



COUNCIL REPORT

Report Date: October 8, 2024
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Meeting Date: October 22, 2024
[Submit comments to Council](#)

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design, and Sustainability
SUBJECT: Villages Planning Program – Scope of Work

Recommendations

- A. THAT Council approve the Scope of Work for the Villages Planning Program, generally as attached in Appendix A.
- B. THAT Council approve the Interim Rezoning Policy for Villages, as attached in Appendix B, to establish the conditions under which new rezoning enquiries and/or applications will be considered while the planning process is underway.
- C. THAT Council approve amendments to the Development Contribution Expectations (DCE) Policy in Areas Undergoing Community Planning, generally as attached in Appendix C, to manage potential land value speculation in the Villages areas.

Purpose and Executive Summary

This report details the Scope of Work for the implementation of multiple Villages identified in the Vancouver Plan (2022) (see blue Villages in Figure 2). Following the guidance provided by the Vancouver Plan land use strategy and supporting policy, the program will deliver new missing middle housing (multiplex, townhomes, and low-rise apartments, up to six storeys) and additional shops and services to serve the daily needs of current and future residents. To balance the number of neighbourhoods and project timeline, the planning program will primarily focus on delivering the land use changes required to build complete neighbourhoods. In addition, the project will identify opportunities for public space improvements and village-scale

amenities, to be delivered over time through development and city-wide programs and capital planning.

This project is one of several underway to implement the Vancouver Plan. Other concurrent initiatives are illustrated in the diagram below. Land use policy for Villages will be incorporated into the Vancouver Plan ODP, subject to Council approval, and coordinated with other initiatives.

Figure 1: Vancouver Plan Implementation projects currently underway



Council Authority/Previous Decisions

- Council Motion: Accelerating Housing Delivery Through Transformative Change¹ (October 17, 2023) – Part of A of this motion directs staff to accelerate implementation of Villages, provide an initial scope of work with a timeline, potential economic implications and Development Cost Expectations, and report back on opportunities for “pre-zoning” Villages (through city-initiated zoning changes).
- Vancouver Plan (July 2022) – The land use strategy calls for the creation of complete neighbourhoods, including in 25 Villages.
- Climate Emergency Action Plan (2020) – Big Move #1 supports the creation of complete, walkable neighbourhoods where more people can access daily needs.

¹ Full text of the motion can be found in the October 17, 2023 [Council Meeting Minutes](#).

City Manager's Comments

The City Manager concurs with the foregoing recommendations. Planning for Villages is an important step in the implementation of Vancouver Plan. Enabling the land use changes to increase housing options and expand locally-serving retail will mean significant progress towards creating complete, walkable neighbourhoods across the city.

Context and Background

In July 2022, Council approved the Vancouver Plan, a long-range strategy to manage growth and change across city. The Plan is centred on Three Big Ideas: (1) Equitable Housing and Complete Neighbourhoods; (2) An Economy that Works for All; and (3) Climate Protection and Restored Ecosystems. The Big Ideas are supported through a land use strategy that identifies different neighbourhood 'types,' their locations, and the relative intensity of growth and change associated with each. Land use directions are further supported by policies covering topics such as built form, housing, transportation, public space, and more.

Among the different neighbourhood types, the Vancouver Plan identifies 25 Villages – areas that are located around smaller commercial nodes and community uses surrounded by primarily low-density housing.

The Plan lays out overarching policies for Villages, including:

- Creating new housing opportunities for low- and moderate-income households, in a variety of low-rise buildings up to six storeys;
- Expanding existing retail clusters to improve business viability, with a focus on neighbourhood-serving retail-commercial uses;
- Co-locating public open spaces with shops, services, and community spaces to support local businesses and provide opportunities for social connection; and
- Retaining trees and native soils, where possible, and integrating ecological landscaping.

Discussion

Scope of Work

This section provides a summary of the Scope of Work for the Villages Planning Program (see Appendix A for details).

Geographic Scope

The Vancouver Plan land use strategy identifies 25 Villages. Some of these Villages are, or will be, implemented through other planning initiatives:

- Three full and two partial Villages have been incorporated into the Rupert and Renfrew Station Area planning program;

Content Scope and Deliverables

The focus of the Villages Planning Program is to facilitate a land use policy framework and zoning changes that will increase housing opportunities and expand existing locally serving commercial areas. The project will apply a consistent planning approach across all Villages, with the goal of using standard zoning district schedules where possible.

The deliverable of the planning program will be an area plan covering all Villages that includes a land use plan and context-specific policy directions for housing, retail, public space and transportation, parks and nature, and village-scale amenities. In addition, the program will identify areas proposed for city-initiated zoning changes for residential and mixed-use buildings.

Planning Process

The planning program for 17 Villages is anticipated to take approximately 18 months, and will consist of three phases (see a detailed description of the phases in Appendix A):

- Phase 1 (Villages Today): Public launch, analysis, boundaries assessment, start consultancies.
- Phase 2 (Emerging Ideas & Directions): Identify opportunities for public spaces/amenities, draft areas for City-initiated zoning changes and approach for special sites.
- Phase 3 (Draft Plan): Draft land use plan, policy directions and proposed areas for City-initiated zoning changes for Council consideration.

Public and Stakeholder Engagement

The Villages Planning Program builds directly on the policy direction set by Vancouver Plan. Over two and a half years and four phases, the Vancouver Plan had more than 52,480 engagement touchpoints. Therefore, engagement for Villages will not start from scratch; rather, it is an opportunity to reaffirm key policy directions with the public while gathering more specific input and feedback. Villages will be grouped into 2-4 Villages for in-person engagement events.

Staff will also engage with key stakeholders to assess long-range planning implications and neighbourhood priorities. These will include the Vancouver School Board, TransLink, and the Urban Development Institute, as well as more location-specific stakeholders such as local businesses, neighbourhood houses and community groups where appropriate.

First Nations Engagement

As a City of Reconciliation, a sustained relationship of mutual respect and understanding with Local First Nations is a priority. Staff will engage with the local Nations – xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh Úxwumixw (Squamish Nation) and səlilwətaʔ (Tsleil-Waututh Nation) – through the City's coordinated referral process. This will ensure early and on-going dialogue regarding the priorities and interests of the local Nations and their expressed goals in their territories, building on the directions already identified through the UNDRIP Action Plan. Staff note that some Villages are located near registered archaeological sites, namely the xʷməθkʷəy̓əm city and burial ground of čəsnaʔəm, and there may be others that may be highlighted through this engagement process. It is therefore possible that some Villages will

require more involved discussions with the local Nations and might therefore not be included in the initial Area Plan targeted to be considered by Council in 2026.

To involve Urban Indigenous populations into the process and build on engagement already undertaken through the broader Vancouver Plan, staff will also engage with the Metro Vancouver Aboriginal Executive Council (MVAEC).

Interim Rezoning Policy

To maintain integrity of the public engagement, avoid conflicts with emerging Villages Planning Program directions and minimize staff time processing applications, staff recommend an Interim Rezoning Policy. In general, the policy limits rezoning enquiries to those that deliver social or supportive housing, seniors housing and those that are being considered under the existing Secured Rental Policy (SRP) and the Transit-Oriented Areas (TOA) Rezoning Policy. Existing institutional, cultural, recreational, utility, or public uses can also be considered for rezoning during the planning process. For more detail, refer to Appendix B.

Development Contribution Expectations Policy

Development Contribution Expectations (DCEs) are identified at the beginning of a community planning process. The DCE identifies land use priorities and sets early expectations for development contributions, allowing landowners to factor in the potential costs of providing required amenities and infrastructure when development occurs in the future. It is not intended to convey any certainty about heights, densities, and uses that will be permitted when planning is completed. After the planning process is complete, if Council chooses to, the DCE Policy for Villages will be rescinded and replaced by other mechanisms to help fund new or improved infrastructure needed for growth. For the Villages, these could include developer contributions such as Inclusionary Zoning, Amenity Cost Charges, or Density Bonusing. Many of the areas in Villages are intended to be rezoned through city-initiated zoning changes. For areas or special sites in Villages that will not be rezoned by the City, the Community Amenity Contributions policy that is in place at the time of rezoning would apply.

It is envisioned that the Villages Planning Program will focus on enabling missing middle housing up to six storeys, with a focus on rental and below-market rental housing where economically feasible. In addition, the program will maintain or enable expansion of zoning permitting mixed-use buildings that deliver additional commercial space in Villages. Proposed amendments to the Development Contribution Expectations Policy are included as Appendix C.

Financial Implications

The Villages Planning Program will make use of existing staff resources and be comprised primarily of PDS staff with support from Engineering, Arts, Culture and Community Services, Parks and Recreation, and other departments. Staff estimate an approximate project budget of \$380,000 to cover consultant and engagement costs, which will be funded from operating budgets for 2024 2025, and 2026.

Growth in Villages will occur over time, in many historically lower-density neighbourhoods across the entire city. This will require the City to systematically upgrade its infrastructure and amenities in and near these planned Villages, which will require significant capital funding to

renew existing assets and expand capacity to meet demands generated by growth, as well as ongoing funding for operating and lifecycle costs. Given the focus on delivering purpose-built market and below-market rental housing in the Villages, development contributions to support infrastructure and amenities investment will likely be constrained.

To address this, a key step is for the City to establish city-wide “levels of service”, which involves balancing the desired service needs over 10-20 years within the City’s long-term financial capacity. This aligns with Recommendation 13 of the Mayor’s Budget Task Force Report, which identified the need to “implement a rigorous capital asset management framework” including establishing “standardized service levels (...) within each area (to) provide a uniform baseline for decision-making” (p. 25).

As water, sewer and transportation infrastructure are integrated into broader regional systems, this highlights the critical need for a long-term regional infrastructure plan and financial strategy, including how costs are shared among the various municipalities in Metro Vancouver.

In support of the implementation of the [Vancouver Official Development Plan](#), including through the Villages planning program, the City will need to formulate city-wide infrastructure and amenity plans that are financially viable and sustainable over the long term. A comprehensive review and update of the City’s financing growth tools that incorporates recent provincial legislative changes will be brought forward to Council for consideration in 2025 and 2026.

Conclusion

Planning for Villages is an important step in the implementation of the Vancouver Plan. The project will facilitate a land use policy framework and potential zoning changes in up to 17 currently low-density areas across the city, with a focus on increasing housing options around existing and growing retail nodes. The gradual change on the ground will be supported by identification of opportunities for public space improvements and Village-scale amenities, to be delivered over time through development and city-wide capital planning.

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APPENDIX A

SCOPE OF WORK: VILLAGES PLANNING PROGRAM

1. Introduction and Overview

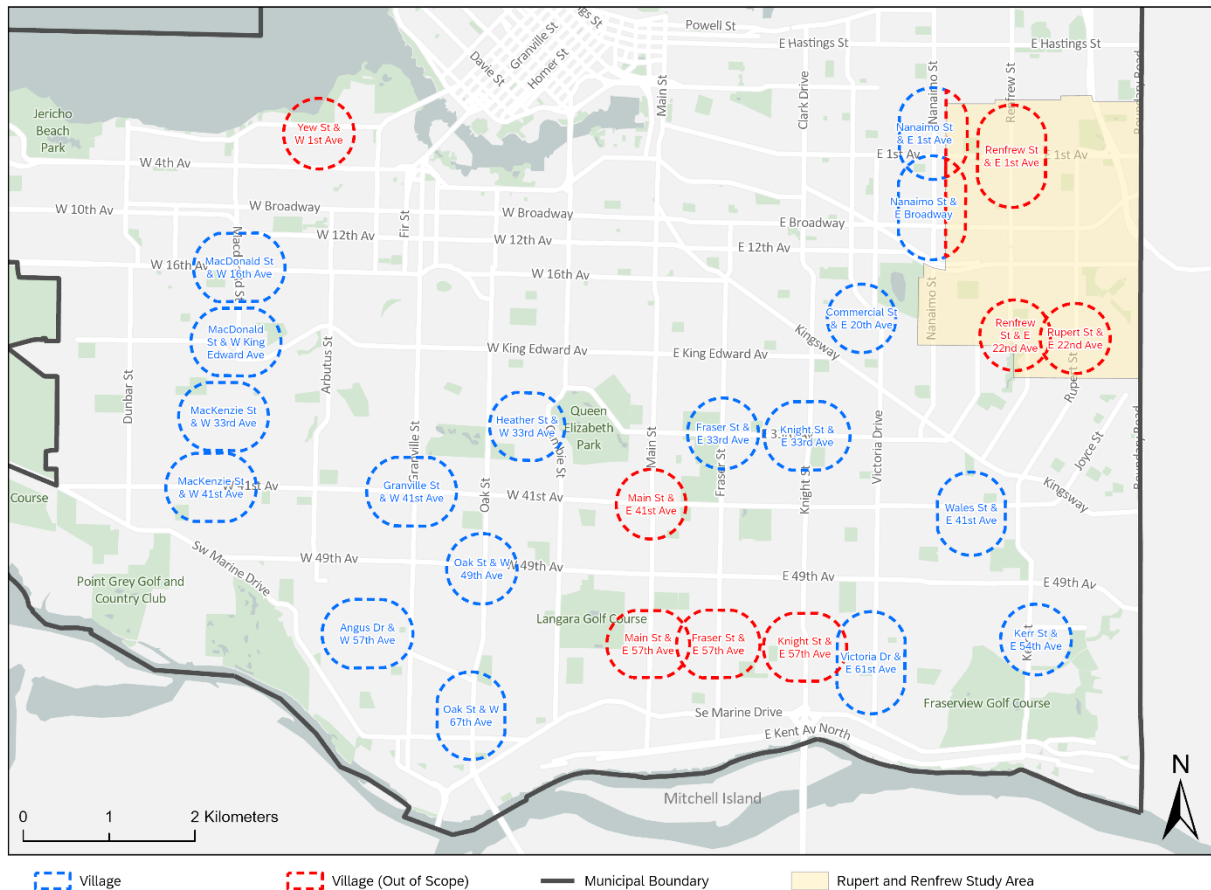
The following document sets out the scope of work for the Villages Planning Program, which covers 17 of the 25 Villages identified in the Vancouver Plan. It includes details on objectives, context, deliverables, timeline, planning topics, engagement, and project decision-making.

The Villages Planning Program will consist of three phases and take approximately 18 months to complete.

2. Geographic Scope

The location of 25 Village areas identified in Vancouver Plan are shown in Map 1 below. Eight Villages and portions of two other Villages (outlined in red) are currently either being planned as part of the Rupert and Renfrew Station Area Plan or will be included in future area planning programs and are not within the scope for this project.

Map 1: Location of Villages Identified in Vancouver Plan



The Vancouver Plan identifies Village areas using a 400m walk/roll “buffer” around existing small commercial areas (i.e. a 400 m radius, or 800 m diameter). The initial boundaries are conceptual in nature. A more refined and detailed set of provisional planning boundaries based on existing conditions, including block and street configurations, will be developed through the Villages Planning Program. It is anticipated that some boundaries may be further refined through early phases of the planning program.

3. Planning Program Objectives

Vancouver Plan Overview

Approved in July 2022, the city-wide land use strategy calls for the creation of complete neighbourhoods, identifies Villages, and provides a general policy framework for introducing land use changes in these areas.

The Vancouver Plan land use strategy identifies 25 Villages across the City. The direction for Villages is to strengthen low-density residential neighbourhoods by adding shops, services, and housing choice to provide more complete, inclusive, and resilient neighbourhoods. Villages are expected to deliver primarily low-rise housing options ranging from detached housing and multiplexes to townhouses and up to six-storey buildings. The Vancouver Plan also includes high-level neighbourhood design guidelines to inform more detailed Villages planning.

Vancouver Plan Direction for Villages

The Plan lays out overarching policies and design guidelines related to housing, shopping areas, built form, public realm, nature, amenities, and transportation:

- **Housing:** Create new housing opportunities for low- and moderate-income households, with an emphasis on purpose-built rental and social housing located off busy main streets. Enable ground-oriented Missing Middle housing options such as multiplexes and townhouses.
- **Shopping Areas:** Consider a minimum of two continuous blocks of retail to improve business viability, with a focus on neighbourhood-serving retail-commercial uses, including cafes, convenience food, retail and small grocery. Expand existing retail clusters along streets less impacted by traffic noise and pollution. Where existing retail clusters do not exist, explore opportunities to co-locate retail with community uses such as schools, childcare, and community infrastructure.
- **Built Form:** Allow a variety of mixed-use low-rise buildings and detached and low-rise housing, particularly multiplexes and townhouses, between three and six storeys.
- **Public Realm:** Co-locate public open spaces with shops, services, and community spaces to support local businesses and provide opportunities for social connection.
- **Nature:** Explore opportunities to retain trees and preserve native soils wherever possible. Integrate ecological landscaping and function into the design of new private developments.

- **Amenities:** The Vancouver Plan includes some neighbourhood design guidelines as an indication of what amenities (such as childcare, public parks and playgrounds amongst others) may be found in Villages in the future but does not contain any actual policies which require all, or any, of these amenities in each Village.
- **Transportation:** Focus Villages around frequent transit, greenways, and enhanced walking and biking routes.

The Villages Planning Program will not be able to deliver all aspects of the larger vision and Plan directions listed above. The project will identify opportunities for public space improvements and village-scale amenities, to be delivered over time through development and city-wide programs and capital planning.

4. Alignment with Other Key Planning Projects Underway

The Villages planning program will run alongside, and in coordination with the following concurrent active planning initiatives:

- Vancouver Official Development Plan (ODP)
- New RM (Residential Multiple Dwelling) District Schedules
- Social Housing Initiative
- Rupert and Renfrew Station Area Plan
- On-going implementation of provincial housing legislation (primarily Bills 16, 18, 44, 46)
- United Nations Declaration on the Rights of Indigenous Peoples Act (UNDRIP) Action Plan 2024-2028
- Related Council Motions
 - *Reallocation of Road Space to Support Shared Use During Pandemic*
 - *Placekeeping: Protecting and Supporting Cultural Food Assets and Other Forms of Intangible Cultural Heritage in Vancouver*
 - *Reframing South Vancouver Initiative*

Specifics may need to be adjusted once the planning program is underway, and as the city concurrently implements other recent amendments to the Vancouver Charter resulting from provincial housing legislation.

5. Policy Considerations

The main policy topics and work items for the planning program will focus on the themes identified below. Additional topics may be added throughout the planning process as staff gain deeper familiarity with existing conditions across the 17 Villages.

- **Housing:** The Villages land use plan will focus on low-rise building forms (up to six storeys), with an emphasis on purpose-built market and below-market rental housing

throughout village areas, as well as other missing middle housing such as multiplexes and townhouses.

- Economic testing will be undertaken to inform housing tenures and specific affordable housing requirements. Based on experience with existing city-wide and plan area policies, as well as recent economic testing results, it is anticipated that opportunities to deliver affordable below-market rental housing will be somewhat limited given the focus on low-rise buildings and will likely vary across the different Villages throughout the city.
 - Identification of areas where City-initiated zoning changes can be made to new standard apartment district schedules (currently under development) will streamline and simplify the development process, providing clarity to both applicants and the public.
 - The Social Housing Initiative is anticipated to result in zoning changes that will allow new 100% social housing developments throughout the city ahead of the conclusion of the Villages work program.
 - The Villages Planning Program will not include specific policies which inform how much additional height and density may be considered for unique/special sites, such as the unique housing considerations related to the many non-market housing and City-owned sites in Champlain Heights.
- **Job Space and Local Businesses:** The planning program will assess opportunities for increasing the amount of commercial space in each Urban Village area. The assessment will be supported by a retail demand study prepared by a specialized consultant team and will include a review of opportunities for neighbourhood “anchors” such as small format grocery stores. Through this work, staff will identify areas where City-initiated zoning changes can be made to district schedules with commercial/retail uses at grade. The work program is aligned with other Council directives to support small business, such as the direction to report back on options to protect and support cultural food assets and other forms of intangible cultural heritage in Vancouver. Support for small businesses in the Village areas will continue to be available through the Citywide Commercial Tenant Assistance Program (CTAP).
 - **Transportation and Public Spaces:** As Villages grow with more residents and intensified retail and non-residential uses, our streets and sidewalks will need to adapt to better support public life and mobility needs.
 - A key deliverable of the planning program will be a typology-based toolkit for street and public space renewal and improvements to inform rezoning/development conditions.
 - The plan will also consider the types of transportation and public space improvements that can be realized through road reallocation.

- Prioritization and delivery of these opportunities will be considered over time, as Villages grow, through development, city-wide programs and capital planning processes.
- For implementation, staff will work with Musqueam, Squamish, and Tsleil-Waututh to ensure each Nation's priorities for cultural visibility in the public realm, in alignment with the UNDRIP Action Plan.

Childcare, Social, Recreation and Cultural Amenities: Staff will engage with the community to learn more about existing social and cultural places in Villages to fill in gaps in City data of amenities and services in the Village areas.

- Policy options will be explored to support retention and potential opportunity sites for public childcare and other village--scale amenities critical in supporting the social and cultural well-being of residents and neighbourhood vitality.
 - Staff will conduct a high-level assessment of the impact on the provision of recreation services in existing community centres using the methodology developed for the city-wide public infrastructure and investment framework.
 - Non-profit and institutional sites, including places of worship, occupy many prominent locations within/near existing commercial nodes in several Villages and will also need to be accounted for.
 - Recommendations will draw on parallel planning initiatives to incorporate work happening to address related Council motions (e.g. *'Placekeeping: Protecting and Supporting Cultural Food Assets and Other Forms of Intangible Cultural Heritage in Vancouver'* and *'Reframing South Vancouver Initiative'*).
- **Parks and Natural Spaces:** Maintaining and enhancing the urban forest canopy will be a priority to help deliver on the city's climate emergency goals, manage heat, improve air quality, and increase biodiversity.
 - Staff will assess the urban forestry canopy to identify gaps and opportunities.
 - The overall ecological network connectivity will be assessed to identify gaps and opportunities for improvements (e.g., through blue-green systems, ecological corridors, and other incremental opportunities).
 - An assessment of existing and future park access and provision will also be undertaken to identify gaps and opportunities for improvement, but the delivery of new park space and upgrades to existing parks will be addressed through the city-wide public infrastructure and investment framework and is not within the scope of the Urban Villages Planning Program.
 - **City and Third-Party Utilities/Services:** An assessment of sewer, drainage, potable water, and fire protection systems will be conducted to better understand existing conditions, capacity constraints, and strategies to mitigate risk in densifying neighbourhoods, including the potential for system upgrades as conditions of development approval. Staff will also explore strategies to incorporate additional

rainwater infrastructure. Analysis of impacts to relevant third-party utilities may be undertaken, as required (e.g. BC Hydro).

- **Special Sites:** Many of the Villages contain sites that are unique due to their size, existing uses, or other considerations. Staff will create an inventory and explore policy directions for these sites to give general guidance for potential future redevelopment of these sites and their ability to deliver on broader neighbourhood scale amenity needs.

6. Rezoning During the Planning Process

A separate Interim Rezoning Policy has been developed to determine the conditions under which rezonings can be considered while the broader area planning process is underway. See Appendix B for more information.

7. Public Benefits

In support of Vancouver ODP implementation (which includes Villages implementation), the City will formulate a city-wide public infrastructure investment plan that is financially viable and sustainable over the long-term. Staff will undertake a comprehensive review and update of the City's financing growth tools, incorporating the new Amenity Cost Charge introduced under Bill 46, as well as updates to the City's density bonus by-laws and introduction of an inclusionary zoning by-law in response to Bill 16, which will be brought forward to Council for consideration in 2025 and 2026.

It is anticipated that Villages will need to provide some local-serving infrastructure upgrades, which will generally be identified on a site-by-site basis and secured through the rezoning or development process. Renewal, expansion or addition of community amenities within the Village areas will need to be reviewed in the city-wide context, as it is expected that opportunities to secure these public benefits will be limited given the low-rise built form and housing tenures.

8. Key Deliverables

- Area Plan for Villages
 - Land Use Plan (aligned with city-wide ODP)
 - Context-specific policies which build on, and complement, the Vancouver Plan vision, Foundational Principles, three Big Moves and approved Villages policy directions. These will include policies for housing, retail, public space and transportation, parks and natural spaces, village-scale social, recreation and cultural amenities, and childcare.
- Typology-based toolkit for street and public space renewal and improvements to inform rezoning/development conditions applicable across all Villages; summary of identified transportation network and public space opportunities for future prioritization and capital delivery.
- Potential updates/amendments to existing district schedules and/or guidelines

- Identification of areas where City-initiated zoning changes can be made, and guidance for applicant-initiated rezonings to an existing district schedule (e.g. new standardized apartment zones or C-2), CD-1 rezonings where necessary, and process for any exempt sites
- Content for City-wide Official Development Plan (if appropriate, and subject to sequencing of parallel planning programs)

9. Phases and Timeline

Planning work will unfold over three phases and is expected to take 18 months. A fourth phase focusing on implementation will follow Council adoption of the Villages Plan.



Phase 1 – Villages Today (Q3 2024 – Q1 2025)

- Launch planning program through first phase of public engagement
- Initiate project referrals to Musqueam Indian Band, Squamish Nation and Tsleil-Waututh Nation
- Conduct an analysis of existing demographic and socio-economic conditions for each Village
- Generate preliminary Villages boundaries for analysis (to be refined through subsequent project phases)
- Generate population estimates across all Villages
- Undertake internal technical analyses/reviews of all Villages and retain consultancies to inform policy directions (see details on consultancies below)
- Refine inventory of existing community spaces and places, expanding on the Vancouver Storefronts Inventory for existing retail.
- Identify areas that may require large or costly upgrades based on existing sewer and drainage system knowledge, or where further system assessment is needed.

Phase 2 – Emerging Ideas & Directions (Q2 – Q4 2025)

- Develop draft land use plan with final Villages boundaries
- Identify existing transportation network connections and potential opportunities for improvements, as well as potential future public space locations to address critical gaps in the existing network of spaces
- Determine additional commercial floor area demand and potential locations for expanding commercial uses/zoning including opportunities for neighbourhood anchors such as small-scale grocery stores
- Identify potential areas for City-initiated zoning changes and where applicant-initiated rezoning into existing district schedules, or CD-1 rezonings, will be necessary
- Determine approach for large, institutional, exempt and any other unique sites
- Present emerging ideas/directions to the public and identified external stakeholders for review and comment
- Confirm utility servicing approach and applicant expectations (including on-site requirements and upgrade conditions, which may vary by Village).

Phase 3 – Draft Plan (Q1 – Q2 2026)

- Finalize policies related to Villages
- Prepare final land use plan combining all 17 Villages
- Confirm proposed areas for City-initiated zoning changes and rezoning policies
- Prepare draft Villages Plan for Council consideration and approval
- Present draft by-law amendments for Council consideration to implement City-initiated zoning changes

Phase 4 – Implementation (post Villages Plan approval; Q3 2026 and onwards)

- Undertake all administrative changes required for Council-approved policy and district schedule amendments
- Integrate Villages land use and any relevant policies into Vancouver Plan ODP

10. Consultancies

To support the delivery of the Villages Planning Program in a timely manner and to further supplement staff expertise, several consultants will be required to lead technical analyses and provide more special industry skills for the following work program items:

- **Retail Demand Study:** Develop a Villages Retail Gravity Model to identify the demand for future commercial space based on modelled population estimates for each Village, using the City's latest retail storefront inventory database and zoning information as key

inputs. Work will include identification of opportunities for neighbourhood anchors such as small format grocery stores.

- **Financial Testing:** Determine the economic viability of various housing forms and tenures in developments up to six storeys, with consideration for: geographic locations of Villages across the city to reflect differences in land values and housing market conditions; current costs of development; differences in lot characteristics (e.g. frontage and total area); arterial versus off-arterials locations; replacement of existing rental or other affordable housing units; tenant relocation and protection policies; retention/replacement of existing institutional, childcare, social or cultural uses; and transportation and utilities cost estimates.
- **Public Engagement Summary:** Analyze qualitative and quantitative public engagement feedback and incorporate into a comprehensive summary report which will be made available to the public, stakeholders, and Council on the Villages project webpage.

11. Public and Stakeholder Engagement Process

The Vancouver Plan engagement process included approximately 52,000 touch points and summarized feedback from many other recent planning processes. This provides staff the opportunity to build on the Vancouver Plan and other recent engagement processes to inform Villages planning, which will result in both time efficiencies in preparing the plan and greater consistency between this plan and future area plans.

As a result, the early phases of Villages planning (i.e. vision, values, and early directions) will primarily be informed by the Vancouver Plan and other recent engagement in city-wide plans. Staff will still engage at strategic times throughout the planning process to get early input on unique considerations for each Village to inform plan development, and in later phases to share early directions. Given the substantial number of Villages in scope, the engagement approach will require bundling of Villages for in-person engagement (typically two to three Villages). Many Villages already have overlapping boundaries, which lends itself to a holistic, systems-based planning approach to understand connections within and between the different neighbourhoods.

The engagement process will encourage participation of equity-denied community members and others traditionally left out of these engagement processes, given that many Villages are in areas that have not been part of area planning in decades, many of which have significant proportions of non-native English speakers (e.g. South/South-East Vancouver, MacKenzie/Macdonald corridor). Key public-facing communication materials will be translated into the most spoken languages at home in the various Villages (mostly Traditional and Simplified Chinese, Punjabi, Vietnamese, Tagalog and Spanish, and resources will be allocated for translation and interpretation services.

As part of the planning program, staff will engage with key stakeholders to assess long-range planning implications and neighbourhood priorities. These will include usual stakeholders such as the Vancouver School Board, TransLink, Urban Development Institute, as well as more location-specific stakeholders such as local businesses, neighbourhood houses and community groups where appropriate.

12. Engagement with Involved First Nations

As a City of Reconciliation, a sustained relationship of mutual respect and understanding with Local First Nations is a priority. Staff will engage with the local Nations through a coordinated referral system to ensure early and on-going dialogue regarding the priorities and interests of the local Nations and their expressed goals in their territories, building on the directions already identified through the UNDRIP Action Plan. Engagement will be initiated at time of project launch with referrals sent to xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh Úxwumixw (Squamish Nation) and səliłwətał (Tsleil-Waututh Nation), inviting opportunities for discussions, questions, and feedback on the planning process.

Staff note that some Villages are/may be located near registered archaeological sites, namely the xʷməθkʷəy̓əm city and burial ground of ćəsnaʔəm. It is important to note that the City may only be aware of sites recognized for their archaeological significance, but there may be others shared by MST through this process. It is possible that some Villages may require more involved discussions with MST, and as such, may not be included in the first phase of the Villages program to be completed by 2026 based on the feedback received, to allow for deeper and more meaningful engagement.

Additionally, staff will also engage with the Metro Vancouver Aboriginal Executive Council (MVAEC) to involve Urban Indigenous populations into the process and build on engagement already undertaken through the broader Vancouver Plan.

Staff will coordinate this process with other open MST referrals for programs or projects such as the plaza program, greenways, blue-green systems, and other related community plans.

13. Amending the Scope of Work

Variations to the Terms of Reference, such as extending the project timeline, adding or removing studies and analysis or identifying additional issues and priorities should be anticipated. Council would be notified of such changes through presentations, briefings, or memos as appropriate.

APPENDIX B

INTERIM REZONING POLICY – VILLAGES

Policy

Villages Interim Rezoning Policy

Approved by Council Month Day, Year

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1 BACKGROUND AND CONTEXT

Area plans provide guidance on future land use, urban design, transportation, utilities and priorities for community amenities. In some cases, undertaking significant rezonings while an area planning process is underway can increase the risk that new development will preclude opportunities or conflict with policy directions emerging from the planning process.

In order to avoid pre-empting or diverting the area planning process within Villages, this interim rezoning policy temporarily limits the types of rezoning applications that can be accepted for processing by City staff while the area planning process is underway. Under this policy, rezoning enquiries and applications will generally not be considered.

This policy applies until such time as a new plan for the Villages is complete, or until this policy has been repealed through a decision by Council. The policies below will govern any exceptions that allow consideration of rezoning enquiries, rezoning applications, and development applications with Heritage Revitalization Agreements during the planning process.

2 POLICIES

2.1 Application may be considered where:

- (a) At the time of adoption of this policy, there is an active rezoning application; or
- (b) Where a recent application for rezoning advice has been received within one year prior to the approval of this policy and the applicant has received a written response stating that a rezoning application would be considered, and the applicant has submitted a subsequent rezoning application within 180 days of the date of the letter of response.

2.2 Applications may be considered in the cases of housekeeping amendments and minor text amendments to existing CD-1s which are not related to height or density increases (e.g. altering the mix of commercial uses in an existing building).

2.3 On parcels where residential uses are currently permitted, the following may be considered:

- Applications for projects involving 100% social and supportive housing, or community care facilities or group residences.
- Applications for seniors housing, including community care or assisted living, seniors supportive or independent living housing or seniors social housing (where occupancy is restricted to older adults 55+) under the Seniors Housing Rezoning Policy.
- Applications for rental or social housing and mixed-use projects under the Secured Rental Policy.
- Applications for sites eligible for rezonings under the conditions outlined in the Transit-Oriented Areas (TOA) Rezoning Policy.

- 2.4** Applications may be considered for the retention, expansion, downsizing, or reuse of public or non-profit institutional, cultural, recreational, utility, or public authority uses.

- 2.5** Heritage Revitalization Agreement applications will be considered where a heritage or character building is at risk of demolition.

- 2.6** Where existing community plans have been adopted prior to the Vancouver Plan, approved land use policies continue to apply until amended from time to time, including through the Villages planning program.

APPENDIX C

DEVELOPMENT COST EXPECTATIONS FOR VILLAGES

Policy

Development Contribution Expectation Policy in Areas Undergoing Community Planning

Approved by Council June 20, 2018

Last amended October 17, 2023

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3 APPLICATION AND INTENT

Development Contribution Expectations (DCE) policies in conjunction with interim rezoning policies are intended to limit land value speculation in areas undergoing community planning. These policies provide buyers and sellers of land in community planning areas with clarity regarding the City's priorities in community planning areas and expectations for contributions towards amenities and affordable housing as a result of community planning.

Relationship to Other Development Contributions

- Development contributions such as Inclusionary Zoning, Amenity Cost Charges, Density Bonusing, and Community Amenity Contributions are calculated at the end of a planning process based on the projected growth in population and jobs that will result from the plan, the amenities needed to serve that growth, and the projected costs and funding sources available for the amenities.
- DCEs are identified at the beginning of a community planning program based on City policy priorities for each area and the projected economic viability of alternative development scenarios.
- Following the completion of a community planning program, DCEs are revisited to reflect the densities, mix of uses and amenity needs in the planning area. The DCEs are then updated and transferred into the applicable development contribution.
- For more information about the City's development contribution framework, visit: <https://vancouver.ca/home-property-development/how-development-funds-communities.aspx>. Note that the DCE policy does not reflect other required development contributions such as Development Cost Levies, Development Cost Charges, conditions of development and others.

4 AREA-SPECIFIC DCE POLICIES

Area-specific DCE policies are shown in Tables 1 and 2 and include the following areas:

- The Broadway planning program (west of Vine Street) to be considered as part of future area planning or the City-wide planning process
- The Rupert and Renfrew area planning process
- The Granville Street Planning area planning process
- **The Villages Planning Program**

Table 1a: Area Specific Priorities and DCE Policies

Community Planning Area	Sub-Area	Priorities and DCE Policies
Broadway Area West of Vine ¹	RM Zoning Districts	Prioritize rental housing. Do not consider additional development rights for market strata residential. DCE for rental projects seeking additional density: maximize below market rental housing ² .
	R1-1 and RT Zoning Districts	TBD as part of future area planning or the City-wide Plan. Future requirements will reflect the City's priorities for: <ul style="list-style-type: none"> - Rental Housing - Amenities Job Space
	C-2, C2C, and C-2C1 fronting onto Broadway, generally between Larch Street and Alma Street, as well as where fronting onto West 10th Avenue generally between Alma Street and Tolmie Street.	Prioritize job space and rental housing. Consider the potential for additional development rights for market strata residential in limited situations. DCE for rental projects seeking additional density: maximize below market rental housing ² . DCE for projects seeking additional density for market strata residential: per Table 2 below.
	Jericho lands	Excluded from this DCE Policy.

¹ Sub-areas and priorities included in Map A below.

² "Below market rental housing" refers to dwelling units where:

- the maximum starting rents and rents at unit turnover are at least 10% less than the average rents for all private rental apartment units, city-wide as published by the Canada Mortgage and Housing Corporation in the Rental Market Report in the previous calendar year; and
- the starting rent and turnover rent requirements are secured through a housing agreement.

Table 1b: Area Specific Priorities and DCE Policies (Continued)

Community Planning Area	Sub-Area	Priorities and DCE Policies
Rupert and Renfrew Area Planning ¹	Mixed Employment and Industrial Lands, with exception of sites identified as part of rezoning enquiry for 3200 East Broadway and 2625 Rupert Street	<p>Prioritize job space. Do not consider adding residential use.</p> <p>DCE for commercial-only projects seeking additional density as per CAC policy: https://guidelines.vancouver.ca/policy-community-amenity-contributions-for-rezonings.pdf</p>
	C-1 and C-2	<p>Prioritize purpose-built market and below-market rental housing².</p> <p>DCE for rental projects seeking additional density: maximize below market rental housing⁴. For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p> <p>In limited situations where potential for additional development rights for market strata residential are considered, the DCE targets per Table 2 below would apply.</p>
	RM	<p>Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing. Do not consider additional development rights for market strata residential.</p> <p>For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p>
	CD-1 that is <u>outside</u> of the Employment Lands, with exception of Skeena Terrace site at 2298 Cassiar St	<p>Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing.</p> <p>For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p> <p>In limited situations where potential for additional development rights for market strata residential are considered, CACs would be negotiated on a case-by-case basis.</p>

	R1-1 and RT	<p>Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing.</p> <p>For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p> <p>In situations where potential for additional development rights for market strata residential are considered, the DCE targets per Table 2 below would apply.</p>
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- **¹Sub-areas and priorities included in Map B below.**
- **²"Below market rental housing" refers to dwelling units where:**
 - (a) the maximum starting rents and rents at unit turnover are at least 10% less than the average rents for all private rental apartment units, city-wide as published by the Canada Mortgage and Housing Corporation in the Rental Market Report in the previous calendar year; and
 - (b) the starting rent and turnover rent requirements are secured through a housing agreement.

Table 1c: Area Specific Priorities and DCE Policies (Continued)

Community Planning Area	Sub-Area	Priorities and DCE Policies
Granville Street Planning Area ¹	K1 and K2 (Downtown Official Development Plan)	<p>Prioritize job space. Do not consider adding residential use.</p> <p>DCE for commercial-only projects seeking additional density as per CAC policy: http://vancouver.ca/files/cov/community-amenitycontributions-through-rezonings.pdf</p> <p>Where there is on-site heritage assets, alterations should seek retention of significant primary structural elements according to City's heritage policies. Where there is on-site cultural facilities, seek to retain/replace assets as appropriate.</p>
	K3 (Downtown Official Development Plan)	<p>Prioritize job space and rental housing.</p> <p>DCE for commercial-only projects seeking additional density: per CAC policy. http://vancouver.ca/files/cov/communityamenity-contributions-through-rezonings.pdf</p> <p>DCE for rental projects seeking additional density: CACs to be negotiated on a case by case basis with aim to maximize below market rental housing².</p>

		Where there is on-site heritage assets, alterations should seek retention of significant primary structural elements according to City’s heritage policies. Where there is on-site cultural facilities, seek to retain/replace assets as appropriate.
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¹ Sub-areas and priorities included in Map C below.

² “Below market rental housing” refers to dwelling units where:

- a) Starting rents by unit type will not exceed a rate that is 20 per cent less than the city-wide average rents for the City of Vancouver as published by CMHC.
- b) After initial occupancy, rent escalation during a tenancy will be limited to the increases authorized by the Residential Tenancy Act.
- c) Between tenancies, the rent may be re-indexed to the current CMHC average rent by unit type, applying the 20 per cent discount to city-wide average rents for the City of Vancouver as published by CMHC.

Table 1d: Area Specific Priorities and DCE Policies (Continued)

Community Planning Area	Sub-Area	Priorities and DCE Policies
Villages Planning Program ¹	Commercial Zones	Prioritize purpose-built market and below-market rental housing ² . DCE for rental projects seeking additional density: maximize below market rental housing. In limited situations where potential for additional development rights for market strata residential are considered, the DCE targets per Table 2 below would apply.
	RM	Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing. Do not consider additional development rights for market strata residential.
	R1 and RT	Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing. In situations where potential for additional development rights for market strata residential are considered, the DCE targets per Table 2 below would apply.
	CD-1s	Village rezoning will not impact CD-1 zoning. Any change to CD-1 zoning would require a rezoning.

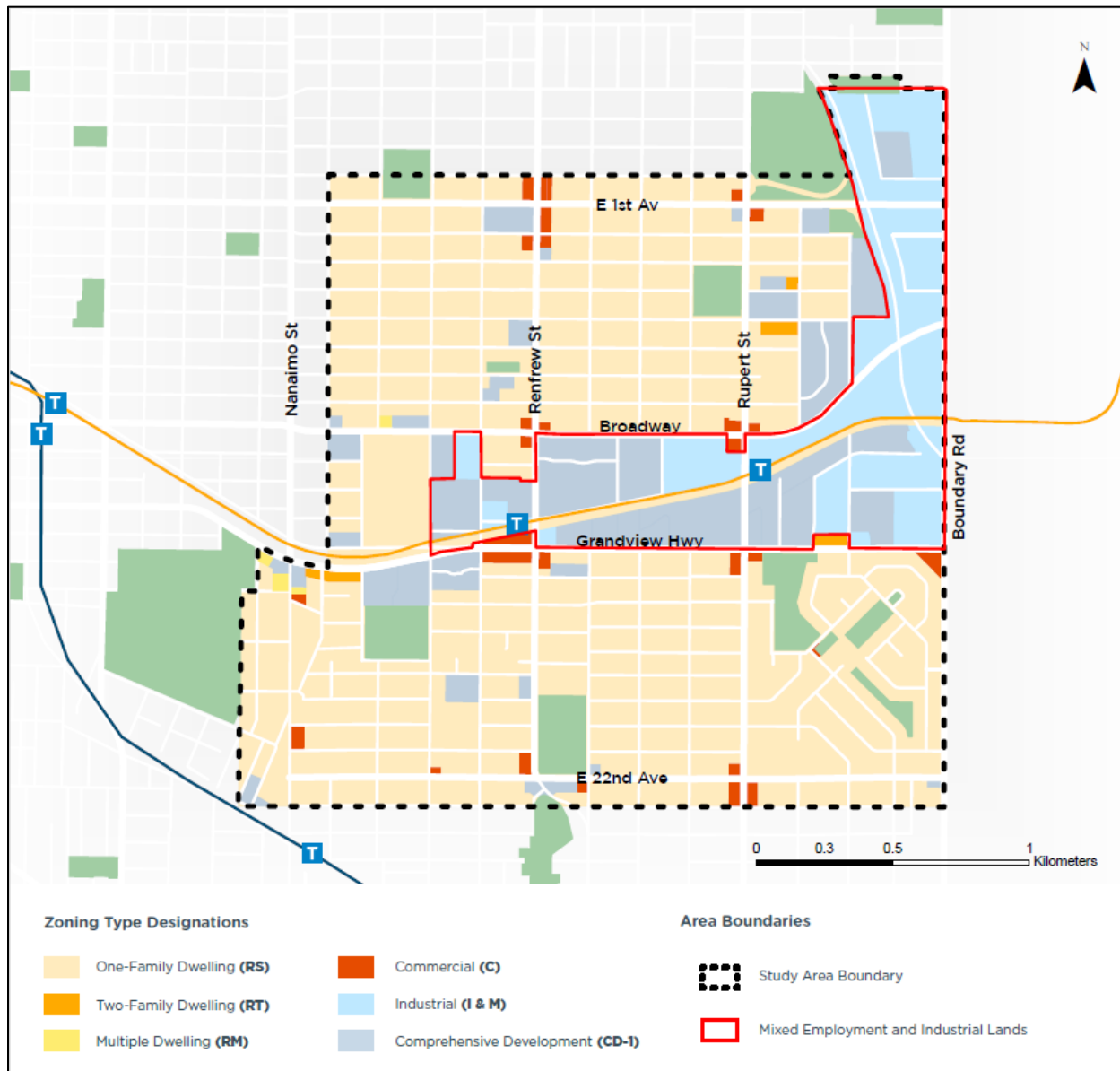
	Industrial zones (I Zones, M Zones)	Prioritize job space. Do not consider adding residential use, unless directed by the applicable community plan.
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Table 2: Area Specific DCE Targets

Community Planning Area	DCE Target Area	DCE Targets¹
Broadway area west of Vine	C-2 Zoning Districts (Market Strata Residential)	\$3,552.09/m ² (\$330/ft ²)
Rupert and Renfrew Area Planning	C	\$1,722/m ² (\$160/ft ²)
	RT	\$1,399/m ² (\$130/ft ²)
	R1-1	\$1,399/m ² (\$130/ft ²)
Villages Planning Program	C	\$1,722/m ² (\$160/ft ²)
	RT	\$1,399/m ² (\$130/ft ²)
	R1-1	\$1,399/m ² (\$130/ft ²)

¹ Rate information listed in Table 2 are applicable to the incremental density (above existing zoning)

Map B: Rupert and Renfrew Plan Study Area



Note: Map B represents the general study area for area planning. Not all areas within will be considered for changes to land use designations or zoning.

Map C: Granville Street Planning Program Study Area (DODP Sub Areas K1, K2 and K3)

