

CRAB Park Designated Area Clean-up and Compliance: Confirmed Plan

March 18, 2024

Purpose: Confirmed Plan for implementation, effective March 18, 2024

We recognize that the work in CRAB Park and across Vancouver takes place on the unceded territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səlilwətał (Tsleil-Waututh) Peoples.

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1. BACKGROUND AND CONTEXT

A. Purpose of Park Control By-law

Public parks play a critical role for the health and well-being of the whole community and are particularly important in park deficient neighbourhoods like the DTES and as our city densifies and people rely on parks for their access to nature and green spaces.

The Vancouver Board of Parks and Recreation's [Park Control By-Law](#) seeks to provide a balanced approach to managing use of limited park spaces across the city. Recognizing the homelessness crisis, the By-law allows for residents without housing to set up temporary shelters from dusk to dawn, so long as tents and structures are packed up in the morning. This requirement to bring down structures at dawn ensures that during the day, city parks are available to support the health and wellbeing of the whole community. By allowing overnight sheltering but daytime structure removal, the By-law attempts to provide a balanced approach to managing the city's limited and highly valued public green spaces for the benefit of all Vancouver residents.

B. Designated Daytime Sheltering Area ("Designated Area"): Shelter Requirements and Guidelines

Following *Bamberger v. Vancouver (Board of Parks and Recreation)*, 2022 BCSC 49, the General Manager (GM), pursuant to Section 11 of the Park Control By-law, established through a *GM Notice* a designated area in CRAB Park where structures could stay up during the daytime ("Designated Area"). This was not required by the Court and was implemented on a discretionary basis to support people who were physically unable to take down their structures each morning.

Specific Information from the GM Notice: April 6, 2022

Effective April 7, 2022

- "The General Manager of the Vancouver Board of Parks and Recreation designates the northwest point of CRAB Park at Portside (shaded orange in below map) as an area acceptable for temporary daytime shelter."

- “This level area has been identified as sufficiently **large to accommodate the allowable 9 square metres (3m x 3m) for one tent per individual** who is currently camping on the slope.”
- “Individuals will **not be permitted to move items such as motorcycles, generators, wood, pallets, propane tanks, or building materials**. These types of items are not allowed in parks as they create safety concerns, reduce space to accommodate individuals seeking shelter, and contribute to additional deterioration and damage to the park.”

By-Law Requirements and Operational Safety Guidelines

While in the Designated Area, temporary structures are permitted during the day, these structures must not only meet the requirements as outlined in By-law but must also meet the General Manager Notice enabling daytime sheltering and related operational safety guidelines.

The By-Law sets forth basic health and safety requirements for temporary shelters to protect human life, maintain the park environment, enable park management, and allow for emergency response access. Operational guidelines provide further safety requirements related to structures in the daytime area.

Park Control By-law excerpt: Temporary shelter requirements

11B. A temporary shelter:

(a) must not be erected:

- i. within 25 metres of a playground or school;
- ii. in, on or within a:
 - A. beach, pond, lake or dock;
 - B. trail, bridge, seawall, roadway or park entrance;
 - C. natural area;
 - D. garden or horticultural display area;
 - E. pool or water park;
 - F. sports field, sports court, skate park, fitness amenity or golf course;
 - G. community centre or fieldhouse;
 - H. bleacher, stage, gazebo, public monument, designated picnic site, picnic shelter or washroom;
 - I. designated off-leash dog area; or
 - J. designated special event area for which permission has been given in accordance with this by-law;

(b) may only be erected from dusk until 7:00am the following day, unless in an area designated by the General Manager as acceptable for temporary daytime shelter;

(c) must be dismantled and moved by 8:00am each day, unless in an area designated by the General Manager as acceptable for temporary daytime shelter;

(d) must not impede public use of, or access to, a park or facility;

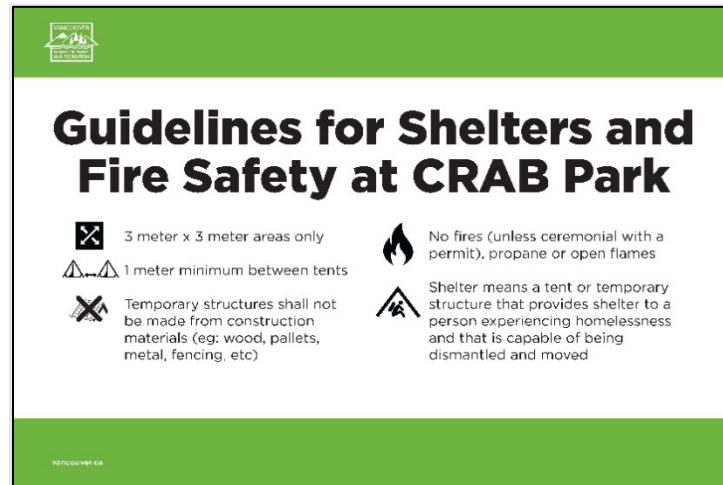
(e) must not hinder or interrupt the ability of staff or contractors to perform their work, as set out in section 14(a) of this by-law;

(f) must not exceed a maximum footprint of 9 square metres (3m x 3m), with all belongings contained within that space;

(g) must not contain any campfire, lighted candles, propane lanterns or stoves, or other similar devices;

- (h) must not be used to sell goods or conduct business without the permission of the Board, as set out in section 4(a)(i) and 4(a)(ii) of this by-law; and.
- (i) must not be left unattended.

Operational Safety Guidelines (Posted in the Designated Area)



C. Designated Area Clean-up and By-law Compliance

In early December 2023 with increasing debris and a growing and concerning number of non-compliant structures and volume of non-compliant materials, staff identified that a safer/cleaner Designated Area was needed for existing people sheltering in the Designated Area. Accordingly, Park Board staff first discussed the need to clean-up the Designated Area and bring structures into compliance with the By-law and guidelines with people sheltering in the park in early December 2023. An initial date to start the work over two phases was set for the end of December but was subsequently delayed due to the inclement weather. Despite the delay, staff have been very clear with people sheltering in the Designated Daytime Area of the park that the work would need to proceed.

Park Board staff restarted the clean-up work on January 25 with the goal of completing the work in two phases so that people could stay in place. However, staff attempting to initiate the planned clean-up work on January 25 identified serious health and safety concerns due to significant amounts of feces, rats, extremely soiled materials, and discarded needles. These conditions were of sufficient concern that staff paused the already planned work to reconsider how the work could be safely conducted. As well, through this work, it also became clear that the larger structures that were not in compliance with the By-law could not be deconstructed safely by hand or with people nearby – this work would require mobile equipment and machinery.

City and Park Board staff then looked at whether the work could be phased: could one area be done first, and then another. Because of the volume of debris and hazardous material, the scale of the non-compliant structures, the shape/size of the peninsula which has very tight spacing, and the need for mobile equipment, it was determined that the work could not be phased. A new draft plan (*Draft Designated Area Clean-up and Compliance Plan v1*) was developed, and Park Board staff started discussing the Draft Plan with people sheltering in the encampment on February 22, 2024.

Staff also wanted to ensure the work was done as quickly as feasible given the health, hygiene, and safety concerns, and the disruption and stress this type of operation can cause for people sheltering in daytime area of the park.

It is important to note that since the encampment started, people are regularly encouraged/asked to keep the area clean of debris: a large bin was placed adjacent to the encampment to facilitate their efforts.

D. Draft Plan v1: Feedback Period

The *Designated Area Clean-up and Compliance Draft Plan (v1)* was shared with people sheltering in the encampment from February 22 through March 7. Staff described the high-level approach and invited feedback. Over that two-week period, many comments, questions, and ideas were shared with staff. These came directly from people sheltering in the encampment through discussions with Park Board Rangers and staff, from DTES service organizations, and from advocates/organizers.

A complete list of all feedback, questions, and ideas received, and responses is appended to this document. Below is the feedback received that staff are either following-up on or was integrated into the *Draft Plan (v2)*:

1. Keep the food tent, donation tent, and warming tent.

Response: Space is being allocated for the food tent and we will also allocate space for the donation tent. These structures need to comply with the temporary shelter requirements and the GM Notice: i.e., be a tent, not a built structure. We will also ask Vancouver Coastal Health (VCH) to provide written health requirements for the food tent. As we head into spring and summer, we do not expect there to be a need for a warming tent, but if we have not brought everyone inside by next fall, we will discuss a supervised warming tent with BC Housing.

2. Provide moving supports for people.

Response: BC Housing has agreed to fund a DTES-based non-profit organization to deploy staff and peers to support people to sort their belongings, relocate to the Temporary Sheltering Area, and move any items to storage as need be.

3. Move dumpster closer to the cleaned-up and repaired Designated Area.

Response: We can move the dumpster closer. To do this, we may need to obtain a smaller dumpster, but we will confirm size and placement of the dumpster once the sheltering areas have been mapped out in the repaired Designated Area.

4. Discuss fire blankets with VFRS and potential use for between sheltering lots.

Response: We will discuss this with VFRS before people move back to the Designated Area. Space between sheltering lots will also be provided to support fire safety and access.

5. Provide fencing to identify the space moving forward and maintain the area identified for the space that the person will have.

Response: We will use (4ft in height) fences (open on one side) to delineate spaces for people sheltering in the cleaned-up repaired Designated Area. Individuals will be responsible for maintaining their allotted area according to the guidelines.

6. **Can people be provided with fire retardant tents as Nylon tents don't provide protection. Can we provide secure canvas tents, something sturdier, if you taking away tents and shelters?**

Response: We will discuss with BC Housing the provision of canvas tents or fire-retardant tents.

7. **Can we bring in a nonprofit operator to help people keep the area clean and safe and in compliance with By-laws?**

Response: Everyone using parks has a responsibility to be accountable for their own actions and activities in the park, including complying with By-laws. We have had non-profit partners involved in working with people sheltering in previous encampments (Oppenheimer and Strathcona) and these operators have had limited success in supporting people to maintain clean areas. We could look at trying again with a different operator. BC Housing funds this type of work so we will discuss with them.

8. **Allow people to review the Detailed Plan and Notice and provide feedback.**

Response: We have provided people with one-week to share feedback on the Draft Plan (v1) and will add one week to the timeline to provide people with time to provide feedback on the Draft Plan (v2) before confirming details for Notice.

We will post the *Draft Plan v2* at 9:00 am the morning of Tuesday, March 12. Park Rangers will also walk through the Designated Area at that time and distribute copies of the plan to people sheltering in the Designated Area. We will invite feedback on Draft Plan v2 until Friday, March 15. A meeting will be held at 1:00 pm every day from March 12 through March 15 with Park Board and City staff available to answer questions and receive feedback.

We will make any final adjustments over the weekend of March 16-17 and intend to issue Notice of the work along with the Confirmed Plan on March 18.

Despite this one-week extension to enable feedback, we strongly encourage people to start sorting through their belongings and materials now, so they are prepared for *Phase 1 Relocation to Temporary Sheltering Area*, which is scheduled for March 18- March 24.

E. DRAFT PLAN V2: FEEDBACK PERIOD AND FEEDBACK

As described above, *Draft Plan v2* was shared with people sheltering in the Designated Area on March 12. It was also posted on the Notice board at 9:00am and Park Rangers hand delivered the plan to people sheltering in the area. They also posted information about daily 1:00 pm meetings that would be held, March 12-15 to ensure people sheltering in the Designated Area to discuss the Draft Plan v2 and any feedback, ideas, and questions with staff.

Based on this feedback, final adjustments were made to the plan over the weekend of March 16-17. Today, on March 18, Park Board staff are issuing a Notice of the work along with the Confirmed Plan.

A complete list of all feedback, questions, and ideas received, and responses is appended to this document. Below is the feedback received from March 12-15 that is either being followed-up on or is being integrated into the Confirmed Plan. Please note that this is in addition to the feedback received for integration on v1.

Feedback received March 12-15, 2024, to be integrated:

- Staff will discuss with BC Housing the provision of a canopy and collapsible and portable outdoor chairs to enable a communal gathering space for the cleaned-up and repaired Designated Area.
- Each assigned sheltering area in the cleaned-up and repaired Designated Area will be equipped with a fire extinguisher (in addition to the fire blankets agreed to from the previous round of feedback on *Draft Plan v1*).
- Staff have requested BC Housing to provide food coolers and will request VCH Environmental Services to provide advice on food storage.

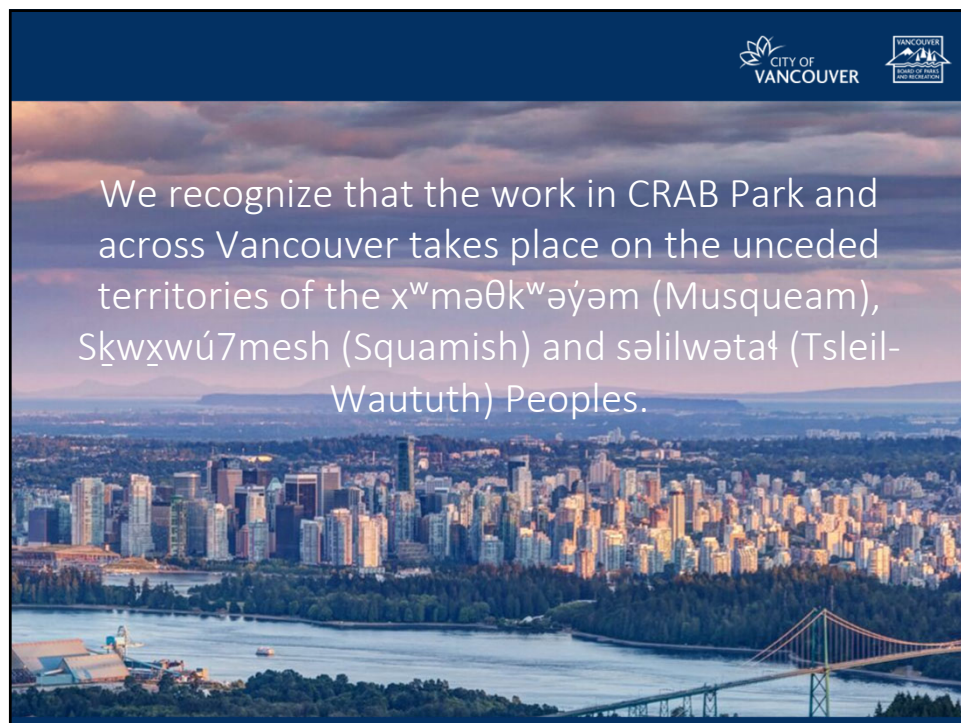
2. CLEAN-UP AND COMPLIANCE CONFIRMED PLAN: DESCRIPTION AND DETAILS

The *Confirmed Plan* incorporates the feedback above and is presented in the slides below. This plan is being posted at 9:00 am the morning of Monday, March 18. Park Rangers will also walkthrough the Designated Area at that time to distribute copies of the Notice and Confirmed Plan to people sheltering in the Designated Area.

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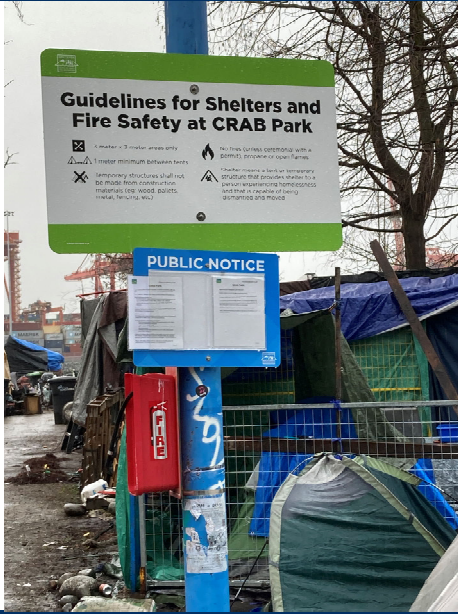


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Draft Plan (v2): Contents






1. Background & Context
2. Current Status
3. Planned Work
4. Revising the Approach
5. Confirmed Plan
6. Post Current Work
7. COV Response to Homelessness
8. Need for a Regional Approach to Homelessness



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Background and Context: Parks & the Park Control By-law

Parks and the Park Control By-law

- Public parks play a critical role for the health and well-being of the whole community and are particularly important in park deficient neighbourhoods like the DTES and also as our city densifies and people rely on parks for their access to nature and green spaces.
- The Vancouver Board of Parks and Recreation's Park Control By-Law seeks to provide a balanced approach to managing use of limited park spaces across the city. Recognizing the homelessness crisis, the By-law allows for residents without housing to set up temporary shelters from dusk to dawn, so long as tents and structures are packed up in the morning. This requirement to bring down structures at dawn ensures that during the day city parks are available to support the health and wellbeing of the whole community. By allowing overnight sheltering but daytime structure removal, the By-law attempts to provide a balanced approach to managing the city's limited and highly valued public green spaces for the benefit of all Vancouver residents.

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Background and Context: Designated Area (1/2)



Designated area for daytime sheltering: GM Notice

Following *Bamberger v. Vancouver* (Board of Parks and Recreation), 2022 BCSC 49, the GM, pursuant to Section 11 of the Park Control By-law, established through a *GM Notice* a designated area in CRAB Park where structures could stay up during the daytime ("daytime area").

This was not required by the Court and was implemented on a discretionary basis to support people who were physically unable to take down their structures each morning.

Specific Information from the GM Notice: April 6, 2022

Effective April 7, 2022

- "The General Manager of the Vancouver Board of Parks and Recreation designates the northwest point of CRAB Park at Portside (shaded orange in below map) as an area acceptable for temporary daytime shelter."
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- "Individuals will not be permitted to move items such as motorcycles, generators, wood, pallets, propane tanks, or building materials. These types of items are not allowed in parks as they create safety concerns, reduce space to accommodate individuals seeking shelter, and contribute to additional deterioration and damage to the park."

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Background and Context: Designated Area (2/2)



Designated area for daytime sheltering: By-law and Guidelines

While in the designated daytime area temporary structures are permitted during the day, these structures must meet the requirements as outlined in the General Manager Notice enabling daytime sheltering and the Park Control By-Law and related operational safety guidelines.

- The By-Law sets forth basic health and safety requirements for temporary shelters to protect human life, maintain the park environment, enable park management, and allow for emergency response access.
- Operational guidelines provide further safety requirements related to structures in the daytime area.
- Both sets of requirements have been discussed with people in the daytime area numerous times.
- The GM Notice stipulates one tent per individual in a 3m x 3m area and identifies restrictions of certain materials that create safety issues.

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Background and Context: By-law and Guidelines



Park Control By-law excerpt: Temporary shelter requirements

11B. A temporary shelter:

(a) must not be erected:

- i. within 25 metres of a playground or school;
- ii. in, on or within a:
 - A. beach, pond, lake or dock;
 - B. trail, bridge, seawall, roadway or park entrance;
 - C. natural area;
 - D. garden or horticultural display area;
 - E. pool or water park;
 - F. sports field, sports court, skate park, fitness amenity or golf course;
 - G. community centre or fieldhouse;
 - H. bleacher, stage, gazebo, public monument, designated picnic site, picnic shelter or washroom;
 - I. designated off-leash dog area; or
 - J. designated special event area for which permission has been given in accordance with this by-law;

(b) may only be erected from dusk until 7:00am the following day, unless in an area designated by the General Manager as acceptable for temporary daytime shelter;

(c) must be dismantled and moved by 8:00am each day, unless in an area designated by the General Manager as acceptable for temporary daytime shelter;

(d) must not impede public use of, or access to, a park or facility;

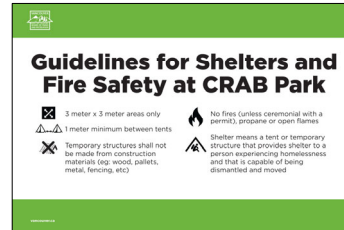
(e) must not hinder or interrupt the ability of staff or contractors to perform their work, as set out in section 14(a) of this by-law;

(f) must not exceed a maximum footprint of 9 square metres (3m x 3m), with all belongings contained within that space;

(g) must not contain any campfire, lighted candles, propane lanterns or stoves, or other similar devices;

(h) must not be used to sell goods or conduct business without the permission of the Board, as set out in section 4(a)(i) and 4(a)(ii) of this by-law; and.

(i) must not be left unattended.



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Background and Context: Daily Work



Daily/routine work in the encampment

Park Rangers attend the park daily to engage with people who are sheltering in the park, both within the daytime area and in other areas of the park where people can shelter overnight but need to bring down their structures during the day so the whole community can use the park.

- This work involves general clean-up and debris removal, supported by Engineering and VPD when needed, taking down structures as per the By-Law, and discussion of safety concerns related to certain types of structures and materials.
- Park Rangers are also regularly accompanied by VFRS who discuss fire safety.

The City's Homelessness Services Outreach team attends CRAB Park regularly to offer assistance and support to those sheltering in the park, including making offers of shelter or housing as it becomes available.

There are also other service providers including Kilala Lelum, Lu'ma, MSDPR and VCH Intensive Housing and Outreach Team supporting people in the park as needed.

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Current Status: People Sheltering with Housing Need



Current People in the Encampment (as of Feb 14)

Homelessness Services (Carnegie Outreach) visits the encampment every morning to see who was sleeping there overnight and to ensure we understand their needs and preferences.

February 14

- 30 people staff have seen recently and have No Fixed Address (NFA)
 - Includes 3 couples
 - Sleeping in the park at least three nights a week
 - Have provided identifying information to staff
 - Included in priority list of names provided to BC Housing
- There are an additional 22 people who have NFA and who were seen at some point since November 2023 but less frequently.

Note: Staff have connected with BC Housing to explore options for finding sufficient vacancies to offer all people in encampment a reasonable housing offer. Ideally, we would be able to bring everyone inside.

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Current Status: Clean-up and By-law/Guideline Compliance



December 2023

Estimated 80 structures in total; 20 non-compliant with the By-law or the GM Notice that allows one tent per person in a 3m x 3m area.

Examples of non-compliance: structures and materials



Other examples:

- Wood and wood pallets
- Chop shops
- Buried construction conduit & other items
- Generators, batteries, propane tanks, and other combustibles
- Construction scaffolding
- Motorcycles and scooters

Note: These are just illustrative examples. There are other materials and built structures that are non-compliant.

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Planned Work: Clean-up and By-law/Guideline Compliance



Early December 2023

A safer/cleaner Designated Area is needed for existing people sheltering in the park.

- Park Board staff advised people of the need to clean-up debris and that structures not compliant with the By-law and safety guidelines would need to be brought into compliance.
- Staff outlined a two-phase plan for those sheltering in the encampment:
 - *Phase 1 - Clean-up:* The areas where there was debris and dropped tents would be cleaned up and, when that was completed
 - *Phase 2 - Compliance:* the non-compliant structures would be brought into compliance.
 People were invited to provide feedback or comment on the plan.
- *Phase 1 - Clean-up* was to start at the end of December, just after December 25.
 - It was anticipated that multiple days would be needed to complete this phase.
 - Start was delayed due to the inclement weather over late December; notice was reissued in early January.
- This was discussed numerous times with people sheltering in the encampment and encampment leaders/organizers.
- Day One of clean-up by staff was scheduled for January 25, 2024.

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Note: People are always invited/requested to keep the area clean of debris: a large bin was placed adjacent to the encampment to facilitate their efforts.

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Planned Work: Phase 1, Clean-up – Day One



January 25: Park Rangers & Eng (w/ VPD support) started the clean-up phase.



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Planned Work: Phase 1, Clean-up – Day One, January 25



January 25

Key findings in the clean-up areas:

- Significant amounts of debris, garbage, and propane tanks; significant amount of hazardous or very unhygienic materials like needles and feces; rat infestation; highly soiled materials.
- Slow progress due to volume of materials, hazards, and poor ground conditions.
- Higher risk of injury associated with manual removal of items (by hand, rakes, shovels, wheeled totes)
- Vehicle access limited due to poor ground conditions and placement of structures.
- Larger built-structures will require mobile equipment/machinery to safely disassemble and remove materials.

Staff's assessment is that these conditions are not safe for people sheltering in the daytime area and the manual clean-up approach presents too many risks for staff.

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Revised Plan: Reconsider Approach



Based on this assessment:

- City and Park Board management agreed a different way of doing this work is needed.
- Park Board staff advised those sheltering in the Park during the week of Feb 5th that a new approach would be needed due to these conditions, but that the work would continue.
- The work should happen in a timely manner as the rat infestation and hazardous materials, like feces and needles, are very unhygienic.

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Revised Plan: Considerations & Approach



Considerations for revised approach

- Occupational health and safety considerations: Given the conditions, manual clean-up is too high risk for staff and will take too long to address this issue, and manual deconstruction is not appropriate for the large built structures.
- What is unsafe for staff is unsafe for other people: These same conditions create significant health & safety risk for people in the park due to rats, feces, garbage, and needles – we should not allow these conditions to persist.
- The large built structures are created out of unknown assembly of materials with unknown techniques and approaches; their structural integrity is unknown; creates risk for staff working.
- Mobile equipment/machinery will inevitably be required to safely remove built structures, to scrape the ground, fix holes, and level the ground.
- The peninsula is a small area and phasing the work is not feasible – necessary mobile equipment cannot be brought into this area with people present.
- Existing people sheltering in the designated area should be able to remain in park.
- Work should happen as quickly as possible so people can return to Designated Area in a timely manner.
- We would like to hear feedback from people in the designated area to see if they have any ideas for this work and how we could attempt to mitigate the impact on them recognizing it will create some stress. Leadership will review feedback and incorporate as feasible and reasonable.

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Revised Plan: Considerations & Approach



CRAB Park Designated Area
February 20, 2024

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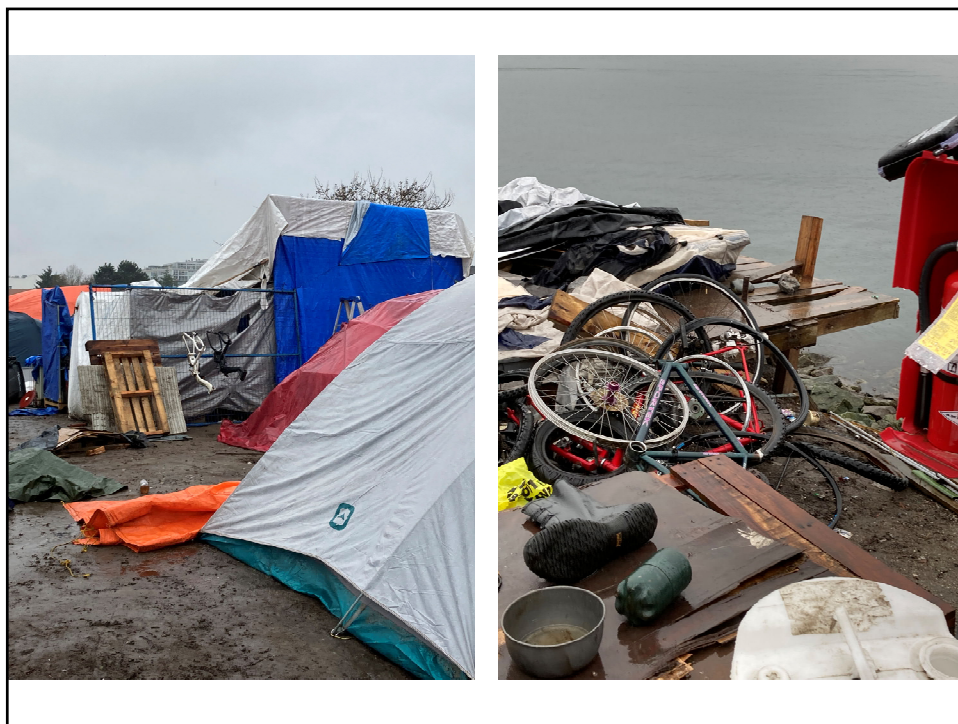
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Confirmed Plan: Clean-up and Compliance



Confirmed Plan: Overview

Note: Shared early version (Draft Plan v1) on Feb 22 and 26; February 22 through March 8 for feedback

Note: Shared detailed Draft Plan v2 on March 12 for feedback; Feedback collected March 12-15

Note: Some changes made to details in response to feedback from February 22 through March 15

Phase 1: Relocation to Temporary Area

Require current people sheltering in the Designated Area (as of Feb 26) to shift to a new Temporary Sheltering Area (in CRAB Park).

Phase 2: Clean-up, Repair, and Ready Designated Area for Return

Fence off entire Designated Area and perform clean-up & site/ground repair over 1 week period.

Phase 3: Relocation into Cleaned-up and Repaired Designated Area

Allow current people who were sheltering in the Designated Area to return to Designated Area, according to GM Notice requirements, By-law requirements, and operational guidelines.

Notes:

- Some feedback received on Draft Plan (v1) and (v2) has been incorporated into details to follow.
- May maintain fencing in some areas longer term to allow for repairs and prevent expansion & re-establishment.
- GM Notice, By-law requirements, and operational and safety guidelines must be followed moving forward.
- If there is opportunity to accelerate housing or shelter offers in partnership with BC Housing, do so.

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v1 - Feedback and Questions: Feb 22 to March 8 (2/2)



See the Section 4 of this document for comments and feedback received on v1 and responses.

Feedback being followed-up on or integrated into the Confirmed Plan

- In addition to the food tent, we will allocate space for the donation tent. These structures need to comply with the By-law requirements, GM Notice, and guidelines.
- As we head into spring and summer, we do not expect there to be a need for a warming tent, but if we have not brought everyone inside by next fall, we will discuss a supervised warming tent with BC Housing.
- Provide relocation supports for people: BC Housing is supporting us to engage a NPO to deploy peers.
- Move dumpster closer to the cleaned-up and repaired Designated Area.
- We will discuss fire blankets with VFRS and potential use for between sheltering lots.
- Use fences to delineate lots for people sheltering in the cleaned-up repaired Designated Area: We will do this using lower, 4 ft high fencing, open on one side. People will be required to maintain the fencing in good condition.
- Discuss with BC Housing the provision of canvas tents or fire-retardant tents if available.
- Discuss with BC Housing the potential to bring a NPO to provide some operational oversight of the Designated Area so ensuring compliance and other related matters does not need to be handled by enforcement staff.
- Allow people to review the Detailed Draft Plan and Notice and provide feedback: we will add one week to the timeline to provide people with time to provide feedback on the Plan before confirming details for Notice.

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v2 - Feedback and Questions: March 12-15





See the Section 3 of this document for comments and feedback received on v2 and responses.

Additional new feedback being followed-up on or integrated into the Confirmed Plan

- Staff will discuss with BC Housing the provision of a canopy and collapsible and portable outdoor chairs to enable a communal gathering space in the cleaned-up and repaired Designated Area.
- Each assigned sheltering area in the cleaned-up and repaired Designated Area will be equipped with a fire extinguisher (in addition to the fire blankets agreed to from the previous round of feedback on Draft Plan v2).
- Staff have requested BC Housing to provide food coolers and will request VCH Environmental Services to provide advice on food storage for setting up the food tent in the cleaned-up and repaired Designated Area.

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Confirmed Plan: Timeline		 	
Public Milestone	Activities		
Feb 14	Early Planning / Consultation		
	<ul style="list-style-type: none"> Draft and discuss a new proposed approach for the work – Draft Plan (v1) Feb 22 – Mar 7: Meet in person w/ those sheltering, discuss Draft Plan (v1) and invite feedback (2 wks) Feb 26: Posted public notice in the encampment area; Mar 1-10: Discussed feedback as it comes in and finalize plan Continued discussions with BC Housing about housing and shelter options Continued routine enforcement & other regular activities 		
March 11	Provide Detailed Draft Plan (v2) and responses to feedback and questions: Seek final feedback		
	<ul style="list-style-type: none"> Mar 11: Posted update – Provided detailed Draft Plan (v2) for final feedback on March 12, updated dates. Mar 12-15: Issue Drafted Plan v2; solicited feedback on v2. Mar 12-17: Considered final feedback and adjusted Draft Plan Continued to work with BC Housing on housing and shelter options Continued routine enforcement & other regular activities 		
March 18	Phase 1: Provide 7-day notice; Post Confirmed Plan; Relocation to Temporary Sheltering Area		
	<ul style="list-style-type: none"> Mar 18: Post Notice & Confirmed Plan summary and answer questions in-person with people sheltering Establish Temp Sheltering area spaces & support people to move to Temp Sheltering Area Continue to work with BC Housing on housing and shelter options Continue routine enforcement & other regular activities 		
March 25	Phase 2: Clean-up, Repair, and Ready Designated Area for People's Return		
	<ul style="list-style-type: none"> Mar 25: Erect work zone fencing, escort any remaining people out of area Mar 25-31: Cleanup and repair Designated Area; Prepare Designated Area for people returning (per GM Notice, By-law requirements, and guidelines). <i>Note: Target completion March 31st, subject to change for operational reasons</i> Continue to work with BC Housing on housing and shelter options Continue routine enforcement & other regular activities 		
April 1	Phase 3: People return to cleaned-up and repaired Designated Area		
<i>Note: Date subject to change for operational reasons</i>	<ul style="list-style-type: none"> Work with people to ensure compliance moving forward; Continue routine enforcement & other regular activities. <i>Note, target April 1st, subject to change based on planned completion of Phase 2 cleanup March 31st</i> Continue to work with BC Housing on housing and shelter options Remediation of remaining areas (work zone fencing removed) 		

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Confirmed Plan: Considerations and Details (1/3)

The logo for the City of Vancouver, featuring a stylized white flower or leaf design above the text "CITY OF VANCOUVER" in white capital letters.

The logo for the Vancouver Homelessness Services Outreach team, featuring a stylized white house icon above the text "VANCOUVER HOMELESSNESS SERVICES OUTREACH TEAM" in white capital letters.

Staff and Community Members: Safety and Well-being

(Blue = confirmed since Draft Plan 2)

- Staff safety remains a primary concern:
 - Staff typically receive a lot of harassment and threats during this work, primarily from protestors and/or advocates.
 - People in encampments generally tend to work well with staff when they are not encouraged to do otherwise; however, there are enough situations of aggression that staff do require VPD presence.
 - VPD will be present to ensure staff safety and to keep the peace. They will be asked to keep a buffer zone.
- The impact on people sheltering remains a primary concern:
 - We recognize that this will be stressful for people sheltering in the Designated Area.
 - We are trying to provide certainty as soon as feasible while also building in opportunities for people to provide feedback.
 - We are trying to respond to and incorporate that feedback when feasible and reasonable.
 - We are trying to provide dates with notice so people have time to make choices and self-determine whether they will stay in CRAB Park and comply with the requirements or leave.
 - We are deploying a female Community Services liaison to work alongside Park Rangers and Sanitation crews.
 - VCH IHOT will be onsite to offer mental health supports; will provide snacks and water.
 - Lu'ma will be onsite to support people as well, including cultural supports; will provide tents and support set-up if needed.
 - Kilala Lelum will continue to visit on their weekly schedule and provide cultural supports
 - BC Housing's new outreach team will visit and coordinate efforts with the City's Homelessness Services Outreach team (Carnegie Outreach).
 - Peers will be deployed from a DTES-based NPO to support people to sort their belongings, pack, move, etc.
 - Ministry of Social Development & Poverty Reduction will be on site as capacity allows.

32

Confirmed Plan: Considerations and Details (2/3)

**Belongings**

People's belongings are important; even more important when you are without housing and have little.

There are four options for belongings:

People can prioritize items to take with them that can fit into the 3m x 3m area;

1. People can take belongings to the Temporary Sheltering Area, provided materials are compliant and fit within the allotted 3m x 3m area.
2. People can take some items to Aboriginal Front Door (AFD) operated storage at Main & Hastings.
 - BC Housing funds the City to activate this service to support people who are without housing to have a safe space to store belongings. AFD is the operator.
 - AFD has limited space and will accept items subject to space and adherence to their requirements. Owner must be present to check-in belongings.
3. Staff can store some limited belongings at a City site for 30 days with a clear process for how to retrieve your belongings (items will not be delivered back to a park or sidewalk; a suitable address must be provided)
 - Please note that many people never call to claim their belongings.
 - Staff do proactively try to contact people whose belongings are being held before disposing of them if there is contact information provided.
 - Not all items are appropriate for storage by City: soiled materials, commercial materials, substance use paraphilia, combustibles, etc.
4. All other materials will be disposed of unless the person makes other arrangements themselves for offsite storage or disposal, perhaps through friends, family, or an advocate.

BC Housing is funding the City to engage Atira to deploy peers to work with people sheltering in the Designated Area to sort through their belongings to self-determine how their belongings and other materials should be handled as per the four options outlined above. As an experienced housing and shelter operator, Atira has experience supporting people with their belongings and has experience working with the City in previous encampments.

33

Confirmed Plan: Considerations and Details (3/3)

**Refusal to relocate**


- Staff will work hard to encourage people to relocate to the temporary area voluntarily.
 - Park Rangers will be the first approach, supported by a female Community Services liaison.
- If people refuse to relocate after reasonable time and efforts to support voluntary relocation, then they may need to be escorted out of the designated area by VPD.
 - They will still have a designated lot in the temporary area for their use provided there was no aggression or violent response.
- Staff will do everything we can to de-escalate so that there is less risk of behaviour that may result in arrest.

Access to work zones

- Once area is fenced and work starts, this is an active work zone with mobile and heavy machinery so there will be no public access permitted.
 - Staff escort into the zone may be provided to people sheltering to retrieve materials on an exception basis, and in accordance with operational timelines and restrictions (i.e., during scheduled work stoppages, for a limited period)
- Communications will work with operations to ensure media has reasonable access so that they can fulfill their role in reporting on events of significance.

34

Confirmed Plan: Location of Temporary Sheltering Area



- Effective Monday, March 18, pursuant to the Parks Control By-law, the General Manager of the Vancouver Board of Parks and Recreation designates a Temporary Daytime Sheltering Area (TDSA) with assigned sheltering spaces for those people who were sheltering overnight in the Designated Area (Designated Area) of CRAB Park on February 26, 2024 *(Note: Same group identified as on February 14, 2024).*
- The TDSA sheltering spaces are assigned on a per-person basis and cannot be transferred to another person. People sheltering in the Designated Area as of February 26, 2024, must confirm the location of their assigned TDSA sheltering space with Park Board staff. Details on the assigned TDSA sheltering spaces will be included in the GM Notice.
- All people sheltering in the Designated Area are required to have vacated Designated Area as of end of day March 24, 2024, to enable the clean-up, compliance, and repair work in the area to start effective March 25, 2024.
- The TDSA sheltering spaces are effective until the clean-up and repairs to the Designated Area established on Thursday, April 7, 2022, are complete and the Designated Area is determined by the General Manager to be ready for people who were sheltering in the Designated Area as of February 26, 2024, to return. The TDSA will then be rescinded, and people required to relocate back into the cleaned-up and repaired Designated Area.
- TDSA sheltering spaces will be established for the food tent and the donation tent.
- Anyone without a TDSA assigned sheltering space must set up outside of the TDSA and must comply with the Park Control By-law Section 11 regarding Temporary Overnight Sheltering.

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CRAB Park Designated Area

March 10, 2024

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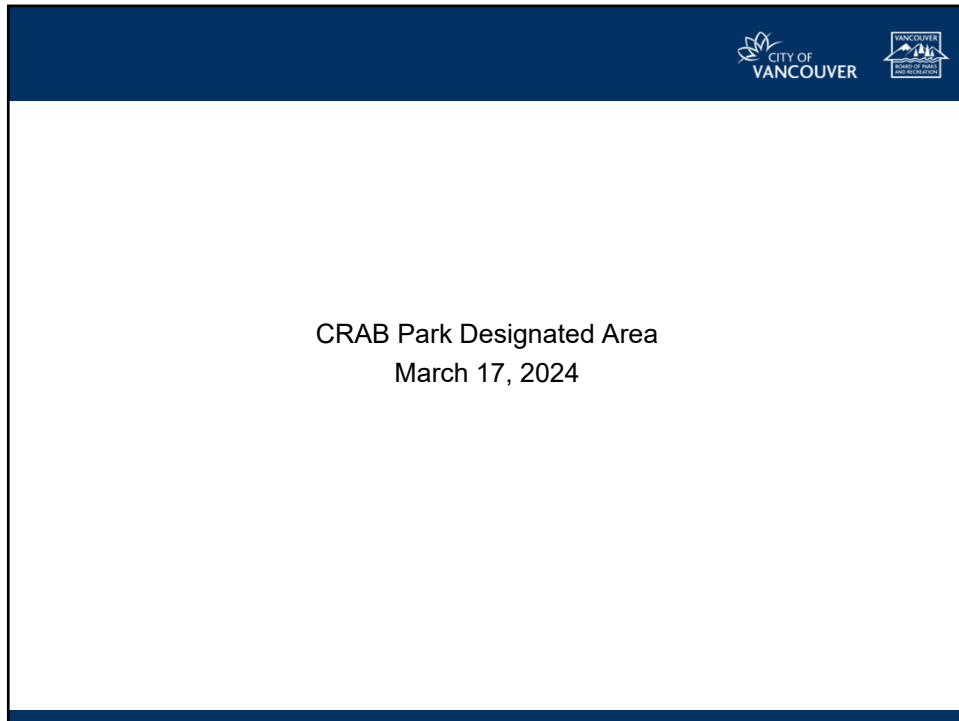
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Post Clean-up: Ongoing Compliance and Closure Plan



Cleaned-up and repaired Designated Area:

- People sheltering have a cleaned-up area that is more hygienic and safer.
- Re-establish spaces in alignment with By-law requirements and safety guidelines.
- Require people using this area to be in compliance with Notice, By-law requirements, and guidelines: very limited requirements to meet.
 - Park Board will enforce these requirements moving forward.
 - Donation, Food, and Gathering canopies will be allowed with the same parameters for a temporary shelter (3m x 3m).
 - Warming tent will be discussed if we have not been able to bring everyone inside by the fall.
- Goal is to bring this area to a close by bringing everyone inside into housing and shelter.
 - City's Homelessness Services team will continue to work with BC Housing to identify housing and shelter offers for people as they work with people who are without housing across the City.
 - They also continue work with the thousands of people without housing across the city.

Note: Current situation cannot happen again: unsafe, unhygienic, and unsustainable operationally.

- Should there not be compliance, would try to discuss compliance with people first to support them to comply.
- However, if no compliance achieved, then rescinding the GM Notice may be necessary.

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City's Response to Homelessness (1/2)



- The City's approach to homelessness is to partner with the Provincial and Federal governments to enable the building of social and supportive housing and emergency shelters.
- Between 2018 and 2023 alone, the City committed over 50 sites to create 1,273 supportive housing units and approximately 3,900 units of social housing (total completed, under construction, under development).
- Between 2020 and 2024, the City supported the creation of 469 new shelter spaces – 382 year-round and 87 seasonal. This work continues.

Supply Highlights Since 2018: VAHEF

2,100+ / 1,200+	Homes completed/under construction on city sites since 2018
670+ / 270	Units of turn-key housing secured from private developers operational across 8 projects (NOTE 270 completing in 2024) / under construction
~579	Supportive Temporary Modular Housing units with BC Housing are operational
450	Permanent (Modular) Supportive Housing (PSHI) units with BC Housing and CMHC
290+	Rooms/units of deeply affordable housing through CMHC Rapid Housing Initiative (RHI)
\$33m	Capital grants approved through CHIP enhancing affordability across 871 units / 10 projects since 2019

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City's Response to Homelessness (2/2): Examples

<p>Advancing to Construction 1406 & 1410 E King Edward Ave Supportive & Social Housing 109 homes (50% supportive)</p>	<p>Under Construction 58 W Hastings Social Housing & Health Centre 230 homes (50% shelter)</p>	<p>Advancing to Construction 525 Powell Social Housing 154 homes (33% shelter)</p>	<p>Under Construction 1190 Burrard Social Housing & LGBTQ CC 154 homes (20% shelter)</p>
<p>Recent Completion 162 Main Supportive Housing (68 homes)</p>	<p>Recent Completion 3510 Fraser Social Housing 58 homes & 411 Senior Centre</p>	<p>Recent Completion 2075 Kingsway Supportive Housing (65 homes)</p>	<p>Recent Completion 875 Terminal Tiny Shelter Units (18-20 people)</p>

Approaches: Permanent modular, temporary workforce modular transitional housing, hotel conversions, emergency shelters

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Need for a Regional Approach to Homelessness (1/2)

The City is also advocating for a regional response to supporting people without housing so people have more choices as to where to live and or access emergency shelter. With only 25% of the overall population of the Metro Vancouver region, the City of Vancouver is home to over 75% of the region's operating shelter spaces, over 77% of the region's supportive housing units, and over 50% of the region's social housing.

Population and Number of People Experiencing Homelessness

Municipality	% of Metro Vancouver Population	% of People experiencing homelessness
Burnaby	10%	4%
Delta	4%	1%
Langley	6%	5%
New Westminster	3%	4%
North Shore	7%	3%
Richmond	8%	3%
Ridge Meadows	4%	3%
Surrey	22%	22%
Tri-Cities	9%	3%
Vancouver	25%	50%
White Rock	1%	0%

Number of Social and Supportive Housing Units, and Number of Shelter Spaces

Municipality	Shelter spaces	Social housing units	Supportive housing units
Burnaby	42	3,333	142
Delta	0	111	14
Langley	60	1,144	186
New Westminster	91	1,191	208
North Shore	41	2,085	47
Richmond	10	2,320	65
Ridge Meadows	51	337	204
Surrey	300	3,154	892
Tri-Cities	47	2,368	228
Vancouver	1,405	15,632	8,264
White Rock	0	292	0

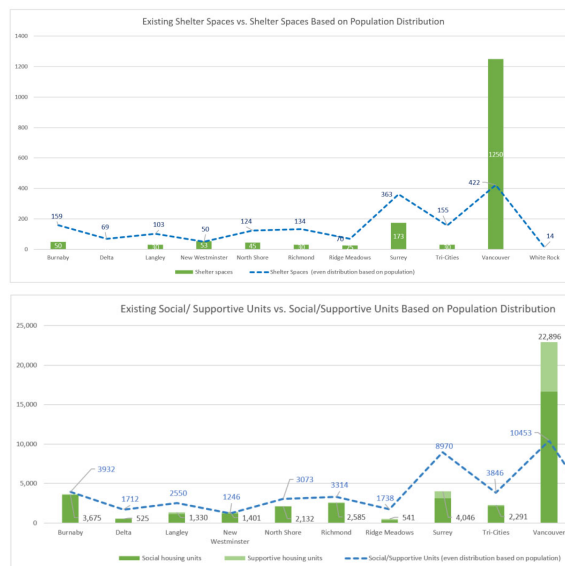
52

Need for a Regional Approach to Homelessness (2/2)



If the region's current supply of shelter spaces, supportive housing and social housing were distributed across the region's municipalities based on proportion of population, the blue line is what you would see. (Note: we need more shelter and housing across the region)

The City of Vancouver has and continues to make significant investments and decisions to support people experiencing homelessness. We need other communities to do significantly more as well.



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Closing Comments



We thank the people sheltering in CRAB Park for their efforts to support clean-ups in the CRAB Park Designated Area, including their work over the last week.

We hope that we can work together in the cleaned-up and repaired Designated Area to ensure a more hygienic, healthier, safer, and compliant environment until we can support people to move indoors.

We thank our public and community partners for their ongoing support of this work and the people sheltering in the Designated Area and across the city.

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3. FEEDBACK REPORT: FEEDBACK ON DRAFT PLAN V2 (MARCH 12-15, 2024)

Below is a list of the questions and feedback received by people sheltering in the Designated Area and from advocates/organizers, March 12-15, 2024.

Question: Will the Designated Area once cleaned-up be permanent? I believe encampments should be a permanent part of the housing continuum.

Response: The City of Vancouver does not support the notion that outdoor encampments and people sheltering outside are an appropriate response to homelessness. Likewise, neither the Park Board nor the City are supportive of converting limited park space – which serves the whole neighbourhood’s health, community development, and wellbeing – to housing or permanent shelter. The City’s approach to homelessness is to partner with the Provincial and Federal governments to enable the building of social and supportive housing and emergency shelters to bring people indoors. Between 2018 and 2023 alone, the City committed over 50 sites to create 1,273 supportive housing units and approximately 3,900 units of social housing (total completed, under construction, under development). Between 2020 and 2024, the City supported the creation of 469 new shelter spaces – 382 year-round and 87 seasonal.

The CRAB Park Designated Area was established through a General Manager Notice in April 2022 to accommodate one tent per individual who is currently camping on the slope until reasonable housing and shelter offers for people sheltering were feasible. This was not intended to become an established, permanent encampment for anyone to relocate to. The ongoing shared Park Board and City goal is to restore this area as parkland for broad community use by bringing everyone inside. The City’s Homelessness Services team will continue to work with BC Housing to identify shelter and longer-term housing options for people as they work with people who are without housing across the city. They also continue to work with the thousands of other people experiencing homelessness – in shelters and unsheltered – across the city who need housing and/or shelter.

Questions: Regarding relocation supports, generally and to storage:

- Will there be transport available via city, non-profit, PB to assist people to take their tote up to Aboriginal Front Door for storage?
- Will there be help for those that need help to move
- How will storage work; will there be options of where belongings can be stored. Will people be able to access their belongings stored at the PB Service Yard? (Michelle Gagnon).
- How will people get their belongings back from Park Rangers? Person at Oppenheimer Park had the wrong totes returned to her and her belongings were lost.

Response: Please see the Confirmed Plan in Section 2 below for options for belongings and materials.

Please note not all items are appropriate for storage by the City: soiled materials, commercial materials (bikes, etc.), substance use paraphilia, combustibles, etc. As noted above, AFD has limited space and will accept items subject to space and adherence to their requirements.

Atira will be deploying an outreach worker and peers to support anyone who is needing additional help in packing, disposing, or taking items to AFD. As an experienced low-barrier housing and shelter operator, Atira has extensive experience assisting people with managing their belongings.

If storage bins need to be transported to AFD while individuals walk over with peers, Park Rangers will drive the bins over to AFD. Please note that AFD has limited space and will accept items subject to space

and adherence to their requirements. Checking in of belongings at AFD is the responsibility of the owner of those items and the owner must be present during this process.

Question: What if people still have belongings they need to retrieve in the designated area once everyone is out?

Once everyone has moved to the temporary area, the designated daytime area will be fenced, and work will begin to clear remaining material and structures. When the work starts, the area is an active work zone with mobile equipment and heavy machinery so there will be no public access permitted.

Staff escort into the zone may be provided to people to retrieve belongings but only on an exception basis, and in accordance with operational timelines and restrictions (i.e. during scheduled work stoppages, for a limited period).

Questions: Related to surfaces under tents:

- Can we use pallets under the tents in the temporary area so that tents are not on the ground?
- Provide tent pads or allow wooden pallets for keeping tents off the ground
- Provide tent pads or allow the use of pallets and/or plywood to stay dry and reduce illness and refuse in the camp.

Response: Any temporary structures in the Temporary Sheltering Area and the Designated Area are still required to meet the basic Park Control By-law requirements, which means they need to be able to be taken down and packed up on a daily basis. Wooden pallets and materials are prohibited due to their high combustibility and high risk of exacerbating the significant fire risk already inherent with tents. Many people lay down tarps as tent pads or moisture barriers and there is no concern with that as they are easily foldable and packable.

As part of the repair work to the Designated Area, Park Board staff will be laying down gravel and sand, which should provide better ground permeability during rain.

People sheltering in the Designated Area have access to garbage bins and a dumpster to discard refuse.

Question: Where is the temporary area going to be? It will be helpful for patrons to know in advance so they can mentally prepare to move.

Response: The Temporary Sheltering Area is going to be in CRAB Park. This is a small park and so there will be sightlines across the park. The location of the Temporary Sheltering Area will be shared with those sheltering in the Designated Area on Monday, March 18 as part of the GM Notice of the commencement of the work.

Question: Questions around being escorted out, what does that mean for people who cannot pack up in time.

Response: We recognize this temporary move can be stressful and are working with BC Housing, as well as non-profits and community service providers to support people as much as possible.

Staff will work hard to encourage people to relocate to the temporary area voluntarily and Park Rangers will be the first point of contact, supported by a female Community Services liaison. People will have a full 7-days to pack up and relocate to the temporary area which is considered a sufficient and reasonable

amount of time. We had also encouraged people to start packing up last week when we issued Draft Plan v2.

If someone refuses to relocate after the 7-day notice period is up, then they may need to be escorted out of the designated area by VPD. They will still have a designated spot in the Temporary Sheltering Area for their use provided there was no aggression or violent response. Staff will do everything we can to de-escalate so that there is less risk of behaviour that may result in arrest.

Question: Will the missing fence panel near the environmentally sensitive area be replaced?

Response: At this time, the focus is cleanup and compliance with the General Manager's Designated Area. Upon the completion of the cleanup and compliance work, staff will revisit what is needed for the noted environmentally sensitive area.

Question: Food, warming/community, and donation tents are important for receiving and storing items including food. Designated parking stalls in closer proximity than pay lot are needed for people dropping off goods.

Response: In addition to the food tent, space will be allocated for a donation tent. These structures need to comply with the By-law requirements, GM Notice, and guidelines. This means that they can only take a 3m x 3m area for the temporary structure and must be packable and removable on a daily basis. Staff are in discussions with BC Housing about 3m x 3m canopies to serve these purposes.

There are no nearby accessible parking stalls for donation delivery, therefore the pay lot will still need to be used.

Comment: Ensure clean drinking water is available nearby

Response: A frost-resistant hydrant with potable water has been installed by the water access to CRAB Park, which is by the Portland Loos.

Comment: Increase garbage pick-up in the area to reduce overflow of bins and pest control issues

Comment: Install wildlife-proof garbage bins nearby for food waste and other organic material that may attract rodents and other animals;

Response: The pest control issues are arising from the build-up of materials in the Designated Area and likely how food is handled and stored. There have been no issues with bins overflowing from regular use, but staff do regularly monitor this issue and will adjust service levels if necessary.

The large dumpster was removed mid-last week in anticipation of the work starting March 18. On Friday, March 15 a smaller, but still sizable dumpster, has been placed closer to the Designated Area as requested by people sheltering in the Designated Area during the first round of feedback on the *Draft Plan v1*.

We have not noted any damage to the existing garbage bins resulting from wildlife. The issues with pests arise from the accumulation of debris and garbage within the Designated Area itself, all of which people sheltering are responsible for moving into the dumpster and bins. We are optimistic that once back into the clean-up and repaired Designated Area people sheltering will be well-set up to maintain the area in good condition.

Comment: Working with the residents of the encampment to provide access to electricity and facilitate safe food storage.

Since the emergence of the encampment in 2021, the Park's electrical outlet has been vandalized and/or rendered inoperable several times, and when operative, it has been "tripped" almost daily due to overloading of circuits with multiple devices and appliances. In addition, electrical cords which have been run throughout the encampment have shorted out during wet weather, creating safety hazards. Between October and November 2022, a high voltage transformer box located in the Park was repeatedly broken into and tampered with. On or about December 6, 2022, it caught fire and was destroyed beyond repair. On or about December 26, 2022, the City installed a new high voltage transformer box in the Park. It was also broken into and tampered with, creating a significant hazard of fatal electrical shock. Ultimately, that transformer box was also vandalized such that it had to be put out of operation to protect against the risk of injury or death. Lamp standards (metal or concrete posts supporting lamps near and in the Park) and lighting fixtures have also been subject to vandalism and tampering, resulting in electrical safety hazards. Park Board staff tried repeatedly to provide people in the encampment and then the Designated Area with education and warnings about the hazards referred to above. However, those efforts did not result in any noticeable change. As a result of the above incidents and safety issues, the City's certified Electrical Field Safety Representative concluded that electricity cannot be restored to the Park without significant risk of harm to persons and property, including risk of injury or death of members of the public, persons sheltering in the Park, and City/Park Board staff. The sole exception is power for the 911 phone, although its power source is regularly broken into, requiring repair. The Park Board and City will continue to explore options for safe electrical access, but none have been identified as feasible yet.

Staff are in discussions with BC Housing about a new canopy for a food tent. As part of this, they are requesting new food coolers. Please note that as plug-in appliances are not permitted in the Designated Area, any food stored should not require cooling. VCH has also provided observations about food storage and is willing to discuss this with people sheltering in the area.

Very low-cost, healthy lunch and dinner meals (\$2/meal) are available at the Evelyne Saller Centre, a 10-minute walk away (<https://vancouver.ca/parks-recreation-culture/evelyne-saller-centre-cafeteria.aspx>).

Comment: Providing washroom facilities closer to the encampment to support those with mobility impairments and prevent any accumulation of human waste in the area.

Response: The Portland Loos are on a level and walkable and rollable pathway from the Designated Area. The City is unable to procure porta-potties for the CRAB Park Designated Area due to the extensive vandalism and damage done to the previously installed porta-potties. As well the staff from companies servicing the porta-potties experienced verbal harassment from some people in the Designated Area. As a result of the repeated vandalism and harassment of their staff, companies will no longer service the Park.

Comment: Storage of belongings: Install a lockable sea can container for storage.

Response: All temporary structures in the Designated Area must be collapsible and removable on a daily basis. Staff have asked BC Housing to provide a 3m x 3m canopy for use as a Donation Tent. All other belongings must be contained within the person's assigned 3m x 3m sheltering space.

Comment: Residents want to discuss construction materials and nothing constructed out of these materials should be removed.

Response: All materials in the Designated Area must comply with the By-law, GM Notice, and any operational and safety guidelines. This area is first and foremost a park with this Designated Area a temporary measure until we can bring people inside.

Comment: Use of fencing in Designated Area – it is dehumanizing and demeaning and may create safety risks in event of fire.

Response: The planned low height 4ft fencing will be erected around each 3m x 3m space for a temporary structure, with one side completely open. There will also be a buffer zone between the fencing and the tent/canopy to allow for egress around the temporary structure. This should feel no different than general low-level residential fencing.

Each assigned sheltering area will be equipped with a fire blanket (as per the previous round of feedback received) and – based on your concern – we will add a fire extinguisher to each area. As well, based on the installation, should there be an incident, the fence should be easy to maneuver without excessive force.

We will proceed with this plan and assess during this period of implementation.

Comment: Peer support is welcome to ensure conditions in the Designated Area are maintained after this or any other clean-up process. However, this aspect of the proposal could be improved by hiring from the residents of the Park rather than outside peers. Residents already do what they can to take care of the space, and it would be more beneficial to provide funding to hire those who live there rather than bringing in peers from outside the Area or engaging outside contractors or Park Board rangers and staff to police the Area.

Response: It is the responsibility of all park users to keep parks clean and to comply with all By-laws and usage guidelines. Accordingly, as park users, people sheltering in the Designated Area have a basic responsibility to keep the area they are using clean and free of debris and to be compliant with various requirements and guidelines. We do not pay people to meet these basic requirements.

In our experience with previous encampments, peers have not been successful in ensuring compliance with By-laws and guidelines. We have seen this limitation in every major encampment where peers were deployed. We have also seen resentment form amongst people sheltering in encampments when some people are paid for work and others are not.

Accordingly, if we are going to engage someone besides City or Park Board staff to ensure compliance with By-law requirements and guidelines, it would be paid, professional staff of an experienced non-profit operator.

Comment: Concerns about Atira and a desire to see Watari engaged instead.

Response: With financial support from BC Housing, the City sole-sourced this small emergency contract with Atira due to their expertise with supporting people experiencing homelessness and encampments. They have previously supported such efforts in Oppenheimer Park and Strathcona Park.

If we do proceed to work with BC Housing to procure a temporary operator to assist with compliance, then we will issue an open procurement for those services.

Comment: The use of warming devices is essential in the Designated Area and fire-safe alternatives are necessary for the comfort and safety of residents as well as to maintain clean conditions. Warming devices are used not only for extreme cold conditions, preventing pneumonia and other illnesses, and ensuring adequate sleep for residents but also to dry clothing, bedding and other belongings with appropriate supervision and prevent textiles from rotting after rainy weather.

Response: We already responded to the comments related to the warming tent in the previous round of feedback (provided below). Warming devices, such as propane or other fuel source heaters are not permitted as they are highly combustible.

We recognize the need for people to be able to wash and dry bedding, clothing, and other fabric belongings that are impacted by rain. The Evelyn Saller Centre and 320 Alexander both offer free laundry services – including clothes dryers – and are within a 10-minute walk of CRAB Park.

Evelyn Saller Centre: <https://vancouver.ca/parks-recreation-culture/health-services.aspx>
Watari DTES Food and Wellness Hub : <https://www.watari.ca/community-programs-watari/dteshub/>

Operations of both of these service sites are funded by BC Housing in partnership with the City of Vancouver to support people experiencing homelessness.

Comment: Many shelters in the designated area are capable of being moved and within the definition of a temporary shelter in the Parks Control Bylaw. The Bylaw does not address the effort required to dismantle a shelter as being an element of that definition, however, considering the time, effort and risk to the integrity of the structures that would be required to relocate them for the week, it is not worthwhile to engage in those efforts when other clean up methods are available.

Response: The structures described above are not compliant with the By-law, GM Notice, or guidelines. To confirm the By-law does require that all temporary structures used for overnight sheltering be able to be taken down and packed up on a daily basis, regardless of whether they are in the Designated Area or not. As well, as is already documented, temporary structures can be no larger than 3m x 3m with a 1m break between temporary structures and cannot be made of construction materials.

Comment: The kitchen, warming tent, and donation tent must not be removed as part of the clean-up. These communal spaces are important to allow residents to gather and socialize, as well as for harm reduction and peer support.

Response: The current kitchen, warming tent, and donation shed are not compliant with By-law, GM notice, or operational safety guidelines. As noted previously, staff are in discussions with BC Housing about the provision of a food tent and a donation tent – they are discussing 3m x 3m collapsible canopies for this use.

We recognize the need for a communal gathering space. While the nearby gazebo can be used for this purpose, we recognize that it is also used by other park users. Accordingly, staff will discuss with BC Housing the provision of a third 3m x 3m canopy and some camping chairs for the establishment of a communal gathering space.

Comment: About tents and tent materials

- If the Park Board provides new tents to those who need them following the proposed decampment, it is important that the tents be sturdier and more weatherproof than basic nylon options, particularly if the use of construction materials will be restricted, policed and/or enforced.
- What kind of tents are permitted under the guidelines? We need fire retardant, four season or thermal tents.

Response: Staff are in discussions with BC Housing to provide tents as services for people experiencing homelessness are their responsibility. For the Temporary Sheltering Area, the provided tents will be

standard camping tents. For the cleaned-up and repaired Designated Area, staff are in discussions with BC Housing regarding sturdier 3m x 3m tents or canopies – either all season or canvas.

VFRS has confirmed that there are no fire-retardant individual tents; mostly fire-retardant tents are the larger event tents. As noted above, we will equip each assigned sheltering area with a fire blanket and fire extinguisher.

Comment: Much of the language used in the proposal refers to “existing” residents of the Designated Area. Neither the General Manager’s Order establishing the Designated Area, nor the BC Supreme Court’s decision in *Bamberger v. Vancouver (Board of Parks and Recreation)*, 2022 BCSC 49 indicate that the protection for daytime sheltering is restricted to any particular individual or group of individuals. The residents of the Park are concerned by this suggestion in the proposal and oppose any restriction of the use of the Designated Area to a set group of residents or other measures that would track and/or police who comes and goes from the Area.

Comment: The CRAB Park Designated Area was established through a General Manager Notice in April 2022 to accommodate one tent per individual who is currently camping on the slope. The intent was to allow this area until people who were camping on the slope could be offered reasonable housing and/or shelter options. This was not intended to become an established, permanent encampment for anyone to relocate to. The ongoing shared Park Board and City goal is to restore this area as parkland for broad community use by bringing everyone inside into housing and/or shelter. The City’s Homelessness Services team will continue to work with BC Housing to identify housing and shelter offers for people as they work with people who are without housing across the City. They also continue to work with the thousands of other people experiencing homelessness – in shelters and unsheltered – across the city who are in need of housing and/or shelter.

Comment: The streetlight is out and not working; it’s been like this for a couple of weeks.

Response: This light is not working because someone vandalized/tampered with it. Staff will put in a work order request to have it repaired. Staff’s goal is to restore electricity to the lights when/after the Designated Area is re-established. Once restored, continued operations will be subject to people not tampering with or vandalizing the lights.

Question: Why can’t the old dumpster be returned?

Response: A new dumpster has been placed on site. It may be relocated once the clean-up and repair are completed and sheltering areas established. Staff recognize the need for it to be closer to the Designated Area as per the previous round of feedback.

Question: This document is too long – can it be shortened?

Response: The document cannot be shortened. It is important that everyone understands the plan, answers to the questions they have asked, and an overview of the process to enable the clean-up and repair of the designated area and how staff and community-based non-profits and service providers are supporting them.

4. FEEDBACK REPORT (FEBRUARY 22- MARCH 7/8, 2024)

Below is a list of the questions and feedback received by people sheltering in the encampment and from advocates/organizers, February 22 through March 8, 2024. Please note we provided a deadline of March 7, 2024, for feedback from people in the encampment so we could review and consider the feedback. We did accept one submission on March 8, 2024.

Comment: Rationale is not clear enough

- There's a lack of explanation of why forcing everyone to leave their homes is the only way to do a clean-up of the peninsula.
- There's still no clear information about the "significant health, safety and fire concerns that you say give rise to the move"

Response: Regarding the current work ahead to clean-up the area and bring structures into compliance with the By-law requirements and operational guidelines, the Park Board first discussed the need to clean-up the designated area and bring structures into compliance with the By-law and guidelines with people sheltering in the park in early December 2023. An initial date to start the work over two phases was set for the end of December, which was subsequently delayed due to the inclement weather. Despite the delay, staff have been very clear that the work would proceed.

We restarted the work on January 25 intending to do the work in two phases so that people could stay in place. However, staff and managers attempting to initiate the planned clean-up work on January 25 identified their concerns arising from findings of significant amounts of feces, rats, extremely soiled materials, and discarded needles. These conditions were of sufficient concern that we paused the already planned work to reconsider how we could safely conduct the work moving forward. As well, through this work, it also became clear that the larger structures that were not in compliance with the By-law could not be deconstructed safely by hand or with people nearby – this work would require mobile equipment.

In addition to Park Board and City staff's assessment of concerning and significant health and safety conditions in the encampment, representatives from the Health Authority visited the site and observed the same conditions. They agreed that the site should be cleaned-up, however are not in a position to comment on operational matters. They offered advice on the rat infestation and expressed concerns about the kitchen tent.

Comment: Questions and comments about the process

- The February 29 Notice only says the Park Board is still "working through a planning process to carry out the cleanup safely" how can you gather resident input on this plan without it being complete?
- When are you going to come back with answers and the planned proposal?
- You're still not providing enough information for residents to give input on or understand what's happening
- It's very stressful to consider the consequences from this move, especially because it's so uncertain
- More time/consultation needed; Need more time to discuss
- You're asking leading questions. You never actually asked me what I thought or if I agreed or not
- Have a meeting where everyone can hear about it before commenting on it
- Have the Squamish Nation been consulted?

Response: We are not asking opinions on whether the work needs to be done – we have assessed and concluded that it needs to be done. Initial notification and discussions with people in the encampment happened in early December 2023, when we outlined a two-phase plan: *Phase 1 Clean-up* followed by *Phase 2 Compliance*. We assessed in late January that this approach was not safe or feasible given the conditions and started to draft the updated draft plan.

While we are not consulting on the need to do the work – that has been decided – we wanted to integrate any feedback and ideas from people in the designated area as to how to do the work. What this means is that we needed to talk with people sheltering in the encampment before all details are finalized. We recognize that this means that we did not have all the details worked out yet and that this uncertainty can create stress. We are sorry – the alternative is that we just decide without talking to people sheltering in the area, and we did not want to do that. We genuinely wanted to hear if people sheltering in the area had any ideas that we could incorporate.

Recognizing that for work of this significance, people who are impacted need certainty as soon as feasible, we have worked quickly to gather feedback and integrate what we can into the draft plans.

Idea: Wait until the HRT is finalized

- Any discussion or process around the proposed move should wait until after the Human Rights Complaint is resolved
- This is not an appropriate time, since we already have a Human Rights complaint

Response: The HRT complaint is dealing with access to showers, washrooms, shade, and electricity. Those items are not related to the need to clean-up the encampment for immediate health, hygiene, and safety reasons, nor is it related to bringing all structures into compliance with the GM Notice, By-law, and Operational Guidelines. The HRT timeline has no bearing on the clean-up plan or the need for people to be compliant with the By-law, GM Notice, or guidelines.

Idea: Fire blankets between the many locations when set up; place them over the fencing

Response: We assume this question is referring to fencing between the re-established sheltering sites once the area is cleaned up and repaired and people allowed back in. Between each site, there will be space to provide a firebreak and for access between sites. We are going to implement shorter fencing between sheltering sites (open on one side) to provide clarity for people as to their areas. We will follow-up on this with our colleagues at VFRS to see what they think of the idea of fire blankets.

Idea: Dumpster placed closer to the people

Response: We can move the dumpster closer. To do this, we may need to obtain a smaller dumpster, but we will confirm size and placement of the dumpster once the sheltering areas have been mapped out in the repaired Designated Area.

Idea: Phase the work

- Phased approach requested; this provides re-assurance of not being allowed back in the designated area.
- Do the clean-up in "sections", a bit at a time
- Don't move everyone out at once

Response: Our first plan which was discussed in early December 2023 was to do the work in two phases: (1) *Clean-up* and then (2) *By-law Compliance*. After initiating the *Phase 1 Clean-up* in January 25, staff assessed the conditions as too unhygienic and with too many risks to staff, and people sheltering in the designated area, to continue to do the work in this way (manually, with hand tools and rolling bins).

Our teams then looked at whether the work could be phased: could we do one area first, and then another. Because of the volume of debris, the scale of the non-compliant structures, the shape/size of the peninsula which has very tight spacing, and the need for mobile equipment, it was determined that we cannot phase the work. This is how we came to the draft plan that we started discussing with people sheltering in the encampment on February 22.

We are also looking at how to do this as quickly as feasible given the health, hygiene, and safety concerns and the disruption and stress this type of operation can cause for people.

Idea: Have residents do the work themselves

- Residents must be supported to do the cleanup themselves, rather than the city or parks staff (ie access to dumpster, transportation for metal recycling, payment for peers, provided with gravel, etc)
- Let us (residents) just do the cleaning ourselves we're already working on it anyway
- Give us (residents) the gravel and we'll do it ourselves
- Question: Can those that have construction expertise support this work; or will this work be offered to those in the park?

Response: We first advised people sheltering in this area in early December that a large clean-up was needed, and we would be working to bring structures into compliance with By-law requirements and operational guidelines. While we had to delay due to inclement weather at the end of January, people had the opportunity to start this work proactively and complete this work themselves. Our preference is always that people clean their areas and comply voluntarily, unfortunately that has not been done and conditions continue to deteriorate daily.

The scale of debris and hazardous materials is too significant to do by hand. The repairs require equipment. If we do not think it is safe to do by hand for our own staff, we cannot in turn allow others to do the work by hand. Further, the repairs to land also require equipment.

Park Board also has a responsibility to maintain this leased land for everyone's health, safety, and use and to ensure all park users are responsible for their care and use of the park. We recognize that last year, regular clean-ups with people sheltering in the area working alongside City and Park Board staff went fairly well. Once we are closer to completion of the clean-up and repairs, we will discuss with people sheltering in the designated area how we can best support them to keep the area clean moving forward. We see this as their responsibility and accountability as people sheltering in this area.

Idea: Don't put any belongings into storage

- "There's indignity and anxiety in having belongings taken into storage (and it is not clear what residents can take to the new temporary designated area)"
- Don't trust the "storage" idea

Response: There are four options for belongings:

1. Take some items with you that can fit into your 3x3 area;
2. Take some items to Aboriginal Front Door operated storage at Main & Hastings, AFD has limited space and will accept items subject to space and adherence to their requirements;
3. Staff can store some limited belongings at a City site for 30 days with a clear process on how to retrieve your belongings (items will not be delivered back to a park or sidewalk; a suitable address must be provided); and
4. All other materials will be disposed of unless you make other arrangements yourself for offsite storage or disposal.

BC Housing is funding Atira to deploy peers to work with people sheltering in the designated area to sort through their belongings to self-determine how their belongings and other materials should be handled as per the four options outlined above.

Please note not all items are appropriate for storage by the City: soiled materials, commercial materials (bikes, etc.), substance use paraphilia, combustibles, etc.

Question: There's no information on how big the temporary designated area will be, what we (residents) can bring there, what possessions will be seized from the old area vs. stored elsewhere, how it'll be decided who lives where when we move back, what'll still be there when we move back?

Response: The cleaned-up and repaired designated area will be of sufficient size to enable those who are known by staff to be sheltering regularly in the designated area to return with spaces allocated that are in compliance with the guidelines: 3mx3m with 1m breaks in between.

All structures will be required to comply with the By-law and the guidelines. If people have questions about the type of allowed belongs or whether something specific is allowed, they can ask Park Board staff.

Question: It's not clear who you would be letting back in? Are they checking ID, etc? You're also imposing extra restrictions by stating that, "only those who have been sheltering in the Daytime Area would be permitted to move back in"

Response: The daytime area was originally established on a discretionary basis to support original complainants in the Bamberger case (2022). To ensure that all current residents of the Designated Area can move back into the Designated Area, the Park Board needs to limit any new residents during this work. Staff are aware of who has been sheltering in the area regularly.

Question: Will the relocation of the Food, Donation and Warming tents be part of the plan?

Response: Space is being allocated for the food tent and we will also allocate space for the donation tent. These structures need to comply with the temporary shelter requirements and the GM Notice: i.e., be a tent, not a built structure. We will also ask VCH to provide written requirements for the food tent. As we head into spring and summer, we do not expect there to be a need for a warming tent, but if we have not brought everyone inside by next fall, we will discuss a supervised warming tent with BC Housing.

Idea: There must be a detailed written agreement signed by all parties and their lawyers

Response: We disagree.

Idea: Concerns about uniformed enforcement people

- Stop sending groups of rangers into the park multiple times a day for "feedback" it's invasive and stressful
- It's very coercive to have cops accompanying the rangers to "get feedback"
- Stop coming into the camp all the time, and bringing cops

Response: We have wanted to ensure that people sheltering have multiple opportunities to provide feedback in person through discussion. Many people have provided Rangers with feedback and asked questions. We are sorry you found this to be invasive or stressful. To confirm, Police have not been accompanying Rangers as they seek feedback, so we are confused by this comment.

Idea: Leave up some structures and we'll negotiate/swap out taking down some others

Response: All structures need to be removed from the area during the clean-up phase.

Idea: Give more room (for the camp)

Response: The cleaned-up and repaired area will accommodate people who are currently sheltering overnight regularly in the Designated Area based on the By-law requirements, GM Notice, and operational

guidelines. We will allocate space for sheltering sites, two of which will be used for the food tent and the donation tent, along with sufficient fire breaks and access pathways.

Question: If you're clearing out the camp anyway, can you put in electricity and plumbing while you're at it?

Response: The site is serviced by 2 Portland Loos. Based on our temporary shelter requirements in the VBBL, one toilet can serve 20 people. For showers, Evelynne Saller Centre and 320 Alexander are a 10 min walk away. We have attempted to provide electricity in the past but had to shut down access after repeated vandalism which regularly resulted in extremely dangerous situations.

Question: If you are going to have cleaned-up and leveled ground, why not set up tiny homes?
[Some similar questions or comments received related to allowing built structures and structures made of wood, etc.]

Response: CRAB Park is a public park that is intended to serve the whole community as a park. Parks play a critical role for the health and well-being of the whole community and are particularly important in park deficient neighbourhoods, like the DTES, and as our city densifies and people rely on parks for their access to nature and green spaces. Neither the Park Board nor the City are supportive of converting parks into any form of housing. The Designated Area was set up as temporary sheltering measure for those who were in CRAB Park in April 2022, while our Homelessness Services team works with BC Housing to bring people inside through housing and shelter offers. As per the By-law, GM Notice, and guidelines, built structures are not allowed in the Designated Area as they create safety concerns and erode/compromise the natural environment.

The City's approach to homelessness is to partner with the Province and Federal government to build and enable the building of supportive and social housing and emergency shelters. Between 2018 and 2023 alone, the City committed over 50 sites to create 1,273 supportive housing units and approximately 3,900 units of social housing (total completed, under construction, under development). Between 2020 and 2024, the City supported the creation of 469 new shelter spaces – 382 year-round and 87 seasonal. This work continues. The City is also advocating for a regional response to supporting people without housing so people have more choices as to where to live and or access emergency shelter. With only 25% of the overall population of the Metro Vancouver region, the City of Vancouver is home to over 75% of the region's operating shelter spaces, over 77% of the region's supportive housing units, and over 50% of the region's social housing.

Idea: Will we get pallets in the new location?

Response: No, pallets are a restricted material as they are highly combustible.

Idea: Hotel options or a place to go to for the relocation (i.e., for the one week while the site is being repaired)?

Response: We are working with BC Housing to ensure there are shelter spaces available for those who wish to come inside temporarily while the clean-up and repair are undertaken.

Idea: Tent replacements

- Will they be fire retardant as Nylon tents don't provide protection.
- Provide secure canvas tents, something sturdier, if you taking away tents and shelters

Response: We will discuss with BC Housing the idea of the provision of guideline compliant canvas or fire-retardant tents for distribution to people once the Designated Area is repaired and ready for people's

return. During the temporary relocation, Lu'ma will be providing standard tents that comply with the guideline.

Idea: Provide fencing to identify the space moving forward and maintain the area identified for the space that the person will have?

Response: We will use (4ft in height) fences (open on one side) to delineate spaces for people sheltering in the cleaned-up repaired Designated Area. Individuals will be responsible for maintaining their allotted area according to the guidelines.

Idea: Peer support workers available; can they get an honorarium/Stipend

Response: As per above, the clean-up work needs to be done by staff.

Idea: Can first point of contact not be a uniformed ranger?

Response: We understand that uniforms and enforcement officers can be intimidating and triggering, however the notice does need to be delivered by Rangers. We will have a female Community Services liaison worker working alongside the Rangers as they deliver the notices as feasible.

Idea: Police Presence – can they be less visible?

Response: VPD officers will be present in the area for staff safety when needed. They are there to keep the peace and they will only engage if staff feel at risk, if people engage them, or if there is unlawful behaviour. There are many phases to this work and VPD presence will vary by phase of the plan: for example, during the Notice period and during the Relocation week when people are being asked to relocate to the temporary designated area, we do not anticipate significant VPD presence.

Idea: Can we pay people to move or offer compensation?

Response: We are not providing compensation, but we are assisting people by arranging with community and public partners to provide relocation supports (to support people to sort their belongings, pack, move, etc.), food and water, mental health supports, and cultural supports.

Idea: Can we consider impact of high fencing around people?

Response: Fencing in the Temporary Sheltering Area will be lower (4ft), open on one side, and used only for the purpose of defining the allowable space. We will need to use higher fencing to secure the work zone after the designated area has been cleared to ensure people do not enter the work zone.

Idea: Can we bring in a nonprofit operator to help people keep the area clean and safe and in compliance with By-laws?

Response: Everyone using parks has a responsibility to be accountable for their own actions and activities in the park, including complying with By-laws, Notices, and guidelines. We have had non-profit partners involved in working with people sheltering in previous encampments (Oppenheimer and Strathcona) and these operators have had limited success in supporting people to maintain clean areas. We could look at trying again with a different operator. BC Housing funds this type of work so we will discuss with them.

Comment: Allow people to review the Detailed Plan and Notice and provide feedback.

Response: We will post the Draft Plan v2 at 9:00 am the morning of Tuesday, March 12. Park Rangers will also walk through the Designated Area at that time and distribute copies of the plan to people sheltering in the Designated Area. We will invite feedback on Draft Plan v2 until Friday, March 15. A meeting will be held at 1:00 pm every day from March 12 through March 15 with Park Board and City staff available to answer questions and receive feedback.

Despite this one-week extension to enable feedback, we strongly encourage people to start sorting through their belongings and materials, now so they are prepared for *Phase 1 Relocation to Temporary Sheltering Area*, which is scheduled for March 18- March 24.