

**Supports Item No. 3
CF&S Committee Agenda
March 27, 2012**



ADMINISTRATIVE REPORT

Report Date: March 19, 2012
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Meeting Date: March 27, 2012

TO: Standing Committee on City Finance and Services

FROM: Acting General Manager, Community Services Group

SUBJECT: Downtown Eastside Local Area Plan Framework, Interim Rezoning Policy and Interim Development Management Guidelines

RECOMMENDATION

- A. THAT Council approve the DTES Local Area Planning Program (LAPP) Planning Framework as outlined in Appendix A.
- B. THAT Council approve the Interim Rezoning Policy for a period of one year as outlined in Appendix B to establish the conditions under which new re-zonings and heritage revitalization agreements will be considered while the Downtown Eastside LAPP is underway.
- C. THAT Council approve the interim Development Management Guidelines as outlined in Appendix C for a period of one year, to clarify the definition of the 20% social housing requirement in the DEOD ODP, and provide guidance for liquor primary applications, DTES capital grants for active storefronts and heritage façade grants.

REPORT SUMMARY

This report provides Council with an update on the DTES LAPP process so far and sets out the DTES LAPP Framework, which includes guiding principles and expected outcomes. The report also seeks Council approval of an interim rezoning policy to govern consideration of rezoning applications over the next 12 months while the LAPP is underway, as well as Development Management Guidelines to provide clarity on the provision of social housing, processing of liquor licensing applications and capital project funded façade improvements.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Policies

Downtown Eastside Housing Plan 2005

Downtown Eastside Oppenheimer Official Development Plan (DEOD ODP)

Historic Area Height Review 2011

On January 20, 2011 Council directed the City Manager to strike a community committee to “enhance and accelerate a DTES Local Area plan and to develop a clear strategy to implement the existing Council approved DTES Housing Plan.” The Building Community Society (BCS) and the Downtown Eastside Neighbourhood Council (DNC) were identified as co-chairs and directed to identify committee membership (including a representative from the Strathcona Residents Association).

The Building Community Society (BCS) was formed by a group of volunteers who share a personal desire to contribute positively to the future of the Downtown Eastside. BCS focuses on supporting the communities that make up the Downtown Eastside in their efforts to build on their many strengths and to address the current issues of poverty, homelessness, addictive and mental illnesses, and crime. The Downtown Eastside Neighborhood Council (DNC) is an initiative of the Carnegie Community Action Project, Vancouver Area Network of Drug Users, and ACCESS for Chinese Canadians. DNC members advocate for the needs, interests, and aspirations of the neighborhood to improve the quality of life for low-income residents.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The completion of the DTES LAPP is a priority for the City as the community is predominantly low income and faces many challenges. The LAPP process is being led by the City and brings together many different representatives and voices from within the Community to create a plan that will advance progress in some key areas of concern, like housing and the local economy. While there are differing views within the community at this time, some of which are represented in this report, the collective aim of the City and the LAPP Committee is to improve the lives of low income people in the DTES and so this important work will continue.

REPORT

Background/Context

Downtown Eastside Community Context

Throughout the community, the DTES is recognized as unceded Coast Salish territories on Musqueum, Tsleil-Waututh and Squamish land and home to a high percentage of Vancouver's urban Aboriginal community. The LAPP focuses on eight diverse DTES neighbourhoods including Gastown, Victory Square, Oppenheimer, Hastings Corridor, Chinatown, Thornton Park, Strathcona and the Industrial area. Rich in history and diversity, the community has also undergone decline with similar social and economic challenges as faced by many other North American inner-city neighbourhoods. Social and health conditions such as poverty, homelessness, unemployment, high incidents of physical and mental health issues, violence against women and associated women's safety issues, substance and alcohol dependence are evident in the neighbourhood; as are the growing needs of aging seniors and low income individuals and families.

Approximately 17,000 people live in the Downtown Eastside (70% live in Strathcona and Oppenheimer). The majority of people are low income residents (67%) with a median household income of \$12,000. Compared to the city average, there is a high percentage of unemployment (21%) and approximately 7,500 people are receiving Income Assistance or Disability Benefits. It's estimated 18,790 people work in the area (6% of all jobs in the city) and most of those who are working are earning less than \$21,000 per year.

Recently, the neighbourhood has been facing increasing development and building rehabilitation pressures, which is raising concerns about the future of the neighbourhood for local community organizations and many of the neighbourhood's long-time low income residents. Some question the pace of change in the neighbourhood and the impact it will have on the community's most vulnerable residents - others see the change as inevitable and welcome the economic impact of new residents to the neighbourhood.

The City's focus is on developing and implementing effective approaches to improving community health and safety, and increasing opportunities for social housing and local economic development both during the time of the LAPP and in the long-term. In partnership with the LAPP Committee, as well as through a broad community engagement process, the planning activities will consider issues of the pace of change, ways of mitigating the displacement of low-income residents in light of revitalization efforts and, how to capture opportunities for quality of life enhancements created by change for the benefit of the whole of the DTES community.

Strategic Analysis

Planning Framework (Recommendation A)

Staff are recommending approval of the Planning Framework (Recommendation A as detailed in Appendix A) to guide the approach and activities of the DTES Local Area Planning Program.

UULAPP Committee and Terms of Reference

Following Council's motion and considerable negotiation, the Downtown Eastside Neighbourhood Council and Building Community Society and the City Manager signed a Terms of Reference on September 19, 2011 (Appendix D). A summary of the principles guiding the broad roles of all involved in striving to achieve an inclusive and broad community-based planning process are listed below:

- To improve the lives of DTES residents - especially low-income vulnerable residents.
- To involve everyone and overcome barriers to participation.
- To be transparent and accurately reflect all expressed view points.
- To represent the rich diversity within the DTES.
- To encourage all interested in the DTES to work with the LAPP Committee.
- To ensure opinions expressed throughout the planning process will be recorded.
- To consider social, economic and environmental issues.
- To make the Social Impact Assessment a priority of the LAPP.
- To provide opportunity for the Committee to provide comments on all development initiatives in the DTES.
- To ensure the LAPP and its products be developed by city staff in partnership with the LAPP Committee.

A 30-member community committee representing low-income and non-low income residents, housing and social service providers, local business associations, cultural associations and parent advisory committees has now been established by the co-chair organisations. Additional community meetings and outreach sessions have been held with other stakeholders and interested groups (including the Inner City Neighbourhood Coalition) to share information and obtain input on the proposed planning activities and their involvement.

Key Areas of Focus

Several themes and initial key areas of concern have emerged during the forming of the LAPP committee and discussions with other community stakeholders. The following section outlines the issues and the suggested approach that the LAPP could take in response to each.

Housing and Homelessness

Our Citywide approach is outlined in the Housing and Homelessness Strategy 2012-2021, which was approved by Council in 2011. It identifies three strategic directions:

1. to increase the supply of affordable housing (specifically to deliver 5000 units of social housing, 1500 by 2014);
2. to encourage a housing mix across all neighbourhoods that enhances quality of life;
3. to provide strong leadership and support partners to enhance housing stability.

The Downtown Eastside neighbourhood is adjacent to the Downtown area and therefore has experienced high levels of pressure for new market residential development. The neighbourhood contains 27% of the City's non-market housing stock. Historically, DTES residents have been predominantly low-income and have continued to face economic and housing challenges. The DTES Housing Plan (2005) was developed to set out a vision for housing in the DTES community to address these challenges. Implementation issues include:

- Protecting the numbers of low-income stock and dealing with rising rents;
- Managing the pace of market and non-market development;
- Seeking the ability to achieve one-for-one replacement of SROs;
- Identifying an appropriate housing mix and diversity of units; and
- Leveraging opportunities to achieve additional social housing development.

At the time the Housing Plan was written, the majority of SROs were privately-owned and the SRA Bylaw (2203) managed conversions and demolitions. In 2007, the Province stepped forward to purchase 23 SROs and bring them into government ownership and non-profit management. This was an important interim housing step in terms of protecting the low-income rents and providing security of tenure for low-income residents. These units will ultimately require replacement as self-contained (including kitchen and bathroom) social housing over the longer-term.

Table 1 below shows that market residential development is projected to exceed the targets but that the development of non-market units is behind by 161 units. Information from current re-zoning and development permit applications indicates that market development will continue to out-pace non-market housing development. The need for further non-market development is compounded by the fact that the shelter component of Income Assistance (for individuals) remains unchanged at \$375/month, severely limiting the housing options for welfare recipients who are not living in subsidized housing. According to the 2011 Low-Income Housing Survey, just 27% of the private SRO stock in the DTES is renting at \$375 or less,

compared to 39% in 2009. Recommendations B and C are put forward as a way to manage the pace of development during the DTES LAPP.

Table 1: Implementation update on DTES Housing Plan targets

	DTES Housing Plan Unit 2014 Targets	Current Housing Units	Current & Projected Housing Units	Estimated Unit Gaps/ Surplus
Non-market Rental	5,900	6,706	7,261	1,361
Self-Contained Rental Housing	5,900	5,184	5,739	-161
SROs	0	1,522	1,522	1,522
SNRFs/CCFs*	1,100	905	905	-195
Market (private) SROs	4,000	3,975	3,975	-25
Market Housing	4,000	4,664	5,251	1,251
TOTAL	15,000	16,250	17,392	2,392

* Special Needs Residential Facilities/ Community Care Facilities/Group Residences

During the LAPP it will be important to engage the community and stakeholders on the need to increase the supply of social housing and to further increase the diversity of housing options for low and moderate income individuals and families through the creation of market rental housing and family housing.

Local Economy

There are 1,265 licensed businesses in the DTES employing some 18,000 people in the formal economy related primarily to retail, manufacturing/wholesale, community services and arts and entertainment. A substantial number of residents survive through fragile livelihoods linked to the informal economy and welfare assistance. Vacant storefronts and lack of investment in some sub-areas and the recent development of high end retail displacing local affordable retail for the low income community are two trends that are a cause for concern in the communities. Management of development change in ways to achieve economic revitalization with benefits for residents through social enterprise, local socially-minded investments and green jobs is a key area for discussion in the LAPP.

Land Use and Built Form

Key focus areas in the DTES relate to the dated zoning and development guidelines for the Downtown Eastside Official Development Plan area (DEOD) and the Hastings Corridor (M1). Consideration of innovative policies and land use plans to shape future growth needed to form part of the LAPP, to accelerate implementation of the Housing Plan, protect jobs and industrial land and, enhance the rich heritage fabric. Transportation corridors including road and rail, as well as pedestrian safety are also key issues to be considered through the LAPP.

Social Issues and Urban Health

Social and health conditions such as poverty, homelessness, unemployment, high incidents of physical and mental health issues, violence against women and associated women's safety issues, substance and alcohol dependence are evident in the neighbourhood, as are the needs

of aging seniors and low income individuals and families. Food security across low income populations is a growing concern, and for families with very young and school aged children, access to quality child care supporting special needs children and culturally accessible to Aboriginal communities are identified priority needs.

The DTES is home to 174 non-profit social service agencies that serve the low income population. Of these, the City provides funding to approximately 30 social agencies in the DTES in the amount of over \$1M annually or 20% of the social grants operating budget, meaning that funding is more concentrated in this neighbourhood relative to others. The ongoing provision of civic amenities, such as the Carnegie Centre, Evelyne Saller, Oppenheimer park, and other facilities to meet changing needs will be discussed as part of the LAPP process.

Community Asset Mapping: Effects of Urban Planning & Development on Social Well Being

In conjunction with the LAPP, a participatory community asset mapping process is being carried out that will help define what assets are priorities and of most importance to residents so that social effects of development - in particular among low income residents who are most vulnerable - are mitigated. The mapping process builds on other exercises previously undertaken in the neighbourhood as well as other available data and research. This mapping process differs from past efforts of other organizations because it marks the first phase of what will become a Social Impact Assessment (SIA) tool that are used to help measure the social effects of development - both positive and negative. The outcomes of the mapping process will be used as input to the LAPP, and the mapping together with the indicator tools will be applied to future developments to ensure assets are enhanced or maintained.

Integrating Related Social Policy Activities:

Other related social policy processes are underway that will intersect with LAPP discussions. These include the corporate review of social grants that aims to improve alignment of funding to Council priorities, including addressing homelessness, safety, and supporting inclusive communities, as well as a city-wide plan for social amenities including child care. Also underway is a "Healthy City Framework" that builds on the City's urban health partnership with VCH. This framework will further synchronize strategic efforts between the City & VCH and marshal community and other funding partners efforts on key urban health issues, including healthy child development, sustainable food systems, mental health and addictions, affordable housing options, fostering belonging within neighbourhoods, and supporting healthy built environments. The will framework also result in a tool to assist the City, Vancouver Coastal Health, and other partners to measure indicators on specific urban health issues.

Community Engagement

The general community engagement approach will strive to ensure that as many residents and stakeholders, especially DTES residents, have the opportunity to be involved at many levels throughout the planning process, with the following principles and methods as a guide.

- Use of clear, accessible and jargon free explanations;
- Making key technical information and planning-related knowledge available to community members (in a timely fashion) so that they can engage meaningfully in the process. Recognising many residents do not have access to internet and social media,

information will be distributed through newsletters and handouts, information displays in key community hubs in sub areas, document libraries, as well as uploading web based information.

- Creating a safe engagement environment to allow people to participate in a way that is comfortable; working to ensure that the loudest voices don't prevent other voices from participating and being heard and respected.
- Providing clarity about the scope of each engagement opportunity - what is being considered, the nature of the decision-making process, the duration of the engagement opportunity and how it fits into the overall LAPP.
- Using facilitation and group decision-making techniques at key stages to address common ground and seek common ground.
- Vigorous outreach to ensure the diversity of the communities are reflected and brought together in various ways, including; one on one meetings, Round Table Working Group sessions and public information meetings in a variety of different venues.
- Ensuring translation is available at all community and public engagement meetings.
- Use of more visual materials to assist those with language and literacy challenges.
- Training community members to assist with outreach and to work with existing service organizations to reach those who might not otherwise participate.

Rationale for Interim Rezoning Policy (Recommendation B) and Development Management Guidelines (Recommendation C)

The LAPP Committee and City staff held two workshop sessions and two meetings during February and March 2012 to discuss how development change is affecting the DTES. There are a number of serious concerns in the Downtown Eastside affecting the residents, particularly those who are vulnerable and dependant on welfare or low incomes. These include the rapid rate of market residential development compared to the slow delivery of social housing, higher rents displacing residents from their homes and, transformation of the retail environment leading to socio-economic hardship.

The City and the LAPP Committee do not want to make this situation worse during the planning process and want to protect valuable assets in the area, whilst taking advantage of local economic opportunities and beneficial development which will assist in achieving an enhanced rate of social housing development. Therefore, it is suggested there be an Interim Rezoning Policy and Development Management Guidelines to govern consideration of rezoning enquiries and applications, and heritage revitalisation agreements received by the City of Vancouver during the LAPP.

Differing views are held between some community members, whereby some feel that some development has been beneficial to the community in terms of local job creation and social housing and that this type of development should be encouraged during the LAPP process. Other groups feel strongly that rezoning applications, development permits, incentives and liquor licence approvals are precipitating an irreversible transformation in the neighbourhood through displacement of low income residents; thereby preventing the community based planning process from achieving constructive engagement. Accordingly, they argue that processing of all rezoning applications, development permits, incentives and liquor licenses should be stopped while the LAPP is being prepared.

The combination and interrelation of the Interim Rezoning Policy and the Development Management Guidelines will allow staff, the LAPP Committee and other stakeholders the mechanisms needed to consider opportunities and risks for development in the community. Specifically, the policies will also allow the desired planning time to assess what might be required to achieve non-market objectives, thereby implementing the 2005 Housing Plan as mandated by Council. The LAPP Committee is keen to meet with developers and the business community to discuss community benefits of future development.

Accordingly, and in anticipation that staff will receive enquiries and requests for processing applications for rezoning and development permits during the planning process, it is recommended decisions regarding the processing of applications be managed according to the Interim Rezoning Policy (refer to Appendix B) and Development Management Guidelines (refer to Appendix C).

Implications/Related Issues/Risk (if applicable)

Financial

The Downtown Eastside Local Area Plan will be prepared using the existing resources of the DTES Planning Team, Social Policy and Housing Centre staff, who are dedicated to support the LAPP process and support community engagement.

CONCLUSION

City staff and the LAPP Committee have worked consistently over the last year to lay the foundations for a Local Area Planning program for the Downtown Eastside. With these fundamental achievements, the process is progressing steadily towards achieving the objectives set out by Council in January 2011. The LAPP will be a broad community-based process and will outreach as much as possible to ensure broad community representation is consulted throughout the process. In one year (April 2013) the LAPP Committee and City staff intend to return to Council with a draft plan for consideration, before finalising the plan according to direction from Council and input from the broader public. Staff accordingly recommend Council approve the Planning Framework, the Interim Rezoning Policy and Development Management Guidelines as described in this report to guide decisions for one year until reporting back to Council..

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Appendix A. Local Area Plan Planning Framework

CITY OF VANCOUVER

DOWNTOWN EASTSIDE

LOCAL AREA PLAN

PLANNING FRAMEWORK

Prepared by:
City of Vancouver
Downtown Eastside Planning Group
Central Area Planning

1. INTRODUCTION

The purpose of this Planning Framework document is to describe the planning activities, the geography of the planning area, the process that will be followed to create the plan, and the key outcomes and deliverables during the Local Area Planning Process (LAPP) for Downtown Eastside in the City of Vancouver. This document also provides an overview of the participating organizations and people and their roles within the DTES LAPP as set out in the founding agreement “Principles, Process and Relationships of The Downtown Eastside Local Planning Area Planning Process”.

The DTES LAPP will balance the ‘rights’ and ‘uniqueness’ of the community with its responsibility as part of the city and region. New plans and policies will be consistent with City policies and strive to advance the goals of city-wide plans (e.g. City Plan, Transportation Plan and Update), policies (e.g. Eco-Density, Housing and Homelessness Strategy), and initiatives (e.g. The Greenest City Action Plan), while enabling distinct Local Area responses to issues, reflecting the unique characteristics of the area.

City staff and their community partners will work to ensure the related City-approved principles of social, environmental, cultural and economic sustainability are woven into both the planning process and the products that are produced. Outcomes from the DTES LAPP process must meet the needs of the present without compromising the ability of future generations to meet their own needs.

Where possible (within staff and funding constraints) the DTES LAPP will blend process and action - undertaking planning work at the same time as facilitating timely action on pressing social issues, community development or cultural activities and other ‘action’ opportunities which may emerge. The DTES LAPP will be developed within the approved program staff, time, and budget limits, and will serve to deliver a range of products.

The City has limited capacity to completely address issues arising through a local area plan process (e.g. social issues, delivery of affordable housing) and will therefore require support from other levels of government and community partners to more thoroughly address these needs. City Council is ultimately responsible for approval of proposed physical improvements, zoning changes (or rezoning policy), guidelines, capital spending, and policy plans.

2. COMMUNITY PROFILE

Throughout the community Downtown Eastside is understood to be situated on the unceded Coast Salish territories of Musqueum, Tsleil-Waututh and Squamish lands, comprising eight diverse neighbourhoods including Gastown and Victory Square in the west, Oppenheimer and Hastings Corridor in the center, Chinatown and Thornton Park in the south, Strathcona in the south and east and, the Industrial area located along the northern perimeter (refer to map). Centered on Hastings Street and Main Street, the area is accessible to the inner core of the metropolitan complex, close to transport interchanges, civic facilities, commercial and public opportunities.



The people of the Downtown Eastside are warm, caring and creative and, most are low income residents having nowhere else to live in the city; finding the costs of their accommodation, food, goods and services are continually rising beyond their means. Whilst having diverse characteristics, these neighbourhoods also contain diverse communities with many groups having varying cultural heritage, incomes, accommodation, life styles and interests. The neighbourhoods have a variety of historic buildings, public spaces, street features, public art and homes depicting a long history of growth, change, decline and transformation. This unique character of Downtown Eastside stems from its historical significance as the earliest settlement of the urban city complex now known as Vancouver, dating back to the 1800's.

Approximately 17 000 people live in the Downtown Eastside (of which about 70% live in Strathcona and Oppenheimer) and according to the Info Sheet 1.2: Economy - East Downtown Area Today (February 12, 2007) it is estimated some 18790 people work in the area each day (some 6% of all jobs in the city). The majority of people are low income residents (67%) with 21% unemployment, compared to 7.5% in the country and most of those who work, earn a median of \$12 000 per annum. The population is generally growing more slowly compared to other areas, largely due to a lack of any new development until recently. There is increased pressure on social housing delivery in the DTES because of growing affordability challenges, increased land values, scarcity of suitably located land parcels and minimal subsidies being available from senior government to ensure affordable homes are extended to those in need.

There are divergent views concerning the impact of development in the planning area, with concerns being raised about the actual housing stock levels (in all forms) and the implications of development trends on the low-income residents. In 2011 there were estimated to be a total of 3975 privately owned Single Room Occupancies (SRO's), 6673 units were non-market Social housing and 905 units were Community Housing facilities and Group Residences. In addition, it was estimated there were 3876 units of market housing.

These neighbourhoods form the heritage 'heart and soul of the city' and accommodate some of the most creative people in a wide spectrum of arts and culture. Parts of the DTES have a vibrant employment climate that is creating interesting jobs across a spectrum of pay grades and skill levels, and contributing to a connected community of creative and technologically engaged citizens. Key emerging sectors include tourism, the creative economy, the knowledge economy, local food production and manufacturing. The recent designation of Gastown and Chinatown as National Historical Sites offer opportunities for spin-off enterprises linked to heritage, culture and tourism.

Nevertheless, the economy is changing over time, with the historical decline in the hospitality and entertainment accommodation sector giving way to social housing, market housing, retail outlets, creative industries, design studios and offices. The main economic sectors are manufacturing (15% of jobs) professional services (11% of jobs) public administration (10% of jobs) and retail (10% of jobs). Of great concern has been the disparity between the increased numbers of young residents in certain parts of the area compared to growing numbers of working poor and unemployed residing in the central area. Global and regional recessionary impacts have continued to place pressure on local economic development, local enterprises and the local population resulting in unemployment and dependency on welfare. Increased pressure is being placed on the low income population through the development process, replacement of low budget accommodation with more expensive housing; resulting in homelessness or displacement and, new high end retail outlets resulting in socio-economic hardship for the lower income residents.

Social and health conditions in parts of the area present significant challenges due to poverty, the high incidence of mental health challenges, substance dependency and alcohol dependency and, particularly violence against women and associated women's safety issues. It was estimated that 49% of VPD calls in the Downtown Eastside involved contact with an individual who was mentally ill and in 2006, 220 people were identified by the BC Coroner's office as having died of drug overdose, of whom 53.3% were residents of the DTES.

There is continued dependency on social service grants from government at a time when these public investments are dwindling and growing senior population groups in certain neighbourhoods signals a need for provision of appropriate housing, facilities, amenities and services for these residents.

The abovementioned characteristics and trends unfolding in the Downtown Eastside are leading to wide divergence of opinions and serious polarization of communities to an all time high. The DTES Local Area Planning Process is considered strategically urgent and

critical for seeking agreement on the future vision of the communities and the strategies, programs and projects required to achieve that vision.

3. TERMS OF REFERENCE

Council Direction

On January 20, 2011 City Council passed a motion with the following instruction for the City Manager:

1. *"Strike a committee to enhance and accelerate a DTES Local Area Planning Process (LAPP) and a strategy to implement the Council's 2005 DTES Housing Plan.¹"*
2. *The committee to be co-chaired by DNC and BCS with one representative from the Strathcona Residents Association and liaison from City Planning. The co-chairs will decide on the composition of the committee."*
3. *The City Manager will ensure resources to ensure timely completion of the work of the committee by December 31st, 2011."*

The Building Community Society (BCS), the Downtown Eastside Neighbourhood Council (DNC) and City of Vancouver held numerous meetings through 2011 which dealt with the following subjects:

- Purpose and terms of reference of the LAPP (described here as "Principles, Processes and Relationships")
- Organization and structure of the LAPP, particularly the relationship between the LAPP committee and city staff
- Committee composition and role of the co-chairs
- Principles of participation to engage the whole community
- Resources that are required to engage the whole community
- City incentivization of market development throughout the course of the LAPP

Accountability and reporting relationships: the LAPP committee to the community and to City Council; the role of City staff.

BCS, DNC and COV produced a "Terms of Reference document" to guide their partnership and as a basis for discussion in the community as the LAPP is initiated. The "Terms of Reference document" was signed by all parties on September 19th, 2011, and was subsequently edited to substitute the word "Aboriginal" for "Indigenous" in January 2012.

Principles

The principles forming the basis of the LAPP are as follows:

- 2.1. The primary purpose of the LAP Process is to ensure that the future of the Downtown Eastside improves the lives of those who currently live in the area, particularly low-income²

¹ See the COV 2005 DTES Housing Plan here: vancouver.ca/commsvcs/housing/pdf/dteshousingplan.pdf

² "Low-income" is broadly defined by the City of Vancouver as those who are living under the low-income cut off line. In the Downtown Eastside, and for the purpose of the LAPP, the definition of "Low-Income" will be for residents who depend on Income Assistance, Old Age Pension, part-time minimum wage, informal and unregulated

people and those who are most vulnerable which will benefit the city as a whole.³

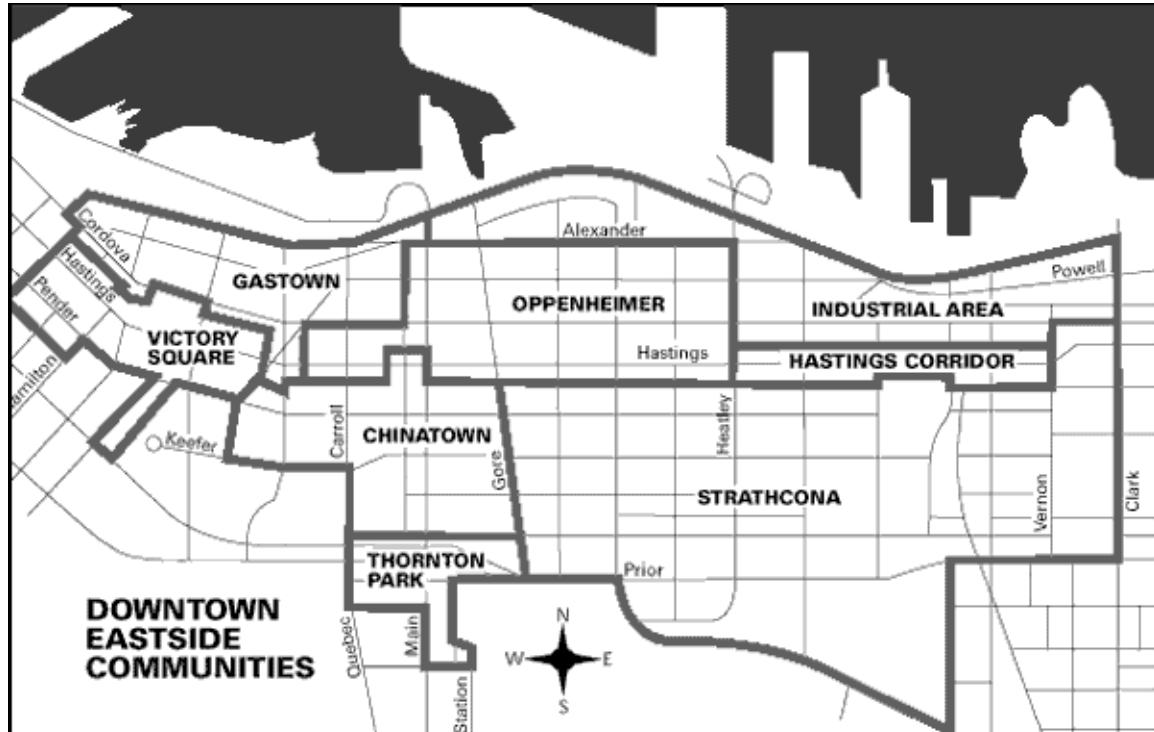
2.2. While recognizing that no single process can represent the rich diversity and difference in the DTES, the Local Area Planning Committee is responsible for ensuring that all sectors of the community have an opportunity to participate in the LAPP. The LAPP Committee will make special efforts to ensure low-income residents are represented on the committee proportionate to their numbers in the DTES. A priority will be given to overcoming barriers to participation generated by poverty, racialization, citizenship status, class, colonization,⁴ language, gender, age, sexual and cognitive abilities and mental and physical health concerns that could limit the inclusion of the voices these community members.

2.3. The co-chairs will strive to ensure the work of the committee is transparent and accurately reflects the views that are presented from as many sectors of the DTES as possible.

2.4. As instructed by Council the LAPP Committee will include representation from the Downtown Eastside Neighbourhood Council (DNC), Building Community Society (BCS), Strathcona Residents Association and a liaison from City Planning. The committee recognizes the fact that poverty and homelessness disproportionately impact Indigenous people, people

labour, and volunteer work to survive. “Low-Income” people in the DTES subsist well below the city’s low-income cut-off line and the Canadian poverty-line.

³ Downtown Eastside boundaries as defined by the City of Vancouver and accepted for the sake of the Local Area Planning Process: Roughly Clark Drive to the East, the industrial area and traintracks to the North and South, and Richards St. to the West.



⁴ If the LAP process is to engage with Aboriginal people in the neighbourhood then the committee must recognize and consider the effects of colonization on Indigenous people who are disproportionate within DTES low-income and homeless populations, particularly as the DTES is on Unceded Coast Salish – Musqueum, Tsleil-Waututh, Squamish – territories.

of colour, women, people without citizenship status, IV drug users, sex workers, transgendered people, and people who struggle with mental and physical health and cognitive issues. The co-chairs are responsible to make the rest of the committee membership inclusive of the rich diversity of DTES residents and their perspectives. To achieve this the co-chairs will have particular regard towards the following: Out of the committee as a whole the co-chairs will strive to ensure that at least 50% of those involved are women, men and transgendered people of colour, and that Aboriginal people - prioritizing Aboriginal women's voices - have strong representation on the committee. At the same time the LAPP committee will work to ensure the involvement of other interests that are important to the area's future, always making special efforts to ensure low-income residents form the majority.

2.5. The City will encourage people and organizations who approach the City directly with input regarding the DTES LAPP to work with the LAPP Committee and the City will share with the Committee any information it receives from these sources. This does not affect every body's right to directly access city council.

2.6. There will be different opinions and interests that may sometimes not be resolved. In such instances, when consensus is not possible, separate opinions will be recorded, reflected in the final Local Area Plan report, and provided for public and Council's information.

2.7. While the City's DTES Housing Plan will inform the work of the LAPP Committee, the LAPP will need to consider the social, economic and environmental impact of current and future policies on the tenure and assets of the low-income community. Social mix, rate of change, housing and income mix, affordability and gentrification and health and social services will be among the points of discussion through the planning process.

2.8. The development of the Council-directed Social Impact Assessment will be pursued as a priority of the LAPP work program.

2.9. The LAPP Committee wishes to provide input to the Planning and Housing Staff as early as feasible in the enquiry and application process for development permits, rezoning proposals, Heritage Revitalization Agreements (HRAs) and new incentive programs for market development in the DTES with a particular focus on the net impact of any such proposal on social housing and the relationship of market development units to existing and proposed housing units.

With this in mind the City will refer all zoning and development proposals which have reached the formal application stage and new incentive programs for DTES market developments to the LAPP committee for timely comment prior to them proceeding to Council or the Director of Planning for discussion/decision. Furthermore the city staff will bring forward to the committee any information (anonymized) in regard to proposals at the informal inquiry stage for discussion and input.

3. ROLES

The goal is to seek consensus through a partnership among all participants using transparent and cooperative working procedures. Figure 1 below illustrates the processes, roles and relationships between the primary participants in the processes of producing a DTES Local

Area Plan and a strategy to implement the City's DTES Housing Plan.

3.1 Co-chair Representatives

The Co-Chairs are the meeting convenors. As co-convenors their job is to provide leadership that will ensure the integrity of the planning process as described in the Terms of Reference for the committee and the LAPP.

3.2 LAPP Committee meetings

The LAPP Committee members may hold operational meetings and planning work meetings according to their needs. The operational meetings will be held to steer the LAPP work and the Planning Meetings will involve the actual work of leading the local area planning. While the LAPP requires a serious commitment of time from committee members it should not be so onerous that it is impractical for people to participate and that the maintenance of committee meetings does not take away from the community planning work itself. The importance of the topics should determine the timing and frequency of the meetings.

It will be important to review the effectiveness of this committee management model and to make any necessary adjustments as conditions and the requirements of the planning process necessitate. Important indicators of effectiveness are that all the members of the committee have a sense of ownership and responsibility for the LAPP and there is a strong commitment to collaboration to ensure successful outcomes.

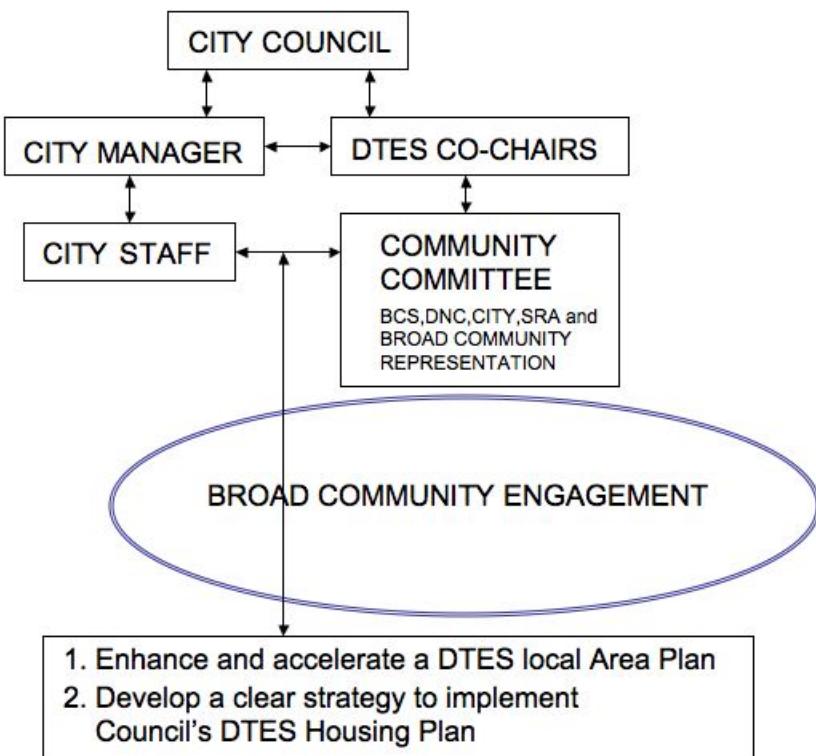


Figure 1: LAPP Committee relationship to Council, Staff and Broader Community

3.3. City Staff

City staff, in partnership with the LAPP Committee, will support the local area planning process and prepare the resulting Local Area Plan. The LAPP will reflect community consultations, including actions that may be recommended during the planning process. City staff, under the direction of the City Manager, will provide professional and technical advice to the Committee and will be responsible for organizing the community consultation process as developed with the committee. Staff will prepare progress reports and the final Local Area Plan report and recommendations in partnership with the LAPP Committee and the Committee will speak to the report at City Council.

The various roles of stakeholders and representative groups are depicted in the table below (Table 1).

Table 1: DTES LAPP - Major Roles and Actors

Roles	Stakeholders				
	The Community	LAPP Committee	Round Table Working Groups	Staff / Technical Team	Other Interests
Manage the process				✓	
Advise on process		✓			
Outreach	✓	✓	✓	✓	
Community development		✓	✓	✓	
Facilitate Events	✓			✓	
Record/illustrate/document/distribute				✓	
Provide local, city-wide and other info	✓	✓	✓	✓	✓
Advocate (special needs & special interests)	✓	✓	✓	✓	✓
Generate ideas/values/needs	✓	✓	✓	✓	✓
Develop and describe options	✓	✓	✓	✓	
Provide city-wide perspective on options				✓	✓
Recommend preferred options	✓	✓		✓	
Recommend plans and policies	✓	✓	✓	✓	
Prepare the plans and policies				✓	
Approve plans and policies					✓

3.4. City Council

City Council allocates resources to undertake this Program and has the final approval authority for the Local Area Plan. Elected officials, including the Mayor, Council members, Parks and School Board Commissioners will be invited to be "active observers" during community processes. Council also reviews and approves any action/implementation plans developed following the Local Area Plan.

3.5. Round Table Working Groups

Key focus area or project based/issue based Working Groups will be formed. These groups would be made up of citizens and stakeholders (including government and non-government service delivery agencies, etc) to assist in detailed planning for the focus areas/key issues and sub-areas, area-wide policies and community projects to address key issues. These groups may recommend preferred options for consideration. The round table sessions will be convened and facilitated in public venues and community centres to enable community access to info and to the planning process.

Round Table sessions will manage their proceedings in a 'rapid planning' action orientated process to allow participants to engage in active debate towards finding solutions to key issues, formulate draft proposals and plan in the same session, by focusing on critical, key focus areas deserving urgent attention. The sessions will try to ensure lengthy drawn out workshop programmes are avoided, and instead more interesting, creative and active processes are used to engage the participants.

3.6. Facilitator/s

The City will assist the Co-chairs by appointing agreed facilitator/s to ensure the meetings are managed effectively and all participants are able, comfortable and feel safe to participate and be heard. The Co-chairs (co-convenors) will welcome the people, set out the purposes of the meeting and then turn the management of the meeting over to the facilitator. At the conclusion of the meeting the co-convenors will ensure there is a summary of outcomes and next steps and thank people for their participation.

4. WORKPLAN

4.1 Planning Process

The work plan has four parts or steps (refer to Figure 2 below) involving ten key planning activities. The four steps are:

- firstly; establishing the LAPP Committee and launching the process,
- secondly; taking stock of where we are now, what are our assets and key issues,
- thirdly; where do we want to go to and how to get there, and
- finally; preparing the draft plans/documents for final public endorsement and Council approval.

There is a fifth step, involving the future implementation process, with monitoring and review of the success of programs as they are developed. This step cannot be anticipated from the point of view of this document but effective follow up and community oversight over implementation of the plan will be discussed as part of the planning process itself.

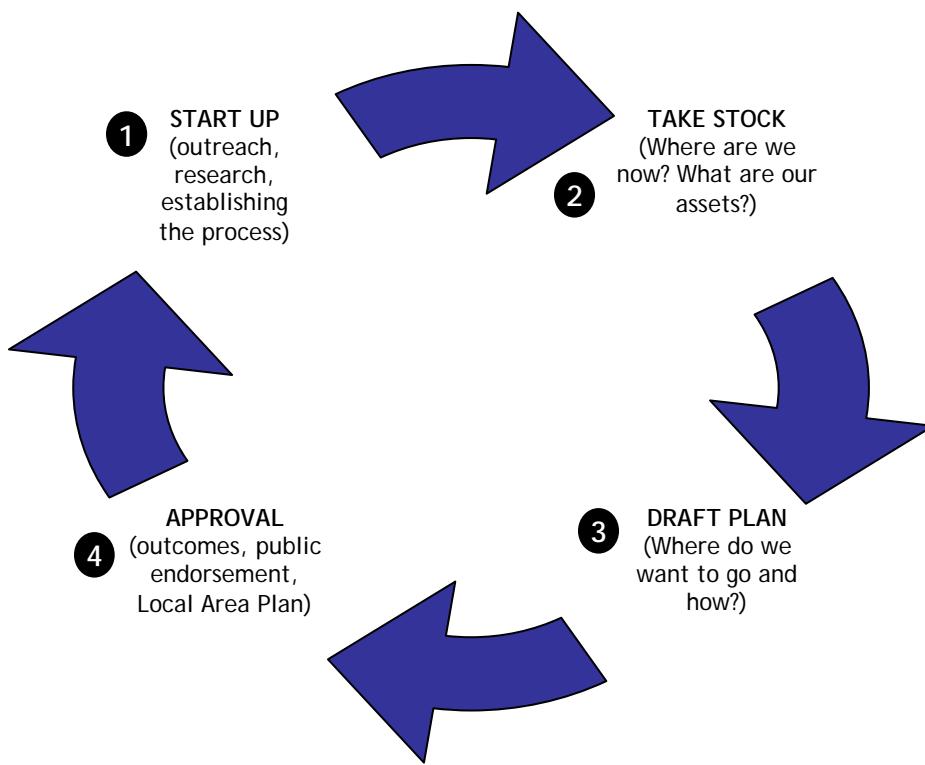


Figure 2: Local Area Planning Process steps

4.2 Planning Activities

The ten key planning activities involve

- Start up and launch activities,
- Review of previous and existing plans, policy frameworks and information to understand the common ground and identify gaps,
- Community assets and impacts mapping sessions, involving facilitated activities in public venues, community centres, seniors homes, elders groups, youth groups and the school,
- Social Impact Assessment process including a workshop to set assessment indicators involving low income people (including seniors, elders, drug users, youth and other people),
- Visioning sessions to enable participants formulate a collective vision for the future,
- Round Table work group sessions to ‘flesh out’ key issues and formulate draft proposals,
- Continued outreach and consultation including (but not only) sidewalk chats and group discussions,
- Preparation of a draft DTES Housing Implementation Strategy,

- Preparation of the draft Local Area Plan containing proposals and implementation targets, and finally
- Opportunity for public to provide final comments and input before the Local Area Plan is presented to Council for approval.

Following public input and comment, the final draft DTES Local Area Plan will be placed before Council for consideration. The City staff will present the plan and the LAPP Committee will speak to the plan in accordance with the Terms of Reference. Monitoring and review of ongoing implementation will be achieved through the Social Impact Assessment and other future review processes.

The planning process outlined in the above diagram are summarised below Table 2.

Table 2: Process, Activities and Outcomes

PROCESS STEP OR PHASE	ACTIVITIES
Step 1. Start Up	<ul style="list-style-type: none"> • Meetings with communities and organisations • Establish the LAPP Committee • LAPP Committee agrees to the work plan and how we will all work together • Start gathering information, reports and documents • Report to Council on Work plan and timeframes <p>Outcomes: Agreed Work Plan and LAPP Committee established</p>
Step 2. Take Stock	<ul style="list-style-type: none"> • City staff and LAPP Committee will organize and hold community Assets and Impacts mapping sessions in the planning area, • The City staff will collate documents and seek information from reports, plans and perspectives the community groups and stakeholder organizations • A Social Impact Assessment (SIA) workshop will be held to formulate indicators for the SIA • Web based information resources will be maintained for public access • At a Visioning session/s the participants will 'search for their future' and agree on the Principles and Policies for the LAP; a broad vision and things they would like to achieve • The Community Assets and Impacts mapping and Visioning session/s findings will be grouped into Key Focus Areas and Round Table Working Groups will be formed to work on these key focus areas • Round Table (rapid planning) sessions will identify what needs to be done to achieve the future vision, prepare possible alternative development scenarios and discuss the possible benefits and trade-offs to be made • Measurements to help the Social Impact Assessment will be prepared by City staff and discussed by the Round Tables and LAPP Committee • Draft proposals, ideas and documents will be placed in the libraries, community centers and public venues for public comment • Councillors will input on the preferred alternative scenarios from which to develop action plans in a focus group session

	Outcomes: Community Assets, SIA Indicators, Congruent Future Vision/s, Area wide policies, Draft proposals and ideas.
Step 3. Draft Plan	<ul style="list-style-type: none"> • City staff and the communities will facilitate a series of Round Table sessions (Environment, Social, and Economic) to generate action plans to achieve the collective future vision • The proposed action plans will have projects, with targets and programmes; linked to timeframes, implementation arrangements and partnerships • The Round Table sessions will prepare an Implementation plan for the Action plans, including timeframes, budgets and details of who will do what work • The draft Action plans will be discussed by the LAPP Committee • Draft proposals, ideas and documents will be placed in the libraries, community centers and public venues for public comment • Councillors will input on the preferred action plans in a focus group session <p>Outcomes: Draft Local Area Plan proposals and Sub Area Plans with Implementation targets</p>
Step 4. Approval	<ul style="list-style-type: none"> • All the work from the LAPP will be gathered together in a draft final report and considered by the LAPP Committee to make sure the input from all communities and organisations has been included. • The LAPP Committee will distribute the draft proposals to participants and stakeholder organisations and forward the draft LAP Report/s to Council • The draft Local Area Plan will be placed in the libraries, community centers and public venues for public comment • Council Approval of the Local Area Plan • Monitoring and Review of implementation will take place on an ongoing basis. <p>Outcomes: Final approved Local Area Plan</p>

4.3 Outcomes

The Local Area Planning Process for Downtown Eastside will produce the outcomes described below, and will require collaborative partnerships with the community, service providers and organizations and, participation of staff from many City Departments and Boards.

The DTES LAPP will include an **Area-wide Policy** for the whole or part of the Local Plan Area. Area-wide policy will build on existing DTES policies and may address topics such as (for example):

- **Housing and income mix**
- **Social mix, Urban Health and Safety and Social and other support services,**
- **Rate of Change**
- **Social Impact Assessment**

- Poverty
- Sustainable livelihoods, economic revitalization and green enterprise
- Public Realm, Transportation, Parks, and Greening
- Social Sustainability
- Land Use, Built Form, Height, Character and Heritage
- Urban Health and Social Services
- Green Building and Infrastructure
- Community Amenities and Facilities
- Social, environmental and economic impact on the tenure and assets of low income communities.

Opportunities to close policy gaps and build on existing policies will be taken, including directions for key policy areas, to guide the long-range future of the Local Area as a whole.

The DTES LAPP will prepare appropriate plans or revised plans for sub-areas (communities or neighbourhoods), which are considered to be in need of the greatest planning attention. These communities or neighbourhoods would include areas that are not (or have not) been considered as part of a previous or concurrent planning process. This work will address pressing social issues, place-making opportunities and other on-the-ground activities that can be undertaken within the timeframe afforded by the LAPP process and staffing/budget constraints.

4.4. Outreach

The general approach strives to ensure that stakeholders, especially DTES residents, have the opportunity to be involved at many levels throughout the planning process, with the following planning principles and methods as a guide.

- Use of clear, accessible and jargon free explanations;
- Making key technical information and planning-related knowledge available to community members (in a timely fashion) so that they can engage meaningfully in the process. Recognising many residents do not have access to internet and social media, information will be distributed through newsletters and handouts, information displays in key community hubs in sub areas, document libraries, as well as uploading web based information.
- Creating a safe engagement environment to allow people to participate in a way that is comfortable; working to ensure that the loudest voices don't prevent other voices from participating and being heard and respected.
- Providing clarity about the scope of each engagement opportunity - what is being considered, the nature of the decision-making process, the duration of the engagement opportunity and how it fits into the overall LAPP.
- Using facilitation and group decision-making techniques at key stages to address common ground and seek common ground.
- Vigorous outreach to ensure the diversity of the communities are reflected and brought together in various ways, including; one on one meetings, Round Table Working Group sessions and public information meetings in a variety of different venues.
- Ensuring translation is available at all community and public engagement meetings.
- Use of more visual materials to assist those with language and literacy challenges.
- Training community members to assist with outreach and to work with existing service organizations to reach those who might not otherwise participate.

4.5 Timeframes

All communities involved in DTES are mindful of the extreme urgency associated with moving quickly to prepare a Local Area Plan to facilitate consensus on what needs to be done, where development should not go or where it should go in the area and, how should future development change be managed. There are also growing tensions and pressures as a result of the time taken for the planning process to reach definitive decisions. As a result it is agreed that urgent issues requiring immediate action will be prioritised so that proposals can be made during the planning process. Recommendations will be presented to Council during the planning process for action to be taken on these urgent priorities without waiting for completion of the LAPP.

Everything possible will be done to accelerate and enhance the planning process so that an agreed draft Local Area Plan with proposed policies and projects is placed before the public and Council by early 2013, provided a broad based community participation is achieved during its preparation. After having received public and Council endorsement for the draft LAPP proposals, the final documents and plans will be prepared and presented for approval by Council as soon as possible.

Certain unforeseen factors may impact achieving this timeline, including the following:

- Delays in achieving consensus and rapid planning input during community participatory processes;
- Delays in achieving senior city staff policy directives and Councillor guidance at critical points in the planning program; and
- Limited resources and capacity to ensure the outreach process and technical/specialist input meets the requirements of the planning activities and deliberations of the Round Table sessions.

4.6 Interim Reporting to Council

Interim briefings, updates and memos will be provided to council as needed through the process.

4.7 Social Impact Assessment (SIA)

Recognizing the implications of development change on the low income residents Council instructed that a study be conducted as a matter of priority to understand the valuable community assets that might be at risk as a result of change. Accordingly, a participatory assets mapping exercise is being carried out to measure the social consequences of development in the DTES at the same time as the LAPP. The mapping will help them to share their dreams and priorities related to how change is affecting their lives. The outcomes of the mapping process will be used as input to the LAPP, so that the SIA indicators and assessment outcomes could refine the planning process, assist with more meaningful evaluation of alternative scenarios and development proposals.

4.8 Implementation of the Downtown Eastside Housing Plan (2005)

Part of the January 20th Council motion for the LAPP is to "enhance and accelerate a strategy to implement the Council's 2005 Housing Plan". The DTES Housing Plan is focused on three priority goals:

- Maintain 10,000 units of low-income housing units including 1-for-1 replacement of SROs with self-contained non-market units;

- Integrate market housing (rental, owner-occupied and live work) targeted to moderate-income households; and,
- Ensure new market housing develops at a similar pace to new low-income social housing.

The equal pace of market and non-market housing in the DTES is considered essential to the integration of mixed incomes and a healthy community. The Housing Plan recommends that the City monitor pace of change and implement mechanisms to manage the pace of change in the circumstance of exceeding market development. The City has monitored the pace of change between market and non-market development, most recently noting market development has met and will likely exceed the 2014 targets while outpacing non-market development. Currently, a total of 852 additional market units are needed to meet 2014 targets – 300 are scheduled for completion by 2014, leaving a gap of 550 units.

Considering only one of the three key priorities of the DTES Housing Plan has been addressed to date, the Local Area Planning Process will provide an important opportunity to consider if and how the 1-for-1 replacement and non-market housing goals may still be achieved. The Housing Plan acknowledges the DEOD and M1 sub-areas as critical to achieving the specific housing targets by 2014. With low land values and a 20% inclusionary zoning policy, the DEOD was to achieve the majority of 1-for-1 for low-income residents (minimum of 2,000 1-for-1 replacement units). In order to ensure housing targets are met, the plan also recommends that the City buy sites in the DEOD to allow for non-market housing development capacity prior to land prices increasing. The M1 was to provide additional opportunities for low- and moderate-income housing, whereas other DTES sub-areas were more primarily focused on heritage and industrial objectives.

4.9 Development during the Local Area Planning Process

The LAPP Committee and City staff have held two workshop sessions and two meetings during February and March 2012, to discuss how development change is affecting the character of the DTES and displacing low income residents through increasing land values and rentals and, marginalizing residents through the revitalisation of retail environments through new development and renovations. Other stakeholders who are not represented on the LAPP Committee have also been consulted.

Differing views are held between some participants who offer the opinion that not all development is negative and having a detrimental effect on the area and, also some development, which is beneficial to the creation of jobs and Social housing, needs to be allowed. Other groups feel strongly that rezoning applications, development permits, incentives and liquor licence approvals are precipitating an irreversible transformation in the neighbourhood through displacement of low income residents, which prevents the community based planning process from achieving constructive engagement. Accordingly, they argue that processing of all rezoning applications, development permits, incentives and liquor licenses should be stopped while the Local Area Plan is being prepared.

Council indicated during the Historic Area Height Review process that more time is required to consult with the community and determine whether additional densities will be needed and/or desired to meet multiple housing and community benefit objectives in the DEOD/Hastings Corridor. Although the DTES Housing Plan reiterates the M1 industrial zone has

been rezoned as mixed-use to allow residential development for low- and moderate-income households, currently the M1 does not have a housing policy. Staff anticipates that a key LAPP deliverable will be to set non-market housing targets in this sub-area. Time will be required to conduct a zoning review of the DEOD and M1 sub-areas in relation to housing targets with specific input with the community and development sectors through the LAPP process.

Accordingly, Council is requested to approve an Interim Rezoning policy to assist management of rezoning and development applications during the planning process. Because the proposed Interim Rezoning Policy is of a restrictive nature, it is anticipated proposed developments over the course of the LAPP will apply under existing zoning requirements. Recent interest in the DEOD have indicated that projects proposed to meet existing requirements require further clarification in terms of the interpretation of the 20% requirement policy in order to ensure the City does not miss opportunities to meet its immediate and future housing objectives.

Development Management Guidelines are therefore also recommended as a mechanism to ensure the City is truly achieving and securing the number of low-income housing units as set out in the Housing Plan. The combination and inter-relation of the Interim Rezoning Policy and the Development Management Guidelines will allow the LAPP Committee the desired planning time to provide future direction and staff the study time to work with the LAPP Committee to assess what might be required in the M1 and DEOD sub-areas to achieve non-market housing objectives, thereby enhancing and accelerating the 2005 Housing Plan as mandated by Council.

Accordingly, it is anticipated staff could receive enquiries and requests for processing applications for rezoning during the planning process. Decisions regarding the processing of applications will be governed by a Council-adopted Interim Rezoning Policy and Development Management Guidelines.

4.9 Local Area Plan Implementation

Following approval by Council, implementation of the DTES LAPP will involve an ongoing combination of efforts stemming from a number of different initiatives, including some or all of the following:

- City-initiated Rezoning - amendments to existing zoning schedules and creation of new zoning/guidelines to further LAPP policies.
- Site-Specific Rezoning - involving applications from landowners/developers to change the designation of land in accordance with LAPP principles and policies.
- On-Going City Programs and Projects - involving the application of staff resources and/or capital funding to address LAPP issues and objectives, for example; creation of social housing and rental stock, the integration of social sustainability and urban health measures, provision of key amenities and services, park improvements, greenways, traffic calming, etc.

- New Programs and Projects - to implement the plan. This could involve a Public Realm Plan, a detailed Public Benefits Strategy, on-going social or community action projects and on-going Community and Stakeholder Involvement.
- On-going compilation of metrics and other measures of impact and/or success that will provide further information on community matters as well as the outcomes of the LAPP process guided by the Social Impact Assessment.

Appendix B. Proposed Interim Rezoning Policy during the Preparation of the DTES LAPP

Application and Intent

There are a number of development concerns in the Downtown Eastside affecting the residents, particularly those who are vulnerable and dependant on welfare or low incomes. These concerns include the rapid rate of market residential development compared to the slow delivery of social housing, higher rents displacing residents from their homes and, transformation of the retail environment leading to socio-economic hardship.

The City and the Local Area Planning Process (LAPP) Committee do not want to make this situation worse during the planning process and want to protect valuable assets in the area, whilst taking advantage of local economic opportunities and beneficial development which will assist in achieving an enhanced rate of social housing development. Therefore, the purpose of this Interim Rezoning Policy is to govern consideration of rezoning enquiries and applications, and heritage revitalisation agreements received by the City of Vancouver during the DTES Local Area Planning Process (LAPP) in order to address these concerns.

This interim policy will apply for one year from Council adoption.

The Terms of Reference for the DTES Local Area Planning Program Committee state that (<http://vancouver.ca/commsvcs/planning/dteslapp/pdf/DTESLAPTOR2011.pdf>)

"the LAPP Committee will provide input to the Planning and Housing Staff as early as feasible in the enquiry and application process for development permits, rezoning proposals, Heritage Revitalization Agreements (HRAs) and new incentive programs for market development in the DTES, with a particular focus on the net impact of any such proposal on social housing and the relationship of market development units to existing and proposed housing units."

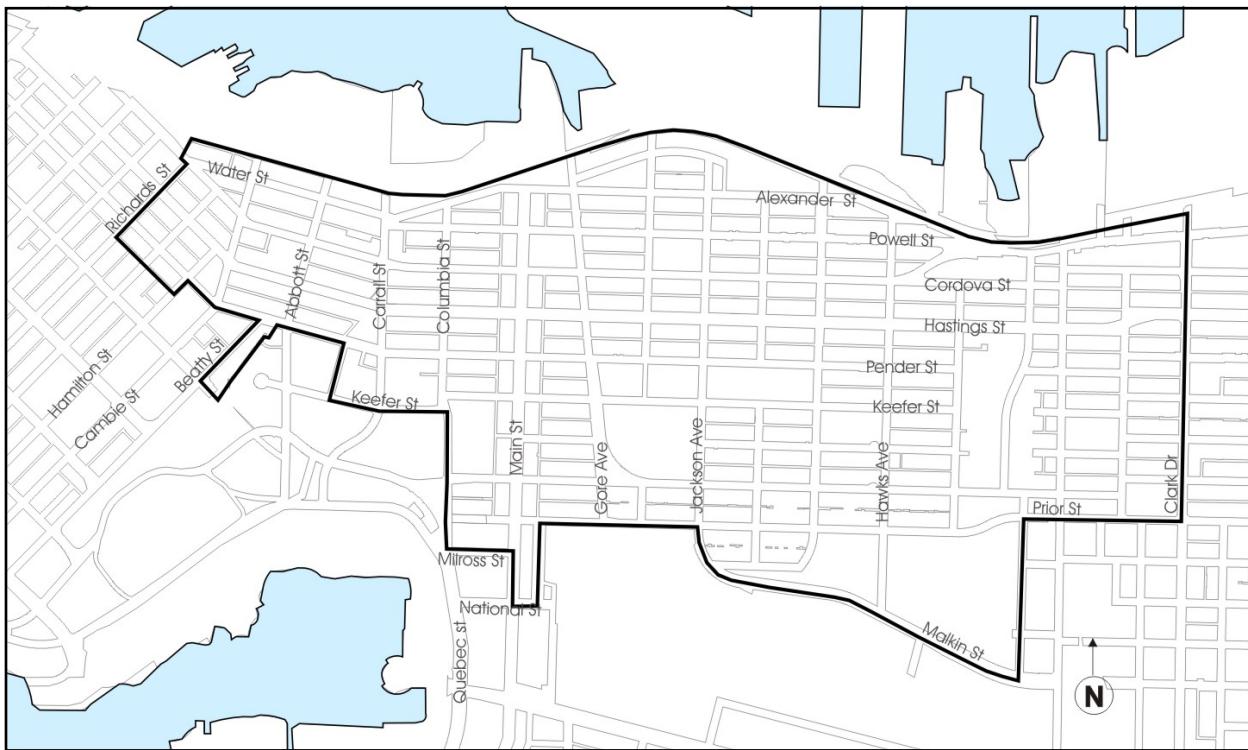
Accordingly, the City will make available all formal rezoning applications to the LAPP Committee for timely comment before those applications proceed to Council for discussion and decision. Furthermore the City staff will bring forward to the LAPP Committee any information (anonymized) in regard to proposals at the informal enquiry stage for discussion and input. This is in addition to the enhanced notification process to DTES community organisations that the City of Vancouver currently exercises for rezoning applications. Input from the community and the LAPP Committee will be summarised by City staff to protect people's identities.

In exceptional circumstances where rezoning applications are considered by the City, applicants may be asked to discuss their proposals with the LAPP Committee and to undertake additional community consultation during the enquiry and rezoning process. The purpose is for applicants to show how their application aligns with the principles of the Local Area

Planning process, with particular attention to the provision of suitable community benefits that improve the lives of low income residents in the DTES.

Any rezoning applications that proceed to Council will include an up-to-date accounting of the status of any and all applications under active consideration in the DTES. This allows Council to better understand the pace of development taking place.

This interim rezoning policy applies to the Downtown Eastside Local Area Planning boundary, as identified in Map 1 below, and is intended to be used in conjunction with district zoning schedules and other applicable policies and guidelines.



Map 1. Area boundary for this Interim Rezoning Policy.

Interim Rezoning Policy Statements

Rezoning applications will only be considered if one or more of the following policy statements are met through a proposal:

Policy 1

Any active rezoning applications that have been registered and received a written response prior to the establishment of the LAPP Committee on February 15, 2012 will be considered on their own merit and not subject to this Interim Rezoning Policy. It is understood that staff may recommend approval, refusal or deferral of these applications, having taken into

consideration the comments of the LAPP Committee and broader community input. Any applications that have been inactive for more than 12 months as of the adoption of this rezoning policy will remain on hold for the duration of this interim rezoning policy.

Policy 2

Rezoning applications that provide benefits for the community (particularly focusing on the low-income residents) by keeping, expanding, or re-using existing public or non-profit institutional, cultural, recreational, utility, or public authority uses will be considered (for example: libraries, parks, swimming pools, community facilities and halls, etc.). If applications involve market residential, then Policy 3 below will apply.

Policy 3

Rezoning applications will be considered for projects that provide social and supportive housing, but only if those applications ensure that at least 60% of the total residential units are provided for social housing and those units are owned or operated by government or a non-profit housing provider approved by Council.

Policy 4

Rezoning applications will be considered for small and minor amendments to existing zoning by-laws that are not related to height or density increases (for example and including adding a new use to the list of allowable uses in an area or increasing the amount of office space permitted in an industrial area, etc.) or changes to residential uses (excluding additional market residential).

Policy 5

Rezoning applications involving heritage retention and heritage revitalisation agreements will be considered. If a project of this nature conflicts with other Council Policy (e.g. Single-Room Accommodation By-law vs. Heritage Retention Policy), staff will consult the LAPP Committee and then report to Council for direction on how to proceed.

Policy 6

Regardless of the policy statements above, rezoning applications for Victory Square and Chinatown South will be considered under the conditions set out in the following Council-approved plans or policies are already in place (refer to Map 2 below):

- Victory Square Policy Plan
<http://vancouver.ca/commsvcs/guidelines/V002.pdf>
- Rezoning Policy for Chinatown South (HA-1A)
<http://vancouver.ca/commsvcs/guidelines/G017.pdf>

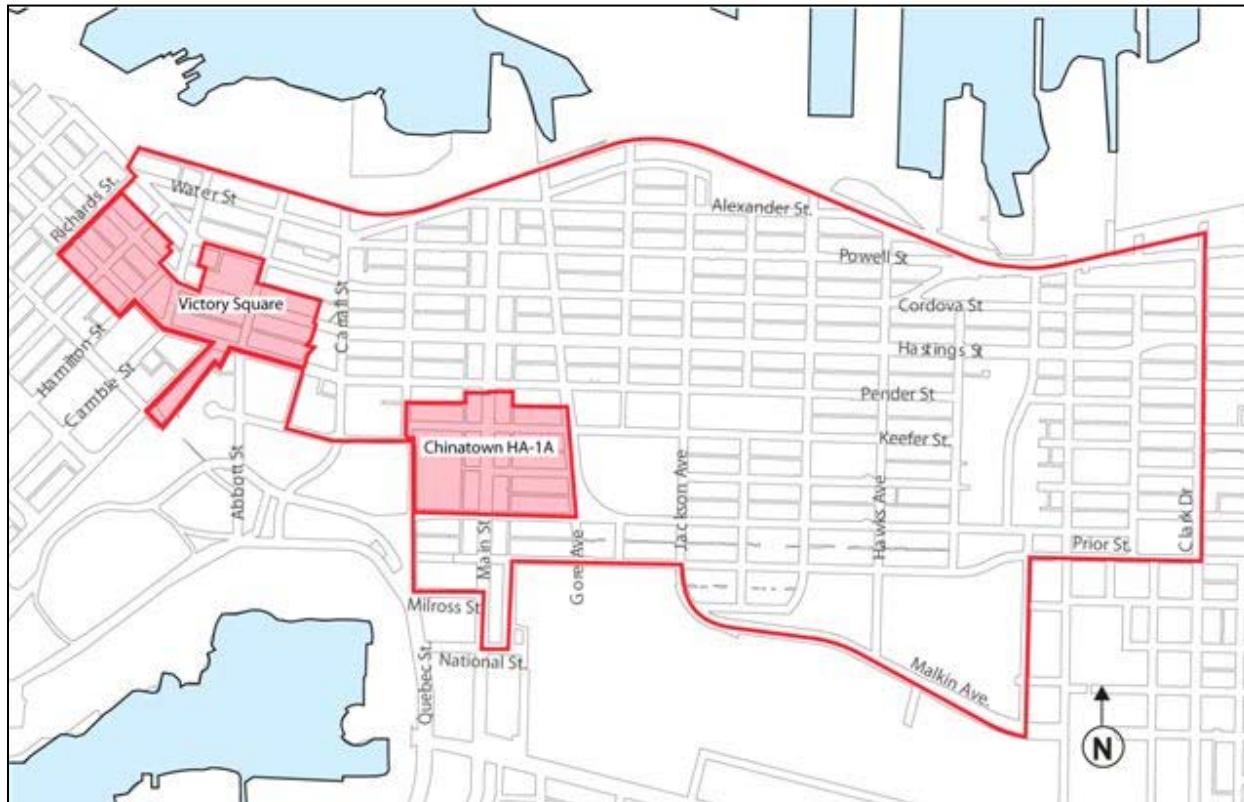
Policy 7

Rezoning applications that do not meet the terms of this Interim Rezoning Policy will be considered under exceptional circumstances only if they:

- substantially advance objectives of city-wide policies, including the Vancouver Economic Strategy, Greenest City Action Plan, etc.,

- do not constitute a significant increase in the rate of market development; and,
- align with the principles of the Local Area Planning process, (as defined in the LAPP Committee Terms of Reference) in providing appropriate community benefits and improving the lives of low income residents.

Before an application is accepted under this policy, staff will obtain input from the public and the LAPP Committee for these proposals and then submit a report to Council for direction.



Map 2. Location of Council-approved policies and plans where rezoning applications will be considered.

Appendix C: Downtown Eastside: Interim Development Management Guidelines

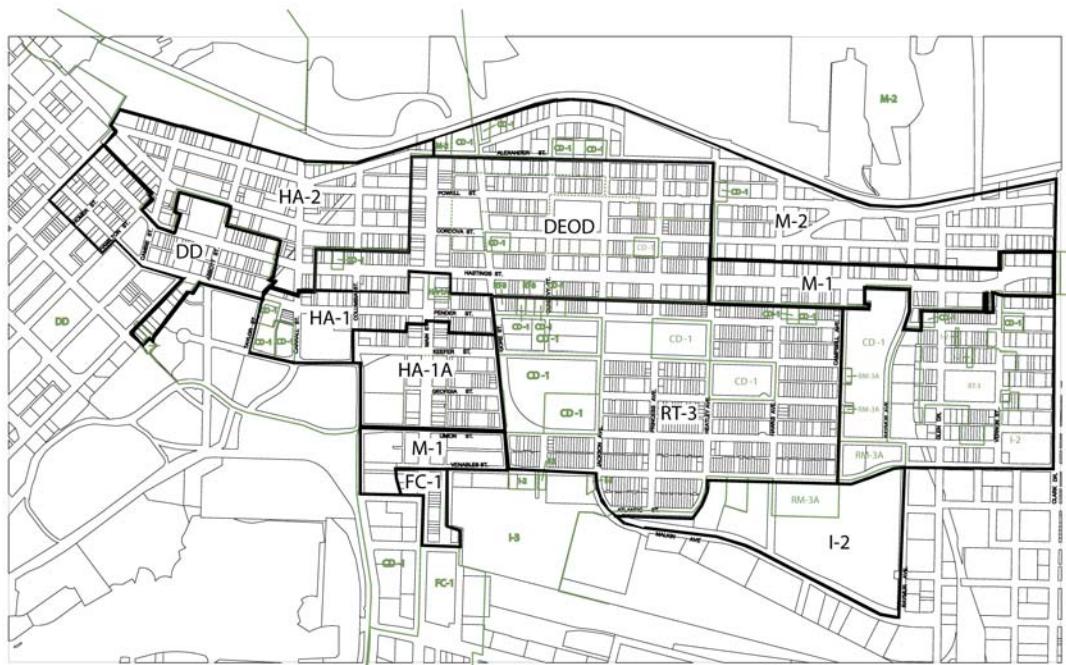
Application and Intent

There are a number of development concerns in the Downtown Eastside affecting residents, particularly those who are vulnerable and dependant on welfare or low incomes. These concerns include the rapid rate of market development compared to the slower delivery of social housing, higher rents displacing residents from their homes and, transformation of the retail environment leading to socio-economic hardship.

The combination and interrelation of the Interim Rezoning Policy and these Development Management Guidelines will provide staff, the LAPP Committee and other stakeholders the mechanisms needed to consider opportunities and risks for development in the community. Specifically, the policies will allow time to assess what might be required to achieve the long-term housing objectives and implement the DTES Housing Plan.

The Development Management Guidelines also provide a mechanism to manage liquor licensing applications and Active Storefront Grant applications within for the DTES to ensure they do not accelerate the pace of development and to provide sufficient time for the LAPP to review this policy area and program.

The Development Management Guidelines will apply for a period of one year from the date of Council approval.



Guideline 1. Development Applications in the DEOD

In the areas governed by the existing Downtown Eastside Oppenheimer Official Development Plan (DEOD ODP), any development permit application for residential development over 1 FSR must include 20% social housing. For the purposes of these Development Management Guidelines and interpretation of the DEOD ODP, “social housing” means residential units that are owned and/or operated by government or a Council-approved non-profit, with at least 50% of these units where the tenant contribution to rent is no more than the shelter component of income assistance for a single individual (\$375) and the remaining 50% of units with a maximum monthly rent of 30% of BC Housing’s Housing Income Limits (HILs) or CMHC market rent (whichever is lower).

Guideline 2. Applications for New Liquor Licenses (Liquor Primary)

In 1990 Council approved a moratorium on liquor primary licenses in the DTES and this guideline affirms this moratorium until a comprehensive review can be completed. While the Local Area Planning Program is underway, and prior to the completion of the DTES Liquor Policy Review, staff do not support the addition of any new liquor licenses, additional seats for existing licenses, or movement of existing seats within the Downtown Eastside.

In order to support existing businesses, staff will consider, on a case by case basis, applications for the licensing of hotel lounges, proposals to change hours of operation and additions of patios. To meet the City's objective to support the creation and operation of live performance venues, staff will consider, on a case by case basis, applications for event based liquor licenses to support live performance.

Guideline 3. Applications for Capital Grants from the Active Storefronts Program

The DTES Capital Fund has an Active Storefronts Program to improve storefronts, the public realm and tenant vacant businesses. Recently, this program has supported the revitalization of businesses in various sub areas of the neighbourhood, including Hastings Corridor and Chinatown. This program will be reviewed as part of the LAPP and will continue during the course of the Local Area Planning Program to offer grants to those applicants that meet the existing program criteria AND can demonstrate an economic and social benefit for the local, low-income community.

Guideline 4. Applications for Heritage Façade Grants Program

In recognition of the rich heritage assets in the DTES and the significance of the historic site designations in Gastown and Chinatown, staff will continue to consider applications for grants related to heritage façade projects.

Appendix D. LAPP Committee Terms of Reference

Principles, Processes and Relationships of The Downtown Eastside Local Area Planning Process⁵

August 25, 2011 (Edited Version - January 24, 2012 – substitution of the word ‘Aboriginal’ for ‘Indigenous’)

Background

On January 20th City Council passed a motion with the following instruction for the City Manager:

4. *Strike a committee to enhance and accelerate a DTES Local Area Planning Process (LAPP) and a strategy to implement the Council’s 2005 DTES Housing Plan.*⁶
5. *The committee to be co-chaired by DNC and BCS with one representative from the Strathcona Residents Association and liaison from City Planning. The co-chairs will decide on the composition of the committee.*
6. *The City Manager will ensure resources to ensure timely completion of the work of the committee by December 31st, 2011.*

As of June 14, 2011 the Building Community Society and the Downtown Eastside Neighbourhood Council have now held 16 meetings. BCS and DNC and the City have held 8 meetings.

These meetings have dealt with the following subjects:

- Purpose and terms of reference of the LAPP (described here as “Principles, Processes and Relationships”)
- Organization and structure of the LAPP, particularly the relationship between the LAPP committee and city staff
- Committee composition and role of the co-chairs
- Principles of participation to engage the whole community
- Resources that are required to engage the whole community
- City incentivization of market development throughout the course of the LAPP
- Accountability and reporting relationships: the LAPP committee to the community and to City Council; the role of City staff.

BCS, DNC and COV have produced this document to guide their partnership and as a basis for discussion in the community as the LAPP is initiated.

PRINCIPLES

1. The primary purpose of the LAP Process is to ensure that the future of the Downtown

⁵ The DTES “Local Area Planning Process” will seek to describe a desired future for the DTES and create a framework of programs, policies and plans for city hall to follow to achieve that future. To do that the LAPP Committee will reach out to as much of the DTES community as possible to document what is important to everyone, to describe where things seem to be going well and not so well, what can be done about them, and develop programs, policies and plans to ensure the best future for the community.

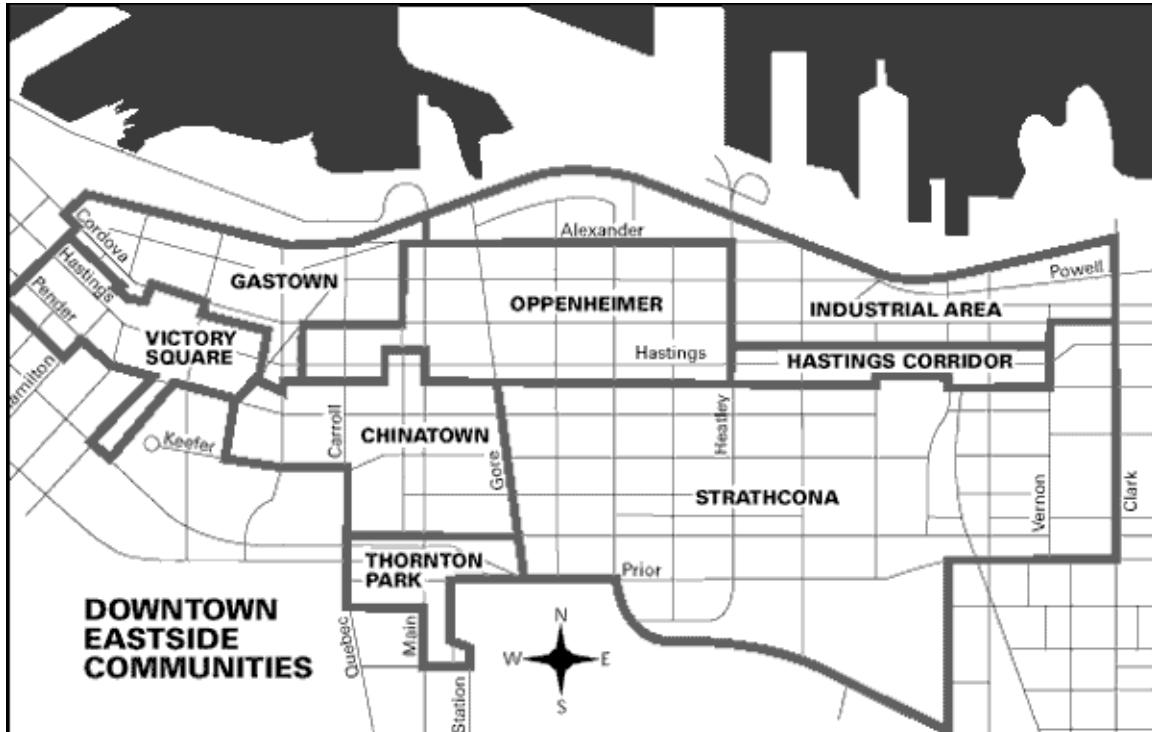
⁶ See the COV 2005 DTES Housing Plan here: vancouver.ca/commsvcs/housing/pdf/dteshousingplan.pdf

Eastside improves the lives of those who currently live in the area, particularly low-income⁷ people and those who are most vulnerable which will benefit the city as a whole.⁸

2. While recognizing that no single process can represent the rich diversity and difference in the DTES, the Local Area Planning Committee is responsible for ensuring that all sectors of the community have an opportunity to participate in the LAPP. The LAPP Committee will make special efforts to ensure low-income residents are represented on the committee proportionate to their numbers in the DTES. A priority will be given to overcoming barriers to participation generated by poverty, racialization, citizenship status, class, colonization,⁹ language, gender, age, sexual and cognitive abilities and mental and physical health concerns that could limit the inclusion of the voices these community members.

⁷ “Low-income” is broadly defined by the City of Vancouver as those who are living under the low-income cut off line. In the Downtown Eastside, and for the purpose of the LAPP, the definition of “Low-Income” will be for residents who depend on Income Assistance, Old Age Pension, part-time minimum wage, informal and unregulated labour, and volunteer work to survive. “Low-Income” people in the DTES subsist well below the city’s low-income cut-off line and the Canadian poverty-line.

⁸ Downtown Eastside boundaries as defined by the City of Vancouver and accepted for the sake of the Local Area Planning Process: Roughly Clark Drive to the East, the industrial area and traintracks to the North and South, and Richards St. to the West.



⁹ If the LAP process is to engage with Aboriginal people in the neighbourhood then the committee must recognize and consider the effects of colonization on Aboriginal people who are disproportionate within DTES low-income and homeless populations, particularly as the DTES is on Unceded Coast Salish – Musqueum, Tsleil-Waututh, Squamish – territories.

3. The co-chairs will strive to ensure the work of the committee is transparent and accurately reflects the views that are presented from as many sectors of the DTES as possible.
4. As instructed by Council the LAPP Committee will include representation from the Downtown Eastside Neighbourhood Council (DNC), Building Community Society (BCS), Strathcona Residents Association and a liaison from City Planning. The committee recognizes the fact that poverty and homelessness disproportionately impact Indigenous people, people of colour, women, people without citizenship status, IV drug users, sex workers, transgendered people, and people who struggle with mental and physical health and cognitive issues. The co-chairs are responsible to make the rest of the committee membership inclusive of the rich diversity of DTES residents and their perspectives. To achieve this the co-chairs will have particular regard towards the following: Out of the committee as a whole the co-chairs will strive to ensure that at least 50% of those involved are women, men and transgendered people of colour, and that Aboriginal people - prioritizing Aboriginal women's voices - have strong representation on the committee. At the same time the LAPP committee will work to ensure the involvement of other interests that are important to the area's future, always making special efforts to ensure low-income residents form the majority.
5. The City will encourage people and organizations who approach the City directly with input regarding the DTES LAPP to work with the LAPP Committee and the City will share with the Committee any information it receives from these sources. This does not affect every body's right to directly access city council.
6. There will be different opinions and interests that may sometimes not be resolved. In such instances, when consensus is not possible, separate opinions will be recorded, reflected in the final Local Area Plan report, and provided for public and Council's information.
7. While the City's DTES Housing Plan will inform the work of the LAPP Committee, the LAPP will need to consider the social, economic and environmental impact of current and future policies on the tenure and assets of the low-income community. Social mix, rate of change, housing and income mix, affordability and gentrification and health and social services will be among the points of discussion through the planning process.
8. The development of the Council-directed Social Impact Assessment will be pursued as a priority of the LAPP work program.
9. The LAPP Committee wishes to provide input to the Planning and Housing Staff as early as feasible in the enquiry and application process for development permits, rezoning proposals, Heritage Revitalization Agreements (HRAs) and new incentive programs for market development in the DTES with a particular focus on the net impact of any such proposal on social housing and the relationship of market development units to existing and proposed housing units.

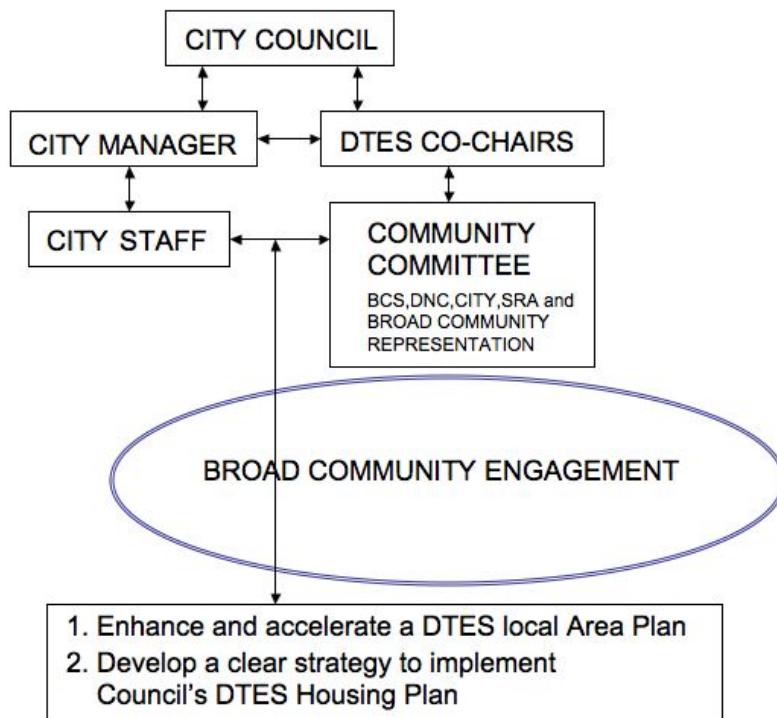
With this in mind the City will refer all zoning and development proposals which have reached the formal application stage and new incentive programs for DTES market developments to the LAPP committee for timely comment prior to them proceeding to Council or the Director of Planning for discussion/decision.

Furthermore the city staff will bring forward to the committee any information (anonymized) in regard to proposals at the informal inquiry stage for discussion and input.

PROCESSES AND RELATIONSHIPS

The diagram below illustrates the processes, roles and relationships between the primary participants in the processes of producing a DTES Local Area Plan and a strategy to implement the City's DTES Housing Plan. The goal is to seek consensus through a partnership among all participants using transparent and cooperative working procedures.

1. City staff, in partnership with the LAPP Committee, will undertake the development of the local area planning program and the resulting Local Area Plan. The LAP will reflect community consultations, including actions that may be recommended during the planning process.
2. City staff, under the direction of the City Manager, will provide professional and technical advice to the Committee and will be responsible for organizing the community consultation process as developed with the committee. Staff will prepare progress reports and the final Local Area Plan report and recommendations in partnership with the LAPP Committee and the Committee will speak to the report at City Council.



Note: As an aid to the planning process BCS has produced a report that summarizes the various government and community planning documents regarding the DTES: "Downtown Eastside Plans, Policies, Programs, Projects and Proposals at a Glance."

Signatures:

I understand and hereby agree to these Terms of Reference (edited to substitute the word 'Aboriginal' for 'Indigenous').



Dr. Penny Ballem
City Manager
City of Vancouver



Downtown Eastside
Neighbourhood Council



Building Community
Society

September 19, 2011
And January 24, 2012

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