# DOWNTOWN EASTSIDE LOCAL AREA PLANNING PROGRAM

REPORT TO COUNCIL MARCH 27, 2012

























## **DTES LAPP Planning Area**





## **DTES Community Context**

### **Demographics**

- 17,000 people live in the DTES
- 67% low-income (median household income \$12,000)
- High percentage of unemployment, income-assistance and disability benefits recipients compared to city average
- High proportion of urban Aboriginals (9.5% of DTES residents)

#### **History and Culture**

- Unceded Coast Salish territories
- Historic heart of the city (Chinatown, Japantown, Gastown)
- Rich local arts community
- Inclusive and historic home to low-income residents

### City's Approach to Planning with DTES

- Revitalization without displacement
- Partnerships to build local capacity and improve public realm
- Focus on community assets and participation



## **DTES LAPP Report Recommendations**

### considerations for Council

### **A** Recommendation

Approve the DTES Local Area Planning Program (LAPP)
 Planning Framework

#### Recommendation

- Approve the Interim Rezoning Policy for a period of one year
- Define the conditions under which we consider applications during the LAPP

#### Recommendation

- Approve the interim Development Management Guidelines for a period of one year
- Define 20% social housing, interim liquor policy, and applications for façade grants

Note: Appendix D contains the LAPP Committee Terms of Reference



## **Council Authority/Previous Decisions**

#### Downtown Eastside Housing Plan (2005)

- Maintain 10,000 low-income housing units
- Integrate market housing targeted to moderate income households
- Ensure market housing develops at a similar pace to social housing

#### Downtown Eastside Oppenheimer Official Development Plan (DEOD ODP)

Any new development over 1FSR must include 20% social housing

#### **Historic Area Heights Review 2011**

- Approved additional heights for Chinatown sites
- Council delayed decision on height review recommendations in other DTES areas to allow for local area planning process

#### Council Direction for the DTES LAPP (January 20, 2011)

- Strike a committee to enhance and accelerate a DTES Local Area Planning Process (LAPP) and implement Council's 2005 DTES Housing Plan
- Downtown Eastside Neighbourhood Council and Building Community Society to Co-Chair with one representative from the Strathcona Residents Association and a liaison from City Planning
- Complete a Social Impact Assessment on the impact of new development on the low-income community

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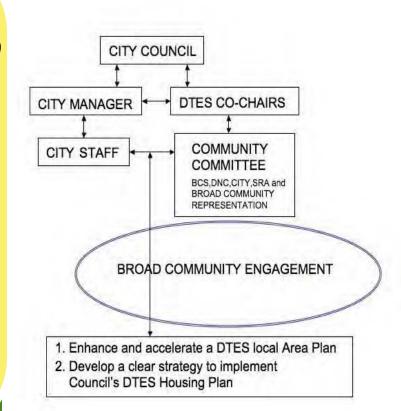
## **DTES LAPP Committee**

#### Formation of the DTES LAPP Committee

- DNC, BCS and City Manager signed Terms of Reference for LAPP Committee (Sept 19, 2011)
- LAPP Community Info Meeting (Dec 7, 2011)
- Application and selection process completed for a 30-member LAPP Committee
  - Representation from low-income and nonlow-income residents, housing and social service providers, local business associations, cultural associations and parents advisory committees
- Selected LAPP facilitator and community facilitator

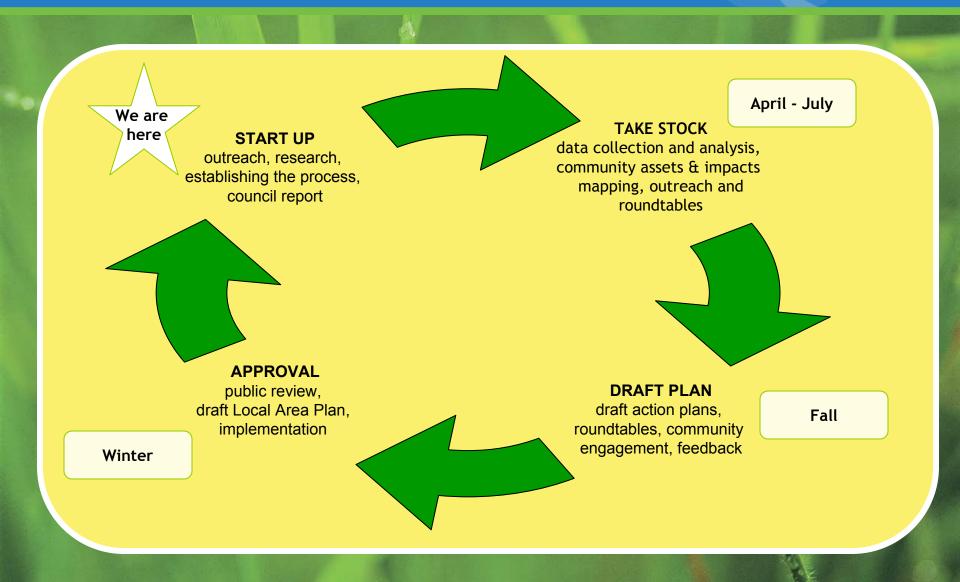
#### **DTES LAPP Committee Meetings**

- Inaugural meeting February 22, 2012
- Subsequent Interim Rezoning Policy workshops & meetings (Feb - Mar 2012)





## Framework and Timeline





## **DTES LAPP Focus Areas**

## breadth but varying depth





## Local Economy: Jobs & Revitalization

#### **Current Issues & Metrics**

- Multiple barriers to employment
- History of vacant storefronts and lack of investment
- Concerns about emerging "Boutiquization" high end retail displacing low-income, community-serving, businesses
- Changes to employment services funding and delivery impacting agencies and multi-barriered individuals

- Support existing retailers, local investors and low-income businesses
- Support existing and new social enterprises
- Create more green jobs (connected to GCAT)
- Create jobs through local procurement strategies
  - \* Policy References: Vancouver Economic Strategy; Greenest City Action Plan



## Land Use and Built Form

#### **Current Issues & Metrics**

- Rehabilitation of deteriorating heritage building stock
- Dated zoning and design guidelines for DEOD & M1
- Broad array of land uses (38% Residential, 18% Industrial, 17% Commercial, 16% Open Space and 7% Institutional)
- 500 heritage buildings located in the DTES

- Innovative policies and land use plans to shape future growth
- Focus on major arterials and in key precincts
- Protect the mixed land use and heavy industrial land (M2) to protect jobs
- Enhance the heritage fabric through restoration of historic/society buildings

<sup>\*</sup> Policy References: China Town South and Victory Square Zoning Policies; DEOD ODP



## Housing: DTES Housing Plan Objectives

#### Current Issues & Metrics

- 20% social housing requirement historically kept property values low;
   mixed projects now viable
- Lack of senior government funding for 100% social housing
- Since 2003, market housing growth rate is faster than non-market

- Review the 20% inclusionary zoning requirement in Downtown Eastside
   Oppenheimer District, Official Development Plan
- Build partnerships with the private and non-profit sectors, and senior governments to create housing

<sup>\*</sup> Policy References: DTES Housing Plan, 2005; Housing & Homelessness Strategy, 2011



## Housing: Sustainable Social Mix

#### **Current Issues & Metrics**

- Increased diversity of residents (including families) and economic activities
- Delivering 1-for-1 replacement of SROs
- Limited ability to achieve non-market housing through development and CAC contributions

- Include residential mix in the Industrial 'Let Go' Area
- Meet multiple objectives in private development (e.g. Housing & PDR)
- Attain turn-key units for non-profit management



## Housing: Loss of Low Income Rental Stock

#### **Current Issues & Metrics**

- Increasing SRO rents (39% rented at \$375 in 2009 and 27% in 2011)
- Deteriorating SRO stock conditions (\$375 rent not economically viable for SRO owners to maintain buildings)
- Balancing standards of maintenance and SRO closures
- 7,500 recipients of Income Assistance or Disability Benefits in DTES
- 3,975 privately owned SRO units (2011)

- 1-for-1 Replacement Replace SROs with self-contained non-market units
- Improve SRA Bylaw (2003) to manage rate of change of stock
- Improve and protect the SRO stock (e.g. Province/City purchase of SROs;
   SRO Task Force; BC Housing SRO Renewal Initiative (P3))

<sup>\*</sup> Policy References: Housing Plan, 2005; Housing & Homelessness Strategy, 2011; SRA Bylaw, 2003



## Housing: Managing Change



- Since 2003, pace of market development has increased
- 70% of the current housing stock is for low to moderate income households
  - If all units in process are completed, units available for low to moderate income households will decline by 2%
- 161 additional non-market units needed to achieve 2014 DTES Housing Plan target
- Interim rezoning policy recommended as a response to manage pace of change during LAPP process
- 2011 Low-Income Housing survey indicates declining rate of units renting at or below \$375 (39% in 2009 to 27% in 2011)
- Development Management Guidelines clarify 20% social housing requirement to ensure at least half of the units rent at \$375

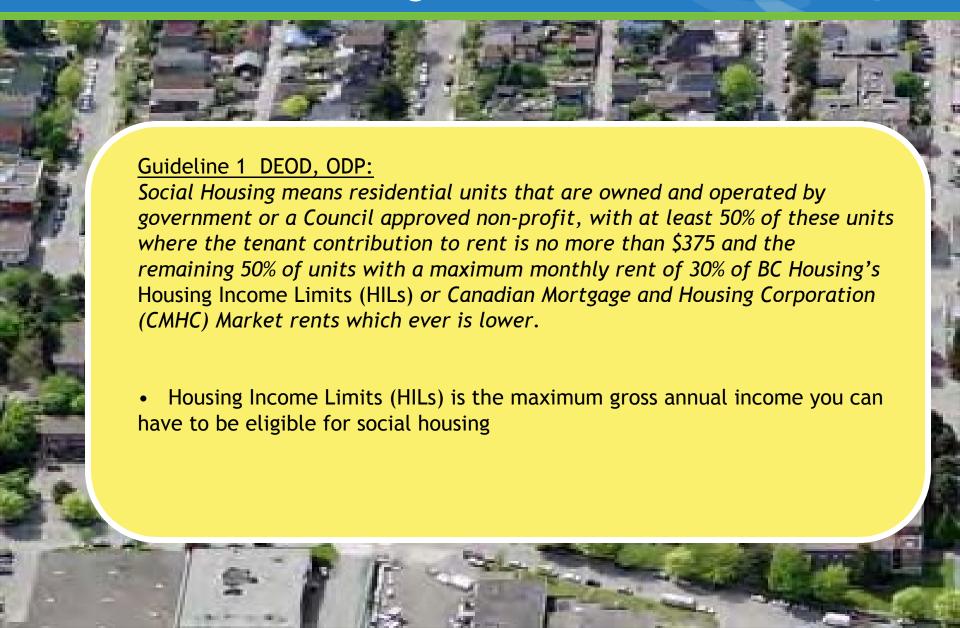


## Housing: Official Development Plan





# Housing: Proposed Development Management Guidelines





## Housing: Income Range and Housing Continuum



*Income Groups* 

low

moderate

higher

*Single* 

**Households** 

Census – *Single* **Households**  **Social Housing** 

HILs: \$33,500 Welfare: \$7,896

Rent: \$839 Rent: \$375

Up to - \$21,500

(DTES median income is \$12,000)

\$21,501 - \$47,300

\$47,300 and up



# Housing: Common Practice - Affordable & Social Housing in the City

100 units social / nonmarket rental 40 units

Rents at low-end market

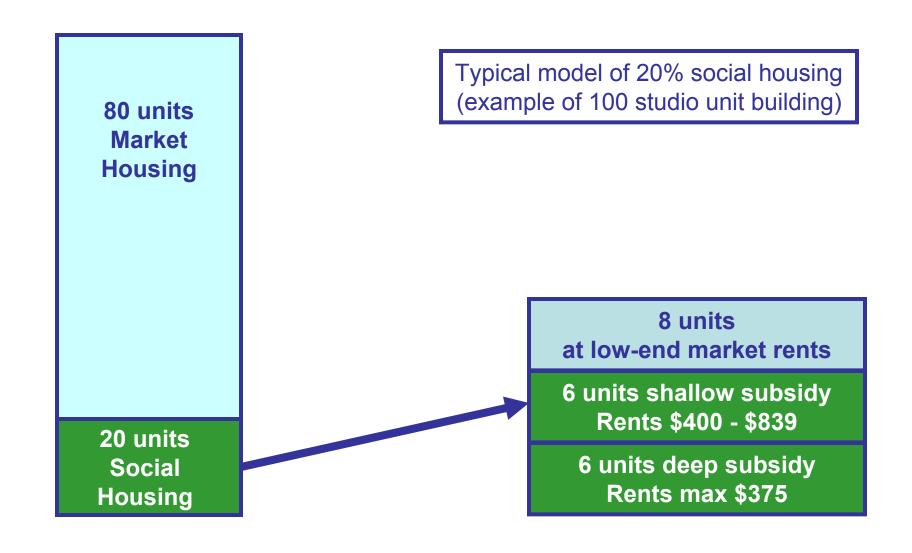
30 units shallow subsidy Rents \$376 - \$839

30 units deep subsidy max \$375 rents

Typical model of 100% social housing (example of 100 studio unit building)

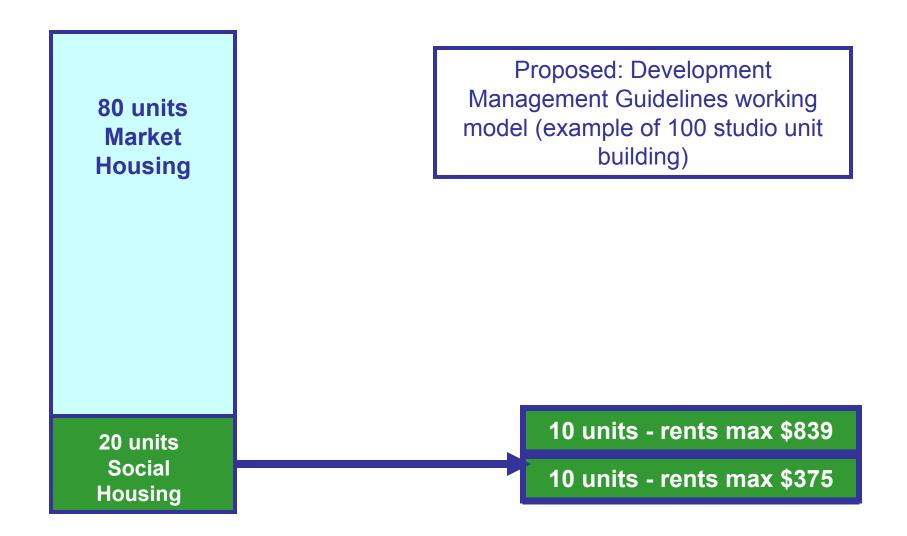


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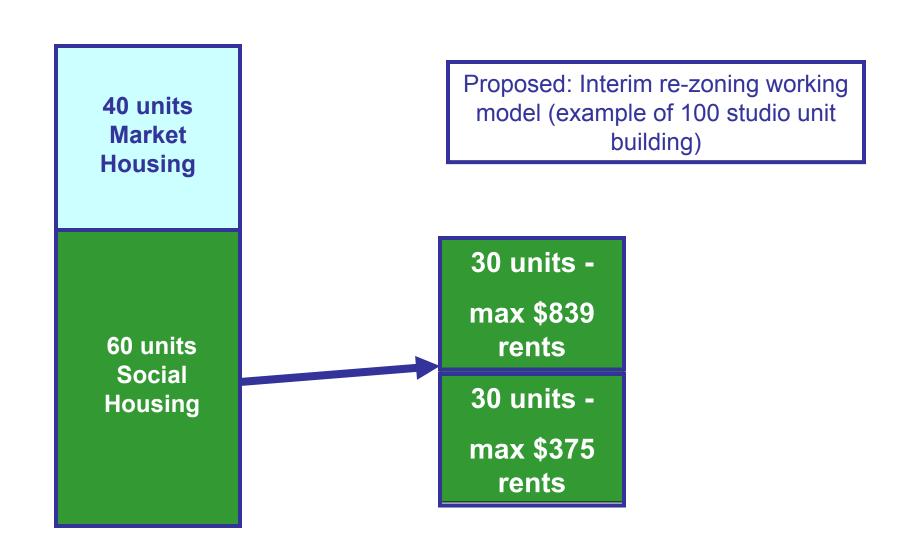


## Housing: Proposed Development Management Guidelines & Social Housing in the DTES





## Housing: Proposed Interim Re-Zoning & Social Housing in the DTES





## Social Issues: Urban Health

#### **Current Issues & Metrics**

- 2,100 individuals in DTES make up a "population in crisis" due to mental health, addictions, and housing challenges
- Food security across low-income populations
- Access to quality childcare for special needs, Aboriginal and low-income communities, safety for women

- Alignment of city grants to respond to emerging needs
- Provision of amenities, parks and facilities to meet changing needs
- Vancouver Food Strategy to address food security issues
- Quality, accessible and culturally appropriate childcare spaces
- Sex worker safety

<sup>\*</sup> Policy References: City and VCH Mental Health and Addictions Plans; Social Amenity Plan



## Social Issues: Service Sustainability

#### Current Issues & Metrics

- 174 non-profit social service agencies in the DTES dependent on grants, public funding and subsidies
- Financial stress reported due to funding cuts (e.g. 6.2% of MCFD, Gaming, private foundations) and decrease in charitable giving (\$1billion nationally)

- Corporate grants review
- Alignment and leveraging of funding to support sustainability for nonprofits and social enterprise
- Partnerships with senior governments to support health and social services

<sup>\*</sup> Policy References: City Grants Programs



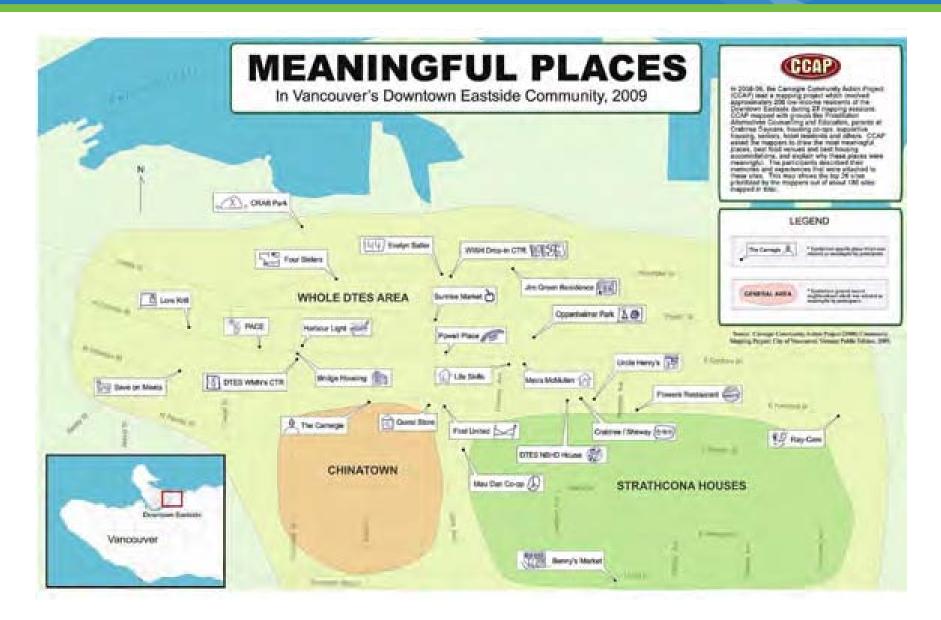
## Community Assets & Impacts Mapping

## engaging the community and putting people first

- Preparation and data collection
- Five broad community workshops to map DTES assets
  - Listening to what's meaningful and important to the community
  - Build on past mapping efforts (CCAP, Coalition of Women's Organizations, etc.)
  - Foster relationships and trust
- Inform community, planning process and future Social Impact Assessment



## Community Assets & Impacts Mapping





## Recent Investment in the DTES

## recent projects examples...

- Public Realm improvements
  - Carrall St. Greenway
  - Blood Alley Community Greening Project
- Great Beginnings (\$10million)
  - Princess Avenue interpretive children's walk
  - Street Market (Partnership with DNC and VANDU)
  - Increased access to public toilets (Main/Hastings, Vic. Square, Oppenheimer Pk)
  - Pedestrian safety improvements (30km/hr speed zone, mid block X-ings)
  - Homeground Festival & Arts and Culture projects
  - Increased street cleaning to 65 blocks of DTES
  - Oppenheimer Park improvements (including community garden)
  - Cart Storage for People who are Homeless
- Chinatown Heritage Society Planning grants (\$600k)
- Social Policy grants (\$1.2million)
- Housing and Homelessness
  - Woodward's (225 non-market units + 200 off site)
  - 14 MOU sites (5 in the DTES)
  - HEAT/Winter Response shelters
  - Capital funding (e.g. housing capital grants)





## **THANK YOU**