



The Vancouver Plan

Action while planning:

Community Amenity Contributions (CAC) Policy Update

January 22, 2020

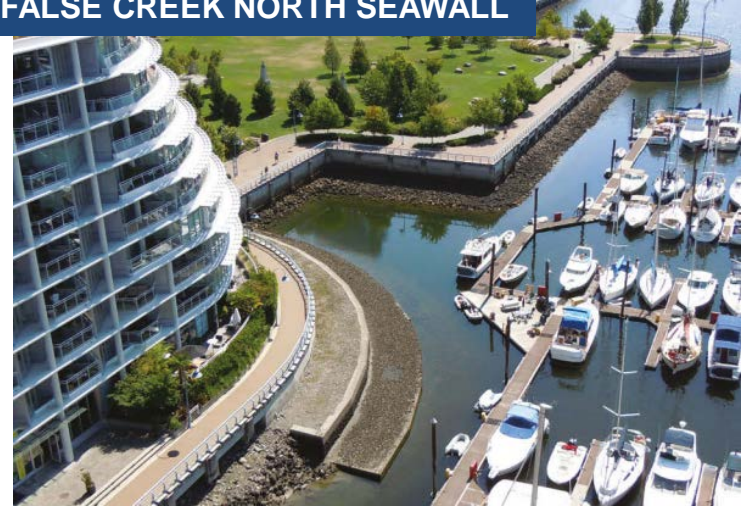


**Planning
Vancouver
Together**

Objectives: CAC Policy Update

- Further align with the Provincial Guidelines on CACs (2014);
- Address policy gaps;
- Clarify eligible and ineligible allocation & use of CACs;
- Introduce a more portable, equitable approach to investing CACs across the city;
- Update existing CAC Targets where necessary to reflect current market conditions;
- Engage stakeholders.

FALSE CREEK NORTH SEAWALL



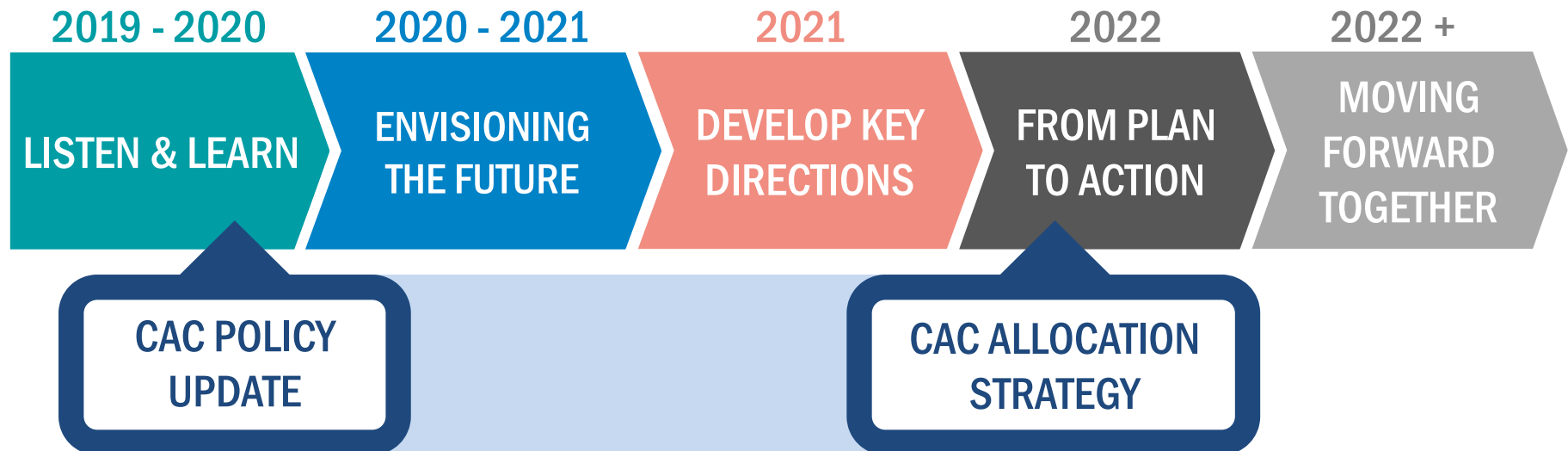
KENSINGTON LIBRARY



Objectives: CAC Policy Update (con't)

Vancouver Plan

- Modify CAC framework to support development of Vancouver Plan public investment strategy
- To allow for a city-wide CAC allocation and prioritization policy



Objectives: CAC Policy Update (con't)

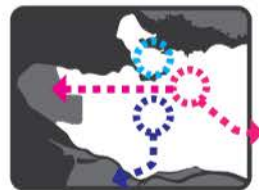
Vancouver Plan

- Modify CAC framework to support development of Vancouver Plan public investment strategy
- To allow for a city-wide CAC allocation and prioritization policy

ELEMENTS OF THE PLAN



**1. Integrated
Policy
Framework**



**2. High Level
Physical Plan**



**3. Public
Investment
Strategy**



**4. Metrics +
Reporting**



5. Partnerships

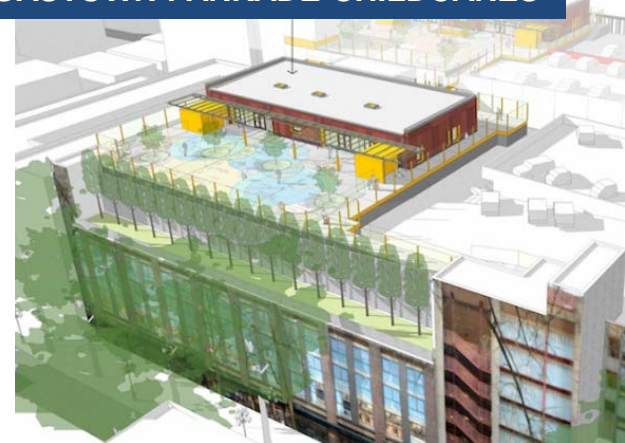
Presentation Outline

- 1) Overview: Financing Growth & CACs
- 2) CAC Policy Update: Policy Recommendations
- 3) Stakeholder Feedback Received

RAILYARD CO-OP



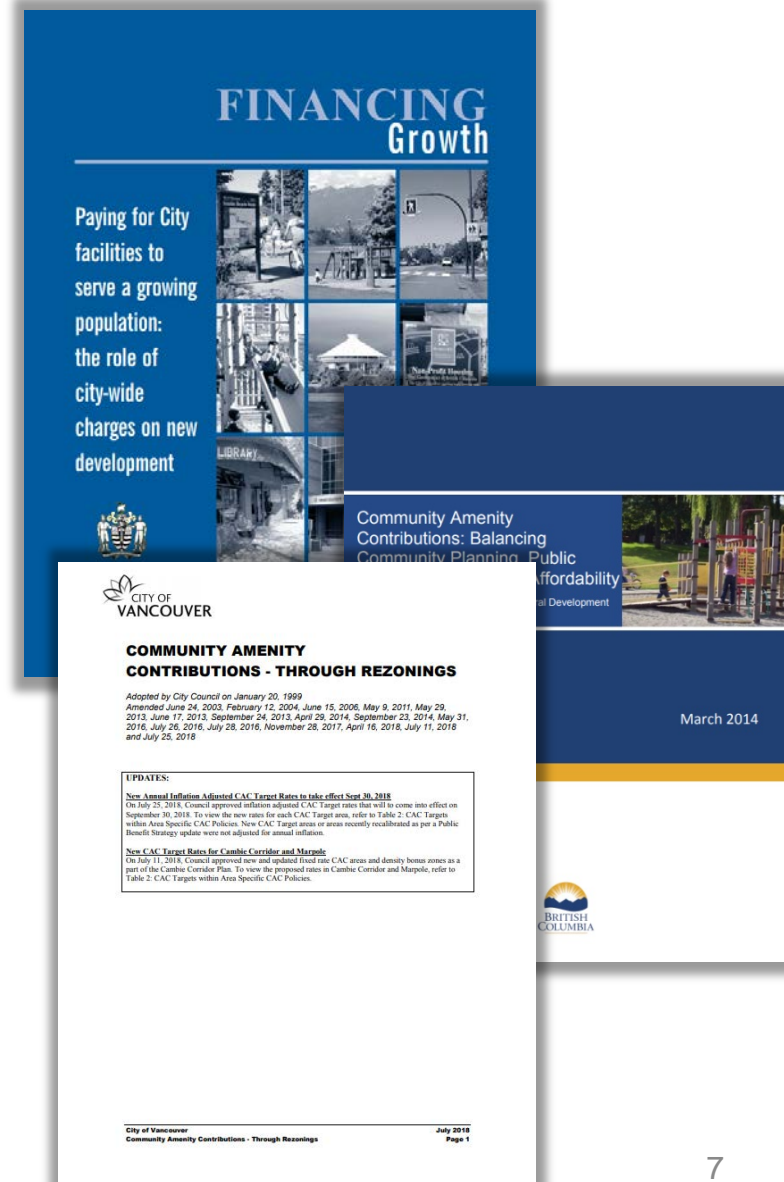
GASTOWN PARKADE CHILDCARES



1) Overview: Financing Growth & CACs

CAC Policy History

- Financing Growth/City-wide CAC policy established in 2004
- The City's "CAC Through Rezoning" policy document outlines CAC principles, approach and application
- Many parts of CAC policy have been updated over time. This update is part of an ongoing process to improve policy.
- In 2014, the Province establishes Guidelines for CACs



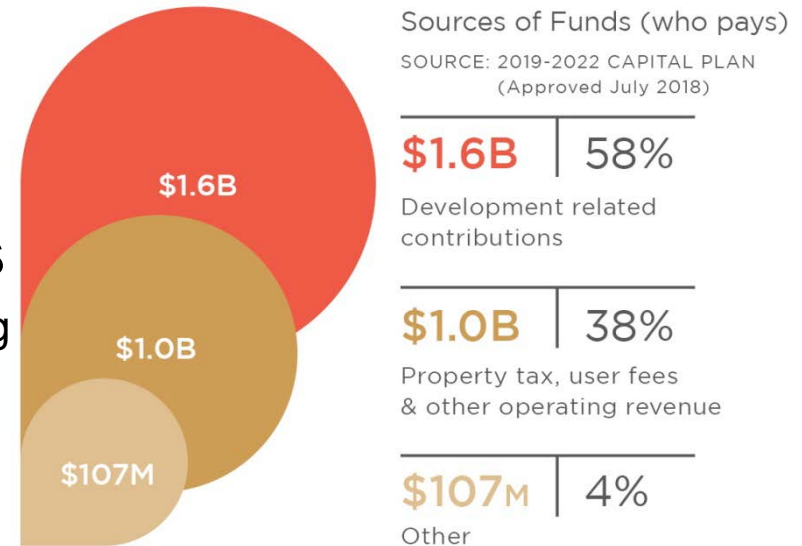
How Does the City Fund Capital Infrastructure?

1. Property Tax, Utility Fees and User Fees

2. Development Contributions

(Development Cost Levies, Density Bonusing and **CACs**)

3. Contributions from Senior Governments and Charities/Non-profits etc.



CAC – Guiding Principles

CACs should:

- Maintain livability as the city grows
- Seek contributions from new development to offset the cost of growth
- Consistent and predictable
- Simple and transparent
- Not deter development
- Developed with input from stakeholders

TERRY TAYLER CHILDCARE



DOUG STOREY SOCIAL HOUSING



*Established in 2004 – Financing Growth Policy

CAC Overview

- A primary way the City plans for growth is through community plans.
- This growth requires delivery of new public benefits to meet the needs of new residents and businesses.
- Included in these plans are Public Benefit Strategies (PBS) which outline the needs in the community to address growth.
- CACs are one of the tools to help pay for costs of growth within PBS' and help mitigate impacts of rezonings.

BEACH NEIGHBOURHOOD SEAWALL



ARBUTUS WALK



CAC Overview (con't)

- Rezoning & CACs are a discretionary act of City Council
- CACs apply to rezoning applications (exemptions include social and routine rental housing)
- CACs are determined through a Target -or- Negotiated approach
- CACs are either in-kind -or- cash contributions
- Council approves CACs allocations & investment
- Cash CACs paid prior to rezoning enactment
- Annual report of CACs

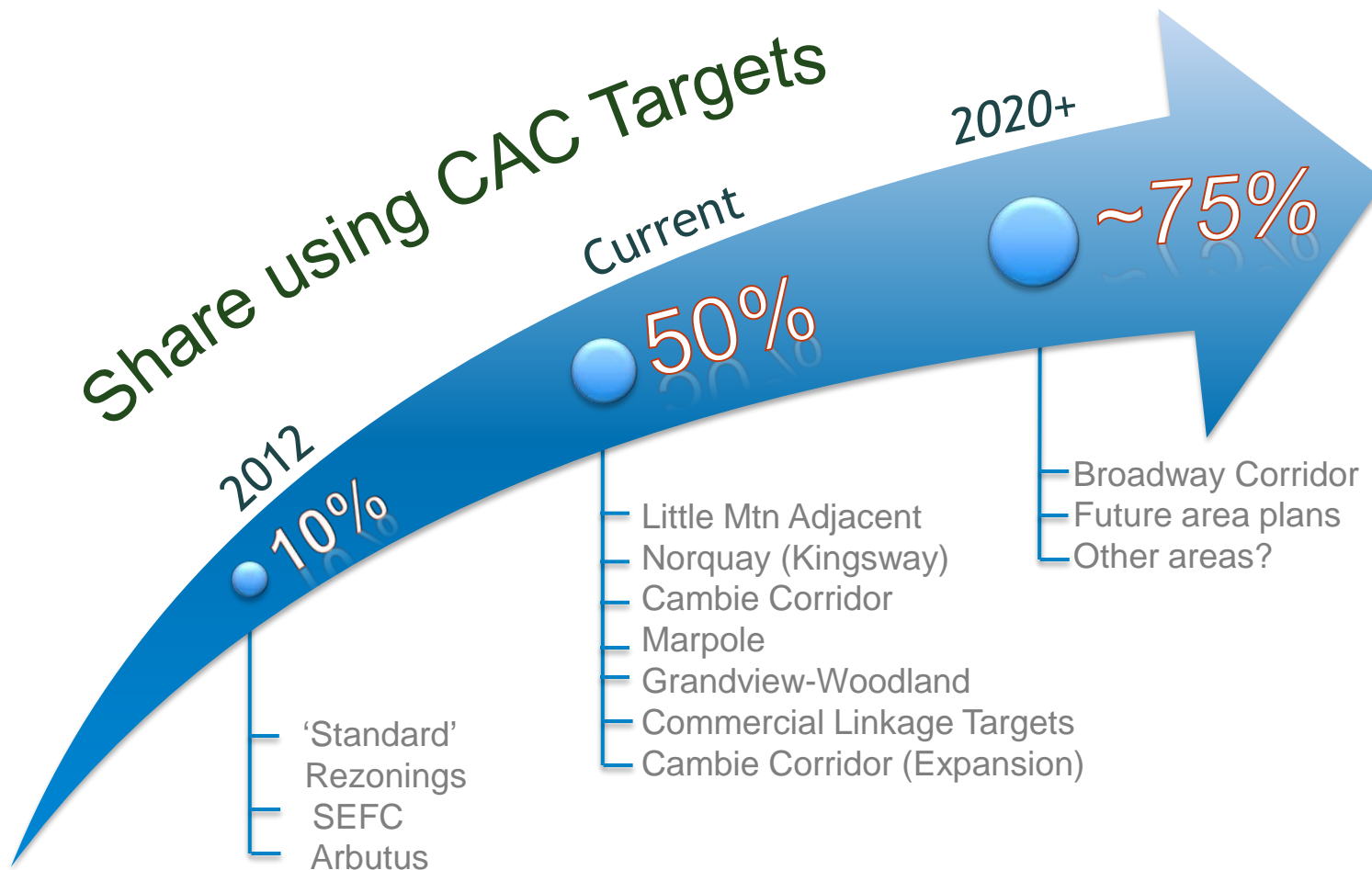
JIM DEVA PLAZA



CREEKSIDE COMMUNITY CENTRE



CAC Target Implementation & Usage



NOTE: Since 2015, the implementation of **Density Bonus Zoning** in Marpole and Norquay has resulted in a further **20** projects using pre-set contributions

Increasing Transparency

Public Benefit Dashboards

PUBLIC BENEFITS ACHIEVED – North of 57th Ave^a

Category	Anticipated Public Benefits (+) ^a	Completed (+) or In Progress (-)	% ^a
Housing ^b	<ul style="list-style-type: none"> 2,250 additional social housing units 4,700 secured market rental units 400 below-market rental units 	<ul style="list-style-type: none"> 9 social housing units 58 secured market rental units 46 social housing units 162 secured market rental units 	5%
Childcare	<ul style="list-style-type: none"> 1,080 spaces for all age groups 	<ul style="list-style-type: none"> Restoration of outdoor play area at 8 Oaks Acom childcare 	0%
Transportation/ Public Realm	<ul style="list-style-type: none"> Upgrade/expand walking and cycling networks Complete Street design on Cambie St. and major streets "Car-light" greenway on Heather St. 	<ul style="list-style-type: none"> Traffic calming 45th Avenue Bikeway 	10%
Culture	<ul style="list-style-type: none"> 5 new artist studios 	<ul style="list-style-type: none"> Public art from rezonings 	N/A
Civic/Community	<ul style="list-style-type: none"> Oakridge Civic Centre (includes renewal and expansion of Seniors' Centre) Oakridge Library renewal and expansion Additional library branch Hillcrest Community Centre – Fitness centre expansion Fire Hall #23 Community Policing Centre 		0%
Heritage	<ul style="list-style-type: none"> 5% allocation from cash community amenity contributions in Cambie Corridor 	<ul style="list-style-type: none"> Heritage conservation (James Residence and Wong Residence) 5% allocation from cash community amenity contributions in Cambie Corridor 	5%
Social Facilities	<ul style="list-style-type: none"> Additional Seniors' Centre Youth Hub Non-profit organization centre 		0%
Parks	<ul style="list-style-type: none"> New parks on large sites Queen Elizabeth Park Master Plan and Phase 1 upgrades 6 plazas and enhanced open spaces Neighbourhood park improvements 	<ul style="list-style-type: none"> Upgrades to Riley Park and Hillcrest Park Lillian To Park 	5%

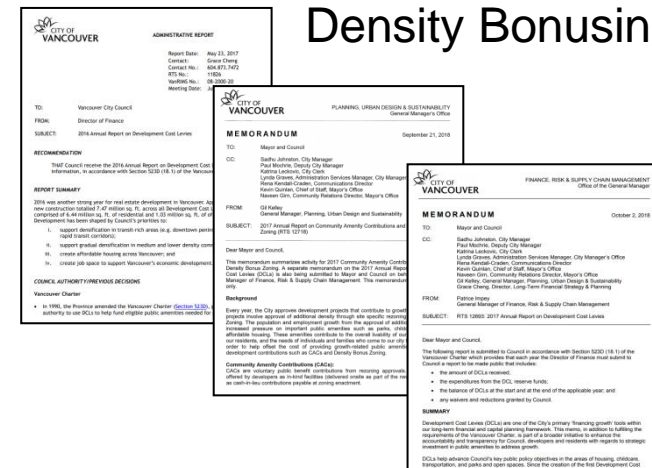
Community Benefits from Development Guide



Map of In-Kind CACs

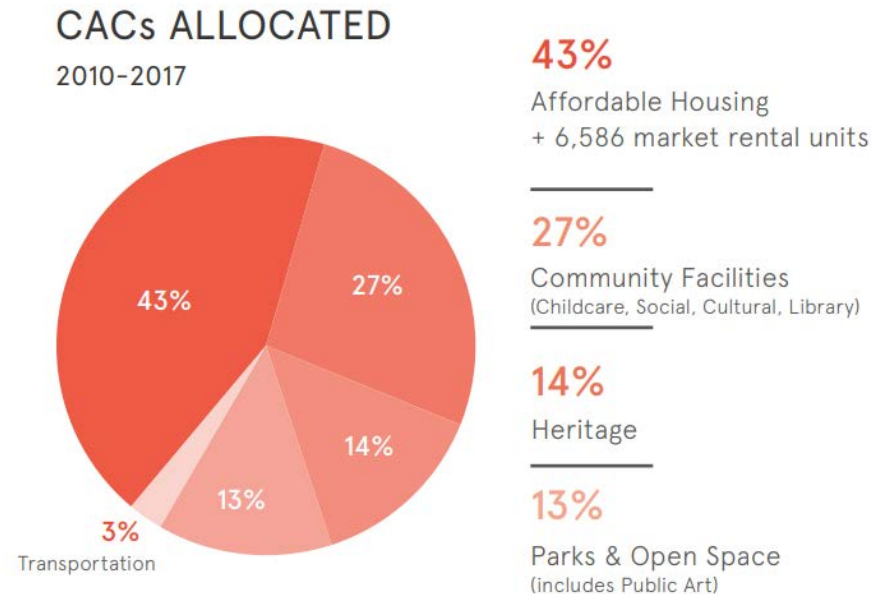


Annual Reporting on DCL/CAC/ Density Bonusing



Since 2010, the City has secured a large number of public benefits through in-kind CACs:

- 1,900 social housing units
- 500 childcare spaces
- 11 community facilities including neighbourhood houses, family places, and community centres
- 8 cultural facilities including artist studios and performance and rehearsal spaces
- 6 parks/open spaces/public realm improvements
- Other public benefits such as heritage conservation and public art



Public Benefits Delivered by CACs

CHILDCARE



FAMILY PLACE & CHILDCARE CENTRE Marpole

- Completed in 2018
- Family place co-located with 37-space childcare centre
- Provided by developer as an in-kind CAC offering for mixed-use development at SW Marine Dr. & Cambie St.

AFFORDABLE HOUSING



955 E HASTINGS ST Strathcona

- Completed in 2018
- 70 units of non-market housing incorporated into a mixed-use redevelopment
- Provided by developer as an in-kind CAC offering

Public Benefits Delivered by CACs

PUBLIC SPACE



JIM DEVA PLAZA Downtown Vancouver

- Completed in 2016
- New plaza located at Davie and Bute streets in the heart of Davie Village that celebrates the history of the local LGBTQ Community.
- Built with CAC funding

CULTURAL AMENITY



BMO THEATRE CENTRE Southeast False Creek

- Completed in 2015
- 150 seat theatre, rehearsal hall offices, and costume shop for Bard on the Beach and Arts Club theatre
- Built as an in-kind CAC offering and with additional CAC funding

Public Benefits Delivered by CACs

PARKS



NEW PARK AT 17TH AND YUKON Riley Park

- Completed in 2016
- The 0.15 hectare park at Yukon Street and 17th Avenue is a former residential lot that was acquired by the city. The park was assembled by closing the street between Yukon and 17th avenue and merging in with the residential lot
- Built with CAC funding

GREENWAYS



ARBUTUS GREENWAY TEMPORARY PATH

- Completed in 2017
- The temporary path connects people, parks, and places from False Creek to the Fraser River
- 9 km walking and cycling path for all ages and abilities, connecting 6 neighbourhoods from Kitsilano to Marpole
- Includes temporary washrooms, solar lighting, pollinator gardens, and five new traffic signals at major intersections
- Built with CAC funding

2) CAC Policy Update

CAC Policy Update – Context

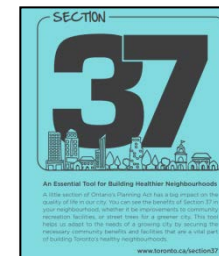
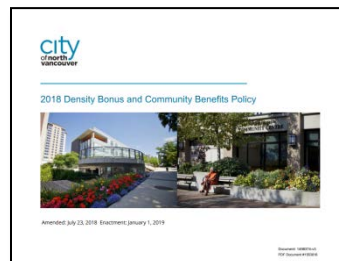
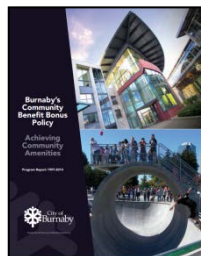
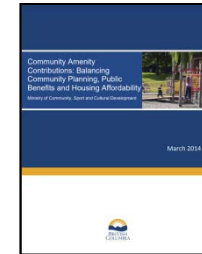
- CAC policy enhancements ongoing for 5+ yrs as part of continuous improvement
- Update continues to align CoV policy with provincial CAC guidelines, addresses several current issues & creates a more equitable CAC framework
- Update maintains & builds on many long-standing principles/policies *e.g. application & intent of CACs, allocation of CACs, spending of CACs*

Updated CAC Policy



Background Research / Policy Review

- Vancouver Charter & LGA
- Provincial Guidelines on CACs (2014)
- Cross Jurisdictional Policy Review:
 - CAC programs in Coquitlam, New Westminster, North Vancouver (City & District), Langley, Squamish, Victoria
 - Burnaby's Community Benefit Policy & Surrey's NCP Amenity Contributions
 - Section 37 (Ontario): Toronto, Markham
- Interviews with various municipalities to inform policy



Recommendation A – Policy Updates

Recommendation B and C – CAC Target Updates

Recommendation D – Report back on indexing cash CACs and/or a time limit to enact a new zoning

Recommendation E – Report back on City-wide CAC Allocation Strategy

Recommendation A – Policy Updates

- Eligible & ineligible Allocation & Use of CACs - *Policy 2 and 3*
- CAC spending beyond local neighborhoods - *Policy 2.1*
- Timing of cash CAC payments - *Policy 5.1*
- Refunding or altering previously approved CACs - *Policy 6*
- Non-City ownership of In-kind CACs - *Policy 4*



Policy Issue: CACs are allocated broadly across a variety of amenities with no set investment list. Increasing pressure to expand investment items even further.

Recommended Policy:

CACs (either cash or in-kind) may be directed towards the following growth-related capital facilities and infrastructure:

- Affordable housing;
- Childcare;
- Transportation and public realm;
- Community facilities;
- Public safety;
- Parks and open spaces;
- Arts and culture spaces;
- Heritage conservation.

See Policy 2 and 3

Recommendation A – Policy Updates

Eligible and Ineligible CAC Investment (con't)



Policy Issue: CACs are intended primarily for growth-related capital investment. Need to align policy with Provincial Guidelines.

Existing:

- CACs are to be growth-related, or meet past deficiencies or other community priorities.

Recommended Policy:

- CACs should be **growth-related**, consistent with services provided by the City, and based on public benefit needs.
- **Renewals or replacements of facilities** are typically not eligible for CACs as they are not growth-related.
- **Operating, programming, and non-capital maintenance** are not eligible for CACs

See Policy 2 and 3

Recommendation A – Policy Updates

CAC Spending Beyond Local Neighborhoods



Policy Issue: Create a more equitable, portable system for allocating/investing CACs beyond local neighborhoods. Other Metro Vancouver & Ontario cities allocate cash “CACs” both locally & on a city-wide basis.

Existing:

- CACs are allocated in the community in which the rezoning takes place and/or serve the site.

Recommended Policy:

- CACs should be prioritized within the **neighborhood in which the rezoning takes** place and/or serve the site.
- CACs may also be allocated **outside the local neighborhood** provided that there is a demonstrated benefit to the community in which the rezoning takes place (nexus).

See Policy 2.1

Policy Issue: Cash CAC payments are due in full prior to rezoning enactment. Recent practice has been to allow deferred payments on large cash payments.

Existing:

- Cash CACs are payable in full prior to rezoning enactment.

Recommended Policy:

- Cash CACs are payable in full prior to rezoning enactment.
- Cash CACs must be paid prior to by-law enactment, except that a portion of cash CACs valued over \$20 million may be **deferred** on terms and conditions in the City's sole discretion, subject to approval by the City's Risk Management Committee

See Policy 5.1

Recommendation A – Policy Updates

Refunding or Altering Previously Approved CACs



Policy Issue: No policy exists around refunding cash CACs or making alterations to previously approved in-kind CACs.

Existing:

- None.

Recommended Policy:

- For rezonings with CACs that have **already enacted**, CAC payments will not be refunded.
- For rezonings with CACs that are Council approved in principle but **not yet enacted**, no change to the CAC outcome (cash or in-kind) is possible without withdrawal and resubmission of a new rezoning application.

See Policy 6

Recommendation A – Policy Updates

Non-City ownership of in-kind CACs



Policy Issue: No policy exists around ownership of in-kind CACs. Allowing partner ownership facilitates projects with public benefits to move forward.

Existing:

- None. City's practice has been to own all in-kind CAC facilities.

Recommended Policy:

- In-kind CACs may be considered to be owned by senior levels of government, indigenous, and non-profit organizations subject to specific conditions.

See Policy 4

Recommendation B and C – CAC Target Updates

Schedule A of CAC Policy



- Institutional CAC Target of \$3.00 per sq.ft.
- Notify stakeholders of intent to increase the following CAC Targets:
 - Little Mountain Adjacent: \$47.00 per sq.ft.
 - Southeast False Creek: \$67.00 per sq.ft.

Recommendation B – Institutional CAC Target

Policy Issue: Need to continue adding more certainty/ predictability into CAC expectations through expansion of CAC Target areas.

Existing:

- **Institutional rezonings** are subject to negotiated CAC. Past practice has been to apply a nominal \$3/sq.ft. CAC on case-by-case basis as alternative.

Recommended Policy:

- New **CAC Target** of \$3/sq.ft. applicable to **institutional rezonings** of hospitals, care facilities & post-secondary schools (not applicable to proposals with residential and/or above ground-level commercial floor area).
- CAC Target will be subject to annual inflationary rate adjustments.

See Schedule A of CAC Policy

Recommendation C – Update Existing CAC Targets

Policy Issue: City needs to comprehensively review existing CAC Targets on regular basis. Review involves economic testing & potential PBS update of costs & funding sources.

Existing

- None.

Recommended Policy:

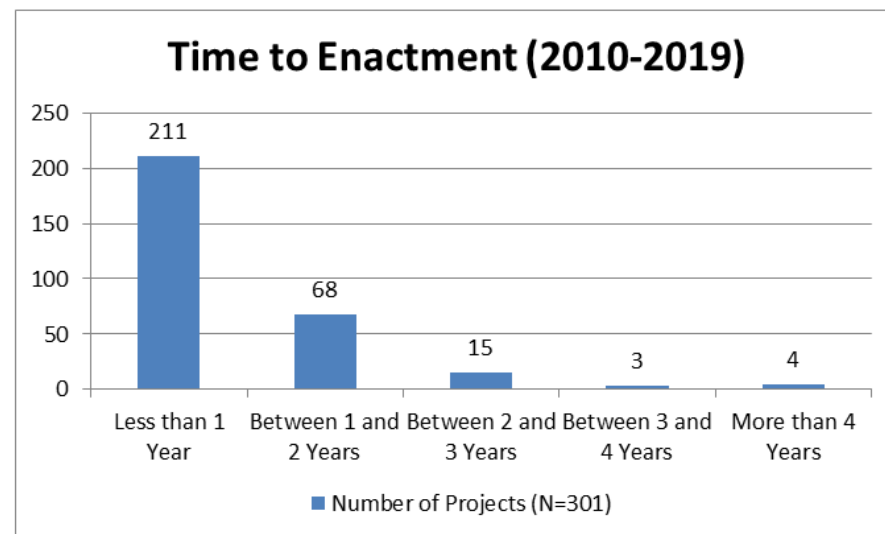
- Existing CAC Target areas (& density bonus zones) will be reviewed comprehensively with the City's 4-year capital planning process.
- As part of 2020 CAC Policy Update, staff to report back on implementation plan for intended CAC Target increases in July 2020.

Category	Existing CAC Target (\$/sq.ft. of additional density)	Intended CAC Target (\$/sq.ft. of additional density)
Little Mountain Adjacent	\$29.88	\$47.00
Southeast False Creek	\$16.78	\$67.00

See Schedule A of CAC Policy

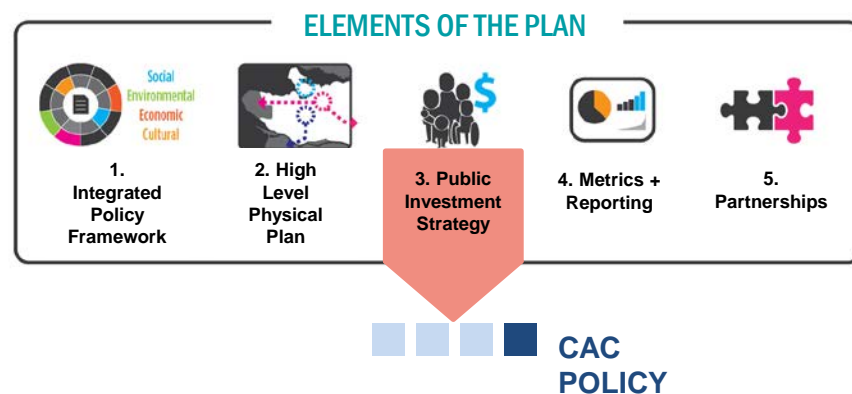
Recommendation D – Report back on indexing cash CACs and/or a time limit to enact a new zoning

- Staff to monitor and report back on need for additional requirements. Possible options include:
 - Indexing cash CACs
 - Time limit to enact a new zoning
- 93% have enacted within two years, 99% within 4 years
- Most applications are enacted within a timely manner
- A few Canadian municipalities have similar policies in place



Recommendation E – Report back on City-wide CAC Allocation Strategy

- Policy 2 sets out eligible allocation & use of CACs
- Currently no prioritization framework for allocating CACs amongst categories
- Vancouver Plan engagement will reflect citizen priorities on Public Investment Strategy
- Report back to Council on an updated CAC allocation strategy after Vancouver Plan engagement and 10-year Capital Strategic Outlook



3) Stakeholder Feedback Received

Non-Profit Stakeholder Feedback





- Non-profit sector supportive of CAC policy
- CACs recognized as an important tool to deliver significant public amenities
- Consideration for allowing non-City ownership seen as a positive step, but more information requested on required conditions



See Appendix E

Development Industry Feedback



- Held consultation sessions with  & 
- Generally supportive of proposed policy items
- UDI expressed issues with administration of the CAC negotiation process

See Appendix E

Thank You