



REPORT TO COUNCIL

STANDING COMMITTEE OF COUNCIL ON POLICY AND STRATEGIC PRIORITIES

MARCH 2, 2022

A meeting of the Standing Committee of Council on Policy and Strategic Priorities was held on Wednesday, March 2, 2022, at 9:31 am, in the Council Chamber, Third Floor, City Hall. This Council meeting was convened by electronic means as authorized under the Part 14 of the *Procedure By-law*.

PRESENT:

- Councillor Adriane Carr, Chair
- Mayor Kennedy Stewart*
- Councillor Rebecca Bligh* (Leave of Absence for civic business from 12 pm to 2 pm)
- Councillor Christine Boyle* (Leave of Absence for civic business from 2:45 pm to 5 pm)
- Councillor Melissa De Genova
- Councillor Lisa Dominato*
- Councillor Pete Fry
- Councillor Colleen Hardwick
- Councillor Sarah Kirby-Yung, Vice-Chair
- Councillor Jean Swanson*
- Councillor Michael Wiebe

CITY MANAGER'S OFFICE: Paul Mochrie, City Manager

CITY CLERK'S OFFICE: Lesley Matthews, Chief, External Relations and Protocol
Irina Dragnea, Meeting Coordinator

* Denotes absence for a portion of the meeting.

WELCOME

The Chair acknowledged we are on the unceded homelands of the Musqueam, Squamish, and Tsleil-Waututh People. We thank them for having cared for this land and look forward to working with them in partnership as we continue to build this great city together.

The Chair also recognized the immense contributions of the City of Vancouver's staff who work hard every day to help make our city an incredible place to live, work, and play.

MATTERS ADOPTED ON CONSENT

MOVED by Councillor De Genova

THAT Council adopt Items 3, on consent.

CARRIED UNANIMOUSLY
(Councillor Dominato absent for the vote)

**1. Revisiting the City's Single-Use Beverage Cup Fee Policy
February 18, 2022**

Albert Shames, Director, Solid Waste Management and Green Operations, Engineering Services, provided a presentation and along with Andrea McKenzie, Civil Engineer, Engineering Services, Monica Kosmak, Project Manager, Solid Waste Strategic Services, Engineering Services, and Grant Murray, Assistant Director, Administration, Legal Services, responded to questions.

* * * * *

At 10 am, during questions to staff, it was

MOVED by Councillor De Genova

THAT the Committee be permitted to ask an additional round of questions to staff.

CARRIED UNANIMOUSLY

Subsequently, at 10:55 am, it was

MOVED by Councillor Kirby-Yung

THAT the Committee suspend the rules of the Procedure By-law in order to be permitted to ask an additional round of questions to staff.

*CARRIED UNANIMOUSLY AND
BY THE REQUIRED MAJORITY*

During the hearing of speakers, the Committee recessed at 12 pm and reconvened at 1:04 pm.

* * * * *

The Committee heard from five speakers in support and three speakers in opposition of the report recommendations.

MOVED by Councillor Wiebe

THAT the Committee recommend to Council

- A. THAT Council approve, in principle, regulation to take effect on March 29, 2022, that exempts drinks provided at no cost to the customer from the cup fee requirement, including, but not limited to, free drink vouchers, monetary gift vouchers, free drinking water and food vendors' points or rewards programs;

FURTHER THAT Council instruct the Director of Legal Services to bring forward for enactment the necessary by-laws on March 29, 2022.

- B. THAT Council direct staff to work with non-profits, social enterprises, low-cost neighbourhood businesses and other organizations that deliver services to people disproportionately affected by income inequality, in 2022 to:

- i. support the development and expansion of low barrier cup-share programs that can be accessed by people experiencing poverty or living with low incomes, and raise awareness on how to access low barrier cup-share programs; and
 - ii. identify additional options for addressing inequity in the cup by-law, including support programs and other possible by-law amendments, and direct staff to use the City's Equity Framework to assess and recommend actions.
- C. THAT Council approve, in principle, by-law amendments that require food vendors to accept a customer's reusable cup for in-store orders beginning July 1, 2022;
- FURTHER THAT Council instruct the Director of Legal Services to prepare proposed amendments to the License By-law to be included in a report back to Council before July 2022.
- D. THAT Council direct staff to report back within 18 months with potential options for requiring businesses to provide reusable cups for drinks ordered to-stay and to participate in a reusable cup-share program for to-go drinks, including recommendations for timing.

carried

* * * * *

The Committee recessed at 2:01 pm and reconvened at 2:19 pm.

* * * * *

AMENDMENT MOVED by Councillor Bligh

THAT A be deleted and replaced with the following:

THAT Council instruct the Director of Legal Services to prepare amendments to the License By-law No. 4450 and the Ticket Offences By-law No. 9360 to repeal those sections (enacted by Council on January 21, 2020) regarding single-use beverage cups including removal of the \$0.25 cup fee, as well as any associated by-law amendments regarding single-use beverage cups;

FURTHER THAT Council direct staff to move forward with public educational initiatives, including education around the benefit to consumers of bringing their own reusable cups and education on the impact single-use beverage cups have on the environment, e.g., the number of single-use cups distributed in Vancouver annually;

AND FURTHER THAT Council resolve to work with our provincial and federal counterparts to facilitate and enable prompt, coordinated action on single-use items toward comprehensive regional, provincial, and national strategies and actions;

FURTHER THAT B(ii) be deleted;

FURTHER THAT C be deleted and replaced with the following:

THAT Council direct staff to work with industry to encourage vendors to promote and accept customer's reusable cups;

AND FURTHER THAT D be amended by deleting the word "requiring" and replacing it with the word "encouraging".

* * * * *

During debate on the amendment above, the Committee recessed at 2:27 pm and reconvened at 2:37 pm.

* * * * *

Prior to the vote, the Committee agreed to separate the components of the amendment, with amendments to A having LOST (Vote No. 08157) with Councillors Boyle, Carr, Fry, Hardwick, Swanson, Wiebe, and Mayor Stewart opposed, and amendments to B, C, and D, having LOST (Vote No. 08158) with Councillors Boyle, Carr, Fry, Swanson, Wiebe, and Mayor Stewart opposed.

The amendment not having carried, the motion was put and CARRIED (Vote No. 08159) with Councillors Bligh, De Genova, Dominato, Hardwick, and Kirby-Yung opposed.

2. Better Together: Neighbourhood Collective Action Pilot January 31, 2022

Celine Mauboules, Managing Director, Housing and Homelessness Services, Arts, Culture and Community Services, provided opening remarks, followed by a presentation by Bruk Melles, Director, Homelessness Services, Arts, Culture and Community Services. Celine Mauboules and along with Bruke Melles, Andrea Jung, Social Planner, Homelessness Services, Arts, Culture and Community Services, and Sandra Singh, General Manager, Arts, Culture and Community Services, responded to questions.

The Committee heard from one speaker in support and one speaker who spoke to other aspects and provided comments on the report recommendations.

MOVED by Councillor Wiebe

THAT the Committee recommend to Council

- A. THAT Council approve the implementation of the Better Together: Neighbourhood Collective Action Pilot from March 2022, to December 2023, in the neighbourhoods of Downtown South, Mount Pleasant, and Olympic Village (the "Pilot Neighbourhoods") as described in the Report dated January 31, 2022, entitled "Better Together: Neighbourhood Collective Action Pilot".
- B. THAT Council approves a grant of \$140,000 to the Homelessness Services Association of BC (HSABC) for the purpose of coordinating with appropriate agencies to provide education and training to community members in the Pilot

Neighbourhoods on the impacts of trauma, colonialism, racism, gender based violence, poverty, and unsheltered homelessness and that Council deems HSABC to be an organization that is contributing to the health or welfare of Vancouver under Section 206(1)(j) of the *Vancouver Charter*.

- C. THAT Council approves a grant of \$300,000 to Eastside Movement for Business and Economic Renewal Society, which is a charity registered with the Canada Revenue Agency, for the purpose of providing a peer-based community stewardship program in the Pilot Neighbourhoods and to support low-barrier employment opportunities, neighbourhood and resident engagement, and enhanced liaison with businesses.
- D. THAT Council authorizes the General Manager of Arts, Culture and Community Services (“GM of ACCS”) (or their designate) to negotiate and execute agreements to disburse the grants described in B and C above on the terms and conditions that are set out in this report or such other terms and conditions that are satisfactory to the GM of ACCS and the Director of Legal Services.
- E. THAT no legal rights or obligations will arise or be created by Council’s adoption of A through D above unless and until all legal documentation has been executed and delivered by the respective parties.

CARRIED UNANIMOUSLY WITH B AND C BY
THE REQUIRED MAJORITY (Vote No. 08160)
(Mayor Stewart absent for the vote)

**3. Approval of Commercial Drive Business Improvement Area (BIA) Renewal 2022
February 4, 2022**

THAT the Committee recommend to Council

THAT Council approve the application of the Commercial Drive Business Society (CDBS) as described in the Report dated February 4, 2022, entitled “Approval of Commercial Drive Business Improvement Area (BIA) Renewal 2022”;

FURTHER THAT Council instruct the Director of Legal Services, in consultation with the Director of Planning, Urban Design and Sustainability, to bring forward by-laws to re-establish the Commercial Drive BIA, to establish a new funding ceiling, and to remit monies for the business promotion scheme.

ADOPTED ON CONSENT (Vote No. 08169)
(Councillor Dominato absent for the vote)

**4. Quarterly Capital Budget Adjustments and Closeouts
February 24, 2022**

Colin Knight, Director, City-wide Financial Planning and Analysis, Finance, Risk and Supply Chain Management, and along with Paul Mochrie, City Manager, responded to questions.

MOVED by Councillor Hardwick
THAT the Committee recommend to Council

- A. THAT Council approve capital budget and funding adjustments as outlined in Appendix 2 of the Report dated February 24, 2022, entitled “Quarterly Capital Budget Adjustments and Closeouts”, and in Appendix 2 of the same report, which will result in:
 - a. An increase of \$9.8 million to the 2019-2022 Capital Plan;
 - b. An increase of \$10.0 million to the Multi-Year Capital Project Budgets; and
 - c. No change to the current Citywide overall 2022 Capital Expenditure Budget.
- B. THAT Council approve the varying of borrowing authority for \$2.0 million in the 2019-2022 Capital Plan for “3 Replacement of existing community facilities and Civic Facilities” from “3B. Civic Facilities” to “3A. Community Facilities”. As a result of an additional external funding allocation to Civic facilities (Fire Hall 12 Seismic Upgrades), funding in this category is available that would be reallocated to support Community Facilities (Archives Relocation project). The variation of borrowing authority requires 2/3 affirmative votes of all Council members.
- C. THAT Council receive for information the budget surpluses or deficits for capital projects included in this closeout that were funded by voter-approved capital funding, as noted in Appendix 3 of the Report dated February 24, 2022, entitled “Quarterly Capital Budget Adjustments and Closeouts”.

CARRIED UNANIMOUSLY WITH B BY
THE REQUIRED MAJORITY (Vote No. 08161)
(Councillors Boyle, Swanson, and Mayor Stewart absent for the vote)

5. Protecting BC Coasts From Acidic Washwater Dumping (Member’s Motion B.3)

At the Council meeting on March 1, 2022, Council referred the following motion to the Standing Committee on Policy and Strategic Priorities meeting on March 2, 2022, in order to hear from speakers, followed by debate and decision.

The Committee heard from one speaker in support of the motion.

MOVED by Councillor Fry
THAT the Committee recommend to Council

WHEREAS

1. In order to mitigate sulphur air pollution from burning heavy oil, the maritime shipping industry employs Exhaust Gas Cleaning Systems (scrubbers) which result in a washwater solution of concentrated acidic sulphates, metals, and other toxins. Cruise, cargo, and other vessel traffic in Canadian jurisdiction annually discharge tens of millions tonnes of this acidic washwater directly into BC’s Coastal waters;

2. Globally, the issue of scrubber discharge¹ is a growing concern. The International Council on Clean Transportation report of April 29, 2021,² makes clear that scrubber effluent creates pollution that causes harm to the ocean, both locally and on an international scale. That same report found that Vancouver was the fourth most dumped upon port globally;
3. Ocean acidification is of major concern to coastal communities, particularly those coastal communities encouraging shellfish harvesting, aquaculture, tourism, and commercial and recreational fisheries. Worldwide, authorities have variously banned or are moving to limit the dumping of scrubber wash in coastal waters. On the Pacific Coast of North America, California and Washington^{3,4} have implemented stricter protections, and on March 1, 2022, the Vancouver Fraser Port Authority⁵ intend to introduce phase one (of three) of new exhaust gas cleaning systems wash water discharge requirements within its jurisdiction after conclusive findings showed negative effects on aqualife and concentrations of metals that exceeded thresholds;
4. Pacific Canada is one of the most diverse and productive marine environments in the world. The Province of British Columbia has recently committed⁶ to develop a new coastal marine strategy – in cooperation with the federal government, Indigenous peoples, and coastal communities – to provide a blueprint for future stewardship, economic resilience and management of our coastal waters;
5. In January 2022, Vancouver City Council affirmed support for the Year of the Salish Sea and recognized that “the Salish Sea is witnessing devastating biodiversity loss, namely the risk of extinction of over 100 species of birds, fish, invertebrates, mammals, and key species including Salmon and the Southern Resident Killer Whales.”⁷

THEREFORE BE IT RESOLVED

- A. THAT the following resolution be submitted to the LMLGA and UBCM for consideration at their respective policy conventions:

WHEREAS in order to mitigate sulphur air pollution from burning heavy oil, the maritime shipping industry employs exhaust gas cleaning systems (scrubbers) which result in a solution of concentrated acidic sulphates, metals, and other toxins. Cruise and cargo vessel traffic in Canadian jurisdiction annually discharge tens of millions tonnes of this acidic washwater directly into BC’s Coastal waters;

AND WHEREAS ocean acidification is of major concern to coastal communities, particularly those coastal communities encouraging shellfish harvesting, aquaculture, tourism, and commercial and recreational fisheries. Worldwide, authorities have variously banned or are moving to limit the dumping of scrubber wash in coastal waters. On the Pacific Coast of North America, California and Washington have implemented stricter protections, and on March 1st, 2022 the Vancouver Fraser Port Authority will introduce phase one (of three) of new exhaust gas cleaning systems washwater discharge requirements in its jurisdiction after conclusive findings showed negative effects on aqualife and concentrations of metals that exceeded safe thresholds:

THEREFORE BE IT RESOLVED THAT UBCM request the BC government commit to advocate to the federal government on the issue of exhaust gas cleaning systems' acidic wastewater discharge, as part of a comprehensive BC Coastal Marine Strategy; pushing for stronger environmental protections, in line with thriving cruise and cargo waters of our US neighbours, to include preventative measures to stop scrubber dumping from ships and require cleaner fuels be used.

- B. THAT Council send a letter directly to the Minister of Transport, the honourable Omar Alghabra, asking Transport Canada to take action on dumping from vessels including exhaust gas cleaning systems effluent and washwater dumping as part of any plan to encourage growth and increase numbers of large vessels transiting through or coming to Canadian jurisdiction.
- C. THAT Council send a letter directly to the Vancouver Fraser Port Authority in support of their new exhaust gas cleaning systems washwater discharge requirements, and in encouragement of the Port's transition to greening the industry through shore power, rolling truck age program and further strengthened regulations to include all washwater discharge and eventually prohibiting the use of scrubbers.

BACKGROUND

1. International Council for the Exploration of the Sea Viewpoint on Scrubber Discharges and the dangers they pose to marine ecosystems, including plankton mortality: <https://www.ices.dk/news-and-events/news-archive/news/Pages/ViewpointSSDW.aspx>
2. ICCT report: <https://theicct.org/publication/global-scrubber-washwater-discharges-under-imos-2020-fuel-sulfur-limit/>
3. Media coverage of Port of Seattle and Washington State Department of Ecology temporary pause on scrubber discharges: <https://shipandbunker.com/news/am/930278-washington-state-proposes-temporary-puget-sound-scrubber-discharge-ban> [shipandbunker.com]
4. Washington State decision that Scrubber Washwater does not meet water quality standards for acidity or metals: https://www.ezview.wa.gov/Portals/_1962/Documents/CruiseShip/2018%20Annual%20Meeting%20Presentation%20EGCS%204-2-19%20updated%20data.pdf
5. <https://www.portvancouver.com/wp-content/uploads/2021/11/2021-11-24-Notice-of-Amendment-Port-Information-Guide.pdf>
6. Marine Plan Partnership for the North Pacific Coast (MaPP) <http://mappocean.org/>
7. Year of the Salish Sea: <https://council.vancouver.ca/20220125/documents/b8.pdf>

CARRIED UNANIMOUSLY (Vote No. 08162)
(Councillors Boyle, Swanson, and Mayor Stewart absent for the vote)

6. The Unintended Consequences of Recent Policy Changes to DCL Waivers on Affordable Housing (Member's Motion B.7)

At the Council meeting on March 1, 2022, Council referred the following motion to the Standing Committee on Policy and Strategic Priorities meeting on March 2, 2022, in order to hear from speakers, followed by debate and decision.

The Committee heard from two speakers in support of the motion.

MOVED by Councillor Hardwick
THAT the Committee recommend to Council

WHEREAS

1. The Development Cost Levy (DCL) Waiver was implemented in City of Vancouver policy to incentivize secured market rental projects that include levels of affordability below market. In July 2018 Council approved the Utilities Development Cost Levy (UDCL) Waiver that came into effect in September 2018. Eligible projects that obtained a building permit before September 30, 2021, were granted extensions;
2. The Housing Vancouver Strategy includes the target of 20,000 new secured rental units over ten years (by 2027);
3. The 'Below Market Rental Housing Policy for Rezonings' was approved by Council on November 26, 2019, and states:

"After three years of monitoring, the City is not achieving the annual targets set out in Housing Vancouver for new secured rental housing affordable to households earning \$80,000 per year and below. Concurrently, Vancouver's purpose-built rental vacancy rate has been less than 1 percent since 2014 while the proportion of renter households in Vancouver continues to rise, resulting in more renters competing for a limited number of rental units."
4. Recent changes to the DCL bylaw eliminated previous waivers. Projects with applications submitted before September 30, 2020, were to be provided in-stream rate protection and the UDCL waiver, but only if they were granted a Building Permit by September 30, 2021;
5. Many projects in compliance with the Rental 100 policy received regulatory approval from Council before September 2020. Pro formas were calculated, including DCL waivers applicable at the time of application. Housing Agreements between the applicant and the City of Vancouver were negotiated conditional to DCL waivers;
6. A total of thirteen projects were eligible for in-stream rate protection if eligible for a building permit by the deadline of September 30, 2021. Staff have confirmed of the thirteen, four projects, each approved by Council for thirty-fifty units of secured market rental, were close to eligibility but did not meet the deadline;
7. Levels of affordability were secured with Housing Agreements for the thirteen projects in exchange for a DCL or UDCL waiver. Non-market rental units

previously approved in Housing Agreements will no longer apply without the DCL waiver. The result will be market rental for all units in each of these projects; and

8. Without the DCL/UDCL waiver, some projects may not be viable and may be abandoned by applicants, affecting the overall overcomes of delivering secured-rental in the Housing Vancouver Strategy.

THEREFORE BE IT RESOLVED

- A. THAT Council direct staff to explore and establish criteria and bring recommendations to Council with options to amend the Development Cost Levy (DCL) waiver to provide a mechanism to provide incentives, including but not limited to DCL waivers, that will protect the levels of affordability negotiated in the Rental 100 projects that Council approved, yet did not meet the deadlines for in-stream rate protection;

FURTHER THAT staff report back to Council with these recommendations before the end of April 2022.

- B. THAT Council direct staff to provide metrics on how the changes to the housing agreements in the absence of these waivers will affect the number and affordability of units projected in the Housing Vancouver Strategy.

amended

AMENDMENT MOVED by Councillor Fry

THAT A be amended by inserting the words “for the thirteen projects”, after the word “waiver”;

FURTHER THAT A be amended by deleting the second clause;

AND FURTHER THAT B be deleted.

CARRIED (Vote No. 08163)
(Councillor Kirby-Yung opposed)
(Councillors Boyle, Swanson, and Mayor Stewart absent for the vote)

The amendment having carried, the motion as amended was put and CARRIED UNANIMOUSLY (Vote No. 08164) with Councillor Hardwick abstaining from the vote and Councillors Boyle, Swanson, and Mayor Stewart absent for the vote.

FINAL MOTION AS APPROVED

WHEREAS

1. The Development Cost Levy (DCL) Waiver was implemented in City of Vancouver policy to incentivize secured market rental projects that include levels of affordability below market. In July 2018 Council approved the Utilities Development Cost Levy (UDCL) Waiver that came into effect in September 2018. Eligible projects that obtained a building permit before September 30, 2021, were granted extensions;

2. The Housing Vancouver Strategy includes the target of 20,000 new secured rental units over ten years (by 2027);
3. The 'Below Market Rental Housing Policy for Rezonings' was approved by Council on November 26, 2019, and states:

“After three years of monitoring, the City is not achieving the annual targets set out in Housing Vancouver for new secured rental housing affordable to households earning \$80,000 per year and below. Concurrently, Vancouver’s purpose-built rental vacancy rate has been less than 1 percent since 2014 while the proportion of renter households in Vancouver continues to rise, resulting in more renters competing for a limited number of rental units.”
4. Recent changes to the DCL bylaw eliminated previous waivers. Projects with applications submitted before September 30, 2020, were to be provided in-stream rate protection and the UDCL waiver, but only if they were granted a Building Permit by September 30, 2021;
5. Many projects in compliance with the Rental 100 policy received regulatory approval from Council before September 2020. Pro formas were calculated, including DCL waivers applicable at the time of application. Housing Agreements between the applicant and the City of Vancouver were negotiated conditional to DCL waivers;
6. A total of thirteen projects were eligible for in-stream rate protection if eligible for a building permit by the deadline of September 30, 2021. Staff have confirmed of the thirteen, four projects, each approved by Council for thirty-fifty units of secured market rental, were close to eligibility but did not meet the deadline;
7. Levels of affordability were secured with Housing Agreements for the thirteen projects in exchange for a DCL or UDCL waiver. Non-market rental units previously approved in Housing Agreements will no longer apply without the DCL waiver. The result will be market rental for all units in each of these projects; and
8. Without the DCL/UDCL waiver, some projects may not be viable and may be abandoned by applicants, affecting the overall overcomes of delivering secured-rental in the Housing Vancouver Strategy.

THEREFORE BE IT RESOLVED THAT Council direct staff to explore and establish criteria and bring recommendations to Council with options to amend the Development Cost Levy (DCL) waiver for the thirteen projects to provide a mechanism to provide incentives, including but not limited to DCL waivers, that will protect the levels of affordability negotiated in the Rental 100 projects that Council approved, yet did not meet the deadlines for in-stream rate protection.

* * * * *

At 4:57 pm, during debate on Item 6, it was

MOVED by Councillor De Genova

THAT the Committee meeting be extended past 5 pm in order to complete Item 6, followed by an hour dinner break.

CARRIED UNANIMOUSLY

(Councillors Boyle, Swanson, and Mayor Stewart absent for the vote)

The Committee recessed at 5:07 pm and reconvened at 6:14 pm.

* * * * *

7. Centering Community Facilities and Infrastructure in 2023-2026 Capital Plan (Member's Motion B.8)

At the Council meeting on March 1, 2022, Council referred the following motion to the Standing Committee on Policy and Strategic Priorities meeting on March 2, 2022, in order to hear from speakers, followed by debate and decision.

The Committee heard from two speakers in support of the motion.

MOVED by Councillor Kirby-Yung
THAT the Committee recommend to Council

WHEREAS

1. The City of Vancouver Capital Plan is a four-year financial plan for investments in the City's infrastructure and amenities such as water and sewer pipes, roads, sidewalks, curb cuts, traffic signals and bikeways, community centres and recreational facilities, arts and culture spaces, parks and open spaces, fire halls, and libraries;
2. Vancouver's 2023-2026 Capital Plan is currently being developed and is slated for Council review and approval by July of this year;
3. Vancouver's population is expected to grow by approximately 70,000 people in the next 14 years and 188,000 in the next 39 years;
4. Vancouver has an existing infrastructure deficit that is significant and growing. It includes the need for new and upgraded public-serving community facilities, as well as utility upgrades and replacement of core City infrastructure that is at or nearing the end of its life;
5. Aging infrastructure in the City includes water and sewer pipes that date from 1886 to the early 1960s, as well as community centres and recreational facilities that were built between the 1940s and early 1980s;

6. There is also a need to address disparities between “have” and “have not” neighbourhoods with respect to community and public safety facilities such as community centres, ice rinks, and fire halls;¹
7. There is also a growing demand from residents for improved streets and street safety infrastructure such as pedestrian signals and flashing beacons, bike routes, and lighting that support denser neighbourhoods and safely moving about without the use of a vehicle;
8. Community facilities and infrastructure are key to livability in an increasingly dense and unaffordable city. Vancouver’s pace has fallen behind in renewing existing facilities and delivering new amenities to serve its current population let alone a growing one. For example, it has taken decades to move forward with renewal of the Marpole Community Centre that was built in 1949;
9. Likewise, the Kerrisdale Arena which dates back to 1949 also needs attention, while at the same time the West End Plan amenities remain outstanding, the Hastings Community Centre renewal has been shelved, and newly-established and now populated neighbourhoods like the East Fraser Lands do not have a community centre at all;
10. Significantly, the Gastown Complete Street project to protect this historic neighbourhood and unlock its pedestrian potential has not been moved forward;
11. Recently, in response to a Council motion, staff have begun to quantify the downloading of costs by senior levels of government, including spheres of federal and/or provincial government jurisdictional responsibility such as housing and childcare where the City has stepped in to deliver those services to meet community needs;
12. Vancouver also experiences cost pressures and pressures on City operations due to the impacts of the homelessness and mental health and addictions crises. Without the requisite senior government support, these are rapidly eroding Vancouver’s ability to deliver on civic and community facilities and infrastructure;
13. A recent staff report estimates the shortfall in senior government capital funding due to cuts and/or reductions in funding – or where funding has not kept pace with cost increases – to be in the order of ~\$230.1 million, with an ~\$158 million shortfall that largely pertains to affordable housing needs and an ~\$50 million shortfall in funding support for the City’s Climate Emergency Response;
14. In response to COVID-19 related revenue shortfalls, staff sought and Council approved a reduction of ~\$254 million to the 2019-2022 Capital Plan, as well as an allocation of ~\$65 million of Emerging Priorities funding to support Council priorities on climate emergency response, equity, and resilience. This recalibration of the 2019-2022 Capital Plan was based on a comprehensive review of major programs/projects across all service areas. Projects that were determined could be de-scoped and/or deferred to future capital plans in whole or in part due to the recalibration were largely centred on core infrastructure such as:
 - the installation and/or refurbishment of curb ramps at intersections,
 - the installation of new traffic signals where none currently exist,

- new street lighting,
 - the Gastown Complete Street project,
 - renewal and expansion of the West End community centre,
 - upgrading of existing sewer mains to meet growth-related demands,
 - and projects to ensure water system resilience among many others;²
15. Community facilities and core infrastructure, in addition to being a core civic responsibility, are also climate infrastructure. During extreme weather events due to climate change, the city's community centres become cooling and warming centers and gathering spaces where the community comes together. Aging and unseparated sewer pipes can result in overflows and flooding due to extreme weather and degrade our environment;
16. The City's transportation infrastructure, which includes new sidewalks, curb cuts, and traffic lights, also plays a vital role in supporting climate resiliency. Being able to walk and ride safely in your neighbourhood gives people greener alternatives and supports health and livability;
17. On February 9, 2022, Council unanimously supported a motion to align Vancouver's 2023-2026 Capital Plan with increased climate emergency action. The motion directed staff to report back early in the 2023-2026 capital budget planning process with a list of potential capital projects, with associated costs, benefits and estimated Green House Gas (GHG) reductions, to achieve – among other things – the necessary reductions in the city's GHG emissions to reach, at minimum, the stated goal of 50% reductions in GHG emissions below 2007 levels by 2030;
18. An amendment to the February 9, 2022, motion added direction to staff to also report back with a list of potential capital projects intended to address Vancouver's combined sewer overflows as part of the City's commitment to accelerate action on overflow reduction using a "One Water" integrated approach, including associated costs and environmental benefits; and
19. Having renewed and new community facilities and core infrastructure is essential to residents' quality of life and helps to create equity and ensure climate resiliency. As Vancouver's population continues to grow, and the city's already aging infrastructure and amenities continue to degrade, the City needs to make sufficient, strategic investments to maintain livability and to enhance the sustainability and resilience of our city.

THEREFORE BE IT RESOLVED

- A. THAT Council direct staff to report back early in the 2023-2026 capital budget planning process with a list of potential capital projects that centers community facilities and aging infrastructure to address the City's significant infrastructure deficit, including utility upgrades and core infrastructure at the end of its duty cycle which needs to be replaced.
- B. THAT the list of potential capital projects include community facilities such as the new East Fraser Lands Community Centre, the renewal and expansion of the West End Community Centre, streets initiatives like the Gastown Complete Street Project, new and improved sidewalks and walking paths, curb ramps at intersections, pedestrian signals and beacons, the installation of new traffic

signals where none currently exist to address identified safety considerations, park, green spaces and natural area improvements, as well as priority fire hall renewals.

- C. THAT the report back includes a list of Vancouver's community facilities and core infrastructure including their age, expected useful lifespan and current asset condition.

FOOTNOTES:

1. In developing the current 2019-2022 Capital Plan, a key consideration was to address the City's growing portfolio of aging infrastructure and amenities in a financially sustainable and resilient manner;
<https://council.vancouver.ca/20200916/documents/cfsc1.pdf>
2. In July 2018, Council approved the 2019-2022 Capital Plan totalling \$2.8 billion, including \$2.2 billion of City-led capital investments and \$0.6 billion of in-kind contributions achieved through development.

amended

AMENDMENT MOVED by Councillor Fry

THAT B be amended as follows:

- inserting the words "and the Vancouver Public Library Branch, the Ray-Cam Community Centre renewal and redevelopment in partnership with BC Housing", after the words "East Fraser Lands Community Centre"; and
- inserting the words "including the Joe Fortes Library Branch, the Britannia Renewal, the Marpole Library Branch", after the words "West End Community Centre".

CARRIED UNANIMOUSLY (Vote No. 08165)

AMENDMENT MOVED by Councillor Boyle

THAT the following be added as D:

THAT the list of potential capital projects-community facilities, street initiatives, green spaces and fire hall renewals-reflect the direction given to staff to align the City's 2023-2026 Capital Plan with the City's Climate Emergency Action Plan.

CARRIED UNANIMOUSLY (Vote No. 08166)

The amendments having carried, the motion as amended was put and CARRIED UNANIMOUSLY (Vote No. 08167).

FINAL MOTION AS APPROVED

WHEREAS

1. The City of Vancouver Capital Plan is a four-year financial plan for investments in the City's infrastructure and amenities such as water and sewer pipes, roads, sidewalks, curb cuts, traffic signals and bikeways, community centres and recreational facilities, arts and culture spaces, parks and open spaces, fire halls, and libraries;
2. Vancouver's 2023-2026 Capital Plan is currently being developed and is slated for Council review and approval by July of this year;
3. Vancouver's population is expected to grow by approximately 70,000 people in the next 14 years and 188,000 in the next 39 years;
4. Vancouver has an existing infrastructure deficit that is significant and growing. It includes the need for new and upgraded public-serving community facilities, as well as utility upgrades and replacement of core City infrastructure that is at or nearing the end of its life;
5. Aging infrastructure in the City includes water and sewer pipes that date from 1886 to the early 1960s, as well as community centres and recreational facilities that were built between the 1940s and early 1980s;
6. There is also a need to address disparities between "have" and "have not" neighbourhoods with respect to community and public safety facilities such as community centres, ice rinks, and fire halls;¹
7. There is also a growing demand from residents for improved streets and street safety infrastructure such as pedestrian signals and flashing beacons, bike routes, and lighting that support denser neighbourhoods and safely moving about without the use of a vehicle;
8. Community facilities and infrastructure are key to livability in an increasingly dense and unaffordable city. Vancouver's pace has fallen behind in renewing existing facilities and delivering new amenities to serve its current population let alone a growing one. For example, it has taken decades to move forward with renewal of the Marpole Community Centre that was built in 1949;
9. Likewise, the Kerrisdale Arena which dates back to 1949 also needs attention, while at the same time the West End Plan amenities remain outstanding, the Hastings Community Centre renewal has been shelved, and newly-established and now populated neighbourhoods like the East Fraser Lands do not have a community centre at all;
10. Significantly, the Gastown Complete Street project to protect this historic neighbourhood and unlock its pedestrian potential has not been moved forward;
11. Recently, in response to a Council motion, staff have begun to quantify the downloading of costs by senior levels of government, including spheres of federal and/or provincial government jurisdictional responsibility such as housing and childcare where the City has stepped in to deliver those services to meet community needs;

12. Vancouver also experiences cost pressures and pressures on City operations due to the impacts of the homelessness and mental health and addictions crises. Without the requisite senior government support, these are rapidly eroding Vancouver's ability to deliver on civic and community facilities and infrastructure;
13. A recent staff report estimates the shortfall in senior government capital funding due to cuts and/or reductions in funding – or where funding has not kept pace with cost increases – to be in the order of ~\$230.1 million, with an ~\$158 million shortfall that largely pertains to affordable housing needs and an ~\$50 million shortfall in funding support for the City's Climate Emergency Response;
14. In response to COVID-19 related revenue shortfalls, staff sought and Council approved a reduction of ~\$254 million to the 2019-2022 Capital Plan, as well as an allocation of ~\$65 million of Emerging Priorities funding to support Council priorities on climate emergency response, equity, and resilience. This recalibration of the 2019-2022 Capital Plan was based on a comprehensive review of major programs/projects across all service areas. Projects that were determined could be de-scoped and/or deferred to future capital plans in whole or in part due to the recalibration were largely centred on core infrastructure such as:
 - the installation and/or refurbishment of curb ramps at intersections,
 - the installation of new traffic signals where none currently exist,
 - new street lighting,
 - the Gastown Complete Street project,
 - renewal and expansion of the West End community centre,
 - upgrading of existing sewer mains to meet growth-related demands,
 - and projects to ensure water system resilience among many others;²
15. Community facilities and core infrastructure, in addition to being a core civic responsibility, are also climate infrastructure. During extreme weather events due to climate change, the city's community centres become cooling and warming centers and gathering spaces where the community comes together. Aging and unseparated sewer pipes can result in overflows and flooding due to extreme weather and degrade our environment;
16. The City's transportation infrastructure, which includes new sidewalks, curb cuts, and traffic lights, also plays a vital role in supporting climate resiliency. Being able to walk and ride safely in your neighbourhood gives people greener alternatives and supports health and livability;
17. On February 9, 2022, Council unanimously supported a motion to align Vancouver's 2023-2026 Capital Plan with increased climate emergency action. The motion directed staff to report back early in the 2023-2026 capital budget planning process with a list of potential capital projects, with associated costs, benefits and estimated Green House Gas (GHG) reductions, to achieve – among other things – the necessary reductions in the city's GHG emissions to reach, at minimum, the stated goal of 50% reductions in GHG emissions below 2007 levels by 2030;
18. An amendment to the February 9, 2022, motion added direction to staff to also report back with a list of potential capital projects intended to address Vancouver's combined sewer overflows as part of the City's commitment to

accelerate action on overflow reduction using a “One Water” integrated approach, including associated costs and environmental benefits; and

19. Having renewed and new community facilities and core infrastructure is essential to residents’ quality of life and helps to create equity and ensure climate resiliency. As Vancouver’s population continues to grow, and the city’s already aging infrastructure and amenities continue to degrade, the City needs to make sufficient, strategic investments to maintain livability and to enhance the sustainability and resilience of our city.

THEREFORE BE IT RESOLVED

- A. THAT Council direct staff to report back early in the 2023-2026 capital budget planning process with a list of potential capital projects that centers community facilities and aging infrastructure to address the City’s significant infrastructure deficit, including utility upgrades and core infrastructure at the end of its duty cycle which needs to be replaced.
- B. THAT the list of potential capital projects include community facilities such as the new East Fraser Lands Community Centre, the Vancouver Public Library Branch, the Ray-Cam Community Centre renewal and redevelopment in partnership with BC Housing, the renewal and expansion of the West End Community Centre, including the Joe Fortes Library Branch, the Britannia Renewal, the Marpole Library Branch, streets initiatives like the Gastown Complete Street Project, new and improved sidewalks and walking paths, curb ramps at intersections, pedestrian signals and beacons, the installation of new traffic signals where none currently exist to address identified safety considerations, park, green spaces and natural area improvements, as well as priority fire hall renewals.
- C. THAT the report back includes a list of Vancouver’s community facilities and core infrastructure including their age, expected useful lifespan and current asset condition.
- D. THAT the list of potential capital projects-community facilities, street initiatives, green spaces and fire hall renewals-reflect the direction given to staff to align the City’s 2023-2026 Capital Plan with the City’s Climate Emergency Action Plan.

FOOTNOTES:

1. In developing the current 2019-2022 Capital Plan, a key consideration was to address the City’s growing portfolio of aging infrastructure and amenities in a financially sustainable and resilient manner;
<https://council.vancouver.ca/20200916/documents/cfsc1.pdf>
2. In July 2018, Council approved the 2019-2022 Capital Plan totalling \$2.8 billion, including \$2.2 billion of City-led capital investments and \$0.6 billion of in-kind contributions achieved through development.

8. A Regulatory Framework to Enable Innovative Urban Activation Projects (Member's Motion B.10)

At the Council meeting on March 1, 2022, Council referred the following motion to the Standing Committee on Policy and Strategic Priorities meeting on March 2, 2022, in order to hear from speakers, followed by debate and decision.

The Committee heard from four speakers in support of the motion.

MOVED by Councillor Dominato
THAT the Committee recommend to Council

WHEREAS

1. Vancouver City Council strives at all times to create walkable, complete, connected, culturally vibrant neighbourhoods, including the larger aspiration to become a 15-minute city that lessens the use of personal vehicles, activates underutilized urban spaces, and bring goods and services closer to end consumers in their neighborhoods;¹
2. The circumstances and conditions of the COVID-19 pandemic over the past two years have neither altered nor diminished Council's commitment to creating walkable, complete, connected, culturally vibrant neighbourhoods;
3. The COVID-19 pandemic has resulted in a wide range of adaptations, innovations, and societal changes in many spheres of life including changes in consumer behaviour, in how and where people work, as well as a marked increase in all manner of e-commerce transactions and delivery mechanisms for goods and services to consumers;
4. Encouraging and facilitating social, cultural, and technological innovations, wherever and whenever these have demonstrated the power and potential to a) enhance and improve the lives of the city's residents and businesses, b) advance the policy goals and objectives of Council and the City, and c) activate and otherwise enrich the city's neighbourhoods, is fundamentally sound from a public policy perspective and logical for elected bodies to embrace and enable;
5. As a 21st century society, we live in a state of constant evolution and rapid innovation, with fast-changing trends among consumers that – in many ways – respond to innovations and new technologies. At the most basic level, innovation means introducing new methods, ideas, or products and it includes the development of new processes and business models that better fit the needs of consumers;
6. A number of innovative projects that exemplify new methods, ideas, products, and/or business models that respond to the evolving needs of consumers have recently come to the attention of members of Council. These projects have the clear potential to support Council's objective to
 - a) create walkable, complete, connected, culturally vibrant neighbourhoods;
 - b) become a 15-minute city;
 - c) activate the city's streets and underutilized urban spaces; and
 - d) bring goods and services closer to end consumers in their neighborhoods;

7. Despite the City's and Council's stated policy objectives and the strategies meant to achieve these objectives, the City's existing By-laws and permitting framework have proven challenging to several of these innovative projects because they do not fit easily into the existing categories and structures of the City's regulatory framework. Instead of proceeding smoothly toward activating underutilized spaces in the city, these projects have encountered a variety of policy, By-law, and permitting obstacles, impediments, challenges, and paradoxes;
8. Examples of several innovative projects that embody new methods, ideas, products, and/or business models that have encountered By-law, policy, and permitting obstacles and impediments due to the limitations, structures, and categories of the City's current regulatory framework include:
 - **ROLL TECHNOLOGIES:** A Canadian company that aims to bridge the gaps in public transportation and grow micro-mobility alternatives safely and sustainably toward reshaping urban mobility as cities outgrow their reliance on cars. The company is working to launch a pilot in Vancouver with 50 e-bikes this spring and summer, leveraging underutilized space in City owned EasyPark lots. Each e-bike has its own physical locking mechanism on the back wheel, with an app used to unlock the bikes. In addition to the requirement of a business license for each site, the operator was initially advised that a Development Permit (DP) was required for each EasyPark location. Car share companies leasing spots in EasyPark lots do not require a DP, adding confusion and complexity to the application;
 - **BLOOM COMMUNITY PROJECTS:** The Bloom project seeks to activate underutilized urban spaces with retail and food opportunities. Their current project is to activate the south side of The Plaza Nations on a seasonal basis. The project would create a free-flowing outdoor patio space with pop-up units ranging in size from 150 – 200 square feet. These pop-up units would feature local retailers, rotating artists/installations, food and beverage kiosks, as well as breweries, cafés, snacks, wine bars, and cocktail collaborations. The project is intended to showcase and support local businesses and provide a unique customer experience for pedestrians along a heavily used section of the downtown seawall. The proposal requires a longer term special events permit and a development permit. The process for obtaining and coordinating these permits has been challenging, and the critical gap has been there is no clear guidance for prospective proponents to follow;
 - **REEF TECHNOLOGY:** REEF is the largest operator of neighbourhood kitchens and urban logistics hubs in the United States and Canada. In April of 2021, REEF announced an expansion of its *NBRHD Restaurant Development Program* to Vancouver making use of underutilized urban spaces. The REEF model is designed to help local restaurants scale their delivery business and bring goods and services closer to end consumers in their neighbourhoods. Vancouver is the first Canadian city for a REEF pilot project, and restaurants with fewer than three locations are qualified to apply for the pilot program – with priority for underrepresented groups including local women and Indigenous-owned restaurants to apply. Despite support for the project, it has encountered By-law, policy, and

permitting obstacles and impediments due to the limitations of the City's current regulatory framework;

- **FARMERS MARKETS:** Last summer the Vancouver Farmers Market sought to relocate its Main Street location to 88 Pacific Boulevard, triggering the usual special events permit, but also a Development Permit (DP) because it was on private property. While the private property owner supported the Farmer's Market activating this urban space on a temporary basis, there were concerns and confusion over the site triggering a DP;
9. As with the examples of innovative projects noted above, urban agriculture (community gardens, urban farms) and farmers markets represent additional examples of innovative urban activation projects where By-law and permitting challenges have been experienced. Staff advise that urban agriculture projects are supported and facilitated by numerous City policies and strategies, notwithstanding challenges that have been experienced; and
 10. The regulatory obstacles and challenges that have been encountered by various innovative projects that meet the stated policy objectives of Council and the City point to the need for a review the City's regulatory framework as it pertains to innovative new land use models for underutilized urban spaces. There is a need to ensure that the City's By-laws, plans, policies, strategies, and procedures are appropriately in alignment with the City's stated policy objectives and therefore capable of – and adaptable enough – to accommodate and facilitate innovative projects that have the potential to benefit the city and its residents in a timely manner by way of a more streamlined and simplified application and approval process.

THEREFORE BE IT RESOLVED THAT Council direct staff to review the City's regulatory framework that currently enables innovative urban activation projects on underutilized public and private properties with the goal of streamlining and simplifying the process for prospective proponents, including consideration for establishing a clear set of guidelines and pathways for advancing these projects;

FURTHER THAT staff be directed to report back to Council by the end of Q2 2023 with recommendations for a draft set of guidelines and pathways that address current obstacles and impediments to enabling innovative urban activation projects and models;

AND FURTHER THAT the guidelines to streamline and simplify the City's existing application and approval processes for innovative urban activation projects should serve as a precursor to – and serve to inform – any and all future reviews and revisions to relevant By-laws, policies, and regulatory frameworks as they relate to the City's goal to create walkable, complete, connected, culturally vibrant neighbourhoods in the city as well as the larger aspiration to become a 15-minute city.

FOOTNOTES:

1. Creating complete, connected, and culturally vibrant neighbourhoods is a key goal of the Vancouver Plan.

CARRIED UNANIMOUSLY (Vote No. 08168)
(Councillors Swanson, and Wiebe absent for the vote)

The Committee adjourned at 7:10 pm.

* * * * *



**COUNCIL MEETING MINUTES
STANDING COMMITTEE OF COUNCIL ON
POLICY AND STRATEGIC PRIORITIES**

MARCH 2, 2022

A meeting of the Council of the City of Vancouver was held on Wednesday, March 2, 2022, at 7:10 pm, in the Council Chamber, Third Floor, City Hall, following the Standing Committee on Policy and Strategic Priorities meeting, to consider the recommendations and actions of the Committee.

PRESENT:

Mayor Kennedy Stewart
Councillor Rebecca Bligh
Councillor Christine Boyle
Councillor Adriane Carr
Councillor Melissa De Genova
Councillor Lisa Dominato
Councillor Pete Fry
Councillor Colleen Hardwick
Councillor Sarah Kirby-Yung

ABSENT:

Councillor Jean Swanson
Councillor Michael Wiebe

CITY MANAGER'S OFFICE:

Paul Mochrie, City Manager

CITY CLERK'S OFFICE:

Lesley Matthews, Chief, External Relations and Protocol
Irina Dragnea, Meeting Coordinator

COMMITTEE REPORTS

Report of Standing Committee on Policy and Strategic Priorities
Wednesday, March 2, 2022

Council considered the report containing the recommendations and actions taken by the Standing Committee on Policy and Strategic Priorities. Its items of business included:

1. Revisiting the City's Single-Use Beverage Cup Fee Policy
2. Better Together: Neighbourhood Collective Action Pilot
3. Approval of Commercial Drive Business Improvement Area (BIA) Renewal 2022
4. Quarterly Capital Budget Adjustments and Closeouts
5. Protecting BC Coasts From Acidic Washwater Dumping (Member's Motion B.3)
6. The Unintended Consequences of Recent Policy Changes to DCL Waivers on Affordable Housing (Member's Motion B.7)
7. Centering Community Facilities and Infrastructure in 2023-2026 Capital Plan (Member's Motion B.8)

8. A Regulatory Framework to Enable Innovative Urban Activation Projects (Member's Motion B.10)

Items 1 to 8

MOVED by Councillor De Genova
SECONDED by Councillor Carr

THAT the recommendations and actions taken by the Standing Committee on Policy and Strategic Priorities at its meeting of March 2, 2022, as contained in items 1 to 8, be approved.

CARRIED UNANIMOUSLY

BY-LAWS

MOVED by Councillor De Genova
SECONDED by Councillor Bligh

THAT Council enact the by-laws listed on the agenda for this meeting as numbers 1 and 2, and authorize the Mayor and City Clerk to sign and seal the enacted by-laws.

CARRIED UNANIMOUSLY

1. A By-law to amend CD-1 (803) By-law No. 13257 regarding 150 West 4th Avenue (By-law No. 13289)
2. A By-law to amend CD-1 (684) By-law No. 11944 regarding 1837-1847 Main Street, 180 East 2nd Avenue and 157-185 East 3rd Avenue (By-law No. 13290)

ADJOURNMENT

MOVED by Councillor Hardwick
SECONDED by Councillor Bligh

THAT the meeting be adjourned.

CARRIED UNANIMOUSLY

The Council adjourned at 7:12 pm.

* * * * *