

VANCOUVER AGREEMENT

**COMMUNITY ASSESSMENT OF 2010 OLYMPIC WINTER GAMES
AND PARALYMPIC GAMES ON VANCOUVER'S
INNER-CITY NEIGHBOURHOODS**

**FINAL REPORT
FEBRUARY 2003**

**PREPARED FOR THE VANCOUVER AGREEMENT IN CONJUNCTION
WITH THE VANCOUVER 2010 BID CORPORATION**

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EXECUTIVE SUMMARY

PURPOSE OF THE REVIEW

The purpose of this study is to review potential opportunities and impacts of the 2010 Winter Games on Vancouver's inner-city neighbourhoods and to identify possible strategies for realizing opportunities and avoiding or mitigating impacts. It should be noted that the report was commissioned to identify possible strategies that could be considered for implementation and was not intended to provide recommendations on specific strategies or prioritize one strategy over another. The focus of the strategies is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

This Community Assessment is being done under the auspices of the Vancouver Agreement in cooperation with the Vancouver 2010 Bid Corporation. The Vancouver Agreement will receive, approve and issue the consultant's report. The information collected through this study will be useful in planning activities of the Vancouver Agreement even if the Bid is eventually not successful.

MAJOR HIGHLIGHTS OF THE REVIEW

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- Hosting the Winter Games could generate significant opportunities and impacts for inner-city neighbourhoods. All those involved in planning will need to provide special, coordinated attention to ensure that opportunities are realized and possible negative impacts are avoided or mitigated.
- These Games are well positioned to do that and are breaking new ground in Olympic planning by:
 - Completing this Community Assessment, a Social Assessment, and numerous planning activities as part of the Bid phase;
 - Having all levels of government and the Bid Corp involved at the early stages through Vancouver Agreement; and
 - Demonstrating a high commitment to the inner-city neighbourhoods through the Inclusive Intent Statement, the Inner-City Inclusive Commitment Statement, and support for programs such as Opportunities Starting Now.
- Key findings with respect to opportunities and impacts include:
 - The Winter Games would generate significant levels of economic activity and employment which, if supported by key initiatives, could serve as an important catalyst in the implementation of the economic development and employment strategies of the Vancouver Agreement.
 - The inner-city neighbourhoods are an important source of non-market housing and low-rent market housing in Vancouver. Conversion of the Athlete's Village after the Winter Games would add another 250,000 square feet of non-market housing to this supply. Although the Games are unlikely to directly result in the loss of low-income rental housing, government should continue with plans to monitor conditions and, where necessary, ensure that appropriate protections are in place.
 - It is essential for inner-city community members to continue to have early input into all levels of Games planning. It will be important to build on the foundation that has been established through the activities of the Inner-City Inclusive Work Group, through having members on the Vancouver 2010 Bid Corporation Board of Directors, and through the extensive consultation that has been undertaken to date.

OVERVIEW OF VANCOUVER'S BID FOR THE 2010 WINTER GAMES

The Vancouver 2010 Bid Corporation is in the process of preparing a formal bid for the Olympic Winter Games and Winter Paralympic Games. A short-list of candidate cities was announced in late August 2002 by the International Olympic Committee (IOC). The Vancouver 2010 Bid Corporation submitted a Bid Book in January 2003 that provides a description of how the community would meet the requirements that the IOC has specified as critical to hosting the 2010 Winter Games. In the first week of March, the International Olympic Committee (IOC) Evaluation Commission will visit Vancouver and Whistler. During this visit, this group will meet the Bid Development Team and assess whether Vancouver 2010 can deliver on its proposals. The IOC is scheduled to announce its choice for host city on July 2, 2003.

Key aspects of the Vancouver Bid include:

- The Olympic Winter Games would be staged in Vancouver and Whistler over a 17 day period, beginning on February 5 and ending on February 21, 2010. The Paralympic events will be staged after the Olympic Winter Games over a 10 day period in Whistler.
- The Winter Games would draw an estimated 6,000 athletes and officials from around the world. Although estimates have not yet been developed regarding the overall number of visitors that will be drawn to Vancouver and Whistler during the Games, Salt Lake City drew approximately 1 million visitors during the 17 days of the 2002 Olympic Winter Games.
- Approximately 70% of the events and venues would take place in Vancouver and its surrounding communities. Vancouver will host the ice events (curling, figure skating, ice hockey, speed skating and short track speed skating), selected snow events including freestyle skiing and snowboarding, and the opening and closing ceremonies. The sports events are proposed to take place in GM Place, an upgraded Pacific Coliseum and Agrodome, Cypress Ski Area and new sport venues to be constructed at Hillcrest/Nat Bailey Stadium Park, SFU and UBC. The Opening and Closing ceremonies would take place in BC Place Stadium.
- A preliminary estimate of the construction budget for the Vancouver Games is \$500 million. The funding will be used to construct a series of venues as well as Athletes Villages in Vancouver and Whistler. Awarding of the Winter Games could also serve as a catalyst that encourages the private sector and government to invest in additional facilities and transportation infrastructure.
- Funding for the Winter Games would be generated from a variety of sources. If the Bid is successful, the Governments of British Columbia and Canada will each provide \$310 million. The Bid is projecting that the Games will generate US\$370 million in revenues, over and above the IOC grants stemming from the sale of television broadcasting rights and from sponsorship revenues generated by The Olympic Partners (TOP) program, also administered by the IOC (SLOC received US\$443 million in IOC grants from broadcasting sales and US\$131.5 million in TOP revenue).
- Although the budgets for the Winter Games are significant, the magnitude of the event is even larger in terms of the value of goods and services that are required and the number of people involved. As a result, the Organizing Committees for Winter Games rely heavily on volunteer labour and value-in-kind contributions from corporate sponsors.

The member partners of the Vancouver 2010 Bid Corporation are the City of Vancouver, the Resort Municipality of Whistler, the Province of British Columbia, the Government of Canada, and the Canadian Olympic Committee. The Vancouver 2010 Bid Corporation and its Member Partners have developed an

Inclusive Intent Statement that commits the Bid to "... incorporating sustainable and inclusive practices in the planning and operating of the 2010 Winter Games." The Statement goes on to say that, "In particular, special efforts will be taken by the Bid Corporation, the Organizing Committee of the Games (OCOG) and its Member Partners to ensure that the interests of those living in Vancouver's inner-city neighbourhoods are addressed." An Inner-City Inclusive Commitment Statement has also been developed which outlines the goals and objectives in the planning for and hosting of an inclusive Winter Olympic Games and Paralympics Winter Games. The statement covers areas such as housing, training and employment, civil liberties, business development. Towards these ends, the Bid Corporation and government partners have already implemented a variety of strategies and actions.

POTENTIAL OPPORTUNITIES AND IMPACTS

The geographic scope for this study includes the Downtown Eastside, Downtown South, and Mount Pleasant areas. According to the most recent data available (the 1996 Census), it is estimated that these regions contained about 26,500 dwellings which housed over 45,000 people (less than 10% of the population in the City of Vancouver). The main body of the Community Assessment report discusses a wide range of opportunities and impacts on these areas related to business development, employment and training, housing, civil liberties and public safety, input to decision-making, accessible and affordable Games, recreation, community sport and culture, and health and social services. A summary of some of these opportunities and impacts is provided as follows:

Business Development

1. Hosting the Winter Games would generate significant levels of economic activity.

A study conducted by InterVISTAS Consulting in October 2002 estimated that the economic impact of hosting the 2010 Winter Olympics would be \$2.1 billion in direct GDP and \$3.3 billion in total GDP, including potential multiplier impacts¹. Under a medium-high visitor scenario, employment impacts are estimated to be 55,000 direct person years of employment and 77,000 total person years spread through the period from 2008 to 2015.

Some of the potential drivers of this economic activity would include construction (funded by the Organizing Committee, government and private sector), the purchase of products and services by the Organizing Committee, the purchase of products and services by contractors and sponsors, and increased tourism activity during the Games and in the years following. In addition, the Winter Games provide an opportunity for the host city and local companies (including companies from the inner-city) to showcase their products and competitive strengths on an international stage.

2. The Winter Games could serve as an important catalyst for revitalization in the inner-city neighborhoods, particularly the Downtown Eastside.

The Downtown Eastside is an economically challenged area characterized by low labour market participation rates, declining employment levels, low levels of capital investment, and increasing vacancy rates. The Winter Games could help to increase business activity, create employment opportunities, and attract investment, contributing directly to revitalization and helping to promote a sense of safety and well being for residents, business owners, employees and visitors to the area.

3. Inner-city businesses seeking to generate additional sales as a result of the Winter Games may face a number of challenges.

¹ "The Economic Impact of the 2010 Winter Olympic and Paralympic Games: An Update."
InterVISTAS Consulting Inc. November 2002

Many goods and services are provided through value in-kind (VIK) programs and the Organizing Committee has to be careful to ensure that goods and services procured from non-sponsors do not breach existing sponsorship contracts. To minimize the involvement of the Organizing Committee in coordinating service delivery, there tends to be a preference for issuing larger contracts rather than a large number of small contracts and, at least in recent Games, Organizing Committees have not established formal criteria which convey an advantage to suppliers based locally or to contractors who utilize local suppliers or hire local residents.

It is difficult for businesses to project the impact of the Games on the demand for their products and services because most have little, if any, experience with hallmark events. Unrealistic expectations regarding increased demand for goods and services have often led to over-stocking and staff increases which were not warranted.

4. However, local suppliers can benefit from some competitive advantages.

Despite an open bidding process, the Lillehammer Organising Olympic Committee (LOOC) reported that local businesses in Lillehammer were very competitive (although no estimate of the percentage of contracts garnered by local firms was provided). Being located locally can provide inner-city businesses with competitive advantages including the potential to become aware of the opportunities early in the process, the ability to interact directly with the purchasing department, familiarity with the local market, and an established ability to deliver products and services locally. For many suppliers, particularly the small and medium sized companies, the greatest opportunities may be to provide products and services to sponsors and contractors rather than directly to the Organizing Committee.

Employment and Training

5. Hosting the Winter Games is projected to have a significant impact in terms of job creation, opening at least short-term opportunities for inner-city residents.

Many people, including both paid staff and volunteers, will be engaged in staging the Games. For example, the Salt Lake Organizing Committee reported that, during the period between January 25 and February 28, 2002, involvement levels peaked at:

- 6,271 paid staff of the Organizing Committee (including 1,044 regular staff who were employed for more than six months);
- 11,882 contractor staff;
- 19,423 Winter Games volunteers;
- 2,200 venue preparation volunteers; and
- 3,600 Paralympic Games volunteers.

As a result of the large building component, Winter Games also have a significant impact on employment in the construction industry. The experience of other Games indicates that the employment impact carries beyond the staging of the event, generating on-going opportunities in tourism, operation of facilities, international trade, and other sectors.

6. While most positions are short-term in nature and many are volunteer, the Organizing Committee provides extensive training and the experience gained can help to improve the future employment prospects of inner-city residents.

There are reports that some employers in Salt Lake City encouraged their staff to volunteer in order to gain the experience and access the training offered by the Games. Candidates and volunteers who were recruited for the Salt Lake Games received job specific training (there were over 300 different types of positions available), venue specific training, general customer service training and,

if the individual was a team leader, training on event leadership (there were 2,000 to 3,000 team leaders).

Housing

- 7. Vancouver has a large and diverse inventory of hotels which is expected to meet the demand for accommodation during the Games.**

According to the Bid Book, it is projected that there will be an inventory of over 30,000 rooms in Vancouver and Whistler by 2010. The relative balance in demand and supply for hotel accommodation in Vancouver would benefit from the fact that February is the off-season period for tourism in Vancouver (over the past eight years, hotel occupancy rates in February have averaged 35% lower than occupancy rates in August) and the staging of the Olympics typically results in a decline in the number of visitors coming to the city for other purposes.

- 8. The experience of other Games indicates that the 2010 Winter Games would add to the supply of affordable housing and is unlikely to induce landlords to convert inner-city housing units (particularly SROs) to tourism lodging because the primary demand is for higher-end, furnished units.**

The Downtown Eastside is an important source of low-cost housing for Vancouver's most disadvantaged. The area is home to 6,427 single room occupancy (SRO) units. Given the preference for higher-end furnished units, the supply of accommodation and the short duration of the Winter Games, the financial incentive for landlords to convert inner-city housing units (particularly SROs) to tourism units is likely to be very weak. To be sure that a unit is available, a landlord would need to hold the unit vacant for a month or more prior to the Games and it would likely sit vacant for a month or more immediately following the Games when the demand for housing tends to be low.

- 9. Increased demand for housing from people hired to work in the months prior to the Winter Games could have a more significant impact on inner-city housing than would demand from spectators attending the Winter Games.**

The prospect of employment can draw many people to the host city and province or state. For example, the Governor's Office in the State of Utah projected that, as of July 2001 (7 months before the Games), over 16,000 people (including family members) would have been drawn to the State by the opportunities created by the Winter Games. Benefitting from the slowing of the broader economy and the completion of Olympics-related construction projects, vacancy rates actually increased during the time leading up to the Salt Lake City 2002 Winter Games. However, depending upon the number of workers drawn to Vancouver, the timing, and the average length of stay, the impact on housing in Vancouver could be much more significant given that the city normally has extremely low vacancy rates (currently less than 1%).

- 10. The past Games have experienced varying levels of evictions, depending in part on market conditions as well as legal or regulatory protections.**

Concerns about housing in the inner-city neighbourhoods are very high, in part, because of the extent to which Expo 86 resulted in the displacement of low-income individuals in Vancouver. Various sources have estimated that between 500 and 1,000 lodging house residents were evicted or displaced as a result of Expo 86.² It is important to recognize that Expo 86 was a six month event

² A discussion of the impact of Expo on housing is provided in the report "Urban Mega-Events, Evictions and Housing Rights: The Canadian Case" by Dr. Kris Olds

rather than a 17 day event. However, it is also important to recognize that the Winter Games can act as catalyst to help revitalize both the Downtown Eastside (DTES) and other parts of the provincial economy. A revitalized economy could contribute to increased land prices which, in turn, could lead to evictions, both in the SROs and purpose built rental housing stock, due to conversions or upgrades to higher return land uses.

11. There tends to be an increase in the number of homeless people during Olympic Games.

The Games attract people who are hoping to find employment once they arrive in the city or who are expecting to stay with friends and relatives. When their plans do not develop as anticipated, these people may find that they are unable or unwilling to pay for commercial accommodation. Salt Lake City normally has about 900 beds available each night at shelters downtown and in Midvale, which is a suburb of Salt Lake City. The Executive Director of the organization that operates the major shelters in Salt Lake City reported an increase of about 250 people per night throughout the course of the 2002 Winter Games.

Civil Liberties and Public Safety

12. A major challenge for the Winter Games is to strike an appropriate balance between the need for safety, security and order on the one hand and personal rights and freedoms on the other.

Effective crowd control, safety, and security measures are important components of staging major events. Since the events of September 11th, 2001 in New York, security issues have taken on a much higher profile. Some past Olympic Games have been heavily criticized for unnecessarily restricting personal rights and freedoms through actions such as homeless sweeps, limitations on public protests, and introducing heavy-handed laws and police powers. Given the level of mental illness, homelessness, and drug abuse amongst residents in Vancouver's inner-city neighbourhoods, some residents and local advocacy groups are concerned that short-term measures could be adopted during the term of the Games to reduce the visibility of these problems without addressing the underlying issues.

Input to Decision-Making

13. As private organizations, Organizing Committees are accountable to the general public indirectly through the Member Partners.

In the past, the Games have been criticized because they have affected public policy but did not necessarily have a broad public participation requirement. While governments have been represented in the process, they are only one of a series of stakeholder groups that is served by the Organizing Committee.

14. The Vancouver 2010 Bid Corporation indicates that it is dedicated to preparing a Winter Games bid that creates ownership and support by involving the public, communities, athletes and stakeholders through inclusive consultation and participation in Bid activities.

This is consistent with a marked trend in recent years towards greater community involvement and participation in the planning and hosting of the Games, particularly in western countries.

Accessible and Affordable Games

15. The Olympic and Paralympic Games place a high priority on providing access for persons with disabilities.

The Paralympics are, of course, designed to showcase athletes with disabilities. The IOC has identified the preparation of disability access strategies for the sporting and arts events to be an important task of the Organizing Committees. While access to venues has been a priority, it is important that strategies also consider off-site issues such as construction, crowded sidewalks, and sidewalk clutter which can constrain the mobility of the disabled.

16. The increase in spectator demand has tended to reduce the availability of tickets for free distribution to various community groups.

Salt Lake City sold more tickets (1.525 million) than any previous Winter Games. The total sales represented 95% of the available tickets, up from 89% in Nagano and 87% in Lillehammer.

Recreation, Community Sport and Culture

17. Recent Games have established a sport legacy fund to support continued on-going operations and programming at the Games facilities.

A number of new recreational facilities will be developed in the Greater Vancouver area. While these venues are not located in the inner-city neighbourhoods, the Games could help to build sport opportunities for children and youth in the inner-city through legacy programs. As such, it is important that these facilities be designed with careful consideration of their post-Games use and that sufficient funding is available to maintain the facilities and deliver programming on an on-going basis. As a result of the Games, the Utah Athletic Foundation (UAF) is receiving \$70 million to operate and maintain the Utah Olympic Park and Utah Olympic Oval including a \$26 million share of the \$56 million profit, \$4 million donated by the IOC, and an endowment of \$40 million previously built into the SLOC budget. SLOC also plans to return \$10 million in unused funds to the U.S. government and provide \$6 million for Olympic legacy projects in Salt Lake City, including a park with a 10,000-seat outdoor amphitheater.

18. The cultural and arts components of the Games provide an opportunity to expand and showcase the cultural capabilities of the inner-city neighbourhoods to British Columbians and to others.

In Salt Lake, cultural events were located in high traffic areas (e.g. in and around the Olympic Square) and promoted through banners and brochures. Over 600,000 people attended cultural events (as compared to 1.5 million who purchased tickets for the sporting events), many of which were provided without charge.

Health and Social Services

19. The increase in demand for health services is generally met by the additional resources marshaled for the Games.

Prior to most Games, local residents express some concern that an increase in demand for hospital beds and other services for visitors will reduce the availability of health services to the local population. However, the available information indicates that this was not the experience in Salt Lake, Nagano, Atlanta, or Barcelona. Intermountain Health Care, which was selected by SLOC to be the medical services provider for the 2002 Olympic Winter Games and Paralympic Games, set up 35 temporary medical clinics, additional sites that provided first aid and basic care, and a series of mobile medical teams to meet the potential demand for service.

20. The Winter Games can be accompanied by an increased demand for some social services.

The Games can result in an increase in the transient population which can increase the demand for meals, clothing, counselling, and other services. In addition, factors including the high level of volunteerism and the closing of schools for the duration of the Games have greatly increased the demand for daycare in some host cities.

There is also a concern that some social service organizations in the inner-city neighbourhoods, which rely heavily on volunteer support, may have difficulty in attracting or retaining their volunteers during the lead up to and particularly during the Games. On the other hand, these organizations may be able to build on the positive experiences associated with the Games to encourage people to remain active after the Games as volunteers in their community.

Contributions

21. Various assets that are acquired by the Organizing Committees, sponsors and contractors may become available to organizations in the inner-city neighbourhoods after the conclusion of the Games.

As an illustration, after the Salt Lake Games:

- More than \$4 million worth of household items used at the Olympic Village and other venues were donated to charities in Utah.
- Used/surplus sporting equipment was provided to community centres or sports groups based in low-income neighbourhoods.
- Medical equipment and supplies was donated to local service providers.

In addition, Organizing Committees may enter into joint purchasing arrangements under which they will purchase a good (such as tables, chairs, towels, or linens) in association with another organization. In effect, the Organizing Committee will pay part of the cost for the right to use the product during the term of the Games while the other organization (such as a community organization, hospital, church, business, or other organization) will pay the remainder of the cost for the right to take possession after the Games.

THE VANCOUVER AGREEMENT AND POTENTIAL STRATEGIES

The Vancouver Agreement, signed on March 9, 2000, is a collaboration between the Federal, Provincial, and Municipal governments due to expire in 2005. It may then be renewed or an alternative coordinating mechanism may be developed at that time. The Agreement demonstrates the commitment of the three levels of government 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 Agreement encompasses three main areas:

- Community Health and Safety;
- Economic and Social Development; and
- Community capacity building.

While the Agreement pertains to all of Vancouver, its first focus is the Downtown Eastside which faces a number of significant challenges which are described in the main body of the report. A Strategic Plan provides guidance, and assists in co-ordinating decisions, actions, and investments by the three levels of government

to stimulate economic development and create a healthy, safe, and sustainable community in the Downtown Eastside.

There is a strong correlation between the Games planning work with the inner-city neighbourhoods and work already underway through the Vancouver Agreement. The synergy between the two will ensure that the initiatives started in the inner-city will be sustainable.

The Winter Games would certainly have a number of relatively short-term impacts on the region. However, more importantly, the Winter Games could serve as a catalyst for change that would assist the three levels of Government and others in their efforts to meet the challenges facing the inner-city neighbourhoods over the longer-term. Fully realizing the potential benefits of the Winter Games will require early, intense buy-in and on-going involvement from all those involved with the planning of the Games to ensure that the strategies work. It will also require a high level of co-ordination between various groups.

We have divided the potential strategies or initiatives into several groups to reflect key priorities of the Vancouver Agreement. These groups include:

- Promoting economic development;
- Increasing access to training and employment opportunities;
- Maintaining access to affordable housing;
- Enhancing health and safety; and
- Other opportunities, impacts, and issues.

It is important that there be strong linkages and a common focus between the various groups of strategies or initiatives such that, for example, actions focused on economic development also serve to increase opportunities for employment for inner-city residents.

1. Promoting Economic Development

Encouraging economic development in the inner-city neighbourhoods is a key goal of the Vancouver Agreement. The Agreement has already begun implementing community economic development projects in Vancouver's Downtown Eastside and is in the process of elaborating further on the economic development actions identified in the Strategic Plan. Should Vancouver be successful in its Bid, it will be important that the initiatives developed through the Vancouver Agreement take advantage of the economic opportunities presented by the Winter Games and help to address potential impacts. To this end, linkages will be developed between the Vancouver Agreement's Social and Economic Development Committee and the Economic Development Working Group, which is overseeing development of an economic opportunities strategy for the Winter Games.

The challenge will be to create awareness of the opportunities presented by the Winter Games amongst local businesses in the inner-city neighbourhoods and put mechanisms in place that would assist them in participating in these opportunities. Some of the potential strategies and initiatives for achieving this that were discussed in the body of the report are listed in the following table.

**POSSIBLE INITIATIVES RELATED TO BUSINESS DEVELOPMENT
IN THE INNER-CITY NEIGHBOURHOODS**

Possible Initiatives	Comments
Establish a business development centre/brokerage service to help link local businesses with opportunities	Some of the services of the Centre could include opportunity identification, brokerage, promotion of local products and services, consortia development, and negotiation of terms or purchase criteria with the Organizing Committee, sponsors and contractors. A study reviewing a potential business development centre/brokerage service is currently underway.
Establish procurement policy statements related to sustainability, employment and economic development	It will be important to influence the purchasing activities of the Organizing Committee, contractors, sponsors and other organizations.
Undertake a business information program to increase awareness of the nature and scope of opportunities	Information could be delivered through forums, workshops, printed materials, press releases, and online resources
Establish a business incubator providing resources such as rental space, shared office services, research facilities, production facilities and business consulting services	The focus would not be limited to the Winter Games but rather the incubator would be designed to support the start-up and operation of a range of businesses targeted at a range of markets
Use the Games to showcase the cultural resources and capabilities of the inner-city neighbourhoods	Cultural attractions and activities are a key component of all Olympic Games and have been identified as a potential development opportunity for the Downtown Eastside

It will also be important for local businesses to become aware of, and participate in, any programs, trade shows, networking opportunities and events staged to showcase the products and services of BC companies.

2. Providing Training and Employment Opportunities

The Vancouver Agreement is preparing an employment strategy and working with the community and private sector to implement a series of initiatives designed to expand employment opportunities for local residents. If the Bid is successful, the opportunities presented by the Winter Games can be incorporated into the employment strategy with the objective of enabling more residents to participate in the labour market. Some of the potential initiatives discussed in the report that could assist in increasing the access of residents to the labour market include:

**POSSIBLE INITIATIVES RELATED TO TRAINING AND EMPLOYMENT
FOR INNER-CITY RESIDENTS**

Possible Initiatives	Comments
Undertake a detailed needs analysis to review the projected demand and supply of workers related to the Games	The scope of the needs analysis would not be limited to the inner-city neighbourhoods. An employment plan will be prepared by the Bid Corporation
Prepare an employment strategy for residents of the inner-city neighbourhoods	The employment strategy would not be focused strictly on the Winter Games but would consider the potential role of the Games in enabling local residents to further develop their skills and secure a longer-term attachment to the work force

Possible Initiatives	Comments
Create awareness of the training and employment opportunities amongst residents of the inner-city neighbourhoods	A variety of vehicles have been used for past Games including websites and information booklets. To further improve access, a placement service could be established to assist local residents in obtaining employment and to encourage the Organizing Committee, sponsors and contractors to establish hiring criteria favourable to local residents
Encourage the Provincial Government, Federal Government, educators, and local organizations to develop and deliver education and training programs designed to assist inner-city residents prepare for, and take advantage of, the employment opportunities to be generated by Winter Games	Planning for the education and training program could be coordinated through the employment strategy prepared for the inner-city neighbourhoods
Work with the Bid Corporation to ensure that the training programs which will be provided to staff and volunteers will develop skills that are transferable and will better enable the recipients to obtain suitable paid employment after the Games	Reports indicated that the training provided in Salt Lake City was well received by participants and local employers
Establish a program and services to assist employees and volunteers in finding other opportunities during the winding-down period of the Games	Similar programs and services have been established by Organizing Committees at past Games including the recent Salt Lake Winter Games

3. Maintaining the Availability of Affordable Housing

The inner-city neighbourhoods are an important source of non-market housing and low-rent market housing in Vancouver. Maintaining access to affordable housing is a high priority for the residents of the inner-city neighbourhoods and the Vancouver Agreement. Some of the initiatives discussed in this report that could assist in maintaining access to affordable housing include:

POSSIBLE INITIATIVES RELATED TO HOUSING

Possible Initiatives	Comments
Ensure that at least part of the Athlete's Village is converted to low-cost housing after the conclusion of the Games	The permanent facilities proposed for the Athletes' Village on Southeast False Creek include approximately 500,000 square feet of residential accommodation and a 30,000 square foot commercial building. It is planned that, after the Olympics, the Athletes Village would be converted into 600 housing units of which 250,000 square feet would consist of market housing and 250,000 square feet would consist of non-market residential space
Implement communication and education programs targeted at landlords and tenants	Prior to the Salt Lake Games, the Utah Apartment Association undertook an education program to make their members aware that, with few exceptions, renting to Games visitors is a money-losing proposition for landlords
Now and in the period leading up to the Games, closely monitor the potential impact of the Winter Games on housing	A key focus should be to assess the need to introduce legislation and regulations to restrict conversions and evictions.
Establish resources and services necessary to the meet the projected increase in the number of homeless people during the Games	This could involve the development of additional shelter facilities and the establishment of referral services

4. Improving Health and Safety

The vision of the Vancouver Agreement is for the City of Vancouver to be a healthy, safe and sustainable place to live and work for all residents. As a result, the Agreement is placing a significant emphasis on working to address health and safety issues. Some of the initiatives discussed in this report that focus on enhancing health and safety include:

POSSIBLE INITIATIVES RELATED TO HEALTH AND SAFETY

Possible Initiatives	Comments
Continue to develop, invest in, and refine the four pillar approach (prevention, treatment, harm reduction, and enforcement) to solving Vancouver's drug problems and then showcase the approach as a world-class public health model at the Winter Games	A wide variety of initiatives are being implemented through the Vancouver Agreement such as health connection programs, drug treatment programs, and initiatives targeting the open drug scene
Ensure that traffic changes enacted for the Winter Games do not interfere with ambulances, other emergency response services, and services such as HandyDart	This issues can be addressed through the transportation plan that would be developed for the Winter Games
Monitor and manage health-related issues such as the prevention and control of infectious diseases, food safety and environmental health measures, disaster planning and response coordination, and public education campaigns to alert people to any changes in hospital and public health services	One option is to establish a Health and Social Services Planning Committee to foster coordination, monitor opportunities and impacts, generate solutions, and create public information campaigns as necessary
Work with local residents and other stakeholder organizations in establishing an appropriate balance between the need for personal safety and the importance of personal rights and freedoms	Consideration could be given to developing specific protocols related to the homeless, demonstrations, and other key issues similar to approaches that have been used by other hallmark events

5. Other Opportunities, Impacts and Issues

Examples of other opportunities and impacts that could affect the inner-city neighbourhood include future accessibility to the sports facilities developed for the Games, the disposition of assets purchased for the Games, the potential to promote volunteerism, the accessibility of local residents to the Games, and monitoring of the impacts. Some of the initiatives related to these opportunities, impacts and issues that are discussed in this report include:

POSSIBLE STRATEGIES RELATED TO OTHER OPPORTUNITIES, IMPACTS AND ISSUES

Possible Initiatives	Comments
Establish a legacy fund to support future operations and programming at Winter- Games-related facilities and programs	Toward this end, the BC Government and the Bid Corporation have created the LegaciesNow Society with up to \$5 million in funding over 3 years to help ensure a stronger sports system in the province. The fund could support and build on programs designed specifically to target inner-city youth, equity-seeking, and marginalized residents

Possible Initiatives	Comments
<p>Encourage inner-city organizations to take advantage of opportunities to participate in joint purchasing programs and obtain a share of the assets distributed by Organizing Committees, sponsors and contractors at the conclusion of the Games</p>	<p>After the Salt Lake Games, more than \$4 million worth of household items used at the Olympic Village and other venues were donated to charities in Utah, used/surplus sporting equipment was provided to community centres and sports groups based in low-income neighbourhoods, and medical equipment and supplies were donated to local service providers</p>
<p>Establish a program to build volunteer sector capacity in advance of the Winter Games and to encourage volunteers to remain active as a volunteer in their communities after the Games</p>	<p>Targeted materials could be developed and distributed to specialized groups of volunteers and information sessions could be staged</p>
<p>Encourage programs that provide access to tickets and to transportation for low-income groups, youth and others located in other regions of the province</p>	<p>At past games, the Organizing Committees have worked with service organizations and public agencies to increase access for target groups</p>
<p>Establish a watchdog organization and report card system to annually track and report on the opportunities and impacts</p>	<p>Among other issues, the report card system could track the impacts of the Winter Games on the inner-city neighbourhoods</p>

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I. INTRODUCTION

A. BACKGROUND

1. The 2010 Olympic Winter Games and Winter Paralympic Games

The Vancouver 2010 Bid Corporation is in the process of preparing a formal bid for the Olympic Winter Games and Winter Paralympic Games. A short-list of candidate cities was announced in late August 2002 by the International Olympic Committee (IOC). The candidate cities have been invited to submit a Bid Book by January 2003 that provides a description of how the community would meet the requirements that the IOC has specified as critical to hosting the 2010 Winter Games. The IOC is scheduled to announce its choice for host city on July 2, 2003.

The Vancouver Whistler Games, which are proposed for February of 2010, would draw an estimated 6,000 athletes and officials from around the world. If the Bid is successful, approximately 70% of the events and venues will take place in Vancouver and its surrounding communities. Greater Vancouver will host the ice events (Curling, Figure Skating, Ice Hockey, Speed Skating and Short Track Speed Skating), selected snow events including Freestyle Skiing and Snowboarding, and the opening and closing ceremonies. The sports events are proposed to take place in GM Place, an upgraded Pacific Coliseum and Agrodome as well as at Cypress Ski Area and new sport venues to be constructed at Hillcrest/Nat Baily Stadium Park, SFU and UBC. The Opening and Closing ceremonies will take place in BC Place Stadium, with seating for over 55,000 spectators. The Whistler area will host Alpine Skiing (downhill and slalom events), Cross Country Skiing, Biathlon, Ski Jumping, Bobsleigh, Luge and Skeleton events. Olympic Athletes Villages will be developed in both Vancouver (Southeast False Creek) and Whistler. The Vancouver Olympic Athletes Village will be incorporated into the City's overall plan for the development of these lands. The dates for the Olympics are tentatively scheduled from February 5 to February 21, 2010. The Paralympic events, which will run after the Olympics for 10 days, will be staged in Whistler.

2. The Vancouver Agreement

The Vancouver Agreement, signed on March 9, 2000, is a five year collaboration between the Federal, Provincial, and Municipal governments. It demonstrates the commitment of the three levels of government 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 Agreement encompasses three main areas:

- Community Health and Safety
- Economic and Social Development
- Community capacity building.

While the Agreement pertains to all of Vancouver, its first focus is the Downtown Eastside. A Strategic Plan provides guidance, and assists in co-ordinating decisions, actions, and investments by the three levels of government to stimulate economic development and create a healthy, safe, and sustainable community in the Downtown Eastside. Towards the goal of creating a more sustainable community and better quality of life for residents, a broad range of initiatives have been supported including programs to improve access to primary health care and addictions treatment, economic revitalization projects that encompass training and employment opportunities for local residents, and various streetscape and building improvements.

There is a strong correlation between the Games planning work with the inner-city neighbourhoods and work already underway through the Vancouver Agreement. The synergy between the two will ensure that the initiatives started in the inner-city will be sustainable.

3. The Vancouver Bid Corporation and Member Partners

The member partners of the Vancouver 2010 Bid Corporation are the City of Vancouver, the Resort Municipality of Whistler, the Province of British Columbia, the Government of Canada, and the Canadian Olympic Committee. More than 90 companies had committed financial and/or in-kind support to the bid.

The Vancouver 2010 Bid Corporation and its Member Partners have developed an Inclusive Intent Statement that commits the Bid to "... incorporating sustainable and inclusive practices in the planning and operating of the 2010 Winter Games. Sustainability refers to social, economic and environmental best practices with inclusivity encompassing participation and equity. Participation means that all people - including those of diverse ethnic and cultural backgrounds have the opportunity to be involved in the Games. Equity relates to the integration and improvement of conditions of the disadvantaged, including low and moderate-income people." A copy of the Inclusive Intent Statement is provided in Appendix I.

The Statement goes on to say that, "In particular, special efforts will be taken by the Bid Corporation, the Organizing Committee of the Games (OCOG) and its Member Partners to ensure that the interests of those living in Vancouver's inner-city neighbourhoods are addressed." It also notes that the "Inclusive Intent Statement is an integral part of the Vancouver's 2010 Bid Corporation's core values and guiding principles that include lasting community legacies, fiscal responsibility, sustainability, open communication, and inclusive representation.³" An Inner-City Inclusive Commitment Statement has also been developed which outlines the goals and objectives in planning for and hosting of a inclusive Winter Olympics Games and Paralympics Winter Games. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix VI.

Towards this end, the Bid Corporation has already implemented a variety of strategies and actions. The Board of Directors consists of approximately 98 representatives from a wide range of stakeholder groups. The Bid Corporation has established 46 Work Groups to facilitate input and assist in planning the 2010 Bid. Several reviews are being conducted including a social impact assessment and preparation of an economic development strategy. A consultation plan is under development for each venue (both sporting and non sporting) and for specific topics/issues such as transportation and security. In addition, by the end of January 2003, the Bid Corporation had delivered more than 1,450 presentations to stakeholder groups and had established a range of communication channels including offices in Vancouver and Whistler as well as newsletters, email updates to thousands of Internet subscribers, open houses, events and a web site.

B. PURPOSE OF STUDY

Hallmark events such as the Winter Games can create significant opportunities for residents and organizations in inner-city neighbourhoods to participate in the process, to create and expand economic activities, to increase access to employment and training, and to gain access to events. However, hallmark events can also have adverse impacts.

The Vancouver 2010 Bid Corporation, its Member Partners, and the Vancouver Agreement are committed to working with Vancouver's inner-city neighbourhoods to help realize potential opportunities that will be presented by the Winter Games, if the Bid is successful, and to minimize or mitigate potential adverse impacts. The purpose of this study is to review potential opportunities and impacts associated with the 2010 Winter Games on Vancouver's inner-city neighbourhoods and to identify some potential strategies for realizing opportunities and avoiding or mitigating impacts. More specifically, the study:

- Summarizes existing relevant literature on the opportunities and impacts associated with other similar hallmark events;

³ Vancouver 2010 Bid Corporation, "Inclusive Intent Statement," date unavailable, p. 1

- Identifies potential short and long-term potential opportunities/benefits;
- Identifies potential short and long-term potential adverse impacts; and
- Identifies possible strategies that could be considered to help realize potential opportunities/benefits and avoid or mitigate possible adverse impacts.

It should be noted that the report simply identifies possible strategies which could be considered for implementation. It was not intended that the report would provide recommendations on specific strategies or prioritize one strategy over another. The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods. It is important that there be strong linkages and a common focus between the various types of actions and organizations such that, for example, actions focused on economic development also serve to increase opportunities for employment for inner-city residents.

The geographic scope for this study is Vancouver's inner-city neighbourhoods, most specifically the Downtown Eastside, Downtown South, and Mount Pleasant areas. This Community Assessment is being done under the auspices of the Vancouver Agreement in cooperation with the Vancouver 2010 Bid Corporation. The Vancouver Agreement will receive, approve and issue the consultant's report. The information collected through this study will be useful in planning activities of the Vancouver Agreement even if the Bid is eventually not successful.

C. METHOD OF STUDY

The major steps that we undertook to complete this study included:

- **Identified the types of opportunities and impacts that can be generated by the Winter Games.**

To identify opportunities and impacts, we participated in a series of meetings with the Inner-City Inclusive Work Group. The Work Group consists of people from the Downtown Eastside, Downtown South, and Mount Pleasant, as well as people who have an interest/expertise in issues such as employment and training, housing, civil liberties, ethnic and gender diversity. A list of the members is provided in Appendix II.

In addition, we reviewed secondary information available that was useful in defining potential issues and the types of opportunities and impacts that can affect inner-city neighbourhoods. For example, we were able to build upon an extensive consultation process, including surveys, meetings, and focus groups, which was undertaken in Toronto to define possible issues.

- **Reviewed available information regarding these opportunities and impacts.**

As part of this process, we conducted an extensive review of available literature regarding the opportunities and impacts of Olympic/Paralympic Games and other hallmark events. To obtain these documents, we visited the offices of the Ministry of Community, Aboriginal and Women's Services and the Vancouver 2010 Bid Corporation. A preliminary literature review conducted by the Vancouver Agreement and the Province of British Columbia was very helpful to us in identifying existing sources of information. In addition, we conducted extensive Internet searches to identify further materials. A partial listing of the many reports and other documents that we reviewed during the first phase of the study is provided in Appendix III.

We augmented this information with interviews with representatives who were involved in or affected by previous Games, who are involved in planning the Vancouver Games, or are undertaking other reviews related to the Olympic Bid to obtain further information on the proposed plans and activities. In addition, we conducted a review of data on Vancouver and the inner-city neighbourhoods specifically related to key issues such as the tourism industry, housing, employment and the local economy.

- **Identified examples of possible strategies and actions that could be considered for implementation.**

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to help realize opportunities and mitigate the negative or adverse impacts.

- **Obtained feedback from a sample of stakeholders on the key issues and potential strategies.**

To obtain this feedback, we staged a series of four focus groups/group meetings structured by issue or group of issues as outlined below:

- Promoting Economic Development;
- Increasing Access to Training and Employment Opportunities;
- Housing; and
- Health and Safety.

A summary of the results of the focus groups is provided in Appendix IV with additional comments provided by the Inner-City Inclusive Work Group.

- **Summarized possible strategies, taking into consideration the objectives and activities of the Vancouver Agreement, the key issues and challenges that face the inner-city neighbourhoods, and the potential impacts and opportunities associated with the Games.**
- **Prepared and presented the final report.**

D. STRUCTURE OF THE REPORT

This report is divided into eight chapters:

- Chapter II provides an overview of available information on the characteristics of the inner-city neighbourhoods including the characteristics of the residents and local businesses;
- Chapters III through VI each deal with a specific group of opportunities and impacts including business development, employment and training, housing and civil liberties. Under each major issue, we have:
 - Defined the specific issues, opportunities and impacts to considered.
 - Summarized available information regarding the nature and magnitude of the opportunities and impacts.

- Presented the goals and principles related to this topic. These goals and principles are drawn from the Inner-City Inclusive Commitment Statement adopted by the Vancouver 2010 Bid Corporation and its Member Partners. These goals and principles can provide future direction regarding the establishment and implementation of potential strategies.
- Listed a wide range of possible strategies and initiatives related to these issues that were identified during the course of the research. No assessment is made regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods.
- Chapter VII reviews other issues including input to decision-making and community assessment, accessible and affordable Games, recreation, community sport and culture, and health and social services.
- The final chapter, Chapter VIII, provides a summary of potential strategies that could eventually be considered for implementation, taking into consideration the objectives and activities of the Vancouver Agreement, the key issues and challenges that face the inner-city neighbourhoods, and the potential impacts and opportunities associated with the Games. In reviewing the potential strategies, it should be noted that this report is intended to simply identify possible strategies which could be considered for implementation. The report does not provide recommendations on specific strategies or seek to prioritize one strategy over another.

A glossary of terms is provided in Appendix V.

II. THE INNER-CITY NEIGHBOURHOODS

This chapter summarizes available information on the characteristics of Vancouver's inner-city neighbourhoods including the characteristics of the residents and local businesses.

A. OVERVIEW OF THE INNER-CITY NEIGHBOURHOODS

The population of the City of Vancouver increased from about 515,000 in 1996 to over 550,000 in 2001 and is projected by BC Stats to increase to approximately 620,000 by 2011. For the purposes of this study, the inner-city neighbourhoods have been defined to include the Downtown Eastside (including Chinatown, Gastown, and Strathcona), Downtown South, and Mount Pleasant areas. As of the 1996 Census (data from the 2001 Census is not yet available), it is estimated that these regions contained about 26,500 dwellings which housed over 45,000 people as indicated below:

TABLE 2.1

**ESTIMATE NUMBER OF DWELLINGS AND RESIDENTS BY REGION
BASED ON THE 1996 CENSUS**

Region	Occupied Dwellings	Population
Mount Pleasant	11,840	23,695
Downtown Eastside	10,410	16,275
Downtown South	4,250	5,500
Total	26,500	45,470

Source: Derived from the 1996 Census

Based on these figures, these three regions accounted for about 12% of the dwellings and 9% of the population of the City of Vancouver in 1996. A description of each of the regions is provided in the following paragraphs.

1. The Downtown Eastside

The area east of downtown encompasses a series of seven neighbourhoods with a combined population of over 16,275 (according to the 1996 census). The City of Vancouver has divided the region into a number of zoning and planning analysis districts. These areas do not, nor were they intended to, reflect neighbourhood boundaries which tend to be perceived differently by the diverse communities that live and work in this part of the city. The areas include:

- **Chinatown**

Chinatown is located between Abbott and Gore, south of Gastown and Oppenheimer. It was one of the first commercial and residential sections established in Vancouver. In 1996, the population of the region totalled 785, a majority of whom were low income and Chinese speaking. The area is primarily commercial, with approximately 4 people employed in Chinatown for every person who resides there. Retail is the leading sector, accounting for about 35% of employment.

■ **Gastown**

Gastown, often referred to as the birthplace of Vancouver, is a compact 20-block area located in the Downtown-Waterfront District. Gastown and Chinatown together represent the largest concentration of turn-of-the-century commercial and industrial heritage sites in the Vancouver Region. The population of Gastown totalled about 2,100 in 1996, most of whom were low income individuals living in SROs. There are approximately 2.2 people employed in Gastown for every person who resides in the area. Retail is the leading sector, accounting for about 29% of employment.

■ **Oppenheimer**

Most of Oppenheimer is located between Main and Heatley, from Hastings to Alexander. Of the seven areas in the Downtown Eastside, Oppenheimer is second largest area in terms of population and the third largest in terms of employment. It is predominantly residential with about 1.6 people residing there for every person who is employed in the area. The leading sectors, in terms of employment, include retail (17%), wholesale (15%), government (12%), and social services (9%).

■ **Strathcona**

Strathcona is located south of Oppenheimer and the Industrial area and to the east of Chinatown. It is predominantly residential (about 1.9 people residing there for every person employed in the area). Strathcona differs significantly from the other areas in the Downtown Eastside in terms of having:

- a larger number of people per household (2.3 versus 1.3 in the other areas);
- a higher percent of dwellings that are owned by the residents;
- higher average incomes; and
- a higher percentage of residents who are Chinese speaking.

The leading sectors, in terms of employment, include wholesale (34%), retail (15%), and manufacturing (13%).

■ **Thornton Park**

Thornton Park is a small land area located south of Chinatown and near the train station. According to the data available, it has only 255 residents and about 600 employees. The transportation industry accounts for about three-quarters of its employment.

■ **Victory Square**

Victory Square surrounds Victory Square Park, which is located between the downtown core, Gastown to the north, Chinatown to the southeast, and Oppenheimer to the east. Approximately 2,500 people are employed in the area and 1,100 reside there. The median income of the residents is the lowest of the sub-areas, most of whom are men living in single room only (SROs) residences. The leading sectors, in terms of employment, are retail (26%), business services (12%), professional services (11%), education (10%), and wholesale (10%).

- **Industrial**

The Industrial area is located north of Oppenheimer and Strathcona, between Main and Clark. The Industrial area has a very small residential area and consists primarily of medium to larger employers who own their own facilities. The leading sectors, in terms of employment, are manufacturing (57%) and wholesale (14%). The area tends to employ few Downtown Eastside residents.

In contrast to residents in other sections of the city, the residents of the Downtown Eastside are more likely to:

- **Be older.** Twenty-two percent of the residents are 65 years or older (as compared to 13% of the Vancouver population) and 48% are 45 years or older. Twelve percent of the local population was under the age of 15 years, as compared to 14% of the Vancouver population.
- **Be single men living alone.** Men account for 63% of the population (as compared to 49% of the population in Vancouver overall). There are, on average, fewer than 1.6 residents per household (as compared to 2.3 in other parts of Vancouver).
- **Be renters rather than owners of their residence.** In the area, 93% of the population lives in rental accommodation and only about 10% of housing is owned by its occupants (versus an average of 50% for the rest of the City). The region accounts for almost 80% of the city's Single Room Occupancy (SRO) units. In 1996, the average gross rent in the Downtown Eastside was approximately \$360, which is approximately one-half the municipal average of \$724.
- **Be less educated.** As of the 1996 census, the highest level of education of 46% of residents was less than high school completion (as compared to about 15% of Vancouver's population) and 10% have a university degree (as compared to 20% of the Vancouver population).
- **Have a higher rate of mental illness as well as drug and alcohol abuse.** The region accounts for 20% of the mental health cases per month in Vancouver.

Approximately 33% of the local population speaks Chinese at home and 9% is Aboriginal.

2. Mount Pleasant

Mount Pleasant is bounded by Great Northern Way and 2nd to the north, Clark Drive to the East, Cambie Street to the west and Kingsway to 16th on the south. The region includes both an extensive residential area and an industrial area including low rise offices and warehouses. According to the 1996 census, the population of the region was 23,695. Mount Pleasant has a higher population density than does the rest of Vancouver, with the region accounting for 4.6% of the population but only 3.2% of the land area. Almost three-quarters of the population resides in low-rise apartment buildings (5 stories or less).

According to the 1996 census, in contrast to residents in other sections of the city, residents of the Mount Pleasant area are:

- **More likely to have English as their mother tongue.** Fifty-seven percent of the population identified English (as compared to 52% of the total Vancouver population) and 13% identified Chinese as their mother tongue (as compared to 25% of the Vancouver population).

- **More likely to be between 20 and 39 years of age.** Almost one-half of the population was aged 20 to 39 years (as compared to 38% of the Vancouver population overall) and only 8% was aged 65 years of older (as compared to 13% for Vancouver overall).
- **Somewhat more likely to be living alone.** There are, on average, 2.0 residents per average household (as compared to 2.3 in other parts of Vancouver).
- **More likely to be renters.** In the area, 73% of the population lives in rental accommodation (versus an average of 58% for Vancouver overall). The average gross rent was \$624 in 1996, which is approximately 13% lower than the municipal average. Almost 60% of the dwellings were built before 1970.

In comparison to residents of the Downtown Eastside, residents of Mount Pleasant tend to be younger, are somewhat less likely to be renters or to be living alone, on average are paying more in rent, and are more likely to have English as their mother tongue.

3. Downtown South

The Downtown South covers the area west of Robson, east of the West End at Burrard, and north of Pacific Street and Yaletown. The region is predominantly retail with Granville and Davie streets serving as major retail strips catering to residents and office workers. City development plans call for the region to be transformed into a high density residential and mixed use community. By 2020, the Downtown South is expected to be home to approximately 11,000 people in 5,600 housing units. As of 1996, the neighbourhood contained about 4,250 dwellings and 5,500 residents.

According to the 2001 Survey of Low-Income Housing in the Downtown Core, the Downtown South contains 845 SRO units including 213 residential hotel rooms and 632 rooming house rooms. This represents about 13% of the SRO stock in the downtown core (80% of the SROs are located in the Downtown Eastside while 7% are located in the rest of the downtown core).

It is difficult to develop a detailed profile of the Downtown South because of the population growth in recent years and because the available data from the 1996 Census groups combines this neighbourhood with neighbourhoods that are outside of the study region. For example, data from the Community Web Pages of the City of Vancouver groups the neighbourhoods of the Downtown South with False Creek North, East False Creek, Yaletown, Granville Slopes, Victory Square, Gastown and Chinatown as well as with areas to the north of Downtown (i.e. Triangle West, Coal Harbour, and Bayshore Gardens but not the West End) in a community called Downtown. The data that is available suggests that:

- **Most of the residents are working aged.** Eighty-four percent of Downtown residents are between the ages of 20 and 64 years as compared to 68% of residents in Vancouver overall.
- **Most residents have English as their mother tongue.** Sixty-six percent of the population identified English (as compared to 52% of the total Vancouver population) and 14% identified Chinese as their mother tongue (as compared to 25% of the Vancouver population).
- **Most households (69%) are single-person households.** There are, on average, 1.4 residents per average household (as compared to 2.3 in other parts of Vancouver).
- **Most residents are renters.** In the area, 82% of the population lives in rental accommodation (versus an average of 58% for Vancouver overall). The average gross rent was \$615 in 1996, which is approximately 15% lower than the municipal average. Most of the residents (73%) live in apartments with five or more stories.

B. EMPLOYMENT IN THE AREA

1. Employment in the Downtown Area

As of 1996, 131,500 people were employed in the Greater Downtown area representing 39% of the employment in the City of Vancouver. The Downtown area serves as the central business district for Vancouver (accounting for 73% of the office space and 41% of the retail space in Vancouver) and, as a result, the employment base is heavily weighted towards retail and office jobs.

The composition of the Downtown labour force has changed over the past 15 to 20 years because of changes in land uses and changes in the structure of the broader economy. For example, between 1981 to 1996, employment in manufacturing, transportation, storage and communication, and wholesale sectors declined by about 13,000 jobs while retail employment declined by about 3,500 jobs. These declines were more than offset by increases in employment related to business services, personal services, finance, insurance, and real estate, and public administration.

By 2021, it is estimated that the Downtown area will employ 175,000 people. According to projections made in the City of Vancouver's Downtown Transportation Plan, it was anticipated that the downtown commercial core would account for about 49% of the employment growth from 1996-2001.

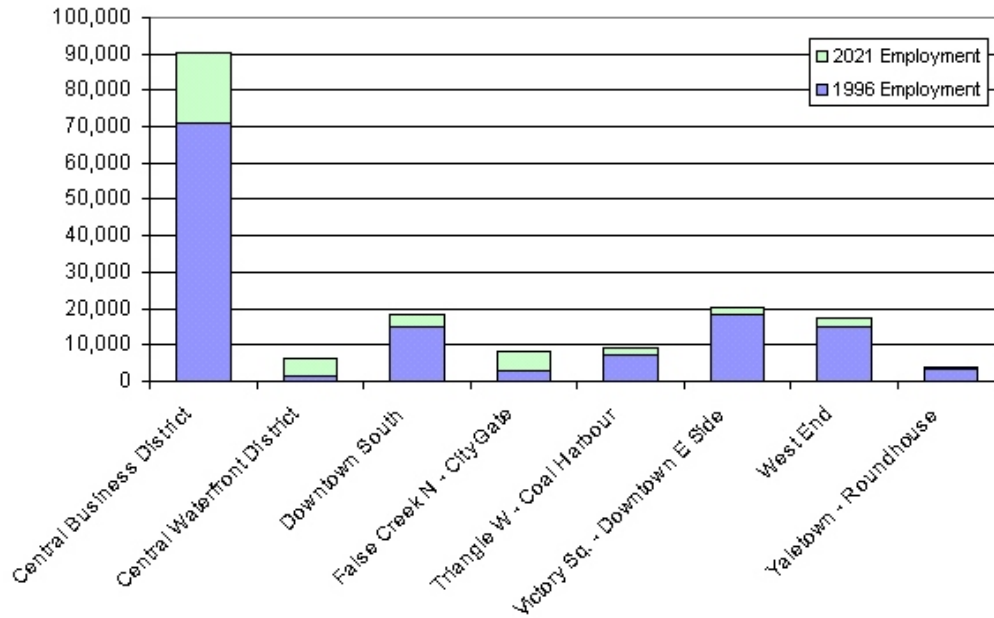
TABLE 2.2

**PROJECTED GROWTH IN EMPLOYMENT BY REGION
1996 to 2001**

Region	Percent	Positions
Central Business District	49%	21,300
False Creek North - City Gate	13%	5,700
Central Waterfront District	12%	5,200
Downtown South	8%	3,500
West End	7%	3,000
Triangle West - Coal Harbour	5%	2,200
Victory Square - Downtown Eastside	4%	1,700
Yaletown - Roundhouse	2%	900
Total	100%	43,500

Under these growth projections, the majority of jobs in the Downtown area will continue to be located in the central core as indicated below:

Downtown Employment by Neighbourhood



2. Employment of Residents from the Inner-City Neighbourhoods

The following table summarizes the percentage of the total population (all ages) in each region who were employed on Census Day in 1996, the average household income, and the percentage of households that were identified as low income households by Census Canada. As indicated, participation in the labour force tends to be much lower amongst residents of the Downtown Eastside.

TABLE 2.3

INFORMATION ON EMPLOYMENT AND INCOME BY COMMUNITY

Business Area	Downtown Area	Mount Pleasant	Downtown Eastside	City of Vancouver
Percentage of Total Population Employed	51%	53%	29%	50%
Average Household Income	\$34,397	\$32,888	\$18,894	\$48,087
Percent of Population in Low Income Households	48%	44%	69%	31%

Source: 1996 Census Data

Factors such as the age of the residents, mental illness, alcohol, drug and life skills issues, economic conditions, low levels of education and limited access to training have contributed to very low labour market participation rates in the Downtown Eastside. On Census Day in 1996, 6,285 residents in the region (39% of the population) counted themselves as being in the work force of whom 73% were employed and 27% were unemployed.

TABLE 2.4

LABOUR MARKET PARTICIPATION RATE IN THE DOWNTOWN EASTSIDE

Age and Labour Market Status	Residents	Percent
Under 15 years of age	2,070	13%
Aged 15 to 64 years and employed	4,575	28%
Aged 15 to 64 years and unemployed	1,710	11%
Aged 15 to 64 years but not participating in the labour market	4,290	26%
Ages 65 years or older	3,630	22%
Total	16,275	100%

Of the 6,000 residents who participated in the work force, only about 2,000 worked full-time all year. Based on Census figures, it is roughly estimated that about 80% of the employed residents work within the area.

Fifty-six percent of the Downtown Eastside residents aged 15 to 64 years were participating in the work force including 40% who were employed and 16% who were unemployed at the time of the Census. In contrast, for Vancouver overall, 68% of residents aged 15 to 64 years were participating in the work force including 62% who were employed and 6% who were unemployed at the time of the Census. If the participation and employment rates were the same for the Downtown Eastside as they were for Vancouver overall, 6,550 Downtown Eastside residents would have been employed at the time of the Census which is approximately 2,000 more than the number who actually were.

In part because of the low labour market participation rates, areas within the Downtown Eastside are considered to have the lowest per capita income of any urban area in Canada. Less than one-third of the average income in the area was generated from employment with government transfer payments accounting for approximately 60% of income. In contrast, for Vancouver overall, 59% of personal income was generated from wages and salaries.

TABLE 2.5

SOURCES OF PERSONAL INCOME

Source of Income	DTES Residents	Vancouver Overall
Wages and salaries	30%	59%
Self-employment income	2%	5%
OAS and GIS	16%	6%
CPP and QPP	4%	3%
Employment Insurance Benefits	3%	2%
Federal Child Tax Credits	0%	1%
Other Government Sources	41%	11%
Investment Income	2%	8%
Pensions and Annuities	1%	3%
Other	1%	1%
Total	100%	100%

III. BUSINESS DEVELOPMENT

This chapter provides a brief overview of business development issues, summarizes the available information on the potential impact of the Games on business development opportunities in the inner-city neighbourhoods, lists the preliminary goals and principles that have been established with respect to business development, and outlines some potential strategies that could be adopted to build on the potential opportunities and mitigate any negative impacts.

A. INTRODUCTION

Business development is of particular interest to the Vancouver Agreement. The experiences of Salt Lake City, Calgary, Lillehammer, Sydney, Atlanta and other host cities illustrate that the Games can impact business development in various sectors of the economy. The impacts differ, of course, from host city to host city depending upon a number of factors including the size of the city, sophistication of tourism infrastructure and marketing, economic conditions at the time of the Games and so forth.

The impacts on business are varied, with some sectors achieving significant, direct benefits (i.e., tourism, construction and business services such as engineering, management consulting, legal services and broadcasting) while others do not benefit directly from the Games or actually suffer losses due to increased operating costs or changes in consumer behaviour. Still others report no direct impact, either positive or negative.⁴ However, these businesses may benefit indirectly or in the future from increased tourism and international awareness of local products, expertise and contacts made during the Games.

The Games are often seen as a catalyst for increased business and new and enhanced trade relationships between the visiting and host countries. The influx of tourists, particularly during the 'low season' in which some Winter Games occur, is seen as providing an important opportunity for many small and medium-sized businesses located in the host city or near the proposed events. Businesses with the capacity to achieve sponsorship or supporter status are said to benefit from an enhanced profile. It has been suggested that Games-related economic activity may reward larger, international corporations more than local, small or medium-sized businesses. Small businesses can find it difficult to compete to become Games suppliers due to their lack of capacity or because of stringent IOC requirements governing official suppliers.

Games-related economic activity potentially extends for over a decade, beginning during the bid process. Once a host city is selected, these economic opportunities continue through the planning and construction stages leading up to the Games, reach a peak during the Games themselves and finally drop off following the Games.

While the Games can bring a major positive economic impact, it is worth noting that the economic impact is relatively small in comparison to the size of the overall regional or national economy and is also heavily focused on the host city itself. Other regions of the host nation have sometimes experienced a net reduction in economic activity.⁵

The Bid has established an Economic Development Working Group (EDWG) to develop an economic opportunities strategy. The Vancouver Agreement, through its member partners, is working with the EDWG. The EDWG has undertaken research on other jurisdictions including site visits to Calgary (1988 Winter Games), Sydney (2000 Summer Games) and Salt Lake City (2002 Winter Games). According to the EDWG,

4 Salt Lake City Business Alliance, Salt Lake City Business Show Increased Sales During the Olympics, News release, March 20, 2002, p.1.

5 Jones Lang LaSalle, "Reaching Beyond the Gold: The Impact of the Olympic Games on Real Estate Markets", Issue 1 - 2001.

each of these jurisdictions had one universal recommendation: develop an economic opportunities strategy during the Bid process. According to these former host cities, failure to incorporate planning at the Bid stage may mean lost economic opportunities. The cities noted that the seven year time period, beginning with the selection of a host city and spanning the period up until the Games take place, provides a limited time frame for economic opportunities planning, particularly considering the level of planning and organization the Games requires.

The operating principles of the EDWG are consistent with the IOC's Agenda 21 values and the Bid's commitments to inclusiveness and accountability. EDWG principles also focus on innovation, best effort/best response planning, developing and maintaining strong linkages with other relevant working groups, respecting community interests, and working with small and medium business and major corporations from all sectors.

The EDWG strategy is based on the Bid's objective to "...maximize the economic return from the Games," particularly by providing guidance in the form of policy and advice and by working to empower 'champions' in communities and in the business sector. According to the EDWG, "While economic return is an explicit goal, so too is the strategy's contribution towards the larger goal of sustainability. Fundamental to the strategy will be approaches and linkages that support social, environmental and sport goals." In terms of the socio-economic impact, procurement and labour, skills and training strategies are identified as areas where significant gains could be achieved.

Of particular relevance to the issue of potential economic impact of the Games are a number of initiatives that are aimed at developing an economic revitalization strategy for the DTES, the Vancouver inner-city neighbourhood identified as most in need of economic revitalization.⁶ Under the Vancouver Agreement, the City of Vancouver's Downtown Eastside Economic Revitalization Program and the Vancouver Economic Development Commission and the Provincial Government work with a number of partners to develop a "...multi-faceted approach to restoring the DTES to a healthy, safe and livable neighbourhood for all."⁷

Currently, the Vancouver Agreement is undertaking research intended to identify sectors of the economy that can expand to the DTES, with special emphasis on those sectors that could provide employment and commercial and retail services to local residents. A related study is examining the ways that government and corporate purchasing could be focused to attract new business to the area while another strategy looks at redevelopment options for under-utilized government owned buildings.⁸

As economic development is a key component to the revitalization of inner-city neighbourhoods and, in particular, the Downtown Eastside, many in the community hope that hosting the Games could be an opportunity for businesses in that community as well.

B. KEY ISSUES RELATED TO BUSINESS DEVELOPMENT

Major issues that have been identified related to business development include:

- Increased local demand for products and services in the time leading up to the Games, during the Games, and post-Games can create market opportunities for local suppliers including suppliers from the inner-city. These opportunities can exist for a wide range of

6 Vancouver Agreement, "The Downtown Eastside Revitalizations Initiative: Implementation Schedule - Introduction," May 2002, pp. 1, 2.

7 City of Vancouver, "Downtown Eastside Revitalization Program," Website: www.cityofvancouver.bc.ca/commsvcs/planning/dtes/dtehome.htm.

8 Vancouver Agreement, "The Downtown Eastside Revitalizations Initiative," Op. cit., p.2.

services related to tourism, construction, furniture and equipment, retail, business and personal services, and other sectors.

- The accessibility of these opportunities to local suppliers given the purchasing processes, buying criteria, and the competitive environment.
- The capabilities of the suppliers as well as the resources available to assist them in developing their capabilities and accessing the market opportunities. The suppliers can include private businesses, non-profits, social enterprises, and self-employed individuals or contractors.
- The impact of the Games on existing businesses in sectors not directly affected by the games including the benefits of a stronger economy balanced against the potential for upward pressure on rents, increased competition for labour, reduced demand (shifted expenditures), and the introduction of new competitors.
- Impact of the Games on the creation or enhancement of the businesses in the inner-city.

C. REVIEW OF AVAILABLE INFORMATION

Some of the findings and conclusions that can be drawn from the available secondary information regarding the impact on business development include:

- **Hosting the Winter Games is projected to generate significant levels of economic activity for British Columbia.**

A study conducted by InterVISTAS Consulting in October 2002, estimated that the economic impact of hosting the 2010 Winter Olympics would be \$2.1 billion in direct GDP and \$3.3 billion in total GDP, including potential multiplier impacts. Employment impacts are estimated to be 55,000 direct person years of employment and 77,000 total person years. These impacts are spread throughout the 2008 to 2015 period (with peak incremental employment of 22,000 direct person years of employment in 2010). A total of 187,000 person years of employment may be created over a 30 year period if the impact of the Vancouver Convention and Exhibition Centre (VCEC) expansion project estimated in a separate study is included. The estimates were developed using industry multipliers generated by the Provincial Input-Output Model and include direct, indirect, and induced impacts. The results produced from the model are presented in aggregate form and, as such, do not provide a breakdown of where these impacts will be distributed.

- **Several reviewers have noted that the impact studies do not incorporate an analysis of the opportunity cost or entail a full social benefit-cost analysis.**

For example, a critique by a Professor at the University of South Florida noted that the study assumes that all of the "inputs required to complete the project, workers, machinery, steel beams and so forth, would be unemployed if not engaged in the Games project" and, as such, does not incorporate the opportunity cost of undertaking the Games. It was also noted that, by focusing strictly on the financial benefits and costs, the study does not attempt to address the full social benefits and costs of hosting the Games.

- **Organizing Committees generate funding which is used to construct facilities, purchase a wide range of goods and services, and hire staff.**

The total budget for the Salt Lake Olympic Organizing Committee was US\$1.3 billion, including US\$371 million for venue construction. The Vancouver 2010 Bid Corporation anticipates that the Organizing Committee for the Winter Games will generate US\$370 in revenues. The primary sources of these revenues will be corporate sponsorship (US\$201 million) and ticket sales (US\$115 million). The Organizing Committee would also receive a share of the broadcast and TOP (The Olympic Partners) program administered by the IOC. revenues from the IOC (SLOC received US\$443 million in IOC grants for TV and US\$131.5 million in TOP revenue). In addition, if the Bid is successful, the Federal and Provincial Governments have committed to providing \$620 million in funding.

- **The preliminary construction budget for the Vancouver Games is approximately \$500 million.**

These funds will be used to construct the Athletes Villages as well as construct and/or upgrade a series of event venues. In addition, it is projected that an additional \$120 million will be contributed by the private sector to the construction budget through public-private partnerships.

- **Careful scheduling of the construction projects is critical to avoiding labour shortages and increasing costs for both Games and non-Games related construction projects.**

Construction for the 1992 Barcelona Summer Games contributed to imbalances in the market for labour and for some prime materials.⁹ These imbalances contributed to a cost of living increase in Barcelona which, from 1983 to 1992, rose by 20% more than the cost of living in the rest of Catalonia.

- **Apart from contracts related to construction, the Organizing Committee purchases a wide range of products and services.**

The procurement division of the Calgary Olympics issued 14,000 purchase orders. Examples of the diversity in the goods and services needed to host the Winter Games include sport and medical equipment, rate card items (which cover goods and services sold to the press, national Olympic committees, international federations, etc.), torch relay goods and services, furniture and office equipment, cleaning and waste services, linen and laundry services, catering services, facilities management services, advertising services, transportation services, IT and telecommunication services, financial services, decorations, and warehousing and distribution.

- **Organizing Committees are also involved in implementing licensing programs.**

Manufacturers and distributors of souvenirs typically pay a 10% to 15% royalty for the right to use the National or Games emblem on their merchandise. In Salt Lake, there were 70 licensees. The Vancouver 2010 Bid Corporation is projecting licensing revenues of US \$30 million (discounted to 2002 dollars).

⁹ Ferran Brunet, "An Economic Analysis of the Barcelona '92 Olympic Games: Resources, Financing and Impact," in de Moragas Spà, M. and Botella, M. (eds.) The Keys of Success: the Social, Sporting, Economic and Communications Impact of Barcelona '92. Bellaterra. Servei de Publicacions de la Universitat Autònoma de Barcelona. 1995.

- **Organizing Committees seek to maximize the purchasing power of the available funding by obtaining many of the goods and services through value-in-kind agreements and joint purchasing arrangements.**

Although the budgets for the Winter Games can be significant, the magnitude of the event is even larger in terms of the value of goods and services that are required and the number of people involved. Two ways in which the Organizing Committees reduce expenditures and maximize the available funding are to make extensive use of value in-kind contributions and joint purchasing programs.

- Under a value in-kind (VIK) program, the Organizing Committee receives products and services at no cost or a significantly reduced cost from companies that wish to support the Games and expand awareness of their organization and its products and services. Only companies that are major sponsors or who do not conflict with major sponsors would be eligible to provide goods and services on a VIK basis.
- Under a joint purchasing arrangement, the Organizing Committee will purchase a good (such as tables, chairs, towels, or linens) in association with another organization that will take possession after the Games.

- **Procurement policies and procedures for goods and services are centralized, comprehensive and standardized.**

Standard contract terms are created to assure that the process is transparent and simple. Some of the key purchase criteria applied in the past have been price, quality, and performance guarantees. The Organizing Committee also has to be careful to ensure that goods and services procured from non-sponsors do not breach existing sponsorship contracts. To minimize the involvement of the Organizing Committee in coordinating service delivery and to reduce transaction costs, there tends to be a preference for issuing larger contracts rather than a large number of small contracts.

- **At least in recent Games, it does not appear that the Organizing Committees have established formal criteria which convey an advantage to suppliers based locally or to contractors who utilized local suppliers or hire local residents.**

Some of the factors that may limit the willingness or ability of Organizing Committees to provide preferential treatment to local suppliers include:

- Because of financial constraints, the primary focus is on cost subject to the ability of suppliers to meet quality and performance standards.
- Sponsorship arrangements and value-in-kind contributions can limit the range of products and services which are open to general tender.
- National or provincial/state governments are a major source of funding for the Games. This may limit the feasibility of favouring local versus regional or national suppliers.

The selection of vendors at the Olympic Downtown Festival in Salt Lake City did not formally favour local vendors but did consider the extent to which the products conveyed the nature and culture of the state of Utah.¹⁰

- **Local suppliers can benefit from locational competitive advantages.**

Despite an open bidding process, the LOOC reported that the local businesses in Lillehammer were very competitive. The local presence of suppliers can convey some advantages including the potential to become aware of the opportunities early in the process, the ability to interact directly with the purchasing department, familiarity with the local market, and an established ability to deliver products and services locally.

- **For many companies, particularly the small and medium sized companies, the greatest opportunities may be to provide products and services to sponsors and contractors rather than directly to the Organizing Committee.**

The extent to which sponsors or contractors make use of local sub-contractors or suppliers varies from company to company. For example, for the 2002 Winter Games in Salt Lake, Hallmark relied on its existing resources and supplier base rather than establish sub-contracts with local companies. On the other hand, the Compass Group, the official catering services supplier, made extensive use of local food services companies and hired many local workers.

- **Over the medium to longer-term, tourism is perceived as the primary beneficiary of hosting the Games.**

One of incentives for hosting the Olympic/Paralympic Games is the opportunity to promote the region's attractiveness as a travel destination and to develop and bolster the region's travel industry. For example, as reported in the BC Capital Projects Branch impact study, the volume of international visitors to Norway increased over the period leading up to the Lillehammer 1994 Games and has been sustained in the periods following the Games. A post-games economic impact study of those Games noted that tourism, both domestic and foreign, in the Lillehammer region grew by 57% between 1989 and 1994 as compared to 22% nationally.

- **The host city, rather than the province or state, is the primary beneficiary.**

The Games are very much associated with the name of the host city. For example, research conducted after the 1988 Olympics found that the Games significantly increased top-of-mind awareness of Calgary but did not as significantly impact on awareness or the image of Alberta.¹¹

- **The Winter Games also provide an opportunity for the Host City and local companies to showcase their products and competitive strengths on an international stage.**

¹⁰ Salt Lake City Corporation. [Olympic Downtown Festival Vendor Information Guidelines](#).

¹¹ Turning 16 Days into 16 Years: A Calgary Perspective on Strategies for Enhancing the Success, the Long-Term Impacts and the Legacies of the 2002 Olympic Winter Games on Salt Lake City, Utah.

The Games are used as a basis to stage trade shows, demonstrate products and services, and facilitate interactions between local suppliers and foreign purchasers. In a press release, the Governor of Utah announced that during the 17 day period of the Games, the state hosted 250 investors and venture capitalists, world leaders from 77 countries, and thousands of local and national business people. The Utah Department of Community and Economic Development stated it will follow up with the thousands of contacts made before and during the Games, with the ultimate goal of translating these contacts into 10,000 new jobs.

- **Hosting the Games can also encourage local businesses to develop new skills and capabilities.**

In a report on the impact of the Olympics on businesses in a Host City, the State Chamber of Commerce of New South Wales, Australia noted that, in the post-Games period, businesses in all categories reported similar positive outcomes and 'learnings' from the Games process.¹²

- **The economic opportunities and impacts of the Games are not equally distributed across the business community and can be very difficult to predict.**

It is difficult for businesses to project the impact of the Games on the demand for their products and services because most have little, if any, experience with hallmark events. Unrealistic expectations regarding increased demand for goods and services have often led to over-stocking and insupportable staffing increases. Demand for some products and services tends to be brought forward by customers who stockpile to avoid shopping, ordering or receiving delivery during the Games. Because of the uncertainty of demand, flexibility is important.

Existing businesses can be affected by road closures and traffic management, which can affect the delivery of products as well as the access of customers. Demand for restaurants, retail products and some other services is also affected by the tendency of many residents to stay home and watch the Games on TV.

D. GOALS AND PRINCIPLES

The Inner-City Inclusive Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Winter Games. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix VI. The goals and principles which relate to business development include:

1. Develop opportunities for existing and emerging local inner-city businesses and artisans to promote their goods and services
2. Develop potential procurement opportunities for businesses that employ local residents

E. RANGE OF POTENTIAL ACTIONS

Business opportunities will be generated in the years leading up to the Games, during the Games, and following the Games. The challenge is to inform businesses located in the inner-city neighbourhoods of the nature of the opportunities, assist in the development of realistic expectations regarding those opportunities,

¹² State Chamber of Commerce. Sidney 2000: A Report on the Olympic Impact on Businesses in a Host City. Executive Summary. New South Wales.

and develop mechanisms that will assist the businesses in acting on those opportunities. A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address business development issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

The actions and strategies which were identified include:

Planning

- Establish a work group specifically focused on assisting small and medium-sized businesses to access the opportunities created by the Games.
- Plan transportation corridors, events, and promotions to encourage visitors to visit inner-city neighbourhoods that target tourists such as Gastown and Chinatown.
- Ensure that economic and business strategies developed for the Games specifically address the potential for an economic downturn in the period immediately after the Games.

Information and Awareness

- Implement a public information campaign to assist local businesses to identify and better understand the opportunities and challenges related to the Games. The campaign could be delivered through open houses, presentations, workshops, published materials and online resources.
- Develop an on-line database that will describe the tendering opportunities that are available.
- Build on the experience of past games by making information on best practices available.
- Conduct research to assess the potential impact on the demand for specific products and services. This information can then be used by local businesses in planning their operations including deliveries, staffing, training, hours of operations, client/customer relations, budgeting, advertising and promotions.
- Publish a how-to manual as to how inner-city businesses can maximize Games opportunities.
- Work with the media to promote successes and build positive momentum.

- Create a forum for businesses and social advocates to come together to understand each other's interests and develop approaches to challenges.
- Inform businesses that will be affected by transportation routes and road closures.

Capacity Building

- Establish a business development centre designed to help local businesses build on the opportunities. The programs could include education, promotional, merchandising, counselling, mentoring, and financing programs.
- Establish a purchase broker specifically to link inner-city businesses with sales opportunities. A broker can help to create awareness of opportunities, bring together several suppliers to bid on a specific contract, promote the services of local firms to potential buyers, and structure or negotiate certain terms such that local suppliers will be eligible.
- Create a program to incubate businesses allowing them to be more competitive allowing for growth and diversification.

Market Development

- Work with the Organizing Committee, sponsors and contractors to establish purchase criteria that provide competitive advantages for local firms.
- Encourage the Organizing Committee to establish targets regarding the percentage of purchases that will come from local businesses and from non-profit organizations (such as social enterprises which provide services such as recycling, catering, and laundry or products such as clothing or art).
- Use tradeshows, events, and other mechanisms to create awareness of businesses and other resources in the inner-city amongst potential buyers.
- Open a showcase centre, similar to the Downtown Alliance House of Salt Lake City, which provided information, facts, and figures about Downtown Salt Lake City and hosted networking opportunities and events.

IV. EMPLOYMENT AND TRAINING

The following sections provide a brief overview of the key issues related to employment and training, document the available information on the potential opportunities and impacts of the Games on employment and training opportunities for inner-city residents, lists the preliminary goals and principles that have been established with respect to employment and training, and outlines some potential strategies that could be adopted to build on the potential opportunities and mitigate any negative impacts.

A. INTRODUCTION

Job creation is one of the primary benefits from hosting the 2010 Winter Games in Vancouver and Whistler. Economic studies and experience from other Winter Games indicate that the Games will bring strong employment opportunities for a wide range of British Columbians. Direct and indirect jobs will be created in the years leading up to the Games and during the event in a variety of industries including construction, business services, hospitality, catering, security, communications, media and tourism, as well as after the Games in facilities maintenance, administration and management. In addition, jobs will likely be created following the Games from aggressive tourist marketing and international investment. As Vancouver's tourist industry offers many products and services within a strong infrastructure, it will be strongly positioned to maximize job growth and revenue.

The Vancouver Agreement is very interested in employment and training and is working on a number of initiatives that will expand employment and economic activities in inner-city neighbourhoods, particularly in the DTES. A key aspect of the revitalization initiative is the development of an employment strategy based on utilizing already successful training and job placement programs to develop effective measures to assist unemployed DTES residents to find work. The Inner-city Inclusive Work Group, one of 46 Bid Work Groups, is working on ways to link the Vancouver Agreement initiatives to employment and other opportunities that may be available should Vancouver succeed in its efforts to win the 2010 Games.

B. KEY ISSUES RELATED TO EMPLOYMENT AND TRAINING

Major issues that have been identified related to employment and training include:

- The creation of employment and training opportunities for inner-city residents related to the preparation and hosting of the Games. Awarding of the Winter Games would create employment and training opportunities through the Games' Organizing Committee, sponsor organizations, as well as various businesses contracted by the Games' Organizing Committee and sponsor organizations, notably construction, security and catering firms.
- The improved opportunities within the hospitality and tourism sectors due to the increase in visitor volume not only during the period leading up to the Games and during the Games, but also potentially from a long-term increase arising from the publicity created by the Games.
- The potential to improve the skills and employability of inner-city residents through training and work experience obtained from Olympic related jobs.
- The possibility that inner-city residents and neighbourhoods will be excluded from the employment and training opportunities provided by the Games.
- The concerns regarding employment equity and appropriate labour practices. The extent to which positions created by the Games will provide opportunities for women, marginalized ethnic groups, the poor and disabled, as well as the extent to which employers provide fair

wages and safe working conditions to workers who will, for the most part, be employed for a short term.

- The proportion of jobs filled by local residents versus people from outside the city.

C. REVIEW OF AVAILABLE INFORMATION

The major findings of our review to date regarding the potential impact of the Games on employment and training are as follows:

- **Hosting the Games is projected to have a significant impact in terms of person years of employment created.**

The impact study prepared by InterVISTAS Consulting estimates that the Winter Games would create from 45,000 to 99,000 jobs (person-years of employment) in British Columbia depending upon the level and effectiveness of the marketing effort.

- **The first substantial levels of employment that will be generated from the awarding of the Games will be in the construction sector.**

In addition to the direct construction activities, the Winter Games can be a catalyst that encourages the private sector and government to invest in additional facilities and transportation infrastructure.

- **Many people, including both paid staff and volunteers, will be engaged in staging the Games.**

In a Debriefing of the XIX Olympic Winter Games presentation held under the auspices of the IOC's Transfer of Olympic Knowledge programme at Torino, the SLOC presented data which indicated that the actual figures were somewhat higher. The SLOC reported that, during the period between January 25 and February 28, 2002, involvement levels peaked at:

- ❑ 6,271 paid staff (including 1,044 regular staff who were employed for more than six months);
- ❑ 11,882 contractor staff;
- ❑ 19,423 Winter Games volunteers;
- ❑ 2,200 venue preparation volunteers; and
- ❑ 3,600 Paralympics volunteers.

At this early stage, it is estimated that about 6,000 staff would be employed by the Organizing Committee to stage the Vancouver 2010 Winter Games. It is estimated that about one-quarter of the staff would be "permanent", hired for a period longer than 6 months, and the remainder would consist of "temporary" positions.

- **A detailed estimate by position is not yet available.**

Using a variety of sources related to past Winter Games, we have compiled the following figures on the number of people employed (including volunteers) in various capacities:

- ❑ *Olympic Organizing Committee* - 1,000 full-time positions

- ❑ *Catering* - three million daily meals served by 5,000 catering staff, including 400 volunteers and 23 food managers. The remaining members consist of the contractor or sub-contractor workforce.
 - ❑ *Communications* - Staffing for Venue Command Centres included 200 volunteers, 4 permanent staff, and 25 temporary paid staff. The Main Operations Centre at Salt Lake was staffed by about 50 paid employees.
 - ❑ *Media* - 16 full-time staff and 800 volunteers
 - ❑ *Merchandising* - 10 staff members
 - ❑ *Event Services* - 1,400 mostly temporary positions at peak
 - ❑ *Transportation* - 1,100 positions at peak
 - ❑ *Logistics and warehouse* - 500 positions at peak
 - ❑ *Snow removal/waste management* - 400 positions at peak
 - ❑ *Health* - 350 employees at 35 temporary medical clinics
 - ❑ *Information Technology* - 300 people working for three years to integrate all of the systems and applications, increasing to 1,350 during the 17 days of competition.
 - ❑ *Broadcasters* - 3,000 accredited press and 8,022 broadcasters. Broadcasters were not included in the employment figures presented earlier.
- **The recruitment process for positions with the Organizing Committee follows standardized procedures and is increasingly done electronically.**

The Salt Lake City Olympic Organizing Committee (SLOC) made extensive use of on-line recruitment and application technologies. The on-line application process was long (30 to 45 minutes) and tested the candidates commitment to the position. Applications were sorted and pre-assigned to a function and venue based on the candidate's availability, geographic proximity to the venue, and skills, knowledge and experience, along with the SLOC's function needs. Prospective candidates were then given a 20 minute interview. Each candidate also had to successfully pass a background check that included a review of the candidate's criminal record and driving record. Offer letters were sent to successful candidates and candidates were to accept or decline the position on-line.

- **The Organizing Committee in Salt Lake provided training to both paid staff and volunteers.**

Candidates and volunteers who were recruited received:

- ❑ Job specific training lasting 1 to 10 sessions depending on the position (there were over 300 positions within the organization available);
- ❑ Venue specific training (1 to 2 sessions); and
- ❑ A four hour session on event leadership if the individual was a team leader (there were 2,000 to 3,000 team leaders).

Candidates and volunteers also received 3 sessions of general customer service training that each lasted two hours long, providing skills intended to be lifelong and transferable. The general training sessions provided training in cultural sensitivity, conflict resolution and customer service. Some employers in Salt Lake City actively encouraged their staff to volunteer to take advantage of the opportunity to obtain training and gain new experience.

- **At the conclusion of the Games, SLOC provided a job outplacement program.**

The program was delivered by Drake Beam Morin, the official outplacement services provider for the 2002 Winter Games. One thousand SLOC staff members went through the program, which included the assistance of 250 volunteer job search consultants. These efforts were complemented by a virtual career centre, iFair, set up by another Games sponsor Monster.com.

- **It may be possible to introduce clauses into supplier contracts that establish criteria for hiring local residents.**

In some past Games, vendors and contractors have been required to follow employment equity and equal opportunity guidelines in their hiring activities. The SLOC wrote clauses in vendor/contractor contracts that enabled the SLOC to review and monitor vendor/contractor recruitment plans. However, there is no indication to date that this was used to encourage the suppliers or contractors to hire inner-city or local residents.

- **Population in-migration experienced in periods preceding Games indicates that at least some of the positions created by the Games are filled by people who were previously residing outside of the region.**

Because of the importance of past experience, the Organizing Committees do actively recruit a relatively small percentage of staff members from outside the region for certain key technical positions. In addition, sponsors and contractors often relocate some of their existing staff members to the host city to work on the Games.

- **Unemployment levels can rise in the period directly after the Games and, depending upon the timing and amount of construction activity, even in the months leading up to the Games.**

Unemployment data from the US Department of Labour on the Salt Lake-Ogden area shows that unemployment rates began to rise one month prior to the Games, reached a peak of 5.9% in the month following the Games, and then declined to 5.3% two months later. Unemployment levels in Lillehammer rose at a lower rate than in the rest of Norway in the years leading up to the Games, increased in the year after the Games (when unemployment in Norway overall was declining), and then fell to levels comparable with the rest of the country.

- **The Winter Games can present opportunities for businesses in a range of sectors.**

There are opportunities in tourism and retail. Inner-city neighbourhoods that target tourism, such as Gastown and Chinatown, are not the primary destination for visitors to Vancouver. The challenge for businesses in these neighbourhoods is to capture a greater percentage of the expenditures by visitors who are visiting Vancouver for other reasons, such as the Olympics. The region currently captures well under 1% of \$3.5 billion in tourism expenditures in Vancouver. Therefore, it is important that initiatives be undertaken that build on the cultural and heritage assets and brand identity of neighbourhoods such as Chinatown and

Gastown, as well as seek to improve the marketing capabilities and service consistency of local merchants. As an example, there are opportunities to build on the momentum of recent projects, such as the Millenium Gate, the Silk Road, the Han Dynasty Bell, the Chinatown Lighting Improvement Project, to encourage the development of additional tourism products, attractions, and photo opportunities that would draw visitor traffic.

There are also opportunities in other sectors during the Winter Games and in the 7 year build up to the Games. As noted in the previous chapter, there would be opportunities for small and medium sized companies and social enterprises and to provide a range of products and services to government, contractors, sponsors and others. These business opportunities could then be converted into employment opportunities for residents of the inner-city.

- **There can also be opportunities for local residents to work for tourism operators in other regions of the city.**

Tourism currently accounts for 1 of every 13 jobs in BC and is a major job creator. According to Tourism BC, in 1999, average weekly earnings in the tourism industry was \$423. Tourism provides numerous entry level opportunities, and programming exists to place social assistance recipients into tourism positions. For example, a private-public initiative, entitled Destinations, connects successful applicants to the program, or clients, directly to jobs. Government provides support and assistance to employers provided that the client stays employed.

As was discussed in Chapter IV, analysis of both the Calgary and Lillehammer Winter Games suggests that the Games result in an increase in tourism activity and, therefore, tourism-related employment. The economic impact study conducted by InterVISTAS Consulting projects cumulative increases in international tourism activity resulting from the Games in the range of 1 million to 4.3 million Olympic induced international visitors.

Visitors to Greater Vancouver already spend an estimated \$3.5 billion annually in the region, on accommodation, shopping, restaurant meals, groceries, private and public transportation, attractions, recreation, and entertainment. The expenditures of these visitors help sustain and create thousands of jobs and billions of dollars in business activity. In addition, each incremental dollar that is spent by an external tourist in British Columbia attending the Games will have wide-ranging impacts on many areas of the local economy including employment creation.

D. GOALS AND PRINCIPLES

The Inner-City Inclusive Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Winter Games. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to employment and training include:

1. Create training and a continuum of short and long-term employment opportunities for inner-city residents to encourage a net increase in employment
2. Provide reasonable wages and decent working conditions for any local worker producing Games related goods and services before and during the Winter Games

E. RANGE OF POTENTIAL ACTIONS

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address employment and training issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

The actions and strategies which were identified include:

Planning

- Undertake a detailed needs analysis to review the projected demand for workers in terms of numbers, timing, wage range, skill requirements, and training to be provided by position.
- Estimate the potential supply of paid and volunteer workers who may be available and the existing skills base and identify potential gaps.
- Develop an employment strategy for residents of the inner-city neighbourhoods, which would not be limited to the Games but would consider the potential role of the Games in enabling local residents to further develop their skills and secure a longer-term attachment to the work force.

Awareness

- Create a Games Employment Marketing Plan to promote employment opportunities to people who experience difficulty finding and/or maintaining long-term employment (e.g. marginalized youth, people with disabilities, aboriginal people, single parents, long-term unemployed, etc.).
- Design communication programs and placement services that enable inner-city residents and other key target groups to take advantage of the opportunities that will exist.
- Develop a website which includes a database of employment opportunities with the Organizing Committee as well as with sponsors, contractors and vendors.
- Work with the Organizing Committee, sponsors and contractors to establish hiring criteria that would favour local residents and revise criteria that may work to their disadvantage.
- Encourage the Organizing Committee, sponsors and contractors to establish targets regarding the number of inner-city residents who will be hired.

Training and Education

- Review existing income assistance, training and apprenticeship policies and programs that support training and employment opportunities to ensure successful participation of inner-city residents.
- Encourage the Provincial Government, Federal Government, educators, and local organizations to develop and deliver education and training programs designed to assist inner-city residents prepare for, and take advantage of, the continuum of employment opportunities to be generated prior to, during, and after the Winter Games.
- Work with the Bid Corporation to ensure that the training programs, which will be provided to staff and volunteers, will develop skills that are transferable and will better enable the recipients to obtain suitable paid employment after the Games.

Links to Key Organizations

- Work with community-based organizations to create capacity-building initiatives that ensure a reasonable number of low-income residents are hired for community-based projects (e.g. community beautification projects).
- Establish linkages with existing programs that increase access to employment opportunities for inner-city residents.
- Support the activities of social enterprises, which seek to combine business activities with a social purpose such as community economic development, inclusion, and employment creation.

Extending the Impact After the Games

- Set up programs and services to assist employees and volunteers in finding other opportunities during the winding-down period of the Games. Counselling, job search and placement services can help paid workers and volunteers build on their Games training and experience and develop a long-term attachment to the labour force.
- Establish a social legacy fund, through which a portion of the Games funding would be directed to supporting community economic development and employment measures for inner-city neighbourhoods and residents.

V. HOUSING

This chapter provides a brief overview of the issues related to housing, summarizes available secondary information on various potential opportunities and impacts of the Games on housing in the inner-city neighbourhoods, lists preliminary goals and principles that have been established with respect to housing, and outlines some potential strategies that could be adopted to mitigate the negative impacts and build on the potential opportunities.

A. INTRODUCTION

One of the key issues of concern for Vancouver's inner-city neighbourhoods and the Vancouver Agreement is the potential impact hosting the Winter Games will have on the housing market and, in particular, on rental housing. Although the experience of previous host cities provides some valuable lessons on how to deal with Games-related housing issues, each host city is unique and Vancouver will require a "Made-In-Vancouver" plan to address these issues. As Jones Lang LaSalle points out in a study on the impact of the Games on real estate markets, "Context is important. Differences in geography, time, technology, size, and nature of the host country's economy render direct comparison erroneous."¹³

Affordable housing can be one of most tangible legacies from a successful Games. According to Jones Lang LaSalle, "One of the specific means by which Olympic Games impact on urban development is through the design, location and form of the Olympic Village" which is usually constructed to house athletes, support staff, and Games and IOC officials. Many Games' bids have included plans to transform at least some Games housing into affordable housing after the Games. Some cities have followed through on such plans while others have only partially fulfilled their original commitment.

The inner-city neighbourhoods contain the largest concentration of low-rent market housing in Vancouver. As such, there are concerns that the Winter Games could also result in the loss or conversion of affordable housing. For example, there are concerns that landlords may close SRO units, convert them to tourist accommodation, or significantly raise rents for the Winter Games. Pressure on housing stock may also increase as the Games employment opportunities attract people seeking work. An influx of people seeking jobs could also result in homeless shelters facing increased service pressures.

Various cities hosting hallmark events have taken proactive steps to address anticipated rental housing impact including the City of Melbourne for the 1956 Summer Olympics, the City of Brisbane for its 1988 Expo and City of Los Angeles for the 1984 Summer Games. For example, for some hallmark events, legislators have enacted enhanced tenancy protections and monitored rental markets to ensure that tenants are not adversely affected by the Games.

In a report on housing impact associated with the Games and other hallmark events including Expo 86 in Vancouver, Olds notes the use of hallmark events as "...an inner-city redevelopment tool" that "...has tended to create four main forms of housing impact: on-site impact; post announcement speculative impact; pre-event tourist-accommodation supply impact; and post-event impact." Olds concludes that: "The critical prerequisite for any action on housing rights is the presence of an organized, strategic and resourceful coalition of community-based groups with the capacity to analyze complex situations, act forcefully at a variety of levels, and use diverse strategies to take advantage of key opportunities to achieve their goals."¹⁴ Identifying potential adverse impacts on housing, learning from the experiences of other Games host cities, and working

¹³ Jones Lang La Salle, "Reaching Beyond the Gold: The Impact of the Olympic Games on Real Estate Markets", Issue 1 - 2001. . p. 3.

¹⁴ Olds, Kris, Hallmark Events, Evictions, and Housing Rights, Department of Geography, University of Singapore, date unavailable, p.20.

with community groups and government agencies to develop a plan of action are key to minimizing negative impacts on inner-city housing and maximizing opportunities for inner-city residents.

B. KEY ISSUES RELATED TO HOUSING

Major issues that have been identified related to housing include:

- Increased demand for housing prior to, during, and after the Games can serve to increase competition for available units and impact on affordability by supporting rent increases. This increased demand could be driven by increased employment in the area, a greater number of visitors to the region, infrastructure development, and increased awareness of the area. Gentrification can occur if low income residents can no longer afford to live in the area due to increased costs of post-game housing.
- Increased demand for temporary shelters for the homeless, resulting from people who may be evicted from their homes or are drawn to the area but do not have a place to stay.
- The loss of existing affordable housing as a result of permanent conversion of housing units to tourism units or other purposes, the temporary conversion of housing units to tourism units, or the tearing down of facilities to make way for new developments. In a temporary conversion, residents may be invited to return after improvements are made.
- The construction of new facilities which, following the games, may provide affordable housing or serve as shelters.
- Opportunity to access furniture and other housing related assets after the Games for use in affordable housing units and shelters.

C. REVIEW OF AVAILABLE INFORMATION

The major findings of our review to date regarding the potential impact of the Olympic Winter Games on housing is as follows:

- **A primary focus of the Organizing Committee is providing or facilitating housing for athletes, members of the Olympic family, broadcasters and press, sponsors, sponsor workers, Olympic workers and contractors.**

To fulfill these functions at the most recent Olympic Winter Games:

- The Salt Lake Organizing Committee (SLOC) used existing facilities and developed new facilities at the University of Utah to provide accommodation for approximately 3,500 Games athletes and officials. The new housing was developed at a total project cost of \$120 million, financed through a combination of a revenue bond and a \$28 million user fee from SLOC.¹⁵ Students who had resided in the existing housing were given a contract only for the Fall Semester. For the Spring semester, they were given the option of living in the University's older dorms. Many of the students were able to move back to the new dorms at the conclusion of the Games.

¹⁵ University of Utah Gazette, Winter, 2001.

- ❑ SLOC reserved 22,000 hotels rooms throughout the Greater Salt Lake area to accommodate the Olympic family, the media, sponsors and SLOC workers and contractors. Eventually, approximately 19,000 of the 22,000 rooms were used (based in 234 properties).
- ❑ A variety of temporary housing was utilized during the Winter Games, including:
 - 330 apartments built by a private developer with the assistance of a \$2 million grant from the US government. Half of the units were made available after the Games for low income tenants at below market rental rates.
 - Forty-two homes purchased by the Utah Housing Corporation with the assistance of a \$2 million grant from the US government. These homes were temporarily placed on land leased by SLOC and allocated to SLOC workers during the games. The homes were pre-sold to low income Native American families who took delivery after the Games.
 - 150 “dormitory style” beds in a middle school gymnasium, wrestling room and cafeteria in Park City that were leased by the SLOC during the school’s Games break.

In addition, another 100 plus private residences were booked directly by NOCs.

■ **Awarding of the Olympic and Paralympic Games typically spurs a significant increase in hotel room capacity.**

As an illustration, the supply of hotel rooms in Salt Lake has increased 64% since 1994. During 1999/2000 alone, the City of Sydney’s total visitor accommodation stock increased by 25%¹⁶. According to the Salt Lake City Convention Bureau, every major convention hotel in Salt Lake City is new or was remodeled since 1999 in preparation for hosting the games.

■ **Organizing Committees are less directly involved in providing or facilitating accommodation for other types of visitors (e.g., spectators attending the Games).**

Salt Lake City organizers expected to receive 1 million visitors during the 17 days of the games, including 60,000 to 70,000 out-of-towners per day each staying for an average of 4 to 5 days¹⁷. The estimate includes visitors, such as destination skiers, who may not be attending the Games. While the Organizing Committee is not required by the IOC to arrange for accommodation for visitors, they do work with other organizations in developing accommodation plans or strategies. Two strategies that were used in Salt Lake to help accommodate spectators and could be used in Vancouver, include:

¹⁶ “Fact Sheet, City Development”. City of Sydney, 2001.

¹⁷ Jerry Anderson, Managing Director of Venue Development for SLOC.

- ❑ A central booking service was established. The hotel inventory available through the central booking service included rooms released by SLOC, rooms never booked by SLOC and third party surplus rooms. The bookings through this service totalled 27,256 room nights (at an average rate of US\$189 a night).
- ❑ A residential spectator program strategy was implemented. There were three components to this service and for each component residents were compensated. The three components included:
 - Home stay (Owner vacates home)
 - Home host (Owner remains in home)
 - Groups (Renter vacates apartment)

Rates ranged from US\$100 per room per night to US\$1,000 for an executive home, with average rates of about US\$300 per night. Approximately 10,000 room nights were booked through this service. More units could have been booked through these services if the demand for accommodation during the Games had been higher.

- **According to SLOC, these resources and strategies effectively met the demand for visitor accommodation in Salt Lake City during the time of the Games.**

At the debriefing session for the XIX Winter Games in Torino in April 2002, representatives from the SLOC indicated that there were no major problems in meeting the demand from visitors attending the Games because of the abundance of hotel rooms in the Greater Salt Lake area.

- **Similar to Salt Lake City, Vancouver has a large and diverse inventory of hotels which is expected to meet the demand for accommodation during the Games.**

It is projected that there will be an inventory of 32,867 rooms in Vancouver and Whistler by 2010. Of these rooms, 23,214 are classified as three, four and five star hotel rooms while the remainder are 2 star hotels or hotels that are not rated (not rated means that they have chosen not to go through the rating system and, as such, could range in quality from 1 star to 5 star). The majority of these rooms are located within a radius of 10 kilometres of downtown Vancouver and are within walking distance of many of the venues.

The relative balance between the demand for, and supply of, hotel accommodation in Vancouver would benefit from two factors:

- ❑ February is in the off-season period for tourism in Vancouver. The overnight visitor volume totaled only 485,290 visitors in February 2001, which represents only about 40% of the peak season volume of 1,188,883 visitors in August 2001. February accounted for less than 6% of total annual overnight visitor volume to Greater Vancouver in 2001¹⁸. In 2002, room occupancy rates average 52% in February as compared to 85% in August. Over the past eight years, occupancy rates in February have averaged less than two-thirds (about 65%) of the occupancy rates in August.

¹⁸

Tourism Vancouver's Visitor Volume Model, Arthur Andersen LLP.

- The staging of the Games typically results in a decline in the number of visitors coming to the city for other purposes. Despite the impact of the Games, the number of visitors to a host city often declines in the year of the Games.

- **Given the supply of accommodation and the short duration of the Games, there is generally not a financial incentive for landlords to convert housing units to tourism units.**

The Utah Apartment Association (UAA) is a non-profit trade organization dedicated to providing a common foundation for rental housing industry professionals. Prior to the Salt Lake Games, the UAA undertook an education program to make their members aware that, with few exceptions, renting to Games visitors is a money-losing proposition for landlords. The organization stressed that the potential financial returns are greatly limited by several factors including:

- The demand is for furnished units. Furniture rental agencies were requiring minimums of up to six-month leases and/or increased their rates to multiples of between three to six times normal rates. These costs drive the rates to higher levels than other accommodation options that are available to visitors.
- To be sure that a unit is available, a landlord would need to hold the unit vacant for a month or more prior to the Games and it would likely sit vacant for a month or more immediately following the Games when the demand for housing tends to be low.
- Not many visitors came to Salt Lake during the Olympics without having made prior arrangements for housing. The UAA recommended that, unless the owner has leased the property at least 60 days prior to the Games, they should not count on attracting a guest.
- UAA predicted that a rental housing glut would develop immediately following the Games and, as such, it may take several months to lease any vacant units. Three factors were expected to create this temporary condition of over-supply. First, the new construction that housed the Games visitors would become available all at once (this amounted to several hundred units). Second, the Governors Report on the Economic Effects of the Olympics projected that 5,400 Olympic related jobs will be lost shortly after the games. Most of these people would be renters in Salt Lake on temporary assignment. Third, the continuing layoffs related to the broader US economic slowdown would continue.

The greatest possibility for positive financial returns was to rent higher end accommodation, which is already vacant and located close to Games venues. Some residents became involved in the market themselves by seeking to lease their furnished occupied units to Games visitors.

- **The Vancouver Games would result in the further development of new affordable housing.**

The Vancouver Bid includes the proposed construction of two full-service Athletes' Villages (one in Vancouver and one in Whistler) with capacity of 4,500 bed spaces. The expected

number of athletes is 2,833. The bed capacity is higher than required to allow the athletes to have an opportunity to visit each village as well as to house team leaders, medical staff and team officials. The Vancouver Athletes Village is proposed for the South East corner of False Creek on land presently owned by the City of Vancouver. The Athletes Village would be financed through public/private partnerships in conjunction with Federal and Provincial Government support, with a contribution of the land coming from the City of Vancouver.

The permanent facilities proposed for the Athletes' Village on Southeast False Creek include approximately 500,000 square feet of residential accommodation and a 30,000 square foot commercial building¹⁹. After the Olympics, the Athletes Village would be converted into 600 housing units of which 250,000 square feet would consist of market housing and 250,000 square feet would consist of non-market residential space. Representatives of the media (broadcast and print) will be accommodated in hotels in Greater Vancouver and Whistler and, therefore, no media village will be constructed.

- **Increased demand for housing from people hired to work in the months prior to the Winter Games could have a more significant impact on housing than would demand from spectators attending the Games.**

The prospect of employment can draw many people to the host city and province or state. For example, the Governor's Office in the State of Utah projected that, as of July 2001 (7 months before the Games), over 16,000 people (including family members) would have been drawn to the State by the opportunities created by the Winter Games.

- **Recent figures from Salt Lake indicate that the Games did not have a significant impact on the residential rental market, possibly in part due to the development of new housing units to accommodate Games workers.**

The results of a rental market survey indicate that vacancy rates in the residential rental market actually increased during the time leading up to the Games, from 5.8% in June 2001 to 7.1% in December 2001. The increase in vacancy rates is likely attributable to the slowing of the economy and the completion of Olympics-related construction projects. Equimark Properties Inc. (who regularly conduct the residential market survey) predicts the vacancy rate to rise in 2002, particularly in the downtown area, as the 500 units used for Olympics media and security workers are released to the market. In the downtown Salt Lake City area, rents were expected to experience minimal, if any growth, for at least 12 months following the Games²⁰.

- **According to the Jones Lang Lasalle report on the impact of the Olympic Games on the Real Estate Markets, the extent of any short-term impact on rents and prices appears to be dependent on the size, maturity and regulations of the housing market in the host city.**

A number of communities hosting the Games have experienced an increase in demand for housing, resulting in rent increases and declines in vacancy rates in the periods leading up to the event. For example, in December 1991, the vacancy rate for Atlanta apartments was 13% and the annual rent increase was 0.4%. By June 1996, the vacancy rate had declined

¹⁹ City of Vancouver Administrative Report, July 18, 2002.

²⁰ Greater Salt Lake Multi-Family Report, January 2002, Equimark Properties Inc.

to 4% and the annual rent increase was 7.9%. Following the Games, the vacancy rate increased to about 7% while the rates of increase in rents declined to 1% to 2% annually. It is interesting to note that the annual rent increases for the cheapest apartments were lower than average before and during the Games (i.e. low cost accommodation was least affected) but higher thereafter. This is consistent with the finding that the greatest demand for rental accommodation related to hallmark events is in the upscale market²¹.

There are several concerns about the new residential tenancy legislation introduced by the Government of BC in October 2002. First, the amendments to the revised Residential Tenancy Act will permit a landlord to increase rents by the Consumer Price Index (CPI) plus an additional percentage that has yet to be determined. The RTA also allows a landlord to increase rents retroactively for three years if an increase was not issued during that time period. There is concern that rent increases will be linked to the Winter Games, when demand for rental housing may increase. Second, there is also concern that the appeal process, which enabled tenants to ask their landlord for justification of a rent increase, was abolished in the new RTA legislation. A third area of concern relates to the regulations which are in place that oversee tenant evictions. The B.C. Residential Tenancy Act requires that notice for evictions due to renovations can only be done when all permits are in place. Concern has been expressed that this more lengthy process can be avoided by doing cosmetic repairs which do not require permits. In response to these concerns, legislative changes to the RTA have been suggested.

- **The impact of the Games on the residential rental market in the City of Vancouver, may be more significant given that the city has an extremely low vacancy rate.**

According to the CMHC Rental Market report, the rental market vacancy rate in the City of Vancouver fell from 0.8% in 2000 to 0.7% in 2001 which represents the lowest rate experienced in the Greater Vancouver area since 1994. A vacancy rate of 2.5% is generally considered to be a balanced market in Vancouver. CMHC identified strong employment growth together with an increase in the young adult population as responsible for the decrease in rental accommodation.²² A spokesperson for the Vancouver-based Tenants Rights Action Coalition (TRAC) reports that tenant hot line calls indicate that housing loss is due, in part, to continuing disinvestments in rental housing stocks as new rental housing is not being built and aging rental properties are not being maintained.

Given a significant increase in new rental construction, vacancy rates are currently projected to increase over the long term. Market rental completions were up 40% in 2001, compared to 2000, higher than in any year since 1993. Over 1,500 private rental apartment units were started in 2001, up 209% over 2000. Private rental construction activity in Vancouver has not been close to this level for more than a decade. Declining interest rates and high demand has led to the growth in rental housing investment. It is important to note however that this increase in supply has been mainly targeted to the higher end market. While the demand from trades and service workers may be for more moderate priced housing, the supply increase reduces the overall pressure on lower priced housing.

²¹ Cox, Kennedy, Phibbs and Sutherland, 1998 pp. 33-34.

²² Central Mortgage and Housing Corporation (CMHC), "Average vacancy rate in Vancouver declines to 1.0 percent" News release, p. 1 November 26, 2001

- **Concerns about housing in the inner-city neighbourhoods is very high, in part, because of the extent to which Expo 86 resulted in the displacement of low income individuals in Vancouver.**

It has been estimated that between 500 and 1,000 lodging house residents were evicted or displaced as a result of Expo. The Downtown Eastside community rallied to demand relocation assistance and, partly as a result of the intense media scrutiny around the issue, the City of Vancouver established a "clearing house" at a local community centre to assist in the relocation of affected residents. Evictions and other displacements can impact on the health of low-income residents, limit their access to unique health supports, and result in the breakdown of vital social networks.

While it is important to recognize that Expo 86 was a six month event rather than a 17 day event, it is also important to recognize that the Winter Games would act as catalyst to help revitalize both the DTES and other parts of the provincial economy. A revitalized economy can contribute to increased land prices which, in turn, can lead to evictions, both in the SROs and purpose built rental housing stock, due to conversions or upgrades to higher return land uses.

- **The Downtown Eastside, which provides the bulk of low cost housing for Vancouver's most disadvantaged, has experienced higher vacancy rates and lower rent increases than have properties in other parts of Vancouver.**

According to a City of Vancouver Housing Centre report, the downtown core "...contains the largest concentration of low-rent market housing," in the city. Many Downtown Eastside and Downtown South residents live in single room occupancy (SRO) lodgings defined as "... buildings containing small single rooms, with tenants usually sharing bathroom facilities and occasionally cooking facilities. SRO units represent the most basic shelter provided by the market for low-income individuals."²³

The area is home to 13,260 low income units, including 6,427 SRO units, 5,788 non-market units and 1,045 special needs residential facility (SNRF) units. In the 2001 Survey of Low Income Housing in the Downtown Core, the average vacancy rate for the 149 buildings included in the survey was 12%. The overall vacancy rate in March 2001 was down slightly from that in August 1998. The rate of increase in SRO rents in 2001 appears to have slowed compared to the 1996-98 period. The average rent increase from 1999 to 2001 equaled 1.1%, compared to 2.5% in the previous two years.²⁴

- **A SRO Conversion/Demolition Study for Downtown Vancouver forecasts that 1,259 SRO rooms will be lost to economically viable conversions and demolitions by 2011.**

Of the estimated 1,259 SROs lost, 587 (47%) would be lost due to redevelopment to condominium apartments, 473 (38%) would be lost due to conversions to hostels and 199 (16%) would be lost due to conversions to budget hotels. The study estimates that 38% of the conversions or redevelopments would occur in Gastown, 24% would occur in the Downtown South and 22% would occur in the Central Business District. An additional 280 SRO rooms would likely be lost due to fires and another 200 to 400 rooms would be lost due

²³ City of Vancouver, The Housing Centre Community Services Group, 2001 Survey of Low-income Housing in the Downtown Core, Introduction, March 2001, p.1.

²⁴ 2001 Survey of Low Income Housing in the Downtown Core.

to health and safety enforcement. In total, the loss of SRO rooms between 1998 and 2011 is projected to be between 1,750 and 1,950 (an average of 125 to 140 SRO rooms per year).

- **The impact of the maximum projected loss of 1,950 SRO rooms between 2001 and 2011 will depend on the level of replacement non-market housing for singles, and this number is uncertain (at present, 632 non-market housing units are under construction or have funding approval).**

If the draft Housing Plan's annual Downtown core target of 130 or more non-market singles is attained, then the low income stock would remain stable over the period²⁵. However, the Plan was based on the then existing social housing program which targeted low-income urban singles. The provincial non-market housing program has been changed and, if no additional funding becomes available for downtown singles, the low-income stock for singles (SROs plus non-market) could shrink by about 80 units a year.

- **Past Games have experienced varying levels of evictions, depending in part on market conditions as well as legal or regulatory protections.**

Utah State law makes it legal to evict month-to-month tenants for any reason, with only 15 days notice. The Utah State Legislature did pass a resolution discouraging Olympic evictions, but the measure did not have the force of law. According to one report, more than 100 people were evicted in Salt Lake before the Winter Games as landlords tried to capitalize on the demand for housing.²⁶ Most of the evictions were from low-rent motels that were surrounding the downtown areas. At least five hotels and apartment houses in Salt Lake City evicted low-income residents, and there were reports that February rents were going up from about \$100 to \$200 a week to about \$600 or \$700 per week.²⁷ These rent increases were temporary however and lasted only for the duration of the Games.

During the 1988 Winter Games in Calgary, some tenants were evicted, with compensation. Most of the evictions occurred in two apartment complexes: the Riverside Towers, a luxury apartment complex and the Point McKay Complex, a townhouse building near Canada Olympic Park. In all, residents from 270 of the tower units and 100 townhouse units were displaced.²⁸ While many of the residents would have moved willingly given the financial incentives, the tenants had no choice but to relocate. Following complaints and negative media attention, the Board of Directors of OCO and the province announced the formation of a Ministerial Committee to look at all Olympics-related housing complaints. The main aims of the committee were to act as an advisory and investigative body and to suggest ways to resolve any potential conflict in an "unbiased" manner. The committee received 18 complaints in all from July to December 1987 and it "determined" that "only four" were related to the Winter Games. The Committee disbanded in January 1988, stating that there were few problems with which to deal.²⁹

²⁵ Non-Market Additions (2001-2015) City of Vancouver

²⁶ Glenn Bailey, Salt Lake Impact 2002 and Beyond

²⁷ Bill Tibbitts, Crossroads

²⁸ Olds, Dr. Kris "Urban Mega-Events, Evictions and Housing Rights: The Canadian Case".

²⁹ Ibid.

Los Angeles passed a temporary ordinance for the 1984 Games prohibiting demolition and eviction in the three months prior to that city's Summer Games. The city educated landlords to the reality that evictions would lead, at best, to short term profits and also intervened when landlords attempted to illegally evict tenants.

- **There tends to be an increase in the number of homeless people during the Games.**

Homelessness is already an important issue for Vancouver. The City of Vancouver estimates that, at any one time, there are 300 to 600 people living without shelter in the city. Including 300 to 400 people in emergency shelters, there are an estimated 600 to 1,000 homeless people in the city.

The Games attract people who are hoping to find employment once they arrive in the city or who are expecting to stay with friends and relatives. When their plans do not develop as anticipated, these people may find that they are unable or unwilling to pay for commercial accommodation. Past Games indicate that pressure on shelters can be further increased by backpackers who may find that the cost of accommodation has increased to levels that are much higher than they anticipated (for example, the cost of one hostel in Utah is reported to have increased from \$12 per day to \$200³⁰).

The experiences of Salt Lake provide an indication of the impact of the Games on homelessness (the impacts were likely magnified by the downturn in the economy that resulted following September 11th, 2001). Salt Lake City normally has about 900 beds available each night at shelters downtown and in Midvale, which is a suburb of Salt Lake City. The Executive Director of the Road Home reported an increase of about 250 people per night throughout the course of the Games (on February 18th, the Road Home's shelters gave beds to 962 people, of whom 117 were children). Recognizing the projected increase in demand, Salt Lake City Mayor Rocky Anderson opened a temporary emergency shelter in January 2002 which housed an additional 460 beds. The Salvation Army estimated that it was serving an extra 300 meals a night. One legacy of the games, according to the Salvation Army, was the increased collaboration and cooperation among agencies serving people in need.

A key driver of the homelessness strategies in Salt Lake was the Humanitarian Services Committee, which was established to help mitigate the impacts of the Games on homeless people. The Committee worked for four years to ensure the rights of everyday people were protected. The Committee raised enough money to establish the temporary shelter and started a "211" shelter and referral hotline - a number that could be called if an individual needed help, like a non-emergency 911.

- **The Organizing Committee can provide assets to charitable organizations following the Games.**

As an example, SLOC recently gave away more than \$4 million worth of household items used at the Olympic Village and other venues to charities in Utah. Some of the goods included 1,200 beds, 140,000 pieces of linen, and 3,000 appliances. The Utah Nonprofit Housing Authority coordinated the distribution along with Eagle Ranch Ministries and the Salt Lake Community Action Program.

³⁰Bill Tibbitts, Crossroads.

D. GOALS AND PRINCIPLES

The Inner-City Inclusive Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Winter Games. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to housing include:

1. Protect rental housing stock
2. Provide many alternative forms of temporary accommodation for Winter Games visitors and workers
3. Ensure people are not made homeless as a result of the Winter Games
4. Ensure residents are not involuntarily displaced, evicted or face unreasonable increases in rent due to the Winter Games
5. Provide an affordable housing legacy and start planning now

E. RANGE OF POTENTIAL ACTIONS

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address housing issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

The actions and strategies which were identified include::

Increase the stock of affordable housing

- Maintain, upgrade and increase the supply of low income housing/emergency shelters in the years preceding the Winter Games.
- Ensure that post-game housing is affordable and accessible to those residents most in need.
- Use Residential Rehabilitation Assistance (RRAP) programs to support renovations to SROs and shelters as a means to increase the availability of housing for those in need.
- Develop targets and objectives in terms of the level of low income housing needed in the inner-city by 2010.

- Use public/private partnerships to create affordable housing.

Legislation/Protection

- Initiate a time-limited eviction freeze on evictions (other than just cause) before and during the games.
- Ensure residential tenancy laws protect moderate and low income tenants from unreasonable rent increases and market driven evictions before, during and after the Games
- Introduce a by-law to regulate the change of use from low rental to tourist accommodation to protect SRO stock.
- Establish financial, legal and social disincentives to tenant displacement.

Communication with Community

- Publish a "Guide to Homeless Services During the Games" similar to that created by the Salt Lake County Homeless Coordinating Committee during the 2002 Winter Olympics.
- Increase awareness among landlords of tenant protection laws, demolition laws and Olympic accommodation strategies and plans for the area.
- Extend the hours of food banks, shelters and other homeless services.
- Provide opportunities for local agencies to come together and develop effective strategies to address common issues.
- Implement a landlord education program, with a particular focus on creating awareness of the limited potential for financial return to be gained from converting from residential to tourist accommodation.
- Educate tenants on their rights with respect to unfair evictions and rent increases.
- Create a community liaison team to:
 - Assist tenants and homeowners facing housing loss as a result of expropriation;
 - Assist tenants facing displacement from rental housing to find new housing; and
 - Educate SRO and other landlords about the realities and risks of past Games accommodation speculation schemes.

Post Game Housing

- Prevent the loss of existing housing due to Olympic venue development.
- Ensure convertability of Olympic accommodation to permanent housing for low income residents.

- Convert a minimum of 20% of the athlete's village to non-market housing and provide first priority to inner-city residents who have been negatively impacted by the Games.
- Commit to donating Athletes Village inventory to local charities.

Planning and Management

- Establish a housing work team to develop a Mitigation Strategy for Tenants and Homeless People to prevent and/or mitigate the direct loss of existing housing due to Games-related pressures on rental housing stock and homeless shelters
- Develop a tourist development plan. It was recommended in the debriefing session, following the 2002 Olympics, that the local tourist board develop an accurate and solid tourist development plan five to six years before hosting the games.
- Develop an accommodation strategy that meets the diverse needs of game visitors including programs such as adopt-an-athlete's-family, home-stay etc.
- Monitor the stock of low income housing in the downtown area on a regular basis.
- Increase resources available to address tenancy issues.
- Provide an emergency fund and ombudsperson to hear complaints and compensate residents displaced as a result of the Olympics.
- Develop contingency plans for worst case scenarios.
- Start a central registry that can help individuals find low income and other social housing.
- Increase the availability of homeless shelters before and during the games.
- Develop a "Homelessness Protocol" to raise awareness and ensure effective coordination amongst representatives from housing agencies, community services, health agencies, city authorities and the police.
- Work with all governments housing departments and community housing organizations to ensure timely information sharing re: vacancy rates.
- Work now to develop expropriation compensation models, policies and procedures to ensure the most timely and efficient processes for affected homeowners and affected tenants.
- Establish an accommodation database, especially for lower priced tourist accommodation.

VI. CIVIL LIBERTIES AND PUBLIC SAFETY

This chapter provides a brief overview of the issues related to civil liberties and public safety, summarizes available information on the potential impact of the Games on civil liberties in inner-city neighbourhoods, lists preliminary goals and principles that have been established with respect civil liberties and outlines some potential strategies that could be adopted to mitigate the negative impacts and build on the potential opportunities.

A. INTRODUCTION

In an era of heightened security resulting from potential terrorist threats, balancing the personal rights of citizens, including the right to peaceful protest, with the need for safety and security for athletes, officials, staff, volunteers and spectators presents many challenges to cities hosting the Winter Games. Ensuring that the rights of all citizens, including residents of Vancouver's inner-city neighbourhoods and the homeless, are respected is of particular concern to Vancouver Agreement partners.

While the Games are broadly recognized as providing an outstanding opportunity to showcase a city or region, Games organizers and governments have, at times, been tempted to improve a region's appearance by 'cleaning up' areas where poverty, in all its manifestations, is visible. Inevitably such 'clean up' initiatives lead to questions about potential violations of civil liberties and human rights. In today's security conscious world, major events have raised equally major security and protection concerns which have led to higher levels of police presence and enforcement, as well as an increase in the use of private security services. A range of actions and strategies can be considered to mitigate potential civil liberties and human rights issues if Vancouver is selected as the host city for the 2010 Winter Games.

B. KEY ISSUES RELATED TO CIVIL LIBERTIES AND PUBLIC SAFETY

Major issues that have been identified in relation to civil liberties and public safety during the Games include:

- The need to establish an appropriate balance between safety, the potential for terrorism, the need for order and coordination in the movement of people and supplies, and personal rights and freedoms including freedom of movement and access to public spaces.
- The right and opportunities for people to protest on a wide variety of issues.
- The potential diversion of police resources from community protection to Olympic security.

C. REVIEW OF AVAILABLE INFORMATION

The major findings of our review to date regarding the potential impact of the Games on civil liberties and public safety is as follows:

- **During the Games the need for personal safety must be balanced against personal rights and freedoms.**

Since the events of September 11th 2001, in New York, security issues have taken on a higher profile during hallmark events. During the Games, the need for effective crowd control, security and policing are important aspects. However, organizers must be cautious to ensure that negative psychological impacts do not arise due to too much security.

During the November 1999 meeting of the World Trade Organization in Seattle, Mayor Paul Schell declared a State of Emergency and ordered a curfew in the downtown area and more

than 500 protestors were arrested amidst reports of police brutality. The curfew resulted in the displacement of panhandlers and the homeless from the downtown core. It is important that Vancouver resists using excessive policing as was the experience in Seattle in 1999 and downtown Atlanta during the 1996 Summer Games.

- **From homeless sweeps, to increased security, to limitations on public protests, an Olympic event can compromise fundamental constitutional protections.**

The level of mental illness, homelessness, and drug abuse amongst residents in Vancouver's inner-city neighbourhoods is much higher than in other regions of the city. In particular, the Downtown Eastside accounts for 20% of the mental health cases and 44% of the drug overdoses. Men in the area are 2.5 times more likely to die of alcohol related causes than those in the rest of Vancouver. There are 8,139 seats in liquor establishments in the area, accounting for 27% of seats in all of Vancouver. The HIV infection rate is considered by the Vancouver Richmond Health Board to be an epidemic. The area is also home to many of Vancouver's sex trade workers. Although the study area accounts for less than 2% of Vancouver's land area and 3% of its population, the region accounted for 18% of the city's crimes against persons, 8% of the crimes against property, and 61% of the drug arrests in 1999.

Some residents and local advocacy groups are concerned that short-term measures could be adopted during the term of the Games to reduce the visibility of these problems without addressing the underlying issues. There are examples in past Games where short-term measures were taken such as removing homeless people. In Atlanta, for example, there were two massive sweeps of the homeless from the visible downtown core (Rutheiser, 1996) and police were authorized to detain individuals in jail for up to 22 hours without the necessity to lay charges. Many people living on the streets were arrested for jaywalking and other selectively enforced offenses.

- **In order to accommodate demonstrators in a safe and peaceful manner during the 2002 Winter Olympics, Salt Lake City adopted a special plan and permit process for demonstration activities.**

Seven official protest zones (believed to be a first for the Games) were available for use 24 hours a day. By providing designated zones, the City and Games officials hoped to prevent the kind of violent and disorderly protests that occurred during other international events such as the 1999 World Trade Organization meeting in Seattle or the G8 Summit in Genoa, Italy. Banners were also hung that encouraged lawful, peaceful expression of different view points and demonstration cards were handed out that provided demonstrators with information on how to ensure that violent situations did not occur. A map of demonstration areas and a schedule of planned demonstrations were also available.

- **In advance of the Games, the consultation between the American Civil Liberties Union (ACLU) and the Utah Public Safety command helped to strike a balance between the protection of civil liberties and the needs of the Games Security effort.**

The ACLU met with the head of the Utah Olympic Public Safety Command, which was responsible for creating free speech zones and carrying out the Olympic security effort. The ACLU established a number of objectives with respect to free speech zones during the Games, including that:

- The free speech zones would be part of, rather than far removed from, public events and activities conducted during the Games.

- ❑ There would be a neutral, fair, equitable and expeditious system for granting permits for access to the free speech zones.
- ❑ Guidelines would be provided to both security personnel and demonstrators so that all will be aware of their rights and responsibilities.
- ❑ Teams will be established to monitor the designated free speech zones so that the system operates fairly and smoothly.
- ❑ A rapid response procedure would be developed to respond to claimed violations of First Amendment rights, with respect to both organized demonstrations in designated free speech zones and informal, spontaneous protests on public streets and sidewalks.

These objectives were incorporated into the planning and development of the official protest zones. The ACLU also recruited law students as legal volunteers to monitor protests and document any civil rights violations.

■ **Formal protocols can be effective in protecting the rights of the homeless.**

Before the Summer Games in Australia, the Olympic Coordination Authority (OCA) developed a Homeless Protocol to protect and promote the rights of homeless people to remain in public spaces and participate in city events along with the rest of the community. The Protocol was signed off by key government agencies including police, housing, community services and health, the City of Sydney and area authorities, and OCA security contractors. The Protocol affirmed the right of all people to be in public places and promised that people would not be harassed unless there was a threat to security or their personal safety. Training was also provided to support this commitment and the protocol was supported through outreach workers who could be called upon by security staff to deal with homeless people if it was necessary.³¹

■ **A homeless outreach service was also utilized during the Games in Sydney.**

The City of Sydney delivered a Homeless Outreach Service for the period of the Olympic Games. The service model combined street outreach with a rapid response capacity³². The NSW Department of Housing (DOH) established a 1-800 call centre service to assess and refer homeless people into short-term accommodation. The DOH had several hundred pre-booked motel rooms and surplus government building stock set aside for this purpose. Six teams of two staff were deployed to cover six areas of the city each evening from 5:30 pm to 2 am. In total, 731 people were assisted by the Homeless Outreach Service during the terms of the Games including 593 males and 131 females.

■ **The Winter Games could have potential negative impacts on local parks.**

Concerns have been raised with respect to the possibility of displaced people moving into parks, the potential need for increased maintenance due to heavier park use, higher wear and tear on facilities such as washrooms, garbage disposals and grass areas, and also the

³¹ Public Interest Advocacy Centre - Olympics Briefing Paper No 2 - August 2000

³² "Report on Outcomes of the City of Sydney Homeless Outreach Service - Sydney Olympics 2000"

impact on surrounding neighbourhoods if parks are used as sites for community celebrations or demonstrations. Advanced planning and management with respect to these potential issues will help to mitigate the negative impacts that could arise due to increased use of local parks during the Winter Olympics.

- **During the Winter Games in Salt Lake City, the overall crime rate declined although there was an increase in pick-pocketing and purse-snatching.**

Statistics in Salt Lake City showed that, during the month of February, Salt Lake police handled 1,000 fewer cases than they would in a normal February. Criminal cases were down 12%, robbery was down 19%, auto theft was down 2% and assault was down 19%. There were two areas where crime increased - pick-pocketing and purse-snatching. There were 113 more cases of pick-pocketing and purse-snatching in February compared to the same period last year. There is not expected to be a major impact on the inner city's sex trade workers. The literature suggests that in both Atlanta and Salt Lake, fewer residents came into the downtown area by car at night for other services (restaurants, clubs, shopping etc) due to anticipated traffic congestion. There may, as a result, be a slight decline in demand for open sex trade services for the duration of the Games.

- **For the Vancouver 2010 Games, it is proposed that the Vancouver Police Department would provide a planning role for the security plan within the City of Vancouver. The lead agency is proposed to be the RCMP.**

The Vancouver Police Department would also provide joint coordination of the venue security with the RCMP, traffic control and motorcade escort, crowd control, and coordinate the Traffic Management Plan with Engineering Services.

D. GOALS AND PRINCIPLES

The Inner-City Inclusive Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Winter Games. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to civil liberties and public safety include:

1. Provide for lawful, democratic protest that is protected by the Canadian Charter of Rights and Freedoms
2. Ensure all inner-city residents' continued access to public spaces before, during and after the Games and provide adequate notice of any restrictions of the use of public space/facilities and prominently display alternate routes and facilities
3. Maintain the current level of public safety and security in inner-city neighbourhoods during the Winter Games
4. Commit to a timely public consultation that is accessible to inner-city neighbourhoods, before any security legislation or regulations are finalized, subject to lawful and legitimate confidentiality requirements
5. Ensure RCMP is the lead agency for security
6. Reflect the aesthetic design standards of Vancouver in all security related measures

E. RANGE OF POTENTIAL ACTIONS

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address civil liberties issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

These actions and strategies, which could be considered during the implementation phase, include:

Planning and Resourcing

- Strike a task-force with community and police representatives to identify issues and strategize solutions.
- Develop security guidelines/protocols to protect the right of assembly, prevent arbitrary street sweeps, unjustified arrests and the harassment of homeless and low-income people.
- Undertake planning aimed at ensuring that police resources are not disproportionately diverted to the Games at the expense of public protection.
- Develop a security plan and crowd control strategy in association with key stakeholder groups. One key issue is to minimize the dangers/inconvenience associated with increased barricades and gates erected for security and traffic control.
- Widely communicate the plans and strategies to promote awareness and reduce negative impacts.
- Facilitate dialogue among community organizations, rights organizations, police, industry and other stakeholders.
- Establish a watch dog agency to monitor civil liberty violations.
- Provide additional policing resources for the Games.
- Ensure all authorized security officials receive adequate orientation and training.
- Introduce guidelines with respect to the use of private security forces.

Ensure the Right to Protest

- Ensure the right of all individuals to assemble, demonstrate and speak out on issues of public concern.
- Establish free speech zones in visible areas, close to Game venues.
- Minimize the number of areas that are closed to the public.
- Initiate a simple and expedient demonstration permit process.

Protect Individual Civil Liberties

- Ensure that the Olympic effort is open and accountable.
- Ensure that security measures are not overwhelming to local residents (ie. extensive use of barbed wire barricades, riot gear, etc.)
- Ensure that public streets, parks and sidewalks are open to the public during the Games.
- Ensure that private and federal law enforcement officers are trained and familiar with local laws and practices.
- Establish law enforcement policies and procedures that respect the basic civil rights of all individuals before and during the Olympics.
- Ensure that private security guard do not harass low-income residents.

Protect the Rights of the Homeless

- Establish a code of conduct for police and security officers to make them more aware of, and sensitive to, the needs of the homeless and disadvantaged groups.
- Increase funding for emergency shelters and support services for the homeless.
- Consider establishing a homeless outreach service during the games.
- Provide protection against unreasonable legislation on panhandling, street musicians etc.

VII. OTHER POTENTIAL ISSUES, OPPORTUNITIES AND IMPACTS

This chapter reviews other issues that can affect inner-city neighbourhoods including governance, accessibility, recreation and culture, and health and social services.

A. INPUT TO DECISION-MAKING

Increasingly, it is becoming evident that an open, inclusive, responsive and accountable consultation process is a prerequisite to successfully addressing concerns about the impact of hosting the 2010 Winter Games on Vancouver's inner-city neighbourhoods.

The Vancouver Agreement has collaborated with the Vancouver Bid Corporation in the development of an Inclusive Intent Statement that is "an integral part of the (Bid's) core values and guiding principles." The Statement emphasizes that "special efforts will be taken...to ensure that the interests of those living in Vancouver's inner-city neighbourhoods are addressed." To that end, the Bid Corporation and its Member Partners have also developed the 2010 Winter Games Inner-City Inclusive Commitment Statement that addresses participation for all British Columbians including low and moderate-income people. The intent is to maximize the opportunities and mitigate potential negative impacts in Vancouver inner-city neighbourhoods.

Such a consultative approach provides convincing evidence of the Bid's commitment to inclusive and meaningful community involvement in planning the 2010 Winter Games, as well as a clear opportunity to build trust and valuable partnerships with a wide range of community groups.

Vancouver-based community organizations such as the Impact of the Olympics on Community Coalition (IOCC) - whose Chair sits on the Bid's Inner-City Work Group - are working with the Bid and Vancouver Agreement partners to identify and address issues of concern. While IOCC spokespeople emphasize that the Coalition is not opposed to Vancouver hosting the Games, it notes that, "Hallmark events historically have had profound effects on cities and regions. With such massive investments and ramifications involved, the public needs a process outside the Olympic Bid to ensure that community issues are addressed." The Coalition suggests that, "...if carried out responsibly, the Games has the potential to be a catalyst for economic, environmental and social opportunities, particularly with respect to the needs of the DTES (Downtown Eastside).³³"

1. Issues

Major issues that have been identified related to input to decision-making include:

- The extent to which local organizations and residents are represented in decision-making bodies;
- The effectiveness of systems set up to track and report on the impacts of the Games on neighbourhoods;
- The strength of the communication channels established between the organizations and those impacted by the Games; and
- The potential shifting of funding from existing programs to activities related to the Olympics.

³³

IOCC web page: www.olympicsforall.ca

2. Review of Available Information

Some of the findings and conclusions that can be drawn from the available secondary information include:

- **The staging of the Winter Games can generate significant short-term and longer-term opportunities for, and impacts on, a community.**

As such, it is critical that individuals and organizations have the opportunity to provide input and participate in decisions that will affect them. Furthermore, it has been argued that the Games, and other similar hallmark events, benefit when citizens experience them as a celebration that welcomes their participation in a meaningful way rather than perceiving them as an event aimed at promoting elite interests.³⁴

- **As private organizations, Organizing Committees are accountable to the general public indirectly through the Member Partners.**

As one report noted, "the fact that Olympic committees are private organizations means that they are not clearly accountable to elected officials or citizens even though their activities have substantial public policy consequences".³⁵ In the past, the Olympics have been criticized because they have affected public policy but did not necessarily have a broad public participation requirement. While local governments have been represented in the process, they are only one of a series of stakeholder groups that is served by the Organizing Committee.

- **There has been a marked trend in recent years towards greater community involvement and participation in the planning and hosting of the Games, particularly in western countries.**

For example, in a review of community involvement in the Games, Peter Haxton noted a trend away from the "...more traditional political approach to mega-event production that typically allows little democratic input apart from the initial election of political representatives"³⁶. The Toronto Bid for the 2008 Olympic Games placed a much higher priority on community consultation than had their Bid for the 1996 Games. The 1996 Toronto Bid was widely criticized for a lack of community participation and, in fact, one report noted that "... a critical factor detracting from the success of the 1996 bid was the lack of public consultation and the protest of the City's social justice groups against the Bid."³⁷

- **The Vancouver 2010 Bid Corporation indicates that it is dedicated to preparing a Games bid that creates ownership and support by involving the public, communities, athletes and stakeholders through inclusive consultation and participation in Bid activities.**

³⁴ Symington, Robert, "What should an Olympic legacy mean?" Living in the Olympic State Conference, October 4-5, 1999, speech, p. 2.)

³⁵ By Greg Andranovich, Matthew Burbank and Charles Heying, "Olympic Cities: Lessons Learned from Mega-Event Politics", Journal of Urban Affairs, 2001, pg. 127-28.

³⁶ Haxton, Peter A., Community Involvement and the Olympic Games - A Review of Related Research International Olympic Academy, p.2

³⁷ Community Social Planning Council of Toronto, A Socio-Economic Impact, p. 67

Some of the steps that have been taken to date by the Bid Corporation include:

- ❑ As noted in the Introduction, the Bid Corporation has issued an Inclusive Intent Statement, which commits the Bid to "... incorporating sustainable and inclusive practices in the planning and operating of the 2010 Winter Games.
- ❑ The Board of Directors includes representatives from a wide range of stakeholder groups. The Board currently consists of 98 Directors from British Columbia and other regions of Canada. The Board includes representation from each of the Member Partners, local First Nations, the CPC, sports organizations, the Calgary Olympic Development Association, labour, tourism organizations and members of the cultural and business communities and athletes who have competed in both summer and winter sports. The Board includes representatives from the Inner-City Inclusive Work Group.
- ❑ The Bid Corporation has established 46 Work Groups to facilitate input and assist in planning the 2010 Bid. Work Groups are issue-specific and include groups focused on inner-city inclusion, competitions, venues, transportation, accommodation, technology and the environment in addition to many others.
- ❑ To date, the Bid Corporation has delivered more than 1,450 public presentations to the community and stakeholders groups. A consultation plan is under development for each venue (both sporting and non sporting) and for specific topics/issues such as social impacts, transportation and security.

In addition, the Bid Corporation has established a range of communication channels including offices in Vancouver and Whistler as well as newsletters, email updates to thousands of Internet subscribers, open houses, events and a web site.

3. Goals and Principles

The Vancouver Games Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Olympics. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to input to decision-making include:

- a. Provide inclusive representation on the Bid Corporation's and Organizing Committee's Board structures and all relevant Bid Corporation and Organizing Committee's work groups
- b. Ensure inner-city inclusive work continues to operate under the Organizing Committee and its Member Partners
- c. Work with and be accessible to an independent watchdog group that includes inner-city residents
- d. Develop full and accountable public consultation processes that include inner-city residents
- e. Document opportunities and impacts experienced in inner-city neighbourhoods in a comprehensive post-Games evaluation with full participation by inner-city residents

4. Range of Potential Actions

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address input to decision-making issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

These actions and strategies include:

Planning and Approach

- Develop a strategic plan that defines the actions that will be taken, including the programs and policies that will be implemented, to minimize any potential adverse impacts and realize the opportunities associated with hosting the Winter Games.
- Establish a formal consultation strategy. The strategy should set out clear objectives, principles, processes, actions, and reporting procedures. The principles and process should place a high priority on inclusive and meaningful community involvement.
- Ensure that the governance and consultation process is transparent, clearly defined, and well communicated.
- Recognize that consultation is an on-going process. Organizers of the Sydney 2000 Summer Games adopted a planning process that necessitated on-going consultation with all levels of government, residents and business owners.
- Recognize that a consultation strategy must address both broad issues as well as venue, region, or topic specific issues.
- Maintain a strong communications program targeted at local residents and groups. Examples of recommended communication vehicles include presentations, websites, newsletters, and media programs.
- Establish a program to support pilot projects or special initiatives in the years leading up to the Games.

Participation of Representatives

- Provide support, as necessary, to enable all key stakeholder groups to participate in the process. It is important that groups who may oppose the Games or have reservations

regarding them are included in the process to build trust and enhance credibility and to ensure that a wide range of issues are addressed and opinions are considered.

- Ensure inclusive representation on Board structures and work groups of the Organizing Committee.

Review and Assessment

- Develop and formally adopt a framework for assessing social impacts and management processes. The framework should define the specific issues to be addressed, the indicators and sources of information to be used, and the steps that will be taken to conduct an annual review and a summative review.
- Require an independent review of the financial operations of the Organizing Committee by a credible organization.
- Utilizing the Community Assessment's framework, establish a report card system to be prepared by an independent watchdog organization to annually track and report on the impacts.

B. ACCESSIBLE AND AFFORDABLE GAMES

As demand and cost for tickets to Winter Games events have increased, so too has the need to address the issue of accessibility for the disabled and affordability for lower income people. While there is room for improvement, Vancouver has a good track record of providing access for the disabled in all public facilities and most private sector buildings. The Bid is incorporating the latest measures to ensure that disabled people will have full access to all Winter Games facilities and events.

Ensuring that lower income people, and particularly Vancouver's inner-city residents, have an opportunity to share and participate in the excitement of the Games is a challenge facing Bid organizers and community groups. Experience from other Games host cities indicates there are a number of ways to meet this challenge. Potential programs being considered include special discount programs offered to schools by the Organizing Committee, ticket distribution by sponsors and non-profit organizations, and maximizing employment and volunteer opportunities for inner-city residents.

1. Issues

Major issues that have been identified related to accessibility include:

- The accessibility of local residents and organizations to the events and surrounding activity;
- The accessibility of local residents and organizations to employment and business opportunities; and
- The multi-cultural diversity of the Games.

2. Review of Available Information

Accessibility to employment and businesses opportunities has been discussed in previous chapters. Some of the findings and conclusions that can be drawn from the available secondary information regarding other accessibility issues include:

- **The Olympic and Paralympic Games place a high priority on providing access for disabled people.**

The Paralympic Games are, of course, designed to showcase athletes with disabilities. The IOC has identified the preparation of disability access strategies for the sporting and arts events to be an important task of the Organizing Committees. Planners at Salt Lake City designated 1% of all seats for wheelchair users and dispersed the spaces throughout the facility, including in suites. Seats were also provided next to conventional spaces so that disabled spectators could sit beside their able-bodied friends. The wheelchair seats had a comparable "line of sight" so that occupants could see the playing surface when spectators in front of them stand.

Hand signers were available at all venues in Salt Lake to describe Olympic action and announce winners (hockey was the lone sport without such signers because the action was too fast for signers to keep pace with announcers). Event descriptions in Braille were also available for the blind. The Games also provided audio descriptions and materials in alternative formats. In addition, provisions were built into transport planning, Games time operations, and events such as the torch relay and the cultural festivals. In Sydney, special consideration was given to providing accessible rail stations, regional buses, shuttles, taxis, car drop offs, parking and pre-booked coaches.

While access to venues has been a priority, off-site issues such as construction, crowded sidewalks, and sidewalk clutter can constrain the mobility of the disabled.

- **The increase in spectator demand has tended to reduce the availability of tickets for free distribution to various groups.**

Salt Lake City sold more tickets (1.525 million) than any previous Winter Games. The total sales represented 95% of the available tickets, up from 89% in Nagano and 87% in Lillhammer. Some of the ways through which low-income groups, youth groups, and others have accessed lower-cost tickets include:

- Programs offered by the Organizing Committee. For example, the Organizing Committees commonly provide discounted group sales to schools.
- Tickets distributed by sponsor organizations. At Salt Lake City, approximately one-third of the tickets (worth \$63.8 million) were set aside for sponsors. The number of tickets they could request depended on the size of their Olympic contributions. While most of these tickets were distributed to customers and staff, some of the sponsor organizations also provided tickets to enable various groups to have access to the games.
- Tickets distributed by non-profit organizations. For example, Rotary Clubs have been active in fundraising to cover travel and ticket costs so that students from disadvantaged or remote schools could come to the Games.

The Internet has become a key means through which tickets are sold. According to one newspaper report, 90% of Salt Lake City tickets were sold on-line. Care must be taken to ensure that the emphasis on on-line distribution does not restrict the access of disabled people, lower income people, and other groups.

- **The use of giant video screens, located in public areas within neighbourhoods, is becoming a common practice at Games.**
- **Services are typically available in a wide variety of languages.**

For example, at the Atlanta Games, support was provided in 31 languages by way of specialist volunteers.

3. Goals and Principles

The Vancouver Games Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Olympics. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to accessibility and affordable Olympics include:

- a. Develop barrier free venues for people with disabilities
- b. Ensure reasonable accessibility for people with disabilities
- c. Make affordable tickets available for Vancouver's low-income inner-city residents, including at risk youth and children
- d. Ensure all Vancouver Games events and venues can be reached by public transit at an affordable cost

4. Range of Potential Actions

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address accessibility issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

These actions and strategies include:

Increase Access to Events

- Encourage sponsors to donate blocks of tickets to inner-city community centers for distribution
- Provide tickets on a "sliding scale" basis reflecting the user's ability to pay

- Provide a portion of the tickets still available after a given date to organizations who will be responsible for distributing them to key target groups.
- Establish a program which provides access to tickets and to transportation for low-income groups, youth and others located in other regions of the province.
- Encourage corporations and service organizations to establish programs to purchase blocks of tickets and facilitate transportation and accommodation, where necessary, to events for low-income residents, youth, and marginalized residents.
- Use any GST collected on premium packaged Olympic tickets to subsidize tickets for low income people.
- Encourage the development of venues and special events, including cultural events, which are accessible at no charge to local residents.
- Large monitoring screens can be set up in public areas to facilitate viewing in places like Oppenheimer Park, Carnegie and parks in the downtown south and Mt. Pleasant.

Access for the Disabled and Other Target Groups

- An advisory committee of local representatives can be set up to assist in the preparation of disability access centres, taking into consideration both Games sites and other areas.
- Employment and volunteer opportunities can be widely advertised in the area, including at service centres for the disabled.
- OCOG, official sponsors and contractors should adopt equal opportunity practices in the selection of staff and volunteers so as to create a Games workforce and volunteer group that is reflective of the host community and special measures should be undertaken to ensure representation of residents from the inner-city.
- Establish outreach programs through which athletes and other officials can visit schools, senior's homes, community centres, and other venues.
- Develop transportation policy and plans that enable persons with disabilities, residents and others to reach the sites by public transit at an affordable cost. The transportation plan should minimize the adverse transportation impacts on inner-city residents and create an affordable transportation legacy.
- The transportation plan should incorporate environmental "best practices" in inner-city neighbourhoods, including implementation of a "no-idling" policy.

C. RECREATION, COMMUNITY SPORT AND CULTURE

Vancouver's 2010 Vision is "to create sustainable legacies for athletes, sport development, our host communities, our province, our country and the global Olympic family by hosting an outstanding Olympic Winter Games and Paralympic Games."

Legacies from the Games will include new and upgraded recreation facilities, endowments built into the Games' budget to ensure ongoing funding to operate and program the new facilities after the Games, the LegaciesNow province-wide sport and athlete development program, and Olympic cultural programs that will

showcase the finest British Columbian and Canadian artists. In addition, a number of related infrastructure projects have been proposed including an expansion of the Vancouver Convention and Exhibition Centre and a extension of the rapid transit system to Richmond.

Ensuring that Vancouver's inner-city youth are able to benefit from these legacies is a priority for Vancouver Agreement partners who are working with the Bid and community organizations to develop actions and strategies to maximize the recreation and cultural opportunities for inner-city neighbourhood residents.

1. Issues

Major issues that have been identified related to recreation, community sport and culture include:

- The impact of the games on developing, preserving, maintaining, and upgrading recreation and culture facilities for use by residents of the inner-city neighbourhoods.
- Whether sufficient resources and guarantees are provided to maintain legacy facilities and programs after the games.
- The extent to which local groups, including inner-city youth, are able to take advantage of the programs and facilities available.

2. Review of Available Information

Some of the findings and conclusions that can be drawn from the available secondary information regarding recreation and cultural issues include:

- **A number of new recreational facilities will be developed in the Vancouver area.**

The types of facilities developed for an Olympic Games varies from host city to host city depending upon the existing availability of suitable facilities, the proposed programs and venue requirements, and the intended longer-term uses. Vancouver's plans regarding venue development are fairly advanced at this stage. In the Vancouver area, the Bid Corporation is proposing to:

- Develop an Olympic Athletes Village on False Creek;
- Develop a curling facility at Hillcrest/Nat Bailey Stadium, a speed skating oval at Simon Fraser University, and a secondary ice hockey facility at the University of British Columbia;
- Refurbish one community centre, either Tour Lake or Killarney, for use as a practice ice area; and
- Refurbish existing facilities such as GM Place and the Pacific Coliseum.

The already planned Vancouver Convention and Exhibition Centre would house the Main Press Centre and the Richmond Trade and Exhibition Centre is proposed to house the International Broadcast Centre.

- **The experience of past Games is that some of the facilities that are developed can be poorly suited to broader-based recreational sport and can be expensive to maintain.**

The Olympic Stadium in Montreal is the most well known example of a facility that has not had a positive legacy. The Bid Corporation recognizes this issue and has indicated that the facilities will be designed with careful consideration to their post-Games use in consultation with all stakeholders and in keeping with long-term community plans and needs. To date, architects have been engaged to prepare conceptual designs and cost estimates for most new and renovated venues. Consultation will continue to be undertaken with various stakeholders and the public to determine both Games and post-Games requirements.

- **Inner-city youth face multiple barriers to sport participation that will need to be overcome to take advantage of Winter Games-related benefits.**
- **Recent Games have established a sport legacy fund to support continued on-going operations and programming at the Olympic facilities.**

The legacy fund is typically funded out of the “profit” of the Games or from endowment funds that are set aside. According to SLOC, the Salt Lake Games exceeded expectations by generating a profit of US\$56 million. SLOC credited budget cuts, cost-saving measures, detailed planning, favorable weather and revenue that exceeded budget projections.

As a result of the Games, the Utah Athletic Foundation (UAF) is receiving \$70 million to operate and maintain the Utah Olympic Park and Utah Olympic Oval including:

- ❑ a US\$26 million share of the US\$56 million in profit;
- ❑ US\$4 million donated by the IOC; and
- ❑ An endowment of US\$40 million, previously built into the SLOC budget.

SLOC also plans to return US\$10 million in unused funds to the U.S. government and provide US\$6 million for Olympic legacy projects in Salt Lake City, including a park with a 10,000-seat outdoor amphitheater.³⁸

- **The BC Government and the Bid Corporation have created the LegaciesNow Society, with up to \$5 million in funding over 3 years to help ensure a stronger sports system in the province. .**

LegaciesNow was created in response to an IOC requirement that bid committees must commit to fostering athletic excellence. This is the first time that funds have been awarded to support athletes before the right to host the Games has been awarded. The program is focused on sports development, provincial outreach and capacity building through research and the development of new sports initiatives. It works in partnership with sports organizations to provide young athletes with world-class programs, services and training as well as to help build community capacity in hosting international sports events. Funding is directed through LegaciesNow to a number of initiatives including:

- ❑ Tourism British Columbia WorldHost;
- ❑ TELUS Whistler Sport Centre;
- ❑ Canadian Sport Centre : Greater Vancouver; and
- ❑ Regional Athlete Development : PacificSport.

A share of the profits from the Games would be provided to enable LegaciesNow to contribute future funding to a number of BC sports programs. Other funding and profits from

³⁸ Seattle Times, April 25, 2002.

the Games would be used to support the post-Games operating and maintenance costs of sports facilities built for the Games. The Government of British Columbia has also committed funds for legacy programming including the Olympic Arts Fund (\$20 million).

■ **Culture and arts are a key component of the Games.**

The region has a growing cultural sector including galleries, artist co-op film and television production, film and television production companies, and a variety of talent agencies, music, live theatre and dance societies and venues. The sector benefits from the long history of cultural groups in the region, including First Nations, Chinese and Japanese, combined with a distinct atmosphere and links to academic institutions that provide a healthy foundation for cluster development.

Culture and arts have been a component of the Games from the very beginning. Until 1948, arts were presented on a competitive basis with Gold, Silver and Bronze Medals going to the winners. In 1952, the focus shifted to exhibitions rather than competitions. The 1992 Barcelona Games introduced the idea of the Cultural Olympiad, a program for cultural celebrations that lasts the four years between Games.

The cultural and arts components of the Games would provide an opportunity to expand and showcase the cultural capabilities of the region to British Columbians and to others. In Salt Lake, cultural events were located in high traffic areas (e.g. in and around the Olympic Square) and promoted through banners and brochures. A "Navajo village", which displayed a wide range of Native American artefacts, was located in the city's most crowded shopping and entertainment centre. Other elements include programs in music, theatre, dance, opera, jazz, film, literature, and visual arts. Over 600,000 people attended cultural events (as compared to 1.5 million who purchased tickets for the sporting events), many of which were provided without charge. It was noted that concerns about traffic tended to reduce the number of local residents who attended.

3. Goals and Principles

The Vancouver Games Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Olympics. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to recreation, community sport and culture include:

- a. Maximize inner-city residents' access to the new and public upgraded facilities after the Winter Games
- b. Ensure inner-city community centers have equitable access to surplus sporting equipment
- c. Maximize access by inner-city residents, at-risk youth and children to sport and recreational initiatives by building from the current sport delivery infrastructure
- d. Showcase the diverse cultural, multicultural and aboriginal activities of inner-city residents

4. Range of Potential Actions

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address recreation, community sport and culture issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be assessed during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.
- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

These actions and strategies include:

Legacy

- Guarantee at least part of the legacy fund by setting aside a portion of every dollar invested in the Games.
- Ensure that sufficient funds are available to not only maintain the facilities but also to provide programming in the new or upgraded facilities (without the diversion of current programming dollars) and ensure that there is access to the facilities for amateur sport at all levels.
- Set aside at least part of the legacy funds to support not just Olympic related facilities and programs but also other recreational, cultural and social activities.
- Provide used/surplus sporting equipment to community centres or sports groups based in low-income neighbourhoods.

Programming

- Develop and implement programs that increase the access of inner-city youth, equity-seeking, and marginalized residents to sport and recreational activities.
- Provide additional resources for existing programs and agencies that work to increase the access of inner-city youth and other residents.
- Develop further strategies for increasing involvement of inner-city youth with the participation of existing sport, leisure service, and cultural groups.
- Both programs within facilities and programs to encourage inner-city residents to participate more actively in sport are needed.
- Develop a sponsorship program to raise funding for infrastructure development and program support related to recreation and culture with a special focus on inner-city neighbourhoods.

Arts and Culture

- Form an arts and cultural committee with representation from inner-city arts groups and artists to plan and coordinate the staging of arts and cultural events in the period leading up

to and during the games, with the objective of supporting development of arts and culture over the longer-term.

D. HEALTH AND SOCIAL SERVICES

Concern has been raised that the Winter Games could add pressure to local health and social services providers as large numbers of workers and spectators arrive in Vancouver for the Olympics. Vancouver Agreement partners are particularly concerned about potential impacts on health facilities and social services in the City's inner-city neighbourhoods such as the DTES which rely heavily on these services. The Provincial Government, Bid Corporation, the City of Vancouver and others will work to develop strategies to ensure that community health and social services are fully prepared and equipped to manage any eventuality. Typically, the Games organizing committee is responsible to provide health and medical treatment for athletes and their support staff at competition, non-competition and training venues.

Public health service providers routinely plan for major health issues including prevention and control of infectious diseases, food safety and environmental health measures, and disaster planning and response coordination. As increased traffic volumes may affect traditional transit corridors, ambulance services work with transit authorities to ensure traffic impact does not interfere with service delivery. Typically, public education campaigns are developed to educate people about any changes to hospital and public health services.

Concern has also been raised that Vancouver could be overwhelmed by an influx of people coming to either attend the Games or, more likely, to seek employment before or during the Games. Should these people not find employment, they could potentially put additional pressure on social service agencies for emergency accommodation, food and other services,

1. Issues

Major issues that have been identified related to health and social services include:

- The impact of the Games on the demand for health and social services. These services can include a variety of services ranging from health to food and daycare.
- The impact of the Games on the supply of health and social services. Examples of concerns include the diversion of resources and loss of volunteers.

2. Review of Available Information

Some of the findings and conclusions that can be drawn from the available secondary information regarding health and social service issues include:

- **The increase in demand for health services is generally met by the additional resources marshalled for the Games.**

Prior to most Games, local residents express some concern that an increase in demand for hospital beds and other services for patients will reduce the availability of health services to the local population. However, the available information indicates that this was not the experience in Salt Lake, Nagano, Atlanta, or Barcelona.

The Organizing Committees are responsible for providing health and medical treatment for athletes and their support staff at competition, non-competition and training venues. Intermountain Health Care (IHC) was selected by the SLOC to be the medical services provider for the 2002 Olympic and Paralympic Winter Games. Approximately 350 IHC

employees volunteered for the games as part of the organization's nonprofit mission. IHC set up 35 temporary medical clinics (one for athletes and one for spectators at each of the major Games venues) plus additional sites that provided first aid and basic care. During the course of the Games, these clinics served 11,575 cases (1377 were athletes) of whom only 48 patients were eventually admitted to hospital. In addition to the clinics, a number of mobile medical teams circulated among the crowds. Ten clinics were set up for the Paralympic Games; these clinics served 1,013 cases of whom only 48 person was eventually admitted to the hospital.

- **Medical equipment and suppliers are commonly donated to local service providers after the Games.**

At the Salt Lake City Games, only about 10% of the medications stocked at the temporary medical clinics were actually used. The remaining supplies were donated to local non-profit medical clinics. Some of the supplies which were donated included 250 albuterol inhalers for asthma treatment, 12,710 doses of various antibiotics, 62,660 doses of pain relievers, such as aspirin, ibuprofen, and acetaminophen, 550 bottles of eye treatment medications, 8,770 doses of antacid, 10,350 doses of cough syrup, and 6,180 doses of antihistamines, such as Benadryl and Claritin. The supplies were donated by Cardinal Health, an official supplier for the Olympics.

- **In addition to providing services on site, Organizing Committees are also involved in developing health and medical plans for the region.**

Some of the key issues that have to be planned for include:

- Prevention and control of infectious diseases. Enhanced surveillance is typically implemented during a Games, including active laboratory surveillance of acute disease and enhanced reporting structures;
- Food safety and environmental health measures;
- Disaster planning and response coordination; and
- The impact of altered traffic volumes on traditional transit corridors.

As part of this process, public education campaigns are developed to alert people to any changes in hospital and public health services.

- **The Winter Games can be accompanied by an increased demand for some social services.**

As was discussed in the housing chapter, the Winter Games can result in an increase in the transient population which can increase the demand for meals, clothing, counselling, and other services. In addition, factors including the high level of volunteerism and the closing of schools for the duration of the Games have greatly increased the demand for daycare in some host cities.

- **Traffic congestion can also be an issue for emergency response.**

This will be a key issue for the transportation plan for the area. Specific plans need to be developed to ensure that traffic changes do not interfere with ambulances, other emergency response services, and services such as HandyDart. The Downtown Eastside, which

accounts for only about 3% of the City's population, commonly accounts for 20% of the medical emergency responses, 18% of the crimes against persons, and 13% of the fires. Traffic congestion could also limit access to HandyDart, which would affect local residents' day-to-day activities (i.e. doctors' appointments, grocery shopping, etc.).

- **Competition for volunteers could impact on social service organizations.**

There is a concern that some social service organizations, that rely heavily on volunteer support, may have difficulty in attracting or retaining their volunteers during the lead up to and particularly during the Games. To date, we have not identified any research specifically on this issue. The available data does indicate that the profile of Games volunteer may be somewhat different from that of the typical volunteer. For example, statistics from the Sydney Games indicate that 41% of the volunteers were under the age of 35 years and 59% were under the age of 45 years, most were very active in sports, and many were volunteering for the first time.

- **There may be an opportunity to get volunteers to continue volunteering after the Games.**

A number of newspaper articles have illustrated the positive benefits that volunteers derive from contributing their services to the Games. Other organizations may be able to build on these positive experiences by encouraging people to remain active as a volunteer in their community.

- **Hallmark events can place a heavy strain on daycare resources.**

In Sydney, Games' organizers requested that people take holidays over the Games without full regard for how families and child service providers would negotiate children's needs over an unscheduled holiday.

3. Goals and Principles

The Vancouver Games Commitment Statement outlines goals and objectives to be pursued in planning for, and hosting, a sustainable and inclusive Olympics. A copy of the Inner-City Inclusive Commitment Statement is provided in Appendix III. The goals and principles which relate to health and social services include:

- a. Maintain delivery of health and social services to inner-city residents during the Winter Games
- b. Showcase a commitment to public health issues, including a comprehensive alcohol and drug strategy

4. Range of Potential Actions

A variety of potential actions or strategies have been identified in the literature, suggested by Inner-City Inclusive Work Group members, or undertaken in previous Games to address health and social services issues. This section simply lists these actions and strategies. It is important to note that:

- No assessment has been undertaken to date regarding the appropriateness or feasibility of these actions and strategies for the inner-city neighbourhoods. They will be during the implementation phase in light of the goals and priorities that have been laid out in the Inner-City Inclusive Commitment Statement, the extent to which they address key issues, opportunities and impacts, and the feasibility of implementation in terms of resource

requirements as well as the level of government and other stakeholder support. It is expected that only a portion of these strategies will eventually be recommended for implementation.

- The focus is not limited to actions that could be taken by the Bid Corporation or the three levels of Government. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

These actions and strategies include:

Planning

- Establish a Health and Social Services Planning Committee to foster coordination, monitor impacts, generate solutions, and create public information campaigns as necessary. A socio-economic impact study undertaken as part of the Toronto 2008 Bid recommended the creation of a Social Services Effects Committee that consists of representatives from the health, mental health, disabled, emergency, professional and 'grass roots' social service sectors to review the issues and develop strategies to address any projected negative systemic effects³⁹.

Four Pillars

- Further develop, invest in, and refine the four pillar approach to solving Vancouver's drug problems and then showcase the approach as a world-class public health model at the Winter Games should Vancouver be successful.

Impact on Existing Programs and Agencies

- Assess the potential impact of the Winter Games in drawing away volunteers from other organizations and develop strategies, information packages, and programs designed to help these organizations retain and recruit volunteers.
- Develop an alternative sponsorship and volunteer system that publicly recognizes the contributions made by organizations and individuals to support the delivery of social services.
- Conduct a review of funding to ensure that funding is not diverted away from existing programs and that continued funding is available to social services providers before, during and after the Games.
- Develop a daycare strategy and ensure that all sporting ventures and training centres have day-care facilities.

Legacy

- After the Games, assist organizations in recruiting from the volunteer base. To facilitate this, targeted materials could be developed and distributed to specialized groups of volunteers and information sessions could be staged.

³⁹ "A Socio-Economic Impact & Equity Plan: 2008 Olympic and Paralympic Games Final Report", Pg. 37.

- Establish a social legacy fund, through which a portion of the Games funding would be directed to supporting social services and especially to non-profit agencies located in the inner-city neighbourhoods.
- Encourage the donation of equipment to local social service agencies after the Games.

VIII. SUMMARY OF POTENTIAL STRATEGIES

The Vancouver Agreement, signed on March 9, 2000, is a five year collaboration between the Federal, Provincial, and Municipal governments. It demonstrates the commitment of the three levels of government 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 Agreement encompasses three main areas:

- Community Health and Safety
- Economic and Social Development
- Community capacity building.

While the Agreement pertains to all of Vancouver, its first focus is the Downtown Eastside which faces a number of significant challenges which are described in the main body of the report. A Strategic Plan provides guidance, and assists in co-ordinating decisions, actions, and investments by the three levels of government to stimulate economic development and create a healthy, safe, and sustainable community in the Downtown Eastside.

The representatives of the Vancouver Agreement recognize that the Winter Games would have a number of relatively short-term impacts on this region. More importantly, the Winter Games could serve as a catalyst for change that would assist the three levels of government and others in their efforts to meet the challenges facing the inner-city neighbourhoods over the longer-term.

This chapter provides a summary of potential strategies that could eventually be considered for implementation, taking into consideration the objectives and activities of the Vancouver Agreement, the key issues and challenges that face the inner-city neighbourhoods, and the potential impacts and opportunities associated with the Games. In reviewing the potential strategies, it should be noted that:

- This report is intended to simply identify possible strategies which could be considered for implementation. The report does not provide recommendations on specific strategies or seek to prioritize one strategy over another.
- The focus is not limited to actions that could be taken by the three levels of Government represented in the Vancouver Agreement or the Bid Corporation. In fact, a wide variety of organizations and individuals will need to contribute, play key roles and work together to ensure that the Winter Games contribute positively to the inner-city neighbourhoods.

The chapter is structured into the following sections:

- Promoting economic development;
- Increasing access to training and employment opportunities;
- Maintaining access to affordable housing;
- Enhancing health and safety; and
- Other opportunities, impacts, and issues.

It is important that there be strong linkages and a common focus between the various groups of strategies or initiatives such that, for example, actions focused on economic development also serve to increase opportunities for employment for inner-city residents.

A. PROMOTING ECONOMIC DEVELOPMENT

1. Opportunities, Impacts and Issues

The major findings of our review related to the Winter Games and economic development in the inner-city neighbourhoods are as follows:

- **Encouraging economic development in the inner-city neighbourhoods is a key goal of the Vancouver Agreement.**

The Agreement is in the process of preparing a formal strategy to promote economic development in the Downtown Eastside. Should Vancouver be successful in its Bid, it will be important that this strategy and the initiatives developed through it reflect the economic opportunities and challenges presented by the Winter Games. To this end, linkages will be developed with the Economic Development Working Group, which is overseeing development of an economic opportunities strategy.

- **A major constraint to economic development has been the low level of business investment which is currently projected to remain low over at least the near-term, particularly in the Downtown Eastside.**
- **Attracting new investment will be critical to the successful implementation of any strategy to revitalize the study region.**

In the absence of investment, the physical infrastructure continues to deteriorate, the existing business and tax base is eroding, the range of products and services available to local residents is narrowing, employment and training opportunities for local residents are declining, and the appearance of decline is becoming more pervasive.

- **The Winter Games could be a very important economic catalyst for the inner-city neighbourhoods.**

A study conducted by InterVISTAS Consulting in October 2002 estimated that the economic impact of hosting the 2010 Winter Olympics would be \$2.1 billion in direct GDP and \$3.3 billion in total GDP, including potential multiplier impacts. In addition, the Winter Games provide an opportunity for the host city and local companies (including companies from the inner-city) to showcase their products and competitive strengths on an international stage. The Winter Games are used as a basis to stage trade shows, demonstrate products and services, and facilitate interactions between local suppliers and foreign purchasers.

- **However, inner-city businesses seeking to generate additional sales as a result of the Winter Games may face a number of challenges.**

Many goods and services are provided through value in-kind (VIK) programs and the Organizing Committee has to be careful to ensure that goods and services procured from non-sponsors do not breach existing sponsorship contracts. To minimize the involvement of the Organizing Committee in coordinating service delivery, there tends to be a preference for issuing larger contracts rather than a large number of small contracts and, at least in recent Games, Organizing Committees have not established formal criteria which convey an advantage to suppliers based locally or to contractors who utilize local suppliers or hire local residents.

It is difficult for businesses to project the impact of the Games on the demand for their products and services because most have little, if any, experience with hallmark events. Unrealistic expectations regarding increased demand for goods and services have often led to over-stocking and staff increases which were not warranted.

■ **These challenges are offset by some competitive advantages.**

Despite an open bidding process, the Lillehammer Organising Olympic Committee (LOOC) reported that local businesses in Lillehammer were very competitive (although no estimate of the percentage of contracts garnered by local firms was provided). Being located locally can provide inner-city businesses with competitive advantages including the potential to become aware of the opportunities early in the process, the ability to interact directly with the purchasing department, familiarity with the local market, and an established ability to deliver products and services locally. For many suppliers, particularly the small and medium sized companies, the greatest opportunities may be to provide products and services to sponsors and contractors rather than directly to the Organizing Committee.

2. Principles and Strategies

The Inner-City Inclusive Commitment Statement goals and principles which relate to business development include:

1. Develop opportunities for existing and emerging local inner-city businesses and artisans to promote their goods and services
2. Develop potential procurement opportunities for businesses that employ local residents

A key challenge will be to create awareness of the opportunities presented by the Winter Games amongst local businesses in the inner-city neighbourhoods and put mechanisms in place that would assist them in participating in these opportunities. Some of the potential strategies and initiatives for achieving this that were discussed earlier in this report, as well as examples of similar strategies employed for other Games, are listed in the following table.

TABLE 8.1

**POSSIBLE INITIATIVES RELATED TO BUSINESS DEVELOPMENT
IN THE INNER-CITY NEIGHBOURHOODS**

Possible Initiatives	Comments and/or Past Examples
Establish a business development centre/brokerage service to help link local businesses with opportunities. Services could include opportunity identification, brokerage, promotion of local products and services, consortia development, and negotiation of terms or purchase criteria with the Organizing Committee, sponsors and contractors. The Centre could be located in an inner-city neighbourhood but could also serve a broader area.	<ul style="list-style-type: none"> ■ The Olympics Commerce Centre was established by the New South Wales Chamber of Commerce ■ The Vancouver Agreement has commissioned a study which is reviewing the potential for a business development centre/brokerage service that is currently underway
Establish procurement policy statements related to sustainability, employment and economic development	It will be important to work with the Organizing Committee, contractors, sponsors and other organizations.

Possible Initiatives	Comments and/or Past Examples
Undertake a business information program to increase awareness of the nature and scope of opportunities (the program could involve forums, workshops, printed materials, press releases, and online resources)	<ul style="list-style-type: none"> ■ The Downtown Alliance of Salt Lake City staged monthly forums and prepared manuals and other materials ■ The Government of New South Wales maintained an Online database
Establish a business incubator providing resources such as rental space, shared office services, research facilities, production facilities and business consulting services	<ul style="list-style-type: none"> ■ The focus would not be limited to the Winter Games ■ Over 550 incubators are operating in the United States
Use the Games to showcase the cultural resources and capabilities of the inner-city neighbourhoods	<ul style="list-style-type: none"> ■ Cultural activities have been identified as a potential development opportunity for the Downtown Eastside ■ Cultural attractions and activities are a key component of all Olympic Games

It will also be important for local businesses to become aware of, and participate in, any programs, trade shows, networking opportunities and events staged to showcase the products and services of BC companies.

B. PROVIDING TRAINING AND EMPLOYMENT OPPORTUNITIES

1. Opportunities, Impacts and Issues

The major findings of our review related to the Winter Games and training and employment opportunities for residents of the inner-city neighbourhoods are as follows:

- **Factors such as local economic conditions, limited access to employment opportunities, the age of the residents, and mental illness, alcohol, drug and life skills issues have contributed to very low labour market participation rates amongst residents in inner-city neighbourhoods.**

In part because of the low labour market participation rates, the majority of the local population is considered to be in the low income category and areas within the study region have the lowest per capita income of any urban areas in Canada. According to the 1996 Census, less than one-third of the average income in the area was generated from employment with government transfer payments accounting for approximately 60%. In contrast, for Vancouver overall, 59% of personal income was generated from wages and salaries.

- **Increasing labour market participation rates could have a significant impact on the region.**

On Census Day in 1996, 6,285 residents in the Downtown Eastside (39% of the population) counted themselves as being in the work force of whom 73% were employed and 27% were unemployed. If the participation and employment rates were the same for the Downtown Eastside as they were for Vancouver overall, 6,550 Downtown Eastside residents would have been employed at the time of the Census which is approximately 2,000 more (or over 40% more) than the number who actually were.

- **Hosting the Winter Games would create many jobs, opening at least short-term employment opportunities for inner-city residents.**

Many people, including both paid staff and volunteers, would be engaged in staging the Games. For example, the Salt Lake Organizing Committee reported that, during the period between January 25 and February 28, 2002, involvement levels peaked at:

- 6,271 paid staff of the Organizing Committee (including 1,044 regular staff who were employed for more than six months);
- 11,882 contractor staff;
- 19,423 Winter Games volunteers;
- 2,200 venue preparation volunteers; and
- 3,600 Paralympic Games volunteers.

As a result of the large building component, the Winter Games also have a significant impact on employment in the construction industry. For example, employment in construction in Utah grew consistently throughout the 1990s until 2001 and 2002 (when it is projected to decline by 9.5%). The peak years in employment growth correspond to the time when key venues were constructed.

The employment impact carries beyond the staging of the Games. The Winter Games tend to significantly raise the international profile of the host city, leading to further expansion of the tourism industry. For example, top-of-mind awareness of Calgary increased from about 19% to over 43% in the US and from 10% to 40% in Europe. Visitor volumes to Alberta continued to rise in the years after the Games. Tourist volumes, both domestic and foreign, in the Lillehammer region grew 57% between 1989 and 1994 as compared to 22% nationally. It is too early to assess the longer-term impact of the Salt Lake City Games.

- **While most positions are short-term in nature and many are volunteer, the Organizing Committee provides extensive training and the experience gained can help to improve the future employment prospects of inner-city residents.**

There are reports that some employers in Salt Lake City encouraged their staff to volunteer in order to gain the experience and access the training offered by the Games. Candidates and volunteers who were recruited for the Salt Lake Games received:

- Job specific training lasting 1 to 10 sessions depending on the position (there were over 300 different types of positions available);
- Venue specific training (1 to 2 sessions); and
- A four hour session on event leadership if the individual was a team leader (there were 2,000 to 3,000 team leaders).

Recruited candidates and volunteers also received 3 sessions of general customer service training that each lasted two hours long, providing skills intended to be lifelong and transferable. The general training sessions provided training in cultural sensitivity, conflict resolution and customer service.

2. Principles and Strategies

The Inner-City Inclusive Commitment Statement goals and principles which relate to employment and training include:

1. Create training and a continuum of short and long-term employment opportunities for inner-city residents to encourage a net increase in employment
2. Provide reasonable wages and decent working conditions for any local worker producing Games related goods and services before and during the Winter Games.

The Vancouver Agreement is preparing an employment strategy and working with the community and private sector to implement a series of initiatives designed to expand employment opportunities for local residents. If the Bid is successful, the opportunities presented by the Winter Games can be incorporated into the employment strategy with the objective of increasing labour force participation rates. Some of the potential initiatives discussed earlier in the report that could assist in increasing the access of residents to the labour market, as well as examples of similar strategies employed for other Games, are listed in the following table.

TABLE 8.2

**POSSIBLE INITIATIVES RELATED TO TRAINING AND EMPLOYMENT
FOR INNER-CITY RESIDENTS**

Possible Initiatives	Comments and/or Past Examples
Undertake a detailed needs analysis to review the projected demand and supply of workers related to the Games. The scope of the needs analysis would not be limited to the inner-city neighbourhoods.	<ul style="list-style-type: none"> ■ The Government of New South Wales completed "Industry Training 2000 - An Industry Training Strategy for the Sydney 2000 Olympics", which outlined a strategy and approach for addressing the training needs in 1999 and 2000, the critical years leading up to the Games.
Prepare an employment strategy for residents of the inner-city neighbourhoods which is not focused strictly on the Winter Games but considers the potential role of the Games in enabling local residents to further develop their skills and secure a longer-term attachment to the work force.	<ul style="list-style-type: none"> ■ The Vancouver Agreement is preparing an employment strategy for the Downtown Eastside.
Create awareness of the training and employment opportunities amongst residents of the inner-city neighbourhoods (through vehicles such as websites and information booklets). A placement service could be established to assist local residents in obtaining employment and to encourage the Organizing Committee, sponsors and contractors to establish hiring criteria favourable to local residents. Strong links could be developed with specific industries such as hospitality and sports industries.	<ul style="list-style-type: none"> ■ The Salt Lake City Olympic Organizing Committee (SLOC) made extensive use of on-line recruitment and application technologies. ■ The placement service could be linked to the business development centre/brokerage service and/or social support services
Encourage the Provincial Government, Federal Government, educators, and local organizations to develop and deliver education and training programs designed to assist inner-city residents to prepare for, and take advantage of, the employment opportunities to be generated by Winter Games.	<ul style="list-style-type: none"> ■ Could be implemented as a part of the general employment strategy prepared for the inner-city neighbourhoods. ■ Department of Education in New South Wales revised certificate programs to incorporate Olympic-related components
Work with the Organizing Committee to ensure that the training programs which will be provided to staff and volunteers will develop skills that are transferable and will better enable the recipients to obtain suitable paid employment after the Games.	<ul style="list-style-type: none"> ■ Reports indicated that the training provided in Salt Lake City was well received by participants and local employers

Possible Initiatives	Comments and/or Past Examples
Establish a program and services to assist employees and volunteers in finding other opportunities during the winding-down period of the Games.	<ul style="list-style-type: none"> ■ Similar programs and services have been established by Organizing Committees at past Games including the recent Salt Lake Winter Games

C. MAINTAINING THE AVAILABILITY OF AFFORDABLE HOUSING

1. Opportunities, Impacts and Issues

The major findings of our review related to the Winter Games and the availability affordable housing for residents of the inner-city neighbourhoods are as follows:

- **The inner-city neighbourhoods are an important source of social housing and low-rent market housing in Vancouver.**

The area is home to 13,260 low income units, including 6,427 single room occupancy (SRO) units, 5,788 non-market units and 1,045 special needs residential facility (SNRF) units.

- **There is some concern that the availability of affordable housing stock will be eroded, irrespective of the outcome of the Bid.**

A SRO Conversion/Demolition Study for Downtown Vancouver forecasts that 1,259 SRO rooms will be lost to economically viable conversions and demolitions by 2011. If the City of Vancouver is able to attain the draft Housing Plan's annual Downtown core target of 130 or more non-market singles, then the low income stock would remain stable over the period. However, the provincial non-market housing program has been changed and, if no additional funding becomes available for downtown singles, the low-income stock for singles (SROs plus non-market) could shrink by about 80 units a year.

- **Vancouver has a large and diverse inventory of hotels which is expected to meet the demand for accommodation during the Games.**

It is projected that there will be an inventory of 32,867 rooms in Vancouver and Whistler by 2010. The relative balance in demand and supply for hotel accommodation in Vancouver would benefit from the fact that February is the off-season period for tourism in Vancouver (overnight visitor volume in February 2001 represented only about 40% of the peak season volume in August) and the staging of the Olympics typically results in a decline in the number of visitors coming to the city for other purposes.

- **The experience of other Games indicates that the 2010 Winter Games is unlikely to induce landlords to convert inner-city housing units (particularly SROs) to tourism lodging because the primary demand is for higher-end, furnished units.**

The Downtown Eastside provides the bulk of low cost housing for Vancouver's most disadvantaged. The region is home to 13,260 low income units, including 6,427 single room occupancy (SRO) units, 5,788 non-market units and 1,045 special needs residential facility (SNRF) units. Few visitors come to the host city without having made prior arrangements for housing.

Given the preference for higher-end furnished units, the supply of accommodation and the short duration of the Winter Games, the financial incentive for landlords to convert inner-city housing units (particularly SROs) to tourism units is likely to be very weak. To be sure that a unit is available, a landlord would need to hold the unit vacant for a month or more prior to the Games and it would likely sit vacant for a month or more immediately following the Games when the demand for housing tends to be low.

- **Increased demand for housing from people hired to work in the months prior to the Winter Games could have a more significant impact on inner-city housing than would demand from spectators attending the Winter Games.**

The prospect of employment can draw many people to the host city and province or state. For example, the Governor's Office in the State of Utah projected that, as of July 2001 (7 months before the Games), over 16,000 people (including family members) would have been drawn to the State by the opportunities created by the Winter Games. While Utah does not track monthly changes in population, residential housing data does indicate that the rental market was not overburdened by in-migration. In fact, vacancy rates in the residential rental market actually increased during the time leading up to the Salt Lake City 2002 Winter Games, from 5.8% in June 2001 to 7.1% in December 2001. According to local officials, the vacancy rates benefited from the slowing of the broader economy and the completion of Olympics-related construction projects. The impact of the Olympics on the residential rental market in the City of Vancouver could be more significant given that the city currently has an extremely low vacancy rate (less than 1%).

- **Past Games have experienced varying levels of evictions, depending in part on market conditions as well as legal or regulatory protections.**

Concerns about housing in the inner-city neighbourhoods are very high, in part, because of the extent to which Expo 86 resulted in the displacement of low-income individuals in Vancouver. It has been estimated that between 500 and 1,000 lodging house residents were evicted or displaced as a result of Expo 86. According to one report, more than 100 people were evicted in Salt Lake before the Winter Games as landlords tried to capitalize on the demand for housing.

- **There tends to be an increase in the number of homeless people during Olympic Games.**

The Games attract people who are hoping to find employment once they arrive in the city or who are expecting to stay with friends and relatives. When their plans do not develop as anticipated, these people may find that they are unable or unwilling to pay for commercial accommodation. Salt Lake City normally has about 900 beds available each night at shelters downtown and in Midvale, which is a suburb of Salt Lake City. The Executive Director of the organization that operates the major shelters in Salt Lake City reported an increase of about 250 people per night throughout the course of the 2002 Winter Games.

2. Principles and Strategies

The Inner-City Inclusive Commitment Statement goals and principles which relate to housing include:

1. Protect rental housing stock
2. Provide as many alternative forms of temporary accommodation for Winter Games visitors and workers

3. Ensure people are not made homeless as a result of the Winter Games
4. Ensure residents are not involuntarily displaced, evicted or face unreasonable increases in rent due to the Winter Games
5. Provide an affordable housing legacy and start planning now

Maintaining access to affordable housing is a high priority for the residents of the inner-city neighbourhoods and the Vancouver Agreement. Some of the initiatives discussed earlier in this report that could assist in maintaining access to affordable housing, as well as examples of similar strategies employed for other Games, are listed in the following table.

TABLE 8.3

POSSIBLE INITIATIVES RELATED TO HOUSING

Now and in the period leading up to the Games, closely monitor the potential impact of the Winter Games on housing in the period leading up to the Games approach
A key focus should be to assess the need to introduce legislation and regulations to restrict conversions and evictions.

Possible Initiatives	Comments and/or Past Examples
Ensure that at least part of the Athlete's Village is converted to low-cost housing after the conclusion of the Games. The permanent facilities proposed for the Athletes' Village on Southeast False Creek include approximately 500,000 square feet of residential accommodation and a 30,000 square foot commercial building.	<ul style="list-style-type: none"> ■ After most Games, Athlete's Villages are converted in part to low-cost or non-market housing ■ It is planned that, after the Olympics, the Athletes Village would be converted into 600 housing units of which 250,000 square feet would consist of market housing and 250,000 square feet would consist of non-market residential space.
Implement communication and education programs targeted at landlords and tenants.	<ul style="list-style-type: none"> ■ Prior to the Salt Lake Games, the Utah Apartment Association undertook an education program to make their members aware that, with few exceptions, renting to Games visitors is a money-losing proposition for landlords.
Now and in the period leading up to the Games, closely monitor the potential impact of the Winter Games on housing. A key focus should be to assess the need to introduce legislation and regulations to restrict conversions and evictions.	<ul style="list-style-type: none"> ■ Housing studies will need to be updated and vacancy/rental rates tracked ■ Los Angeles passed a temporary ordinance for the 1984 Games prohibiting demolition and eviction ■ For Expo 86, the City of Vancouver established a "clearing house" at a local community centre to assist in the relocation of affected residents

Possible Initiatives	Comments and/or Past Examples
<p>Establish resources and services necessary to meet the projected increase in the number of homeless people during the Games. This could involve the development of additional shelter facilities and the establishment of referral services.</p>	<ul style="list-style-type: none"> ■ The Humanitarian Services Committee in Salt Lake City funding for temporary shelter and started a "211" shelter and referral hotline. ■ The City of Sydney delivered a Homeless Outreach Service for the period of the Olympic Games, which combined street outreach with a rapid response capacity. ■ In Australia, the Department of Housing established a 1-800 call centre service to assess and refer homeless people into short-term accommodation.

D. IMPROVING HEALTH AND SAFETY

1. Opportunities, Impacts and Issues

The major findings of our review related to the Winter Games and the health and safety issues in the inner-city neighbourhoods are as follows:

- **Safety and security concerns greatly impact the quality of life of residents and were identified, in a recent survey, as the leading constraint to development for businesses in the region.**

Although the study area accounts for less than 2% of Vancouver's land area and 3% of its population, the region accounts for 18% of the city's crimes against persons, 8% of the crimes against property, and 61% of the drug arrests.

- **The level of mental illness, homelessness, and drug abuse is much higher in Vancouver's inner-city neighbourhoods than in other regions of the city, contributing to the need for health services.**

The Downtown Eastside accounts for 20% of the mental health cases and 44% of the drug overdoses. Men in the area are 2.5 times more likely to die of alcohol related causes than those in the rest of Vancouver. The HIV infection rate is considered by the Vancouver Richmond Health Board to be an epidemic.

- **The increase in demand for health services during Winter Games is generally met by the additional resources marshaled for the Games.**

Prior to most Games, local residents express some concern that an increase in demand for hospital beds and other services for visitors will reduce the availability of health services to the local population. However, the available information indicates that this was not the experience in Salt Lake, Nagano, Atlanta, or Barcelona. Intermountain Health Care, which was selected by SLOC to be the medical services provider for the 2002 Olympic Winter Games and Paralympic Games, set up 35 temporary medical clinics, additional sites that provided first aid and basic care, and a series of mobile medical teams to meet the potential demand for service.

- **During the Winter Games in Salt Lake City, the overall crime rate declined although there was an increase in pick-pocketing and purse-snatching.**

Statistics in Salt Lake City showed that, during the month of February, Salt Lake police handled 1,000 fewer cases than they would in a normal February. Criminal cases were down 12%, robbery was down 19%, auto theft was down 2% and assault was down 19%. There were two areas where crime increased - pick-pocketing and purse-snatching. There were 113 more cases of pick-pocketing and purse-snatching in February compared to the same period last year.

- **A major challenge for the Winter Games is to strike an appropriate balance between the need for safety, security and order on the one hand and personal rights and freedoms on the other.**

Effective crowd control, safety, and security measures are important components of staging major events. Since the events of September 11th, 2001 in New York, security issues have taken on a much higher profile. Some past Olympic Games have been heavily criticized for unnecessarily restricting personal rights and freedoms through actions such as homeless sweeps, limitations on public protests, and introducing heavy-handed laws and police powers. Given the higher level of mental illness, homelessness, and drug abuse amongst residents in Vancouver's inner-city neighbourhoods, some residents and local advocacy groups are concerned that short-term measures could be adopted during the term of the Games to reduce the visibility of these problems without addressing the underlying issues.

- **The Winter Games can also be accompanied by an increased demand for some social services.**

The Games can result in an increase in the transient population which can increase the demand for meals, clothing, counselling, and other services. In addition, factors including the high level of volunteerism and the closing of schools for the duration of the Games have greatly increased the demand for daycare in some host cities.

There is also a concern that some social service organizations in the inner-city neighbourhoods, which rely heavily on volunteer support, may have difficulty in attracting or retaining their volunteers during the lead up to and particularly during the Games. On the other hand, these organizations may be able to build on the positive experiences associated with the Games to encourage people to remain active after the Games as volunteers in their community.

2. Principles and Strategies

The Inner-City Inclusive Commitment Statement goals and principles which relate to civil liberties and public safety include:

1. Provide for lawful, democratic protest that is protected by the Canadian Charter of Rights and Freedoms
2. Ensure all inner-city residents' continued access to public spaces before, during and after the Games and provide adequate notice of any restrictions of the use of public space/facilities and prominently display alternate routes and facilities
3. Maintain the current level of public safety and security in inner-city neighbourhoods during the Winter Games

4. Commit to a timely public consultation that is accessible to inner-city neighbourhoods, before any security legislation or regulations are finalized, subject to lawful and legitimate confidentiality requirements
5. Ensure RCMP is the lead agency for security
6. Reflect the aesthetic design standards of Vancouver in all security related measures

The vision of the Vancouver Agreement is that the City of Vancouver is a healthy, safe and sustainable place to live and work for all residents. As a result, the Agreement is placing a significant emphasis on working to address health and safety issues. Some of the initiatives discussed earlier in this report that focus on enhancing health and safety, as well as examples of similar strategies employed for other Games, are listed in the following table.

TABLE 8.4

POSSIBLE INITIATIVES RELATED TO HEALTH AND SAFETY

Possible Initiatives	Comments and/or Past Examples
Continue to develop, invest in, and refine the four pillar approach (prevention, treatment, harm reduction, and enforcement) to solving Vancouver’s drug problems and then showcase the approach as a world-class public health model at the Winter Games.	<ul style="list-style-type: none"> ■ A wide variety of initiatives are being implemented through the Vancouver Agreement such as health connection programs, drug treatment programs, and initiatives targeting the open drug scene
Ensure that traffic changes do not interfere with ambulances, other emergency response services, and services such as HandyDart.	<ul style="list-style-type: none"> ■ A transportation plan would be developed for the Winter Games
Monitor and manage health-related issues such as the prevention and control of infectious diseases, food safety and environmental health measures, disaster planning and response coordination, and public education campaigns to alert people to any changes in hospital and public health services.	<ul style="list-style-type: none"> ■ One option is to establish a Health and Social Services Planning Committee to foster coordination, monitor opportunities and impacts, generate solutions, and create public information campaigns as necessary.
Work with local residents and other stakeholder organizations in establishing an appropriate balance between the need for personal safety and the importance of personal rights and freedoms. Consideration may be given to developing specific protocols related to the homeless, demonstrations, and other key issues.	<ul style="list-style-type: none"> ■ Consultation between the ACLU and the Utah Public Safety Command helped to strike a balance between the protection of civil liberties and the needs of the Games Security effort. ■ The Olympic Coordination Authority in Australia developed a Homeless Protocol to protect and promote the rights of homeless people to remain in public spaces and participate in events. ■ To accommodate demonstrators in a safe and peaceful manner, Salt Lake City adopted a special plan and permit process for demonstration activities.
Take steps to address specific concerns.	<ul style="list-style-type: none"> ■ Extend transit service hours. ■ Improve street lighting ■ Set up “security service booths” on the streets, staffed by trained volunteers. ■ Recruit DTES residents to assist with security.

E. OTHER OPPORTUNITIES, IMPACTS AND ISSUES

1. Opportunities, Impacts and Issues

The major findings of our review regarding other opportunities, impacts and issues include:

- **As private organizations, Organizing Committees are accountable to the general public indirectly through the Member Partners.**

The three levels of government involved in the Vancouver Agreement are each member partners. In the past, the Games have been criticized because they have affected public policy but did not necessarily have a broad public participation requirement. While governments have been represented in the process, they are only one of a series of stakeholder groups that is served by the Organizing Committee. Currently, a review is being undertaken by the Office of the Auditor General of BC to examine the processes used to develop the bid estimates, assumptions underlying the significant areas of the revenue and expenditures (capital and operating) estimates and processes to identify and manage the risks associated with the planning and staging of the 2010 Olympics.

- **The Vancouver 2010 Bid Corporation indicates that it is dedicated to preparing a Winter Games bid that creates ownership and support by involving the public, communities, athletes and stakeholders through inclusive consultation and participation in Bid activities.**

This is consistent with a marked trend in recent years towards greater community involvement and participation in the planning and hosting of the Games, particularly in western countries.

- **The Olympic and Paralympic Games place a high priority on providing access for persons with disabilities.**

The Paralympics are, of course, designed to showcase athletes with disabilities. The IOC has identified the preparation of disability access strategies for the sporting and arts events to be an important task of the Organizing Committees. While access to venues has been a priority, it is important that strategies also consider off-site issues such as construction, crowded sidewalks, and sidewalk clutter which can constrain the mobility of the disabled.

- **The increase in spectator demand has tended to reduce the availability of tickets for free distribution to various groups.**

Salt Lake City sold more tickets (1.525 million) than any previous Winter Games. The total sales represented 95% of the available tickets, up from 89% in Nagano and 87% in Lillehammer.

- **Thousands of people will volunteer to assist in the Winter Games.**

There is a concern that some social service organizations, that rely heavily on volunteer support, may have difficulty in attracting or retaining their volunteers during the lead up to and particularly during the Games. However, organizations may be able to build on the positive experiences of the Games by encouraging people to remain active as a volunteer in their community.

- **A number of new recreational facilities will be developed in the Greater Vancouver area.**

It is important that these facilities be designed with careful consideration of their post-Games use and that sufficient funding is available to maintain the facilities and deliver programming on an on-going basis.

- **Various assets that are acquired by the Organizing Committees, sponsors and contractors may become available to organizations in the inner-city neighbourhoods after the conclusion of the Games.**

In addition, the Organizing Committee may enter into joint purchasing arrangements under which they will purchase a good (such as tables, chairs, towels, or linens) in association with another organization. In effect, the Organizing Committee will pay part of the cost for the right to use the product during the term of the Games while the other organization (such as a community organization, hospital, church, business, or other organization) will pay the remainder of the cost for the right to take possession after the Games.

2. Principles and Strategies

The Inner-City Inclusive Commitment Statement goals and principles which relate to other opportunities and impacts include:

1. Provide inclusive representation on the Bid Corporation's and Organizing Committee's Board structures and all relevant Bid Corporation and Organizing Committee's work groups
2. Ensure inner-city inclusive work continues to operate under the Organizing Committee and its Member Partners
3. Work with and be accessible to an independent watchdog group that includes inner-city residents
4. Develop full and accountable public consultation processes that include inner-city residents
5. Document opportunities and impacts experienced in inner-city neighbourhoods in a comprehensive post-Games evaluation with full participation by inner-city residents
6. Develop barrier free venues for people with disabilities
7. Ensure reasonable accessibility for people with disabilities
8. Make affordable tickets available for Vancouver's low-income inner-city residents, including at risk youth and children
9. Ensure all Vancouver Games events and venues can be reached by public transit at an affordable cost
10. Maximize inner-city residents' access to the new and public upgraded facilities after the Winter Games
11. Ensure inner-city community centers have equitable access to surplus sporting equipment

12. Maximize access by inner-city residents, at-risk youth and children to sport and recreational initiatives by building from the current sport delivery infrastructure
13. Showcase the diverse cultural, multicultural and aboriginal activities of inner-city residents
14. Maintain delivery of health and social services to inner-city residents during the Winter Games
15. Showcase a commitment to public health issues, including a comprehensive alcohol and drug strategy

Some of the initiatives related to these opportunities, impacts and issues that were discussed earlier in this report, as well as examples of similar strategies employed for other Games, are listed in the following table.

TABLE 8.5

POSSIBLE INITIATIVES RELATED TO OTHER OPPORTUNITIES, IMPACTS AND ISSUES

Possible Initiatives	Comments and/or Past Examples
Establish a legacy fund to support future operations and programming at Olympic-related facilities and programs. The fund could support and build on programs designed specifically to target inner-city youth, equity-seeking, and marginalized residents.	<ul style="list-style-type: none"> ■ Recent Games have established a sport legacy fund to support continued on-going operations and programming at the Olympic facilities ■ The BC Government and the Bid Corporation have created the LegaciesNow Society, with up to \$5 million in funding over 3 years to help ensure a stronger sports system in the province.
Encourage inner-city organizations to take advantage of opportunities to participate in joint purchasing programs and obtain a share of the assets distributed by Organizing Committees, sponsors and contractors at the conclusion of the Games.	<ul style="list-style-type: none"> ■ After the Salt Lake Games, more than \$4 million worth of household items used at the Olympic Village and other venues were donated to charities in Utah, used/surplus sporting equipment was provided to community centres and sports groups based in low-income neighbourhoods, and medical equipment and supplies was donated to local service providers.
Establish a program to build the volunteer sector capacity in advance of the Winter Games and to encourage volunteers to remain active as a volunteer in their communities after the Games	<ul style="list-style-type: none"> ■ Targeted materials could be developed and distributed to specialized groups of volunteers and information sessions could be staged
Encourage programs that provide access to tickets and to transportation for low-income groups, youth and others located in other regions of the province.	<ul style="list-style-type: none"> ■ At past games, the Organizing Committees have worked with service organizations and public agencies to increase access for target groups.

Possible Initiatives	Comments and/or Past Examples
Establish a watchdog organization and report card system to annually track and report on the opportunities and impacts. Among other issues, the report card system would track the impacts on the inner-city neighbourhoods	<ul style="list-style-type: none">■ A watchdog group was established in Salt Lake City■ In Australia, the Green Games Watch 2000 was a community initiative established to monitor environmental management and sustainability

APPENDIX I

THE INCLUSIVE INTENT STATEMENT

INCLUSIVE INTENT STATEMENT 2010 Olympic Winter Games and Paralympic Winter Games

The Inclusive Intent Statement is an integral part of the Vancouver's 2010 Bid Corporation's core values and guiding principles that include: lasting community legacies, fiscal responsibility, sustainability, open communication, and inclusive representation.

The Vancouver Bid is committed to incorporating sustainable and inclusive practices in the planning and operating of the 2010 Winter Games. Sustainability refers to social, economic and environmental best practices with inclusivity encompassing participation and equity. Participation means that all people – including those of diverse ethnic and cultural backgrounds have the opportunity to be involved in the Games. Equity relates to the integration and improvement of conditions of the disadvantaged, including low and moderate-income people.

The Bid Corporation and its Member Partners are committed to hosting a winter games that create benefits for all British Columbians. A number of issues have been identified including affordable housing, employment, economic opportunities, governance, civil liberties, and accessibility that will be addressed in a number of ways as part of the planning throughout BC and Canada for the 2010 Winter Games by the Bid Corporation, the Organizing Committee of the Olympic Games (OCOG) and its Member Partners. In particular, special efforts will be taken by the Bid Corporation, OCOG and its Member Partners to ensure the interests of those living in Vancouver's inner-city neighbourhoods are addressed.

To implement the Inclusive Intent Statement, the Bid Corporation and its Member Partners will work with communities to identify goals and objectives for the Organizing Phase. Should the Bid be successful, the Member Partners are committed to working with the OCOG to develop specific programs and policies as part of the planning for the 2010 Winter Games.

APPENDIX II

**LIST OF INNER-CITY INCLUSIVE
WORK GROUP MEMBERS**

APPENDIX II

INNER-CITY INCLUSIVE WORK GROUP MEMBERS

- Lizette Parsons
Vancouver 2010 Bid Corporation
- Nancy Chiavaro
Columbia Housing/Mt. Pleasant Community
- Bob Gilson
Tradeworks Training Society
- Kevin Shoesmith
Impact of the Olympics on Community Coalition
- Peter Greenwall
Downtown South Gathering Place
- Ken Lyotier
United We Can
- Eric Wong
Diversity and Disability
- Booth Palmer
Vancouver Park Board/Mt Pleasant
- Gillian Maxwell
Vancouver Police Board/Strathcona Community
- Joanne Stygall Lotz
Sport BC
- David LePage
Fast Track to Employment
- Mary Morgan
Partners for Economic and Community Help (PEACH)
- Linda Mix
Tenants Rights Action Coalition
- Katrina Elliot
Province of British Columbia
- Nathan Edelson
City of Vancouver
- Marcia Nozak
Eastside Movement for Business and Economic Renewal Society

- Hayne Wai
Diversity
- Vincent Gogolek
BC Civil Liberties Association
- Sharon Caragata
Lookout Emergency Aid Society
- Phinder Dulai
Province of British Columbia
- Isobel Donovan
Vancouver Agreement
- Jill Davidson
City of Vancouver

APPENDIX III

LIST OF DOCUMENTS REVIEWED

APPENDIX III

PARTIAL LISTING OF DOCUMENTS REVIEWED

(Note: This listing does not include journal and newspaper articles)

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APPENDIX IV

**SUMMARY OF THE FOCUS GROUPS AND ADDITIONAL
COMMENTS FROM THE INNER-CITY
INCLUSIVE WORK GROUP**

FOCUS GROUP SUMMARIES

FOCUS GROUP - PROMOTING ECONOMIC DEVELOPMENT

December 10th, 1:00 pm

List of Participants

Cathy Kwan, Strathcona Area Merchants Society
Syrus Lee, Chinatown Merchants Association
Glen Wong, Chinatown Revitalization Committee
Sandie Romanzyk, North Sky Consulting
Melanie Buffel, PEACH
Ruth Meta, Ray Cam
John Hansen, Western Diversification
Steve Lindmayer, PEACH

Purpose of the Focus Group

The purpose of the focus group was to obtain input from participants regarding:

- In what ways would hosting the Winter Games impact on the potential for economic development in the inner city neighbourhoods?
- What actions should be taken to better enable the inner city neighbourhoods to take advantage of the opportunities presented and minimize any potential adverse impacts of the Winter Games?

Summary of Discussion

Revitalization of the DTES is needed to increase business activity, create opportunities and promote a sense of safety and well-being for residents, business owners, employees and visitors to the area. Efforts to revitalize the region would benefit from initiatives related to a range of issues including the upgrading of infrastructure, enforcement, health and safety, business development supports and training. The participants commented that there needs to be “safe and clean” streets in the inner city before economic development can happen and that the strategies and actions required to achieve revitalization need to be taken regardless of the outcome of Winter Games Bid. However, it is hoped that the Winter Games will generate continued and increased support for the ongoing and new initiatives that are needed.

Feedback from participants regarding support of the local business community for the Olympics was generally positive although some concerns were identified with respect to the potential impact on transportation patterns and the impact on housing. Given that the Olympics are still tentative, participants indicated that the support of the business community with regards to the Olympics is preliminary.

A wide range of possible actions were suggested to enable inner-city neighbourhoods to best take advantage of the opportunities and minimize the negative potential impacts. We have summarized these suggestions into three major groups as outlined below:

1. Strategies that encourage investment in infrastructure are needed to attract and maintain businesses.

A major constraint to revitalizing the area is the high costs of upgrading buildings that are old, have received little investment or upgrading in recent years, and do not meet modern occupancy standards. The required level of investment greatly increases the start-up or relocation costs of businesses moving to the area and contributes to the existing high vacancy rates and under-utilization of properties. As a result of low market rents and few incentives for property owners to undertake upgrading, the buildings in the area, especially the heritage buildings, continue to deteriorate. One recommendation to help address this issue was to develop an equity fund which could be used to help offset the costs of upgrading outdated infrastructure (ie. hydro, gas, seismic, heritage). Part of the legacy funds generated from the Olympics could be set aside to support future infrastructure and business development activities in the inner-city neighbourhoods.

2. Initiatives should be undertaken that promote the cultural and heritage significance of inner-city communities and draw more people into the area.

The inner-city communities of Gastown, Chinatown and Strathcona are unique heritage and cultural areas that offer diverse attractions for both tourists and locals. The key is to attract more foot traffic and draw more tourists into the area. One strategy that was recommended is to provide heritage tours of the different communities. It is felt that the Olympics will provide an opportunity to increase the level of effort and activity with respect to making improvements to the area and establishing more tourist driven activities. Chinatown has developed several initiatives to make the area more tourist friendly including bilingual and "english spoken here" signs in local businesses and a tourist information centre will be opening in March. The community is also interested in pursuing joint ventures with the other neighbourhoods (e.g. Strathcona and Gastown) and First Nations groups to develop cross-cultural tours. While these plans are in the works and have been identified in Chinatown's three year marketing and promotion plan, it is hoped that, with the Olympics, these activities could be expanded.

It was also recommended that, during the Olympics, large TV screens be placed outdoors in both Gastown and Chinatown. These collecting places would draw both tourists and local residents to the area and create a celebratory atmosphere. There would be economic benefits for local businesses and the community would benefit directly by feeling that they were a part of the Olympic action.

Another suggestion to promote economic, cultural and tourism development in the DTES is to establish an event similar to the Toronto International Caravan Festival, which is an event that celebrates the cultural diversity and spirit in Toronto. During Caravan, volunteers from cultural communities across Toronto produce displays of art, culture, food, music and dance representing the great capital cultures of the world. In 2003, the Toronto International Caravan Festival will be celebrating its 35th anniversary. A similar event in the

DTES would encourage people to revisit the diverse communities in the area and recognize the inherent strengths of each community.

It was also recommended that the neighbourhoods could share a communication officer who would help promote activities and provide a positive link with the media. Typically, media reports related to the DTES adopt a very negative tone. The Neighbours First program, which includes a marketing and promotion component, could be used to strengthen communication links among the communities of Chinatown, Gastown and Strathcona and develop joint marketing strategies to draw more people into the area.

3. The capacity of inner-city businesses will need to be increased in order to enable them to benefit from the Olympics.

Businesses in the inner city are small and, if they are to succeed as sub-contractors for Olympic work, a facilitation process is needed to help them get “bid ready”. By joining together, identifying opportunities and marketing their strengths, local businesses are more likely to capitalize on Olympic business opportunities. A key challenge is to remove the barriers that prohibit small businesses from bidding on contracts. Examples of barriers that were identified included awareness of the opportunities, insurance requirements, business capacity, and human resources. A variety of mechanisms including incubators, a business database, reverse trade promotions, and other supplier development approaches were recommended to assist the local business community and help build a continuum of support that would strengthen their sustainability.

There was discussion regarding the Destan’ez initiative as a model for including local business in Olympic procurement. Destan’ez is modelled after economic regeneration projects in the US that provide preferential procurement for targeted businesses. In terms of Olympic procurement, there is a need to look at how contracts are tendered and adopt tendering approaches that encourage and support the development of small business in the DTES. Work also has to be undertaken with respect to developing the capacity of DTES businesses and getting them to a level where they can successfully bid on a contract. It is hoped that city support for the Destan’ez initiative will allow for effective development of the model in advance of the Olympics.

Another issue that was raised was that many DTES businesses don’t have computers. If the contracts for the Olympics are advertised only on line, this approach would marginalize these businesses and further reduce their ability to compete.

**FOCUS GROUP - HOUSING
December 12th, 1:00 pm**

List of Participants

Sharon Caragata, Lookout Emergency Aid Society
Linda Mix, Tenants Rights Action Coalition
Ian McRea, Downtown Eastside Residents Association
Alice Sundberg, BC Non-Profit Housing Society
Steve Bouchard, Ray Cam
Robert Fung, Salient Developments

Purpose of Focus Group

The purpose of the focus group was to obtain input from participants regarding:

- In what ways would hosting the Winter Games impact on access to affordable housing for inner-city residents?
- What actions should be undertaken to take advantage of the opportunities presented and minimize any potential adverse impacts of the Winter Games?

Summary of Discussion

The participants identified a series of potential impacts of the Winter Games on affordable housing in the region and provided suggestions or recommendations regarding the actions that should be undertaken to take advantage of the opportunities presented and minimize any potential adverse impacts of the Winter Games. It is interesting to note that most of the recommendations would still be made even if the Winter Games Bid was not successful. Some of the major comments and recommendations included:

- **There is some concern that the availability of affordable housing stock will be eroded over the next ten years, irrespective of the outcome of the Bid.**

In particular, it was noted that there is a lack of Federal and Provincial Government funding to support the development and operation of non-market housing. It was also noted that other factors, such as the redevelopment planned for the Finning lands, will impact the neighbourhood of Mount Pleasant and put pressure on existing housing resources in the region.

- **There is also concern about the hostelization of the existing SRO base, as rooms are converted to tourist accommodation during the peak seasons.**

A successful bid would likely further entrench this trend. If the trend continues and deepens, Municipal Government regulations may be needed to address the issues of seasonal conversions.

- **Regulations should be brought in to encourage the development of secondary suites in other regions of the city.**

Legalizing secondary suites will augment the stock of rental housing in the region, reduce the pressure on the inner-city communities and provide greater options to local residents and those who may be drawn to region by the employment opportunities created by the Games.

- **There needs to be a commitment to build emergency shelters for the Games to handle the expected increase in the number of homeless people.**

A plan should be in place to convert these facilities into permanent shelters or housing after the Games. Any new initiatives should be coordinated with existing resources and work through existing organizations.

- **It will be important to track the increased demand for housing that may result from an influx of people hired to work in the two year period leading up to the Winter Games.**

Depending upon the impacts, it may be necessary to develop legislation and regulations to restrict conversions, evictions and rent increases and to develop referral and support services. Resources should also be made available to monitor evictions and conversions.

- **Strong employment and training programs, which enable many of the jobs to be filled by local residents rather than by newcomers, would reduce the potential negative impact on housing in the region.**

- **An education program should be undertaken to encourage landlords not to consider converting facilities to tourism accommodation.**

Given the preference for higher-end furnished units, the supply of accommodation and the short duration of the Winter Games, the financial incentive for landlords to convert inner-city housing units (particularly SROs) to tourism units is likely to be very weak. However, an information campaign will likely be required to ensure that these constraints are recognized by landlords and tenants.

- **The Bid Corporation has been effective to date in consulting with local residents and stakeholders and it will be important for the Organizing Committee to continue this process.**

- **The proceeds earned from the sales of the market component of the Olympic Village should be used to support the development of future social housing.**

Furthermore, if Federal and Provincial Government funds for social housing are provided to the City of Vancouver in advance of the construction of the village, the

funding should be used in the interim to leverage the development of additional social housing.

- **It is very important that a well-defined housing strategy be developed for the region overall regardless of the outcome of the Winter Games Bid.**

One priority within such a strategy could be to increase the amount of market housing in the Downtown Eastside and increase the amount of social housing in other regions of the city. Increased market housing in the Downtown Eastside would help to make a wider range of amenities available to residents in the region. The neighbourhoods may also benefit from more flexibility with respect to land uses and more mixed use areas.

When market housing is proposed for development in the region, it is important to stress that more market housing does not mean that less social housing will be available and that an appropriate balance of market housing can positively impact existing residents. It is important to strengthen communication between developers and residents. As part of this process, it is also important that people moving into market housing in the region have a realistic understanding of the region and buy into the vision of the community that is shared by existing residents.

- **The Street City project in Toronto, which provided accommodation and employment and job training for the homeless was suggested as a potential model for the DTES.**

An innovative aspect of the Street City project was the employment of the homeless through the construction of Street City. The homeless learned construction practices, earned money and participated in building housing for themselves in an old downtown warehouse.

- **Incentive programs, such as the new program developed for Gastown, can be helpful in encouraging owners to reinvest in their properties.**

A Federal Government program for heritage properties could also prove to be very useful. Another option that was suggested to encourage property owners to upgrade their properties may be to apply a property surtax to derelict properties.

**FOCUS GROUP - INCREASING ACCESS TO TRAINING AND EMPLOYMENT
OPPORTUNITIES**

December 10th, 3:00 pm

List of Participants

David LePage, FTE
Lauren Pheaton, West Coast Community Association
Glenn Young, ITS International Tradewind Strategies Inc.
Marcia Nozak, Eastside Movement for Business and Economic Renewal Society
David Wells, Canadian Mental Health Association
Paul Clairmont, ACCESS
Garry Jobin, Blade Runners
Al Laird, Blade Runners
Bob Gilson, Tradeworks Training Society

Purpose of Focus Group

The purpose of the focus group was to obtain input from participants regarding:

- In what ways would hosting the Winter Games impact on the resident's access to employment and training opportunities?
- What actions should be taken to better enable the inner city residents to take advantage of the opportunities presented and minimize any potential adverse impacts of the Winter Games?

Summary of Discussion

The Downtown Eastside is facing serious challenges including high unemployment and low labour market participation rates, the closure of many businesses, a lack of new investment, and serious social issues that impact the health and well-being of the community. Employment and training are critical aspects in any approach that seeks to revitalize the DTES. The Olympics can provide greater leverage in terms of increasing employment for Downtown Eastside residents and generating new training opportunities to prepare individuals for the jobs that will be created. However, it was felt that an employment and training strategy for the area should not focus strictly on the Olympics, but should include it as part of a more comprehensive long-term strategy.

The importance of planning, developing targets and creating an employment strategy that is community driven and enhances the economic capacity of the community were highlighted. Strong leadership, effective partnerships and commitment from the three levels of government and the business community are also necessary components.

A variety of strategies designed to increase employment and training opportunities for inner city residents both before and during the Olympics were discussed. Examples of actions or models that could be considered to create employment opportunities for key target groups included:

- **A Socially Responsible Tendering System**

A tendering system for the Olympics could be developed which provides extra points to bidders that hire from disadvantaged groups. To be effective, however, you need to have strong contract language and a training component, which means that training dollars must be available. Under the HCL approach, some of the individuals hired were not fully qualified and didn't have the necessary skills required to perform the job. In these situations, strong communication with the contractors is necessary to manage expectations and develop effective solutions. In some cases, individuals may need pre-employment training in addition to skills training. Strong linkages among programs operating in the DTES are also needed to ensure effective support and coordination of project activities.

An alternative to establishing formal contract language to give preference to local suppliers is to work with contractors to encourage them to recognize the benefits that could accrue to the region and to their organization from purchasing products and services from inner-city suppliers.

- **Social Purpose Enterprises**

In the context of the Olympics, it was felt that there would be opportunities to create social purpose enterprises to supply goods and services in certain niche markets. A social purpose enterprise provides an innovative way to solve social problems while allowing disadvantaged individuals to enter or stay in the job market. These individuals earn money and gain work experience while they improve their situation. There are some challenges with respect to operating social purpose enterprises and those include being able to operate competitively with an unskilled labour pool, achieving a balance between social and business goals and ensuring that private sector businesses are not threatened. It was felt that the social purpose enterprise approach could successfully provide employment for disadvantaged people without having to rely on the private sector.

- **Existing Employment and Training Related Programs in the DTES**

There are a variety of successful training and employment programs providing services to inner city residents including Fast Track to Employment (FTE) Tradeworks Training Society, Job Start, Kiwassa Employment and Resource Centre (KERC), BladeRunners, Immigrant Services Society and SUCCESS. These programs provide job related skills, training and employment opportunities and offer examples of successful approaches that have been used to increase inner city residents' participation in the labour market.

- **Highway Contractors Ltd.**

The employment equity approach used by HCL during the construction of the new Vancouver Island highway and the Skytrain was also discussed as a potential model. Highway Constructors Ltd (HCL) was responsible for training and dispatching workers to private contractors and initiated local hire and equity hire

policies to optimize local employment and make construction trades more accessible to groups traditionally under-represented in the industry. Further research into this approach was suggested if the Bid proves to be successful.

■ **First Opportunity Target Area (FOTA)**

Portland Oregon's First Opportunity Target Area (FOTA) program was another model that was discussed. This program resulted in the hiring of local, low income people to build the city's Convention Centre. In addition to local hiring, FOTA requires local procurement from businesses within the given target area and businesses that employ local low-income residents are given higher priority. It was recommended that someone from Portland be brought to Vancouver to provide insights with respect to the lessons learned from the FOTA project and the development of the Portland Convention Centre.

■ **Conduct an assessment of the economic opportunities and work to build local capacity to meet these opportunities**

Most businesses in the inner city are small and, if they are to succeed as sub-contractors for Olympic work, a facilitation process is needed to help them get "bid ready". By joining together, identifying opportunities and marketing their strengths, local businesses are more likely to capitalize on Olympic business opportunities. An initiative was recommended that would:

- ❑ Identify the economic and employment opportunities, the 'demand' for services, goods, and supplies being created by the Olympic 2010 process
- ❑ Complete a Gap Analysis - what is in place and what needs to be developed to respond to demand
- ❑ Create the procurement and purchasing policies and the framework that will facilitate and ensure the leveraging and linking to the opportunities for inner city businesses, residents, organizations and social enterprises
- ❑ Build the 'supply' capacity for inner city businesses, organizations, residents and social enterprises to respond to and benefit from the opportunities

The development of a three dimensional grid which outlines all of the opportunities that will be created over the next 8 years was recommended. Using this model, linkages could be created among and within local industries, training gaps could be identified, and needed capacity building initiatives could be identified to enable local companies to take advantage of Olympic opportunities. The apparel industry is an example of an industry where local businesses could partner to bid on contracts and local people could be hired and trained to produce the uniforms that are needed for the event.

- **Effective partnerships and commitment from the business community, training providers and the Organizing Committee are needed to develop strategies that will provide employment opportunities for inner city residents**

If the downtown eastside community is going to benefit economically from the Olympics, strong commitment and effective partnerships among business, the Bid corporation, government and training providers is needed. Opportunities need to be identified and the community needs to work together to build effective strategies that provide training and local jobs for inner city residents. Community champions that can lead this process need to be identified and the capacity of the community needs to be strengthened by building on the economic strengths that already exist.

It was also noted that any new initiatives should be closely coordinated with existing resources and delivered through existing organizations. There are already many employment and training related organizations and initiatives active in the inner-city neighbourhoods. Labour needs to be directly involved in the employment and training initiatives related to the unionized sectors. Other organizations, such as the Vancouver Board of Trade, could also help to facilitate the development and implementation of various initiatives.

FOCUS GROUP - HEALTH AND SAFETY
December 12th, 3:00 pm

List of Participants

Peter Greenwell, Downtown South Gathering Place
Vincent Gogolek, BC Civil Liberties Association
Hayne Wai
Kevin Shoemith, Impact of the Olympics on Community Coalition
Donald McPherson, City of Vancouver
Katrina Elliot, Province of British Columbia

Purpose of Focus Group

The purpose of the focus group was to obtain input from participants regarding:

- In what ways would hosting the Winter Games impact on enhancing health and safety in the inner-city neighbourhoods?
- What actions should be undertaken to take advantage of the opportunities presented and minimize any potential adverse impacts of the Winter Games?

Summary of Discussion

The participants identified a series of potential impacts of the Winter Games on health and safety in the region and provided suggestions or recommendations regarding the actions that should be undertaken to take advantage of the opportunities presented and minimize any potential adverse impacts of the Winter Games. Some of the major comments and recommendations included:

- **The three levels of government should continue to develop and invest in the four pillar approach (prevention, treatment, harm reduction, and enforcement) to solving Vancouver's drug problems.**

If the approach proves successful, it should be showcased as a world-class public health model at the Winter Games. Legacy funds from the Games could be used, in part, to support further development of the four pillar approach as well as health and social services.

- **Steps should be taken to ensure that staging of the Games does not interfere with the access of residents to key services.**

It is critical that residents continue to have ready access to ambulances, other emergency response services, HandyDart, and other health and social services.

- **The Organizing Committee, police, and security services should work with local residents and other stakeholder organizations to establish an appropriate balance between the need for personal safety and the importance of personal rights and freedoms.**

It is important that extensive consultation and planning be undertaken well in advance of the Games. The Vancouver Winter Games could be positioned as the “community sensitive games”. Standards need to be established locally and not dictated by outside parties such as the IOC or foreign governments. Canadian sovereignty in terms of security issues need to be ensured. In addition, it is important that the RCMP and Vancouver City Police improve upon their past procedures when public disturbances arise.

Consideration may also be given to developing specific protocols related to the homeless, demonstrations, and other key issues. The Games could build on the model of the Sydney Games where the City of Sydney delivered a Homeless Outreach Service for the period of the Olympic Games (which combined street outreach with a rapid response capacity) and the NSW Department of Housing (DOH) established a 1-800 call centre service to assess and refer homeless people into short-term accommodation.

- **While the increase in demand for health services during Winter Games is generally met by the additional resources marshalled for the Games, some concern was expressed regarding opening up the Canadian health care system to private contractors and whether the use of private sector contractors could create negative implications under the North American Free Trade Agreement.**
- **Any investment in transportation infrastructure in the years leading up to the Games should be consistent with the priorities for the region and the recently developed downtown transportation plan.**

There is concern that the regional transportation priorities and the transportation priorities of the Olympic Games are different. The concern is which transportation priorities are going to be followed. In addition, the transportation plans for the Games need to recognize that the inner-city neighbourhoods tend to be pedestrian communities.

- **The basic principle should be that the right to demonstrate and freedom of speech and association are not to be infringed during the Olympics, except to the minimum extent necessary to ensure the safety and security of competitors, spectators and the general public.**

Areas for demonstrations should be centrally located and open and accessible to demonstrators, the media and the public. Any guidelines that are in place should not be any more restrictive than what would normally be in place in the study region.

- **The potential impact of the Games in terms of the possibility for homeless sweeps, overly increased security, and unreasonable limitations on public protests should be carefully monitored.**
- **Security staff members should receive special training so that they are well-prepared to effectively deal with the challenges that may be presented by the Downtown Eastside.**

In particular, security staff will need to be able to effectively work with the homeless, mentally ill, and those with substance abuse issues. Security firms should also be encouraged to hire local residents who are already familiar with the area.

- **While the overall crime rate may be expected to decrease, precautions should be taken to address an expected increase in certain crimes such as ATM fraud, pick-pocketing and purse-snatching.**
- **An information program should be undertaken throughout the province to establish reasonable expectations regarding employment opportunities.**

Past Games have experienced increased levels of homelessness in part because many people arrive from outside of town and are unable to find paid employment.

- **After the conclusion of the Games, suppliers should be encouraged to donate medical equipment and supplies to local service providers.**

At the Salt Lake City Games, only about 10% of the medications stocked at the temporary medical clinics were actually used.

ADDITIONAL COMMENTS FROM THE ICI WORK GROUP

On February 12, the Inner City Inclusive Work Group discussed the Community Assessment report in draft form and provided comments. The consensus was to receive the report as a working document to be used to focus discussions on implementation of the strategies. Further, the Work Group wants to have input to the implementation of the strategies.

The Vancouver Agreement embraces the input of the ICI Work Group as part of the ongoing dialogue to develop and implement the strategies.

Many of the comments of the Work Group have been incorporated into the final report. In addition, the Work Group wanted additional comments recorded.

- While the goals and objectives identified in the report are a good foundation, the implementation of the strategies will determine whether the potential benefits are actually achieved in the inner-city neighbourhoods. There are concerns that the report's findings will not be acted upon. Therefore, the implementation strategies in the report should be emphasized. Some of those that need further development or special emphasis are:
 - ❑ How local businesses obtain opportunities to become suppliers to Games and related industries and how a continuum of jobs and training becomes available, noting that there is a need for governments to invest in human capital development for business development and job benefits identified in the report to be realized;
 - ❑ How the Games can act as a catalyst, starting now, to sustainable business development, jobs, housing, community transformation;
 - ❑ Need for resources for community owned and operated Social Purpose businesses and for supported employment positions for multi-barriered people;
 - ❑ Stiff measures to prevent tenant evictions;
 - ❑ Need for ongoing affordable housing subsidy programs for low and moderate income people;
 - ❑ A legacy of more non-market housing in South East False Creek;
 - ❑ The potential housing actions outlined in Chapter V, Section E;
 - ❑ Further ways of building sport opportunities for children and youth in the inner-city, particularly as there are limited community-based sport leagues in the inner-city neighbourhoods;
 - ❑ The potential recreation, community sport and culture actions in Chapter VII, Section C;

- How the right to protest and freedom of expression are protected and how the balancing occurs with considerations of safety and public order;
 - How a watchdog organization is set up and what benchmarks are developed; and
 - How inner-city community input will continue
- Concerns about changes in legislation regarding welfare and disability payments affecting homelessness, crime and drug use. Concerns of an increased demand for shelter beds even without the Olympics. Concerns about current and proposed changes to the health care system, including more privatization.
 - Need to expand geographic area to include the rest of Vancouver East, or even a more regional approach, especially for employment and training.

APPENDIX V

GLOSSARY OF TERMS

APPENDIX V: GLOSSARY OF TERMS

Community Capacity/Capacity Building

Community capacity is the information, knowledge, experience, skills, expertise, resources, power and creativity that communities need to work collaboratively to plan and take action to enhance their social, economic and environmental conditions.

The capacity of communities consists of physical & technological assets, fiscal resources, power or authority over decision-making, and human assets - the collective skills, creativity, knowledge and expertise of people. Building community capacity means adding to existing assets, co-ordinating existing assets for collaborative and co-ordinated action, and the mobilisation of those assets to enhance power and authority to achieve change.

Community Assessment

Community assessment attempts to evaluate the impact of a given event or action on a community's quality of life. Community assessment is an integral part of planning and development and, where genuinely engaged in, will significantly shape a project. A thorough community assessment should investigate all issues of importance to the people in that community.

Downtown Eastside

For the purposes of this report, the boundaries of the Downtown Eastside are those adopted by the Vancouver Agreement. The region is described on Page 6 of this report.

Gentrification vs. Revitalization

Gentrification: the process by which higher income households displace lower income residents of a neighbourhood, changing the character of that neighbourhood.

Revitalization: the process of enhancing the physical (housing and streetscapes), commercial (businesses and services) and social (employment and safety) elements of a neighbourhood. Gentrification may or may not occur during the revitalization process.

Thus there are three specific conditions which all must be met for neighbourhood change to be defined as gentrification: displacement of original residents, physical upgrading of the neighbourhood, particularly of housing stock; and change in neighbourhood character.

"Gentrification does not automatically occur when higher income residents move into a lower income neighbourhood; for example, at a scale too small to displace existing residents, or in the context of vacant land or buildings. Nor does economic development activity - revitalization - necessarily imply gentrification. Tenants can

leave their units for a range of reasons, so departures in a revitalizing neighbourhood do not necessarily mean gentrification is occurring."

Hallmark Events

"Major one-time or recurring events of limited duration, developed primarily to enhance the awareness, appeal and profitability of a tourism destination in the short and/or long-term. Such events rely for their success on uniqueness, status or timely significance to create interest and attract attention."

Examples of hallmark events include World Expositions and Olympic Games.

Homelessness

The United Nations defines two categories of homelessness:

- *Absolute homelessness* refers to those without any physical shelter. This would include those who are living rough (i.e. in parks or on the beach, in doorways, in parked vehicles, or parking garages) as well as those in emergency shelters or in transition houses for women fleeing abuse.
- *Relative homelessness* refers to the homeless at risk. These are individuals or families whose living spaces do not meet minimum health and safety standards, and do not offer security of tenure, personal safety and/or affordability. Homeless at risk individuals or families spend more than 50% of their income on housing. The homeless at risk population includes people living in SRO hotels and the invisible homeless, such as individuals who are 'couch surfing'.

International Olympic Committee -- Rule 37(6)

Any candidate city shall offer such financial guarantees as considered satisfactory by the IOC Executive Board. Such guarantee may be given by the city itself, local, regional or national public collectives, the State or other third parties. At least six months before the start of the IOC Session at which the Olympic Games will be awarded, the IOC shall make known the nature, form and exact contents of guarantees required.

International Olympic Committee - Rule 40

The NOC, the OCOG and the host city are jointly and severally liable for all commitments entered into individually or collectively concerning the organization and staging of the Olympic Games, excluding the financial responsibility for the organization and staging of such Games, which shall be entirely assumed jointly and severally by the host city and the OCOG, without prejudice to any liability of any other party, particularly as may result from

any guarantee given pursuant to Rule 37, paragraph 6. The IOC shall have no financial responsibility whatsoever in respect thereof.

Social Impacts

The review defines social impact as impact that affects:

- "People's life (how they live, work, play and interact with one another on a day-to-day basis),
- Their culture (shared beliefs, customs and values), and /or
- Their community (its cohesion, stability, character, services and facilities)"

From: Armour, A., "The challenge of assessing social impacts", *Social Impact: The Social Impact Management Bulletin*, vol. 1, no. 4, 1992 pp. 6-9.

The review notes that:

"Connecting social impacts to hallmark events is an inexact science. The events themselves are not always the sole contributors to effects, and it is difficult to isolate their 'share' of the observed impact. Furthermore, social impacts are rarely purely positive or negative for the community. Because of factors such as age, income, ethnicity, and gender, people lose or gain differentially from hosting hallmark events in their City. Thus, what may be a positive impact for some may be viewed negatively or with indifference by others."

From: Community Social Planning Council of Toronto, *A Socio-Economic Impact & Equity Plan: 2008 Olympic and Paralympic Games*, Commissioned by the Legacy and Community Enhancement Committee of the TO-Bid, Final Report, October, 2000, p.3.

APPENDIX VI

INNER-CITY INCLUSIVE COMMITMENT STATEMENT

**2010 Winter Games Inner-City Inclusive Commitment Statement
Approved by Vancouver Agreement Management Committee**

July 25, 2002

The Bid Corporation and its Member Partners are pleased to present the 2010 Winter Games Inner-City Inclusive Commitment Statement. This Commitment Statement builds from the attached Inclusive Intent Statement, endorsed by the Bid Corporation and its Member Partners, which speaks to participation and equity for all British Columbians, including low and moderate-income people. The Inner-City Inclusive Commitment Statement outlines the goals and objectives in the planning for and hosting of a inclusive Winter Olympics Games and Paralympics Winter Games. The intent is to maximize the opportunities and mitigate potential impacts in Vancouver's inner-city neighbourhoods from hosting the 2010 Winter Games.

The inclusive approach to planning and implementing the Winter Games is being undertaken in two phases. During the current bidding phase, the emphasis is to ensure that inclusive goals and objectives are set for Vancouver's inner-city neighbourhoods. Should Vancouver be awarded the right to host the 2010 Winter Games, planning will move to the organizing phase which will be led by the Organizing Committee and its Member Partners. The Member Partners are committed to ensuring that the Inner-City Inclusive Commitment Statement is adopted by the Organizing Committee. During the organizing and implementing phase, there will also be opportunities to use this Commitment Statement as a model for applying the concepts in other communities.

In addition, during the organizing phase, programs and policies will be developed that support the goals and objectives in the Commitment Statement to create a strong foundation for sustainable socio-economic development in Vancouver's inner-city neighbourhoods, particularly in Downtown Eastside, Downtown South and Mount Pleasant. The programs will be a shared responsibility of the Member Partners and the Organizing committee. They will be developed in the context of existing government activities and take into account fiscal limits. Also during the implementation phase, steps will be taken to ensure incorporation of the interests of different groups, such as aboriginal people, women, youth, people with disabilities, people of colour, immigrants and other groups.

As an indication of the intent to implement the goals and objectives contained in this Commitment Statement, a program "Opportunities Starting Now" is being initiated through the Vancouver Agreement. Its purpose is to identify, develop and build a positive legacies now for the inner-city neighbourhoods.

The Vancouver 2010 Bid Corporation and its Member Partners have adopted the following goals and objectives to ensure that the interests of those living in Vancouver's inner-city neighbourhoods are addressed:

ACCESSIBLE GAMES

- (a) Develop barrier free venues for people with disabilities**
- (b) Ensure reasonable accessibility for people with disabilities**
- (c) Make affordable tickets available for Vancouver's low-income inner-city residents, including at risk youth and children**

AFFORDABLE RECREATION & COMMUNITY SPORT

- (a) Maximize inner-city residents' access to the new and public upgraded facilities after the Winter Games**
- (b) Ensure inner-city community centers have equitable access to surplus sporting equipment**
- (c) Maximize access by inner-city residents, at-risk youth and children to sport and recreational initiatives by building from the current sport delivery infrastructure**

BUSINESS DEVELOPMENT

- (a) Develop opportunities for existing and emerging local inner-city businesses and artisans to promote their goods and services**
- (b) Develop potential procurement opportunities for businesses that employ local residents**

CIVIL LIBERTIES AND PUBLIC SAFETY

- (a) Provide for lawful, democratic protest that is protected by the Canadian Charter of Rights and Freedoms**
- (b) Ensure all inner-city residents' continued access to public spaces before, during and after the Games and provide adequate notice of any restrictions of the use of public space/facilities and prominently display alternate routes and facilities**

- (c) Maintain the current level of public safety and security in inner-city neighbourhoods during the Winter Games.**
- (d) Commit to a timely public consultation that is accessible to inner-city neighbourhoods, before any security legislation or regulations are finalized, subject to lawful and legitimate confidentiality requirements**
- (e) Ensure RCMP is the lead agency for security**
- (f) Reflect the aesthetic design standards of Vancouver in all security related measures**

CULTURAL ACTIVITIES

- (a) Showcase the diverse cultural, multicultural and aboriginal activities of inner-city residents**

EMPLOYMENT & TRAINING

- (a) Create training and a continuum of short and long-term employment opportunities for inner-city residents to encourage a net increase in employment**
- (b) Provide reasonable wages and decent working conditions for any local worker producing Games related goods and services before and during the Winter Games**

ENVIRONMENT

- (a) Ensure environmental "best practices" in inner-city neighbourhoods**

FINANCIAL GUARANTEES

- (a) Provide adequate funds to maintain and operate the new or upgraded public recreational facilities after the Games to maximize the number of facilities available to inner-city residents**
- (b) Provide adequate programming funds for the new or upgraded public recreational facilities to encourage a maintenance or increase in recreation programs**
- (c) Provide disclosure of all financial aspects of the Games, including expenditures and revenues, in the bidding and organizing phase of the Games**

- (d) Commit to a comprehensive annual financial audit**

HEALTH AND SOCIAL SERVICES

- (a) Maintain delivery of health and social services to inner-city residents during the Winter Games**
- (b) Showcase a commitment to public health issues, including a comprehensive alcohol and drug strategy**

HOUSING

- (a) Protect rental housing stock**
- (b) Provide as many alternative forms of temporary accommodation for Winter Games visitors and workers**
- (c) Ensure people are not made homeless as a result of the Winter Games**
- (d) Ensure residents are not involuntarily displaced, evicted or face unreasonable increases in rent due to the Winter Games**
- (e) Provide an affordable housing legacy and start planning now**

INPUT TO DECISION-MAKING

- (a) Provide inclusive representation on the Bid Corporation's and Organizing Committee's Board structures and all relevant Bid Corporation and Organizing Committee's work groups**
- (b) Ensure inner-city inclusive work continues to operate under the Organizing Committee and its Member Partners**
- (c) Work with and be accessible to an independent watchdog group that includes inner-city residents**
- (d) Develop full and accountable public consultation processes that include inner-city residents**
- (e) Document opportunities and impacts experienced in inner-city neighbourhoods in a comprehensive post-Games evaluation with full participation by inner-city residents**

NEIGHBOURLINESS

- (a) Stage events that respect adjacent neighbours**

TRANSPORTATION

- (a) Ensure all Vancouver Games events and venues can be reached by public transit at an affordable cost**
- (b) Minimize any potential adverse transportation impacts on inner-city residents**