

100 JACKSON AVENUE (COMPLETE APPLICATION)  
DE414592 - ZONE DEOD

SH/MS/JB/KG/IH/LH

**DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS**

**Present:**

J. Greer (Chair), Development Services  
R. The, Engineering Services  
L. Gayman, Real Estate Services  
\*\* D. Naundorf, Social Development  
\*\* T. Driessen, Park Board

\* Dec 14 DPSC Only  
\*\* Jan 11 DPSC Only

**Also Present:**

S. Hein, Urban Design Studio  
J. Boldt, Heritage Group  
M. So, Development Services  
K. Gerwing, DTES Neighbourhoods Planning  
I. Hwang, Housing Policy  
D. Anderson Eng, Social Policy  
\*M. Zak, Social Policy  
\*\* J. De Hoop, Social Development  
\*\* A. Bond, Housing Policy

**APPLICANT:**

ATIRA Woman's Resource Society  
Attention: Janice Abbott  
101 East Cordova Street  
Vancouver, BC  
V6A 1K7

**PROPERTY OWNER:**

ATIRA Woman's Resource Society  
Attention: Janice Abbott  
101 East Cordova Street  
Vancouver, BC  
V6A 1K7

**EXECUTIVE SUMMARY**

- **Proposal:** Construct two, 3-storey multiple dwelling (Social Housing) buildings containing a total 12 self-contained units of approximately 324 square feet each utilizing pre-existing shipping containers.

See Appendix A Standard Conditions

Appendix B Standard Notes and Conditions of Development Permit

Appendix C Processing Centre - Building comments

Appendix D Plans and Elevations

Appendix E Applicant's Design Rationale

Appendix F Historical Background Information

Appendix G Additional Letter from Heritage Vancouver

Appendix H Supportive Housing Community Project Imouto Housing for Young Women Operations  
Management Plan - Atira Women's Resource Society

Appendix I Imouto Housing for Young Women Frequently Asked Questions - Atira Women's  
Resource Society

Appendix J Council Report: Preventing Sexual Exploitation and Protecting Vulnerable Adults and  
Neighbourhoods Affected by Sex Work: A Comprehensive Approach and Action Plan

• **Issues:**

1. Removal of the heritage building located at 502 Alexander Street;
2. Management and operations of anticipated tenancy with respect to Social Policy and Housing considerations; and
3. The nature of modular housing format as a relatively new aspect of housing supply, including liveability and affordability performance considerations, as well as street interface. This project is considered a learning opportunity at a small, introductory scale.

• **Urban Design Panel:**

There is no significant urban design issues related to this proposal, therefore there was no need for the Panel to review this submission.

**DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE**

THAT the Board APPROVE Development Application No. DE414592 submitted, the plans and information forming a part thereof, thereby permitting the development of 2 multiple dwelling (social housing) buildings containing a total of 12 self-contained rental units (6 market rentals and 6 non-market rental units), and demolition of the 'JB Henderson House' which is listed on the Vancouver Heritage Register subject to the following conditions:

**1.0 Prior to the issuance of the development permit, revised drawings and information shall be submitted to the satisfaction of the Director of Planning, clearly indicating:**

- 1.1 A report on opportunities undertaken to retain, relocate, re-use, salvage or deconstruct, the 'JB Henderson House' at 502 Alexander Street in the interest of heritage conservation and a reduction in building waste;

**Note to Applicant:** The report is to provide for the options noted above in preference of the order they are listed in. Re-use means the removal of elements or materials and incorporation elsewhere in the project. Regarding salvage, for manageable components, the applicant may contact the Vancouver Heritage Foundation, a registered charity dedicated to supporting the conservation of the City's heritage buildings through education, public awareness, and granting activities. For relocation, the house may be offered for free or for a nominal amount to buyers who are willing to relocate the house to another site, ideally in close proximity. As well, efforts to relocate the house to a site for temporary storage until such time as a permanent location may be secured are to be explored. In the interest of maximizing the opportunities noted above, consideration is to be given to withholding the demolition of the house as long as possible after all permits have been issued.

- 1.2 Protection of the 'Old Sailors Home' at 120 Jackson Avenue;

**Note to Applicant:** With respect to the loss of the 'JB Henderson House' at 502 Alexander Street, Staff strongly encourages the owner to agree to voluntarily designate the 'Old Sailors Home' as a protected heritage property. See the Heritage Planning Commentary for further discussion.

- 1.3 Provision of an updated Operations Management Plan to the satisfaction of the Managing Director of Social Development is required.

The following information shall be included and clarified in the submitted Operations Management Plan.

- a) An annual program evaluation and status report;
- b) A referral process for youth under 19 years of age will be outlined and agreed with the Ministry of Children and Family Development (MCFD);
- c) A 24-hour contact number for the community accessibility;
- d) Terms of Reference for Community Advisory Committee (CAC);
- e) Consideration of Business Improvement Association (BIA), Vancouver Police Department (VPD), MCFD, a cross section of community members, including youth representation to have membership on the CAC; and
- f) Response rate for concerns raised by the community or residents.

- 1.4 Provision of an interpretive strategy on the Alexander Street and lane frontages that acknowledges the site's historical assets and recounts the site's history;

- 1.5 Confirmation of public, and private, realm lighting to ensure CPTED performance and to minimize glare for nearby residential occupancy; and

**Note to Applicant:** Careful attention to the Alexander Street and lane frontages is required.

- 1.6 Provision of proposed colour samples consistent with those notated in the development application submission.

**Note to Applicant:** Anticipated and existing colours for the building at 120 Jackson Avenue are also required to assess visual compatibility.

- 2.0 That the conditions set out in Appendix A be met prior to the issuance of the Development Permit.

- 3.0 That the Notes to Applicant and Conditions of the Development Permit set out in Appendix B be approved by the Board.

• Technical Analysis: Sub-Area 4 (Alexander / Powell) of the Downtown-Eastside / Oppenheimer  
Official Development Plan

	PERMITTED (MAXIMUM)	REQUIRED	EXISTING	PROPOSED
Site Size			50 ft. x 122 ft.	50 ft. x 122 ft.
Site Area			6,100 sq. ft.	6,100 sq. ft.
Floor Area <sup>1</sup>	15,252.3 sq. ft		502 Alexander St. (Heritage House) 1,716.0 sq. ft. 120 Jackson Ave 5,720.0 sq. ft. Total 7,436.0 sq. ft.	500 Alexander St 1,916.0 sq. ft. 502 Alexander St 1,916.0 sq. ft. 120 Jackson Ave 5,720.0 sq. ft. Total 9,552.0 sq. ft.
FSR <sup>1</sup>	2.5 FSR		502 Alexander St. (Heritage House) 0.28 FSR 120 Jackson Ave 0.94 FSR Total 1.22 FSR	500 Alexander St 0.31 FSR 502 Alexander St 0.31 FSR 120 Jackson Ave 0.94 FSR Total 1.56 FSR
Height	49.2 ft.			500 Alexander St 32.5 ft 502 Alexander St 30.9 ft
Parking <sup>2</sup>		500 Alexander St 1 sp 502 Alexander St 1 sp 120 Jackson Ave 7 sp Total 9 sp  Disability Spaces 1 sp	502 Alexander St (Heritage House) 0 sp 120 Jackson Ave 0 sp Total 0 sp  Disability Spaces 0 sp	500 Alexander St 0 sp 502 Alexander St 0 sp 120 Jackson Ave 0 sp Total 0 sp  Small car spaces 0 sp Disability spaces 0 sp
Bicycle Parking <sup>3</sup>		Class A: 500 & 502 Alexander St 9 sp 120 Jackson Ave 14 sp Total 23 sp  Class B: Total 6 sp	Class A: 500 & 502 Alexander St 0 sp 120 Jackson Ave 0 sp Total 0 sp  Class B: Total 0 sp	Class A: 500 Alexander St 6 sp 502 Alexander St 6 sp 120 Jackson Ave 0 sp Total 12 sp  Class B: Total 0 sp
Unit Type <sup>4</sup>			One Family Dwelling 1 unit Single Residential Occupancy (SRO) 18 units Total 19 units	Studio (Market Rental) 6 units Studio (Non-Mkt Rental) 6 units Single Residential Occupancy (SRO) 18 units Total 30 units

Notes

<sup>1</sup> **Note on Floor Area & FSR:** The Development Permit Board may permit an increase up to 2.5 FSR provided that the proposed residential floor area, which results in more than 4 additional units, shall be permitted if at least 20 percent of the additional residential units are developed for social housing. The proposed overall floor area is within the maximum allowable.

<sup>2</sup> **Note on Parking:** Recognizing that the site has an existing non-conforming situation of 0 parking spaces, the current proposal will require an increase of 2 parking spaces for the site. Due to site constraints, Staff supports a relaxation to zero. Also refer to Engineering Commentary.

<sup>3</sup> **Notes on Bicycle Parking:** Due to the site constraints, the applicant has requested the number Class A Bicycle spaces be relaxed. Staff believes that the site can accommodate 20 Class A Bicycle spaces. Compliance to the minimum 6 Class B Bicycle spaces is also required. Refer to Engineering Commentary and Standard Condition A.1.1.

<sup>4</sup> **Note on Unit Type:** Six (6) market-rental self-contained units of 324 sq. ft. are to be located in the modular building facing Alexander St (500 Alexander Street) and six (6) non-rental, self-contained units of 324 sq. ft. are to be located in the modular building located at the rear of the site (502 Alexander St.) These units will be secured by a Housing Agreement. Refer to Housing Policy/Social Policy Commentary and Condition 1.3.

• **Legal Description**

Parcel	A
Block:	42
Plan:	196
District Lot:	196

• **History of Application:**

11 02 23	Complete DE submitted
11 08 03	Revised complete DE submitted
11 12 12	Vancouver Heritage Commission
11 12 14	Development Permit Staff Committee
12 01 11	Development Permit Staff Committee

• **Site:** The existing site contains two heritage buildings: The 'JB Henderson House' at 502 Alexander Street and the 'Old Sailors Home' at 500 Alexander Street (120 Jackson Avenue), which is located at the south-east corner of the intersection of Alexander Street and Jackson Avenue. The site is approximately 6,100 sq. ft. in area and has an Alexander Street frontage of fifty feet. The application proposes the demolition of the 'JB Henderson House' and to construct two modular buildings, which are pre-fabricated housing units related to a modular housing initiative (addressed as 500 and 502 Alexander Street) and will be associated with the recently renovated building at 120 Jackson Avenue (*Imouto House*). The Imouto House facility is now operational and provides supportive non-market housing in single-room accommodations to women between the ages of 19 and 24 who are currently homeless, and/or at risk of homelessness, vulnerable to violence and abuse and may struggle with substance use, mental wellness, and/or may have other barriers to accessing housing, support services and personal resources (refer to site (A) on the context map).

• **Context:** Significant adjacent development includes:

Heritage Resources within a block of the site include:

- (a) 475 Alexander Street - *The Japanese Half-School*, listed in the 'B' category and designated;
- (b) 601-617 Alexander Street - *The American Can Building*, listed in the 'A' category; and
- (c) 230 to 248 Jackson Street - four houses listed in the 'B' category.

Other sites of significance:

- (A) 120 Jackson Avenue - *Imouto House* at the International Inn (SRA for vulnerable females)
- (B) 220 Jackson Avenue - *The Vancouver Japanese Buddhist Temple*;
- (C) 611 Alexander Street - *Vancouver Design Centre* and parking lot;
- (D) 111 Princess Avenue - *Maria Gomez Supportive Housing* (construction in spring 2012);
- (E) 606 Powell Street - *The Drake Hotel Supportive Housing* (construction in spring 2012);
- (F) 505 Alexander Street - *Pressed Metal Products Ltd.* (industrial metal stamping company); and
- (G) 589 Powell Street - *Vancouver Coastal Health Powell Street Clinic* (walk-in clinic).



• **Background:**

This site is located in Sub-Area 4 (Alexander / Powell) of the Downtown-Eastside Official Development Plan. As such, its density is regulated by Section 7 of the Downtown-Eastside Official Development Plan. The proposed density is greater than 1.0 FSR. Therefore, the decision to permit density above 1.0 FSR rests with the Development Permit Board under Section 7.5.1. In this case, the Director of Planning cannot exercise authority under Zoning and Development By-law Section 3.3.3 because the application involves demolition of a building listed on the Vancouver Heritage Register presently on site (i.e. the 'JB Henderson House' at 502 Alexander Street, which is not protected by a Designation By-law).

Staff held a number of pre-application meetings with the applicant to discuss several proposals over the last few years. An initial Rezoning/Heritage Revitalization Agreement (HRA) proposal for this site was submitted in 2009 to construct an 8 storey building integrated with the adjacent heritage building, The 'Old Sailors Home' at 120 Jackson Avenue (historically 500 Alexander Street). The proposal included the retention and designation of the 'Old Sailors Home' while seeking demolition of the 'JB Henderson House' at 502 Alexander Street. Although the recommended response to the rezoning proposal was favourable, a formal rezoning application was not pursued.

Subsequent to this, the applicant proposed the construction of a multiple dwelling (modular) building containing 6 self-contained non-market rental units to be integrated with the retention of the existing two heritage buildings on site.

Potentially related to the modular proposal, the Director of Planning approved a combined Development/Building Permit (DB434572) on April 5, 2011 to provide interior and exterior alterations to the adjacent 'Old Sailors Home' which is a Single Room Accommodation (SRA) building. Council passed a by-law to enact the Housing Agreement and SRA Permit for 120 Jackson Avenue on March 17, 2011. The consolidation of the two legal lots containing the 2 existing heritage buildings (502

Alexander St. and 120 Jackson Ave.), was completed before the approval of this combined Development / Building Permit.

During this period, further analysis revealed errors in the heritage assessment conducted when the house was added to the Register in the 1980s, which notes the house as having been built in 1906. It is now accepted that the house was built sometime between 1887 and 1889, making it a candidate for the oldest surviving house in the City. Staff re-evaluated the heritage value of the house and concluded that its heritage value is significantly more than its current status on the Register (see Heritage Planning Commentary).

The original proposal for the current development application for Development Permit Board consideration was to construct a multiple dwelling (modular) building containing 6 self-contained non-market rental units to be located behind the existing heritage house and adjacent to the SRA building issued under the combined Development / Building Permit (DB434572) as previously noted. During the development review process, the applicant requested the development application proposal be revised to include the demolition of the heritage house and replace it with a second multiple dwelling (modular) building containing another six dwelling units.

This development proposal, while challenging with respect to what is now understood as an important heritage resource, provides a timely learning opportunity to the role and / or contribution that modular housing could play in the broader city discussion around housing affordability. This project presents a small-scale, introductory opportunity to test questions about liveability, costs of structural challenges related to container housing, operations and / or longevity. Staff has attempted to balance the competing public aspirations for heritage preservation and housing opportunity, noting an acute need for housing opportunity under this development permit application, throughout the application process.

• **Applicable By-laws and Guidelines:**

1. Downtown Eastside / Oppenheimer ODP (DEOD), Sub- Area 4 (Alexander / Powell)
2. Downtown Eastside / Oppenheimer Design Guidelines
3. Downtown Eastside Housing Plan
4. Heritage Policies and Guidelines
5. Single Room Accommodation By-law
6. Guidelines for New Development Adjacent to Hotels and Rooming Housing (With Windows or Lightwells Near Interior Property Lines)

• **Response to Applicable By-laws and Guidelines:**

1. **Downtown Eastside / Oppenheimer ODP (DEOD), Sub- Area 4 (Alexander / Powell)**

This sub-area is intended as a medium density, mixed industrial-residential area, appropriate for small scale light industrial uses and residential uses. With respect to housing, the DEOD Official Development Plan (ODP) intends to provide new affordable housing, upgrade the quality of existing housing, and increase the proportion of self-contained dwelling units through rehabilitation or new construction. This application supports the intentions set out in the ODP.

2. **Downtown Eastside / Oppenheimer Design Guidelines**

In order to enhance the understanding of the heritage significance of the site, the applicant has provided documentation of the existing context (photographs, adjoining elevations, and analysis of the heritage value of the site and the two existing heritage buildings).

As a new development, this project should pay special attention to the heritage compatibility with adjacent sites and context. In this project, staff is requiring provision of an interpretive strategy on the Alexander Street and lane frontages that acknowledge the site's historical assets and recount the sites history (refer to Condition 1.4).



Specifically for Sub-Area 4, given that it is a mixed-use industrial residential area, new developments should explore opportunities to maintain maximum sunlight to residential light wells and/or side yard orientated suites by setting back while preserving facade continuity. Staff is supporting this application noting the structural challenges of introducing additional daylight (punched openings) for wall surfaces that provide structural stability, and the need to provide general access to daylight for the low scale adjacent development at 504 Alexander Street. Staff also anticipated some degree of reflected daylight contributing to general livability.

### **3. Downtown Eastside Housing Plan**

The area's historic role has been to provide a home to low- and moderate-income people, especially singles and new comers to Vancouver. One goal of the Downtown Eastside (DTES) Housing Plan is to maintain roughly 10,000 units of low-income housing in the DTES and to increase its quality over time. Single Room Occupancy (SRO's) hotels are to be replaced with new self-contained social housing for singles and support services will be provided in a portion of the units to give stability to residents.

Staff believes this development application meets the intent of the DTES Housing Plan. The project supports the DTES Housing Plan's goal to create new social housing (owned or operated by a government or non-profit partner) and to improve the quality of the low-income housing stock through the provision of new, permanent, self-contained social housing units. (See Housing Policy and Social Policy Commentary)

### **4. Heritage Policies and Guidelines (see also Vancouver Heritage Commission, Page 11 and Heritage Planning Commentary pages 11 - 13)**

The Heritage Policies and Guidelines state that City Council has agreed that the buildings, landscape resources, streetscapes and archaeological sites identified in the Vancouver Heritage Register have heritage significance and that it is the City's policy and long-term goal to protect through voluntary designation as many resources on the Register as possible. Council has instructed the Director of Planning and the Development Permit Board to give special attention to the resources on the Register when approving any conditional use or in an area zoned comprehensive development, so that whenever possible, resources on the Register are conserved.

When the current application was revised to indicate demolition of the 'JB Henderson House' and construction of six additional container housing units in its place, staff directed the applicant to explore options for retention of the house, including a cost / revenue analysis, which was provided. The applicant concluded that retention of the house is not economically viable. Staff explored options to provide compensation to the owner for the retention of the house, including on-site bonus density, and concluded that in this case there is no viable on-site or off-site tool available to provide compensation to the owner for the retention of the house for the proposed development. The only viable option for retention of the house, in this case, appears to be permanent or temporary relocation to another site, and therefore staff recommend a condition of the development permit application be included which requires the applicant to document efforts to find an off site location for the house.

Staff notes that while the retention of the house is very important and would be highly supportable, heritage conservation is not always possible. In this case, staff conclude a balanced approach is necessary and support the proposed development as it seeks to provide a social and a housing benefit, and because retention of the house is not viable to the owner for this development, which otherwise complies with the provisions of the zoning. In the interest of heritage conservation, as well as the reduction in building waste from demolition, Condition 1.1 requires that the applicant submit a report that demonstrates, to the satisfaction of the Director of Planning, efforts to retain, relocate, re-use, salvage or deconstruct the house.

### **5. Single Room Accommodation By-law**

The Single Room Accommodation (SRA) By-law regulates the conversion and demolition of single room accommodations. Owners wanting to convert or demolish SRA-designated rooms must apply for and

obtain a conversion/demolition permit. Council evaluates each application on its own merits and may refuse the permit, approve the permit, or approve the permit with conditions.

An SRA conversion /demolition permit was approved by Council on March 17, 2010, for Imouto House at 120 Jackson Avenue to allow for full renovations of the existing SRA building. The permit also allowed for the demolition of an annex to make way for the development of the modular housing.

#### **6. Guidelines for New Development Adjacent to Hotels and Rooming Housing (With Windows or Lightwells Near Interior Property Lines)**

This guideline states that new development adjacent to existing hotels, rooming houses and certain other residential buildings with windows or lightwells at or near interior property lines must take measures to ensure the liveability of those existing units are maintained. This in turn will contribute to the retention of a sufficient stock of adequate and affordable accommodation.

Staff believes that this development has strategically positioned the two (2) modular buildings to respect the liveability aspects of the adjacent site (504 Alexander Street), as indicated in this Guidelines. This has been achieved by creating a courtyard area between the 2 proposed modular buildings and immediately adjacent to the existing lightwell at 504 Alexander Street.

• **Conclusion:** This application addresses some critical objectives for this neighbourhood. It provides housing for low-income people, including vulnerable populations, in a timely and affordable project. It also provides an innovative learning opportunity for the role of modular housing in helping to address affordability issues more broadly in Vancouver. Staff acknowledges that the loss of the 'JB Henderson House' at 502 Alexander Street, which may be the oldest surviving house in the City, is regrettable and unfortunate. However, heritage retention is not always possible when balancing other competing public aspirations, including housing opportunity. Staff also acknowledges the liveability, structural and architectural character challenges of this experimental initiative while also noting the acute need served by the anticipated tenancy. Staff supports this development permit application with the recommended conditions.

#### **URBAN DESIGN PANEL**

There is no significant urban design issues related to this proposal, therefore there was no need for the Panel to review this submission.

#### **ENGINEERING SERVICES**

120 Jackson Avenue is an existing heritage building which has been renovated on a separate combined Development/Building permit to provide social housing. The site has no parking available as the heritage building is built out to the lot line.

Modified shipping containers are proposed to build 12 units of rental social housing at 500 and 502 Alexander Street as part of this development application, which is adjacent to 120 Jackson Avenue. The Parking By-law requires two parking spaces to support this use.

The combined Class A bicycle parking required for the three buildings on the site is 23 spaces and 12 spaces are proposed. As 120 Jackson Avenue was previously approved without any bicycle parking, Engineering would not be opposed if the Class A bicycle parking spaces for 500 and 502 Alexander Street can be reconfigured to maximize the number of spaces to 20 or more.

Engineering supports the Director of Planning in relaxation of the two required parking spaces to zero and the required 23 Class A Bicycle spaces to 20 given the site constraints and the limited impact to local streets.

The recommendations of Engineering Services are contained in the prior-to conditions noted in Appendix A attached to this report.

#### **VANCOUVER HERITAGE COMMISSION**

The Vancouver Heritage Commission reviewed the application on December 12, 2011 and unanimously approved the following motions:

- i. Requests that the two Statements of Significance for 502 Alexander Street (The JB Henderson House) and 120 Jackson Street (the Old Sailors Home) meet Provincial Standards for better presentation of the content;
- ii. Supports and commends the retention and successful renovation at 120 Jackson Avenue (the Old Sailors Home);
- iii. Does not support the demolition of 502 Alexander Street (the JB Henderson House) as presented at the December 12, 2011 meeting; and
- iv. Encourage the retention of the house at 502 Alexander Street (the JB Henderson House) including the option of relocation to another site.

CARRIED UNANIMOUSLY

#### **CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)**

The development was built with a zero lot line and is well-integrated with adjacent properties. The street and lane frontages provide full enclosure which, given the nature of the tenancy, provides survivable and protected grounds for the residents of the development. Additional on-site surveillance is enhanced given the joint nature of facility operations and staffing. A more intensive development of the subject site, with anticipated full tenancy, will also improve general CPTED performance as it will contribute to a greater degree of desired pedestrian activity. Further design development to ensure proper site, lane and building lighting is sought under Condition 1.5.

#### **LANDSCAPE**

Open space and landscaping has been proposed within the interior courtyard and portions of the front and rear setback that will present a garden edge to the public realm. It appears to be thoughtful and high quality. The elevations and perspective views suggest a courtyard concept of smaller trees/shrubs planted at grade combined with architectural walls as organizing elements. The graphic presentation should be improved in this regard, especially the landscape plan.

The recommendations of landscape are contained in the prior-to conditions attached to this report (see Standard Condition A.1.7).

#### **HERITAGE PLANNING**

The heritage objectives for the site are to retain and document the two heritage buildings.

##### **Heritage Context:**

The existing heritage resources on this site are rare surviving buildings associated with the early development of the City's waterfront, in particular with the Hastings Mill, and the development of the 500 and 600 blocks of Alexander Street as one of Vancouver's earliest red light districts.

Heritage Value:

The 'JB Henderson House' at 502 Alexander Street is now known to be originally associated with the Hastings Mill nearby. It seems to have become a brothel around the time the 'Old Sailors Home' was built (see below). The house is listed in the 'C' evaluation category on the Vancouver Heritage Register (VHC), but the 'C' status reflects several errors made in establishing its age. It is now accepted that it was built sometime between 1887 and 1889 and that it is a candidate for the oldest surviving house in the City. Staff has re-evaluated the heritage value of the 'JB Henderson House' and conclude that it has considerably more heritage value than currently reflected in its current Register evaluation rating.

The 'Old Sailors Home' at 120 Jackson Street (originally 500 Alexander Street) is a two storey brick building built in 1912 as a brothel. It later became a convalescent home for sailors that operated until 1945. It was designed by William Tuff Whiteway, a notable Vancouver Architect who also designed the Sun Tower in the same year. The 'Old Sailors Home' is also noted for its association with Captain Al Hubbard, the "Johnny Appleseed of LSD" (see Historical Background Information in Appendix 'F'). The building is listed in the 'B' category on the Vancouver Heritage Register.

Development Proposal:

The 'Old Sailors Home' was recently voluntarily rehabilitated under Combined Permit Number DB434572. The completed exterior rehabilitation work is consistent with good heritage practice. This permit also allowed for the demolition of a rear portion of the house, which was in poor repair. However, the permit indicated retention of the house which was to be used for ancillary purposes.

The current revised scheme proposes to fully demolish the house on the basis that it is uneconomical to retain it, and because the house has become unstable with the removal of the rear portion of the building. To date, no order has been issued to demolish the building as being unsafe. However, staff asked the applicant to assess the economic viability of the house's retention. A report submitted by the applicant indicated that the cost to fully rehabilitate the house would be approximately the same as the cost for two of the new modular housing units. However, only two dwelling units could realistically be provided in the heritage building. This would mean a shortfall of four modular housing units on the site compared to what is now proposed.

Staff looked at options to add to the house and concluded that these options resulted in the destruction of the form and character of the house, which are a part of its value, and/or did not add enough additional floor area to make up for the shortfall in dwelling units, given the six modular housing units already proposed for the site. The creation of transferable density is not possible and would not be of value to the owner in any event who is intending to operate a facility on the site. No viable option to compensate the owner for the retention of the building could be identified. The owner concluded that retention of the house is not viable to allow for the development as proposed because of the shortfall in the number of dwelling units and the potential loss of revenue (rent) which would be provided by these units and which is necessary to make the project economically viable.

With respect to the above, and in the interest of heritage conservation, as well as the reduction in building waste from demolition, Condition 1.1 requires that the applicant submit a report which documents efforts to retain, relocate, re-use, salvage or deconstruct the house. As well, Standard Condition A.1.6 requires that a record set of "as built" drawings be produced for the house as well as a photo summary of interior and exterior surviving details.

With respect to the loss of the 'JB Henderson House', Condition 1.2 requires that the owner agree to protect the 'Old Sailors Home'. Staff strongly encourages the owner to agree to voluntarily designate the 'Old Sailors Home' as a protected heritage property or other suitable measure acceptable to the Director of Planning.

## HOUSING POLICY / SOCIAL POLICY

This proposal is important for the City as part of its Housing and Homelessness Strategy 2012-2021, which calls for 5,000 new social housing units. The use of modular housing offers a new approach to increasing the number of social housing units throughout the City and provides more affordable housing choices to Vancouver residents. In addition, it fulfills Council's housing objectives in the DTES by providing self-contained social housing as a replacement for SROs.

This proposal meets and exceeds the 20% social housing provision as required by the Downtown-Eastside Oppenheimer Official Development Plan for floor areas above a floor space ratio of 1.0. A housing agreement will secure all 12 modular housing units as permanent rental units in perpetuity and 6 of the units will be rent controlled. A Section 219 Covenant will disallow stratification and disallow separate sales of the units (refer to Standard Condition A.1.8). The modular units are a new type of housing supply and despite their modular features and transportable nature, they provide an opportunity for permanent self-contained social housing at this location.

To mitigate expressed and possible future community concerns, an Operations Management Plan (OMP) (see Appendix H for the draft OMP) will be established as a condition of the development permit, with completion to occur prior to the occupancy of the building (see Condition 1.3). The OMP outlines the operating parameters for the 12 modular housing units and the adjacent Imouto House. It includes protocols to manage operational issues, mitigate risks and address concerns that have been or may be raised by residents, business owners, neighbours and / or service providers. These protocols include setting up a Community Advisory Committee (CAC) and expectations around an adequate and timely response on the part of Atira staff to any operational issues or community concerns.

In addition to the responses received through the notification process, Staff also received concerns from child and youth serving agencies in the neighbourhood. Specifically concerns were expressed with Imouto House serving young women under the age of 19. Staff met with representatives of Ministry of Children and Family Development (MCFD) and BC Representative for Children and Youth, who are not supportive of young women (under 19) being housed at Imouto House. Social Policy and Housing staff recommends that the OMP include a referral process for youth under 19 years of age, to be agreed with the MCFD. This referral process will set out how Atira and MCFD will work together to assist youth under 19 who contact staff at Imouto House, in search of housing and support, to find alternative and suitable housing. (Refer to Condition 1.3 c).

A Community Advisory Committee (CAC) representing a diverse range of community members will be formed as part of the OMP to ensure open communications with the community and to address operational issues. Social Policy staff will represent the City through its membership on the CAC. Vancouver Police Department (VPD) will also be represented. Additional community members are recommended to enhance representation and mitigate expressed community concerns with Imouto House (refer to Condition 1.3 e).

The Operations Management Plan also requires a written annual program evaluation and status report for Imouto House to be submitted to the City (refer to Condition 1.3 a).

## ENVIRONMENTAL PROTECTION BRANCH

A site profile was submitted as part of the development application and has been approved with standard conditions and notes. There are no requirements for a Soil Agreement or a Certificate of Compliance.

## PROCESSING CENTRE - BUILDING

This Development Application submission has not been fully reviewed for compliance with the Building By-law. The applicant is responsible for ensuring that the design of the building meets the Building By-

law requirements. The options available to assure Building By-law compliance at an early stage of development should be considered by the applicant in consultation with Processing Centre-Building staff.

To ensure that the project does not conflict in any substantial manner with the Building By-law, the designer should know and take into account, at the Development Application stage, the Building By-law requirements which may affect the building design and internal layout. These would generally include: spatial separation, fire separation, exiting, access for physically disabled persons, type of construction materials used, fire fighting access and energy utilization requirements.

Further comments regarding Building By-law requirements are contained in Appendix C attached to this report.

## NOTIFICATION

Two site signs were placed and verified on September 19, 2011. On the same day, September 19, 2011, 320 notification postcards and 4 e-mails were sent to neighbouring property owners advising them of the application, and offering additional information on the city's website.

To date, a total of 6 written responses have been received. All 6 respondents object to the proposal in its current form.

Of the 6 letters / e-mails received objecting to this development, 3 were from residents within the notification area, 1 was from a member of the Downtown Eastside Association (DTES) and the remaining 2 were from outside the notification area. Specific objections raised in these letters include:

### 1. Opposition to the demolition of 'The JB Henderson House'

- Travesty to demolish the 2<sup>nd</sup> oldest house in Vancouver;
- Social housing should not come at the expense of our City's history;
- Too many Historical buildings in this neighbourhood have been allowed to be demolished for the sake of social housing or Special Needs Residential Facility (SNRF);
- Impressed with Atira with aims to achieve 2 City goals ... but not supportive of the demise of the heritage building at its expense; and
- Although Atira indicates that it did not budget for the extra cost for structural repairs ... this should not be an issue since several people have volunteered to help with structural repair work since the issue surfaced in the media ... it appears that there are community resources that could help and the house can feasibly be saved.

**Staff Response:** The loss of the heritage building under this application is regrettable. Staff feels that while retention of the house is very important and would be highly supportable, heritage conservation is not always possible. In this case, Staff concludes a balance approach is necessary and supports the proposed development as it seeks to provide a social and a housing benefit, and because retention of the house is not economically viable to the owner for this development.

### 2. Opposition to a new social housing development

- This type of development is already over represented in the neighbourhood and is overpowering the impact on surrounding businesses and residents;

- Other similar facilities in the area are very poorly managed and will soon become an “anything goes” location;
- Marginalize legitimate business and citizens which will slowly skew the demographics in favour of residents of “social housing”; and
- Unbalanced demographic which is localized in the DTES, comes with a large number of negative collateral affects.

**Staff Response:** This application has been proposed under the site's existing zoning regulations to provide small scale residential uses that is compatible with nearby and adjacent residential uses. Sub-area 4 (Alexander / Powell) of the DEOD requires a minimum of 20% social housing be included in this development. This sub-area is intended to provide new affordable housing, upgrade the quality of existing housing, and increase proportion of self-contained dwelling units through rehabilitation or new construction as a contribution towards the overall DTES Housing Plan objectives.

### 3. Opposition to the specific program proposed for this site

It should be noted that in addition to the 6 notification responses, staff from Social and Housing Policy were contacted separately by additional community groups and agencies to express the following concerns:

- This facility does not serve the greater good of the community or the neighbourhood, if this site is an attempt to assist women at risk, perhaps a location with a better mix of role models is more appropriate;
- Oppenheimer Park area is notorious for its drug activity, housing these vulnerable women in an area filled with predators and crime is irresponsible and unacceptable;
- Recommends relocating the Imouto Housing project to an area of the city that will help to distance its intended residents from the Oppenheimer Park neighbourhood.
- Concerns that the sexual exploitation of minor youths in Vancouver is a serious problem which has been inadequately addressed;
- A housing project located in this environment exemplifies an abdication of the mandate of the provincial government to protect these young women (under 19);
- DTES is not a place for marginalized and unprotected girls who make up the population that is statistically significant for being sexually exploited;
- Question whether housing these girls in this area where they are easy prey is a wise decision; and
- Question mixing under age girls and women in the same housing resource.

**Staff Response:** The OMP outlines the operating parameters for the 12 modular housing units and the adjacent Imouto House. It includes protocols to manage operational issues, mitigate risks and address concerns that have been or may be raised by residents, business owners, neighbours and / or service providers. These protocols include setting up a Community Advisory Committee (CAC) and expectations around an adequate and timely response on the part of Atira staff to any operational issues or community concerns.

It should be noted that MCFD and the BC Representative for Children and Youth Office are not supportive of Imouto House housing youth under 19 years of age. The City acknowledges the Provincial authority for the welfare of children and youth and is recommending that the OMP include a referral process for youth under 19 years of age, to be agreed with MCFD. This referral process will set out how Atira and MCFD will work together to assist youth under 19, who contact staff at Imouto House in search of housing and support, to find alternative and suitable housing. (Refer to Condition 1.3 c).

A Community Advisory Committee (CAC) representing a diverse range of community members will be formed as a requirement of the OMP to ensure open communications with the community and to address operational issues. Additional community representation is recommended to enhance oversight of the program. Staff recommends that MCFD sit on the CAC to provide on-going guidance and oversight regarding the referral process for youth under 19 years of age.

In addition, as a condition of the permit, an annual evaluation and status report must be submitted to the City to ensure proper oversight and management of the project.

The City also acknowledges that the gap in housing, outreach and support services for this vulnerable population remains. These service gaps, in particular outreach and exiting for sexually exploited youth were identified and put forward as recommended actions for senior government consideration in the September 2011 Council Report entitled Preventing Sexual Exploitation and Protecting Vulnerable Adults and Neighbourhoods affected by sex work: A Comprehensive Approach and Action Plan (refer to Appendix J).

Atira has funding for an external program evaluation for Imouto House, which will assist in determining some best practices for working with vulnerable women who want to exit the sex trade.



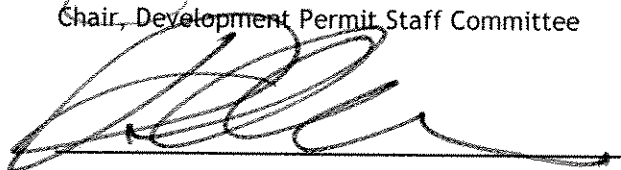
DEVELOPMENT PERMIT STAFF COMMITTEE COMMENTS:

The Staff Committee has considered the approval sought by this application and concluded that with respect to the Zoning and Development By-law and Official Development Plan it requires decisions by both the Development Permit Board and the Director of Planning.

With respect to the decision by the Development Permit Board, the application requires the Development Permit Board to exercise discretionary authority as delegated to the Board by Council.

With respect to the Parking By-law, the Staff Committee has considered the approval sought by this application and concluded that it seeks relaxation of Sections 4.2.1.8 and 6.2.1.5 of the Parking By-law for the number of parking spaces and the number of Class A Bicycle spaces provided, respectively.

The Staff Committee supports the relaxations proposed. Staff Committee acknowledges the loss of the heritage building is regrettable. However, heritage retention is not always possible when balancing other competing public interests such as social housing opportunities.

  
\_\_\_\_\_  
J. Greer  
Chair, Development Permit Staff Committee  
\_\_\_\_\_  
S. Hein  
Senior Urban Designer  
\_\_\_\_\_  
J. Boldt  
Heritage Planner  
\_\_\_\_\_  
M. So  
Project Coordinator

Project Facilitator: M. So

## DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATIONS

The following is a list of conditions that must also be met prior to issuance of the Development Permit.

### A.1 Standard Technical Conditions

- A.1.1 Provision of a minimum of twenty (20) Class A and six (6) Class B Bicycle spaces in accordance with the Parking By-law, to the satisfaction of the General Manager of Engineering Services;

**Note to Applicant:** Adjust the required Bicycle parking as follows:

- Convert the Class A spaces under the stairs to vertical lockers to provide a minimum of 8 spaces for each modular building, for a total of 16 spaces;
  - Convert the 4 Class A horizontal locker spaces by the entrances to provide electrical outlets;
  - Provide at least 20% of the Class A Bicycle spaces to be located in lockers (Section 6.3.13A);
  - Clearly indicate a door at the end of the Bicycle space (Section 6.3.18);
  - Provide an electrical outlet is required for each two Class A bicycle spaces (Section 6.3.21); and
  - Locate the required 6 Class B bicycle onto City property. (Contact Rob Teixeira - Engineering at 604-829-2036 for additional information and application.)
- A.1.2 Notation on plans stating that: "The design of the bicycle spaces (including bicycle rooms, compounds, lockers and / or racks) regarding safety and security measures shall be in accordance with the relevant provisions of Section 6 of the Parking By-law";
- A.1.3 Design development to locate, integrate and fully screen any emergency generator, exhaust or intake ventilation, electrical substation and gas meters in a manner that minimizes their visual and acoustic impact on the building's open space and the Public Realm;
- A.1.4 Written confirmation shall be submitted by the applicant that:
- the acoustical measures will be incorporated into the final design, based on the consultant's recommendations as concurred with or amended by the Medical Health Officer (Senior Environmental Health Officer);
  - An acoustical consultant's report shall be submitted which assesses noise impacts on the site and recommends noise mitigation measures in order to achieve noise criteria;
  - adequate and effective acoustic separation will be provided between the commercial and residential portions of the building; and
  - mechanical (ventilators, generators, compactors and exhaust systems) will be designed and located to minimize the noise impact on the neighbourhood and to comply with Noise By-law #6555;
- A.1.5 Written confirmation is to be submitted that the notification signs on the site have been removed;

### Standard Heritage Conditions

- A.1.6 Submission of the following: (1) finalized Statement of Significances (SOSs) for the 'Old Sailors Home' at 500 Alexander St (120 Jackson Ave) and the 'JB Henderson House' at 502 Alexander Street are to be submitted incorporating any new information; and (2) accurate "as built" record drawings of the 'JB Henderson House', along with photographs of surviving original interior and exterior details;

**Note to Applicant:** Electronic copies of the SOSs and drawings/ photos are to be sent to the Heritage Planner, James Boldt at [james.boldt@vancouver.ca](mailto:james.boldt@vancouver.ca).

### Standard Landscape Conditions

#### A.1.7 Provision of an improved landscape plan;

**Note to Applicant:** the landscape plan requires further clarifications and detailing. It is recommended the grey hatching be deleted. Improve the graphic representation of walls through labelling and provision of wall elevations. Plant species, quantities and sizes to be clearly labelled on the landscape plan.

### Social Planning/Housing Policy

- A.1.8 Make arrangements to the satisfaction of the Director of Legal Services and the Managing Director of Social Development to enter into a Housing Agreement for 60 years or the life of the building, whichever is greater, in order to comply with the exemption provisions for social housing in the DCL By-law, subject to a no separate-sales covenant and a non-stratification covenant. Half of the units will be secured with rent controls;

#### A.2 Standard Engineering Conditions

- A.2.1 Written confirmation that all utilities will be underground and within private property is required; and

**Note to Applicant:** The General Manager of Engineering Services will require all utility services to be underground for this "conditional" development. Any alterations to this existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant is required to show details of how the site will be provided with all services being underground. Please contact Bill Moloney at 604.873.7373 for further information;

- A.2.2 Provision of an additional garbage space (minimum 5 ft x 8 ft) to accommodate existing garbage container currently stored on City property on Jackson Ave at the lane and confirmation that the proposed space is adequate for all uses in the building and that the building operator acknowledges that the increased pick up frequency may be required.

**Note to Applicant:** Written confirmation from a waste hauler is required.

**B.1 Standard Notes to Applicant**

- B.1.1 The applicant is advised to note the comments of the Processing Centre-Building, Vancouver Coastal Health Authority and Fire and Rescue Services Departments contained in the Staff Committee Report dated January 11, 2012. Further, confirmation that these comments have been acknowledged and understood, is required to be submitted in writing as part of the "prior-to" response.
- B.1.2 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before **(6 months after DP Board date)**, this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.
- B.1.3 This approval is subject to any change in the Official Development Plan and the Zoning and Development Bylaw or other regulations affecting the development that occurs before the permit is issuable. No permit that contravenes the bylaw or regulations can be issued.
- B.1.4 Revised drawings will not be accepted unless they fulfill all conditions noted above. Further, written explanation describing point-by-point how conditions have been met, must accompany revised drawings. An appointment should be made with the Project Facilitator when the revised drawings are ready for submission.
- B.1.5 A new development application will be required for any significant changes other than those required by the above-noted conditions.

**B.2 Conditions of Development Permit:**

- B.2.1 All approved off-street vehicle parking, loading and unloading spaces, and bicycle parking spaces shall be provided in accordance with the relevant requirements of the Parking By-law prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
- B.2.2 All landscaping and treatment of the open portions of the site shall be completed in accordance with the approved drawings prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
- B.2.3 Any phasing of the development, other than that specifically approved, that results in an interruption of continuous construction to completion of the development, will require application to amend the development to determine the interim treatment of the incomplete portions of the site to ensure that the phased development functions are as set out in the approved plans, all to the satisfaction of the Director of Planning.
- B.2.4 This site is affected by a Development Cost Levy By-law and levies will be required to be paid prior to issuance of Building Permits.

## Processing Centre - Building comments

The following comments have been provided by Processing Centre - Building and are based on the architectural drawings received on August 3, 2011 for this Development application. This is a preliminary review intended to identify areas in which the proposal may conflict with requirements of the Vancouver Building By-law (VBBL).

1. \* Egress from the 3<sup>rd</sup> storey of both buildings does not comply with Sentence 9.9.7.2.(2) of the Building By-law since suites 9, 10, 11 and 12 each only have access to 1 exit from this 3<sup>rd</sup> storey whereas these suites must have access to a minimum of 2 exits as per Sentence 9.9.8.2.(1) of the VBBL.

**Note:** It also appears that the adjacent existing buildings have unprotected openings within 9.84 ft (3 m) horizontal distance and less than 32.81 ft (10 m) below and less than 16.4 ft (5 m) above these exterior exit stairs. If so, then exit exposure protection will be required as per Sentence 9.9.4.4.(1) of the VBBL; otherwise, non-conformity will have been created.

2. \* The new building at the South end of the site is more than the permitted 49.2 ft (15 m) distance from the street in contravention of Sentences 9.10.20.3.(1) and 3.2.5.5.(1) of the VBBL.
3. The width of the firefighters' path of travel from the street must be not less than 6.56 ft (2 m) wide as per Sentence 9.10.20.3.(1) and Sub-Clause 3.2.5.6.(2).(a).(i) of the VBBL.
4. The plans of the exterior egress/exit stairs are not correctly shown at the 2<sup>nd</sup> and 3<sup>rd</sup> storeys of both buildings.

**Note:** The "up" and "down" directions are not shown at the stairs in front of units #5 and #6 and the plans seem to show stairs leading up from the 3<sup>rd</sup> storey yet there are no roof decks. The confusion appears to arise from showing the stairs and landings of the 2<sup>nd</sup> storey of the buildings on the 3<sup>rd</sup> floor plans, rather than just showing the stairs and landings which are actually at the 3<sup>rd</sup> storey of the building.

5. Floors must have a 45 minute fire resistance rating as per Sentence 9.10.8.1.(1) and Table 9.10.8.1 of the VBBL.

**Note:** The exterior passageways must also have a 45 minute fire resistance rating as per Sentence 9.1.8.1.(1) of the Building By-law, and, be of non-combustible construction so as to not contravene Clause 9.10.14.5.(5).(a) of the Building By-law.

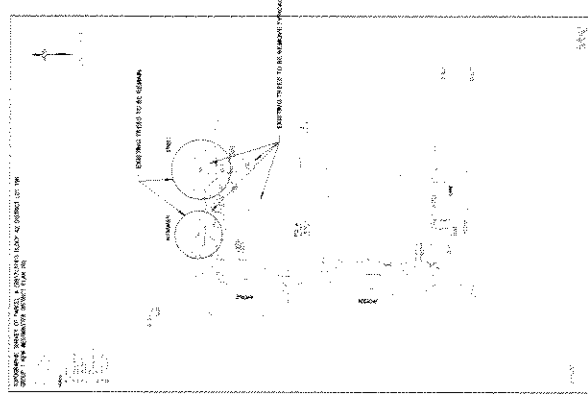
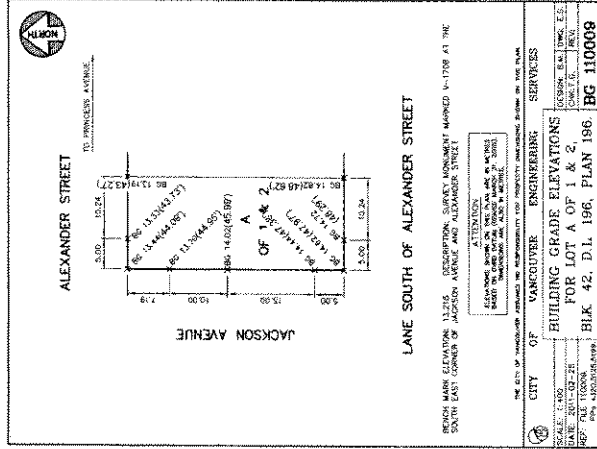
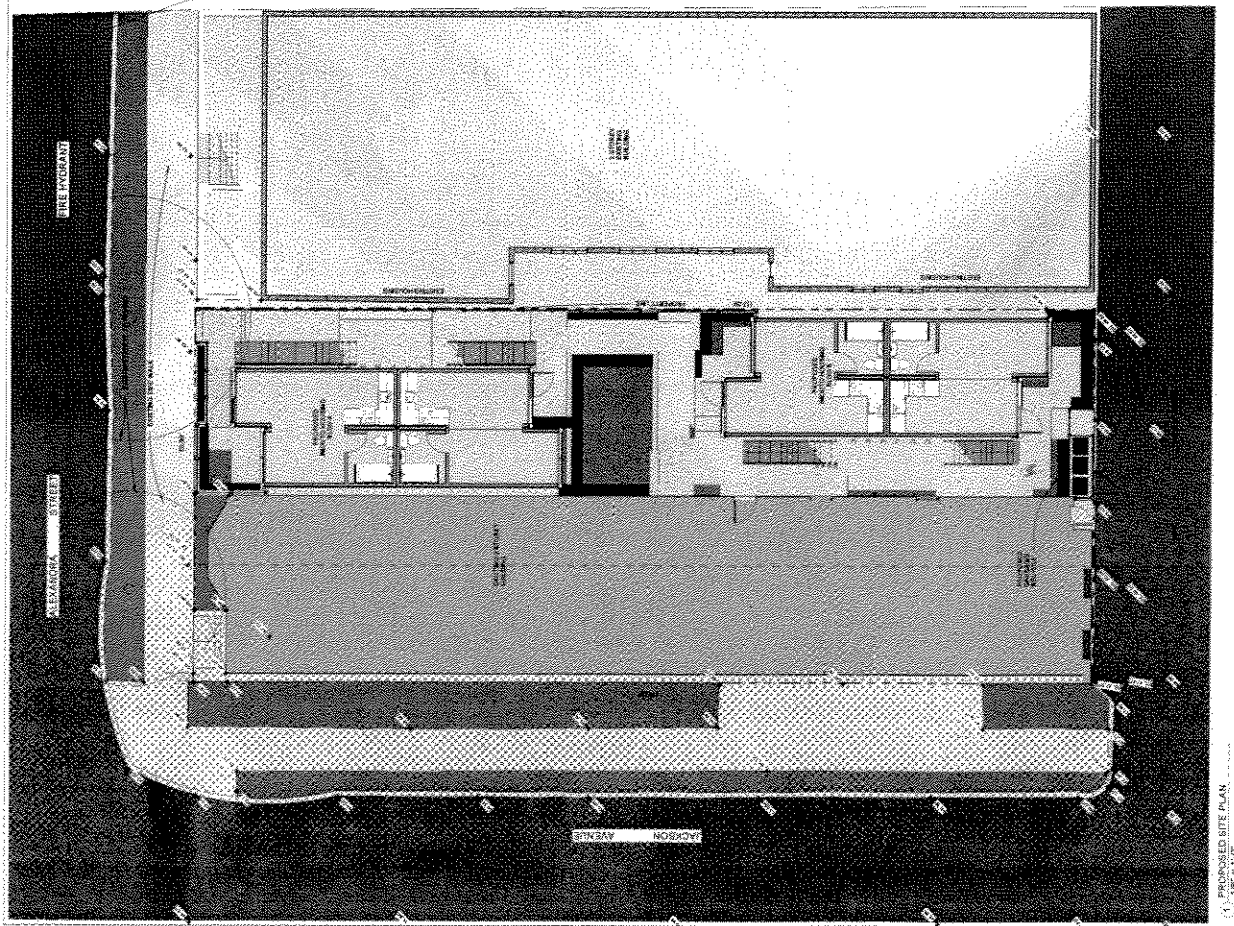
6. This building shall comply with the Energy Utilization requirements of the Vancouver Building By-Law No.9419 and ASHRAE standard 90.1-2007.

\* Items marked with an asterisk have been identified as serious non-conforming Vancouver Building By-law issues.

Written confirmation that the applicant has read and has understood the implications of the above noted comments is required and shall be submitted as part of the "prior to" response.

The applicant may wish to retain the services of a qualified Building Code consultant in case of difficulty in comprehending the comments and their impact on the proposal. Failure to address these comments may jeopardize the ability to obtain a Building Permit or delay the issuance of a Building Permit for the proposal.

<p><b>CLIENT</b> ATIRA WOMEN'S RESOURCE SOCIETY 101 East Cordova Street Vancouver, British Columbia V6A 1K7</p>		<p><b>PROJECT MANAGER</b> JTW Consulting 204 E Braemar Rd North Vancouver V7N 1R1 TEL: 778 898 9908</p>		<p><b>CONSULTANTS</b> McGinn Engineering &amp; Preservation Ltd. Barry McGinn Architect 803 - 402 West Pender Street Vancouver, BC TEL: 604-473-9866 FAX: 604-473-9877 WWW.mcgin-engineering.com</p>		<p><b>CODE</b> GFT ENGINEERING INC. 800 - 1901 Rosser Avenue Burnaby, BC V5C 5R6 TEL: 604-235-4234 FAX: 604-684-2402</p>		<p><b>SURVEYOR</b> McEllanney Associates Land Surveying Ltd. 13160 88th Avenue Surrey, BC V3W 3K3 Tel: 604 596 0391 ext 238 Fax: 604 596 8853</p>	
<p><b>PROPOSED SUBJECT SITE</b></p>		<p><b>SUBJECT SITE</b></p>		<p><b>PROPOSED SUBJECT SITE</b></p>		<p><b>SUBJECT SITE</b></p>			



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<p><b>PROJECT</b>          IMOUTO HOUSING          120 JACOBSON STREET,          VANCOUVER, B.C.  <b>TITLE</b>          SITE PLAN,          BUILDING GRADE          &amp; SURVEY          Drawn By: [Signature]          Check By: [Signature]          Scale: As Shown          Date: 01/01/2011          A0.01</p>	



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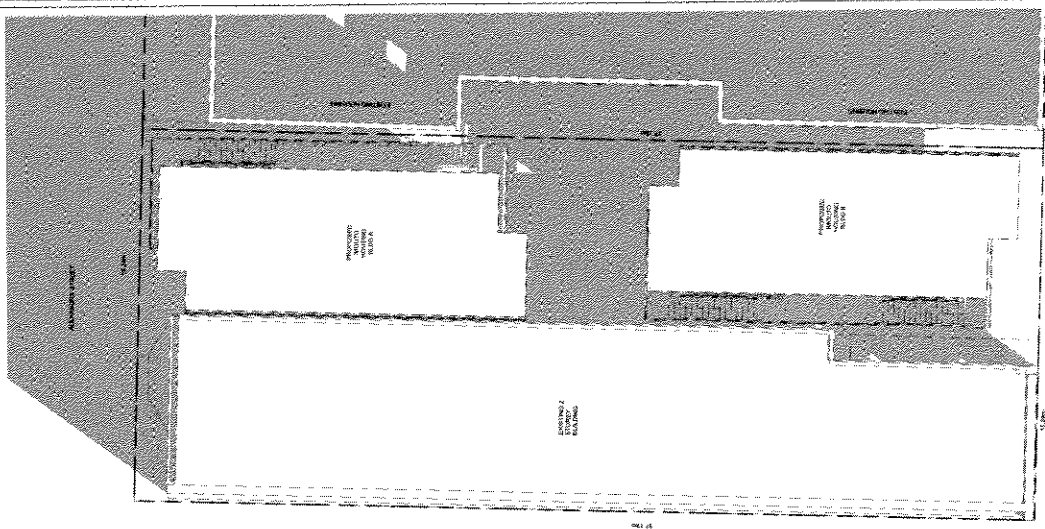
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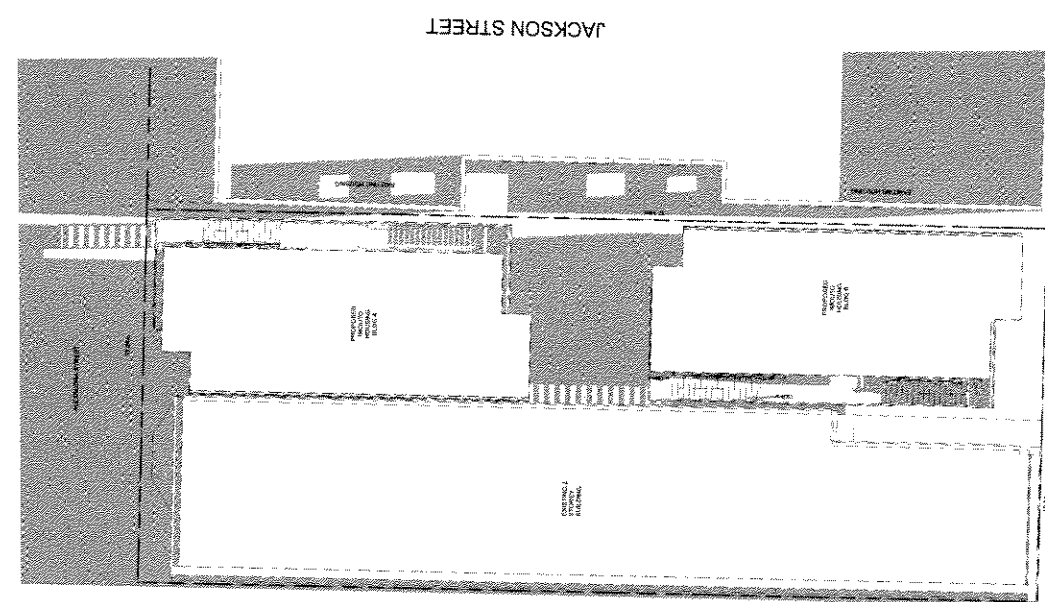
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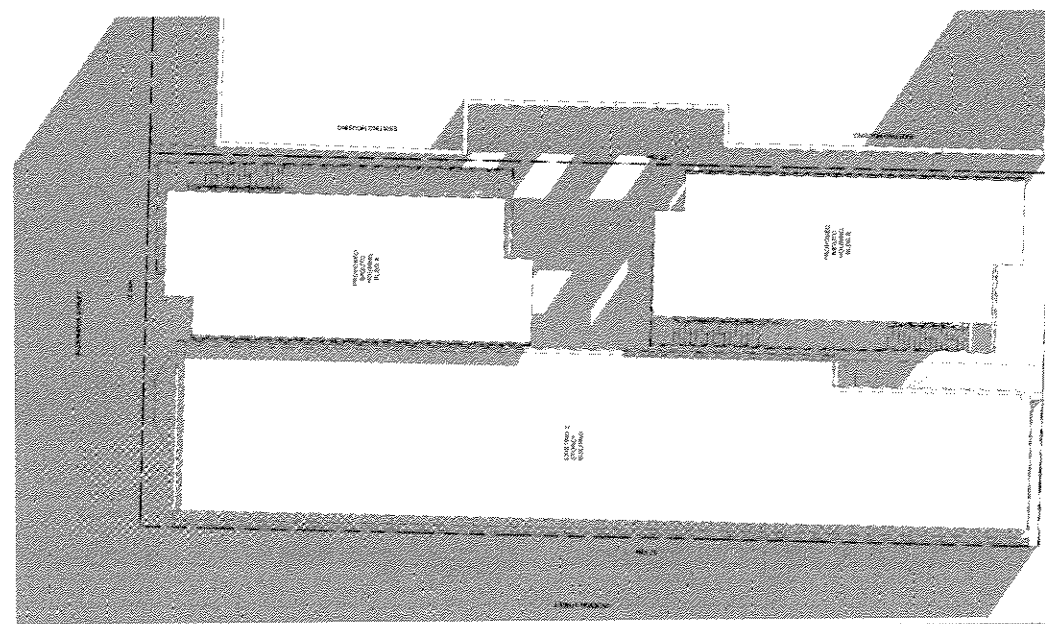
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① SHADOW STUDY @ 2 PM SEPT 21  
 18° - 14°



② SHADOW STUDY @ 12 NOON SEPT 21  
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③ SHADOW STUDY @ 9 AM SEPT 21  
 18° - 14°



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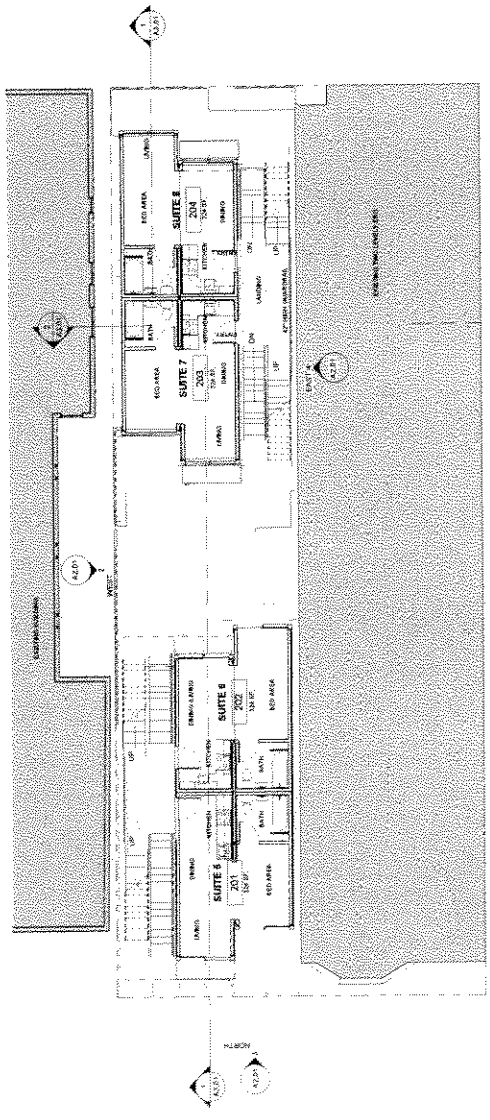
**McGinn Engineering & Preservation Ltd./ Barry McGinn Architects**  
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 Tel: 604.475.4466 / 604.475.4477  
 Fax: 604.475.4466  
 Email: info@mcginn.ca

NO.	DATE	DESCRIPTION
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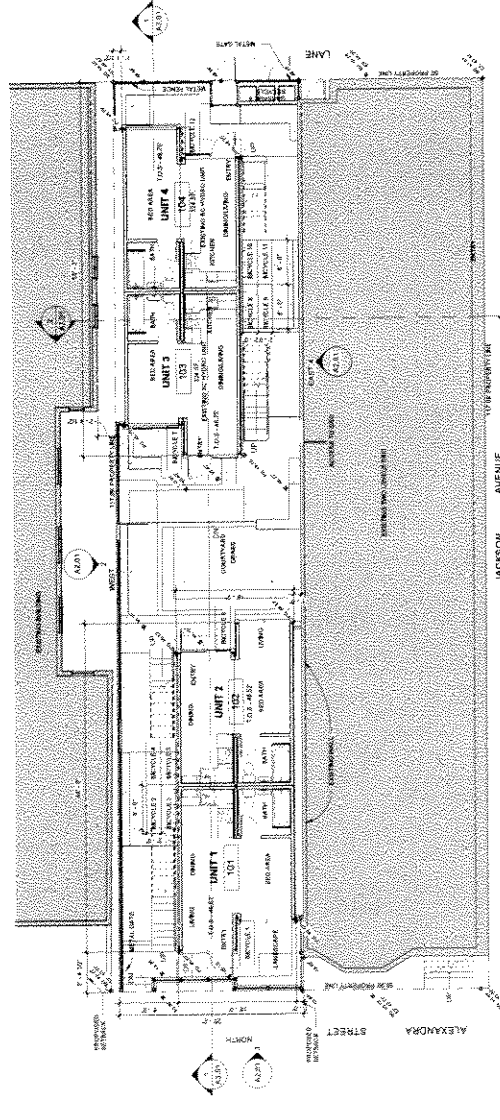
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 IMOUTO HOUSING  
 133 JACKSON STREET,  
 VANCOUVER, B.C.

**TITLE**  
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 LEVEL TWO FLOOR  
 PLANS

Drawn By: J.A. INVENT  
 Date: 08/11  
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2 LEVEL ONE FLOOR PLAN  
 1/8" = 1'-0"



1 GROUND FLOOR PLAN  
 1/8" = 1'-0"

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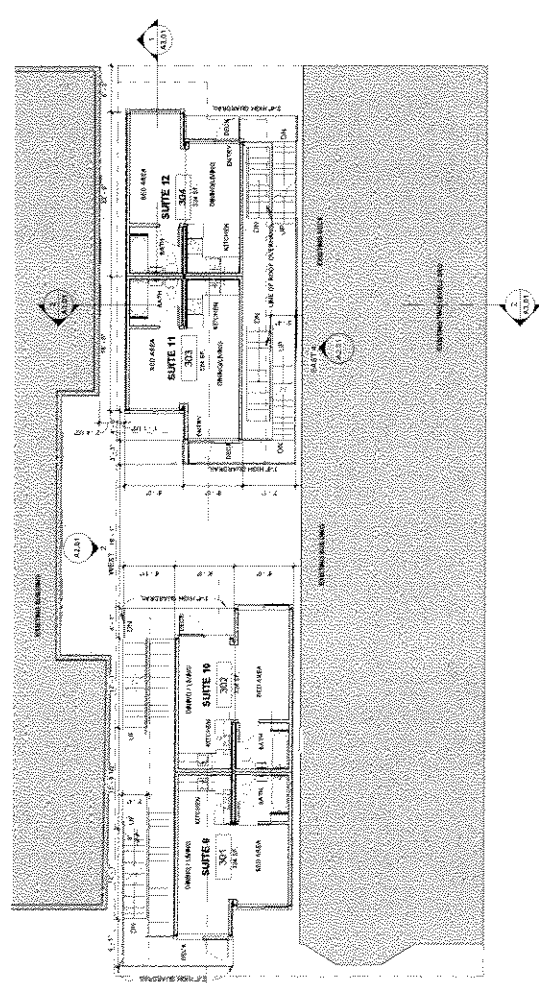
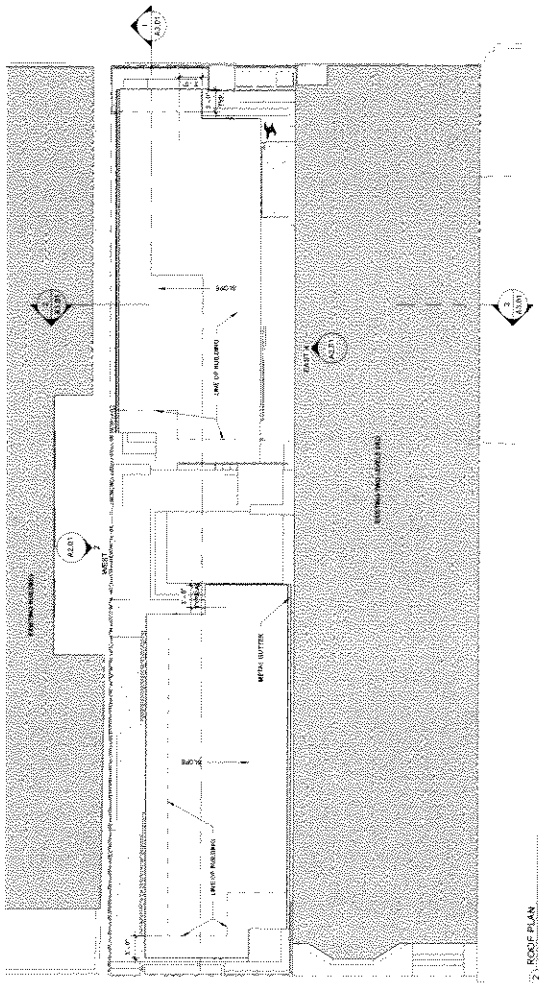
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PROJECT: IMOUTO HOUSING  
 120 JACKSON STREET, VANCOUVER, B.C.

TITLE: LEVEL TWO FLOOR PLAN & ROOF PLAN

Drawn By: M.A.  
 Checked By: M.A.  
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A.102

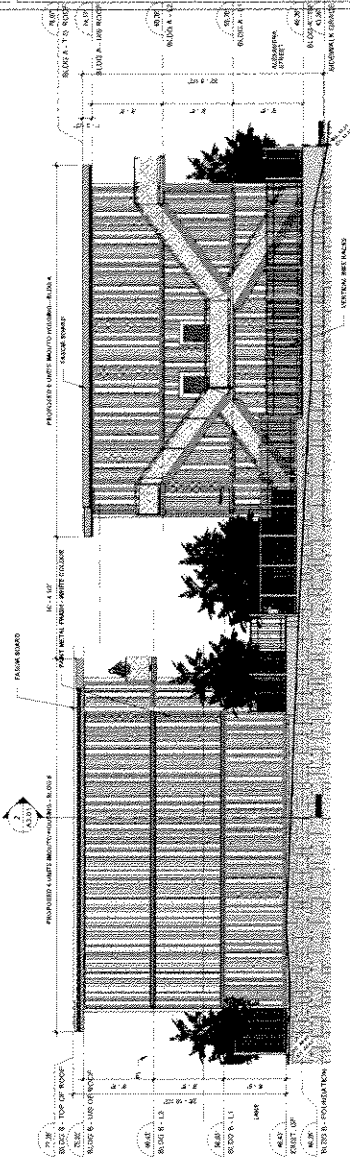


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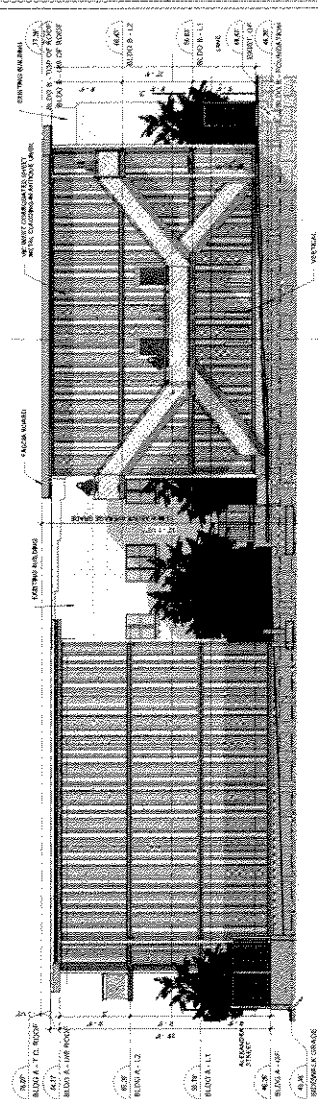
**McGraw Engineering & Preservation Ltd./ Barry McGraw Architects**  
 1000 10th Avenue SW  
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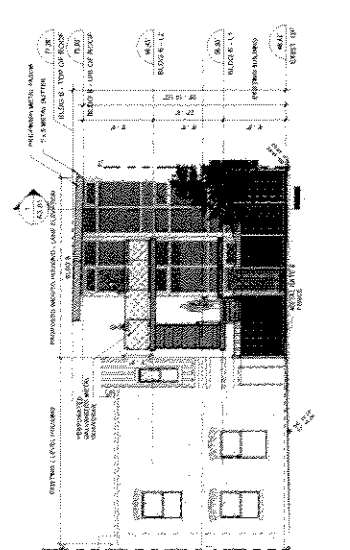
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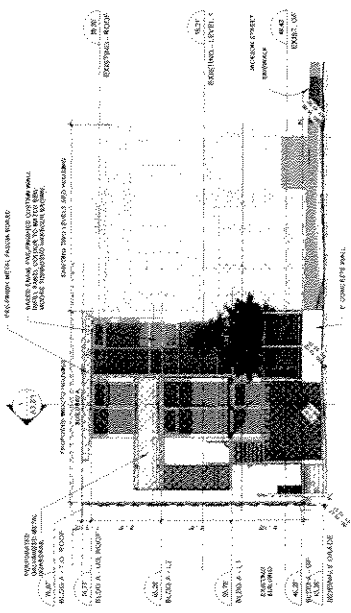
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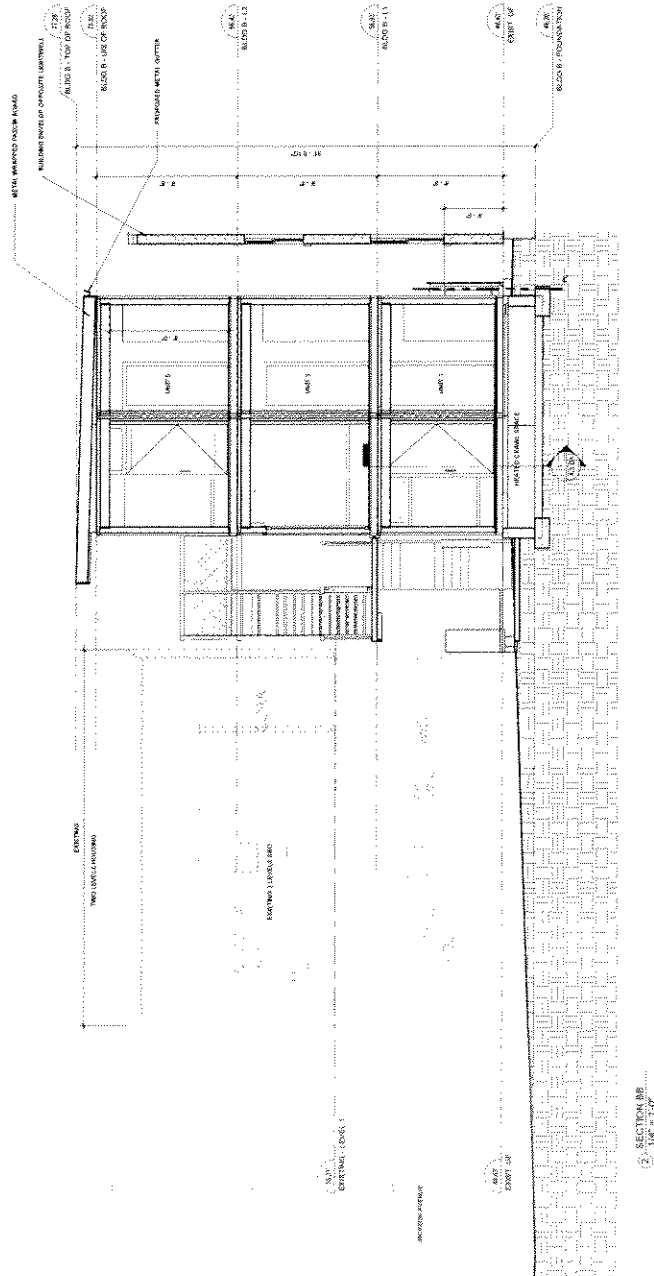


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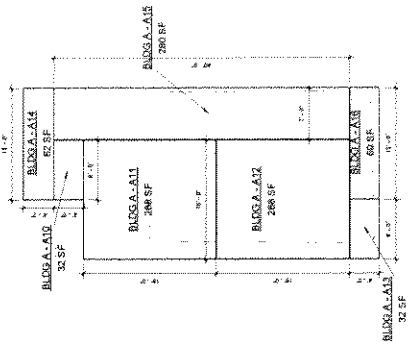


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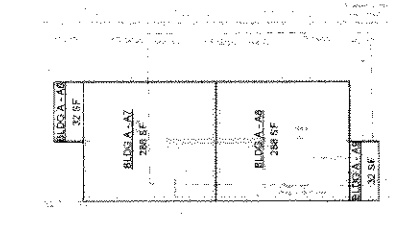
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Rev	Description	Date
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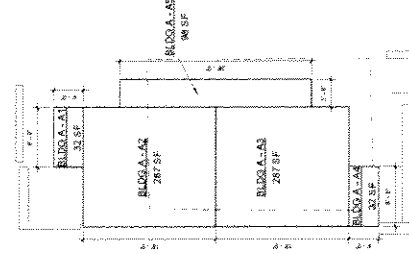
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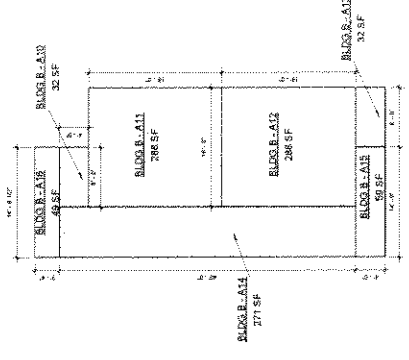
1 BLDG A-12  
 16' x 14'



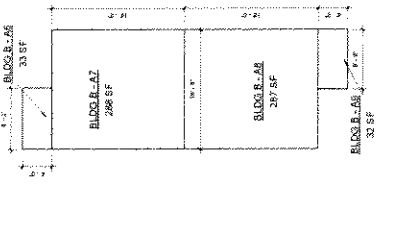
2 BLDG A-11  
 18' x 14'



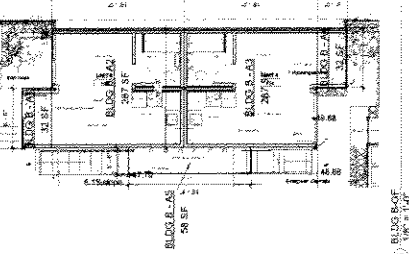
3 BLDG A-06  
 18' x 14'



6 BLDG B-12  
 16' x 14'



5 BLDG B-11  
 18' x 14'



4 BLDG B-06  
 18' x 14'

NAME	AREA
BLDG A-01	32 SF
BLDG A-02	287 SF
BLDG A-03	287 SF
BLDG A-04	30 SF
BLDG A-05	14 SF
BLDG A-06	20 SF
BLDG A-07	208 SF
BLDG A-08	208 SF
BLDG A-09	32 SF
BLDG A-10	32 SF
BLDG A-11	208 SF
BLDG A-12	208 SF
BLDG A-13	32 SF
BLDG A-14	32 SF
BLDG A-15	208 SF
BLDG A-16	60 SF
Grand total	2472 SF

NAME	AREA
BLDG B-01	32 SF
BLDG B-02	287 SF
BLDG B-03	287 SF
BLDG B-04	32 SF
BLDG B-05	38 SF
BLDG B-06	208 SF
BLDG B-07	208 SF
BLDG B-08	32 SF
BLDG B-09	32 SF
BLDG B-10	208 SF
BLDG B-11	208 SF
BLDG B-12	32 SF
BLDG B-13	32 SF
BLDG B-14	208 SF
BLDG B-15	59 SF
BLDG B-16	46 SF
Grand total	2309 SF

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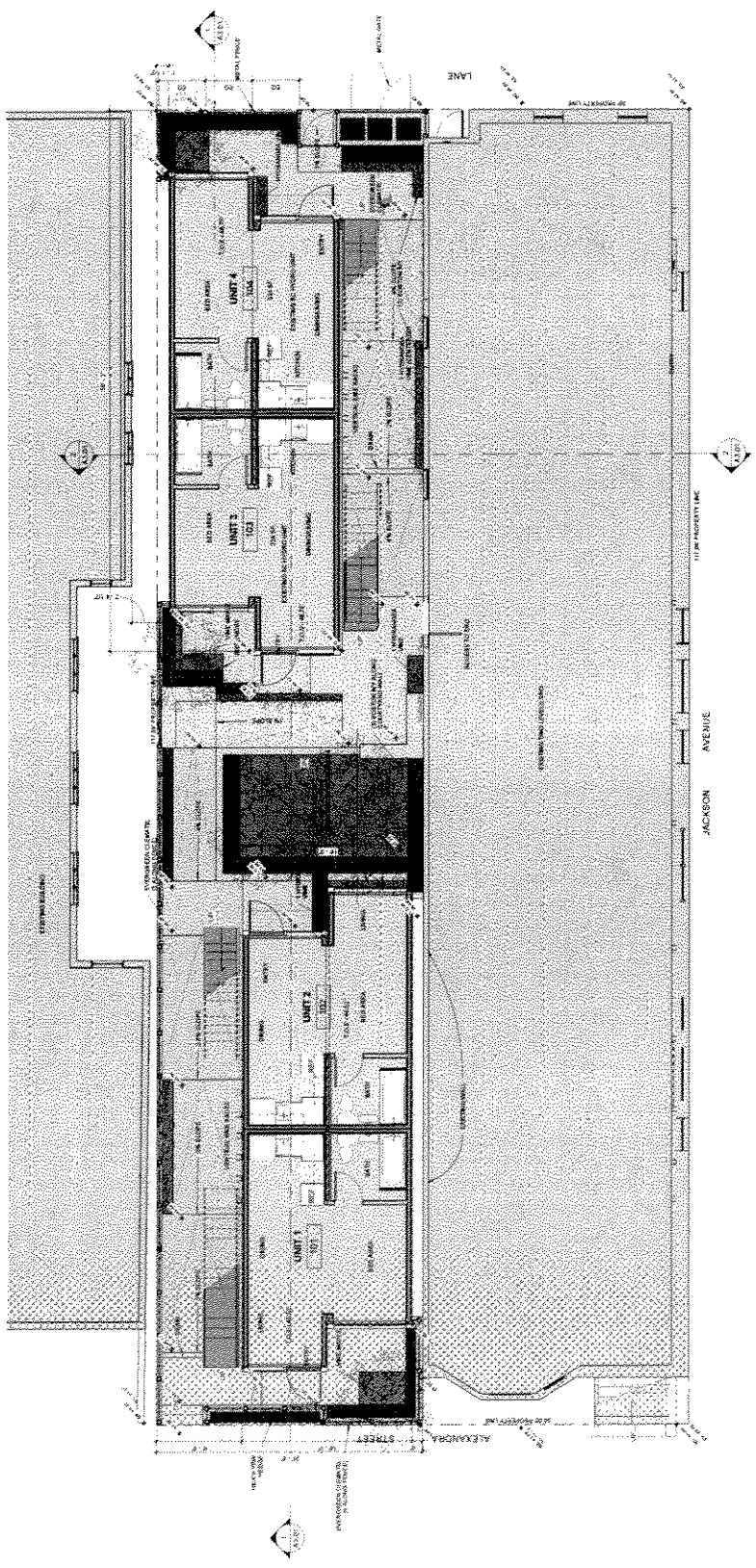
NO.	DATE	DESCRIPTION
1	2013	ISSUED FOR DEVELOPMENT

PROJECT: IMCUTO HOUSING  
120 JACKSON STREET, VANCOUVER, B.C.

TITLE: LANDSCAPED SITE PLAN

Scale: 1/8" = 1'-0"

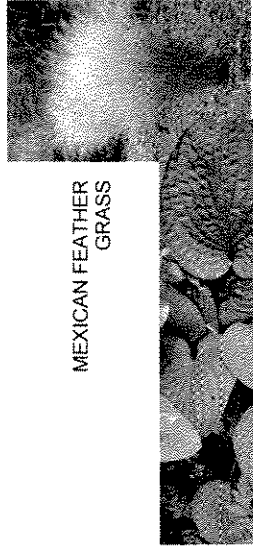
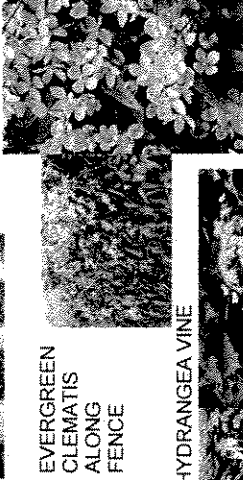
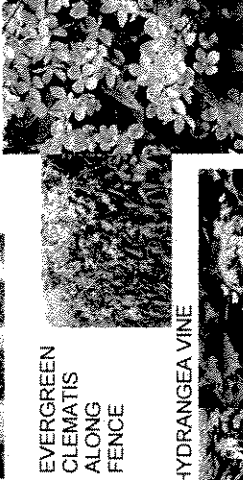
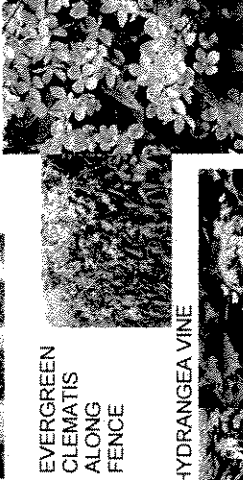
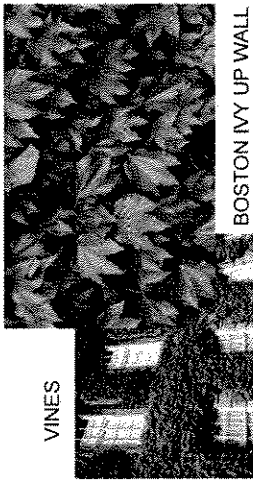
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No.	Category	Date
1	ISSUED FOR DIPLOMA SUBMISSION	AUG. 2011

PROJECT	IMOUTO HOUSING 123 JACKSON STREET, VANCOUVER, B.C.
TITLE	LANDSCAPE PLANTING SCHEDULE
Drawn By	GT
Date	07/04/11
Scale	1:1



PLANT LIST			
Botanical Name	Common Name	Quantity	Size
TREE			
Acer glabrum	Vine Maple	6	1.5M b&b
HEDGE			
Taxus x media 'Hicksii'	Hick's Yew Hedge	83	1.0M
GROUND COVER			
* Notes: Mixture of groundcover to be planted under Vine Maples in Courtyard			
Adiantum pedatum	Northern Maidenhair Fern	27	#2 pot
Gaultheria procumbens	Wintergreen	18	#1 pot
Sagina subulata	Irish Moss	35	#1 pot or Flats = 53sq ft
PERENNIAL			
Hosta 'Fortunei Hyacinthina'	Plantain Lily	13	#2 pot
GRASS			
Nassella tenuissima	Mexican Feather Grass	32	#1 pot
VINES			
Clematis armandi 'Apple Blossom'	Evergreen Vine	10	#2 pot
Hydrangea arnomae petiolaris	Hydrangea Vine	4	#2 pot
Parthenocissus tricuspidata 'Veitchii'	Boston Ivy	6	#2 pot

Design Rationale

Responding to the need to provide affordable housing in the metropolitan area of Vancouver, Atira Women's Resource Society in this proposed site development will provide a total of 30 housing units to the Downtown –Eastside Oppenheimer District. This includes 18 units in the heritage masonry structure at the west edge of the property and 12 units (6 additional social housing units and 6 core affordable units) in Steel Container Housing located at the east edge of the property. This project meets the goals outlined in the DTES Official Development plan adopted by By-law No. 5532, April 20, 1982, and responds to the City of Vancouver's Philosophy in the Downtown East Side "REVITALIZATION WITHOUT DISPLACEMENT".

Design principles for this project were based on sustainable building design concepts. The design of the cladding and glazing will be energy efficient and materials with a high recycled content that have been manufactured from rapidly renewable resources will be specified. This proposed housing development is designed to be modular; repetitive in detail; efficient with materials and energy and low in development costs to provide the DTES with affordably constructed housing units. The container walls and roof will be continuously insulated with thermally efficient polyurethane foam insulation. Generous roof overhangs at the stairs and walkways will provide overhead weather protection.

The proposed 3 storey 8 foot by 40 foot container units are located to the eastern portion of the site where an existing storage facility and single family home was sited. Locating the containers close to the front and rear yard setbacks along the lane and Alexandra Street creates a central courtyard that responds to the existing light well for the housing to the east and provides a larger landscaped urban garden for the residents. The use of vines along the fence provide a living element in the urban core and contribute colour, scent and a clean filter. Climbing vines add a vertical living element in a narrowly confined space, adding texture and year-round interest to expansive wall surfaces. Strategically placed hedges reinforce spacial separations between public and private adjacencies. Where possible, intimate private courtyard areas have been developed at ground floor units. The central courtyard acts as a visual oasis for both ground floor and upper floor residences. It also contributes to small social interactions through the placement of seating.

Energy Efficient Low E Large glazed areas for the units replace the container doors, providing natural light and ventilation to the housing units, and respond to the street life both along Alexandra Street and the lane. Barry McGinn Architect proposes to clad the visible container walls and soffits with corrugated sheet metal over strapping. The steel cladding will be painted a light colour to reflect light back to the adjacent site. The proposed roof membrane will be a white single-ply reflective membrane to reduce the heat-island effect of the downtown core.

Exiting from the units is provided with a light steel framed stair cantilevered from the steel container frame. The stairs are designed to be light and transparent with guards constructed of perforated aluminum or steel light plate stock.

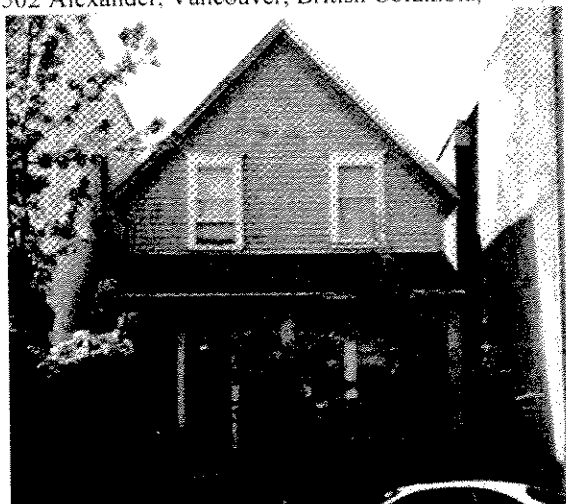
Security for the occupants will be provided by light aluminum fencing. The grading of the site from south to north will make use of the natural slope and the surface paving will be concrete. The tenants that will live in these units will not have ownership of cars. Therefore the development is proposing to provide a total of 12 bicycle stalls. Storage for recycling and garbage containers will be located in a fenced in area at the South Lane.

## Statement of Significance

Appendix F ; page / of 6

### Henderson House

502 Alexander, Vancouver, British Columbia, V6A, Canada



Front elevation



Rear elevation

### Other Name(s)

n/a

### Links

n/a

### Construction Date(s)

late 1887- early 1888

### Description of Historic Place

Henderson House is a two-storey Victorian old growth Douglas fir wood-framed house, the second oldest house in Vancouver. It is located at 502 Alexander Street across from the site of Vancouver's first industrial building, the Hastings Sawmill.

### Heritage Value

The heritage value of the Henderson House lies in its architectural and historical significance in the early history of Vancouver.

Vancouver was established as a city in 1886, and the Henderson House is listed in the city of Vancouver's first assessment records, dated February 1, 1888. This home was built in 1887-1888 for pioneer Vancouver merchant John Baptist Henderson of Henderson Brothers wholesale and jobbing commission merchants, dealers in produce and general supplies.

Henderson was one of the first three school trustees in Vancouver in 1886. He was involved in establishing some of the first lumber and shingle mills in British Columbia. He lived at 502 Alexander with his wife and seven children in the frontier years of Vancouver's history.

This Victorian house features unusual front porch column bracketing, a fine classic oak fireplace, and an 1880s staircase banister rarely seen in Vancouver.

The Henderson House has value as being one of the only existing homes in Vancouver from the 1880s, and through its association with the Hasting Sawmill and early industry in Vancouver. It was constructed within eight months of the arrival of the first Canadian transcontinental railway to reach the Pacific coast at Vancouver in early 1887. It is located on one of the city's first streets, Alexander Street, which in 1886 was the site of the first large homes built in Vancouver.

Mr. Alexander ran the Hastings Sawmill and the first residential street near the sawmill was named after him. Before coming to Vancouver, John Henderson was the founder and manager of the Dominion Saw Mills in New Westminster, which later became the Royal City Planning Mills. This company bought the Hastings Sawmill in 1890. In the 1890s the Hastings Sawmill purchased the Henderson house and used it to house the manager of the Hasting Sawmill store, then the bookkeeper for the Hastings Sawmill, and finally the accountant.

Adjacent to the subject house is the Sailors Home, a rooming house listed on the Vancouver Heritage Register as a "B" category building. For a few years after 1912 these two buildings were notably part of Vancouver's red light district, which consisted of two blocks of Alexander Street. Together these buildings make an interesting contribution to the record of the early development of the city.

## Character Defining Elements

### Key elements that define the heritage character of the exterior of the Henderson House include:

- Simple gable form with shed front porch
- Unique Victorian stepped arches between the front porch columns
- Original horizontal siding, window trim boards and double hung windows
- Upper window trim boards that overlap the soffit trim boards at the front and back of the house

### Key elements that define the heritage character of the interior of the Henderson House include:

- A fine Edwardian oak fireplace featuring Greek columns, tile and a thick oak mantle (installed sometime later than 1888)
- Victorian banister with large turned newel posts and narrow spindles, with shorter half-spindles between every full length spindle
- Original fir flooring
- Arched opening between the main front and back ground floor rooms
- Historic construction materials using old growth Douglas fir
- Historic construction employing balloon framing with doubly-long vertical studs that run from the main floor up two stories to the roof, with the floor joists bearing onto horizontal rim boards, not on the top of the studs
- Unusual roof framing, consisting of 2 by 6 inch roof rafters spaced 3 feet apart

### Key elements that define the location of the Henderson House include:

- Location across from the site of Vancouver's first industry, the 1865 Hastings Sawmill, which was established to cut down some of the finest timber in the world, the fine old growth Douglas fir forest that covered the site of Vancouver.
- Location on Alexander Street, the site of Vancouver's first large homes in 1886
- Views of the North Shore mountains and Vancouver harbour

## **Recognition**

Appendix F; page 3 of 6

## **Jurisdiction**

British Columbia

## **Recognition Authority**

City of Vancouver Heritage Inventory, classified as a "C" building.

## **Recognition Statute**

Vancouver Charter, s.593

## **Recognition Type**

Heritage Designation

## **Recognition Date**

1985/03/01

## **Historical Information**

### **Significant Date(s)**

n/a

## **Theme - Category and Type**

Expressing Intellectual and Cultural Life  
Architecture and Design

## **Function - Category and Type**

### **Current**

Residence Single Dwelling

### **Historic**

### **Architect / Designer**

n/a

### **Builder**

n/a

## **Additional Information**

### **Location of Supporting Documentation**

City of Vancouver Heritage Conservation Program

## **Cross-Reference to Collection**

### **Fed/Prov/Terr Identifier**

DhRs-39

## Statement of Significance

### Sailors Home

500 Alexander Street, Vancouver, British Columbia, V6A, Canada

Appendix F ; page 4 of 6



Front elevation



Side elevation

### Other Name(s)

Western Engineering and Trading Building

### Links

n/a

### Construction Date(s)

1912

### Description of the Historic Place

The Sailors Home is a two-storey brick Edwardian rooming house located at Alexander Street and Jackson Street, near the south shore of Vancouver harbour.

## Heritage Value

Appendix F; page 5 of 6

The heritage value of the Sailors Home lies in its social, architectural and historical significance in the history of Vancouver.

The Sailors Home was built in 1912 during the height of Vancouver's prosperity in the Industrial Age, when its economy was rooted in resource extraction and maritime trade. The building's architect was W.T. Whiteway, one of Vancouver's most prominent pioneer architects. In 1912 Whiteway also designed the tallest commercial building in the British Empire, the landmark World Tower on Beatty Street at Pender, now the Sun Tower..

Before it became known as the Sailors Home 500 Alexander first served as Dolly Darlington's brothel. This was at a time when the population of Vancouver consisted of 150 men for every 100 women. In 1911 the city's previous red light district was demolished after a public outcry and most of the brothels moved to this part of Alexander Street by 1912.

In 1918 the British Sailors Society purchased the building and created the Vancouver Sailors Home. This organization was part of a movement formed in response to vulnerable sailors being drugged and shanghaied from boarding houses to make up crews for ships. Its purpose was to provide a safe and comfortable home, with an opportunity for simple companionship and recreation.

The Sailors Home remained at 500 Alexander until Western Engineering and Trading took over the building in 1955. Flamboyant Vancouver millionaire Dr. Al Hubbard was a research scientist for Western Engineering. He had used LSD in 1951 and became the sole licenced importer of LSD to Canada and its main North American distributor, the 'Johnny Appleseed of LSD.' In 1955 he was using 500 Alexander as the address to import LSD.

Hubbard was the person who gave LSD to Aldous Huxley in 1955, Timothy Leary in the early 1960s, and eventually to 6,000 people. He worked as an LSD psychedelic therapist at New Westminster's infamous Hollywood Hospital in the 1950s, and with California psychiatrists who administered his LSD to Cary Grant, Jack Nicholson, Anias Nin and Stanley Kubrick in the 1960s. One of Hubbard's early converts gave LSD to Steven Jobs and about 30 Silicon Valley engineers who went on to invent most of the key components of the personal computer.

## Character Defining Elements

Key elements that define the heritage character of the Sailors Home include:

- Projecting bay window on front facade
- Original tiled entry with overhead round arch with a curved stained glass window
- Light-coloured local Clayburn brick on front facade and around the windows on the sides
- Front and side cornices with dentils and paired supporting brackets
- Upper floor decorative medallion centred in a curved arch that bisects the front facade cornice

Key elements that define the location of the Sailors Home include:

- Location across from the site of Vancouver's first industry, the 1865 Hastings Sawmill, which was established to cut down some of the finest timber in the world, the fine old growth forest that covered the site of Vancouver
- Views of the North Shore mountains and Vancouver harbour
- Location on Alexander Street, the site of Vancouver's first large homes in 1886
- Its role in the early history of a resource-based province where single men would work saving money in remote locations in the forestry, mining, construction and fishing industries, and who would winter over in downtown Vancouver

## Recognition

### Jurisdiction

British Columbia

### Recognition Authority

City of Vancouver Heritage Inventory, classified as a "B" building.

### Recognition Statute

Vancouver Charter, s.593

### Recognition Type

Heritage Designation

**Recognition Date**

1985/03/01

Appendix F ; page 6 of 6

**Historical Information****Significant Date(s)**

n/a

**Theme - Category and Type**

Expressing Intellectual and Cultural Life  
Architecture and Design

**Function - Category and Type****Current**

Residence Single Dwelling

**Historic****Architect / Designer**

W.T. Whiteway

**Builder**

Burrard Construction Company

**Additional Information****Location of Supporting Documentation**

City of Vancouver Heritage Conservation Program

**Cross-Reference to Collection****Fed/Prov/Terr Identifier**

DhRs-39

**Status**

Published

**Related Places**





P.O. Box 3336, Vancouver, BC, V6B 3Y3 | (604) 254-9411 www.heritagevancouver.org

Nov 28, 2011

Janice Abbott, Executive Director  
Atira Women's Resource Society

Dear Janice:

On behalf of Heritage Vancouver, I am writing to urge you to save the heritage building at 502 Alexander Street in Japantown and incorporate this 1888 home into your Imouto Project. Your earlier proposal retained and restored the house for housing, created a new courtyard behind it, and added several floors of housing units in recycled containers, extending from the courtyard to the lane. This scheme respected the existing historic streetscape, by restoring the old house, while inserting the contemporary container structures behind and between the existing buildings. Regrettably, your current scheme demolishes the heritage house and replaces it with more recycled containers fronting on Alexander Street.

Heritage Vancouver would like to outline its many concerns with your current scheme:

- A unique heritage house on the City of Vancouver's Heritage Register is being unnecessarily sacrificed.
- Demolishing an historic building is inconsistent with Atira's admirable record of maintaining many heritage buildings in and near the Downtown Eastside. The purchase of the Heatley Block on Powell Street is a good example of Atira's ability to balance heritage and social issues.
- Placing contemporary container housing at street level will clash with the traditional streetscape. They are unrelated to the scale of the existing residential buildings. They also show no respect for the landmark Vancouver Japanese Language School, diagonally across the street corner from the project. This is especially curious since you have named the project "Imouto" - "little sister" in Japanese, to honour its location in historic Japantown. The containers blend better with the character of the neighbourhood when they are placed in the rear and framed by the heritage house.
- You have stated that you have not budgeted for upgrades to the heritage building. It seems strange to purchase a heritage building and not make provisions to restore it. Wood-frame houses of this type are extremely easy to upgrade, using common and inexpensive construction techniques. Interestingly, several people have volunteered to contribute pro bono work since the issue was publicized in the media.

Members of Heritage Vancouver would be very interested in meeting with you to discuss the possibility of saving 502 Alexander Street

Yours truly,

A handwritten signature in black ink, appearing to read "Janet Leduc".

Janet Leduc  
Executive Director, Heritage Vancouver Society

cc. Mayor and Council  
Penny Ballem, City Manager  
Marco D'Agostini, Senior Planner, Heritage Group  
Brent Toderian, Director of Planning  
Members of the Heritage Commission



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Vancouver, BC V6A 1K7

## **Atira Women's Resource Society**

Supportive Housing Community Project  
Inmouto Housing for Young Women  
Operations Management Plan

The Operations Management Plan for Imouto Housing for Young Women (Imouto) located at 120 Jackson Street, provides an overview of Atira Women's Resource Society's (Atira) commitment to operating a supported housing program for young women living in a single room accommodation hotel. It is our intent to operate Imouto in a manner that manages any and all impacts of the project on neighbouring residents and business, as well as ensures the safety and security of the young women who will live there. This operations management plan outlines the basic operating parameters for the housing and incorporates protocols to manage various concerns which may be raised by residents, neighbouring residents and business owners as well as ensuring an adequate and timely response on the part of Atira staff. This is the beginning of a new process and we look forward to working with the community to best respond to community needs.

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Atira Women's Resource Society

## 1. Overview

Atira Women's Resource Society, incorporated in 1983, is a not-for-profit organization committed to ending violence against women. The Society provides direct service programs for women, as well as public programs to increase awareness and knowledge around the scope and impact that men's violence against women and children has on our communities.

Historically, Atira has provided housing and related support programs to women who are extremely marginalized. Atira offers a Stopping the Violence Counselling program; a support program for children who have witnessed abuse, a parenting program, a legal advocacy program; a 16-Step addictions recovery program; Enterprising Women Making Art (an alternative employment program for women with significant barriers to employment); The Painter Sisters (an employment training program); outreach programs for elder women and for aboriginal women; a 59-space day care and a community garden. Atira also manages 15, women-only housing programs. More information about Atira's programs and services is available at our website at [www.atira.bc.ca](http://www.atira.bc.ca).

Imouto Housing for Young Women will provide transitional housing for young women who are at risk in the form of 16, single room accommodation dwelling units complemented by shared washrooms, a shared kitchen/amenity space and shared living and storage facilities. Two additional units in the single room accommodation building will house a full and a part-time live-in residential caretaker."

Creating a safe and secure building and neighbourhood for residents is a priority.

The first floor kitchen/amenity area provides:

- a multi-purpose amenity room having an open area that will have a common kitchen, including tables and chairs that can be moved around to allow for a broad range of activities such as meetings, special events, dinners and a wide range of client recreational activities;
- a laundry room;
- a computer area with Internet access; and

The building has been designed to include a secure, common patio and urban garden, immediately outside the kitchen/amenity space, to provide an adequate level of liveability for residents.

## 2. Housing Objectives

Atira will work with its partner agencies to provide a supportive housing program that honours and validates young women. We will nurture belonging, influence and purpose in all women who live at *Imouto Housing for Young Women*. We will operate within a relationship-based model of care where desired outcomes are achieved through collaborative relationships and where residents and their support networks/families are at the center our practice.

### ***Relationship-Based Care Principles***

- The essence of caring is human connections: harmony, healing and spirit;
- Informed caring is knowledge and skills;
- Everyone has a valuable contribution to make;
- Relationships between residents, their support networks/families and staff are at the heart of service delivery;
- Knowledge of self and self-care are fundamental requirements for quality care and healthy interpersonal relationships;
- Healthy work relationships and environments result in high resident and staff satisfaction;
- Women are most satisfied when their roles and daily work practices are in alignment with their personal and professional values;
- Empowerment and ownership of work and practice are essential elements of Relationship-Based Care;
- Transformational change happens one relationship at a time.

At *Imouto Housing for Young Women* Atira will work with a defined group of partner agencies to provide a supportive housing for young women aged 19 through 24 years. Residents will include young women who are marginalized by their age, their experience of the foster-care system, attachment disorders related to their experience of apprehension/danger in their families of origin, their experience of homelessness, poverty, struggles with substance use, mental illness and chronic health issues, including First Nations, Métis women and immigrant women.

*Imouto Housing for Young Women* will also contribute to a healthier neighbourhood by enhancing the quality of residents' lives and supporting them to more fully participate in their community, which will include an invitation for neighbours and neighbourhood residents, faith groups, businesses, other groups and organizations to become involved in service delivery.

### 3. Housing Goals

Atira is committed to working closely with the community toward the effective provision of supportive housing to young women in order to achieve the following goals:

**1.) Create **Belonging** thereby honouring our human need to connect with others:**

Residents will be encouraged and supported to form a group identity and view themselves as a critical piece of a larger community. They will be encouraged and supported to build meaningful relationships with each other, with staff, with neighbours and volunteers, making *Imouto Housing for Young Women* their home. They will be encouraged to support one another. *Imouto Housing for Young Women* will also support belonging by:

- honouring young women's existing support networks, including family, however young women define family for themselves;
- Encouraging and supporting the creation of new relationships;
- working together to make *Imouto Housing for Young Women* the best possible place to live;
- Encouraging and supporting group interactions and problem solving, which builds community;
- Creating the space and opportunity to make decisions as a group, supporting young women to build new memories together and enjoy sharing them with others.

**2.) Creating young women's **Influence** over their environment by facilitating freedom of choice:**

Young women will have influence over their environment through participation in household management, service delivery and daily operations including meal planning and preparation and event and activity planning. Young women will be engaged in the household decision-making processes. We will also support Influence by:

- Working to provide a barrier free, fully accessible house that young women of any ability can navigate;
- facilitating weekly household meetings in order to provide an opportunity for young women to discuss household issues and make decisions;
- providing a simple, consistent and routine environment making it possible for young women to choose when and where to participate.

**3.) Supporting **Purpose** in life by engaging young women to the utmost of their abilities:**

Having a purpose/making a difference in the world around us drives us throughout our lives. Young women who live at *Imouto Housing for Young Women* will be expected to allow others to contribute to their lives. Young women will also have an opportunity to give back to those they interact with by acting as mentors and/or by forming meaningful relationships. Purpose will also be realized by:

- The small scale of the house coupled with the nurturing of a strong group identity, allowing all young women to define and form a place for themselves;
- Encouraging young women to acknowledge their appreciation for one another;
- Supporting young women to participate fully in the service delivery in their home and through their contributions, be able to form a lasting legacy they can feel proud of.

We acknowledge *Elite Care, the Future of Elder Care* for their Statement of Belonging Influence and Purpose at [http://www.elitecare.com/about/belonging\\_influence\\_and\\_purpose](http://www.elitecare.com/about/belonging_influence_and_purpose).

**4. Programs**

<b>Referrals</b>	<ul style="list-style-type: none"> <li>referrals to Imouto will be coordinated by Atira staff, who will accept referrals from Atira's partner agencies including the Ministry of Social Development, Watari, BC Women's Hospital, Sheway, the Boys and Girls Club, BC Housing, the VPD and VCHA. Decisions will be made by a committee of partner agencies and based on Atira's mission and mandate and Imouto's specific housing objectives.</li> <li>when young women under 19 years of age make contact with Imouto House in search of housing and support, Atira or its partner agencies' staff will contact the Ministry of Children and Family Development immediately to advise them of the referral and invite them to make contact with the young woman.</li> </ul>
<b>Support</b>	<ul style="list-style-type: none"> <li>primary support will be provided by two, live-in care workers;</li> <li>support will also be provided by a defined group of partner agencies, all with expertise in specific areas including youth outreach, addictions, health care, mental wellness, child protection,</li> </ul>
<b>Treatment</b>	<ul style="list-style-type: none"> <li>treatment for mental wellness and struggles with substance use will be handled on an inreach basis by the Innercity Youth Mental Health Team (VCHA) and The Boys &amp; Girls Club Nexus Program, and will be voluntary;</li> <li>Atira will offer 16-step and Rediscover parenting support groups to residents who wish to participate.</li> </ul>
<b>Medications</b>	<ul style="list-style-type: none"> <li>medication regimes are primarily the responsibility of the residents and will be supported by BC Women's Hospital nurse practitioners working specifically with youth;</li> <li>a medication support system will be available to residents who require assistance to achieve independence in this area.</li> </ul>
<b>Liaison</b>	<ul style="list-style-type: none"> <li>Atira staff will refer to and liaise with the Ministry of Children and Family Development, the Ministry of Social Development and youth-serving agencies including employment programs, physical health, mental wellness and addictions programs;</li> <li>Atira will provide educational resources for residents re: employment opportunities, mental wellness, BC benefits, addictions, concurrent disorders, medical conditions;</li> <li>Atira will maintain contact with other community agencies and women's and youth support services.</li> </ul>
<b>Life skills</b>	<ul style="list-style-type: none"> <li>staff will provide group or individual support, life skills education and training on such issues as: <ul style="list-style-type: none"> <li>household management and meal preparation</li> <li>vocational assistance and referrals</li> <li>conflict resolution skills</li> <li>budget management</li> <li>personal rights /empowerment/self-advocacy</li> <li>mentoring and peer support programming to complement existing staffing and support services</li> </ul> </li> </ul>
<b>Meal Services</b>	<ul style="list-style-type: none"> <li>will be provided in a supportive/community kitchen capacity, as part of the life skills component of the program.</li> </ul>

## 5. Community Liaison

### **Contact Information**

The Executive Director of Operations, Atira Women's Resource Society, as the designated community liaison, is responsible for addressing any issues related to the ongoing operation of this facility. Her contact information is as follows:

Name: Niki Antonopoulou, Executive Director, Operations  
Phone: 604.331.1407, ext. 113 during normal business hours (9:00 a.m. to 5:00 p.m.)  
604.817.6992 cell phone for after hours calls  
Email: niki\_antonopoulou@atira.bc.ca  
Mail: Niki Antonopoulou, Executive Director, Operations  
Atira Women's Resource Society  
101 East Cordova Street, Vancouver, B.C. V6A 1K7  
www.atira.bc.ca

The secondary designated liaisons are:

Name: Val Joseph/Anna Jones  
Phone: 604.215.0369  
Email: val\_joseph@atira.bc.ca/anna\_jones@atira.bc.ca  
Mail: Val Joseph/Anna Jones, Live-in Residential Care Worker  
c/o Atira Women's Resource Society  
101 East Cordova Street, Vancouver, B.C. V6A 1K7  
www.atira.bc.ca

605.215.0369 is a 24-hour phone number available to community members who wish to contact staff at the facility to report a problem.

### **Community Advisory Committee**

Atira has established such a Community Advisory Committee to ensure there is open communication and that community issues are dealt with.

The Imouto Community Advisory Committee (Imouto CAC) is a group of community agencies formed to partner with Atira. It is an advisory and referral group, not a decision-making body, which fulfills its purposes by being solution-focused and responsive to community issues. Members will operate in agreement with Terms of Reference they have established.

The Imouto Community Advisory Committee meets monthly, as determined by the Committee. This schedule may change from time-to-time, based on the advice of the committee, but would be no less frequent than once quarterly, or as otherwise determined by the Community Advisory Committee.



The purposes of this group would be to:

1. provide guidance and support to Atira in its commitment to meeting its goals with Imouto;
2. address the impact Imouto Housing for Young Women has on the community and provide input to address issues;
3. review Atira's response to complaints; and
4. act as a liaison between Atira and the neighbourhood/community.

Membership on the Imouto CAC would be comprised of the following, plus an alternate:

1. Atira (2)
  - Atira senior management representative (1)
  - House Mom, Imouto Housing for Young Women (1)
2. City of Vancouver (2)
  - Social Development Department (1)
  - Vancouver Police Department (1)
3. Community Representation (8-11)
  - Youth-Serving & Government Agencies including:
    - Ministry of Social Development (1)
    - BC Women's Hospital (1)
    - Vancouver Coastal Health Authority (1)
    - Youth Outreach/support Program (2)
    - Youth Drug & Alcohol Treatment Program (2)
  - Community Residents & Business Owners (2-3)
    - Vancouver Japanese Language School (1)
    - H.A.V.E. (1)
    - The Edge, Strata Corporation (1)

## **6. Management Protocols**

Atira is committed to the following management protocols to reduce the potential for harm or nuisance to the residents, neighbourhood individuals and property from the operation of Imouto and, where necessary, to take appropriate actions to address issues within its control.

### ***Staffing***

- Regular operating staff numbers will include one staff on duty at all times (24/7), allowing for an immediate response to any issues as they arise. Staffing levels will be reviewed regularly to determine if adjustments are warranted;
- Staffing support will also be provided by partner agencies, each of which will undertake a Memorandum of Understanding, outlining their commitment and specific services to be provided at Imouto;
- Staff responsibilities: will include receiving referrals; managing all resident issues, including incoming and outgoing residents; liaising with mental health and addiction services, as well as other relevant community services; working with residents to achieve their goals; coordinating and delivering recreational opportunities; and medication support duties as requested;
- Staff experience and educational level requirements will be as follows:
  - experience with a population similar to Imouto's residents;
  - All staff have undergone a reference and background check including a criminal record check;
  - All staff members are trained in Atira's established risk management procedures;
  - All staff members are oriented to protocols within The Operations Management Plan, including responsiveness to resident safety and community concerns.

### ***Resident's Agreement***

Residents will be required to sign a housing agreement that will include specific information about the Imouto program, resident rights and obligations of living at Imouto and "good neighbour" expectations that will clearly outline grounds for eviction from Imouto.

### ***Safety and Security***

As part of its commitment to operating this project, Atira has established the following set of protocols to ensure the safety and security of residents, staff, and the community. In case of immediate danger inside or outside of the facility, 9-1-1 will be called.

<b>Exterior Perimeter Security</b>	<ul style="list-style-type: none"> <li>the 24-hour staffing will allow the monitoring of all activity in and around the building, responding as necessary.</li> <li>Atira will remotely monitor activities at the facility through the use of security cameras at all exits. Any suspicious activity will be immediately reported to the VPD and the on-site staff.</li> </ul>
<b>Interior Security</b>	<ul style="list-style-type: none"> <li>all exits are alarmed and monitored by security cameras</li> <li>there is a monitored magnetic entrance card system for residents (room doors, offices, lounge, storage)</li> <li>there will be no visitors, with the exception of "safe" family members</li> <li>staff will be alerted to "unwanted" persons – e.g. people who have a known history of unacceptable behaviour through its existing internal processes, advice from partner agencies and community alerts</li> <li>Atira has a response plan with protocols for staff to follow in respect to potential safety related events that could occur – staff are trained in these procedures</li> <li>the Community Advisory Committee will be consulted in the development of and informed of Atira's response plan</li> </ul>
<b>Police Liaison</b>	<ul style="list-style-type: none"> <li>Atira will maintain regular communication and consultation with the Vancouver Police Department through a designated liaison and its advisory committee member;</li> <li>The 911 and Mental Health Emergency Services systems will be used in all situations involving violence or potentially volatile situations</li> </ul>
<b>Criminal Activity</b>	<ul style="list-style-type: none"> <li>Atira will take appropriate action to intercede in cases of vandalism or other criminal activity, up to and including reporting the incident to police.</li> </ul>

## 7. Community Responsiveness

Atira will ensure that careful consideration is given to any concerns or issues expressed by residents and members of the community about the facility, and will take appropriate actions to address problems within its control.

The goal of being responsive to the residents and community is to ensure, as much as possible, that residents are safe and respected and that the community has positive and helpful experiences with Imouto. The secondary goal is to ensure that continuous quality improvement issues are made evident, so they can be addressed.

### ***Safety, Security and Nuisances***

Any situation that affects the safety and security of residents, staff or a member of the community will be dealt with immediately, following the protocols set out in the "Safety and Security" section of this document. The procedures below will be followed to address community concerns:

1. When a complaint comes in, the appropriate staff will acknowledge the question or concern with a rapid response.
2. In cases where staff cannot respond to the question or concern to the satisfaction of the individual, the issue will be brought to Imouto's House Mom to address.
3. In most cases, Imouto's House Mom should be able to resolve the issue to the satisfaction of the individual. Where the issue is not resolved satisfactorily, the individual has the option of launching a complaint, following the issue resolution process outlined below.
4. All complaints or incidents will be logged and this information will be shared with the Community Advisory Committee.

### ***Issue Resolution Process***

In addition to the preceding protocols to address issues regarding safety & security and nuisances, occasionally, there may be other types of concerns that arise from members of the community. While the intent is to address these concerns through dialogue, if the individual feels the situation warrants an official complaint, Atira's issue resolution mechanism will ensure that an objective and thorough response is provided.

1. An individual wishing to make a formal complaint should do so in writing to the Imouto House Mom within 30 days of the situation that resulted in the complaint. The House Mom will log all concerns that reach this level and will be reported to the Imouto CAC at the next advisory committee meeting.
2. The Imouto House Mom, or her designate, and where appropriate in consultation with Atira's Executive Director, Operations, will confer with the individual as to how the complaint is to be addressed, and the individual will be informed as to the action to be taken regarding the complaint, within 15 days of the written statement.
3. If the individual is not sufficiently satisfied as to the outcome of this procedure, they may write to the CEO of Atira and should do so within 15 days of being notified of the outcome of the initial dispute procedure.
4. The CEO will inform the individual, in writing, of the response to the complaint, within 15 days of the receipt of the letter. If the individual is not satisfied, the complaint may then be brought to the attention of the Atira Board of Directors.

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## Background

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Atira Women's Resource Society, in collaboration with a group of Program Partners, will open a 15-bed housing resource for young women who are between the ages of 16 and 24 and who have been living in the Downtown Eastside of Vancouver and who are homeless and/or at risk of:

- homelessness;
- exploitation;
- poverty;
- racism;
- homophobia/heterosexism and/or transphobia;
- poor physical health; and/or
- accidental or planned pregnancy;

and who are:

- vulnerable to violence and abuse;
- may struggle with substance use;
- mental wellness; and/or
- may have other barriers to accessing housing, support services and personal resources.

Atira Women's Resource Society is also developing a 12-unit Recycled (shipping container) Housing project immediately to the east of Imouto, located at 500 Alexander Street.

## FAQs

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### **Q. Who will live at Imouto?**

- A. Imouto will provide housing for young women ages 16 through 24 years and who are homeless or at risk of homelessness and currently living and/or seeking services in the Downtown Eastside of Vancouver.

### **Q. Will young women be “recruited” from other areas of the Province?**

- A. Imouto will only house young women already living and/or seeking services in the Downtown Eastside. Neither Imouto staff nor Atira nor its Program Partners will be “recruiting” or seeking referrals of young women from other parts of Vancouver or other parts of the province/country.

### **Q. How did Imouto come about?**

- A. Atira Women's Resource Society conceived of Imouto as a result of a discussion with Watari Youth, Family & Community Services Society about a small population of young women, currently accessing services through Watari and other youth-serving agencies that despite the availability of rent supplements and dedicated housing support will not leave the Downtown Eastside.

### **Q. How many young women are living in the Downtown Eastside?**

- A. There are currently an unknown number of young women living in/frequenting the Downtown Eastside. The Vancouver Police Department, Ministry of Children & Family Development, Ministry of Social Development, Atira and other non-profit housing and service providers report girls as young as 13 showing up in the Downtown Eastside, most of whom “disappear” into places they can't be found like privately owned single room accommodation hotels, shared accommodation, parks and drop-in centres, where they are vulnerable to exploitation and abuse.

**Q. How will Imouto help/support young women?**

A. Young women who live at Imouto will become part of a supportive housing program and will be supported by two live-in House Coordinators and by services offered by a group of Program Partners. Staff and Program Partners will work with the young women to:

- identify and work with their current support network(s);
- connect young women with other services for more intensive supports;
- support young women with cooking, nutrition and other life skills and by;
- ensuring the safety and well-being of the young women in and around Imouto.

In addition Atira and its Program Partners will provide:

- 16-Steps to Empowerment groups;
- case management coordination;
- community youth outreach;
- substance use counselling;
- pregnancy-related supports;
- youth mental health services;
- nurse practitioner community outreach services;
- support in reconnecting with families, where safe and appropriate;
- visits with children in care; and
- support in finding alternative safe, affordable and appropriate housing.

**Q. What methods will be employed in providing support?**

A. Atira and its Program Partners will provide supported, affordable housing for young women which is:

- young women-centered;
- trauma informed;
- operated from a harm reduction perspective;
- low barrier;
- operated within an anti-oppression framework;
- focused on relationship building and;
- puts safety first;
- role models responsible decision-making, cooperative problem solving, respect for individual differences and mutual support in the day-to-day activities of the program and in staff relationships with young women;
- provides information, advocacy and support for young women in dealing with medical, legal and other government services including the Ministry of Children & Family Development and the Ministry of Social Development;
- provides opportunities for young women to explore life skills;
- provides feminist-based support for young women on their concerns related to abuse, anger management, family of origin issues and relationships;
- provides opportunities for young women to set goals and experience success in reaching them;
- provides information to young women on the dynamics of violence against women and on societal factors which contribute to and/or condone it;
- provides information to young women on opportunities for education, training and employment;
- assists young women in assessing their needs for support after leaving Imouto and assist in finding ways of meeting those needs;
- provides opportunities for young women to share experiences, feelings and resources with other young women who are or have been in similar situations;
- supports young women in exploring options for safe, affordable housing and;
- explores ways in which young women can be involved in the delivery of service at Imouto.

**Q. How will young women's safety be ensured?**

- A. In addition to two live-in caregivers, at least one of whom will be onsite 24 hours a day, seven days a week, there is security in place through a system of cameras, which cover both the interior and exterior of the building and which are monitored on site and in two locations both of which are just a block away and both of which have two awake staff on site 24/7 and who can respond to emergencies, including calling 911 or attending on site within five minutes, as required. Windows have also been placed high. Only the top part of the windows open and they are limited in how wide they can open. Doors not in regular use are loudly alarmed so if they are opened the site staff will know immediately.

**Q. Will guests be allowed?**

- A. Only in exceptional circumstances will guests be allowed and only when determined safe by the young woman, the group of service providers and the on-site staff.

**Q. Is Imouto permanent housing?**

- A. Imouto is transitional housing, with a goal to move young women into other programs and housing within 12 months. Atira and its Program Partners are working with other youth-serving agencies to develop exit strategies that may include rent supplements for market housing, access to higher barrier programs like Covenant House and/or treatment centres like Portage in Keremeos. Efforts will be made to assist young women to move into housing and in locations that meet their needs including repatriation to home communities and families when appropriate.

**Q. What does "Imouto" mean?**

- A. Imouto is the Japanese word for "little sister" and was chosen because the building is located in historic Japantown, kitty corner from the Vancouver Japanese Language School.

**Q. How was the renovation of "Imouto" funded?**

- A. Atira purchased the site (500 Alexander and 120 Jackson) in 2009 with financing from Vancity. A forgivable mortgage was subsequently secured under CMHC's Shelter Enhancement Program and provided the financing for the renovation of the International Inn, now called Imouto. Donations from a number of corporate and private donors completed the funding package.

**Q. How is the Imouto program being funded?**

- A. Atira pulled together a group of key stakeholders, now Program Partners, and applied for program funding from the Vancouver Foundation through their Youth Homeless Initiative.

**Q. Who are the key Stakeholders/Program Partners?**

- A. Program Partners, most of whom are already providing services to the young women who will live at Imouto, include Watari Youth, Community & Family Services Society, the Boys and Girls Club of Greater Vancouver Nexus Program, BC Women's Hospital, the Ministry of Child & Family Development, Sheway, the Innerscity Youth Mental Health Team, UBC School of Social Work, UVic School of Social Work and the Ministry of Social Development. Memorandums of Understanding are currently being finalized with these agencies, which will outline the specific services being provided and the schedule under which they will be provided.



**Q. Is there an advisory committee and if so, what role will it play?**

- A. Yes, there is an advisory committee the purpose of which is to act in a continuing advisory, advocacy and consultative capacity to Atira Women's Resource Society and its Program Partners with respect to Imouto Housing for Young Women. The committee's complete terms of reference are available on the Imouto webpage at <http://atira.bc.ca/imouto/about.html>

**Q. What role will the Ministry of Child & Family Development play?**

- A. The Ministry of Child & Family Development will have a representative on the Advisory Committee but will not be providing services and will not be making referrals to Imouto. Atira has as one of its primary goals the mandate to support women to maintain parenting of and positive relationships with their children. In no way will Imouto come between mothers and their rights and obligations to parent their children.

**Q. Where can I find more information about Imouto?**

- A. Information about Imouto including information about the program framework and independent evaluation is available at <http://atira.bc.ca/imouto/about.html>. You can also get more information about Imouto by emailing [info@atira.bc.ca](mailto:info@atira.bc.ca) or by calling the Atira office at 604.331.1407. You may also contact any of the Program Partners, all of which can be found on the internet.

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**Recycled (Shipping Container) Housing at 500 Alexander**

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**Q. Where is the Recycled Housing project?**

- A. The Recycled (Shipping Container Housing) is located immediately adjacent to Imouto, on the eastern side of the building.

**Q. How many container units will there be?**

- A. There will be 12 units of housing on the shipping container site, six of which will face Alexander Street and six of which will face the alley behind.

**Q. Who will live in the container units?**

- A. Of these 12 units, six will rent to elder women who in exchange for subsidized rent will offer support and mentorship to the young women who live at Imouto. The model is "borrowed" from a new housing project in Nanaimo called Salish Lelum, which is based on First Nations traditions of intergenerational support and care. More about Salish Lelum and the Tillicum Lelum Aboriginal Friendship Society here: [www.tillicumlelum.ca/index.html](http://www.tillicumlelum.ca/index.html). The remaining six units will rent in the market.

**Q. How will Atira ensure only "safe" renters live in the market units?**

- A. Tenants will be screened using the tools currently available to landlords including through credit and criminal record checks, as well as their support of Imouto Housing.

**Q. Where can I find more information about the recycled housing?**

- A. Information about the recycled housing project is available at [www.atira.bc.ca/imouto](http://www.atira.bc.ca/imouto). You can also get more information by emailing [info@atira.bc.ca](mailto:info@atira.bc.ca) or by calling the Atira office at 604.331.1407.

**Supports Item No. 4  
P&E Committee Agenda  
September 22, 2011**



**ADMINISTRATIVE REPORT**

Report Date: September 8, 2011  
Contact: David McLellan  
Contact No.: 604.871.6939  
RTS No.: 9319  
VanRIMS No.: 08-2000-20  
Meeting Date: September 22, 2011

TO: Standing Committee on Planning and Environment

FROM: General Manager, Community Services Group

SUBJECT: Preventing Sexual Exploitation and Protecting Vulnerable Adults &  
Neighbourhoods Affected by Sex Work: A Comprehensive Approach and  
Action Plan

**RECOMMENDATION**

- A. THAT Council endorse the framework and actions contained in this report providing a comprehensive approach to addressing sexual exploitation and sex work through enhanced prevention, opportunities for exiting, and improved health and safety for all Vancouver citizens and neighbourhoods.
- B. THAT Council direct staff to review license and enforcement policy and report back to Council with recommendations that will enhance prevention, health and safety, mitigate negative neighbourhood impacts, and support responsible business practices.

**GENERAL MANAGER'S COMMENTS**

While many of the issues identified in this report fall under senior government jurisdiction, the City has a responsibility to protect the health and safety of citizens and to respond to violence and other harms being experienced across Vancouver primarily by women and vulnerable populations, including urban Aboriginal communities. The report identifies the need for a comprehensive and coordinated approach that includes the following key elements: enhanced prevention and awareness, access to health and safety services, investment in social services and supports, including adequate resources to assist individuals to exit sex work, and strengthened regulatory and enforcement approaches that can better address complex challenges and meet the needs of individuals at risk and neighbourhoods across Vancouver. While immediate, locally-based actions can be realised through the City's leadership, the report also identifies actions and resource needs most appropriate for senior governments' consideration.

**CITY MANAGER'S COMMENTS**

The City Manager RECOMMENDS approval of the forgoing.

**COUNCIL POLICY**

Supporting safe and inclusive communities is a key Council priority. On July 29, 2009, Council passed a motion directing staff to report back on a strategy for the City to address the negative impacts of the survival street sex trade in Vancouver neighbourhoods. In addition, on March 10, 2011, Council proclaimed "Stop the Sexual Exploitation of Children and Youth Week" in Vancouver.

Previous Council decisions include the following:

In 1998, Council passed a motion asking staff to report back on initiatives to deal with community problems caused by the sex trade as a result of resident complaints in the Mount Pleasant neighbourhood. In 1999, Council approved traffic calming measures to address neighbourhood complaints about prostitution activities in Grandview-Woodlands.

In 2001, Council adopted the Framework for Action: A Four Pillars Approach to Drug Problems in Vancouver; and in 2005, Council approved the Homeless Action Plan. Both policies identified the need for increased senior government investment in services for sexually exploited youth and survival street sex workers.

In March 2007, Council amended the definitions of "Health Enhancement Centre" and "Health Care Office" to distinguish between services provided under *the Provincial Health Professions Act* and those where professional accreditation is not required.

**SUMMARY AND PURPOSE**

This report provides Council with a comprehensive framework and action plan to address sexual exploitation and negative effects of sex work that has been shaped by input from a diverse range of stakeholders and research sources. Further, the report asks Council to direct staff to report back on options to strengthen the alignment of the City's regulatory and enforcement objectives that can best protect vulnerable individuals involved in sex work and support the health and safety of all residents. Where leadership from either provincial ministries or federal departments is most appropriate, the report identifies suggested actions for the consideration of senior governments.

The framework includes suggestions for enhancing prevention and awareness, supporting health and safety, investing in services and supports, including opportunities to exit sex work, and improving alignment with the City's regulatory objectives. Success is highly dependant upon the cooperation of all partners, including all levels of government, community and research stakeholders from across Vancouver and across the Metro region.

This framework and related actions build on other City priorities, such as the Four Pillars Drug Strategy, now under the Urban Health initiative, and the Housing and Homelessness Strategy 2012-2021. Further, the 2011 Social Grant Review (RTS # 9321, October 8, 2011) has identified, as a priority for future funding, investment in neighbourhood safety and violence prevention initiatives identified in the action plan. The City can potentially leverage additional resources through strategic partnerships with senior government and other funding bodies to help address service gaps.

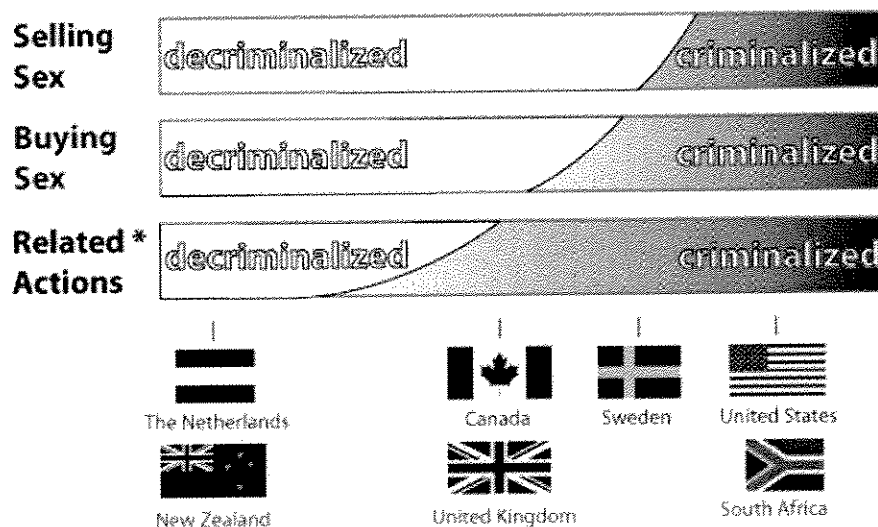
**BACKGROUND**

The City of Vancouver's core mission is to create a great city of communities which cares about its people. However, Vancouver, along with other urban centres, faces a range of urban health challenges, including high rates of child poverty, low income residents<sup>1</sup>, homelessness and concerns with housing affordability. In addition, legal and social systems intended to prevent or address social problems, including sexual exploitation and violence against women, are often over stressed, under funded, or may not be available. The murdered and missing women, and the devastating impacts on families and communities across the province and beyond, exacerbates the need to respond to key issues in a more coordinated and systematic manner.

The background provided below summarizes key elements of the complexities behind the issues of sexual exploitation and sex work from international, national and local perspectives, and includes a glossary of terms, information on international and local legal contexts, Canadian government roles and responsibilities, and the impacts of sexual exploitation and sex work on individuals and Vancouver neighbourhoods.

**I. Glossary of Terms:**

A glossary of terms used in this report is explained in Appendix A.

**II. International Legal Frameworks and Roles of Government in Canada****i. Figure I: International Legal Context**

The legal status of adult sex work varies internationally (see Chart I above). On one end of the spectrum, sex work is formally lawful and decriminalized in the Netherlands and New

<sup>1</sup> Vancouver has the highest poverty rate among major Canadian cities, and BC has the highest child poverty rate of any province. Source: Conference Board of Canada, July 2011

Zealand, including the selling and buying of sex and related activities such as the operation of brothels and other sex service businesses. At the other end of the spectrum, South Africa prohibits the selling and buying of sex and related actions, as does the US (outside the state of Nevada, where sex work is legal). Canada's legal response is most similar to Britain's, in that it criminalizes activities surrounding prostitution - such as running a bawdy house, living off the avails of prostitution, and communicating for the purposes of prostitution - but decriminalizes the act of sex for money. Sweden adopted the 'Nordic' version of prohibition in 1999; it criminalizes the purchasing of sex (by johns or pimps) which is seen as violence against women, and decriminalizes prostitution itself. Proponents of the Nordic model view prostitution as violence against all women.<sup>2</sup>

In Canada and several other countries, obtaining or attempting to obtain sexual services from children is strictly prohibited and criminalized. In Canada, children are defined under the Criminal Code as individuals under the age of 18.

## ii. Canadian Governmental Responsibilities and Roles:

In addition to Criminal Code responsibilities, the federal government is a signatory to international conventions concerning discrimination against women, human trafficking, and the sexual exploitation of children and youth.<sup>3</sup> Provincial government jurisdictions include education, health, social services, and safety. The mandate of municipalities rests primarily in land use planning and regulations, including building and license by-laws promoting neighbourhood compatibility of land uses, citizen health and safety, and responsible business operations. The City has no authority in relation to criminal law. Vancouver and other municipalities may play other discretionary roles, such as social planning, research, and through social service and infrastructure grants. Policing in Vancouver is delegated by the province and overseen by the Vancouver Police Board.

## III. Vancouver Context

Across Canadian cities, adult sex work takes place on the street, through escort and out-calls services, and in massage parlours, private apartments, strip clubs, hotels and restaurants, and through online communication. The sexual exploitation of children and youth is often less visible, but may take place in venues such as shopping malls, schools, public transit areas, as well as through on line communication. It is also associated with youth gang violence.

In Vancouver the street sex work population is estimated to be between 1,000 and 2,000 individuals.<sup>4</sup> However, studies suggest that at least 80% of sex work in Canada's urban centres takes place indoors and is less visible than street sex work.<sup>5</sup> The majority of people engaged in sex work overall are women (80%), while about 20% are males and transgendered persons.<sup>6</sup>

<sup>2</sup> Ekberg GS, Wahlberg K. The Swedish Approach: A European Union Country Fights Sex Trafficking. *Solutions Journal*. (2:2) March 2011

<sup>3</sup> UN Convention on the Elimination of All Forms of Discrimination Against Women (ratified by Canada in 1982); the UN Convention on the Rights of the Child, (ratified by Canada in 1991), the Beijing Declaration and Platform for Action, and the UN protocol to Prevent, Supp and Punish Public Trafficking in Persons, Especially Women and Children, supplementing the UN Convention Against Trans-national Organized crime (ratified by Canada in 2002).

<sup>4</sup> Shannon K, et al. (2009a) Structural and Environmental Barriers to Condom Use Negotiation with Clients Among Female Sex Workers: Implications for HIV-Prevention Strategies and Policy. *American Journal of Public Health*, Vol. 99, No 4, 659-665.

<sup>5</sup> Pivot Legal Society (2006). *Beyond Decriminalization: Sex work, human rights and a new framework for law reform*. Pivot Legal Society: Vancouver, BC.

<sup>6</sup> *Living in Community. Balancing Perspectives on Vancouver's Sex Industry: Action Plan*. June 2007.

The urban Aboriginal population is vastly over-represented in street sex work; while comprising 2% of Vancouver's population, about 40% of street sex workers are Aboriginal, and several authors draw a direct link to the negative effects of colonization, including the residential school experience, as contributing factors.<sup>78</sup> The Pickton murders included an over representation of Aboriginal women, many of whom were involved in sex work. Indoors, immigrant and women of colour are over represented, with estimates that 40% of indoor sex workers are immigrant or visible minority women.

Research cites various risk factors for involvement in street sex work including poverty, housing instability, and history of sexual abuse. Long-term effects of street sex work involvement include chronic illness, high rates of violence, addictions and mental health issues. Less research has been conducted on indoor sex work, however known risk factors include language and cultural barriers, unstable immigration status, trafficking, links to organized crime and low income. Violence, threats of violence, and lack of ability to access protection due to fear of reprisals or of being charged under the Criminal Code or immigration legislation can be significant barriers to the safety of those exchanging sex for money indoors.

The numbers of sexually exploited children and youth in Canada and BC are unknown and available research is focussed on high-risk youth rather than the on overall youth population. Of at-risk youth studied, young women/girls comprise about 80% of those involved in the exchange of sex for food, money, or other goods, and young men/boys about 20%.<sup>9</sup> Aboriginal youth are over-represented. Risk factors for all at risk youth include history of abuse, family poverty, homelessness, inadequate housing, placement in government care, hidden disabilities, lack of community and cultural connection, and more generally, social isolation. Negative effects include poor physical and mental health, addictions, exposure to violence and homelessness. One recent Vancouver study shows that all children and youth may be at risk of unsafe encounters on line, meaning that the potential risk for the overall youth population is increasing.<sup>10</sup>

The presence and impacts of sexually exploited children and youth and adult sex work are not unique to specific neighbourhoods in Vancouver; while street prostitution is more visible, all neighbourhoods can be affected. Negative impacts of street sex work include nuisance, exposure to high risk waste, and noise, which may result in residents, business owners, employees and customers feeling uncomfortable and unsafe.<sup>11</sup> Residents also complain about business establishments where sex work may be taking place indoors. Importantly, research demonstrates that Vancouver residents are also concerned for the health and safety of those involved in sex work and their well being.<sup>12</sup>

<sup>7</sup> Gray, Linda (2011). *First Nations 101: Tons of Stuff You Need to Know About First Nations People*, p. 109-110.

<sup>8</sup> Aboriginal Women's Network: Statement Opposing Legalized Prostitution & Total Decriminalization of Prostitution, December 6, 2007

<sup>9</sup> Ministry for Public Safety & Solicitor General: Sexual Exploitation of Youth in BC. 2001

<sup>10</sup> McCreary Centre Society (2006). *Against the Odds: A profile of marginalized and street-involved youth in BC*. McCreary Centre Society: Vancouver, BC.

<sup>11</sup> *Living in Community. Balancing Perspectives on Vancouver's Sex Industry: Action Plan*. June 2007.

<sup>12</sup> Louie, C. (2009). *Community attitudes to prostitution: The Downtown Eastside and Strathcona*. (Unpublished BA honours thesis). Simon Fraser University, Burnaby, BC.

**Discussion**

The approach taken in preparing this report included a review of past and current City initiatives, seeking input from diverse stakeholders and research sources, considering the full range of social development tools available to the City, and based on this, staff has developed a comprehensive framework and actions for moving forward.

***i. Learning from the Past and Building on Current Efforts***

In the 1980's and 1990's, the City responded to neighbourhood complaints, such as street disorder, traffic, needles and the visibility of street level prostitution (West End, Mount Pleasant, and Strathcona) with traffic calming measures and increased enforcement by the Vancouver Police Department. These measures displaced individuals involved in street sex work, transferred problems to other neighbourhoods, and placed individuals in more isolated areas, creating additional vulnerability and safety risks; in addition, obstructed streets that were intended to discourage traffic have since become annoying inconveniences to residents and businesses.

Over the past 20 years various initiatives have been undertaken by the City, senior governments, other funding bodies and service agencies to address issues. An inventory of current initiatives was developed to map activities and identify gaps for this report and is available upon request.

City initiatives are varied and annual costs total over \$2 million, as reflected in the chart below.

**Chart I - Current City of Vancouver Initiatives**

City Services		Annual Cost (Estimate)
Policing	VICE Squad	\$1.5 million
	Sex Industry Liaison Officer	\$ 80,000
	School Liaison Officers	Proportion of time
Parks and Community Services	Park Board Youth Workers: There are 20 youth workers located at community centres across the City and each dedicate some time toward prevention and outreach for at risk youth	Proportion of time
	Social services grants to address sexual exploitation prevention, provide youth at risk services, and supporting sex worker safety	\$550,000

***ii. Information Gathering***

Staff reviewed over 50 research articles\*, conducted interviews, and held or participated in meetings with approximately 60 diverse stakeholders between January and June 2011 for the

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\*A listing of research collected to prepare this report is noted in Appendix B.

purpose of identifying key issues, existing good practice, service gaps and potential strategies for the City's consideration. Participants included:

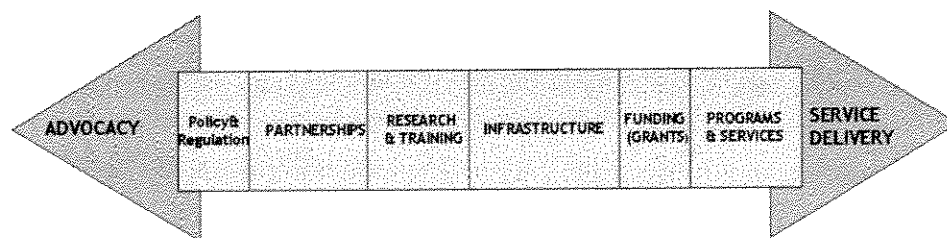
- Civic departments (Parks, VPD, Engineering, Community Services, Law)
- Council advisory committees (Women; LGBTQ; Family Court Youth Justice)
- Urban Aboriginal organizations
- Relatives of Vancouver's missing and murdered women from the DTES
- Equality-seeking women's and social justice groups
- Youth serving and women serving organizations
- Experiential persons
- Business Improvement Associations
- Researchers
- Representatives of other municipalities (Toronto, Edmonton, Hamilton)
- Senior governments (National Crime Prevention Centre, Departments of Aboriginal Affairs and Northern Development, Vancouver Board of Education, Vancouver Coastal Health, Ministry of Children and Families, Solicitor General, Social Development, BC Housing)
- BC Representative for Children and Youth

While many of the issues and suggested roles for the City that are reflected in this report were informed by this feedback, staff note that the actions presented are not exhaustive and represent a starting place. To ensure relevance, ongoing monitoring of issues needs to take place, together with continued dialogue with a wide range of stakeholders and other jurisdictions.

### *iii. Utilizing Range of Social Development Tools*

The full range of City tools ranging from direct service delivery to funding, training, partnerships, policy and advocacy were considered for the proposed approach and assisted staff in identifying current as well as the full range of potential City responses.

**Figure II - City of Vancouver Social Development Tools**



## **V. A Comprehensive Framework for Action:**

Figure III below reflects strategic elements of a coordinated framework to prevent sexual exploitation and address the needs of vulnerable adults involved in sex work.



**Figure III**

Key strategic elements of the framework are described below. The recommended actions flowing from each of the elements of the framework are attached in Appendices C and D. Appendix C articulates actions for the City, whereby the City has the mandate, tools and leverage capacity to carry the actions out. Appendix D spells out suggested actions that are more appropriate for the consideration of senior governments.

*1. Leadership and Coordination* - Coordinated approaches among key stakeholders, including government, law enforcement, various community groups and researchers are a best practice, make best use of limited resources, while integrating knowledge, skills & actions. It is proposed that the City create a task force to implement the actions presented in Appendix C, while senior governments lead a coordinated effort across the Metro region (See Appendix D).

*2. Prevention and Awareness:* More needs to be done to raise awareness of sexual exploitation and prevention among older children, parents, teachers and social service groups working with children and youth, and the public. The proposed actions for the City and senior governments help address the need for increased awareness of the issues surrounding sexual exploitation and sex work. On a more systemic level, much can be done to address root causes and enhance prevention including strengthening child development services and supports, youth services, housing options, adequate income, connections to culture and community, and natural neighbourhood surveillance whereby neighbours look out for each others well being.

*3. Promoting Health and Safety for All Citizens:* All citizens have a right to the protection of their health and safety. Those that are most vulnerable, including children, women and girls, Aboriginal populations, and transgendered persons, are often more at risk of sexual exploitation and violence. City actions include reviewing opportunities to use existing City infrastructure such as fire halls and community centres to provide immediate response to citizen safety, and to undertake a pedestrian lighting project that will enhance safety for all residents, while senior government partners can improve access to health care services and addictions treatment.

*4. Investment in Services, Supports and Exiting-* Significant gaps exist in services and supports, including those supporting prevention of sexual exploitation, exiting prostitution,

and those that address basic health and safety needs of residents. Vancouver's non profit sector requires either new or additional investments from funding partners to provide services and enhance support systems that build community capacity and resiliency. While the primary mandate for social services rests with senior governments, City staff can play a role in helping to leverage city contributions through partnerships with senior government and other funding organizations.

*5. Alignment and Coordination of Regulation and Enforcement Efforts* - The City's mandate is to regulate land use while the criminal code, administered through the VPD, enforces law. City departments, including the Vancouver Police Department, Community Services, Engineering and Parks, can work more cohesively together to prevent sexual exploitation, promote the health and safety of citizens, and minimize negative impacts to neighbourhoods. Further, staff can review current by-laws and policy, and consider good practices and efforts of other jurisdictions, to further align efforts to protect vulnerable individuals and residents.

#### **PERSONNEL IMPLICATIONS**

Resources required for coordination and execution of the action plan will be leveraged through existing resources from Community Services Group and other participating departments, including the VPD, Fire and Rescue Services, Engineering, Parks, and Library Services.

#### **FINANCIAL IMPLICATIONS**

Staff will report back to Council on cost estimates for the proposed action plan and related funding sources.

#### **SOCIAL IMPLICATIONS**

Individuals involved in street based sex work are extremely vulnerable. While research currently underway will help to identify issues experienced by individuals exchanging sex for money indoors, they too face significant risks and lack of protection to health, safety, social services, and supports to exit sex work. Aboriginal populations, males and transgendered sex workers experience multiple barriers and high levels of violence. Those from immigrant communities face significant challenges because of language and other cultural barriers. The sexual exploitation of children and youth comes in many forms, and more recently, is facilitated by the Internet and other technologies. Residents and businesses are affected by a range of issues noted in this report. Comprehensive approaches, involving a diverse range of stakeholders, are identified as a best practice in addressing the issues.

\* \* \* \* \*

Definition of Terms:

*Exiting:* Transition undertaken by individuals distancing themselves from sex work

*John/Date/Client:* Someone who buys sexual services

*Prostitution, Sex Work:* Provision of sexual services by adults in exchange for money, protection, drugs

*Sexual Exploitation:* A person who is in a position of trust or authority towards a young person, who is a person with whom the young person is in a relationship of dependency or who is in a relationship with a young person that is exploitative of the young person and who,

- a) for a sexual purpose, touches, directly or indirectly, with a part of the body or with an object, any part of the body of the young person; or
- b) for a sexual purpose, invites, counsels or incites a young person to touch, directly or indirectly, with a part of the body or with an object, the body of any person, including the body of the person who so invites, counsels or incites and the body of the young person

*UN Definition of Trafficking:* Article 3, paragraph (a) of the Protocol to Prevent, Suppress and Punish Trafficking in Persons (<http://www.unodc.org/unodc/en/treaties/CTOC/index.html>) defines Trafficking in Persons as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs

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**Recommended actions where the City can play a leadership role appropriate to its role and mandate:**

<b>Strategic Direction #1: Leadership and Coordination</b>			
Goal: Convene departments and engage a diverse range of external stakeholders to implement actions			
<b>Priority Actions</b>	<b>Outcomes</b>	<b>Partners</b>	<b>Notes</b>
1. Convene a city-wide task group to implement actions	Advancement of goals and issues City leadership	Community organizations Researchers Senior Governments	Coordination will require City leadership and commitment from various staff departments
<b>Strategic Direction #2: Enhanced Prevention and Awareness</b>			
Goal: Build prevention factors <sup>13</sup> and enhance awareness/knowledge of issues within City departments and external stakeholders, including residents			
2. Enhance training, development, and information-sharing opportunities for front line City staff and external government and non government stakeholders	Ongoing awareness and understanding of issues, trends, and available resources	Government and Community Partners Researchers	Front line City staff to include Park Board youth workers, VPD, Fire and Rescue Services, Licensing and Inspections
3. Front line city staff can play a role in disseminating information materials to individuals, and organizations working with at risk populations, on prevention, health and safety, as well as provide referrals to available resources and supports	Improved awareness on prevention, health and safety, and exiting referrals among City staff and residents Awareness of available supports/services among residents	Community Partners Senior Governments	

<sup>13</sup> Prevention factors include: adequate income, family supports, housing, connection to culture and community, natural neighbourhood surveillance, early childhood education, youth programs, education and raising awareness.

<b>Strategic Direction #2: Enhanced Prevention and Awareness</b>			
Goal: Build prevention factors <sup>14</sup> and enhance awareness/knowledge of issues internally and externally			
Priority Actions	Outcomes	Partners	Notes
4. Support neighbourhood-based safety and violence prevention initiatives and projects through grants and other City tools	Increased safety and sense of security for at risk populations Enhanced neighbourhood capacity to prevent and respond to issues	Residents BIAS Community Policing Centres Community organizations Senior Governments Funding partners	Aligns with other City interests including civic participation, pedestrian safety, public realm improvements, and crime prevention  Given the high proportion of women and girls impacted by violence, it has been recommended that funded projects be assessed through a gender based lens.
5. Continue City participation with the Province and community partners in the annual "Stop the Sexual Exploitation of Children and Youth Awareness Week"	Increased awareness of sexual exploitation among youth, parents, educators and communities Enhanced prevention of child and youth sexual exploitation	Senior Governments Community partners	In 2011 in partnership with the Solicitor General and Vancouver Board of Education staff supported:  a) Training for 120 service providers to address safety concerns when working with sexually exploited youth  b) A forum for 100 parents and community members to address online safety for children and youth

<sup>14</sup> Prevention factors include: adequate income, family supports, housing, connection to culture and community, natural neighbourhood surveillance, early childhood education, youth programs, education and raising awareness.

<b>Strategic Direction #2: Enhanced Prevention and Awareness</b>			
Goal: Build prevention factors <sup>15</sup> and enhance awareness/knowledge of issues internally and externally			
<b>Priority Actions</b>	<b>Outcomes</b>	<b>Partners</b>	<b>Notes</b>
6. Focus the 2012 -2021 Housing and Homelessness Strategy and the 2012-2014 Action Plan on improving coordination with housing partners and improving the quality of existing services for the homeless, sex workers, youth, and adults who are exiting	<p>Training for housing and outreach staff to raise awareness of sex work and exiting issues</p> <p>Improved and shared knowledge about value and key elements of the low barrier housing approach with housing partners</p> <p>Shared knowledge about what works in terms of housing and support services for exiting sex workers and sexually exploited youth</p>	<p>BC Housing</p> <p>Non-profit Housing Providers</p> <p>Community Organizations</p>	<p>Adequate housing is a core need for sex workers living in poverty<sup>16</sup></p> <p>Women, youth, Aboriginal people &amp; transgendered populations have specific needs requiring customized training, training protocols, policies and guidelines to create safe, appropriate services<sup>17</sup></p>
7. Through the Joint Child Care Council, work with partners to a) increase availability of Aboriginal child care and b) increase opportunities for after school education programs	<p>Key service available for Aboriginal families to assist with off reserve integration to urban centres</p> <p>Increased ability for employment for parents</p> <p>Increased safety and resilience of children and youth</p>	<p>Aboriginal Organizations</p> <p>Child care providers</p> <p>Joint Child Care Council</p> <p>Senior Governments</p>	<p>Aboriginal women need access to culturally responsive child care to assist with transition from reserve communities and to access employment and parenting supports.</p> <p>Sexual exploitation prevention education needs to begin well before high school.</p> <p>Children aged 9 - 12 are vulnerable due to lack of after-school care<sup>18</sup></p>

<sup>15</sup> Prevention factors include: adequate income, family supports, housing, connection to culture and community, natural neighbourhood surveillance, early childhood education, youth programs, education and raising awareness.

<sup>16</sup> Pivot Legal Society (2004). *Voices for Dignity: A Call to End the Harms Caused by Canada's Sex Trade Laws*. (N=82)

<sup>17</sup> <http://www.pivotlegal.org/Publications/reports/vfd.htm>

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<sup>19</sup> <http://www.elizabethfry.com/publications/articles.htm>

<sup>20</sup> BC Recreation and Parks Association. Addressing the After-School Hours: An Environmental Scan of After-School Programming Outside of Licensed Childcare for Children Aged 6 to 12 in BC. 2010. p8.

<b>Strategic Direction #3: Promoting Citizen Health and Safety</b> Goal: Support the health and safety of all citizens by utilizing current City infrastructure and assets, working with key partners, and through neighbourhood based-dialogue			
Priority Actions	Outcomes	Partners	Notes
8. Improve interdepartmental coordination to enhance monitoring, information sharing, and enforcement action on problem premises where there are safety concerns and potential harm to sex workers, and/or where trafficking/exploitation may be taking place.	Improved alignment and communication between City departments Enhanced health and safety for individuals and neighbourhoods Enhanced referrals to information, social supports and services, including exiting	Community Organizations  Provincial Government e.g. Solicitor General	To include Vancouver Police Department, Licensing and Inspections, Development Services, Social Development
9. Pilot a pedestrian lighting initiative in the Renfrew-Collingwood neighbourhood in consultation with residents	Improved safety & security for all residents in the neighbourhood Model can be replicated in other Vancouver neighbourhoods	Community organizations  Senior Government	Aligns with other City objectives including Greenest City, pedestrian safety, and crime prevention interests of the City  Based out of Collingwood Neighbourhood House and in partnership with the BIA, Community Policing, residents and other stakeholders, the neighbourhood is engaged in a project supported by the Vancouver Agreement to make the neighbourhood safe for everyone, including residents and sex workers.

<b>Strategic Direction #3: Promoting Citizen Health and Safety</b>			
Goal: Support the health and safety of all citizens by utilizing current City infrastructure and assets, working with key partners, and through neighbourhood based-dialogue			
Priority Actions	Outcomes	Partners	Notes
10. Identify the potential for City staff working in civic facilities, including fire halls, libraries and recreation centres, to receive training and information/referral materials so that City staff are able to respond to the safety needs of all citizens who may be at risk, including women, children, and youth	Public safety and sense of security enhanced for all residents.	Community Centre Associations Community Policing Centres Community Organizations	Other jurisdictions (Britain) have transformed fire halls into places of refuge.  The need for safe public spaces in 2006-2007 was identified in <u>Living in Community Action Plan (2007)</u>  Training for City staff (Action 1) will complement or form part of this strategy
<b>Strategic Direction #4: Investment in Services, Supports and Exiting</b>			
Goal: Provide and leverage new, sustainable investment from funding partners.			
11. Use City social grants more strategically to increase leverage in investments for prevention, health and safety, and supports need for individuals to exit sex work	Increased awareness, safety & health  Increased opportunities for exiting  Increased partnerships and leverage funding opportunities	Community organizations  Non-profit partners Senior Government  Foundations	The Social Grant Review report (RTS # 9321) identifies funding gaps including neighbourhood safety and violence prevention.
12. Include individuals exiting sex work as part of the City's supported employment program	Increased opportunities for exiting  Increased knowledge/awareness of the needs of sex workers who are exiting.	Community organizations	The City's supported employment initiative has successfully provided employment opportunities for individuals recovering from addictions.

### Strategic Direction #5 Align Regulation and Enforcement Efforts

Goal: Align efforts to promote neighbourhood health and safety, responsible business practices and mitigate negative neighbourhood impacts

Priority Actions	Outcomes	Partners	Notes
13. Strengthen the License By-law to better protect the safety and security of sex workers at premises where there is potential for safety risks, human trafficking/exploitation	Aligned role of the City in licensing with municipal responsibilities and jurisdictions	Community organizations	Consultation will continue with other jurisdictions to identify good practices. As part of this review process the License By-law language will be reviewed to ensure relevance.
14. Review licensing regulation and enforcement practices of other jurisdictions to prevent exploitation and negative impacts of sex work on neighbourhoods	Alignment with key elements of the Framework for Action: prevention, health and safety, service and support (including exiting)	Community organizations	Municipalities have no authority under the Constitution to create criminal law; may only regulate matters within their jurisdiction, such as local land use and the licensing of businesses <sup>19</sup> City staff are reviewing & monitoring approaches in other jurisdictions (e.g. City of Toronto, City of Edmonton) to determine results and applicability to Vancouver
15. VPD will make information available Vancouver residents on policies & practices related to arrests for prostitution offences, monitoring and enforcement of business establishments, neighbourhood complaints, and displacement of sex work to other neighbourhoods.	Increased public understanding of VPD enforcement related practices		

<sup>19</sup> Pivot Legal Society (2006). *Beyond Decriminalization: Sex work, human rights and a new framework for law reform*. Pivot Legal Society: Vancouver, BC.

**Strategies and Actions for Senior Government Consideration:** Where leadership from either provincial ministries or federal departments is most appropriate given the City's limited mandate, suggested actions for the consideration of senior governments are described below.

<b>Strategic Direction #1: Leadership and Coordination</b>			
Goal: Convene departments and engage a diverse range of external stakeholders to implement actions			
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>
1. Coordinate with Metro municipalities, enforcement agencies, non governmental agencies, and other stakeholders	Facilitate collective action through provincial leadership	Need for multi stakeholder coordination	BC Ministry of Public Safety and Solicitor General
<b>Strategic Direction #2: Enhanced Prevention and Awareness</b>			
Goal: Build prevention factors <sup>20</sup> and enhance awareness/knowledge of issues across governments and with the public			
2. Bolster public awareness to prevent child and youth sexual exploitation	Enhanced public awareness Improved resident engagement Increased local coordination	Annual awareness-raising campaign requires additional resources	BC Ministry of Public Safety and Solicitor General
3. Improve cross-ministry coordination & reinstate funding for community based partnerships to respond to sexual exploitation and sex work	Enhanced community and government capacity to respond	Lack of coordination and resources	BC Ministry of Public Safety and Solicitor General

<sup>20</sup> Prevention factors include: adequate income, family supports, housing, connection to culture and community, natural neighbourhood surveillance, early childhood education, youth programs, education and raising awareness.

<b>Strategic Direction #2: Enhanced Prevention and Awareness</b>			
Goal: Build prevention factors <sup>21</sup> and enhance awareness/knowledge of issues			
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>
4. Integrate information and education on the prevention of child and youth sexual exploitation within existing and related Vancouver Board of Education (VBE) programming	Increase awareness of the sexual exploitation of children and youth and enhance prevention among Vancouver students and parents  Decrease incidents of child and youth sexual exploitation  Increase the safety of schools and neighbourhoods	The VBE has several child and youth programs (some of which also involve parents) linked to related issues such as sexual health, drug use prevention and gang prevention, however no specific information on child and youth sexual exploitation is currently offered. There is an opportunity to integrate information on child and youth sexual exploitation prevention into these existing programs.	Vancouver Board of Education
5. Include the prevention of child and youth sexual exploitation within existing and future prevention and justice initiatives	Increase resources directed towards the prevention of child and youth sexual exploitation  Create a gender-balanced approach to prevention efforts	Current funding for youth prevention initiatives focuses on youth gang prevention for boys and young men without including the related issue of child and youth sexual exploitation <sup>22</sup>	Public Safety Canada - National Crime Prevention Centre (NCPC)

<sup>21</sup> Prevention factors include: adequate income, family supports, housing, connection to culture and community, natural neighbourhood surveillance, early childhood education, youth programs, education and raising awareness.

<sup>22</sup> A Sikka, Institute On Governance and Office of the Federal Interlocutor for Métis and Non-Status Indians. Trafficking of Aboriginal Women and Girls in Canada. 2009.



<b>Strategic Direction #2: Enhanced Prevention and Awareness</b>			
Goal: Build prevention factors <sup>23</sup> and enhance awareness/knowledge of issues internally and externally			
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>
6. Invest in Aboriginal focussed child care and after-school supports for 9-12 year olds, including focussed programs for girls and for Aboriginal children	Increased capacity of after-school care to engage and accommodate children ages 9-12, with a particular focus on girls and Aboriginal children  Improved safety, resilience and confidence of at-risk children	Consultation with Lower Mainland service providers identified the "middle years" as a gap in funding and program supports for after-school care; there is currently no overarching strategy or systemic support for after-school programming in BC <sup>24</sup>  Children of this age group are most likely to engage in risky behaviour and conflict with the law between 3 and 6 pm <sup>25</sup>	BC Ministry of Education BC Ministry of Community, Sport and Cultural Development

<sup>23</sup> Prevention factors include: adequate income, family supports, housing, connection to culture and community, natural neighbourhood surveillance, early childhood education, youth programs, education and raising awareness.

<sup>24</sup> BC Recreation and Parks Association. Addressing the After-School Hours: An Environmental Scan of After-School Programming Outside of Licensed Childcare for Children Aged 6 to 12 in BC. 2010. [http://www.bcrpa.bc.ca/recreation\\_parks/facilities/documents/Addressing\\_After\\_School\\_Report.pdf](http://www.bcrpa.bc.ca/recreation_parks/facilities/documents/Addressing_After_School_Report.pdf)

<sup>25</sup> Statistics Canada. Study: Where and when youth commit police-reported crimes. The Daily. June 29, 2010. <http://www.statcan.gc.ca/daily-quotidien/100629/dq100629c-eng.htm>

<b>Strategic Direction #3: Promoting Citizen Health and Safety</b>			
Goal: Support the health and safety of all citizens by utilizing current City infrastructure and assets, working with key partners, and through neighbourhood based projects			
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>
7. Develop education and information/training for health care providers, develop protocols and practices, and identify how environments for primary health care and addiction withdrawal services can be made safer and more accessible	Improved access to health care, mental health and detox services Improved outcomes for individuals struggling with addiction Increased safety and security for women accessing detox services	Need for increased awareness across front line health care services and protocols/practices Women may feel unsafe when accessing withdrawal/detox services alongside men due in part to histories of trauma and abuse	Vancouver Coastal Health Providence Health Care
<b>Strategic Direction #4: Investment in Services, Supports and Exiting</b>			
Goal: Provide and leverage new, sustainable investment through funding partnerships.			
8. Invest in peer-based life skills programs assisting transitions for First Nations individuals and families from reserves to urban centres	Improve community and cultural connections for Aboriginal people who are making transitions from reserves, helping them to succeed and contribute in an urban environment.	Programs supporting urban Aboriginal people, including those transitioning off-reserve, lack sufficient and secure funding from senior governments	Aboriginal Affairs & Northern Development Canada

## Strategic Direction #4: Investment in Services, Supports and Exiting

Goal: Provide and leverage new, sustainable investment through funding partnerships.

Actions	Outcomes	Identified Gap/Issue	Lead Agency
9. Improve the quality and quantity of existing housing and related services for the homeless, sex workers, youth, and adults who are exiting the sex trade	<p>Training for housing and outreach staff to raise awareness of sex work and exiting issues</p> <p>Improved and shared knowledge about value and key elements of the low barrier housing approach with housing partners</p> <p>Shared knowledge about what works in terms of housing and support services for exiting sex workers and sexually exploited youth</p>	<p>Adequate housing is a core need for sex workers living in poverty<sup>26</sup></p> <p>Women, youth, Aboriginal people &amp; transgendered populations have specific needs requiring customized training, training protocols, policies and guidelines to create safe, appropriate services<sup>27</sup></p>	BC Housing
10. Identify effective practices for individuals who are exiting the sex trade	Best practices and tools to support and inform current and future housing, exiting, and employment-related initiatives	<p>Lack of information about effective practices for supporting exiting youth</p> <p>Lack of effective information about effective practices for housing and employment supports for adults who are exiting</p>	BC Solicitor General and Ministry for Public Safety

<sup>26</sup> Pivot Legal Society (2004). *Voices for Dignity: A Call to End the Harms Caused by Canada's Sex Trade Laws*. (N=82) <http://www.pivotlegal.org/Publications/reports/vfd.htm>

<sup>27</sup> Bayes, S. (2009). *Bridging the Gap: Shelter case management in British Columbia*. Vancouver: Elizabeth Fry Society. <http://www.elizabethfry.com/publications/articles.htm>

<b>Strategic Direction #4: Investment in Services, Supports and Exiting</b>			
Goal: Provide and leverage new, sustainable investment through funding partnerships.			
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>
11. Invest in the expansion of the Mobile Access Project (MAP) services to other Lower Mainland municipalities	Increase access to MAP van services to include those involved in sex work outside Vancouver's boundaries Facilitate collaboration across municipal boundaries	Sex workers travel across municipal boundaries Access to the van increases health and safety and reduces harm for vulnerable women at night when no other services are open	BC Solicitor General and Ministry for Public Safety
12. Invest in a 24-hour drop-in and/or an overnight shelter for women sex workers	Women are able to access a place of safety over a 24-hour period.	Need for a safe place for women in the DTES that is open 24 hours	BC Housing
13. Build on good practice for at risk youth, and increase outreach services, currently supported through City funding, for youth in the Downtown Eastside, including Aboriginal youth	Improved access to information and resources Increased connections between youth and services	Programs such as Roving Leaders and Red Fox are positive examples of youth outreach initiatives that should be provided city-wide Additional youth outreach in the DTES is identified as a specific need by youth-serving agencies. Currently the City funds existing youth outreach in the DTES.	BC Ministry of Child and Family Development
14. Fund peer-based supports to assist individuals diverted through Community Court, in particular Urban Aboriginals	Improved relationships Improved ability to fulfill court order Improved connection to culture and community Increased life skills	Identified as a key support to promote prevention, exiting support. Individuals may require day to day peer assistance, connections to culture, help attend appointments, services and resources	Attorney General Department of Justice Canada

<b>Strategic Direction #4: Investment in Services, Supports and Exiting</b>				
Goal: Provide and leverage new, sustainable investment through funding partnerships.				
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>	
15. Invest funds into exiting opportunities in partnership with other funding organizations	Improved opportunities for exiting	The province currently supports one employment related exiting program in Lower Mainland.	Various Ministries	
16. Reinvest in Legal Aid, including family, immigration and criminal law	Access to legal service for low income populations including sex workers who come into conflict with the law	Cuts to Legal Aid have created barriers to legal support for low income populations, including sex workers	Attorney General	
17. Invest in income supports and commit to a comprehensive poverty reduction strategy	Other provinces, including Ontario, have comprehensive poverty reduction strategies that include adequate wages and supports to help people maintain employment	Poverty is a contributing factor to the survival sex trade. BC has the highest child poverty rate in Canada. Vancouver has the highest rate of low income earners among major urban centres in Canada <sup>28</sup>	Social Development	
18. Waive processing fees and reduce waiting times for criminal pardons for low income sex workers convicted of prostitution and related crimes	Access to labour market and higher education for marginalized, low income individuals, including Aboriginal and immigrant women	Individuals receiving social assistance, including single mothers, can be forced to engage in sex work because they are unable to gain employment and education due to a previous prostitution conviction. These individuals may not be able to afford the costs of the processing fee to apply for the pardon. Further the waiting time to receive a pardon can be lengthy.	Department of Justice Canada Parole Board Social Development	

<sup>28</sup> Conference Board of Canada - July 2011

<b>Strategic Direction #5 Align Regulation and Enforcement Efforts</b>			
Goal: Align efforts to promote neighbourhood health and safety, responsible business practices and mitigate negative neighbourhood impacts			
<b>Actions</b>	<b>Outcomes</b>	<b>Identified Gap/Issue</b>	<b>Lead Agency</b>
19. Identify effective options for sentencing johns	Options for sentencing johns	Proponents of the Nordic model support enforcement of prostitution laws against johns. Until recently johns charged under prostitution laws have been provided with diversion to John's school; this option has been put on hold and is currently under review.	Attorney General