

Vancouver Plan Update and Quick Start Actions Council Committee Meeting – July 21, 2021



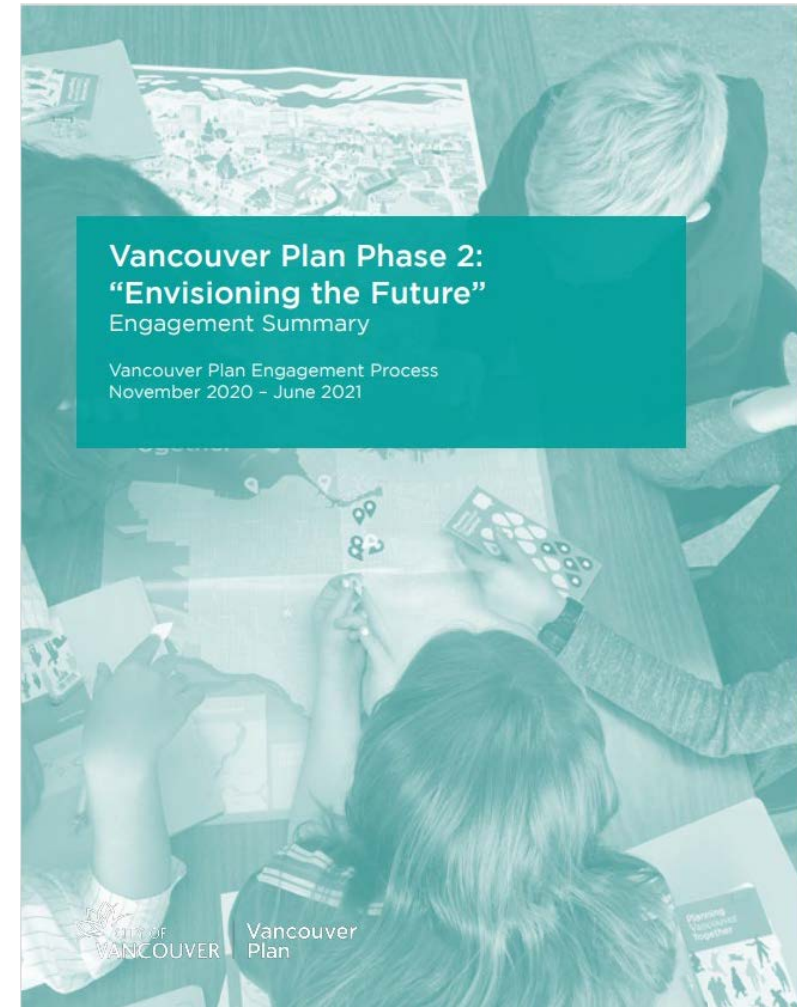
Vancouver Plan Update

1. Phase 2 Engagement Summary
2. Plan Scope and Process Update
3. Quick Start Actions

1. Phase 2 Engagement Summary

Phase 2, Envision the Future and Strategic Directions - Purpose

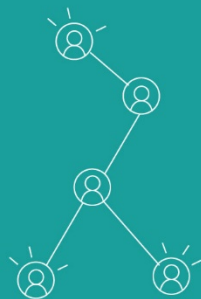
- Test the Provisional Goals *per Council*
- Seek “Big Ideas” to advance the Goals
- Undertake specific engagement on Complete Connected Neighbourhoods
- Develop Quick Start Actions *per Council*



PHASE II ENGAGEMENT: AT A GLANCE

10,000+

Engagement Touchpoints

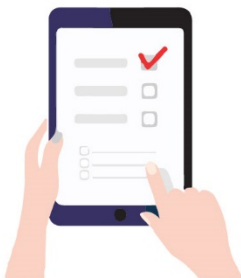


90+

Organizations Involved

300+

Events + Meetings



6,250+

ONLINE SURVEYS
and MAPPING

2000+ Goals	2,450+ Housing	1,500+ Complete Neighbourhoods
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2,075+

Participants in SFU
Public Dialogue



600+

Self-Led Activities
(Conversation Kits + Walking Tours)

655

THROUGH COMMUNITY
NAVIGATORS



50

THROUGH YOUTH NAVIGATORS

25 Navigators - 12 Organizations

1,000+

Children + Youth
Engaged

Through Workshops,
Surveys, Education Portal,
Youth Navigators + Partnership Events



1,000+

Individuals participated in...

55+

facilitated workshops

These numbers are inclusive of participation across the nearly two-dozen engagement offerings both specific to the Vancouver Plan, in addition to more specific conversations on Housing and Complete Neighbourhoods.



Vancouver
Plan

Key Findings: Provisional Goals are Generally Supported

- **General acceptance:** 72% of survey agreed or strongly agreed
- **Main feedback:** fewer would be better, more specific and consider priority



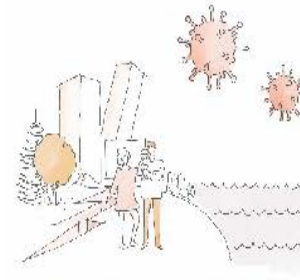
RECONCILIATION



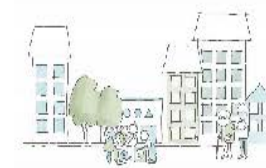
EQUITABLE + INCLUSIVE



SUSTAINABLE



PREPARED + RESILIENT



AFFORDABLE, DIVERSE
+ SECURE



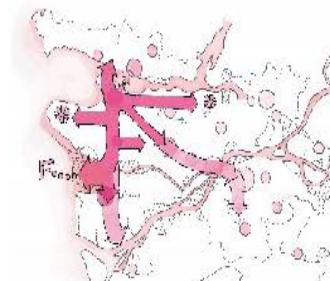
DIVERSE + HEALTHY ECONOMY



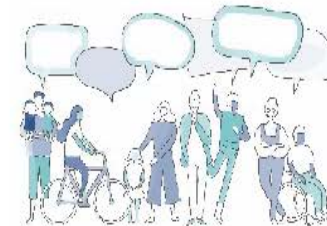
COMPLETE + CONNECTED



THRIVING NATURAL SYSTEMS



REGIONAL ALIGNMENT



TRANSPARENT + COLLABORATIVE
PARTNERSHIPS

Key Findings: Status Quo of City policies are not leading to the future the community desires

- Broad agreement that change is needed, less clarity on what it should look like
- **Centering equity** (the 1,700 voices from the Community Navigators and Children and Youth engagement) **the Change We Need includes:**
 - Delivering Affordable Housing
 - Building and growing equitably
 - Advancing Reconciliation
 - Ensure access to information and supports
 - Advancing Economic Health and Affordability, and
 - Addressing Climate challenge and sustainability



Key Findings: Affordable Housing Engagements

Priorities for the Vancouver Plan:

- **76% respondents strong agree or agree the plan should prioritize making neighbourhoods** where housing is currently too expensive for most Vancouver residents **more inclusive to low to moderate income households**
- **77% strongly agree or agree that all neighbourhoods should have all types of housing** (supportive, social, purpose-built rental housing apartments, condos and houses)

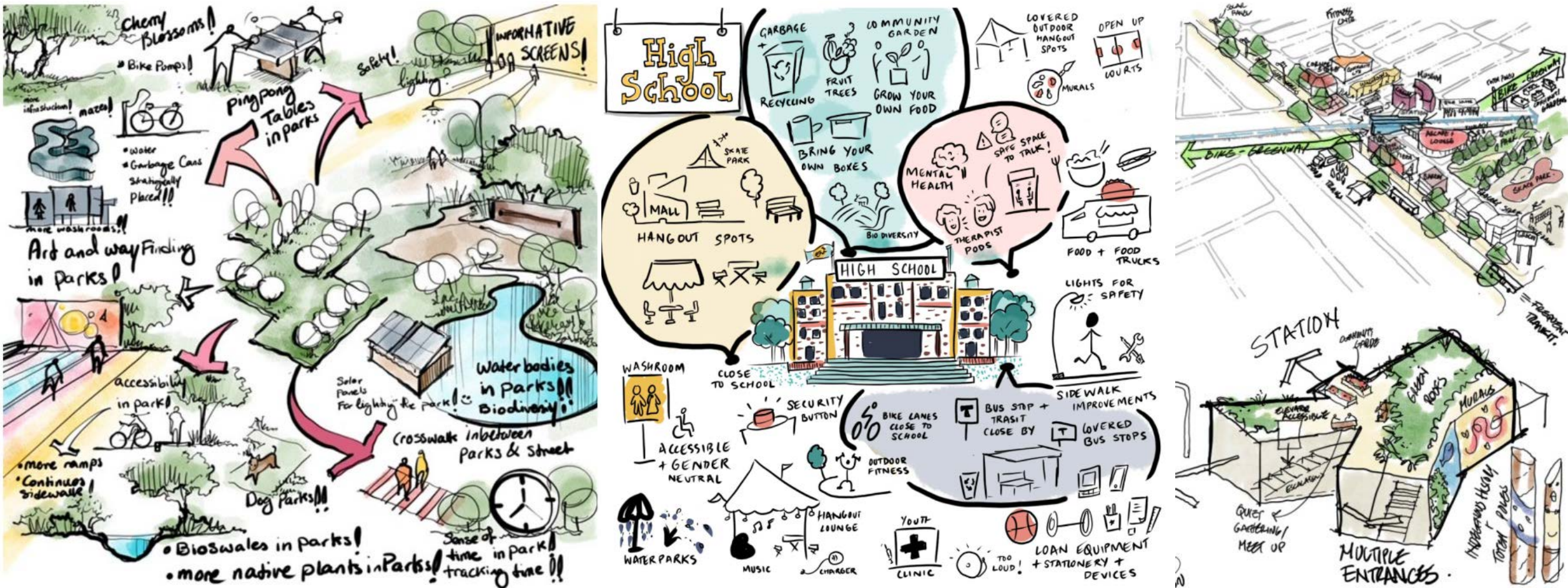
Key Findings: Complete, Connected Neighbourhoods

- Strong support for concept of complete neighbourhoods where residents are within an easy walk roll of daily needs
- Diversity of housing types and tenures:
 - **Preference for Missing Middle including rental apartments ≤ 6 storeys, townhouses, plexes – options for rental and households with low- moderate incomes**
- Other priorities:
 - **Grocery stores, places to eat/ drink, shops, services, public open space**
 - **Transportation priorities: streets for pedestrians, access to transit, greenways and safe bike routes**



Key Findings: 2700 Ideas (and Counting) - Ideas Book coming

Priorities: Affordable Housing, Complete Communities, Sustainable and Carbon Neutral City



2. Plan Scope and Process Update

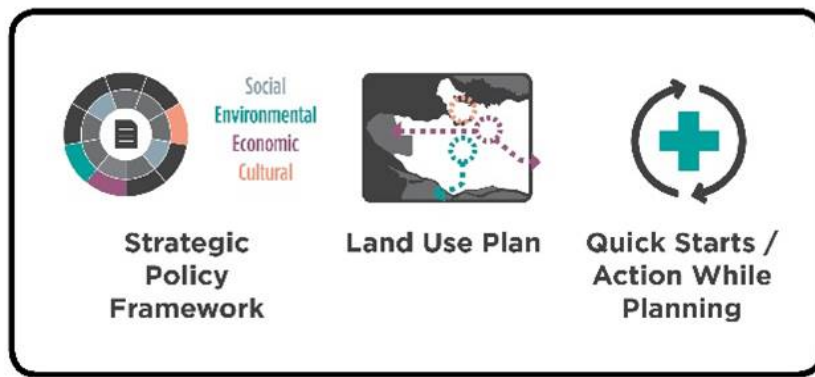
Updated Vancouver Plan Deliverables

What



How

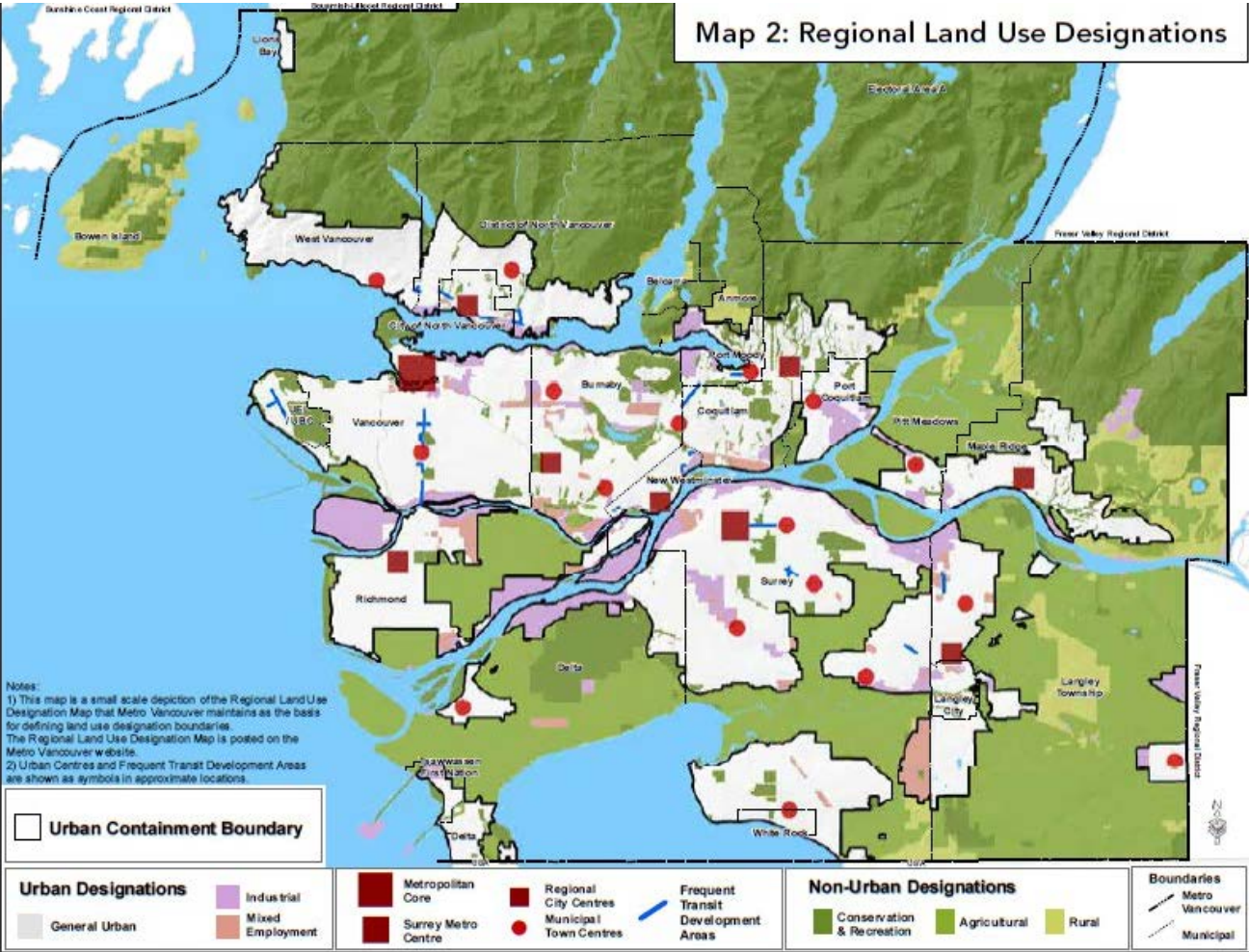
CURRENT WORK 2022



FUTURE WORK 2023



Aligning with Metro Regional Growth Strategy Update



Review Timeline	
Phase 1	Policy Review (2019/ 20)
Phase 2	Comment (Q1/ 2, 2021)
	Referral to Municipalities (Q3-4 2021)
Phase 3	Board Acceptance (Q3 2022)

 **GOAL 1**
Create a Compact Urban Area

 **GOAL 2**
Support a Sustainable Economy

 **GOAL 3**
Protect the Environment and Respond to Climate Change Impacts

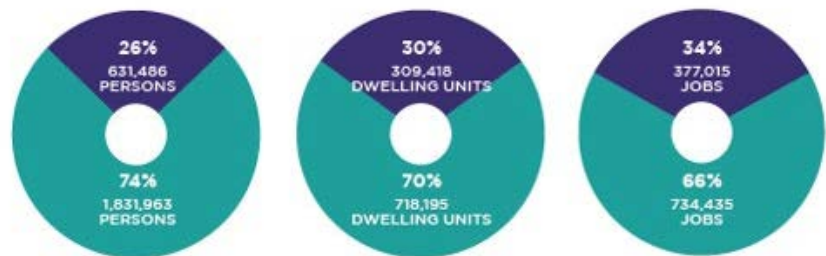
 **GOAL 4**
Develop Complete Communities

 **GOAL 5**
Support Sustainable Transportation Choices

Prominent city in a prosperous region

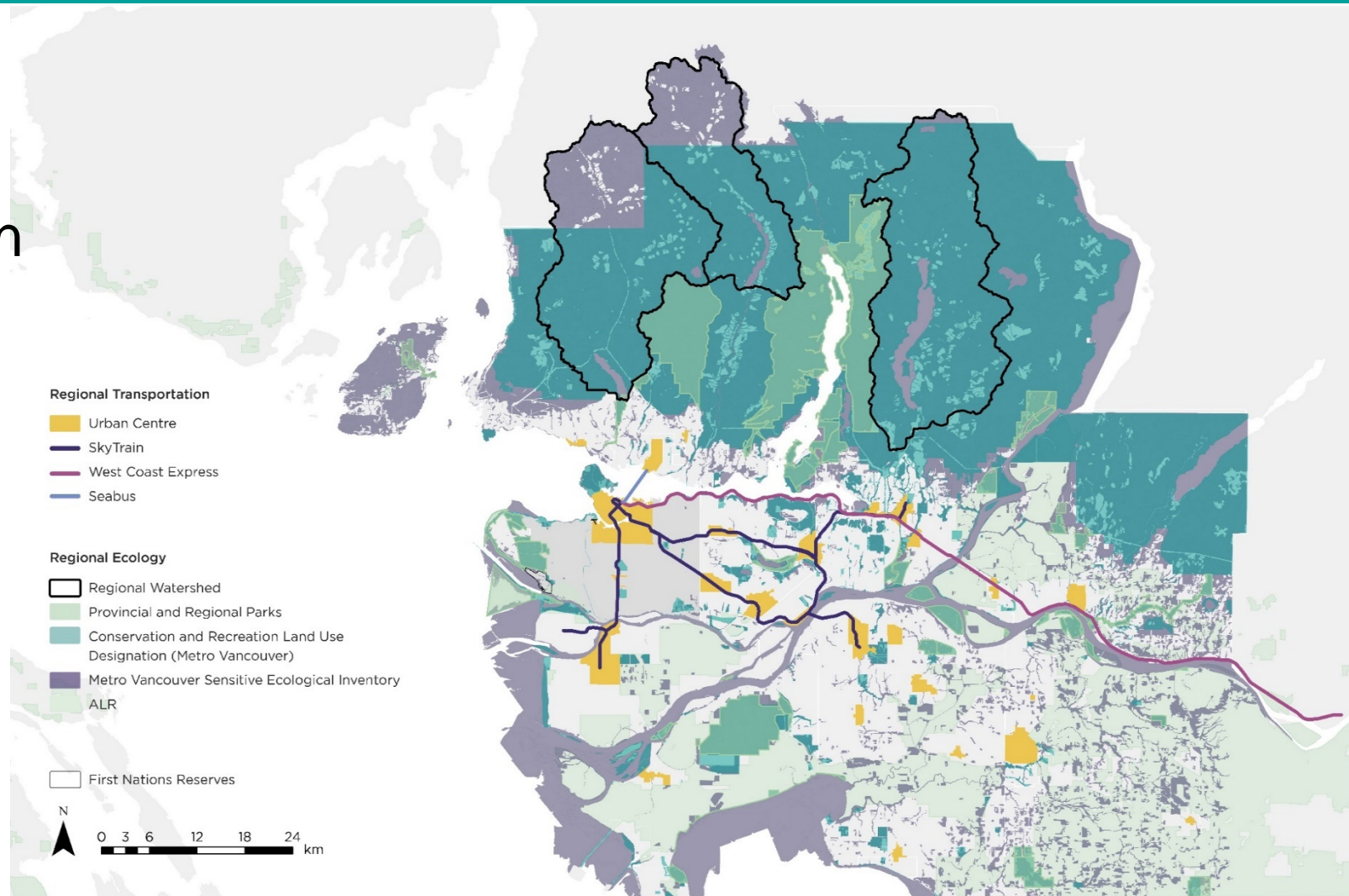
Vancouver is the vibrant, urban centre of a prosperous growing region

People, Dwelling Units and Jobs in Vancouver and in the Region, 2016



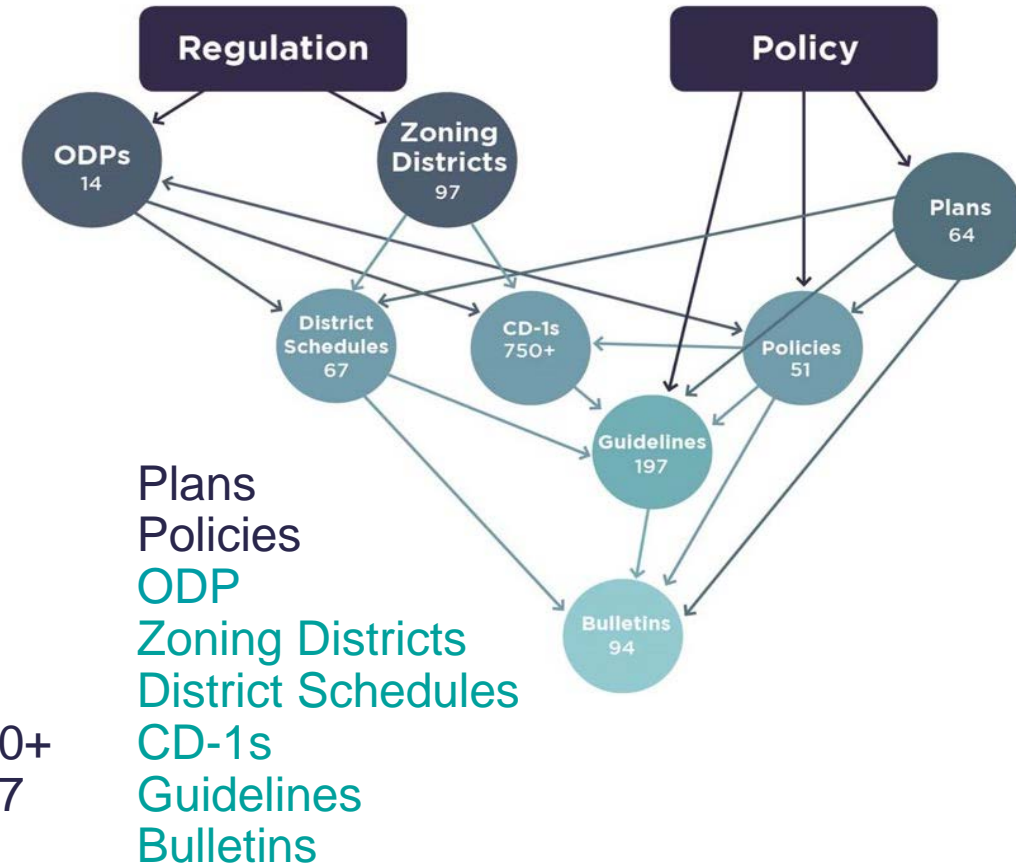
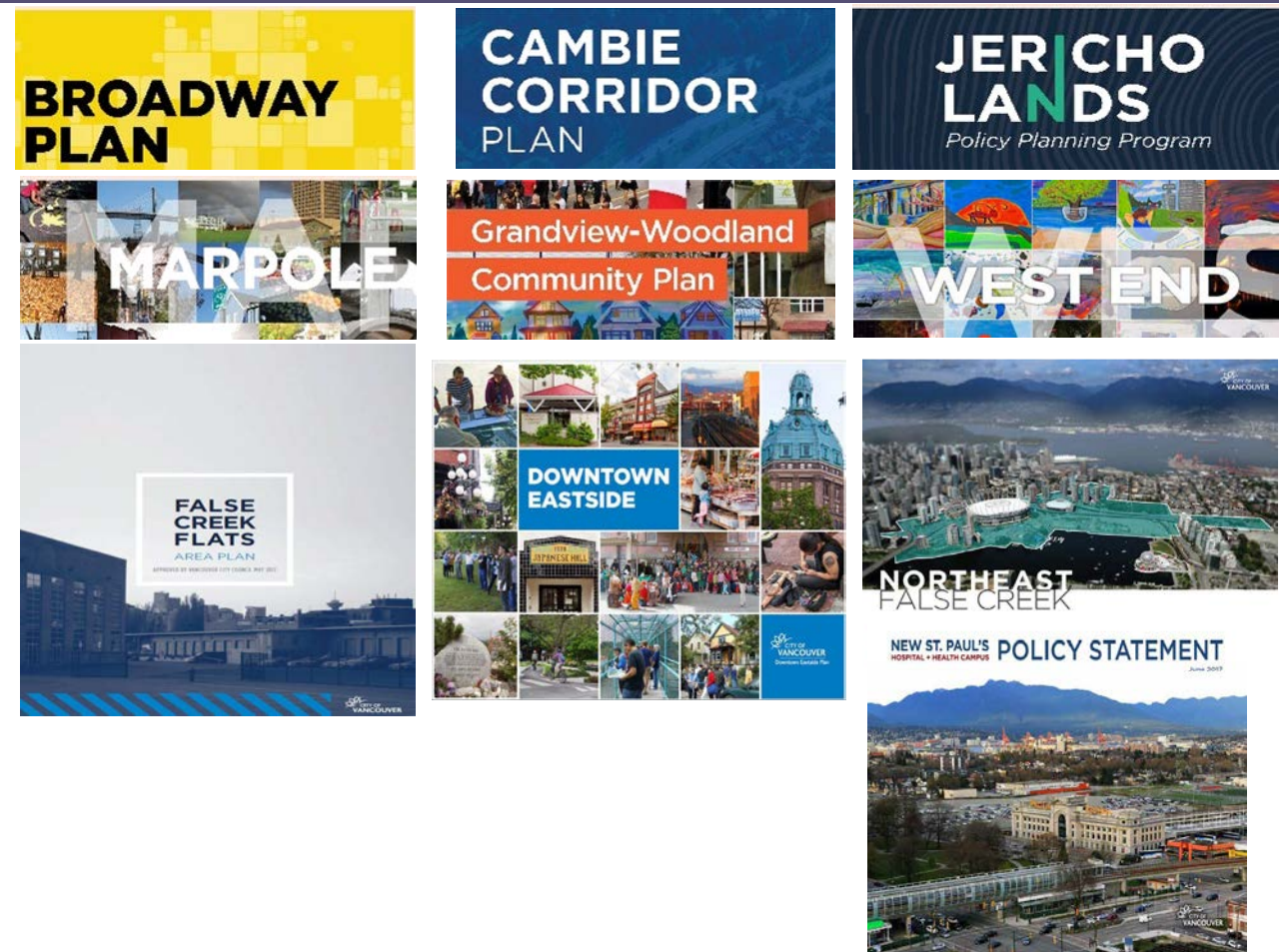
■ Vancouver
■ Rest of Metro Vancouver

Source: Statistics Canada



Vancouver's land use planning approach

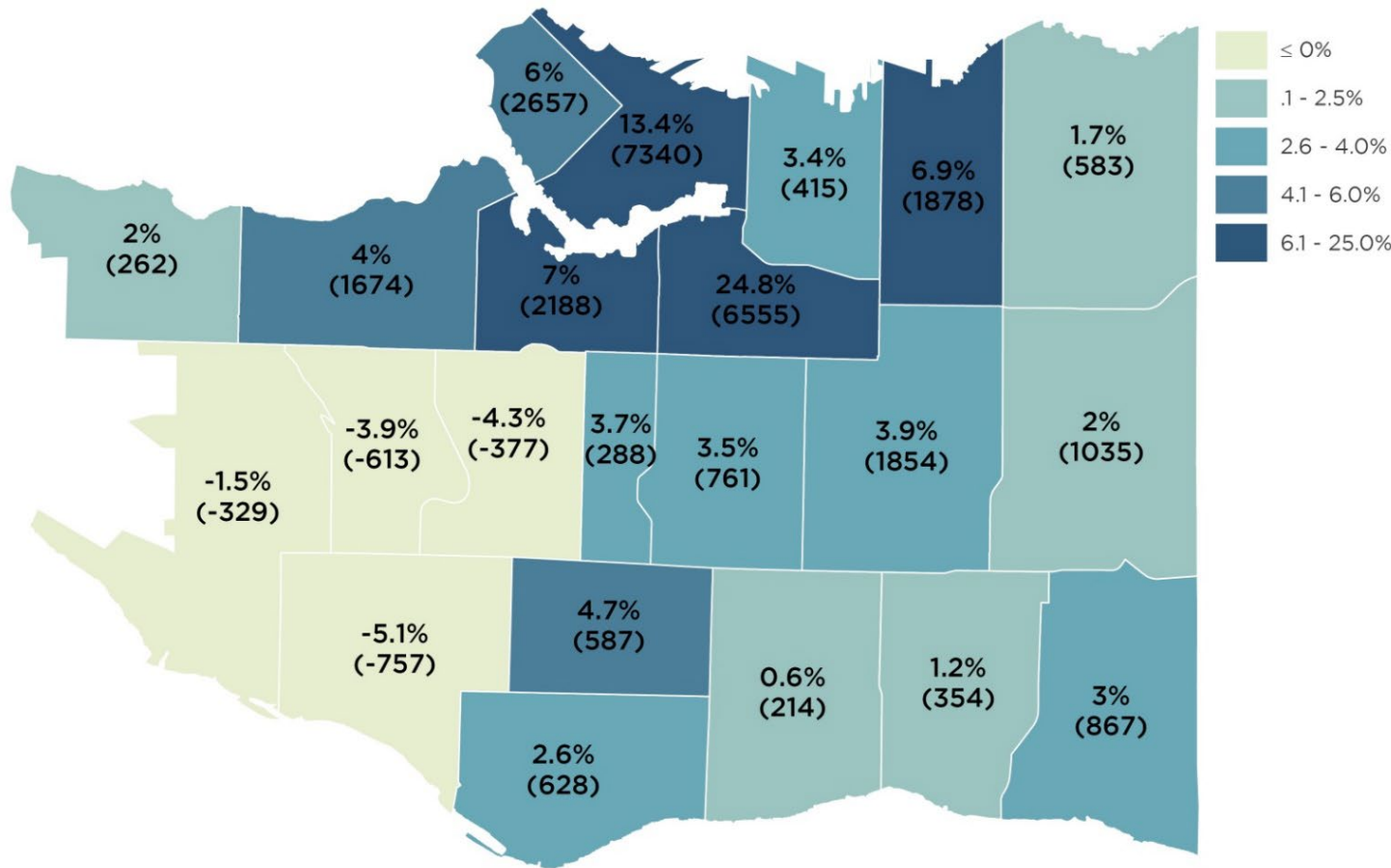
Area plans and other policy and regulation



Growth distribution from 2011-2016

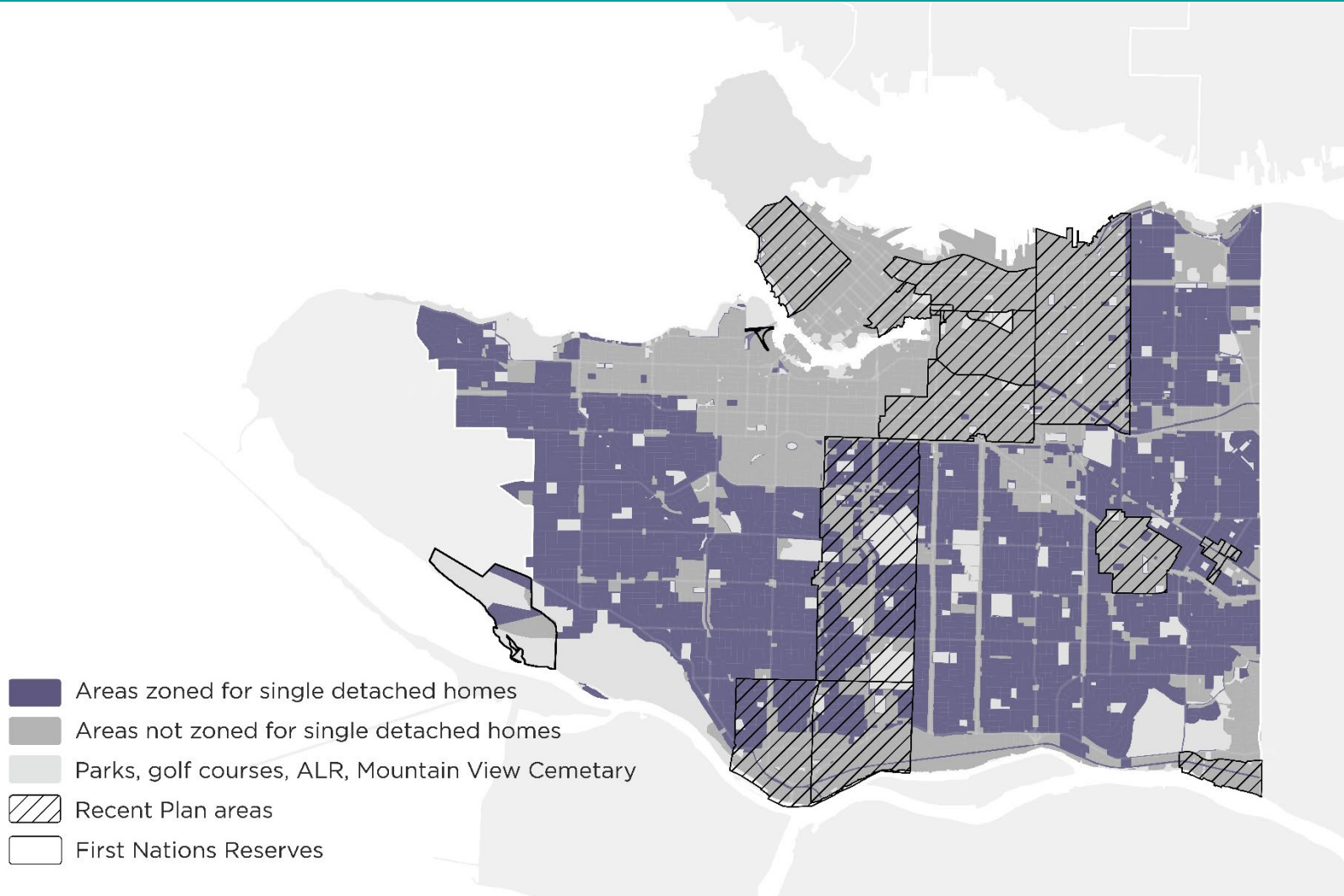
Population changes 2011-2016

ranges from
**-5.1% to
+24.8%**



Maximize the potential of the land?

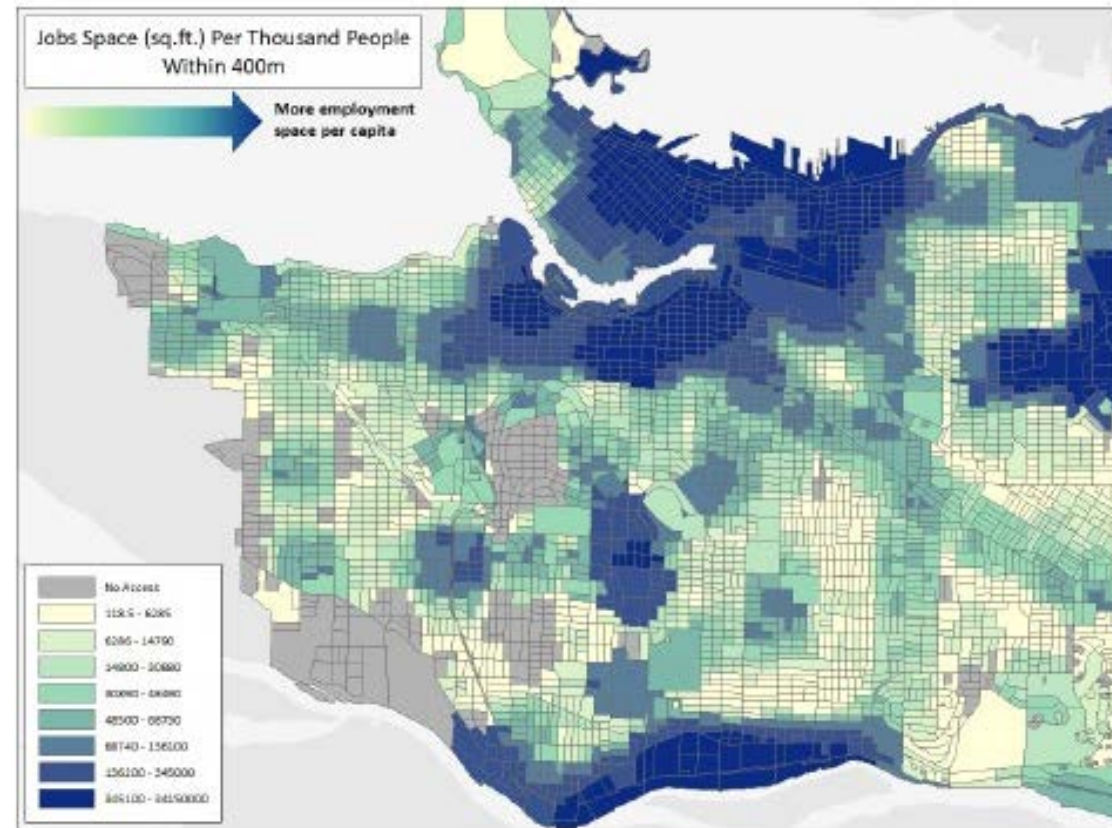
Over
52%
of land
15%
of our
homes



Job Space

ABOUT
50%
OF JOBS
ARE ON
10%
OF THE
LAND BASE

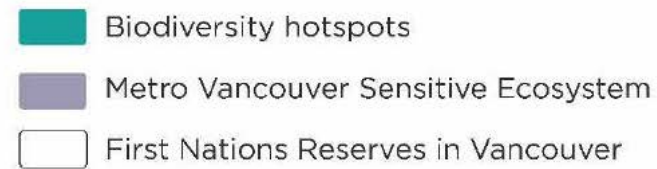
Job Space (sq.ft.) Per Thousand People within 400m



Source: City Design Studio and Licker Geospatial Consulting

Ecological Stewardship

- Climate change
- Sea level rise
- Intense, prolonged heat
- Drought and flood cycles
- Impacts of development
- Lack of connectivity
- Ecological services impaired (e.g. rainwater management)

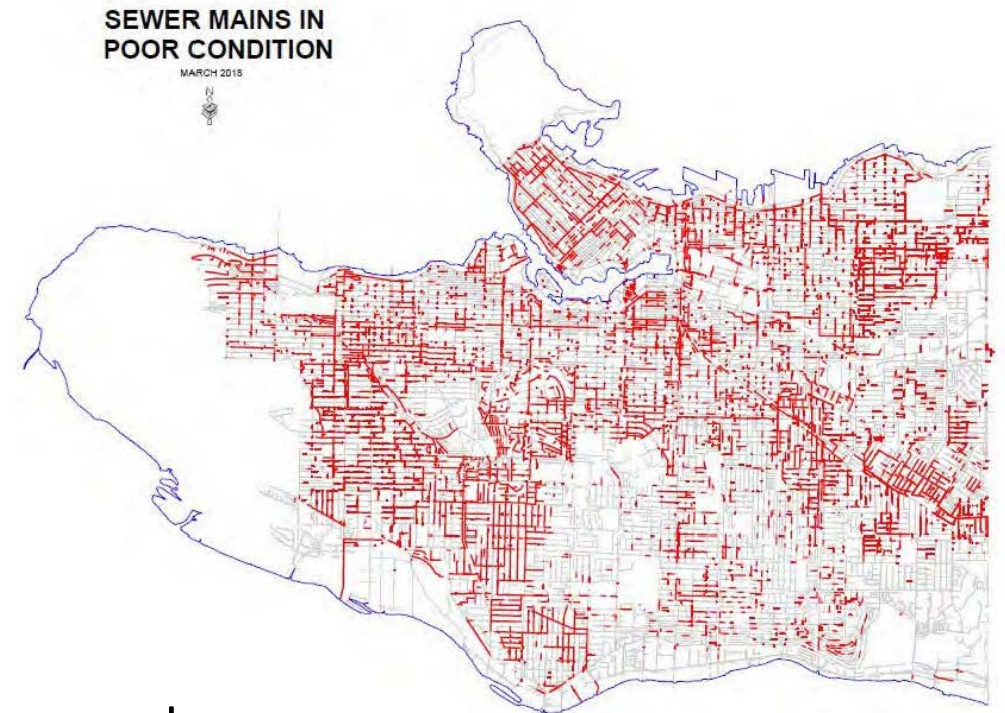


Cost of growth? Financial Sustainability

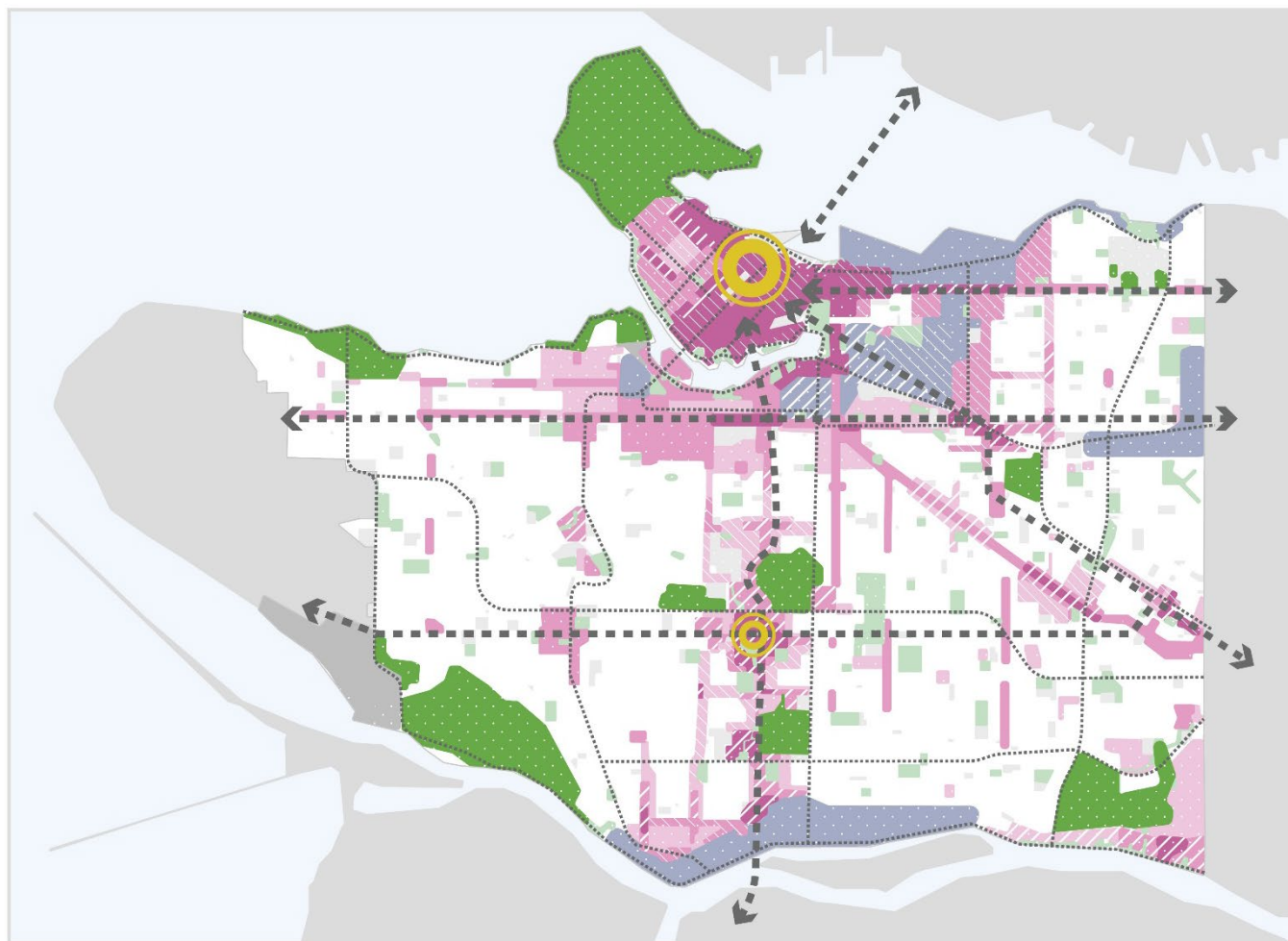
**23% sewer mains
poor/very poor condition**

**Growth will consider servicing costs,
amenities timing with regional investments
in transportation, water and sewer.**

- Vancouver Plan 2022: High-level implementation framework
- 2023+: Detailed Implementation: Phasing of land use planning, Public Investment Strategy, Partnerships, Measuring success



A guide for future growth



Land Use

- Residential, Mixed Use or Commercial - High
- Residential, Mixed Use or Commercial - Medium
- Residential - Low-Medium
- Residential - Low
- Industrial or Mixed Employment
- Parks and Open Space - Large
- Parks and Open Space - Medium
- First Nations Reserve
- UBC, Burnaby, Richmond and North Vancouver
- Special Districts, Public Service, Small Parks
- Jericho Lands and Broadway Plan

Level of Change

- Transformation
- Addition
- Protection / Enhancement

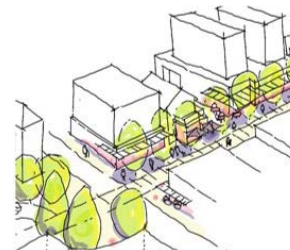
Strategic Transportation Connections

- Strategic Transit Connections
- Greenways

Nodes & Centres

- Central Business District/Municipal Town Centre

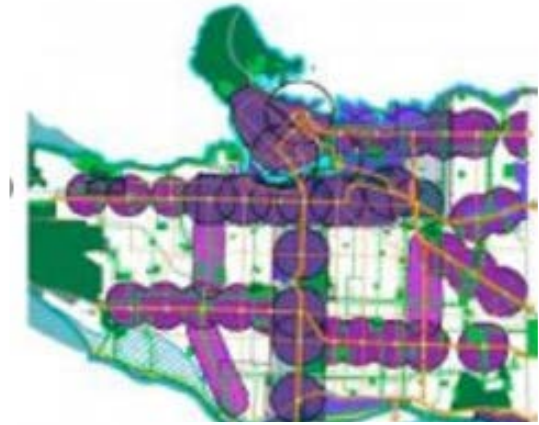
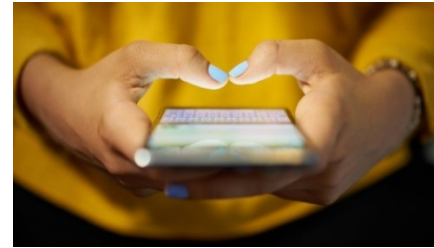
Three Emerging Themes for Discussion in the Fall



	Equitable and Complete Neighbourhoods	Diverse, inclusive and shared prosperity	Healthy and Connected Ecosystems
Policy Examples	<i>Embed Reconciliation, Equity, and Resiliency Principles</i>		
	Introduce rental and social housing in low density areas and streamline its delivery	Protect, modernize, intensify and expand employment lands	Move Vancouver to running on zero carbon energy
	Introduce Missing Middle housing into low density areas	Provide supportive land uses for local serving businesses in all neighbourhoods and mitigate displacement	Make space for nature to restore biodiversity, and ecosystems services
	Enable access to daily needs within an easy walk or roll in all neighbourhoods and support livability	Ensure infrastructure and transportation options underpin growth and development phasing	Integrate parks networks and blue-green systems into the planning framework

Focus of Fall Public Engagement – Oct Events

- A month-long series of engagement activities that ask public/ stakeholders to **consider policy and land use options, evaluate trade-offs.**
- Balancing risks and opportunities through a **mix of digital and in-person**, deep and low barrier activities.
- Participants can learn and engage at different scales including **city-wide and local events:**
 - **Workshops - with highly visual materials**
 - **Panel discussions**
 - **Stakeholder and community circles**
 - **Multi-lingual and community-led activities**





Council Engagement – Workshops at Key Milestones

The process for phase 3 and 4 includes opportunities for Council to convene workshops with subject matter experts, community and stakeholders to provide input to inform the Plan

Timing	Topics
Sept / Oct 1 workshop	Growth Projections and Targets to Achieve the City We Want
Oct / Nov 2 workshops	Land-Use Plan Principles, Broad Concepts and Options Key Policy Directions for: <ul style="list-style-type: none">• Equitable and Complete Neighbourhoods• Diverse, Inclusive and Shared Prosperity• Healthy and Connected Ecosystems
Feb / Mar 1 - 2 workshops	Draft Vancouver Plan

3. Quick Start Actions

Quick Start Actions – in Council Report

Council Priority	Quick Start Actions
<div>Economic Development</div> <div></div>	<div>1. Employment Lands and Economy Review (ELER)<ul style="list-style-type: none">○ Priority actions to support businesses○ Industrial Area Modernization and Intensification Framework<ul style="list-style-type: none">→ Managing self-storage in Industrial areas</div>
<div>Affordable Housing</div> <div></div>	<div>2. DTES Policy Updates to Increase Social Housing</div> <div>3. Streamlining Rental Initiatives – C2 + SRP</div> <div><i>Council to immediately consider and make decision on July 21st</i></div> <div>4. Moderate Income Rental Housing Pilot Program (MIRHPP) - improve and extend</div>

Quick Start Actions – Underway

Council Priority	Quick Start Actions
Climate Action	Climate Emergency Action Plan - parking related actions <ul style="list-style-type: none"> • Eliminate minimum parking requirements (except for accessibility needs) and improve sustainable transportation options in new developments • Implement residential parking permits city-wide and a carbon pollution charge for new, more polluting vehicles • Update EV-readiness requirements for new non-residential buildings
Climate Action	Blue-Green Systems Projects <ul style="list-style-type: none"> • Richards Street, Phases 1 & 2 • Alberta Street-Columbia Park • St. George Rainway
COVID Response Climate Action	Roadspace Reallocation <ul style="list-style-type: none"> • Mobility Response (various locations) • Temporary Expedited Patio Program (TEPP) • Public Spaces – Public Life Recovery

ELER Implementation

ELER Implementation: Industrial Area Modernization and Intensification Framework – For Information

Components:

- Demand for industrial space in Vancouver
- Existing zoning and market trends in Vancouver's industrial areas
- Sub-area specific approach for accommodating future demand in Vancouver's industrial areas and policy amendments needed
- Framework for regulating self-storage in industrial areas
- Work plan and timeline for next steps

Timeline and Process

The policy framework will be brought forward for Council consideration in Fall 2021. If approved by Council, staff will begin bringing forward by-law amendments for implementation in early 2022.



DTES Policy Updates to Increase Social Housing

DTES Policy Updates to Increase Social Housing

- The **need for more social housing** was strongly expressed and supported by community at the DTES Plan Community Fair (June 2019)
- The proposed changes will help support COVID-19 recovery and allow non-profits to leverage **Provincial funding opportunities** to create more social housing
- The Housing Vancouver 3-year Action Plan already **allows for increases** in height and density for social housing delivery (November 2017); proposed changes will facilitate this through a **simpler and shorter development process**



DTES Policy Updates to Increase Social Housing: What's Proposed

- 1) **Amend the DEOD ODP to allow for an increase in density and height** for 100% social housing
- 2) **Amend the FC-1 district schedule to allow an increase in density** for 100% social housing, no changes to height
- 3) **Amend the Rezoning Policy** for 100% social housing development in the DEOD and FC-1 to allow for the maximum density and height to be determined on a case-by-case basis



Affordability of social housing in the DTES:

- 1/3 of units renting at income assistance
- 1/3 of units renting at HILS
- 1/3 of units at low end of market

DTES Policy Updates to Increase Social Housing: Where

DEOD ODP (sub-areas 2-4)

Under zoning for 100% social housing

- Density: **Increase to 6.0 FSR** from 4.5 FSR
- Height: **Increase to 100 ft** from 75 ft

Rezoning Policy & DTES Plan

- For 100% social housing, add **'allow additional density and height on a case-by-case basis'** (broad language for flexibility) from approx. 5.0 FSR & approx. 100 ft



FC-1 Thornton Park & East False Creek

Under zoning for 100% social housing

- Density: **Increase to 6.0 FSR (max 4.5 resi)** from 5.0 FSR (max 3.0 resi)
- Height: **No change** to DoP/DPB relaxation to 275 ft

Rezoning Policy & DTES Plan

- For 100% social housing, add clause **'allow additional height'**
- Clause allowing additional density already in place



Streamlining Rental (C2 + low-density areas)

Streamlining Rental: What's Proposed

- 1) Amend C-2 commercial zoning to allow 6 storey rental buildings without a rezoning
- 2) Update the rezoning policy for low density areas (RS and RT zones) to allow:
 - 4 - 6 storey on arterial and up to 4 storey off arterial
 - Options for market rental, below-market rental, social housing, and mixed-use
 - Simplify the rezoning process by standardizing regulations through new rental zones

Since the Affordable Housing Choices Policy closed in 2019, no policy door exists currently to consider rental developments in RS/RT areas



What We've Heard

Key Themes From Engagement 2019-2021


- **Broad support to streamline the delivery of rental**
 - **77%** of survey respondents agree with allowing up to 6 storey rental housing in C-2 zones
- **Renters want to live off of arterials**
 - **82%** agree with continuing to allow new rental buildings in low density areas adjacent to commercial districts
- **Need more affordable housing for all across Vancouver**
 - **76%** agree it should be a priority as part of Vancouver Plan to make neighbourhoods more inclusive to low- and moderate-income households
- **Concern about the impacts of larger buildings, especially amongst homeowners**
 - Including shadowing, privacy, loss of green space, loss of heritage and character buildings, potential for displacement of existing renters
- **Concern that proposal does not go far enough to enabling new rental**
 - Including limited heights and densities, locational considerations

Rental Housing Near Local Shopping Areas & Transit

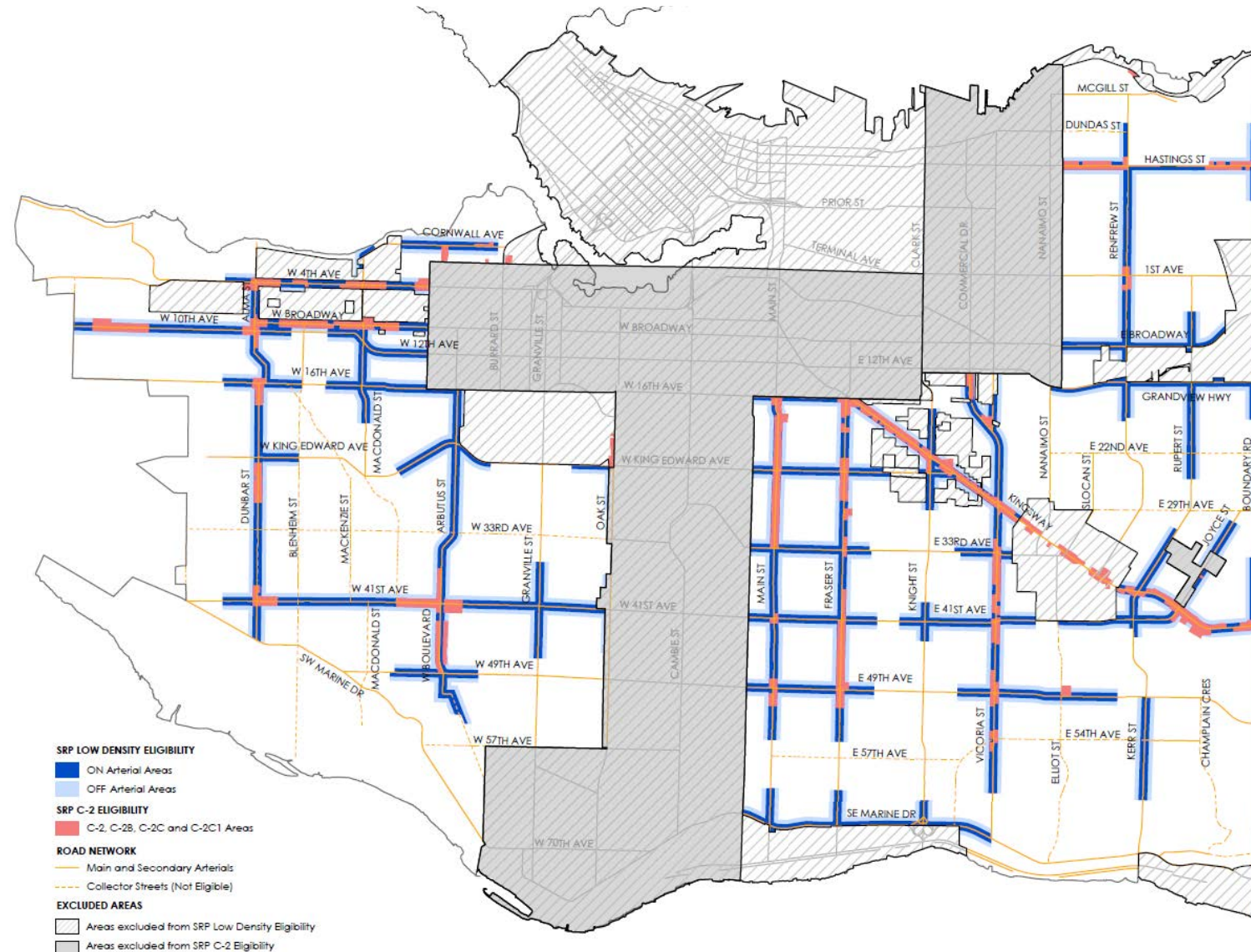
Areas eligible for 6 storey rental under a development permit (no rezoning)

 C-2 zoned areas (outside community plans)

Areas Eligible For Rezoning



RS and RT sites on and off arterials that are a short walk or roll of daily needs ~5 minute walk of a neighbourhood shopping area; and is on or near bus service



Making it Easier to Build Rental in C-2 Commercial Areas

Summary of Proposed Improvements

- ✓ Simplify process – 6 storey rental (max. 3.7 FSR) allowed through development permit process
- ✓ Allow flexibility for improved retail spaces
- ✓ Enable simplified, sustainable wood-frame construction
- ✓ Enhance green building requirements
- ✓ Improve residential livability
- ✓ Prioritizing the public realm



Low Density Areas - On Arterial Options

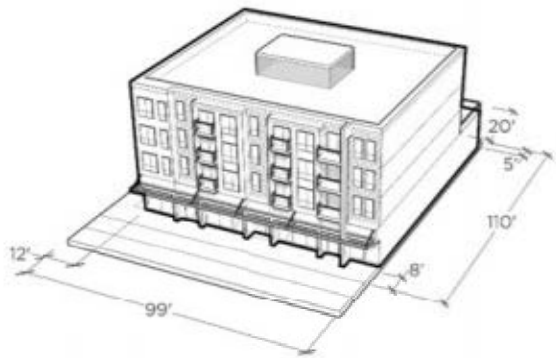
Residential and Mixed Use Buildings



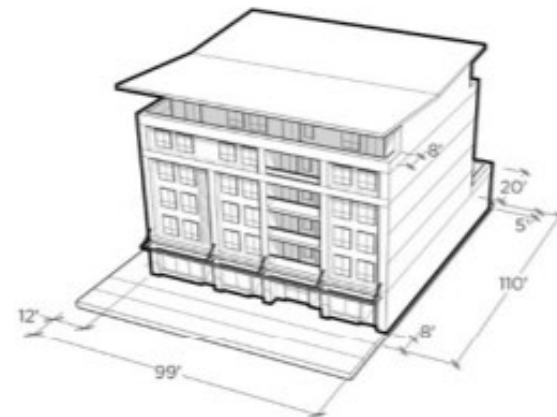
5 Storey Apartment
Market Rental



6 Storey Apartment
Below-Market Rental or 100% social housing

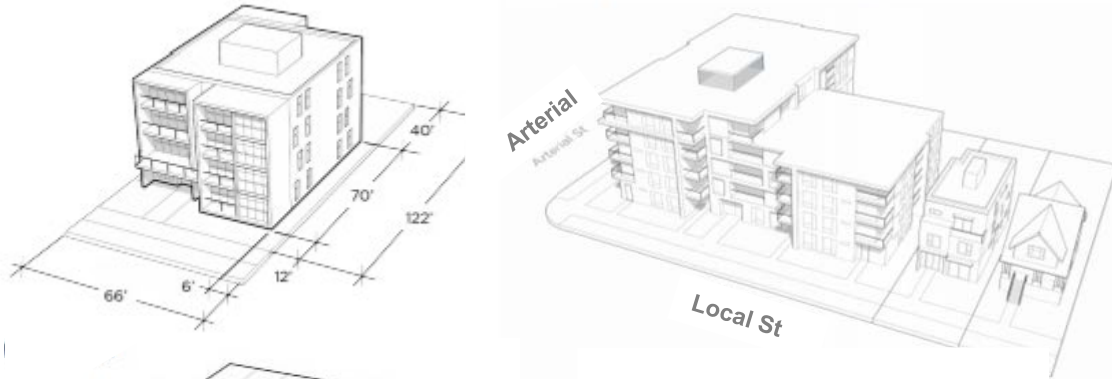


**Options for 4 and 6 Storey
Mixed Use** (*retail on ground
floor*) to expand local shopping
areas

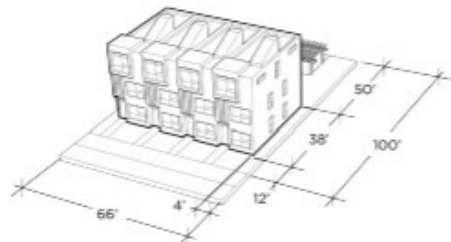
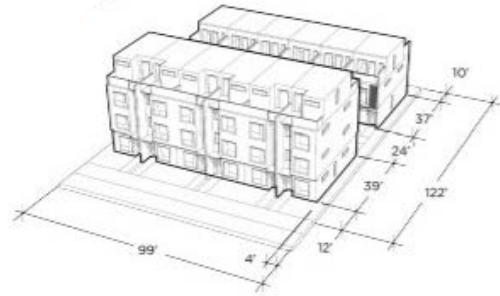


Low Density Areas - Off Arterial Options

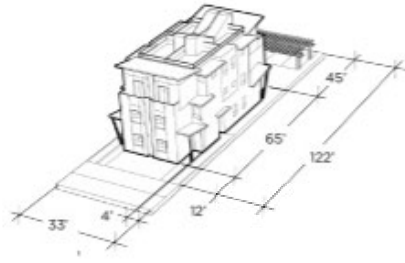
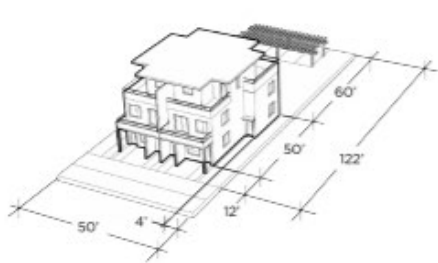
Flanking an Arterial - 5-Storey Residential Apartment



4 Storey Apartment
Market Rental



3-4 Storey Townhouse
Market Rental



4-Plex / 6-Plex
Market Rental



Next Steps

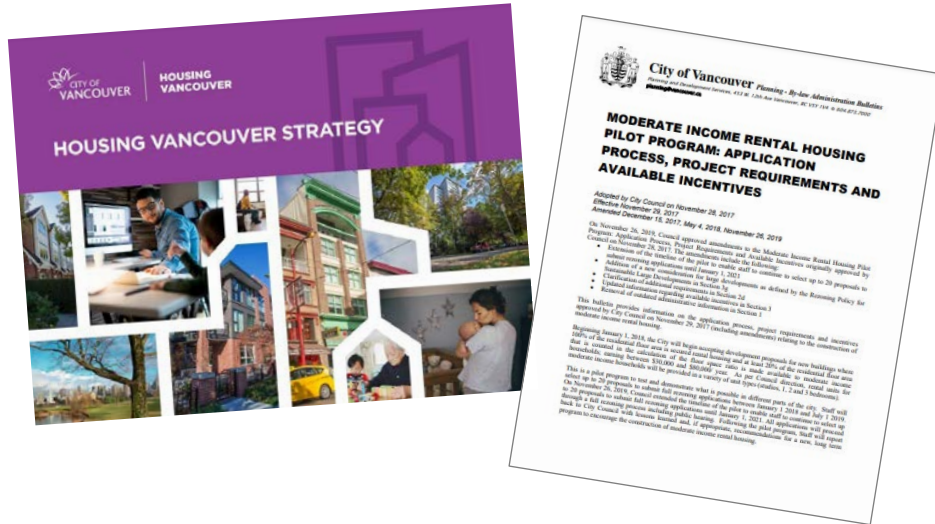
1. Public survey closes July 27th
2. Finish compiling **engagement** results and draft zoning changes Aug – Sep 2021
3. **Referral and Public Hearing** – October / November 2021
4. If approved, **implementation** will begin late 2021 / early 2022

Oakridge Lutheran Church, 6-Storey Mixed-Use



Moderate Income Rental Housing Pilot Program Extension (MIRHPP)

Background

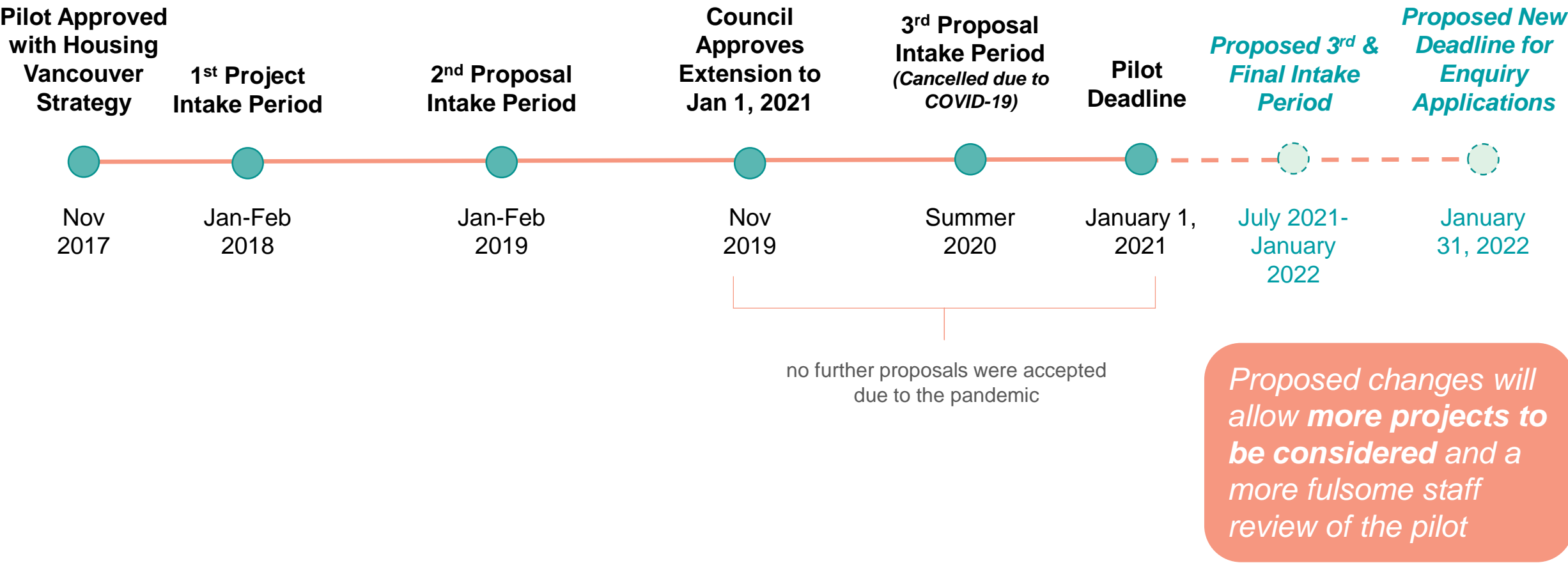


“Learning Pilot” that targets a critical gap in the market to provide housing for households that can’t afford new market rents and aren’t served by non-market housing

- 100% secured rental
- Min. 20% of FSR secured at rates affordable to households with incomes between \$30,000-\$80,000

- Pilot approved in November 2017
- Limited to 20 total projects

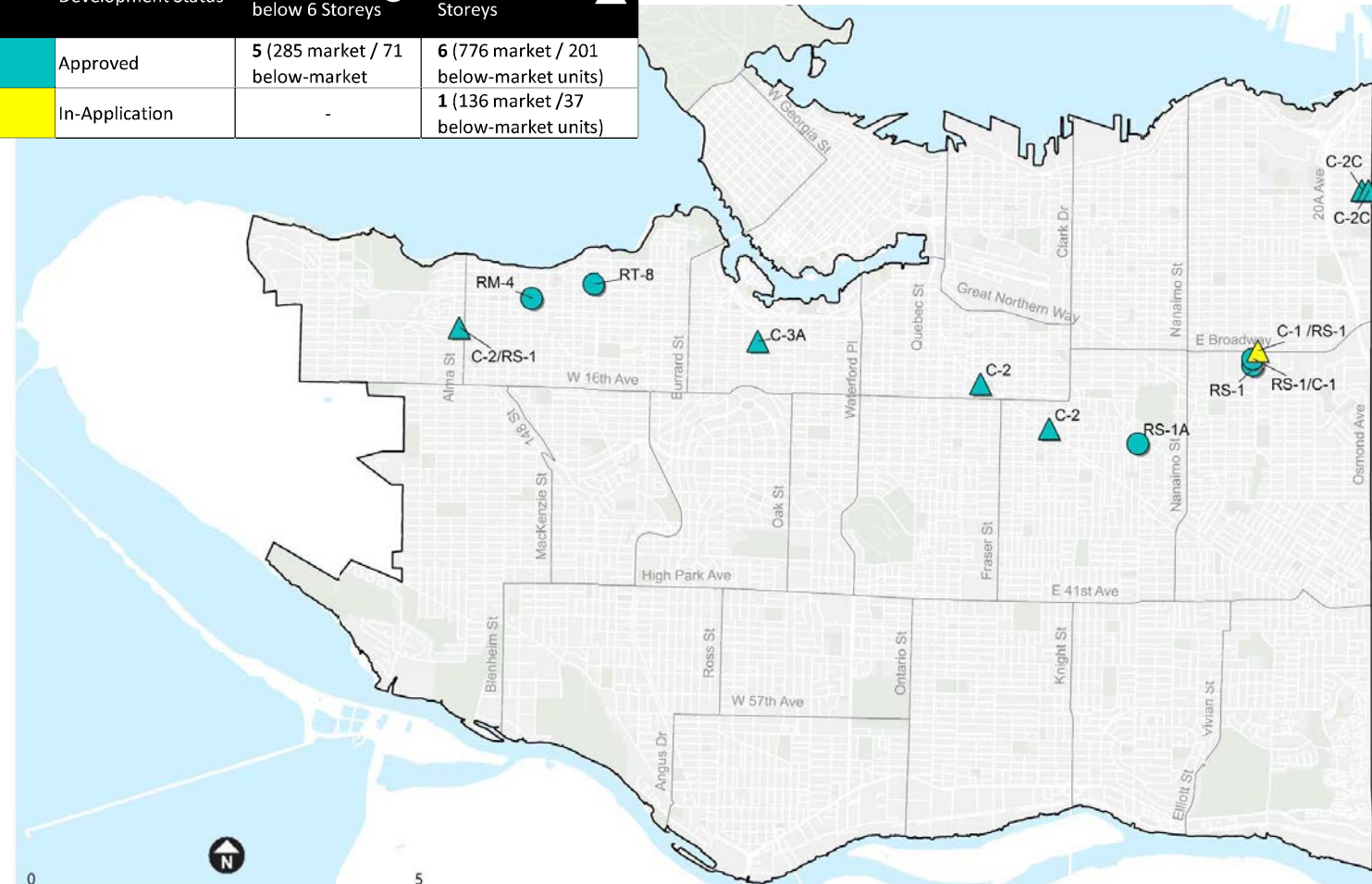
MIRHPP Timeline



11 Projects Approved To Date

Site	Base Zone	FSR	Storeys	Total Units	Market Units	MIRHPP Units
1 2603-2655 Renfrew	RS-1	3.54	6	82	64	18
2 2543-2583 Renfrew	RS-1 / C-1	3.6	6	96	77	19
3 1805 Larch	RT-8	2.53	5	63	50	13
4 1956-1990 Stainsbury	RS-1A	2.67	5	80	67	13
5 3600 E Hastings	C-2C	7.14	14	94	75	19
6 3680 E Hastings	C-2C	6.96	14	118	94	24
7 445 Kingsway & 2935 St. George	C-2	7.22	14	215	171	44
8 1111-1123 Kingsway	C-2	5.58	14	131	107	24
9 2538 Birch (1296 W Broadway)	C-3A	10.55	28	258	200	58
10 3701-3743 W Broadway	C-2 / RS-1	5.27	14	161	129	32
11 2010-2032 Balaclava & 3084-3086 W 4 th	RM-4	2.95	6	35	27	8
Subtotal (Approvals)				1,333	1,061	272
1 2406-2484 Renfrew	C-1 / RS-1	4.08	12	173	136	37
Subtotal (In Application)				173	136	37
TOTAL				1,506	1,197	309

Development Status	# Projects at or below 6 Storeys	# Projects above 6 Storeys
Approved	5 (285 market / 71 below-market)	6 (776 market / 201 below-market units)
In-Application	-	1 (136 market / 37 below-market units)



Early Learnings

Broad support for below market rental targeted to moderate incomes; although some individual projects have been contentious

- Concerns over form of development and neighbourhood fit

Affordability requirements difficult to achieve in practice and may not be feasible over time

- No ability for the **starting rents** to reflect increases to renter incomes and project costs over time
- Financial impacts of the 2018 RTA changes that reduced the allowable annual rent increases to CPI only



MIRHPP Amendments & Extension: What's Proposed

- 1) **Extend pilot** to January 1st, 2022 to reach up to 20 projects
- 2) **Update rent requirements** for moderate income units based on pilot learnings and recent economic testing
- 3) **Narrow eligibility of locations** to focus on buildings above 6 storeys and update guidance to exclude sites with large numbers of existing renters on existing CD-1 sites

NOTE: All projects will still require be required to go through a Rezoning and Public Hearing



Proposed Amendments to Affordability Requirements

CURRENT POLICY

1. Fixed max average starting rents apply at initial occupancy (~12% below 2017 CMHC City-wide AMR)

S: \$950

1 BR: \$1,200

2 BR: \$1,600

3 BR+: \$2,000

2. Rent increases limited to RTA upon unit turnover



PROPOSED CHANGES

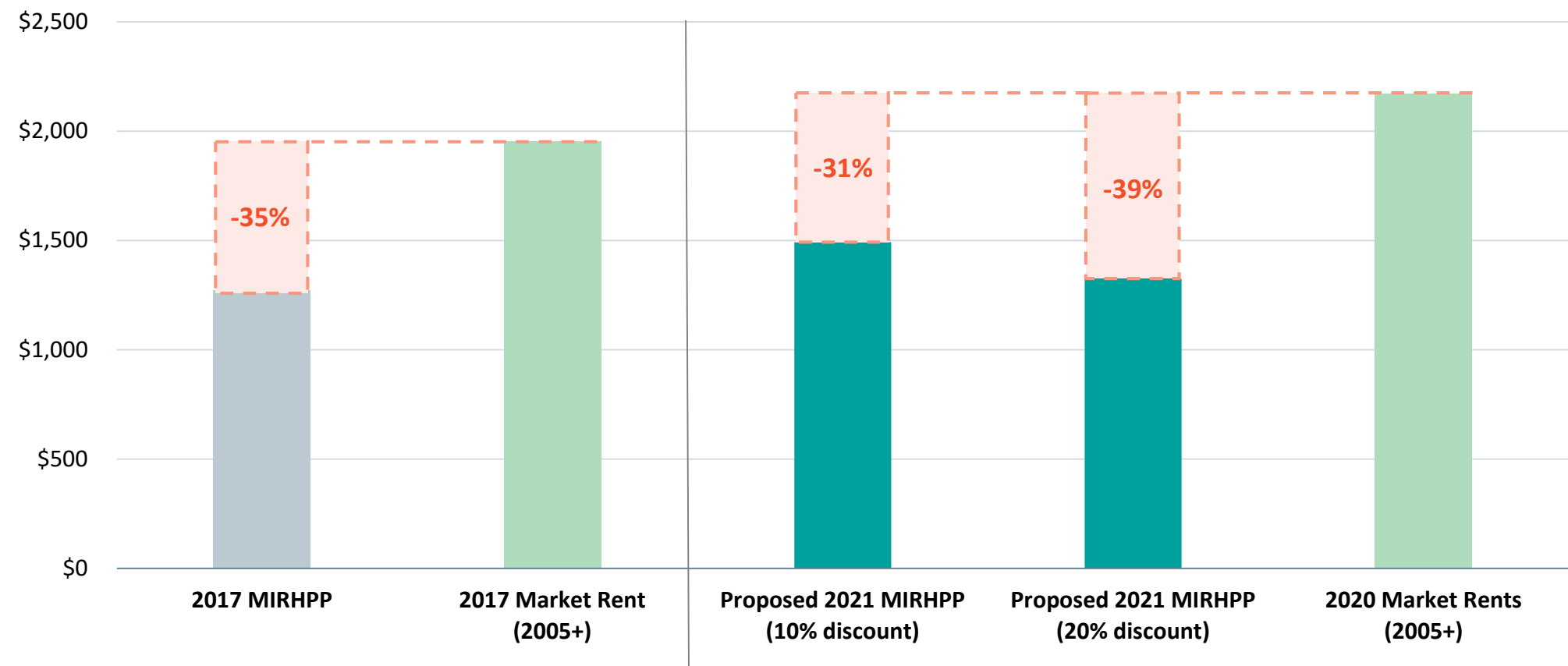
1) Starting rents set based on discount to CMHC Average Market Rents

- Min. 10% discount to City-Wide AMR ≈ **min. 30% below City-wide AMR for newer units (2005+)**
- Deeper affordability for large sites or developments >14 storeys - min. 20% below CMHC City-wide AMR ≈ **min. 40% below City-wide AMR for newer units (2005+)**

2) **Limited rent increases permitted at turnover**, to re-index to discount to current year CMHC rents

Proposed New Starting Rents: 30%-40% Discount to New Market Rents

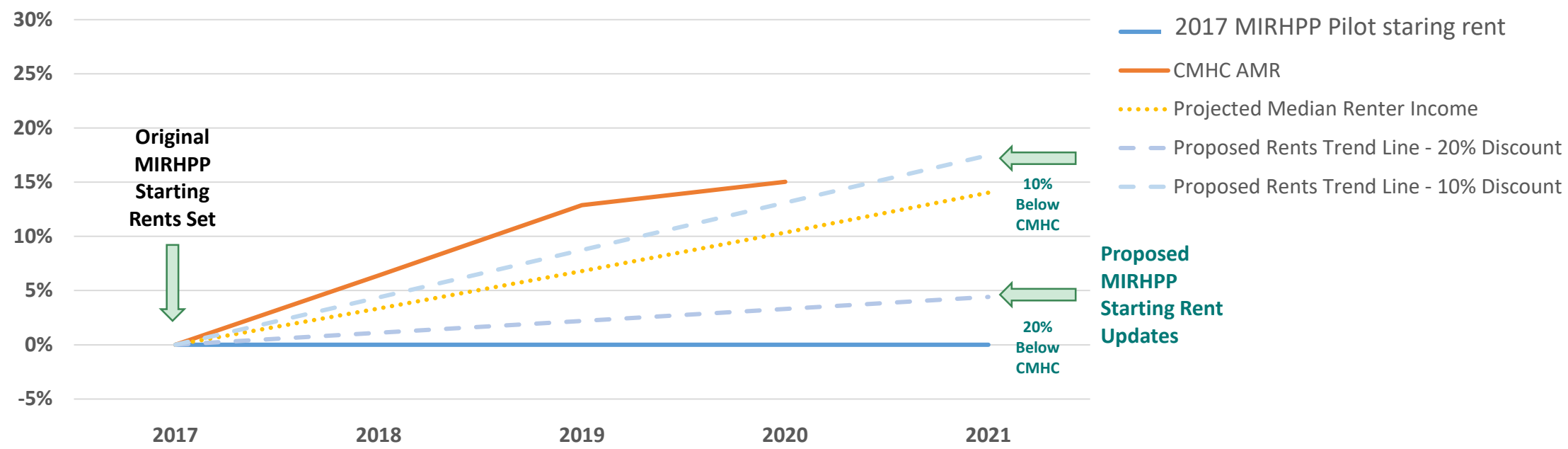
Comparison Between Average MIRHPP Rents and Market Rents in 2017 & 2021



*MIRHPP & CMHC Average rents shown with a weighting to represent a unit mix of 25% studios, 40% 1 bedrooms, 25% 2 bedrooms & 10% 3 bedrooms

Proposed New Starting Rents Account for Changes in Incomes and Rents Over Time

MIRHPP Starting Rents Have Not Changed Since 2017, Market Rents and Incomes Have Increased



References & Notes

- CMHC Rental Market Reports 2017-2020, AMR for all units, zones 1-10, City of Vancouver
- Proposed MIRHPP rent increase based on weighting to represent a unit mix of 25% studios, 40% 1 bedrooms, 25% 2 bedrooms & 10% 3 bedrooms
- Statistics Canada, Census 2016 – Graph projects median renter incomes increasing by 3.34% annually (based on previous trends from Census data 2001-2016)

Proposed Amendments: #2 – Affordability

Proposed Affordability Changes - Projects Up To 14 Storeys

- Min. 10% below CMHC AMR (All Units, City-Wide) ≈ 30% below AMR for newer units (2005+)

	2017 MIRHPP Rents	Incomes Served (Spending 30%)	2021 Proposed MIRHPP Rents	Incomes Served (Spending 30%)
Studio	\$950	\$38,000	\$1,177	\$47,088
1 BR	\$1,200	\$48,000	\$1,364	\$54,540
2 BR	\$1,600	\$64,000	\$1,880	\$75,204
3 BR	\$2,000	\$80,000	\$2,417	\$96,696

- Deeper affordability for sites over 14 storeys (20% below CMHC AMR)

Proposed Amendments - Eligible Locations

CURRENT POLICY

- Proposals may be considered outside of community plan areas in most zones that allow residential uses
- CD-1 zones – consider a limited number of underutilized sites only



PROPOSED CHANGES

- **No new proposals will be considered in C-1, C-3A, RS, RT**
- A limited number of proposals for sites with existing CD-1 zoning may be considered, only on highly underutilized sites with a **limited number of existing tenants**

July 21 Council Report Recommendations

- A. THAT Council receive for information the Vancouver Plan **Phase 2 Engagement Summary**, as attached in Appendix A.
- B. THAT Council endorse the **updated scope of work and engagement strategy** for the remainder of the Vancouver Plan process.
- C. THAT, as Vancouver Plan **Quick Start Actions**, Council direct staff to report back with proposed by-law amendments for consideration of referral to public hearing in Q4 of 2021, the following:
 - **Streamlining Rental initiative as set out in Appendix B; and the**
 - **Downtown Eastside Policy Updates to Increase Social Housing initiative as set out in Appendix C.**
- D. THAT, as an immediate Vancouver Plan **Quick Start Action**, Council approve amendments to the **Moderate Income Rental Housing Pilot Program (MIRHPP)**, as set out in Appendix D and E.
- E. THAT Council receive for information the status updates on the Vancouver Plan **Quick Start Actions** related to the **Employment Lands and Economy Review**, as set out in Appendix F, G and H.

Thank you

Questions?

