



Public Policy Road Map for Manitoba's Social, Economic, and Environmental Future:

**2019-2020
CCEDNET MANITOBA
SOLUTIONS PACKAGE**



Canadian
CED Network
Manitoba

Understanding our Public Policy Road Map

This document represents a Public Policy Road Map rooted in a Community Economic Development vision for the Province of Manitoba and our municipalities. The recommendations proposed in this document, when taken all together, represent solutions to some of Manitoba's most challenging, interconnected issues.

It is our collective belief that if Manitoba follows this Road Map, our social, economic, and environmental future will be stronger and our communities will be more inclusive, democratic, and sustainable.

The public policy solutions presented are, in many instances, already working in communities. Some policy recommendations are strategic, visionary ideas for change, and others are immediate fixes. They are based on the CED model, which is action led by people locally to create economic opportunities and improve social and environmental conditions in communities, especially with and for those who need it most. Our members believe that when these solutions are scaled up, implemented, or enacted, they will serve to build fairer and stronger local economies, reduce poverty and homelessness, tackle climate change, and ensure sustainable and inclusive communities in the Province of Manitoba and our municipalities.

Importantly, these recommendations exist together and depend on each other to succeed. While not an exhaustive set of policies, this is a comprehensive approach to addressing some key challenges in Manitoba and our municipalities. When enacted, we believe it would also create a more supportive and enabling environment in which our members could more effectively achieve their missions and goals, leading us towards our collective vision.

Our Collective Vision is: Sustainable and inclusive communities directing their own social, economic and environmental futures.

Our public policy mandate is the result of a democratic decision-making process. Every year, members of the Canadian Community Economic Development Network - Manitoba (CCEDNet Manitoba) work together to create a pragmatic, wide-ranging and solutions-focused set of public policy resolutions.

The Canadian Community Economic Development Network (CCEDNet) is a national association of several hundred organizations and individuals in every province and territory working to create sustainable and inclusive communities directing their own social, economic and environmental futures. CCEDNet and its members are committed to the values of inclusion, diversity and equity. Our methods are participatory, democratic, innovative and entrepreneurial.

More than one hundred members are represented by CCEDNet Manitoba. Our membership is broad, and works with thousands of community members across the Province. Our membership is diverse, spanning a multitude of methods, models, and organizational structures, with non-profits, co-ops, social enterprises, for-profits and individuals included. Our wide range of work reflects our diverse membership base, but the common objective of building strong, fair, equitable and sustainable communities is our most important commitment.

At our annual policy summit, members gather to discuss and ratify these ideas after completing consultations and drafting resolutions. This collective process allows for well-rounded discussions, and not only produces smart and helpful policy suggestions, but also increases the knowledge and skills of our Network. Resolutions are active for three years unless re-submitted in an amended form. With an evolving membership over time, our policy mandate is also evolving.

This document groups together all the resolutions within six theme areas that serve our vision, with some including sub-themes. The initial background for each resolution provided has been incorporated within the context of each recommendation. The democratically-decided recommendations are included under each section. They are divided into recommendations for the Province of Manitoba and Manitoba municipalities, particularly the City of Winnipeg.

This document is intended for general public education and engagement, with a particular focus on elected officials and others working in government at all levels, as well as an educational tool for anyone working in or interested in Community Economic Development.

These are the priorities of our membership for 2019 that bring to life our vision for Manitoba's future. They will be revisited when we look ahead to 2020, providing an opportunity once again for the membership to draft resolutions and collectively decide on what must be included to achieve our collective vision.

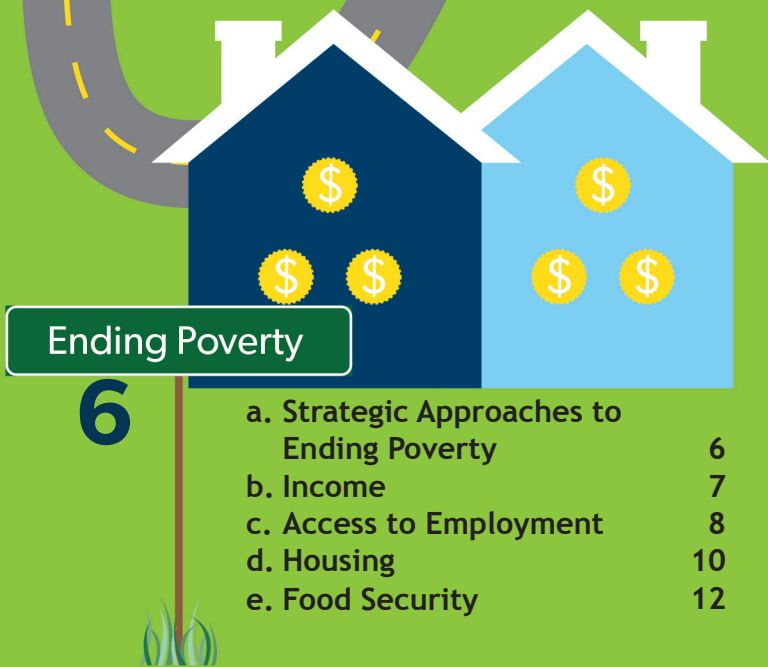
For more information about CCEDNet Manitoba, including our policy work, please visit our regional website at www.ccednet-rcdec.ca/manitoba. You can also contact our office at 204-943-0547 or sleesonklym@ccednet-rcdec.ca.

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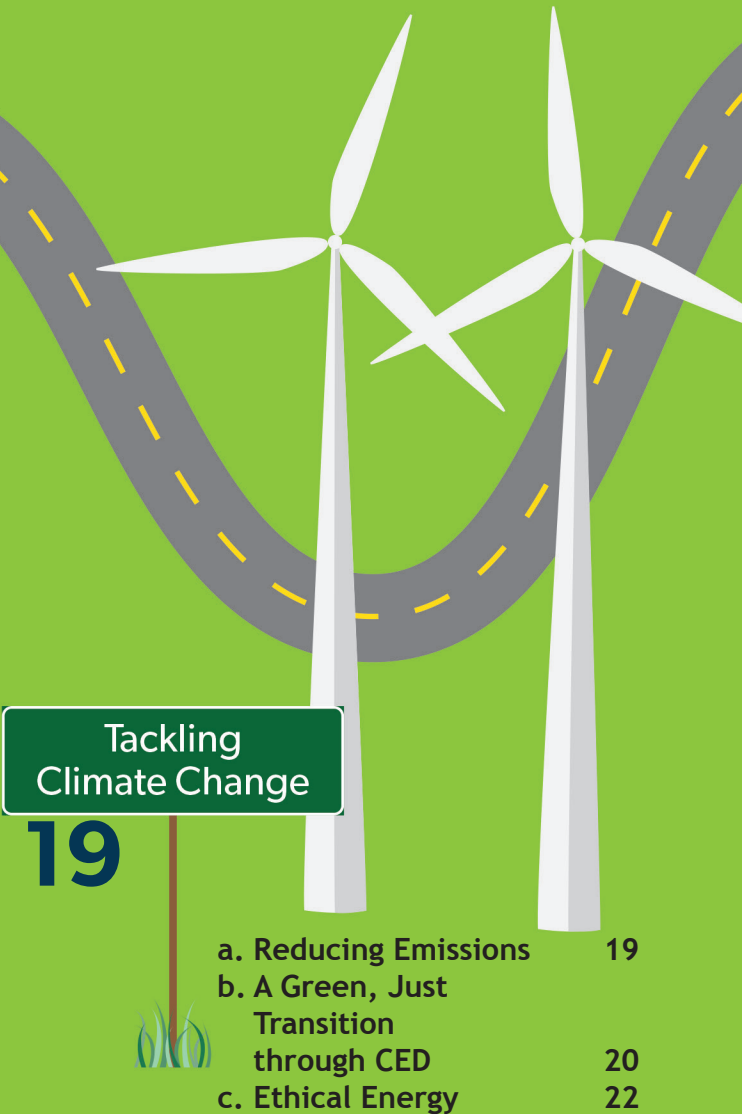
PUBLIC POLICY ROAD MAP FOR MANITOBA'S SOCIAL ECONOMIC, AND ENVIRONMENTAL FUTURE



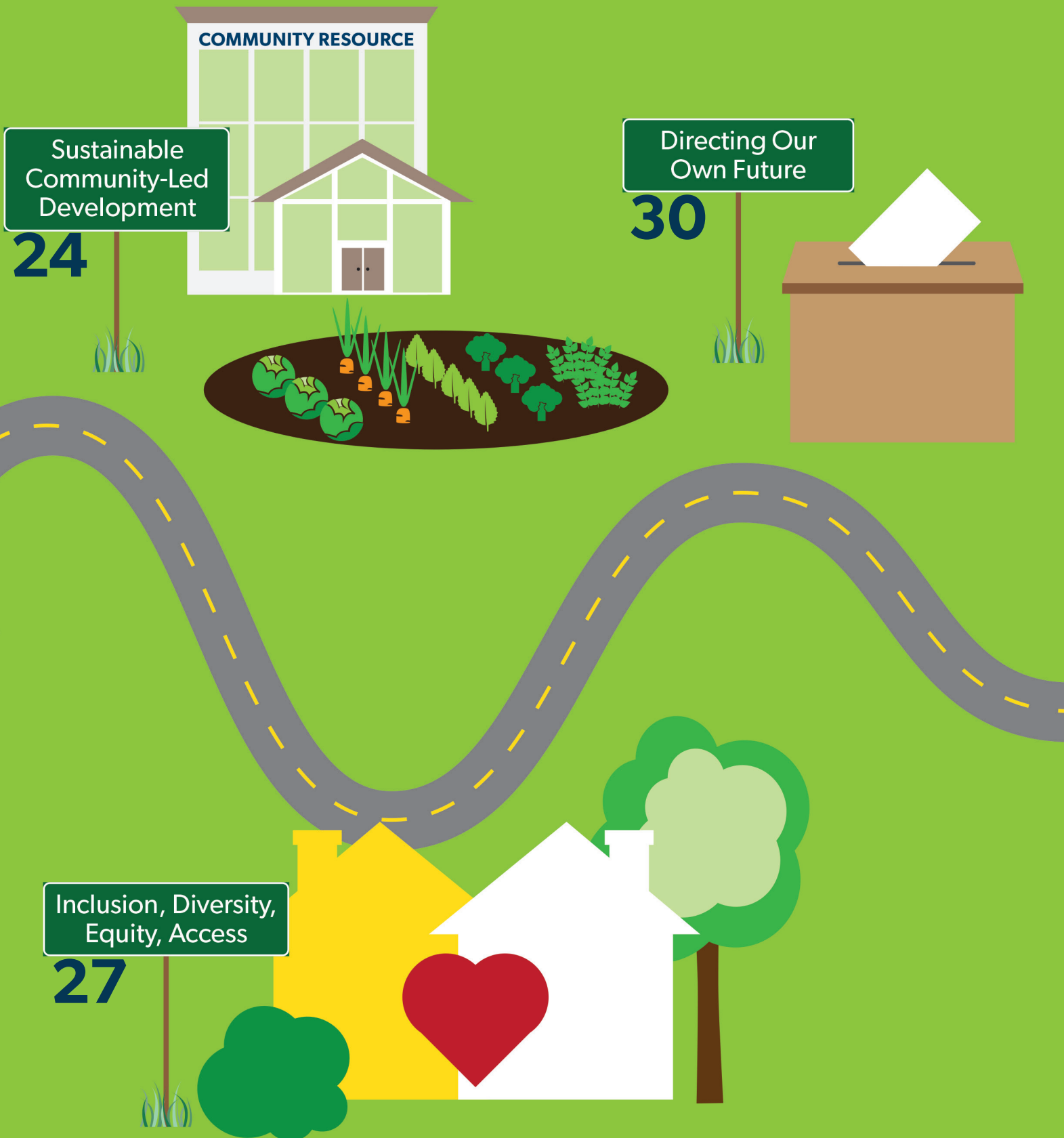
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Ending Poverty

The ability of inclusive and sustainable communities to create solutions for local challenges in Manitoba requires access to safe and affordable housing, sufficient healthy food, adequate incomes, child care, education and training at all life stages, supports to attain good jobs, and health services. Without access to one or more of these, Manitobans are at risk of poverty, social exclusion and a lower quality of life. All Manitobans deserve the opportunity to pursue a fulfilled life, participating in our communities and economy.

Far too many Manitobans continue to live with inadequate incomes impacting their health and wellbeing, and increasing the barriers they face to full participation in the community. One in three children under 6 are living in poverty. Indigenous people, newcomers, people living with disabilities, people who experience mental illness, single parents, seniors, women, Two Spirit, transgender, gender variant, and non-binary people are more likely to live in poverty.

STRATEGIC APPROACHES TO ENDING POVERTY

2019-5 Poverty Reduction Plan & Legislation

A comprehensive and integrated approach must be taken to effectively address the multiple and inter-related causes of poverty and social exclusion. The Province of Manitoba is committed to significantly reducing poverty in Manitoba. It passed *The Poverty Reduction Strategy Act* in 2011, requiring the province to update its poverty reduction plan every five years.

In *OurWinnipeg*, The City of Winnipeg acknowledged its role in working with community partners to foster an inclusive and equitable community, and in working within its serves areas as a collaborator on poverty reduction. Other Manitoba municipalities are taking action to reduce poverty in their communities.

A comprehensive poverty reduction strategy at any level of government will help achieve the objectives of community-based poverty reduction and neighbourhood renewal efforts. It will provide a framework within which various pieces of a CED policy agenda can come together, thus contributing to build stronger local economies and contributing to growing Manitoba's social economy.

Recommendations to the Province of Manitoba:

- Immediately release a comprehensive poverty reduction strategy with outcome-based targets and timelines for measuring results, in turn making governments accountable, providing an incentive to follow through with actions to reduce poverty and social exclusion, and providing a basis from which progress can be measured
- Ensure that cross-governmental policy decisions are in line with Manitoba's own and federal poverty reduction strategies, as well as responding to applicable recommendations from any municipal poverty reduction strategies
- Build on the objectives of community-based poverty reduction and neighbourhood renewal efforts, while providing a framework within which various pieces of a Community Economic Development policy agenda can come together

-Strive to meet the recommendations within the community plan, *The View From Here*, endorsed by over 100 organizations and recommended for examination and implementation within *the Legacy of Phoenix Sinclair* report.

Recommendations to the City of Winnipeg and Manitoba municipalities:

-Partner with community based organizations and key stakeholders to create and implement comprehensive poverty reduction strategies in collaboration with other levels of government, utilizing the unique role of cities and municipalities to set goals as well as the community-based *Winnipeg Without Poverty: Calling on the City to Lead* plan, endorsed by over 100 organizations, and including 50 priority recommendations in 13 theme areas.

INCOME

2017 - 3 Enhancing Income Supports as part of a Comprehensive Provincial Poverty Reduction Plan

2017 - 13 Living/Minimum Wage for all Manitobans

2019 - 6 Leveraging Canada Revenue Agency Infrastructure to Deliver Financial Assistance to Eligible Manitobans

A stable and livable income is a key element of getting out of poverty. Strong and healthy communities thrive when there are adequate incomes and economic security for community members. Manitobans on income assistance should have enough to meet their basic needs, and the welfare system should more easily allow those who are able to work to transition into meaningful employment. All Manitobans working full time should have enough income to support themselves and their families, along with key social programs.

There is a direct correlation between low-incomes and poverty and the justice system, the child welfare system, and health services. While the cost of living has gone up more than 40% over the last two decades, the Employment & Income Assistance (EIA) basic needs budget has barely increased. Single adults and persons with mental or physical disabilities on EIA have not been supported as much as families, and live in deep poverty with incomes that equal 53% and 68% of the poverty line, respectively (based on Market Basket Measure).

At the same time, the minimum wage is still not high enough to bring full-time minimum wage workers to the poverty line, according to the Low-Income Cut Off - Before Tax (LICO-BT). Full-time employment should be a pathway out of poverty, but too often this is not the case. Single-parent households are much more likely to live in poverty compared to households with two-parents and two children.

No government jurisdiction in Manitoba has yet implemented a living wage, the amount needed for a household to meet its basic needs, taking into account government transfers and deductions and the actual cost of living. A living wage policy would alleviate severe financial stress for families by helping to lift them out of poverty and provide a basic level of economic security, demonstrating government leadership and setting an example.

Existing financial assistance programs that ensure low-income Manitobans can support themselves and their families are not yet being used to their fullest potential. Programs such as the 55 PLUS Manitoba Income Supplement or the Manitoba Child Benefit may be underutilized as a result of the

bureaucracy through which these benefits are delivered, placing a burden for government, eligible Manitobans, and non-profit organizations that support eligible Manitobans to apply for these programs.

Recommendations to the Province of Manitoba:

- Replace the Employment and Income Assistance (EIA) basic needs budget with a new and enhanced portable Livable Basic Needs Benefit for low-income Manitobans (both on and off EIA), that would bring the total incomes of all Manitobans to at least the poverty line, including single adults and persons with a physical or mental disability. In tandem with training, employment, and other opportunities, this would help eliminate the welfare wall holding Manitobans who are able to work from accessing employment.
- Adopt a Living Wage policy, co-constructed with community stakeholders to ensure that employees and contracted services are paid at least a living wage.
- Incrementally increase the minimum wage through a series of pre-announced steps to the LICO-Before Tax for a one-parent, one child household, and index annually to the LICO-BT
- Partner with the Canada Revenue Agency to administer the 55 PLUS Manitoba Income Supplement and Manitoba Child Benefit through Canada Revenue Agency. Eligibility for the 55 PLUS Program Manitoba Income Supplement should be automatically assessed by utilizing income tax filing data, and benefits paid quarterly through Canada Revenue Agency alongside the GST/HST Credit. Similarly, eligibility for the Manitoba Child Benefit should be automatically assessed by utilizing income tax filing data, and benefits paid monthly through Canada Revenue Agency as a supplement to the Canada Child Benefit.

Recommendations to the City of Winnipeg and Manitoba municipalities:

- Adopt a Living Wage Policy, co-constructed with community stakeholders to ensure employees and contracted services are paid at least a living wage, in line with municipalities in BC, across Canada, and some private sector employers in Manitoba.

ACCESS TO EMPLOYMENT

2018 - 2 Supporting Employment Partnerships for Indigenous Job Seekers Facing Multiple Barriers

2019 - 8 Reducing Child Apprehension through Addressing Poverty, and promoting meaningful employment through social enterprise

2019 - 11 Early Learning and Childcare

2019 - 7 Facilitating Access to Birth Certificates for Low-income Manitobans

Creating access to education, training, and meaningful employment is a key element of community economic development in Manitoba. For those who are part of communities facing barriers to the labour market but who are able to work, a job is a crucial pathway out of poverty. Barriers to employment should be eliminated, and government should grow the labour market through community-based training and employment opportunities to end cycles of poverty.

High poverty is linked to unemployment, the child welfare system, incarceration, and the welfare wall. Historical and ongoing discrimination against Indigenous peoples has contributed to exceptionally high rates of unemployment in some Manitoban Indigenous communities. The unemployment rate for off-reserve Indigenous Manitobans was 10.2%, as compared to 6.2% for non-Indigenous Manitobans (2015).

Root causes of unemployment are rarely tackled by government. Gaps between training, obtaining and maintaining a job are serious. Numerous barriers to employment, such as exorbitant childcare costs, lack of childcare spaces particularly in low-income neighbourhoods, and lack of access to necessary identification, exclude some marginalized communities and low-income Manitobans from accessing meaningful employment.

Numerous place-based, community-led initiatives, interventions, and enterprises are combatting this cycle by creating job opportunities and doing community development. Social enterprises in Manitoba providing employment with wrap-around supports for people have successfully provided meaningful job opportunities for individuals. In many cases, scaling these initiatives along with making key public policy changes offers an opportunity for government to support meaningful employment as a key poverty reduction measure, and see a greater social return on investment than continued budgetary increases in the child welfare system and incarceration.

Recommendations to the Province of Manitoba:

- Provide the necessary resources and policy supports to organizations and initiatives providing long-term supports to Indigenous job seekers facing multiple barriers to employment and employers committed to inclusive hiring.
- Have the Department of Families lead cross-departmental engagement with social enterprises, scaling up success in reducing poverty, reducing number of children and youth in care, and supporting Manitobans who wish to work to access education, training and meaningful work, and ensuring that social enterprises can access the necessary wrap-around supports for their employees, including housing, addictions treatment, and cultural healing.
- Eliminate the barrier to employment of high childcare costs and a lack of spaces, and harness the power of investing in early learning and childcare in stimulating the local economy by creating at least 16,000 new, funded not-for-profit childcare spaces with trained early childhood educators, ensuring all existing spaces receiving adequate operating funding, eliminating the \$2.00 daily childcare fee for subsidized families, and increasing the income level at which families are eligible for a full fee subsidy.
- Eliminate the barrier for marginalized Manitobans to access necessary identification for employment by establishing a streamlined and non-stigmatizing fee waiver system that enable low-income Manitobans to obtain or replace a birth certificate free of charge, and provide timely support to ensure incarcerated individuals and youth exiting Child and Family Services also receive birth certificates free of charge.

HOUSING

2018 - 1 Supporting a National Housing Strategy

2017 - 1 Affordable and Social Housing

2017 - 5 Elderly & Infirm Persons Housing Act and Tax Treatment

2018 - 3 Rent Supplements, RGI, and transitioning to Rent Assist

2017 - 4 Cooperative Loans & Loan Guarantee Board & Housing Co-ops

Affordable housing is a key piece of neighbourhood renewal and a necessary foundation for neighbourhood and family stabilization. Housing is a basic human right, and a crucial aspect of community economic development and ending poverty.

Although vacancy rates in Manitoba's cities are creeping up, many Manitobans continue to experience an affordable housing crisis. Far too many households spend 50% or more of their income on rent, putting them at significant risk of losing their housing, while taking away necessary resources that could go toward food, transportation, or health. KPMG's Manitoba Fiscal Performance Review identifies that from 1992-2015, Median Household Income has gone up 15% while average rent on a two-bedroom apartment has increased 86%.

Social housing, a form of affordable housing subsidized by public dollars, saves public money through reduced health, social services, and justice system costs and gives low-income people the ability to live in secure and permanent housing. For instance, it costs on average \$48,000 a year to leave someone on the street versus \$28,000 a year to house them. Long-term social housing is one of the most cost-efficient ways to house someone.

Non-profit and cooperative housing is the most cost-efficient form of providing affordable and social housing. Housing cooperatives are much more affordable than average private sector rental costs and they create more permanent community assets. They also offer housing security through democratic decision-making by co-op members and build capacity in members through their participation in the governance structure. There are more than 45 housing cooperatives in Manitoba providing more than 2,700 families with safe, affordable homes.

Federal tax structures and the lack of a national housing strategy have, over the past 40 years, slowed the creation of social and affordable rental housing. Our existing stock is eroding through aging, demolition, expiring federal operating agreements, and conversion to condominiums, and is not being adequately replaced. A majority of federal housing agreements for Canada's housing cooperatives and non-profit housing providers are scheduled to end between 2014 and 2021. The Province of Manitoba can add to the supply of social and affordable housing through new builds and new subsidies, however, it has no current commitment to increase supply. These factors have escalated rents to make them unaffordable to a growing number of people, especially the most vulnerable (those on a fixed income, persons with disabilities, newcomers, women, and Indigenous people).

For those in the private rental market, Rent Assist continues to be available to support low-income Manitobans in private rental housing, an important portable benefit for Manitobans struggling to afford rent. KPMG's Manitoba Fiscal Performance Review further identified that the average recipient transitioning from a rent-geared-to-income subsidy to Rent Assist will be required to

pay an additional \$3302 in annual rent, representing a 75% increase over the recipient's current portion. Such a rent increase to low-income households would result in undue hardship, forcing families from their homes and communities into substandard and overcrowded housing. As housing costs increase, people are forced to spend food money on rent, making personal debt and food banks necessities for survival.

All three levels of government have to play a role in affordable and social housing. The Province of Manitoba and the City of Winnipeg can be proactive in working with the federal government as it creates and funds its national housing strategy.

Recommendations to the Province of Manitoba:

Housing Strategy

- Engage with the Government of Canada as a full and willing partner in the National Housing Strategy with an aim to:
- Legislate the right to housing
- Deliver a new cost-shared rent subsidy to replace expiring federal subsidies
- Work with community partners in the non-profit and cooperative sector to maintain the viability of existing affordable and social housing providers;
- Provide financial support on a cost-shared basis for the construction of new affordable and social housing units in Manitoba.

Non-profit and Cooperative Housing

- Establish a policy for all surplus land disposals that ensures non-profit and cooperative housing providers are prioritized for receiving surplus land for the purpose of creating affordable housing.
- Help build the capacity of non-profit and co-op housing providers to create new social housing projects in order to ensure that communities in most need of housing have improved access to housing funding.
- Allow the Cooperative Loans and Loan Guarantee Board to entrench the inclusion of non-profit housing cooperatives within their criteria for loan eligibility, and maintain this practice as a cost effective means to reducing barriers to the development of affordable housing.
- Permit Elderly and Infirm Persons Housing projects to retain their "residential" classification as opposed to "institutional", to be in line with tax levels of similar housing projects

Social Housing

- Ensure that all Manitoba Housing tenants have access to tenant-driven resource centres that offer comprehensive supports either on site or nearby.
- Make an annual investment of at least \$126M to meet the estimated need for capital repairs and maintenance in public housing units by 2020.
- Eliminate the further erosion of rent-geared-to-income housing, such that the existing commitment to annually create 500 each of new social and affordable housing units represents a net increase in social housing, while also planning for further net increases, beyond these existing commitments, to the supply of affordable and social rental housing province-wide for those most in need.

Rental Subsidies

- Deploy any resources available (including cost-sharing agreements under the National Housing Strategy) to ensure that the present recipients of rent-geared-to-income receive support that is introduced in a timely and seamless manner and is equal in both depth and breadth to the support they currently receive.
- Continue to make Rent Assist available to low-income Manitobans on and off of EIA and reinstate the pre-2017 regulatory formula.

Recommendations to the City of Winnipeg and Manitoba municipalities:

- Support provincial and national affordable housing initiatives by using the planning, regulatory, and financial tools and powers at its disposal to support affordable rental housing and social housing.
- Continue to fund the Housing Rehabilitation Investment Reserve (HRIR), and develop a regular and transparent process for reviewing and adjusting its size to ensure it adequately meets housing needs in Winnipeg. The HRIR is crucial for supporting neighbourhood renewal and creating affordable housing, however, the HRIR budget allocation is not sufficient to address the current rental housing shortage or housing renewal in priority neighbourhoods.
- Provide the Winnipeg Housing Rehabilitation Corporation with a stronger mandate and increased resources to bring multiple levels of government together to initiate and coordinate the funding and development of new affordable and social housing options throughout Winnipeg.
- Regulate the conversion of rental stock to condominiums when vacancy rates fall below 4% across Manitoba municipalities.
- Establish policies for all surplus land disposals that ensures non-profit and cooperative housing providers are prioritized for receiving surplus land for the purpose of creating affordable housing, learning from the City of Brandon's Affordable Housing First policy.

FOOD SECURITY

2018 - 7 Food Councils

There are significant opportunities in Manitoba to enhance food security, engage communities in food solutions, respond to changing urban, rural, and northern environments and create economic opportunities. Food economies and food programming are key components of vibrant, healthy communities, and social inclusion.

In Manitoba, 12.2% of households are food insecure, meaning they do not have enough money to buy adequate food. 21.7% of Manitoba children live in food insecure households. Chronic diseases related to diet cost our province billions of dollars, with the cost of diabetes alone estimated to be \$498 million in 2010, and expected to reach \$639 million by 2020.

Provincial and local governments can play a key role in facilitating and planning for food secure communities and developing enabling regulatory structures. More than 60 Canadian municipalities, including Winnipeg and Brandon, have developed food councils and/or food strategies, fostering cooperation between government departments and community agencies and encouraging citizen involvement in the food system.

Successful food councils and food strategies require adequate resources, including funding from provincial and local governments. Comprehensive food strategies strengthen food security, improve health and create economic opportunities for producers and processors in a strong local food economy.

Recommendation to the Province of Manitoba:

- Create and adequately resource municipal food councils mandated to develop and implement local food strategies in partnership with civil society and food system stakeholders.
- Create and adequately resource a provincial food council mandated to develop and implement a provincial food strategy in partnership with civil society and food system stakeholders.

Recommendation to the City of Winnipeg and Manitoba municipalities:

- Commit \$175,000 annually to operate the Winnipeg Food Council (Coordinator: \$60,000; Administrative Supports: \$40,000; Operating budget: \$75,000).
- Create and adequately resource municipal food councils mandated to develop and implement local food strategies in partnership with civil society and food system stakeholders.

Local and Fair Economies

Addressing poverty, social exclusion, income inequality and unemployment must be rooted in community economic development that supports local ownership and economic development, distributes profits equitably, and creates jobs and services in communities where they are otherwise lacking. Community Economic Development (CED) is rooted in a framework that values economic, social, and environmental outcomes and a diversity of enterprises and organizations that support local asset building and community ownership. These enterprises generate community benefits: employment, reduced poverty, environmental sustainability, reduced crime, improved health outcomes, and more inclusive, strong and sustainable local economies.

Government should play an important role in strengthening CED ecosystem development, frameworks, and supports. As a result, Manitoba's social economy, made up of social assets (such as co-op housing, childcare centres), social enterprises including co-operatives and revenue-generating initiatives of non-profits, credit unions and social finance organizations, training and skill development enterprises, and supportive sectoral and regional networks, would contribute to stronger local economies and healthier communities overall within the province.

COMMUNITY ECONOMIC DEVELOPMENT POLICY FRAMEWORK AND LENS

2017 - 9 Provincial and Municipal CED Policy Framework and Lens

The challenges faced by Manitoba's communities must be addressed with a holistic and flexible approach. Community economic development (CED) provides that approach. CED is community-led action that creates economic opportunities while enhancing social and environmental conditions. It is flexible in that it allows each community to pursue development strategies that respond to its unique needs and priorities.

The objective of a CED policy framework is to ensure that CED principles are incorporated into provincial and municipal government policies so they better respond to the economic, social and environmental needs of local communities. Integrating a framework like this would promote strong, inclusive, sustainable and resilient Manitoba communities.

Recommendations to the Province of Manitoba:

-Implement a CED Policy Framework and Lens across all government departments at the provincial level. As part of a policy framework, the following CED principles should, wherever possible, be incorporated into all government policies and programs:

1. Use of locally produced goods and services
2. Production of goods and services for local use
3. Local re-investment of profits
4. Long-term employment of local residents
5. Local skill development
6. Local decision-making
7. Public health
8. Physical environment
9. Neighbourhood stability

10. Human dignity

11. Interdepartmental and Intergovernmental collaboration

Recommendations to the City of Winnipeg and Manitoba municipalities:

-Adopt and apply a CED lens to policies and programs, utilizing the same principles as a provincial framework.

SOCIAL ENTERPRISE, COOPERATIVE, AND SMALL BUSINESS DEVELOPMENT

2017-11 Strengthening Manitoba's Co-operative Sector

2017 - 14 Manitoba Social Enterprise Strategy

2019 - 10 Restore Business and Enterprise Development Support Services

Enterprises and small businesses, including social enterprises and cooperatives, increase household incomes, create employment and democratic workplaces, and reduce government expenditure on social services and income assistance programs. Government plays a crucial role in setting the conditions for their development.

There are more than 400 cooperatives, credit unions, and caisses populaires in Manitoba, comprising of over 900,000 memberships and more than \$22 billion in assets. Cooperatives are a sustainable business model given their collective ownership and community commitment, typically sustaining longer than other new businesses. Strengthening the cooperative sector is required to achieve positive results for the entire economy. Manitoba currently supports co-op development and has successfully partnered with the cooperative sector, including through the Co-op Visioning Strategy.

Social enterprises strategically use a business model to realize social outcomes such as the creation of jobs for people facing barriers to employment, provide important community services, generate revenue for non-profits, and are more effective at building fairer, stronger and more sustainable local economies and communities than traditional business models. Social enterprises contribute to economic growth and often prevent costly social and environmental problems. The Province of Manitoba co-developed and partially implemented the Manitoba Social Enterprise Strategy in partnership with CCEDNet Manitoba. The Strategy is a set of policy and programming recommendations to create a robust ecosystem for work integration social enterprises (social enterprises providing job and training opportunities for people facing barriers to employment), including identifying opportunities for creating new social enterprises; developing capacity, networks, and knowledge exchanges; ensuring social enterprises can access appropriate funding and financing; and more.

Third-party non-profit business services providers deliver business development, cooperative, and social enterprise development services for new and expanding enterprises, leading to greater enterprise development in communities traditionally excluded from economic development. Examples include the Department of Growth, Enterprise, and Trade's Cooperative Development Services branch, the Entrepreneurship Manitoba Special Operating Agency, and the Communities Economic Development Fund (CEDF). Most of these programs and funds have restructured over the past three years, halting some services such as business consulting and self-serve business library research, reducing cooperative development services, and putting others under moratorium such

as the CEDF Business Loan program to rural communities and individuals. Gaps continue to exist for business and enterprise support services that is most acutely felt by the self-employed and would-be entrepreneurs who live on low-income and/or in rural Manitoba.

Recommendations to the Province of Manitoba:

- Build upon commitments to strengthen the co-op sector by mobilizing existing resources and developing new resources in full partnership with the co-op sector to best serve the co-op development needs of Manitoba
- Fill the vacant co-op developer position of the Cooperative Development Services branch of Growth, Enterprise & Trade
- Support social enterprise development in Manitoba by:
 1. Allocating \$250,000 toward the implementation of the Manitoba Social Enterprise Strategy in 2019/2020
 2. Allocating other financial and non-financial resources toward co-implementing the Manitoba Social Enterprise Strategy in full partnership with the social enterprise sector.
 3. Committing to co-creating and co-producing a second phase of the Manitoba Social Enterprise Strategy beginning in 2020/21
- Increase the grants provided to third-party not-for-profit business and enterprise support services to 2016/17 levels so that low-income and rural Manitobans can receive robust and timely access to accessible business, cooperative, and enterprise development training and consulting services
- Lift the moratorium on the Communities Economic Development Fund business loan program for rural communities and individuals

SOCIAL PROCUREMENT

2017 - 12 Procurement for Community Benefit

2019 - 9 Supporting Community Employment Benefit on Infrastructure

Governments, including provincial and municipal, and the broader public sector (including crown corporations, hospitals, academia, and schools) purchase significant amounts of goods and services, referred to as procurement.

Increasing procurement from social enterprises, cooperatives and non-profits will scale up their positive economic, social and environmental outcomes and community benefits, as well as generate a greater return on investment to government and society. Manitoba Housing's use of social enterprise for the construction, maintenance and energy efficiency retrofits of Manitoba's affordable housing stock is an exceptional example of creating jobs for people with barriers to employment or experiencing intergenerational poverty. At the same time, energy efficiency retrofits have decreased the financial burden of rising energy bills to social housing providers and low-income households, while enhancing the sustainability of our environment. There is an immediate, attainable, and cost-effective opportunity to scale these outcomes, where public dollars can do double duty to achieve economic, social, and environmental outcomes.

Community Employment Benefits (CEBs) are an example of government procurement policies. CEBs support local investment, meaningful employment for marginalized individuals, and support enterprises with social, economic, and environmental missions. Stipulating reporting on CEBs introduces accountability on government infrastructure spending, and ensures public dollars

are reaching innovative community education, training, and employment practices like social enterprise. The Government of Canada's Investing in Canada Infrastructure Program stipulates that provinces, or the ultimate recipients of federal infrastructure dollars valued at ten million dollars or more, must report on community employment benefits realized through the project funding. This presents an innovative social procurement and purchasing policy change that could be a major catalyst for community economic development.

Recommendations to the Province of Manitoba:

-Implement procurement strategies that generate additional value through enhanced economic, social and environmental outcomes, including increased purchasing from social enterprises, cooperatives and non-profits, increased purchasing of local and sustainable food and/or increased job and training opportunities for people facing barriers to employment. This can be done using the following three tools, or a blend of each:

1. Demanding social, environmental and economic outcomes when purchasing goods and services by including them in the bid evaluation process, through tools such as Community Benefit Clauses;
2. Purchasing the social, environmental and economic outcomes directly as a program (for instance, funding a social enterprise as a training program that also provides goods and services to government);
3. Creating set-asides in purchasing that can only be accessed by social enterprises, cooperatives and/or non-profits.

-Ensure that community employment benefits be reported on for projects where the provincial government is the ultimate recipient, and when another level is the ultimate recipient, that reporting be required as well as per the Government of Canada's Investing in Canada Infrastructure Program.

Recommendations to the City of Winnipeg and Manitoba municipalities:

-Implement procurement strategies that generate additional value through enhanced economic, social and environmental outcomes in line with recommendations to the provincial government

SOCIAL INNOVATION THROUGH SOCIAL FINANCE

2018 - 6 Enabling Social Finance in Manitoba

2017 - 10 CED Tax Credit

Due to differences in structure and ownership, cooperatives, non-profits and social enterprises have particular challenges that are not well addressed by the existing mainstream financial sector. Access to the appropriate capital and financing is essential to the sustainability and success of any organization. Social enterprises and non-profit organizations may need support navigating and stacking financing and grant programs to launch or expand their operations. There is both opportunity and risk for all parties involved in financing, however this is not always fairly distributed throughout the relationship.

Co-operatives, credit unions, and caisses populaires in Manitoba hold more than \$22 billion in assets, while social enterprises in Manitoba earned at least \$53.6 million in revenues as of 2013. Social enterprises provided employment for at least 4,450 workers, who earned more than \$34.4 million in wages and salaries. Social finance opportunities must be available to access capital for

growth, and strengthening the social economy sector. Access to capital in order to pursue CED initiatives can be challenging for social enterprises, cooperatives and non-profits. Various financing models catered to local contexts are succeeding in supporting CED initiatives across Canada. Some include the mobilization of individuals as investors and the provision of equity investments with financial incentives.

The Province of Manitoba can play a role as a market enabler and developer, and can co-design policy and models with community stakeholders to ensure investments and policy target strategic priorities and provide for a fair sharing of risk and return. The Province of Manitoba is engaged in social finance through the Community Enterprise Development Tax Credit, operating subsidies for community finance organizations, as well as a commitment to implement Social Impact Bonds.

Recommendations to the Province of Manitoba:

- Provide engaged, knowledgeable representation to the Winnipeg Social Finance Working Group to act as a liaison between the WSFWG and the Province of Manitoba. WSFWG membership comprises of the Aboriginal Council of Winnipeg, Assiniboine Credit Union, the Canadian CED Network Manitoba, the Jubilee Fund, Local Investment Toward Employment, the Manitoba Cooperative Association, SEED Winnipeg, the United Way, The Winnipeg Foundation and the University of Winnipeg Community Renewal Corporation.
- Commit to reviewing existing social finance policy and programming, and be open to new recommendations from the WSFWG.
- Commit to a reciprocal relationship with the community of sharing knowledge, information and resources regarding social finance in Manitoba.
- Strengthen the CED Tax Credit by:
 1. Creating and implementing marketing tools in consultation with industry stakeholders to ensure community enterprises know the steps required to effectively apply for CED Tax Credit status as well as to sell shares.
 2. Supporting a central resource housed in the co-operative community to champion the CED Tax Credit, through public promotion, applicant support, and increasing capacity within the community economic development network.
 3. Developing a strategy and tools to educate and train co-op developers, existing co-operatives in Manitoba, economic development officers and others involved in business and co-op development in Manitoba to ensure that they are confident in using and supporting the use of the CED Tax Credit model.
 4. Create additional tax incentives for investment term renewals after five and ten years to further encourage investing in community enterprises.

Tackling Climate Change

Climate change is a defining issue of our time, imposing high and escalating costs on society over the coming decades and centuries. It requires clear, effective, and decisive action to reduce emissions. The OECD (Organisation for Economic Cooperation and Development) estimates that every dollar the industrialized world fails to invest in clean energy today will cost more than four dollars down the road.

Manitoba is not reducing emissions. Our GHG emissions are approximately 15% higher today than they were in 1990, and 22.3% above the level to comply with the Kyoto Protocol and Manitoba's Bill 15, The Climate Change and Emissions Reduction Act (2014 numbers, Climate Change Connection).

According to the 2018 UN Intergovernmental Panel on Climate Change (IPCC) report, global warming must be kept to a maximum of 1.5C by 2030, or earth will face worsened risk of drought, floods, extreme heat, and subsequent poverty and displacement for hundreds of millions of people. The IPCC report calls for unprecedented changes to reach this target.

Meeting the mountainous challenge this represents requires a new economic framework. Community economic development provides this framework by aiming to meet human needs, enhance the quality of life in communities, and focusing on economic endeavours that are in balance with nature. A CED economy can regenerate human and natural systems, building local economies and community resilience through social enterprises, co-operatives, and other community-owned economic assets. These enterprises' typically take a triple bottom line approach -- accounting for people, planet and profit. Government can support this approach through key efforts to immediately reduce emissions, strengthening ecosystems of local enterprises and the CED economy, and leading the way on a just transition to a green economy using renewable, ethical energy.

REDUCING EMISSIONS

2017 - 8 Reducing Emissions

Manitoba's largest sources of emissions include transportation, agriculture, and buildings. In signing the Vancouver Declaration, Premier Pallister has committed Manitoba to implement greenhouse gas mitigation policies that meet or exceed Canada's 2030 target of a 30% reduction below 2005 levels of emissions. As is evidenced in the IPCC report, immediately reducing emissions to these levels is essential. Significantly reducing emissions, while ending poverty and building strong local economies, is possible within a CED framework. The government must lead on immediately reducing emissions to meet the call within the IPCC report.

Imposing a price on carbon is only one policy mechanism by which to reduce carbon emissions. Many experts, including economist Mark Jaccard, prefer strong regulations that set clear and realistic guidelines for various industries. The Federal Government has imposed a price on carbon in 2018 for provinces that did not adopt a provincial carbon tax. Each province has a unique emissions profile, and has had to decide what kind of policy to implement, and how the collected funds will

be used. While a cap-and-trade system and a carbon tax each have their benefits and drawbacks, a carbon levy (ie. tax) is a flexible, simple, immediate, and scalable tool for the government to put a price on carbon.

Revenues collected through a carbon pricing system must be recycled in a way that: reduces costs for low-income earners through direct transfers or tax credits; helps to deploy existing technology and best practices for emissions reduction; and assists with adaptation, including urban densification strategies, the adoption of consumer electric vehicles, the improvement of best agricultural management practices, and more effective waste management.

Recommendations to the Province of Manitoba:

- Impose a carbon levy with a floor of \$30/tonne based on British Columbia's successful model, rising to \$200 over time;
- Complement the carbon tax with a strong set of regulations to reduce emissions from agriculture and transportation;
- Establish a carbon tax credit for Manitobans below the low-income cut-off;
- Recycle the remainder of revenues to deploy low-carbon technology and energy systems that make it easier for the public to reduce their reliance on fossil fuels; and
- Give special attention to opportunities for social enterprises (for example, BUILD and Aki Energy) where dollars spent have a higher social impact by making employment more inclusive.

A GREEN, JUST TRANSITION THROUGH CED

2017 - 6 Organics Disposal Ban for Manitoba's Capital Region

One of the strongest ways to tackle climate change could be through a Community Economic Development framework, building strong, resilient local economies through green enterprises, leading training and retraining for workers in a renewable, community-owned economy, and leading the just transition for all communities, including equity-seeking groups and those living in poverty. Emissions reduction and transitioning to a green economy across multiple sectors presents opportunities for CED to play a role in meeting multiple social, economic, and environmental outcomes through inclusive employment and social enterprise. There are thousands of Manitobans facing barriers to employment who stand to benefit from the training and employment opportunities provided by social enterprises within the green economy.

Manitoba is the third highest waste-producing province, while up to 50% of residential waste is compostable. Manitoba's two largest emitters of greenhouse gases are Koch Fertilizer Plant and Brady Road Resource Management Facility. Chemical fertilizers release nitrous oxide into the atmosphere, and the anaerobic decomposition of organic matter in landfills releases methane into the atmosphere. The Intergovernmental Panel on Climate Change indicates that the global warming potential (GWP) of methane is 28-36 times greater than carbon dioxide over a 100-year period, and the GWP of nitrous oxide is nearly 300 times that of carbon dioxide.

Winnipeg is the largest city in the Manitoba Capital Region, and the last city of its size in Canada without a residential composting program. Aerobic composting not only eliminates methane emissions, it creates a natural fertilizer that sequesters carbon from the atmosphere. A full provincial, or at least regional, organics ban would help meet emissions reduction targets, while

also supporting job creation, social enterprise, and local economic development to meet increased demand.

2018 - 5 Energy Efficiency and Social Enterprise

There are approximately 50,000 urban, rural and on-reserve homes that could benefit from energy- and water-efficiency retrofits. Energy and water retrofits in these homes would save homeowners facing increased natural gas costs, First Nations communities facing higher hydro rates, the Province of Manitoba and the Federal government money while creating employment. Retrofits would include improved insulation, ground source heat pumps (geothermal), high efficient gas furnaces, and low-flow toilet and showerheads.

The Province's Made-in-Manitoba Climate and Green Plan highlights the importance of local innovations, local decision making, and not-for-profit partners in achieving a sustainable economy in Manitoba. Without a mandate to implement strategies that target these high-value opportunities in low-income communities, including First Nations, these opportunities for a just transition will be missed. Initiatives and policy that improve environmental sustainability in Manitoban communities can leverage more value for money if a community economic development lens is applied, such as engaging social enterprises who train and hire people facing barriers to employment for Manitoba's green jobs.

2019 - 4 On-street Parking for Carshare Vehicles

A final public policy recommendation to immediately support a green transition through CED involves reducing the amount of personal vehicles on the road while supporting a local cooperative enterprise. Carsharing is a form of public transportation that creates more sustainable communities, creates better mobility options, saves individuals money, and reduces congestion and pollution from the amount of private vehicles on the road. Municipal governments can support carsharing through key policy initiatives and planning decisions. In Winnipeg, Peg City Car Co-op is the only carsharing operator, with 1200 members and 30 vehicles.

Recommendations to the Province of Manitoba:

- Announce a deadline of 2020 for a full organics disposal ban in the Manitoba Capital Region.
- Support the transition to improved organics management by:
 - A. Offering a financial incentive to approved transfer stations and facilities that compost organic material in the Manitoba Capital Region;
 - B. Introducing and enforcing a phased fine for any organic material that is landfilled in the Manitoba Capital Region after 2020, with an initial threshold of 25% organic matter landfilled and decreasing to 5% by 2023;
 - C. Creating a provincial waste management plan that builds on the community expertise gathered in earlier government consultations.
- In developing Efficiency Manitoba,
 - A. Ensure that the improved demand side management program has a strong mandate and adequate resources to develop and implement separate strategies to create job opportunities through energy efficiency efforts in low-income neighbourhoods and in First Nations.

- B. Ensure that energy efficiency strategies are accompanied by targets and timelines, including targets for the number of units to be retrofitted annually by social enterprises.
- C. Establish long term partnerships with social enterprises and community organizations to accomplish their energy efficiency goals.

Recommendations to the City of Winnipeg and Manitoba municipalities:

- Make municipal waste management plans that include the diversion and composting of organic materials mandatory for the Manitoba Capital Region;
- Implement policies, funding, and social procurement programs to support small businesses, social enterprises, and community initiatives that meet environmental, social, and economic goals (i.e. diverting organics from landfills, improving community sustainability resources, and providing local training and jobs).
- Amend policies and/or by-laws to implement an on-street parking program for carshare operators, which will promote the expansion of carsharing in Winnipeg.

ETHICAL ENERGY*2019 - 12 Implementing Change Supporting Wa Ni Ska Tan, Indigenous, and Grassroots Calls for Ethical Energy in Manitoba*

Manitoba lies within the ancestral lands of many diverse First Nations, Metis, and Inuit peoples and are Aboriginal peoples as so defined within the constitution of Canada. Indigenous peoples in Manitoba possess Indigenous rights and include inherent and treaty rights, where applicable.

Manitoba, through its publicly owned utility Manitoba Hydro, produces 97% of the hydropower used in Manitoba and serves more than 580,000 electric customers. Thus, hydropower is of key economic importance to Manitoba. Manitoba Hydro is governed by a publicly appointed board and the Manitoba Hydro Act.

Manitoba Hydro operates 15 generating stations as part of its integrated system in Manitoba, most of which lie on the traditional lands of First Nation communities and there have been many negative consequences as a result of energy production. The production of hydroelectricity has been largely unethical.

Manitoba, the Manitoba Hydro Board, and on occasion Canada, have entered into agreements with various Aboriginal and non-Aboriginal communities relating to adverse effects and impacts resulting from Hydro activities in their respective territories such as the Northern Flood Agreement, which has never been fully honoured.

There are widespread and polarizing perspectives concerning the various Hydro agreements that have been made to date and the views concerning the implementation of these agreements is equally varied; some communities have raised significant concerns related to environmental damage, impacts on local and regional economies, the loss of traditional lands and livelihoods, impacts to cultural activities, among other concerns.

While nominal steps have been taken toward providing economic opportunities in northern Manitoba, particularly where new developments are concerned, many First Nations communities

have yet to benefit in a meaningful way from hydro development. A just transition to a renewable, green economy cannot occur without addressing these concerns and acknowledging inherent Indigenous rights.

The Province of Manitoba formally apologized to First Nations communities affected by northern hydropower on January 20th, 2015, acknowledging the damages hydropower has inflicted on the environment, livelihoods, cultural identity, transportation, and way of life, and passed The Path to Reconciliation Act in March of 2016. Drawing upon the Truth and Reconciliation's Call to Actions and principles of the United Nations Declaration on the Rights of Indigenous Peoples, this legislation commits the Province of Manitoba to act in a spirit of reconciliation.

Recommendations to the Province of Manitoba:

- Ensure Manitoba Hydro takes responsibility for past, present, and future impacts resulting from Hydro operations throughout the province and redress the cumulative environmental effects and harms caused by the operation of Hydro's integrated system;
- Ensure Manitoba Hydro remain publicly owned and committed to working in a spirit of collaboration with all Hydro-impacted communities to redress the losses of Aboriginal cultural and economic heritage in Hydro-affected lands in Manitoba;
- Provide local and regional economic opportunities that do not appropriate Indigenous knowledge.
- Implement the Northern Flood Agreement in partnership with the Government of Canada and Manitoba Hydro



Sustainable Community-Led Development

Complex community challenges like unemployment, urban and rural decline, poverty, social exclusion and environmental degradation require comprehensive responses. These responses are most effective and sustainable when they are community-led. Across Manitoba, community development and community economic development (CED) initiatives foster economic revitalization, access to capital, local ownership of resources, labour market development, poverty reduction, social development and environmental stewardship.

SUPPORTING SUSTAINABLE COMMUNITY-LED ORGANIZATIONS

2018-4 Community-Led Development: Reducing Red Tape and Increasing Value for Money

The work of community-led organizations is wide-ranging and challenging, helping support economic, social, and cultural development in communities facing multiple barriers. Community-led organizations are important economic drivers, contributing to directing investments into communities, creating jobs, and contributing to greater social inclusion that results in increased community and economic participation.

Community-based organizations in Manitoba are working toward poverty reduction, environmental sustainability and community renewal. There is no short-term solution for transforming social, economic and environmental conditions in struggling Manitoba communities. Community-led development approaches have proven results leading community renewal.

However, long-term strategic action requires sustained, long-term funding. Short-term fund arrangements, often from multiple funders, affect the operations of community development, as it would any other sector, industry or activity, with administrative burdens that cause inefficiencies and consume resources, high staff turnover due to a reliance on insecure, low-paying front line jobs with inadequate benefits, and long periods of uncertainty due to failures in communicating agreement renewals in a timely manner. The effect of short-term funding is diminished organizational capacity and effectiveness. Ultimately, it means the impact of the investment is much less than it could be.

Funding for community-based organizations is most effective when it is multi-year and free from excessive administrative burdens. The benefits of streamlined, multi-year funding include improved long-term planning and activities, attracting and retaining quality staff and overall organizational capacity, stability and efficiency. Flexible funding programs allow community-led organizations to leverage additional resources from non-governmental sources. Government funding should also be accompanied with good communication, clear process, and support for effective evaluation practices.

Recommendations to the Province of Manitoba:

-Support community-led development with multi-year, streamlined funding through the Department of Municipal Relations, with the following characteristics:

1. A targeted approach that identifies and invests in key neighbourhoods and communities in the greatest need of physical, social and economic revitalization;

2. Multi-year agreements to a maximum of five years, including cost of living increases on an annual basis; and
3. Creating effective communication channels between the Province of Manitoba and community-based organizations, allowing agencies to provide feedback and make recommendations, as well as providing agencies with a year's notice of renewal decisions, thereby ensuring agencies have sufficient time to plan.

NEIGHBOURHOOD RENEWAL CORPORATIONS

2019-2 Neighbourhood Renewal Corporations

2019-3 Winnipeg Neighbourhood Renewal Corporations

Currently in Manitoba there are twelve neighbourhood renewal corporations (NRCs) coordinating community development and community economic development in urban and rural communities characterized by high levels of poverty and a number of other factors associated with older neighbourhoods and municipalities in need of revitalization. NRCs coordinate, plan and often implement strategies or programming focused on local affordable housing development, community safety, food security, green space development, recreation, healthy living, formal and community-based training, and more. The priorities of NRCs are set by the communities they serve; they are often anchor institutions in their respective communities, and operate as a key source of community social and economic development.

NRCs are funded by Neighbourhoods Alive! through the Neighbourhood Development Assistance (NDA) fund within the Province of Manitoba. NRCs leverage their stable, core funding from NDA to access additional public, philanthropic, and private funding, and streamline some administrative services to reduce overhead costs while focusing revenue on program delivery.

Many of the activities undertaken by NRCs align and overlap with *OurWinnipeg* goals. However, NRCs are not often recognized in City of Winnipeg's planning processes. OurWinnipeg sets goals for Reinvestment and Vitality that include delivering coordinated, integrated and seamless service response to address community needs and priorities that contribute to building healthy communities, and to work in partnership with communities to identify and address neighbourhood issues. Winnipeg's Neighbourhood Renewal Corporations present the opportunity to co-create and co-produce the City of Winnipeg investments and activities in these communities.

Recommendations to the Province of Manitoba:

- Renew its community development programs, both honouring long-term, core funding commitments to Neighbourhood Renewal Corporations and considering potential administrative increases to NDA funding.
- Integrate long-term, effective NRC programs funded through the (former) Neighbourhood Renewal Fund (NRF) into NDA agreements
- Maintain the NRF for new and emerging projects from NRCs and other eligible community organizations, enabling more organization stability and sustainability, continued ability to leverage additional community development funds, and the building of community capacity by NRCs and other eligible community organizations in designated communities.

-Recognize the role that NRCs play as anchor institutions within Manitoban communities by reducing red-tape within provincial funding streams, renewing reporting and outcome measuring mechanisms in collaboration with NRCs, and making application processes less burdensome.

Recommendations to the City of Winnipeg and Manitoba municipalities:

-Acknowledge that the NRCs are well situated to take a leading role in implementing Our Winnipeg in their neighbourhoods and to provide core funding to NRCs to help achieve the goals in the plan.

Inclusion, Diversity, Equity, and Access

Strong communities exist where inclusion, diversity, equity, and access are prioritized and at the foundation of community economic development. Power and privilege must be acknowledged within communities, organizations, policy, and government. Further, active efforts to build more horizontal and inclusive communities where diverse and traditionally marginalized voices lead are essential. Reflecting on how we identify with others and making choices that model what we think the world should look like is not only an individual act, but also should be a key part of creating public policy.

Inclusion, diversity, equity, and access is an essential part of a Community Economic Development agenda. What is now Manitoba is the traditional territory of many Indigenous nations, the homeland of the Metis Nation, and is based on the territory of Treaties 1, 2, 3, 4, 5, 6 and 10. While Indigenous peoples in Manitoba face disproportionately higher rates of poverty and social exclusion, Indigenous communities are leading their own community economic development work, often guided by the Neechi Principles.

Other communities in Manitoba have historically and currently face oppression and marginalization, including people living with disabilities; women, trans, and non-binary people; two-spirit and other LGBTQ* individuals; racialized people; newcomers and refugees; religious minorities; and low-income people.

A Community Economic Development approach supports inclusive communities directing their own development future. Government policy can play an important role to support this approach to building a more inclusive province.

GENDER EQUITY

2017 - 7 Gender-Based Analysis Framework

Women make up 50.2% of Manitoba's population and yet remain significantly underrepresented as elected officials, making up approximately one quarter at all political levels. Women are underrepresented in senior management positions within Manitoba's civil service. They have lower employment rates than men across most age brackets and average weekly earnings that were 76.8% the earnings of men (2014).

Women have higher poverty rates (according to the LICO-AT) than men across most age categories and family types. Among all family types, female lone-parent families were the most likely to live in poverty with a poverty rate of 34.3%. High rates of poverty and low employment rates are more pronounced for racialized women. The rate of violent crime against women in Manitoba is double the national average and the second highest rate in the country.

Women contribute more than double the amount of hours per week than men in unpaid labour both inside and outside the home (50.1 hours for women vs. 24.4 hours per men), including child care, senior care and volunteer work, making valuable contributions to the provincial economy.

A gender-based analysis (GBA) framework can improve socio-economic outcomes for women by ensuring that women are taken into consideration in all government policies, programs and legislation. It can lead to greater investment in initiatives that benefit women. Women get left behind when government initiatives fail to factor in their unique circumstances.

A GBA in provincial and municipal decision-making would help improve the lives of women in Manitoba. Further, the Province of Manitoba does not currently recognize that there is more than just women and men, and there is limited socio-economic data available for these demographics. However, it is known that Two Spirit, transgender, transsexual, gender variant and non-binary identifying individuals experience higher rates of poverty and social exclusion.

Recommendations to the Province of Manitoba:

- Apply a gender-based analysis framework to all government policies, programs, and legislation.
- Recognize Two-Spirit, transgender, transsexual, gender variant and non-binary individuals and include in the gender-based analysis.

Recommendations to the City of Winnipeg and Manitoba municipalities:

- Apply a gender-based analysis framework to all government policies, programs, and legislation.
- Recognize Two-Spirit, transgender, transsexual, gender variant and non-binary individuals and include in the gender-based analysis.

ACCESSIBLE COMMUNITIES***2016 - 8 Timely & Effective Implementation of the Accessibility for Manitobans Act***

Manitobans with disabilities face a multitude of barriers that prevent their full participation in the economy and in their communities in areas including education, job training, communications, housing, public and private transportation, health care and government services.

The Canadian Charter of Rights and Freedoms, The Canadian Human Rights Act and The Manitoba Human Rights Code reflect an abiding commitment to equitable access for persons with disabilities as a basic human right. The Accessibility for Manitobans Act was passed by a unanimous vote of all members in December 2013 to provide for the comprehensive prevention and removal of barriers.

The Accessibility for Manitobans Act establishes the Minister's responsibility for achieving significant progress toward achieving accessibility within the first decade following passage of the Act (by 2023) but does not establish date-specific requirements for measures beyond the tabling of plans and reports. Only one of five promised accessibility standards was in force after almost five years of implementation and the province has missed many of its own date targets for progress.

Recommendations to the Province of Manitoba:

- Implement The Accessibility for Manitobans Act in a timely and effective manner
- In reviewing the Act, ensure the following nine principles are met:
 - A. Cover all disabilities.
 - B. Reflect a principled approach to accessibility that respects human rights enshrined in provincial, national and international law.

- C. Provide for the development and enactment of mandatory and date-specific standards in all major areas related to accessibility that:
 - a. Apply to the governmental, private and not-for-profit sectors.
 - b. Provide for the prevention and systemic removal of barriers at the earliest possible date.
- D. Establish, operate and report on proactive and comprehensive monitoring and enforcement of these standards.
- E. Incorporate and sustain ongoing leadership roles for the disability community, as well as meaningful and timely opportunities for consultations with all persons affected by disabilities.
- F. Be as transparent and open as the law allows, including the public availability of clear, accurate, complete, relevant and timely information on both process and outcomes.
- G. Provide for public accountability of progress and results.
- H. Provide for the completion and publication of an inclusive and independent review of the legislation and its implementation within four years of the passage of the legislation.
- I. Not diminish other legal and human rights protections.

Directing Our Own Future

Manitobans should have a direct say in decisions that directly affect them. By using grassroots community organizations in design, planning and policy creation we can ensure that decisions made by governments in Manitoba are guided by those who know the issues the best. Government and community co-creation and consultation in programming and policy is crucial to Community Economic Development.

Too often, the end-users or stakeholders affected by policy and programming decisions are rendered entirely passive in their design and implementation process. The consequence of this is that high-value and grassroots expertise is missed, thereby decreasing the efficacy and ultimately the value of government investments. The challenge of policy-making that does not meaningfully engage stakeholders is compounded when it intersects with marginalized and dispossessed communities. Socio-economic barriers that challenge participation in our communities also apply to advocacy and engagement with government decision-making.

COMMUNITY CO-CREATION AND CONSULTATION

2018 - 8 Increasing Value in Programming & Policy through Co-Creation and Consultation

Co-creation processes that support local decision-making and community ownership are a key component to sustainable, inclusive communities and economies. Community-government partnerships in co-creating and engaging in meaningful consultation can lead to better policy and the conditions needed for communities to direct their own social, economic, and environmental futures.

Co-creation refers to the practice of bringing multiple stakeholders together to develop policy, programming and practice that will impact the community or stakeholders in question. This is in contrast to top-down, bureaucratic methods for developing policy and programming.

Consultation refers to the process by which citizens and stakeholders are engaged to influence the development of policy and programming. Meaningful consultation includes, but is not limited to, these key elements: it follows a process that all participants and stakeholders understand; it identifies roles and responsibilities of different partners; it is clear on how feedback will influence action and decision making; and it reports back to those consulted with the results of the consultation. Meaningful consultation is especially important to include the participation of vulnerable populations that have traditionally been excluded from political and economic processes.

There is a growing number of examples where the co-creation of policy and programming has increased the value for money received by government and the target community or sector. The Province of Manitoba has promoted the value of local decision-making for government strategies and policy, including *A Made-in-Manitoba Climate & Green Plan*, and *Look North Economic Task Force Report & Action Plan*. The *Manitoba Social Enterprise Strategy* and the *Manitoba Cooperative Community Strategic Plan* are local examples of co-created and co-implemented policy and programming. In both cases, policy and programming was targeted at the highest value-for-money opportunities for sector practitioners.

Recommendations to the Province of Manitoba:

-Adopt a co-creation framework, bringing together affected stakeholders for developing policy and programming decisions.

-In instances where co-creation is not a viable model, undertake meaningful consultation that includes these characteristics:

1. It follows a process that all participants and stakeholders understand and agree upon a reasonable timeline to participate;
2. It identifies roles and responsibilities of different partners;
3. It is clear on how and to what degree feedback will influence action and decision making; and
4. It reports back to those consulted with the results of the consultation.

Recommendations to the City of Winnipeg and Manitoba municipalities:

-Adopt a co-creation framework, bringing together affected stakeholders for developing policy and programming decisions.

-In instances where co-creation is not a viable model, undertake meaningful consultation that includes the above characteristics.

