/check-in is needed arising from hoarding. With this new protocol, VFRS inspectors have direct access to the VCH mental health teams for triaging and follow-up with the tenant. While not a frequent point of service, this annual inspection provides another potential point of connection between health services and SRO tenants.

Appendix B

Regional Response to Homelessness and Mental Health and Substance Use (MHSU)

Background and Context

The causes of homelessness are complex, but the solutions are straightforward – individuals need access to housing that is safe, secure, affordable and suitable; income sufficient to afford food and other basic necessities; and community and health supports (e.g. daily living, mental health and substance use services on site and in community).

The homelessness crisis is increasingly linked with the MHSU crisis, and further compounded by the impacts of the toxic drug supply crisis, deepening and persistent poverty, and pervasive violence experienced by people experiencing homelessness.

Homelessness Crisis Response

The City Vancouver is a demonstrated leader of best practices in responding to homelessness and has long championed a regional approach to addressing the homelessness crisis.

The City has partnered with BC Housing to co-fund the City's Homelessness Services Outreach team (also known as Carnegie Outreach) and office at 390 Main Street. This has provided a means for understanding the needs and barriers faced by people experiencing or at risk of homelessness to improve service delivery, policy and project development, and advocacy to address the root causes of homelessness.

The City has deployed many sites to address the need for deeply affordable and supportive housing and emergency shelters. Between 2017 and 2024 alone, the City committed over fifty sites to enable the creation of approximately 1,400 supportive housing units and 4,700 units of social housing (total completed, under construction, and under development). Between 2006 and 2024, the City supported the creation of over 1,000 new shelter spaces. In the current capital plan alone, \$600M was allocated to this priority from a variety of funding sources.

In addition, the City has dedicated millions of dollars each year to support operations of services to support people experiencing homelessness, through outreach and direct and indirect programming delivered by non-profits supported through City grants. In 2023 during the Hastings encampment, with funding support from BC Housing, the City engaged Aboriginal Front Door Society, a local Indigenous-lead non-profit organization to deploy storage services in the DTES so that people experiencing homelessness have a place to keep belongings secure. In addition, Carnegie Community Centre and Evelyne Saller Centre provide washrooms, low-cost meals, laundry, and showers. In these cases, the City provides the land and building, and BC Housing provides the operating funding.

Mental Health and Substance Use Crisis Response

Similar to homelessness response, the City of Vancouver has demonstrated a progressive and innovative approach to substance use policy for decades, even while implementation of policy and programs are beyond the purview of the City as a local government.

Approved in 2001, the City's Four Pillars Drug Strategy represents a public health-supported and balanced approach to substance use that is based on four balanced principals: harm reduction, prevention, treatment, and enforcement.

For years, VPD has taken a more health-led approach to substance use and the toxic drug supply as opposed to a criminal justice one, recognizing it is a public health and social issue as opposed to a criminality issue. The VPD's progressive drug policy has primarily focused enforcement efforts on violent criminals and organized crime groups that produce and traffic the harmful street drugs that are fueling the drug toxicity crisis. The City has supported this approach to policing and enforcement.

While unintended public realm and other impacts of the pilot *Controlled Drugs and Substances Act* (CDSA) Section 56 Health Canada exemption² implementation have appropriately impacted the scope of the Province's pilot, the City supported the Province's work to decriminalize and destigmatize substance use as an attempt to support the diversion of people with problematic substance use to appropriate health and social programs.

The City has a long history of supporting harm reduction services in partnership with Vancouver Coastal Health (VCH) and non-profit partners. The City has further sought and implemented senior government funding to implement complementary harm reduction services, such as peer-supported outdoor temporary washroom trailers, in the absence of supervised consumption drop-in sites and sufficient related services for people struggling with unsupported mental health and substance use issues. As possible, the City has made space available for supervised consumption sites in these temporary washroom trailers, has leased spaces for OPS use, and has expedited processes to enable supervised consumption sites. The City is also responsive to issues arising in the proximal public realm of these sites where necessary. However, the City continues to raise concerns about the overall lack of sufficient supervised consumption sites outside of Vancouver.

In 2023, City Council approved up to \$8M/year to support VCH to expand targeted innovative approaches to supporting people with MHSU needs, an unprecedented municipal investment in formal health care. The *Urgent Mental Health and Substance Use (MHSU) Service Enhancements Framework* unifies community outreach, first response, and mental health services and supports in a community setting, including a first in-kind Indigenous Crisis Response Team. Council most recently received an update on this work in October 2024.

² The three-year Health Canada exemption, which took effect January 31, 2023, decriminalizes people in possession of small amounts of opioids – such as heroin and fentanyl – along with cocaine, methamphetamine, and MDMA in cumulative quantities of 2.5 grams or less.

The Ongoing Crises: Cumulative and Intensifying Impacts

Despite these significant investments and collaboration with senior government, public health, and local community, the dual crises of homelessness and MHSU continue to intensify. The number of Vancouver residents who are experiencing homelessness and persons who are acutely impacted by MHSU is higher per capita in Vancouver than in other municipalities. This is due to Vancouver being the region's urban centre and home to many of the region's services (such as hospitals, courts, federal government services), and a gap of investment in critical supports and services in other municipalities across the region. Together, this results in Vancouver having larger numbers of homelessness response services and MHSU services and supports when compared to other municipalities.

The impacts of the crises on Vancouver neighbourhoods and the City as a local government are significant, with Vancouver's inner-city neighbourhoods most significantly impacted. These impacts are not only the source of significant harm to the individuals experiencing them but also contribute to significant financial stress on local businesses, require redirection of significant City operational funding for urgent interventions, and increase impacts on operational staff.

The interventions needed to address the worsening conditions for individuals and neighbourhoods are all within the purview and jurisdiction of senior government.

Moving Forward

The City has long recognized the health and humanitarian crises that homelessness and MHSU represents, and has continued to demonstrate empathetic approaches through policy, advocacy, investments, and program delivery. However, the impacts on community, resources and finances are no longer sustainable for the City and its residents and businesses.

The call for urgent action on the homelessness and MHSU crises has been made over successive City Councils and administrations. In alignment, for the last two years, City staff have been noting publicly that the disproportionate intensification of these crises in Vancouver is no longer sustainable by local community or the City, and that a regional approach to homelessness response and support services is needed. Aside from reinforcing the financial and community impacts for Vancouver, staff have also asserted the primary aspiration that people should always first feel welcome and have access to services, shelter, and housing in their home communities and across the region.

Modeling: Need for Regional Approaches

The need for regional planning and implementation for homelessness and MHSU have been raised by City representatives repeatedly over the years. While interventions and urgent service delivery attract more attention and focus, upstream modelling, planning and programming will be key to shifting the paradigm towards a more balanced, responsive and sustainable system for homelessness and MHSU needs.

To advance the discussion, City staff have preliminarily modelled what regional approaches to homelessness and MHSU could resemble in terms of targets for shelters, supportive housing, and harm reduction services.

Regional Approach to Homelessness Response: Supportive Housing and Emergency Shelter

Regional Approach to Delivering Supportive Housing: Provincial Housing Target Order Analysis

The Provincial Housing Supply Act and resulting Housing Target Orders provide a lens through which to view the need for supportive housing across the region. The Province’s approach to target setting, which is based on the housing needs assessment for each municipality, shows that more supportive housing is needed across the region. Staff extrapolated the Province’s methodology to apply estimated supportive housing targets and needs to municipalities that have yet to receive target orders. This estimate shows that if 75% of the need is met in each municipality over the next five years (HTO period), 26% of net new supportive housing will be located within the City of Vancouver, with 74% delivered outside of the City and across the region, as shown in the table below. This allocation would result in significant growth for some municipalities, particularly where there is a serious shortage of supportive housing options now.

Municipality	HTO 5-year Provincial 100% need for Supportive units 100% need (extrapolated for municipalities without HTO)	HTO 5-year Provincial 75 % target for Supportive 75% target (extrapolated for municipalities without HTO)	% of 5-year regional growth based on Provincial methodology (if all municipalities meet 75% target)	5-year growth rate in supportive housing stock (if all municipalities meet 75% target)
Greater Vancouver	2,938	2,202	100%	24%
Vancouver	777	583	26%	8%
Surrey	603	452	21%	54%
<i>Burnaby*</i>	<i>278</i>	<i>209</i>	<i>9%</i>	<i>147%</i>
<i>Richmond*</i>	<i>235</i>	<i>176</i>	<i>8%</i>	<i>168%</i>
<i>Coquitlam*</i>	<i>166</i>	<i>125</i>	<i>6%</i>	<i>623%</i>
Port Coquitlam	67	50	2%	200%
Port Moody	40	30	1%	130%
<i>Langley (DM)*</i>	<i>148</i>	<i>111</i>	<i>5%</i>	72%**
Langley (CY)	31	23	1%	
Maple Ridge	96	72	3%	35%
<i>Pitt Meadows*</i>	<i>21</i>	<i>16</i>	<i>1%</i>	<i>N/A - stock currently 0</i>
North Vancouver (DM)	104	78	4%	266%**
North Vancouver (CY)	63	47	2%	
West Vancouver	52	39	2%	N/A - stock currently 0
Delta	127	95	4%	679%
New Westminister	84	63	3%	30%
White Rock	24	18	1%	N/A - stock currently 0
<i>Metro Vancouver A (mostly UEL)*</i>	<i>21</i>	<i>16</i>	<i>1%</i>	<i>N/A - stock currently 0</i>

*These municipalities have not yet received a Housing Target Order

**The Township and City of Langley are reported together in the Metro Vancouver Housing Databook, as are the District and City of North Vancouver.

Following the Provincial Housing Target Order methodology, staff anticipate that once all Metro Vancouver municipalities have received their HTOs:

- The regional five-year target will range from 2,200 to 2,900 net new supportive housing units.
- Roughly 75% of the new supportive housing addressed by the targets will be allocated to municipalities outside of the City of Vancouver.
- The rate of growth in supportive housing resources will be much faster outside the City of Vancouver, with a targeted 8% growth rate in the City compared to over 50% growth rate in the City of Surrey, and potentially significantly higher growth rates in municipalities that have not yet received HTOs.
- All member municipalities will be expected to accommodate supportive housing as a result of Provincial targets.

Regional Approach to Delivering Supportive Housing: Population Distribution-Based Analysis

Using homeless count data and existing stock availability as outlined in the Metro [Vancouver Housing Data Book](#), staff used a simple population distribution-based analysis to illustrate where homelessness response through Supportive Housing would be needed were it to be distributed proportionally across the region.³

As of 2023, there are 8,150 supportive housing units across the region, with 77% of the existing Supportive Housing units in Vancouver which has 25% of the region’s total population. Staff assessed that another 3,915 supportive housing units are needed across the region to address the population of people with no housing (2023 Metro count):

Homeless Population	2023 Homeless Count	% Needing Supportive Housing ①	# Supportive Housing Units Needed
Sheltered	3,360	75%	2,520
Unsheltered	1,744	80%	1,395
TOTAL NEED =			3,915

① Suggested % from staff working with people experiencing or at risk of homelessness

When calculating distribution of needed units, Vancouver is removed as there is already a large proportional surplus of supportive housing units in Vancouver. Based on this, the following table identifies where new homelessness response supportive housing would be required should there be better balanced service delivery across the region:

³ For the purposes of this report, supportive housing includes units for individuals transitioning out of homelessness, and for women fleeing violence, as indicated in the 2023 Metro Vancouver Housing data book (<https://metrovancover.org/services/regional-planning/housing-data-book>). The City of Vancouver total comes from internal records collated in December 2022.

Municipality	Units needed based on even regional population distribution (w/ COV offset)	Existing Units	Population-Based Proportional Share
Surrey	1,694	892	802
Burnaby	742	142	600
Tri-Cities	726	128	598
Richmond	626	65	561
North Shore	580	47	533
Delta	323	14	309
Langley	481	186	295
Ridge Meadows	328	204	124
White Rock	65	-	65
New Westminster	235	208	27
Vancouver	6,264	6,264	-
Region Total	12,065	8,150	3,915

To be clear, staff do not suggest diminishing the number of supportive housing units in Vancouver, but rather suggest that there is significant opportunity to enhance the region’s response to homelessness through balanced delivery of supportive housing for this population. As with an intentional approach to increasing access to supportive housing across the region, people have more options and choice of where they may wish to live, and greater opportunity to stay in communities where they have connections and feel at home. Further, other forms of supportive housing typology could be explored, such as tiny homes, lower density forms, etc.

Regional Approach to Delivering Emergency Shelter: Population Distribution-based Analysis

There are approximately 2,088 shelter spaces across metro Vancouver. 67% of those are in Vancouver, which contains only 25% of the region’s population.

The 2023 Metro Vancouver Homeless Count identified 1,453 unsheltered individuals across the metro region. Assuming a standard 20% undercount, 1,744 additional shelter spaces are needed across the metro region. Given that, the total shelter capacity need for the region is 3,832 (1,744 needed plus 2,088 existing shelter capacity). Removing the 1,400 shelter beds in Vancouver that currently exist, 2,432 shelter spaces are needed across the metro region. There are 688 beds already in municipalities other than Vancouver, leaving the need at 1,744.

Based on this, staff have laid out the following population-based distribution of needed emergency shelter spaces:

Municipality	Spaces needed based on even regional population distribution	Spaces needed based on even regional population distribution (w/ COV offset)	Existing Shelter Spaces	Population-based proportional share of need
Surrey	835	710	300	410
Burnaby	366	311	40	271
Tri-Cities	358	304	67	237
Richmond	308	262	30	232
North Shore	286	243	45	198
Langley	237	202	60	142
Delta	159	135	0	135
Ridge Meadows	162	138	55	83
White Rock	32	27	0	27
New Westminster	116	99	91	8
Vancouver	973	1400	1400	0
Region Total	3,832	3,832	2,088	1,744

Importantly this simple population modelling does not account for the uneven distribution of people experiencing homelessness across the region impacting other communities. For example, New Westminster has a greater share of the region’s population of people experiencing homelessness than their regional population and so currently have significant need of increased shelter spaces (i.e., greater than 8 spaces). Accordingly, this chart should be interpreted as illustrative of the general imbalance of shelter service delivery across the region with further nuanced analysis required.

Aside from more balanced service delivery across the region, there are a number of benefits to increasing deployment of shelter spaces across the region:

- *Staying Where One Has Connections:* People experiencing homelessness deserve to have their needs met and feel welcome and supported in all communities across the region, including in the community where they are currently residing and call home.
- *Regional Differences = Diversity of Form:* A regional approach allows us to consider the geography and urban form: high-density communities may develop more high-density shelters, whereas lower density communities could look at other lower-density options like tiny home villages, workforce modular, sprung structures, etc.
- *Opportunity to Deliver Shelter Faster:* There is a network of service providers across the region that support Extreme Weather Response and other services and understand the needs of their local unhoused community. Building on the knowledge and expertise of service providers, and with support of local municipalities and investment from the Province, more options for emergency shelter deployment across the region could be expedited.
- *Choice, Dignity, Safety:* People in need of shelter and support can have options and choices about the type of shelter that works for them. As well, the public realm

impacts of unsheltered homelessness in communities across the region are mitigated because there are more choices responsive to needs.

Regional Approach to MHSU

Looking Ahead: Road to Recovery - The Provincial Framework for Substance Use Recovery as a Regional Model for MHSU Recovery

In addition to recognizing the need for proportionate distributed services accessible to communities across the region, local and provincial efforts are focusing on transformation of the substance use system of care across the region. The “Road to Recovery” model initiated by Providence Health Care (PHC) and Vancouver Coastal Health (VCH) is a new model of seamless addiction care to support people through their entire recovery journey. Supports include:

- Access Central – a medical triage and client needs matching process with access to same day virtual care and centralized booking of VCH/PHC withdrawal management beds on a priority basis;
- Detox and Stabilization – inpatient (in hospital) withdrawal management beds;
- Transitional Supports – lower acuity beds and supportive services, progressing from withdrawal management beds;
- Treatment services and recovery services; and,
- Aftercare supports, including community-based recovery centres, e.g., The Junction.

The Road to Recovery model is based on “right care, right setting” and timely, simplified access to addiction care through a single point access and same-day clinical assessment and care planning tailored to an individual’s needs. This model is now being supported by the Province as a provincial approach and is being rolled out to health authorities across BC. Recognizing that this is a positive framework in its holistic and unified approach, staff are currently exploring needs and opportunities of the Road to Recovery model as part of the City’s partnership with VCH to support and enable harm reduction services and upstream approaches in Vancouver.

MHSU Harm Reduction: Overdose Prevention Services Availability

Based on a 2024 analysis of overdose prevention sites across the Metro Vancouver region, Vancouver is host to 14 OPS sites, which is 47% of the total of 30 sites across the region.

Municipality	2023 Estimated Population (BC Stats)	Existing Overdoses Prevention Services (OPS)	Population-Based Allocation
Delta	123k	-	2
North Shore	222k	-	4
Mission ☉	51k	-	1
Richmond	235k	-	4
Ridge Meadows	124k	1	2
Burnaby	284k	-	5
Vancouver	775k	14	14
Surrey/White Rock	678k	7	12
Chilliwack ☉	115k	3	2
Abbotsford ☉	167k	2	3
New Westminster	88k	1	2
Langley	188k	1	3
Tri-Cities	275k	1	5
Region Total	3.3M	30	

Notes: Mission, Chilliwack, and Abbotsford are not a part of Metro Vancouver but are included here as nearby larger centres.

As with the population-based modeling for shelter and supportive housing, this chart should be interpreted as illustrative. Specifically, it demonstrates that there is uneven access to harm reduction services across the region and that residents in some communities have no access at all. Until every community has these services, community members in need of them will not feel welcome and supported where they live and will be forced to travel to other communities who have these services for drug checking and supervised consumption.

Further, this modelling is not presented to suggest that Vancouver should close or relocate existing OPS sites. Given the current overdose crisis, that would create greater risk of more overdose deaths in Vancouver. Rather, increasing service access in other communities would ensure other residents in need have access to these life-saving services in their home communities.

Next Steps

While population-based modeling reveals interesting context and highlights the need for more housing and supports for people experiencing homelessness and MHSU across the region, the Provincially mandated housing targets set the pathway and framework for Provincial leadership in the development of a regional approach to homelessness through partnership and investment across the region. Likewise, Road to Recovery sets a promising direction for regional approaches to mental health and substance use services.

Appendix C

Housing and Land-use Related Updates

Resolution C: Aligning the City’s definition of social housing and supportive housing with Provincial definitions and funding program requirements

City Staff are undertaking financial testing to understand the implications of better aligning the City’s DTES definition of social housing with Provincial funding programs. The City’s existing Zoning and Development By-law definition of social housing within the DTES requires that 33% of the units be delivered at the shelter rate of income assistance, with an additional 33% of units targeted at or below BC Housing’s Housing Income Limits (HILs). BC Housing’s Community Housing Fund (CHF) program, the primary program funding social housing across the province, requires that 20% of the units be delivered at the shelter rate, and 50% at or below HILs.

Better aligning the City’s definition of social housing to the Province involves decreasing the required percentage of shelter rate units to align with the CHF program. This is anticipated to increase the financial viability of projects by closing the funding gap. Staff are exploring this change while maintaining a deeper affordability requirement when compared to the citywide social housing definition. This seeks to create greater financial viability for social housing projects, thus increasing the overall delivery of social housing, while still meeting the need for housing that serves area residents with very low incomes. Public engagement is anticipated in Q2 2025, once analysis has been completed.

Resolution E: Explore Options to Update the DTES Plan

City staff are currently exploring a number of updates to the DTES Plan along with related zoning and housing policies, focusing on increasing the delivery of social and supportive housing and better enabling private SRO replacement. These changes are being explored within the Downtown Eastside Oppenheimer District (DEOD) and Thornton Park sub-areas only. Full details of the potential changes will be shared with the public in Q2 2025, once analysis has been completed. At a high level, the work includes:

- Exploring the use of below-market rental housing as a tool to replace private SROs through the delivery of below-market rental housing with deeper levels of affordability than the citywide below-market rental housing policy. This acknowledges the increasing need for replacement of private SROs, many of which have deteriorating living and building conditions, and recognizes that alongside government investment, other avenues are needed to deliver SRO replacement housing at the scale that is required. Through enabling options to also replace SROs through private-led development, SRO replacement can be achieved at a faster pace than through reliance on senior government funding alone.
- Exploring an update to the DEOD sub-area inclusionary housing policy where 60% of the building is required to be delivered as social housing and 40% as market rental housing. The existing policy is not financially viable, relying heavily on senior government partnerships and has resulted in few projects since it was adopted. As a

result, staff are exploring changes to the percentage of social and rental housing to increase feasibility and support the delivery of more social housing.

- Exploring increased heights and densities for social and supportive housing as well as for the updated inclusionary and new below-market rental housing option. Additional changes to other policies, such as heritage and view cones, are also being analyzed to increase viability and support housing delivery. Tenant relocation policies will also serve as an important tool to ensure existing residents have housing options that suit their needs, both within and outside of the community.

In addition to the above changes being explored within the DEOD and Thornton Park sub-areas, Staff are also exploring how to deliver more shelter rate or deeply discounted rents citywide to provide more housing choice for low-income residents of the DTES. This includes streamlining and expanding the development of social housing through the Social Housing Initiative, as well as exploring how to encourage more deeply discounted below-market rental housing outside of the DTES.

Resolution E: Consideration for Resourcing a New Social Impact Assessment

In 2014, staff completed a DTES Social Impact Assessment (SIA) as a part of the DTES Plan and the Healthy City Strategy (HCS) to better understand the assets and the experiences of low-income communities in the DTES. The SIA assessed the potential overall impacts of development on the whole community's assets and well-being, with a commitment to ongoing reporting on the identified assets and associated indicators. The SIA was created through a City-led participatory process and engaged approximately 600 community members in the DTES in parallel with the development of the DTES Plan. Staff last reported to Council on the SIA and associated indicators in 2020.

Updating the DTES SIA would require assigning multiple staff and dedicating resources to conduct a similar level of engagement with the community. As an alternative to reassigning staff from existing Council-directed service and initiatives delivery, staff are exploring ways to leverage the HCS as a framework for measuring changes in neighbourhoods, including social conditions, social impact indicators, and methods and tools to measure the impact of development. This would include measuring changes and impact in the DTES. Staff plan to bring recommendations to Council on the HCS refresh in Q2 2025.

Resolution F: Accelerate Council's previous direction to explore a Pre-emptive Right by-law

Staff explored a pre-emptive right by-law (aka Right of First Refusal By-law) which would give the City the priority to purchase buildings or lands for sale to provide housing choices. Staff undertook a jurisdictional scan and interviewed staff in other jurisdictions to help identify potential opportunities and challenges associated with a pre-emptive right by-law. Staff found that while a pre-emptive right by-law has had positive impacts in some other jurisdictions, it is unlikely to increase the equitable distribution or quantity of non-market housing in Vancouver. The main barrier to achieving this is available funding to purchase properties, not the acquisition process itself. Staff reported back via a Council memo on March 18th, 2024. Accordingly, Resolution F has been completed.

Resolution I: Update the Supportive Housing Needs Assessment

Vancouver's Housing Target Order (HTO) sets an overall target of 28,900 net new housing units to be built between October 2023 and September 2028, including 583 supportive housing units for people transitioning out of homelessness. The target is set at 75% of the need identified through a housing needs assessment. For the supportive housing component, the five-year need was 777 units, or ~1550 over 10 years, and the Province used assumptions regarding a regional distribution of homelessness based on share of total population, and level of chronicity and acuity of homelessness to determine support need.

In June 2024, Council incorporated Vancouver's HTO supportive housing targets into the updated Housing Vancouver 10-year targets (2024 – 2033), which include targets for net new social, supportive and co-op housing, separate from SRO replacement targets. The updated Housing Vancouver target for net new supportive housing is 1,500 units over ten years. This target was based on a housing assessment along with assumptions around financial and development capacity analysis and available funding.

In November 2024, staff presented an Interim Housing Needs Report (RTS 16494) to Council, which was formally received on January 1, 2025. The Interim HNR amended the 2022 report with new elements, in accordance with legislative changes introduced by the Province. This report included a 20-year housing needs assessment and an analysis of residents who are in core housing need and experiencing homelessness. Accordingly, Resolution I has been completed.

Appendix D

Community and Low-Income Economic Development, Social Procurement, Income Assistance

1. Community and Low-Income Economic Development

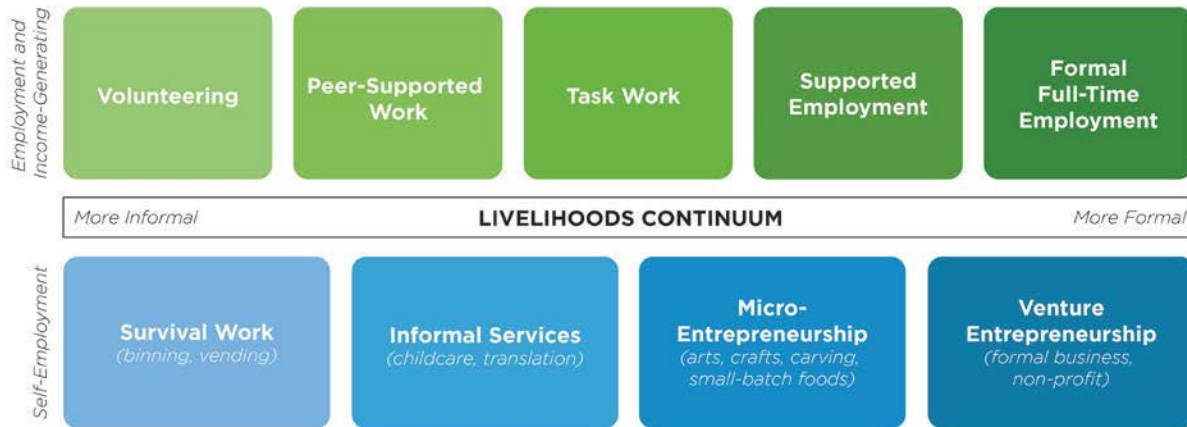
The DTES Community Economic Development Strategy

In 2016, the City of Vancouver co-created a (DTES) [Community Economic Development \(CED\) Strategy](#) with 35 community organizations, businesses and residents. The strategy 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 or directions, which include:

1. *Livelihoods* – seeing the local economy as a livelihoods continuum, where employment and income generating opportunities are sought, and creating pathways connecting and strengthening links through nodes of activity (social innovation hubs);
2. *Inclusive Supports and Self-Employment* – acknowledging the importance of inclusive, supported employment and low-income self-employment along the livelihoods continuum (see Figure below);
3. *Asset Based Approach* – leveraging community strengths and resources, and maximizing arising opportunities;
4. *Social Innovation Hubs* – animating social innovation hubs with CED partnerships and initiatives;
5. *Social Purpose Real Estate* – addressing community retail needs through collaboration on social purpose real estate, including attracting new ventures to the area that fit with resident needs;
6. *Poverty Reduction and Income Generation* – 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. *Community Benefit Agreements* – leveraging CBAs to grow the social enterprise sector and revitalize industrial lands by exploring ways to localize the labour, services and material procurement needs of major development projects in the area;
8. *Stewardship and Activation of Public Spaces* – to create animated, inclusive and engaging public spaces that support an enhanced business environment; and,
9. *Organizational Capacity and Partnerships* – building organizational capacity and fostering partnerships to assist the community in implementing and monitoring CED actions and communicating success and learnings.

The Livelihoods Continuum

A key pillar of the CED strategy is the livelihoods continuum:



The livelihoods continuum directs the work being done to support people to move from unemployment to employment. The continuum is not linear and should be viewed as a spectrum of employment situations people may encounter as things change in their life. Most of the work is focused on the more informal side of the continuum up to Supported Employment and Micro-Entrepreneurship.

CED Strategy and Community-Based Employment Work Plan

The CED Strategy provides the framework for the staff work plan in this domain.

A key aspect of the CED Strategy is the community-based peer work model. As an example, EMBERS Eastside Works was launched as a pilot supported by City social grants to help develop a peer model of hiring that would allow people with lived experience to contribute meaningfully to issues relevant to them. This model has proven to be successful over the years, and the EMBERS Eastside Works model has been adopted by many non-profit organizations and is now the standard way of working with peers in the DTES. The model has increased recognition of the value of peer work, including ensuring standard pay-levels and minimum wage requirements.

CED Strategy Action Plan and Work Plan Updates

The DTES-related actions in the following table build on the identified initial short-term actions from the CED Strategy, including a focus on the livelihoods continuum, low-barrier income generation, and social innovation hubs. The actions below summarize work staff have undertaken and/or are continuing to implement, as prioritized in Resolution G in the Uplifting DTES Motion.

Many of these actions have been delivered in alignment with different but related strategies since 2016. Refresh of the CED strategy is planned to occur by 2027 and will ensure alignment with existing and emerging Council priorities.

Directions	Completed Actions (2020-2024)	Work Plan (2025-2027)
<p>1. Livelihoods Continuum</p> <p>and</p> <p>2. Inclusive Supports and Self Employment</p>	<ul style="list-style-type: none"> • The DTES Market began operating in 2015 and was envisioned to support low-barrier income generation through vending. <ul style="list-style-type: none"> ○ The Market initially operated as an outdoor market, then moved indoors in early 2024 as the DTES Community Corner Market. ○ Operated by the Makeway Foundation through the Binner’s Project, the market employs peer coordinators and attendants. ○ Annual City grants to Binner’s Project (2016-2024) • Annual City social grants to EMBERS Eastside Works from 2016-2024 (formally The Lux) - 57 E Hastings St. 	<ul style="list-style-type: none"> • Staff are working to relocate the DTES Community Corner Indoor Market to a new location on Cordova St. • Staff to explore additional market models for specific equity-denied populations (e.g., potential for a Chinese Canadian elders’ market).
<p>3. Asset Based Approach</p>	<p>An Asset-based approach uses community strengths, e.g., recognizing the value of peer employment programs.</p> <ul style="list-style-type: none"> • Peer employment is a key component of several City-enabled DTES social services, including: <ul style="list-style-type: none"> ○ Provincially funded DTES Wellness Hub at 320 Main St ○ Provincially funded Aboriginal Front Door storage service at 390 Main St. • Street Cleaning Grants: Approx. \$2.64M in annual grants to 7 social service organizations to provide low-threshold employment opportunities through the delivery of supplemental public realm street cleaning services, such as micro-cleaning and feces collection, as well as through waste diversion initiatives Teams are deployed to do micro-cleaning in neighbourhoods across the city including the DTES, and the grants enable about 73,000 low barrier employment hours per year. \$1.35M (51%) of these grants are focussed 	<ul style="list-style-type: none"> • Ongoing Street Cleaning Grants to continue providing low-threshold employment opportunities through street cleaning services. • Ongoing funding to Project Hope to provide low-barrier employment through micro-cleaning along the E. Hastings St. corridor.

	<p>in the DTES, creating 37,230 of local low-barrier employment hours</p> <ul style="list-style-type: none"> • Project Hope: approx. \$1M annual contract to Mission Possible that began in March 2023 and is being extended through 2025 to provide low-barrier employment along the E Hastings St corridor. Teams provide public realm micro-cleaning, pressure washing, outreach, and de-escalation. About 19,000 low barrier employment hours were provided in 2024 through this contract. 	
<p>4. Social Innovation Hubs and Partnerships</p>	<ul style="list-style-type: none"> • Advanced planning and design for the CED Hub (525 Powell St.) a non-market housing site that includes the DTES Community Corner Market, an incubator kitchen, space for NPO training programs to create an integrated site for low-barrier employment opportunities and community economic development; feasibility and business plan completed; further updates are provided in the appendix • \$10M allocated in the 2025 Capital Budget for the development and operations of the CED Hub. 	<ul style="list-style-type: none"> • Design, construction and operator selection for CED Hub • CED Hub to open August 2027
<p>5. Social Purpose Real Estate</p>	<ul style="list-style-type: none"> • Special Enterprise Program (led by PDS), approved in January 2021, is a 5-year pilot program that aims to preserve and strengthen the cultural diversity, long-term viability and economic opportunity of heritage businesses, social enterprises and non-profit organizations in Chinatown and the DTES. • Specific objectives: <ul style="list-style-type: none"> ○ Attract and prevent the displacement of heritage and community-serving businesses, cultural organizations, non-profit organizations, and social enterprises in the DTES; ○ Enhance the capacity of the small business sector to adapt to the current business environment and improve operations; 	<ul style="list-style-type: none"> • PDS Program is ongoing • Staff are exploring options for alternative approaches to deploying City-owned spaces to support social purpose. Staff anticipate bringing forward a report to Council in Q2 2025.

	<ul style="list-style-type: none"> ○ Assist property owners (non-profit or for-profit with a social purpose) in activating their vacant spaces with businesses or other activities that align with permitted uses, current policies, and respond to community needs. 	
6. Poverty Reduction and Income Generation	<ul style="list-style-type: none"> • See also Appendix G regarding Income Assistance advocacy. 	<ul style="list-style-type: none"> • Staff are in discussions with the Province regarding low-threshold employment funding programs in the DTES and to explore opportunities to better align multi-level investments. • There may be opportunity to explore post-secondary micro-credentialling as part of low threshold programs either through the new CED Hub or through other existing employment programs.
7. Community Benefit Agreements	<ul style="list-style-type: none"> • The City established a Community Benefit Agreement Policy in 2018. • Policy and program evaluation currently underway. 	<ul style="list-style-type: none"> • Staff will report to Council with an evaluation and proposed amendments for the CBA Policy (2025) • FIFA World Cup 2026: The FIFA Host Committee is developing a Community Benefits Plan as part of planning for and staging the games that focusses on social procurement and inclusive employment. The Committee expects to update Council by Q2 of 2025.
8. Stewardship and Activation of Public Spaces	<ul style="list-style-type: none"> • DTES Social Service Parklets: \$170,000 annual grants support peer employment at five social service parklets. • EMBERS Chinatown Stewards: \$177,000 annually since 2023 through the Uplifting Chinatown Action Plan, to support public safety in Chinatown. Chinatown Stewards operate seven days per week to patrol the neighbourhood to support businesses and residents, de-escalate situations, provide directions to visitors, provide information on resources and outreach for those experiencing homelessness, and identify locations for rapid response 	<ul style="list-style-type: none"> • Ongoing grants to support peer employment programs at the DTES Social Service Parklets and the Chinatown Stewards.
9. Organizational Capacity and Partnerships	<ul style="list-style-type: none"> • In 2024, \$245,072 in Social Grants were provided in provided to DTES NPOs providing low barrier 	<ul style="list-style-type: none"> • Ongoing social grants as per available funding.

	<p>employment services and programs that support and providing economic opportunities for individuals facing barriers to employment. Funded NPOS include Mission Possible, Embers East Side Works, Megaphone, Makeway Foundation, and Exchange Inner City.</p>	
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2. City of Vancouver Social Value Procurement Framework (SVF)

In June 2019, the City formally launched a [Social Value Procurement Framework](#) (“SVF”). The SVF is a tool that generates positive social outcomes and advances inclusive economic opportunities for Vancouver residents and communities. To align with existing goals, strategies, and community representation, an ambitious target was set that 50% of contracts would be awarded to Indigenous, social, diverse and/or equitable organizations by 2023.

The goal of the SVF is to drive both social value and economic equity by aligning and ensuring the City’s suppliers and their employees are as diverse as the communities they serve. Since the launch, there has been an increase in the number of direct awards to social/diverse organizations. More importantly, there has been a noticeable shift with indirect awards as large primary contract holders advance social procurement and equitable operations in order to align with the City’s framework.

Social Value Procurement Framework (SVF) Objectives

The objectives of the framework are to leverage resources and relationships that:

- Increase economic opportunities for social/diverse businesses;
- Diversify the supply chain;
- Improve economic independence and capacities;
- Advance reconciliation; and
- Promote equity, inclusion and diversity in the workforce.

Process and Data

The SVF identifies direct and indirect social value and/or preferred outcomes before, during, and after the procurement process, which is designed to be flexible. This process includes questions and weighting adjusted on a case-by-case basis. The questions provide an opportunity to raise awareness and educate vendors about increasing social value in their own supply chains and operations, and encourage a shift in the entire marketplace.

Social value procurement is based on data and continues to evolve. Financial data, such as “spend”, continues to be used to understand how much Vancouver has invested and continues to invest into social value:

- In 2023, \$1.9M in contracts were awarded to social enterprises that are typically located in the DTES, while existing contracts resulted in \$20M of spend⁴;
- Since 2019, \$142M has been spent on products and services from non-profit organizations, including but not limited to: MOSAIC, Street Youth JobAction (FSGV), Potluck Café & Catering, Embers, MPEnterprises, DreamRider, HAVE Culinary Training, CIRES, The Binners Project, Exchange Inner City.

While more difficult to track, the City also encourages and may require larger vendors to advance equity and diversity in their operations, including partnering with or subcontracting to Indigenous, social, and/or diverse businesses. This helps to shift the marketplace: social and diverse businesses increase their capacities, and other companies diversify their supply chains. As a result of the SVF, the City has seen established vendors who do not meet the criteria adjust their behaviour and operations to align with the City, such as partnering with small social enterprises. Some examples of this include areas such as: snow and ice removal, landscaping, street cleaning, and facility maintenance.

As one of the largest municipalities in the region, the SVF ties together social and economic benefits in procurement and continues to signal the City's leadership role in social value procurement by using its influence within and beyond its own supply chain.

3. Additional Analysis: Importance of Addressing Income Assistance and Income Precarity

Poverty continues to be a persistent issue in the DTES and in communities across the province. There are 382,000 people [living in poverty](#) in BC according to the Market Basket Measure and B.C. currently has the second highest poverty rate (tied with two other provinces) in the country and the third lowest for child poverty. This number includes 43,000 children in low-income families and 36,000 seniors.

Across the Metro Vancouver Region, the Market Basket Measure for family of four is \$58,163⁵ or \$20,081 for a single person. Income Assistance rates are well below the cost of basic needs, particularly given housing affordability and inflation. Despite [recent increases in earning exemptions](#), people on IA are often driven to make difficult choices that can impact their health and wellbeing (rent vs food or other needs). Lack of income is a key driver of homelessness and can result in some people often needing to rely on the grey/black market subsistence economy to make ends meet, putting them at risk of violence and exploitation.

In addition to investments in low-barrier employment programming and community economic development initiatives, such as those described in this appendix, staff note that the current Income Assistance framework needs further consideration. Suggestions staff would recommend to the Province for consideration include increases to earning exemptions (while also ensuring this does not negatively impact a person's ability to maintain their rent geared to income housing), re-consideration of how income assistance is disbursed (i.e., bi-weekly payments to

⁴ 2024 data will be reported in April 2025.

⁵ Statistics Canada. [Table 11-10-0066-01 Market Basket Measure \(MBM\) thresholds for the reference family by Market Basket Measure region, component and base year](#)

spread payments out and deter the need for predatory lenders, and to prevent victimization on welfare pay day), and changes to eliminate application and eligibility barriers.

Appendix E

Community Economic Development Hub: Project Overview and Update

Background

Concept and Strategic Alignment

The Community Economic Development (CED) Hub is envisioned as a community facility designed and equipped to enable income and employment activities for those typically left out of mainstream business opportunities – from vending to entrepreneurship.

The CED Hub is a cornerstone of the City's [Community Economic Development Strategy](#) (2016), which outlines alternative approaches to economic development in the Downtown Eastside. The strategy includes a number of measures, including the establishment of a DTES Market, to empower communities to shape a more inclusive local economy. The CED Hub also meets objectives set out in the [Downtown Eastside Plan](#) (2014) which includes policies supporting CED, including expanding and establishing permanent premises to allow for safer survival vending. From the CED Strategy's livelihoods continuum, the CED Hub focuses in on key areas and models of income generation

The CED Hub project supports delivery of many Council approved plans and recent Council direction. Most recently, Council approved two motions relevant to this project: (i) the [Uplifting the Downtown Eastside motion](#) (2023) directing staff to support low-income economic development by enabling below-market commercial spaces in the neighbourhood; and (ii) the [Closing the Gap motion](#) (2024) directing staff to “evaluate opportunities in City owned or operated buildings in need areas...[for] below market leases for food driven non-profits in order to support a resilient, geographically distributed, sustainable food system.” The initiative also supports specific directions from Vibrant Vancouver, the Vancouver Plan, Spaces to Thrive, the Community Economic Development Strategy and the DTES Plan and the Food Strategy, related to food systems and economic development.

Location and Site Redevelopment: Mixed-Use Building

In 2015, the City acquired seven lots at 501-533 Powell Street with the intention of redeveloping the site to provide social housing and indoor space for the DTES Market. The property was transferred to the Vancouver Affordable Housing Endowment Fund and has been home to Temporary Modular Housing and overdose prevention services since 2018.

In 2023, the City's Non-Market Housing Development team procured a non-profit housing partner, PHS Community Services Society (PHS), to develop the envisioned mixed-use building and secured funding from BC Housing for the housing portion of the development, enabling the planning and design to proceed. PHS and their Development Managers, Terra Development, are leading the delivery of the overall project with oversight from the City's Non-Market Housing Development (NMHD) team.

Once funding and development approvals are in place, the City-owned site is intended to be leased to PHS. Within the ground lease, the City will have an option to sub-lease part of the

ground floor and mezzanine level of the project for the CED Hub. PHS will be responsible for the housing component of the project and tenanting any remaining commercial space.

The CED Hub is planned to occupy approximately 7,000 sq ft of the ground floor and mezzanine level of the building. PHS has partnered with an external third party (commercial tenant) to tenant the remaining 4,500 sq ft ground-floor commercial unit. The non-market housing component of the project includes a total of 158 units, 53 of which are family units (2 or 3 bedrooms). The expected date for project completion is August 2027.

Discussion

CED Hub Program Development

The CED Hub concept has been informed by feasibility and functional program studies for the ground floor space. In 2023 and 2024, City staff conducted a needs assessment and developed a business case, involving community organizations through workshops and interviews, which informed the design process and cost estimates.

To address the opportunities identified in the needs assessment and business case, the CED Hub project will enable the following programming components:

- a) **The DTES Community Corner Market:** The DTES Market was first envisioned as a low-barrier income generation through vending initiative. It began operating in 2015 as a temporary outdoor market and moved to various temporary outdoor locations before moving indoors at 305 Main Street in early 2024, where it has operated successfully for the past year. However, this space is also temporary and the market is due to move to a new interim indoor location in Spring of 2025. A sustainable location is desired to stabilize and strengthen this successful income generation initiative. The CED Hub will provide the market with a purpose-built space that will contain infrastructure and equipment that has been missing from other sites, including on-site storage for vendors, security cameras, and office space to support market operations and supervision of activities.
- b) **Kitchen incubator program:** The CED Hub will include a 2,000 sq ft kitchen space with commercial-grade equipment operated and managed by a non-profit organization. In addition to operating the space, the NPO will provide business development supports such as product development, navigation of permits, marketing, and retail opportunities. The program enables kitchen access to be offered at below-market rent to new start-up businesses that may otherwise struggle to access space at market rates in privately-run commissary kitchens. The incubator model will prioritize supports and space access to groups that face disproportionate barriers to food entrepreneurship (e.g., newcomer women, IBPOC), and is an innovative approach to economic development for equity-denied communities.
- c) **Training, meeting and event space (e.g., rentals):** Engagement with DTES social enterprises and non-profit organisations identified a need for greater access to affordable and flexible spaces to deliver courses, meetings, and events. Potential operators also indicated a desire to have space available to program as opportunities

arise. The ground floor market space will include meeting rooms, and the main market space will allow spaces to be divided to facilitate multiple bookings and events during non-market hours.

Planned Operating Model

To operate the CED Hub, the City will provide a sub-sublease to a head Non-Profit Operator (NPO) that will maintain and administer the space, i.e., as a head lease operator.

The CED Hub is expected to operate with no net increase in operating costs to the City. Once the building is constructed and occupied, the responsibilities and costs related to the CED Hub's operations, and programming will be borne by the NPO. This will include routine maintenance as well as upkeep and replacement of equipment, furnishings, and appliances. The Operator will be required to work with the DTES Market operator, currently the Binnars Project, and likely collaborate with other non-profit organizations to program the incubator kitchen as well as the market space during non-market hours. It is expected that once appointed, the operator, in partnership with PHS and the commercial tenant, will begin discussions to develop a stewardship plan to support collaborative management of the building's public realm.

Financial Implications

PHS's successful application to BC Housing secured the funding required to initiate the overall project and cover construction of the social housing component. With the \$10M in capital funding included in the 2025 Budget, the City will be able to exercise its sublease option and deliver the CED Hub as part of the overall development.

Next Steps

Following approval of the 2025 Budget, which included \$10M capital allocation towards the CED Hub, project staff will now undertake the following:

- Design and Build: Construction expected to begin August 2025 and Occupancy Permit to be issued by August 2027.
- Operator selection process: Staff will proceed with a public operator selection process, which will allow eligible non-profit organizations to submit a bid to become the main operator of the CED Hub. Staff will evaluate the bids and make a recommendation to Council for the confirmation of an operator in 2025.
- Communications and engagement plan: Staff will develop a communications and engagement plan for this project.

Appendix F

Social Infrastructure Delivery and Activation

Spaces to Thrive: General Information

The *Spaces to Thrive: Vancouver Social Infrastructure Strategy (2021)* is a 10-year framework for the City to support social services, land and facilities of non-profit and community organizations through its various roles as regulator, partner, investor and advocate. The *Healthy City Strategy* is the guiding policy of *Spaces to Thrive*. Aligned with the City's *Reconciliation and Equity frameworks* and the City's *UNDRIP Strategy and Action Plan*, the Strategy applies a human and Indigenous rights-based approach, recognizing the right to access social services and meet basic needs of health and well-being.

Social infrastructure and community-serving spaces and programs allow current and future residents to belong, feel safe and supported, gather, and receive basic needs and services. With forecasted population growth to the region and efforts for the provision of more affordable and social housing, maintaining and delivering the right types and supply of social infrastructure is necessary to address current gaps and future needs. Growing inequality and rising cost of living continues to disproportionately impact equity deserving populations, particularly experienced in the DTES.

Spaces to Thrive has six key policy directions that guide implementation and key investments:

1. *Partnerships and Capacity Support*: Strengthen the City's role in partnerships and capacity support for the social sector;
2. *Plan to Meet Priorities and Goals*: Plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals;
3. *Support what Already Exists*: Enable renewal, renovation, replacement, and expansion of existing social-serving facilities;
4. *Plan for the Future*: Enable new social spaces to meet growth and equity priority needs;
5. *Innovate for Optimization*: Support transformation, adaptation, and optimization of spaces; and
6. *Improve Ecosystem Health*: Foster resilient, adaptable and sustainable social infrastructure.

A key principle of *Spaces to Thrive* is securing below-market spaces for use by non-profits or social enterprise through redevelopment, considered and balanced alongside other City social infrastructure needs such as community centres, public libraries, pools, parks, childcare.

Main sources of capital funding for social infrastructure are development funded Community Amenities Contributions, bonusing densities, and capital plan; however, these opportunities to fund social infrastructure are decreasing and additional funding will be needed to realize new and renewed facilities. The upcoming Public Infrastructure Investment Framework (PIIF), a 10-year allocation plan for public infrastructure investment, will set service levels and balance trade-offs and align with the Capital Plan redesign process that will further articulate direct investment to social infrastructure.

Many services provided in community spaces such as access to water and washrooms, storage, safe drop-in spaces, and food programs, serve the needs of individuals experiencing homelessness and those who are underhoused. As these are related to housing and is under the purview of the Provincial government, the City will need to partner with BC Housing to deliver such basic human service infrastructure. As such, the City must continue to advocate for sustainable and predictable senior government funding, while leveraging its regulatory powers, policy levers, and financial tools to preserve and expand affordable and sustainable social infrastructure.

Strategy Implementation in DTES

Staff continue to implement *Spaces to Thrive* actions to advance policy directions and respond to changing social infrastructure needs in Vancouver, including the DTES. Many of these actions enable below-market spaces to meet community needs and enable a thriving social infrastructure ecosystem and a healthy city, meeting resolution H of the *Uplifting the Downtown Eastside and Building Inclusive Communities that Work for All Residents Motion*

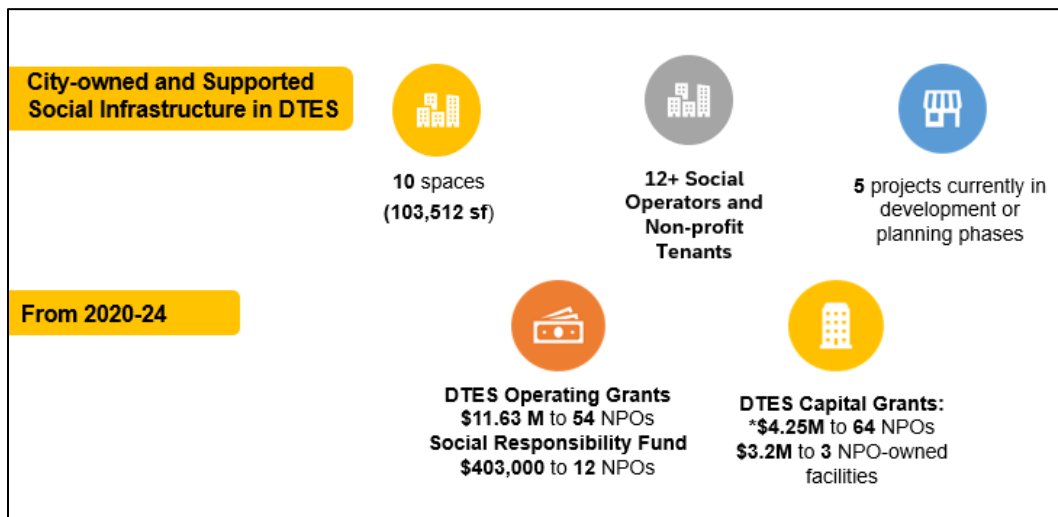
Deployment of City-owned and lease spaces for non-profit operators to provide community-based programming is ongoing. The City has 126 spaces totaling 1,405,927 sq ft in its non-profit lease portfolio that are currently leased at below market rates to non-profits across the city for arts and culture, social, childcare, and homelessness serving uses with significant deployments in the DTES.

In response to this motion, staff are inventorying all vacant downtown City-owned office and commercial retail unit spaces with an intention to bring to Council options for potential deployment of these spaces for non-profit use through various models, including exploration of a potential small pilot portfolio of spaces for management by Community Impact Real Estate Society (CIRES).

In terms of non-City-owned spaces, staff provided a midway progress update to Council on the implementation of the Special Enterprise Pilot (SEP) Program in June 2024, for the period of 2021 to 2023. A total of \$845,000 was allocated to four community partners to support the activation of vacant spaces, and provide capacity building opportunities to heritage businesses, social enterprises and non-profit organizations based in the DTES and Chinatown. The lessons learned in the last two years will inform the final program evaluation.

The snapshot below highlights social infrastructure investments and achievements in DTES from 2020-2024. Specifically, in 2024, Council approved just under \$2.9M in capital social and culture infrastructure grants to DTES-based service sites, and just over \$3.9M in social (including childcare) and cultural operating grants to support services in the DTES.

Snapshot: Social Infrastructure Investments and Achievements in DTES



* Includes community-based non-profits and societies serving the DTES area

Highlights since strategy approval that relate to the DTES include the following:

- Support non-profit owned facilities through major capital funding and development process facilitation including Atira's Indigenous Women's Healing and Wellness Centre (41 E. Hastings), Aboriginal Land Trust Healing and Wellness Centre (425 Columbia), and DTES Neighbourhood House (573 E. Hastings St).
- Deployments in recent years in support of the DTES (although not necessarily in the DTES) include: 201 Central Street (Vancouver Aboriginal Friendship Centre) for an Indigenous-led homelessness shelter, 1525 and 1535 Western Avenue (Lu'ma Native Housing Society) for an Indigenous-led transitional housing development, 320 Alexander St for the Watari DTES Wellness Hub, and 390 Main St for the Aboriginal Front Door storage service. Each of these are partnerships with the Province – the City provides the space and the Province provides the operating funding.
- The temporary washroom trailer and attendant program was established that supported safer access to washrooms and hygiene, particularly for those facing access barriers along with wraparound services; the program was largely covered by UBCM grants which have since ended. The Pigeon Park temporary washroom program currently remains open, internally funded by Engineering until June 30, 2025, with a possibility of extension subject to funding. The Oppenheimer Fieldhouse washroom attendants are funded until the end of 2025 to enable work on a more financially sustainable model for washroom access in the park. Additionally, the operators of Astoria Community Station at 369 Hawks secured external VCH funds to continue operations until March 31, 2026, at this previously City and Senior Government supported site.
- Supporting the re-location of the Dugout Drop-in Society that provides supportive safe space to those experiencing homelessness and residents of the DTES.
- Planning for the Community Economic Development Hub (525 Powell) that includes space for DTES community corner market and a commercial incubator kitchen that will

be co-located with non-market housing.

- Planning for an interim community use at the formal Balmoral hotel site (159 E. Hastings), a year-round outdoor space for gathering, events, healing and ceremony that will be in place for two years before the site is redeveloped into non-market housing.
- Non-Profit Space Optimization Pilot (NPSOP): A space optimization program to facilitate space sharing and co-location for non-profits is currently being developed. In response to Council’s approval of Spaces to Thrive, staff initiated a study to inform the development of a new space matching program aimed at connecting social non profits in need of space with available non-market spaces. Now in its phase one pilot implementation phase, the NPSOP uses a newly developed internal-facing social infrastructure database to track non-profit space needs and opportunities (i.e., vacant and under-utilized facilities) and create opportunities to identify possible matches for non-profit needs (e.g., space sharing, cost sharing, service integration), which enables the City to better respond to the needs of equity deserving community groups. Staff are currently working on additional refinements to this pilot program, with an aim to assess and scope future work by mid-2026.

Spaces to Thrive Action Plan

These DTES-related actions build on the identified initial short-term actions from the Council approved *Vancouver Social Infrastructure Strategy* report, including a focus on basic human service infrastructure and ongoing department priorities to meet policy directions and objectives.

Directions	Actions	Importance and Need	Resolution H – Motion alignment	Timeline
1. Strengthen the City's role in partnerships and capacity support for the social sector	1 Work with Non-Market Housing Development (NMHD) to co-locate social spaces including the planning for the future CED hub (525 Powell) and other future site development	Coordinate with internal teams to meet housing and community wrap-around service needs	Increased opportunities for new and renewed social spaces	Ongoing
	2 Improve processes and systems for non-profits to access capital funds and spaces to meet equity priorities	Many social non-profits are interested in subsidized City spaces, however City processes have been cumbersome and hard to navigate especially for those with limited capacity	Reduced barriers for more non-profits providing valuable services would be able to participate in operator selection and granting processes	Ongoing
	3 Explore privately owned and non-profit operated amenities as	Need to find ways to enable more social and community	Enable more community spaces	2025-26

	in-kind development contributions	amenities beyond City-owned and maintained facilities	through other ownership models	
2. Plan a network of the right type and supply of social infrastructure that meet reconciliation, equity, and resilience goals	1. Partner with NMHD to deliver planned Indigenous healing and wellness and housing co-location projects including Urban Indigenous Youth and Education Project (UIYEP), interim Balmoral community use and planning for other potential sites	Coordination on shared priority Reconciliation projects	Co-locating will allow efficient delivery of more Indigenous housing and community spaces	Ongoing
	2. Washroom programs and facilitating urgent and interim drop-in spaces e.g. DTES Wellness Hub (320 Alexander), Aboriginal Front Door Storage service (390 Main)	Responding to increasing need for basic human services especially in underhoused and homeless populations	Increase access to sanitation and washrooms, and urgent social services	Ongoing
	3. Developing City-wide Washroom Framework, with a focus and priority for populations who face barriers to washroom access	Framework needed to guide City's investment and role in delivery of safe and low-barrier washrooms	Optimal investment for social impact in community	Q4 2025
	4 Work with non-profit sector and partners to secure social infrastructure and funding for crisis response, including climate response	Work with VEMA and partner with non-profits to address extreme heat and cold weather especially for vulnerable populations	Reduce risks of health impacts from climate events for residents	Ongoing
3.Support what exists and 4. Plan for the future	1 Ensure social infrastructure priorities and needs are reflected in City-wide policies and area plans, and Provincial legislation	Need to include social infrastructure in City-wide and area plans to ensure residents have social supports with growing and changing needs	More complete communities with more social spaces as population grows and changes	Ongoing

	<p>2 Explore, support, and develop policies to retain, expand, and secure community serving spaces and food assets.</p>	<p>Market forces are unable to ensure current services and spaces can continue, need to adapt to meet community needs</p>	<p>Community services continues and sufficient wraparound services and spaces are included to meet growing and changing needs</p>	<p>Ongoing</p>
	<p>3 Develop resources and guides to support non-profits through development or retrofits</p>	<p>Social non-profits may have specific space needs and can benefit from information about development and retrofits relevant to them</p>	<p>Non-profit would gain more knowledge and capacity to undertake redevelopment and retrofits to address space needs</p>	<p>2025</p>
	<p>4 Streamline, improve processes and regulations, and increase resources to enable improvements of social spaces through change of use, retrofits, temporary uses, etc. e.g. Future and swing space for Dugout Society</p>	<p>Non-profits encounter barriers to development processes and regulations due to lack of capacity and complexity of needs.</p>	<p>Non-profit would be better able to navigate the development permit process to achieve space objectives</p>	<p>2025-2026</p>
<p>5. Innovate for Optimization: support transformation, adaptation, and optimization</p>	<p>1 Develop a non-profit space database and space optimization program to help connect available and suitable spaces with social-serving non-profits in need of space e.g. Red Fox Living Society will co-locate in Strathcona Church</p>	<p>Demand for affordable non-profit spaces cannot be met by the Vancouver market</p>	<p>Leverage existing underused or vacant spaces for community use across sectors and partners</p>	<p>2024-26 - Pilot implementation of program</p>
	<p>2 Develop design typologies and operational models for co-located social and cultural non-profit facilities to enhance service delivery</p>	<p>Lack of resources and best practices for governance and design models for co-located non-profit facilities</p>	<p>CoV and non-profits are able to better plan for co-located spaces through effective governance and design</p>	<p>2024 - Complete</p>
	<p>3 Pilot a social cultural hub model in a new City-owned facility</p>	<p>Need to leverage colocation and</p>	<p>Maximized efficiency and collaboration with</p>	<p>2025+</p>

		maximize space use in City facilities	multiple tenants in a co-location centre	
6. Improve Ecosystem Health: Foster resilient, adaptable and sustainable social infrastructure	1 Provide grants for climate adaptation retrofits	Address near-term needs related to extreme heat and air quality events in facilities predominantly used by equity-denied communities and residents.	Residents, especially those equity denied, will have access to more facilities offering relief from extreme weather	2025+- Prioritize climate adaptation goals - capital grants
	2 Support the development of an emergency response plan with a food lens.	Need to be prepared for potential emergency scenarios to ensure community resilience and food security	Service continuity and proactive response to emerging needs, including food, when emergencies arise	2024-2025 - Develop emergency response plan with VEMA
	3 Strengthen the non-profit food infrastructure network through delivering and supporting development of at least three critical food and kitchen infrastructure projects in the DTES	Increase food programming and infrastructure to meet community needs	Food security increased in two high priority neighbourhoods (e.g. DTES)	2025-26

Appendix G

Annual City Expenditures related to Homelessness and MHSU response (2024, citywide)

In the fall of 2024, staff compiled a rough estimate of the incremental annual operating associated with municipal efforts to ameliorate the impacts of homelessness and the MHSU crisis, both in terms of supporting services to people experiencing homelessness and MHSU as well as managing the impacts in the public realm across the city's neighbourhoods, including the DTES. The rough estimates accrued to \$46.7M per year in operating costs:

- **Parks - \$5.3M:** By-law compliance to manage overnight sheltering and daytime use and incremental janitorial, parks/facilities repair, etc.
- **Engineering - \$9.1M:** Incremental operational costs (e.g., flushing, sweeping, abandoned items collection, by-law compliance) and annual grants to non-profits to support micro-cleaning.
- **Community Services - \$21.5M:** Inner-city social service centres; annual grants to social non-profits with a service focus on ameliorating impacts of homelessness; Homelessness Services; the grant to VCH for MHSU enhancement framework; staff working on poverty, MHSU, low barrier economy (e.g., vending) and other related programs.
- **VFRS - \$10.8M:** Overdose response and fire calls associated with MHSU and urban issues team (SRO inspection and safety).

Please note that these estimated costs do not include VPD operating costs, one-time costs such as tenant improvements, or the City's non-market housing operations.

Additionally, the City has deployed 201 properties for shelters (7), supportive housing (56) and social housing (134), with more in development. In the current capital plan alone, \$600M was allocated to support affordable housing development from a variety of funding sources.

Appendix H

Council Authority/Previous Council Directions

- Provincial Housing Targets Order – Progress Report – October 1, 2023 – September 30, 2024 & Interim Provincial Housing Needs Report ([RTS 16494](#), November 1, 2024)
- Urgent Mental Health and Substance Use Service Enhancements Program – 2024 Update ([RTS 16446](#), October 23, 2024)
- Urgent Mental Health and Substance Use Service Enhancements Framework ([RTS 16446](#), [February 14, 2023](#))
- Downtown Eastside Local Area Plan ([RTS 010175](#), March 12, 2014), and related Minor Regulatory and Policy Amendments ([RTS 15479](#), March 7, 2023)
- Spaces to Thrive Phase I: Vancouver Social Infrastructure Strategy Policy Framework ([RTS 14727](#), December 8, 2021)
- Report - Mayor's Overdose Emergency Task Force – Update ([RTS 13173](#), July 23, 2019)
- Mayor's Overdose Emergency Task Force ([RTS 12926](#), December 20, 2018)
- SRO Revitalization Action Plan ([RTS 12153](#), November 28, 2017)
- Mayor's Task Force on Mental Health and Addictions ([RTS 10733](#), February 21, 2017)
- Housing Vancouver Update: Part II – Addressing Vancouver's Lower Income and Homeless Residents ([July 26, 2017](#))
- Mayor's Task Force on Mental Health and Addictions Phase 1 Report ([RTS 10699](#), September 17, 2014)
- Framework for Action: A Four Pillars Approach to Vancouver's Drug Problem ([RTS 02033](#), April 24, 2001)