

VanRIMS No.: 08-2000-20

MEMORANDUM

January 28, 2016

TO: Mayor Robertson and Councillors

CC: Sadhu Johnston, Acting City Manager
Paul Mochrie, Acting Deputy City
Manager Janice MacKenzie, City Clerk
Lynda Graves, Manager, Administration Services, City Manager's Office
Rena Kendall-Craden, Director, Communications
Mike Magee, Chief of Staff, Mayor's Office
Kevin Quinlan, Deputy Chief of Staff, Mayor's Office
Braeden Caley, Director, Policy and Communications, Mayor's Office
Jane Pickering, Acting General Manager, Planning and Development Services

FROM: Kent Munro, Assistant Director of Planning, Vancouver Midtown

SUBJECT: CD-1 Rezoning: 1755 West 14th Avenue (RTS: 11179)

This memorandum responds to Council's requests for additional information at the Public Hearing on January 19th and 21st, 2016 for the rezoning application at 1755 West 14th Avenue. In addition, should Council wish to further address parking concerns that have been raised, staff have included herein an amendment to the rezoning conditions in Appendix B regarding car share vehicles.

1. Housing issues: *Council requested information on (1) the number of rental housing units in the local area, (2) the level of affordability of existing rental units, (3) whether families were living in one-bedroom units in the existing rental building that is on site, and (4) the impact on the area's rental vacancy rate should new units be introduced into the area.*

(1) According to 2011 census data, 58% of all households (10,775 renter households) in the Fairview community are renters, compared to an overall City average of 51%. The proportion of renting households is higher in the neighbourhood around the subject site; in the census tract bounded by Broadway, 16th Avenue, Granville Street and Burrard Street, 69% of households are renters.

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(2) With respect to the issue of housing affordability, the following table provides median and average incomes by household type in the Fairview community. The affordability threshold for housing is considered to be 30% of gross annual income.

Household Income in the Fairview community (2011 data)

		Median Income	Average Income
Renter Households	All Households	\$50,018	\$63,750
	Rents Affordable to Income	(\$1,250)	(\$1,594)
	Single Person households	\$38,957	\$48,148
	Rents Affordable to Income	(\$974)	(\$1,204)
	Families (Couple) Households	\$79,658	\$89,797
	Rents Affordable to Income	(\$1,991)	(\$2,245)

Notes: Single Person Households refers to one person living alone in a private dwelling; Couple Households refers to opposite-sex or same-sex couples who are married with or without children, or a couple living common-law with or without children, or a lone parent living with one or more children.

Data Source: National Household Survey, Census 2011.

Considering the incomes of households in the Fairview community and the monthly rents for new rental units proposed in this application, staff have determined the share of renter households for whom the proposed rents meet the 30% of income affordability threshold.

Bedroom Type	1755 West 14th Ave. Proposed Rent	Income Required to Afford Rents	Single Person Renter Households		Families (Couple) Renter Households	
			# of Households (2011 Census)	Affordable to % of All Single Person Renters	# of Households (2011 Census)	Affordable to % Families (Couple) Renter Households
studio	\$1,440	\$57,600	1565	23%	2095	66%
1-bed	\$1,508	\$60,320	1565	23%	2095	66%
2-bed	\$1,985	\$79,400	825	12%	1575	50%

As noted in Figure 5 on page 8 of the staff report dated December 4, 2015, the proposed rents are generally consistent with the averages seen on the west side of Vancouver and are more affordable than home ownership.

(3) With respect to the question as to whether families are living in one-bedroom units in the site's existing rental building, specific data for a particular building is not available. However, according to 2011 National Household Survey, 5,665 families with children were renting a one-bedroom unit in Vancouver, which is 19% of all families with children in the city. In the Fairview community, 240 families with children rent a one-bedroom unit, which is 17% of all families with children in the local area.

(4) Regarding the area's vacancy rate, it is currently at 0.6% and, given the limited amount of development change in the area over the past several decades and Fairview's desirability, that rate is likely to remain steady. With 10,775 renter households in the community, the vacancy rate suggests that at any given time 65 units of rental housing are available. The potential for 118 new rental units, if approved through this rezoning application, would nearly triple the local supply of available rental units in this well located and highly desirable apartment neighbourhood.

2. Fairview Community Plan: *Council asked about a potential update of the Fairview Community Plan.*

A Community Plan provides a clear but flexible policy framework to guide positive change and development within a defined neighbourhood. Typically, a Community Plan presents an overall vision for the future in a way that can be responsive over time to new information, unforeseen challenges and emerging opportunities. How a community's population will change and grow is a fundamental matter that is addressed from multiple perspectives in a community plan.

In 2011, staff conducted a comprehensive review to establish priorities for the review of the City's five community plan areas. At that time, Fairview ranked fourth on the list of five, and Council directed staff to initiate plan reviews for the three communities that demonstrated the highest need for planning policy update. At the present time, two of those three plan reviews are complete; work continues on the Grandview-Woodland Community Plan.

Staff would not be in a position to initiate a review of planning policies for the Fairview community until the work program on the Grandview Woodland Community Plan, including its associated implementation initiatives, has been completed and staff resources become available. A key consideration when updating the plan for the Fairview community will be the status of rapid transit along the Broadway corridor and a level of greater clarity around that project would seem to be a prerequisite to any planning policy review in this area. A future Council decision to confirm priorities, to direct staff resources and to endorse a scope of work for a review of policies in or around the Fairview community will be necessary.

3. Parking issues: *Council requested additional information about (1) the potential for car share vehicles in this community, and (2) the number of rental buildings in the area that do not have underground parking.*

(1) Staff has received confirmation that this neighbourhood could support car share vehicles. As noted in the public hearing, it has been found that one car share vehicle reduces the demand for private vehicles by between 5 and 11 cars. In addition to a resulting reduction of parking demands, car share vehicles can also provide a more affordable alternative to owning a private vehicle. Given that two out of every three households in this part of the Fairview

community are renters and that affordability is a significant concern in all Vancouver neighbourhoods, staff would expect a high level of usage of car share vehicles in this area. If three car share vehicles were on this site, one could see parking demand fall by 15 to 33 cars.

Should Council wish to impose a further condition of rezoning to require the applicant to provide and accommodate three car share vehicles on the subject site, staff have included the wording for such a condition at the end of this memorandum.

(2) This area of the Fairview community is an established neighbourhood with a high proportion of renting households. Most of the existing rental buildings were constructed prior to 1950, at a time when on-site parking requirements were minimal. It would appear that over 90% of the existing rental buildings in this area provide only a small amount of parking off the lane, with the remaining vehicles parking on the surrounding city streets. This condition and circumstance is not unlike other established apartment neighbourhoods in Vancouver that contain a mix of housing tenures in buildings of various ages.

4. Form of development: *Council sought further commentary on the public's concerns about the proposed height and form of development.*

Throughout the lengthy period of application review and public consultation, parking on the public streets in the area was the primary issue raised while the proposed building form was the next most cited concern. As noted in the staff report, 4000 and 5,400 notifications were distributed for the first and the second open houses respectively. Given the number of households informed about this application, a relatively small number of residents have been engaged in the discussions about this application. Understandably, concerns have primarily been raised by immediate neighbours who reside along the south side of West 14th Avenue which is in the adjacent block that is zoned RT-5.

The proposed twelve storey height has consistently been raised as a concern by nearby residents, however, many residents do understand that the existing RM-3 zoning of the site and the other blocks to the north and east of the subject site -- zoning that has been in place for more than fifty years -- is intended to accommodate medium density, high-rise apartment buildings of up to 120 feet in height. During the initial phases of consultation, the proposal included a podium element with townhouses facing West 14th Avenue and concerns were expressed about the loss of on-site landscaped space. Subsequently, staff concurred that an important quality of existing development in the RM-3 zone is the pattern of taller buildings set within landscaped space and the resulting alternating "green gaps" between buildings. To address neighbourhood concerns, the application was revised to remove the townhouses that had been proposed on the eastern portion of the site, currently occupied by mature landscaping and an outdoor pool. With this revision to the proposal, the eastern portion of the site will remain as it currently is and staff have concluded that the prevailing pattern of taller buildings interspersed with open space in the RM-3 zone is respected.

Potential Condition of Rezoning Approval to address parking issues:

At the public hearing, Council explored the possibility and asked for further information about car share vehicles and their potential impact on the parking situation in this neighbourhood. Should Council wish to address this matter by imposing a requirement for car share vehicles as part of the approval of the rezoning application at 1755 West 14th

Avenue, staff would offer the following motion as Recommendation E in addition to approving recommendations A to D in the Summary and Recommendations dated January 19, 2016:

Enter into a Shared Vehicle Agreement with the City to secure the provision, operation and maintenance of 3 Shared Vehicles and the provision and maintenance of 3 Shared Vehicle Parking Spaces for use exclusively by such Shared Vehicles, with such parking spaces to be in addition to the minimum parking spaces required by the Parking Bylaw, on terms and conditions satisfactory to the General Manager of Engineering Services and the Director of Legal Services, including the following:

- (a) Provide 3 Shared Vehicles to the development for a minimum period of 3 years;
- (b) enter into an agreement with a Shared Vehicle Organization satisfactory to the General Manager of Engineering Services to secure the operation and maintenance of the Shared Vehicles;
- (c) provide and maintain the Shared Vehicle Parking Spaces for use exclusively by such shared vehicles;
- (d) make arrangements to allow members of the Shared Vehicle Organization access to the Shared Vehicle Parking Spaces;
- (e) provide security in the form of a Letter of Credit for \$50,000 per Shared Vehicle; and
- (f) registration of the Shared Vehicle Agreement against the title to the development, with such priority as the Director of Legal Services may require and including a covenant under section 219 of the Land Title Act of British Columbia, a statutory right of way, or other instrument satisfactory to the Director of Legal Services, securing these conditions.

Note to Applicant: Shared vehicle spaces are required to be a minimum width of 2.9m.

Kent Munro
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Vancouver Midtown Division