



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

RR-2

Report Date: October 30, 2007
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TO: Vancouver City Council

FROM: The City Manager in Consultation with the Project Civil City Commissioner and the Corporate Management Team

SUBJECT: Project Civil City - Progress Report

RECOMMENDATION

- A. THAT Council receive for information the "Project Civil City- Progress Report and Agenda for Action" report attached as Appendix A and endorse the report as a framework for future Project Civil City work; and
- B. THAT Council direct staff to report back on individual Project Civil City initiatives as required, including neighbourhood public disorder priorities, legislative and by-law changes, the Panhandler Survey results, and the Ambassador Expansion, Crime-Free Multi-housing, Positive Ticketing, and Safer Parking programs, as well as any other emerging initiatives.

CITY MANAGER'S COMMENTS

Project Civil City work is now fully underway and is serving to focus the City's efforts in a number of key areas. This includes working on City programs, as well as advocating with senior levels of government to provide legislative changes and funding to address critical issues such as homelessness and mental health/addictions treatment. Initial community and business response to Project Civil City initiatives has been positive indicating not only a shared concern about civil city issues, but a willingness to partner in developing solutions. In consultation with the Corporate Management Team, the City Manager recommends that Council adopt Recommendations A and B.

COUNCIL POLICY

In December 2006, Council adopted the Project Civil City initiative. There are a number of Council policies and bylaws on topics such as housing, regulation of properties and streets that pertain to Civil City work.

PURPOSE

The purpose of this report is to convey to Council the attached report from the Project Civil City Commissioner. The report outlines progress on work being undertaken by city departments that contributes to a Civil City goals, work to date that has been undertaken by the Commissioner, and a plan for future Project Civil City actions.

BACKGROUND

In December 2006, the Mayor presented a "Project Civil City" report to Council. The initial report was based on a series of round table discussions with community stakeholders focussed on public disorder issues. The report also included the findings from a web-based survey and consultations with service providers. Council adopted the Project Civil City proposal and its four goals:

- Increase housing opportunities and eliminate homelessness, with at least a 50% reduction by 2010.
- Eliminate the open drug market on Vancouver's streets, with at least a 50% reduction by 2010.
- Eliminate the incidence of aggressive panhandling, with at least a 50% reduction by 2010.
- Increase the level of public satisfaction with the City's handling of public nuisance and annoyance complaints by 50% by 2010.

In addition, to listing a number of suggestions for addressing a variety of public disorder issues, the report outlined a number of priority actions, including the hiring of a Commissioner to lead the initiative. Council also approved \$300,000 to establish the Project Civil City Office.

In March 2007, Council received a report on the recruitment process for the Commissioner, and an update on the priority actions outlined in the Mayor's report. The report also provided Council with an outline of City work underway on many of the issues and suggested actions outlined in the initial report.

Geoff Plant assumed the role of Project Civil City Commissioner in May 2007.

DISCUSSION

The attached report from the Project Civil City Commissioner provides a brief update on City work currently underway that is contributing to the overall goal of a more civil city. Many of these initiatives will be reported separately to Council in due course. The report also outlines the activities undertaken by the Commissioner since his appointment and proposes an approach to achieving a more civil city through:

- Support for vulnerable populations by participating in, and advocating for, the development of solutions
- Neighbourhood engagement by convening business, non-profits, community organizations, to define and prioritize disorder issues and develop local solutions; and,
- Achieving public order by revising legislation and by-laws and recommending more effective fines and court processes.

Noting that the City has a limited mandate and resources to deal with the serious underlying issues of poverty, mental illness and drug addiction, the report emphasizes the need to raise awareness and convene government, community and business partnerships to address these social issues. The Commissioner had met with a number of government officials, community and business groups to formulate the proposed approach to Project Civil City work. A number of projects have also been initiated as outlined in the report. More will be developed as the proposed engagement process gets underway.

Considerable work has also gone into establishing benchmarks for the Project Civil City goals. With the exception of homelessness, where there is some baseline data, there is no readily available data which could provide benchmarks to measure progress towards Council's adopted goals. Therefore, the Commissioner and staff have been working with the Vancouver Police Department, various stakeholders and experts to ascertain what data is available and would provide useful benchmarks for measuring the status of the goals. The next steps in this work are described in the report.

While much of Project Civil City's work with City departments was on hold during the recent job action, the Commissioner is now actively engaged with a number of City departments seeking opportunities to build on on-going City work and find more integrated, effective and efficient approaches to public disorder issues.

FINANCIAL IMPLICATIONS

In December 2006, Council allocated \$300,000 in the 2007 Operating budget for Project Civil City work. Program costs for 2007 will amount to approximately \$295,000, including recruitment costs, Commissioner's salary, research and office support, and office supplied. A detailed projection for 2008 program costs will be incorporated into the 2008 Operating Budget report.

CONCLUSION

In order for Vancouver to be one of the most liveable cities in the world for all its citizens, there are important social issues that must be addressed and citizens must be engaged in taking responsibility for the City's civility. The role of Project Civil City is serving as a catalyst to achieve these goals.

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Project Civil City

Progress Report and Agenda for Action

Table of Contents

Executive Summary	i
Project Civil City: Progress Report and Agenda for Action	1
The Context for Project Civil City	2
Our role	2
What we do	2
Organizational Structure and Activities	3
Progress Towards a More Civil City	3
Progress being made	4
The Housing Centre	4
Vancouver Police Department	5
Engineering Services	6
Licences and Inspections	7
Legal Services	8
Board of Parks and Recreation	8
Planning Department	8
Social Planning Department	9
Drug Policy Program	9
Project Civil City Work To Date	10
Measuring Progress	10
Overview	10
Benchmarking Project Civil City Goals	11
The first goal: eliminating homelessness	12
The second goal: eliminating the open drug market	13
The third goal: eliminating aggressive panhandling	14
The fourth goal: increased public satisfaction with the City's handling of public nuisance and annoyance complaints	15
Evaluating Project Civil City Work	15
Looking Ahead: Project Civil City Agenda for Action	16
Supporting Homeless and Vulnerable People	17
1. Influencing Decision-makers	17
2. Survey of Panhandlers and Strategy	19
3. Public Education/Advocate	19
4. Illicit Drug Use and Response	19
Citizen Engagement	20
1. Sector Engagement Workshops	20
2. Neighbourhood Engagement	20
3. City-Wide Priorities	20
4. Website	21

Achieving Order	22
1. Enforcement Advisory Committee	22
2. Positive Ticketing.....	22
Next Steps	23
Appendix A: Benchmarking Data Sources.....	24

Executive Summary

A truly civil city is healthy, safe and secure for everyone. Its residents are fully engaged in taking shared responsibility for, and improving, their quality of life. Project Civil City proposes to create a more civil Vancouver by facilitating new ways of approaching, and inspiring, programs and initiatives that enhance civil order.

As the 2006 consultation that led to the establishment of Project Civil City made clear, while Vancouver boasts many spectacular and desirable qualities, residents have continuing concerns about our collective ability to address several critical problems.

Council has set ambitious goals: Eliminating homelessness, Vancouver's open drug market, as well as the incidence of aggressive panhandling, while increasing the level of public satisfaction with the City's response to nuisance and annoyance complaints. The immediate task is to show 50 per cent improvements across the board by 2010. And we want to ensure that city services match citizen priorities. Clearly, this is no small task. This report provides an update on the work already underway in City departments to advance Project Civil City goals. A great deal of work is underway.

The complexity of the task is compounded by the difficulties of choosing reliable benchmarks from which to record progress. This report outlines our approach to achieving measurable results.

We all want healthy, safe and secure communities: Neighbourhoods, businesses, and marginalized people living on the street share this desire. Civil City's proposed activities will help us put this vision into place in a way that balances an effective framework for compliance and enforcement with support for innovative, compassionate responses that address the root causes of social disorder.

Project Civil City does not deliver services. Many departments within the City, such as the Housing Centre, are already doing this, as do the other levels of government that hold primary responsibility for social order issues. Project Civil City's job is to engage governments, stakeholders and the public to create a greater sense of civic pride and personal and shared responsibility for complex social problems that reside within all of our neighbourhoods. The Project Civil City Agenda for Action sets a course for work in three areas:

- Supporting initiatives that will address underlying social issues
- Engaging neighbourhoods, and
- Developing an effective enforcement framework

Too often separate groups and levels of government are working on the same issues but with little coordination or sharing of ideas. We need to do things differently if we want to meet the ambitious targets set by Council. This report describes our role as a convenor, bringing together other levels of government and stakeholders in a concerted and timely effort to address these challenges. To this end, we have planned urban-focused forums on homelessness, mental health and addictions; legislation and bylaw reforms; and new approaches to citizen engagement.

At the end of the day, the real question will be whether the people of Vancouver can see by 2010 a visible improvement in the conditions of social order that affect us all.

Geoff Plant
Project Civil City Commissioner

Project Civil City Progress Report and Agenda for Action

Vancouver - A More Civil City

In setting the goal to become a more civil city, Vancouver starts from a position of strength. It is already globally recognized as one of the world's most livable cities. It has a magnificent geographic setting and numerous diverse, urban communities that support a high quality of life for residents and attract visitors from around the world.

Vancouver has a strong foundation for continuing social progress. It has a prosperous economy, vigorous public and private institutions, and an active citizenry. It also recognizes that a key ingredient of continuing vitality is a commitment to maintaining the conditions that support public order. I interpret Project Civil City as an expression of that commitment.

The idea of Project Civil City is to foster new ways of thinking about, and inspiring, programs and initiatives that will make our communities healthy, safe and secure for everyone.

Put simply, it is about inspiring individuals and organizations to take increased personal, social and political responsibility for improving the quality of civil life in Vancouver.

The Mayor and Council have set four targets to help citizens measure the city's progress. These targets focus on recognized areas of need where long-term, sustainable change is urgent and essential.

- Increase housing opportunities and eliminate homelessness, with at least a 50% reduction by 2010.
- Eliminate the open drug market on Vancouver's streets, with at least a 50% reduction by 2010.
- Eliminate the incidence of aggressive panhandling, with at least a 50% reduction by 2010.
- Increase the level of public satisfaction with the City's handling of public nuisance and annoyance complaints by 50% by 2010.

Project Civil City supports and encourages actions taken by all levels of government to address these key areas of need. My interest is in both ensuring actions are aimed at addressing the root causes of social disorder *and* in ensuring there is a just and effective framework for compliance and enforcement where necessary.

Just as importantly, Project Civil City is about engaging the public to take renewed responsibility for the overall quality of life in Vancouver, and about working with city government to ensure that city services match citizen priorities.

The Context for Project Civil City

Much of the work being undertaken by the City, and by other levels of government, is already moving us toward the goals of a more civil city. The City of Vancouver leads initiatives that win awards for innovation in service delivery. The recently signed Inner-City Inclusivity Agreement for the 2010 Olympics commits the City to initiatives consistent with Civil City goals. The federal and provincial governments support a wide range of critically important programs in Vancouver that build on a high degree of inter-governmental co-operation such as the Vancouver Agreement; Housing Matters BC; and the national anti-drug strategy.

Despite these successes, as the 2006 consultation that led to the establishment of Project Civil City made clear, Vancouver's residents have serious, continuing concerns about our collective ability to address several critical and persistent problems. Clearly, there is more work to be done.

Our role

Project Civil City operates as a small team working within the City of Vancouver to facilitate and encourage initiatives that will contribute to improving Vancouver's quality of life for all our residents. Our job is not to deliver services, but to help those who have direct responsibility for services and programs to do their job more effectively. How? By bridging jurisdictional boundaries, engaging directly and collaboratively with community stakeholders, advocating for new approaches where appropriate, and monitoring progress.

Many of the critical social challenges that face Vancouver - particularly in the area of support for the homeless, mentally ill and drug addicted - are the direct responsibility of the provincial and federal governments. As Commissioner, I represent the City of Vancouver and advocate on behalf of its departments and activities. My role is to engage other levels of government, as well as a diverse range of stakeholders, in a concerted and collaborative effort to address these challenges that compromise the health and well-being of Vancouver residents.

What we do

Council has set the overall direction for Project Civil City work by its adoption of the Mayor's proposal in December 2006. We will build on City departmental work already underway and develop new initiatives that respond to Project Civil City goals.

The Project Civil City team does its work by:

- Supporting and becoming involved in initiatives focused on the four targets outlined above.
- Empowering local communities to identify and tackle issues of concern.
- Promoting best practices for addressing complex social issues through special initiatives, publications, communications and other events.

- Engaging a range of community and governmental stakeholders.
- Tracking progress through sound evaluative process.

Organizational Structure and Activities

1. *Civil City Management Group*

This is an operational mechanism, convened bi-monthly, to bring together senior managers to provide oversight and facilitate collaboration on the actions required to further the goals of a civil city. The group includes the City Manager, the General Managers of Community Services, Legal Services, Engineering and Parks and Chief of Police. Provincial officials, including the CEO of Vancouver Coastal Health, and Deputy Ministers will be invited as appropriate.

2. *Leadership Council*

As indicated in the initial Project Civil City report, it is important that elected representatives and their deputies at all levels of government have the opportunity to explore current social and civic disorder issues from provincial, regional and local perspectives. I propose to convene these sessions as required. The purpose of these topic-specific meetings, which may also include other community leaders and service providers, would be to review legislative, policy and service options and solutions for consideration by various leaders at all levels of government.

3. *Staff Workshops*

Much of Project Civil City's work will be in concert with City programs and operations. I will continue to hold regular meetings with City staff to familiarize them with Project Civil City activities, gain further information about departmental work, and engage them in workshops on specific topics.

4. *Community Forum on Project Civil City Progress*

The initial Project Civil City report was developed with the input of a number of citizens and focus groups. I will be reconvening this group along with other key stakeholders in the spring of 2008 to discuss the progress we have made.

Progress Towards a More Civil City

Progress being made

The initial Project Civil City report listed a number of suggested actions generated through community input. A subsequent progress report to Council in April, 2007 outlined a number of these actions being undertaken by City departments. While the recent job action has delayed several initiatives, progress has been made in several areas that contribute to, or support, the four targets identified. Project Civil City will lend support to these initiatives as necessary. Many of these initiatives will be reported separately to Council. A brief description of some of the key actions is provided below:

The Housing Centre

- i) The *Homeless Action Plan* implementation supports Civil City goals through access to affordable housing (especially supportive housing), access to income (a call for more realistic welfare rates) and access to services (especially mental health and addiction services) as the "3 Ways to Home". Some of these actions are described below.
- ii) The *Outreach Partnership* between the City's Tenant Assistance Program and the Ministry of Employment and Income Assistance has been very successful in housing homeless individuals, with over 300 housed to date. Eighty per cent of those who were moved from the street into homes are still housed, and the program has moved beyond the Downtown Eastside to other neighbourhoods in the City with non-profit services providing the outreach. The program, which won a Premier's award for innovation, is now operating in over 30 communities in the Province with BC Housing as the lead agency. The challenge the outreach program now faces is the lack of housing affordable for people on income assistance.
- iii) The *Vancouver Homeless Funding Model* was approved in principle by Council in March of this year. Developed by the consultant team of Dobell and Fairbairn, the model would encourage corporate and charitable investment in supportive housing, and create a broad and collaborative partnership and sustained commitment to solving homelessness. A key recommendation is that the City lease a dozen or more sites to the Province for 60 years at nominal prepaid rents and forgive property taxes. The City would also contribute \$5,000,000 towards securing 500 Single Room Occupancy (SRO) rooms as an immediate response to the need for supportive housing. In the spring, the Province bought almost 600 SRO rooms. The non-profit housing sponsors who will operate the Province's SROs, the Drake Hotel that the City recently purchased, and develop an innovative small suite (120 units) project, have now been selected. The Province has now offered to fund the pre-construction costs for the development of 1000 plus units on 12 City sites, all for supportive housing.
- iv) A *Supportive Housing Strategy* was approved by Council in June of this year. Its focus is on providing secure and affordable homes to people suffering from mental illness and/or addictions and who are receiving treatment and services

- from Vancouver Coastal Health. Many of these clients are living in unstable housing that places their own stability and recovery at risk. The Strategy would implement VCH's "Mental Health and Addictions Housing Framework" and see a dozen new buildings with 450 or so new supportive housing units developed across the city.
- v) The Province's *Housing Matters BC* initiative was funded in the 2007/8 provincial budget. The initiative includes increased income assistance rates, including the shelter portion paid for rent, as recommended in the City's Homeless Action Plan. Many of the residents in the City's SROs are on welfare and the increase in welfare rates should improve their situation while helping sustain the City's aging SRO stock until it can be replaced. More recently, the Province announced that all shelters in BC will operate 24 hours a day and seven days a week. This will provide additional temporary short-term relief for the homeless. The City, along with the Province and non-profit service providers, has pioneered this model in Vancouver.
 - vi) A *Province/ City Housing Partnership* through BC Housing has seen 255 units of social housing completed in 2007; 695 units are currently under construction and 1262 units are funded and in pre-construction. Many of these are supportive housing for individuals and families at risk of homelessness. These numbers do not include the 1000 supportive housing units on the 12 City-owned sites where funding is required to build the facilities.
 - vii) The *Regional Homelessness Steering Committee and Federal Homelessness Partnership Initiative* point to the necessity that long-term solutions must be more broadly directed than simply the municipal level. The City participates at the regional level in the implementation of the region's "3-Ways to Home" Homelessness Strategy. The City also took part in the allocation of the \$16,000,000 in 2007-2009 federal funding for homelessness.

Vancouver Police Department

- i) The *Entertainment District Closure Pilot Program* designed to control crime and disorder issues in the Granville Mall area involves street closures and increased police presence. The initiative has occurred over three weekends with promising results. Due to the success of the initiative, the Vancouver Police Department (VPD) plans to repeat this initiative over the Halloween weekend. During the closure period there was an 81 per cent decrease in arrests of intoxicated persons and a 50 per cent decrease in calls associated with fighting as compared to the previous year. Through an effective evaluation of the new program and its favorable reception by the public, the VPD was able to reduce the number of officers and traffic authority members required to control the area. This initiative will be further supported through collaboration with Project Civil City to examine by-law and legislative changes that could result in fewer police officers controlling the area during the closures.
- ii) The *Vancouver Police Department and Barwatch Partnership* is also associated with the Entertainment District Closure and allows police officers to remove

known gang members from the premises of Barwatch members. This has helped reduce disorder and violence in the Entertainment District.

- iii) The *Crime Free Multi-Housing Program* contributes to Civil City goals by facilitating apartment owners, managers, residents, police and other agencies to work together to keep illegal and nuisance activity off rental property. The civilian community coordinator position currently being filled will be key to the program's development and maintenance.
- iv) The *Traffic Authority Program* is being expanded from 69 to 100 members by 2010. Members will help control traffic and maintain order on the streets at various intersections leading up to 2010.
- v) The *Bait Bike Program* successfully made a number of arrests. The pilot program has been limited to District 1, however there are hopes for its city-wide expansion.
- vi) The *Safer Parking Program* is a pilot project being developed as a collaborative effort between the Vancouver Police Department, Engineering Services and various stakeholders including parking lot operators. The aim is to ensure that parking lots meet a specified crime safety standard that provides both comfort and security for users. Program details are being finalized and implementation is scheduled to take place later this year. Interest has been expressed by many parking lot operators and there is support from Canadian Direct Insurance.

Engineering Services

- i) A *Binning Study* is underway to help better understand the binning community in Vancouver. United We Can (UWC), a social enterprise venture in the DTES and the University of Victoria have been contracted to complete a study of the demographics and socio-economics of Vancouver's binning community. This work will assist staff with helping the binners and the private sector develop socially integrated commercial waste management systems. This research is expected to be completed by the end of November. Staff continues its partnership with United We Can to reach marginalized individuals. The business community and neighbouring BIAs have requested that this work be expanded. Staff is working with UWC to locate another site for their operation.
- ii) The *Commercial Container Enforcement Strategy* was approved by Council in September. The strategy is aimed at waste containers that are not compliant with City regulations. The strategy involves education and a warning as a first and second step, and then progressive enforcement as subsequent steps which includes mandatory locking of commercial waste containers. The expectation is that the new program will reduce negative impacts on health and safety, and will result in improvements to livability and public realm aesthetics.

- iii) *Dumpster-Free* options are also being developed. Specifically, staff are assisting various Vancouver BIA's with their planning for alternative commercial waste collection systems that may not require the use of traditional high volume commercial waste containers ("dumpsters"). Once the business community finalizes details for a new service, staff will review options for regulating these street uses.
- iv) *Adopt a Block* is an initiative of the Collingwood Community Policing Centre (CPC) which is currently being evaluated. Early indicators have determined that the initiative is successfully providing "eyes on the street", contributing to community building, and promoting community responsibility for reducing litter in the public realm. Options for a city-wide *Adopt a Block* program are being investigated.
- v) The *Graffiti Program* is an on-going collaborative effort among several City departments that has reduced the presence and recurrence of graffiti. Since the program was expanded in 2002, graffiti levels in the City dropped about 75 per cent. However, there appears to be an upward trend in the past year. Therefore, staff is seeking the co-operation of private property owners and, if necessary, removal orders are issued. The program's Anti-Graffiti Task Force brings together various groups, agencies and departments to co-ordinate efforts and provides advice and feedback on anti-graffiti strategies. This program is also linked to the "Eyes on the Street" initiative.

Licences and Inspections

- i) The *Municipal Ticket Information (MTI)* Pilot Project started January 1st, 2007. A total of 560 tickets have been issued as of October 22nd and 167 of these tickets have been paid. The remainder of the tickets are in process or under collections.

In July, the Province announced some changes to the MTI legislation. These include a change to the 'deemed convicted' section. If a person fails to respond to a ticket by not paying the fine or not notifying the City, the person is automatically deemed to have plead guilty. In addition, if the person misses the dispute hearing date they will automatically be deemed convicted. These amendments eliminate the previous requirements for the City to prepare an affidavit and submit the ticket to the court for review and consideration by a Justice of the Peace.

The new regulations will also set the maximum fine amount for bylaw tickets at \$1000. These changes are not yet in place as the Province is in the process of approving the new ticket formats prior to implementation. The result will be a reduction in processing time for the Prosecutor's Office and improved efficiencies. Staff will be reporting back to Council on the success of the MTI pilot early in 2008.

- ii) An *Animal Control* public education program and enforcement plan designed for city parks over the summer was delayed due to the labour dispute and will occur instead in winter. A new Animal Control Supervisor has been hired who will be focusing on enforcement and a ticketing program.
- iii) *Metal Recycling Project: "Alchemy"* the VPD-initiated undercover project which looked at the recovery of stolen metal from recycling businesses resulted in suspensions to six city businesses. The industry has responded to the concerns and has improved their methods of screening out stolen property. Police have been carrying out random checks of the recycling business and are finding that the goods are being recorded.

Legal Services

- i) A Review of the *Vancouver Charter's* Powers has been completed. Specific areas where legislative changes to the *Charter* would assist the City to accomplish the Civil City initiatives and objectives have been identified. A review of City bylaw provisions relevant to the Civil City initiative, including the current fines imposed under existing bylaw provisions dealing with public disorder, will identify areas where amendments to existing bylaws could further Civil City goals.

Board of Parks and Recreation

- i) The *Dog Strategy Task Force* is developing a strategy to deal with the issue of dogs in parks around the city. The group has interviewed staff, reviewed the current off-leash park program, and received input from the public through a survey and forums. Programs of other municipalities across North America and Europe have been reviewed. Issues to be determined include: the number of off-leash sites; criteria for the selection of off-leash sites; which areas should remain dog free; and what modifications are needed at sites. It is anticipated that the final report will be completed by April/May of 2008.

Planning Department

- i) The *Carrall Street Greenway* is underway. Staff is working with the Chinatown, Gastown and DTES communities on animating the public realm along the Greenway through events programming, active storefront use and public art. Partnership have been created with local arts groups to produce "Intersection", a video installation project, at Hastings and Carrall Streets. Debuting in November, this will kick start the implementation of the Carrall Street Greenway Public Art Plan.
- ii) *The DTES Public Realm Program Plan* has been jointly commissioned by the Vancouver Board of Parks and Recreation and the Vancouver Agreement. The Plan is the product of an extensive community-based planning process and articulates programs and activities for 10 Downtown Eastside public realm spaces. Active programming will contribute to a welcoming, lively, and safe public realm, engage local residents in creative and healthy activities that

celebrate the local community, strengthen community capacity and promote a positive image of the DTES to the wider region.

Social Planning Department

- i) An *Active Communities* initiative is being pursued with Vancouver Park Board, which among other strategies, is considering a “positive ticketing” approach to award positive behaviour. This is described later in this report. Staff has been invited to participate in the “Community Assessment Action Network” (CAAN), a Vancouver School Board initiative aimed at preventing youth gang violence. Staff has been co-ordinating efforts with the City’s Drug Policy Program Office in ensuring that youth issues are addressed in drug and alcohol prevention.

Drug Policy Program

- i) The *Inner Change Society’s Chronic Addiction Substitution Treatment (CAST)* program was included in a recent report on drug substitution programs. Under the CAST program, Inner Change is developing five clinical research trials that will focus on several drug-using populations in Vancouver and will add to the complement of interventions currently taking place in Vancouver. The trials will be forwarded to Health Canada for approvals.
- ii) The *InSite Project* is an important part of the City’s harm reduction pillar. The federal government announced recently that it has extended the Health Act exemption allowing InSite, the supervised injection site located in Vancouver’s Downtown Eastside, to operate until the end of next June.
- iii) The *Four Pillars Coalition* holds three meetings each year which bring together groups and organizations with involvement or interest in the city’s drug program to exchange ideas, build capacity and advance a knowledgeable discussion on effective drug policy.
- iv) The *Four Pillars Supported Employment Pilot Project* was initiated in June for persons in recovery. This pilot project brought four individuals to work in Engineering Services. They spend one week on the job and then several hours the following week in a classroom setting receiving job literacy training from the Hastings Institute.

Project Civil City Work to Date

Since my appointment in May 2007, I have met with City staff, provincial and federal government officials, community organizations and private citizens to better understand where Project Civil City could make the most effective contribution to improving the quality of life in Vancouver.

Based upon these discussions and drawing on the work which led to the Mayor's initial report to Council last year, I have developed a Project Civil City Agenda for Action for consideration by the Mayor and Council. The Agenda for Action, which outlines the directions I propose Project Civil City take towards achieving Project Civil City goals, is outlined in the next section of the report.

I have also developed benchmarks to measure progress on two levels: Is the City getting closer to achieving the four targets? Is Project Civil City helping to achieve the overarching goal of creating a more civil Vancouver?

Measuring Progress

Overview

In order to measure progress over time, we need to establish initial benchmarks as reference points. Because it is impossible to ascribe a direct cause and effect relationship to social issues, social scientists use indicators to reflect the extent of a problem.

By reviewing a series of indicators, we can develop what we think is a reasonable benchmark that describes the extent of the existing problem.

The second part of the benchmarking project looks at measuring the effect of implementing the Project Civil City Action Plan on the many factors that contribute to a more civil city. These include the improved effectiveness of service delivery, the degree of legislative change and the extent of citizen engagement.

Work to date has focussed on:

- Reviewing literature on social indicators and benchmarks in order to identify other cities that have gone through similar exercises;
- Consulting with the Social Policy Analysis and Research Unit at the City of Toronto to learn from their extensive experience social order issues in data collection and analysis;
- Collaborating with scholars at Kwantlen University College to gain their insights into creating a valid "Made in Vancouver" approach to data collection and analysis;
- Working with the Vancouver Police Department to access data and planning resources in order to determine appropriate indicators.

Benchmarking Project Civil City Goals

One of the first Project Civil City team activities has been to determine how we will measure progress towards attaining Council's four targets. By setting numeric targets (50% reductions in key areas by 2010) the City expects significant, measurable, and timely progress in certain areas.

In order to set targets and timelines we must respond to two questions: (1) What is the state of the problem today? and, (2) How will progress be measured?

Benchmarking the status quo, or existing condition, is complicated by difficulties and limitations in securing timely and comparable data. The preferred starting point for measuring the status quo would be the Council resolution that started Project Civil City in December 2006. However, we soon discovered there are no counts of the homeless or the incidence of aggressive panhandling that can be expressed precisely as of December 2006. There is, at present, no actual measurement of the "open drug market", and there is no existing process for measuring public satisfaction with the City's handling of public nuisance and annoyance complaints.

We have taken a pragmatic approach and where we can, have identified measurements that will make it possible to allow us both to see the extent of the problem and the progress made in finding effective solutions. Where possible, we propose to use existing metrics. Not only does this reduce the cost of benchmarking, but it allows us to rely on information tools that are generally recognized, are regularly collected, or, at least, are relatively easy to obtain.

In some cases, such as measuring the open drug market and the incidence of panhandling, we believe it is important to gather information from the street beyond that which is already available. In such cases the objective is not simply to benchmark the status quo, but to understand the problem more completely, as a step to finding solutions. In other cases, there simply are no adequate (or practically obtainable) measurements for the purpose of benchmarking the status quo, but information does exist which is helpful for the work of making and measuring progress in relation to the stated goals.

The search for appropriate benchmarks is ultimately a search for measurements which, to the greatest extent possible, allow citizens to see whether there is progress towards Council's goals. We will avoid tackling unnecessary processes of information gathering. It is critically important to point out that we are not simply dealing with "categories" of problems; we are speaking about human beings who have diverse needs and circumstances. At the end of the day, the real question is whether the people of Vancouver can see an improvement in the conditions of social order that affect all of us.

What follows is a discussion of issues specific to each of the four goals, and my recommendations for the appropriate measures.

The First Goal: Eliminating Homelessness

Homelessness:

There is ample evidence pointing to the relationship between homelessness, mental health and drug addiction, and their contribution to public disorder and crime. There has also been a considerable amount of work done to define and measure the extent of homelessness.

A count of the homeless in the Greater Vancouver area undertaken in 2005 by the Social Planning and Research Council of B.C. is used by many agencies as a relatively good statement of the situation at that time. Another count will be done in March of 2008. Additionally, City staff from the Housing Centre have developed data based on their own count and information from agencies. The City of Vancouver Supportive Housing Model provides estimates based upon its understanding of the data. While the numbers range from 1,500 to over 2,000, 2,000 is considered an acceptable estimate.

That figure includes the unsheltered sleeping in the rough, as well as those in shelters. We know that many of these people fall into the category of having multiple needs. While the majority are single men, significant numbers of women are also part of the homeless. Disturbingly, children and young people are also part of that homeless population - in 2005, there were 74 homeless children who were with their parents during the count, 22 of whom were among the street homeless on count day.

Proposed Benchmark: Number of homeless unsheltered and in shelters: 2,000
(Data sources are included in Appendix A.)

Increasing housing opportunities:

Housing options in Vancouver related to supported, subsidized, Single Room Accommodation and shelters provide important indicators regarding direct support to homeless people. While the long-term goal is to eliminate homelessness, the provision of increased housing opportunities clearly represents action taken to assist those who need help. This goal also supports the basic principle of so-called "Housing First" policies and programs adopted in other jurisdictions, in which the provision of safe and secure housing is regarded as a necessary first step in the stabilization and treatment of individuals who require help dealing with chronic addictions, mental illness and other barriers.

Measurements of the existing stock of social housing help to assess our current situation; keeping track of additions to that stock is a measure of progress that will also provide context for an on-going assessment of homelessness.

Proposed Benchmark:
Social Housing: 21,276
Supportive Housing: 1,812
Shelter Beds: 709
(Data sources are included in Appendix A.)

The Second Goal: Eliminating the Open Drug Market

Estimating the size of the illegal drug market, and in this case the open drug market, both indicates the scale of the problem and justifies responses. However, developing such estimates is fraught with difficulty. The actual size of the open drug market in the City of Vancouver is not known because it is not measured as such. It is obvious there is a serious problem, but there is no data that records precisely and comprehensively the full extent of the buying and selling of drugs “in the open” across the whole of the city. The available data is incomplete, is based on assumptions, and accordingly provides a weak estimate at best.

This goal focuses attention on one component of the problems of drug use and addiction in Vancouver - the fact that we see people buying and selling illegal substances routinely on our streets. But while the goal focuses on one particular activity, it is inseparable from the City’s long-standing commitment to the Four Pillars approach. This recognizes that prevention, treatment, enforcement and harm reduction are critically necessary, and equally important, components of a truly effective response to the drug problem. The range of policy responses and actions that are engaged by this goal are therefore the kinds of actions that are intended to strike at the roots of the drug problem in general - in the expectation that a measurable improvement in reducing the overall scale of the problem will, logically, reduce the visible signs of the problem. To this end, it is useful to record some of the measures which do exist that provide context for the issue, although they cannot be regarded as directly relevant benchmarks for the extent of the open drug market.

As an example of the kind of data that already exists, it is estimated that there are 8,000 injection drug users in Vancouver, approximately 4,700 of who are in the Downtown Eastside, a neighbourhood which is geographically most associated with the open drug trade.

Surveys undertaken by the Canada West Foundation indicate that Vancouverites feel the open drug scene is getting worse and more visible. In their report, *Hard Times*, they note the use of harder drugs, their link to more aggressive behaviour and increases in crimes that support addictions. The recent Vital Signs report by the Vancouver Foundation also reiterates these findings. While these survey results do not “benchmark” the status quo, they provide evidence of the extent to which the public identify a problem, and conceivably, over time, a reduction in these numbers would provide some evidence of progress.

Experts note that the line between dealers and users is blurred, particularly in the DTES. That said, the counting of discarded needles is also an indicator of the extent of drug activity. Vancouver Coastal Health notes that while the number of discarded needles is lower than in previous years, the numbers are still high and are concentrated in the DTES. With care taken to allow for other variables, a reduction over time in the number of discarded needles might indicate a reduction in the extent of drug use in an area, or at any rate, a reduction in some of its more visible signs.

Other relevant data can also be drawn upon. For example, the Canadian Community Epidemiology on Drug Use study (2007) reports that drug use has increased substantially between 2003 to 2005 (last data available for report), that the volume of

drugs seized by police dramatically increased (without a corresponding increase in personnel reflecting more drug trade) and that cocaine accounts for nearly half of all drug crimes in Vancouver - a drug that requires repeated injection throughout the day requiring a high rate of selling and buying.

During drug sweeps, the VPD can easily make 60 to 90 arrests in one day. Police statistics, however, only measure drugs seized and arrests made. The police generally consider these numbers to be very conservative. Clearly, they only represent the tip of a large iceberg. Police data is also dramatically affected by changes and trends in the drug market, making year to year comparisons difficult. The availability of drugs, growth in local cultivation, trends in importing drugs, and distribution channels and those involved in selling, can all change rapidly. As such there are no reliable benchmarks of the extent of the problem but ample indication that there is a persistent, visible and growing problem. We have been working extensively with the VPD to discuss ways in which some of the data they already collect can, over time, become part of the accountability framework for Project Civil City. In order to augment our understanding and provide more substantial data, Project Civil City and the VPD are exploring options on how to more effectively capture the extent and nature of the open drug market. Options include re-occurring counts, anecdotal input from agencies working in the field and/or an ethnographic study of open drug dealing in Vancouver. This data will assist in benchmarking as well as inform strategies.

The Third Goal: Eliminating Aggressive Panhandling

Since 2004 it has been an offence under the *Safe Streets Act* of British Columbia to panhandle aggressively. While, there is some (anecdotal) evidence that, since the *Safe Streets Act* came into force, the incidence of aggressive panhandling has declined, the problem still persists.

According to VPD data, 329 panhandling charges were laid in 2006. Police data do not distinguish between panhandling *per se* and aggressive panhandling, however, it is likely that these incidents are mostly cases of aggressive panhandling. Data from Vancouver's business improvement associations tells us that aggressive panhandling is actually far more extensive, a fact agreed upon by police, noting that data based on reported crime is generally acknowledged to under-record the actual incidence of crime.

There is limited information about panhandlers, their life situations and their reasons for panhandling. Since so little is known about the panhandling population and myths abound about both their situations and needs, Project Civil City is working with service agencies to carry out a panhandler survey. The goal is to learn more about these individuals, in the expectation that this information will help make better decisions about what needs to be done to eliminate the problem. Possible responses may include more effective social service outreach, expanded access to housing or health care (including addiction and mental health treatment) or more effective law enforcement, depending upon the circumstances of individual panhandlers.

Proposed Benchmark: Pending survey results

The Fourth Goal: Increased Public Satisfaction with the City's Handling of Public Nuisance and Annoyance Complaints

The City receives complaints on a range of quality of life issues. The goal, as written, suggests we should focus on measuring public satisfaction with the way these complaints are dealt with. The City does not currently measure public satisfaction with its handling of public nuisance and annoyance complaints. Conceivably, the City could establish processes for systematically measuring public satisfaction across a range of issues. However, in my view, the real intent of this goal is not just to measure public satisfaction but to reduce nuisances and annoyances.

In the community survey work undertaken in preparing the Mayor's initial Project Civil City report, excessive garbage, public urination, noise, and traffic-related concerns were among the issues identified by survey respondents. Some action has already been undertaken on these issues since Project Civil City was launched. Consistent with the theme of community engagement which informed the original work to develop the initiative, we are planning to engage communities in discussions that will empower them to establish their own priorities. Based on this process, where possible, city services will then be coordinated and delivered to meet those needs more effectively. Tracking this process will assist us in measuring what has the most impact on communities and increases both their satisfaction with the response as well as their involvement in the solution itself.

The identification of community priorities will provide the baseline for determining the effectiveness of responses. Similarly, the implementation of city-wide initiatives that deal with civil order issues (including those issues identified in the original Project Civil City Report) will provide a baseline for determining their effectiveness.

Evaluating Project Civil City Work

The benchmarking discussed above captures data about the extent of the issues for comparison at a later date. However, this will not necessarily measure the effectiveness of all Project Civil City activities. In order to capture what Project Civil City is achieving, both the process and impact of PCC activities will be tracked and monitored.

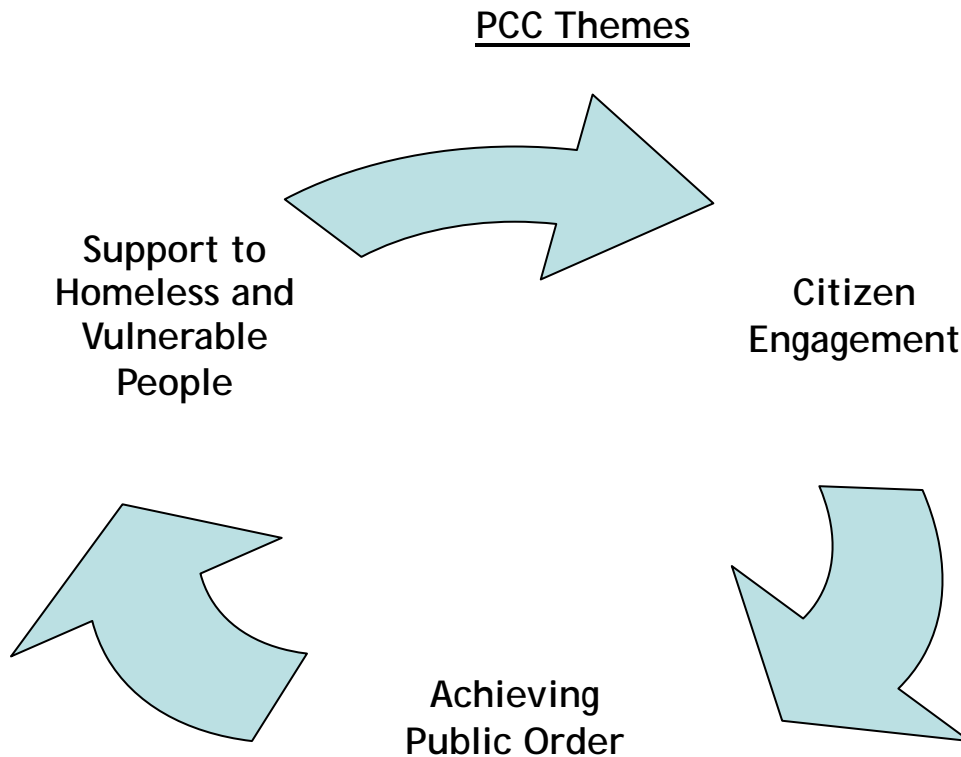
We are currently establishing a Research and Evaluation Committee that will oversee the continued refinement of the benchmarks, related research initiatives (panhandling survey), and the implementation of a process and impact evaluation to monitor the progress of PCC in achieving its goals. The Committee is being chaired by Stephen Dooley, a Kwantlen University College sociologist and criminologist who is Director of the National Institute for Research in Sustainable Community Development.

Looking Ahead

Project Civil City Agenda for Action

In my meetings with community, business, and non-profit representatives, as well as government officials, I have encountered strong, shared values and commitment to creating a more civil city. There are organizations and groups prepared to contribute. One of the most effective roles Project Civil City can play is to act as a catalyst and a convenor for this commitment and capacity. The following outlines the specific actions that will be undertaken in the months to come. It is meant to complement broader efforts being undertaken by the City and others, to build on existing work, and propose further investments or program reform where needed.

I propose an approach which emphasizes three distinct, but inter-related themes as described below:



In the following sections I will outline the initiatives proposed, and in some cases already underway, under each of these headings.

Supporting Homeless and Vulnerable People

While Vancouver boasts many spectacular and desirable qualities, the City also has a visible, high-need and vulnerable population. There is a core group of the chronically marginalized who are not well served by status quo approaches and who are most likely to contribute to civil disorder. Their needs are acute. A key objective of Project Civil City is to support an enhanced, sustained, commitment to meeting those needs. New approaches are being developed and tested by researchers, funders and service providers. The role of Project Civil City is as advocate, facilitator and support to this work; in short, to be a voice for those who need all levels of government to work together to provide effective solutions to this public health emergency. Some key areas of work are as follows:

1. Influencing Decision-makers

There are a variety of activities underway to support and promote solutions for vulnerable populations:

i) *Supportive Housing Model*

Through the work presented in the report, *More than Just A Warm Bed* (Ken Dobell and Don Fairbairn) and work by the City's Housing Centre, it is clear the City is committed to exploring ways to ensure a response to homelessness, including those with multiple issues requiring a supportive housing model.

As Project Civil City Commissioner, I will continue to engage with City stakeholders, in gaining senior government, community and business support for a Supportive Housing Model. This will include ongoing meetings with provincial and federal politicians and officials, business, and non-profit providers.

ii) *Homelessness, Mental Health and Addictions Working Group*

It is increasingly recognized that the existing service delivery models do not effectively reach this population and that new, integrated, client-centered delivery models for supportive housing and mental health and addiction care must be developed. Currently in Vancouver there is an urgent need for action. The number of homeless is growing and those with mental health and addiction problems are becoming increasingly sicker and more marginalized from the health care system. Several studies indicate that the costs to society of not acting to address this situation are significantly higher than providing adequate care support and housing for this population. Even so, the cost of the required intensive supportive care and treatment is itself significant and an expense that must be carefully considered. A successful new approach to this population requires a clear understanding and analysis of how the current service delivery system is failing these people. It also requires increased collaboration among government, health and non-profit providers and a willingness to change the way that we currently do things.

The City of Victoria Mayor's Task Force on Breaking the Cycle of Mental Illness, Addictions and Homelessness, has recently produced a plan for a comprehensive service delivery model developed by mental health and addiction experts in co-operation with the local health authority, provincial ministries and non-profits. The plan is based on a thorough epidemiological study of the homeless population and their needs. There are also efforts already underway to address the problem in Vancouver. I propose to convene a collaborative working group to build on Victoria's work and to explore how an integrated, client-centered service delivery model could be developed and funded for Vancouver. This working group will be co-chaired by Project Civil City and Dr. Michael Krausz, LEEF Chair of Addiction Research UBC. Representatives from Vancouver Coastal Health, Providence Health Care, the Provincial Health Service Authority, aboriginal health, the Centre for Addiction Research of BC, the Centre for Applied Research on Mental Health and Addiction at SFU as well as representatives from the non-profit service delivery sector will be invited to participate. One task I will ask this group to consider is the design of an epidemiological study to better understand the specific needs of this population and to act as a baseline for this work. The work of this group will be reported at the proposed public forum described below.

I also propose a formal oversight committee comprised of the City Manager, the CEO of Vancouver Coastal Health, the Chief of Police, and representatives from the Department of Psychiatry at UBC, and the Centre for Applied Research in Mental Health and Addiction at SFU. This committee would ultimately review the Working Group's efforts.

iii) *Homelessness, Mental Health and Addictions Urban Forum*

As in Vancouver, many municipalities in BC, and throughout Canada, are facing the issue of a growing homelessness population. We can learn from a number of models for effective service delivery that have been developed in other cities/countries. European cities have developed more integrated, client-centred, low threshold (easy to access) and sustaining approaches to their street populations, i.e. Hamburg, Zurich, and Amsterdam. New York and Portland, Oregon have also developed innovative approaches to their homeless populations, linking housing with addiction and mental health services.

In BC, some work is being done in this regard: the Premier's Task Force on Homelessness, Addictions and Mental Health has raised the issue across BC and has contributed to an increase in supportive housing units and shelter spaces in the province. In addition to the work being done in Vancouver and Victoria, a number of other municipalities in BC have been developing local strategies for dealing with these issues. The time is ripe for a collaborative effort to develop and implement effective approaches for dealing with this increasingly critical issue.

I propose that the City convene a forum with the purpose of bringing together municipalities in BC to:

- share local experience and issues
- learn about current national and international best practices
- consider a range of service delivery models
- develop consensus on effective service delivery principles
- build momentum for change
- create a mechanism for moving forward

The forum, to be held in Vancouver early in the new year, will provide an opportunity to share promising practices and establish a province-wide network advocating for solutions at the provincial and federal levels. Senator Michael Kirby, Chair of the Mental Health Commission of Canada, has agreed to participate/co-host and his office will be involved in the Working Group as well.

Invitees will include representatives from national and BC municipalities, health authorities, non-profits, foundations and philanthropists. The forum's work will be followed up with a public report.

2. **Survey of Panhandlers and Strategy**

Panhandling is often a manifestation of poverty, addiction or other vulnerability. As noted earlier, in order to better understand the nature and extent of panhandling in Vancouver, including needs and potential solutions, Project Civil City is overseeing the implementation of a survey in collaboration with social service partners. This work will clarify the extent and nature of panhandling and potentially indicate effective responses. The final report and findings are expected later this year.

3. **Public Education/Advocate**

As the Civil City Commissioner, I strategically participate and respond to public opportunities (forums/activities/media) to support/comment and/or advocate for particular actions in response to issues related to this theme. Such work advances the Civil City agenda and assists in furthering understanding regarding needed solutions and actions.

4. **Illicit Drug Use and Response**

Project Civil City will continue to work with the City's Drug Policy Program to identify ways to further the Four Pillars approach to drugs. Additionally, Project Civil City will continue to explore how it can influence decision-making outside the City structure that affects Vancouver drug initiatives, including the Supervised Injection Site, initial work regarding CAST, changes to the court process and other emerging developments. Project Civil City will continue to work with the VPD to identify ways of tracking progress on reducing the open drug trade.

Four Pillars Coalition: Project Civil City will participate in the ongoing work of the Four Pillars Coalition, and I will be providing an update on Project Civil City work at the upcoming November Coalition meeting.

Citizen Engagement

Civil City includes all of Vancouver, its many communities of interest, its neighbourhoods and its citizens. Achieving a civil city means building a sense of shared commitment to, and responsibility for, the whole of our city. This will be achieved by engaging citizens in identifying key issues of concern and the solutions that work for their community or neighbourhood. The key objective is to initiate and facilitate dialogue that will empower communities to establish their own priorities and then coordinate and deliver City services to meet those needs. The talents and energy of front-line City staff will be critically important in making the most effective use of City resources to complement community-based priorities. The main initial action items are:

1. Sector Engagement Workshops

Civil City has been organizing a series of interactive sessions with key sectors to gain their input and involvement in its work. These meetings are aimed at engaging partners in working with Civil City to address their needs and contribute to Civil City goals. The results of these sessions will be incorporated in the Civil City actions.

2. Neighbourhood Engagement

There are currently a number of neighbourhood based mechanisms in place that aim to address local issues through the development of local solutions. Civil City wants to further invest in such efforts and where needed, facilitate the involvement of city service delivery. The goal is to identify the top issues of concern in individual communities and develop corresponding action plans that include the coordination of existing services to help achieve community-based actions. This process facilitates communities in defining their needs and having the City respond, thereby re-shaping citizen-government interaction.

Three pilot projects, from three different communities, will be implemented involving resident-interagency collaboration. Based upon the initial experience via the pilots, further development and implementation will be pursued.

Additionally, supportive materials will be developed including community tool kits, checklists, website information/interactive applications, etc.

3. City-Wide Priorities

As issues of City-wide concern are brought to the attention of Council in the ordinary course of business, we will assist as required in facilitating and developing appropriate responses.

4. **Website**

A Project Civil City website will be available as a tool to facilitate communication regarding Project Civil City activities. The site will also link to broader work by the City of Vancouver and others that contribute to the concept of a civil city. The site will house useful resources on how to get involved in creating a civil city. It will link partners and inform the public of the latest information relevant to the initiative. We plan to go live with the site, coinciding with this report to Council.

Achieving Order

Effective law enforcement is a necessary element of any plan for a safe and secure city. The focus is on street disorder, which can be defined as “any activity or circumstance that deters or prevents the public from the lawful use or enjoyment of the City.” Community stakeholders and others with whom Civil City has consulted have expressed concerns that the existing tools and processes for dealing with street disorder are not as effective as they need to be. The provincial government’s work to establish a Community Court in downtown Vancouver represents a progressive initiative to engage the justice system more effectively in the complex range of health and social problems which is the reality of most street crime. But there is also a need to examine the full range of enforcement and compliance tools, including city by-laws and provincial legislation, to ensure that law enforcement officials have the most effective tools available. The key short-term objective is to bring the responsible officials together to develop a set of proposals, including suggestions for legislative reform, and to advocate for implementation of that plan.

1. Enforcement Advisory Committee

In my discussions with partners involved in legal services, enforcement and compliance, a number of areas of concern were raised: the need for review of certain by-laws, the level of fines and the ability to collect, prosecution issues, justice reform, and the efficiency of court process. Following an investigation with the City’s Legal Services and the VPD, I have convened an Enforcement Advisory Committee, which will be reported to Council. The Committee includes key City staff, business and community stakeholders, to discuss potential changes to the by-law and legislative framework and decide on priority actions. Once proposed changes to the by-law framework are initiated, I will be convening discussions with the Committee and other business and community representatives on opportunities for more effective enforcement through City service delivery such as the Neighbourhood Integrated Service Teams, as well as new partnerships with community organizations and business.

2. Positive Ticketing

In collaboration with VacNet, the VPD and Board of Parks and Recreation, Project Civil City is working on a youth-focused initiative that sees the rewarding of positive, pro-social, civil behaviour. The concept involves having figures of authority interact positively with young people by recognizing appropriate, positive behaviour through the rewarding of tickets. The tickets allow youth free admission to a range of activities including community recreational facilities, professional and university sporting events, cultural events, etc. Such initiatives typically provide passes that provide a reward that fits with the magnitude of the positive act. For example, a reward of a swim/skate pass might be used to provide general recognition for good behaviour, such as wearing a helmet, wearing skateboard protective gear and so forth.

Another aspect of the program rewards youth through tickets to a professional sporting or cultural event and could include an escort by the VPD. Awards at this level would result in ticketing to an activity that could potentially raise the young person's aspirations to new heights such as sports, entering a literacy program, or joining an after school service club.

The inclusion of this program within PCC activities puts a new interpretation on the idea of 'ticketing'.

Next Steps

As noted, Project Civil City has a number of projects underway and more will be developed as advocacy and neighbourhood engagement activities unfold. There will also be recommended changes forthcoming on strengthening the legislative framework. These initiatives will be reported separately to Council. I recommend that Project Civil City will report again to Council in 6 months.

Appendix A: Benchmarking Data Sources

	Outcome	Indicator	Data	Benchmark
Homelessness Sources	Fewer unsheltered homeless	Number of Homeless	2005 Greater Vancouver Homelessness Count: Street Homelessness: 591 Shelters: 700 (no SROs count) Total: 1,291	2,000 Homeless
			Estimated Count based upon J.Graves count: 2,000 street homeless (to be confirmed by early November).	
			Vancouver Homelessness Funding Model count: Street Homelessness: 600 Shelters: 700 SRO's: 1,250 Total: 2,150	
Housing Sources	Increased number of social housing (includes public housing, non-profit housing, co-operative, urban aboriginal)	Number of social housing units	CoV Homeless Action Plan data(Social Housing in Vancouver, August 2004)	Public: 3,647
				Non-Profit:12,180
				Co-operative:4,922
				Urban Aboriginal: 527
				Total: 21,276
Housing Sources	Increased number of Supportive Housing units (includes addictions, mental health and low barrier housing)	Number of Supportive Housing Units	CoV Housing Centre, Supportive Housing Plan	Total: 1,812 (December 2006)
Housing Sources	Increased number of emergency shelter beds	Number of shelter beds	COV Homeless Action Plan (June 2005)	Number of year-round shelter beds: 709
				Cold/Wet Weather Mats-Beds: 200

Open Drug Market Sources	An increase in appropriately discarded needles	Number of appropriately discarded needles	VCH data on needle pick-up	Approximately 60% return rate 2006/2007
Panhandling	Fewer aggressive panhandling incidents	Reported panhandling incidents that resulted in calls to police Survey results & Count Fewer panhandlers Responsive services directed to panhandlers	VPD data	329 incidents in 2006
	Increased knowledge about needs/issues related to panhandling population			
	Increased directly related services		PCC Survey of Panhandlers & Count Current service options	Little if any direct knowledge of the situations of panhandlers