



REFERRAL REPORT

Report Date: January 25, 2022
Contact: Neil Hrushowy
Contact No.: 604.829.9622
RTS No.: 14429
VanRIMS No.: 08-2000-20
Meeting Date: April 12, 2022

TO: Standing Committee on Policy and Strategic Priorities

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Amendments to the Zoning and Development By-law in the FC-1 District, and to the Downtown-Eastside/Oppenheimer District Official Development Plan (DEOD ODP) By-law to Increase Social Housing and Encourage Heritage Conservation

RECOMMENDATION TO REFER

THAT the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward the application as described below and that the application be referred to Public Hearing together with the recommendations set out below;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary Downtown-Eastside/Oppenheimer Official Development Plan By-law and Zoning and Development By-law amendments, in accordance with the recommendations set out below, for consideration at the Public Hearing.

RECOMMENDATION FOR PUBLIC HEARING

- A. THAT Council approves, in principle, the application to amend the Downtown-Eastside/Oppenheimer Official Development Plan By-law for sub-area 2, 3 and 4 to:
- (i) increase the total maximum floor space ratio to 5.5, where all residential units are social housing;
 - (ii) increase the maximum height to 30.5 metres; and
 - (iii) permit an increase in the maximum floor space ratio by up to 10 percent for heritage conservation;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment an amendment to the Downtown-Eastside/Oppenheimer Official Development Plan By-law generally in accordance with Appendix A.

- B. THAT Council approves, in principle, the application to amend the FC-1 (East False Creek) District Schedule of the Zoning and Development By-law to:
- (i) increase the total maximum floor space ratio to 6.0, where all residential units are social housing;
 - (ii) increase the maximum floor space ratio allocated for residential use to 4.5 where all residential units are social housing; and
 - (iii) permit an increase in the maximum floor space ratio by up to 10 percent for heritage conservation;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment an amendment to the Zoning and Development by-law generally in accordance with Appendix B.

- C. THAT at the time of enactment of the amended Downtown-Eastside/Oppenheimer Official Development Plan By-law, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval the updated Downtown Eastside/Oppenheimer Design Guidelines, generally in accordance with Appendix C.
- D. THAT at the time of enactment of the amended Downtown-Eastside/Oppenheimer Official Development Plan By-law and the FC-1 (East False Creek) District Schedule, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval the updated Downtown Eastside Rezoning Policy generally in accordance with Appendix D.
- E. THAT Recommendations A through D be adopted on the following conditions:
- (i) THAT passage of the above resolutions creates no legal rights for any person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
 - (ii) THAT any approval that may be granted following the public hearing shall not obligate the City to enact any rezoning by-laws; and
 - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

The recommendations in this report respond to key priorities identified in the *Downtown Eastside Plan Implementation Progress memorandum* to Council on October 20, 2020. Several of these emerging three-year priorities were related to housing and homelessness, including to “Advocate for senior government investment in social and supportive housing delivery and prioritise and expedite the delivery of social housing projects.” Further priorities included replacement of private single room occupancy (SRO) hotels with self-contained units, review of DTES land use and zoning policies to prioritise social housing delivery and heritage policy implications. This involves clarifying the *Housing Vancouver 3 Year Action Plan (2018-2020)* action allowing “modest increases in heights and density to enable non-market housing in recently approved community plans”. These priorities were developed based on broad feedback with communities, groups and organisations who attended the Downtown Eastside Community Fair (June 2019).

Recommendations within this report are also supported by the *Housing Vancouver Strategy (2018 – 2027)*, approved by Council on November 29, 2017, and *the Housing Vancouver 3 Year Action Plan (2018 – 2020)* that support streamlining development processes for social housing and increasing funding opportunities and partnerships with provincial and federal governments. The recommendations were also included as a ‘quick start action’ in the *Vancouver Plan Update and Quick Start Actions* report to Council on July 21, 2021, as the proposal aligns with long-term City housing objectives and supports partnership and funding opportunities to create more social housing within the Downtown Eastside.

This report proposes amendments to the Downtown Eastside Oppenheimer District (sub-area 2, 3, and 4) and Thornton Park / East False Creek FC-1 zone to:

- Enable a modest increase in density and height through the development permit process for projects that deliver 100% social housing through changes to the existing zoning rather than seeking these increases through the rezoning process. This would reduce application times and facilitate the delivery of more social housing. Further, it would provide non-profit housing organisations with greater opportunity to leverage current provincial and federal funding programs, which help to increase the viability of social housing developments;
- Enable additional density and height beyond existing zoning to be determined based on heritage considerations, context, and urban design for projects that deliver 100% social housing through a more flexible rezoning process; and
- Enable a discretionary increase in density for heritage considerations (retention and conservation), which could warrant additional density.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Downtown Eastside Plan (2014)
- Rezoning Policy for the Downtown Eastside (2014)
- Housing Vancouver Strategy (2017)
- Housing Vancouver 3-year Action Plan 2018-2020 (2017)
- Downtown-Eastside/Oppenheimer Design Guidelines (adopted 1982, amended 2019)
- VanPlay: Vancouver’s Parks and Recreation Services Master Plan (Vancouver Board of Parks and Recreation approved 2018)

- FC-1 District Schedule (East False Creek) (adopted 1984, amended 2020)
- Heritage Policies and Heritage Assessment Process (2020)
- Downtown Eastside Plan Implementation Progress (2020)
- Vancouver Plan Update and Quick Start Actions (2021)
- Downtown-Eastside/Oppenheimer Official Development Plan (adopted 1982, amended 2021)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager concurs with the recommendations of the General Manager, Planning, Urban Design and Sustainability. Acknowledging the trade-offs noted in the Strategic Analysis section of this report, the proposed amendments to the Downtown Eastside/Oppenheimer Official Development Plan By-law and Zoning and Development By-law reflect Council's stated objectives with respect to housing supply and affordability.

REPORT

Background/Context

Downtown Eastside Policy Context

The Downtown Eastside (DTES) Plan (Mar 2014) prioritises actions and strategies related to social housing, community health and well-being, heritage conservation, and local economic development. It identifies the urgent need for self-contained social housing at affordable rents for those who are experiencing, or at risk of experiencing, homelessness. The DTES consistently has a higher rate of low-income residents than the city overall. As of 2016, more than half of individuals in the DTES had incomes under \$20,000¹. The plan includes directions to encourage social housing and greater housing choice both inside and outside the neighbourhood, as well as motivating partner contributions, such as from other levels of government and non-profit housing providers, to facilitate the delivery of more social housing.

Downtown Eastside Oppenheimer District (DEOD)

The Oppenheimer District is an extremely important part of the DTES, home to many vulnerable low-income residents, working poor and middle income families. Based on Census 2016, the area has the lowest median household income (\$17,210) of all the DTES neighbourhoods. The difference is striking when compared to city-wide median household income of \$65,423. To ensure there is a variety of housing options to serve the needs of the low-income population, the DTES Plan prioritises the area for rental and social housing and identifies the DEOD as a key target area to improve the condition and quality of housing by replacing SROs. It further prioritises facilitating developments with social housing (with a focus on homes for singles) or significant heritage assets through additional height and bonus density.

The area is comprised of low to medium density development of fine grain residential, commercial and light industrial businesses. It is one of the city's earliest neighbourhoods, rich in heritage assets, and of historic and cultural significance to the Indigenous and Japanese

¹Statistics Canada, Census 2016: Population

Canadian communities. DTES Plan directions support new residential and mixed-use developments that reinforce and are compatible with the existing neighbourhood scale and character. The area is comprised of four sub-areas, each with specific regulations on uses, density and physical forms of development. Only sub-area 2, 3 and 4 (refer to **Error! Reference source not found.**) are included in this report as sub-area 1 was amended in 2017 to enable and encourage other priority uses (i.e., local economic development, community health and well-being) to be developed in combination with social and secured market rental housing within the existing maximum density. As part of that report, a relaxation of the maximum site width for 100% social housing developments was introduced across all four DEOD ODP sub-areas.

Thornton Park/East False Creek (FC-1)

This transit-oriented residential and commercial neighbourhood (refer to **Error! Reference source not found.**) is adjacent to the Main Street/ Science World Skytrain station, and is comprised of heritage and historic buildings, as well as several newer high-density mixed-use buildings. The DTES Plan supports facilitating compatible new residential and mixed-use development, while reinforcing the existing industrial and commercial uses and neighbourhood scale and character. The DTES Plan supports heritage rehabilitation, including single room occupancy (SRO) hotels, and offers additional density to create social housing, while encouraging a range of housing types (i.e. social housing, secure market rental).

The Need for Social Housing

Many households in Vancouver are struggling to find secure, affordable rental housing. As of the 2016 Census, over 50,000 renter households in Vancouver were paying over 30 per cent of their income on rent – with over half of these households earning incomes under \$50,000 per year. Disproportionately represented among residents facing housing cost burdens are renters who are Black, Indigenous, or from South and South East Asian communities; seniors; people with disabilities; single-parent (often female-headed) households; and people identifying as trans-, gender-diverse, or Two-Spirited.

Social housing - operated on a not-for-profit basis by affordable housing societies, co-ops, and government agencies - provides affordable, stable homes for households earning low and moderate incomes. The high number of Vancouver households facing housing cost burden indicates that significantly more social housing is required. The *Housing Vancouver Strategy (2018-2027)* includes a target of 12,000 new social, supportive, and co-op homes by 2027. As of Q4 2021, the City has approved new development applications to meet 59% of this target. Since the approval of the *DTES Plan* in 2014, there has been an increasing number of people



Figure 1 – Downtown Eastside Oppenheimer District (DEOD) sub-area 2, 3 & 4 and Thornton Park/East False Creek (FC-1) neighbourhoods

experiencing sheltered and unsheltered homelessness and a continued urgent need for supportive² and shelter rate homes (refer to *Figure 2*). The continued need and support for more social housing was also expressed by the community at the DTES Plan Community Fair in June 2019.

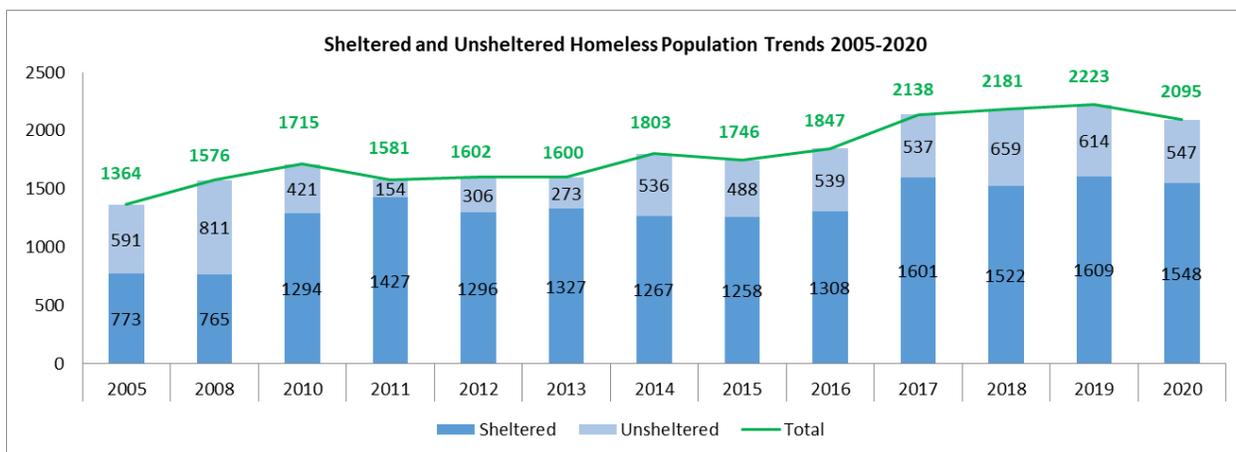


Figure 2 - Chart of Sheltered and Unsheltered Homeless Population Trends 2005-2020, Source: City of Vancouver Homeless Counts

Preliminary Housing Needs Report

At the time of writing this report, Staff are working on a preliminary Housing Needs Report. The Report uses similar data as the DTES community planning process and this information has been considered in the policy changes being proposed. If received by Council, Staff will send a memo prior to Public Hearing that outlines how the Housing Needs Report should be considered when making the decision for this proposed policy change. Some of the key considerations stemming from the preliminary Housing Needs Report include:

- At least 76,700 existing households in Vancouver experiencing housing need due to unaffordable, unsuitable, or inadequate housing as reported in 2016 Census data, and approximately 9,500 individuals who are experiencing homelessness or living in Single-Room Occupancy hotels.
- The Report also includes a baseline projection of approximately 50,000 households (~85,000 people) coming to the City over the next 10 years. This is a projection developed for the City based on a 10-year development forecast – the actual level of population growth in Vancouver depends on factors including economic and job growth, housing market forces, migration to Vancouver from within and outside Canada, and changes in dwelling growth not accounted for in the development forecast.
- While Vancouver is experiencing income growth overall, almost 19% of Vancouver residents fell below the Statistics Canada low-income line in 2016. Even as median household incomes have increased over time, many households have very low incomes relative to key expenditures like housing, and face intersecting challenges. With rising

² Supportive Housing is a specific type of social housing that includes on-site supports and services, and is often intended for individuals and families at risk of homelessness facing challenges with mental health or substances. The focus of this staff report is on social housing, which generally serves a mix of incomes and households, but must include at least one third of units at the shelter rate of income assistance, as per the DTES social housing definition. However, a social housing development with supportive housing units would also be able to come in through the proposed changes being recommended.

housing costs, many of these households are experiencing a heightened risk of housing insecurity and may be at risk of or experiencing homelessness.

- Based on the most recent data from the Low Income Housing Survey (2019) and the Homeless Count (2020), there are over 7,000 tenants living in 6,681 SROs in need of replacement, as well as at least 2,100 residents who are experiencing homelessness; 547 without any shelter and 1,548 living in shelters.
- Recent data indicates that a much smaller proportion of the purpose-built rental stock is affordable to lower incomes in Vancouver. As of October 2021, only 17% of the purpose-built market rental stock was affordable to the bottom 40% of the renter household income distribution in Vancouver.
- With ownership costs out of reach for a vast majority of Vancouverites and market rental rates increasing by 45% in the past 10 years, the need for greater supply of more affordable non-market housing, including social, supportive, and co-op housing, has increased over time.

Senior Government Funding Opportunities for Social Housing

The need for new social housing is exacerbated by aging of the existing social housing stock. Over 40 per cent of social housing properties in Vancouver were constructed from 1970-1990, supported by senior government programs that have since been phased out. As these buildings age, non-profit societies and co-ops are facing rising repair and retrofit costs, and the government operating agreements that covered many of these costs are coming to an end. Today, many non-profits and co-ops are looking to government partners to support them with redeveloping their existing properties, to create new properties and even expand the number of people they can serve.

Funding from senior levels of government is a crucial ingredient in delivering social housing. Even with land contributed at low or no cost by non-profits or governments, the high cost of building and operating housing at below-market rents requires significant subsidy per unit – with deeper affordability requiring additional subsidy. Since some senior government programs require approved zoning for eligibility, a rezoning requirement can lead to delays in accessing or the inability to access senior government funding. This puts non-profits in a position of taking on significant risk and cost to rezone a site, without any commitment of funding to ensure project viability.

One of the top recommendations from non-profit societies and co-ops during consultation for the *Housing Vancouver Strategy (2018 - 2027)* was to allow more social housing developments to proceed under a development permit approval process under zoning rules, rather than requiring a rezoning. The non-profit and co-op sector emphasised that a streamlined approval process under zoning would support them with accessing senior government funding to redevelop and renew their aging sites.

Achieving Affordability in Social Housing

While it is both the City and community housing sector's goal to deliver housing with deeper affordability across more units, these models require significant subsidy to build and operate. Since construction and operation of new social housing is extremely costly, even with senior government funding, many new social housing developments rely on mixed-income housing models with a mix of affordability levels including shelter rates, rent-geared-to-income, and a portion of 'low-end of market' rate units to cross-subsidize and help defray the funding gap that

cannot be covered by government subsidies. Currently, most senior government funding programs for social housing are intended for mixed-income developments. For example, the current affordability mix for BC Housing's Community Housing Fund specifies that within each building 20% of units are to rent at deep subsidy rates (i.e. shelter component of income assistance), 50% rent geared to housing income limit (HILs) rates, and 30% at moderate income or low-end of market rates.

However, new social housing within the DTES would still adhere to the DTES social housing definition that requires deeper levels of affordability, when compared to the rest of the city. In the DTES, social housing is defined as rental housing in which at least one third of the dwelling units are occupied by persons eligible for either Income Assistance or a combination of basic Old Age Security pension and Guaranteed Income Supplement, and rented at rates no higher than the shelter component of Income Assistance. Of the remaining two thirds of the units, one third is targeted at or below HILs rates, and the remaining third at low-end of market rates. The housing must also be owned by a non-profit corporation, by a non-profit co-operative association, or by or on behalf of the City, the Province of British Columbia, or Canada and must have a section 219 covenant, housing agreement, or other security for the housing commitments required by the City, registered against the freehold or leasehold title.

Alignment with the Vancouver Plan Process

The proposed changes in this report were identified and approved by Council as a quick start action to be advanced through the Vancouver Plan. As part of the July 2021 update on the Vancouver Plan, Council directed staff to advance the zoning changes needed to implement the proposed changes for future consideration at a public hearing. The Vancouver Plan process has identified housing affordability as a critical issue to be addressed. Feedback from the Vancouver Plan Community Navigator program (2021) included calls to prioritise those in greatest need and to create more permanent social and supportive housing, with appropriate services, as the foundation to address homelessness. The Vancouver Plan is currently exploring equitable housing and complete neighbourhoods as a big move. This includes opportunities for secure housing for low and moderate-incomes in every neighbourhood, with the delivery of new social housing considered key to supporting resilient communities. Further consideration of actions to support the delivery of social housing across the city will be part of the Vancouver Plan process.

Strategic Analysis

This report recommends amendments to the: Downtown Eastside Oppenheimer District (DEOD) Official Development Plan (ODP) Bylaw for sub-areas 2, 3 and 4, and FC-1 (East False Creek) District Schedule to enable a modest increase to density and height for 100% social housing, and encourage heritage retention under zoning; DTES rezoning policy to create greater flexibility through the rezoning process; and consequential amendments to the Downtown-Eastside/Oppenheimer Design Guidelines. The purpose of these amendments is to increase social housing and encourage heritage conservation. The draft amending policies and by-laws are available in Appendix A (DEOD ODP) and Appendix B (FC-1), Appendix C (summary of DEOD Design Guidelines) and Appendix D (DTES Rezoning Policy) of this report. In addition, summaries of the proposed amendments are appended as Appendix E (Summary of proposed amendments to the DEOD ODP) and Appendix F (Summary of proposed amendments to the FC-1).

DEOD ODP (sub-areas 2, 3, and 4) - Proposed Zoning and Rezoning Amendments

Table 1 outlines the existing regulations under zoning and through rezoning in the DEOD ODP (sub-areas 2, 3, and 4) and the proposed amendments.

Table 1. Existing Downtown Eastside Oppenheimer District (DEOD ODP) and proposed amendments

Component	Present regulations for developments providing 100% social housing	Proposed amendments for developments providing 100% social housing	Rationale
Density	<u>Under zoning:</u> Conditional maximum up to 4.5 FSR beyond base density of 1.0 FSR	<u>Under zoning:</u> Conditional maximum up to 5.5 FSR* beyond base density of 1.0 FSR	Density approved through the rezoning process for 100% social housing has been approx. 5.5 FSR Additional 1.0 FSR implements <i>Housing Vancouver Strategy 3-year Action Plan</i> action 3D: 'Allow modest increase in heights and density to enable non-market housing in recently approved community plans'
	<u>Rezoning:</u> Consideration of up to approx. 5.0 FSR	<u>Rezoning:</u> Additional density determined based on heritage considerations, site context, urban design performance, and detailed proposal review.	Greater flexibility within the rezoning process for 100% social housing projects that respond to the unique context of each site
Height	<u>Under zoning:</u> Conditional maximum up to 22.8 m / 75 ft (approx. 6 storeys) beyond base height of 15 m / 49 ft (approx. 4 storeys)	<u>Under zoning:</u> Conditional maximum up to 30.5 m / 100 feet* (approx. 8 storeys).	Height approved through the rezoning process for 100% social housing has been approx. 30.5 m / 100 ft Additional 7.7 m / 25 ft (2 storeys) implements <i>Housing Vancouver Strategy 3-year Action Plan</i> action 3D: 'Allow modest increase in heights and density to enable non-market housing in recently approved community plans'
	<u>Rezoning:</u> Consideration of up to approx. 30.5 m / 100 ft (approx. 8 storeys)	<u>Rezoning:</u> Additional height determined based on heritage considerations, site context, urban design performance, and detailed proposal review.	Greater flexibility within the rezoning process for 100% social housing projects that respond to the unique context of each site

* Urban design regulations will minimise shadows on Oppenheimer Park (sub-area 2) between 10 am and 4 pm from March 21st to September 21st through building design.

Sunlight Protection of Oppenheimer Park

Oppenheimer Park is of particular significance as the only park and open green space in the northern portion of the DTES neighbourhood. It is an important public amenity essential to the health and well-being of the DTES community. In the DTES Social Impact Assessment residents identified the park as a key ‘community heart’ – a sacred and healing space for Indigenous Peoples and of vital heritage significance to the Japanese Canadian community. It is also a community asset of particular importance to seniors and vulnerable community members living in smaller units with little or no access to private outdoor space.

The proposed increase in height could result in more shadowing across the neighbourhood; however, urban design modelling has helped to minimise shadowing on Oppenheimer Park. Following City of Vancouver planning practice, the proposed urban design regulations will preserve sunlight in the park from 10 am to 4 pm between the March and September equinoxes through building design. These regulations ensure no new shadows will be cast from potential redevelopments on the south side of the park along East Cordova Street, and minimal potential new shadows from the east and west sides of the park on Dunlevy Avenue and Jackson Avenue (refer to Appendices A and E).

If these sites were to redevelop, the maximum conditional density under existing zoning (4.5 FSR) and under the existing rezoning process (approximately 5.0 FSR) would still likely be achievable on these sites. However, the maximum conditional density being proposed (5.5 FSR) may not be achievable on all sites. These sites would be able to apply for greater height and density through the proposed updated rezoning policy. An extension of the sunlight protection period from 4 pm to 6 pm was considered for the proposed policy change around Oppenheimer Park. This would likely result in a decrease of an estimated 175 potential additional social housing units through zoning as sites to the west of the park would be rendered undevelopable. Since increasing social housing in the DTES is a key priority for the DTES community, this extension is not being proposed at this time.

The Vancouver Board of Parks and Recreation approved *VanPlay: Vancouver’s Parks and Recreation Services Master Plan* sets direction for the development of a citywide policy to preserve solar access in parks. VanPlay highlights that shadows from new buildings adjacent to parks can dramatically change the nature of these green spaces and our enjoyment of them. See recommendations by Vancouver Board of Parks and Recreation staff under the Implications/Related Issues section.

FC-1 (East False Creek) District Schedule – Proposed Zoning and Rezoning Amendments

Table 2 outlines the existing regulations under zoning and through rezoning in the Thornton Park / East False Creek FC-1 and the proposed amendments.

Table 2. Existing Thornton Park / East False Creek (FC-1) district schedule and proposed amendments

Component	Present regulations for developments, including 100% social housing	Proposed amendments for developments providing 100% social housing	Rationale
Density	<p><u>Under zoning:</u></p> <p>Outright maximum up to 5.0 FSR with a limit of up to 3.0 FSR for residential use</p>	<p><u>Under zoning:</u></p> <p>Outright maximum up to 6.0 FSR with a limit of up to 4.5 residential use for 100% social housing</p>	<ul style="list-style-type: none"> • Density increase consistent with proposed zoning amendments in the DEOD ODP • Additional 1.0 FSR implements <i>Housing Vancouver Strategy 3-year Action Plan</i> action 3D: 'Allow modest increase in heights and density to enable non-market housing in recently approved community plans • Residential use is limited to encourage a high-density mixed commercial use neighbourhood with some residential and compatible industrial uses.
	<p><u>Rezoning:</u></p> <p>Additional density based on heritage considerations, site context, urban design performance, and detailed proposal review.</p>	<p><u>Rezoning:</u></p> <p>No changes proposed</p>	<ul style="list-style-type: none"> • Existing rezoning policy already enables additional density to be determined on a case-by-case basis
Height	<p><u>Under zoning:</u></p> <p>Outright maximum up to 22.9 m / 75 ft (approx. 6 storeys) with conditional maximum of 83.9 m / 275 ft (approx. 22 storeys)*</p>	<p><u>Under zoning:</u></p> <p>No changes proposed</p>	<ul style="list-style-type: none"> • Existing regulations already provide the Director of Planning or Development Permit Board with the authority to allow conditional increases to height to all uses, including social housing
	<p><u>Rezoning:</u></p> <p>No additional height allowances</p>	<p><u>Rezoning:</u></p> <p>Additional height* determined based on heritage considerations, site context, urban design performance, and detailed proposal review.</p>	<ul style="list-style-type: none"> • Align rezoning policy with existing conditional height allowances already permitted under zoning

*Any conditional height is not to encroach on Council approved protected public views. The exact height of a development would be determined through the development process as there are multiple protected public views that vary in height and site location.

Heritage Buildings

Existing regulations in the DEOD ODP provide the Director of Planning or the Development Permit Board with the authority to relax any provision under zoning if the conservation of buildings or sites on the Vancouver Heritage Register results in unnecessary hardship. The Thornton Park / East False Creek FC-1 does not include a similar provision. While this relaxation provides support in cases of hardship, the intent of the proposed amendment is to integrate heritage conservation into the development permit process by encouraging the retention and conservation of heritage resources. The proposed amendment would allow additional density (up to a maximum of 10 per cent) under zoning for the retention and conservation of a heritage resource. A heritage designation by-law would be required to ensure the legal protection of the heritage resource.

Unchanged Regulations

Options to enable mixed residential rental buildings within the DEOD ODP and FC-1 are not part of the proposed changes within this report and remain unchanged. The Director of Planning or Development Permit Board continues to have the authority to vary regulations related to form of development up to 2.5 FSR for developments in which at least 60% of residential units are social housing and the balance are secured market rental housing. Similarly within FC-1 the option to develop residential use (secure market rental or strata) up to 3.0 FSR remains unchanged.

Anticipated Uptake and Development

Since Council approval of the *DTES Plan* (2014) there have been six approved development permit or rezoning applications for a total of 361 social housing units (including 39 Temporary Modular Housing units) in the DEOD and FC-1 areas. The majority (335 units) of these units are in the Oppenheimer District, and the remaining (26 units) in the FC-1 area. Overall, 216 units (60%) were secured at the shelter component of income assistance; the affordability of the remaining 145 units (40%) are a combination of rent-geared-to-income up to the BC Housing 'Housing Income Limits' (HILs) and low-end of market rents.

The delivery of social housing is challenging and predominantly dependent upon funding and/or land contributions from municipal, provincial or federal levels of government. The recommendations in this report will support the non-profit and co-op sector in accessing provincial and federal government funding to redevelop and renew their aging sites. While the rate of development in this neighbourhood is not anticipated to change significantly, the proposed changes would make securing senior government funding more likely and could therefore allow a non-profit organisation to proceed with a development that would have otherwise not been viable. It would also help to support a more streamlined and shorter application process through the development permit stream, as opposed to the rezoning process, which is often cited by non-profits as being too long, costly and uncertain.

The proposed amendments through zoning could amount to 20 to 25% more units where all the residential units are social housing. Any increase in units through the proposed changes to the rezoning policy will be determined based on heritage considerations, context, and urban design.

Public Consultation

Between September 1 and 22, 2021 staff consulted with community members through an engagement process that involved a bilingual webpage, online survey (hardcopies available upon request), and a series of stakeholder workshops and meetings. In terms of people reached:

- Notifications were sent to 683 individuals or organisations byway of the DTES list-serv and non-profit e-mail list.
- The bilingual Shape your City information pages were viewed 152 times.
- A total of 27 online surveys were completed with general agreement with the proposed amendments.
- Three virtual stakeholder sessions held on Sept 9, 14, and 15, 2021 through WebEx with general support of the proposed amendments. A total of 8 representatives from government and non-profit housing providers, business improvement associations, and DTES service providers attended. The sessions were facilitated by DTES Planning and Housing staff, and provided an overview of the proposed amendments, a question period, and solicited feedback.
- On Sept 13 staff presented an overview of the proposed amendments to the Vancouver Heritage Commission. A total of 11 committee members and one City Council liaison were in attendance.

Refer to Appendix G for full details of consultation and engagement activities.

Implications/Related Issues

The proposed amendments to the DEOD ODP and FC-1 by-laws would reduce development risks by providing clarity and certainty on density and height regulations, which will improve the development process, reduce application times and achieve a modest increase in social housing delivery.

Processing

Staff will continue to process all in-stream rezoning enquiries and applications for social housing in the DEOD ODP (sub-area 2, 3, and 4) and FC-1 zoning districts. Subject to Council approval of the proposed amendments to the DEOD ODP (sub-area 2, 3, and 4) and FC-1 district schedules, in-stream rezoning applications for social housing will also have the option to withdraw their rezoning application or enquiry and submit a new development permit application under the amended district schedules, so long as a CD-1 zone has not been enacted and the site remains zoned DEOD ODP (sub-area 2, 3, and 4) and FC-1.

As the proposed zoning amendments contained in this report are for new allowances for social housing, current development permit applications in the DEOD ODP (sub-area 2, 3, and 4) and FC-1 zoning areas are not anticipated to be impacted by these zoning amendments. The current zoning regulations for developments that are not for 100% social housing will remain in place. Despite the amendments to DEOD ODP (sub-area 2, 3, and 4) and FC-1 district schedules, applicants may still choose to pursue the rezoning route to address specific site development.

Vancouver Board of Parks and Recreation

Like many cities around the world, the City of Vancouver has adopted policies that protect access to sunlight (solar access) in parks for portions of the day and/or the year. Other cities such as Sydney, Australia have gone further by protecting solar access in select public spaces year round. In 2018, the Vancouver Park Board approved *VanPlay: Parks and Recreation Services Master Plan* that sets the goal of protecting existing parks and affirms “sunshine is a fundamental building block of our parks.” Heavy use of Vancouver’s parks during the COVID-19 Pandemic has underscored the fact that parks are an essential piece of health and well-being infrastructure.

The DTES is one of the most parkland-deficient neighbourhoods in the city on a per capita basis. The prospects of finding new land for parks in the DTES are very slim due to low land availability, competition with other land uses, and the ever-increasing cost of land acquisition. As the area’s population is set to increase significantly, this will only exacerbate the neighbourhood’s parkland deficiency.

Oppenheimer Park, as a DTES ‘community heart’, is well-used from dawn until dusk year-round. For example, Carnegie Community Centre operates cultural and recreational programs and life-essential food, health and resource services in the park from 9 am to 5 pm, 365 days a year. Many people who use Oppenheimer Park are low-income and/or face systemic barriers, and do not have access to private outdoor space or opportunity to travel and access other public green spaces in the city.

The proposed urban design regulations do not go far enough by only ensuring solar access to Oppenheimer Park until 4 pm between the March and September equinoxes. The proposed increase in building height would permit shadowing of the park’s entire central gathering and activity area by 6 pm between the September and March equinoxes. This would result in significant loss of sunlight in Oppenheimer Park after 4 pm and into the evening for most of the year. This goes counter to the findings from the City’s *Downtown Public Space Strategy: Places for People Downtown*, which show significantly more people use and access public spaces between 4 pm and 6 pm.

Until such time that a citywide policy is developed to retain and protect solar access in parks and public spaces, **the General Manager of the Vancouver Board of Parks and Recreation recommends that the solar access protection of Oppenheimer Park between the March and September equinoxes be extended from the currently proposed 10 am to 4 pm time period to a 10 am to 6 pm time period.**

Financial

The proposed amendments are intended to increase opportunities for and enhance the viability of social housing. Social housing is exempt from Development Cost Levies under provisions of the *Vancouver Charter* and from Community Amenity Contributions under the *Community Amenity Contributions for Rezoning* policy. All other uses are subject to applicable development contributions based on policies and bylaws in place. The heritage conservation provisions of up to 10% bonus density are only available to support onsite conservation.

As the proposed increase in height and density is only applicable to social housing development with at least one third of the dwelling units to be rented at rates no higher than the shelter

component of Income Assistance, and the remaining two thirds targeting at or below HILs rates (1/3) and low-end of market rates (1/3), it is not anticipated that the change would materially increase the property values. Staff will continue to monitor the situation closely.

Consistent with Council policies, affordable housing are expected to be self-sustaining over the long term where rents are set at levels that will cover mortgage payments (to repay some or all of the construction costs), operating costs and capital replacement; and do not require further operating subsidies and property tax exemptions from the City.

CONCLUSION

The proposed amendments will help streamline delivery of modest increases in density and height to 100% social housing developments in two areas of the Downtown Eastside, and provide non-profit housing organisations with greater opportunity to leverage current provincial and federal funding programs. The proposed amendments would also encourage the retention of heritage resources through the inclusion of a discretionary increase in density. In addition, the amendments would provide greater clarity for 100% social housing developments under zoning, and create greater flexibility for 100% social housing developments through the rezoning process.

* * * * *

DRAFT

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

**A By-law to amend Downtown-Eastside/Oppenheimer
Official Development Plan By-law No. 5532
regarding increases in height and FSR**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions of Schedule A of the Downtown-Eastside/Oppenheimer Official Development Plan By-law No. 5532.
2. In section 5.5, Council:
 - (a) in subsection 5.5.1(b), strikes out “to a maximum floor space ratio of 4.5 if:” and substitutes “to a maximum floor space ratio of 5.5 if:”;
 - (b) renumbers sections 5.5.3, 5.5.4 and 5.5.5 as sections 5.5.4, 5.5.5 and 5.5.6, respectively;
 - (c) adds a new section 5.5.3 as follows:

“5.5.3 Despite the provisions of subsections 5.5.1 and 5.5.2, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:

 - (a) Council first approves a heritage designation by-law;
 - (b) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and
 - (c) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”; and
 - (d) in section 5.5.6, strikes out “pursuant to sections 5.5.3 and 5.5.4” and substitutes “pursuant to sections 5.5.4 and 5.5.5”.
3. In section 5.6.1, Council:
 - (a) strikes out “may permit an increase in the maximum height of a building to a maximum of 22.8 m” and substitutes “may permit an increase in the maximum height of a building to a maximum of 30.5 m”;
 - (b) in subsection (b), strikes out “; and” and substitutes “;”
 - (c) renumbers subsection (c) as subsection (f);
 - (d) adds new subsections (c) through (e) as follows:

- “(c) in the case of a site on the south side of East Cordova Street between Gore Avenue and Princess Avenue, no portion of a building extends above an envelope formed by a vertical line measuring 17 m in height at the north property line and a plane formed by an angle of 40 degrees measured from the horizontal and having its vertex at the maximum building height, and as illustrated in Figure 1;
- (d) in the case of a site on the west side of Dunlevy Avenue between East Cordova Street and the lane between East Cordova and Powell Street, no portion of a building extends above an envelope formed by a vertical line measuring 14 m in height at the east property line and a plane formed by an angle of 35 degrees measured from the horizontal and having its vertex at the maximum building height, and as illustrated in Figure 2;
- (e) except for the portion of a site at the north property line at the corner of Jackson Avenue and Powell Street extending south up to 23 metres, in the case of a site on the east side of Jackson Avenue between East Cordova Street and Powell Street, no portion of a building extends above an envelope formed by a vertical line measuring 11 m in height at the west property line and a plane formed by an angle of 29 degrees measured from the horizontal and having its vertex at the maximum building height, and as illustrated in Figure 3; and”;
- (e) in clause (f)(ii), strikes out “and the impact on public areas such as parks and plazas.” and substitutes “and the impact on public areas such as parks, playgrounds, and plazas, including any shadow impacts between 10:00 am and 4:00 pm from March 21st to September 21st.”; and
- (f) inserts the following Figures at the end of the section:

Figure 1

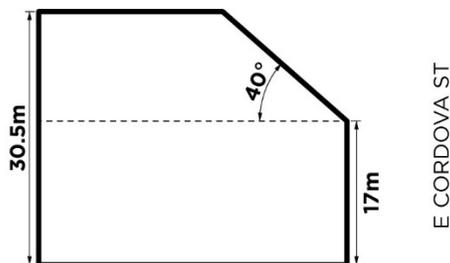


Figure 2

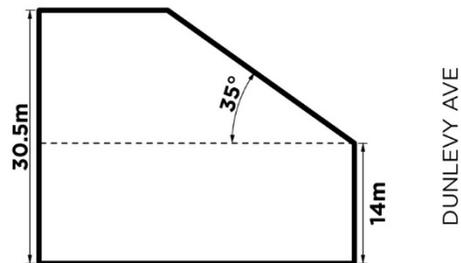
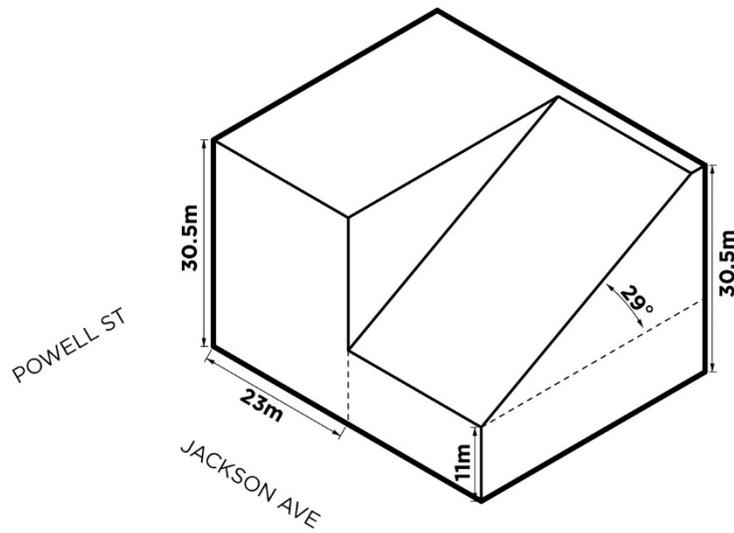


Figure 3



4. In section 6.5, Council:

- (a) in subsection 6.5.1(b), strikes out “to a maximum floor space ratio of 4.5 if:” and substitutes “to a maximum floor space ratio of 5.5 if:”;

- (b) renumbers sections 6.5.3, 6.5.4 and 6.5.5 as sections 6.5.4, 6.5.5 and 6.5.6, respectively;
 - (c) adds a new section 6.5.3 as follows:
 - “6.5.3 Despite the provisions of subsections 6.5.1 and 6.5.2, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:
 - (a) Council first approves a heritage designation by-law;
 - (b) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and
 - (c) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”; and
 - (d) in section 6.5.6, strikes out “pursuant to sections 6.5.3 and 6.5.4” and substitutes “pursuant to sections 6.5.4 and 6.5.5”.
5. In section 6.6.1, Council strikes out “may permit an increase in the maximum height of a building to a maximum of 22.8 m” and substitutes “may permit an increase in the maximum height of a building to a maximum of 30.5 m”.
6. In section 7.5, Council:
- (a) in subsection 7.5.1(b), strikes out “to a maximum floor space ratio of 4.5 if:” and substitutes “to a maximum floor space ratio of 5.5 if:”;
 - (b) renumbers sections 7.5.3, 7.5.4 and 7.5.5 as sections 7.5.4, 7.5.5 and 7.5.6, respectively;
 - (c) adds a new section 7.5.3 as follows:
 - “7.5.3 Despite the provisions of subsections 7.5.1 and 7.5.2, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:
 - (a) Council first approves a heritage designation by-law;
 - (b) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and
 - (c) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”; and
 - (d) in section 7.5.6, strikes out “pursuant to sections 7.5.3 and 7.5.4” and substitutes “pursuant to sections 7.5.4 and 7.5.5”.

DRAFT

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

**A By-law to amend
Zoning and Development By-law No. 3575
regarding increases in FSR in the FC-1 District Schedule**

2. This By-law amends the indicated provisions of the Zoning and Development By-law No. 3575.
3. In section 4.7.1 of the FC-1 District Schedule, Council:
 - (a) strikes out “The floor space ratio shall not exceed 5.0, subject to the following:” and substitutes “The floor space ratio shall not exceed 5.0, except that if a development includes residential use where all residential units are social housing, the floor space ratio should not exceed 6.0, subject to the following:”;
 - (b) in subsection (d), strikes out “; and” and substitutes “;”;
 - (c) in subsection (e), strikes out “.” at the end of the subsection and substitutes “; and”;
and
 - (d) adds a new subsection (f) as follows:
 - “(f) the maximum floor space ratio for residential use shall be 4.5 where all residential units are social housing.”.
4. In the FC-1 District Schedule, Council:
 - (a) renumbers sections 4.7.2, 4.7.3 and 4.7.4 as 4.7.3, 4.7.4 and 4.7.5, respectively;
and
 - (b) adds a new section 4.7.2 as follows:

“4.7.2 Despite the provisions of section 4.7.1, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:

 - (a) Council first approves a heritage designation by-law;
 - (b) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and
 - (c) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”.
5. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.

**CONSEQUENTIAL AMENDMENTS TO THE DOWNTOWN EASTSIDE/OPPENHEIMER
DESIGN GUIDELINES**

Amendments to the Council-adopted guidelines will be prepared generally in accordance with the provisions listed below [~~bold strike out~~ = deletion, red text = addition]

Page / Section	Proposed Amendments
Page 2 / Zoning Summary: Sub-area No. 2 Cordova St	FSR Max 1.0, except: with social housing: total 5.5 Height 15 30.5 metres max. (approx. 4 8 storeys).
Page 2 / Zoning Summary: Sub-area No. 3 Powell St./Japanese Village	FSR Max 1.0, except: with social housing: total 5.5 Height 15 30.5 metres max. (approx. 4 8 storeys) 7 metres min. (approx. 2 storeys).
Page 2 / Zoning Summary: Sub-area No. 4 Alexander/Powell	FSR Max 1.0, except: with social housing: total 5.5 Height 15 30.5 metres max. (approx. 8 storeys)

Policy

Downtown Eastside Rezoning Policy

Approved by Council March 15, 2014

Last amended December 10, 2019

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Background and Context

The **Downtown Eastside Plan**, approved by City Council in 2014, provides a vision, policies, and strategies for the neighbourhood that focuses on ways to improve the lives of low-income Downtown Eastside (DTES) residents and community members. The DTES planning area is comprised of seven distinct sub-areas: Chinatown, Gastown, Industrial Area, Oppenheimer District, Strathcona, Thornton Park, and Victory Square.

The plan strives to ensure that the uniqueness of the DTES is recognised, and special tools and approaches are created to achieve a healthy neighbourhood for all, including this rezoning policy. The plan also endeavours to maintain the existing neighbourhood character and revitalize the area without displacement of residents.

Downtown Eastside Neighbourhood Development Principles

Planning in the DTES strives to ensure that:

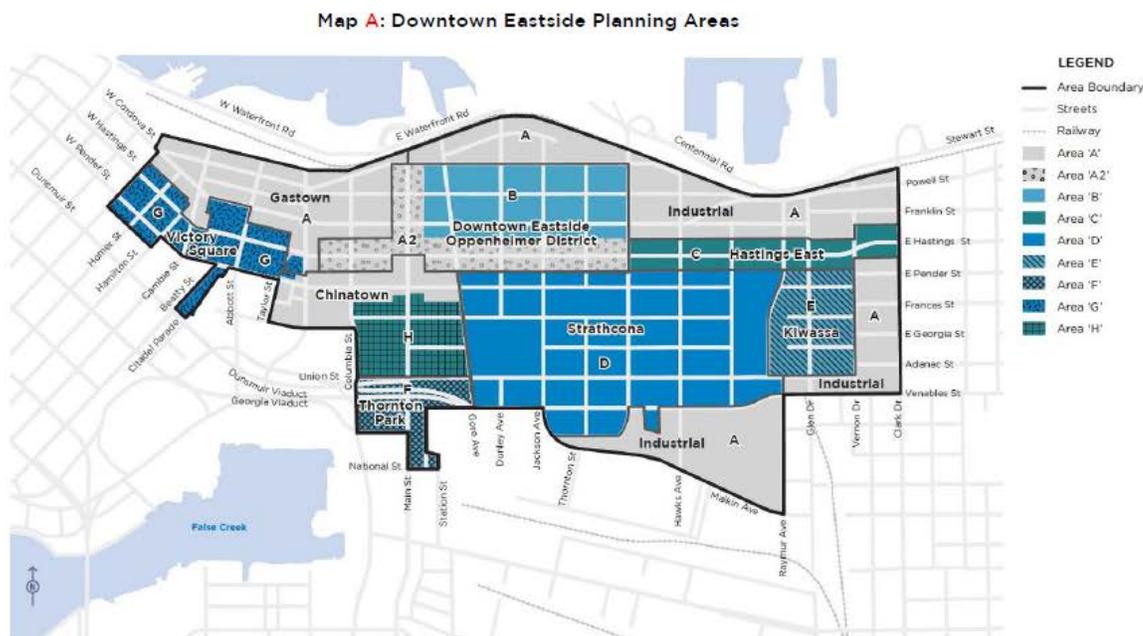
- The diverse, mixed-income neighbourhoods maintain their distinct character and roles;
- The area remains mixed-use, allowing residential, commercial, industrial, civic, and institutional uses, as well as parks and open space;
- Building height (including historic height) and scale remain generally low-to mid-rise, with new development informed by the unique heritage character;
- Ongoing community involvement in planning of the area is supported;
- Housing and amenities are prioritized in new development; and
- Growth is directed to suitable locations to enhance the area overall.

These DTES neighbourhood development principles support the city-wide principle of achieving a green, environmentally sustainable urban pattern.

Intent

The intent of this policy is to provide guidance on rezonings in the DTES planning area related to implementation of development directions and policies contained in the DTES Plan (available online at vancouver.ca/dtesplan).

This rezoning policy applies to the DTES planning area, as outlined in Map A on the following page.



Definitions

For the purpose of this document:

“DTES” refers to the Downtown Eastside planning area as shown in Map A.

“Market Residential” means residential housing that is in strata-titled ownership.

“Non-residential” means any land use permitted in Official Development Plans, District Schedules, and policy documents, except residential and parking.

“Public Benefits Strategy” refers to Chapter 17 - Public Benefits Strategy of the Downtown Eastside Plan, which includes Social Housing and identifies other public benefits

“Secured Market Rental Housing” means the same as the definition in the Zoning & Development By-law.

“Site” means the same as the definition in the Zoning & Development By-law.

“Social Housing” means the same as the definition in the Zoning & Development By-law.

Policies

1 General Policy Considerations

1.1 Applicable Policies

- (a) Specific policies on heights, densities, urban design, and housing requirements for potential developments that may result from this policy are described in Chapter 7 – Built Form and Chapter 9 – Housing of the DTES Plan.
- (b) In addition to the provisions that follow, development proposals under this policy shall adhere to the existing, applicable Council-approved plans, policies, and guidelines for each site. Further, the provisions in this rezoning policy do not preclude additional requirements that will be determined during the enquiry or rezoning process.

1.2 Early Review Process

- (a) Prior to submitting a written rezoning enquiry for any site in the DTES, applicants shall meet with City staff early in their concept development process. The purpose of this meeting is to review the development concept, ensure proper contextual influences are considered, identify potential community impacts and benefits that might arise from the proposal, and clarify the strategies needed to meet housing, social, economic and urban design objectives, including massing, character and impact on public and private views.
- (b) The processing of rezoning applications that may result from this policy will include the typical review by City advisory bodies, including but not limited to the Urban Design Panel, Vancouver Heritage Commission, and other relevant committees such as the Chinatown Historic Area Planning Committee and Gastown Historic Area Planning Committee. Depending on the nature of the proposal, additional special review may be required, and could include: presentation of proposals at the enquiry stage to the public and advisory bodies, joint committee workshops, inclusion of guest panel members on committees, etc.

1.3 Social Impact Management

- (a) To inform the City's review of all major developments in the DTES, including rezonings, a set of Social Impact Objectives and a Social Impact Management Framework have been established for the neighbourhood (see Chapter 1 – Introduction and Chapter 18 – Implementation of the DTES Plan for more information). As the Downtown Eastside is home to many vulnerable and low-income people, the DTES Plan aims to manage change in the neighbourhood, minimise potential negative impacts of new development, and maximise benefits for all people.
- (b) All new development permits and rezoning applications in this area are required to complete the Neighbourhood Fit Evaluation at the time of their application, and are also required to have enhanced community notification. In some cases, a pre-application community open house will be required. The evaluation form and **Neighbourhood Fit Considerations** will be made available to the community to complete as part of the consultation process. Of special note is the Community-based Development Area, comprised of the Downtown Eastside Oppenheimer District and portions of the Hastings corridor. This area has the highest concentration of community assets for low-income and vulnerable people and is of particular importance to the DTES community.

2 Rezoning Policies

2.1 Gastown, Industrial Area

In Area 'A', of Map A, rezoning applications will not be considered for market residential development or for increasing the heights and densities from what current zoning permits.

2.2 Downtown Eastside Oppenheimer District – Sub-area 1

In the portion of Area 'A2', of Map A, zoned Downtown Eastside Oppenheimer District – Sub-area 1, rezoning applications will not be considered for market residential development or for increasing the height from what current zoning permits. Rezoning applications for increasing the density from what current zoning permits may be considered on a case-by-case basis where:

- (a) all of the residential use is for social housing; or,
- (b) the zoning requirements for social and secured market rental housing for additional density above 1.0 FSR are met; and,
- (c) the site is deemed appropriate for the proposed additional density from what current zoning permits based on site context and urban design performance including review of the height, bulk and location of the building and its effect on the site, surrounding buildings and streets, existing views and general amenity of the area, as well as the livability of the proposed residential units.

2.3 Downtown Eastside Oppenheimer District – Sub-area 2, 3, & 4

In Area 'B', of Map A, rezoning applications will be considered for increasing the height and density from what current zoning permits on a case-by-case basis where:

- (a) all of the residential use is for social housing; and
- (b) the site is deemed appropriate for the proposed additional density from what current zoning permits based on site context and urban design performance, including review of the height, bulk and location of the building and its effect on the site, surrounding buildings and streets, existing views and general amenity of the area, including parks, playgrounds, and plazas, as well as the livability of the proposed residential units.

2.4 Hastings East

In Area 'C', of Map A, rezoning applications will be considered for mixed-use development where between 20-30% of residential units are secured as on-site social housing. At the discretion of the Chief Housing Officer, alternative approaches to delivering the required social housing units may be considered.

2.5 Strathcona

In Area 'D', of Map A, rezoning applications for residential development will be considered for increasing the heights and densities from what current zoning permits subject to one of the following conditions being met:

- (a) where the site is an existing social housing site and the amount of social housing is being increased;
- (b) where the site is fronting on Gore Avenue and all of the residential use is for social housing or secured market rental housing.

2.6 Kiwassa

In Area 'E', of Map A, only on existing industrial zoned sites, rezoning applications will be considered for mixed-use development where 20% of residential units are secured as on-site social housing. At the discretion of the Chief Housing Officer, alternative approaches to delivering the required social housing units may be considered.

2.7 Thornton Park

In Area 'F', of Map A, rezoning applications will be considered for increasing the height and density from what current zoning permits on a case-by-case basis where:

- (a) applications expand existing and/or create new social housing; and
- (b) the site is deemed appropriate for the proposed additional density from what current zoning permits based on site context and urban design performance, including review of the height, bulk and location of the building and its effect on the site, surrounding buildings and streets, existing views and general amenity of the area, including parks, playgrounds, and plazas, as well as the livability of the proposed residential units.

2.8 Victory Square

In Area 'G', of Map A, rezoning applications will be considered in accordance with the [Victory Square Policy Plan](#). Two higher building sites are located within this area and can be considered in accordance with the provisions set out in Chapter 7 – Built Form of the DTES Plan.

2.9 Chinatown

In Area 'H', of Map A, the Rezoning Policy for Chinatown South (HA-1A) is no longer in effect.

3 Minor Amendments to Allowable Uses

Rezoning applications may be considered in all areas for minor amendments to the uses permitted in existing zoning by-laws, provided that the amendments do not relate to height or density increases beyond what is outlined in the DTES Plan and do not contravene relevant Council-approved policies and guidelines.

4 Livability Impacts

Rezoning applications for residential use adjacent to these areas should include measures to mitigate anticipated noise and other related impacts on the new residents from the existing uses. Technical analyses, such as acoustic, thermal comfort, and rail proximity studies, will be required for sites adjacent to these existing uses. These studies shall be used to inform impact mitigation strategies (i.e. informing new residents of potential noise impacts through disclosure statements) for the proposed development, and are necessary as some areas in the DTES are close to areas with active

industrial use, rail corridors and yards, or areas with a high concentration of late-night businesses such as bars and restaurants with or without patios.

5 Public Benefits through Rezoning

Appropriate public benefits shall be provided by developments rezoned through this policy, typically in the form of Community Amenity Contributions (CACs), on-site social housing, or transferable heritage density. Public benefits will be negotiated on a case-by-case basis as part of a rezoning application, according to the Council-adopted policy [Community Amenity Contributions for Rezonings](#).

See Chapter 17 - Public Benefits Strategy of the DTES Plan for details on the identified public benefits for the area.

**SUMMARY of PROPOSED AMENDMENTS TO THE DOWNTOWN-
EASTSIDE/OPPENHEIMER OFFICIAL DEVELOPMENT PLAN**

Note: This document is being provided for information only as a reference to highlight the proposed amendments. Should there be any discrepancy between this redline version and the draft amending by-laws, the draft amending by-laws prevail.

Amendments to Council-adopted by-law will be prepared generally in accordance with the provisions listed below [~~bold strike out~~ = deletion, **red text** = addition]

Page / Section	Proposed Amendments
Page 17 / 5.5.1	<p>Density</p> <p>Subject to the provisions of subsection 5.5.2, the maximum density for any development shall be a floor space ratio of 1.0, except that the Development Permit Board may permit an increase in the maximum density:</p> <ul style="list-style-type: none"> (a) to a maximum floor space ratio of 2.5, if at least 60% of the residential units comprising not less than 40% of the gross floor area above a floor space ratio of 1.0 are developed as social housing and the remaining 40% of the residential units comprising not more than 60% of the gross floor area above a floor space ratio of 1.0 are developed as secured market rental housing; or (b) to a maximum floor space ratio of 4.5 if: to a maximum floor space ratio of 5.5 if: <ul style="list-style-type: none"> (i) the site has a frontage no greater than 45.7 m, (ii) the development includes residential and all residential units are social housing, and (iii) the Development Permit Board first considers: <ul style="list-style-type: none"> (a) the intent of this Official Development By-law and all applicable Council policies and guidelines; and (b) height, bulk, location and overall design of the building and its effect on the site and on surrounding buildings and streets and existing views, with an emphasis on preserving and strengthening prevailing context and mitigating the impact on the liveability of adjacent residential areas and the impact on public areas such as parks and plazas;
Page 18 / 5.5.3	5.5.3 5.5.4
Page 18 / 5.5.3	<p>Despite the provisions of subsections 5.5.1 and 5.5.2, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:</p> <ul style="list-style-type: none"> (a) Council first approves a heritage designation by-law; (b) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and

	<p>(c) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”; and</p>
<p>Page 18 / 5.5.4</p>	<p>5.5.4 5.5.5</p>
<p>Page 19 / 5.5.5</p>	<p>5.5.5 5.5.6 Floor area excluded pursuant to sections 5.5.3 and 5.5.4 pursuant to sections 5.5.4 and 5.5.5 shall not be put to any use other than that which justified the exclusion.</p>
<p>Page 19 / 5.6.1</p>	<p>Height The maximum height shall be 15 meters (approximately 49 feet; approximately four storeys).</p> <p>The Development Permit Board may permit an increase in the maximum height of a building to a maximum of 22.8 m may permit an increase in the maximum height of a building to a maximum of 30.5 m if:</p> <ul style="list-style-type: none"> (a) site has a frontage no greater than 45.7 m; (b) all residential units are social housing; and; (c) in the case of a site on the south side of East Cordova Street between Gore Avenue and Princess Avenue, no portion of a building extends above an envelope formed by a vertical line measuring 17 m in height at the north property line and a plane formed by an angle of 40 degrees measured from the horizontal and having its vertex at the maximum building height, and as illustrated in Figure 1; (d) in the case of a site on the west side of Dunlevy Avenue between East Cordova Street and the lane between East Cordova and Powell Street, no portion of a building extends above an envelope formed by a vertical line measuring 14 m in height at the east property line and a plane formed by an angle of 35 degrees measured from the horizontal and having its vertex at the maximum building height, and as illustrated in Figure 2; (e) except for the portion of a site at the north property line at the corner of Jackson Avenue and Powell Street extending south up to 23 metres, in the case of a site on the east side of Jackson Avenue between East Cordova Street and Powell Street, no portion of a building extends above an envelope formed by a vertical line measuring 11 m in height at the west property line and a plane formed by an angle of 29 degrees measured from the horizontal and having its vertex at the maximum building height, and as illustrated in Figure 3; and (f) the Development Permit Board first considers: <ul style="list-style-type: none"> (i) the intent of this Official Development By-law and all applicable Council policies and guidelines, and (ii) height, bulk, location and overall design of the building and its effect on the site and on surrounding buildings and streets and existing views, with an emphasis on preserving and strengthening prevailing context and mitigating the impact on the liveability of adjacent residential areas and the impact on public areas such as parks and plazas. and the impact on public areas such as parks, playgrounds, and plazas, including any shadow impacts between 10:00 am and 4:00 pm from March 21st to September 21st.

Figure 1

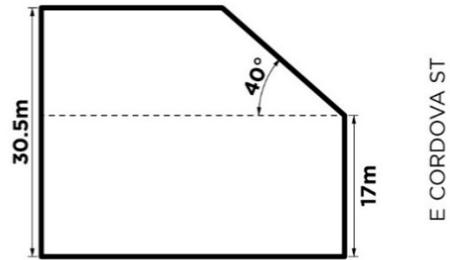
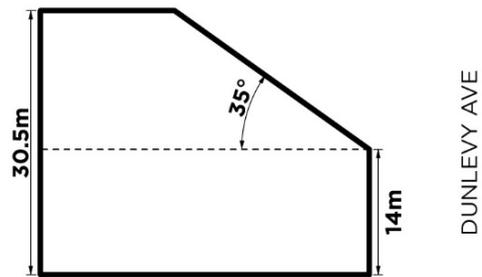
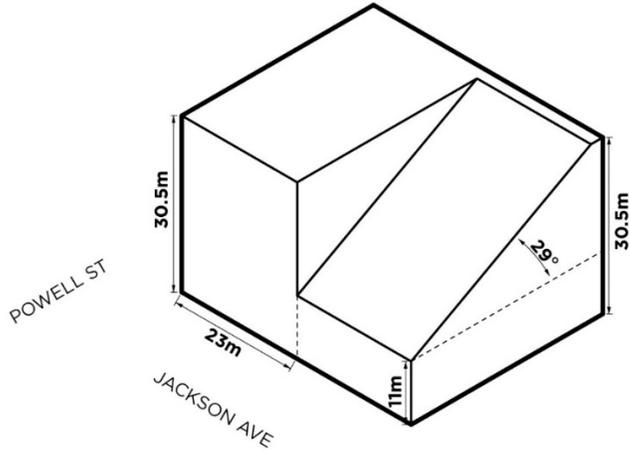


Figure 2



	<p>Figure 3</p> 
<p>Page 22 / 6.5.1</p>	<p>Density</p> <p>Subject to the provisions of subsection 5.5.2, the maximum density for any development shall be a floor space ratio of 1.0, except that the Development Permit Board may permit an increase in the maximum density:</p> <ul style="list-style-type: none"> (a) to a maximum floor space ratio of 2.5, if at least 60% of the residential units comprising not less than 40% of the gross floor area above a floor space ratio of 1.0 are developed as social housing and the remaining 40% of the residential units comprising not more than 60% of the gross floor area above a floor space ratio of 1.0 are developed as secured market rental housing; or (b) to a maximum floor space ratio of 4.5 if: to a maximum floor space ratio of 5.5 if: <ul style="list-style-type: none"> (i) the site has a frontage no greater than 45.7 m, (ii) the development includes residential and all residential units are social housing, and (iii) the Development Permit Board first considers: <ul style="list-style-type: none"> (a) the intent of this Official Development By-law and all applicable Council policies and guidelines; and (b) height, bulk, location and overall design of the building and its effect on the site and on surrounding buildings and streets and existing views, with an emphasis on preserving and strengthening prevailing context and mitigating the impact on the liveability of adjacent residential areas and the impact on public areas such as parks and plazas;
<p>Page 24 / 6.5.3</p>	<p>6.5.3 6.5.4</p>
<p>Page 24 / 6.5.3</p>	<p>Despite the provisions of subsections 6.5.1 and 6.5.2, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:</p> <ul style="list-style-type: none"> (d) Council first approves a heritage designation by-law;

	<p>(e) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and</p> <p>(f) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”; and</p>
Page 25 / 6.5.4	6.5.4 6.5.5
Page 25 / 6.5.5	<p>6.5.5 6.5.6</p> <p>Floor area excluded pursuant to sections 6.5.3 and 6.5.4 pursuant to sections 6.5.4 and 6.5.5 shall not be put to any use other than that which justified the exclusion.</p>
Page 25 / 6.6.1	<p>Height</p> <p>The minimum height of a building within this sub-area shall be 7 meters (approximately 23 feet; approximately two storeys). The maximum height shall be 15 meters (approximately 49 feet; approximately four storeys).</p> <p>The Development Permit Board may permit an increase in the maximum height of a building to a maximum of 22.8 m may permit an increase in the maximum height of a building to a maximum of 30.5 m if</p> <p>(a) the site has a frontage no greater than 45.7 m;</p> <p>(b) all residential units are social housing, and</p> <p>(c) the Development Permit Board first considers:</p> <p>(i) the intent of this Official Development By-law and all applicable Council policies and guidelines; and</p> <p>(ii) height, bulk, location and overall design of the building and its effect on the site and on surrounding buildings and streets and existing views, with an emphasis on preserving and strengthening prevailing context and mitigating the impact on the liveability of adjacent residential areas and the impact on public areas such as parks and plazas;</p>
Page 30 / 7.5.1	<p>Subject to the provisions of subsection 7.5.2, the maximum floor space ratio for any development shall be 1.0, except that the Development Permit Board may permit an increase in the maximum density:</p> <p>(a) to a maximum floor space ratio of 2.5, if at least 60% of the residential units comprising not less than 40% of the gross floor area above a floor space ratio of 1.0 are developed as social housing and the remaining 40% of the residential units comprising not more than 60% of the gross floor area above a floor space ratio of 1.0 are developed as secured market rental housing; or</p> <p>(b) to a maximum floor space ratio of 4.5 if: to a maximum floor space ratio of 5.5 if:</p> <p>(i) the site has a frontage no greater than 45.7 m,</p> <p>(ii) the development includes residential and all residential units are social housing, and</p> <p>(iii) the Development Permit Board first considers:</p> <p>(a) the intent of this Official Development By-law and all applicable Council policies and guidelines; and</p>

	(b) height, bulk, location and overall design of the building and its effect on the site and on surrounding buildings and streets and existing views, with an emphasis on preserving and strengthening prevailing context and mitigating the impact on the liveability of adjacent residential areas and the impact on public areas such as parks and plazas;
Page 24 / 7.5.3	7.5.3 7.5.4
Page 30 / 7.5.3	Despite the provisions of subsections 7.5.1 and 7.5.2, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if: <ul style="list-style-type: none"> (d) Council first approves a heritage designation by-law; (e) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and (f) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.”; and
Page 31 / 7.5.4	7.5.4 7.5.5
Page 31 / 7.5.5	7.5.5 7.5.6 Floor area excluded pursuant to sections 7.5.3 and 7.5.4 pursuant to sections 7.5.4 and 7.5.5 shall not be put to any use other than that which justified the exclusion.
Page 31 / 7.6.1	Height The maximum height shall be 15 m. The Development Permit Board may permit an increase in the maximum height of a building to a maximum of 22.8 m may permit an increase in the maximum height of a building to a maximum of 30.5 m if: <ul style="list-style-type: none"> (a) the site has a frontage no greater than 45.7 m; (b) all residential units are social housing, and (c) the Development Permit Board first considers: <ul style="list-style-type: none"> (i) the intent of this Official Development By-law and all applicable Council policies and guidelines; and (ii) height, bulk, location and overall design of the building and its effect on the site and on surrounding buildings and streets and existing views, with an emphasis on preserving and strengthening prevailing context and mitigating the impact on the liveability of adjacent residential areas and the impact on public areas such as parks and plazas;

SUMMARY of PROPOSED LAND USE AMENDMENTS TO THE FC-1 DISTRICT SCHEDULE (EAST FALSE CREEK)

Note: This document is being provided for information only as a reference to highlight the proposed amendments. Should there be any discrepancy between this redline version and the draft amending by-laws, the draft amending by-laws prevail.

Amendments to the Council-adopted by-law will be prepared generally in accordance with the provisions listed below [~~bold strike out~~ = deletion, red text = addition]

Page / Section	Proposed Amendments
Page 6 / 4.7.1	<p>Floor Space Ratio</p> <p>The floor space ratio shall not exceed 5.0, subject to the following: The floor space ratio shall not exceed 5.0, except that if a development includes residential use where all residential units are social housing, the floor space ratio shall not exceed 6.0, subject to the following:</p> <ul style="list-style-type: none"> (a) the maximum floor space ratio for retail or service uses except hotel shall be 1.0; (b) the maximum floor space ratio for office uses or detoxification centre shall be 1.5; (c) the maximum floor space ratio for hotel use shall be 4.0; (d) the maximum floor space ratio for all other non-residential uses permitted by sections 2.2 and 3.2 but not listed in (a), (b) or (c) of this section 4.7.1 shall be 3.0, except that where a hotel use having a floor space ratio of at least 1.0 is included in the development, the maximum floor space ratio under this clause (d) shall be 4.0; and; (e) the maximum floor space ratio for residential use shall be 3.0; and (f) the maximum floor space ratio for residential use shall be 4.5 where all residential units are social housing.
Page 6 / 4.7.2	4.7.2 4.7.3
Page 6 / 4.7.2	<p>Despite the provisions of section 4.7.1, the Director of Planning or the Development Permit Board may permit an increase in the maximum floor space ratio to a maximum of 10% for the conservation of heritage property if:</p> <ul style="list-style-type: none"> (a) Council first approves a heritage designation by-law; (b) the development includes substantial retention of the existing structure and historically appropriate conservation treatments; and (c) the Director of Planning or Development Permit Board first considers the intent of this Schedule and all applicable Council policies and guidelines.
Page 7 / 4.7.3	4.7.3 4.7.4
Page 7 / 4.7.4	4.7.4 4.7.5



DOWNTOWN EASTSIDE POLICY UPDATES TO INCREASE SOCIAL HOUSING



Engagement Summary
October 2021

Engagement Overview

Background

The Downtown Eastside (DTES) Plan (Mar 2014) prioritises actions and strategies related to social housing, community health and well-being, and local economic development. It identifies the urgent need for self-contained social housing at affordable rents for those who are homeless. Under the Housing Vancouver Strategy: Three-year Action Plan (Nov 2017), modest increases in density and height to facilitate the delivery of more social housing were allowed in recently approved community plans.

Since the 2014 approval of the DTES Plan, an increasing number of people experience sheltered and unsheltered homelessness and an urgent demand for supportive and shelter rate homes. The continued need and support for social housing was expressed by the community at the DTES Plan Community Fair (Jun 2019), a collaborative engagement event. The proposed policy amendments were also identified as a priority action in the DTES Plan Implementation Progress Memorandum to Council (Oct 2020). The proposed amendments were also included as a quick-start action in the Vancouver Plan Phase 1 report (Oct 2021) and Vancouver Plan Phase 2 report (July 2021) as they align with long-term City housing objectives and support partnership and funding opportunities to create more social housing within the DTES.

The proposed amendments in the Downtown Eastside Oppenheimer District (DEOD) sub-area 2, 3, and 4, and the Thornton Park / East False Creek (FC-1) are to:

- Enable a modest increase in density and height for projects that delivery 100% social housing through changes to existing zoning;
- Enable addition density and height beyond existing zoning to be determined based on heritage considerations, context, and urban design for projects that delivery 100% social housing through the rezoning process; and,
- Enable an increase in density for heritage conservation.

Public Engagement

To help inform the review, from September 1 to 22, 2021 a virtual public engagement process was held that included bilingual notifications, a Shape Your City webpage with information and a survey, and stakeholder workshops.

This engagement process included:

- **E-mail notification** was sent to 683 individuals and organisations through the DTES list-serv and local non-profit organisation email list inviting them to learn more on the community engagement website.
- **A bilingual Shape Your City website and survey.** A broad public engagement was undertaken over a 3 week period through an online survey on the City's website with hardcopies available upon request. The information webpages were viewed 152 times with 27 completed surveys.
- **3 workshops** with 8 community organisations including representatives from the former Local Area Planning Process (LAPP), business improvement associations, government and non-profit housing providers, and DTES service providers.

Summary of Feedback

Online Survey results

An online survey was available on the Shape Your City webpage from Sept 1 to 22, 2021, which received a total of 27 responses. Respondents were asked whether they agreed or disagreed with the proposed amendments and an open ended question gave respondents the opportunity to provide more detailed feedback.

Downtown Eastside Oppenheimer District (sub-areas 2, 3, and 4)

There was general agreement to the proposed amendment in the DEOD for projects that delivered 100% social housing:

- **52%** generally agreed while **42%** generally disagreed with increasing density and height under zoning.
- **55%** generally agreed while **37%** generally disagreed with determining density and height based on heritage considerations, context, and urban design through the rezoning process.

There were 15 open ended responses with mixed comments of support and non-support. Some supported more social housing noting the need for a higher percentage of units rented at welfare rate, and more housing to accommodate families, while other respondents had concerns about concentrating and adding more social housing to the DTES and straining existing resources. Other feedback included more emphasis on creating social housing outside of the DTES, rehabilitating existing buildings, and consideration of mixed income buildings and market housing development to support local business.

Thornton Park / East False Creek (FC-1)

There was general agreement to the proposed amendment in the Thornton Park / East False Creek for projects that delivered 100% social housing:

- **52%** generally agreed while **41%** generally disagreed with increasing density and height under zoning.
- **59%** generally agreed while **37%** generally disagreed with determining density and height based on heritage considerations, context, and urban design through the rezoning process.

There were 12 open ended responses with mixed comments of support and non-support for the proposed changes. Similar to the responses above; some supported more social housing higher amount of units rented at welfare rate, more housing to accommodate families, as well as increased heights to allow for more housing. Other respondents expressed concern with concentrating more height and density in the DTES, preferring social housing to be built across the city and a desire to see a greater mix of housing types for a range of incomes. Other feedback included the need for more services, housing to accommodate workers from the new St. Paul's hospital and biotech area, and lack of green space.

For a full summary of the survey results, please see Appendix A: Questionnaire.

Summary of Feedback

Virtual Stakeholder Meeting results

Staff hosted three virtual Webex workshops (September 9, 14 and 15, 2021) to provide an overview of the proposed amendments, respond to questions, and seek community feedback from community organisations. Participants included representatives from the former Local Area Planning Process (LAPP), business improvement associations, government and non-profit housing providers, and DTES service provider.

The sessions were facilitated by DTES Planning and Housing staff, and provided an overview of the proposed amendments, a question period and solicited feedback. Each workshop was an hour long session with the following agenda:

- 15 minute staff presentation
- 20 minute for questions and clarification
- 20 minutes of broad discussions

The following is a summary of the three sessions.

Workshop One: Former Local Area Planning Process committee members

In general, there was support for the proposed policy changes due to the need for more social housing in the area. There were questions about the definition of social housing, along with a discussion of the importance of mixed-income buildings with more moderate-income earners to support local businesses. There were also concerns expressed about the concentration of social housing within the area, noting challenges faced by businesses, and concerns generally expressed about the state of Single Room Occupancy (SRO) buildings in the area. There was agreement that the proposed policy changes potentially being used to replace SRO buildings with new self-contained social housing was a positive step.

It was also noted that housing is often talked about in isolation of services for low-income people or those experiencing homelessness. Many services are concentrated in the DTES and it was stated these services should be more spread out across the city, so that residents who have moved outside of the DTES do not have to travel back for services. In addition, there was a general discussion of the need for more types of housing citywide, from social housing to market rental housing, and support for policies to enable that housing.

Workshop Two: Social Housing providers

In general, there was support for enabling more height and density under current zoning for social housing within the proposed policy areas, and for a shorter development process overall. Attendees had questions on the details of the proposed changes. They also discussed the social housing definition, noting that while it helps achieve the goal of deeper affordability, it also lowers the rent mix and can have a real impact on the financial viability of projects. It was also noted that some residents of the DTES would like to move outside the neighbourhood, but housing options and services are limited. There was general support for more policies to enable social housing outside of the DTES neighbourhood.

Summary of Feedback

The general challenge of developing social housing projects was discussed as well. Often multiple funding sources are needed for projects to be viable, and these funding sources can change depending on the government in power. The uncertain and changing costs of construction have also made the financial viability of projects a continuous challenge, especially over the past year or so. There was general interest in developing more mass timber projects, though it was noted that the economics are currently challenging and a hope that cost efficiencies will improve as the industry adapts and the material use becomes more common. Overall, it was strongly agreed that any changes that make social housing development more certain and the processing of applications faster would be positive for the viability of projects.

Workshop Three: Non-profit Service providers

In general, there was support for more social housing in the DTES but not for the current definition of social housing. There was an interest in a change to the definition to require 100% shelter rate housing in order to push governments and non-profits to do more. There was concern that units renting closer to market are too expensive, and that this policy change could be a precedent for more change in other zoning districts in the area.

For a full summary of discussion notes, please see Appendix B: Stakeholder Workshop Notes.

Appendix A: Questionnaire

Question 1

For 100% social housing, the proposed increases in density and height under zoning in the Downtown Eastside Oppenheimer District (sub areas 2, 3, 4) would allow for a maximum of 5.5 Floor Space Ratio and 30.5 m (100 ft.) – approximately 9 storeys – without a rezoning, to speed up the delivery and increase the amount of social housing.

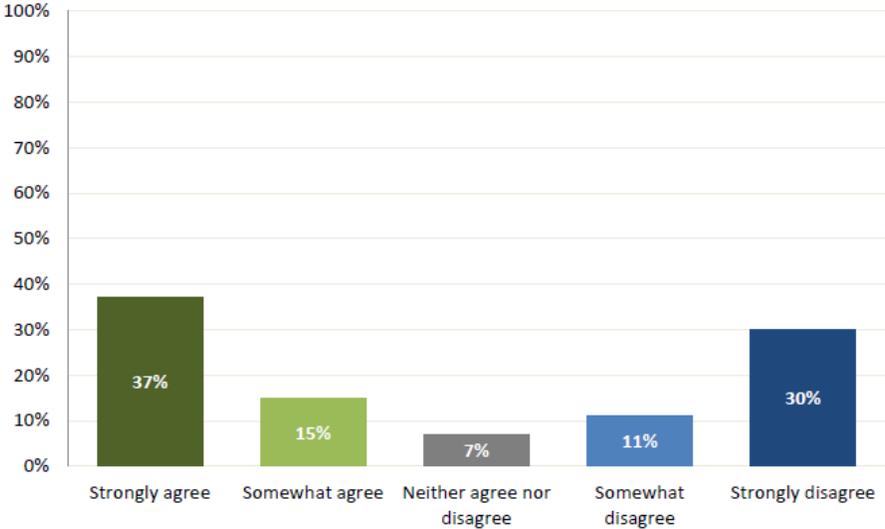
Would you agree or disagree with this change?

Snapshot

- More than half (52 percent) of respondents somewhat agreed or strongly agreed with the proposed increase in density and height under zoning in the Downtown Eastside Oppenheimer District, with over two fifths (42 percent) somewhat or strongly disagreeing.

Results

Total respondents (27)



Question 2

The proposed changes to the rezoning policy for the Downtown Eastside Oppenheimer District (sub areas 2, 3, 4) would allow additional density and height to be considered on a case-by-case basis for 100% social housing, depending on heritage considerations, site context, e.g. site size, location, adjacent buildings, neighbourhood, etc.), urban design performance, and detailed proposal review for 100% social housing.

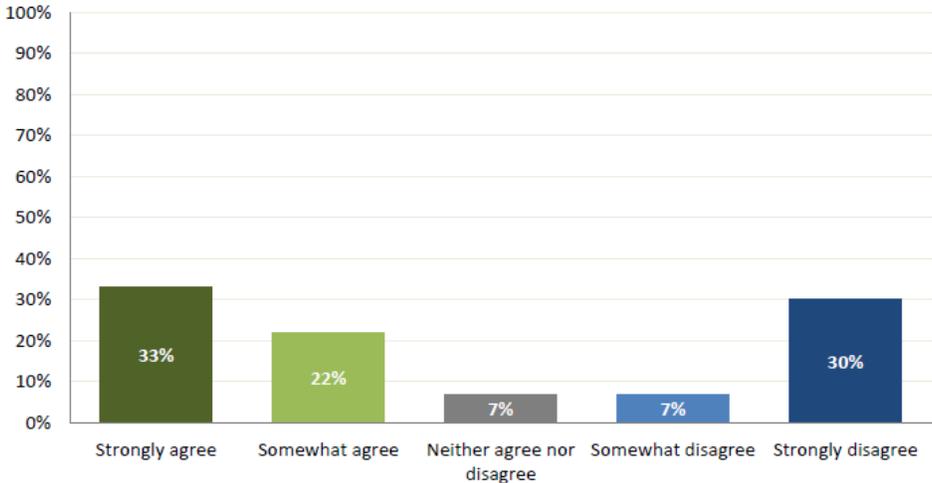
Would you agree or disagree with this change?

Snapshot

- More than half (55 percent) of respondents somewhat agreed or strongly agreed with the proposed changes to the rezoning policy for the Downtown Eastside Oppenheimer District, with over a third (37 percent) somewhat or strongly disagreeing.

Results

Total respondents (27 responses)



Question 3

Is there anything else you want to tell us about the proposed zoning and rezoning policy changes in the Downtown Eastside Oppenheimer District (sub areas 2, 3, 4)?

Comments

"I would like to see more height allowed so that we could get more housing."

"The higher the building are the more ghetto will be 20 year late masses of poor destroy the building I know by being a landlord not a bureaucrat"

"I have concerns about looking at increasing density for 100% social housing only in the DTES, as such recommendations are not being made in the other parts of the city. Multiple buildings with 9 floors of subsidized housing runs the serious risk of concentrating and further entrenching poverty in the DTES, acting to divide the city and further strain the existing resources in the DTES community. There should be consideration made to ensure 100% subsidized housing is spread through the city, and actually in keeping with more modern learnings, mixed income buildings more available through the city, maybe even in the DTES."

"We spent years working on these zoning guidelines. There is a basis for the reasoning. I am not in favour of a little increase here, a little increase there. City planners and developers tie more height and higher density to Social Housing thinking that will work. The DTES Local Area Plan is quite clear about height restrictions and FSR. People are worth it."

"I think these policies should apply to all development, not just those which are 100% social housing. We need more housing. Period. Enable more development of ALL types of housing."

"It is time to focus on other neighbourhoods to allow for social housing, DEOD is doing what it can, but the burden has to be divided fairly."

"There needs to be more market housing development in the area in order to rejuvenate and support the commercial and local businesses. Do not continue to create a ghetto."

"There should be less social housing in the DTES as the city has already saturated the area and is continuing to create a ghetto."

"Why is this one area being made into Vancouver's dumping ground for the poop and drug addicted? All this plan provides is more density of crap housing."

"Social housing is not defined. If we are talking welfare rate housing I would strongly agree with questions 1 & 2."

"Before considering density and height increases, existing building stock should be refurbished and or repurposed rather than demolished. This would open a significant amount of potential social housing space and be more in harmony with the existing built environment."

"Not only 100% social housing, but also a large percentage (>50%) should be welfare rate. Further, there needs to be housing available for families, suites with 2-4 bedrooms, so that families can stay in the neighbourhood and also be properly housed."

"No more housing in DTES. You can hardly use the sidewalk on East Hastings. Clear the streets, please."

"Allow laneway homes."

"No."

Question 4

For 100% social housing, the proposed increases in density under zoning in the Thornton Park / East False Creek (FC-1) would allow for a maximum of 6.0 FSR – without a rezoning, to speed up the delivery and increase the amount of social housing.

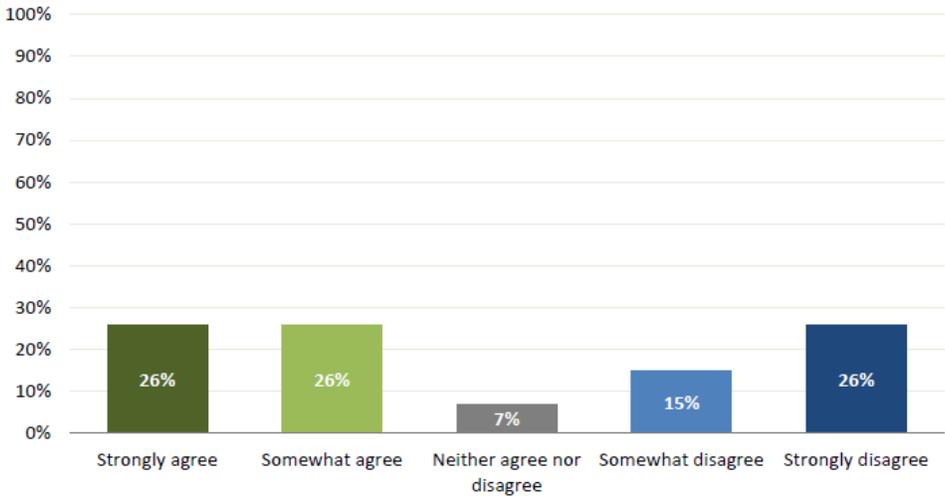
Would you agree or disagree with this change?

Snapshot

- More than half (52 percent) of respondents somewhat agreed or strongly agreed with the proposed increase in density and height under zoning in the Thornton Park / East False Creek (FC-1) with over two fifths (41 percent) somewhat or strongly disagreeing.

Results

Total respondents (27 responses)



Question 5

The new rezoning policy in the Thornton Park / East False Creek District (FC-1), would allow additional height and density based on heritage considerations, context and urban design performance to accommodate more social housing.

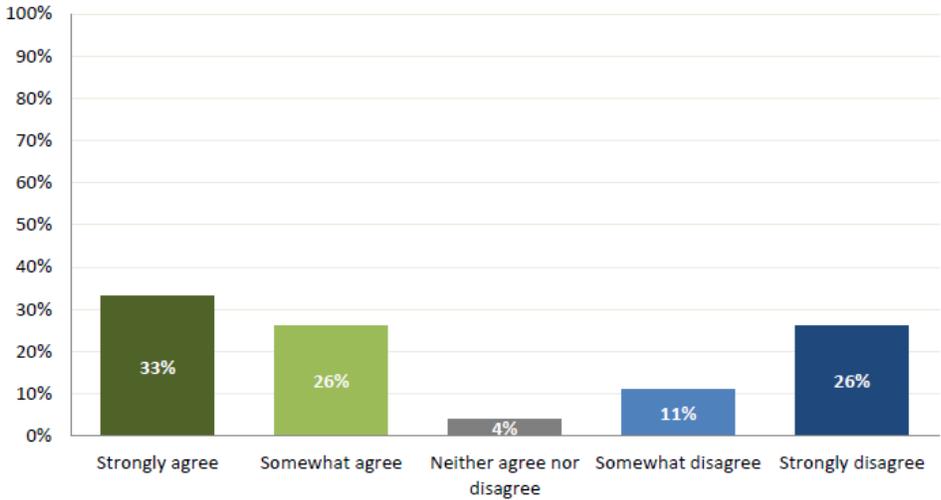
Would you agree or disagree with this change?

Snapshot

- Almost two thirds (59 percent) of respondents somewhat agreed or strongly agreed with the proposed changes to the rezoning policy in the Thornton Park / East False Creek District (FC-1), with more than a third (37 percent) somewhat or strongly disagreeing.

Results

Total respondents (27 responses)



Question 6

Is there anything else you want to tell us about the proposed zoning and rezoning policy changes in the Thornton Park / East False Creek District (FC-1)?

Comments

"Not only 100% social housing, but also a large percentage (>50%) should be welfare rate. Further, there needs to be housing available for families, suites with 2-4 bedrooms, so that families can stay in the neighbourhood and also be properly housed."

"Social housing is not defined. If we are talking welfare rate housing I would strongly agree with questions 5 & 6."

"I would like to see more height allowed so that we could get more housing."

"There is already too much height and density in this area. Spread it around the lower mainland."

"This zoning is right next to the new St. Paul's. Why pack Station Street with building after building of 100% social housing when St. Paul's is going to be such an opportunity to attract knowledge workers and world-class biotech to the city and the land that will eventually be cleared from the viaduct blocks will be attractive places to be? The new offices to be built around the hospital will not be as attractive if, on the adjacent block, you are maintaining the challenges of a concentrated amount of adults that have mental health, addiction, and trauma needs and rely on government programs and the informal economy to make it month by month. Think about Baltimore and Johns Hopkins, where staff only agree to drive into the hospital and after 5 request escorts to their car."

My issue is not having some 100% social housing units. The family housing mid-block of Station seems like it has the potential to be a positive thing for the community. I DO take a big issue with setting the stage for ALL OF THE BLOCK to be social housing.

To be clear, Portland HS is NOT a positive thing for others living in the community and it is so broken as to be irretrievable. As someone who lives here today, I feel very miffed that I pay thousands in property taxes, having seen a 23% increase in a year where I think the average increase in the city was 7%, and yet I have to deal with walking past blatant drug deals almost every day, men who mutter insults at me, seeing men women and children who are in serious need of more resources and help, and having had a resident's bodyguard dog go after my dog. This plus then on top there is feeling let down by the city due to the persistent squatting issues.

Concentrating poverty does not work. I am all for SOME social housing. I am EVEN MORE for mixing that with the middle-income housing that you have in the plan, though that seems to be going to "better" parts of town. The right answer is to spread the adults that need social support throughout the city in a less concentrated way. In this way, we all have a chance to thrive and feel like we can sit out in our local park in the sun and read without looking over our back, and they have outs from a lot of the problems that come from living in concentrated poverty."

"Concerned that there would end up being a wall of the tallest towers. How do we regulate this if it's 'case-by-case'? Is that height too high for our emergency response capability?"

"I would like your proposal to limit the FSRs dedicated to 100% social housing on each block. If some society got their first, well, there are MANY OTHER BLOCKS IN THIS CITY that can share the pain of encouraging people to heal and live fulfilling lives. Just something to think about."

"I think these policies should apply to all development, not just those which are 100% social housing. We need more housing. Period. Enable more development of ALL types of housing."

"Similar to above reasons. Additionally, there is a need to ensure more green space to be factored into both these areas, as there is disproportionately less green space available for children and families to access, which in turn are impacting their health."

"I'll await the design proposals before taking a position on density increases."

"because is a flood area and water is going to raise but developers do like new orleans sell swamp and walk away bribe the politicians in power easily"

"No."

Demographic Question 1

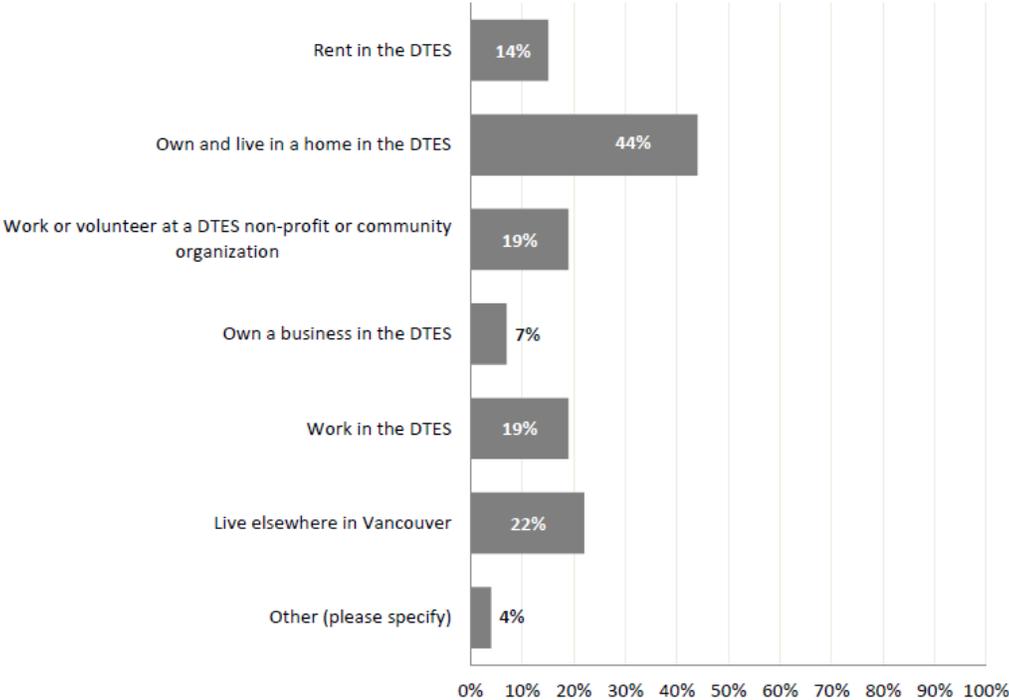
What is your connection to the Downtown Eastside?

Snapshot

- More than half (51 percent) of respondents owned a home and/or business in the DTES
- Less than one fifth (14 percent) of respondents rented in the DTES
- Almost a quarter of respondents (22 percent) lived elsewhere in Vancouver

Results

Total respondents (27)



Demographic Question 2

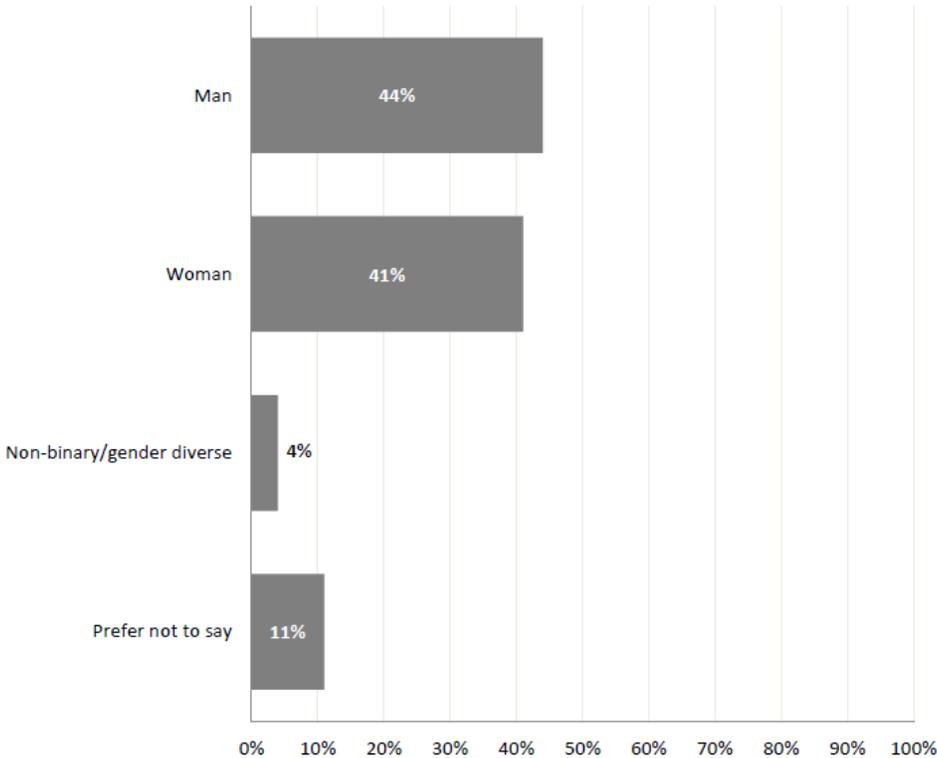
How would you describe your gender identity?

Snapshot

- More respondents identified as men (44 percent) than women (41 percent)

Results

Total respondents (27 responses)



Demographic Question 3

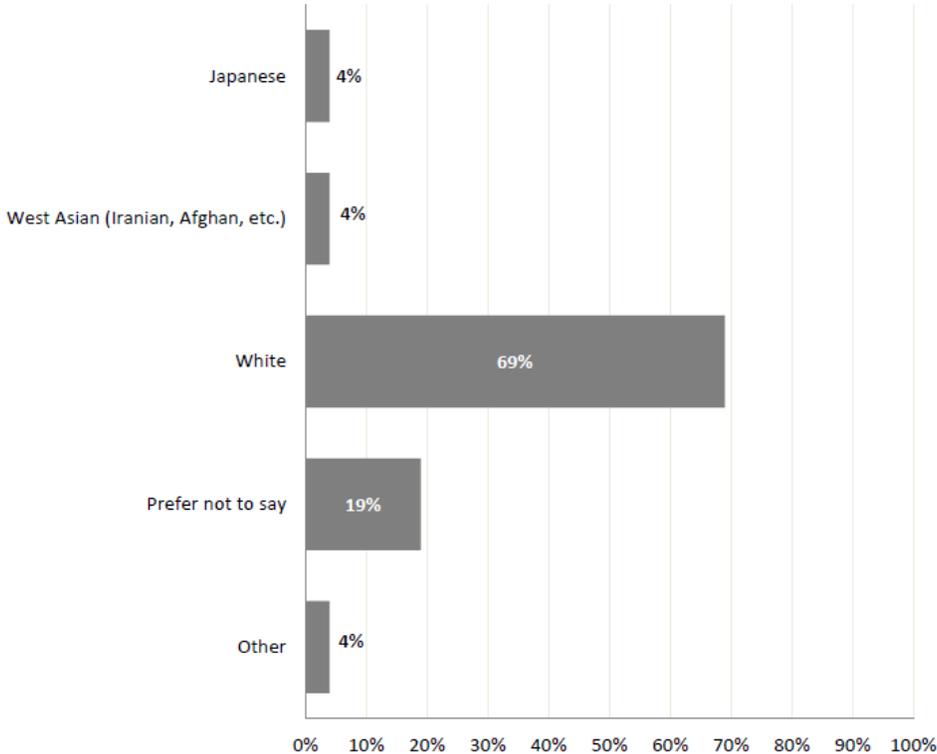
How would you describe your ethno-cultural / racial identity? (Check all that apply)

Snapshot

- More than two thirds (69 percent) of respondents identified as White, and almost one fifth (19 percent) prefer not to say

Results

Total respondents (26 responses)



Demographic Question 4

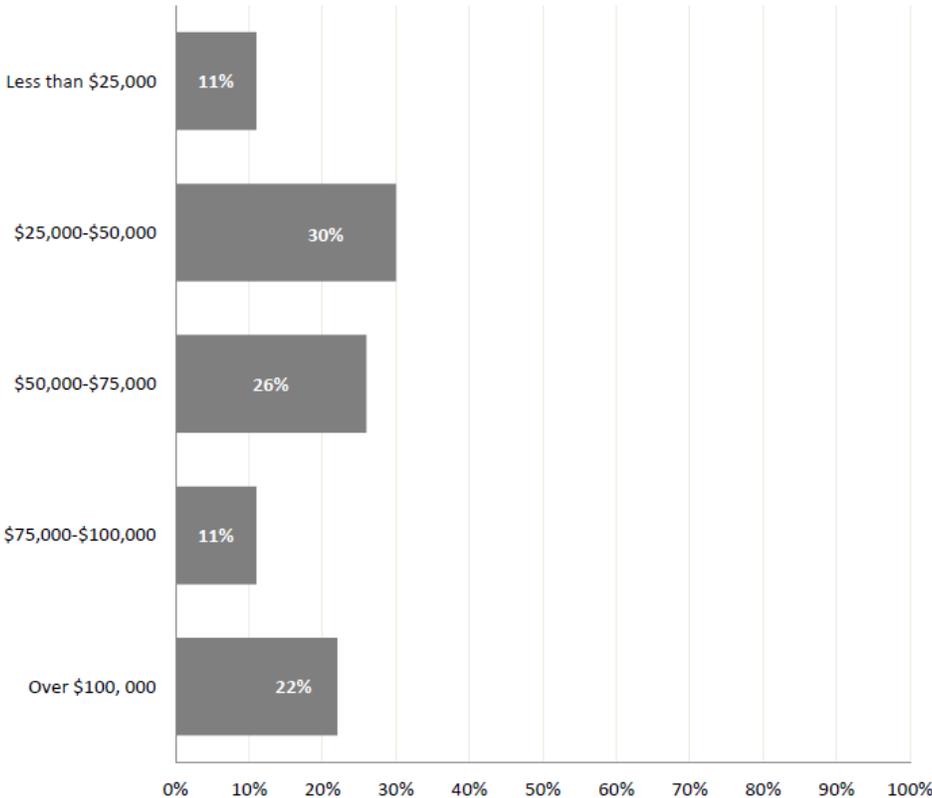
Which category best describes your total household income (before taxes)?

Snapshot

- More than a third (33 percent) of respondents earned over \$75,000, while over two thirds (41 percent) earned less than \$50,000

Results

Total respondents (27 responses)



Questionnaire Methodology

As respondents are self-selected, the results are an indication of general sentiment rather than a statistically significant test of responses. The responses to the quantitative questions are summarised as percentages and charts. As a result of rounding, percentages may not necessarily add up to 100%. Respondents could also provide additional feedback through open ended questions.

Appendix B: Stakeholder Workshops Notes

Workshop #1: Former Local Area Planning Process committee September 9, 2021

Attendees: Strathcona Residents Association, Carnegie Community Centre – Seniors, Gastown Business Improvement Association

Summary of Comments:

- Clarification of whether the intent is to build social housing close to the new St. Paul's Hospital
- No question of need, but concerns about social housing definition and desire for a greater mix of income
- Concern with the amount and concentration of social housing within a single area, noting challenges faced by businesses
- Would like to encourage mixed-use developments that include market housing
- Concerns expressed about single room occupancy buildings
- Note that social housing is dependent on senior government funding, and questioned whether this is a concern.
- Housing is often talked about in isolation. Many services are concentrated in the DTES. Services should be spread across the city outside of the DTES, e.g. residents who have moved outside of the DTES but need to travel to the DTES to access services.
- Would like to see a continuum of housing, not just social and market housing. Something in between these need to be developed. Policy needed to bridge the gap.
- Capacity of non-profits is struggling to keep up with delivering social housing.
- Need for programs/policies to help transition into other forms of housing from social housing.

Workshop #2: Housing Providers | Sept 14, 2021

Attendees: BC Housing, Vancouver Native Housing Society, Affordable Housing Societies

Summary of Comments:

- Clarification on details of proposed changes, including community amenity contributions, commercial/retail requirements, and parking requirements
- DTES social housing definition of achieves the City's housing goal, but lower rent mixes impacts financial viability of projects and most require government funding
- Some DTES residents want to move else where but options and services are limited. Suggestion to relax the SRA by-law to help support people choosing to live elsewhere
- General support, but questions raised about financial analysis in relation to feasibility of materials and proposed heights, as well as encouraging mass timber construction
- Building wood frame up to 6 storeys is economically viable, but 10-12 plus storeys is needed for concrete/steel construction for project viability, noting construction costs change frequently and vary greatly, e.g. COVID-related impacts to cost and supply
- Multiple funding sources needed for social housing projects to be viable, noting that funding can change with governments
- BC Housing have some mass timber projects, but economics are challenging and financial viability is a key fact. Hoping cost efficiencies will improve as industry adapts and mass timber construction becomes more common
- Support for development process as quicker process, noting better communication between City departments within the development process would help with efficiency
- All agree that changes that makes regulations more certain and the processing of permits faster would be positive to the viability of projects
- All departments need to work towards a common vision of reducing impacts to non-market applications such as processing permits quicker like the SHORT process

Workshop #3: Non-profit Service Providers | Sept 15, 2021

Attendees: SRO Collaborative Society, WePress Collective/Powell Street Festival Society

Summary of Comments:

- Why don't we say "they need to reach a deeper level of affordability (100% welfare rate)?"
- General support for more social housing, but not in favour of the definition of social housing. The definition needs to be updated to fit the needs of the DTES. The housing mix is wrong
- Would like to see you push the government and non-profits to do more
- The welfare tenants are slowing being replaced. It takes a specific type of person to live in a mixed development without being evicted
- We need more of the type of housing that is on the photo of the first slide
- The price of the 60/40 units are very expensive. They are only below-market
- My feedback is "not convinced"
- I'm afraid this change can trigger (be a precedent of) other changes in other zoning districts.
- We worry about the number of replaced units whenever a development comes