

**REPORT #1**

**Pesticide Use on Private Property**



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**POLICY REPORT  
PLANNING AND OPERATIONS**

Date: October 21, 2003  
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**TO:** Standing Committee on Planning and Environment

**FROM:** General Manager of Parks and Recreation and the Director of Environmental Health of the Vancouver Coastal Health Authority, in consultation with the Director of Legal Services

**SUBJECT:** Pesticide Use on Private Property

**RECOMMENDATIONS**

**A. THAT Council endorse the outline of the Pesticide Reduction Education Program, an expansion of Vancouver's Grow Natural campaign, as described in this report.**

**B. THAT Council request the Greater Vancouver Regional District (GVRD) and the Regional Health Authorities to undertake a regional advertising campaign aimed at reducing pesticide use.**

**C. THAT Council refer the funding requests associated with the education program to the 2004 Operating Budget process.**

**D. THAT Council request the federal Minister of Health and the provincial Minister of Water, Land and Air Protection to ensure that regulations made under the federal Pest Control Products Act and the BC Pesticide Control Act require annual reporting of pesticides sales data, both by active ingredient and by municipality in which the products are sold, in order to facilitate municipal efforts to evaluate the effectiveness of pesticide use reduction programs.**

**E. THAT Council request the federal Minister of Health and the provincial Minister of Water, Land and Air Protection to expedite programs presently underway to increase public access to reduced-risk pesticides, restrict public access to high-risk pesticides, improve access to information about the safe use of pesticides, and increase co-operative efforts through the Healthy Lawn Strategy in order to reduce reliance on lawn care chemicals.**

**F. THAT Council request the federal Minister of Health and the provincial Minister of the Environment to include the municipal sector as a partner in the Federal/Provincial/Territorial Committee on Pest Management and Pesticides mandated**

*to provide advice and direction to governments on programs and policies for pesticides with the aim of enhancing sustainable pest control practices.*

**CONSIDERATION**

*G. THAT Council request Legal Services to prepare a by-law to restrict the use of harmful pesticides generally as described in Appendix A.*

**CITY MANAGER'S COMMENTS**

*The City Manager recommends A, B, C, D, E and F and recommends deferral of G for consideration in the 2004 budget process, noting that should Council wish to adopt a by-law regulating pesticide use on private property, additional resources would be required to ensure adherence.*

**COUNCIL POLICY**

*On September 12, 2002, Council passed the following:*

*A. That Council receive the report entitled "Pesticide Use Options for Private Properties in Vancouver", attached as Appendix A to the Administrative Report dated July 9, 2002, of the same title, for INFORMATION and have staff engage in a consultation process with stakeholders to address options for responsible pest management on private lands.*

*B. That Council work with the Vancouver Coastal Health Authority and other government and non government partners on the development and implementation of an education program aimed at promoting the use of integrated pest management on private property with civic funding to be derived from the Environmental Grants Program.*

*C. That Council instruct staff to work with the GVRD, municipalities and regional health authorities with the view of formulating a coordinated regional approach to pesticide use restrictions.*

*D. That staff report back on the status of these initiatives by July 1, 2003, including the potential effectiveness of a ban on harmful chemical pesticides in the City of Vancouver.*

**BACKGROUND**

In 1991, City Council in Hudson, Quebec passed by-law 270, to ban the cosmetic use of pesticides. Lawn care companies challenged that the municipality did not have jurisdiction over federally approved products. In 2001, the Supreme Court of Canada upheld the town's right to regulate where pesticides may be used. Fuelled by growing public concern about possible effects on human health and the environment, this precedent has given municipalities some authority over pesticide use creating a tri-level regulatory regime. Federally, the Pest Control Products Act ensures pesticide products are registered by Agriculture Canada before they may be sold or used in Canada. Provincially, the Pesticide Control Act applies to pesticide sale, transportation, storage, application and disposal and municipally, the City of Vancouver under the health powers of the Vancouver Charter would have the authority to determine when and where pesticides may be applied on lands subject to municipal jurisdiction.

On September 12, 2002, a policy report on Pesticide Use Options for Private Properties in Vancouver was presented to Vancouver City Council. The principal findings of the report are listed included:

- Pesticides are substances intended to prevent, destroy, repel, attract or mitigate any pests including insects, rodents, weeds, or microorganisms.
- Pesticides include such products as pool chemicals, bleach, rodent killers, mineral oils and fatty acids (soaps).

- There is a wide range of pesticide products available from those very toxic products to low-risk alternatives.
- The Supreme Court of Canada, in its Hudson vs. Spraytech ruling in 2001, defined the cosmetic use of pesticides as the use of pesticide in certain situations where the application is purely for an aesthetic pursuit.
- Homeowners purchase about 5%-10% of all pesticides sold in Canada
- A February 2002 survey showed that 2/3 of GVRD households used pesticides, mostly Weed & Feed type products and moss killer.
- Residential lawns and gardens represent 20 to 25 % of the total land area of Vancouver.
- There is toxicological evidence to warrant some concern about potential health impacts, especially for young children, from exposure to pesticides. There is some epidemiological evidence associating children in urban environments with elevated long term cancer risks resulting from pesticide use.
- There is evidence to suggest environmental risks from pesticide use.
- There are numerous Federal and Provincial regulations regarding the registration, sale, transport, storage, application and disposal of pesticides.
- There are often effective, non-chemical alternatives for pest control.
- Effective use of Integrated Pest Management (IPM) practices in Vancouver has eliminated the need for cosmetic pesticides in neighbourhood parks, without an appreciable decline in the overall quality of landscapes and playing fields.
- Promotion of IPM practices on private property can further reduce pesticide use within the City.
- Banning the cosmetic use of pesticides may be a necessary tool to further reduce environmental and health risks.
- There are circumstances of public health and/or economic welfare which may warrant the use of pesticides.
- Regardless of municipal by-laws, the provincial government would retain the authority to use pesticides against an invasive pest that threatened the economic interests of the province.

At that time, a number of strategies were identified to reduce pesticide use by Vancouver residents. Staff were instructed to investigate the possibility of a coordinated regional approach and to consult with stakeholders in order to develop an education program. This document will report on these points as well as update Council on the key regional, provincial and national changes that have occurred on the topic of municipal pesticide use.

#### STAKEHOLDER CONSULTATIONS

In March 2003, The Vancouver Park Board, in partnership with the Vancouver Coastal Health Authority, retained John Talbot & Associates Inc to conduct a consultation process on pesticide use reduction strategies. The consultants facilitated five focus groups and one public meeting and produced a report on their findings (Appendix B). The focus groups were divided according to the following interests:

- Gardeners
- Major turf grass users
- Environmental groups
- Health organizations
- Landscapers (design and maintenance)

The following pesticide reductions strategies were discussed:

- Enhance public awareness and education
- Expanded pesticide notification provisions
- Broaden application of IPM approach
- Restrict the cosmetic use of pesticides in the City of Vancouver
- Lobby the senior levels of government for tighter restrictions

Participants were asked to discuss these strategies and propose other pesticide use strategies that

may be considered.

Overall, there generally was agreement and support for all points except the pesticide restriction option, where support was mixed. Two additional strategies were introduced by the groups:

- Ensure Proper Landscape Design and Maintenance, and
- Ensure the Safe Disposal of Pesticides

The greatest support came for the implementation of a public awareness and education program. The aim should be to change public perceptions regarding lawn and garden care and to provide information as to what pest control alternatives are available to the public. The discussions around landscape design came from a suggestion that new construction place greater emphasis on landscape design. Much discussion was centred on the disposal of unwanted or unused pesticides, especially to provide Vancouverites with an accessible place to drop off these pesticides.

There was also much support for the City advocating for pesticide use reduction to the provincial and federal governments. Discussions were centred mainly on the sale and use of domestic pesticides with the groups strongly advocating for all pesticide sales to be reported. This would provide the necessary benchmark values to determine the success of pesticide use reduction strategies.

On the topic of pesticide restrictions, it was suggested that a by-law be put in place should the public education campaign fail. Others warned that a by-law may restrict pesticide application by licensed workers but result in more untrained and unlicensed people applying pesticides. A warning also came regarding the possible shortcomings of a by-law that restrict the use but not the sale of pesticide products (Council does not have the authority to ban pesticide sales).

#### COORDINATED REGIONAL APPROACH

As many of the Lower Mainland municipalities are implementing and/or considering a variety of initiatives on pesticides, Vancouver Park Board staff hosted a meeting of Parks and Operations Managers for the GVRD municipalities on November 28, 2002. GVRD staff were also in attendance. The purpose of that meeting was to explore the possibility of a coordinated approach to pesticide reduction and public education in the Lower Mainland.

In the Lower Mainland, most municipalities have adopted formally, or in principle, the application of IPM principles for public lands. As a result, all have observed pesticide use reduction on public lands. While public pressure for pesticide reduction had been observed throughout the region, the appetite for regulating pesticide use on private lands was split.x

At that time, few municipalities had any initiatives for private lands yet or education programs on pesticides but there was a strong desire for public education. To address the possibility of a regional approach, a Pesticide Education Workgroup was created. GVRD was seen to be the logical agency to coordinate efforts, with storm water or waste management programs as the vehicles to introduce pesticide reduction strategies or education programs.

The Pesticide Education Workgroup has been working on the principles of a pesticide reduction education program. Based on the effectiveness of the recycling campaigns of the 1980's, the following conclusions were drawn:

- Regional level radio and TV advertising on the need for pesticide reduction;
- Work with non-profit education organisations to deliver municipal public education messages;
- School programs are an effective tool to get the message into homes; and
- The principal target audience consists of homeowners and renters with access to private open spaces.

#### FEDERAL, PROVINCIAL AND MUNICIPAL UPDATES

#### Federal and Provincial Updates

The new Pest Control Products Act (2002) received Royal Assent on December 12, 2002, and will come into force on a date yet to be determined. The new Pest Control Products Act will

- strengthen health and environmental protection,
- take into account pesticide exposure from all sources, including food and water,
- consider cumulative effects of pesticides that act in the same way,
- support pesticide risk reduction,
- improve product labelling to make the information easier to understand, and
- provide faster approval of lower-risk products.

However, according to the 2003 report of the Commissioner of the Environment and Sustainable Development on "Managing the Safety and Accessibility of Pesticides", the federal government is not meeting its own deadlines in re-evaluating older pesticides against current standards and processing new and possibly safer pesticides. The federal Minister of Health and the provincial Minister of Water, Land and Air Protection should expedite these programs presently underway to reduce pesticide exposure in the urban setting.

The Healthy Lawns Strategy was initiated to help reduce Canadians' reliance on pesticide use for lawn care through the application of IPM principles, with particular emphasis on pest prevention, use of reduced risk products and application of pesticides only when necessary. A Healthy Lawns Working Group has been established through the Federal/Provincial/Territorial Committee on Pest Management and Pesticides to implement the strategy. The municipal sector, being closest to the issue of urban pesticide use, would be an invaluable contributor to this committee in providing advice on pesticide use reduction initiatives. The federal Minister of Health and the provincial Minister of Water, Land and Air Protection should take whatever steps are necessary to include the municipal sector as a partner.

At this time, urban pesticide sales numbers can not be obtained as under the current federal Pest Control Products Act or the provincial Pesticide Control Act as domestic pesticide sales (pesticides available to the general public) do not have to be reported. The federal Minister of Health and the provincial minister of Water, Land and Air Protection should ensure that the regulations made under the federal Pest Control Products Act and the BC Pesticide Control Act require annual reporting of pesticides sales data both by active ingredient and by the municipality in which the products are sold. Such a change in legislation would provide municipalities with the ability to determine how many pesticides are being purchased and applied by residents and how effective pesticide use reduction products have been.

In May 2003, the new Integrated Pest Management Act was introduced to the BC Legislature. When enacted, it will repeal and replace the old Pesticide Control Act. It will make the use of integrated pest management a legal requirement in British Columbia and enshrines in law a modern, proactive method of controlling pests. Under the new Act, the use of integrated pest management will apply to commercial and industrial pesticide use on all public land and on private land used for forestry, utilities, transportation and pipelines. Integrated pest management requirements contained in the new act do not apply to agricultural use or pesticides used by homeowners.

#### Municipal Update

Many municipalities across Canada are involved in initiatives regarding pesticide use reduction including:

- Toronto

On May 22, 2003, Toronto City Council enacted By-law 456-2003 by a 26-16 vote. This by-law will come into effect on April 1, 2004. The by-law aims at prohibiting unnecessary pesticide applications while allowing low-risk alternatives to be used and, if the infestation persists, the use of higher-risk products. The by-law sets down the application of IPM in the landscape in law and no sector-specific exemptions were included in the by-law. Public health inspectors will determine whether the use of the higher risk products was warranted. No permitting system was set up and the program will be driven by complaints and self-reporting.

• Ottawa

On December 18, 2002, City of Ottawa Council voted in favour of a three-year pesticide reduction strategy to encourage residents to voluntarily reduce the cosmetic use of pesticides on private property or likely face a full ban in 2005. The City commissioned surveys to determine the level of pesticide use by Ottawa residents. They have also engaged in an extensive education program including: broad-based advertising (newspaper ads, radio spots, posters and bus ads), web site, residential lawns signs for pesticide-free lawns, and free seminars on pesticide alternatives.

The status of Lower Mainland municipalities was recently summarized in the GVRD report entitled "Local Government Approaches to Restricting Non-essential Pesticide Use", dated June 19, 2003 (Tables 1 & 2).

**Table 1: Municipal Initiatives for Pesticide Management Affecting Private Properties (excluding agricultural or medical pesticide use)**

Municipality	Policy/ By-law*	Stakeholder Consultation	Educational Program for Residents	Voluntary Registration Program
Bowen Island	-	-	-	-
Burnaby	X*	X	X	-
Coquitlam	-	-	-	-
Delta	-	-	X	-
District of North Vancouver	C	X	X	C
District of West Vancouver	-	-	X	C
Electoral Area "A"	-	-	-	-
Langley	-	-	-	-
Maple Ridge	-	-	-	-
New Westminster	-	-	-	-
North Vancouver	C	X	X	-
Pitt Meadows	-	-	-	-
Port Coquitlam	-	-	-	-
Port Moody	C	X	X	-
Richmond	C	-	-	-
Surrey	-	-	X	-
Vancouver	-	X	X	-
White Rock	-	-	-	-

X = in place                      C = under consideration                      - = none

\* Does not include 72 hours Good Neighbour Signage Requirements which are standard in most municipalities.

Burnaby's by-law is a notification by-law which only applies to public land and multi-family dwellings.

**Table 2: Municipal Initiatives for Pesticide Management on Parks and Public Land**

Municipality	IPM Plan	Other Pest Management Plan	Parks - Complete Ban	Designated Areas Only
Bowen Island	-	-	-	-
Burnaby	X	-	X	-
Coquitlam	X	-	-	-





<p>The local advertising campaign would be done for the launch of the Pesticide Reduction Education Program and to promote any special events linked to the program.</p> <p>This advertising campaign would consist of placing ads in the local newspapers.</p>		
<p><b>Web Site Design</b></p> <p>A recent Vancouver survey showed that nearly 70% of Vancouver homes are linked to the internet. With such a large portion of the population "web-ready", a web site containing detailed information on how to deal with common garden pests would be an invaluable tool to raise public awareness.</p> <p>Building on the City's Growth Natural web page, information on pest-specific solutions and pest control alternatives would be added to the site. These would provide Vancouver residents with the alternative pest control options that will allow them to break their pesticide reliance.</p>	<p>Dec 2003 to Apr 2004</p>	<p>\$ 2,000</p>
<p><b>Information Kits and Posters</b></p> <p>Based of past experience by other City departments, direct mail (single-family residences, 92000 in Vancouver) was found to be the most effective method to deliver informational media.</p> <p>The Grown Natural booklet would be expanded to include pest-specific solutions for home gardeners. Posters and pamphlets would be elaborated for distribution at City and Parks locations and community centres.</p>	<p>Dec 2003 to Apr 2004</p>	<p>Direct mail: \$ 7,500</p> <p>Design and Layout: \$ 2,000</p> <p>Printing: \$ 40,000</p> <p>Translation: \$ 2,500</p> <p><b>Total: \$ 52,000</b></p>
<p><b>Community Outreach</b></p> <p>The pesticide education program would interface well with many community outreach programs such as Vancouver's "Most Beautiful Block Competition", Community Visions program, the GreenStreets program and other programs held through the various community centres.</p>	<p>Summer 2004</p>	<p>\$ 5,000</p>
<p><b>Seminars and Workshops</b></p> <p>In 2003, the City of Ottawa ran a series of free seminars on pesticide alternatives. The results were very</p>	<p>May to Aug 2004</p>	<p>\$ 7,000</p>

<p>positive.</p> <p>Over the last 13 years, City Farmer has been delivering the Solid Waste Department's compost and recycling education program with great success. City Farmer, in conjunction with City and Parks staff, would develop a curriculum on pesticide alternatives to be delivered during the summer of 2004.</p>		
<p><b>Press Education Day</b></p> <p>Media activity events facilitate information dissemination by involving the media in hands-on demonstrations of the pesticide reduction education program.</p> <p>Activities could include how to use friendly bugs in your garden or demonstrating pesticide-free gardening.</p>	<p>Summer 2004</p>	<p>\$ 1,000</p>
<p><b>Regional radio and Television Advertising Campaign</b></p> <p>Since the principal print and electronic media cover the entire region, a GVRD and/or Health Authority funded campaign focussed on the need for pesticide use reduction would be more appropriate than a City focussed and funded campaign.</p>	<p>2004</p>	<p>Not applicable</p>

**BY-LAW**

Since the enactment of the Town of Hudson's pesticide restriction by-law on February 4, 1991, at least fifty communities across Canada now have by-laws that restrict the cosmetic use of pesticides on public and private lands. A brief review of eleven by-laws from municipalities in Quebec, Ontario and Nova Scotia is presented in Appendix C.

A typical by-law may address:

- **Allowed pesticides**

A number of municipalities have acknowledged that not all pesticides are the same. Some by-laws identify a list of products or group of products, which are much less potentially harmful to humans or the environment. This could mirror the list of provincially exempted pesticides, as stated in the BC Pesticide Control Act.

- **Allowed uses (outright or conditional), sometimes with times of year allowed**

As pesticides include pool chemicals, wood preservatives and rodent killers and repellents, many by-laws provide for the unconditional use of such products. Other by-laws have sought to prescribe times of year when pesticides can or cannot be used.

Both Halifax and Toronto have made the use of pesticides conditional on the presence of an infestation on the property. In Toronto's by-law, an infestation is described as "the presence of pests in numbers or under conditions which involve an immediate or potential risk of substantial loss or damage."

- Signs, permits and notification requirements

Signs and/or notification have been a key component of early IPM programs in public land. Some by-laws seek to apply these features to the use of pesticides on private properties. Some also include a requirement for permits.

- Areas exempted from the by-law

A number of by-laws provide exemptions for agricultural lands, golf courses, commercial growers and utility and rail corridors. Within Vancouver, the exemption of areas may not be an option given the provisions of the Vancouver Charter.

A pesticide by-law would send a message of the City's commitment to reducing the application of unnecessary pesticides. It would also attract media attention which would spread the message widely. If Council wishes to pursue the by-law approach, Appendix A outlines the possible structure of a pesticide by-law for the City of Vancouver. It should be noted, however, that a by-law will likely have an impact on the landscape maintenance industry and effective enforcement of the by-law would be challenging unless considerable staff resources were devoted to the task.

As with the education program, gauging the effectiveness of any pesticide reduction by-law will prove to be a challenge. At this time, pesticide use surveys are the only tool available to determine how much pesticides are being purchased and applied by Vancouver residents.

#### FINANCIAL IMPLICATIONS

The level of funding to be devoted to this program is to be referred to the 2004 budget process.

The entire education program as described in this report would cost \$94,120 in the first year. In subsequent years local advertising, community outreach and continuing distribution of information kits and posters could be done at an annual cost of \$15,000.

Should Council opt for a bylaw, the Vancouver Coastal Health Authority has advised that enforcement would have to be funded at \$75,000 plus an additional \$10,000 for laboratory testing in year one, to be adjusted to somewhat lower amounts in subsequent years. These adjustments in subsequent years could be made as part of the annual review of the Environmental Health Services Agreement.

#### CONCLUSIONS

Current patterns of pesticide use on private property continue to be a cause of concern from both a public health and an environmental perspective. As the Sustainable City is being implemented, reductions in pesticide use should be achieved. There is consensus among stakeholders that a public education program with both a local and a regional component is an excellent first step. Should this program not provide an appreciable difference in pesticide use, Council has the regulatory option. However, it is noted that effective enforcement would be challenging even with the addition of staff resources.

#### MEDICAL HEALTH OFFICER COMMENTS

The Medical Health Officer strongly supports the reduction of non-essential uses of pesticides by using integrated pest management and safer application practices as a prudent way of reducing avoidable risks, even if these risks are not precisely known or understood. As a 1998 scientific report concluded,

*"...although research is underway to characterize the risks of childhood cancer associated with pesticides ... it is prudent to reduce, or where possible, eliminate pesticide exposure to children" (Zalm and Ward, 1998).*

While the Medical Health Officer supports efforts to reduce or eliminate unnecessary use of pesticides, including those used on lawns and gardens, it is important to keep the relative risks of pesticide exposure in perspective. The health risks to the general population, including children, are relatively small and decreasing due to initiatives at other levels of government referred to in this report.

The Medical Health Officer concurs with the proposed wording for a regulatory approach but does not necessarily agree that such an approach is needed at this time. The educational and voluntarily compliance route, coupled with the full implementation of federal and provincial initiatives to further reduce the risks from urban pesticide use, should be pursued and evaluated prior to initiating a regulatory approach.

There may be some merit in adopting the Ottawa approach of announcing an effective date for a by-law 2 years down the road and reserving the option of implementing the by-law should education and voluntary efforts fail to yield the desired reduction in pesticide use.

Adoption of a by-law will confer on the City a responsibility, at least in the eyes of the public, to enforce the provisions of that by-law. This presents at least two challenges - resources and enforceability. Based on estimates to implement the Toronto By-law, staff has estimated that an additional \$150,000 in resources would be required for implementation of the proposed by-law provisions. Assuming that the public health inspectors at VCHA would be designated as the enforcement officials, this would require an augmentation of the existing level of services and associated funding in the Environmental Health Services agreement between the City and VCHA. There may be an opportunity to absorb some of the new duties within the current service agreement due to anticipated reduced enforcement activities related to the Smoke-free Public Place provisions in the by-law. Staff estimates that up to half of the new resource requirements could be offset in this manner, with the remaining half (\$75,000) funded on a year-to-year basis, allowing for eventual reductions in funding as we gain experience with enforcement of the by-law. There would be some additional laboratory analysis costs associated with enforcement, estimated to be under \$10,000/annum.

\* \* \* \* \*

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## APPENDIX A

### CITY OF VANCOUVER SAMPLE BY-LAW

WHEREAS under section 330 of the Vancouver Charter, a by-law may be

passed by Vancouver for providing for the care, promotion and protection of the health of the inhabitants of the city and, for that purpose, for regulating, controlling and restricting persons and their activities;

THE MAYOR AND COUNCIL OF THE CITY OF VANCOUVER, in public

meeting, enacts as follows:

1. This By-law may be cited as the "Pesticide Control By-law".

#### INTERPRETATION

2. In this By-law, unless the context otherwise requires

(a) "ENCLOSED" means an area closed in by a roof or ceiling and walls with an appropriate opening or openings for ingress or egress, which openings are equipped with doors which are kept closed except when actually in use for egress or ingress.

(b) "HEALTH HAZARD" means a pest which has or is likely to have an adverse effect on the health of any person.

(c) "INFESTATION" means the presence of pests in numbers or under conditions which involve an immediate or potential risk of substantial loss or damage.

(d) "PEST" means an animal, a plant or other organism that is injurious, noxious or troublesome, whether directly or indirectly, and an injurious, noxious or troublesome condition or organic function of an animal, a plant or other organism.

(e) "PESTICIDE" means a product, an organism or a substance that is a registered control product under the federal Pest Control Products Act which is used as a means for directly or indirectly controlling, destroying, attracting or repelling a pest or for mitigating or preventing its injurious, noxious or troublesome effects.

#### GENERAL REGULATIONS

3. No person shall apply or cause or permit the application of pesticides within the boundaries of the City.

4. Notwithstanding Article 3, it is permitted to use a pesticide in the following cases:

- (a) To disinfect swimming pools, whirlpools, spas or wading pools;
- (b) To purify water intended for the use of humans or animals;
- (c) Within an enclosed building;
- (d) To control termites;
- (e) To control or destroy a health hazard;
- (f) To control or destroy pests which have caused infestation to property;
- (g) To exterminate or repel rodents;
- (h) As a wood preservative;
- (i) As an insecticide bait which is enclosed by the manufacturer in a plastic  
or metal container that has been made in a way that prevents or  
minimizes access to the bait by humans and pets;
- (j) As an insect repellent for personal use.

5. Notwithstanding Article 3, it is permitted to use a pesticide that is or contains any of the following active ingredients:

- (a) A soap, also called fatty acid;
- (b) A mineral oil, also called summer, dormant or horticultural oil;
- (c) Silicon dioxide, also called diatomaceous earth;
- (d) *Bacillus thuringiensis* (*Bt*) and other registered biological control  
organisms;
- (e) Borax, also called boric acid or boracic acid;
- (f) Ferric phosphate;

- (g) Acetic acid;
- (h) Pyrethrum or pyrethrins; or
- (j) Sulphur.

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**APPENDIX B**

**STAKEHOLDER CONSULTATION**

**PESTICIDE REDUCTION STRATEGIES**

**John Talbot & Associates Inc.**

**September 26, 2003**

**Overall Summary:**

This summary provides an indication as to the level of support for the below listed pesticide reduction strategies. For more detailed information by interest group, refer to the individual focus group summaries.

**Enhance Public Awareness and Education:**

There was support for the implementation of a public awareness and education program with regard to pesticides. The primary purpose of such a program would be to change public perceptions regarding what constitutes the "perfect garden or lawn" and to provide information as to mechanical and non-chemical alternatives to pesticides. It was felt that any program should convey factual, positive messages and that its design and implementation should involve all interests. There was agreement that changing public perceptions takes time and that the recycling movement can provide an excellent model for change. Regarding this movement, it was noted that it started in the schools and spread outwards.

**Ensure Proper Landscape Design and Maintenance:**

There was support for ensuring proper landscape design and maintenance to reduce the use of pesticides. It was stated that more attention needs to be paid to selecting the right mix of vegetation in accordance with local climate, soil and topographic conditions; while ensuring that proper irrigation, filtration and drainage is in place. It was suggested that new construction should place greater emphasis on landscape design, including planting vegetation that attracts beneficial birds and insects.

**Expand Pesticide Notification Provisions:**

While there was some support for expanded pesticide notification provisions; concern was expressed regarding both enforcement and practicality. It was reported that pesticide notification is important as it facilitates informed consent and protects people with allergies, asthma and/or chemical sensitivities. On the other hand, it was stated that enforcement, especially as it relates to the personal use of pesticides on private property, would be difficult, if not impossible, as by-law enforcement officers would have to prove that a pesticide was being used. As for practicality, it was stated that given the variability of the weather, many applications do not occur due to rain and the public is placed in a position of needless concern.

**Broaden Application of an IPM Approach:**

There was support for City Council adopting a universal integrated pest management program that would apply to all Departments within the City of Vancouver, including any contractors working on pest control. It was stated that the Vancouver School District and the Vancouver Parks Department have already implemented a ban on pesticides and an integrated pest management program respectively. There was also support for City Council encouraging the senior levels of government to adopt a similar program for lands under their jurisdiction.

**Restrict the Cosmetic Use of Pesticides:**

There was mixed support for any by-law which would restrict the cosmetic use of pesticides. Some interests felt that such a by-law would be warranted if a public awareness and education program was proven to be ineffective; while others felt that such a by-law would legislate out-of-business landscape maintenance companies with licensed applicators. It was stated that the loss of such companies could result in more homeowners and unlicensed applicators applying pesticides themselves. Regarding the latter, it was stated that they would be less likely to take the necessary precautions to protect them-selves and that they would be more likely to use broadcast methods of application. Additionally, it was stated that those municipalities which have enacted by-laws to restrict the cosmetic use of pesticides have achieved little or no success, since they have no control over the sale of pesticide products.

**Lobby the Senior Levels of Government:**

There was support for lobbying the senior levels of government, possibly through the Federation of Canadian Municipalities and the Union of BC Municipalities, for tighter restrictions with regard to the sale and use of domestic pesticides, including concentrates and premixed products. There was also support for reporting all pesticide product sales, including domestic and exempted products. Regarding reporting, it was stated that benchmark information on the full range of pesticide sales is essential in order to determine if pesticide reduction strategies are having their intended effect.

**Ensure the Safe Disposal of Pesticides:**

There was support for manufacturers and vendors taking more responsibility for the collection and safe disposal of pesticide products. It was suggested that an environmental levy be applied to all pesticide products and that staff at points-of-sale be more knowledgeable about the storage, transport, use and safe disposal of pesticide products. Additionally, it was suggested that safe disposal sites be prominently displayed at all points-of-sale and that a label be applied to all pesticide products informing purchasers of safe disposal sites. It was also suggested that safe disposal sites contain information as to alternatives to pesticide products.

**APPENDIX C**

**CANADIAN MUNICIPAL PESTICIDE BY-LAW EXAMPLES**

MUNICIPALITY	ALLOWED PESTICIDES	ALLOWED USE (* requires permit)	SIGNAGE/ NOTIFICATION	EXEMPTED FROM BY-LAW
Beaconsfield, Qc September 26, 1994	No restrictions	No application between June 15 <sup>th</sup> and September 1st.	Signage, permits, notification of neighbours required	None
Chelsea, Qc December 7, 1998	Mechanical or physical mechanisms, Sub-class "M" pesticides	Inside a building, wood preservative, Control or destroy pests dangerous to humans. Control or destroy pests which have infested a property (confirmed in writing by an Inspector)	Signage required Distances from wells, water bodies, bus stop, schools, parks	Golf Courses (for the next 5 years)  Agriculture, Horticulture
Cobalt, Ont June 11, 2002	Biological controls to control or destroy insects dangerous to humans	Disinfect pools/spas, purify water, inside a building, Control or destroy animals	None required	Agriculture,  Horticulture

		dangerous to humans, Control or destroy plants allergic to humans		
Dollard-des-Ormeaux, Qc April 24, 1994	No restrictions	No general application between June 15 <sup>th</sup> and September 15 <sup>th</sup> If a pest infestation occurs during this period, two limited pesticide applications are permitted	Signage, permits required	None
Halifax, NS August 15, 2000	Pheromones, Glue, Soap, Mineral oil, Diatomaceous earth, Biological controls, Borax, Ferric Phosphate, Pyrethrum/pyrethrins, Fatty acids, Sulphur, Animal repellents, Rodenticides, pruning paint, tree injectors	Control insects/plants dangerous to humans, Control/destroy insects which have infested a property (using approved pesticides/methods)	Signage required. Must notify residences within 50 meters	Agricultural land,  Forested Land,  Commercial/ Institutional property

CANADIAN MUNICIPAL PESTICIDE BY-LAW EXAMPLES

MUNICIPALITY	ALLOWED PESTICIDES	ALLOWED USE (* requires permit)	SIGNAGE/ NOTIFICATION	EXEMPTED FROM BY-LAW
Hudson, Qc May 6, 1991 Amended April 9, 1996 to deal with serious infestation of cinch bugs	No restrictions	Disinfect pools/spas, purify water, *inside a building, *Control or destroy pests dangerous to humans or to prevent allergies. *Control or destroy pests which have infested a property (confirmed in writing by qualified individual), Wood preservatives	Signage required for horticulture pest control	Agricultural land,  Golf Courses,  Commercial Growers
Perth, Ont April 1, 2003	Pheromones, Glue, Soap, Mineral oil, Biological controls, Borax, Ferric Phosphate, Acetic acid, diatomaceous earth, Pyrethrum/pyrethrins, Fatty acids, Sulphur, Tree Injectors, Rodenticides, Animal repellents, Any substance approved by	Disinfect pools/spas, purify water, inside a building, control or destroy health hazard, *Control or destroy insects which have infested a property, *Control or destroy allergy	Signage required for horticulture pest control	Agricultural,  Commercial horticulture



	Canadian General Standards for Organic Agriculture	causing plants, Wood preservatives,		
Shediac, Qc July 15, 2002	Pheromones, Glue, Soap, Mineral oil, Diatomaceous earth, Biological controls, Borax, Ferric Phosphate, Acetic acid, Pyrethrum/pyrethrins, Fatty acids, Sulphur, Tree Injectors, Pruning paint	Disinfect pools/spas, purify water, *inside a building, *Control or destroy pests dangerous to humans or to prevent allergies. *Control or destroy pests which have infested a property (confirmed in writing by qualified individual)	Signage required. No use within 50 meters of schools, daycares, hospitals, parks playgrounds, seniors centres, churches.	Golf Courses (for the next 5 years)  Agricultural,  Commercial horticulture

CANADIAN MUNICIPAL PESTICIDE BY-LAW EXAMPLES

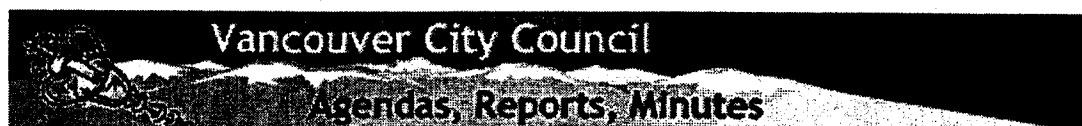
MUNICIPALITY	ALLOWED PESTICIDES	ALLOWED USE (* requires permit)	SIGNAGE/ NOTIFICATION	EXEMPTED FROM BY-LAW
Thorold, Ont July 8, 2003 comes into effect on July 8, 2004	Pheromones, Glue, Soap, Mineral oil, Diatomaceous earth, Biological controls, Borax, Ferric Phosphate, Acetic acid, Pyrethrum/pyrethrins, Fatty acids, Sulphur, Any substance approved by Canadian General Standards for Organic Agriculture	Disinfect pools/spas, purify water, inside a building, *control termites, *control or destroy health hazard, Control or destroy pests which have infested a property, *Rodents, Wood preservatives, enclosed insect bait, tree/stump injectors, To comply with the Weed Control Act, personal insect repellent	None required	Golf Courses,  Utility/Rail Corridors
Toronto, Ont May, 23, 2003	Pheromones, Glue, Soap, Mineral oil, Diatomaceous earth, Biological controls, Borax, Ferric Phosphate, Acetic acid, Pyrethrum/pyrethrins, Fatty acids, Sulphur	Disinfect pools/spas, purify water, inside a building, control termites, control or destroy health hazard, Control or destroy pests which have infested a property, Rodents, Wood	None required	None

		preservatives, enclosed insect bait, tree/stump injectors, To comply with the Weed Control Act, personal insect repellent		
Westmount, Qc April 1994 amended: May 1995, April 1996, May, 1997 May 1999	No restrictions	No applications from June 15 <sup>th</sup> to September 1 except for infestations dangerous to humans.	Signage, permits and notification of neighbours required	Ornamental or vegetable areas of 5 square meters or less & bushes/trees 1.5 meters or less in height (if treated by property owner only.)



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**COUNCIL MEETING FOLLOWING  
PLANNING AND ENVIRONMENT MEETING**

**JANUARY 15, 2004**

**DECISIONS**

For information, please contact Laura Kazakoff, Meeting Coordinator,  
at 604.871.6353 (e-mail [laura\\_kazakoff@city.vancouver.bc.ca](mailto:laura_kazakoff@city.vancouver.bc.ca))

At its meeting immediately following the Standing Committee on Planning and Environment meeting on January 15, 2004, Vancouver City Council approved the following.

**1. 4051 Pine Crescent - Warning to Prospective Purchasers**

A. THAT the City Clerk be directed to file a 336D Notice against the title to the property at 4051 Pine Crescent (Lot 5, Block 27, District Lot 526, Plan 4502) in order to warn prospective purchasers that there are contraventions of the Zoning and Development and Vancouver Building By-laws related to this building.

B. THAT the Director of Legal Services is hereby authorized, in her discretion, to commence a legal action or proceeding in relation to the premises located at 4051 Pine Crescent and may, in her discretion, seek injunctive relief in that action or proceeding, in order to bring this building into compliance with City By-laws.

**2. Financing Growth - Clarifications to New City-Wide Community Amenity Contribution (CAC) Policy**

WITHDRAWN FROM THIS AGENDA

**3. 210 Abbott Street - Private Liquor Store**

THAT the Director of Planning be advised that Council would not favour approval of Development Application Number DE407735 for a Private Liquor Store (Beer only) at 210 Abbott Street.

**4. 5680 Main Street - Private Liquor Store**

THAT the Director of Planning be advised that Council would not favour approval of Development Application Number DE407396 for a Private Liquor Store (Beer only) at 5680 Main Street (specific address is 5686 Main Street).

**5. Pesticide Use on Private Property**

A. THAT Council endorse the outline of the Pesticide Reduction Education Program, an expansion of Vancouver's Grow Natural campaign, as described in the Policy Report dated October 21, 2003, entitled "Pesticide Use on Private Property".

B. THAT Council request the Greater Vancouver Regional District (GVRD) and the

Regional Health Authorities to undertake a regional advertising campaign aimed at reducing pesticide use and to implement a disposal program for those pesticides which cannot be recycled.

C. THAT Council refer the funding requests associated with the education program to the 2004 Operating Budget process.

D. THAT Council request the federal Minister of Health and the provincial Minister of Water, Land and Air Protection to ensure that regulations made under the federal Pest Control Products Act and the BC Pesticide Control Act require annual reporting of pesticides sales data, both by active ingredient and by municipality in which the products are sold, in order to facilitate municipal efforts to evaluate the effectiveness of pesticide use reduction programs.

E. THAT Council request the federal Minister of Health and the provincial Minister of Water, Land and Air Protection to expedite programs presently underway to increase public access to reduced-risk pesticides, restrict public access to high-risk pesticides, improve access to information about the safe use of pesticides, and increase co-operative efforts through the Healthy Lawn Strategy in order to reduce reliance on lawn care chemicals.

F. THAT Council request the federal Minister of Health and the provincial Minister of the Environment to include the municipal sector as a partner in the Federal/Provincial/Territorial Committee on Pest Management and Pesticides mandated to provide advice and direction to governments on programs and policies for pesticides with the aim of enhancing sustainable pest control practices.

G. THAT Council request Legal Services to prepare a by-law to restrict the use of harmful pesticides generally as described in Appendix A of the Policy Report dated October 21, 2003, entitled "Pesticide Use on Private Property", to be implemented on private lands as of January 1, 2006, to be consistent with the City of Port Moody's Pesticide Use Control By-law No. 2575 and which includes provisions for public notification prior to the use of pesticides.

#### NEW BUSINESS

##### 1. Leave of Absence - Mayor Campbell

THAT Mayor Campbell be granted Leave of Absence for the regular Council meeting on January 27, 2004, and for the City Services and Budgets Committee and the Planning and Environment Committee meetings on January 29, 2004.

\* \* \* \* \*



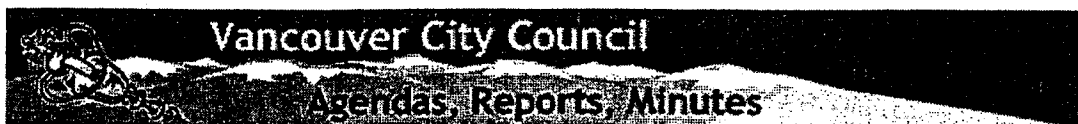
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## **REPORT #2**

# **Vancouver Fire and Rescue Services Staffing Request**



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**ADMINISTRATIVE REPORT**

Date: November 4, 2003  
Author/Local: Scott Henderson

604-873-7562

RTS NO. #03555

CC File No. 1377  
Meeting Date: December 2, 2003

TO: Vancouver City Council  
FROM: General Manager/Fire Chief, Vancouver Fire & Rescue Services  
SUBJECT: Vancouver Fire and Rescue Services Staffing Request

**RECOMMENDATIONS**

**A. THAT Council approve the addition of two regular full-time Fire Prevention Inspectors in Fire & Rescue Services' Fire Prevention Division. The ongoing annual funding requirement is estimated to be \$161,000.00, beginning with the 2004 department budget (without offset). Establishment of positions is subject to final classification approval from the General Manager of Human Resource Services.**

**B. THAT Council approve an additional two regular full-time Public Education Officers for Fire & Rescue Services' Community Services Division. The ongoing annual funding requirement is estimated to be \$161,000.00, beginning with the 2004 department budget (without offset). Establishment of positions is subject to final classification approval from the General Manager of Human Resource Services.**

**CITY MANAGER'S COMMENTS**

**The City Manager RECOMMENDS that Council refer this matter for consideration as part of the 2004 budget.**

**GENERAL MANAGER'S COMMENTS**

**The General Manager/Fire Chief RECOMMENDS approval of the above recommendations.**

**COUNCIL POLICY**

**Council approves all additions to the regular full-time staff complement of departments.**

**Council has approved Fire By-law No. 7004, which governs Fire Safety Standards in the City. The City falls within the jurisdiction of the B.C. Fire Services Act, Sections 26(1) and 38(3) which requires municipalities to provide a regular system of Fire Safety Inspections.**

## PURPOSE

This report seeks Council approval for the addition of two Fire Prevention Inspectors to maintain an acceptable fire inspection interval for occupancies requiring inspection as required by the Fire By-Law. In addition, this report also seeks the addition of two Public Education Officers to provide increased public fire and life safety education and to provide nationally recognized programs to the elderly, those suffering economic restrictions, individuals from other cultures and other groups.

The addition of these four positions will bring fire prevention and public education staff levels nearer to that of comparable fire departments. This will result in improvements in fire safety, and will translate into consequent reductions in fire losses, deaths and injuries.

## BACKGROUND AND DISCUSSION

City Council has made Vancouver one of the safest cities to live in from a fire safety point of view by adopting building by-law amendments that require all buildings to be sprinklered. Vancouver was the first major city in North America to require sprinklering in all types of new building construction, including one and two family dwellings. The adoption of the Sprinkler By-law and other initiatives has saved numerous lives since 1970. This is dramatically illustrated by the fact that in 1973, there were forty (40) fire deaths in Vancouver. Contrast this with 1998, when Vancouver experienced zero fire deaths. This remarkable achievement has not been matched by any other large city in North America. However, since 1998, Vancouver has continued to experience fire deaths, injuries and property damage (eight fire deaths in 2002).

The Provincial Fire Service's Act suggests various fire inspection intervals with frequencies ranging from every two months (hospitals and night clubs) to once every twelve months (offices and retail establishments). With the increases in both the number and complexity of inspectable premises in Vancouver over the past ten years, these inspection intervals have been difficult to maintain in Vancouver. Currently, inspection intervals can be as great as two years and longer.

### Addition of Two Fire Inspectors

The Provincial Fire Services Act requires municipalities to provide a regular system of inspections of hotels and public buildings. Since 1990, new construction has accounted for approximately 2850 new buildings that require inspection by our staff. At the present time, it is estimated that the department has more than 50,000 inspections to be carried out (including current inspections and past due inspections). This backlog represents roughly eighteen months of work for the Fire Prevention Division. Without additional staff resources, the backlog of inspections will continue to grow, and the interval between inspections will continue to increase. It should be noted that the Fire Prevention Division has not had an increase in staffing since the mid 1980's.

In addition to the volume of inspections, the fire inspector's tasks have become more complex in recent years as staff are now involved in Neighbourhood Integrated Service Teams, Flying Squads, First-Aid instruction, Floor Warden Program, Marijuana Grow Operations, problem buildings, old oil tank removals, inspections, complaints, public education presentations, fire extinguisher training, fire scene inspections, special events permits, calculation of occupant loads for licensed beverage establishments and other venues, and all special events held within the city that require inspections and permits. Many of these new activities have only recently been assigned to the department. We have estimated that these additional responsibilities have reduced the productive inspection time of an inspector on average by approximately 30%. Fire Inspectors are also required to maintain a high level of technical skill and training, which requires additional time.

Although the comparison is affected by the relatively high ratio of Fire Prevention staff in Seattle and Portland (see Table 1), these departments are quite comparable to Vancouver in many ways. Vancouver would need to add approximately twelve positions to the Fire Prevention Branch to provide the same staff levels in relation to population as these comparable fire departments. However, the Deputy Chief of Fire Prevention believes that the addition of two inspector positions would allow us to maintain an acceptable inspection interval.

**Addition of Two Public Education Officers**

Fire safety education is recognized universally as a key element in reducing fire loss and death. Improved public education leads to reduced risk and fire loss, thereby releasing further resources for prevention rather than cure. Therefore, two of the four positions requested will be assigned as Public Education Officers. At present, there is only one person assigned to this function in Vancouver ( 0.17 educators per 100,000 population). In other GVRD fire departments, roughly one Public Educator is assigned per 100,000 population. Table 1 provides a relative comparison of staffing resources assigned to Fire Prevention and to Public Education.

The department now focuses a large portion of its existing resources on children and schools. Dealing with other high risk groups such as the elderly, juvenile fire-setters, diverse cultural groups and the socially disadvantaged, has been more limited due to a lack of available resources. The bulk of our fire safety activities tends to center on a group of messages rather than targeting a specific section of the community. In addition, our programs promote general fire safety and raising the overall profile of fire safety, but do not deal with many of the other specific safety risks that our citizens face. An example of the success of a focussed public safety message has been the widespread acceptance of home smoke alarms. Many Canadian Fire Departments, including Vancouver, have consistently focussed on the message of the importance of working smoke alarms in the home. Partially, as a result of the success of this program, fire deaths in residential occupancies in Vancouver have fallen dramatically over the past 30 years.

Further reductions in fire deaths and injuries will require outreach programs targeting the elderly, those suffering economic restrictions, and individuals from other cultures. The addition of two Public Education Officers will allow the department to implement this outreach strategy.

TABLE 1

City	Population	Prevention per 100,000 population	Public Education per 100,000 population
Mississauga, ON	650,000	4.6	.46
Ottawa, ON	800,000	6.5	1.0
Calgary, AB	920,000	3.6	.43
Portland, OR	536,000	11.7	1.1
Halifax, NS	358,000	4.7	1.1
Seattle	563,000	8.7	.53
Vancouver, BC	578,000	4.2	.17
AVERAGE	629,000	6.3	.68

**PERSONNEL IMPLICATIONS**

The approval of the four requested positions will increase Fire & Rescue's staffing by four Full Time Equivalences (FTEs).

**FINANCIAL IMPLICATIONS**

Annual costs of these four positions are as follows:

2 Fire Inspectors (salary plus benefits)	\$ 148,000.00
2 Fire Inspectors (increased office and inspection costs)	\$ 5,000.00
Auto Allowance (two vehicles)	\$ 8,000.00
<b>TOTAL ESTIMATED COST OF TWO FIRE INSPECTORS</b>	<b>\$ 161,000.00</b>
2 Public Education Officers (salary plus fringe benefits)	\$ 148,000.00
Increased Public Education Material Costs	\$ 5,000.00



Auto Allowance ( two vehicles)	\$ 8,000.00
<b>TOTAL ESTIMATED COST OF TWO PUBLIC EDUCATORS</b>	<b>\$ 161,000.00</b>
<b>TOTAL ANNUAL COST FOR FOUR POSITIONS</b>	<b>\$ 322,000.00</b>

The annual costs for these four positions would be added to the departmental budget without offset.

**CONCLUSION**

The City of Vancouver continues to experience preventable fire deaths and injuries and loss of property due to fires. Adding two additional Fire Inspectors to conduct inspections of buildings, and the addition of two Public Education Officers to teach fire safety to the public, will result in a reduction of fire deaths, injuries, and property loss due to fire.

\* \* \* \* \*



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of the City.

E. THAT the \$75,000 sale proceeds are to be credited to the Property Endowment Fund (the "PEF") as per Council policy.

ADOPTED ON CONSENT

**8. 1412 Cartwright Street - Liquor Primary (Concert Hall)**

**November 18, 2003 (File 2616-8)**

THAT Council, having considered the majority of area residents and business operators to be in favour of the application as determined by neighbourhood notification, the proximity of residential developments, traffic patterns, road access, availability of parking, noise impacts, social facilities, public buildings, overall design, and Council policy as outlined in the Administrative Report "1412 Cartwright Street - Class 'E' Concert Hall Granville Island Cultural Society - Waterfront Theatre & Performance Works" dated February 27, 2003, and Administrative Report "1412 Cartwright Street - Liquor Primary (Concert Hall)" dated November 18, 2003, endorse the request by Granville Island Cultural Society for a 75 seat Liquor Primary (Concert Hall) liquor license at the Waterfront Theatre & Performance Works, 1412 Cartwright Street subject to:

- i. The service of alcohol limited to 120 minutes prior to a performance, during intermission, and up to 120 minutes after a performance;
- ii. The service of alcohol is not permitted in the seating area of the theatre;
- iii. Alcohol service is not permitted between the hours of 12:30 a.m. to 9:00 a.m. Tuesday through Sunday and 12:00 a.m. to 9:00 a.m., Monday;
- iv. The signing of a Good Neighbour Agreement; and
- v. Adherence to clean air practices.

ADOPTED ON CONSENT

**9. Form of Development: 1616 Bayshore Drive**

**November 18, 2003 (File 2604)**

THAT the form of development for the portion of the CD-1 zoned site known as 1601 - 1790 Bayshore Drive (1616 Bayshore Drive being the application address) be approved generally as illustrated in the Development Application Number DE407671, prepared by Downs Archambault & Partners Architects and stamped "Received, City Planning Department October 8, 2003", provided that the Director of Planning approve design changes which would not adversely affect either the development character of this site or adjacent properties.

ADOPTED ON CONSENT

**10. Vancouver Fire and Rescue Services Staffing Request**

**November 4, 2003 (File 1377)**

MOVED by Councillor Louis

THAT the Vancouver Fire and Rescue Services staffing request as outlined in the Administrative Report "Vancouver Fire and Rescue Services Staffing Request" dated November 4, 2003, be referred for consideration as part of the 2004 budget.

CARRIED UNANIMOUSLY

**11. Allocation of Capital Plan Funds in the Downtown Eastside**

**November 20, 2003 (File 1611/8104)**

A. THAT Council approve the allocation of \$248,000 as the City's contribution towards the revitalization projects described in the Administrative Report "Allocation of Capital Plan Funds in the Downtown Eastside" dated November 20, 2003; source of funds to be the 2003 Downtown Eastside Revitalization Capital Budget.

B. THAT Council approve a grant of \$120,000 to the Dr. Sun Yat Sen Garden Society of Vancouver for development of an education/presentation centre; source of funds to be the 2003 Downtown Eastside Revitalization Capital Budget.

C. THAT the Electrical Operating Budget be increased by \$8,300 per year beginning in 2004, subject to budget review, to cover additional energy and maintenance costs for lighting improvements in Gastown.

ADOPTED ON CONSENT AND  
BY THE REQUIRED MAJORITY

**POLICY REPORTS**

**1. CD-1 Text Amendment - 2901 East Hastings Street (Hastings Park)**

**November 17, 2003 (File 5305/8009)**

MOVED by Councillor Louie

A. THAT Council postpone consideration of the report on the CD-1 Text Amendment - 2901 East Hastings Street (Hastings Park), until the Council meeting on June 8, 2004.

B. THAT Council request a staff report, with recommendations upon completion of the visioning process, for all uses and potential uses on the Hastings Park site for consideration at a Standing Committee meeting on May 20, 2004.

CARRIED  
(Councillors Bass, Ladner, Louis, Roberts, and Sullivan opposed)

MOVED by Councillor Roberts

THAT Council request staff to provide an information memo on how Council might assist the economic development of the race track and on the option of engaging an economic consultant to work with the track and its employees to sustain the operation of the track.

CARRIED  
(Councillors Green, Ladner, Stevenson, Sullivan and the Mayor opposed)

**2. CD-1 Text Amendment - 750 Pacific Boulevard (Plaza of Nations)**

**REPORT # 3**  
**Carnegie Outreach Program**



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**CITY OF VANCOUVER**

**ADMINISTRATIVE REPORT**

Date: November 2  
 Author: Michael  
 Phone No.: 604-673-8000  
 RTS No.:  
 CC File No.:  
 Meeting Date: December

**TO:** Standing Committee on City Services and Budgets  
**FROM:** Director of Carnegie Centre, in Consultation with the Drug Policy Coordinator  
**SUBJECT:** Carnegie Outreach Program

**RECOMMENDATION**

A. THAT Council approve in principle the continuation of the Carnegie Outreach program for another year at a cost of \$300,000, subject to overall 2004 budget priorities.

B. THAT, subject to the program proceeding, staff report back on the progress of the program and the success in securing outside funds in July 2004, in order to allow Council the opportunity to extend the program or have it conclude in December 2004.

**CITY MANAGER'S COMMENTS**

The City Manager RECOMMENDS approval of the foregoing and notes that while the Carnegie Outreach Program is part of the City's contribution to the DTES, there are also several other significant demands on the 2004 Operating Budget. The City Manager suggests that this program be added to the Community Services Group Contingency Reserve proposals for Council's deliberation as part of the budget process.

**GENERAL MANAGER'S COMMENTS**

The General Manager of the Community Services Group (CSG) RECOMMENDS the approval of Recommendations A and B as one component of the City's contribution to the Vancouver Agreement Health and Safety Initiative and concurs with the approach recommended by the City Manager. Funding will be found in the CSG Operating Budget to cover staff positions until a Council decision is made.

**COUNCIL POLICY**

On August 2, 2001, Council approved a two-year trial of the Carnegie - Health Connections Outreach program as part of the City's contribution to the Vancouver Agreement Health and Safety Initiative, starting November 1, 2001.

### **SUMMARY**

This report seeks Council approval for renewed funding for the Carnegie Outreach program as a key component of the Vancouver Agreement Health and Safety Initiative.

The amount of \$300,000.00 is requested for 2004, with the stipulation that other funding partners be found during the year to reduce the City's share of the costs in future. A report back on the progress of the program and success in securing outside funds will be presented to Council next summer in order to allow Council the opportunity to extend the program or have it conclude in December 2004.

### **PURPOSE**

The Outreach program's purpose is to provide a measure of safety and assistance to at-risk street people. These are highly marginalized people. Most are addicted to drugs and alcohol. Many are mentally ill. Some are mentally ill and have addictions. They have been isolated or are banned from many community services. All live in poverty.

The partners in the Health and Safety initiative have spent the past two years in planning and introducing the new services of the Health and Safety Initiative such as the Health Contact Centre, the Life Skills Centre and the Supervised Injection Site. As these become fully operational, the work of the Carnegie Outreach is to help people most at-risk have access to these and other services, to provide a "safety" watch for street people, and to advise and where appropriate, initiate new projects to suit the needs of this population.

The current impacts of constrained resources and changes to policies and procedures in social services, mental health, and health are only expected to increase in the next few years, with serious implications for the at-risk street population. Outreach is a front-line component of the Vancouver Agreement service partnerships.

### **BACKGROUND**

The Carnegie Outreach program was first initiated in 1999 as part of a program of Strategic Actions to address issues with the illegal drug trade at Main and Hastings. In November 2001, Council approved two-year funding in the amount of \$335,845.00 annually, as part of the City's "Four Pillars Strategy" for addressing addictions.

The Street Outreach program has generally had four responsibilities:

- To provide front-line information and referral, first aid and support activities to addicts;
- To learn as much as possible about characteristics of street addicts, effective methods for working with them and the kinds of services they require;
- To contribute to a level of safety for the public; and
- To improve access to and from Carnegie Centre

While operating on the corner of Main and Hastings, the program engaged users through triage (first aid, emergency food and shelter, detox and treatment, helping find relatives), and in literacy and recreational activities, and personal care programs (foot baths, haircuts). All these were a means to developing personal relationships which enabled the program to encourage more responsible individual behaviours towards lessening the violence and disorder in the drug market as it then existed.

In 2001, the Carnegie Outreach program partnered with the Vancouver Coastal Health Authority in

the new Health Contact Centre (HCC). The Contact Centre provides nursing staff, health care workers, and activity workers for the 16-hour a day, seven days a week operation. This service has proven to be a valuable resource for users and provides an additional range of services to which outreach staff, police and others can refer users, particularly at late hours. Outreach provided programs in the Health Contact Centre and operated a limited "outreach" service in the neighbourhood.

After one year, Carnegie and Vancouver Coastal Health (VCH) revised their relationship. Outreach shifted from sharing operational responsibilities for the Health Contact Centre with VCH to that of providing low-key program services in the HCC, and to other agencies including the Life Skills Centre, Lookout Shelter, the Living Room, WISH, First United Church, DAMS, DES Women's Centre, and the Union Gospel Mission Women's Drop-In. Most significantly, this change enabled Outreach to expand its external work in the alleys and streets of the Downtown Eastside. Outreach's expansion in its street work coincided with the introduction last November of the 24-hour police presence on the corner of Main and Hastings which dispersed the concentration of users and dealers.

Working in teams of two from mid-morning to 11:00 pm at night, Outreach staff are in continuous contact with the street population, performing triage and accompaniment work to shelters, hospitals and other available resources. They are eyes and ears on the street, keeping a look out for the safety and whereabouts of street entrenched people. They facilitate utilization of community resources by people least likely to use them. And when a new service develops like VCH's safe injection site (Insite), Outreach can assist in getting the word out to the street and in helping people get to the site.

For two years the Outreach program has also done pioneering work in low threshold employment training (LTE). Objectives of this training are based on the life styles and actual circumstances of street people. Through the Historic Markers project (funded by Western Economic Diversification), Outreach has involved approximately 200 street people in a program of literacy, health care, life skills, and the construction of 31 mosaic historic markers in the sidewalks of the Downtown Eastside. The Historic Markers project has demonstrated the value of LTE as a "ladder" of increasing opportunities and responsibilities for people to leave the street scene. The Historic Markers project has now concluded as a program demonstration. Plans are underway for it to be developed as a permanent training and employment organization under other auspices.

Throughout all these activities, the purpose of the Outreach work has remained the same: to offer services and programs which provide respite from the drug scene which in turn provides opportunities for addicts to move into more stable activities such as healthier addictions management, proper shelter, detoxification, counselling, treatment, life-skills and pre-employment training.

## DISCUSSION

An outline of services provided through the Outreach program and evaluation highlights of the program's role in the street drug scene include:

### *Program Service*

The Carnegie Outreach program recorded 2444 contacts, involving 925 separate individuals from March-September 2003. 47% of all contacts range between the ages of 30-44, and 82% reported residing in the Downtown Eastside (program statistics - Appendix 1). On individual contacts recorded, the Outreach team details 53% are female and 70% are repeat contacts and are familiar to the Outreach workers.

The Carnegie Outreach program workers are accepted by the "street" because they have no statutory or controlling authority over people's lives. This is in keeping with the literature which describes effective outreach agencies as being characterized by users as non-judgemental and sensitive to street culture (see literature sources at the conclusion). These agencies usually involve street people in the development of their programs. Many recruit staff that previously lived on the street. Carnegie

Outreach does both.

There are over 50 agencies serving the Downtown Eastside with outreach as part of their mandate. Four involve direct street level contact: BC Centre for Disease Control (BCCDC) Street Nurses, Vancouver Area Network of Drug Users (VANDU) alley patrol, DEYAS Health Van, and the Carnegie Outreach Program. Each makes an important contribution according to their mandate which, with the exception of Carnegie Outreach, is associated with a specific service interest, or in the case of VANDU, service and advocacy interest.

### ***Evaluation Method***

Carnegie contracted with the Strathcona Research Group to carry out this work. The primary methods of data collection included:

- An internet search of other such programs in North America (compiled by Outreach);
- Interviews with a sample of 16 key respondents from organizations familiar with Outreach and with the Downtown Eastside; and
- Interviews with a sample of 18 street people in contact with Outreach.

The key respondents interviewed were from the Vancouver and Area Network of Drug Users (VANDU) City of Vancouver (Drug Policy Coordination, DTES Revitalization Program, and Engineering Services), Vancouver Coastal Health Authority, Health Contact Centre, Lifeskills Centre, Supervised Injection Site, and the Vancouver Police Department. In addition, interviews were held with project staff and Carnegie management. Key respondents were selected to represent diverse views in the community and in Carnegie about Outreach.

Participants that were surveyed were randomly selected by the interviewer at three sites: Oppenheimer Park, along the Street Outreach route, and at outreach programs at other agencies. Selection of participants presented some research challenges because the researcher could not interview a participant who was shooting up or who was not lucid. Data was collected at three different site visits over three days: the women's drop-in program at the Union Gospel Mission, the music program at the Health Contact Centre, and Oppenheimer Park.

### ***Evaluation Findings***

The results confirm that the Outreach program is reaching the intended target group of highly marginalized people in alleys and on the streets; that it is consistent with the Carnegie mandate; that it does not unnecessarily duplicate other services; and, that it is consistent with outreach programs in major cities across North America.

The question of duplication is especially important. There is a degree of overlap with the other three street level outreach agencies with respect to needle pick-ups and first aid work. However, none are present in the community for the same length of time, and the volume of need is significant. There are periods when Outreach is the only group providing these services. In sum, there is no other outreach program with the generic mandate of Carnegie Outreach in the Downtown Eastside.

The Carnegie Outreach program is well supported by respondents and participants and is seen as more flexible than other programs. Key respondents and participants rate the program highly with the average score assigned ranging from 3.3 to 3.7 on a 4 point scale where 1 is poor and 4 is excellent. 79% of key respondents and 94% of participants think the program should continue. 71% of key respondents and 93% of participants agree or strongly agree that staff are effective and respectful. 83% of key respondents agree or strongly agree that the program is appropriate to the people served while 53% of participants agree or strongly agree. A higher number of participants argued that the program needed to run all night.

Gaps in services to the street entrenched population which were identified in the research are consistent with other surveys and issues raised consistently in community meetings and other



reports. Specifically, the gaps identified most frequently were:

- mental health support
- detox and addictions treatment
- 24 hour drop-in
- toilets
- women's spaces
- peer component programs
- low threshold employment

Addressing these gaps through direct services is clearly not the role of a Carnegie Outreach program. However, Outreach can play an important part in collecting reliable data regarding conditions affecting street involved people. This information can support the development or expansion of low threshold harm reduction services such as needle exchanges, detox, counselling, methadone, peer support, and employment training. This is consistent with one of the goals of the Vancouver Agreement - to develop a continuum of care for people in addictions.

#### ***Performance Management Plan - Future Directions***

With the assistance of the Strathcona Research Group a three-year work plan has been prepared, and is being organized into a performance management framework with an accompanying evaluation framework.

Given the experience of these two introductory years the plan:

- Provides greater emphasis on being out on the street for contact and referral work, as distinct from being anchored with a specific agency (Health Contact Centre);
- Provides low-key educational and recreational program assistance to agencies serving the same population, but lacking these kinds of activities in their own programs;
- Provides a greater emphasis on peer-based activities, involving street people in the Outreach program in low threshold training and employment opportunities within Outreach, as well as continuing to facilitate the development of other low threshold employment programs such as the successful Historic Markers; and
- Provides greater emphasis on up-to-date research and information about current conditions affecting marginalized people on the street as an aid to policy-makers and planners in formulating and advocating for appropriate public policies.

Special programs such as literacy, helping make family contacts, social and cultural activities, and nutrition, will continue in collaboration with other components of Carnegie and community agencies.

It should be noted that the ability of the program to contribute to the overall amelioration of addictions for marginalized people will be influenced by other external factors such as more restrictive conditions for disability and welfare eligibility. Should these continue, then the Outreach program will have an especially critical role in immediate triage work and individual advocacy.

#### **DRUG POLICY COORDINATOR'S COMMENTS**

The Carnegie Outreach program has provided a critical function in the Downtown Eastside community since its inception in 1999 as a response to the open drug scene on the corner of Main and Hastings. Currently the Outreach program is one of a handful of programs that provide consistent outreach efforts seven days per week to a highly marginalized and difficult to reach population. This next year, 2004, is an important transition year for the Downtown Eastside as there are several variables in the environment that will have an impact on the population reached by the Carnegie Outreach program including, the importance of outreach in the first year of the operation of the Supervised Injection Site, the uncertainty as to the impact at the street level of changes to welfare eligibility, increased numbers of crack cocaine users who will not be adequately served by the supervised injection site, and the continuing presence of significant numbers of mentally ill individuals on the street. Operation of the Carnegie Outreach program through 2004 will be

important in addressing these issues. The implementation of the Vancouver Agreement strategic plan will provide opportunities to explore partnerships for future funding of this program.

#### **FINANCIAL IMPLICATIONS**

Funding in the amount of \$300,000 is needed in 2004, compared with \$335,845 in the current budget, which was based on providing a 24-hour staffing service at the Health Contact Centre (this expansion to 24 hours did not occur, resulting in a budget surplus). The reduction permits a modest cost saving while reorganizing some core elements of the program and adding others. This funding enables seven days week coverage for one shift during the most important times in a 24 hour period. It provides sufficient supervision time to enable the program to continue its development work in peer-based, low-threshold employment projects, including the honoraria to go with these projects. Finally, it covers the rental cost for the Outreach office and some administrative and program supplies.

Outreach is to report back to Council in July 2004 on progress in finding other funding partners in the future.

See Appendix A for budget breakdown.

#### **CONCLUSION**

The introduction of the key components of the Vancouver Agreement Health and Safety Initiative is now underway: expanded, re-organized and relocated community health services on Pender and Powell Streets, the opening of the Health Contact and Life Skills Centres, the inauguration of the Supervised Injection Site and a local enforcement plan for the Downtown Eastside. At the same time, the conditions affecting marginalized street people are deteriorating and the numbers are growing due to economic conditions and changes in public policies and regulations. The experience of the Carnegie Outreach program's first two years as part of the Health and Safety Initiative confirms that this form of front-line service assists with the utilization of the other service components, contributes to the health and safety of addicts and is uniquely experienced to assist in the development of low threshold employment programs for this population. Finally, the program is a source of primary information about social conditions on the street, and about the characteristics of the population which can aid planning and policy-making.

#### **SOURCES**

Health Canada - Review: Peer Helper Initiatives; For Out-of-the-Main Stream Youth in Canada  
Carnegie Outreach Program Evaluation: Kathy Coyne, Strathcona Research Group  
Carnegie Outreach Program Statistics: March 2003 - September 2003

\* \* \* \* \*

**APPENDIX A**  
**PAGE 1 OF 1**

#### **CARNEGIE OUTREACH PROGRAM BUDGET**

##### **SALARIES**

Programmer (50%) \$ 22,000

Activity Coordinator \$ 37,350

Fringe @20% \$ 11,850

Auxiliary Wages \$ 133,400

Auxiliary Fringe \$ 34,400

**Total Wages \$239,000**

**OPERATING**

Rent \$ 8,000

Program Supplies \$ 4,500

Office Supplies \$ 3,000

First Aid Supplies \$ 2,000

Photocopy \$ 500

Telephone \$ 4,000

Training \$ 1,000

Honoraria \$2,000

Special Events \$2,000

Program Evaluation \$2,500

**Operating Total \$ 29,500**

**Agency Peer Training and Support \$ 25,000**

**Publication - "Help in the Downtown Eastside" \$ 6,500**

**TOTAL: ALL COSTS \$300,000**



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Last modified 11/25/2003 13:02:42

THAT the Committee recommend to Council

THAT Council approve a one time only addition of \$20,000 to Park Board's 2003 Operating Budget to implement winter demonstration programs aimed to expand access to community arts, sport and recreation programs; to be funded from Contingency Reserve.

CARRIED UNANIMOUSLY

#### 6. City of Vancouver - Credit Rating (File 1501)

Judy Rogers, City Manager, introduced this item, noting that Dominion Bond Rating Services Limited (DBRS) issued a press release this morning advising that the City of Vancouver's credit rating has been reclassified from AAA to AA (high) with a stable trend (*on file*). Ms. Rogers added that the City of Vancouver still has one of the highest credit ratings of a municipality in the country.

Estelle Lo, General Manager of Corporate Services, referring to an analysis (*on file*), provided further details of the reclassification and how it will impact the City of Vancouver's financial situation. Ms. Lo, together with Ken Bayne, Director of Financial Planning and Treasury, responded to questions concerning the impacts and whether the AAA status can be regained.

MOVED by Councillor Cadman  
THAT the Committee recommend to Council

THAT Council receive the verbal report on the City of Vancouver's Credit Rating Reclassification for information.

CARRIED UNANIMOUSLY  
(Councillor Roberts and the Mayor absent for the vote.)

#### 4. Carnegie Outreach Program (File 4161)

The Committee had before it an Administrative Report dated November 21, 2003, in which the Director of Carnegie Centre, in consultation with the Drug Policy Coordinator, sought Council approval for renewed funding for the Carnegie Outreach program as a key component of the Vancouver Agreement Health and Safety Initiative. The City Manager recommended approval of the foregoing and noted that while the Carnegie Outreach Program is part of the City's contribution to the DTES, there are also several other significant demands on the 2004 Operating Budget. She suggested this program be added to the Community Services Group Contingency Reserve proposals for Council's deliberation as part of the budget process. The General Manager of Community Services recommended approval of Recommendations A and B as one component of the City's contribution to the Vancouver Agreement Health and Safety Initiative and concurred with the approach recommended by the City Manager.

Michael Clague, Director, Carnegie Centre, introduced Donald MacPherson, Drug Policy Coordinator, Bob Ross, Consultant, Engineering Services for the Downtown Eastside Revitalization Program, and Muggs Sigurgjerson, Board Member, Carnegie Community Centre Association. Mr. Clague reviewed the purpose of the Carnegie Outreach program and clarified a number of issues with respect to similar outreach services provided by other agencies. Messrs. MacPherson and Ross provided further details of the program. Ms. Sigurgjerson spoke in support of continuation of the Carnegie Outreach program, noting this initiative evolved out of the drug-related crises facing the neighbourhood and that it would be a tragedy to see this program interrupted.

Messrs. Clague and Ross responded to questions concerning the number of people employed in the program, duplication of outreach services by other agencies and the lack of public toilets in the area.

MOVED by Councillor Woodsworth

THAT the Committee recommend to Council

A. THAT Council approve in principle the continuation of the Carnegie Outreach program for another year at a cost of \$300,000, subject to overall 2004 budget priorities.

B. THAT, subject to the program proceeding, staff report back on the progress of the program and the success in securing outside funds in July 2004, in order to allow Council the opportunity to extend the program or have it conclude in December 2004.

carried

AMENDMENT MOVED by Councillor Ladner

THAT A be amended by striking the words "at a cost of \$300,000".

LOST

(Councillors Bass, Cadman, Green, Louie, Louis, Roberts, Stevenson, Woodsworth and the Mayor opposed)

The amendment to A having lost, Councillor Woodsworth's Motion was put and CARRIED with Councillor Ladner opposed.

#### 5. 2004 Business License Fees: Fees for Live-aboard Boats (File 113/1757)

The Committee had before it an Administrative Report dated October 20, 2003, in which the General Manager of Corporate Services and the Director of Financial Planning and Treasury sought Council's approval for an increase in the fees charged under the License By-law to marina operators that host live-aboard boats at their marinas. They also reported back to Council on the fees paid by users at Heather Marina, following Council's request arising from the City Services and Budget Committee meeting on February 27, 2003.

Ken Bayne, Director of Financial Planning and Treasury, provided a brief overview of the report.

The following expressed concern regarding the proposed increase in license fees for marina operators that host live-aboard boats:

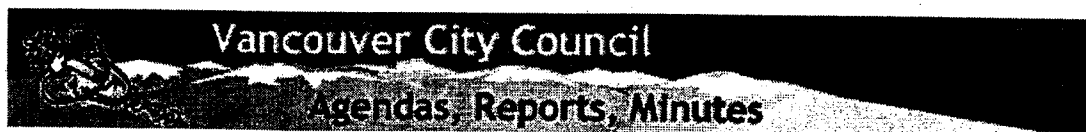
Ken Petry  
Debbie Hill  
Rolf Zaar  
Barry Ober  
Steve Kempton  
Janet Dunn  
Merle Marchessault  
Ernest Burden

A summary of speakers' comments follows:

- reconsider the proposed increase and adopt Option 2 of the report which will give residents of live-aboard boats a benefit similar to the Homeowner Grant;
- request a review on the method of calculating live-aboard license fees in future;
- Council should consider:
  - calculating live-aboard license fees based on net property taxes;
  - foregoing the 4% increase, which did not go before Council last year, since it would be unfair to residents of live-aboards; and
  - waiving the \$26.50 maintenance fee until more information can be provided or until a professional survey on the state of the facilities

## **REPORT #4**

### **Action Plan - Just and Sustainable Food System**



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## CITY OF VANCOUVER

POLICY REPORT  
OTHER

Date: November 20, 2003  
 Author: Wendy Mendes  
 Phone No.: 871-6236  
 RTS No.: 3755  
 CC File No.: 3001-1  
 Meeting Date: December 9, 2003

TO: Vancouver City Council  
 FROM: Food Policy Task Force  
 SUBJECT: Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver

A. THAT Council receive the proceedings of the Vancouver Food Policy Task Force for information, as separately distributed.

B. THAT Council adopt the three components of the recommended Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver as outlined in B1, B2, and B3.

B1. THAT Council approve the creation of a "Food Policy Council" with a

mandate to act as an advisory and policy development body on food system issues within the City's jurisdiction, as described in this report.

B2. THAT Council approve an "Interim Work Plan," as described in this report, to lay the foundation for future linkages to the work of the Food Policy Council once it is established.

B3. THAT subject to 2004 budget considerations, Council consider implementation support in the form of:

- One Regular Full Time Food Policy Coordinator, subject to classification by the General Manager of Human Resources, at an estimated annual cost

of \$73,900, with a mandate to act as an on-going catalyst for leading, coordinating and facilitating both the existing work of the City on food system issues and new policy work in partnership with community groups, the Vancouver Agreement, higher levels of government, Vancouver School Board, Vancouver Park Board, Vancouver Coastal Health, and other stakeholders. The source of funds subject to 2004 budget considerations.

One Temporary Regular Full time Social Planner I for a period of two years, subject to classification by the General Manager of Human Resources, at an approximate annual cost of \$67,900 with a mandate to internally coordinate and implement both existing and new food-related programs and services within the City's jurisdiction.

The source of funds subject to 2004 budget considerations.

C. THAT in order to provide adequate resources for research, outreach and information sharing, Council approve an annual budget of \$15,000 for the Food Policy Council for the planning and implementation of events incorporating outreach activities and information sharing, holding regular meetings in the community, conducting food system research and promoting awareness of food policy issues, plus start up costs estimated to be \$10,000, managed by the Director of Social Planning. The source of funds for 2004 to be the Contingency Reserve and subsequently added to the operating budget in 2005 without offset.

#### **CITY MANAGER'S COMMENTS**

The City Manager recommends Council adoption of recommendations A, B1, B2, B3 and C, noting that the work of the Food Policy Task Force demonstrates the benefits of the proposed Action Plan to our citizens. Recommendation B3 deals with on-going staff that may be needed to move this initiative forward as per the Committee's recommendation. The City Manager RECOMMENDS that B3 be determined within the 2004 budget considerations including possible partnership with the Vancouver Agreement, Vancouver School Board and Vancouver Park Board. The Action Plan proposed in this report reinforces a number of Council's existing policy and development goals, including in particular, those relating to sustainability.

On July 8, 2003, Council moved the following motion:

"C. THAT, in order to provide leadership in developing a just and sustainable food system for the City of Vancouver that fosters equitable food access, nutrition, community development and environmental health, Council establish a Vancouver Food Policy Task Force.

D. THAT the Food Policy Task force work with City staff to develop a just and sustainable food policy and action plan for the City of Vancouver.



E. THAT the Food Policy Task Force be comprised of Councillors Bass, Woodsworth and Louis; a representative each from the Vancouver School Board, the Vancouver Park Board and the Vancouver Coastal health authority; and representatives from appropriate and interested community groups as identified by the Co-chairs; with Councillor Louis and the General Manager of Community Services as Co-chairs."

## **& PURPOSE**

On July 8, 2003, Council approved a motion supporting the development of a just and sustainable food system for the City of Vancouver that fosters equitable food production, distribution and consumption; nutrition; community development and environmental health. To provide leadership in achieving this goal, a Food Policy Task Force was initiated. The purpose of this report is to recommend an Action Plan for creating a just and sustainable food system for the City of Vancouver. The report outlines the components of the Action Plan and the resources needed to implement it. The strategic focus of the proposed Action Plan is on areas that fall within the jurisdiction of the City of Vancouver.

The Council motion of July 8, 2003 emerged as a result of wide-spread dissatisfaction with our current food system. Issues of concern include hunger in Canadian society, loss of agricultural lands, limited economic viability of small and medium sized farms, lost economic opportunities, and growing distance between producer and consumer. The result is a growing desire on the part of community organizations and local governments to create a more just and sustainable food system.

Just and sustainable food systems encompass a wide range of issues associated with different jurisdictions ranging from the local (e.g. Farmers Markets, community gardens, food banks, community kitchens), to the regional / national (e.g. health, nutrition, agriculture, agri-food policy, natural resources, fisheries), to the global (e.g. international trade agreements, climate change impacts on agriculture). While recognizing the interconnections between food issues at different geographical scales, the focus of the Action Plan proposed in this report is the development of a just and sustainable food system for the City of Vancouver, with a strategic focus on areas that are within the jurisdiction of the City of Vancouver. The focus on the City's role should be understood as an important component of a more encompassing strategy that will necessarily involve partnerships with other stakeholders and levels of government, but is firmly rooted within the City's existing responsibilities.

While some of the resources and policy tools necessary to create a just and sustainable food system fall outside of the jurisdiction of Canadian municipalities, there is a growing trend towards local governments having direct and immediate impacts on food-related concerns ranging from poverty and food security, to community economic development and environmental protection. Canadian cities such as Toronto, Ontario; Prince Albert, Saskatchewan; and Kamloops, British Columbia, already benefit from municipally-supported food

policies and / or food policy councils. Even without a coordinated food policy, the City of Vancouver provides funding to a wide range of activities related to urban food policy.

The adoption of the Food Action Plan proposed in this report will coordinate, maximize and expand the benefits that result from food-related programs and services already provided and / or supported by the City of Vancouver. In addition, the proposed Food Action Plan builds on the considerable expertise of community-based organizations that have been developing and delivering food-related programs and services in Vancouver for over a decade. The proposed Action Plan that Council is being asked to approve is made up of three components, as described in the body of the report:

1. The creation of a Vancouver Food Policy Council;
2. Interim work plan;
3. Implementation Support System.

#### The City of Vancouver's Food Policy Task Force

On July 8, 2003, Council approved a motion supporting the development of a just and sustainable food system for the City of Vancouver that fosters equitable food production, distribution and consumption; nutrition; community development and environmental health. To provide leadership in achieving this goal, a Food Policy Task Force was initiated.

The Food Policy Task Force is made up of Councillors Tim Louis, Fred Bass, and Ellen Woodsworth; Vancouver School Board Trustee, Andrea Reimer; Vancouver Board of Parks and Recreation Commissioner, Eva Riccius; representatives from Vancouver Coastal Health; and representatives from approximately 70 community groups as identified by the Co-chairs; with Councillor Louis and the General Manager of Community Services as Co-chairs. A complete list of Task Force membership can be found in Appendix A.

The consultation process consisted of two meetings of the full task force; informal small group meetings; consultation with recognized experts in urban food policy; staff liaison with community, City departments, UBC, and other stakeholders; and research on existing models of successful urban food policies and Food Councils already in existence.

The Action Plan recommended by the Task Force balances specific action items; and recommendations on how these actions will fit into a larger, long-term policy framework and governance model (the type of Food Policy Organization needed to implement the actionable goals). The strategic focus of the Action Plan is on areas where the City of Vancouver has the capacity to act in support of goals identified. In recognition of the fact that many food system issues must be addressed on a regional basis, opportunities for collaboration with other levels of

government, other municipalities and stakeholders are identified.

### Food systems: General Context

The food and agricultural system in Canada has changed dramatically over the past fifty years. The trend has been towards industrialization with emphasis on mechanical over natural, and capital-intensive rather than labour-intensive production, processing and distribution methods. The current food system is often oriented towards global trade rather than the satisfaction of local needs. A combination of hunger in Canadian society, loss of agricultural lands, limited economic viability of small and medium sized farms, lost economic opportunities, growing distance between producer and consumer, negative environmental impacts of an industrialized, long-distance food system (e.g. greater pollution and greenhouse gas emissions), and dissatisfaction with the current food system in general has propelled a range of community organizations and local governments to call for the creation of a more just and sustainable food system.

### The Need for a More Just and Sustainable Food System

A just and sustainable food system is defined as one in which food production, processing, distribution and consumption are integrated to enhance the environmental, economic, social and nutritional health of a particular place [Figure 1]

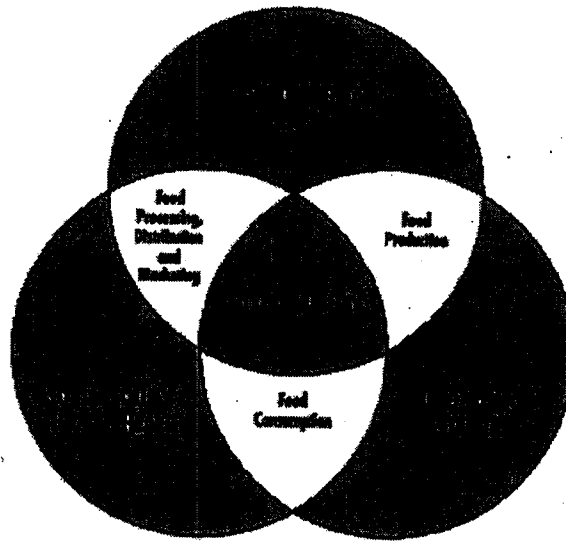


Figure 1: Goals of a local / community food system.

Just and sustainable food systems encompass a wide range of issues associated with different jurisdictions ranging from the local (e.g. Farmers Markets, community gardens, food banks, community kitchens), to the regional / national (e.g. health, nutrition, agriculture, agri-food policy, natural resources, fisheries), to the global (e.g. international trade agreements, climate change impacts on agriculture). While recognizing the interconnections between food issues at

different geographical scales, the focus of the Action Plan proposed in this report is the development of a just and sustainable food system for the City of Vancouver, with a *strategic focus on areas where the City has the capacity to act*. While it is recognized that food system issues extend well beyond the level of the municipality, the focus on the City's role should be understood as an important component of a more encompassing strategy that will necessarily involve partnerships with other stakeholders and levels of government, but is firmly rooted within the City's existing responsibilities.

#### Local Context: Food as a Central Issue for Municipal Governments

While some of the resources and policy tools necessary to create a just and sustainable food system fall outside of the jurisdiction of Canadian municipalities, there is a growing trend towards local governments having direct and immediate impacts on food-related concerns ranging from poverty and food security, to community economic development and environmental protection.

The research of the Task Force indicates that for local governments, the most effective tool in creating a just and sustainable food system is an urban food policy, or Food Action Plan. This includes the resources and funding necessary to ensure long-term sustainability. According to the Food and Agriculture Organization of the United Nations, urban food policy, or a Food Action Plan, can be understood as a set of goals, objectives, strategies or programs designed to improve access of urban households to stable supplies of good quality food through efficient, hygienic, healthy and environmentally sound food supply and distribution systems.

Examples of key areas of concern for an urban food policy include issues related to the food supply to cities, urban food distribution, and health and the environment. An urban food policy should be formulated within a defined timeframe and in close collaboration with concerned stakeholders. An urban food policy should guide cities in the use of resources under their control. A key goal of all urban food policy initiatives is that they should help recover any costs associated with program efforts.

Although still an innovative policy area for local governments in Canada and elsewhere, the advantages and opportunities that accrue directly to cities as a result of food policy are numerous. Food system experts Garrett and Feenstra describe some of the benefits as follows:

"A just and sustainable local food system offers an opportunity to reclaim a larger portion of the food dollar through innovative direct marketing, local processing and other value added activities; consumers develop opportunities to reconnect with their food supply; and communities gain opportunities to strengthen their social and economic health by creating meaningful jobs and recirculating social and financial capital locally."

Canadian cities such as Toronto, Ontario; Prince Albert, Saskatchewan; and Kamloops, British Columbia, already benefit from municipally-supported food policies and / or food policy councils. The City of Toronto's Food Policy Council has been in existence since 1990. Their achievements include policy and programming initiatives to reduce the need for food banks; initiatives to promote composting of food wastes; the promotion of urban agriculture; a healthy food delivery system for low-income citizens; and research on a food-related local economic development strategy for Toronto, just to name a few.

The City of Prince Albert has adopted a Food Charter that clearly outlines a vision for the future of the kind of food security the city aims to achieve. The Charter outlines possible actions including creating more community kitchens, increasing access to food programs by seniors, making better use of vacant urban land for community gardens, allowing year round farmer's markets and providing free public transit to people to ensure access to healthy, affordable retail food outlets.

In Kamloops, one of the main goals of the Food Policy Council is to provide nutritious and affordable food to all citizens. To achieve this goal, the Kamloops Food Policy Council encourages initiatives aimed at local food self-reliance such as community kitchens and community gardens, the Organic Food coop, and the Kamloops Farmers Market.

Even without a coordinated food policy, the City of Vancouver provides funding to a wide range of activities related to urban food policy. In August 2003, an inventory of food-related programs, services and projects currently provided and/or supported by the City of Vancouver (including the Park Board and School Board) was undertaken (previously distributed). Highlights include the following:

#### Engineering Services

Water conservation, demonstration garden and rain barrel program

Backyard composters

Green Streets and Greenways

Grow Natural Yard Care Program

#### Social Planning

Inner City Child Care Sustaining Grants: Food Supplements

Support through community services grants to neighbourhood-based organizations that provide food programs

#### Special Projects

## Southeast False Creek Urban Agriculture Strategy

### Cool Vancouver Task Force - Recommendations on Food and Agriculture

#### Vancouver Agreement Food Task Team

##### Partial funding for:

- Quest Outreach Society - Feasibility Studies
- Collingwood Neighbourhood House - Renfrew Collingwood Food Security Institute
- Strathcona Community Association - Before and After School Food Program
- REACH Community Health Centre - Good Food Box
- Lower Mainland Food Council - Food Action Workshop
- Network #2 Community Services Society - Families in Action
- Vancouver Food Providers Coalition - Capacity Enhancement Project

#### Vancouver Park Board

Community Gardens

Farmers' Markets

Community Kitchen and Food Preparation Programs through Community Associations

#### Vancouver School Board

School breakfast & lunch programs

School gardens

The City's interest in, and support of, food system issues is also evident through a number of other initiatives. For example, in recognition of the importance of environmentally responsible urban agriculture, November 2003 was proclaimed City Farmer Month by Mayor Larry Campbell. The non-profit organization City Farmer runs the City's compost and waterwise demonstration garden, the City's natural yard care promotion and the GVRD's regional compost hotline. Another example can be found in the form of new partnerships that are being forged between the City Vancouver and local universities on food security issues (e.g. The Social Planning Department is currently working with a UBC class of over 200 agricultural sciences students on neighbourhood-based food system research in Vancouver).

The adoption of the Food Action Plan proposed in this report will coordinate, maximize and expand the benefits that result from food-related programs and services already provided and / or supported by the City of Vancouver. In addition, the proposed Food Action Plan builds on the considerable expertise of community-based organizations that have been developing and delivering food-related programs and services in Vancouver for over a decade. In order to better

understand the history of the City of Vancouver's involvement with food policy, a short overview is provided below.

### The City of Vancouver's Involvement with Food Policy Including the Role of Community Groups and Other Stakeholders

Discussions about the desirability of a coordinated Food Policy for the City of Vancouver have been taking place for over ten years. In 1990, nutritionists in the Vancouver Health Department initiated internal discussions about the need for a Food Policy. Issues discussed included local food security, the production and supply of adequate quality foods and people's ability to acquire them.

Through local networking with other agencies, the nutritionists expanded their discussions to include agricultural land sustainability, the Buy BC First program, food support programs and nutrition education programs.

By 1993, these meetings became formalized and the Vancouver Food Policy Coalition (VFPC) was created. Members included FarmFolk/CityFolk, Vancouver Health Department, Vancouver Social Planning, BC Ministry of Agriculture, Reach Community Health Centre, Chinese Cultural Centre, BC Dieticians and Nutritionists Association, the Greater Vancouver Food Bank Society and the Council Marketing Boards of BC.

In August 1995, Vancouver's Medical Health Officer reported to Council on the Food Policy discussions and plans for the future. In October of the same year, the Medical Health Officer informed Council of the existence of the Vancouver Food Policy Coalition and their discussions about generating a Food Policy for the City of Vancouver.

In 1996, the functions of the Vancouver Health Department (health promotion, prevention, seniors' health, continuing care and wellness) became a provincial responsibility. Even in the absence of a City-administered Health Department, discussions about community-based food policy initiatives continued. Much of the work took place under the auspices of the Vancouver Food Policy Organization. At the same time, a number of pre-existing food-related programs and services were delivered through various City departments.

### Vancouver School Board & Vancouver Park Board

Over the past decade the Vancouver School Board and the Vancouver Park Board have both played important roles in developing and maintaining food-related initiatives at the local level. For example, the Vancouver School Board continues to deliver school breakfast and lunch programs (funded by the provincial Ministry for Children and Family Development), while the Vancouver Park Board has played a key role in community gardens.

### Vancouver Agreement Food Task Team

The Vancouver Agreement was struck in the year 2000 by the City of Vancouver, the Province of British Columbia, and the federal government. It represents a commitment to work together to support sustainable economic, social and community development in Vancouver. Although the agreement affects the entire city, the initial focus of work is in the Downtown Eastside. The Vancouver Agreement Food Task Team is a group whose mandate is to improve the coordination and distribution for low cost / crisis food with a first focus in the Downtown Eastside, but also aiming to balance services in all Vancouver communities.

### On-going community organizing

Over the past decade, a wide range of community organizations have been instrumental in continuing to develop and deliver food-related programs and services in Vancouver. Some of these groups belong to the Lower Mainland Food Coalition (formerly the Vancouver Food Policy Organization and Lower Mainland Food Council). The Lower Mainland Food Coalition (LMFC) emerged from an initial meeting held December 9, 2002 to which groups and organizations concerned about food policy were invited. From this meeting, a core group came forward and met regularly during the spring. The group created a mandate for what they wanted to achieve, plans and goals for an action, and a background/briefing document, *Closer to Home: A Recipe for a Community-Based Food Organization*. The LMFC's core group of members included farmers, nutritionists, media, researchers, and citizens working on food issues in the community. Some of these people were previous VFPO Directors and most had worked in the food community for years. To date, the LMFC has received support and funding from Health Canada, the Vancouver Agreement Food Task Team, and Growing Green.

On June 12 & 13, 2003, the LMFC organized a two-day workshop in Vancouver to create an Action Plan for a community-based food council. The LMFC understood one function of a community-based food council to be the development of innovative, practical strategies to facilitate and co-ordinate the growing number of food-related programs from community gardens to anti-hunger initiatives. Another function of a food council was seen to be as a catalyst or broker for new channels of collaboration between government and business around local food.

The City of Vancouver Council motion of July 8, 2003 signalled a new opportunity to work proactively towards the goal of developing a just and sustainable food system for the City of Vancouver.

Again, it is important to acknowledge that some of the resources and policy tools necessary to address food system issues fall outside of the jurisdiction of Canadian municipalities. The Action Plan being proposed in this report *focuses on those areas where the City of Vancouver has the capacity to act*, while identifying areas where collaboration with other levels of government, other municipalities and other stakeholders will be necessary.

### THE PROPOSED ACTION PLAN FOR A MORE JUST AND SUSTAINABLE FOOD SYSTEM



## FOR THE CITY OF VANCOUVER

The proposed Food Action Plan that Council is being asked to approve is made up of three components:

1. The creation of a Vancouver Food Policy Council;
2. Interim work plan;
3. Implementation Support System.

### 1. CREATE A VANCOUVER FOOD POLICY COUNCIL

It is recommended that Council approve the creation of a Vancouver Food Policy Council with a mandate to act as an advisory and policy development body. The aim of the Food Policy Council will be to improve the health and security of the local food system. Because of the strong existing links to communities and community organizations, it is recommended that the Chair or Co-Chairs of the Vancouver Food Policy Council report to the Director of the Social Planning Department. A connection with the Office of Sustainability will also be established.

A number of structural options were reviewed as possibilities for the Vancouver Food Policy Council. Because of its collaborative approach, and the support and stability provided by a formal place within the City system, the Food Policy Task Force recommends a structure for the Vancouver Food Policy Council that most closely resembles the Toronto Food Policy Council model (local government staff with a citizen board of advisors). This model draws strengths from community expertise, as well as the City's considerable experience in facilitating partnerships and enabling communities to achieve their goals.

#### 1a. Appointment & Membership

The Vancouver Food Policy Council will be made up of 15 - 25 members representing a range of sectors from across the food system continuum (e.g. nutritionists, food processors, anti-hunger advocates, school system representatives, food-related non-profits, wholesalers, farmers, educators, land trust representatives, academics, consultants, etc.).

The terms of reference for the Vancouver Food Policy Council will be finalized in consultation with the Food Policy Task Force upon approval of the proposed Action Plan by City Council (including vision and mandate; the sectors to be represented; roles and responsibilities of members, Chair, sub-committees, etc.).

The Vancouver Food Policy Council members will be appointed by the Vancouver Food Policy Task Force in accordance with the terms of

reference. This will constitute the final duty of the Vancouver Food Policy Task Force before its dissolution.

After initial appointments to the Food Policy Council have been made, a membership sub-committee will be formed whose responsibility will be to track membership, and administer appointments and replacements.

The work of the Vancouver Food Policy Council will be supported and facilitated by two new City staff positions (as further outlined below).

To ensure strong communication with City Council, the Vancouver Food Policy Council will have two City Councillors as liaisons.

#### 1b. Vision and Mandate of the Food Policy Council

As indicated above, the vision and mandate of the Vancouver Food Policy Council will be finalized in consultation with the Food Policy Task Force. Broadly speaking, it is proposed that the Vancouver Food Policy Council act as advisory and policy development body that aims to improve the health and security of the local food system. The Food Policy Council will help community groups concerned with food issues to connect with each other and relevant public bodies. Together, staff and Food Policy Council members will serve as catalysts for addressing food-related issues, with a particular focus on areas where the City of Vancouver has the capacity to act. The Food Policy Council will also help identify those areas where partnerships will be required to achieve food system goals. A focused sample of possible initiatives is provided below:

**Production:** Creating and promoting community gardens; promoting rooftop gardens; promoting urban agriculture; economic development opportunities linked to sustainable local agriculture; buy local campaigns.

**Processing:** Creating a coordinated food processing and distribution centre; studies on local food processing; supporting community kitchens; commercial kitchen incubator projects.

**Distribution and access:** Promoting food co-ops and buying clubs; coordinating emergency food systems; creating and supporting local farmers markets; volunteer programs for coordinating emergency food distribution; food sector job skills training for low income people.

**Consumption:** Provide assistance to the School Board, when requested, in meeting their established school nutrition goals; public education on food security and insecurity; infant and child

nutrition projects; public forums on food security issues.

Recycling of productive wastes: Promoting food composting; using creative approaches to waste reduction, recycling and composting.

Policy: Discussion papers on food policy issues; advocacy campaigns.

## 2. INTERIM WORK PLAN: SPECIFIC ACTION ITEMS

In preparation for linkages with the work of the Food Policy Council once it is established, it is recommended that the City proceed with the proposed interim work plan outlined below. This work plan is the first stage of a more comprehensive long-term set of actions that will be developed by the Vancouver Food Policy Council and staff upon approval of the Action Plan by City Council.

The action items in the interim work plan have been chosen because they provide immediate opportunities to coordinate, maximize and expand upon food-related programs and services already provided and / or supported by the City of Vancouver, as well as those under development. The action items should not be understood as the only, or the most urgent actions to be addressed in the process of creating a more just and sustainable food system for Vancouver, but as important building blocks that set the stage for a more comprehensive approach to City-led food system planning that will continue once the Food Policy Council is established.

The interim action plan has the added benefit of building on the considerable expertise of community-based organizations that have experience developing and delivering programs and services in all of the areas listed below. The five action items are as follows:

### 2a. Action: Conduct a Community Food System Assessment

One of the fundamental building blocks required for informed decision-making and long term planning is a food system assessment of the City of Vancouver. A food system assessment can be described as an overview of the way a particular place grows, processes, distributes and consumes its food. A food system assessment examines the current state of the food system, including gaps and community needs, and identifies the resources, services and systems that are needed for the creation of a just and sustainable food system. Food system assessments help determine priorities that will lead to early successes and financially prudent actions.

Some information about various elements of Vancouver's food system has already been documented. For example, the inventory of food-related programs, services and projects currently provided and/or

supported by the City of Vancouver (including the Park Board and School Board) provides a good starting point for the food system assessment. A number of community-based inventories and reports also exist. However, to date, all existing information has not been collated and analyzed using a comprehensive food systems analysis approach. There are also gaps in information that have not been addressed. Consequently, there is currently no comprehensive picture of assets and gaps in the City of Vancouver's food system.

A number of communities in Canada and the United States have already undertaken community food system assessments so this action item will draw upon existing precedents and models. It is important to note that, by definition, a community food system assessment features a high level of public involvement. Food system assessments commonly use the following types of assessment categories:

- History, and culture of the local food system and the economic, social and political trends that have led to the current food system
- Community food resources
- Household / individual food security
- Current agricultural system, including production and labour issues
- The Food retail sector including direct marketing opportunities
- Community gardening
- Food consumption patterns
- Local food processing and value-added capabilities
- Food-related employment
- Local food and agriculture organization and institutions and their projects
- Food/agriculture economic development
- Community food production resources
- Local food, agriculture and land use policies
- Under-utilized land and space for urban agriculture



reducing cooling and heating needs; and producing less CO<sub>2</sub> and energy use; allowing greater energy conservation. Social benefits include creating spaces where people meet for social activities and enjoy the common interest of gardening. Economically, rooftop gardens represent a potential new growth industry.

#### 2c. Action: Facilitate The Creation Of Community Gardens

The third action item calls for the creation of more community gardens on under-utilized City land (other than park space), and investigating the possibility of providing spaces to grow food in private developments. This will involve creating an inventory of unused space suitable for community gardens and other forms of urban agriculture. This action item will also involve reviewing landscape requirements for private developments.

The City of Vancouver has approximately 580 community garden plots in 12 operating community gardens. Since the Park Board approved a community gardens policy 1995, additional community gardens on City land have been established or expanded. Even with the notable successes of the existing policy, it is clear that there is a great untapped opportunity to further develop community gardens and other forms of urban agriculture in Vancouver. A number of Canadian cities make far better use of their opportunities for urban agriculture. For example, a recent study indicates that the City of Montreal has 75 garden sites, containing 6,654 allotment plots, which are gardened by approximately 10,000 residents (1.5% of the city's adult population). Furthermore, the City of Montreal has created an official zoning designation for 13 garden sites.

Outcomes: By increasing the number of community gardens on under-utilized City land, the City can benefit from a number of cost savings. Potential savings include reduced stormwater management costs, reduced waste removal fees (by using composted organic wastes), and possible reductions in emissions and transportation costs (food travels shorter distances to consumers, consumers travel shorter distances to grow or purchase it).

Community gardening and other forms of urban agriculture also provide a number of positive social, educational and environmental impacts in neighbourhoods including increased social interaction; intergenerational interaction; providing an inexpensive way for people with low incomes to grow food; educational opportunities to learn about nature in a city environment; and decreasing some of the energy consumed and pollution produced in providing food to city residents.

#### 2d. Action: Facilitate The Creation Of Farmers' Markets

This action item calls for changes that would facilitate the creation farmers' markets on City owned (and other) land. Currently, the Vancouver Park Board gives annual approval to a variety of organizers and non-profit societies for the use of parkland to conduct events, subject to conditions established by the Board and, with all arrangements to the satisfaction of the General Manager. On March 10, 1997, the East Vancouver Farmers' Market Society received approval from the Park Board to conduct a Farmers' market on the Trout Lake Community Centre parking lot from 9:00am - 2:00pm on twenty consecutive Saturdays from May 31st until October 11, 1997.

In 2000, the East Vancouver Farmers' Market Society changed its name to "Your Local Farmers' Market Society" to allow markets outside of East Vancouver to feel included in their mandate. The Society's goal is to create farmers' markets within an urban setting that are a regular community event focusing on and celebrating the growing, harvesting and sharing of local food. In addition to the Trout Lake Farmers' Market, the Society also hosts a farmers' market at the Nat Bailey Stadium parking lot and in the West End on Saturdays from 10am - 2pm at Lord Roberts School. The Trout Lake and Nat Bailey Farmers' Markets apply for Special Event permits through the Park Board, while the West End Farmers' Market, located on Vancouver School Board property, applied for a development permit to change the zoning in 2003. From 1990 - 2002, organizers requested and received 'non-enforcement' of the zoning.

Currently, the goal of creating more farmers' markets in the City of Vancouver is hindered by a combination of zoning regulations, health regulations and other requirements. The aim of this action item is to seek creative ways to increase the quality and number of farmers' markets in Vancouver by carefully reviewing the regulations cited above.

Outcomes: Farmers' Markets provide an excellent opportunity to encourage small, local family farms and other food producers, many of whom are organic. They stimulate the local economy by attracting shoppers to neighbourhoods they would otherwise not frequent and provide opportunities for small scale producers, urban gardeners, and local artisans. Farmers' Markets have an important community building function, adding great vitality to the public realm. Farmers' Markets also make an important contribution to the local sustainability of the region through the support of local agriculture keeping farmland productive and in turn preventing farmland from being sold for development purposes. Health benefits include an increased consumption of fresh, locally grown, picked-when-ripe fruits and vegetables, many of which are varieties lost due to hybridization to capitalize on long-distance shipping. Recent studies have shown that produce picked closer to ripeness has higher nutritional value than that which is picked early and shipped thousands of miles. The value

of farmers' markets cannot be underestimated.

#### 2e. Action: Facilitate The Creation Of A Coordinated Food Processing And Distribution Facility For Low Income Citizens

This action item has as its goal the creation of a coordinated food processing and distribution facility to house multiple food related organizations that have the shared objective of improving food security for low income citizens. There are a number of local organizations working to respond to an escalating need to provide no-cost and low-cost food to Vancouver's most vulnerable citizens (e.g. Food Bank, Quest Outreach Society, UsMoms, Good Food Box). Securing the space and resources required to collect, process and distribute food is a growing challenge.

This action item will involve investigating the possibility of providing affordable, long-term appropriate facilities for community food security organizations to operate under one roof, enabling groups to share resources, and encouraging new program partnerships among tenants.

Outcomes: The need for emergency and longer-term food provision in the City of Vancouver is escalating. There are a number of groups in the city who would benefit tremendously from the synergy created by coordinating programs and services in one facility. In addition to the benefits derived from economies of scale, sharing resources, and developing new program partnerships, such a coordinated facility would also provide a number of job and skills training opportunities.

### 3. IMPLEMENTATION SUPPORT SYSTEM

To ensure implementation and long-term sustainability of the proposed action plan, the following supports are recommended:

#### 3a. Staff positions

The single most important factor that will make the Vancouver Food Policy Council different from what already exists in the community is the creation of dedicated City staff positions to support food system goals. Food Policy Task Force's recommendations, combined with those of food policy experts, and the most current research in the field signals that the most effective Food Policy Councils have dedicated full-time staff to ensure the success and sustainability of the Food Policy Council's work. Research shows that most community-based food policy organizations lead a tenuous existence due to a lack of funding and long-term staff support. Toronto's Food Policy Council provides an example of what can be accomplished when staff resources are provided. The proposed Food Action Plan calls for two





	<p>on food policy issues.</p> <ul style="list-style-type: none"> <li>· Works closely with the Food Policy Coordinator and community groups.</li> <li>· Develops policy.</li> <li>· Conducts research on food policy issues.</li> </ul>
--	--

**3b. Reporting Structure**

Because of the strong existing links to communities and community organizations, it is recommended that both staff positions report to the Director of Social Planning. However, the Food Policy Coordinator will also 'report' to the Food Policy Council in the sense that this position will act as the main liaison between the Food Policy Council and City, bringing ideas back and forth, and facilitating implementation where possible. The Food Policy Coordinator will report back annually to City Council. The Food Policy Task Force may consult with the two City Council Liaisons more frequently if needed.

**3c. Related Resources**

In order to provide adequate resources for outreach and information sharing, the proposed Action Plan includes an annual budget of \$15,000, plus start up costs, managed by the Director of Social Planning, for the Food Policy Council for the planning and implementation of events incorporating outreach activities and information sharing, holding regular meetings in the community, and promoting awareness of food policy issues.

Staff recommend one regular full time Food Policy Coordinator, estimated at \$73,900 per year plus an annual budget of \$15,000 for program costs. Additionally, staff recommend a two-year program with funding for a temporary Social Planner I estimated at \$67,900 per year to be managed by the Director of Social Planning. The total estimated annual cost, including salaries, fringe benefits, program costs and start up costs is \$166,800 in fiscal 2004, \$156,800 in 2005 and \$88,900 thereafter. Source of funds subject to 2004 budget considerations.

**SUSTAINABILITY IMPLICATIONS**

In April 2002, Council approved the following definition of sustainability, and endorsed sustainability as a guiding principle for future development:

"A sustainable Vancouver is a community that meets the needs of the present without compromising the ability of future generations to meet their own needs. It is a place where people live, work, and

prosper in a vibrant community of communities. In such a community sustainability is achieved through community participation and the reconciliation of short and long term economic, social, and ecological well-being."

The proposed Food Action Plan supports the social, environmental and economic goals embodied in the City's existing commitment to sustainability. A sustainable food policy protects and enhances the immediate and long-term well-being of the city by promoting health, nutrition, ecological responsibility, and community capacity building.

Furthermore, the implementation of the Food Action Plan will provide significant advances to upcoming City initiatives and commitments including the 2010 Winter Olympics and the Habitat Plus 30 Congress, both of which have strong sustainability agendas. As Vancouver takes centre stage during these important international events, we have the opportunity to showcase our leadership and innovation in the development of sustainable food practices.

On July 8, 2003, Council approved a motion supporting the development of a just and sustainable food system for the City of Vancouver that fosters equitable food production, distribution and consumption; nutrition; community development and environmental health. To provide leadership in achieving this goal, a Food Policy Task Force was initiated. The purpose of this report was to recommend an Action Plan for creating a just and sustainable food system for the City of Vancouver. The report outlined the components of the Action Plan and the resources needed to implement it. The strategic focus of the proposed Action Plan is on areas that fall within the jurisdiction of the City of Vancouver.

The adoption of the Food Action Plan proposed in this report will coordinate, maximize and expand the benefits that result from food-related programs and services already provided and/or supported by the City of Vancouver. In addition, the proposed Food Action Plan builds on the considerable expertise of community-based organizations that have been developing and delivering food-related programs and services in Vancouver for over a decade. The proposed Action Plan that Council is being asked to approve is made up of three components, as described in the body of the report:

1. The creation of a Vancouver Food Policy Council;
2. Interim work plan;
3. Implementation Support System.

\*\*\*\*\*

**Vancouver Food Policy Task Force Membership**

<b>ORGANIZATION</b>	<b>CONTACT NAME</b>
A Loving Spoonful	Sue Moen
Association of Neighbourhood Houses of Greater Van.	Lorraine Gerard
BC Association of Farmers' Markets	Don Parmenter
BC Cooperative Association	John Restakis
BC Food Systems Network	Cathleen Kneen
Bishop's Restaurant	John Bishop
CR-FAIR	Kathleen Gibson
Chickpea Nutritional Consulting	Paula Luther
Citizen	Mary Rawson
City Farmer	Mike Levenston
City of Vancouver, City Council	Councillor Tim Louis
City of Vancouver, City Council	Councillor Fred Bass
City of Vancouver, City Council	Councillor Ellen Woodsworth
City of Vancouver, City Manager's Office	Wendy Au
City of Vancouver, DTES Community Devt Project	Darren Kitchen
City of Vancouver, Engineering Services	Kevin Van Vliet
City of Vancouver, Engineering Services	Aby Sharma
City of Vancouver, GM's office	Jacquie Forbes-Roberts
City of Vancouver, Housing Centre	Judy Graves
City of Vancouver, Non-Market Operations	Ray Stensrud
City of Vancouver, Planning	Nathan Edelson
City of Vancouver, Planning	Cathy Buckham
City of Vancouver, Planning Department	Joyce Lee
City of Vancouver, Social Planning	Jeff Brooks
City of Vancouver, Social Planning	Mario Lee
City of Vancouver, Social Planning	Wendy Mendes
City of Vancouver, Social Planning	Kristina Bouris
City of Vancouver, Social Planning Department	Nadim Kara
Community Nutritionist, Fraser Health Authority	Susan LeGresley
Community Nutritionist, VCH	Corinne Eisler
Community Nutritionist, VCH	Ellie Schmidt
Community Nutritionists Council of BC	Deanna Tan
Cook Studio	James Kennedy
Coquitlam Farmers Market	Terri Evans
DTES Community Kitchen	Nicole Mireau
Environmental Youth Alliance	Susan Kurbis
Environmental Youth Alliance	Nadia Hedar
Environmental Youth Alliance	Hartley Rosen
Environmental Youth Alliance	Basil Reynolds
Environmental Youth Alliance	Leni Goggins
Farm Folk/City Folk Society	Heather Pritchard
First United Church Mission	Linda Ostrom
Food Advocate	Marja Kauppi

Food and Agriculture Consultant	Herb Barbolet
Food Providers' Coalition	Doug Aason
Food Providers' Coalition	John VanLuven
Freelance Writer/ Producer	André LaRivière
Freelance Writer/ Researcher	Vijay Cuddeford
Friends of Aboriginal Health	Gerald Amos
Good Food Box	Cheney Cawkwell
Greater Vancouver Food Bank	Cheryl Milton-Prepчук
Greater Vancouver Food Bank	Arlene Kravitz
Green Planet Enterprises	Kirsten Utheim
GVRD, Policy and Planning	Susan Haid
Happy Planet Foods Inc.	Nancy Korva
Health Canada, Population and Public Health Branch	Denise Weber
Healthy Eating Active Living	Jessica Chenery
Hello Foods Buying Club	Cabot Lyford
Holland Barrs Planning Group Inc.	Robert Barrs
instead of Carol Ranger, REACH	Jonathan Woods
Mennonite Central Committee (Kurdish Farming Project/Agricultural Options)	Ronnie Van Wyk
Mennonite Central Committee BC	Wayne Bremner
Ministry of Community, Aboriginal & Women's Services	Remick Ho
Natural Health Journalist	Sandra Tonn
NEVCO / Tradeworks	Morgan Ashbridge
PICS / SSAJE	Ramesh Singal
Potluck Café Society (Portland Café)	Liz Lougheed Green
QUEST Outreach Society	Shelley Wells
RayCam	Stephanie Manning
RayCam Community Centre & Network of East Vancouver Community Organizations (NEVCO)	Steve Bouchard
REACH Community Health Centre	Carol Ranger
Richmond Food Security Task Force	Selena Schroeder
Richmond Fruit Tree Sharing Project	Mary Gazetas
Small Potatoes Urban Delivery (SPUD)	Graeme Scott
Social Policy Consultant	Fern Jeffries
Society Promoting Environmental Conservation (SPEC)	Deming Smith
Society Promoting Environmental Conservation (SPEC)	Ivan Bulic
South Fraser Health Region, White Rock Public Health-Food for Kids Coalition	Barb Seed
South Fraser Health Region-Food for Kids Coalition	Pam Kheong
St. James Community Services Society	Kathy Stringer
St. James Community Services Society	Nujin Rana
Stone Soup Festival	Tara Belcourt
Street Church	Randy Barnetson
Surrey Food Bank	Erin Mullett

The Dugout	Jackie Smith
The Land Conservancy of BC, Conservation Partners Program	Ramona Scott
The Lower Mainland Food Coalition	Devorah Kahn/ Carol Ranger
Toronto Food Policy Council	Dr. Wayne Roberts
Tradeworks	Bob Gilson
Tri-Cities Homeless Task Force	Kevan Oxley
UBC Faculty of Agriculture / Brunetti & Associates Food Systems Consultants	Tony Brunetti
UBC Farm	Derek Masselink
UBC Food Security Studies	Tara Molloy
UBC School of Social Work	Graham Riches
United Way of the Lower Mainland	Louella Mathias
US Moms	Shantelle Allard
US Moms	Karen Sabourin
US Moms	Martin Frost
US Moms	Danielle Melchior
VanCity	Sid Sawyer
Vancouver Aboriginal Friendship Centre Society	Mark Handley
Vancouver Board of Park and Recreation	Liane McKenna
Vancouver Board of Park and Recreation, Commissioner	Eva Riccius
Vancouver Coastal Health	Nick Losito
Vancouver Coastal Health, Environmental Health	Richard Taki
Vancouver Coastal Health, Evergreen Centre, Healthiest Babies Possible	Karin Schreurs
Vancouver Coastal Health, Evergreen Centre, Nutrition	Shefali Raja
Vancouver Community Kitchens	Diane Collis
Vancouver Foundation	Sarah Chilvers
Vancouver Fruit Tree Project	Jen Harrison
Vancouver School Board	Trudy Douglas
Vancouver School Board, Trustee	Andrea Reimer
VCN	Andrew Bondfield
West End Farmer's Market	Stephanie Martin
Your Local Farmers' Market Society	Devorah Kahn



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**COUNCIL MEETING FOLLOWING  
STANDING COMMITTEE ON CITY SERVICES AND BUDGETS  
MEETING**

**DECEMBER 11, 2003**

**DECISIONS**

For information, please contact Tina Hildebrandt, Meeting Coordinator, at 604-873-7268 or E-mail [tina\\_hildebrandt@city.vancouver.bc.ca](mailto:tina_hildebrandt@city.vancouver.bc.ca).

At its meeting immediately following the Standing Committee on City Services and Budgets meeting on Thursday, December 11, 2003, Vancouver City Council approved the following:

**1. 2003 "Other" Grant Request - Wildlife Rescue Association of BC**

THAT Council approve a grant of \$4,500 to the Wildlife Rescue Association of BC; as the "Other" grants budget has been reallocated, the sources of funds for this request would be:

- \$3,500 - Other Grants - Miscellaneous Grants
- \$1,000 - Contingency Reserve.

**2. Increased Rent Subsidy Grant for End Legislated Poverty**

THAT Council approve an increase of \$4,128 in the 2003 rent subsidy grant to End Legislated Poverty (in addition to the \$7,872 already approved); source of funding is Contingency Reserve.

**3. Award of Tender 2003-13 "Apartment Recycling Collection"**

This item was withdrawn.

**4. Bentall V Parkade - Parking Operation**

This item was withdrawn.

**5. Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver**

A. THAT Council receive the proceedings of the Vancouver Food Policy Task Force for information, as distributed to Council on December 9, 2003.

B. THAT Council adopt the three components of the recommended Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver as outlined in B1, B2, and B3.

B1. THAT Council approve the creation of a "Food Policy Council" with a mandate to act as an advisory and policy development body on food system issues within the City's jurisdiction, as described in the Policy Report dated November 20, 2003, entitled "Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver".

B2. THAT Council approve an "Interim Work Plan," as described in the Policy Report dated November 20, 2003, entitled "Action Plan for Creating a Just and Sustainable Food System for the City of Vancouver", to lay the foundation for future linkages to the work of the Food Policy Council once it is established.

B3. THAT subject to 2004 budget considerations, Council consider implementation support in the form of:

i) One Regular Full Time Food Policy Coordinator, subject to classification by the General Manager of Human Resources, at an estimated annual cost of \$73,900, with a mandate to act as an on-going catalyst for leading, coordinating and facilitating both the existing work of the City on food system issues and new policy work in partnership with community groups, the Vancouver Agreement, higher levels of government, Vancouver School Board, Vancouver Park Board, Vancouver Coastal Health, and other stakeholders. The source of funds subject to 2004 budget considerations.

ii) One Temporary Regular Full time Social Planner I for a period of two years, subject to classification by the General Manager of Human Resources, at an approximate annual cost of \$67,900 with a mandate to internally coordinate and implement both existing and new food-related programs and services within the City's jurisdiction. The source of funds subject to 2004 budget considerations.

C. THAT in order to provide adequate resources for research, outreach and information sharing, Council approve an annual budget of \$15,000 for the Food Policy Council for the planning and implementation of events incorporating outreach activities and information sharing, holding regular meetings in the community, conducting food system research and promoting awareness of food policy issues, plus start up costs estimated to be \$10,000, managed by the Director of Social Planning. The source of funds for 2004 to be the Contingency Reserve and subsequently added to the operating budget in 2005 without offset.

D. THAT the Food Policy Coordinator prepare an annual report that updates Council on Food Policy Council activities completed and planned and also describes their costs and benefits in terms of dollars, social benefits, and environmental benefits.

#### ENQUIRIES AND OTHER MATTERS

##### 1. Leave of Absence - Councillor Woodsworth

THAT Councillor Woodsworth be granted Leave of Absence from the following meetings:

- Standing Committee on Transportation and Traffic of January 13, 2004;
- Regular Council of January 13, 2004;
- Standing Committee on City Services and Budgets of January 15, 2004; and
- Standing Committee on Planning and Environment of January 15, 2004.

\* \* \* \* \*





**REPORT #5**

**Vancouver City Planning Commission**



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## REPORT TO COUNCIL

Date: January 13, 2004

Author: Reena Lazar, Chair

Phone No.: 604.873.7477

RTS No.: 3904

CC File No.: 3107-2

Meeting Date: February 26, 2004

TO: Standing Committee on City Services and Budgets  
FROM: Vancouver City Planning Commission  
SUBJECT: Vancouver City Planning Commission: Request for Operating Budget 2004 and 2005

### RECOMMENDATION:

A. THAT the Vancouver City Council approve an annual operating budget of \$110,000 for the Vancouver City Planning Commission (VCPC).

B. THAT budgeting for the Vancouver City Planning Commission be extended to cover two years, 2004 and 2005.

### CITY MANAGER'S COMMENTS

The City Manager would revise the VCPC recommendation A as follows:

A. THAT the Vancouver City Council approve an annual grant for the Vancouver City Planning Commission for 2004 at \$50,800. Source of funds to be the 2004 Other Grants Category, and a decision on the requested additional funds be deferred to the 2004 Operating Budget.

On recommendation B, the City Manager recommends consideration of 2005 budget requests within the 2005 budget process.

### COUNCIL POLICY

Approval of grants requires eight affirmative votes of Council.

### PURPOSE

This report requests annual operating funds for the Vancouver City Planning Commission to support its planned operations for 2004 and 2005.

### BACKGROUND

The Planning Commission is Vancouver's prime citizen advisory panel that advises Council on broad-based, long-range planning issues affecting the City.

Vancouver City Council and the Point Grey Municipal Council established the Commission in 1926. It played the key role in planning the City of Vancouver by retaining the services of Harland Bartholomew and Associates to prepare the first ever plan for the City of Vancouver. This was completed in 1929 and it became the "blueprint" for the design of the contemporary city. It continued to develop the City's planning process during the 1940s and 1950s. After the creation of the City's Planning Department in 1951, the Commission worked with the civic administration to monitor Vancouver's development and reviewed rezoning applications.

In the 1970s, new and expanded staff departments and agencies took over several activities of the Planning Commission. The VCPC renewed its mandate to engage in long-range planning issues and to prepare a set of goals for the City. "Goals for Vancouver" was first published in 1980 and updated in 1987. An updated report, "Vancouver's Future: Toward the Next Million", was completed in 1989.

In 1993 and 1998 Council confirmed the duties of the Commission to:

- represent ideas and opinions about the future of the city, as citizens of the City of Vancouver; and
- consider and report to Council on any proposal likely to have a significant effect on the future of the City.

In 2003, City Council re-affirmed the Commission's role as its prime advisor on matters relating to the long-range future of Vancouver.

Each year, through its meetings and public events, the Commission explores a wide range of long-term issues facing the City. In recent years the Commission has also organized large public events that highlight an important planning issue. These have included:

- 1997 Sustainability and Development of South East False Creek
- 1998 Proposed Transit System for the Broadway Corridor (International Panel)
- 1999 The Role of Urban Design in City Planning with architect Robert Glover (Director of the City of Toronto's Urban Design Department)
- 2000 Regional Governance public debate with Prof A. Sancton (London)
- 2001 Public Realm Planning and Great Streets featuring guest speaker Elizabeth MacDonald of Jacobs and MacDonald (Berkeley)
- 2002 Public Celebrations and Festivals featuring a series of events with Michel Labreque (Montreal)
- 2003 Public Forum on the Future of Housing; Public Realm design workshops; and co-sponsoring of the public lecture by Landscape Architect Herbert Dreiseitl (Germany)

The Planning Commission meets as a whole every second Wednesday at City Hall. These meetings are announced in CityWeek and are open to the public. City Staff from various departments often attend when the topics are of interest. VCPC Committees meet separately, at various times throughout the year, most frequently during evening hours.

The Commission has 16 members; 12 volunteer citizens, 1 representative each from the Vancouver School Board and the Park Board, and 2 City Councillors. The volunteers are appointed for two-year terms.

#### **CURRENT FUNDING:**

The Commission obtains its operating funds from the City as an "Other Grant" given annually. It is presented to Council in December of each year as an estimate and is finalized later in the following year with the submission of an annual report and a budget.

Since the early 1980s the budget amount for the Commission has been slightly less than \$50,000 with occasional increases for inflation. This amount allows the Commission to hire a half-time support person and pay the direct operating costs of meetings held twice monthly. While the Commission

also receives support from the Planning Department in the way of office space and routine office services, all other operating costs such as printing, field trips, research, seminars, conferences, publicity and communication must be paid from its grant. Likewise computer equipment, office furniture and other capital needs must be borne out of the Commission's operating grant.

With these operating costs, there is little available budget to undertake projects, sponsor public events or forums, or initiate significant public engagement beyond regular meetings and the occasional guest. Over the past few years Commission events have been funded by the use of special grants, sponsorships, and modest surpluses from past budgets. Past Councils advised the Commission to spend all surplus money in its account before asking for more. *These funds are now all expended.* The Commission plans to continue to seek grants from other funding sources, where appropriate, but these requests will be necessarily tied to specific projects and the success of project-specific fundraising is not always guaranteed.

## DISCUSSION

The VCPC has spent the last 3 years reinventing itself to be more effective and proactive in advising Council. As a result of many hours of strategic planning processes and committee work, in addition to a workshop with Council, Commission members created a plan to make the VCPC a more effective body for generating discourse and innovation in Vancouver. The plan includes a number of steps to make the VCPC a more productive, citizen-to-citizen body for public engagement and a point of focus of innovation for long-range, "big-picture" planning issues.

The Planning Commission plans to continue to report to Council on any proposals likely to have a significant effect on the future of the City, and further, to make Council aware of planning issues that are not receiving sufficient attention.

The Commission is also committed to:

- Producing a minimum of two large public events bringing the interesting people to Vancouver to challenge and motivate the work of City staff, elected officials, and the general public;
- Carrying out smaller events and gatherings to engage the public on future and important planning issues;
- Encouraging innovation by being a focal point for citizen-led creativity (eventually the VCPC plans to create an award for urban creativity); and
- Creating a state-of-the-art website called "Alternative Futures", where good ideas, both new and current can be showcased, and the general public invited to interact with each other on topics affecting the future of their city.

Because of this Council's enthusiastic support and the hard work of current and past Commission members, there has been increased momentum and readiness for action on the part of the Commission. As part of the VCPC Committee action plans, there are several initiatives underway and planned to continue in 2004 that will need resources above and beyond the Commission's current budget in order to be successful. These include:

**Guest Speaker Series:** This initiative brings provocative thinkers to Vancouver to challenge and motivate us. Priorities for 2004 include:

- Architect Robert Quigley from San Diego, who has won design awards for his work on SRO's, a form of housing which is critically important to the revitalization of the Downtown Eastside. This speaker would compliment the work on the DTES now underway by Current Planning.
- Professor Brigitte Shim from the University of Toronto, who conducted an award-winning design project on infill housing, and alleyways in Toronto. Her work is complimentary and supportive of the green alleys work, and the housing design alternatives being considered in the City Plans Department, as well as the "thin streets"

ideas under consideration by staff.

**Neighbourhood Engagement:** The Commission is looking for ways to improve the City's engagement with neighbourhoods, communities and citizens, paying particular attention to changing needs should the City amend its electoral system. In 2003 the Commission engaged two graduate student researchers to prepare a set of reports on citizen engagement that will help guide this work. Significant public involvement is planned for early 2004, including a series of "kitchen table" discussions with community groups across the City. It is intended that the findings from these discussions will inform one or more larger public events. After meeting with Commissioner Berger in December, 2003, the Planning Commission confirmed that work in this area will compliment and support the work being done by the Berger Commission on Electoral Reform.

**Encouraging Innovation.** The VCPC will continue to provide individuals and groups an opportunity to discuss their ideas in the civic arena. In 2004 the Commission is developing a website that will focus on housing alternatives in Vancouver. The **Alternative Futures** website will be a showcase of examples and opinions on current and new housing typologies both from here and elsewhere as a means for promoting choice and affordability of housing for Vancouver. The direct costs (rentals, web design, editing, photography etc.) have been funded separately with the City's contribution of \$10,000 supplemented by funding from partner agencies for a further \$17,000.

**False Creek Flats:** This Committee was a catalyst in moving forward the planning process for the largest, underdeveloped area of the City. In 2004 the Commission will work with staff on setting the direction for a review of current plans and designing the public consultation process, particularly with the surrounding neighbourhoods. The Commission also hopes to work with German Landscape Architect Herbert Dreiseitl if he is engaged to conduct a design workshop to explore creative ideas for reestablishing water as a feature in the Flats.

**Public Realm Planning.** The Commission intends to continue working with Central Area Planning on developing a public realm plan for the City of Vancouver. In 2003, a series of "round table" discussions with professionals in the design community generated ideas for the anticipated review of public realm planning study that is expected to begin in 2004.

To achieve the above plans the Commission needs direct expenses for each project area and more importantly, increased staff support. This amounts to an increase of the Commission's base budget by \$60,000 to \$110,000. The attached summary chart shows the financial history of the Commission and outlines the future project amounts that correspond to the work plan outlined above.

The Commission's overall budget has not changed significantly in 20 years. During the same time, the overall budget of the City has approximately tripled. The increase reflects both a growing population in Vancouver and an increased sophistication of the way the City engages with the public and addresses planning issues. These changes also need to be reflected in Vancouver's oldest and prime civic advisory body.

The Commission receives its budget as a grant, in a manner similar to cultural entities such as The Museum and Art Gallery, although the organizations are not analogous. The grant category was used to protect the Commission's independence from City staff. However, the Commission would prefer to be funded as a contract in a similar way to the Economic Development Commission. This approach would only be possible if the Commission were to establish itself as an independent society. This may or may not have advantages, and it will be considered in the future. With a contract, the Commission would also be better positioned to pursue fundraising from other sources that require matching funds.

Furthermore, the Commission's expanded activities over the last year and a half have only been feasible because the one part-time staff, the Commission Manager, has been willing to work about 50% more than he has been paid for. To achieve the above plans and sustain the level of activity of the last few years the Commission requests a budget to hire additional part-time staff as well as to cover the direct expenses for each project.

The attached summary chart shows the financial history of the Commission and outlines the future project amounts that correspond to the work plan outlined above.

**What does this funding buy?**

**1) Base Case: \$50,796**

The Commission's base budget for 2004 of \$50,796 (last year's budget plus 2% inflation) would allow:

- The VCPC to continue to meet twice monthly and pay for normal meeting expenses, lunches, printing, photocopying, publications, one conference, etc.
- Sufficient staff support to maintain a "normal" agenda, and one local field trip during the year
- Sufficient staff support to complete the Alternative Futures website as set out in the Commission's earlier funding request to Council.

There would be little or no support staff time available for any other committee work. This would result in a loss of momentum at a critically important time for the Commission. Likewise there would be no major public lectures or forums, nor any significant public consultation or engagement.

**2) Base Case plus two public lectures/events at \$21,300**

A total funding level of approximately \$72,000 allows "normal" Commission operations for the year plus two major public events. This includes the direct costs of hosting the events including speakers' fees, travel, hall rental, printing, publicity etc, and also extra staff support time to organize the events.

**3) Neighbourhood Engagement Expenses; \$19,800**

This includes increased staff support time and direct expenses for this special committee that is considering ways to better engage the citizens of Vancouver's neighbourhoods. This work is particularly timed to integrate with the Civic Electoral Reform Commission.

**4) False Creek Flats \$18,100**

With this additional budget, the Planning Commission would take an expanded role in the community consultation process to support the redevelopment planning for the False Creek Flats. The budget would include increased staff support time and direct expenses for engaging the impacted communities.

**Total of all budget requests is \$110,000**

**CONCLUSION**

The Vancouver City Planning Commission provides a unique role in engaging the City and its citizens about long-range planning issues affecting Vancouver. Furthermore, the volunteer Commission members' work aides and compliments work of many departments at City Hall.

Because of the Commission's increased capacity, enthusiasm, and commitment, it is at a critical time in its history. Approving the recommendations in this report will enable the Commission to capitalize on its work over the last three years reinventing itself to become an innovative, proactive, and very effective citizens' advisory board to Council.

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**COUNCIL MEETING FOLLOWING  
STANDING COMMITTEE ON CITY SERVICES AND BUDGETS  
MEETING**

**FEBRUARY 26, 2004**

**DECISIONS**

For information, please contact Tina Hildebrandt, Meeting Coordinator, at 604-873-7268 or E-mail [tina\\_hildebrandt@city.vancouver.bc.ca](mailto:tina_hildebrandt@city.vancouver.bc.ca).

At its meeting immediately following the Standing Committee on City Services and Budgets meeting on Thursday, February 26, 2004, Vancouver City Council approved the following:

**1. Vancouver City Planning Commission: Request for Operating Budget 2004 and 2005**

A. THAT Council approve an annual operating grant for the Vancouver City Planning Commission for 2004 at \$50,800. Source of funds to be the 2004 Other Grants Category, and a decision on the requested additional funds of \$49,200 be deferred to the 2004 Operating Budget.

**2. 2004 Property Tax Options: Three-Year Land Averaging for Property Tax Calculations**

A. THAT Council instruct the Director of Legal Services, in consultation with the Director of Finance, to prepare a bylaw to authorize continuation of three-year land averaging as the 2004 property tax calculation methodology for residential (Class 1) and business/other (Class 6) properties as discussed in the Policy Report dated February 12, 2004, entitled "2004 Property Tax Options: Three-Year Land Averaging for Property Tax Calculations".

FURTHER THAT the bylaw be submitted to Council for approval on March 25, 2004.

B. THAT the Director of Finance be authorized to place advertisements advising the public that Council is considering enacting an averaging bylaw and inviting input at the Standing Committee on City Services & Budgets meeting on March 25, 2004.

C. THAT, should Council approve the continuation of the land assessment averaging program on March 25, 2004, the Director of Finance be authorized to make appropriate arrangements with the BC Assessment Authority for the production of an averaged 2004 taxation roll, at an approximate cost of \$20,000; source of funding to be the 2004 Operating Budget.

**3. Heather Civic Marina 2004 Moorage Rates and Other Fees**

THAT the moorage rates and boat lift fees at the Heather Civic Marina be increased by 3.0% effective April 1, 2004, as detailed in Appendix B of the Administrative Report dated January 21, 2004, entitled "Heather Civic Marina 2004 Moorage Rates and Other Fees", reflecting adjustments for market conditions and for inflationary increases in anticipated expenses.

**4. Bentall V Parkade - Parking Operation**



A. THAT pursuant to the terms of the operating agreement between Bentall and the City, the City requires the Parking Corporation of Vancouver (EasyPark) be hired for a three-year term as manager of the Bentall V parkade at an annual management fee not to exceed 2.5%, subject to an annual review to ensure minimum maintenance and operating standards agreed to by both parties are met.

B. THAT Council reject all submissions in the City issued RFP PS02048 (Parking Operating Services Bentall 5 Parkade).

C. THAT all legal documentation be to the satisfaction of the City's Director of Legal Services and General Manager of Engineering Services.

### MOTIONS

#### 1. TransLink Three-Year Transit Plan and Ten-Year Outlook

WHEREAS Vancouver City Council on November 4, 2003 voted to approve a motion to support Translink's 2005-2007 Three-Year Plan and Ten-Year Outlook;

AND WHEREAS six members of Vancouver Council are appointed to the GVRD Board;

AND WHEREAS all six members campaigned for election to Vancouver Council by promising an immediate improvement in transit and transportation in Vancouver;

AND WHEREAS Vancouver Council expect other levels of government to support the duly-passed motions of Vancouver City Council;

AND WHEREAS the Translink's Three-year transit plan and Ten-Year outlook provide significant transit improvement and benefit to the City of Vancouver including the construction of a new rapid transit line with terminus in Vancouver, and a significant increase in the number of buses which will serve the city population as well as the region;

AND WHEREAS if Vancouver's GVRD representatives do not support this plan to improve transit that benefits the city, Vancouver city transit and road users will have to rely on votes from suburban GVRD representatives to ensure the plan passes even though they receive less benefit;

THEREFORE BE IT RESOLVED THAT Vancouver City Council request that the six appointed Council representatives to the GVRD Board vote in favour of Translink's 3-year plan and 10-year outlook at the GVRD Board meeting on February 27, 2004.

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