

The Vancouver Agreement

AN URBAN DEVELOPMENT AGREEMENT
between

CANADA - BRITISH COLUMBIA - VANCOUVER
regarding

ECONOMIC, SOCIAL AND COMMUNITY DEVELOPMENT
IN THE CITY OF VANCOUVER

CANADA - BRITISH COLUMBIA - VANCOUVER

URBAN DEVELOPMENT AGREEMENT

REGARDING

ECONOMIC, SOCIAL AND COMMUNITY DEVELOPMENT IN THE CITY OF VANCOUVER

THIS AGREEMENT made this day of , 2000

AMONG:

HER MAJESTY THE QUEEN IN RIGHT OF CANADA,
represented by the Secretary of State for Western
Economic Diversification and by the Secretary of State for
Multiculturalism and the Status of Women, Canada (herein
referred to as "Canada"),

- AND -

HER MAJESTY THE QUEEN IN RIGHT OF THE
PROVINCE OF BRITISH COLUMBIA, represented by the
Minister of Community Development, Cooperatives and
Volunteers (herein referred to as "British Columbia"),

- AND -

CITY OF VANCOUVER, represented by the Mayor of
Vancouver, (herein referred to as "Vancouver"),

PURPOSE

Canada, British Columbia and Vancouver wish to cooperate in promoting and supporting sustainable economic, social and community development of the city of Vancouver, focusing initially on the area known as the Downtown Eastside.

IN CONSIDERATION of \$1.00 paid by each of the Parties to each of the other Parties (the receipt and sufficiency whereof is hereby acknowledged by each of the Parties) and other good and valuable consideration, the Parties hereby agree to carry out the terms and conditions of the Vancouver Agreement attached hereto as Schedule A.

THIS AGREEMENT shall terminate on the ____ day of _____, 2005.

IN WITNESS WHEREOF, this Agreement has been executed:

ON BEHALF OF CANADA
by the Honourable Dr. Ronald Duhamel,
Secretary of State for Western Economic
Diversification in the presence of

Witness

Secretary of State for Western
Economic Diversification

And by the Honourable Dr. Hedy Fry,
Secretary of State for Multiculturalism and
the Status of Women in the presence of

Witness

Secretary of State for Multiculturalism
and the Status of Women

ON BEHALF OF BRITISH COLUMBIA
By the Honourable Jenny W.C. Kwan,
Minister of Community Development,
Cooperatives and Volunteers in the
presence of

Witness

Minister of Community Development,
Cooperatives and Volunteers

ON BEHALF OF THE CITY OF
VANCOUVER
By His Worship Mayor Philip Owen in the
presence of

Witness

Mayor of Vancouver

SCHEDULE A

The Vancouver Agreement

This Schedule A was negotiated by the parties during June of 1999. It was made public July 15, 1999, as the draft Vancouver Agreement, and feedback from the public was sought, particularly from the public in, or with interests in, the Downtown Eastside of Vancouver.

Meetings with invited community representatives and meetings open to the public were held in September, 1999. Based on the feedback received from these meetings and from individuals and groups outside these meetings, the draft Vancouver Agreement was modified and finalized. Schedule A is the finalized Vancouver Agreement.

THE VANCOUVER AGREEMENT

VISION

The governments of Canada, British Columbia, and the City of Vancouver share the vision of creating healthy, safe, and sustainable communities. In such communities all organizations, from informal groups to governments, work effectively together to improve the quality of everyone's life. Sustainable communities make the lives of people healthier and safer now and in the future.

These three governments already make substantial contributions to the well-being of Vancouver. And yet they recognize that by working more closely together they will be able to enhance sustainable economic, social, and community development in Vancouver. Their mandates, though different, are complementary, and all are directed at the same people. The citizens of Vancouver will be affected by how the separate programs of these governments interact to produce joint results. Each government therefore sees the importance of cooperation and coordination with the others both to achieve its own goals and to provide the best results for the people of Vancouver. This recognition has fostered the five-year Vancouver Agreement.

PURPOSE OF THE AGREEMENT

The Agreement demonstrates the commitment of the three governments to work together, within their jurisdictions and mandates, and with communities in Vancouver to develop and implement a coordinated strategy to promote and support sustainable economic, social, and community development. The three governments agree as follows:

- To form a Policy Committee, made up of the Federal Minister, the Provincial Minister, and the Mayor of Vancouver, or their designates, to oversee the implementation of the Agreement.
- To focus their efforts on those parts of Vancouver where the need is greatest.
- To focus first on the Downtown Eastside of Vancouver.
- To establish processes to engage members of the community in achieving their economic, social, and community goals.
- Within three months to develop an implementation schedule (including activities, timelines, focuses, and financial commitments) to be attached hereto as Appendix A, and at least annually to negotiate an updated schedule of initiatives and commitments which updates existing ones and documents new ones.

- To see that initiatives under this Agreement link with and build on one another.
- To work within the jurisdictions, mandates, policies, strategies, and fiscal direction of each government
- To make balanced investments in support of social and economic change within their respective mandates
- To finance activities under this Agreement initially through more effective targeting of government allocations.
- To encourage funding from non-government partners.
- To use their individual authorization procedures for committing the funds required when they agree to support an activity under this Agreement.

GUIDING PRINCIPLES

Decisions and actions under the Vancouver Agreement will be guided by the following principles:

- **Appropriate delivery of services and programs:** Some services and programs require a complementary mix of national, regional, and local delivery. This Agreement recognizes that governments will work within their own jurisdictions and mandates. As well, programs and services delivered in some parts of the City of Vancouver, and elsewhere in B.C., may reduce the demand for service delivery in other parts of the City of Vancouver. Some programs and services require a national approach, some a provincial approach, some a regional approach, and some should be delivered in specific parts of the City of Vancouver.
- **Strategic planning:** Sound strategic planning principles will be used, including issue analysis, gender and diversity analysis, problem solving, consultation, and implementation.
- **Community diversity:** There are many communities in Vancouver, and their diverse interests must be articulated, understood, supported, and balanced.
- **Gender and cultural diversity:** Respect for the differences associated with gender and cultural diversity, including that of urban Aboriginal people, will be shown in both the evaluations and the communications connected with programs, projects, and actions under this Agreement. Gender and diversity lenses will be applied to activities under the Agreement.
- **Heritage Areas:** The Agreement recognizes the importance of heritage areas.
- **Communications:** Improved communications and information-sharing with the community will help decision-making under the Agreement to be open and transparent.

- Innovation: This Agreement will promote and support innovative ways of addressing issues.
- Participation: Community processes will be inclusive and accessible.
- Build on existing work: Planning and decision-making under the Agreement will draw on the many reports and analyses that are already available.
- Sustainable, local economic development: The parties agree to promote economic development which is locally based and sustainable and to work with community and business organizations to do so.
- Partnerships: Where appropriate, the parties will partner with other institutions, including foundations, the non-profit sector, post-secondary and other educational institutions, and the private sector.
- Evaluation: Programs, projects, and actions under the Agreement will be evaluated, and the principles cited here will form the criteria.

IMPLEMENTATION

A Policy Committee will be made up of the Federal Minister, the Provincial Minister, and the Mayor of the City of Vancouver. A Management Committee made up of senior public officials will report to the Policy Committee and carry out activities under its direction. Processes for community participation will be established by Policy Committee.

Policy Committee

The Policy Committee will consist of the Federal Minister, the Provincial Minister, and the Mayor of the City of Vancouver, or their designates.

- The governments of Canada, British Columbia, and the City of Vancouver will work in full and equal participation to carry out this Agreement through the Policy Committee or other designated committees,
- The Policy Committee will be ultimately responsible for decisions made under this Agreement.
- Decisions of the Policy Committee will be acted upon when they are unanimous.
- The Policy Committee will establish the Management Committee and other committees as needed.
- The Policy Committee will establish community input/participation processes.

- The Policy Committee will ensure that broad consultation is carried out as appropriate during the design of action plans.
- Communications arising from the Agreement will be drafted and announced in a cooperative spirit.
- Programs, projects and actions under this Agreement will reflect the principles agreed to in this Agreement.
- Policy Committee may delegate to Management Committee any authority necessary to support the Vancouver Agreement.

Management Committee

This Agreement will be administered and managed by a Management Committee of nine senior public officials, three to be appointed by each government. One of the delegates for the province will be a representative of the Vancouver/Richmond Health Board.

- Decisions of the Management Committee will be acted on when there is consensus among the three governments.
- If the Management Committee is unable to reach consensus on a decision, the decision will be referred to the Policy Committee.
- The Management Committee will recommend, for approval by the Policy Committee, detailed proposals that are consistent with this Agreement and can be carried out by one or more of the governments.
- The Management Committee may establish subcommittees as required to assist in the management of this Agreement, and it may delegate to them all necessary authority to carry out their mandate.

Community

The Vancouver Agreement envisages that the community will be engaged in participation processes. The Policy Committee will establish such processes, which will be inclusive in gender and cultural diversity and which will provide advice to the Management Committee on:

- Gaps in services and programs
- Community priorities
- Strategies and action plans.

The community participation processes will draw on reports and studies already available or underway.

FIRST FOCUS OF THE VANCOUVER AGREEMENT: THE DOWNTOWN EASTSIDE

The Agreement provides for the future adoption of focuses for action through consultative processes. However, an initial focus is part of the Agreement itself. This first focus is the well-known section of Vancouver called the Downtown Eastside.

PROPOSED DOWNTOWN EASTSIDE STRATEGY

a) Description

The Vancouver Agreement will focus initially on the Downtown Eastside, which is the approximate area bounded by the waterfront along Burrard Inlet on the north, Richards Street on the west, Clark Drive on the east, and Pender and Terminal Streets on the south. These boundaries will not preclude initiatives that fall outside them yet which contribute to the goals and objectives of the Downtown Eastside strategy.

b) Strengths of the Downtown Eastside

This proposed strategy builds on the strengths of Downtown Eastside communities including (but not limited to) the following:

- The Downtown Eastside is home for at least 16,000 long-term residents – men, women and children of diverse backgrounds and origins.
- Its residents are passionate about the future of their communities.
- It is the historical heart of Vancouver and contains within its boundaries many heritage sites.
- It is located beside Vancouver's central business and tourist district.
- It has a well-developed tradition and network of support for low income and less advantaged people.

c) Goal of the Downtown Eastside Strategy

The goal of this strategy is to create a healthy, safe, and sustainable community in the Downtown Eastside of Vancouver. In such a community all organizations, from informal groups to governments, work effectively together to improve the quality of everyone's life. Sustainable communities make the lives of people healthier and safer now and in the future.

d) Objectives of the Downtown Eastside Strategy

The Downtown Eastside strategy has the following objectives:

- Create a community in which people can live, work, visit, and do business, while promoting and supporting positive linkages with neighbouring communities and the rest of the city.
- Help people gain access to affordable and safe housing and take advantage of job opportunities.
- Support heritage and cultural development.
- Create sustainable economic growth and community health.
- Create a framework for women and men to influence decisions that affect them.

e) Principles for the Downtown Eastside Strategy

In addition to the principles governing the implementation of the Agreement for the whole of Vancouver, the following principles are proposed for the Downtown Eastside Strategy:

- Multicultural: Support the character of the Downtown Eastside as home to many cultural and linguistic groups.
- Linkages: Promote linkages between the Downtown Eastside and Vancouver and the rest of B.C.
- Housing for existing residents: Promote the maintenance and upgrading of a diversity of housing (including market and non-market housing), so that existing residents are not displaced from the Downtown Eastside.
- Local train, local hire: Promote the training of local people and the hiring of local people for local jobs, emphasizing groups underrepresented in the labour market.
- Heritage: Promote heritage conservation in the Downtown Eastside and the special designated heritage status of Gastown and Chinatown.

f) Process

Key stakeholders will be consulted. The community at large will be kept up-to-date and encouraged to participate in decisions. A schedule of activities, programs, and initiatives will be developed through consultation processes that involve the community and the three governments

Proposed Components of the Downtown Eastside Strategy

The Strategy proposes three equal components: Community Health and Safety, Economic and Social Development, and Community Capacity Building.

1. Community Health and Safety

1a. Primary Health Care

Residents in the Downtown Eastside should have access to coordinated, high quality, primary health care. Effective linkages between health care and social services programs will be promoted. Strategies which promote programming where outcome evidence demonstrates effectiveness will be developed in collaboration with the Vancouver/Richmond Health Board.

The following are some objectives:

- Improve the health status of residents in the Downtown Eastside.
- Reduce the need for emergency and crisis interventions.
- Improve access to hospital care.
- Reduce the spread of HIV/AIDS and other infectious diseases.
- Reduce preventable deaths.
- Increase service integration to improve continuity of care.
- Increase the proportion of residents receiving regular primary care.

1b. Comprehensive Substance Misuse Strategy

Substance misuse is a health and social issue which is best addressed through collaborative health and social programs that get at the root causes of substance misuse.

An effective substance misuse strategy consists of a continuum of services from prevention and education to treatment and rehabilitation. A key feature is to build a range of comprehensive addiction services including a continuum of innovative approaches to reducing harm. Links to primary health care, housing, education and training, and employment are critical to the success of this strategy.

The following are some objectives:

- Decrease preventable deaths related to substance misuse.
- Reduce incidence of communicable disease associated with injection drug use.
- Reduce preventable harm associated with alcohol and other substance misuse.
- Reduce overall costs to the economy related to substance misuse.
- Enhance integration of services to address the social causes of substance misuse.
- Enhance prevention initiatives for all age groups.
- Increase public awareness and education to reduce harm.
- Promote rehabilitation options.

- Reduce criminal activities associated with substance misuse.

1c. Safety And Justice

Everyone should be able to walk the streets in safety. This can be done by reducing the number of people in the community affected by crime, and by increasing the sense of security on the street and in the community as a whole. It is also done by recognizing and addressing the linkages between crime and poverty, substance misuse, and the need for adequate housing.

The following are some objectives:

- Reduce crime (including violence against women, children and youth) with the involvement of an informed, active community.
- Reduce the public nuisance associated with crime (i.e., appropriate disposal of used needles).
- Coordinate the efforts of the police, government enforcement agencies, health and social service agencies, and the community.
- Enhance the range of diversion and alternative measures options, and explore alternative options to traditional sentencing models, particularly for drug offenders.
- Reduce crime associated with trafficking for profit in controlled or illegal substances.

2. Economic and Social Development

2a. Neighbourhood Economic And Social Development

The neighbourhood economic and social development component of the strategy aims to reduce poverty and increase the self-reliance of the community by creating an economy that is capable of sustaining the needs and aspirations of the community. These actions may span a continuum: meeting basic needs, overcoming barriers, and building skills. They might also focus on such things as attracting new business and business expansion, empowering the community, creating local employment and training, and community enterprise development and investment, in a manner consistent with the principles in this agreement.

The following are some objectives:

- Build economic development on ideas stemming from within the community.
- Ensure that revitalization activities (for example capital/infrastructure projects) are linked to skills training and maximize the benefit to Downtown Eastside

residents by promoting policies and programs that increase the access of residents to jobs and business opportunities associated with a development.

- Build partnerships with public and private, profit and non-profit organizations that foster mentoring and sponsorship of projects within the Downtown Eastside.
- Increase the number of people from within the community who can provide business planning advice and consultation to current businesses and to those planning to create new businesses.
- Develop job training and economic development strategies that reduce dependence on government funding.
- Develop strategies for revitalizing and upgrading buildings.
- Promote linkages between the Downtown Eastside and the economies of Vancouver, British Columbia, and Canada.
- Promote skill development and enhance employability in the Downtown Eastside.
- Develop strategies to attract and encourage legitimate business, retail and service outlets, and other amenities.

2b. Housing

Safe, affordable housing is an essential base on which to prevent homelessness and build a safe, healthy, and economically vibrant community. The housing sub-component aims to ensure the availability of a wide variety of housing that includes affordable housing options to ensure that residents are not displaced by changes to the housing stock or by revitalization of the area. While it is recognized that housing in the Downtown Eastside, particularly for low-income people, is linked to the availability of housing in other areas of the region and the province, the vast majority of Downtown eastside residents are long-term residents for whom this neighbourhood is a permanent home.

The following are some objectives:

- Ensure an adequate number of safe, secure, and affordable permanent housing units for low-income and high-risk individuals.
- Ensure that existing single-room occupancy units in the Downtown Eastside are maintained and offer safe, affordable, and livable shelter until other forms of housing are available in Vancouver and the province.
- Increase the supply of shelter beds.
- Increase the availability of safe houses for youth and women in danger of violence.

- Develop strategies that recognize the importance of both market and social housing to residents of the Downtown Eastside.
- Increase housing options for low-income people in other parts of the city and the province.
- Increase the effectiveness of health services by integrating them with a range of housing alternatives.

3. Community Capacity-Building

The importance of community input cannot be over-emphasized. Residents of the Downtown Eastside, expert professionals, and those who are delivering programs and services all need to be involved at one time or another in program planning and design. Communities in the Downtown Eastside recognize and value their multicultural and multilinguistic natures. There is respect for people, regardless of their situation. With this diversity comes an array of values, some of which conflict and compete with one another. These are challenges that the Community Capacity-Building component should address with community participation and engagement.

The following are some objectives:

- Develop and pilot new networks of communication that help to coordinate the implementation of activities and projects.
- Develop public input processes that empower the community and include them in decision-making.
- Establish participation processes, which include representation from Downtown Eastside communities, to advise the Policy Committee, and to develop proposals for their consideration.
- Develop opportunities for the community to consult with experts so that actions are based on the latest information available.
- Hold symposiums and workshops, and draw on experts as required.