



REPORT

Report Date: July 21, 2021
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Meeting Date: July 21, 2021
[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services

FROM: General Manager, Planning, Urban Design and Sustainability

SUBJECT: Vancouver Plan Update and Quick Start Actions

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
 - 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 Appendices D and E, that will:
 - Update the affordability requirements;
 - Exclude eligibility in certain zones; and
 - Extend the opportunity for staff to consider new proposals until January 31, 2022, to enable up to 20 total rezoning applications.
- 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 Appendices F, G and H.

REPORT SUMMARY

This report provides an update on the progress of the Vancouver Plan planning process, and seeks Council approval on several Quick Start Actions that have been designed to advance Council goals and priorities and deliver on Council direction. Specifically, this report provides:

1. A summary of community engagement for Phase 2 – *Envision the Future and Strategic Directions* representing consultation with over 10,000 participants and informs three key emerging focus areas for further community dialogue and plan development in Phase 3;
2. An updated scope of work for the Vancouver Plan focused on key planning priorities, including development of a land use plan as a main deliverable in 2022 with more detailed planning to follow in the subsequent implementation phases. This includes an updated engagement approach and process for Phase 3 and 4 that will focus on community and stakeholder participation on considering policy options and trade-offs to inform the direction of the draft plan; and,
3. Quick Start Actions for Council consideration that will advance implementation strategies for key issues such as the housing crisis and economic challenges made worse during the pandemic.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Council's Motion to initiate a city-wide wide plan and directing staff to develop a scope the work plan, November 2018
- Council approval of City-wide Plan scope and budget, July 2019
- Council update on engagement activities from November 2019 to March 2020 (March 2020 Report Reference)
- Council update on Vancouver Plan activities post-COVID, June 2020 (June 2020 Report Reference)
- Council endorsement of Vancouver Plan Provisional Goals, direction to proceed with "complete communities"- related Quick Start Actions, and update on Vancouver Plan Phase 1 Engagement Summary, October 2020

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

The Vancouver Plan is a community planning and engagement process to create a city-wide plan, initiated by Council in 2019. Vancouver currently does not have a single, unified city-wide land use plan, and instead relies on an array of various community plans, official development plans, and other policy documents to guide growth and development in the city. The final

Vancouver Plan will provide greater clarity on land use, and be a tool to guide future land use decision-making and infrastructure investment. The Plan will be comprised of a future land use map along with key supporting policy components such as land use, housing, transportation, employment and economy, environmental sustainability, community and cultural amenities, social well-being, infrastructure and other elements of complete communities.

Principles of Reconciliation, equity and resilience are foundational to the Vancouver Plan and the process of creating the plan is designed to bring residents together in meaningful conversations about the important choices necessary to achieve the commonly held and Council endorsed provisional goals.

The Vancouver Plan will be prepared in alignment and concurrent with regional planning processes including an update to the Metro Vancouver Regional Growth Strategy and the TransLink Transport 2050 Plan. Staff have refined the scope of work to focus on delivering this phase of the Vancouver Plan by summer 2022.

This report presents the progress on the Vancouver Plan since the last report to Council in October 2020 including:

- Report on the completion of Phase 2 Engagement: *Envision the Future*. The 10 Provisional Goals, endorsed Council, were tested with the public and ideas to advance the goals were gathered and summarized,
- An updated scope of work and engagement strategy for Phase 3 and 4, and
- Proposed Quick Start Actions, as requested by Council, including pilot projects related to “complete communities.”

Over the past year, public outreach and engagement reached 10,000 participants but fell short of the project’s original goals due to the impacts of the COVID-19 pandemic. With the easing of public health restrictions, greater public engagement will be possible in the upcoming months. The updated engagement strategy will enable broad and effective public input on substantive policy choices and directions through Plan completion.

Strategic Analysis

This report is divided into three sections: Phase 2 Engagement, Updated Scope of Work and Phase 3 & 4 Engagement, and Quick Starts.

1. Phase 2 “*Envision the Future and Strategic Directions*”

Phase 2 of the engagement process (fall 2020 to spring 2021), was designed to:

- Share and test the provisional goals for Vancouver Plan, per Council direction;
- Provide a range of opportunities for the public to contribute ideas to achieve the goals and shape early policy directions;
- Undertake engagement on creating “complete and connected neighbourhoods”; and,
- Support “quick start” actions or pilot projects to address housing affordability, such as opportunities to increase rental housing in C-2 zones and transition areas such as those off arterials close to parks, schools and shopping areas, per Council direction.

Engagement Activities in Brief

Between November 2020 and June 2021, staff engaged community members through an on-line engagement process that involved over 90 different community organizations and over 10,000 engagement touchpoints. This included:

- The “*Future We Want*” series with Simon Fraser University (SFU) featuring **five major dialogue events** exploring housing, the future economy, complete communities, urban ecology and public realm, reaching 2,084 participants.
- **31 youth workshops** with community partners reaching 508 youth focused on ideas for achieving the provisional goals.
- **170 community meetings** led by 18 Community Navigators from nine Neighbourhood Houses sought participation and conversations with Urban Indigenous people, people of colour, youth, low-income seniors, single parent families, residents of SROs living on social assistance, food insecure people and those living in poverty, and long-time and recent immigrants. These purposefully inclusive meetings engaged 655 participants.
- **15 neighbourhood focused workshops** reaching more than 200 participants focused on Complete, Connected Neighbourhoods, engaging residents in community asset mapping for existing neighbourhoods, neighbourhood design sessions that identified and illustrated desired qualities of complete neighbourhoods. Over 500 participants also accessed self-guided walking tours of complete neighbourhoods.
- **Four community stakeholder workshops** including three with resident associations and one with a District Parent Advisory Committee designed to receive input on the Provisional Goals and ideas for policy directions convened 127 participants.
- **Two housing focussed stakeholder workshops** reviewed emerging housing directions for Vancouver Plan, with 18 participants from 14 organizations from the renter serving, non-profit, and co-op housing sector.
- **Four online surveys collected input on:**
 - Provisional Goals - 2,019 respondents
 - Youth Ideas on Van Plan Topics - 171 respondents
 - Housing - actions to create a more equitable housing system and lessen the impacts of displacement and exclusion - 2,451 respondents
 - Complete Neighbourhoods - priorities for different features in a neighbourhood - 1,509 respondents. Survey closed June 16, 2021 with final results to be communicated to Council via memo.

What We Heard from Phase 2 Public Engagement

A brief summary of feedback organized by the following themes in Phase 2 follows:

Theme	Details	Timing
Future We Want	Overarching Vancouver Plan engagement activities (provisional goals and ideas for the future)	November 2020 to June 2021
Housing Affordability	Impacts of Vancouver's housing crisis on residents & potential actions to create a more equitable housing system	February 2021 to March 2021
Complete, Connected, and Culturally Vibrant Neighbourhoods	Ideas to make the city's neighbourhoods more complete and inclusive	February 2021 to June 2021

Table 1. Summary of engagement during Phase 2.

Future We Want

A number of broad findings have emerged to inform the work ahead on Vancouver Plan:

- a) **The Provisional Goals for Vancouver Plan are generally supported.** Of the 2,019 respondents who answered the on-line survey, 72% either agreed or strongly agreed the provisional goals should guide the future direction of the city. There was strong desire from the public for more clarity and specificity about the choices necessary to achieving these goals <https://vancouverplan.ca/a-plan-for-vancouver/>.
- b) **The status quo and current policies are not delivering the future the community desires.** Respondents believe meaningful change is needed in future city-building. Many respondents perceive the growth and change currently underway as haphazard and disconnected from community values. Participants were unclear about the driving forces of change or how current change benefits their neighbourhoods. Feedback reflects a growing sense of inequity among individuals and communities, particularly with respect to affordable housing, good jobs, neighbourhood amenities and efficient transportation.
- c) **The public wants to engage around specific proposals moving forward.** A desire for concrete policy directions and clear options was expressed. The next phase of engagement work must articulate well defined options with visualizations of possible building forms and neighborhood types throughout the city. These exercises will surface trade-offs and priorities inherent in achieving a future based on the provisional goals.
- d) **Over 2,700 Community Ideas submitted to-date.** Of the 2,709 ideas shared, the majority (58%) centred on the following:
 - Housing affordability
 - Complete and connected neighbourhoods
 - A sustainable and carbon neutral city

All ideas, both big and small, are being organized into an “ideas book” that will provide a resource and foundation for the options presented to the public in Phase 3. Soon to be available at <http://vancouverplan.ca/what-weve-heard>.

Housing Affordability

The housing survey focused on the impacts of Vancouver’s housing crisis on residents, their ability to remain in their neighborhoods and the city, and possible actions to create a more equitable housing system. The survey reached 2,451 respondents.

- Housing is the top affordability challenge in Vancouver and residents are finding it increasingly difficult to afford to live here.
- Respondents generally agree that homelessness is getting worse (77%) and the City should take further actions to improve housing services for lower-income and other residents experiencing or at risk of homelessness (68%).
- Strong support for a variety of actions to lessen the impacts of displacement and exclusion on Vancouver renter households.
- Emerging priorities:
 - 76% of respondents strongly agree or agree that the Plan should prioritize making neighbourhoods, where housing is currently too expensive for most Vancouver residents, more inclusive to low to moderate-income households, \$80,000 or less.
 - 77% strongly agree or agree that all neighbourhoods should have all types and forms of housing, e.g., supportive, social, purpose-built rental housing apartments, condos and houses.

Complete, Connected and Culturally Vibrant Neighbourhoods

The concept of Complete, Connected, and Culturally Vibrant neighbourhoods was explored over a series of engagement activities that centred on both the current state of Vancouver neighbourhoods (asset mapping, walking tours) and ideas for building more complete and inclusive neighborhoods (Neighbourhood Design Workshops, *Understanding Priorities* survey). These activities engaged 2,200 participants and key findings include:

- Strong support for the concept of complete neighbourhoods
 - people living within an easy walk/roll to access daily and weekly needs
 - a diversity of housing types and tenures, including a preference for missing middle building forms as townhouses, “plexes” and apartments ≤ 6-storeys
 - options for renters and households with low to moderate incomes
- Services and amenities should include
 - grocery stores
 - places to eat and drink
 - other shops and services (e.g. community centres)
 - public open spaces
- Transportation priorities include
 - streets designed for pedestrian comfort
 - access to reliable transit
 - greenways

- safe bike routes
- In addition to the physical elements of neighbourhood completeness, workshop participants emphasized the importance of sociability.
- Many workshop participants identified the need to travel by private vehicle to access daily and weekly needs, such as trips to grocery stores, other shops and services, social and cultural amenities, and access to nature.
- Most workshop participants perceived the size of their neighbourhood to be much smaller than the established Local Area boundaries.

Missing Middle Housing Options

Workshops feedback and survey responses about the essential components of complete neighbourhoods included significant support for a diversity of housing types, tenures and affordability. Similarly, feedback also indicated strong support for advancing missing middle housing options - including low-rise rental apartments (up to six storeys), “plexes” (e.g., triplex, fourplex, etc.), townhouses, row houses and increased infill options (rental and ownership) in low density neighbourhoods.

This report proposes a Quick Start Action to advance the Secured Rental Policy which will enable increased height for mixed-use rental buildings on arterials in neighborhoods across the city. The Secured Rental Policy includes a simplified rezoning process for rental townhouses and low rise apartment buildings in areas close to local shopping and daily needs. Staff will continue to analyze land economics, infrastructure and servicing needs for additional missing middle options.

As part of the upcoming fall engagement, staff will share options on the type and scale of change in low density areas, including specific missing middle housing alternatives. The outcome of these activities, along with technical analyses (e.g. amenities, utilities, land economics and financial viability testing, form of development) will inform the draft land use plan and policies.

Emerging Themes and Areas of Focus

Based on public input and feedback received, three areas of focus have emerged. Table 2 below, captures these three themes along with associated policies. This is not intended to be an exhaustive list, but rather reflects that the broad ideas introduce a few key policy options for further development.




	Equitable, and complete neighbourhoods 	Diverse, inclusive and shared prosperity 	Healthy and connected ecosystems 
	Embed Reconciliation, equity, and resilience principles		
Policy examples for discussion and exploration	Introduce rental and social housing in low density areas and streamline its delivery.	Modernize, intensify and expand employment lands.	Move Vancouver to running on zero carbon energy.
	Introduce Missing Middle housing forms in low density areas.	Provide supportive land uses for local-serving businesses and services in all neighbourhoods and mitigate displacement of commercial tenants and non-profit service providers.	Make space for nature to restore biodiversity, connectivity, ecosystems services and resilience.
	Enable access to daily needs and services within an easy walk or roll in all neighbourhoods.	Ensure infrastructure and transportation systems underpin growth and development phasing.	Integrate parks networks and blue-green systems into land use planning framework.

Table 2. Emerging themes for discussion and exploration in the fall.

2. Updated Scope of Work and Engagement Approach Phase 3 and 4

During the height of the pandemic, public engagement efforts were adjusted to adhere to public health measures and respect the stress and difficulty people were experiencing managing their lives. In response, public outreach and participation methods pivoted to primarily digital and online engagement.

With the gradual re-opening and ease health restrictions, staff anticipate greater opportunities to connect with citizens and key stakeholders through a wider variety of outreach methods beyond digital and virtual platforms. The engagement process has been revised as illustrated.

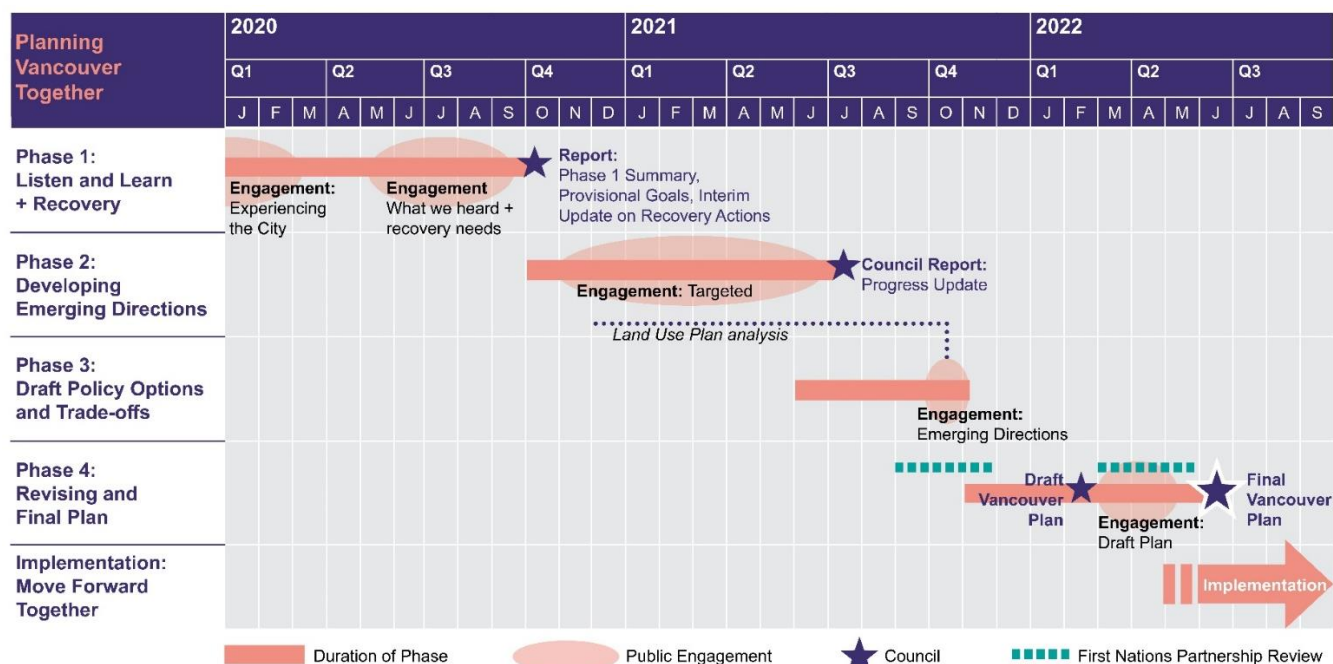


Figure 1. Timeline showing major milestones and public engagement for the Vancouver Plan

Updated Scope of Work

The scope of work approved by Council July 2019 included delivery of: (1) a long-term integrated policy framework, (2) a strategic land use or “spatial” plan, (3) a public investment strategy, (4) key metrics and an annual reporting structure, as well as (5) the partnerships needed for implementation.

The main adjustments to the original scope are summarized below:

a) Focused delivery of the Land Use Plan, Key Policies and Quick Start Actions - 2022

The land use plan and policy framework will create a single, unified city-wide plan to guide and manage growth and address future housing, employment, community amenities, natural spaces, infrastructure and transportation systems. The land use plan will simplify and align the current array of existing community plans to provide clear guidance for Council, the community, partners and stakeholders to consider major land use opportunities.

Subsequent phases will include the development of small area plans with detailed strategies including assessment of land economics, infrastructure and service needs and a financial plan. Implementation and monitoring criteria will also be developed to ensure these small areas plans are achievable. Principles of Reconciliation, equity, resilience and sustainability will be foundational to the Plan.

b) Deferral of the Public Investment Framework, Partnership Structure, and Metrics to the Implementation phase beginning in 2023

The original scope of work for the Vancouver Plan envisioned developing a detailed implementation, partnerships and monitoring strategies. These components will be deferred to a future Implementation Phase, anticipated to begin in 2023.

A summary of the adjusted deliverables, including the future Implementation Phase, is shown below in Figure 2.

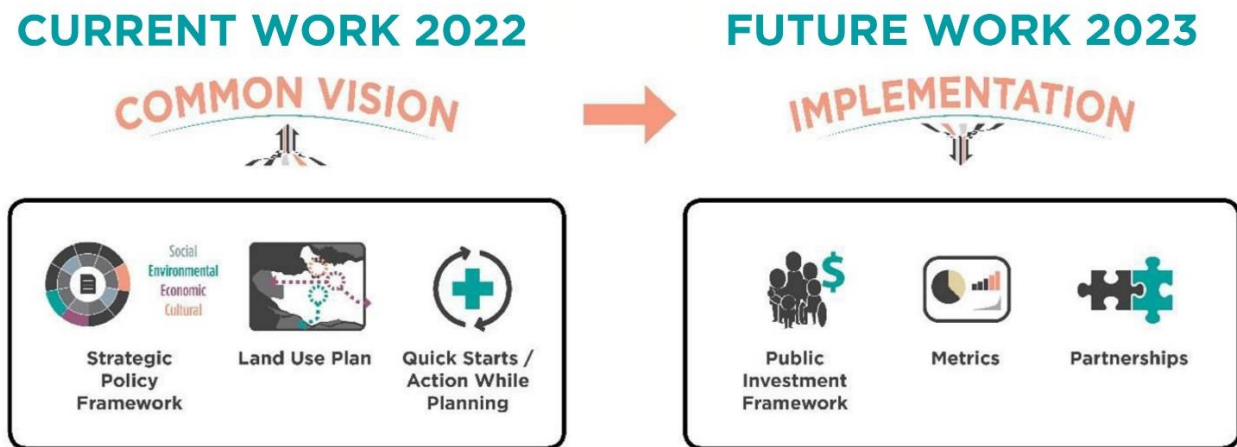


Figure 2. Revised Vancouver Plan Deliverables

Overview of Engagement Approach – Phases 3 and 4

The third phase of engagement will begin in late July 2021 and extend to year end. The goal of this phase is to test and evaluate emerging directions with the public and stakeholders using a variety of online and in-person tools and techniques.

Broad Awareness Building/ Promotion: Starting in July 2021, a communications and outreach effort to provide information and build awareness of the October engagement activities. This will include a range of tools such as a city-wide addressed mail-out and videos and social media content in multiple languages to ensure that residents are fully aware of all opportunities to participate.

Opinion Research: August – September 2021, work with a recognized pollster to garner feedback on early directions with a representative, randomized sample of Vancouverites. Open participation in a parallel survey will also be conducted through City of Vancouver’s research panel, Talk Vancouver.

Interactive Conversations: In October 2021, a range of on-line and in-person workshops and dialogues will occur with a target of 25K unique engagement touchpoints and 100K communications touchpoints. Engagements include:

- Convening a representative group of residents, businesses and organizations for a multi-day online dialogue on the implications and opportunities for the emerging directions;
- Facilitating a series of on-line and in-person visual workshops on how the physical city could change;
- Offering a range of low-barrier phone, text and social media options for participation; and,

- Facilitating in-depth webinars and workshops for specific stakeholder groups ranging from children and youth to regional partners.

Assessing Policy Options and Trade-Offs: During the month of October, staff will undertake a number of activities inviting the public and stakeholders to participate in evaluating high-level land use options for the future growth and change, as well as policy proposals related to: housing, parks & natural areas, employment lands, transportation, blue-green systems and utilities, community facilities and other themes.

Significant technical analysis is underway by the cross-departmental planning team that includes demographic analysis, projections on population, employment and household change and growth in coordination with the update to the Metro Regional Growth Strategy. Additionally, work on the Employment Lands and Economy Review and a refresh of the Housing Vancouver targets is ongoing. Other technical work includes transportation and land use analysis to align with the regional transportation plan, Transport 2050, in coordination with TransLink. Access to amenities and services in neighbourhoods, as well as high-level utility capacity are being assessed.

This information will be provided as part of updated background materials to inform effective dialogue and consideration of options, trade-offs and directions during the fall engagements. It will add to the substantial background information that is currently available on the project website at: <https://vancouverplan.ca/what-weve-heard/resources/> including *Vancouver Today – The City at a Glance*, and *Vancouver Today – A Reference Guide*. More detailed utility and financial analyses will follow in the implementation stage.

Phase 4 Engagement – Drafting the Plan (January 2022 to May 2022)

Staff will incorporate the findings from Phase 3 engagement and technical review into a draft Vancouver Plan for consultation with the public, stakeholders and partners in March 2022. This will be followed by refinement to develop the final Plan for Council consideration in late spring/early summer 2022.

Council Engagement

Council has expressed a strong interest in convening community, stakeholder and subject matter expert dialogue on the Vancouver Plan at key steps in the process. This interest was reflected in a motion of Council on October 6, 2020 when the Phase 1 Engagement report on the Vancouver Plan was presented as well as at recent deliberations on Covid-19 recovery efforts. As part of the planning and engagement process, a number of workshops will be coordinated at key milestones to enable Council to hear from experts, community and stakeholders to help inform policy options, directions and the draft Vancouver Plan. As the details of the Phase 3 and 4 engagement strategy are further developed, these workshops will be defined with Council input and direction. The objective is to enhance the effectiveness of the engagement and planning process. Workshops are not intended to be decision-making meetings of Council.

Tentatively, workshops are anticipated at the following points in the planning process:

Timing	Topics
Sept/Oct 1 workshop	Growth Projections, Scenarios 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

As part of the Vancouver Plan program, Quick Start Actions have been designed to deliver on Council priorities and take advantage of strategic opportunities concurrent with the development of the Plan. Staff scanned priority areas identified by Council or through the public engagement and identified potential actions where staff have received sufficient input and have enough policy alignment to advance Vancouver Plan goals without awaiting the conclusion of the planning process. These actions are intended to advance long-term objectives, such as housing affordability and economic resilience, to move the city's efforts towards more complete communities, and to support “building back better” from the COVID pandemic impacts. This section provides a brief overview, with greater detail related to scope, timing and engagement provided in the Appendices B through G.

Topic Area	Quick Start Action	Action (Current Report)	Appendix
Affordability and Housing	Streamlining Rental initiative	For decision	Appendix B
	DTES updates to increase social housing	For decision	Appendix C
	Below-market rental housing MIRHPP extension	For decision	Appendix D
Resilient Economy	ELER initiatives	For info	Appendices E, F, G

Housing Affordability

Three housing Quick Starts are included. Streamlining Rental initiative and the Downtown Eastside Policy Updates to Increase Social Housing propose by-law amendments for referral to public hearing this fall. The third initiative proposes changes to the MIRHPP policy and recommends Council approve these revisions for immediate action. All of the initiatives directly support Vancouver Plan Provisional Goals #2: *Create an Equitable, Diverse and Inclusive City*; #5: *Develop an Affordable City with Diverse and Secure Housing*; and, #7: *Achieve Complete, Connected and Culturally Vibrant Neighbourhoods*.

a) Streamlining Rental Initiative

The proposed policy and associated zoning changes are implementation actions of the Secured Rental Policy, which Council approved in November 2019. The Secured Rental Policy updated and strengthened rental policies and was the outcome of extensive public and stakeholder consultation over a four-year period. The Streamlining Rental Initiative recommended in the current report involves two key changes to facilitate the construction of secure rental housing in more neighbourhoods, including:

- Changes to C-2 district schedules to allow new six storey rental buildings through the same process as new four storey condo buildings (without rezoning); and,
- changes to the policy for rezoning low-density areas (RS or RT zones) to simplify the process by standardizing regulations through new rental zones and identifying locations within walking distance of public transportation, shopping and other daily needs.

b) Downtown Eastside Policy Updates to Increase Social Housing

This proposed update clarifies existing policies and allows for increases in height and density in certain areas to build social housing. This includes:

- Enabling a modest increase in density and height through changes to existing DEOD 2, 3 and 4 zoning and a modest increase in density through changes to FC-1 zoning for 100% social housing; and,
- Creating greater flexibility for projects that deliver 100% social housing through the rezoning process in the DEOD 2, 3 and 4 and FC-1 zoning.

c) Moderate Income Rental Housing Pilot Program (MIRHPP) Update and Extension

The MIRHPP was launched in 2017 to test the viability of permanently securing units with below-market rents in new private market rental developments. The pilot requires 20% of a project's residential floor area to be below-market units, which are permanently secured at rates that target the affordability needs of moderate income households, including singles, smaller households and families, with incomes between \$30,000 and \$80,000. The MIRHPP is limited to a maximum of 20 rezoning applications.

In November 2019, Council approved an extension to the timeline to January 1, 2021 to allow additional intake, evaluation, and selection of a maximum of 20 proposals. Eleven MIRHPP rezoning applications have been approved by Council and one application is currently in process.

The MIRHPP changes and extension:

- Extend the pilot to enable consideration of new proposals until January 31, 2022. The limit of 20 total rezoning applications will continue to apply. Proposals accepted in previous intakes that received a supportive letter of response will remain eligible to proceed. However a full rezoning enquiry must be received for all proposals by the new deadline.
- Limit consideration of new proposals in existing CD-1 zones to highly underutilized sites with a small number of existing renters, and exclude C-1, C-3A, RS and RT zones for the remainder of the pilot to avoid conflict with other policies and planning programs underway, such as the Broadway Plan area.

- Introduce new alternate affordability requirements, including starting rent and rent increase provisions, to address changing market conditions and the financial viability challenges of the original requirements that were adopted in 2017.

These proposed housing Quick Start Actions are supported by general and initiative-specific engagement efforts over the past two years. This includes Vancouver Plan public and stakeholder engagement as further detailed in Appendix A.

For further information on each initiative, please see:

- Appendix B: Streamlining Rental Initiative
- Appendix C: Downtown Eastside Policy Updates to Increase Social Housing
- Appendix D: Moderate Income Rental Housing Pilot Program (MIRHPP) Extension and Amendments
- Appendix E: Moderate Income Rental Housing Pilot Program (MIRHPP) Amended Administrative Bulletin

Resilient Economy

On October 22, 2020, Council received the Phase 2 report of the Employment Lands and Economy Review (ELER). That report contained three key components:

- Update on Emergency Response & Ongoing Support for Businesses
- Emerging Directions for Consideration Through the Vancouver Plan Process
- Priority Actions to Support Businesses in Vancouver

The ELER is a foundational component informing the Vancouver Plan work. The actions and directions identified directly support Vancouver Plan Provisional Goals #6: *Support a Diverse and Healthy Economy* and #7: *Create Complete, Connected and Culturally Vibrant Neighbourhoods*.

a) Priority Actions to Enhance Support for Businesses in Vancouver

This provides an update on the status of and next steps for each of the 10 priority actions approved by Council in the October 2020 Employment Lands and Economy Review (ELER) report. Five of these actions are completed, four actions are currently underway, and one is on hold pending other work plan priorities as shown in the Table below.

Action	Status
1. Zoning Amendments to Support Artist Studios in Industrial Zones	Completed
2. Zoning Amendments to Support Neighbourhood Grocery Stores in Residential Zones	Completed
3. Zoning Amendments to Increase Flexibility of Ground Floor Uses in the DTES	Completed
4. Zoning Amendments to Support Intensive Industrial and Office Uses in the Mount Pleasant Industrial Area	Completed
5. Parking By-Law Amendments to Speed Development Approvals	Completed
6. Review policies for intensification of job space in key areas	In Progress
7. Zoning Amendments to Support Home Based Businesses	In Progress

8. Approved Occupancy Database	On Hold
9. Actions to Mitigate Impacts of Redevelopment on Commercial Tenants	In Progress
10. Continuation of Business Support Activities	Ongoing

b) Industrial Area Modernization and Intensification Framework

Following up on ELER directions for Vancouver's industrial areas, staff are undertaking work on a policy framework for modernizing and intensifying Vancouver's industrial areas. It includes the following components:

- A review of the forecast demand for industrial space in Vancouver
- A review of existing zoning and market trends in Vancouver's industrial areas
- A proposed sub-area specific approach for accommodating future demand in Vancouver's industrial areas and policy amendments needed to accommodate anticipated change and development in each sub-area
- A workplan and timeline for next steps, including an approach to ongoing stakeholder engagement.
-

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

c) Policy Framework for Regulating Self Storage in Industrial Areas

In July 2019, as part of a comprehensive Council Motion on Accelerating Action on Industrial Affordability, Council directed staff to investigate options for regulating uses with low job intensity such as self-storage in industrial areas.

Staff will be recommending a balanced approach to regulating self-storage in Vancouver's industrial areas. The emerging policy framework for regulating self-storage in industrial areas will:

- Continue to allow storage warehouse uses for business
- Restrict self-storage uses to upper floors in industrial areas
- Remove self-storage as a permitted use in close proximity to SkyTrain Stations

For further information on each initiative, see:

- Appendix F: Priority Actions to Enhance Support for Businesses in Vancouver
- Appendix G: Industrial Area Modernization and Intensification Framework
- Appendix H: Policy Framework for Regulating Self Storage in Industrial Areas

Following additional engagement, staff will report back to Council in Q1 2022 with recommended by-law changes.

Implications/Related Issues/Risk***Financial***

The Vancouver Plan project budget is consistent with the October 2020 “Vancouver Plan Phase 1 Report: Public Engagement Summary, Provisional Goals and Updated on COVID-19 Community Recovery Actions” (RTS 13988). The 2021 budget of \$4.1M supports technical analysis and communication efforts for enhanced public engagement on directions and options in fall 2021, and maintains supports for First Nations and Urban Indigenous partners, equity seeking groups and community organizations.

Environmental

The Vancouver Plan will integrate and build upon directions set out in the Climate Emergency Response, Greenest City Action Plan, Renewable City Strategy, Transportation 2040 and other key policies that support ecological health and climate action. The land use plan will reflect a strong ecological focus and provide direction towards a more sustainable future.

CONCLUSION

Staff recommends Council receive information for the Vancouver Plan Phase 2 Engagement Summary, the updated scope of work and engagement strategy for the remainder of the Vancouver Plan process, and status updates on the Vancouver Plan Quick Start Actions related to the Employment Lands and Economy Review.

Staff also recommend Council direct staff to report back with proposed by-law amendments for consideration of referral to public hearing in Q4 of 202: 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.

Lastly, staff recommend Council approve amendments to the Moderate Income Rental Housing Pilot Program (MIRHPP), as set out in Appendices D and E, to update the affordability requirements, exclude eligibility in certain zones, and extend the timeframe for new proposals until January 31, 2022.

Planning Vancouver Together

What We Heard

Appendix A:
Phase II: Envisioning the Future
Engagement Summary



Vancouver
Plan

Acknowledging the unceded homelands of the Musqueam, Squamish and Tsleil-Waututh Nations

This place is the unceded and ancestral homelands of the hənqəmiñəm and Sk̓w̓wú7mesh speaking peoples, the xʷməθkʷəy̓əm (Musqueam), Sk̓wx̓wú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) nations (MST), and has been traditionally stewarded by them since time immemorial. These lands continue to be occupied by settlers, and Indigenous peoples face ongoing dispossession and colonial violence. Despite systematic and institutional efforts to eradicate their communities and cultures, the resilience, strength, and wisdom of MST have allowed them to revitalize their languages and cultures, and exercise sovereignty over their lands.

Recognizing the lives, cultures, languages, and peoples of this land, the process of Planning Vancouver Together seeks to build on our commitment as a City of Reconciliation. Through the Vancouver Plan, we hope to strengthen reciprocal relationships with each of the three host Nations to ensure we move forward together toward a city truly worthy of this amazing place. Settler Vancouver residents have a responsibility to the host Nations and the Indigenous peoples that have stewarded these lands to tangible actions and a commitment to reconciliation through decolonization.

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1.1 Background and Introduction

This report builds off the first phase of engagement that established four core values and six key challenges for the Vancouver Plan. These values and challenges informed the 10 Provisional Goals endorsed by Council and used to guide the subsequent work.

A detailed report on Phase 1 - Public Engagement is available on the project website at vancouverplan.ca/what-weve-heard/.

Council Launches Plan in Community:
November 2019



6 Key Challenges + 4 Core Values:
March 2020



Staff Redeployed to Emergency
Operations Centre (EOC):
March - July 2020



Over 10,000 Share Hopes + Fears:
Nov - March 2020



10 Provisional Goals:
Combining community input, Council
priorities, and technical analysis
Oct 2020



Provisional Goals:

Advance a City of Reconciliation through decolonization



Support a diverse and healthy economy



Create an equitable, diverse and inclusive city



Create complete, connected and culturally vibrant neighbourhoods



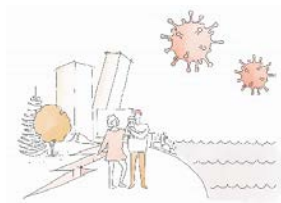
Become a sustainable and carbon-neutral city



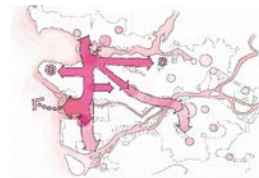
Re-establish thriving urban natural systems



Ensure we are a prepared, safe and resilient city



Intentionally manage our growth and align our efforts regionally



Develop an affordable city with diverse and secure housing for every resident that costs 30% or less of household income



Demonstrate transparency in decision making and collaborate with partners



Public conversation throughout the second phase of this work centred around two objectives:

1. **Share and test the provisional goals.**
2. **Gather ideas — big and small — to achieve these goals, inspire and inform policy directions for the plan.**



1.2 Envisioning the Future - Approach to Engagement

Engagement was designed to hear from as many of the people who live and work in Vancouver as possible and also included a focus on inclusive engagement with Indigenous partners [xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and Səl'ílwətaʔ/Selilwitulh (Tsleil-Waututh) Nations and urban Indigenous communities, equity-denied communities, children and youth, and critical business and community stakeholders.

The original engagement approach contemplated broad ranging, in-person conversations, celebrations, events and workshops. However, these methods were replaced with digital surveys, virtual community meetings, an online Dialogue Series, and a number of staff and community-led telephone or virtual interviews and conversations as public health measures restricted community and personal interactions.

Reliance on digital methods, while necessary, created difficulty in reaching and reflecting the voices and aspirations of community's with barriers to common engagement practices. Chief among these barriers is the digital divide that exists between privileged and non-privileged groups made worse by library closures and lack of internet access.

To support the inclusion of these diverse and often under-represented communities in civic policy making, staff employed best practices and piloted new approaches to engage these communities who also comprise an important and significant share of Vancouver's population.

- Indigenous, Black, and People of Colour (BIPOC)
- Children and youth
- Non-gender binary and gender-diverse people, including 2SLGBTQ+
- People with disabilities
- Low-income people
- Renters
- Seniors

When Vancouver City Council launched the Vancouver Plan in July 2019, they endorsed a number of key principles to guide public engagement. While some have become more difficult to achieve through the pandemic, they continue to guide the work:

1. **Be broad, multigenerational, multi-community and multi-sector.**
2. **Build equity into the process to ensure traditionally underrepresented voices are heard, respected, and reflected.**
3. **Take a citywide perspective that encompasses neighbourhoods, businesses, non-profit organizations and institutions.**
4. **Support community-led conversations and expertise.**
5. **Be flexible, adaptive, and responsive.**
6. **Identify collective values and priorities.**
7. **Go to where people are.**
8. **Make particular efforts to engage children, youth and young adults.**
9. **Ensure many ways to be involved (in-person, digital, surveys, etc.).**
10. **Be transparent, accessible and fun!**

These principles have helped shape an on-line engagement approach. Despite new challenges presented in reaching people, our approach continues to be multifaceted and adaptable, defined through relationship building, deep listening and conversation.

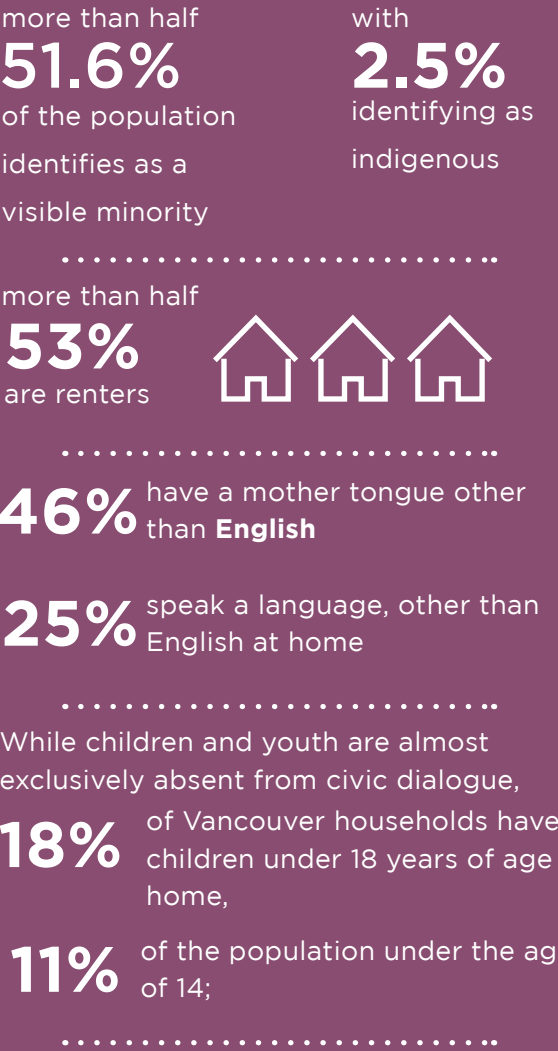
Best Practice Engagement Approaches and Pilot Programs

- **Partnership agreements** were developed with Musqueam, Squamish and Tsleil-Waututh Nations and Metro Vancouver Aboriginal Executive Council (MVAEC), with funding supports to provide capacity for self-determined involvement.
- **Specific engagement activities and programs** targeting equity-denied groups and where possible, people with intersecting identities, such as Indigenous youth or racialized queer people.
- **Supports that lower the barriers to participation** were made available. These included honoraria, translation of materials and interpretation services, expenses to cover transportation and childcare, and accessibility supports such as sign language (ASL) or closed captioning.
- **Staff with cultural competencies and/or lived experience** were recruited undertake engagement with equity-denied.
- **Real time learning to adjust internal processes** For example, guidelines for honoraria payments were refined to be easier to distribute, and translation services were procured from local cultural organizations or individuals for the city’s five most prevalent non-English languages (Traditional Chinese, Simplified Chinese, Punjabi, Tagalog and Vietnamese).
- **Existing or recent City engagement** with equity-denied communities were repurposed to avoid engagement fatigue with communities already burdened or overstretched..

The results are summarized in the Vancouver Plan Phase 2 “Envision the Future and Strategic Directions” engagement report, attached as Appendix A.

Additional details on the various engagement activities that support the findings will be made available in detail at <http://vancouverplan.ca/what-weve-heard/>.

Previous public engagement experiences at the City of Vancouver have often seen overrepresentation in participation from women, people over the age of forty, those who identify as white, those with English as their mother tongue, homeowners, and those who live on the west side of Vancouver. In contrast, Census 2016 for Vancouver shows that:



The Canadian Survey on Disability (2017) shows that nearly a quarter (**24.7%**) of the population in BC identifies as having a disability — far greater than the proportion that are typically represented in engagement processes.



1.3 Summary of Participation

With the involvement of over 90 community organizations, through a variety of methods, 10,000+ individuals were engaged, providing staff with 2,697 ideas to help unlock the Provisional Goals. A few of these methods are listed below.



- A robust and multi-faceted Young Planners program that included a series of age-specific approaches engaged over 1,000 children and youth throughout the city.



- Community Navigators pilot program employed community members with language skills and lived experience to engage communities, in partnership with Neighbourhood Houses, reaching 655 individuals.



- Regular conversations occurred with Musqueam, Squamish and Tsleil-Waututh Nations on the elements of the plan and policy development that are of greatest interest to each government. Efforts are underway to engage with the Metro Vancouver Aboriginal Executive Council (MVAEC).

AT A GLANCE

10,000+

Engagement
Touchpoints

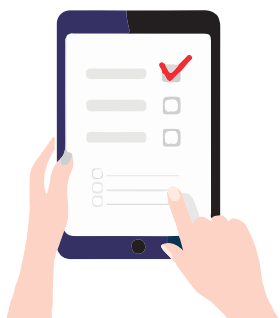


90+

Organizations Involved

300+

Events + Meetings



6,250+

ONLINE SURVEYS
and MAPPING

2,000+
Goals

2,450+
Housing

1,500+
Complete
Neighbourhoods

655

THROUGH COMMUNITY
NAVIGATORS

50 THROUGH YOUTH NAVIGATORS



25 Navigators - 12 Organizations

2,075+

Participants in SFU
Public Dialogue



1,000+

Children + Youth
Engaged

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



600+

Self-Led Activities
(Conversation Kits + Walking Tours)

1,000+

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. Details of these can be found in the table below.



CITY OF
VANCOUVER

Vancouver
Plan

1.3.1 Summary of Engagement Activities, Phase 2 Envisioning the Future

ACTIVITY	SUMMARY	RESULTS
Partnership Agreements with Musqueam, Squamish & Tsleil-Waututh Nations (Agreements in place since March 2020. Meetings ongoing)	<ul style="list-style-type: none"> • Agreements are in place with all three Nations to work on this plan together. • Regular meetings are ongoing to align efforts in Planning Vancouver Together. 	<ul style="list-style-type: none"> • Each government has reviewed key documents and highlighted key areas of interest including <ul style="list-style-type: none"> • Cultural mapping • Sea level rise initiatives • Involvement in the public SFU Dialogue Series • Ongoing support for the development and review of emerging policy directions • Water and ecological health • Role and integration of current and future development on Nation-owned lands • Ensuring stories of the Musqueam, Squamish and Tsleil-Waututh Peoples are reflected in the landscape and places of the future Vancouver.
Online Survey: Provisional Goals (Nov. 17 – Dec. 10, 2020)	<ul style="list-style-type: none"> • A self-selecting, open-ended online survey was offered to encourage opinion on the Vancouver Plan Provisional Goals. 	<ul style="list-style-type: none"> • 2,019 online surveys received
Future We Want, Change We Need: SFU Dialogue (Dec. 10, 2020; Jan. 21, 2021; Feb. 17, 2021; Feb. 25, 2021; March 4, 2021)	<ul style="list-style-type: none"> • Partner SFU delivered and hosted a free, online, interactive Dialogue Series that brought together new and varied perspectives on the social, economic and physical changes needed. The series featured: <ul style="list-style-type: none"> • Presentations and a moderated discussion with invited panelists 	<ul style="list-style-type: none"> • 2,084 participants • 5 events • 44 presenters, moderators, Indigenous Knowledge Keepers • 16 poll questions • 20 idea boards with nearly 300 posts

ACTIVITY	SUMMARY	RESULTS
<p>Community Navigators (Nov. 3, 2020 – Feb. 24, 2021)</p>	<ul style="list-style-type: none"> Traditional welcomes, speakers, and Knowledge Keepers from Musqueam, Squamish and Tsleil-Waututh communities Audience participation through online polling, chat, Q&A for City staff and panelists, and moderated idea boards Zoom platform with pre-registration 18 Community Navigators from 9 Neighbourhood Houses were recruited to tailor and carry out engagement with under-represented communities. Navigators generated reports and presented to City policy staff. 	<ul style="list-style-type: none"> 655 individuals were engaged through 170 small sessions, interviews, and online engagement. Participants included: <ul style="list-style-type: none"> Urban Indigenous people People of colour Youth Low-income seniors Single-parent families Residents of SROs living on social assistance Food-insecure people and those living in poverty Long-time and recent immigrants People with impermanent status (e.g., refugee claimants, temporary foreign workers) Others We heard about: <ul style="list-style-type: none"> Challenges experienced by many communities Implications and impacts through lived experience Opportunities for prioritization and action Insights on unique engagement methods deployed

ACTIVITY	SUMMARY	RESULTS
Youth Navigators (Nov. 2020 – Jun. 2021)	<ul style="list-style-type: none"> 7 Youth Navigators from 3 organizations were hired to support peer-to-peer public engagement opportunities for children and youth. Partner organizations: <ul style="list-style-type: none"> Urban Native Youth Association Broadway Youth Resource Centre South Vancouver Neighbourhood House Navigators conducted one-on-one interviews with questions focused on priority Provisional Goals for the future and ideas to achieve them. 	<ul style="list-style-type: none"> 50 youth have been engaged to date by Youth Navigators. 4 Navigators have completed their interviews. Over 200 unique ideas on how to achieve the 10 Provisional Goals were generated by participants.
Youth Survey (Feb. 24 – Mar. 31, 2021)	<ul style="list-style-type: none"> Online 5-question survey focused on topics covered in the SFU Dialogue Series. Hosted via Young Planners webpage. Mix of open-ended, multiple-choice and Likert-scale questions designed to be completed on mobile browsers. Survey promotion included large-format posters with QR codes, partnerships with community centres, youth workers and other youth organizations, and paid social media advertising. 	<ul style="list-style-type: none"> 171 responses.
Youth Ideas Workshops (Jan. – Jun. 2021)	<ul style="list-style-type: none"> Customized workshops offered on the 10 Provisional Goals and how to achieve them. In-person workshops were facilitated by staff and included drawing activities, “dotmocracy” to determine goal priorities, and an “idea jam.” 	<ul style="list-style-type: none"> 508 total participants 25 Youth Ideas workshops with 375 engaged with partner organizations: <ul style="list-style-type: none"> Community centres facilitated by youth workers South Vancouver Neighbourhood House

ACTIVITY	SUMMARY	RESULTS
<p>Youth Partner Initiated Activity (Oct. – April 2021)</p>	<ul style="list-style-type: none"> Online workshops included these elements and had a graphic artist live-drawing the ideas. Other types of sessions were requested by a range of stakeholders that connected the 10 Provisional Goals to topics like youth mental health, environmental design and applied planning. 2 CityStudio courses focused on the Vancouver Plan in Phase 2: <ul style="list-style-type: none"> 30 students in 4 teams at SFU Semester in Dialogue addressed engagement on the 10 Provisional Goals. A team of students from SOCI362 at UBC looked at equitable engagement around scenario planning. 33rd KC Scout Group Venture Company members chose the Vancouver Plan as a topic for their project and engaged groups of Beavers, Cubs, Scouts and Ventures. 	<ul style="list-style-type: none"> Frog Hollow Neighbourhood House/ Windermere Community Schools Team ACCESS Vancouver Coastal Health/ King George Secondary Children, Youth and Families Advisory Committee 6 additional sessions with 133 engaged with: <ul style="list-style-type: none"> City Wide Youth Council Children, Youth and Families Advisory Committee Killarney Community Centre Youth Council UBC SALA Langara University Over 800 individual ideas were generated on how to achieve the 10 Provisional Goals CityStudio workshops engaged 125 youth during Phase 2 and generated a range of ideas towards Provisional Goal 2 (Equitable), 3 (Sustainable), 4 (Resilient) and 7 (Complete Neighbourhoods) and developed an event plan for scenario engagement. 45 members of the 33rd KC Scout Group generated 54 ideas for how to achieve Provisional Goal 3 (Sustainable), 7 (Complete Neighbourhoods) and 8 (Manage Growth).

ACTIVITY	SUMMARY	RESULTS
<p>Young Planners Education Portal and related activities (Mar. 2021 – June 2021)</p>	<ul style="list-style-type: none"> • Collaboration between BC Society for Children and Youth, CityHive and Urbanarium focused on civic literacy, engagement opportunities, a digital asset mapping portal for youth and an Urbanarium youth studio. • Beta Education Portal launched in March 2021 with 5 civic literacy modules and engagement activities, including a survey, neighbourhood walk and model making. • Digital asset map launched in April 2021. • Urbanarium Youth Studio held June 10, 2021. 	<ul style="list-style-type: none"> • 2 elementary classes (60 participants) completed the civic literacy modules and engagement activities, providing input to the digital asset map. • 100 data points have been entered on the digital asset map as of June 8, 2021 • Urbanarium Studio focused on ideas for youth-friendly public spaces, building on ideas suggested in the digital asset map, during Ideas Workshops and during previous sessions on Complete Neighbourhoods. • 15 youth facilitators guided 40 participants in a design exercise to create mini-spatial plans for 5 public space typologies in the city.
<p>Community Workshops (March. – Jun. 2021)</p>	<ul style="list-style-type: none"> • 4 online workshop sessions, facilitated by staff, customized for the 10 Provisional Goals and how to achieve them. 	<ul style="list-style-type: none"> • 127 participants represented 24 resident associations, neighbourhood houses, and the District Parents Advisory Committee (DPAC). • We heard: <ul style="list-style-type: none"> • More specificity is needed about what the Provisional Goals mean and a sense of priority. • Support is needed for more affordable housing options across the city, with attention paid to livability, neighbourhood identity and supportive community services, including schools.

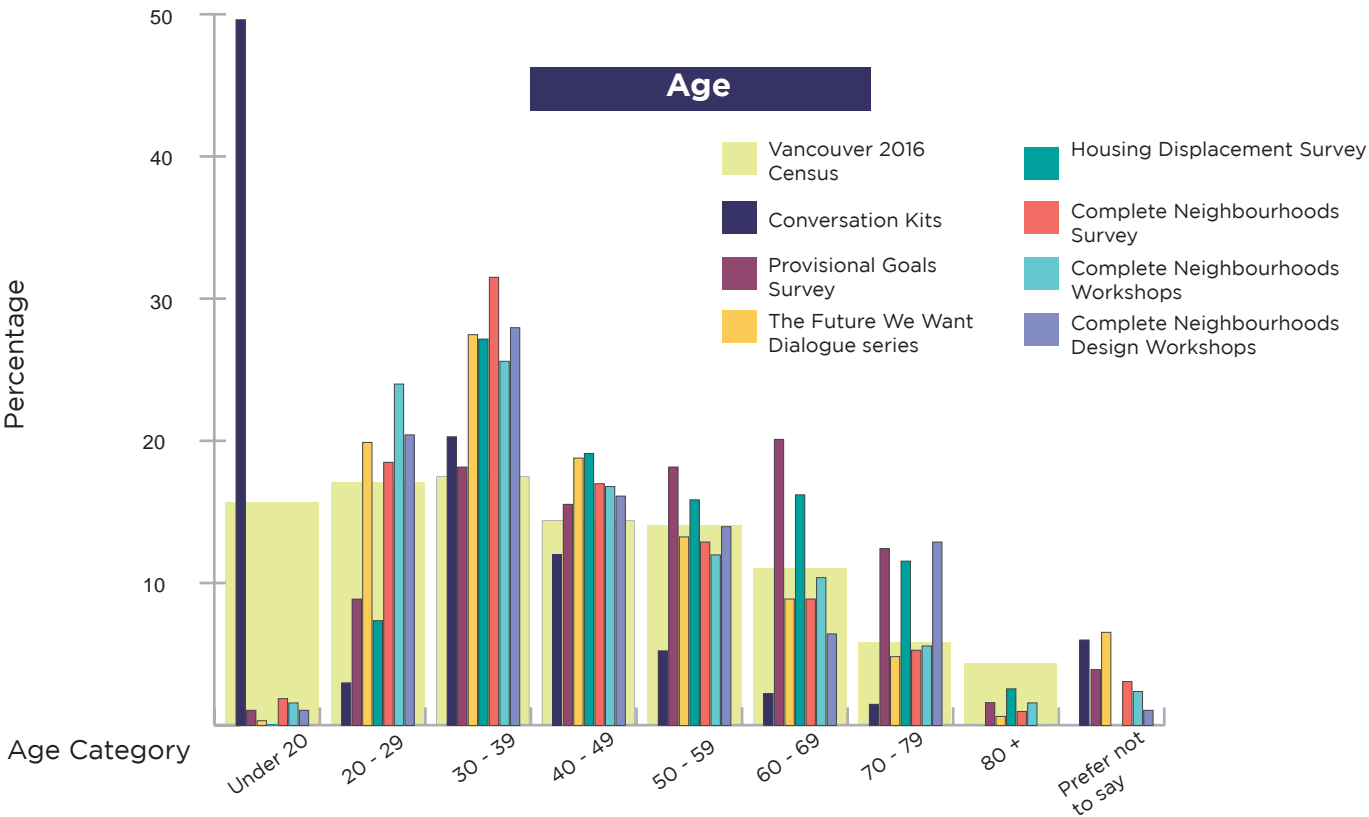
ACTIVITY	SUMMARY	RESULTS
Conversation Kits (Nov. 24, 2020 – Mar. 15, 2021)	<ul style="list-style-type: none"> Originally designed prior to the pandemic to bring communities together, these game-based kits were repurposed for use within households. Online and physical versions were available, with pickup at 5 geographically distributed VPL branches: Central, Terry Salmon, Mount Pleasant, Renfrew, and Kitsilano. Additional Conversation Kits were delivered to care facilities served by the Vancouver Public Library's Accessible Services division. 	<ul style="list-style-type: none"> Approximately 500 Conversation Kits were picked up from 5 Vancouver Public Library branches. 133 participants shared their ideas and comments.
Sketching the Future: Neighbourhood Design Workshops (Complete Neighbourhoods)	<ul style="list-style-type: none"> 6 design-focused workshops that allowed participants to work in small groups with a design team (artist, facilitator, note-taker) Workshops identified key elements of complete neighbourhoods and discussed how these elements might be spatialized within the confines of a "typical" low-density neighbourhood (i.e., how and where elements like additional housing choice, or new shops, services, and amenities, might be situated in the future). 	<ul style="list-style-type: none"> 95 people participated in approximately 20 small group discussions. A series of vignettes and maps were generated showcasing ideas for future complete neighbourhoods.
Understanding Priorities – Complete Neighbourhoods: Online Survey (closes June 15)	<ul style="list-style-type: none"> A two-part (short and long) survey tested the concept of "complete neighbourhoods" (level of agreement with various statements and priorities). 	<ul style="list-style-type: none"> 1,509 surveys were completed. 75% of participants completed the long-version survey. Council memo will be provided with what we heard from the survey.

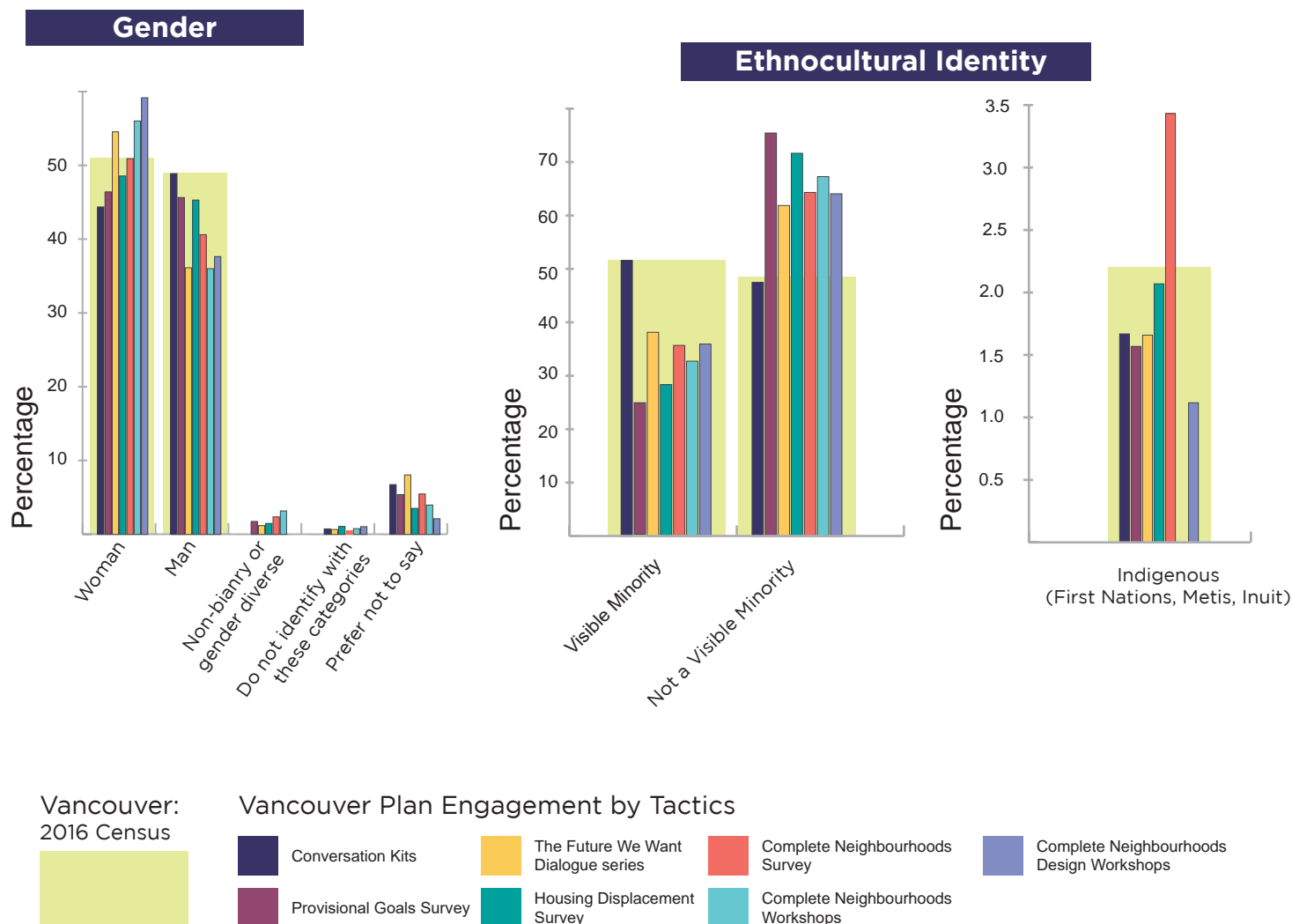
ACTIVITY	SUMMARY	RESULTS
Self-Guided Walking Tours (Complete Neighbourhoods)	<ul style="list-style-type: none"> A series of 3 walking tours were offered of Broadway and Alma, Broadway and Main, and Grandview/Hastings neighbourhoods. Tours were designed to showcase local examples of complete neighbourhoods, including diverse housing, local shops and services, open space and community amenities. 	<ul style="list-style-type: none"> 515 individuals accessed the tours
My City My Neighbourhood Online Mapping Workshops (Complete Neighbourhoods)	<ul style="list-style-type: none"> 9 digital-mapping workshops allowed participants to map key assets and opportunities of existing neighbourhoods. 	<ul style="list-style-type: none"> 125 participants. Maps captured: <ul style="list-style-type: none"> Details of how and where people access daily and weekly needs Participants' sense of neighbourhood boundaries and connections Elements of neighbourhood identity The emotional landscape of the neighbourhood
Housing: Online Survey (Feb 24 to March 22, 2021)	<ul style="list-style-type: none"> An online public survey on Housing Displacement and Exclusion centred on how residents are impacted by Vancouver's housing crisis and what actions the City should take to create a more equitable housing system. Respondents were asked how the worsening housing crisis is affecting their ability to stay in their communities and the various ways in which they feel excluded from living in the city. 	<ul style="list-style-type: none"> 2,451 completed online surveys were received. We heard: <ul style="list-style-type: none"> People generally support a variety of actions to lessen the impacts of displacement and exclusion on renter households, including the action of adding housing diversity (i.e., rental apartment buildings in areas with low housing choice). Making expensive neighbourhoods more inclusive to low- and moderate-income households should be a priority for the Vancouver Plan.

ACTIVITY	SUMMARY	RESULTS
Housing Stakeholder Workshops (May 26 and June 8)	<ul style="list-style-type: none"> 2 online workshops conducted with the renter serving and service sector and the non-profit and co-op housing non-profit sector. The workshops described the Vancouver Plan process and engagement findings along with emerging housing directions being explored for discussion. 	<ul style="list-style-type: none"> 18 participants from 14 organizations attended the workshops. We heard: <ul style="list-style-type: none"> General support for the directions being explored A desire to see impactful and actionable housing directions within the Vancouver Plan

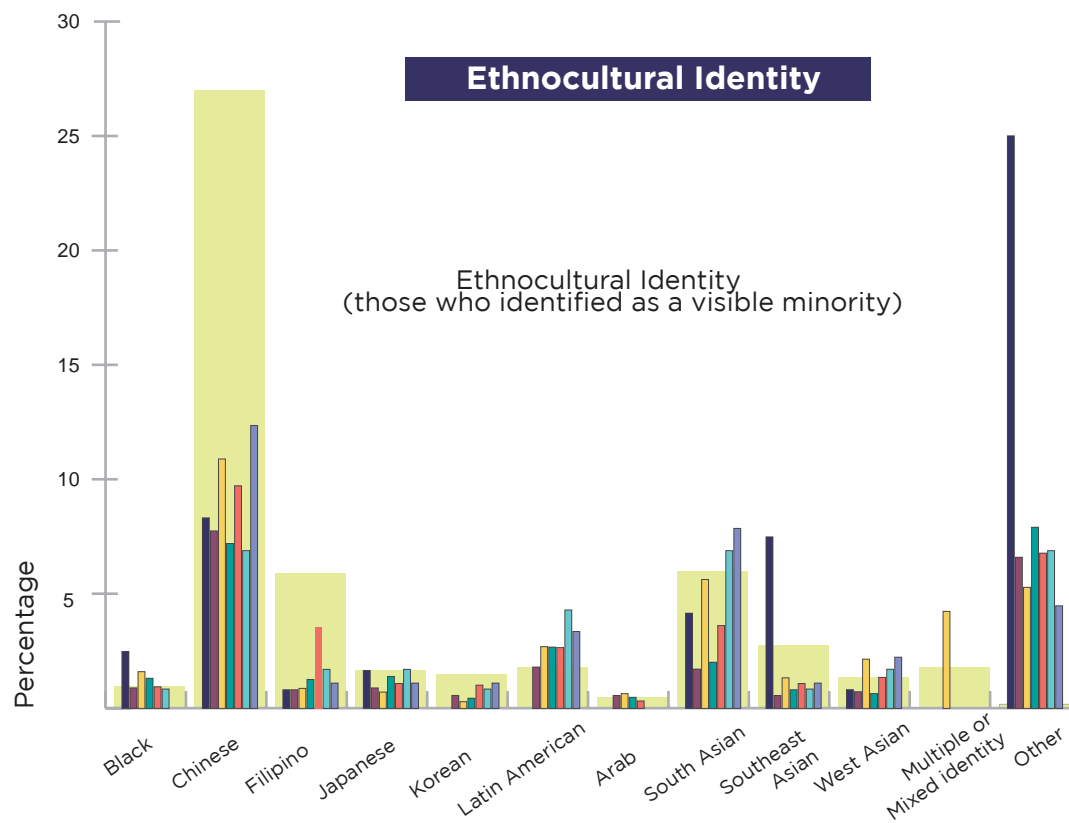
1.3.2 Demographic Profile from Broad Public Engagement Activities

The three bar graphs below provide broad demographic profile of the participants involved in each of the seven different engagement activities conducted during this phase. Basic demographic information such as age, ethno-cultural identity and gender identity is and compared to census data and summarized below.

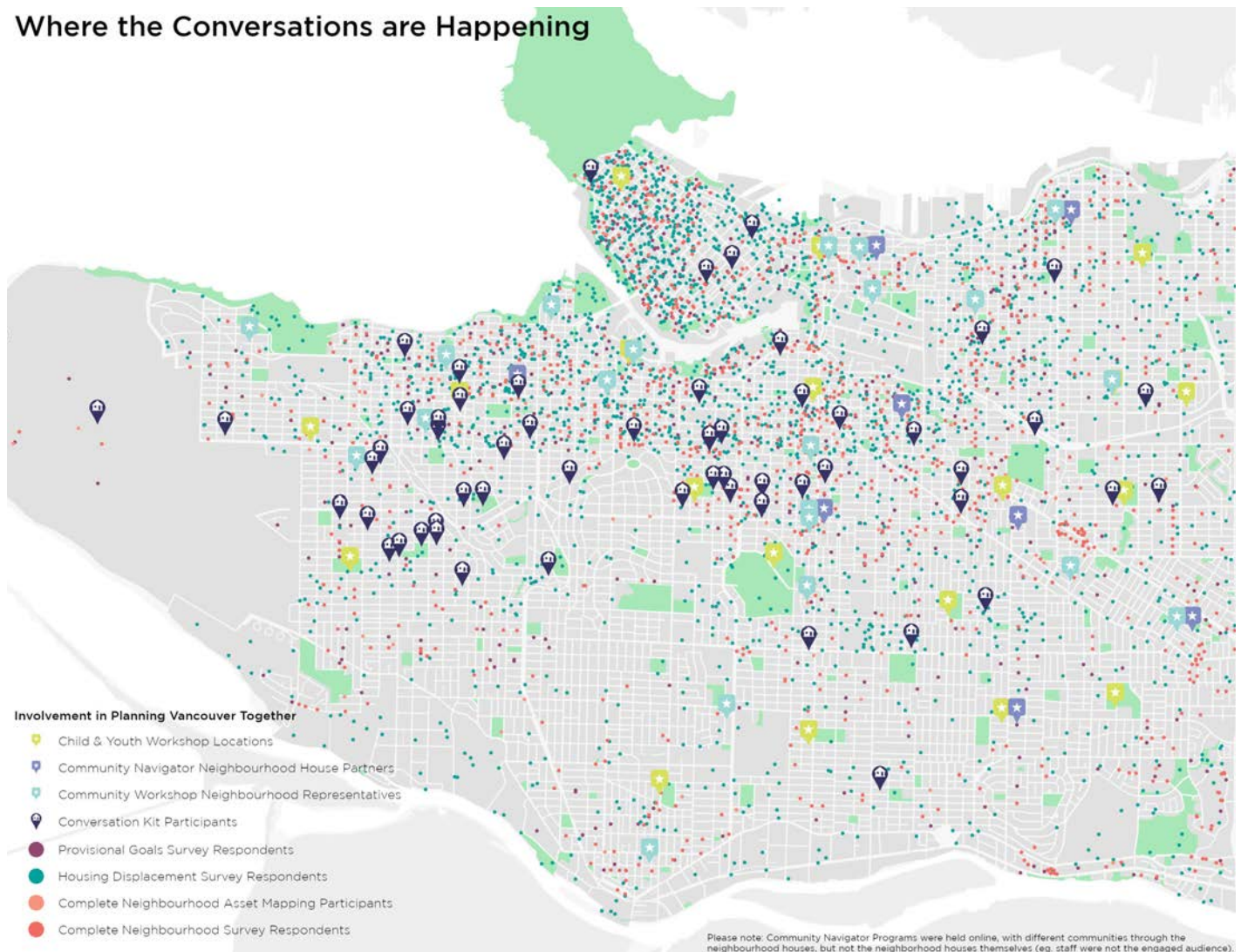




It is clear from even this cursory analysis that typical online engagements (Conversations Kits, SFU Dialogue Series, Complete Neighbourhoods mapping and urban design workshops, and online surveys) produces an overrepresentation of white, English-speaking participants. This data will be used to design alternative strategies and approaches to balance participation and reach communities and individuals who were not adequately represented through these more common and traditional methods. As noted in section 1.3.1, specific programs (First Nations Partnerships, Community Navigators Pilot, and Child and Youth programs) have been designed to address this imbalance and will remain an essential components of public engagement.



Where the Conversations are Happening





1.4 How We Analyzed What We Heard - Methods

With more than a dozen ways for individuals and groups to participate and be involved, methods of analysis varied to respond to the engagement activity.

For online surveys, a mix of Likert-scale or multiple-choice questions were easily quantified. Other more open ended engagement activities used a theming methodology to code commentary to specific goals and then tracked incidences of reoccurring ideas.

Once coded, patterns in the specific goal areas were observed and recorded. Data, methodology and analysis of each activity along with key learnings will be available at the project website at vancouverplan.ca/what-weve-heard.



1.5 Key Findings

Overall, the conversation and ideas shared throughout this phase identified a number of broad findings, and four themes have emerged that will set the stage for the next round of engagement and conversation:

1

The Provisional Goals for Vancouver Plan are generally supported

(See 1.5.1)

2

The status quo and current policies are not delivering the desired future state

(see 1.5.2)

3

Participants want clear definitions and specific proposals

(see 1.5.3)

4

Residents and the public have ideas to share and contribute

(see 1.5.4)

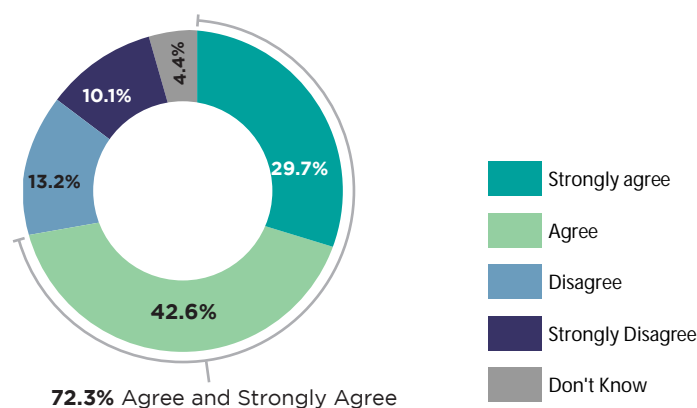
1.5.1 The provisional Goals for Vancouver Plan are generally supported

An online survey, designed to explore and test the general acceptability of the 10 Provisional Goals, was conducted during November and December 2020 and received 2,019 responses.

The public was asked to rank the City of Vancouver's ability to achieve these goals, to assess the degree of importance of each goal, and to provide comment on how the Provisional Goals can be modified for improvement.

In general, respondents felt the Provisional Goals were appropriate with 72% either agreeing or strongly agreeing with the goals.

Concerns were expressed about the large number of goals, the level of specificity, a lack of clarity in definition and prioritization.



1.5.2 The status quo and current policies are not delivering the desired future state

The engagement throughout this phase and the previous phase confirmed that the current development and growth in the city is not producing the future Vancouver the public expects.

While most people do acknowledge that cities by their very nature are constantly evolving, there was a common sentiment that change for change's sake is not in furthering community purposes.

Whether in conversation with individuals comfortably housed as long-time homeowners,

or people struggling to make ends meet in an unaffordable rental, the message was consistent - change should benefit the majority, address the challenges of groups currently being left behind, and address head-on the biggest issues facing future generations.

Equity Focussed Engagement Summary

By centring the voices of the equity-denied communities reached through the Community Navigators program as well as the lessons learned from engagement with children and youth, specific calls to action emerged to ensure that the change created through this plan is in service to those most in need. Of the 655 people who shared their ideas with the Community Navigators, concerns and ideas largely centred on the following themes:

- Reconciliation and decolonization
- Housing and displacement
- Community infrastructure and spaces
- Safety and criminalization

- Access to information, supports and civic processes
- Economic health and affordability
- Sustainability and climate

For the 1,000+ youth engaged, many of the goals were clearly priorities for the future. However immediate challenges were also a pronounced focus. These centred on the issues of building an affordable city with diverse and secure housing and strategies to achieving an equitable, diverse and inclusive city.

These key issues, identified by these nearly 1,700 (Community Navigator and Child and Youth Participants) individuals, are summarized below.

Table 2: Summary of Key Issues Identified by Community Navigators and Child and Youth

What We Heard from Community Navigators (CN) and Child + Youth (C+Y)	
Issue	Result
Housing and Affordability	<ul style="list-style-type: none">• This was the most important in all but one youth workshop. It was also highlighted in Youth Navigators and the ideas survey, and it was central to almost every Community Navigators session as well.• Youth often paired housing and economy together around issues of making ends meet.• Significant anxiety was identified in both groups around the ability to afford a future in Vancouver, including any choice in housing. This was especially true for those who are renters and living in non-market housing (CN).• Additional concerns were raised around staying in unsafe or undesirable living situations, moving into housing that doesn't adequately meet their needs, or being forced to move away from existing support networks (CN).• Many are unable to access supports needed to aid their housing situation, and in trying to make income for rent are finding less capacity to improve work situations (e.g., furthering education or professional training), access supports, and overall improve their quality of life (CN).

Equitable, Diverse and Inclusive City

(Community Infrastructure and Spaces; Safety and Criminalization)

- This was a key focus across all youth engagement tactics, with a number of the ideas rooted in aspirations for a more equitable city (support for those experiencing homelessness, expanded employment supports targeting and youth and newcomers, etc.).
- Support was received for embedding equity as a key organizing principle of the plan and for considering how the Provisional Goals can work together to advance a range of different policy options (C+Y).
- Many ideas under this goal focused on the need to consider children and youth when planning for or delivering a range of service or program areas (including housing, healthcare, education, recreational program, transportation, housing, etc.).
- Unique needs of this population may not be served through current modes of service delivery and deserve additional consideration during the policy development and implementation process of the Vancouver Plan and other city plans and initiatives (C+Y).

Community Infrastructure and Spaces – A number of Navigators received significant feedback on topics relating to the neighbourhood scale, including public spaces, roads and sidewalks.

- Inequity was noted in access to infrastructure or services that others may enjoy or navigate with ease (CN).
- Services, businesses, and informal supports that underrepresented communities rely on are vulnerable to displacement as communities are subject to development pressures and higher costs of operating, such as rents (CN).
- Physical aspects of the neighbourhood could better reflect the people who call the neighbourhood home (e.g., public art should be relational to underrepresented communities and the history of the land) (CN).
- Strong desire was expressed to build community and create supportive spaces for people who do not have the same access (CN).

Safety and Criminalization – While the topics of safety were not categorized explicitly in any single Provisional Goal, many respondents alluded to experiences with crime, criminalization, and harassment.

- Many equity-denied communities are intimately familiar with the concurrent crises of mental health, addiction, and homelessness affecting their members. Many would like to see resources redirected from enforcement-based approaches to community-based supports oriented towards harm reduction, treatment, and navigation of services rather than what were seen as criminalizing and stigmatizing approaches (CN).
- Many felt that racialized and equity-denied communities are more often targets of harassment, racism and assault, and that their complaints are often left unaddressed. Many would like to see more community-based approaches to addressing crime and safety as well as more anti-racism resources and educational approaches. They felt these should be taken in coordination with, but outside of, the school system where efforts seem to be focused.

Reconciliation and Decolonization

- Indigenous and non-Indigenous participants were clear in their desire for the City to advance actions and policies that would genuinely advance the interests of the Host Nations and wellbeing of the city's urban Indigenous communities.
- Many Indigenous participants noted that efforts have not led to any meaningful change, and they feel the term "reconciliation" has largely become co-opted by non-Indigenous agencies.
- Some participants commented colonial and racist systems are still firmly entrenched
- Further comments indicated if reconciliation is to be meaningful, real commitments need to be made to:
 - Implement recommendations from inquiry on Missing and Murdered Indigenous Woman and Girls (MMIWG) and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).
 - Ensure Indigenous people and Indigenous communities hold positions of power.
 - Offer shared decision-making power to the Host Nations and support them with the resources to genuinely participate.
 - Expand the scope of efforts to support Indigenous communities beyond place recognition and arts to include actions on issues that disproportionately impact Indigenous communities, like housing, health and wellness, and policing.
 - Support education and capacity building among non-Indigenous communities.

Access to Information, Supports, and Civic Processes

- Challenges in accessing government and community resources were identified (CN).
- Challenges at the outset of the pandemic in accessing new supports and information were highlighted due to language and technical access, indicative of how communities have been left behind over the years (CN).
- Many communities are in "survival mode" dealing with a number of intersecting challenges, including racism, homelessness, mental health, and addictions, and do not have the capacity to engage with the City or navigate resources, especially when they do not have digital literacy or reliable access to technology.
- The lack of inclusion, transparency and engagement in civic processes were identified as challenges (CN).
- Input indicated many residents do not have a clear understanding of the City's jurisdictional authority, governance, and processes, and articulated feeling disconnected with City officials—in contrast with their experience connecting with MPs and MLAs (CN).
- Sustained, meaningful contact between City staff and communities was seen as lacking, with many participants skeptical that staff will follow up on matters raised (CN).

Economic Health and Affordability

- Youth input reflected often unfairly being labelled as “apathetic,” while involved and contributing to other areas of their communities, but are skeptical about being able to enact systemic change through civic processes (C+Y).
- Many participants would like to see more responsive governance models, accessible informational resources about the City, and a holistic communications strategy responsive to the needs of those who do not regularly access the City’s channels and who may not speak English as their first language (CN).
- Comments were made that stronger relationships with the City’s elected officials and staff may be better facilitated with a change in political processes (e.g., ward system) or devolving power (e.g., community representation in governance).
- While the city seems prosperous from the outside, many respondents detailed a diverse number of challenges they face trying to support themselves and their families.
- It was highlighted, rising unaffordability is reflected in the cost of housing, childcare, healthcare services and other critical services.
- Many individuals — Downtown Eastside residents, youth, and immigrants — have a strong desire to contribute to their communities and grow their connections in Vancouver but find it hard to see a future where they can thrive here.
- Comments indicated racialized communities experience systemic racism and discrimination in seeking jobs and promotions. Many cannot practice their occupation as their professional credentials are not recognized here, and often they must rely on precarious and low-paying employment (CN).
- Lack of childcare spaces was identified to impact immigrant women especially and can entrench them in poverty or low incomes as without childcare they cannot seek employment or education/training, and this impacts their mental health (CN).
- Input reflected that while businesses owned by racialized people are often anchors for community, they are also vulnerable to displacement and erasure as new development and gentrification take hold (CN).
- It was highlighted prospective business operators, often unable to find gainful employment otherwise, have a difficult time navigating resources and information needed to help them get started (CN).
- Many of the ideas offered by participants focus on helping people access training and meaningful employment, address barriers that individual communities experience, and create more and accessible ways for businesses owned by racialized people to access resources and supports (CN).

Sustainability and Climate

- Climate action was a prominent focus in sessions with youth.
- Many were aware of the City's stance and action on climate issues but highlighted a need for far more substantive action to address the crisis.
- Some highlighted the generational aspects of the challenge — that youth will inherit the challenges that adults do not seem to be taking seriously enough (C+Y).
- For many youth, as well as for respondents in other sessions, sustainability and climate issues were often woven into the context of sessions focused on neighbourhood spaces, transportation, or housing.
- Respondents generally focused on the value and implications of natural systems and environmental responsibility in their everyday lives and want to find ways to better support nature and climate-responsible practices in the city and in their communities.

While this summary provides some of the key messages from the Community Navigators and Child and Youth engagement, it is not exhaustive. Nevertheless, it does begin capture the challenges and issues denying residents to the opportunity to thrive and prosper.

Complete and Connected Neighbourhoods Engagement Summary

The concept of “complete, connected, and culturally vibrant neighbourhoods” was explored over a series of engagement activities that examined both the current state of Vancouver neighbourhoods and future concepts.

The following are key findings from these activities:

- Strong support for the concept of “complete neighbourhoods” particularly the idea of people living within an easy walk/roll to access daily and weekly needs and the provision of a diversity of housing types and tenures. This included a preference for “missing middle” typologies such as townhouses, -plexes, and apartments less than 6 storeys with options for renters and households with low to moderate incomes.
- Participants also identified the presence of grocery stores, places to eat and drink, other shops and services and public open spaces as the highest priorities for making neighbourhoods more complete.
- Transportation priorities included streets designed for pedestrian comfort, access to reliable transit, greenways, and safe bike routes. In addition to tangible elements of neighbourhood completeness, workshop participants emphasized the importance of sociability.
- Many workshop participants identified the need to travel by private vehicle to access daily and weekly needs, such as trips to grocery stores, other shops and services, social and cultural amenities, and access to nature.
- Most workshop participants perceived the size of their neighbourhood to be much smaller than the established Local Area boundaries.

Housing Focused Engagement Summary:

- Housing is the top affordability challenge in Vancouver and residents are finding it increasingly difficult to afford to live here.
- Respondents generally agree that homelessness is getting worse (77%) and the City should take further actions to improve housing services for lower-income residents and other residents experiencing or at risk of homelessness (68%).
- There is strong support for a variety of actions to lessen the impacts of displacement and exclusion on Vancouver renter households.
- When asked about priorities for the Vancouver Plan, 76% of respondents “strongly agree” or “agree” that the plan should prioritize making neighbourhoods with housing too expensive for most Vancouver residents more inclusive to low-to moderate-income households (<\$80,000). Additionally, 77% of respondents “strongly agree” or “agree” that all neighbourhoods should have all types of housing (e.g., supportive and social, purpose-built rental housing apartments, condos and houses).

For the full summary of the survey results, see vancouverplan.ca/what-weve-heard.

1.5.3 Participants want clear definitions and specific proposals

Comments across engagements and in different communities highlight different interpretations of success and visions of the future.

Participants and the public are seeking clarity and specificity as the planning process moves to the next phase.

The ideas shared and discussed with the public must present options and visualizations about land use and other changes and how those impact the physical design and nature of neighborhoods and the city.

1.5.4 Vancouverites have ideas to contribute!

The public has contributed 2,697 ideas and more continue to be shared. Some are aspirational moonshots, others are modest and simple. However when considered on whole, one thing becomes clear, we do not all define success the same way. Being clear on what these goals mean and the solutions we are pursuing as a city, will be essential to ensure that we are all moving together towards a future together.

More than half of the ideas centred on the goals of housing affordability, creating complete and connected neighbourhoods, and ensuring a sustainable and carbon-neutral city. The following table summarizes the ideas received, sorted by goal, from the following engagements:

- Child and Youth ideas workshops
- Child and Youth survey
- Conversation Kits
- Community Navigators
- Youth Navigators
- Community Workshops
- Provisional Goals survey
- The Future We Want, The Change We Need (SFU Dialogue Series)

Table 3: Community Ideas Sorted by Vancouver Plan Provisional Goal

Goal		Ideas Submitted
Goal 1:	Advance a City of Reconciliation through decolonization	132
Goal 2:	Create an equitable, diverse and inclusive city	248
Goal 3:	Become a sustainable and carbon- neutral city	395
Goal 4:	Ensure we are a prepared, safe and resilient city	188
Goal 5:	Develop an affordable city with diverse and secure housing for every resident that costs 30% or less of household income.	600
Goal 6:	Support a diverse and healthy economy	205
Goal 7:	Create complete, connected and culturally vibrant neighbourhoods	581
Goal 8:	Re-establish thriving urban natural systems	76
Goal 9:	Intentionally manage our growth and align our efforts regionally	113
Goal 10:	Demonstrate transparency in decision-making and Collaborate with partners	171
Total		2709

Note: These numbers are inclusive of: Child and Youth ideas workshops; Child and Youth survey; Conversation Kits; Community Navigators; Youth Navigators; Community Workshops; Provisional Goals survey; and the Future We Want: Change We Need (SFU Dialogue Series). They do not include ideas generated through Complete and Connected Neighbourhoods Workshops, which are currently being compiled and will be reported out at vancouver.ca/what-weve-heard.



1.6 Staff Observations

1.6.1 Engagement during COVID-19

Although the overall participation rates are tracking well against other major city-plan efforts (such as those in New York City and Edmonton), staff recognize that digital engagement creates barriers and impediments for many communities to fully participate in meaningful ways. Additionally, community leaders and residents acknowledge that given the pressures and impacts of the pandemic, many residents are stressed and overwhelmed and lack the ability or interest to participate in these activities and events.

Given the welcome news of increased vaccinations, reduced health restrictions and progressive re-opening of in-person activities, staff are encouraged by the possibility of connecting directly with residents and key stakeholders during Phase 3 and 4.

A sound and effective engagement approach must advance clear policy proposals and assess trade-offs.

Key messages during this time, include:

- Generally there was too much engagement
- Staff should build on existing knowledge from previous consultations
- Framing of questions was too general
- The public would like specific proposals to consider
- Clarity about how input will be used is important

1.6.2 Community Navigator Program: Pilot Evaluation Underway

The community navigator pilot program took a participatory engagement model of grass-roots, community led engagement in partnership with nine Neighbourhood Houses to allow community members with language skills and lived-experience to engage directly with communities. Key messages summarized in Table 2 provides invaluable insight to guide policy directions and land use options to advance equity.

Unfortunately, a number of the facilitators who participated in this pilot had a negative experience and expressed concerns, including:

- a lack of rigour in the design and implementation of the pilot
- a lack of clarity in the scope, breadth, and next steps of the Vancouver Plan
- need for greater clarity around how input would be used to inform policy proposals

Staff is evaluating this pilot program with input from all community partners, participants, and the City of Vancouver's Chief Equity Officer. This information will be shared and used to inform a restructured, equity-focused engagement approach during the next phase of Vancouver Plan.

Aligning community engagement with the ethics of anti-racism and work with historically under-served communities is vital to our work.





>> 1.7 Conclusion and Next Steps

- The commitment, support and contributions of numerous community organizations in our city has played an extraordinary role in making the participation of Phase 2 of the Vancouver Plan possible. More than 22,000 participants have been engaged through the first two phases and the call for action is straightforward; the challenges and stresses experienced across communities requires thoughtful and effective action.
- How can we create more complete, connected, thriving and diverse neighbourhoods across the city? Can we do this without losing the essential cultural and community anchors communities rely on today?
- How do we repurpose public space as we shift away from this reliance on the in ways that align with community priorities?

This robust input will guide the process ahead and launch hard conversations.

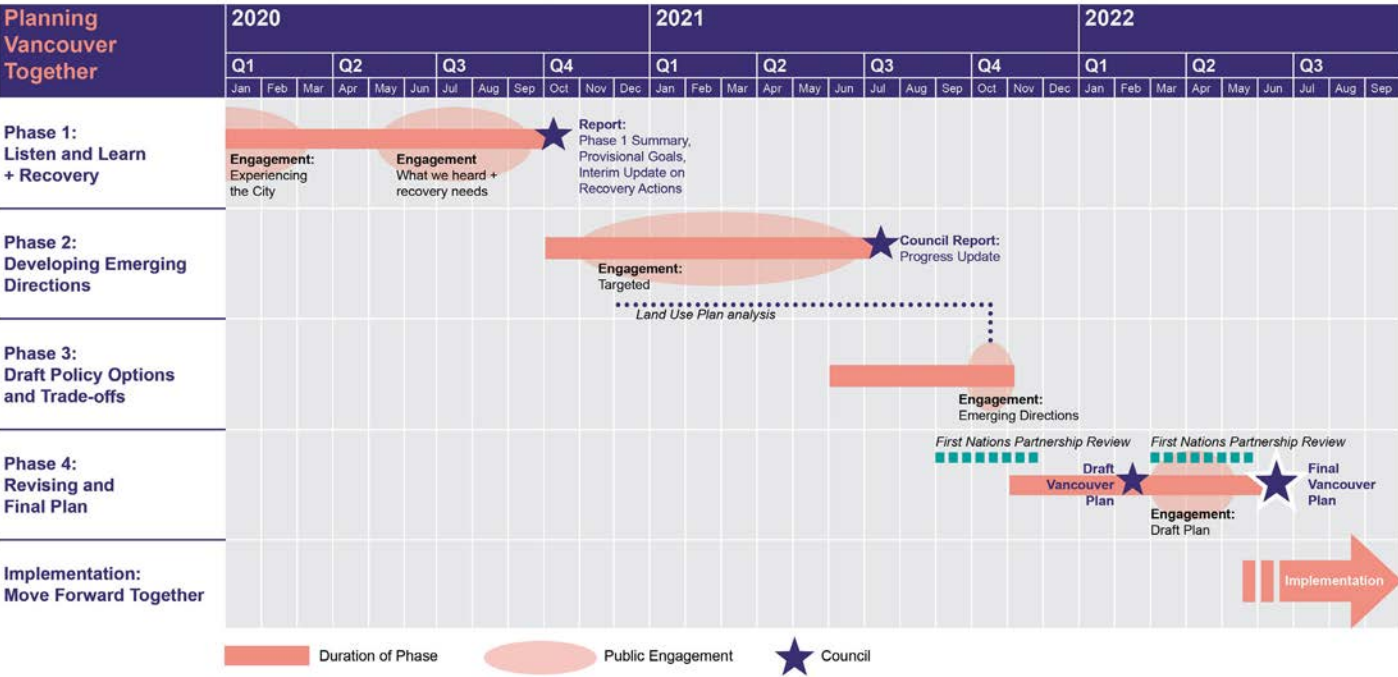
- How can we achieve the housing we need, in desirable locations without losing the things we love most about our neighbourhoods and city today?
- How can we make efficient use of land, amenities and infrastructure capacity in low density neighborhoods to address housing need, particularly for those residents most at risk of displacement in our city?

How Will We Use These Findings Going Forward?

Community ideas are being compiled and organized in an “ideas book” that will serve as a resource for staff developing high level land use plan options and policy directions. It will also be shared with the public during the fall engagement to discuss the benefits and trade-offs of different options, understand financial implications, and establish priorities. This work will be foundational to advancing an inspired plan to guide future growth and change.

More detailed analysis of engagement input will be available in a sub-appendices report available on our website at <http://vancouverplan.ca/what-weve-heard>.

Timeline showing major milestones in the remaining planning process and public engagement phases for the Vancouver Plan



Appendix B: Streamlining Rental Initiative

Introduction to Initiative

Rental housing is important to meet the needs of a diverse population and is vital to a healthy economy. It also allows moderate-income households to stay in the city because household incomes of renters are typically half that of owners. Vancouver has the tightest rental market and one of the lowest vacancy rates in Canada, which has averaged just over 1% over the last four years. With a growing population, limited increases in income, and a limited supply of new, purpose-built rental housing in recent decades, the need for rental housing has grown significantly.

The Streamlining Rental Initiative is an implementation action of the Council approved Secured Rental Policy. The initiative will make it easier to build new rental housing in neighbourhoods located near local shopping, transit and other daily needs, including C-2 zones and some low-density areas (RS and RT zones) outside of community plan areas. The initiative is intended to help achieve a range of desired outcomes under the Secured Rental Policy, including:

- Increasing housing choice and diversifying housing options for renter households
- Streamlining processes and clarifying policy requirements
- Responding to the City's Climate Emergency
- Helping enhance local shopping areas
- Improving livability of rental housing
- Enhancing affordability by creating options for new, below-market rental and social housing

Summary of Initiative

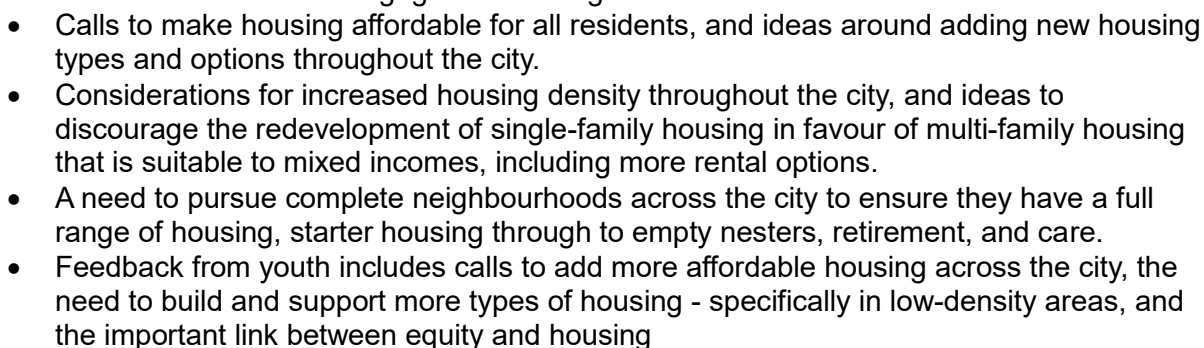
This initiative is considered a Quick Start Action under the Vancouver Plan as it is aligned with the City's long-term housing objectives and is supported by ongoing engagement.

Specific Actions

As part of the Streamlining Rental initiative, the following policy and by-law changes are proposed:

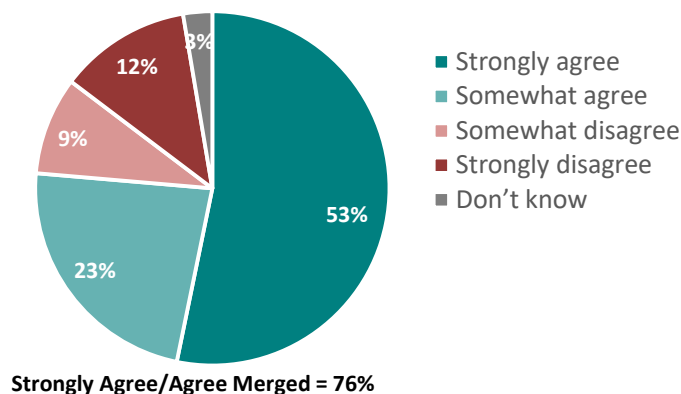
- Amendments to C-2 zoning districts¹ to enable new 6 storey rental housing development through the same process as new 4 storey strata housing development (without rezoning)
- Updates to the rezoning policy for low-density areas to focus opportunities for new rental housing in areas within a short walk or roll of shopping, transit and other daily needs (see Map 1 below)
- New standard rental regulations ("rental zones") for use in future rezoning applications in eligible low density areas, to enhance clarity and enable a simplified and shortened rezoning process
- Amendments to the Secured Rental Policy to reflect the proposed zoning changes and introduction of new rental zones, and to make other minor improvements to the Policy to better support new market, below-market and non-market rental housing

¹ Includes C-2, C-2C, C-2B and C-2C1 zones outside of areas covered by recent community plans or that are currently undergoing community planning processes



As part of the Vancouver Plan process, the City is exploring ways to advance an equitable housing system that prioritizes those who need it most. This work includes a focus on an equitable approach to growth and change that mitigates residential displacement while creating new secure rental housing in more areas for future generations.

- In a 2021 housing survey with over 2,450 respondents, **78% of respondents thought “adding housing diversity (i.e. rental apartment buildings) in areas with low housing choice (i.e. single family neighbourhoods)” was fairly or very important to lessening the effects of displacement and exclusion on renters.**
- Within the same survey, **76% of respondents said they somewhat or strongly agreed that “It should be a priority as part of the Vancouver Plan to make neighbourhoods too expensive for most Vancouver residents more inclusive to low to moderate income households (with annual incomes under \$80,000)”.**



The Streamlining Rental initiative advances an approach to growth and change that minimizes the risk of residential displacement by supporting growth outside of existing rental apartment areas, while helping to create more complete and inclusive neighbourhoods by adding new secure rental housing choice.

Initiative Specific Engagement Results

Work on the Secured Rental Policy and key changes to streamline new rental in C-2 zones and eligible low density areas has involved multiple phases of public engagement. Since 2018, staff have held eight public information sessions and more than 25 stakeholder and advisory committee meetings. There have been more than 5,000 touchpoints with participants through these events, comment forms and surveys.

As part of the rental incentive programs review undertaken in 2018 and 2019, we heard from residents that:

- There is a significant need for more new secure rental housing options in Vancouver; finding rental housing in Vancouver is challenging, options are limited and there is significant competition for available units

- Security of tenure is important; many renters are concerned about housing instability and the risk of eviction, especially those living in secondary rental such as basement suites and rented condos
- There is support for the City's rental incentive programs, and they should continue and be further refined to encourage construction of more new rental
- There is support for larger and taller buildings in order to achieve below-market rents geared to moderate income households
- There are concerns, primarily amongst homeowners, that new rental buildings may negatively impact the character of their neighbourhood and property values, result in shadow impacts, loss of green space, obstruction of views and increased pressure on street parking, school capacity and public amenities
- There is concern about geographic inequities in the housing market, especially amongst renters who want to have the option to live in more neighbourhoods near shopping, transit and other daily needs, including on quieter residential streets away from busy arterial roads

Following approval of the Secured Rental Policy, staff undertook another phase of engagement in 2020 on the key implementation actions. We heard from the public that:

- There is broad support for new rental housing in C-2 commercial zones
- There is recognition of the importance of providing more secure rental housing in more neighbourhoods, including in low density areas and locations off of busy arterial roads
- There is some concern about the potential for new rental buildings to displace existing renters and rental housing, especially in suites in older homes in Kitsilano
- There are some concerns, primarily amongst homeowners, about the size of new rental buildings, impacts on surrounding properties and neighbourhood character, and potential for loss of buildings with heritage or character merit

As directed by Council in 2020 as part of report back on proposed zoning changes to enable 6 storey rental buildings in C-2 zones and Phase 1 of the Vancouver Plan, staff conducted additional public engagement on opportunities for new rental housing in 2021. Engagement as part of the Streamlining Rental initiative was underway as of the time of writing of this report, and included a Shape Your City webpage, online survey, two online public information sessions, meetings with the staff team during three days of 'office hours', and meetings with other key stakeholder groups and civic organizations.

Timeline and Process

Following the summer engagement activities, staff will finalize the proposed policy and zoning changes. As recommended in this report, staff are preparing to report back to Council with recommendations on the key changes being advanced as part of the Streamlining Rental initiative in early fall 2021.

Appendix C: Downtown Eastside Policy Updates to Increase Social Housing

Introduction to Initiative

The Downtown Eastside Plan (2014) identified the urgent need for self-contained social housing at affordable rents. Key concepts of the Plan included encouraging social housing and providing housing choice inside and outside the community for those who are homeless, as well as motivating partner contributions, including other levels of government, to build more of this social housing. The Downtown Eastside Plan Community Fair (June 2019) was held in collaboration with the local community to engage residents, non-profit organizations and businesses on the implementation of the DTES Plan to date. A key finding of this engagement was the continued need and support for more social housing, which was identified as a priority action in the Downtown Eastside Plan Implementation Progress Memo to Council in October 2020.

This initiative was identified as a Quick Start Action in the October 2020 Vancouver Plan Phase 1 Report as it aligns with long-term City housing objectives and supports partnership and funding opportunities to create more social housing within the Downtown Eastside.

The DTES Policy Updates to Increase Social Housing initiative is focused on changes to the Downtown Eastside Oppenheimer District (DEOD) sub-area 2, 3, and 4 and the Thornton Park / East False Creek FC-1 zone and will:

- Enable a modest increase in density and height for 100% social housing through changes to the existing zoning;
- Create greater flexibility for projects that delivery 100% social housing through the rezoning process;
- Clarify policies to improve the development process and reduce application times to help facilitate the creation of more social housing; and
- Provide non-profit housing organizations with more opportunity to leverage current provincial and federal funding programs.

Summary of Initiative

The proposed policy changes would increase what is currently allowed under existing zoning for 100% social housing projects within the Downtown Eastside Oppenheimer District Official Development Plan (DEOD ODP) for sub-areas 2, 3 and 4 and Thornton Park / East False Creek (FC-1 District Schedule) to enable a modest increase in height and density. This modest increase is already allowable through the rezoning process through the Housing Vancouver Strategy Three-year Action Plan. The proposed change will improve project viability of social housing and allow for a faster delivery of social housing through the development permit process.

The proposed changes to the Rezoning Policy for the DTES would increase flexibility within the rezoning process for 100% social housing projects within the Downtown Eastside Oppenheimer District Official Development Plan (DEOD ODP) sub-areas 2, 3 and 4 and Thornton Park / East False Creek (FC-1 District Schedule). The maximum density and height through the proposed rezoning process for 100% social housing would be determined on a case-by-case basis depending on heritage considerations, site context (e.g. site size, location, adjacent buildings,

neighbourhood), urban design performance, and a detailed proposal review. Within the FC-1 zone, the maximum height allowable through rezoning will not encroach on the view cone.

Specific Actions

Oppenheimer District (sub-areas 2, 3, & 4):

Amend the DEOD ODP to allow an increase in density of 1.5 FSR for a total of 6.0 FSR and an increase in height of 7.6 metres (25 feet) to a maximum of 30.5 metres (100 feet) for 100% social housing developments. This will enable social housing projects that can already be considered under the DTES rezoning policy, which permits up to approximately 5.0 FSR and 30.5 metres (100 feet), to come in through the development permit process.

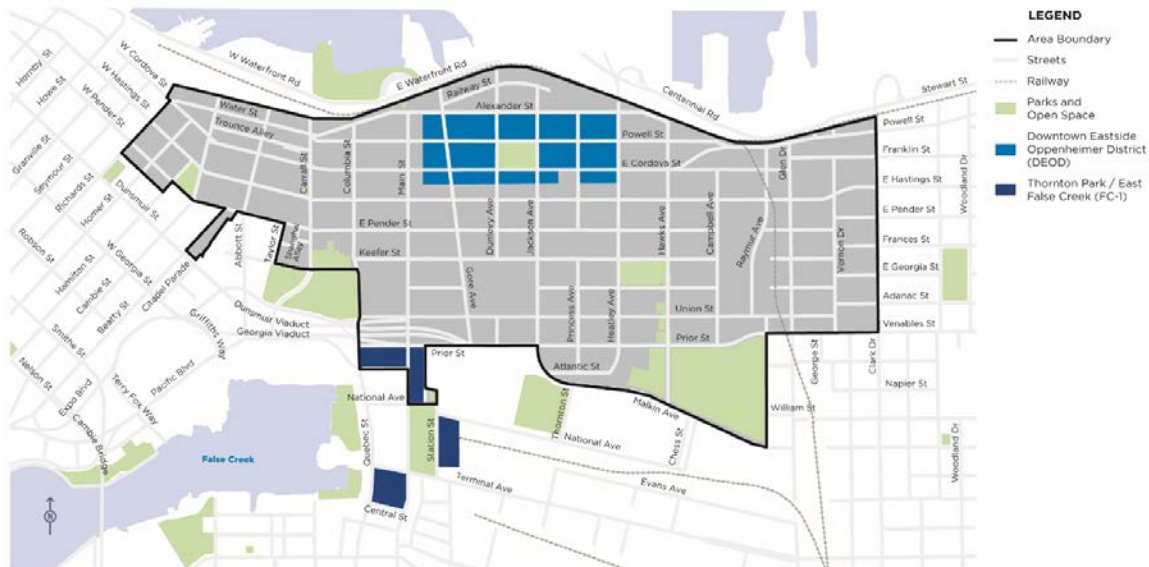
Thornton Park / East False Creek:

Amend the FC-1 district schedule to allow an increase in density of 1.0 FSR for a total of 6.0 FSR (limit 4.5 FSR residential) to assist with project viability for 100% social housing developments and enable the delivery of more social housing units. No changes are proposed to the maximum height, which is currently 83.9 metres (275 feet) and not to encroach on the view cone, at the discretion of the Director of Planning or Development Permit Board.

Rezoning Policy for the Downtown Eastside

Amend the Rezoning Policy for the DTES 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 depending on heritage considerations, site context (e.g. site size, location, adjacent buildings, neighbourhood, etc.), urban design performance, and detailed proposal review.

Map 2: Downtown Eastside DEOD Sub-area 2, 3 and 4 and FC-1 Zones



Alignment with Vancouver Plan

The Downtown Eastside Policy Updates to Increase Social Housing is a Quick Start Action that advances Vancouver Plan Goal #5: An Affordable City and Goal #2: Create an Equitable, Diverse and Inclusive City. The initiative is supported by engagement findings to date and emerging directions coming forward through the planning process.

What We've Heard: Phase 2 Engagement Findings

The Vancouver Plan Phase 2 engagement findings include:

- Calls to make housing affordable for all residents and ideas around adding new housing types and options throughout the city.
- Feedback from the Community Navigator program includes calls to prioritize those in greatest need and to create more permanent social and supportive housing, with appropriate services, as the foundation to address homelessness.
- Feedback from youth includes the need to increase the supply of affordable units in order to improve affordability throughout the city, the need to build and support more types of housing - specifically in low-density areas, and the important link between equity and housing.

As part of the Vancouver Plan process, the City is exploring ways to advance an equitable housing system that prioritizes those who need it most. Creating new opportunities and simplifying the development process for social, supportive and co-op housing, and working with the Provincial and federal government on funding support to prioritize social and supportive housing, is a key part of a more equitable housing system.

The Downtown Eastside Policy Updates to Increase Social Housing will enable a simplified development process for 100% social housing projects and greater flexibility for 100% social housing projects through the rezoning process. These changes will support the delivery of more social housing units, and support projects in securing Provincial and federal funding.

Initiative specific engagement results

At the Downtown Eastside Plan Community Fair (June 2019), staff provided the community with a three-year progress update on the implementation of the DTES Plan. We heard support for prioritizing social housing and community well-being in the implementation of the Plan.

Concerns raised by the community included the need for more affordable housing, particularly for those with the highest needs (e.g. seniors; immigrants and newcomers; those with mental health, trauma, disabilities, substance and health issues, etc.). At the time of writing this report, staff were continuing with additional initiative-specific engagement activities in June and July 2021.

Timeline and Process

Initiative specific engagement is being undertaken in June and July 2021 through a Shape Your City webpage, online feedback, stakeholder meetings, DTES list-serv and community organization e-mail list notification, and posting SRO hotels and community notice boards. Detailed proposed amendments will be brought for Council consideration in the fall of 2021.

Appendix D: Moderate Income Rental Housing Pilot Program (MIRHPP) Amendments and Extension

Introduction to Initiative

With persistently low vacancy rates, increasing average rents, and a limited and aging rental housing stock in Vancouver, new secured rental housing is important to meet the needs of a diverse population and is vital to a healthy economy. The Moderate Income Rental Housing Pilot Program (MIRHPP) was launched in 2017 to test whether it is possible to permanently secure units with below-market rents in new private rental developments. The MIRHPP addresses a critical gap in the local rental housing market by encouraging the development of new rental units that are permanently secured at rates that target the affordability needs of moderate income households, including singles, smaller households and families, with incomes between \$30,000 and \$80,000.

The MIRHPP is limited to a maximum of 20 rezoning applications. Proposals have been subject to an additional evaluation process and only considered during two limited intake periods. In November 2019, Council approved an extension to the timeline of the MIRHPP to January 1, 2021 to enable staff to undertake an additional intake to evaluate and select up to 20 proposals to submit rezoning applications. However, due to the COVID-19 pandemic, it became necessary for staff to prioritize other key early recovery actions during 2020, and no further proposals were accepted for consideration by the deadline.

As of the time of writing of this report, 11 rezoning applications under the MIRHPP have been approved by Council following Public Hearing, and one additional rezoning application was in process. In total, the 11 approved applications include approximately 1,330 new rental units, 272 of which are moderate income rental units. Seven of the 11 total rezoning applications were approved in 2020; these projects accounted for almost half of the record number of new secured rental units approved last year. While other proposals were selected to submit rezoning applications as part of the previous intakes, those that remain at the pre-application stages have been delayed, put on hold or withdrawn completely. Without an additional opportunity to consider new proposals, the 20 total spaces in the pilot will not be reached and it is uncertain whether any additional rezoning applications would be received.

Summary of Initiative

The recommended amendments would immediately re-open an opportunity to consider additional proposals for moderate income rental housing until January 31, 2022 and update the program requirements for new proposals to address challenges and issues that have been identified during the course of the pilot, align them with other policy work, and better support the delivery of more moderate income rental housing. Following the pilot program, staff will report back with lessons learned and, as appropriate, recommendations to encourage the construction of moderate income rental housing as part of an updated or new program in coordination with work on the Vancouver Plan.

Specific Actions

Table 1. Proposed Changes to the Moderate Income Rental Housing Pilot Program

Current Policy	Proposed Change(s)	Rationale
<p>Pilot enables up to 20 total rezoning applications, only accepted during limited intake periods and subject to a special pre-enquiry evaluation process.</p> <p>Opportunity to consider new proposals expired January 1, 2021.</p>	<p>Extend the opportunity to consider new proposals on a first come first serve basis, effective as of the date of approval until January 31, 2022. A full rezoning enquiry or application package must have been received by that date in order for a project proposal to be considered under the pilot program.</p> <p>The limit of 20 total rezoning applications will continue to apply (inclusive of all applications previous supported for consideration by Council).</p>	<p>Due to the impacts of COVID-19, a third intake previously planned for 2020 was not undertaken.</p> <p>To date, only 11 rezoning applications have been approved of the 20 total spaces. One additional rezoning application is currently in process, but as many as eight spaces will likely remain unfilled without an extension.</p> <p>Enabling new proposals to be considered on a rolling basis will avoid a complex and time-intensive pre-enquiry application and review process, and allow new proposals for moderate income rental housing to move forward with the standard rezoning enquiry and application process more quickly.</p> <p>Staff and applicants have now become familiar with the pilot program, and the pre-enquiry process is no longer considered necessary.</p>
<p>Affordability requirements for moderate income units:</p> <ul style="list-style-type: none"> Fixed maximum average starting rents apply at initial occupancy, targeted to households with annual incomes between \$30,000 and \$80,000: <p>Studio: \$950 1 BR: \$1,200 2 BR: \$1,600 3 BR+: \$2,000</p>	<p>Applicants may choose to meet the previous starting rent requirements and vacancy control provisions, or:</p> <ul style="list-style-type: none"> Maximum average starting rents indexed to a minimum 10% discount to CMHC average market rents (all purpose-built rental units city-wide), may be increased by the RTA maximum allowable amount between 	<p>Starting rents for the pilot program were set in 2017, and did not include a mechanism to allow for any increases over time. The original affordability requirements have become increasingly challenging from a project feasibility perspective. And as demonstrated by third party financial testing and through the drop-off of pilot program proposals, they are no longer generally</p>

<ul style="list-style-type: none"> No rent increases permitted upon unit turnover (0% vacancy control rate applies) 	<p>approval and initial occupancy. Targeting a deeper level of affordability in a portion of the moderate income units is encouraged where possible.</p> <ul style="list-style-type: none"> Deeper affordability (minimum 20% discount to CMHC average market rents) required for large developments and proposals over 14 storeys in height. Deeper affordability in a portion of the moderate income rental units would be expected to ensure some units are affordable to households with annual incomes between \$30,000 and \$50,000. Limited rent increases permitted upon unit turnover, to re-index to discount to current year CMHC rents (variable vacancy control rate applies) <p>As of 2021, example maximum average starting moderate income rents are:</p> <p>Studio \$1,177 1 BR \$1,364 2 BR \$1,880 3 BR \$2,417</p> <p>For large sites or proposals over 14 storey, example maximum average starting rents for 2021(split 30% / 10% discount):</p> <p>Studio: \$916 / \$1,177 1 BR \$1,061 / \$1,212 2 BR \$1,462 / \$1,671 3 BR \$1,880 / \$2,149</p>	<p>viable.</p> <p>In 2018, the Province amended the RTA to reduce the maximum annual allowable rent increase formula by 2%. This affected the viability of MIRHPP projects as no additional rent increases at unit turnover are permitted.</p> <p>Allowing for an alternate approach that indexes starting rent requirements to CMHC data would introduce a mechanism to allow them to update over time as conditions change. This would align the MIRHPP with other policies for below-market rental housing, including interim policy for the Burrard Corridor in the West End Plan, and policy directions being explored for the Secured Rental Policy and the Oakridge Municipal Town Centre in the Cambie Corridor Plan. Indexing to reliable and public third party government data would also align with standard practices in other jurisdictions across North America.</p>
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<p>Eligible zoning districts include: C-1, all C-2 zones, C-3A, MC-1, CD-1, all RM zones, all RT zones, all RS zones and certain areas in the Downtown District ODP.</p> <p>The policy enables a limited number of proposals for sites with existing CD-1 zoning may be considered, and only on highly underutilized sites (e.g. <0.75 FSR).</p>	<p>Remove C-1, C-3A, RT and RS as eligible zones.</p> <p>A limited number of proposals for sites with existing CD-1 zoning may be considered, and only on highly underutilized sites with a limited number of existing tenants.</p>	<p>Staff are preparing proposed updates to the Secured Rental Policy that would enable opportunities to consider streamlined rezoning applications for secured rental projects with a minimum of 20% below-market rental up to 6 storeys in C-1, and eligible RT and RS zones, as detailed in Appendix E.</p> <p>C-3A zoning applies along portions of central Broadway in locations that are either covered by the Grandview-Woodland Community Plan or that are now subject to Interim Rezoning Policies associated with the Broadway Plan. As these policies preclude consideration of rezoning under the MIRHPP, for clarity C-3A should be removed as an eligible zone.</p> <p>The number of existing tenants will be a critical factor in whether or not a CD-1 zoned site may be considered eligible under the MIRHPP. Existing FSR alone is not a sufficient indicator of potential impacts on existing renters and rental housing.</p> <p>This reference would help clarify and align this part of the policy with considerations for RM zoned sites under the pilot.</p>
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See Appendix E: Moderate Income Rental Housing Pilot Program: Application Process, Project Requirements and Available Incentives policy document for the full and detailed proposed amendments.

Discussion

The proposed changes to the MIRHPP would enable a final opportunity to consider new proposals within the original 20 project limit. There have been 12 projects approved or in application and this change would allow for a maximum of 8 additional projects. The changes proposed are based on learnings from the pilot to date, and aim to address concerns related to project viability, while still meeting the original intent of the program around affordability.

A shortcoming of the original pilot program is that the moderate income rent requirements did not include any mechanism to adjust the rents periodically to reflect changes to renters' incomes or market rents. All projects approved under the pilot continue to be subject to the same starting rent requirements, which apply at initial occupancy regardless of when the rezoning is approved or when construction is completed and the building is occupied. Over time, the level of affordability required for the moderate income units will effectively be deeper than what was originally intended in the policy, which will further increase the significant viability challenges for moderate income rental housing projects.

In addition, the affordability requirements as set in 2017 do not allow for any increase to the moderate income unit rents upon unit turnover and effectively apply a 0% "vacancy control" rate. Once a project opens, the only permitted rent increases are the maximum annual allowable increase permitted by the provincial Residential Tenancy Act (RTA). When the original requirements were set in 2017, the RTA allowable annual rent increase allowed for inflation determined through the consumer price index (CPI) over a 12 month period plus an additional 2%. In 2018, the province amended the formula to remove the additional 2% beyond CPI. While that change has benefitted renters, it has a significant impact on the long-term rent levels for moderate income rental units under this program. Staff have heard from project proponents that this change widens the gap between rent revenues and operating costs over the life of the building, which has significantly affected their ability to secure the financing necessary to construct the project.

The proposed changes to the affordability requirements respond to these challenges while maintaining the intent of the pilot program to deliver permanently secured, below-market rental units that meet the affordability needs of moderate income households that cannot afford new market rents, and whose housing needs are generally not met by non-market housing. The depth of affordability of the new rent requirements is equivalent to that of the original requirements when they were approved in 2017 – approximately 10% below CMHC average market rents for all units, city-wide and approximately 30% below CMHC average market rents for new units, built 2005 or later. The new requirements are structured so starting rents would adjust on an annual basis moving forwards, and would apply a "vacancy control" rate that limits rent increases between tenancies, while allowing for rents to be re-indexed using the original market discount rate. These changes would ensure the depth of affordability secured for moderate income rental units remains consistent over time.

Alignment with Vancouver Plan

The Moderate Income Rental Housing Pilot Program Extension is a Quick Start Action that advances Vancouver Plan Goal #5 – An Affordable City. The initiative is supported by engagement findings to date and emerging directions coming forward through the planning process.

What We've Heard: Phase 2 Engagement Findings

The Vancouver Plan Phase 2 engagement findings include:

- Calls to make housing affordable for all residents and ideas around adding new housing types and options throughout the city.
- Considerations for increased housing density throughout the city, and ideas to discourage the redevelopment of single-family housing in favour of multi-family housing that is suitable to mixed incomes, including more rental options.
- Feedback from youth includes calls to add more affordable housing across the city, the need to build and support more types of housing - specifically in low-density areas, and the important link between equity and housing

Initiative Specific Engagement Results

There has been no engagement undertaken on this specific extension and amendment of the MIRHPP program. However initial MIRHPP engagement and recent engagement on the Streamlining Rental initiative and Vancouver Plan, indicate broad support for more rental and below-market housing.

Following approval of the Secured Rental Policy, staff undertook another phase of engagement in 2020 on the key implementation actions. Public feedback included:

- A recognition of the importance of providing more secure rental housing in more neighbourhoods, including in low density areas and locations off busy arterial roads
- Concern about the potential for new rental buildings to displace existing renters and rental housing, especially in suites in older homes in Kitsilano,
- Concerns, primarily amongst homeowners, about the size of new rental buildings, impacts on surrounding properties and neighbourhood character, and potential for loss of buildings with heritage or character merit

In a 2021 Vancouver Plan housing survey on displacement and inclusion reached more than 2,450 respondents.

- 78% of respondents thought “adding housing diversity (i.e. rental apartment buildings) in areas with low housing choice (i.e. single family neighbourhoods) was fairly or very important to lessening the effects of displacement and exclusion on renters.
- 76% of respondents said they somewhat or strongly agreed that “It should be a priority to make neighbourhoods, too expensive for most Vancouver residents, more inclusive to low to moderate income households with annual incomes under \$80,000”.

Timeline and Process

The amendments to the Moderate Income Rental Housing Pilot Program: Application Process, Project Requirements and Available Incentives policy document (in Appendix E) and extension of project intake to take effect immediately after Council approval to January 31, 2022.



City of Vancouver *Planning - By-law Administration Bulletins*

Planning and Development Services, 453 W. 12th Ave Vancouver, BC V5Y 1V4 ☎ 604.873.7000

planning@vancouver.ca

Appendix E: Moderate Income Rental Housing Pilot Program: Application Process, Project Requirements and Available Incentives policy document

Adopted by City Council on November 28, 2017

Effective November 29, 2017

Amended December 15, 2017, May 4, 2018, November 26, 2019, July XX, 2021

On November 26, 2019, Council approved amendments to the Moderate Income Rental Housing Pilot Program: Application Process, Project Requirements and Available Incentives originally approved by Council on November 28, 2017. Amendments approved on November 26, 2019 include:

- Extension of the timeline of the pilot to enable staff to continue to select up to 20 proposals to submit rezoning applications until January 1, 2021
- Addition of a new consideration for large developments as defined by the Rezoning Policy for Sustainable Large Developments in Section 3g
- Clarification of additional requirements in Section 2d
- Updated information regarding available incentives in Section 3
- Removal of outdated administrative information in Section 1

Further amendments, approved on XX include:

- Extension of the pilot to enable staff to consider new proposals until January 31, 2022, by which date a formal rezoning enquiry or application must have been received.
- Changes to the application process to allow consideration of new proposals on a rolling basis, remove the requirement for a Pre-Enquiry Application, and associated edits to Section 1
- Changes to the affordability requirements for moderate income rental units and associated edits to Section 2, including starting rent and rent increase requirements
- Updated information regarding eligibility for existing C-1, C-3A, RT, RS and CD-1 zoned sites

This bulletin provides information on the application process, project requirements and incentives approved by Council on November 29, 2017 (including amendments) relating to the construction of moderate income rental housing.

Beginning January 1, 2018, the City will begin accepting development proposals for new buildings where 100% of the residential floor area is secured rental housing and at least 20% of the residential floor area that is counted in the calculation of the floor space ratio is made available to moderate income households; earning between \$30,000 and \$80,000/ year. As per Council direction, rental units for moderate income households will be provided in a variety of unit types (studios, 1, 2 and 3 bedrooms).

This is a pilot program to test and demonstrate what is possible in different parts of the city. Staff will select up to 20 proposals to submit full rezoning applications between January 1 2018 and July 1 2019. On November 26, 2019, Council extended the timeline of the pilot to enable staff to continue to select up to 20 proposals to submit full rezoning applications until January 1, 2021. On XX, Council extended the opportunity for staff to consider new proposals until January 31, 2022, by which date a formal rezoning enquiry or application must have been received in order to be eligible to proceed under the pilot. This deadline applies to all new submissions received in 2021 and 2022 as well as pre-enquiry applications supported for consideration in 2018 and 2019.

All applications will proceed through a full rezoning process including public hearing. Following the pilot program, Staff will report back to City Council with lessons learned and, if appropriate, recommendations for a new, long term program to encourage the construction of moderate income rental housing.

1. Application Process

1a. Pre-Enquiry Application

Proposals under the pilot will only be accepted during specified intake periods, and information on submission opportunities will be posted on the City's website at vancouver.ca/rentalhousing.

During previous intake periods in 2018 and 2019, interested proponents ~~are~~ were required to complete and submit a Pre-Enquiry Application Form, along with other materials as required, which ~~will be~~ were reviewed by an interdepartmental staff team. Projects that best meet and exceeded the criteria of the pilot program and other Council policies and guidelines ~~may be~~ were selected to submit a full rezoning enquiry package, as program capacity permitted.

Key criteria that staff ~~will~~ applied in the review of the Pre-Enquiry Application forms include the depth and breadth of affordability being provided, the inclusion of family housing and locational considerations. As the purpose of the pilot is to demonstrate what is possible in different parts of the city, staff ~~will seek~~ sought to identify sites in a diversity of locations and zoning districts.

As part of updates approved on XX, a third rolling intake period will be opened until January 31, 2022. To be eligible for consideration under the Pilot, a full rezoning enquiry or application package must have been received by this date. During this extended intake period in 2021 and 2022, interested proponents are no longer required to submit a pre-enquiry application form before proceeding with a formal rezoning enquiry or application. Interested proponents are encouraged to engage Rezoning Centre staff early for advice on a proposal under this policy before proceeding with a formal submission.

1b. Rezoning Enquiry Package

As part of the previous intake periods in 2018 and 2019, ~~The~~ an interdepartmental staff team ~~will~~ reviewed and compared proposals at the enquiry stage to evaluate and assess the fit with the requirements of the pilot program and other Council policies and guidelines. Proposals that scored well against set criteria ~~may be~~ were selected to proceed with the rezoning application process, as program capacity permits.

During the rolling intake period in 2021 and 2022, full rezoning enquiry submissions will be accepted through Monday January 31, 2022.

1c. Rezoning Application

Where applicable, proponents of selected projects will be notified and advised of the requirements to submit a full rezoning application.

2. Project Requirements

2a. Affordability in the Moderate Income Rental Units

The incentives outlined in section 3 below are designed to encourage the delivery of new buildings where 100% of the residential floor area is secured rental housing and at least 20% of the residential floor area that is counted in the calculation of the floor space ratio is made available to moderate income households; earning between \$30,000 and \$80,000 per year.

As part of updates to the pilot program approved on XX, new alternate affordability requirements have been added. These changes create a new option in addition to the original affordability

requirements set in 2017 and introduce a mechanism that enables them to adjust over time as rental market conditions, and factors such as renter incomes and Housing Income Limits, change. The updated requirements expand the target income range to include larger moderate income households, including families (with 3 or more persons) earning up to \$100,000 per year.

The updated requirements effective as of XX, and may be applied to new proposals that have not already received rezoning approval as of that date.

Previous Requirements

Targeted Rents in Moderate Income Rental Units (at Project Opening)

Unit Type	Rents
Studio	\$950
1 Bedroom	\$1,200
2 Bedroom	\$1,600
3 Bedroom	\$2,000

Rent rates for any proposed Micro Dwelling units are expected to be lower than the rents for studio units.

Rent escalation in the moderate income units will be capped at the BC Residential Tenancy Act annual allowable increase, regardless of turnover.

Updated Requirements Applicable Following XX 2021

Targeted Rents in Moderate Income Rental Units (at Project Opening)

- Starting average rents by unit type shall not exceed a rate that is 10% less than the average rents by unit type for the City of Vancouver (zones 1-10) as published by the Canada Mortgage and Housing Corporation (CMHC) with the most recent Rental Market Report. Targeting a deeper level of affordability in a portion of the moderate income units is encouraged where possible.

Example Maximum Average Starting Moderate Income Rents (2021)

Unit Type	CMHC Average Market Rent (Rental Market Report – January 2021)	Rents
Studio	\$1,308	\$1,177
1 Bedroom	\$1,515	\$1,364
2 Bedroom	\$2,089	\$1,880
3 Bedroom	\$2,686	\$2,417

- For projects exceeding 14 storeys and large developments (on sites $\geq 8,000$ sq. m or that contain $\geq 45,000$ sq. m of new floor area), starting average rents by unit type shall not exceed a rate that is 20% less than the average rents by unit type for the City of Vancouver (zones 1-10) as published by the Canada Mortgage and Housing Corporation (CMHC) in conjunction with the most recent Rental Market Report. Securing a deeper level of affordability in a portion of the moderate income rental units is expected to ensure a greater proportion are affordable to households with annual incomes between \$30,000 and \$50,000 (e.g. the overall 20% discount may be achieved by securing 10% of the moderate income units at a 30% discount and another 10% at a 10% discount).

- Starting rents will be secured at the time of Council's approval in principle of rezoning, and may be increased annually until initial occupancy in accordance with the annual maximum increases authorized by the province of British Columbia as per the Residential Tenancy Act.

Rent Escalation After Project Opening

During a tenancy, rent escalation in the moderate income units is capped at the Residential Tenancy Act annual allowable increase. Between tenancies, rents for moderate income units may be re-indexed to the current CMHC average rent by unit type, applying the same discount rate as was secured at the time of initial occupancy.

2b. Requirements for Project Proponents

As a condition of approval, applicants will be required to enter into a Housing Agreement pursuant to section 565.2 of the *Vancouver Charter* including no stratification and no separate sales covenants (and any other legal mechanism deemed necessary by the Director of Legal Services and the ~~General Manager of Arts, Culture, and Community Services Planning, Urban Design and Sustainability~~) with the City of Vancouver to secure the applicable starting rents and the rental units for a term of 60 years or life of the building, whichever is greater.

The Housing Agreement will also include the following requirements for the proponent regarding the operation of the moderate income rental units:

- **The Proponent will Verify Eligibility for New Tenants in Moderate Income Rental Units**
 - For new tenants, household income cannot exceed 4 times the annual rent for the unit (i.e. at least 25% of income is spent on rent).
 - There should be at least one occupant per bedroom in the unit.
- **The Proponent will Verify Eligibility for Existing Tenants in Moderate Income Rental Units**
 - Building operator will test existing tenants to ensure eligibility every 5 years after initial occupancy.
 - For existing tenants, household income cannot exceed 5 times the annual rent for the unit (i.e. at least 20% of income is spent on rent)
 - There should be at least one occupant per bedroom in the unit.
 - If an existing tenant no longer qualifies for their moderate income rental unit, the operator will issue a notice to end tenancy in accordance with the BC Residential Tenancy Act. The notice will take effect 6 months after the date of issuance.
 - Note: in order to support stability of tenure, Provincial regulations allow additional flexibility for operators who meet the definition of a "housing society". The City will consider alternative proposals for ensuring that moderate income units continue to serve targeted households over the long term while ensuring that existing tenants have stability of tenure.
- **The Proponent will Provide an Annual Report to the City of Vancouver on the Operation of the Moderate Income Rental Housing Units**
 - The report will be in a format deemed acceptable by the General Manager of ~~Arts, Culture and Community Services~~ Planning, Urban Design and Sustainability or their designate
 - The report will be designed to ensure that the City can confirm that the building is operating as agreed and will include information on:
 - Rents collected in all units

- Unit turnover and incomes of new tenants
- Updated incomes for households who have occupied the unit for 5 years
- The City may audit the information provided in the annual report.

2c. Unit Mix Guidelines

In order to ensure a variety of unit types in both the market and below market housing units, projects should achieve the following unit mix distribution targets.

Unit Type	% of total
Studios	25%
1 Bedrooms	40%
2 & 3 Bedrooms	35%
Total	100%

The unit type mix in the moderate income units should generally match that of the market rate units. The City encourages the provision of 3-bedroom rental housing units.

2d. Additional Requirements

Tenant Relocation and Protection

Where existing tenants are impacted, comprehensive tenant relocation planning is required in accordance with the Tenant Relocation and Protection Policy.

The Tenant Relocation and Protection Policy was updated in June 2019 to enhance and increase protections for renters in Vancouver. Changes included increased compensation, support and requirements for ongoing notice and communication, and an extension of the policy coverage to secondary rental housing (e.g. rented houses, secondary suites, etc.) in some circumstances where there is a proposal for a new multiple dwelling.

Housing for Families

The City's Family Room: Housing Mix Policy for Rezoning Projects policy requires that at least 35% of units in secured market rental housing projects have 2 or more bedrooms.

This requirement for 35% family units will apply to projects that include at least 20% of the residential floor area that is counted in the calculation of the floor space ratio as moderate income rental housing and the unit type mix in the moderate income units will need to match that of the market rate units.

3. Available Incentives

3a. Development Cost Levy (DCL) Waivers

The City of Vancouver's Rental Incentive Programs Administration Bulletin includes a detailed description of the criteria that must be met in order for a secured rental housing project to be eligible for a DCL Waiver.

Projects will be eligible for a DCL waiver provided they meet the requirements of the DCL by-laws. Updates to the DCL by-laws approved by Council on November 26, 2019 enable projects where 100% of the residential floor area is secured rental and at least 20% of the residential

floor area that is counted in the calculation of the floor space ratio is secured at the starting rents applicable to moderate income rental housing that applied prior to xx to qualify for a waiver of City-wide and Area-specific development cost levies. For projects securing starting rents at the updated rates as of XX, average rents across all units will need to be evaluated.

3b. Senior Government Programs to Support Rental Housing Construction

Government of BC Programs

The BC Housing Community Partnership Initiative provides financing to support the creation of affordable housing for low and moderate income households in communities across British Columbia. The following financing streams may be available to support proposals that include moderate income rental housing.

Interim Construction Financing – available to both for profit and non-profit developers

BC Housing can provide interim construction financing for the development of affordable housing which includes new construction and the purchase of existing buildings to preserve affordability. Interim financing may be approved up to 100% of the construction cost to complete the affordable housing portion of the project.

Take-out Financing – available to non-profit developers

BC Housing may also help eligible non-profit housing partners obtain take-out financing. BC Housing will make arrangements with a large number of approved lenders to obtain low interest rates and favourable terms through a competitive tender and selection process conducted and approved by BC Housing. All approved BC Housing take-out loans will have low cost Canada Mortgage and Housing Corporation (CMHC) loan insurance. This stream of financing is only available to non-profit developers.

Additional details including eligibility criteria are available on the BC Housing website.

Government of Canada Programs

Interested proponents are encouraged to review the following CMHC programs that may be available to assist with project viability:

- [Rental Construction Financing Initiative](#)
- [Seed Funding Program](#)
- [Mortgage Loan Insurance](#)

3c. City of Vancouver Capital Grants for Non-Profit Developers

The City provides capital grants to improve the viability and/or the enhance affordability of social housing developments that meet the definition of “social housing”, as outlined in the City of Vancouver’s Zoning and Development By-law. Eligibility information (including affordability levels) and application forms are available by contacting affordable housing projects staff at: housing@vancouver.ca.

3d. Parking Requirement Reductions

The City of Vancouver’s Parking By-Law outlines the reductions to parking requirements that can be considered for projects that provide “Secured Market Rental Housing.”

In order to encourage the construction of projects that include moderate income rentals, the City may consider additional parking reductions in excess of those described in the Transportation Demand Management for Developments in Vancouver Administrative Bulletin (the TDM

Bulletin). For moderate income rental units only, the allowable reductions for transit accessibility are as follows:

- For sites with Transit Accessibility Level A, the minimum parking requirement can be reduced by an additional 10%
- For sites with Transit Accessibility Level B, the minimum parking requirement can be reduced by an additional 5%

Additional parking reductions may also be achieved through a Transportation Demand Management (TDM) Plan. Interested proponents should refer to the TDM bulletin and worksheets.

The amount of parking that is provided will be discussed with the proponent during the enquiry stage.

3e. Relaxation of Minimum Unit Size and Configuration Requirements

As an incentive to encourage construction of moderate income rental housing, the Director of Planning may relax minimum unit size and configuration requirements in the moderate income units. Potential relaxations in unit size (e.g. micro dwellings) and configurations (e.g. in board bedrooms) may be considered where permitted by the Zoning and Development By-law and subject to evaluation of livability and design performance.

Proposals that include dwelling units that are less than 398 sq. ft., including Micro Dwellings (as defined in the Zoning and Development By-law), will need to be in appropriate locations and should include building design features to support livability in the smaller units (e.g. balconies on the smaller units and enhanced common amenity space(s) in the building).

3f. Expedited Processing

Proposals that meet the requirements of the Moderate Income Rental Housing Pilot Program will be prioritized for expedited processing by City staff.

3g. Additional Floor Area

The City of Vancouver's Secured Rental Policy provides the opportunity for additional floor area for projects that deliver 100% of residential floor area as secured rental housing. The table below identifies areas of the City where additional height and density may be considered for rental projects that include at least 20% of the residential floor area that is counted in the calculation of the floor space ratio as moderate income rental housing.

General Guidelines for Additional Height and Density

	100% Secured Market Rental	<u>Additional</u> Height and Density for Projects that Include at Least 20% of Residential Floor Area as Moderate Income Rental Housing
C-1	Generally consider C-2 form	As of XX 2021, no additional proposals in C-1 will be considered Over 4 and up to 6 storeys on arterial streets.
C-2, C-2B, C-2C & C-2C1	Up to 6 storeys	Over 6 and up to 14 storeys at arterial intersections.
C-3A	Consider additional density; adhere to existing height limits	As of XX 2021, no additional proposals in C-3A will be considered

	and generally to guidelines	Supportable height and density will vary depending on the site.
MC-1	Consider modest increases in height and density	Over 6 and up to 14 storeys at arterial intersections.
CD-1	Consider redevelopment of sites with no existing rental housing	Consider redevelopment of a limited number of highly underutilized sites (e.g. <0.75 FSR) with a low number of existing tenants. Supportable height and density will vary depending on the site.
RM zones	Consider redevelopment of sites with no existing rental housing	Consider redevelopment of a limited number of highly underutilized sites with a low number of existing tenants – buildings with a maximum of 3 existing rental units. Up to 6 storeys on arterials. Consider higher forms at arterial intersections. On larger sites off-arterials, consider up to 6 storeys where appropriate.
RT zones	Refer to the Secured Rental Policy for eligibility	As of XX 2021, no additional proposals in RS or RT zones will be considered
RS zones		Over 4 and up to 6 storeys on arterials. Consider higher forms at arterial intersections. On larger sites off-arterials, consider up to 6 storeys where appropriate.
Downtown District ODP (excluding areas A, B, C1, F, K1, K2 & K3)	Consider development sites which allow for residential density where there are no conflicts with existing policies for social housing (e.g. the density bonus for social housing for small sites in the Downtown South). Consider additional density appropriate to context; adhere to existing height policies and limits.	
Large developments	For large developments (on sites ≥8,000 sq. m or that contain ≥45,000 sq. m of new floor area) in zones that qualify as per this table, supportable height and density will vary depending on the site.	

Additional Considerations:

- Projects must consider and respect transitions to surrounding areas and homes.
- Neighbourhood context is an important consideration. In single family and duplex areas, projects in areas with existing precedents for higher buildings will be considered more appropriate locations for additional height and density.
- Policy direction in plan areas must be respected (e.g. Marpole, DTES, West End, Grandview-Woodland, Joyce Station Area, Cambie Corridor, Oakridge Transit Centre, and Broadway).
- Where existing zoning or street context supports provision of ground floor retail space, proposals should include ground floor retail.
- Proposals for projects in areas not identified in the table above will not be considered. In particular, sites not identified as General Urban in the Regional Context Statement ODP cannot be considered.

Appendix F: Employment Lands and Economy Review Implementation: Priority Actions to Enhance Support for Businesses in Vancouver

Introduction to Initiative

On October 22, 2020, Council received the Phase 2 report of the Employment Lands and Economy Review that contained three key components:

1. Update on Emergency Response & Ongoing Support for Businesses
2. Emerging Directions for Consideration Through the Vancouver Plan Process
3. Priority Actions to Support Businesses in Vancouver

This appendix provides an update on the status of work completed to date on item three above, priority actions to support businesses in Vancouver.

Summary of Initiative / Specific Actions

The Phase 2 Report of the ELER identified 10 priority actions to support businesses in Vancouver. There is a description of each initiative and implementation status is provided in Table 1 below.

Table 1. Implementation Status of Oct. 2020 Identified ELER Priority Actions

Action	Status
11. Zoning Amendments to Support Artist Studios in Industrial Zones	Completed
12. Zoning Amendments to Support Neighbourhood Grocery Stores in Residential Zones	Completed
13. Zoning Amendments to Increase Flexibility of Ground Floor Uses in the DTES	Completed
14. Zoning Amendments to Support Intensive Industrial and Office Uses in the Mount Pleasant Industrial Area	Completed
15. Parking By-Law Amendments to Speed Development Approvals	Completed
16. Review policies for intensification of job space in key Areas	In Progress
17. Zoning Amendments to Support Home Based Businesses	In Progress
18. Approved Occupancy Database	On Hold
19. Actions to Mitigate Impacts of Redevelopment on Commercial Tenants	In Progress
20. Continuation of Business Support Activities	Ongoing

Alignment with Vancouver Plan

The above actions are considered to be quick-start actions under the Vancouver Plan as they are aligned with the City's long-term economic objectives and are supported by ongoing engagement. The implementation of ELER priority actions advance Goal #6 of the Vancouver Plan: Support a Diverse and Healthy Economy.

Initiative Specific Engagement Results

The Employment Lands and Economy Review planning process employed a comprehensive approach to stakeholder engagement. A total of 7400+ engagement contacts were made over the course of the entire project (Jan. 2019 – Sept. 2020). Engagement included an External Advisory Group with representatives from every economic sector in the city. Policy and action idea development also benefitted from workshops with local academic experts specializing in economics, regional economic policy, urban geography and community economic development.

On October 22, 2021, Council received the Phase 2 report of the Employment Lands and Economy Review and directed staff to continue working with community stakeholders, the public and key partners to refine and expand the directions through the Vancouver Plan process. The Phase 2 report included the following:

1. Directions to support a diverse and resilient local economy, equity and opportunities for all of Vancouver's workers
2. Directions to support economic recovery and long term resilience of small businesses and retail-commercial areas
3. Directions to encourage the balanced intensification of industrial lands
4. Directions to identify opportunities for augmenting capacity for office and hotel development in key areas over the long term

Timeline and Process

Upcoming milestones for the in-progress ELER priority actions are described in Table 2 below.

Table 2: Upcoming Milestones for In Progress ELER Priority Actions

Action	Upcoming Milestones
1. Neighbourhood Grocery Stores (and other small-scale neighbourhood-serving enterprises) - (Phase 2)	Stakeholder and community engagement will start in Summer 2021, and include focus groups with key stakeholders, a community survey to test options to support existing and new businesses, and other best practices research. Work will be aligned with relevant aspects of the Complete Neighbourhoods/ Climate Emergency Action Plan/ Vancouver Plan processes.
2. Review policies for intensification of job space in key areas	Policies are being reviewed through the Marine Landing Review (to Council in Q3 2021) and the Broadway Plan (to Council in Q4 2021).
3. Zoning Amendments to Support Home Based Businesses	It is anticipated that home based business will be an important theme for upcoming Vancouver Plan engagements. Staff anticipate reporting back to Council in 2022.
4. Approved Occupancy Database	Work on this initiative has been paused to ensure alignment with prioritized work to clear the development permit backlog.
5. Actions to Mitigate Impacts of Redevelopment on Commercial Tenants	Staff will convene stakeholder engagement on this topic in Q4 2021, and displacement will be a major theme for upcoming Vancouver Plan

	engagements. Staff anticipate reporting back to Council in 2022.
6. Continue and Enhance Business Supports and BIA Support Activities	Staff continue to support the ongoing operations of the business communication and support office.

Appendix G: Employment Lands and Economy Review Implementation: Industrial Area Modernization and Intensification Framework

Introduction to Initiative

On October 22, 2020, Council received the Phase 2 report of the Employment Lands and Economy Review (ELER) and directed staff to continue working with community stakeholders, the public and key partners to refine and expand the directions through the Vancouver Plan process.

The Phase 2 report contained four Emerging Directions related to the future of Vancouver's Industrial Areas:

1. Protect Industrial Lands for Employment Use
2. Enable Balanced Industrial Intensification
3. Facilitate the Right Users in the Right Spaces
4. Monitor, Report and Coordinate Industrial Change

Implementation of these directions requires a comprehensive approach that considers the current conditions and evolving future roles of Vancouver's industrial areas. This appendix describes the policy framework that staff will bring forward for Council consideration prior to area-specific by-law amendments to facilitate implementation.

Summary of Initiative / Specific Actions

The policy framework for modernizing and intensifying Vancouver's industrial areas will include the following components for Council consideration and endorsement:

- A review of the forecast demand for industrial space in Vancouver
- A review of existing zoning and market trends in Vancouver's industrial areas
- A proposed sub-area specific approach for accommodating future demand in Vancouver's industrial areas and policy amendments needed in order to accommodate anticipated change and development in each sub-area
- A workplan and timeline for next steps, including approach to ongoing stakeholder engagement.

Alignment with Vancouver Plan

The framework for modernizing and intensifying Vancouver's industrial areas is considered to be a quick-start action under the Vancouver Plan as it is aligned with the City's long-term economic objectives and is supported by ongoing engagement. The implementation of this action advances Goal #6 of the Vancouver Plan: Support a Diverse and Healthy Economy.

Initiative Specific Engagement Results

Through the ELER, staff engaged with industrial business operators as well as developers and brokers of industrial space. In general, most stakeholders appreciate the need for a balanced approach to intensification that ensures space in the city for both production,

distribution and repair uses as well as technology-driven industrial and related uses. Staff will continue to engage with business operators and other industry experts on industrial area roles and policy changes that serve to achieve this balanced approach to modernization and intensification.

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.

Appendix H: Employment Lands and Economy Review Implementation: Policy Framework for Regulating Self Storage in Industrial Areas

Introduction to Initiative

In July 2019, as part of a comprehensive Council Motion on Accelerating Action on Industrial Affordability, Council directed staff to investigate options for regulating uses with low job intensity such as self-storage in industrial areas.

Through research work and engagement with the self-storage industry completed as part of the Employment Lands and Economy Review (ELER), staff have confirmed the potential risks that stand-alone self-storage projects pose to intensification in Vancouver's industrial areas while considering where these services are needed by individuals and businesses to provide flexible and accessible spaces. The need to bring forward some appropriate restrictions to this use as a Quick Start Action concurrent to the Vancouver Plan is clear.

This appendix describes the emerging approach for regulating self-storage uses in industrial areas and timing for next-steps.

Summary of Initiative / Specific Actions

Both the City and Metro Vancouver have recently completed policy studies that confirm the need for intensification in Vancouver's industrial areas. Stand-alone self-storage facilities pose a risk to intensification goals as they often result in very low employment density. Currently, there are two recently constructed facilities in Vancouver and eight more facilities are in the development pipeline. Through the ELER engagement, industry experts have advised that the market demand for self-storage facilities is likely to continue. The region's demographics and dense urban form creates the need for the flexibility and access that the service provides to individuals and businesses. In addition, the region also has a much lower self-storage to population ratio than other markets across North America.

Given these trends, and recognizing the important needs that self-storage businesses are meeting for both residents and commerce, staff recommended a balanced approach to regulating self-storage in Vancouver's industrial areas. The emerging policy framework for regulating self-storage in industrial areas will:

- Continue to allow storage warehouse uses for business
- Restrict self-storage uses to upper floors in industrial areas
- Remove self-storage as a permitted use in close proximity to SkyTrain Stations

Alignment with Vancouver Plan

The above action is considered to be a quick-start action under the Vancouver Plan as it is aligned with the City's long-term economic objectives and is supported by ongoing engagement. The implementation of this action advances Goal #6 of the Vancouver Plan: Support a Diverse and Healthy Economy.

Initiative Specific Engagement Results

Through the ELER, staff engaged with industrial business operators, industrial real estate professionals and self-storage industry representatives. Feedback received regarding self-storage in industrial areas included:

- Recognition of the important role that self-storage businesses play in a city like Vancouver and the potential for continued demand to increase the amount of space allocated to this use.
- Recognition that Vancouver should look at ways to enable balanced intensification of industrial areas.
- Concerns about potential displacement of existing industrial businesses by self storage facilities.
- Concern about the low employment intensity of self-storage businesses in certain locations such as near rapid transit.

Staff will continue to engage with stakeholders as the policy framework for the regulation of self-storage is refined prior to implementation.

Timeline and Process

Following additional engagement, staff will report back to Council in Q1 2022 with recommended by-law changes.